19

STANDING COMMITTEE ON WATER RESOURCES (2013-2014)

FIFTEENTH LOK SABHA

MINISTRY OF WATER RESOURCES

REPAIR, RENOVATION AND RESTORATION OF WATER BODIES

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

NINETEENTH REPORT



LOK SABHA SECRETARIAT

December, 2013/Agrahayana, 1935 (Saka)

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Presented to Lok Sabha on 17.12.2013

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LOK SABHA SECRETARIAT NEW DELHI

December, 2013/Agrahayana, 1935 (Saka)

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COMPOSITION OF THE STANDING COMMITTEE ON WATER RESOURCES (2013-2014)

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- 31. Vacant

^{*} Nominated w.e.f. 09.09.2013

^{**} Expired on 04.10.2013.

SECRETARIAT

Shri Devender Singh Shri Pawan Kumar Smt. Rita Jailkhani Joint Secretary Director 1.

2.

3. Additional Director 4. Shri G. Guite Committee Officer

INTRODUCTION

I, the Chairman, Standing Committee on Water Resources (2013-2014) having been

authorised by the Committee to submit the Report on their behalf, do present the Nineteenth Report on

the Action Taken by Government on the recommendations/observations contained in the Sixteenth

Report (Fifteenth Lok Sabha) of the Standing Committee on Water Resources (2012-2013) on Repair,

Renovation and Restoration of Water Bodies.

2. The Sixteenth Report of the Committee was presented to Lok Sabha on 27 November, 2012.

The replies of the Government to all the recommendations/observations contained in the Report were

received on 26 September, 2013.

3. The replies of the Government were examined and the Report was considered and adopted by

the Committee at their sitting held on 10 December, 2013.

4. An analysis of the Action Taken by the Government on the recommendations/observations

contained in the Sixteenth Report (Fifteenth Lok Sabha) of the Committee is given in Appendix-III.

NEW DELHI;

16 December, 2013

25 Agrahayana, 1935 (Saka)

DIP GOGOI, Chairman,

Standing Committee on Water Resources

(v)

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CHAPTER I

REPORT

This Report of the Standing Committee on Water Resources deals with the action taken by the Government on the recommendations / observations contained in their Sixteenth Report (15th Lok Sabha) on 'Repair, Renovation and Restoration of Water Bodies' which was presented to Lok Sabha on 27 November 2012.

- 2. Action taken notes were received from the Government in respect of all the 23 recommendations/observations of the Committee which have been categorised as follows:-
 - (i) Recommendations/Observations which have been accepted by the Government:

Para Nos. 2.20, 2.21, 3.33, 3.34, 3.35, 3.36, 3.37, 3.38, 3.40, 3.41, 4.11, 4.13, 4.14, 5.17, 5.18, 5.20, 5.21 and 5.22 (Total - 18)

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

Para Nos. 4.12 and 5.19 (Total -02)

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

Para Nos. 2.22, 2.23 and 3.39 (Total -03)

(iv) Recommendation/Observation in respect of which final reply of the Government is still awaited:

Nil (Total - NIL)

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

A. Traditional water bodies and their upkeep

Recommendation (Para No.2.20)

4. The Committee observed that water is a prime natural resource, a basic human need and a precious national asset. Water as a resource is indivisible; rainfall, river waters, surface ponds and lakes and ground water are part of a single unit, which needs a holistic and efficient management to ensure their long-term quality and availability. Noting that traditional water bodies, known by their different names, such as Bhandaras (Maharashtra), phad irrigation (North-western Maharashtra), Khadin and Baolis (Rajasthan), Vav or Vavdi (Gujarat), Ahar Pynes (Bihar), Dung or Jumpois (Jalpaiguri district, West Bengal) and Zing (Ladakh, Jammu & Kashmir) have through the ages been providing sustenance to Indian agriculture, the Committee hardly needed to emphasize the importance of water bodies in the overall development and management of water resources in the country. Further, water bodies serve as storage reservoirs of water in monsoon dependent areas where there exist a shorter period of rainfall and a long dry spell with very high deviation of annual rainfall. Also, traditional water bodies are used in rural areas which, inter-alia, include various purposes, viz. domestic, drinking, irrigation, horticulture, etc. The Committee, were, therefore, of the considered view that there is an imperative need to ensure proper, efficient and sustainable management and development of water bodies all over the country through sustained inputs of efforts, funds and programme primarily by the Government (Both Central and State) and secondarily by individuals, groups, institutions and local bodies. In order to put in place a comprehensive legislative framework, the Committee reiterated the need for inclusion of the subject 'water' in the Concurrent List.

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

"The institutional structure proposed for implementation of the scheme during XII Plan is as under:

➤ Water Users' Association (WUA) at the Gram Panchayat Level:

The WUA would plan and participate in the implementation of renovation, pisciculture, tree planting and command area development works, as also maintenance and management, including water distribution and conflict-resolution across uses and users. The WUA would also earn revenues by charging for its services from its members and build up a corpus for maintaining and managing the water bodies over time. The Non-Government Organisations (NGOs) may also play a role in implementation, planning and execution of the scheme subject to State Government's decision.

Cascade Association (CA):

Wherever water bodies within a mini-watershed are interlinked in a cascade through a network of channels, the CAs will be responsible for renovation, cleaning and excavation of feeder channels and repairs to diversion weirs/ regulators on feeder channels. They will also help resolve conflicts across WUAs within the cascade on water sharing and maintenance responsibilities.

> WUA Federation at the Block Level:

This will help in mobilizing funds for rehabilitation of water bodies from various sources, organizing training programmes for WUAs, monitoring O&M of rehabilitated system as also the performance of Water User Associations and Cascade Association

- For inclusion of 'water' in the "Concurrent List" amendment in the Constitution would be required."
- 6. The Committee note that for implementation of the scheme of 'Repair, Renovation and Restoration of Water Bodies' in the XII Five Year Plan, the Government have proposed to involve Water Users Associations (WUAs) at the Gram Panchayat Level for maintenance and management of water bodies. The Non-Government

Organizations (NGOs) will also be involved in implementation, planning and execution of the scheme as per the discretion of State Governments. In case of water bodies interlinked in a cascade through a network of channels within a mini watershed, Cascade Associations (CAs) will be made responsible for renovation and maintenance of water bodies and shall also resolve water conflicts across WUAs within the cascade. Further WUA Federation is proposed to be involved at the block level and assist in mobilizing funds for rehabilitation of water bodies from various sources, organizing training programmes for WUAs, monitoring of organization and maintenance of rehabilitated system as also the performance of WUAs and CA. The Committee would like to be apprised of the modalities of the scheme incorporated in the XII Five Year Plan and the role entrusted to the local bodies in the operation of the scheme.

7. The Committee also note that inclusion of 'Water' in the Concurrent List would require amendment to the Constitution. However, no reply has been furnished with regard to any steps / measures / initiative taken or proposed to be taken by the Government to bring 'Water' in the Concurrent List. Taking note of the non-committal / evasive attitude of the Government, the Committee urge the Government to take expeditious measures for required amendment to the Constitution.

B. Status of development of water bodies in India

Recommendation (Para No.2.21)

8. The Committee noted that according to the Third Minor Irrigation Census (2000-01)
Report, there were 5.56 lakh tanks and storages in the country under surface flow and surface

lift schemes as minor irrigation, creating 6.27 million ha of irrigation potential. The Committee, however, noted that out of 5.56 lakh tanks and storages in the country, only 4.71 lakh tanks were in use, and the remaining 0.85 lakh (15%) tanks/storages were not in use for one reason or the other. Due to non-use of 15% tanks, one million ha of irrigation potential is lost. The Committee were deeply concerned that due to salinity, dried up water bodies, water bodies destroyed beyond repair, sea water intrusion and industrial effluents, etc., an alarming number of water bodies were becoming permanently unusable. What the Committee found worrisome and unpleasant to note in this regard was that despite clearly identifying the causes for deterioration of the quality of water, the Government had not cared to compile precise figures on the number and status of water bodies. The Committee, therefore, recommended that the Government compile a comprehensive and up to date information about the exact number and the status of water bodies spread all over the country, State-wise to initiate an all-out, and integrated efforts for repair, renovation and restoration of water bodies. The Committee were shocked to know that the Ministry had not undertaken any study for identification of water bodies, giving the plea that water is a State subject and it is for State Governments to undertake such a task. The Committee were also distressed to know that the Union Water Resources Ministry had not evolved any criteria for categorization of water bodies as large or small and the expenditure incurred on their upkeep and maintenance. Obviously, due to nonavailability of data regarding the number, size and status of all the water bodies across the country, no comprehensive and coordinated efforts could be made by the Centre and States for repair, renovation and restoration of water bodies. The Committee, therefore, strongly recommended that the Government in the first instance collect and compile such data and information at the earliest and place it on public domain such as WRIS and website of the Ministry so as to serve as a useful tool for policy-makers, planners, bureaucrats, various water users and other stake-holders. They also desired the Government to launch a suitable scheme in consultation with the Ministry of Agriculture and Ministry of Environment & Forests for achieving the goal at the earliest and apprise the Committee in due course.

- 9. The Ministry, in its action taken note replied as under:
 - "Compilation of the number and status of water bodies spread all over the country is proposed to be done along with census of minor irrigation projects."
- 10. The Committee note that the collection of data on total number of water bodies in the country, their status, etc., is proposed to be undertaken along with census of minor irrigation projects. However no specific time frame has been mentioned for taking up and completion of this work. Further, the reply does not mention anything about devising a suitable scheme, in consultation with other concerned Ministries, such as Ministry of Agriculture and Ministry of Environment and Forests for maintaining water bodies. The Committee are of the considered view that no meaningful policy / strategy / measure for improving water bodies can be formulated in the absence of vital information on the actual number of existing water bodies, their status, etc. Given the imperative need to compile data on water bodies, the Committee recommend that this work should be taken up expeditiously with a sense of urgency. Also, the Committee reiterate that a well coordinated scheme in conjunction with Ministries of Agriculture

and Environment and Forests should be laid out for renovation, restoration and proper upkeep / maintenance of water bodies.

Recommendation (Para No.2.22)

11. The Committee were distressed to note that apart from decline in the number of water bodies, there had been quality deterioration in water bodies. The factors attributed for such a deterioration include indiscriminate disposal of sewage, mostly untreated domestic sewage into the water bodies; discharge of agricultural wastes from agro-chemicals run-off in the form of fertilizers, organic manure, pesticides; industrial wastes etc. from industries like sugar factories, dairies, paper and pulp industries, tanneries, distilleries, metal plating industries – all of which release pollutants ranging from simple nutrients and organic matter to complex toxic substances and mining activities which lead to gradual damage to the surface as well as ground water resources. Noting that pollution of surface water bodies like rivers, lakes, ponds, tanks etc. can affect the quality of ground water in aquifers hydraulically connected with them due to percolation, the Committee recommended that the Ministry of Water Resources may in conjunction with the Ministry of Environment and Forests issue appropriate advisories to the State Governments to institute an effective mechanism for monitoring the water quality in water bodies, so that pollution of water bodies is arrested and a lasting solution worked out for the long-term interests of the nation. The Committee also noted that the Government of India in 2001, constituted Water Quality Assessment Authority (WQAA) under the Environment Protection Act, 1986 with Secretary, Ministry of Environment & Forests as Chairman and Joint Secretary (Administration), Ministry of Water Resources as its Member Secretary to direct the

agencies (government/local bodies/non-governmental) to standardize method(s) for water quality monitoring and also for ensuring quality of data generation for utilisation of water and other related functions. The Committee, therefore, recommended that the Government keep tab on the efforts of WQAA on water quality monitoring by insisting on submission of periodic assessment reports on status of water quality in lakes, tanks, ponds etc. at least on biennial basis. Further, they also strongly recommended that these reports of WQAA be made available to various State Governments on annual basis, highlighting the specific cases where deterioration in quality of water had reached alarming levels and calls for prompt remedial action. The Committee also noted reports of encroachments on water bodies allegedly made by local bodies like Municipalities and Panchayats, which is a worrisome development. Considering the vital importance of water bodies, the Government of India could not be a helpless bystander on the ground that removal of encroachments on water bodies is a State The Committee, therefore, strongly recommended that the Government of India needed to take appropriate measures to heighten national awareness and to build a strong national programme for removal of encroachments on water bodies by local bodies, first by instituting a thorough study in the matter, and then enact deterrent or enhance penalty provisions effective enough to tackle such encroachments in consultation with the Ministry of Environment & Forests. The Committee further recommended that in order to encourage repair, renovation and restoration of water bodies, specially lakes, tanks and ponds, the Government needed to institute novel measures in coordination with the Ministry of Environment & Forests and States/UTs and not only to save them from being lost, but also to

turn these water bodies into aesthetically appealing scenic spots. The Committee also desired to be apprised of the status of the action taken up in this regard at the earliest.

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

The Scheme involves monitoring in three levels: - Water Users' Association (WUA) at the Gram Panchayat Level, Cascade Association (CA) and WUA Federation at the Block Level. The involvement of local /block administrative levels will ensure that encroachment on the water bodies are avoided.

13. The Committee observe that the reply furnished by the Ministry is far from satisfactory as no specific reply has been furnished with regard to initiating strong national awareness programme to tackle the issue of encroachment on the water bodies. The Committee, therefore, reiterate their earlier recommendation that the Ministry of Water Resources in conjunction with Ministry of Environment and Forests should issue advisories to State Governments/UTs to institute an effective mechanism for monitoring the quality of water of all water bodies. Further, the Government should also ensure biennial submission of assessment reports on quality of water in lakes, tanks, ponds, etc., by the Water Quality Assessment Authority (WQAA) and these reports should be made available to State Governments to enable them to take prompt remedial action in specific cases where deterioration in water quality is observed. The Committee are of the considered view that in order to stop encroachment of water bodies, apart from involving local bodies in the management of water bodies, it is imperative to launch a strong national programme for creating mass awareness for the repair, renovation and restoration of water bodies as also for the preservation of their pristine form. The Committee should be apprised of the measures taken in this regard within a period of three months.

Recommendation (Para No.2.23)

- 14. The Committee observed that in most of the States, the smaller water bodies were entrusted to the local Panchayats for maintenance and management while the bigger ones were vested with the Water Resources/Irrigation Departments of the States/UTs. Given the fact that one million ha. of irrigation potential is lost in the country due to non-use of 15% of tanks out of a total of 5.56 lakhs tanks and storages available in India, the Committee asked the Government the methods presently employed by local communities all over India for the maintenance and management of water bodies, with a view to observe the efficacy of those methods. However, the stock reply of the Ministry was that the management of water bodies comes within the purview of the State Governments. Such an attitude of helplessness was not acceptable to the Committee when the Ministry had already identified an independent body/agency which will look into the method of management of water bodies. The Committee, therefore, recommended that the independent body identified might be asked to expeditiously complete its work of evaluation of the methods presently applied for management of water bodies in the country, so that shortcomings, if any, in this area may be rectified and necessary remedies explored and implemented. They also desired to be apprised of the outcome of such efforts in due course.
- 15. The Ministry, in its action taken note replied as under:

"The Scheme involves monitoring in three levels :- Water Users' Association (WUA) at the Gram Panchayat Level, Cascade Association (CA) and WUA Federation at the

Block Level. The involvement of local /block administrative levels will ensure that shortcomings, if any, in this area may be rectified and necessary remedies explored and implemented."

16. The Committee deplore the cavalier manner in which the Ministry has submitted the Action Taken Notes. Instead of giving any information on the independent body identified to look into the method of management of water bodies, the reply simply indicates the engagement of local bodies at various levels for management of water bodies. The Committee therefore, desire to be apprised of the details of the independent agency identified for the purpose of evaluation of the existing methods of water bodies management, and the timeline by which the agency would complete its assigned mandate. They further desire that independent evaluation of existing methods should be carried out in a time bound manner so as to identify the shortcomings and remedial action taken at the earliest. The Committee desire to be apprised of the details in this regard.

C. Government initiatives for Repair, Renovation and Restoration of Water Bodies Recommendation (Para No.3.33)

17. The Committee observed that during the X Five Year Plan the Government of India had launched a Pilot Scheme in 2005 for Repair, Renovation and Restoration (RRR) of Water Bodies as a State sector scheme with a plan outlay of Rs.300 crore to be shared by the Centre and States in the ratio of 3:1. They also noted that the selection of States for the pilot scheme is made out of the Detailed Project Reports (DPRs)/proposals submitted by the States to the CWC, who then submit their recommendations on DPRs to the Ministry of Water Resources for

release of funds. The final selections of DPRs is made in the Ministry by an Empowered Committee under the Chairmanship of Additional Secretary (WR) with representatives of Ministries of Agriculture and Rural Development as well. Noting that the Government had approved the scheme on RRR of Water Bodies for implementation in all States/UTs during the XI Plan, the Committee urged that the Ministry of Water Resources vigorously pursue the matter with the States so that the approved DPRs are implemented. The Committee further recommended that the Government of India highlight the multiple and huge benefits arising out of the RRR of Water Bodies through appropriate measures including organising frequent meetings, seminars and sustained public campaigns so that all the States implement the Scheme of RRR. The Committee desired to be apprised of the measures initiated in this regard.

- 18. The Ministry, in its action taken note replied as under:
 - "Aspects related to highlighting the multiple and huge benefits arising out of the RRR of water bodies through appropriate measures including organising frequent meetings, seminars and sustained public campaigns would be taken care of while implementing the Scheme in XII Plan."
- 19. The Committee note that the reply furnished by the Ministry highlight only one aspect i.e. mass public campaigns to generate awareness of benefits of Repair, Renovation and Restoration of Water Bodies during XII Five Year Plan, while no information on progress of Implementation of Detailed Project Reports (DPRs) has been furnished. The Committee would therefore, desire that the details of DPRs which have been implemented till date be furnished. Also the Government should indicate measures taken / proposed to be taken for faster implementation of DPRs.

20. Further, the Committee are surprised to find that though the scheme of RRR of Water Bodies was introduced way back during the X Five Year Plan, no efforts have been made / measures initiated by the Government so far, to publicise the multiple benefits of RRR and the same is to be done while implementing the scheme in XII Five Year Plan. The Committee, therefore, recommend that speedy and efficacious measures should be taken, to heighten public awareness so that the benefits of the scheme are widely disseminated and the Committee apprised within three months.

Recommendation (Para No.3.37)

21. The Committee observed that under the RRR Scheme, a project may be prepared by the States with an individual water body or for a group of water bodies with sub-basin approach. Accordingly, all water bodies included in the project will be given a unique code number, and the States will accordingly undertake census of these water bodies and get complete list of water bodies along with unique code in the first stage. The Committee were also informed that during the XI Five Year Plan, a sum of Rs.811.85 crore had been released for 3,341 water bodies for 12 States namely, Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Karnataka, Madhya Pradesh (Bundelkhand), Meghalaya, Maharashtra, Odisha, Rajasthan and Uttar Pradesh (Bundelkhand). All the proposals received had been in accordance with the stipulated guidelines and water bodies under the Scheme had been allotted necessary unique code. The Committee strongly recommended that the Ministry urge the States for completion of exercise of taking census of all water bodies within their respective jurisdiction without further delay. They also recommended that the Ministry scrupulously insist

on the States to allot unique code for all water bodies included under the proposal for RRR Scheme as required under the guidelines.

- 22. The Ministry, in its action taken note replied as under:
 - "All water bodies included in the scheme are proposed to be given a unique code number."
- 23. As already recommended by the Committee in para no. 10 of this Report, the work relating to compilation of data on water bodies must be speeded up for effective implementation of the scheme for Repair, Renovation and Restoration of Water Bodies.

Recommendation (Para No.3.39)

24. The Committee noted with concern that as per the Third Census of Minor Irrigation (2005), there were 5.50 lakh water bodies in the country, out of which 2.39 lakhs were public water bodies and remaining 3.17 lakhs were private water bodies. The Committee were informed that the Scheme for RRR of Water Bodies did not cover 3.17 lakhs water bodies spread across the country. The Committee deplored exclusion of private water bodies from the RRR Scheme of the Government, which dented a gaping loop-hole in the otherwise laudable scheme, particularly as it is a necessity to preserve the water bodies. Noting that the Ministry's proposal was to cover public water bodies as the first priority, the Committee urged the Government to explore the viability of extending State funding to private water bodies during the XII Plan, or to at least explore the possibility of inducing States/UTs to take up with owners of such private water bodies and to incentivize them to take measures to revive, repair,

renovate and develop water bodies by undertaking works such as desilting, repairing sluice work, pitching, repair of canals attached to the water bodies, etc.

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

"The present proposal is to cover public water bodies under the scheme of RRR of water bodies."

26. The Committee observe that the Ministry has again submitted the same position in its reply as informed earlier that under the existing scheme of Repair, Renovation and Restoration of Water Bodies, only public water bodies are proposed to be covered. The Committee express their displeasure that the Government has not reconsidered the issue in the light of the fact that by including only public water bodies, the benefits of RRR scheme are being restricted. Since more than half of the total water bodies (3.17) lakh water bodies out of a total of about 5.50 lakh water bodies in the country) are under private ownership, the Committee are of the firm and unanimous view that RRR scheme should be extended to private water bodies as well in some form or the other, to achieve the objective of preserving water bodies which is precious national resource. The Committee, therefore, reiterate their recommendation to explore the viability of extending State funding to private water bodies during XII Five Year Plan or to at least explore the possibility of inducing States / UTs to take up with the owners of such private water bodies and to incentivize them to take measures to revive, repair, renovate and develop the water bodies.

D. Funding of the Scheme on Repair, Renovation and Restoration of Water Bodies and its implementation.

Recommendation (Para No.4.14)

- Taking note of the fact that the Ministry was responsible for the Scheme of RRR of water bodies, but the power of approval and sanction of a project under the Scheme was with Ministry of Finance and also that the Scheme of RRR of Water Bodies was only for XI Five Year Plan, and all the projects being sanctioned were supposed to be over by March 2012, i.e. within the current year, the Committee recommended that (a) a comprehensive report be placed before the Committee showing the status of the projects sanctioned, completed and on going and the expenditure incurred and likely to be incurred, State-wise and year-wise since the inception of the Scheme; (b) the Scheme, given its huge benefits, be extended in the 12th Plan; and (c) the entire responsibility for processing and sanctioning the projects under the Scheme be entrusted to the Ministry of Water Resources for its efficient implementation.
- 28. The Ministry, in its action taken note replied as under:

"The list showing the status of projects sanctioned, completed and on-going and the expenditure incurred year-wise and State –wise during XI Plan is at **Appendix-I**. The scheme of Repair, Renovation and Restoration for XII Plan is under finalisation. EFC Memo of the scheme has been prepared and circulated."

29. The Committee had recommended for giving the power to approve and sanction a project under the scheme of Repair, Renovation and Restoration of Water Bodies to the Ministry of Water Resources. The action taken reply furnished by the Ministry is, however, silent on the issue. The Committee, therefore, reiterate that the entire responsibility for processing and sanctioning of the projects under the scheme be

entrusted to the Ministry of Water Resources for its efficient implementation. The Committee would also like to be apprised about the rationale behind the existing system of sanction and approval of the projects under the scheme by the Ministry of Finance.

E. Monitoring and Evaluation, Public Awareness and Convergence of Efforts.

Recommendation (Para No.5.17)

30. The Committee observed that regular monitoring of the physical and financial progress and the outcome of the projects was stipulated to be carried out at each stage. In this regard, the Committee also noted the reply of the Ministry that the State Government was having its own monitoring mechanism with the involvement of Standing Committee on Panchayats for progress of RRR of water bodies under the Scheme and that the State nodal officer was required to keep continuous liaison with the District Level Implementation Agency (DLIA) for generating monthly information on the physical and principal progress of the implementation of the Scheme. Additionally, the Ministry's reply also stated that it got the information related to progress of work undertaken by various States submitted to the Ministry on regular basis, although no details about the frequencies of submission of this information had been mentioned by the Ministry. The Committee noted with displeasure that despite the efforts being made on the monitoring front by the Ministry and State Governments, little tangible progress had been made given the number of Schemes sanctioned. For example, while 1,761 projects had been taken up for implementation under RRR Scheme in Odisha, only 1,321 projects had been taken up at an expenditure of Rs. 14,929.71 lakhs so far. The number of projects completed was 142, out of 1,761 projects taken up in Odisha. Further, out of a total

number of 3341 water bodies under RRR Scheme in the country, only 1481 had been shown to be completed by 18 September, 2012 as per the information received from Central Ground Water Board/State Governments. Further the tardy pace of completion of works was evident from the fact that Rs.374.66 and Rs.291.03 crore were released during 2010-11 and 2011-12 respectively under the Scheme. The Committee, therefore, desired the Ministry to vigorously pursue with the States for eliciting the active participation of Standing Committee of Panchayats to actively implement RRR Scheme in all the States/UTs where it was being implemented. They also strongly recommended that specific, achievable targets be set up for achievements within a specified time-frame so that minimum time and cost overruns are encountered during the progress of the Scheme. The Committee also desired the Ministry to insist on submission of information relating to progress of work undertaken in various States/UTs with specific number of frequency.

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

"During XII Plan, it is envisaged to have active participation of Standing Committee of Panchayat Zila Parishad, Water User Association in the implementation of RRR Scheme."

32. The Committee note that as recommended by them, active participation of Standing Committee of Panchayat Zila Parishad and Water User Association is envisaged for implementation of the scheme for Repair, Renovation and Restoration of Water Bodies in XII Five Year Plan. The reply of the Ministry is, however, silent on fixing specific and achievable targets and submission of information relating to progress of work undertaken by various States / UTs within prescribed periodicity. The

Committee would therefore, again urge the Ministry for setting up achievable targets under the RRR Scheme for completion of work within specific time period and also submission of progress report of work undertaken at specific intervals to ensure completion of projects without time and cost overruns.

Recommendation (Para No.5.18)

- 33. The Committee observed that evaluation and impact assessment of the RRR Scheme was to be done by independent agencies, and that the Government had identified Water and Power Consultancy Services (WAPCOS) Ltd. for this task. The progress report was to be generated and a copy of it is to be sent to the Nodal Officer, i.e. Director(WB), Ministry of Water Resources by the end of every month. The Committee were concerned to note that the work of WAPCOS Ltd. regarding concurrent evaluation and impact assessment of the RRR Scheme was to commence only after the mechanism for release of funds to WAPCOS Ltd. had been vetted by the concerned State Governments. The Committee, therefore, urged the Ministry to pursue the matter with the State Governments so that the exercise on vetting the mechanism for release of funds to WAPCOS Ltd. was completed by State Governments without delay to ensure smooth work of concurrent evaluation/impact evaluation by WAPCOS Ltd. The Committee desired to be apprised of the further action taken in the matter.
- 34. The Ministry, in its action taken note replied as under:

"Ministry Of Water Resources has identified Water and Power Consultancy Services (WAPCOS) Ltd. for impact assessment studies of the water bodies taken up under the scheme of RRR. The draft MoU to be signed between MoWR and WAPCOS is under finalization. During XII Plan, it is envisaged that the concurrent evaluation of the Scheme would be got done by the State Governments themselves by involving NGOs

and other Agencies. However, the impact assessment of the completed water bodies is proposed to be carried out by/through independent agencies."

35. The Committee note that the impact assessment of the completed water bodies under the scheme of RRR is proposed to be carried out by/through independent agencies. However, the reply is silent about the status of independent agencies, their particulars, etc., which Government propose to engage for this purpose. It is also silent about any time frame by which they will be assigned this work. The Committee are of the firm opinion that, it is also of utmost importance to rope in the services of State agencies in works of impact assessment of the completed water bodies under the scheme of RRR, and they, therefore, urge the Government to take necessary steps in this regard. The Committee would also further like to be apprised about the status, particulars of independent agencies, their functions, period by which they will be appointed, and submit report(s) etc. at the earliest.

Recommendation (Para No.5.20)

36. The Committee noted that apart from approval/monitoring of RRR Schemes with external assistance being carried out by the World Bank, the Ministry was monitoring the progress of the Scheme of RRR of water bodies through periodic reports from the States and through its own field visits. It was stated that while Regional Directors, CGWB were mandatorily required to visit at least two water bodies in the concerned States on monthly basis and submit report to the Ministry, the monitoring reports from the State Governments were also made available to the Ministry in addition to the field visit reports of the officials of the Ministry. The Committee, were, however, dissatisfied that while tour reports by officials of CGWB/States

having ongoing RRR Scheme under implementation were available for all States, the tour reports by officials of the Ministry are available only in respect of the States of Odisha, Madhya Pradesh, Meghalaya and Bihar out of 15 States/UTs having RRR programme. The Committee, therefore, desired the Ministry to extend its field visits to the other remaining States/UTs also covered under the RRR Scheme and apprise the Committee of the broad findings of the reports of such visits to all the 15 States/UTs. Further, noting the reply of the Ministry that the progress of work in the State of Andhra Pradesh had been found to be rather unsatisfactory, the Committee desired the Ministry to request the State Government of Andhra Pradesh and apprise the Committee of the remedial action taken/proposed to be taken by it at the earliest.

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

"The scheme of RRR of water bodies for implementation in XI Plan has been closed w.e.f. 31.3.2012. The Scheme for implementation in XII Plan is under formulation/finalization. In XII Plan, it is proposed that CWC Field Unit would monitor the RRR of water bodies. The Concurrent evaluation of the water bodies would be carried out by the State Government and the report would be submitted to CWC/MoWR."

38. The Committee note that in the XII Five Year Plan, monitoring of RRR of Water Bodies is proposed to be carried out by the Central Water Commission (CWC) Field Unit and concurrent evaluation would be done by State Governments who would submit the report to CWC / Ministry of Water Resources. However, no information has been furnished with regard to the time limit by which these reports will be submitted. In view of the poor performance of the scheme during the X and XI Five Year Plan periods, the Committee are of the firm view that time bound monitoring is essential for ensuring

timely completion of projects. Therefore, the Committee desire that the Ministry should emphasize on submission of evaluation reports within a specified period to enable implementation of corrective action immediately and completion of the project without delay. The Committee would like to be apprised of the details in this regard.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Para No.2.20)

The Committee observe that water is a prime natural resource, a basic human need and a precious national asset. Water as a resource is indivisible; rainfall, river waters, surface ponds and lakes and ground water are part of a single unit, which needs a holistic and efficient management to ensure their long-term quality and availability. Noting that traditional water bodies, known by their different names, such as Bhandaras (Maharashtra), phad irrigation (North-western Maharashtra), Khadin and baolis (Rajasthan), Vav or Vavdi (Gujarat), Ahar Pynes (Bihar), dung or jumpois (Jalpaiguri district, West Bengal) and Zing (Ladakh, Jammu &Kashmir) have through the ages been providing sustenance to Indian agriculture, the Committee hardly need to emphasize the importance of water bodies in the overall development and management of water resources in the country. Further, water bodies serve as storage reservoirs of water in monsoon dependent areas where there exist a shorter period of rainfall and a long dry spell with very high deviation of annual rainfall. Also, traditional water bodies are used in rural areas which, inter-alia, include various purposes, viz. domestic, drinking, irrigation, horticulture, etc. The Committee, are, therefore, of the considered view that there is an imperative need to ensure proper, efficient and sustainable management and development of water bodies all over the country through sustained inputs of efforts, funds and programme primarily by the Government (Both central and state) and secondarily by individuals, groups, institutions and local bodies. In order to put in place a comprehensive

legislative framework, the Committee reiterates the need for inclusion of the subject 'water' in the Concurrent List.

Reply of the Government

- The institutional structure proposed for implementation of the scheme during XII Plan is as under:
- Water Users' Association (WUA) at the Gram Panchayat Level:

The WUA would plan and participate in the implementation of renovation, pisciculture, tree planting and command area development works, as also maintenance and management, including water distribution and conflict-resolution across uses and users. The WUA would also earn revenues by charging for its services from its members and build up a corpus for maintaining and managing the water bodies over time. The Non-Government Organisations (NGOs) may also play a role in implementation, planning and execution of the scheme subject to State Government's decision.

Cascade Association (CA):

Wherever water bodies within a mini-watershed are interlinked in a cascade through a network of channels, the CAs will be responsible for renovation, cleaning and excavation of feeder channels and repairs to diversion weirs/ regulators on feeder channels. They will also help resolve conflicts across WUAs within the cascade on water sharing and maintenance responsibilities.

> WUA Federation at the Block Level:

This will help in mobilizing funds for rehabilitation of water bodies from various sources, organizing training programmes for WUAs, monitoring O&M of rehabilitated system as also the performance of Water User Associations and Cascade Association

• For inclusion of 'water' in the "Concurrent List" amendment in the Constitution would be required.

Comments of the Committee

(Please see Para Nos. 6 and 7 of Chapter-I of the Report)

Recommendation (Para No.2.21)

The Committee note that according to the Third Minor Irrigation Census (2000-01) Report, there were 5.56 lakh tanks and storages in the country under surface flow and surface lift schemes as minor irrigation, creating 6.27 million ha of irrigation potential. The Committee, however, note that out of 5.56 lakh tanks and storages in the country, only 4.71 lakhs tanks are presently in use, and the remaining 0.85 lakhs (15%) tanks/storages are not in use for one reason or the other. Due to non-use of 15% tanks, one million ha of irrigation potential is lost. The Committee are deeply concerned that due to salinity, dried up water bodies, water bodies destroyed beyond repair, sea water intrusion and industrial effluents, etc., an alarming number of water bodies are becoming permanently unusable. What the Committee find worrisome and unpleasant to note in this regard is that despite clearly identifying the causes for deterioration of the quality of water, the Government has not cared to compile precise figures on the number and status of water bodies. The Committee, therefore, recommend that the Government compile a comprehensive and up to date information about the exact number and the status of water bodies spread all over the country, State-wise to initiate an all-out, and integrated efforts for repair, renovation and restoration of water bodies. The Committee are shocked to know that the Ministry has not undertaken any study for identification of water bodies, giving the plea that water is a State subject and it is for State Governments to undertake such a task. Committee are also distressed to know that the Union Water Resources Ministry has not evolved any criteria for categorization of water bodies as large or small and the expenditure

incurred on their upkeep and maintenance. Obviously, due to non-availability of data regarding the number, size and status of all the water bodies across the country, no comprehensive and coordinated efforts can be made by the Centre and States for repair, renovation and restoration of water bodies. The Committee, therefore, strongly recommend that the Government in the first instance collect and compile such data and information at the earliest and place it on public domain such as WRIS and website of the Ministry so as to serve as a useful tool for policy-makers, planners, bureaucrats, various water users and other stakeholders. They also desire the Government to launch a suitable scheme in consultation with the Ministry of Agriculture and Ministry of Environment & Forests for achieving the goal at the earliest and apprise the Committee in due course.

Reply of the Government

Compilation of the number and status of water bodies spread all over the country is proposed to be done along with census of minor irrigation project.

Comments of the Committee

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

Recommendation (Para No.3.33)

The Committee observe that during the X Five Year Plan the Government of India launched a Pilot Scheme in 2005 for Repair, Renovation and Restoration (RRR) of water bodies as a State sector scheme with a plan outlay of Rs.300 crore to be shared by the Centre and States in the ratio of 3:1. They also note that the selection of States for the pilot scheme is

made out of the Detailed Project Reports (DPRs)/proposals submitted by the States to the CWC, who then submit their recommendations on DPRs to the Ministry of Water Resources for release of funds. The final selections of DPRs is made in the Ministry by an Empowered Committee under the Chairmanship of Additional Secretary (WR) with representatives of Ministries of Agriculture and Rural Developments as well. Noting that the Government had approved the scheme on RRR of water bodies for implementation in all States/UTs during the XI Plan, the Committee urge that the Ministry of Water Resources vigorously pursue the matter with the States so that the approved DPRs are implemented. The Committee further recommend that the Government of India highlight the multiple and huge benefits arising out of the RRR of water bodies through appropriate measures including organising frequent meetings, seminars and sustained public campaigns so that all the States implement the Scheme of RRR. The Committee would like to be apprised of the measures initiated in this regard.

Reply of the Government

Aspects related to highlighting the multiple and huge benefits arising out of the RRR of water bodies through appropriate measures including organising frequent meetings, seminars and sustained public campaigns would be taken care of while implementing the Scheme in XII Plan.

Comments of the Committee

(Please see Para Nos. 19 and 20 of Chapter-I of the Report)

Recommendation (Para No.3.34)

The Committee note that the State Governments prepare projects under the Scheme with involvement of the Community, Panchayat Raj Institution (PRI) and Water Users' Associations(WUAs). The Committee also observe that DPR for RRR Scheme has specific provision for handing over the revived facility for operation, monitoring and maintenance to community organisations, WUAs or PRIs. Noting that the National Water Policy 2002 emphasizes management of water resources through participatory approach by involving not only the Government agencies but also all stakeholders in various aspects of planning, designing and management, and also given the fact that no complaints have so far been received from the State Governments about the implementation mechanism as suggested in the Guidelines of the Scheme, the Committee hope that the Ministry would cause strict vigil to be maintained over the concerned bodies at three levels for implementation of RRR Scheme in order to derive optimum benefits and make the Scheme a great success.

Reply of the Government

The same implementation process has been proposed for the scheme to be implemented during XII Plan. The Scheme involves monitoring in three levels - Water Users' Association (WUA) at the Gram Panchayat Level, Cascade Association (CA) and WUA Federation at the Block Level. Field visits through regional offices of CWC are proposed to be carried out to monitor the progress of the scheme and make the scheme a great success.

Recommendation (Para No.3.35)

The Committee note that under the Scheme of Repair, Renovation and Restoration of water bodies (both with domestic support as well with external assistance), the Government of India has offered financial assistance to the States on generous terms for implementation of the Scheme by them. Under RRR Scheme with domestic support, for instance, the Central assistance for Special Category States and water bodies benefiting drought prone area/tribal area/Naxal affected areas has been fixed to the tune of 90% of total cost of projects, with the States needing to raise the balance share of only 10% from their own resources. Similarly, under the terms offered to the States in case of RRR Scheme with external assistance, as much as 25% of the total loan obtained from World Bank is being provided to the States as Central assistance(grant), with the States having to repay the remaining 75% of the total World Bank loan on back to back basis. The Committee trust that given firm will and determination to implement the RRR Scheme by the States and the financial assistance being made by the Union Government, the 5.56 lakh water bodies, which are presently in a State of neglect, decline and deterioration, would be restored and rejuvenated expeditiously. The Committee, therefore, recommend the Government to take further necessary steps to incentivise the States by enhancing the domestic and external assistance to 50% to all the States to come up with proposals for implementation under the RRR Scheme of water bodies domestic support and with external assistance. The Committee would like to know the fresh initiatives taken by the Government in this regard.

Reply of the Government

As recommended by the Standing Committee, the funding pattern has been modified in the proposed scheme of RRR of water bodies for XII Plan. The proposed funding pattern is as below:

- For Special Category States (North-Eastern States including Sikkim, Himachal Pradesh, Jammu & Kashmir, Uttarakhand and undivided Koraput, Bolangir and Kalahandi (KBK) districts of Orissa) as well as projects benefiting desert/drought prone/tribal/naxal-affected areas, funding will be 90% by the Government of India as Central Assistance and 10% by States Governments.
- For Non-Special Category States, the funding pattern will be 50% by Government of India as Central Assistance and 50% by State Government.

The balance cost of the project as state share 10% in case of Special Category States and 50% in case of Non-Special Category States is to be arranged by the State Governments from their own resources.

Recommendation (Para No.3.36)

The Committee also note that there is no provision for giving technical support to State Governments under the Scheme of RRR of water bodies. Given the fact that the Government has been consistently increasing the outlays under programmes such as the AIBP since the beginning of the XI Plan to assist the States to complete the ongoing Major and Medium

Irrigation projects, the Committee are strongly of the view that projects under implementation under RRR Scheme may also be included and given high priority under AIBP so that efforts made do not slacken due to fund constraints. Further, the Committee recommend that the Ministry may explore the feasibility of providing technical support to States/UTs where RRR scheme is being implemented to recover and restore lost water bodies.

Reply of the Government

The scope of the scheme has been enhanced in the XII Plan. The proposed budget outlay in XII Plan is more than that kept for the XI Plan. As recommended by the Committee it is envisaged to provide technical assistance to states through field offices of CWC / CGWB.

Recommendation (Para No.3.37)

The Committee observe that under the RRR Scheme, a project may be prepared by the States with an individual water body or for a group of water bodies with sub-basin approach. Accordingly, all water bodies included in the project will be given a unique code number, and the States will accordingly undertake census of these water bodies and get complete list of water bodies along with unique code in the first stage. The Committee were also informed that during the XI Five Year Plan, a sum of Rs.811.85 crore has been released for 3,341 water bodies for 12 States namely, Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Karnataka, Madhya Pradesh (Bundelkhand), Meghalaya, Maharashtra, Odisha, Rajasthan and Uttar Pradesh (Bundelkhand). All the proposals received have been in accordance with the stipulated quidelines and water bodies under the Scheme have been allotted necessary unique

code. The Committee strongly recommend that the Ministry urge the States for completion of exercise of taking census of all water bodies within their respective jurisdiction without further delay. They would also recommend that the Ministry scrupulously insist on the States to allot unique code for all water bodies included under the proposal for RRR Scheme as required under the guidelines.

Reply of the Government

All water bodies included in the scheme are proposed to be given a unique code number.

Comments of the Committee

(Please see Para No. 23 of Chapter-I of the Report)

Recommendation (Para No.3.38)

The Committee observe that the scheme of RRR of water bodies inter-alia include capacity building at the grass root level. To this end, State Governments are taking various steps to arrange workshops at State Level/WUA/grass root level to improve water use efficiency as well as to increase ground water recharge through various techniques of rainwater harvesting, which include desiltation of water bodies resulting in increase in rate of ground water percolation through the desilted bottom of water bodies having permeable geological formation underneath. In addition, the scheme of RRR also is expected to create additional irrigation potential resulting in increased productivity, increase in availability of drinking water, etc. Noting that the Government has been implementing various schemes for augmentation of

ground water in the country, including the State sector scheme called "Artificial Recharge of ground water through dug wells" in 7 States at an estimated cost of Rs.1,536.75 crore, the Committee desire special initiative be taken by the Government while planning and implementing the RRR Scheme so that the goal of ground water augmentation is accorded top priority. The Committee believe that through mutual consultations, meetings, etc., a common approach can be worked out by the Government for recasting the programme of the Scheme of RRR of water bodies to provide impetus to their efforts to achieve increased recharge of ground water. This would also prevent duplication of works and wastages of precious funds in Water Resources sector. The Committee would like to be apprised of the endeavours made by the Government in this behalf.

Reply of the Government

Ground water recharge is also one of the objectives of the scheme. Though there may be schemes with similar objectives but the criteria for selection of water body under the scheme has been so made so as to avoid duplicity of funding to the same water body under different schemes of Govt. of India.

Recommendation (Para No.3.40)

The Committee further observe that under the Centrally sponsored National Lake Conservation Plan (NLCP) being implemented by the Ministry of Environment & Forests since June 2001 for conservation and management of polluted and degraded lakes in urban and semi-urban areas of the country, a total of Rs.374.89 crore out of Government of India's share

of Rs. 812.63 crore was released for implementation of projects sanctioned in respect of 61 lakes located in 14 States from among States from whom proposals were received. A total outlay of Rs.440 crore has been allocated under the XI Plan towards the Scheme. Besides, the Ministry has initiated the work of evaluation of the NLCP by identifying 6 lakes for the purpose, viz. Vengainahkere lake, Nagavara lake and Jarganahalli lake in Bangalore (Karnataka), Powai lake in Mumbai (Maharashtra), Nainital lake in Uttrakhand and Mirik lake in Darjeeling (West Bengal). The evaluation process is being carried out by two private firms based at Bangalore and Gurgaon. The Committee strongly desire to see the early completion of this evaluation works being undertaken on the performances of NLCP scheme. They would also like to be apprised of the findings of the evaluation reports on NLCP as and when received by MoEF from the two private consultancy firms.

Reply of the Government

The committee will be appraised of the findings of evaluation works as soon as the evaluation reports of NLCP are received from MoEF.

Recommendation (Para No.3.41)

The Committee note that under the National Wetland Conservation Programme (NWCP) initiated by the Government in 1987, the Ministry of Environment & Forests has identified 115 wetlands in 24 States and 2 UTs for conservation and management. Under it, 100% financial assistance is provided for implementation of Management Action Plans (MAPs) of identified wetlands and research projects for R&D activities in priority areas to supplement

MAPs, and so far an amount of Rs.109.14 crore has been released to the concerned State Governments, including Rs.55.94 crore incurred during last 5 years. Noting that conservation and management of the wetlands could contribute to the goal of repair, renovation and restoration of water bodies being carried out by the Ministry in 15 States of the country, the Committee recommend that the suggestions made by WII, Dehradun under MAPs for evaluation of work in 5 identified wetlands, viz. Pong Dam (Himachal Pradesh), Harike (Punjab), Deeper Beel (Assam), Chilika Lake (Odisha) and Tso Morari (Jammu & Kashmir) may be taken up by the concerned Ministry for early remedial action. Further, the Committee recommend that evaluation works on the performance of NWCP may be extended to other of 110 remaining wetlands and more thrust be given by enhancing fund allocation to the programme. They would like to be apprised of further action taken by Government in this regard. The Committee would also like to emphasise on the need for ensuring proper coordination amongst the Ministries concerned in executing the programme.

Reply of the Government

The subject matter pertains to MoEF. However it is stated that all possible safeguards are being taken to prevent overlapping of works under various Ministries of Government of India.

Recommendation (Para No. 4.11)

The Committee observe that a provision of Rs.684 crore has been kept in the Budget 2011-12 for RRR Scheme. They also note that Rs.139 crore were proposed to be released for the States of Maharashtra (Rs.83.52 crore), Gujarat (Rs.11 crore), Chhattisgarh (Rs.37.44

crore) and Haryana(Rs.7.04 crore) as on 09.09.2011. Funds have been released to Maharashtra, Gujarat, Chattisgarh and Haryana. Funds to be released to the States of Himachal Pradesh, Jammu & Kashmir, Madhya Pradesh and Meghalaya are awaiting receipt of clarifications with regard to the fulfillment of the guidelines by the State Governments. The Committee, in this connection note that works are in progress in a total of 10887 water bodies in the country, 3000 in Andhra Pradesh, 5763 in Tamil Nadu, 1224 in Karnataka, and 900 in Odisha under RRR Scheme with external assistance. Of these, 686 water bodies in Andhra Pradesh and 2407 water bodies in Tamil Nadu have been reported to be completed. No information is available regarding the progress of work in respect of the remaining two States, namely, Karnataka and Odisha under this category of the RRR Scheme. Further, out of the estimated cost of Rs.4444.28 envisaged for the 10887 water bodies, the Central share (i.e. 25% loan component) is Rs.733.05 crore, out of which only Rs.454.35 crore had been released till 19 December 2011. The Committee, therefore, recommend the Ministry to vigorously pursue with the State Governments of Himachal Pradesh, Jammu & Kashmir, Madhya Pradesh and Meghalaya to complete the stipulated formalities expeditiously so that funds are released to these States and they start the work of RRR of water bodies without further delay.

Reply of the Government

During 2011-12, a fund of Rs. 0.64 Cr has been released to Gov. of Meghalaya, Rs. 2.62 Cr to Govt. of Madhya Pradesh. However, no funds could be released to the state of Himachal Pradesh and Jammu & Kashmir during the same period. Conference of the Principal Secretaries was held in the month of July 2012 in which all the States including Himachal

Pradesh, Jammu & Kashmir, Madhya Pradesh & Meghalaya were requested to complete the stipulated formalities expeditiously so that the funds are released and work of RRR water bodies start without further delay.

Recommendation (Para No.4.13)

The Committee were informed that a total of Rs. 217.45 crore had been released as on 24.01.2012 to the State of Odisha under the Scheme of RRR of water bodies with domestic support. They were also given to understand that the Ministry would undertake monitoring of progress, including release of the second installment. When queried on how monitoring work for the schemes of RRR in Odisha is proposed to be carried out, it was informed to the Committee that the RRR Scheme envisages an inbuilt monitoring mechanism while the State level officials are to keep continuous liaison with the District Level Implementing Agency (DLIA) for generating monthly information on physical and financial progress of the implementation of the Scheme. The Regional Directors in the field offices of CGWB are also required to visit 1-2 water bodies every month to keep track of the progress of implementation of work undertaken under the Scheme, and that the State Government of Odisha has undertaken work in 1,321 water bodies which includes 307 DPAP category water bodies and 1,014 tribal category water bodies of the State. The Committee, therefore, recommend that the implementation of the works be pursued vigorously so that these works are completed within the shortest possible time. The Committee would like to be apprised of the outcome in the matter within six months.

Reply of the Government

As per the information available, 1044 water bodies have been completed out of a total of 1321 number of water bodies taken up in Odisha during XI Plan.

Recommendation (Para No.4.14)

Taking note of the fact that the Ministry is responsible for the Scheme of RRR of water bodies, but the power of approval and sanction of a project under the Scheme is with Ministry of Finance and also that the Scheme of RRR of water bodies is only for XI Five Years Plan, and all the projects being sanctioned are supposed to be over by March 2012, i.e. within the current year, the Committee, therefore, recommend that (a) a comprehensive report be placed before the Committee showing the status of the projects sanctioned, completed and on going and the expenditure incurred and likely to be incurred, State-wise and year-wise since the inception of the Scheme; (b) the Scheme, given its huge benefits, be extended in the 12th Plan; and (c) the entire responsibility for processing and sanctioning the projects under the Scheme be entrusted to the Ministry of Water Resources for its efficient implementation.

Reply of the Government

The list showing the status of project sanctioned, completed and on-going and the expenditure incurred year-wise and State –wise during XI Plan is at **Appendix - I.** The scheme of Repair, Renovation and Restoration for XII plan is under finalisation. EFC Memo of the scheme has been prepared and circulated.

Comments of the Committee

(Please see Para No. 29 of Chapter-I of the Report)

Recommendation (Para No.5.17)

The Committee observe that regular monitoring of the physical and financial progress and the outcome of the projects is stipulated to be carried out at each stage. In this regard, the Committee also note the reply of the Ministry that the State Government is having its own monitoring mechanism with the involvement of Standing Committee on Panchayats for progress of RRR of water bodies under the Scheme and that the State nodal officer is required to keep continuous liaison with the District Level Implementation Agency (DLIA) for generating monthly information on the physical and principal progress of the implementation of the Scheme. Additionally, the Ministry's reply also states that it got the information related to progress of work undertaken by various States submitted to the Ministry on regular basis, although no details about the frequencies of submission of this information have been mentioned by the Ministry. The Committee note with displeasure that despite the efforts being made on the monitoring front by the Ministry and State Governments, little tangible progress has been made given the number of Schemes sanctioned. For example, while 1,761 projects have been taken up for implementation under RRR Scheme in Odisha, only 1,321 projects have been taken up at an expenditure of Rs. 14,929.71 lakhs so far. The number of projects completed is 142, out of 1,761 projects taken up in Odisha. Further, out of a total number of 3341 water bodies under RRR Scheme in the country, only 1481 had been shown to be completed by 18 September, 2012 as per the information received from Central Ground Water Board/State Governments. Further the tardy pace of completion of works is evident from the fact that Rs.374.66 and Rs.291.03 crore released during 2010-11 and 2011-12 respectively under the Scheme. The Committee, therefore, would like the Ministry to vigorously pursue with the States for eliciting the active participation of standing committee of Panchayats to actively implement RRR Scheme in all the States/UTs where it is being implemented. They also strongly recommend that specific, achievable targets be set up for achievements within a specified time-frame so that minimum time and cost overruns are encountered during the progress of the Scheme. The Committee also desire the Ministry to insist on submission of information relating to progress of work undertaken in various States/UTs with specific number of frequency.

Reply of the Government

During XII Plan, it is envisaged to have active participation of Standing Committee of Panchayat Zila Parishad, Water User Association in the implementation of RRR Scheme.

Comments of the Committee

(Please see Para No. 32 of Chapter-I of the Report)

Recommendation (Para No.5.18)

The Committee observe that evaluation and impact assessment of the RRR Scheme is to be done by independent agencies, and that the Government has identified Water and Power Consultancy Services (WAPCOS) Ltd. for this task. The progress report is to be generated and a copy of it is to be sent to the Nodal Officer, i.e. Director(WB), Ministry of Water Resources by

the end of every month. The Committee are concerned to note that the work of WAPCOS Ltd. regarding concurrent evaluation and impact assessment of the RRR Scheme is to commence only after the mechanism for release of funds to WAPCOS Ltd. has been vetted by the concerned State Governments. The Committee, therefore, urge the Ministry to pursue the matter with the State Governments so that the exercise on vetting the mechanism for release of funds to WAPCOs Ltd. is completed by State Governments without delay to ensure smooth work of concurrent evaluation/impact evaluation by WAPCOS Ltd. The Committee would like to be apprised of the further action taken in the matter.

Reply of the Government

Ministry Of Water Resources has identified Water and Power Consultancy Services (WAPCOS) Ltd. for impact assessment studies of the water bodies taken up under the scheme of RRR. The draft MoU to be signed between MoWR and WAPCOS is under finalization. During XII Plan, it is envisaged that the concurrent evaluation of the Scheme would be got done by the State Governments themselves by involving NGOs and other Agencies. However, the impact assessment of the completed water bodies is proposed to be carried out by through independent agencies.

Comments of the Committee

(Please see Para No. 35 of Chapter-I of the Report)

Recommendation (Para No.5.20)

The Committee note that apart from approval/monitoring of RRR Schemes with external assistance being carried out by the World Bank, the Ministry is presently monitoring the progress of the Scheme of RRR of water bodies through periodic reports from the States and through its own field visits. It is stated that while Regional Directors, CGWB are mandatorily required to visit at least two water bodies in the concerned States on monthly basis and submit report to the Ministry, the monitoring reports from the State Governments are also made available to the Ministry in addition to the field visit reports of the officials of the Ministry. The Committee, are, however, dissatisfied that while tour reports by officials of CGWB/States having ongoing RRR Scheme under implementation are available for all States, the tour reports by officials of the Ministry are available only in respect of the States of Odisha, Madhya Pradesh, Meghalaya and Bihar out of 15 States/UTs having RRR programme. The Committee, therefore, desire the Ministry to extend its field visits to the other remaining States/UTs also covered under the RRR Scheme and apprise the Committee of the broad findings of the reports of such visits to all the 15 States/UTs. Further, noting the reply of the Ministry that the progress of work in the State of Andhra Pradesh has been found to be rather unsatisfactory, the Committee would like the Ministry to request the State Government of Andhra Pradesh to identify the problem hampering the progress of work in RRR Schemes in Andhra Pradesh and apprise the Committee of the remedial action taken/proposed to be taken by it at the earliest.

Reply of the Government

The scheme of RRR of water bodies for implementation in XI Plan has been closed w.e.f. 31.3.2012. The Scheme for implementation in XII Plan in under formulation/finalization. In XII Plan, it is proposed that CWC Field Unit would monitor the RRR of water bodies. The Concurrent evaluation of the water bodies would be carried out by the State Government and the report would be submitted to CWC/MoWR.

Comments of the Committee

(Please see Para No. 38 of Chapter-I of the Report)

Recommendation (Para No.5.21)

Acknowledging that public participation and social awareness among the masses is essential for the upkeep of water bodies, the Committee note the Government's reply that the Scheme of RRR of Water Bodies envisages capacity building, awareness programme at grass root level for which the State Governments are supposed to organize workshops at grass root levels for creating awareness/capacity among the stakeholders. The Committee would like the Ministry to assume a proactive role for capacity building and increasing awareness programme at grass root levels, instead of relegating this task to the State Governments' wholly. They sincerely believe that the Ministry and its subordinate/attached bodies located in different States/UTs need to mobilize efforts by sponsoring educational institutions/groups/societies/ associations/NGOs for organizing workshops, seminars and related activities for creating awareness among all the stakeholders and the general masses as regards the need for repair,

conservation and restoration of water bodies located across the country. The Committee, therefore, strongly recommend that care and preservation of water bodies should figure prominently in all public/mass campaign activities in print and electronic media undertaken by the Government in the water resources sector in order to draw the much needed public attention to this vital issue. They would also like to be briefed of any further developments in this regard. Further, the Committee strongly feel that comprehensive guidelines be formulated and circulated among the States/UTs for taking urgent and effective steps for repair, renovation and restoration of water bodies. The Committee, therefore, urge the Government to explore the possibility of drafting comprehensive guidelines on water bodies. The Committee would like to be apprised of action taken by the Government in this regard.

Reply of the Government

These aspects related to implementation of the Scheme and would be taken care of while implementation of the Scheme during XII Plan.

Recommendation (Para No.5.22)

The Committee note that the Government has made a plan for convergence of efforts made under other programmes such as MNREGA, Watershed Development Programme and scheme of Rural Drinking Water Supply. A Task Force on convergence with MNREGA Scheme was also set up with representative from different Ministries and Departments, implementing programmes having complementarities with MNREGA. In this regard, it is stated that while MNREGA visualises creation of durable community assets with the help of funds

released under employment guarantee programme, seven schemes of MoWR including rejuvenation and desilting of water bodies have been identified. Moreover, convergence guidelines should have been prepared in consultation with the Ministry of Water Resources. The Committee were however informed that for the projects where convergence has been proposed under MNREGA, no funds have been released under the scheme of RRR of water bodies. The Committee, therefore, recommend that the Ministry should identify specific activities/works under MNREGA which could be dovetailed with the ongoing Scheme of RRR on water bodies in order to avoid duplication of works, fund wastage and also achieve the long-term objective of rejuvenation and revitalisation of water bodies all over the country. The Committee further desire to be informed of the composition, mandate, power, tenure etc. of the Task Force set up for convergence of efforts by the MoWR.

Reply of the Government

Ministry of Rural Development had constituted a Task Force to explore effective modalities of convergence with NREGA for the various schemes of Government of India. The Task Force comprised representatives from Ministries of Water Resources, Environment and Forests, Agriculture, Human Resources, Women & Child Development and Department of Land Resources. The Task Force recommended that a beginning of convergence may be made on pilot basis with select programmes of select Ministries.

The Water Management Programme (WMP) of the Department of Land Resources was identified as an important scheme for convergence with NREGA, as more than 50% of NREGA

works relate to soil & water conservation. Apart from the Task Force, a series of meetings held between Department of Rural Development and Department of Land Resources, in which the scope for convergence between NREGA and IWMP were discussed. Based on the discussions, convergence areas and modalities for convergence were identified. Accordingly, detailed guidelines for convergence between NREGA and IWMP have been developed.

In the XII Plan, it is proposed to converge all RRR Projects with Integrated Watershed Management Programme (IWMP) in such a way that the treatment of the catchment of water bodies to be restored happens pari-passu with the repair and renovation of water bodies. From April, 2013 onwards, the RRR scheme in rural areas is proposed to be implemented in convergence with the IWMP so that the catchment areas of the water bodies selected will get covered under the IWMP. Water Bodies could be selected in those watershed areas which have already received treatment under IWMP or are within the watersheds which are going to be treated. The existing Watershed Management Committees will be fully involved in the planning and execution of the projects. Each project will also have its Water Users' Association (WUA) to manage command area development and conjunctive use of ground water. However, proposals received during 2012-13 would be processed without this condition.

As per the "Guidelines for Repair, Renovation and Restoration (RRR) of Water Bodies with External Assistance" issued by MoWR in 2009, the tentative allocation for Catchment Area treatment was considered as 15% - 20% of the estimated cost. The same is proposed to be adopted for XII Plan. The estimated total cost of water bodies is Rs. 10000 crores and the Central assistance is estimated as Rs. 6235 crores. Accordingly, tentative allocation for

Catchment Area Treatment works is estimated as Rs.2000 crores. The labour component can be considered as Rs. 1000 crores and 50% of this cost i.e. Rs. 500 crores can be funded under NREGA by the State Governments under convergence for Catchment Area Treatment works of RRR of Water Bodies.

CHAPTER III

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

Recommendation (Para No.4.12)

The Committee note that for the Scheme of RRR of water bodies with external assistance, the office of Controller, Aids, Accounts and Accounting (CAAA) of Department of Economic Affairs(DEA), Ministry of Finance is required under the guidelines of the RRR Scheme to keep track of disbursement claims made by State Governments. As per information furnished by the DEA, no report about default in repayment of World Bank loan by States had been received till 24.01.2012. The Committee would like the Ministry to continue its strict watch on the external funding of RRR Scheme as well as loan repayment.

Reply of the Government

In XII Plan, funding from external agencies is not envisaged.

Recommendation (Para No.5.19)

The Committee also note that States are mandatorily required to send utilization Certificates (UCs) to the Government of India for release of installments in case of RRR Schemes having external assistance. Asked to comment how many States have furnished such UCs till date and whether the Ministry strictly adhered to this norm while releasing additional installments of funds to the States, the Ministry have not furnished the information as desired by the Committee but merely narrated the procedure for submission of disbursement

claims by the States to the Central Government. The Committee would like the Ministry to provide requisite information on the number of States/UTs which have furnished UCs to the Government of India for release of additional installments to the States/UTs in case of RRR Schemes having external assistance. The Committee would also like to know the particulars of the cases in which the norms for releasing such funds to States/UTs under the Scheme were not adhered to or diluted.

Reply of the Government

The processing for release of funds for the RRR of water bodies with external assistance is being done by Department of Economic Affairs, Ministry of Finance directly.

CHAPTER IV

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

Recommendation (Para No.2.22)

The Committee are distressed to note that apart from decline in the number of water bodies, there has been quality deterioration in water bodies. The factors attributed for such a deterioration include indiscriminate disposal of sewage, mostly untreated domestic sewage into the water bodies; discharge of agricultural wastes from agro-chemicals run-off in the form of fertilizers, organic manure, pesticides; industrial wastes etc. from industries like sugar factories, dairies, paper and pulp industries, tanneries, distilleries, metal plating industries – all of which release pollutants ranging from simple nutrients and organic matter to complex toxic substances and mining activities which lead to gradual damage to the surface as well as ground water resources. Noting that pollution of surface water bodies like rivers, lakes, ponds, tanks etc. can affect the quality of ground water in aguifers hydraulically connected with them due to percolation, the Committee recommend that the Ministry of Water Resources may in conjunction with the Ministry of Environment and Forests issue appropriate advisories to the State Governments to institute an effective mechanism for monitoring the water quality in water bodies, so that pollution of water bodies is arrested and a lasting solution worked out for the long-term interests of the nation. The Committee also note that the Government of India in 2001, constituted Water Quality Assessment Authority (WQAA) under the Environment Protection Act, 1986 with Secretary, Ministry of Environment & Forests as Chairman and Joint Secretary (Administration), Ministry of Water Resources as its Member Secretary to direct the agencies (government/local bodies/non-governmental) to standardize method(s) for water quality monitoring and also for ensuring quality of data generation for utilisation of water and other related functions. The Committee, therefore, recommend that the Government keep tab on the efforts of WQAA on water quality monitoring by insisting on submission of periodic assessment reports on status of water quality in lakes, tanks, ponds etc. at least on biennial basis. Further, they also strongly recommend that these reports of WQAA be made available to various State Governments on annual basis, highlighting the specific cases where deterioration in quality of water has reached alarming levels and calls for prompt remedial action. The Committee also note reports of encroachments on water bodies allegedly made by local bodies like Municipalities and Panchayats, which is a worrisome development. Considering the vital importance of water bodies, the Government of India cannot be a helpless bystander on the ground that removal of encroachments on water bodies is a State matter. The Committee, therefore, strongly recommend that the Government of India need to take appropriate measures to heighten national awareness and to build a strong national programme for removal of encroachments on water bodies by local bodies, first by instituting a thorough study in the matter, and then enact deterrent or enhance penalty provisions effective enough to tackle such encroachments in consultation with the Ministry of Environment & Forests. The Committee further recommend that in order to encourage repair, renovation and restoration of water bodies, specially lakes, tanks and ponds, the Government need to institute novel measures in coordination with the Ministry of Environment & Forests and States/UTs and not only to save them from being lost, but also to turn these water bodies into aesthetically appealing scenic spots. The Committee would also like to be apprised of the status of the action taken up in this regard at the earliest.

Reply of the Government

The Scheme involves monitoring in three levels: - Water Users' Association (WUA) at the Gram Panchayat Level, Cascade Association (CA) and WUA Federation at the Block Level. The involvement of local /block administrative levels will ensure that encroachment on the water bodies are avoided.

Comments of the Committee

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

Recommendation (Para No.2.23)

The Committee observe that in most of the States, the smaller water bodies are entrusted to the local Panchayats for maintenance and management while the bigger ones are vested with the Water Resources/Irrigation Departments of the States/UTs. Given the fact that one million ha. of irrigation potential is lost in the country due to non-use of 15% of tanks out of a total of 5.56 lakhs tanks and storages available in India, the Committee asked the Government the methods presently employed by local communities all over India for the maintenance and management of water bodies, with a view to observe the efficacy of those methods. However, the stock reply of the Ministry was that the management of water bodies comes within the purview of the State Governments. Such an attitude of helplessness is not acceptable to the Committee when the Ministry has already identified an independent

body/agency which will look into the method of management of water bodies. The Committee, therefore, recommend that the independent body identified may be asked to expeditiously complete its work of evaluation of the methods presently applied for management of water bodies in the country, so that shortcomings, if any, in this area may be rectified and necessary remedies explored and implemented. They would also like to be apprised of the outcome of such efforts in due course.

Reply of the Government

The Scheme involves monitoring in three levels :- Water Users' Association (WUA) at the Gram Panchayat Level, Cascade Association (CA) and WUA Federation at the Block Level. The involvement of local /block administrative levels will ensure that shortcomings, if any, in this area may be rectified and necessary remedies explored and implemented.

Comments of the Committee

(Please see Para No. 16 of Chapter-I of the Report)

Recommendation (Para No.3.39)

The Committee note with concern that as per the Third Census of Minor Irrigation (2005), there are 5.50 lakh water bodies in the country, out of which 2.39 lakhs are public water bodies and remaining 3.17 lakhs are private water bodies. The Committee were informed that the Scheme for RRR of water bodies does not cover 3.17 lakhs water bodies spread across the country. The Committee deplore exclusion of private water bodies from the RRR Scheme of

the Government, which dents a gaping loop-hole in the otherwise laudable scheme, particularly as it is a necessity to preserve the water bodies. Noting that the Ministry's proposal is to cover public water bodies as the first priority, the Committee urge the Government to explore the viability of extending State funding to private water bodies during the XII Plan, or to at least explore the possibility of inducing States/UTs to take up with owners of such private water bodies and to incentivize them to take measures to revive, repair, renovate and develop water bodies by undertaking works such as desilting, repairing sluice work, pitching, repair of canals attached to the water bodies, etc.

Reply of the Government

The present proposal is to cover public water bodies under the scheme of RRR of water bodies.

Comments of the Committee

(Please see Para No. 26 of Chapter-I of the Report)

CHAPTER V

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

- NIL -

NEW DELHI; 16 December, 2013 25 Agrahayana, 1935 (Saka) DIP GOGOI Chairman, Standing Committee on Water Resources

APPENDIX – I [Vide Para 28 of Chapter I]

YEAR-WISE AND STATE-WISE FUNDS RELEASED DURING XI PLAN

(in Rs. crore)

Name of State	Fund released	Fund released	Fund released	Fund released	Total
	during 2009-10	during 2010-11	during 2011-12	during 2012-13	
Orissa	72.12	75.00	70.33		217.45
Karnataka	74.04	47.47	77.51		199.02
Andhra Pradesh		189.00			189
Bihar		25.00		27.54	52.54
U.P. (Bundelkhand)		29.08		10.379	39.459
M.P (Bundelkhand)		7.33	2.62		9.95
Meghalaya		1.78	0.64		
(Umiam Lake)					2.42
Chhattisgarh			34.68		34.68
Gujarat			10.61		10.61
Haryana			7.04	2.52	9.56
Maharashtra			80.53		80.53
Rajasthan			7.07		7.07
Total	146.16	374.66	291.03	40.439	852.289

APPENDIX - II

[Vide Para 3 of the Introduction]

MINUTES OF THE FOURTH SITTING OF THE STANDING COMMITTEE ON WATER RESOURCES (2013-2014) HELD ON TUESDAY, 10 DECEMBER 2013

The Committee sat from 1500 hours to 1550 hours in Committee Room 'B', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Dip Gogoi - Chairman

MEMBERS

LOK SABHA

- 11. Dr. Mahendrasinh P. Chauhan
- 12. Shri Badri Ram Jakhar
- 13. Shri Abhijit Mukherjee
- 14. Shri Kabindra Purkayastha
- 15. Shri Arjun Ray
- 16. Shri S.P.Y. Reddy
- 17. Shri D.K. Suresh
- 18. Dr. P. Venugopal
- 19. Shri Sajjan Verma

RAJYA SABHA

- 11. Dr. Ashok S. Ganguly
- 12. Shri Palvai Govardhan Reddy
- 13. Smt. Wansuk Syiem

SECRETARIAT

- Shri Devender Singh
 Shri Pawan Kumar
 Director
- 3. Smt. Rita Jailkhani Additional Director

2. Thereafter, the Committee took up for consideration the draft Reports on (i) Action Taken by the Government on the observations/recommendations contained in the Sixteenth Report (15th Lok Sabha) on 'Repair, Renovation and Restoration of Water Bodies' which was presented to both the Houses of Parliament on 27.11.2012 and (ii) Action Taken by the Government on the observations/recommendations contained in the Seventeenth Report (15th Lok Sabha) on 'Demands for Grants (2013-14)' of the Ministry of Water Resources which was presented to both the Houses of Parliament on 29.04.2013. After deliberations, the Committee adopted the above two draft Reports subject to amendment suggested by Members of the Committee in respect of Recommendation contained in Para 35 of the Draft Report on Action Taken by the Government on the Recommendations/Observations contained in the Sixteenth Report on 'Repair, Renovation and Restoration of Water Bodies'. The suggested amendments (as shown in the italics and also underlined) have been carried out in Para No. 35 of the Draft Report, and which is reproduced below:

"The Committee note that the impact assessment of the completed water bodies under the scheme of RRR is proposed to be carried out by/through independent agencies. However, the reply is silent about the status of independent agencies, their particulars, etc., which Government propose to engage for this purpose. It is also silent about any time frame by which they will be assigned this work. <u>The Committee are of the firm opinion that, it is also of utmost importance to rope in the services of States agencies in works of impact assessment of the completed water bodies under the scheme of RRR, and they, therefore, urge the Government to take necessary steps in this regard. The</u>

Committee would <u>also further</u> like to be apprised about the status, particulars of independent agencies, their functions, period by which they will be appointed, and submit report(s) etc. at the earliest.

3. xxxx xxxx xxxx

4. The Committee then authorized the Chairman to finalise the said two Reports in the light of verbal and consequential changes and also to present the same to both the Houses of Parliament.

The Committee then adjourned

xxxx Minutes in respect of other matters kept separately

APPENDIX - III
[Vide Para 4 of the Introduction]

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

(i)	Total number of Recommendations/Observations	23
(ii)	Recommendations/Observations which have been accepted by the Government	
	Para Nos. 2.20, 2.21, 3.33, 3.34, 3.35, 3.36, 3.37, 3.38, 3.40, 3.41, 4.11, 4.13, 4.14, 5.17, 5.18, 5.20, 5.21 and 5.22	
	Total Percentage	18 78.26%
(iii)	Recommendations/Observations which the Committee do not desire to pursue in view of the Government's replies	
	Para Nos. 4.12 and 5.19	
	Total Percentage	02 8.70 %
(iv)	Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee	
	Para Nos. 2.22, 2.23 and 3.39	
	Total Percentage	03 13.04 %
(v)	Recommendation/Observation in respect of which final reply of the Government is still awaited	
	Total Percentage	00 0%