

I/53015/2021

F.N. Z-15013/1/2019-FM Section  
Government of India  
Department of Water Resources,  
River Development & Ganga Rejuvenation  
(Flood Management Wing)

Block-11, 8<sup>th</sup> Floor, CGO Complex,  
Lodhi Road, New Delhi-110003.  
Dated: 7<sup>th</sup> December, 2021

Office Memorandum

Subject : Changing of nomenclature from existing Farakka Barrage Project to Farakka Barrage Organisation – proposal regarding.

Kind reference is invited to Establishment-III Division, DoWR, RD&GR O.M No. A-60015/22/2019-E-III dated 01.12.2021 (copy enclosed) wherein it has been proposed to change the nomenclature of existing Farakka Barrage Project and rename it as Farakka Barrage Organisation, with the same status as Subordinate office of the Department of Water Resources, River Development and Ganga Rejuvenation, M/o Jal Shakti and also to re-designate the name of the post of 'General Manager (GM)' of Farakka Barrage Project as 'Chief Engineer (CE)'.

In this context, the undersigned is directed to convey that comments/observations of CWC on this proposal may be furnished to this office within a period of ONE WEEK for taking further necessary action in the matter.

Encl: As above

  
(R.R. Sambharia)  
Sr. Joint Commissioner(FM)  
Ph. No. 011-24362160

To  
Chairman  
Central Water Commission  
R.K Puram, Sewa Bhawan  
New Delhi-110066

Copy for information and necessary action to

(I) Member(D&R), CWC & Chairman, TAC-FBP, R.K Puram, Sewa Bhawan, New Delhi-110066.

(II) Chief Engineer, HRM, CWC, Sewa Bhawan, New Delhi-110066.



No. A-60015/22/2019-E-III

भारत सरकार

Government of India

जल शक्ति मंत्रालय

Ministry of Jal Shakti

जल संसाधन नदी विकास और गंगा संरक्षण विभाग

Department of Water Resources, River Development and Ganga Rejuvenation

Shram Shakti Bhawan, Rafi Marg,

Dated New Delhi, December 01, 2021

**OFFICE MEMORANDUM**

**Subject: Changing of nomenclature from existing Farakka Barrage Project to Farakka Barrage Organisation – proposal regarding**

The undersigned is directed to say that the Establishment Division has submitted a proposal to rename the Farakka Barrage Project to Farakka Barrage Organisation. In other words, the proposal is to remove the tag "Projects" from the nomenclature and in place of "Project", it is proposed to use the tag "Organisation", in the similar analogy of names given to different Field Units of the Central Water Commission. There is no change in the status of existing FBP, i.e., it will continue to be a Subordinate Office, under the administrative control of this Department.

2. The rationale and reasons behind the proposal is provided in the following paragraphs:

2.1 The proposal is based on the fact that FBP is no longer a '**Project**', as it has outlived the nature of Project and has attained the status of an '**Organization**'. The base document is Manual for Procurement of Works, 2019, published by the Department of Expenditure, vide their O.M. No. 17/6/2014-PPD(Pt), dated 04.07.2019. Para 7.6.2 of the definition of "Project", provided in the aforesaid Manual of the Department of Expenditure, which is **IS 15188:2009** Standard, is: "*The standard explains that the distinct features of a construction project include the temporary nature of the organizations involved, the evolutionary process of project deliverables during project development stages and the unique output of the built facility. This standard is intended to provide a general overview of construction project management and information regarding the applicable tools and techniques. It covers general provisions about project, stakeholder, construction project life cycle, construction project delivery models, construction methodologies/techniques and organizational structures. It covers the construction project management stages such as pre construction, construction and commissioning and handling over and gives guidelines under these stages and their sub-stages for management of construction projects*

2.2 In short, a construction project will no longer be a "Project" when the same has been "commissioned", or put to public use. There are certain essential merits/facts in support of this proposal, which are being provided in succeeding paragraphs.

### **2.3 BACKGROUND OF FBP**

2.3.1 The basic document relating to the FBP is the Report of The Estimates Committee (Fourth Lok Sabha-1969-70). As per the report (**Chapter-I**), the project is located in Murshidabad District of West Bengal State. It comprises the following works:-

- i. A Barrage at Farakka with the road-cum-rail bridge over it, a Head regulator on the right bank of the Farakka Barrage.
- ii. A Barrage across the Bhagirathi at Jangipur
- iii. A Feeder Canal about 25 mile long taking off from the Head Regulator and tailing into the Bhagirathi on the downstream side of the Jangipur Barrage on the Bhagirathi
- iv. Four navigation locks-one on the upstream of the Farakka Barrage, the second on the downstream side of it and the third on the Feeder Canal at its tail end-to facilitate navigation between Bhagirathi and the Ganga via Feeder Canal, and also along the Ganga across the Farakka Barrage and the fourth at the Jangipur Barrage.

2.3.2 As per Chapter III, the Project had three major components namely a) Farakka Barrage, b) Feeder Canal and c) Jangipur Barrage.

2.3.3 Further as per para 2.14 of the Report , .... the Farakka Barrage Project is going to be completed in February, 1971, one year ahead of the schedule, many persons, would be rendered surplus after completion of the Project. .... An Expert Committee will go into this to find out how many of them will be required even after the completion of the Project for the purpose of maintenance.

2.3.4 Para 4.68, 4.69 and 4.70 of the Report , reads as under-

4.68:- It has been stated by the Ministry that the question of setting up of an organisation for the maintenance of Farakka Barrage Project is under consideration.

4.69:- As regards progress made in the matter of setting up of the organization and the agency which is looking after the maintenance of various works completed so far, the Ministry have stated that the proposals were being examined and would be finalized shortly. The works which are completed during the construction stage of the project are looked after by the construction authorities themselves.

4.70:- As the Farakka Barrage is expected to be completed by the next year, the Committee would like the Government to finalize the scheme for setting up of the maintenance organization at an early date. The Committee also hopes that while manning the maintenance organization for the Project, due consideration will be given to the absorption of the staff which is likely to be rendered surplus on completion of the various works of the Project.

2.3.5 Farakka Barrage Project Authority was set up in 1961 with the mandate to

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execute and thereafter operate and maintain the Farakka Barrage Project Complex comprising of Farakka Barrage, Jangipur Barrage, Feeder Canal, Navigation Lock and associated structures. The Project was commissioned and dedicated to the Nation in May 1975 **as per FBP portal** .

2.3.6 Further to highlight that initially owing to the very nature of Project, a provision was made to provide 60 unit free electricity and Project Allowance to the employees of FBP. However the Project allowance was gradually reduced in phases with the approval of Ministry of Finance.

#### **2.4. LITIGATION REGARDING PROJECT ALLOWANCE**

2.4.1 The issue to provide Project Allowance to the employees of FBP is sub-judice (OA No. 172 of 1987 filed by staff Association and Labour Employees Union regarding Project Allowance to FBP Employees) and the Department has filed counter affidavit in the Hon'ble High Court of Calcutta.

2.4.2 L'd CAT, Calcutta Bench in its Order, dated 14.06.2006, has decided that "*the Centrally Sponsored Scheme also included Farakka Barrage Project which really shows that this Project is still continuing with additional anti-eroding Scheme. Thus we are inclined to infer that applicants are still working in these projects. However, our observation as above is subject to factual verification to be made by the respondents.*"

2.4.3 It is important to mention that Department of Expenditure has observed in 2009 that "*grant of project allowance for anti erosion work does not appear to be covered under the guidelines of project allowance*".

#### **2.5. JUSTIFICATION TO CHANGE THE NOMENCLATURE, AS FBP IS NO LONGER REMAINED AS A PROJECT AS PER CENTRAL GOVERNMENT DEFINITIONS**

2.5.1 Manual for Procurement of Works, 2019, published by the **Department of Expenditure, vide their O.M. No. 17/6/2014-PPD(Pt), dated 04.07.2019** , defines "Project" and its various parameters. Para 7.6.2 of the definition of "Project", provided in the aforesaid Manual of the Department of Expenditure, which is **IS 15188:2009** Standard, is: "*The standard explains that the distinct features of a construction project include the temporary nature of the organizations involved, the evolutionary process of project deliverables during project development stages and the unique output of the built facility. This standard is intended to provide a general overview of construction project management and information regarding the applicable tools and techniques. It covers general provisions about project, stakeholder, construction project life cycle, construction project delivery models, construction methodologies/techniques and organizational structures. It covers the construction project management stages such as pre construction, construction and commissioning and handing over and gives guidelines under these stages and their sub-stages for management of construction projects*" In short, a construction project will no longer be a "Project" when the same has been "commissioned", or put to public use. There are certain essential merits/facts in support of this proposal

**2.5.2 Legal meaning of PROJECT** :- Project means a temporary process



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undertaken to solve a well-defined goal or objective with clearly defined start and end time, a set of clearly defined tasks and budget. The characteristic of project mandates that it is temporary in nature. It typically has a defined start and a defined end-point. The project will have a unique set of requirements that need to be delivered within the boundaries of this project.

**2.5.3** As per the mandate expressed in the Estimate Committee Report as referred in para 3 above, it may be inferred that a) the Project has completed its primary tasks (as quoted in para 3.1 (a) and (b) above), b) the Project is going to be completed in the year 1971 rather it commissioned in the year 1975 and thereafter manpower is required for maintenance (as referred in para 3.1 (c) above), c) details of progress made in the setting of maintenance organization (3.1-d above). It is worthwhile to mention that no Organization as such was established after commissioning of the FBP and the same set of system developed for completion of the Project is still continuing. However significant changes have been recommended by Staff Inspection Unit (SIU) so far as personnel requirement is concerned (the report is yet to be accepted by Government).

**2.5.4** Reference is also invited to a communication issued vide letter no. 16/11/86-FBP dated 5th February, 1992, which has manifested that the Project will be entering into Operation and Maintenance stage after March 1992.

**2.5.5** So far as provisioning of Project Allowance is concerned, then Ministry of Water Resources vide file no. 4/10/86-FBP dated 16th Feb 1987 has specifically discontinued the Project Allowance for group 'B' staff from 01.07.1985 and that for group 'C' and 'D' from 01.07.1987. This indicates that the FBP has come out from the bracket of 'Project'.

**2.6** As of now, the important activities (**FBP portal**, ) of Farakka Barrage Project are:-

- i. Operation and Maintenance of - Farakka Barrage and Head Regulator, Feeder Canal, Navigational Lock at Farakka and Jangipur Barrage
- ii. Flood Protection Works
- iii. Maintenance of FBP Township
- iv. Conducting Free Ferry Services through contract. None of the above activities may be termed as creation of new assets/product. Rather these are the operational and maintenance activities because these activities have no defined start and sunset time. Further the budget released to FBP has accordingly been re-tuned and as such, we may not term FBP as a 'Project'.

## **2.7 EFFECT OF CHANGE IN NOMENCLATURE**

- a. One court case is sub-judice in the Hon'ble High Court of Calcutta and Hon'ble Court has relied its judgment that FBP is still a 'Project' and hence the petitioners are entitled for 'Project Allowance' although this Department has filed a review petition to quash the verdict of Hon'ble Court in the matter.
- b. The issue of free electricity being given to the employees with a certain amount of drainage of Government money, which are being examined in the Ministry for its discontinuation, may get the good apparatus to resolve this issue.

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- c. As several posts of FBP are vacant these days, courtesy to its inherent nature to the great extent, the manpower positioning may be re-visited accordingly taking a leaf from the recommendations of SIU for restructuring of FBP
- d. The designation of the Head of the FBP, which is currently titled as "General Manager" and creates issues with the Labour Courts, as they construe FBP as a "Company", will be removed, by changing the designation of the General Manager to "Chief Engineer", which is the original designation of the incumbent posted there.

## 2.8. RATIONALE FOR CHANGE

- a. A Project is a temporary venture to produce a new and unique deliverable and this may be a tangible product, a service or achievement of a required outcome. Since the desired product in the form of Barrage, Navigational lock, Feeder Canal, Regulators have been created and hence it may not be optimal to paint the FBP as 'Project' and do not qualify as a 'Project' as on date.
- b. The Parliamentary Estimate Committee had visualized the establishment of an organization for maintenance of the assets created. No such separate organization has been put in place and therefore it may be appropriate to designate the same establishment as an Organisation to oversee the affairs of Operation and Maintenance of the created assets.
- c. Communications as referred to above had sufficiently indicated towards the setting up of organization for Operation and Maintenance. However FBP has urged vide its letter dated 03.12.2020 that FBP cannot be considered only in O&M stage based on the shallow justifications.
- d. This Department is contesting in the Hon'ble High Court of Calcutta, against the provisions of Project Allowance being given to the employees of FBP, as Project Allowance is paid to the employees who are engaged in a specific project to compensate for the expenses incurred due to their engagement in the Project and it is usually a temporary allowance. Similar inference has also been drawn by Department of Expenditure. Therefore FBP deserves to be detached from the tag of 'Project'.
- e. As the Barrage has been commissioned in the year 1975 and in light of the provisions made in the Estimate Committee Report, a notification was required to be issued highlighting that the objective of FBP has been achieved and the system set up to attain the core objective is shifting in the Operation and Maintenance mode of the created assets. The luxury offered to the employees/workers owing to the status of 'Project' which has the bearing on Government exchequer should have been removed. With the same notification, the name of Farakka Barrage Project could have been renamed suitably.
- f. The Chief Engineer, FBP, a full-time officer, was re-designated as 'General Manager' to carry out the work of construction of Farakka Barrage Project. Subsequent to commissioning of the Project, there was a need to revert to the original designation of 'Chief Engineer', as Chief Executive Officer, to operate and maintain the created infrastructure.

## 2.9. PROPOSAL FOR APPROVAL

- a. the name of 'Farakka Barrage Project (FBP)' may be changed as 'Farakka

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**Barrage Organisation (FBO)** with the same status as Subordinate office of the Department of Water Resources, River Development and Ganga Rejuvenation, M/o Jal Shakti. This will be in line with the other organisations under the aegis of this Ministry namely, NBO, LGBO, UGBO.

- b. re-designate the name of the post of '**General Manager (GM)**' as '**Chief Engineer (CE)**'.
  - c. a notification may be issued in the Gazette of India indicating the proposed changes, which will be effective from the date of notification.
3. The FM Wing, being the Technical SMD for the Farakka Barrage Project, is requested to consider the proposal as mentioned above with reference to documents and records available with them and provide their inputs in this regard, within two week's time.
4. This issues with the approval of Joint Secretary(Admn).

(A.K. Kaushik)  
Under Secretary to the Government of India  
Tele:23714350

To  
Department Water Resources RD & GR  
[Shri Atul Jain, Commissioner(FM)]  
CGO Complex, Lodhi Road, New Delhi.

Copy also forwarded to the General Manager(I/C), Farakka Barrage Project, P.O.- Farakka Barrage, Distt.- Murshidabad, West Bengal-742212, with the request to provide their comments on the proposal, within two week's time.

(A.K. Kaushik)  
Under Secretary to the Government of India  
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