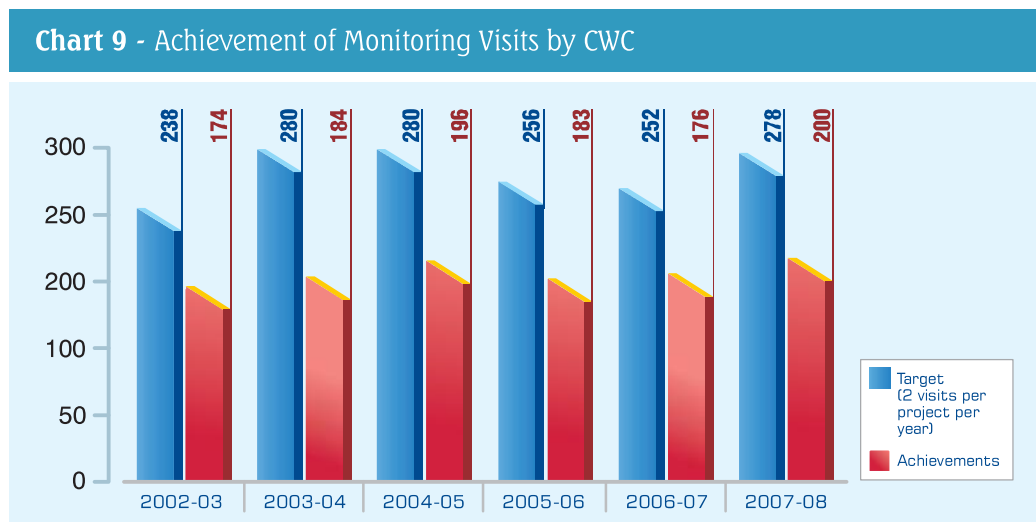


# Monitoring and Evaluation

## 8.1 Inadequate Monitoring by Central Water Commission

The CWC is to carry out monitoring visits and submit status reports in respect of Major / Medium projects at least twice a year for the period ending March and September of the year. The MI projects are to be monitored periodically on a sample basis by CWC and assessed against pre-determined targets by the MoWR. Audit scrutiny, however, revealed the following:

- As per the information made available by the CWC, the visits made for monitoring ranged between 66 per cent to 73 per cent of the stipulated number during 2002-03 to 2007-08. A comparative chart in respect of the achievement of monitoring visits is detailed below:



Further, as per information made available by MoWR, in respect of Minor Irrigation Projects being implemented under AIBP monitoring visits had been made by MoWR/ CWC only in 10 states covering 57 projects (out of 8699 MI Projects being implemented under AIBP) as detailed in **Annexure – VIII**.

## 8.2 Deficient State and Project Level Monitoring

The four tier monitoring system of AIBP includes monitoring at State level and Project level. Further, the progress of minor irrigation schemes is to be monitored by the State Governments through agencies independent of the construction agencies. Audit scrutiny, however, revealed:

- State Level Monitoring Committees had not been formed in Andhra Pradesh, Arunachal Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Uttarakhand and West Bengal (22 States).
- Project Level Monitoring Committees had not been formed in Andhra Pradesh, Arunachal Pradesh, Bihar, Chhattisgarh, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Meghalaya, Nagaland, Orissa, Punjab, Rajasthan, Sikkim, Uttarakhand and West Bengal (20 States).
- The CWC failed to monitor MI Schemes periodically on a sample basis in Arunachal Pradesh, Bihar, Chhattisgarh, Himachal Pradesh, Madhya Pradesh, Maharashtra, Manipur, Mizoram, Rajasthan, Uttarakhand and West Bengal (11 States). Further, the State Government also did not monitor the MI Projects through agencies independent of the construction agencies in Arunachal Pradesh, Chhattisgarh, Himachal Pradesh, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Orissa, Tripura, Uttarakhand and West Bengal (13 States).

## 8.3 Evaluation and Impact Assessment

- Ministry of Statistics and Programme Implementation (MOSPI) got the AIBP Projects in 28 States studied through 10 reputed organizations/ consultants and appointed Water and Power Consultancy Services (I) Ltd. (WAPCOS) as the coordinator with the responsibility of coordinating with all the consultants pertaining to 10 different zones and to prepare a consolidated report. The study, which considered the data of various parameters of AIBP upto September 2004, identified a total of 93 Major, 71 Medium, 15 ERM and 2904 Minor Irrigation Projects in 28 States and focused on the impact of implementation of AIBP Projects & benefits therefrom, shortfall/ bottlenecks in implementation, views and suggestions for speedy completion with special reference to mode of funding and terms of repayment of CLA. The report was finalized in January 2008.

- The Study, in its concluding remarks, identified various constraints which had an adverse impact on the project implementation and returns on investment which needed to be removed. These constraints/problems included:

- ▲ Land acquisition.
- ▲ Payment of compensation to displaced persons.
- ▲ Clearance from statutory authorities, especially Forest Clearance.
- ▲ Recruitment & proper placement of qualified staff.
- ▲ Contract management at project level.
- ▲ Delay in release of funds to the project authorities.

The study, apart from highlighting State-wise achievements/ bottlenecks in implementation/ suggestions for improvement etc., gave general recommendations which included the following:

- ▲ Special efforts need to be made at Central/ State Levels for timely release of AIBP funds to the project authorities.
- ▲ Efforts need to be made to eliminate contractual management problems at project level.
- ▲ Problems of land acquisition and forest clearance need to be resolved by appropriate legislative and administrative reforms.
- ▲ Various institutions which are to be involved for benefit realization viz. Agriculture department, Panchayati Raj, cooperative, and financial & credit institutions; research organizations etc. must come together and take responsibility for providing inputs. This aspect was largely neglected.
- ▲ In all future AIBP Projects, planning for production and marketing should be an important element and those States which cannot take up this work should be made to accept this as a precondition for getting AIBP support.
- ▲ Adequate measures are required to compensate project affected people. All land acquisition and compensation should be made maximum within two years of project initiation. There should be project clearance deadlines for each Ministry/ Authority. Unless clearance is provided after submission of relevant documents by project authorities, it should be presumed that clearance has been obtained.
- ▲ There is need for close scrutiny of ex-ante crop production data provided in the project reports to obtain project clearance from the GoI. The highly exaggerated productivity figures inflate BC Ratio and economic rate of return, thereby improving the chance of inclusion under AIBP.

**Chapter - 9**Monitoring  
and  
Evaluation

Despite the fact that such an elaborate evaluation had been carried out by MOSPI and the report was finalized in January 2008, the MoWR/ CWC did not make any effort to circulate the report of the Evaluation Study to the States/ implementing agencies of the Projects, to share the findings of the study and initiate remedial measures on the constraints highlighted in the study. This is evident from the fact that the State Governments/ implementing agencies of Arunachal Pradesh, Chhattisgarh, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Uttar Pradesh, Uttarakhand and West Bengal (19 States) reported that the State Government/ CWC/ MoWR had not conducted any type of study, evaluating the AIBP.

- Remote Sensing Technology (RST) was not used to monitor the progress of the AIBP Projects in Arunachal Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Kerala, Madhya Pradesh, Maharashtra, Meghalaya, Mizoram, Nagaland, Orissa, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand and West Bengal (22 States).
- As per the information made available by MoWR, the National Remote Sensing Agency (NRSA), Hyderabad was entrusted with the conduct of a study to evaluate the physical achievements of 56 AIBP projects, out of which reports in respect of 17 AIBP Projects had been submitted to the CWC as of June/ July 2008. The MoWR/ CWC, however, did not make any effort to share the results of the study with the State Governments as is evident from the fact that the State Governments of Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Maharashtra, Manipur and Orissa, implementing these 17 Projects were unaware of any such monitoring study using RST.

**Recommendation - 14**

The Ministry/ CWC should ensure that the stipulated monitoring visits twice a year to all major and medium projects are carried out without fail. As regards minor irrigation projects, a reasonable sample of projects should be inspected by the Ministry/ CWC; if CWC is unable to carry out such inspections, the Ministry may consider hiring its own consultants for such inspections.

