

32

STANDING COMMITTEE ON ENERGY

(2017-18)

SIXTEENTH LOK SABHA

MINISTRY OF NEW AND RENEWABLE ENERGY

(Action Taken on the recommendations contained in the Twenty Seventh Report (16th Lok Sabha) on 'Demands for Grants of the Ministry of New and Renewable Energy for the year 2017-18)

THIRTY SECOND REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

March, 2018 / Phalguna, 1939 (Saka)

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**(Action Taken on the recommendations contained in the
Twenty Seventh Report (16th Lok Sabha) on 'Demands for Grants of
the Ministry of New and Renewable Energy for the year
2017-18)**

Presented to Lok Sabha on 07.03.2018

Laid in Rajya Sabha on 07.03.2018



LOK SABHA SECRETARIAT
NEW DELHI

March, 2018/Phalguna, 1939 (Saka)

COE NO. 291

Price: Rs.

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Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha
(Fifteenth Edition) and Printed by_____.

CONTENTS

COMPOSITION OF THE COMMITTEE (2017-18).....		5
INTRODUCTION.....		7
CHAPTER I	Report	8
CHAPTER II	Observations/ Recommendations which have been accepted by the Government	21
CHAPTER III	Observations/Recommendations which the Committee do not desire to pursue in view of the Government's replies	37
CHAPTER IV	Observations/ Recommendations in respect of which replies of Government have not been accepted by the Committee and require reiteration	38
CHAPTER V	Observations/ Recommendations in respect of which final replies of the Government are still awaited	43

APPENDICES

I	Minutes of the Sitting of the Committee held on February 15, 2018.	44
II	Analysis of Action Taken by the Government on the Observations/ Recommendations contained in the 27 th Report (16 th Lok Sabha) of the Standing Committee on Energy.	46

COMPOSITION OF THE STANDING COMMITTEE ON ENERGY (2017-18)

LOK SABHA

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| 2. | Shri N.K. Pandey | Director |
| 3. | Ms. Deepika | Executive Assistant |

INTRODUCTION

I, the Chairperson, Standing Committee on Energy, having been authorized by the Committee to present the Report on their behalf, present this Thirty Second Report on action taken by the Government on the recommendations contained in the 27th Report of the Standing Committee on Energy on 'Demands for Grant of the Ministry of New and Renewable Energy for the year 2017-18'.

2. The 27th Report was presented to the Lok Sabha on 10th March, 2017 and was laid on the Table of the Rajya Sabha on the same day. Replies of the Government to all the recommendations contained in this Report were received on 5th September, 2017.

3. The Report was considered and adopted by the Committee at their sitting held on February 15, 2018.

4. An Analysis of the Action Taken by the Government on the recommendations contained in the 27th Report of the Committee is given at Appendix-II.

5. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in bold letters in the body of the Report.

**New Delhi
March 05, 2018
Phalguna 14,1939 (Saka)**

**DR. KAMBHAMPATI HARI BABU,
Chairperson,
Standing Committee on Energy**

CHAPTER –I

This Report of the Standing Committee on Energy deals with the action taken by the Government on the Recommendations/Observations contained in the Twenty Seventh Report (Sixteenth Lok Sabha) on 'Demands for Grants of the Ministry of New and Renewable Energy for the year 2017-18'.

2. The Twenty Seventh Report was presented to Lok Sabha on 10th March, 2017 and was laid on the Table of Rajya Sabha on the same day. The Report contained 15 Recommendations/Observations.

3. Action Taken Notes in respect of all the Recommendations/Observations contained in the Report have been received from the Government. These have been categorized as follows:

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

Serial Nos.1, 2, 3, 4, 5, 6, 7, 10, 11, 13, 14 and 15.

Total - 12
Chapter-II

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

Nil

Total - 00
Chapter-III

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

Serial Nos. 8, 9 and 12

Total– 03
Chapter-IV

- (iv) Recommendation/Observation in respect of which the final replies of the Government are still awaited:

Nil

Total - 00
Chapter-V

4. The Committee desire that Action Taken Notes on the Recommendations/Observations contained in Chapter- I of the Report may be furnished to the Committee within three months of the presentation of this Report.

5. The Committee will now deal with action taken by the Government on some of their Recommendations that require reiteration or merit comments.

Recommendation No. 2

6. The Committee had found that the financial achievement for the first 4 years of 12th Plan period i.e. from the year 2012-13 to 2015-16 were 96.24%, 93%, 99.34% and 99.56%, however, for the 5th year of the 12th Plan, the financial achievement (upto 31.12.2016) was only 64.74%. The Committee had noted with satisfaction that against the physical target of 16680 MW for the period 2012-13 to 2015-16, the Ministry had been able to achieve 17964.55 MW. But, during 2016-17 (upto 31.12.2016) the achievement was only 4341.22 MW as against the target of 16660 MW, i.e. 12318.78 was still left to be achieved in just three months. Even though the Committee had noted that the physical and financial performance during the last few years had been good as compared to earlier years, the Committee were highly skeptical about the achievement of the financial and physical targets for the year 2016-17. The Committee were of the definite opinion that performance for 2017-18 would be a benchmark for its future performance with regard to ambitious target of Renewable Energy, so no laxity in this regard would be permitted to impair the target achievement. The Committee, therefore, had recommended that:

- i) The Ministry should revisit their strategies and Action Plan and stress on proper planning and coordination with implementing agencies.
- ii) The Ministry should identify the weak areas on the basis of their performance during the 12th Plan and take corrective steps to ensure the achievement of projected target by 2022.

7. The Ministry of New and Renewable Energy, in its Action Taken Reply, has stated as under:

"The physical achievement of 11319.70 MW was reported against the target of 16660 MW during the year 2016-17. As on 31-03-2017 the cumulative achievement was 57244.28 MW.

The target of wind power was over achieved by 30%, however, there was a major shortfall of 6474.05 MW in the solar sector which was due to non-signing of PPAs, non- allocation of land, delay in issuance of tenders, non-availability of evacuation infrastructure etc by the respective state Governments.

A target of 14550 MW has been fixed for the year 2017-18 against which an achievement of 1651.01 MW has been reported till the end of July 2017.

As suggested by the Committee, the Ministry is in the processes of reviewing all major programmes i.e. Solar, Wind, Small Hydro Power and Bio Power programmes so as to identify weak areas for their performance during the 12th Plan period and accordingly, take corrective measures for achieving the commutative target of 1,75,000 MW by the year 2022".

8. The Committee had expressed its concern about non-achievement of the financial and physical targets for the year 2016-17. In its reply the Government has stated that the physical achievement of 11,319.70 MW has been reported against the target of 16660 MW during the year 2016-17 and target of 14550 MW has been fixed for the year 2017-18 against which an achievement of 1651.01 MW has been reported till the end of July 2017.

The Committee are satisfied to note that the target of wind power was over achieved by 30%. But, a major shortfall of 6474.05 MW in the solar sector is a cause of concern.

The Committee feel that achievement of 1651.01 MW in first four months against an yearly target of 14,550 MW is a performance below par and with this pace, the Ministry would not be able to achieve the envisaged target. So, the Ministry should work on mission mode with proper planning and coordination with implementing agencies.

(Recommendation No. 3)

9. The Committee had noted that during the first 4 years of the 12th Plan, the Ministry had performed well in the field of Wind Energy, Bio Energy, Solar energy etc. However, the Committee were not satisfied with the performance of the Ministry under these very programmes in the terminal year of the 12th Plan. The Committee found a mismatch between the target set and achieved under various programmes and felt that the shortfall in achievement of targets during 12th Plan was bound to have a cascading effect on the achievement of the overall target of 175 GW of Renewable Energy by 2022. Consequently, a lot more was required to be done to achieve the envisaged targets. The Committee, therefore, had recommended that the Government should

strive hard to achieve the maximum possible capacity addition so as to enable the country to fulfill its clean energy requirements and to achieve its Intended Nationally Determined Contribution (INDC) of 40% cumulative electric power capacity from non-fossil fuel based energy resources by 2030.

10. In its Action Taken Reply, the Ministry has stated as under:

"The suggestion of the Committee has been noted. As suggested by the Committee, the Ministry is in the processes of reviewing all major programmes i.e. Solar, Wind, Small Hydro Power and Bio Power programmes. Accordingly, the programmes will be modified so as to achieve the cumulative target of 1,75,000 MW by the year 2022."

11. The Government in its reply has stated that the suggestion of the Committee has been noted. It has also been stated that the Ministry is in the process of reviewing all major programmes i.e. Solar, Wind, Small Hydro Power and Bio Power programmes. Accordingly, these programmes will be modified so as to achieve the target of 1,75,000 MW by the year 2022.

The Committee note that the cumulative target of 175 GW is to be achieved by 2022 and the Ministry is still in the process of reviewing the major programmes, according to which these programmes will be modified. The Committee feel that the Ministry is running against the time and are of the view that the Ministry should complete this reviewing process as soon as possible and ensure target achievement in a time bound manner.

Recommendation No. 4

12. The Committee had found that the Plan Outlay (2016-17) of Rs.14192.83 crore (BE) was enhanced to Rs.16608.52 crore at the RE stage. That was mainly due to the enhanced support from the Internal and Extra Budgetary Resources (IEBR) from Rs.9192.83 crore to Rs.12301.52 crore. The Committee had observed that during the last three years, the Plan Outlay of the Ministry had been enhanced at RE stage, which indicated the commitment of the Government towards implementing renewable energy programmes. The Committee appreciated the Ministry's effort to mobilize supplementary Demands for Grants at the RE stage. However, the whole amount of allocation at the RE had not been fully utilized specially in the year 2016-17. The Committee had noted that for the year 2017-18, the Ministry had sought Rs.5538.69 crore as Plan Outlay (excluding IEBR). However, against this, an amount of Rs.5472.84 crore (BE) had been allocated including Rs.5341.70 crore as support from National

Clean Energy Fund (NCEF). The Committee had also noted that there was an increase of Rs.1112.71 crore, i.e. 25.52 percent, in the budgetary support for the year 2017-18 over the Revised Estimates of the previous year's support of Rs.4360.13 crore.

The Committee were informed that additional funds would be required for achieving the ambitious targets set for renewable energy sector as for the last two years the capacity addition targets were progressively increasing thereby leading to increased liabilities including for Generation Based Incentive (GBI). The Committee had also found that BE (including IEBR) for the year 2017-18 i.e. Rs.13585.43 crore was less than RE for the year 2016-17 i.e. Rs.16608.52 crore by a significant margin of Rs.3023.09 crore. Keeping in view the uncertainty over the continuance of NCEF after the implementation of Goods and Service Tax (GST), the Committee were apprehensive that unless additional allocation was made, implementation of various programmes of the Ministry would be seriously affected. The Committee had observed that for the year 2017-18, the Ministry had projected Internal and Extra Budgetary Resources (IEBR) to the tune of Rs.8243.73crore. The Committee trusted that the Ministry would make all-out efforts for additional funds from IEBR to meet the requirement of extra funds. The Committee, therefore, had recommended that:

- i) Additional Gross Budgetary Support may be provided to the Ministry in Supplementary Demands for Grants at the RE stage;
 - ii) The Ministry of New and Renewable Energy should make concerted efforts to mobilize additional funds from Internal and Extra Budgetary Resources (IEBR), the National Clean Energy Fund (NCEF), other renewable energy development funds and low cost International Finance including from Green Climate Fund, so as to achieve the targets set for the current financial year under various programmes of the renewable energy sector.
13. In its reply, the Ministry of New and Renewable Energy has stated as under:
"The suggestion of the committee has been noted. The Ministry will make concerted efforts to mobilize additional funds for implementation of Renewable energy programmes during the current year. Further, in pursuance of budget announcement for the year 2016-17, IREDA was to raise funds by issuance of Government of India fully service taxable bonds of Rs. 4000 Crore during the financial year. IREDA could raise only 1640 crore during the year 2016-17. Cabinet Committee of Economic Affairs has approved the raising of Government of India fully service taxable bonds for the balance amount of Rs 2360 crore during the year 2017-18 for implementation of various renewable energy programmes / projects."

14. In response to the recommendation of the Committee, the Government has stated that the suggestion of the Committee has been noted and it will make concerted efforts to mobilize additional funds for implementation of Renewable Energy Programmes during the current year.

It has also been submitted that in pursuance of budget announcement for the year 2016-17, IREDA was to raise funds by issuance of Government of India fully service taxable bonds of Rs. 4000 Crore. But, IREDA could raise only 1640 crore during the year 2016-17, so, Cabinet Committee of Economic Affairs has approved the raising the bonds for the balance amount of Rs 2360 crore during the year 2017-18 for implementation of various renewable energy programmes / projects.

The Committee note with disappointment that IREDA could not achieve the given target during the year 2016-17. The Committee feel that the Ministry should not sit back and rely on funds to be raised by IREDA by issuance of Government of India fully service taxable bonds of Rs. 2360 crore and should put all efforts for additional funds from other sources so that the target achievement under various programmes of the Renewable Energy Sector does not suffer due to lack of adequate funds.

Recommendation No. 8

15. The Committee had observed that the target under the National Solar Mission had been revised from 20,000 MW to 1,00,000 MW to be achieved by 2022. Against the estimated potential of 7,50,000 MW solar energy in the country, 9012.69 MW solar energy capacity had been commissioned/installed as on December 31, 2016. The Committee felt that the Ministry have a huge task before them to achieve 90,987.31 MW solar energy capacity to meet the ambitious target of 1,00,000 MW solar energy capacity by 2022. The Committee had noted that the Ministry had drawn up a detailed action plan to achieve the specified targets under the Mission. For the year 2017-18, a physical target of 10,000 MW for Grid-connected solar power had been set with an outlay of Rs.2661crore. The Committee were informed that the budget allocated would be sufficient to achieve the specified target set for 2017-18. However, the Committee were apprehensive about the achievement of the target set, as in 2016-17 the Ministry had been able to achieve only 2249.81 MW against the physical target of 12000 MW i.e. only 18.75% with utilization of ~Rs.1788 crore. The Committee found that the Ministry were far short of their target of 17000 MW cumulative solar capacity by March, 2017, as on December 31, 2016, the cumulative solar capacity in the country was only 9012.46

MW i.e. 47% short of the stipulated target. The Committee were disappointed with the performance of the Ministry in this sector and feel that with this pace, the target of 1,00,000 MW by 2022 would be very difficult to achieve. The Committee, therefore, had recommended that:

- i) The Ministry should work on a mission mode so as to achieve the target of 10,000 MW set for the year 2017-18.
- ii) The Ministry should play a proactive role in monitoring the progress of various solar energy projects.
- iii) The Ministry should also ensure that implementation of the solar energy projects is not affected due to lack of adequate financial resources.

16. The Ministry of New and Renewable Energy, in its reply, has stated as under:

"(i) Ministry is taking various steps in this regard and has launched the following schemes to achieve the target of 100 GW:

- Scheme for Development of Solar Parks and Ultra Mega Solar Power Projects.
- Solar rooftop scheme.
- Scheme for Development of Solar PV Power Plants on Canal Banks/ Canal Tops.
- Scheme for setting up 300 MW of Grid connected Solar PV Power Projects by Defense Establishments
- Implementation of scheme of setting up 1000 MW of Grid- Connected Solar PV Power Projects by CPSUs with Viability Gap Funding under Batch-V of Phase-II of JNNSM.
- Implementation of Scheme for Setting up of 15000 MW of Grid connected Solar PV Power Projects
- Setting up of 2000 MW Grid connected solar power with Viability Gap Funding through Solar Energy Corporation of India (SECI).

As on 31.07.2017, tenders of around 23,000 MW solar power projects are in pipeline for which PPAs of projects of around 15,300 MW have been signed.

As on 31.07.2017, a grid connected solar power capacity of 13652 MW has been installed in the country. The Government is putting all efforts to achieve the target of 100 GW for solar energy by 2022.

(ii) Ministry monitors the progress of solar energy projects from time to time through meetings in consultation with various stakeholders e.g. Solar Power Developers, Industry Associations, Solar Manufacturers etc. Through concerted efforts, the cumulative Grid Connected Solar capacity of 13652 MW has been

installed in the country as on 31.07.2017. Tenders of around 23,000 MW have been issued.

(iii) Most of the solar power projects come through investment from private sector. Ministry is providing central financial assistance for solar power projects in accordance with scheme guidelines and available financial resources through budgetary support. The Ministry is also making concerted efforts in this regard such as raising extra budgetary resources by raising Green Bonds with the help of IREDA and raising funds from multilateral agencies e.g. World Bank, ADB, GIZ, New Development Bank, Asian Infrastructure Investment Bank etc.”

17. In response to the recommendation of the Committee, the Ministry has stated that the cumulative Grid Connected Solar Power Capacity of 13,652 MW has been installed in the country as on 31.07.2017 and tenders of around 23,000 MW have been issued. It has also been stated that the Ministry monitors the progress of solar energy projects from time to time through meetings in consultation with various stakeholders e.g. Solar Power Developers, Industry Associations, Solar Manufacturers etc. and provides Central Financial Assistance for solar power projects in accordance with scheme guidelines and available financial resources through budgetary support. The Ministry is also making concerted efforts to raise funds from extra budgetary resources like IREDA's Green Bonds and funds from multilateral agencies e.g. World Bank, ADB, GIZ, New Development Bank, Asian Infrastructure Investment Bank etc.

The Committee appreciate the Ministry for its efforts. But the Committee remain apprehensive about the target achievement with respect to the Solar Energy. The Ministry is not able to achieve its yearly solar target. It missed its target for the year 2016-17 with a major shortfall of 6474.05 MW and going by the data provided, there are high chances that the target for the year 2017-18 will also be missed.

The Committee are of the view that the target of 100 GW of Solar Energy by 2022 cannot be achieved if the Ministry will continue to miss its yearly targets. The Committee, therefore, reiterate their recommendation that:

i) The Ministry should work on a mission mode so as to achieve the target of 10,000 MW set for the year 2017-18.

- ii) **The Ministry should play a proactive role in monitoring the progress of various solar energy projects.**
- iii) **The Ministry should also ensure that implementation of the solar energy projects is not affected due to lack of adequate financial resources.**

Recommendation No. 9

18. The Committee were informed that the Government has taken various steps to achieve 1,00,000 MW of solar energy by 2022 through fiscal and promotional incentives such as capital and/or interest subsidy, tax holiday, generation based incentive, accelerated depreciation, viability gap funding (VGF), concessional excise and custom duties, preferential tariff for power generation from Renewables, Foreign Direct Investment (FDI) upto 100% under automatic route, etc. The Committee were also informed that Solar tariff has come down from Rs.17.00 per unit in 2010 to Rs.4.34 per unit in Rajasthan in 2016 to Rs.3.30 per unit in Madhya Pradesh for Rewa Solar Power Plant, thus helping in promotion of solar power. However, the Committee had felt that notwithstanding the promotional incentives and lowering of tariff, the results in this sector were not very encouraging. The Committee had noted that the Ministry was sure to miss the target of 17000 MW cumulative capacity by March, 2017 with a huge margin because of reported constraints such as delay in land acquisition, lack of evacuation infrastructure, non-conducive state policies, unwillingness of DISCOMs to purchase solar power, etc. The Committee had felt that the reasons cited by the Ministry for non-achievement of cumulative target were generic and repetitive. The Committee, therefore, had recommended that:

- i) The Ministry should make sustained efforts to find solutions for the constraints being faced in the commissioning of Solar Projects in consultation with other agencies/Ministries concerned in a time bound manner.
- ii) The Ministry should also make efforts to publicize the fiscal and financial incentives available for the promotion of this sector.

19. The Ministry of New and Renewable Energy, in its reply, has stated as under:
- “(i): The Ministry is making its sustained efforts to find solutions for the constraints such as delay in land acquisition, lack of evacuation infrastructure, non-conducive state policies, unwillingness of DISCOMs to purchase solar power, etc. being faced in the commissioning of solar projects in consultation with other agencies like Solar Energy Corporation of India (SECI), Power Grid Corporation of India Ltd. (PGCIL), National Thermal Power Corporation (NTPC) etc. and other stakeholders.
- (ii) Programme for creating awareness among masses about the benefits of renewables including solar energy is an integral part of Ministry’s activities. Main objectives of the programme include: a) popularize and create awareness about

government of India's programmes, policies, fiscal and financial incentives provided with respect to new and renewable energy; b) create mass awareness about technological developments and promotional activities taking place in renewables from time to time in the country; c) make people aware about the availability of renewables including their proper use, repair and maintenance facilities, etc.; d) expand and promote the market for renewables systems & devices; and e) raise awareness about renewables amongst students, teachers, scientists and public at large. These programmes are implemented with specific focus on respective target groups. The mediums deployed include electronic media such as radio, TV, spot films etc; print media, newspapers; exhibitions; seminar/symposia etc."

20. With regard to the recommendation of the Committee, the Ministry has stated that it is making sustained efforts to find solutions for the constraints, such as delay in land acquisition, lack of evacuation infrastructure, non-conductive state policies, unwillingness of DISCOMs to purchase solar power, etc., being faced in the commissioning of solar projects in consultation with other agencies like Solar Energy Corporation of India (SECI), Power Grid Corporation of India Ltd. (PGCIL), National Thermal Power Corporation (NTPC) etc. and other stakeholders. However, the Ministry has not furnished the details and results of these efforts.

The Committee are disappointed to note that the Ministry is not able to achieve Solar Energy targets despite its sustained efforts. The Committee feel that there is a need to review the strategy so that the efforts are made in the right direction as the efforts of the Ministry are not getting reflected in the form of target achievement.

The Committee, therefore, reiterate their recommendation that the Ministry should make more sustained efforts to find solutions for the constraints being faced in the commissioning of Solar Projects in consultation with other agencies/Ministries concerned in a time bound manner.

Recommendation No. 12

21. The Committee were informed that the Renewable Energy for Rural Applications included Bio-Gas Programme, Remote Village Electrification (RVE), Improved Cook-Stove Programme among others. The Committee were also informed that Remote

Village Electrification (RVE) Scheme had been discontinued since 2014 and the same was implemented by Ministry of Power and the funds had been kept only for catering to pending liabilities. The Committee had noted that during the years 2014-15 and 2015-16, the Ministry had failed to achieve their physical targets under Bio-Gas Programme and Improved Cook-Stove Programme despite full utilization of allocated funds. During the year 2016-17, against the Financial Allocation (RE) of Rs.165.50 crore, only Rs.72.03 crore (43.5%) had been utilized and against the physical target of 1 lakh Bio-Gas Plants, the Ministry had been able to set up only 36,000 such plants. Under Improved Cook stoves, the target during 2016-17 was 71,900, however, achievement was still awaited from States which showed apathy of the Ministry towards this programme. The Committee had felt that the performance of the Ministry was discouraging in this sector specially with respect to Improved Cook-Stove Programme. The Committee had noted that for the year 2017-18, a budgetary allocation of Rs.135 crore had been made for Biogas plants and improved cook stoves programme with physical target of 1.1 lakh Bio Gas Plants. The Committee were, however, informed that no physical target had been set under Improved Cook Stoves Programme for 2017-18. Further, scrutiny of the data supplied by MNRE under biogas, improved Cook stoves and solar cookers during the last three years revealed declining performance both in physical and financial terms. The Committee were informed that the non-achievement of biogas target was due to drought conditions during the last two years, high upfront cost of biogas plants, reduced subsidy support, lack of priority at state level, etc. The Committee had found that apart from electricity generation and power saving, the application of these technologies viz. biogas plants and improved cook stoves had benefitted millions of rural folk by meeting their cooking and other energy requirements in an environmentally benign way. The Committee, therefore, had recommended that:

- i) The Ministry should revisit the feasibility, affordability and availability of the technologies in the rural areas so as to provide for enhanced economic activities at village level ultimately improving the standard of living in remote areas of the country.
- ii) The Ministry should strive hard to achieve their physical targets so as to provide clean energy solutions to the rural poor specially women and children through reduced consumption of fuel wood.

22. The Ministry of New and Renewable Energy, in its reply, has stated as under:
“(i) :Based on the suggestion of the committee, the programmes and schemes for providing energy access in rural areas are being evaluated based on their performances during the 12th plan period. The terms of reference also include feasibility, affordability and availability of appropriate technologies. Accordingly, the programmes will be modified for implementation after the 12th plan period.

(ii)The suggestion of the committee has been noted and will make all out efforts to achieve the target in a time bound manner. Under the national Biogas programme, a target of 65000 Nos. of family type biogas plants has been distributed amongst the various states. An achievement of 2000 plants has been reported upto June 2017. Under Unnat chulah abhiyan, an allocation of 75000 improved cook stoves for distribution has been taken up in the states of Chattisgarh, Odisha, Tripura, Mizoram and J&K including Kargil.”

23. In response to the recommendation of the Committee, the Ministry has stated that the programmes and schemes for providing energy access in rural areas are being evaluated based on their performances during the 12th plan period and same will be modified for implementation after the 12th plan period. It has also been stated that under the National Biogas programme, against the target of 65,000 Nos. of family type biogas plants, an achievement of 2000 plants have been reported upto June 2017 and under Unnat chulah abhiyan, a target of 75000 improved cook stoves for distribution has been taken up in the states of Chattisgarh, Odisha, Tripura, Mizoram and J&K including Kargil.

The Committee are disappointed to note that the Ministry did not furnish data related to its achievement under Improved Cook Stoves at the time of DFG (2017-18) as it was awaited from the States. The Committee feel that the Ministry should have furnished this data in its Action Taken Replies, but it does not bother to come up with the same which shows its apathy towards this programme. The Committee are also disappointed with the performance of the Ministry under National Biogas programme.

The Committee are of the view that the Ministry's performance under the programmes related to Biogas, Improved Cook Stoves and Solar Cookers is declining both in physical and financial terms. The Committee feel that Biogas Plants, Improved Cook Stoves, Solar Cookers etc. will be beneficial for millions of rural folk by meeting their cooking and other energy requirements in an environmentally benign way, so the Ministry should not ignore these programmes.

The Committee, therefore, reiterate their recommendation that the Ministry should strive hard to achieve their physical targets under the programmes related

to Biogas, Improved Cook Stoves and Solar Cookers so as to provide clean energy solutions to the rural poor specially women and children through reduced consumption of fuel wood.

CHAPTER II

OBSERVATIONS/ RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Status of implementation of the recommendations of the Committee contained in the Twenty-Seventh Report, under Direction 73A of the 'Directions by the Speaker'

Recommendation No.1

The Committee note that the gross budgetary support of the Ministry for the entire 12th Five year Plan period is Rs.19113.00 crore. An amount of Rs.13961.21 crore has been actually allocated during the 12th Plan period. So, Rs.5151.79 crore i.e. about 27% of the total allocation will be left unutilized altogether. The Total actual expenditure of the 12th Plan, as on 31.12.2016, is Rs.12246.1 crore which accounts for only 54% of the GBS allocation for the entire 12th Plan. As 12th Plan is going to end in March, 2017, the Ministry are expected to utilize full allocation of the 12th Plan given the ambitious target of 175 GW of Renewable Power by 2022. Keeping in view, the significance of the Sector, the non-utilization of the allowed sum during the plan period reflects poorly on the performance of the Ministry. Therefore, the Committee recommend that:

- i) The Ministry should focus on maximum utilization of allocated funds, so that the stipulated targets can be achieved.
- ii) Further necessary corrective steps should also be taken for alleviation of reasons responsible for low utilization of allocated funds, so as to achieve the projected targets with proper and exhaustive utilization of fund allocated.

Reply of the Government

Against 12th plan outlay of Rs. 19,113 crore, actual allocation at R.E stage was Rs.13961.21 Crore which was 73.04 % of the outlay. Further, an expenditure of Rs.13327.29 crore has been incurred against actual allocation of Rs.13961.21 Crore which was 95.46 % of RE.

Against a physical targets of 29,800 MW of Grid Power capacity addition during 12th plan period an achievement of 29,462 MW has been reported which was 98.87 % of 12thplan target. The commutative achievements have reached to 57244.23 MW at the end of 12th Plan.

As suggested by the Committee, the Ministry is in the processes of reviewing all major programmes i.e. Solar, Wind, Small Hydro Power and Bio Power programmes so as to achieve the commutative target of 1,75,000 MW by the year 2022.

[Ministry of New & Renewable Energy
OM.No.08/03/2016-P&C Dated:04/09/2017]

Recommendation No.2

The Committee find that the financial achievement for the first 4 years of 12th Plan period i.e. from the year 2012-13 to 2015-16 were 96.24%, 93%, 99.34% and 99.56%, however, for the 5th year of the 12th Plan, the financial achievement (upto 31.12.2016) is only 64.74%. The Committee note with satisfaction that against the physical target of 16680 MW for the period 2012-13 to 2015-16, the Ministry have been able to achieve 17964.55 MW. But, during 2016-17 (upto 31.12.2016) the achievement is only 4341.22 MW as against the target of 16660 MW, i.e. 12318.78 is still left to be achieved in just three months. Even though the Committee note that the physical and financial performance during the last few years have been good as compared to earlier years, the Committee are highly skeptical about the achievement of the financial and physical targets for the year 2016-17. The Committee are of the definite opinion that performance for 2017-18 will be a benchmark for its future performance with regard to ambitious target of Renewable Energy, so no laxity in this regard will be permitted to impair the target achievement. The Committee, therefore, recommend that:

- i) The Ministry should revisit their strategies and Action Plan and stress on proper planning and coordination with implementing agencies.
- ii) The Ministry should identify the weak areas on the basis of their performance during the 12th Plan and take corrective steps to ensure the achievement of projected target by 2022.

Reply of the Government

The physical achievement of 11319.70 MW was reported against the target of 16660 MW during the year 2016-17. As on 31-03-2017 the cumulative achievement was 57244.28 MW.

The target of wind power was over achieved by 30%, however, there was a major shortfall of 6474.05 MW in the solar sector which was due to non-signing of PPAs, non- allocation of land, delay in issuance of tenders, non-availability of evacuation infrastructure etc by the respective state Governments.

A target of 14550 MW has been fixed for the year 2017-18 against which an achievement of 1651.01 MW has been reported till the end of July 2017.

As suggested by the Committee, the Ministry is in the processes of reviewing all major programmes i.e. Solar, Wind, Small Hydro Power and Bio Power programmes so as to identify weak areas for their performance during the 12th Plan period and accordingly, take corrective measures for achieving the commutative target of 1,75,000 MW by the year 2022.

[Ministry of New & Renewable Energy
OM.No.08/03/2016-P&C Dated: 04/09/2017]

Comments of the Committee

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

Recommendation No.3

The Committee note that during the first 4 years of the 12th Plan, the Ministry has performed well in the field of Wind Energy, Bio Energy, Solar energy etc. However, the Committee are not satisfied with the performance of the Ministry under these very programmes in the terminal year of the 12th Plan. The Committee find a mismatch between the target set and achieved under various programmes and feel that the shortfall in achievement of targets during 12th Plan is bound to have a cascading effect on the achievement of the overall target of 175 GW of Renewable Energy by 2022. Consequently, a lot more is required to be done to achieve the envisaged targets. The Committee, therefore, recommend that the Government should strive hard to achieve the maximum possible capacity addition so as to enable the country to fulfill its clean energy requirements and to achieve its Intended Nationally Determined Contribution (INDC) of 40% cumulative electric power capacity from non-fossil fuel based energy resources by 2030.

Reply of the Government

The suggestion of the Committee has been noted. As suggested by the Committee, the Ministry is in the processes of reviewing all major programmes i.e. Solar, Wind, Small Hydro Power and Bio Power programmes. Accordingly, the programmes will be modified so as to achieve the cumulative target of 1,75,000 MW by the year 2022.

[Ministry of New & Renewable Energy
OM.No.08/03/2016-P&C Dated: 04/09/2017]

Comments of the Committee

(Please see Para No. 11 of Chapter – I of the Report)

Recommendation No.4

The Committee find that the Plan Outlay (2016-17) of Rs.14192.83 crore (BE) was enhanced to Rs.16608.52 crore at the RE stage. This is mainly due to the enhanced support from the Internal and Extra Budgetary Resources (IEBR) from Rs.9192.83 crore to Rs.12301.52 crore. The Committee observe that during the last three years, the Plan Outlay of the Ministry has been enhanced at RE stage, which indicates the commitment of the Government towards implementing renewable energy programmes. The Committee appreciate the Ministry's effort to mobilize supplementary Demands for Grants at the RE stage. However, the whole amount of allocation at the RE has not been fully utilized specially in the year 2016-17. The Committee note that for the year 2017-18, the Ministry had sought Rs.5538.69 crore as Plan Outlay (excluding IEBR). However, against this, an amount of Rs.5472.84 crore (BE) has been allocated including Rs.5341.70 crore as support from National Clean Energy Fund (NCEF). The Committee also note that there is an increase of Rs.1112.71 crore, i.e. 25.52 percent, in

the budgetary support for the year 2017-18 over the Revised Estimates of the previous year's support of Rs.4360.13 crore.

The Committee are informed that additional funds will be required for achieving the ambitious targets set for renewable energy sector as for the last two years the capacity addition targets are progressively increasing thereby leading to increased liabilities including for Generation Based Incentive (GBI). The Committee also find that BE (including IEBR) for the year 2017-18 i.e. Rs.13585.43 crore is less than RE for the year 2016-17 i.e. Rs.16608.52 crore by a significant margin of Rs.3023.09 crore. Keeping in view the uncertainty over the continuance of NCEF after the implementation of Goods and Service Tax (GST), the Committee are apprehensive that unless additional allocation is made, implementation of various programmes of the Ministry will be seriously affected. The Committee observe that for the year 2017-18, the Ministry have projected Internal and Extra Budgetary Resources (IEBR) to the tune of Rs.8243.73crore. The Committee trust that the Ministry will make all-out efforts for additional funds from IEBR to meet the requirement of extra funds. The Committee, therefore, recommend that:

- i) Additional Gross Budgetary Support may be provided to the Ministry in Supplementary Demands for Grants at the RE stage;
- ii) The Ministry of New and Renewable Energy should make concerted efforts to mobilize additional funds from Internal and Extra Budgetary Resources (IEBR), the National Clean Energy Fund (NCEF), other renewable energy development funds and low cost International Finance including from Green Climate Fund, so as to achieve the targets set for the current financial year under various programmes of the renewable energy sector.

Reply of the Government

The suggestion of the committee has been noted. The Ministry will make concerted efforts to mobilize additional funds for implementation of Renewable energy programmes during the current year. Further, in pursuance of budget announcement for the year 2016-17, IREDA was to raise funds by issuance of Government of India fully service taxable bonds of Rs. 4000 Crore during the financial year. IREDA could raise only 1640 crore during the year 2016-17. Cabinet Committee of Economic Affairs has approved the raising of Government of India fully service taxable bonds for the balance amount of Rs 2360 crore during the year 2017-18 for implementation of various renewable energy programmes / projects.

[Ministry of New & Renewable Energy
OM.No.08/03/2016-P&C Dated: 04/09/2017]

Comments of the Committee

(Please see Para No. 14 of Chapter – I of the Report)

Recommendation No.5

The Committee are informed that the National Clean Energy Fund (NCEF) was created out of cess on coal produced as well as imported at Rs.400 per tonne to provide financial support to Clean Energy Initiatives, Research in the field of clean energy, etc. and an Inter-Ministerial Group (IMG) chaired by Finance Secretary approves the projects/schemes eligible for financing under the NCEF. The Committee find that by 2017-18 (from 2010-11 to 2017-18) a cumulative amount of Rs.86,440.21crore would be collected as coal cess out of which only Rs.29,645.29 crore would go to NCEF and the amount financed from NCEF for projects would be Rs.15,911.49 crore i.e. only 18.41% of the total amount collected as coal cess. The Committee find that for 2016-17 (RE), the total coal cess collected was Rs.28,500 crore, against which only Rs.6902.74 crore (~24%) has actually been transferred to the NCEF out of which Rs.4272.00 crore were given to the MNRE as budgetary support from NCEF. It has been informed that till date the Inter-Ministerial Group (IMG) for NCEF has recommended 55 Projects for financial support including projects from Ministry of New and Renewable Energy; Ministry of Water Resources, River Development & Ganga Rejuvenation; Ministry of Environment and Forest; Ministry of Drinking Water and Sanitation; etc. The Committee feel that the utilization of funds from NCEF is low which may have adverse consequences for the much needed initiatives, innovations and research in the field of clean energy.

The Committee noted that for 2017-18 (BE), Rs.5341.70 crore have been provided in the budget from NCEF to MNRE. However, it has been informed that with the implementation of GST, the Clean Environment Cess may be used to compensate those States that may have a revenue loss due to GST; as a result, the fund may not be available to finance Renewable Energy projects. There are also apprehensions that post GST; the delivered cost of Renewable Energy will increase. In view of the above, the Committee recommend that:

- i) The Ministry should take up the matter with the Ministry of Finance on an urgent basis so as to ensure continued financial support for the ongoing and future Renewable Energy Projects in the event of NCEF being given to the States to indemnify them for their losses owing to GST.
- ii) Alternatively, the Ministry should sincerely pursue for a separate fund dedicated to Renewable Energy Projects.
- iii) The Ministry should also pursue with the GST Council for either excluding Renewables from GST Regime so as to ensure continuance of exemptions provided to goods used in renewable energy sector or imposing zero percent rate on Renewables, so that it does not result in increase in the cost of Renewable Energy.

Reply of the Government

Since the year 2014-15 the budgetary allocation for the implementation of Renewable Energy Programmes are being received from National Clean Energy Fund(NCEF). Accordingly in the year 2017-18 too, an allocation of Rs. 5341.70 Crore has been received from NCEF. MNRE will continue to submit its Budget proposals commensurating with the development plan for renewable in the subsequent years also.

Ministry of New & Renewable Energy (MNRE), has been consistently pursuing with Ministry of Finance for preferential / favourable treatment for renewable energy sector under the GST regime through continued availability of fiscal incentives to renewable energy sector under the GST regime.

As a result of the sustained efforts of Ministry of New & Renewable Energy (MNRE), 'Renewable energy devices and spare parts for their manufacture', have been kept at the lowest GST Rate of 5% as follows:

"Renewable energy devices and spare parts for their manufacture" a) Bio-gas plant b) Solar power based devices c) Solar power generating system d) Wind mills and wind operated electricity generator e) Waste to energy plants/ devices f) Solar lantern/ solar lamp g) Ocean waves/tidal waves energy devices/plants	GST Rate: 5%
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[Ministry of New & Renewable Energy
OM.No.08/03/2016-P&C Dated: 04/09/2017]

Recommendation No.6

The Committee note that wind power potential in the country at the height of 100 meter above ground level has been estimated at 3,02,251 MW. Against this, a total capacity of 28871.59 MW has been reportedly installed as on January 31, 2017. The Committee are satisfied with the performance during the last two years, i.e. in 2014-15 and 2015-16, against the targets of 2000 MW and 2400 MW, wind energy capacities of 2312 MW and 3423 MW, respectively, have been achieved. However, the performance in 2016-17 is quite discouraging, i.e. against a target of 4000 MW, only 2094 MW capacity has been installed (as on January 31, 2017). The budget allocated in each of the three years i.e. 2014-15, 2015-16 and 2016-17, has been reportedly fully utilized. The Committee are informed that, for the year 2017-18, a physical target of 4000 MW has been set with a budgetary allocation of Rs.400 crore. The Committee note that in 2016-17, the Ministry have managed to achieve only 2094 MW against the target of 4000 MW with full utilization of Budgetary allocation of Rs.365 crore, so the Committee

are apprehensive about achievement of the target set with the corresponding budgetary allocation for 2017-18 and feel that more funds should be made available for this sector. The Committee also note that the fiscal and financial incentives available include concessional custom duty and special additional duty, excise duty exemptions, income tax holiday, Accelerated Depreciation (AD) and Generation Based Incentive (GBI) for those who do not avail AD benefit. The Committee, therefore, recommend that:

- i) The Ministry should approach the Ministry of Finance to allocate more funds at the time of Revised Estimates so as to ensure that implementation of the wind energy projects does not suffer due to shortage of funds.
- ii) The Ministry should make concerted efforts to achieve the physical target of 4000 MW wind energy capacity for the year 2017-18 in a time bound manner.
- iii) The Ministry should look into the reasons responsible for non-achievement of the physical target in 2016-17 and take corrective measures for the same.
- iv) The Ministry should also give due publicity to the fiscal and financial incentives available to the industry.

Reply of the Government

(i) An amount of Rs400 crore has been allocated for wind power programmes for the year 2017-18. Further funds will be sought at the RE stage or amount raised through Government of India fully service taxable Bonds to be raised by IREDA during 2017-18.

(ii) An achievement of 282.62 MW has been reported upto 31-07-2017 under wind power. The progress is slow due to introduction of bidding process in the wind energy sector. Through bidding process, the projects require around 21-24 months for commissioning.

(iii) During the year 2016-17 an achievement of 5502.37 was reported against a target of 4000 MW taking commutative achievement to 32279.77 MW as on 31.03.2017. Thus, there was over achievement of 30%.

(iv) Programme for creating awareness among masses about the benefits of renewables including wind energy is an integral part of Ministry's activities. Main objectives of the programme include:

- a) Popularize and create awareness about government of India's programmes, policies, fiscal and financial incentives provided with respect to new and renewable energy;
- b) Create mass awareness about technological developments and promotional activities taking place in renewables from time to time in the country;
- c) Make people aware about the availability of renewables including their proper use, repair and maintenance facilities, etc.;
- d) Expand and promote the market for renewables systems & devices;

e) Raise awareness about renewables amongst students, teachers, scientists and public at large.

These programmes are implemented with specific focus on respective target groups. The mediums deployed include electronic media such as radio, TV, spot films etc; print media, newspapers; exhibitions; seminar/symposia etc.

[Ministry of New & Renewable Energy
OM.No.08/03/2016-P&C Dated: 04/09/2017]

Recommendation No.7

The Committee are informed that so far the procurement of wind power in the country has been through Feed-In-Tariff and to bring competition in this sector bidding has been introduced and the Ministry are expected to streamline the bidding process at both Central as well as State level in 2017-18. The Committee welcome the initiative taken by the Ministry in this regard and feel that this will be helpful for the growth of the sector. However, the Committee are concerned about the delay in the finalization of the National Wind Energy Mission which has been a work under process for the last three years. The Committee therefore, recommend that:

- i) The Ministry should come up with lucid guidelines for streamlining the Bidding Process in Wind Energy Sector in a time bound manner so as to bring in transparency and efficiency.
- ii) The Ministry should complete the approval process with respect to the National Wind Energy Mission as soon as possible and the Committee may be apprised of the same.

Reply of the Government

- (i) The bidding guidelines for the wind power sector have been finalised and forwarded to Ministry of Power for issuance.
- (ii) National Wind Energy Mission (MWEM) document was circulated to related Ministries/Departments for comments and the document has been finalized after suitably incorporating the comments. During last two years various new initiatives have been taken for the wind sector and the wind capacity has reached 32.75GW at the end of 2016-17. Issues that were to be addressed through NWEM were forecasting / scheduling, grid integration, repowering, hybrid policy, bidding etc. These issues have since been addressed through various interventions by the Ministry and therefore, NWEM is no longer necessary.

[Ministry of New & Renewable Energy
OM.No.08/03/2016-P&C Dated: 04/09/2017]

Recommendation No. 10

The Committee find that the estimated potential for power generation from Biomass/Bagasse Co-generation in the country is around 25,000 MW, including 18,000 MW from agricultural and agro industrial residues and 7,000 MW from bagasse cogeneration in sugar mills. Against this, a cumulative capacity of 8025.00 MW has been reportedly installed upto December, 2016. The Committee note that the performance in this sector during the last three years has been fluctuating viz. in 2014-15 and 2015-16, against the targets of 400 MW each, capacities of 418.67 MW and 304.85 MW, respectively, have been achieved. However, the performance in 2016-17 is quite discouraging i.e. against the target of 400 MW, only 101 MW capacity have been installed. The fund allocated for the last three years were Rs.38 crore, Rs.29 crore and Rs.20 crore, respectively, which have not been fully utilized except in 2015-16. The Committee find that for the year 2017-18, a physical target of 350 MW has been fixed with an outlay of Rs.20 crore and the Committee are informed that the allocation will be sufficient to achieve the set target. That being so, the Committee are concerned that instead of striving to achieve their stipulated target, the Ministry have chosen to reduce it from 400 MW in 2016-17 to 350 MW in 2017-18, with budgetary allocation remaining the same. The Committee also note that besides the Financial Incentives, fiscal incentives such as concessional custom and excise duty, tax holiday for 10 years, 100% depreciation in the first year, etc. are available for Biomass power projects, still the targets remain unachieved. Hence, the Committee recommend that:

- i) The Ministry should strive hard to ensure full achievement of the physical target for the year 2017-18, keeping in view the achievement of only one fourth of the target in 2016-17.
- ii) More projects on Biomass/Bagasse Co-generation should be encouraged, especially in those States with potential like Karnataka, Maharashtra, Uttar Pradesh, Punjab, etc.
- iii) Proper internal check system may be put in place to check non transparency in biomass energy projects of Sugar Mills.
- iv) Promotional and awareness programmes for stakeholders like sugar mills owners, farmer associations and industry representatives should be intensively organized.
- v) The Ministry should also undertake adequate publicity for the fiscal incentives and other benefits available to the industry.
- vi) The technologies used in the sector should be upgraded and improved, keeping in mind the cost effectiveness.

Reply of the Government

- (i) The Ministry has set a target of 340 MW for the year of 2017-18 under Biomass and Bagasse Co-generation programme which is likely to be achieved.

(ii) Biomass/Bagasse Co-generation plants have been mainly installed in the states of Karnataka, Maharashtra, Tamilnadu, Punjab , Haryana and U.P. The Ministry's scheme to promote Grid-Interactive "Biomass Power and Bagasse Co-generation in Sugar Mills" during the 12th Plan Period is open to developers from all over India including Karnataka, Maharashtra, Uttar Pradesh and Punjab.

(iii) CFA is released only after due verification of all the documents, successful commissioning and performance assessment by independent agencies National Productivity Council (NPC) / National Sugar Institute (NSI).

(iv&v) The suggestion of the committee has been noted. However, Programmes for creating awareness among masses about the benefits of renewables including Biomass and bagasse cogeneration is an integral part of Ministry's activities. Main objectives of the programme include:

- a) Popularize and create awareness about government of India's programmes, policies, fiscal and financial incentives with respect to new and renewable energy;
- b) Create mass awareness about technological developments and promotional activities taking place in renewables from time to time in the country;
- c) Make people aware about the availability of renewables including their proper use, repair and maintenance facilities, etc.;
- d) Expand and promote the market for renewables systems & devices; e) raise awareness about renewables amongst students, teachers, scientists and public at large.

These programmes are implemented with specific focus on respective target groups. The mediums deployed include electronic media such as radio, TV, spot films etc; print media, newspapers; exhibitions; seminar/symposia etc.

(vi) The Ministry creates awareness about the upgraded technology available through cogen newsletter namely "Industrial Cogeneration in India". However, it depends upon the decision of the developer to use modern and cost effective technologies according to the local requirements.

[Ministry of New & Renewable Energy
OM.No.08/03/2016-P&C Dated: 04/09/2017]

Recommendation No.11

The Committee find that the estimated potential for power generation in the country from small hydro projects (upto 25 MW capacity) is around 21,135.24 MW from 7135 identified sites all over the country. Against this estimated potential, cumulative capacity of 4333.85 MW has been installed, with 864 MW under various stages of implementation. The Committee find the performance during 2014-15 and 2015-16 quite satisfactory. Against the target of 250 MW each, a capacity addition of 251.6 MW and 218.6 MW, respectively have been installed and the allocated funds during this period have also been fully utilized. However, the Committee are disappointed with the

performance during the year 2016-17 wherein against the target of 150 MW, only 68.90 MW could be achieved as on January, 2017. Although, against the budgetary allocation of Rs.105.50 crore, Rs.104.99 crore have been utilized during the corresponding period. The Committee find that for the year 2017-18, the budgetary allocation has been increased to Rs.134.50 crore and physical target has been reduced to 100 MW as compared to budgetary allocation and physical targets of previous years. The Committee are apprised that there is a delay in completion of about 68 projects aggregating to 234 MW due to cost overrun, technical issues, difficult weather, natural calamities, etc. Taking note of the submission of the Ministry that under the National Mission on Small Hydro 5000 MW is proposed to be achieved by 2022, the Committee recommend that:

- i) The Ministry should formulate new scheme for implementation of Small Hydro Projects on the basis of outcome of the evaluation study on SHP implemented during 12th five year plan so as to revamp the Small Hydro Projects in the country.
- ii) Reassessment/confirmation i.e. marking of SHP sites on the ground should be taken up in a time bound manner.
- iii) The Government may critically review its performance under the SHP sector and ensure that the factors which hindered the growth of the sector are addressed.
- iv) The Ministry should also undertake adequate publicity for the incentives available to the industry.

Reply of the Government

- (i) The Ministry is in the process of formulating the new scheme for the implementation of SHP projects based on the outcome of the evaluation study on SHP implemented during 12th five year plan. The EFC memo has been prepared and is being circulated for inter-ministerial consultation. After receipt of the comments from different Ministries, a cabinet note will be prepared and submitted for the consideration of CCEA. The new scheme is expected to be announced by 30th September 2017 subject to approval by the CCEA.
- (ii) State Governments/State Nodal Agencies have already been provided with the data of all the SHP projects (already commenced on-going and potential sites) to validate the data. Generation data of all the completed projects are being captured by the CEA on monthly basis and is available in the CEA website. MNRE has also been capturing the generation data from various plants.
- (iii& iv) : The Ministry has already taken steps to accelerate the process of fast implementation of SHP projects by way of holding stakeholder's consultation and initiating process for inter-ministerial consultations to enable to over-come the hindrances coming on the way to the SHP Division.

Further, Programme for creating awareness among masses about the benefits of renewables including small hydro power is an integral part of Ministry's activities. Main objectives of the programme include:

- a) Popularise and create awareness about government of India's programmes, policies, fiscal and financial incentives provided with respect to new and renewable energy;
- b) Create mass awareness about technological developments and promotional activities taking place in renewables from time to time in the country;
- c) Make people aware about the availability of renewables including their proper use, repair and maintenance facilities, etc.;
- d) Expand and promote the market for renewables systems & devices;
- e) Raise awareness about renewables amongst students, teachers, scientists and public at large.

These programmes are implemented with specific focus on respective target groups. The mediums deployed include electronic media such as radio, TV, spot films etc; print media, newspapers; exhibitions; seminar/symposia etc.

[Ministry of New & Renewable Energy
OM.No.08/03/2016-P&C Dated: 04/09/2017]

Recommendation No.13

The Committee note that the MNRE have been promoting the setting up of projects for recovery of energy from Urban, Industrial and Agricultural Waste/Residues to create conducive conditions with fiscal and financial regime to develop, demonstrate and disseminate utilization of waste for Energy. The other programmes under this head include i) Development of Solar Cities Programme, ii) Energy efficient solar/green buildings programme; iii) Waste to Energy Programme. On scrutiny of the data under the waste to energy programme, the Committee note that the target during the last three years i.e. 2014-15, 2015-16, 2016-17, was 25 MW against which about 40 MW has been achieved and against the financial allocation of Rs.61.5 lakh, about Rs.29.59 lakh were utilized during the corresponding period. However, the Committee find that out of the five pilot projects with the MNRE, only Okhla plant is operational and Ghazipur Plant is under commissioning and the remaining three projects could not be completed due to paucity of funds/technical reasons. The Committee note that for 2017-18, a budgetary allocation of Rs.30 crore with a physical target of 25 MW has been assigned for Waste to Energy Programme. The Committee have been apprised that the activities and management of Waste to Energy Sector is now under the Ministry of Urban Development. The Committee desire that the MNRE should play a proactive role in supplementing the programmes under the waste to energy programme. The Committee also note that for the year 2017-18, an outlay of Rs.14.20 crore have been allocated for the major schemes of the Ministry like promotion of solar cities, green

building programmes demonstration of renewable energy, etc. The Committee find that Rs.1.835 crore have been released during 2016-17 under Development of Solar Cities Programme and the funds could not be utilized due to non-availability of suitable proposals from States/Municipal Corporations. The Committee, therefore, recommend that:

- i) In view of the importance of waste to energy programme, there should be an integrated strategy in managing all activities under this programme so as to avoid delay in obtaining clearances/approvals from various agencies.
- ii) In view of rapid urbanization, resulting in extensive construction activities, the Committee urge the Ministry to give due importance to the activities under energy efficient solar/green building programme, to facilitate promotion and development of solar cities and green buildings.
- iii) The Ministry should encourage States/Municipal Corporations and other stakeholders to develop suitable proposals under Development of Solar Cities Programme.
- iv) The Ministry should give enhanced publicity to the financial assistance available under this sector.

Reply of the Government

(i) The suggestion of the Committee has been noted. However, the Ministry is already working closely with Ministry of Urban Development and other stakeholders for promoting Waste to Energy projects in the country.

(ii& iii) : The advice/ recommendation of the committee has been noted. In this regard, it is to mention that the Ministry has launched a Scheme on “Development of Solar Cities” under which Ministry of New and Renewable Energy (MNRE) has sanctioned /allocated 60 cities under Development of Solar Cities Programme, against the target of 60 numbers of cities/towns/municipal corporations fixed for 12th Five-year Plan period. MNRE is providing financial support up to of ₹50 lakh for each city for preparation of the Master Plan along with few DPR (up to ₹10 lakh), oversight of its implementation (up to ₹10 lakh), setting up and functioning of Solar City Cell in the city (up to ₹10 lakh) and organizing promotional activities (up to ₹20 lakh). Beside this Ministry has been implementing a Scheme on “Energy Efficient Solar/Green Buildings” since, February, 2009 which aims to promote the widespread construction of energy efficient solar/green buildings in the country through a combination of financial and promotional incentives mainly for capacity building, awareness, seminar and workshops and other promotional activities etc., under the “Energy Efficient Solar/Green Buildings programme”. About 225 capacity building programme including trainings, seminar, conferences, workshops for Evaluators and Trainers on GRIHA Ratings and awareness programmes on Green Buildings/GRIHA Ratings/Green Architecture were organized across the country by

various technical institutions. So far, 850 buildings with aggregate 32 million sq.m of built up-area have been covered for acquiring GRIHA rating.

(iv) : Programmes for creating awareness among masses about the benefits of renewables including waste to energy programme, energy efficiency building, green building etc are integral part of Ministry's activities. Main objectives of the programme include:

- a) Popularize and create awareness about government of India's programmes, policies, fiscal and financial incentives about new and renewable energy;
- b) Create mass awareness about technological developments and promotional activities taking place in renewables from time to time in the country;
- c) Make people aware about the availability of renewables including their proper use, repair and maintenance facilities, etc.;
- d) Expand and promote the market for renewables systems & devices;
- e) Raise awareness about renewables amongst students, teachers, scientists and public at large.

These programmes are implemented with specific focus on respective target groups. The mediums deployed include electronic media such as radio, TV, spot films etc; print media, newspapers; exhibitions; seminar/symposia etc.

[Ministry of New & Renewable Energy
OM.No.08/03/2016-P&C Dated: 04/09/2017]

Recommendation No.14

The Committee note that allocation under RDD&D for the years 2014-15 and 2016-17 was reduced at the RE stage i.e. in 2014-15 BE of Rs.149.50 crore was reduced to Rs.128.00 crore at RE and in 2016-17 BE was Rs.445.00 crore and RE was Rs.336.50 crore. It is found that even the reduced amount could not be fully utilized. However, the Committee are happy to note that during 2015-16, although a lesser amount of Rs.90 crorewas allocated at the BE stage, it has been enhanced to Rs.106 crore at RE stage. Nonetheless, the actual expenditure was Rs.100.98 crore which is more than 95 percent of the R.E. Regarding the activities during the last three years, the Committee are informed that RD&D is being supported in the field of Solar Photovoltaic, Solar Thermal, Hydrogen fuel Cells and Wind-Solar Hybrid Systems. For the year 2017-18, the Committee note that an outlay of Rs.144.00 crore has been allocated under RDD&D which is way below the RE of Rs.336.50 crore for the year 2016-17. The Committee are apprehensive that due to reduced allocation for the current financial year, the R&D support for Renewable Energy Sector may suffer. The Committee also note an Action Plan has been prepared by the MNRE for Solar Thermal, SPV, Biogas, Bio-fuel, Wind, Wind Hybrid, Hydrogen Fuel Cells and Small Hydro Projects for faster development of technologies in the Renewable Energy sector. The Committee, therefore recommend that:

- i) The Ministry should pursue with the Ministry of Finance for additional funds at RE stage so that Research, Design, Demonstration and Development in New and Renewable Energy do not suffer due to lack of funds.
- ii) The Ministry should ensure proper and efficient implementation of the Action Plan in the fields of Solar Thermal, SPV, Biogas, Biofuel, Wind, Wind Hybrid, Hydrogen Fuel Cells and Small Hydro Projects for faster development of technologies in the Renewable Energy sector.
- iii) The Ministry should ensure a coordinated approach for successful collaboration among the technological and R&D institutions and industries to achieve the goal of renewable energy technology development.
- iv) The Ministry should also ensure constant monitoring of all the R&D projects with a view to evaluating their functioning in a cost effective and result-oriented manner.

Reply of the Government

The MNRE is in the process of review of achievements of RD&D Programme implemented in 12th Plan Period for drawing up an action plan. An award scheme for encouraging innovation in new and renewable energy has been launched in July 2017. The MNRE is in the process of bringing out "Technology Development and Innovation Policy" in furtherance of RD&D effort aiming at promoting indigenous technology development and manufacture, improving quality and reliability of energy supply for large scale deployment of new and renewable energy for various applications. A Lab Policy for Testing, Standardization and Certification for RE Sector has been brought out for quality control of new and renewable energy systems/devices/components. The same is under consideration for release and implementation.

[Ministry of New & Renewable Energy
OM.No.08/03/2016-P&C Dated: 04/09/2017]

Recommendation No.15

The Committee note that the primary objective of the Research and Development activities is resource assessment, technology development, demonstration and commercialization for promoting large scale use of new and renewable energy. For manufacturing indigenous renewable energy devices and systems, new and renewable energy technologies, processes, materials, sub-systems, production devices and standards are to be supported and upgraded. The basic purpose of RDD&D is to make this sector competitive and renewable energy generation/supply profitable/self-sustainable. The Committee are of the considered view that the area of research, design and development in the renewable energy sector has not been given the required attention. Other areas of support in research, development and demonstration are solar, biogas, bio-fuel, hydrogen energy, fuel cells and SHP. If due thrust is given to

these areas with sufficient funds and talent, the sector can be revolutionized. The Committee, therefore, recommend that:

- i) Due attention should be paid to research, design, development and demonstration in the renewable energy sector with the backing of sufficient funds and talent.
- ii) The objective of these activities should be to tap the huge potential in the areas of wind, solar and other renewable energy sources.
- iii) The industry should become competitive with the indigenous manufacturing of renewable energy devices and systems.

Reply of the Government

As replied in Recommendation No. 14 above.

[Ministry of New & Renewable Energy
OM.No.08/03/2016-P&C Dated: 04/09/2017]

CHAPTER III

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

Nil

CHAPTER IV

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

Recommendation No.8

The Committee observe that the target under the National Solar Mission has been revised from 20,000 MW to 1,00,000 MW to be achieved by 2022. Against the estimated potential of 7,50,000 MW solar energy in the country, 9012.69 MW solar energy capacity has been commissioned/installed as on December 31, 2016. The Committee feel that the Ministry have a huge task before them to achieve 90,987.31 MW solar energy capacity to meet the ambitious target of 1,00,000 MW solar energy capacity by 2022. The Committee note that the Ministry have drawn up a detailed action plan to achieve the specified targets under the Mission. For the year 2017-18, a physical target of 10,000 MW for Grid-connected solar power has been set with an outlay of Rs.2661crore. The Committee are informed that the budget allocated will be sufficient to achieve the specified target set for 2017-18. However, the Committee are apprehensive about the achievement of the target set, as in 2016-17 the Ministry have been able to achieve only 2249.81 MW against the physical target of 12000 MW i.e. only 18.75% with utilization of ~Rs.1788 crore. The Committee find that the Ministry are far short of their target of 17000 MW cumulative solar capacity by March, 2017, as on December 31, 2016, the cumulative solar capacity in the country is only 9012.46 MW i.e. 47% short of the stipulated target. The Committee are disappointed with the performance of the Ministry in this sector and feel that with this pace, the target of 1,00,000 MW by 2022 will be very difficult to achieve. The Committee, therefore, recommend that:

- i) The Ministry should work on a mission mode so as to achieve the target of 10,000 MW set for the year 2017-18.
- ii) The Ministry should play a proactive role in monitoring the progress of various solar energy projects.
- iii) The Ministry should also ensure that implementation of the solar energy projects is not affected due to lack of adequate financial resources.

Reply of the Government

- (i) Ministry is taking various steps in this regard and has launched the following schemes to achieve the target of 100 GW:
 - Scheme for Development of Solar Parks and Ultra Mega Solar Power Projects.
 - Solar rooftop scheme.

- Scheme for Development of Solar PV Power Plants on Canal Banks/ Canal Tops.
- Scheme for setting up 300 MW of Grid connected Solar PV Power Projects by Defense Establishments
- Implementation of scheme of setting up 1000 MW of Grid- Connected Solar PV Power Projects by CPSUs with Viability Gap Funding under Batch-V of Phase-II of JNNSM.
- Implementation of Scheme for Setting up of 15000 MW of Grid connected Solar PV Power Projects
- Setting up of 2000 MW Grid connected solar power with Viability Gap Funding through Solar Energy Corporation of India (SECI).

As on 31.07.2017, tenders of around 23,000 MW solar power projects are in pipeline for which PPAs of projects of around 15,300 MW have been signed.

As on 31.07.2017, a grid connected solar power capacity of 13652 MW has been installed in the country. The Government is putting all efforts to achieve the target of 100 GW for solar energy by 2022.

(ii) Ministry monitors the progress of solar energy projects from time to time through meetings in consultation with various stakeholders e.g. Solar Power Developers, Industry Associations, Solar Manufacturers etc. Through concerted efforts, the cumulative Grid Connected Solar capacity of 13652 MW has been installed in the country as on 31.07.2017. Tenders of around 23,000 MW have been issued.

(iii) Most of the solar power projects come through investment from private sector. Ministry is providing central financial assistance for solar power projects in accordance with scheme guidelines and available financial resources through budgetary support. Ministry is also making concerted efforts in this regard such as raising extra budgetary resources by raising Green Bonds with the help of IREDA and raising funds from multilateral agencies e.g. World Bank, ADB, GIZ, New Development Bank, Asian Infrastructure Investment Bank etc.

[Ministry of New & Renewable Energy
OM.No.08/03/2016-P&C Dated: 04/09/2017]

Comments of the Committee

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

Recommendation No. 9

The Committee are informed that the Government has taken various steps to achieve 1,00,000 MW of solar energy by 2022 through fiscal and promotional incentives such as capital and/or interest subsidy, tax holiday, generation based incentive, accelerated depreciation, viability gap funding (VGF), concessional excise and custom duties, preferential tariff for power generation from Renewables, Foreign Direct Investment

(FDI) upto 100% under automatic route, etc. The Committee are also informed that Solar tariff has come down from Rs.17.00 per unit in 2010 to Rs.4.34 per unit in Rajasthan in 2016 to Rs.3.30 per unit in Madhya Pradesh for Rewa Solar Power Plant, thus helping in promotion of solar power. However, the Committee feel that notwithstanding the promotional incentives and lowering of tariff, the results in this sector are not very encouraging. The Committee note that the Ministry is sure to miss the target of 17000 MW cumulative capacity by March, 2017 with a huge margin because of reported constraints such as delay in land acquisition, lack of evacuation infrastructure, non-conducive state policies, unwillingness of DISCOMs to purchase solar power, etc. The Committee feel that the reasons cited by the Ministry for non-achievement of cumulative target are generic and repetitive. The Committee, therefore, recommend that:

- i) The Ministry should make sustained efforts to find solutions for the constraints being faced in the commissioning of Solar Projects in consultation with other agencies/Ministries concerned in a time bound manner.
- ii) The Ministry should also make efforts to publicize the fiscal and financial incentives available for the promotion of this sector.

Reply of the Government

(i) The Ministry is making its sustained efforts to find solutions for the constraints such as delay in land acquisition, lack of evacuation infrastructure, non-conducive state policies, unwillingness of DISCOMs to purchase solar power, etc. being faced in the commissioning of solar projects in consultation with other agencies like Solar Energy Corporation of India (SECI), Power Grid Corporation of India Ltd. (PGCIL), National Thermal Power Corporation (NTPC) etc. and other stakeholders.

(ii) Programme for creating awareness among masses about the benefits of renewables including solar energy is an integral part of Ministry's activities. Main objectives of the programme include:

- a) Popularise and create awareness about government of India's programmes, policies, fiscal and financial incentives provided with respect to new and renewable energy;
- b) Create mass awareness about technological developments and promotional activities taking place in renewables from time to time in the country;
- c) Make people aware about the availability of renewables including their proper use, repair and maintenance facilities, etc.;
- d) Expand and promote the market for renewables systems & devices;
- e) Raise awareness about renewables amongst students, teachers, scientists and public at large.

These programmes are implemented with specific focus on respective target groups. The mediums deployed include electronic media such as radio, TV, spot films etc; print media, newspapers; exhibitions; seminar/symposia etc

Comments of the Committee
(Please see Para No. 20 of Chapter – I of the Report)

Recommendation No. 12

The Committee are informed that the Renewable Energy for Rural Applications include Bio-Gas Programme, Remote Village Electrification (RVE), Improved Cook-Stove Programme among others. The Committee are also informed that Remote Village Electrification (RVE) Scheme has been discontinued since 2014 and the same is now implemented by Ministry of Power and the funds have been kept only for catering to pending liabilities. The Committee note that during the years 2014-15 and 2015-16, the Ministry have failed to achieve their physical targets under Bio-Gas Programme and Improved Cook-Stove Programme despite full utilization of allocated funds. During the year 2016-17, against the Financial Allocation (RE) of Rs.165.50 crore, only Rs.72.03 crore (43.5%) have been utilized and against the physical target of 1 lakh Bio-Gas Plants, the Ministry have been able to set up only 36,000 such plants. Under Improved Cook stoves, the target during 2016-17 was 71,900, however, achievement is still awaited from States which shows apathy of the Ministry towards this programme. The Committee feel that the performance of the Ministry is discouraging in this sector specially with respect to Improved Cook-Stove Programme. The Committee note that for the year 2017-18, a budgetary allocation of Rs.135 crore has been made for Biogas plants and improved cook stoves programme with physical target of 1.1 lakh Bio Gas Plants. The Committee are, however, informed that no physical target has been set under Improved Cook Stoves Programme for 2017-18. Further, scrutiny of the data supplied by MNRE under biogas, improved Cook stoves and solar cookers during the last three years reveals a declining performance both in physical and financial terms. The Committee are informed that the non-achievement of biogas target is due to drought conditions during the last two years, high upfront cost of biogas plants, reduced subsidy support, lack of priority at state level, etc. The Committee find that apart from electricity generation and power saving, the application of these technologies viz. biogas plants and improved cook stoves have benefitted millions of rural folk by meeting their cooking and other energy requirements in an environmentally benign way. The Committee, therefore, recommend that:

- i) The Ministry should revisit the feasibility, affordability and availability of the technologies in the rural areas so as to provide for enhanced economic activities at village level ultimately improving the standard of living in remote areas of the country.

- ii) The Ministry should strive hard to achieve their physical targets so as to provide clean energy solutions to the rural poor specially women and children through reduced consumption of fuel wood.

Reply of the Government

(i) Based on the suggestion of the committee, the programmes and schemes for providing energy access in rural areas are being evaluated based on their performances during the 12th plan period. The terms of reference also include feasibility, affordability and availability of appropriate technologies. Accordingly, the programmes will be modified for implementation after the 12th plan period.

(ii) The suggestion of the committee has been noted and will make all out efforts to achieve the target in a time bound manner. Under the national Biogas programme, a target of 65000 Nos. of family type biogas plants has been distributed amongst the various states. An achievement of 2000 plants has been reported upto June 2017. Under Unnat chulah abhiyan, an allocation of 75000 improved cook stoves for distribution has been taken up in the states of Chattisgarh, Odisha, Tripura, Mizoram and J&K including Kargil.

[Ministry of New & Renewable Energy
OM.No.08/03/2016-P&C Dated: 04/09/2017]

Comments of the Committee

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

CHAPTER V

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

Nil

**New Delhi;
March 05, 2018
Phalguna 14, 1939 (Saka)**

**DR. KAMBHAMPATI HARI BABU
Chairperson,
Standing Committee on Energy**

APPENDIX I

MINUTES OF THE TENTH SITTING OF THE STANDING COMMITTEE ON ENERGY (2017-18) HELD ON 15TH FEBRUARY, 2018 IN COMMITTEE ROOM G-074, PARLIAMENT LIBRARY BUILDING, NEW DELHI

The Committee met from 1100 hrs. to 1400 hrs.

PRESENT

LOK SABHA

Dr. Kambhampati Haribabu - Chairperson

- 33. Shri Om Birla
- 34. Shri Harish Dwivedi
- 35. Shri Bhagat Singh Koshyari
- 36. Dr. Arun Kumar
- 37. Kunwar Sarvesh Kumar
- 38. Shri Jagdambika Pal
- 39. Shri Ravindra Kumar Pandey
- 40. Shri M.B. Rajesh
- 41. Shri Gutha Sukhender Reddy
- 42. Shri Bhanu Pratap Singh Verma
- 43. Shri Kotha Prabhakar Reddy
- 44. Shri Nagendra Kumar Pradhan

RAJYA SABHA

- 45. Shri T.K.S. Elangovan
- 46. Shri Oscar Fernandes
- 47. Shri Shamsheer Singh Manhas
- 48. Shri S.Muthukaruppan
- 49. Shri Surendra Singh Nagar
- 50. Smt. Viplove Thakur

SECRETARIAT

- 1. Shri A.K. Singh - Additional Secretary
- 2. Shri N.K. Pandey - Director
- 3. Smt. L. Nemjalhing Haokip - Under Secretary

2. At the outset, the Chairperson welcomed the Members and apprised them about the agenda of the sitting. The Committee then took up the following draft Reports for consideration and adoption:-

- i) Draft Report on 'Stressed /Non-performing Assets in Electricity Sector'.
- ii) Draft Action Taken Report on the recommendations contained in the Fourteenth Report (16th Lok Sabha) on 'Evaluation of Role, Performance and Functioning of the Power Exchanges'
- iii) Draft Action Taken Report on the recommendations contained in the Sixteenth Report (16th Lok Sabha) on 'Demands for Grants of the Ministry of New and Renewable Energy for the year 2016-17'.
- iv) Draft Action Taken Report on the recommendations contained in the Seventeenth Report (16th Lok Sabha) on 'Hydro Power – A Sustainable, Clean and Green Alternative'.
- v) Draft Action Taken Report on the recommendations contained in the Twenty-Second Report (16th Lok Sabha) on 'Energy Access in India – Review of Current Status and Role of Renewable Energy'.
- vi) Draft Action Taken Report on the recommendations contained in the Twenty-Seventh Report (16th Lok Sabha) on 'Demands for Grants of the Ministry of New and Renewable Energy for the year 2017-18'.
- vii) Draft Action Taken Report on the recommendations contained in the Thirtieth Report (16th Lok Sabha) on 'National Electricity Policy – A Review'.

3. After discussing the contents of the Reports in detail, the Committee adopted the aforementioned draft Reports without any change. The Committee also authorized the Chairperson to finalize the above-mentioned Reports and present the same to both the Houses of Parliament in the second part of the Budget Session.

4.	X	X	X	X	X	X	X	X	X	X	X
5.	X	X	X	X	X	X	X	X	X	X	X
6.	X	X	X	X	X	X	X	X	X	X	X
7.	X	X	X	X	X	X	X	X	X	X	X
8.	X	X	X	X	X	X	X	X	X	X	X

The Committee then adjourned.

APPENDIX II

(Vide Introduction of Report)

ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE OBSERVATIONS/ RECOMMENDATIONS CONTAINED IN THE TWENTY SEVENTH REPORT (16TH LOK SABHA) OF THE STANDING COMMITTEE ON ENERGY

(i)	Total number of Recommendations	15
(ii)	Observations/Recommendations which have been accepted by the Government:	
	Sl.Nos. 1, 2, 3,4,5,6, 7,10, 11, 13, 14 and 15.	
	Total:	12
	Percentage	80%
(iii)	Observations/Recommendations which the Committee do not desire to pursue in view of the Government's replies:	
	Nil	
	Total:	00
	Percentage	0%
(iv)	Observations/Recommendations in respect of which the replies of the Government have not been accepted by the Committee and which require reiteration:	
	Sl. Nos. 8, 9 and 12	
	Total:	03
	Percentage	20 %
(v)	Observations/Recommendations in respect of which final replies of the Government are still awaited:	
	Nil	
	Total:	00
	Percentage	0%