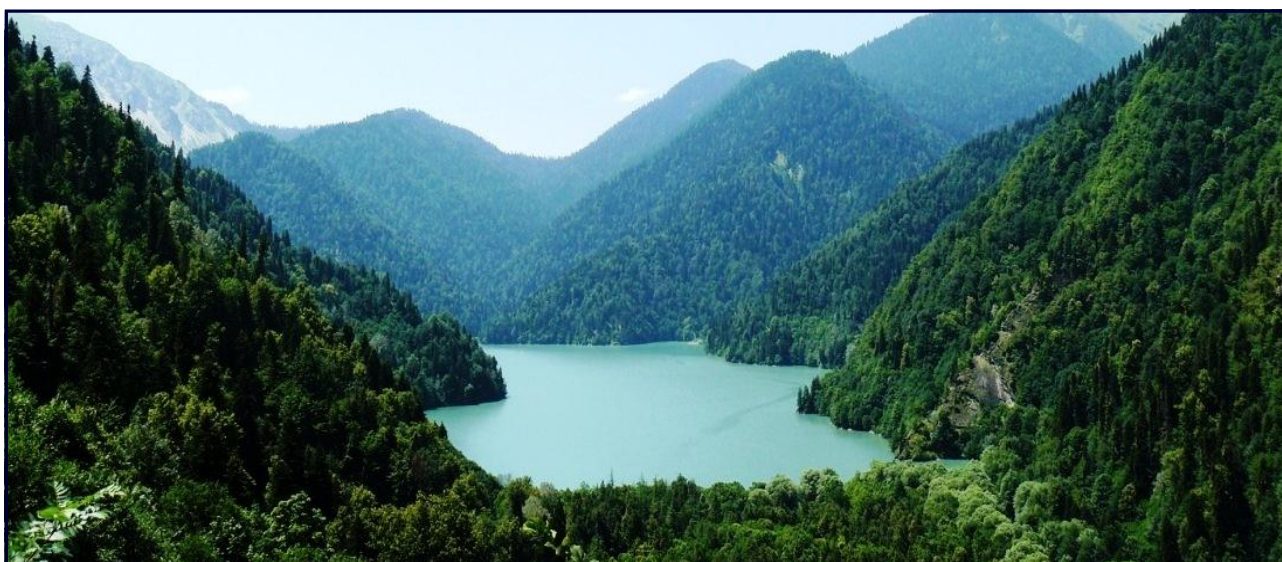




Government of India

Ministry of Water Resources, River Development & Ganga Rejuvenation

Standard Operating Procedure for Examining and Processing of Project Proposals posed for External Assistance



December 2017



Central Water Commission
Project Preparation Organization



GOVERNMENT OF INDIA

**STANDARD OPERATING PROCEDURE (SOP)
FOR
EXAMINING AND PROCESSING OF PROPOSAL
POSED FOR
EXTERNAL ASSISTANCE
2017**



**CENTRAL WATER COMMISSION
MINISTRY OF WATER RESOURCES, RIVER DEVELOPMENT & GANGA REJUVNATION
GOVERNMENT OF INDIA
NEW DELHI**

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सदस्य (ज. आ. एवं प.)
तथा पदेन अपर सचिव, भारत सरकार
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सत्यमेव जयते



FOREWORD

भारत सरकार
जल संसाधन, नदी विकास
और गंगा संरक्षण मंत्रालय,
केन्द्रीय जल आयोग
Government of India
Ministry of Water Resources,
River Development and
Ganga Rejuvenation,
Central Water Commission

Central Water Commission (CWC) has been entrusted with the responsibility of appraisal of water resources projects likely to be posed for external funding from multilateral agencies for their techno-economic viability. The appraisal of such projects is carried out in two stages viz. Concept Note / Preliminary Project Report stage and Detailed Project Report stage.

The Guidelines for Submission, Appraisal and Clearance of Irrigation and Multipurpose Project, 1989 had been prepared in CWC on the basis of the recommendations of the National Conference of Irrigation and Water Resources Ministers held in July, 1986. The first revised guidelines were issued in 2002. In order to stream line and expedite the appraisal and approval process, the Guidelines for Submission, Appraisal and Clearance of Irrigation and Multipurpose Project, 2002 were further revised in 2010.

A meeting of the Committee of Secretaries (CoS) was held on 04.07.2016 and further revision of the guidelines was recommended. Accordingly, the revised "Guidelines for Submission, Appraisal and Acceptance of Irrigation and Multipurpose Projects, 2017 were approved by the Ministry of Water Resources, RD & GR and published.

Now, in order to expedite the process of appraisal, "Standard Operating Procedure (SOP) for examining and processing of the Project proposals posed for External Assistance" at Preliminary Project Report / Concept Note stage has been frame incorporating the suggestions of MoWR, RD & GR as well as specialized units of CWC such as Hydrology Studies Organization, Irrigation Management Organization, Project Appraisal Organization.

The Standard Operating Procedure (SOP) will be of great help to the concerned State Government officials in preparation of Concept Note/ Preliminary Project Report for externally aided project in standardized format including requisite information and improving its quality thus expediting the process of appraisal by specialized units of CWC in time bound manner

The present SOP is the outcome of untiring efforts of team of officers of Project Preparation Organization specially Sh C K L Das / Sh R K Pachauri, Chief Engineer (PPO), Shri Goverdhan Prasad, Director and officers of External Assistance Directorate. I acknowledge their sincere efforts in preparation of this document in a short time.

New Delhi
December 2017

(S. Masood Husain)

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Preface

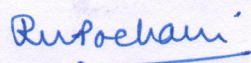
Techno-economic appraisal of project proposals of water resources projects likely to be posed for external funding (multilateral or bilateral aid, loan and grant etc.) is carried out by Project Preparation Organization (PPO) of Central Water Commission (CWC) in two stages viz. Concept Note / Preliminary Project Report (PPR) stage and Detailed Project Report (DPR) stage.

Until recently "Guidelines for Submission, Appraisal and Acceptance of Irrigation and Multipurpose Projects, 2017" were being followed for Appraisal of such Project proposals. It was felt necessary to have a standardized format for the formulation of the Concept Note / PPR proposals to be posed for external funding so as to expedite their appraisal of Projects.

The present Standard Operating Procedure (SOP) has been framed in consultation with the specialized units of CWC and MoWR, RD & GR in order to complete the appraisal process in CWC at Concept Note / PPR stage in time bound manner. It is hoped that SOP will be of immense help to State Govts. / Project Authorities while framing the project proposals for external funding. Further, CWC will also be in a position to appraise the projects at Concept Note / PPR stage timely as requisite information will now be submitted by the State Govts. / Project Authorities in a standardized format along with the check list.

I appreciate the sincere efforts made by the team of officers of External Assistance Directorate specially Shri Goverdhan Prasad, Director in bringing out this SOP for appraisal of project proposals at Concept Note / PPR stage to be posed for external funding. I am also thankful to the officers of specialized Directorates of CWC under Hydrology Studies Organization, Irrigation Management Organization, and Project Appraisal Organization and officers of MoWR, RD & GR for their valuable suggestions for improvement of SOP.

New Delhi
December, 2017


(R. K. Pachauri)
Chief Engineer (PPO)

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Standard Operating Procedure (SOP) for Examining and Processing of Proposals of Externally Aided Projects in CWC at Preliminary Project Report / Concept Note Stage

Project Preparation Organization (PPO) is the nodal unit of Central Water Commission which coordinates for techno-economic examination of proposals of projects received from the State Governments through Ministry of Water Resources, RD & GR for external funding from agencies such as World Bank, Asian Development Bank etc. In the past, examination of project proposals for external assistance were undertaken by CWC without any prescribed protocol on a need-based basis. Ministry of Water Resources, River Development & Ganga Rejuvenation advised CWC to frame guidelines and standard operating procedure for the processing of such proposals.

After consultations and deliberations, the standard operating procedure is proposed as under:

1. The proposal (Preliminary Project Report / Concept Note) shall be prepared by the State Government as per prescribed guidelines and with due consultation with concerned specialized units at headquarter office of CWC. The timelines for examination and processing of the proposals is given at **Annexure-A**.
2. The proposal shall be submitted to PPO, CWC through MoWR, RD & GR in both hard (6 sets) and soft copies (e-mail & CD/pen-drive) as per requirement. Sample of Project Summary (**Annexure-B**), Structure of Concept Note (**Annexure-C**) and Details of Projects (**Annexure-D**) are attached. For agglomerated projects, all the details mentioned in **Annexure-C** and **Annexure-D** may be submitted for overall as well as each major and medium sub-project with the main features of umbrella projects. For minor projects, the information shall be submitted in tabular form as given in **Annexure-D** only.

These are to be submitted online through web-enabled Project Appraisal Management System (e-PAMS) after its implementation in CWC.

3. Upon receipt in PPO and initial scrutiny, PPO would request the State Govt. officers to deliver a power-point presentation of the project proposal at CWC HQ, New Delhi preferably within 7 working days before the Screening Committee with the following composition.

i.	Chief Engineer, PPO	Chairman
ii.	Director, Irrigation Planning (S/N) Dte	Member
iii.	Director, Inter State Matters (I/II) Dte	Member
iv.	Director, Hydrology (N/S/C/NE) Dte	Member
v.	Under Secretary (EA & IC), MoWR, RD & GR	Special Invitee
vi.	Director, External Assistance Dte	Member-Secretary

The day on which the presentation is made would be treated as Day Zero of the timeline.

4. The proposal is then referred by PPO to specialized Units of CWC / MoWR, RD & GR such as Irrigation Management Organization (IMO), Hydrological Studies Organization (HSO), etc. for examination of aspects such as hydrology, irrigation planning, interstate matters, international ramifications, soft components, etc.
5. The comments/observations received from these specialized units will be communicated by PPO to the State Government for compliance with a copy to MoWR, RD & GR. Should the need arise, the State Govt. will be advised to incorporate the compliance to the comments / observations of specialized Units of CWC in a revised proposal and re-submit the same to PPO, CWC. If necessary, visits by State Govt. Officers to CWC(HQ) and/or by CWC officers to the project area may be undertaken.
6. The compliance/revised proposal received from the State Government will be forwarded to the concerned specialized Units of CWC for their examination.
7. If the compliance/revised proposal is found to be generally in order by all the concerned Units of CWC, the PPO will, after obtaining the approval of Competent Authority communicate the recommendation/views/comments of CWC to MoWR, RD & GR to advise the State Government to prepare the Detailed Project Report (DPR) of the project or otherwise as per MoWR, RD & GR Guidelines i.e. %Guidelines for Preparation of Detailed Project Reports of Irrigation and Multipurpose Projects (2010)+with similar scope of work and to submit the same to CWC for techno-economic appraisal with the condition that signing of loan agreement/implementation of project may be effected only after the approval of the Advisory Committee of MoWR, RD & GR. The revised %Guidelines for Submission, Appraisal and Acceptance of Irrigation and Multipurpose Projects, 2017+issued by CWC shall be followed for the submission of DPR.
8. On other hand, if the revised proposal is found to be non-compliant to the comments/observations of specialized Units of CWC, further comments /observations will be sent to the State Government for compliance. State Govt. may request for a meeting with Screening Committee to sort out/seek clarification on any issue for compliance.
9. If deficiencies in the PPR / Concept Note as communicated by CWC / other Central agencies are not attended by the project authorities within 2 months, MoWR, RD & GR shall be requested to sent back / return the PPR / Concept Note to the project authority and the same would be treated as returned by CWC to the State Govt.

10. The major sub-projects, submitted as part of agglomeration of number of major, medium, minor sub-projects under common project title, would be appraised as individual major projects while the medium sub-projects would be treated as ~~%~~ equivalent number of major projects+based on the cumulative sum of the CCA of all the medium sub-projects and accordingly the timelines for appraisal of such projects would be revised suitably. In case of minor sub- projects of such agglomerated project, techno-economic acceptance would be given by State Govt. and no separate appraisal would be undertaken in CWC.
11. Cluster of minor projects would be defined as those minor projects which are utilizing water from the same river/tributary/sub-tributary/watershed. In all such cases where the planned utilization / diversion from cluster of minor projects on the inter-State river/tributary/sub-tributary/water shed exceeds 10 MCM, Inter-State clearance needs to be mandatorily obtained by the State Govt. from CWC.
12. The works proposed under Projects, submitted for consideration shall not be included in any other ongoing / proposed scheme for avoiding duplicacy and certificate in this regard stating that there is no duplicacy may be included in the PPR / Concept Note.

Timelines for Examining and Processing of Proposals of Externally Aided Projects in CWC

Based on past experiences and in consultation with specialized Units of CWC, the timelines for Standard Operating Procedure for examining, handling and processing a proposal have been framed by PPO are given below.

SI No.	Activity	Duration
1	Preliminary Examination in the Nodal Appraisal Directorate in Head Quarter of CWC and Circulation to specialized Directorates of CWC, as applicable Presentation by the Project Authority within one week of submission of PPR to various specialized Directorates of CWC /other Central agencies, if required, for better understanding of the project proposal	1 Week
2.	Examination in the various specialized Directorates of CWC and transmission of first set of comments on the deficiencies of the report to State	2 Weeks
3	Submission of State's replies to the Comments on the deficiencies of the report raised by the Nodal Appraisal Directorates of CWC/ other Central agencies including further studies and investigation etc	2 Weeks
4	Examination of state's replies and discussion with the project engineers for finalization in the CWC	2 Weeks
5	Preparation of Note by the Nodal Appraisal Directorates for the Screening Committee of CWC for conveying In-Principle Consent for preparation of DPR or otherwise	1 Week

The above timelines may be subject to extension in the event of receipt of a large number of proposals at a time. Further, the State Govt. officers shall, through a Power-point presentation, pre-brief the concerned officers of CWC/MoWR about the project proposal on a mutually convenient day. It is reiterated that the day of presentation shall be reckoned as Day Zero for counting timelines subject to other conditions foregoing. Day One will, therefore, be the 1st working day following Day Zero. A proposal not complying with requirements (refer Para 1 of SoP) will be considered incomplete and will be summarily rejected. Where there is delayed/partial response by the State Govt. to the comments/observations of CWC leading to part compliance thereof, the cycle stands repeated which will thereby subject the proposal to time over-run. The State Government is advised to submit its proposal conforming to said requirements.

PROJECT SUMMARY

SI No.	Description
1	Project identification
1.1	Title of the project/ scheme:
1.2	Name of the executing agency (Ministry/ Department/ Autonomous Body/ Central PSE)
1.3	Proposed duration of the project
1.4	Total cost of the project over the proposed duration
2	Project Status
2.1	Please indicate which category the project belongs to: (a) New Scheme (b) ERM
2.2	If project pertains to category 2.1 (b), please summarise the benefits already accrued and expenditure already incurred along with an independent evaluation of the past performance of the project scheme.
3	Justification for the project
3.1	The justification for taking up/ continuing the project or scheme may be provided
3.2	The alternatives that have been considered before firming up the design of the project may be stated. (This should also include alternate modes of project delivery, e.g. internal funding /sourcing from own resources etc. that have been considered).
3.3	Please state whether the project proposal has objectives and coverage which overlap with projects/ schemes being implemented by the same or another agency (Ministry/ Department/ State government). In cases of overlap, please state why the project scheme needs to be considered as a separate stand alone effort.
4	Project Objectives and targets
4.1	The objectives of the project may be mentioned. These objectives should flow from the project justification.
4.2	The expected date of project / scheme completion may be stated. This should be realistic and supported with a chart indicating timelines for the important activities, with a critical path analysis, identifying the main constraints.
4.3	The specific targets proposed to be achieved of the project/ scheme may be mentioned. These targets should be necessary measurable. These should also be monitor-able, against baseline data. The baseline may be indicated.
5	Project design
5.1	Briefly explain the project Design. This should include all components of the project.
5.2	In case the project or scheme is location specific, please state the basis for selection of such location.
5.3	Whether any inter-state/inter-national aspects of water sharing / treaties / agreement / tribunal awards are involved ? If yes, details thereof project wise may be furnished.
5.4	If the project involves creation/ modification of structural and engineering assets or change in land use plans, land acquisition, the same should be assessed. A

	self-certification in this regard may be enclosed.
5.5	In case of beneficiary oriented project/ scheme, the mechanism for identification of the beneficiary and the linkage of beneficiary identification
5.6	Wherever possible, the mode of delivery should involve the Water User Association (WUA) / farmers body. If exceptions are to be made, the reasons may be explained
5.7	In case the project involves land acquisition or environmental clearances, the specific requirements and the status in this regard may be indicated.
5.8	The legacy arrangements after the scheduled project duration may be mentioned. In case the project creates assets, arrangements for their maintenance and upkeep may be stated. (For example the project assets may be taken over and maintained by the State Government/ PRIs;WUA).
5.9	Whether the guidelines of Bureau of Energy Efficiency and other related guidelines for energy efficient operations etc. have been considered / complied with.
5.10	Whether the project is secured against natural/ man-made disasters like floods, cyclones, earthquakes, tsunamis etc.
6	Project/Scheme cost
6.1	Please provide the project cost estimate for its scheduled duration along with a break-up of year-wise, component-wise expenses segregated into non-recurring and recurring expenses. It may also be indicated whether land is needed, if so whether which agency is providing for it, and in case the cost of land is to be booked to the project, whether it has been included in the estimates.
6.2	Estimated expenditure on project administration (including expenses on consultants, etc.) may be separately indicated.
6.3	The basis of these cost estimates along with the reference dates for normative costing may be provided. The firmness of the estimate may be indicated along with the cost components that can vary, the factors that could cause the variation and the extent of the expected variation.
6.4	In case the project/ scheme involves payout of subsidy, the year wise expected outgo, up to the last year of payout, may be indicated.
6.5	In case the project/ scheme intends to create capital assets, employ specialised manpower or involves other activities that necessitate a Recurring Cost of Capital Expenditure (RCCE) (e.g., maintenance and upkeep costs of assets, salary costs of manpower, etc.) over the lifetime of the asset, such expenditures, on an annual basis, may be indicated in the project proposal
6.6	It may also be stated whether the agency which would be assigned this legacy responsibility has been consulted and has agreed to bear the continuing recurring expenditure. (e.g., the State governments may need to incur the maintenance and upkeep costs of assets created)
6.7	The cost towards salary/ fees/ emoluments of the project human resources as being proposed should be indicated (procedure for seeking approval of the human resource requirements is however detailed at para-7 below
6.8	The component of the costs mentioned at 6.1-6.7, that will be shared by the state governments may be indicated.

6.9	Components of total estimated cost (in Rs. Crore) at latest Price Level (Yearõ .)																								
	<table border="1"> <tr> <th>Source</th><th>Loan/Credit</th><th>Grant</th><th>Equity</th><th>Other(specify)</th><th>Total</th></tr> <tr> <td></td><td></td><td></td><td></td><td></td><td></td></tr> <tr> <td></td><td></td><td></td><td></td><td></td><td></td></tr> <tr> <td colspan="5">Total estimated cost</td><td>(sum above)</td></tr> </table>	Source	Loan/Credit	Grant	Equity	Other(specify)	Total													Total estimated cost					(sum above)
Source	Loan/Credit	Grant	Equity	Other(specify)	Total																				
Total estimated cost					(sum above)																				
6.10	Total bilateral assistance proposed (specify both in Rupees and donor currency) Additional technical cooperation component, if any and activities proposed to be implemented through technical cooperation.																								
7	Project - Human Resources																								
7.1	Please indicate whether the nodal officer directly in charge of the project has been identified. Details about his status, past experience in executing similar projects and balance tenure left for steering the project may also be mentioned.																								
7.2	Whether any posts (permanent or temporary) are intended to be created?																								
7.3	In case outsourcing of services or hiring of consultants is intended, brief details of the same may be indicated. It may also be certified that the relevant GFR provisions will be followed which engaging the agency/ consultant.																								
7.4	In case additional manpower requirement, please indicate the phased requirement over the project timeline (i.e. year-wise break-up of the manpower requirement)																								
8	Project financing																								
8.1	The name of External Funding Agency for the project may be indicated. Share of state government may be indicated, how the state share will be financed.																								
8.2	The availability of funds in the budget of the present year and the requirements projected may be mentioned. In case of any deviations, please indicate how the gap will be addressed. Please enclose debt sustainability certificate.																								
9	Project viability																								
9.1	In case of projects which have identified stream of financial returns, the financial internal rate of return may be calculated.																								
9.2	In case of projects where financial returns are not readily quantifiable (typically social development projects), the economic rate of return may be estimated.																								
9.3	Cost per hectare																								
9.4	Benefit-Cost Ratio																								
10	Project implementation and monitoring																								
10.1	The administrative structure for implementing the project may be stated. In case new structures/ entities etc. is by and large to be avoided. In case new structures are intended to be created for administering the scheme, the details of such structures and specific justification for the same may be provided. Such new structure should be proposed only it is has been established after due analysis, that existing structures cannot be levered for the proposed/additional work.																								
10.2	Mode of implementation: Department/Contract/Turnkey Contract/EPC/PPP etc. with justification																								
10.3	The monitoring framework for the project/ scheme may be indicated. The arrangements for audit of the project may also be stated.																								
11	Project/Scheme sensitivities																								
11.1	Any foreseeable constraints/ uncertainties which can affect the technical design,																								

	costing and implementation of the project may be indicated.			
11.2	The likely impact of these constraints/ uncertainties on the project parameters may be stated. In particular, the sensitivity of the project cost, project schedule and project viability towards the possible constraints/ uncertainties may be mentioned.			
12	Project period			
12.1	The expected date of project start & completion may be stated. This should be realistic and supported with PERT chart of the important activities, with a critical path analysis, identifying the main constraints.			
12.2	The project closure date should be also indicated beyond which further support/ disbursal of funds will not be required.			
12.3	A time line for the project deliverables (i.e. measurable deliverables phased year-wise) may be included.			
13	ERM proposals			
13.1	Details of physical state of assets and history of earlier major maintenance expenditure incurred so far may be given.			
13.2	Date of completion of works / assets, justification for going for external funding. Whether all the options for domestic funding explored and exhausted may be elaborated			
13.3	Details of works proposed to be taken up.			
13.4	Breakup of works may also include following (a) Price Escalation (b) Foreign Exchange variation (c) Statutory levies (d) Change in Scope (e) Addition/ deletion			
13.5	Justification of 13.4			
14	Statutory Clearances			
14.1	Details of statutory clearances required for implementations of the project			
14.2	Statutory clearances obtained			
	S No.	Approval /clearance	Agency concerned	Availability
	1.			
15	Details of previous phase(s), if any. Whether any impact assessment has been made for previous phase?			
16	Recommendation of State Finance Department			

*For agglomerated projects, all the details mentioned above may be submitted for overall as well as each major and medium sub-project with the main features of umbrella projects.

STRUCTURE of CONCEPT NOTE

The Concept Note should invariably incorporate the following.

1. General Data / Introduction

- a) Aim(s) of the project and description of works.
- b) Location of project area including longitude and latitude and district(s) and tehsil/taluka(s) affected/benefitted
- c) Access by air/rail/road/ferry/sea/port/ and other communication facilities available in the area.
- d) General description of topography, physiography and geology of the area in particular
- e) Natural resources
- f) Overall development of water resources of basin, the present level of utilization of land & water resources and system efficiency.
- g) Land use and socio-economics (including tribal, backward & drought areas etc and population benefitted / affected.
- h) History (earlier proposals)

2. General Planning / Choice of project

- a) Alternative studies carried out for various major components of the project and including water resources planning, their merits & demerits and reason for final choice of project.
- b) Discussion on the Master Plan for overall development of river basin and stages of basin development. The effect of the scheme on the riparian rights existing upstream & downstream of the project
- c) Availability of District Irrigation Plan (DIP)
- d) Future utilization of facilities created - pisciculture, horticulture, tourism, drinking, fire fighting, etc

3. Inter-project/inter-state/international aspects

Effect of the following on the project & of the project on the following:

- a) Interstate/International agreement on sharing of water, sharing the benefits and costs, acceptance of submergence in the upstream state(s)/country(s) etc., if any.
- b) Interstate/International adjudication, if any.
- c) Interstate/International aspect of territory, property etc. coming under submergence, project affected people, rehabilitation, compensation etc. Prior

concurrence of other country(ies) / other State(s) where territory/property is affected by the project should be obtained and appended in the DPR/Concept Note.

- d) Existing and sanctioned projects, if any and effects of this project on them.
- e) Any other aspect of the project involving Interstate/International problems.
- f) Whether operation and regulation of the project conforms to the stipulation made in the Tribunal award/agreement, if any and also the mechanism for such operation.
- g) If there no agreement between the states /country exists, the present position against aforementioned items may be stated.

4. Survey & Investigation

- a) Detailed topographical surveys in respect of river, reservoir, headworks (dams, dykes, barrages, weirs and other auxiliary), plant site and colonies, canals, branch canals and water conductor systems, major canal structure, power house, tunnels, adits, penstocks, command area for OFD and drainage works, soil conservation, etc.
- b) Geological investigation
- c) Seismic investigation
- d) Foundation investigation
- e) Construction material survey

5. Hydrology

The details of the up-to-date data collected and preliminary assessment of hydrological parameters such as water availability, design flood, sediment rate etc.

For proposals on ERM of cluster of projects consisting of a number of major/medium/minor schemes, the above requisite details shall be submitted separately for each and every major & medium project. For Minor projects, the information shall be submitted in tabular form as given in Annexure-C.

6. Irrigation planning

- a) Existing/proposed irrigation facilities in the proposed command area
- b) Existing /proposed cropping pattern -seasonwise
- c) Existing area under rain fed cultivation
- d) Nett increase in the irrigation facilities due to project
- e) Water planning details, Conveyance & field application efficiencies
- f) Proposed Command Area- Participatory irrigation management, Water Users Associations, etc
- g) Micro-irrigation
- h) Drainage in the command

i) Power requirements

For proposals on ERM of cluster of projects consisting of a number of major/medium/minor schemes, the above requisite details shall be submitted separately for each and every major & medium project. For Minor projects, the information shall be submitted in tabular form as given in Annexure-C.

7. Environmental, ecology & forest aspects of the project

Status of all statutory clearances from the Ministry of Environment, Forest & Climate Change, Ministry of Tribal Affairs and approval of rehabilitation & resettlement plans as required.

8. Cost & Financing

a) Estimated cost of proposal including Soft components

Broad Guidelines for preparation of Project estimates for Major irrigation and Multipurpose Projects updated from time to time and published by CWC may be followed, where applicable

b) Financing pattern of the proposal

c) Foreign exchange element and soft components

d) Benefit Cost Ratio of the project

*For agglomerated projects, all the details mentioned above may be submitted for overall as well as each major and medium sub-project with the main features of umbrella projects.

Details of Projects

SI No.	Name of Project	Category	District (s) River /Basin	Estimated Cost	Culturable Command Area in ha	Water Availability	Area under irrigation (in ha)	
							At present	Proposed after the project

(Signature of Chief Engineer/Project Director)