

**PUBLIC ACCOUNTS COMMITTEE
(1978-79)**

(SIXTH LOK SABHA)

NINETY-THIRD REPORT

**RELIEF OF DISTRESS CAUSED BY NATURAL
CALAMITIES**

**MINISTRY OF FINANCE
(DEPARTMENT OF EXPENDITURE)**

[Action taken by Government on the recommendations of the Public Accounts Committee contained in their Fifth Report (Sixth Lok Sabha) on relief of Distress caused by Natural Calamities].



*Presented in Lok Sabha on
Laid in Rajya Sabha on*

**LOK SABHA SECRETARIAT
NEW DELHI**

November, 1978; Kartika, 1900 (S)

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93RD ACTION TAKEN REPORT OF PUBLIC ACCOUNTS
COMMITTEE (1978-79) (SIXTH LOK SABHA) ON RELIEF
OF DISTRESS CAUSED BY NATURAL CALAMITIES.

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36	4	works	works
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PUBLIC ACCOUNTS COMMITTEE

(1978-79)

Shri P. V. Narasimha Rao—*Chairman.*

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Lok Sabha

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3. Shri Balak Ram
4. Shri Brij Raj Singh
5. Shri C. K. Chandrappan
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SECRETARIAT

1. Shri H. G. Paranjpe—*Joint Secretary.*
2. Shri Bipin Behari—*Senior Financial Committee Officer.*

INTRODUCTION

I, the Chairman of the Public Accounts Committee, as authorised by the Committee, do present on their behalf this Ninety-third Report on action taken by Government on the recommendations of the Public Accounts Committee contained in their Fifth Report (Sixth Lok Sabha) on Supplementary Report of the Comptroller and Auditor General of India for the year 1973-74 (Part I), Union Government (Civil), relating to Relief of Distress caused by Natural Calamities.

2. On 31 May, 1978, an 'Action Taken Sub-Committee' consisting of the following Members was appointed to scrutinise the replies received from Government in pursuance of the recommendations made by the Committee in their earlier Reports:

- | | |
|--|------------------|
| 1. Shri P. V. Narasimha Rao— <i>Chairman</i> | |
| 2. Shri Asoke Krishna Dutt— <i>Convener</i> | |
| 3. Shri Vasant Sathe | } <i>Members</i> |
| 4. Shri M. Satyanarayan Rao | |
| 5. Shri Gauri Shankar Rai | |
| 6. Shri Kanwar Lal Gupta | |

3. The Action Taken Sub-Committee of the Public Accounts Committee (1978-79) considered and adopted the Report at their sitting held on 16 October, 1978. The Report was finally adopted by the Public Accounts Committee (1978-79) on 17, November 1978.

4. For facility of reference the conclusions|recommendations of the Committee have been printed in thick type in the body of the Report. For the sake of convenience, the conclusions|recommendations of the Committee have also been reproduced in a consolidated form in the Appendix to the Report.

5. The Committee place on record their appreciation of the assistance rendered to them in this matter by the Comptroller and Auditor General of India.

NEW DELHI;
November 17, 1978.
Kartika 26, 1900 (S).

P. V. NARASIMHA RAO,
Chairman,
Public Accounts Committee.

CHAPTER I

REPORT

1.1. This Report of the Committee deals with the action taken by Government on the Committee's recommendations|observations contained in their 5th Report (Sixth Lok Sabha) on Supplementary Report of the Comptroller and Auditor General of India for the year 1973-74 (Part I), Union Government (Civil), relating to the Relief of Distress caused by Natural Calamities.

1.2. The Committee's Fifth Report (Sixth Lok Sabha) was presented to the Lok Sabha on 5 December, 1977. It contained 44 recommendations/observations. According to the time schedule for furnishing Action Taken Notes on the Committee's recommendations|observations, the Notes indicating the action taken by Government in pursuance of the recommendations|observations contained in the 5th Report duly vetted by Audit were required to be furnished to the Committee latest by 4 June 1978. Action Taken Notes were furnished by Government on different dates during the period 1 June to 9 August, 1978.

1.3. The Action Taken Notes received from Government have been broadly categorised as follows:

- (i) *Recommendations/observations that have been accepted by Government:*

Sl. Nos. 1*, 2, 3, 4, 5, 6, 7, 8, 9,
10, 11, 13, 14, 15, 16*, 17, 18, 19, 20, 22,
23, 24, 25, 26*, 27, 28, 29, 32, 35, 37, 38,
39, 40, 41* and 44.

- (ii) *Recommendations/observations which the Committee do not desire to pursue in the light of the replies received from Government:*

Sl. Nos. 12, 31, 33 and 34.

*Replies to Recommendations at Sl. Nos. 1, 8, 16, 26, 31, 35-41 not vetted in Audit.

(iii) *Recommendations/observations replies to which have not been accepted by the Committee and which require reiteration:*

Sl. Nos. 21*, 30, 36, 42 and 43.

(iv) *Recommendations/observations in respect of which Government have furnished interim replies:*

NIL

1.4. The Committee will now deal with the action taken by Government on some of their recommendations/observations.

Lack of Monitoring system (Paragraph 4.97—Sl. No. 21)

1.5. Stressing the need for an effective monitoring system to keep a watch on the physical achievements resulting from expenditure incurred on relief of distress caused by natural calamities, the Committee had, in paragraph 4.97 of their Fifth Report (Sixth Lok Sabha), recommended:

“The Committee are perturbed to note that while the State Governments spent as much as Rs. 1046.30 crores during the Fourth Plan (1969-70 to 1973-74) on relief of distress to the people caused by natural calamities, no monitoring system was in operation throughout the Plan period to keep a watch on the physical achievements resulting from such expenditure with the result that no precise estimate of the durable assets, if any, created by such a massive investment was available. The Committee are not impressed by the plea made during evidence by the representative of the Ministry of Finance that as the relief of distress was primarily the responsibility of the State Governments, the question of monitoring by the Centre did not arise.

The Committee feel that if a monitoring system had been developed, it would have enabled the Central Government to keep a contemporaneous watch on the developments in the field and so direct the effort that the colossal amount of Rs. 832 crores which was disbursed by way of Central Government assistance during the Fourth Plan was utilised to the best public advantage by creation of durable assets preferably as per the approved Plan schemes.

Even with the modification of the assistance scheme from April 1974, the Committee feel that the need for monitoring has not been obviated as it is but appropriate that the Centre should know contemporaneously how the accelerated financial assistance is in fact being expended in the field for implementation of approved Plan schemes.”

*Reply to Recommendation at Sl. No. 21 is not vetted in Audit.

1.6. In their reply to the aforesaid recommendation, the Ministry of Finance (Department of Expenditure) have explained:

“Provision of relief in the event of natural calamities is one of the basic responsibilities of State Governments and the requirements in this regard are taken into account by the Finance Commission. When the Sixth Finance Commission was set up, of the various types of expenditure on natural calamities, expenditure on relief measures alone was shareable by the Government of India to the extent of 75 per cent in excess of margin money, 25 per cent as loan and 50 per cent as grant. Of the remaining 25 per cent of the relief expenditure, the expenditure on loans to third parties and on repairs was expected to be met by the State Governments themselves. But if the ways and means position of the States was difficult, loans could be obtained from the Centre. The Central teams used to visit the States for an on-the-spot assessment and to recommend ceilings of expenditure to be incurred on relief measures, loans for rehabilitation, repairs to public properties damaged in cyclones, floods or earthquakes. The practice of imposing ceilings was given away in the middle of 1972. The Central assistance for relief expenditure was outside the framework of Central assistance for the Plans worked out according to Gadgil Formula. The Sixth Finance Commission was specifically asked to review the policy and arrangements in regard to the financing of relief expenditure by the States affected by natural calamities and examine, *inter alia*, the feasibility of establishing a ‘national fund’ to which the Central and State Governments may contribute a percentage of their revenue receipts.

The Sixth Finance Commission examined the matter in detail and while it did not favour establishment of a ‘fund’ it recommended a revised pattern of assistance to be followed during the period 1974—79.

The Sixth Finance Commission had observed that in an emergency, relief works are taken up by the States on an *ad-hoc* basis with inadequate attention to their long-term utility. . . Also, there has been a sharp increase in expenditure on relief particularly since 1966-67. The annual average expenditure during the Third Plan on relief of natural calamities which was Rs. 13.14 crores rose to an average of Rs. 81.01 crores during the three Annual Plans. There was an unprecedented increase in expenditure during the Fourth Plan. Between 1969-1970 and 1972-73, there was an increase from Rs. 151.87

crores to Rs. 318 crores. Central assistance to the States for financing such expenditure also increased from Rs. 8.15 crores in 1965-66 to Rs. 216.67 crores in 1972-73. The quantum of Central assistance for relief expenditure far exceeded the assistance for the Plan.

The practice of imposing ceiling had been given up towards the middle of 1972 and since then the relief expenditure reached alarming proportions involving avoidable waste in expenditure.

The Sixth Finance Commission felt that if Central assistance for purposes of relief determined on an *ad-hoc* basis tends to assume large dimensions, serious distortions and inequities can be caused. Accordingly, they decided to provide for a substantial increase in the margin money and at the same time suggested that whatever assistance is provided to a State for natural calamities should be adjusted against the ceilings of Central assistance for the Plan. In this, the Commission was guided by the fact that the States should have incentive for economy in expenditure on relief and maximising results for the expenditure incurred. Further, the schemes on which relief expenditure is incurred, should be integrated with the overall Plans for the development. It was felt that advance release of Central assistance for dealing with a natural calamity will not only meet the minimum requirements but also expedite the process of development. It would also deter the States from inflating the expenditure. The recommendations of the Sixth Finance Commission had been accepted by the Central Government. In para 1.43 of the 5th Report of the PAC (1977-78), the policy and arrangements recommended by the Sixth Finance Commission have been welcomed by the Committee. During the first three years of the Fifth Plan, the total amount of advance Plan assistance released was around Rs. 150 crores. During 1977-78, Andhra Pradesh and Tamil Nadu were hit by a severe cyclone and tidal waves which necessitated release of substantial advance Plan assistance. The total amount of advance Plan assistance given during 1977-78 amounted to Rs. 150 crores. Thus the policy and arrangement recommended by the Sixth Finance Commission did go a long way in restraining the States from resorting to relief expenditure on a massive scale as it happened in the Fourth Plan or prior to that.

The existing arrangement for allocating advance Plan assistance is that on receipt of a Memorandum from the State Government visited by a natural calamity, a Central team is constituted which makes an on-the-spot assessment of the damage caused and the requirement of funds. The report of the Central team is considered by a High Level Committee headed by Member, Planning Commission. The recommendations of the High Level Committee are placed before the Finance Minister for approving the allocations. The State Government is required to furnish to the Ministry of Finance a statement of expenditure on various items for which advance Plan assistance is allocated. On the basis of the expenditure reported, amounts are released to the State Governments.

Having regard to the PACs recommendations contained in para 4.97 of their report (1977-78) on 'relief on distress caused by natural calamities', the question of evolving a suitable monitoring system has been considered so that the Centre could contemporaneously know how the accelerated financial assistance is in fact being expended in the field for implementation of approved Plan schemes. Such a system has to be within the existing constitutional framework which casts the primary responsibility for relief of natural calamities on the States.

At present, some of the Central Ministries do evaluate the performance/progress of some of the major projects/schemes included in the State Plans. The Annual Plan discussions in the Planning Commission also provide a regular opportunity for reviewing the physical and financial performance of the State Plan schemes. The Planning Commission also evaluates the progress of implementation in certain key sectors with a view to identifying factors coming in the way of successful Plan implementation. However, the utilisation of Plan assistance is the responsibility of the State Governments and detailed monitoring for this purpose is done by them.

It is proposed to supplement the existing arrangements by arranging for more frequent visits by Central teams, with roughly the same composition as that of the initial teams, and have the utilisation of advance Plan assistance to the States affected by natural calamities assessed by them on the basis of a sample check. For this they will have to rely on the records of the State Governments. This will be apart from such general review as may continue to be carried out by the Planning Commission, the concerned administrative Ministries or other appropriate agencies.

The Seventh Finance Commission would be reviewing the existing policy and arrangements regarding finding of expenditure necessitated by natural calamities. Their recommendations would have to be kept in view while dealing with this matter in the future."

1.7. The Committee feel that "arranging for more frequent visits by Central teams . . . and have the utilisation of advance plan assistance to the States affected by natural calamities assessed by them on the basis of a sample check" would not be adequate. In order that the Centre is informed contemporaneously as to how the accelerated financial assistance is in fact being expended, it is necessary that the Centre enjoins upon the State Governments to furnish periodical returns of scheme-wise expenditure against the accelerated financial assistance made available by the Centre. The information contained in these returns should be collated, analysed and examined simultaneously and if any aberrations are noticed, the State Government concerned should be advised promptly to take corrective action.

Drought prone areas programme (Paras 6.146 and 6.152—Sl. Nos. 30 and 36).

1.8. Expressing their concern that even in States where schemes conforming to the revised concept of the Drought Prone Areas Programme were drawn up, the progress in implementation of such schemes was not very impressive, the Committee had, in paragraph 6.146 of their Fifth Report (Sixth Lok Sabha), desired that:

"The Committee are concerned to note that even in States where schemes conforming to the revised concept of the Drought Prone Areas Programme were drawn up, the progress in implementation of such schemes was not very impressive. For instance, out of 29 schemes taken up during the Fourth Plan under the Rural Water Supply Project of Rajasthan estimated to cost Rs. 3.35 crores, only 17 schemes were completed and that too by 1975-76. Expenditure to the extent of Rs. 1.61 crores was incurred on these schemes during the Fourth Plan. The Committee were assured in a written note that the remaining schemes of this project were expected to be completed by March, 1977. They would like to know whether these schemes have in fact been completed and commissioned."

1.9. Intimating the latest position about these schemes, the Ministry of Agriculture and Irrigation (Department of Rural Development) have, in their reply to the aforesaid recommendation, intimated:

"Out of 29 rural water supply schemes undertaken in Rajasthan, during Fourth Plan, 26 are reported to have been completed. Year-wise progress of completion of schemes is given below:

Year	Number of schemes completed
Upto 1974-75	6
1975-76	11
1976-77	8
1977-78	1
Total:	26

The remaining three incomplete water supply schemes relate to Bikaner, Jaisalmer and Jodhpur. In case of first two schemes the works were partly completed. Six out of 15 villages to be covered under Bikaner Project and 5 out of 14 villages to be covered under Jaisalmer Project have been supplied with water. Jodhpur project was to be revised and hence could not be completed.

1.10. The latest progress of implementation of the Rural Water Supply Schemes in Rajasthan indicated to the Committee strengthens the view of the Committee that even in States where schemes conforming to the revised concept of the Drought Prone Areas Programme were drawn up, the progress in implementation was extremely slow. The Committee would, therefore, like Government to appoint a high level Committee to enquire into the reasons for slow progress of the schemes under this programme during the Fifth Plan period and to take appropriate measures in the light of the findings of that Committee to fully implement this programme by a time target fixed keeping in view the nature of the schemes.

They would also like to know in particular the reasons for the delay in the implementation of the three Rural Water Supply Schemes relating to Bikaner, Jaisalmer and Jodhpur, which were taken up during the Fourth Plan period but are reported to be still incomplete. The Committee recommend that Government should lay down firm target dates even now for completion of these projects and see that these are completed accordingly.

1.11. Referring to the progress of road building schemes under the Drought Prone Areas Programme, the Committee had in paragraph 6.152 of their Report found that:

"The Committee find that as against the target of 1704 schemes for building 9872 kms. of roads in 10 States at a cost of Rs. 27.29 crores, 1464 schemes were completed by building 8836 kms. of roads at a cost of Rs. 22.89 crores. Audit have pointed out that in some States the expenditure on road works was incurred on the improvement of existing roads, Kucha or otherwise, although under the project only construction of new all weather roads to open up inaccessible areas was contemplated. It was explained to the Committee that execution of road schemes was affected partially due to stoppage of funds for roads schemes in July, 1973 on account of budgetary constraints. The States were, however, informed that incomplete roads might be completed from the normal state plan resources. The Committee would like to know whether the road works which were left incomplete at the end of the Fourth Plan have since been completed. They would also like to know how much of the amount of Rs. 22.89 crores has been spent on the construction of new roads and how much on the improvement of existing ones and the rationale therefor."

1.12. In their Action Taken note on this recommendation, the Ministry of Agriculture and Irrigation have reported that "On the basis of the replies received from the State Governments, roadworks taken up in the IV Plan were completed by the end of IV Plan in the State of Andhra Pradesh only. The position regarding 9 other States is as shown below:

State	Roads left incomplete in IV Plan		Roads completed during V Plan		Roads remaining incomplete as at present	
	No.	Length in Kms.	No.	Length in Kms.	No.	Length in Kms.
Bihar	18	179.42	8	139.00	10	40.42
Gujarat	78	693.13	41	244.31	37	448.82
Jammu & Kashmir	Details not received.					
Karnataka	117	1051.30	68	836.60	49	214.70
Madhya Pradesh	20	354.30	2	33.40	18	320.90
Orissa	6	68.30	..	30.60	6	37.70
Rajasthan	32	210.00	28	173.00	4	37.00
Uttar Pradesh	33	331.52	14	208.87	19	122.65
Tamil Nadu	Details not received.					
TOTAL (7 States))	304	2887.97	161	1665.78	143	1222.19

Figure in this table have not been vetted in Audit).

The replies received from the State Governments on the expenditure incurred in the construction of new roads and also on the improvement of existing roads is as shown below :

State	Expenditure upto the end of March, 1974 during IV Plan (Rs. in lakhs)		
	Construc- tion of new roads	On improve- ment of existing roads	Total
Andhra Pradesh	18.63	113.23	131.86
Bihar . . . . .	..	131.13	131.13
Gujarat	351.51	..	351.51
Jammu & Kashmir	*	*	56.96
Karnataka	35.35	211.56	246.91
Madhya Pradesh	21.43	..	21.43
Orissa . . . . .	..	98.77	98.77
Rajasthan	*	*	506.40
Uttar Pradesh	333.78	..	333.78
Tamil Nadu	*	*	159.34
TOTAL	760.70	544.69	2038.09

*Break-up is not available.

Figures in the Table above have not been vetted by Audit.

Thus, barring J&K (partly), the total expenditure incurred on the new roads and improvement of existing roads comes to Rs. 2038.09 lakhs. It will be observed that the figure furnished now are at variance from those furnished earlier. The question of reconciling these figures is being taken up with the concerned State Governments."

1.13. From the statistics furnished to the Committee, they note that of the total expenditure on construction of roads under the Drought Prone Areas Programme upto the end of the Fourth Plan period, nearly 27 per cent was incurred on improvement of existing roads. In view of the fact that the project contemplated only construction of new all-weather roads to open up inaccessible areas, the Committee would like to be informed as to how expenditure at such scale outside the purposes contemplated in the programme was permitted to be made.

It is also noticed that as a result of Central directions for stoppage of funds for road schemes in July 1973, as many as 304 roads covering 2888 kms. were left incomplete. Although it was contemplated that the incomplete roads might be completed from the normal State plan resources, the position indicated to the Committee is that of those remaining unfinished at the end of the Fourth Plan period, 143 roads covering 1222 kms. still remain incomplete even after a lapse of more than 5 years. The Committee recommend that if sizeable expenditure already incurred on the construction of roads remaining unfinished at the end of the 4th plan period is to be retrieved, attention should be given to the problem of finding resources either from the State plans or from the Central Plan to complete these roads without any further delay.

Drought Relief Production Programme in Uttar Pradesh

(Paragraph 6.181—S. No. 42)

1.14. Dealing with the dismal failure of the Drought Relief Production Programme launched in September—October, 1973 in Uttar Pradesh with an outlay of Rs. 9.47 crores to bring under irrigation an additional area of 1.34 lakh acres by March 1974, the Committee had in paragraph 6.181 of their Fifth Report (Sixth Lok Sabha) recommended that:

“The Committee note that a Crash Programme known as the ‘Drought Relief Production Programme’ was launched in September-October 1973 to augment irrigation facilities in 14 drought-affected districts of Uttar Pradesh. The entire outlay of Rs. 9.47 crores on this programme was to be met by the Government of India by way of long-term loan. The programme envisaged an additional area of 1.34 lakh acres being brought under irrigation by March 1974. The Committee, however, find that while the 14 drought-affected districts of Uttar Pradesh had a total irrigated area of 6.71 lakh acres, but after implementation of Drought Relief Production Programme the total irrigated area, instead of increasing, decreased to 5.25 lakh acres in 1973-74 and to 6.42 lakh acres in 1974-75. They also find that despite fixing of district-wise physical and financial targets, setting up a Drought Relief Committee at the State level for efficient supervision of works and monitoring of progress of works by a control section at the departmental level, the target of bringing an additional area of 1.34 lakh acres under irrigation by March 1974 could not be achieved. In fact, the additional area that has actually been brought under irrigation even till 1977 works out to 0.75 lakhs

acres only. The Committee recommend that causes of dismal failure of this Crash Programme which was meant to relieve the distress of the people caused by serious drought reported in the State of Uttar Pradesh in June-July 1973, should be probed and concerted efforts made even at this stage to fulfil the programme targets. The Committee would suggest that Government of India should keep a close watch on the pace of implementation of all programmes the outlay on which is met wholly or substantially by Government of India even if these are executed by State Governments."

1.15. In their reply to the aforesaid recommendation, the Ministry of Agriculture and Irrigation (Department of Agriculture) have intimated that:

"As per the information furnished by State Government, the Drought Relief Production Programme which was launched in 1973, initially envisaged to bring an additional area of 1.34 lakh acres under irrigation. This target was subsequently revised to 1.20 lakh acres. The targets and achievements in acres of work undertaken as reported by the State Government, is enclosed.

The State Government has reported that the targets could not be achieved in time mainly due to delay in completion of works. The position has however, improved subsequently. It is expected that the works at Deokali Stage II will be completed by April 1979. The State Government is also making efforts to complete the pending lift irrigation schemes. The progress report in respect of all schemes for which loan was given by Government of India and other information furnished by State Government is enclosed (Annexure II)*

Two officers of the Department of Agriculture were deputed to discuss various aspects of implementation of schemes under Drought Relief Production Programme in the light of the observations made by Public Accounts Committee. On the basis of assessment made by these officers, the State Government has been requested to take suitable action to complete the remaining projects so that the programme targets may be fulfilled. A copy of letter No. 4-14/78-SR dated 28-7-78 addressed to State Government is also enclosed (Annexure III)*

*Not reproduced.

1.16. The targets and achievements in acres of works constructed in UP under the Programme, as intimated by Government of UP, are:

Item	Original	Revised	Achievement				
			1973-74	Upto 74-75	Upto 75-76	Upto 76-77	Upto 77-78
1. Extension of conveyance System and construction of tubewells .	51500	48000	24784	44250	67722	73365	N.A.
2. Augmentation of lift Irrigation capacity .	22350	22350	1125	8525	9425	13325	14025
3. Deokali Pump Canal Stage II .	35000	35000	..	..	..	5550	10730
4. Lining of Canals .	15000	15000	13125	13125	13125	13125	13125
	123850	120350	39034	65900	90272	105365	

1.17. The Committee had recommended that causes of dismal failure of the Drought Relief Production Programme launched in the State of Uttar Pradesh should be probed. The Ministry of Agriculture have, in response, forwarded to the Committee the explanation of the State Government which, while admitting that "the targets could not be achieved in time" points out that the shortfall was mainly due to delay in completion of works".

This explanation is hardly satisfactory. The Committee reiterate their recommendation that causes of inordinately delayed execution of works under the programme, which was to be completed in one year ending October 1973, should be probed by a high level Committee for taking corrective action as also to learn a lesson for future lest the expenditure already incurred on this programme should become infructuous.

Flood Control Programme (paragraph 6.202—Sl. No. 43)

1.18. Expressing their distress over the fact that though floods have been occurring year after year in certain States and taking a heavy toll of life besides causing extensive damage to crops, no long-term plan to avert such floods had been evolved by Government so far, the Committee had, in paragraph 6.202 of their Fifth Report (Sixth Lok Sabha), recommended that:

"The Committee are distressed to find that though floods have been occurring year after year in certain States, viz. Bihar, Uttar Pradesh, West Bengal, Haryana, Rajasthan, Madhya Pradesh, Kerala and taking a heavy toll of life besides causing extensive damage to crops, no long-term plan to avert such floods has

been evolved so far. The flood control measures that have been initiated by the States much susceptible to floods have only touched the periphery of the problem and precious little seems to have been done to implement in a coordinated manner, the National Programme of Flood Control which was initiated as far back as 1954. Huge investments have been made to prevent floods, but the menace persists despite protective measures taken in a disjointed and incoherent manner by the States principally in the Ganga basin. According to the Fourth Plan document, nearly 5.9 million hectares of land, usually subjected to flood damage, had been afforded reasonable protection at the beginning of the Plan. The Draft Fifth Five Year Plan (1974-79) records that the expenditure on flood control in the first three years of the Plan was likely to be of the order of Rs. 177.69 crores. For the next two years (1977-79) an outlay of Rs. 167.79 crores has been indicated. The programme envisaged important schemes such as the Patna City Protection Works, flood protection works in North Bihar and Uttar Pradesh, flood control and drainage works in Jammu and Kashmir, drainage works in Punjab, improvement of lower Damodar system in West Bengal and floor protection works in North Bengal. The programme also covers the flood control works in the Brahmaputra valley for which provision has been made in the Central sector. The Centre is also assisting in sharing the cost of flood control component of the Rengali dam in Orissa and anti-sea erosion works in Kerala.

While the Committee appreciate the efforts of individual States to control floods, they would like that the Ministry should formulate an integrated time-bound programme of action on a national scale which should take care of such aspects as floods control, drainage, anti-water logging and irrigation. The present practice of formulating piece-meal scheme in desperate hurry after the actual onset of the natural calamity may serve the immediate needs of the situation but can hardly be a long term solution to the problem of recurrent flood havocs. In this context, the Committee welcome the recent constitution of a National Flood Commission by Government to review the flood control works carried out so far in the country and also evolve a coordinated, integrated and scientific approach to the flood control problem."

1.19. In their reply to the aforesaid recommendation, the Ministry of Agriculture and Irrigation (Department of Irrigation) have stated that:

"To assist State Governments in planning of flood control measures

in the Ganga basin which is vulnerable to frequent and heavy flood damage, Ganga Flood Control Commission has been set up by the Government of India in 1972 to formulate comprehensive and coordinated flood control plan for the basin and arranging its implementation through the agency of the concerned State Government. For planning and implementation of flood control works in the States of West Bengal and Assam special organisations namely the North Bengal and Assam Flood Control Commission and the Brahmaputra Flood Control Commission have been constituted by the State Governments of West Bengal and Assam. These Commissions work under the guidance of the North Bengal Flood Control Board, Brahmaputra Flood Control Board and the Ganga Flood Control Board set up by the Centre. The Centre has also constituted the Central Flood Control Board which gives National direction to flood control efforts in the country. It lays down general principles and policies in connection with flood and flood control measures, considers and approves of Master Plans prepared by the States and arranges wherever necessary assistance in the formulation of such plans.

Formulation of a comprehensive plan covering various measures like construction of storage dams with adequate capacity to control floods in combination with other benefits forming embankments, carrying out soil conservation measures improving the regime of the river system and ensuring effective drainage in the basin, requires collection of enormous field data, carrying out topographical and hydraulic studies, working out the requisite storage capacities, designing and planning of engineering works, preparation of various alternative proposals and arriving at the most appropriate and economic solution. The schemes being undertaken by the State Governments, mainly are in vulnerable areas where it becomes absolutely essential to take up the works on a priority basis. While approving of these schemes the question of these individual schemes forming an integral part of the long-term plan is considered and accommodated to the maximum extent possible."

1.20. The Committee agree with Government that formulation of a comprehensive flood control plan requires collection of enormous field data, carrying out topographical and hydraulic studies, working out the storage capacities, designing and planning of engineering works, etc. It is no doubt a stupendous task but it has to be undertaken to evolve a long-term strategy to fight the menace of floods which, besides causing considerable damage to crops and property, result in untold misery and suffering to the

people. As already pointed out by the Committee, the present practice of formulating piece-meal schemes in desperate hurry after the actual onset of the natural calamity may serve the immediate needs of the situation but can hardly be a long-term solution to the problem of recurring flood havoc. The Committee, therefore, reiterate their recommendation that an "integrated time-bound programme of action on a national scale which should take care of such aspects as flood control drainage, anti-water logging and irrigation", should be formulated as early as possible. This programme may include projects like the National Water Grid in the form of either the "garland canal", or similar linking of rivers. The time has come when such a programme should be undertaken without further delay, with the assistance from international agencies, if necessary.

The Committee feel that there are measures which can be undertaken without waiting for the national project to mitigate the rigour of floods and their damage. One of the important measures that could be undertaken is de-silting of tributaries which originate from the Himalayas and join the Ganga and Yamuna. Even experts agree that if desilting and deepening of the beds of these tributaries are undertaken, there could be a substantial difference in the impact of floods in Yamuna and Ganga. The huge manpower settled along the bank of these tributaries could be mobilised to undertake this task. Other measures like planting the embankments with fast-growing, soil-holding plants would also be helpful. These and other similar labour-intensive programmes could be undertaken immediately in the flood-prone regions. The Committee recommend that both the Central and State Governments should apply their minds and attend to this task with a sense of urgency.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation

Though relief of distress from natural calamities is primarily the responsibility of the State Governments, the Central Government has also been assisting the State Governments in this none-too-easy a task by means of loans and grants, whenever expenditure above certain specified limits, had to be incurred. Prior to the introduction, in April 1974, in pursuance of the Sixth Finance Commission's recommendation, of a revised scheme of Central assistance to meet expenditure on this account, the quantum of Central assistance and the items of expenditure eligible for assistance were governed by the policy guidelines laid down in this regard initially in April 1961 and later revised in September 1966. According to the latter, which were applicable to the period 1969—74, the Central assistance was to be limited to 75 per cent (50 per cent as grant and 25 per cent as loan) of the expenditure considered to be eligible for such assistance after deducting the margins of (committed) expenditure determined by the Finance Commissions and the assistance was also subject to ceilings on component items as well as the entire expenditure. The Committee note with concern that, in spite of the apparently elaborate guidelines for regulating expenditure on distress caused by natural calamities, there has been an alarming increase in the total expenditure as well as the Central assistance on this account during the Fourth Plan period (1969-70 to 1973-74), when as large a sum of Rs. 1046.30 crores (of which the Central assistance amounted to the staggering figure of Rs. 832.78 crores) was spent by the States on relief of distress, as against the corresponding expenditure of Rs. 433.31 crores for the eighteen years preceding the Fourth Plan (1951-52 to 1968-69).

[Sl. No. I (Para 1.38) of Appendix XI, of the Fifth Report (1977-78)
of Public Accounts Committee (6th Lok Sabha)]

Action Taken

The observation of the P.A.C. have been noted.

[Ministry of Finance (Department of Expenditure) O.M. No. 7(23)-PFI/77
dated 13th October 1978]

Recommendation

The steep, and *prima facie* abnormal, rise in relief expenditure and Central assistance, therefore, during this period has been attributed,, *inter-alia*, by the Ministry of Finance (Department of Expenditure) to (a) the two successive and widespread (both in terms of intensity as well as area affected) droughts in 1971-72 and 1972-73, which had weakened the economic condition of the rural population and the consequent need to provide employment on a 'massive scale', (b) the increase in the wages paid to labour engaged on scarcity relief works on account of the inflationary situation, (c) the need to enable the States to cope with the severe calamities without the Plan being unduly eroded and (d) the removal, in 1973, of the ceiling on expenditure on relief works with a view to ensuring that people seeking employment were not denied it on account of financial constraints. It has been contended by the Department that the expectations of the people in the matter of distress relief by Government are constantly on the rise and it would, therefore, be inappropriate to compare the present scale and extent of Government's responsibilities in regard to relief of distress with what happened, in similar circumstances, a decade ago.

[Serial No. 2 (Para 1.39) of Appendix XI of Fifth Report (1977-78) of Public Accounts Committee (6th Lok Sabha)]

Action Taken

The Public Accounts Committee have noted the causes for the steep rise in relief expenditure and Central assistance. No action is called for on the Committee's observations.

[Ministry of Finance (Department of Expenditure) D.O. No. 7(23) PF. 1/77 dated 1st June, 1978]

Recommendation

The Committee are willing to concede that the Central Government has an important and vital role in alleviating the sufferings caused to our people by the vagaries of nature and that the problems involved in dealing with crisis situations like drought, floods, cyclones, etc., are complex and demand a human approach and that the measures necessary to relieve distress in such circumstances cannot await detailed planning and execution. They also recognised the psychological factors involved in such operations and the need to respond adequately and in time to the people's expectations in this regard. Consequently, a certain amount of flexibility and *ad-hocism* is inevitable and, perhaps, even inescapable. Yet, as the succeeding chapters of this report would show the control over and monitoring of relief expenditure were deficient in many respects and the criteria for declaring scarcity, determination of the existence and extent of distress, etc., were

honoured more in the breach than in their observance. After a study of the Supplementary Report of the Comptroller and Auditor General of India for the year 1973-74 (Part I), Union Government (Civil) and an analysis of the evidence tendered before them, the Committee cannot help feeling that greater care and prudence could and should have been exercised in regulating the expenditure on relief of distress from natural calamities and in ensuring that the large sums of money pumped into the economy produced tangible and lasting benefits and that wide aberrations and infructuous activities were avoided. No detailed ex-post assessment also having been made as to how severe the drought or other calamities were in one period as compared to another and to ascertain the extent to which the steep increase in expenditure on distress relief was attributable to higher prices, higher rates of gratuitous relief, higher rates of assistance, etc., the Committee cannot also resist the impression that the total expenditure and Central assistance during the Fourth Plan period was somewhat liberal and even over-generous.

[Serial No. 3 (Para 1.40) of Appendix XI of Fifth Report (1977-78) of Public Accounts Committee (6th Lok Sabha)]

Action Taken

During the Fourth Five Year Plan whenever a natural calamity occurred in a State the Central Government sent a Team consisting of officers of the various Ministries and the Planning Commission to the State for making an on-the-spot study of the situation and recommending the ceilings on expenditure for relief purposes. Central assistance was released to the States in accordance with the recommendations of the Central Teams. Since, under the then prescribed procedure, releases of relief assistance to the States had become a regular and yet a special category of financial flows from the Centre and since need was felt for evolving an optimal permanent arrangement in this respect, the matter was referred to the Sixth Finance Commission to review the policy and arrangement in regard to the financing of relief expenditure by the States affected by natural calamities. The procedure prevalent in the Fourth Plan period was discontinued in pursuance of the recommendations of the Sixth Finance Commission.

[Ministry of Finance (Department of Expenditure) D.O. No. 7(23) PF. I/77 dated 1st June, 1978]

Recommendation

The representative of the Department of Expenditure also conceded during evidence that the various factors enumerated above notwithstanding "one may conclude from the figures that the extent of relief attempted by the State Governments in that period may have been over-generous",

and that "the rate at which relief expenditure was incurred in the Fourth Plan was greater than the resources of the country permitted and appeared to be higher relative to the calamities of that time." He was also candid enough to admit that the excessive expenditure beyond the resources then available to deal with natural calamities in a situation where there were already inflationary pressures, "did play a very substantial part in fuelling the inflation of 1973-74 and 1974-75". It is thus evident that the pumping of large sums of money in an economy unable to absorb them was, in the final analysis, not very beneficial.

As has been pointed out elsewhere in this Report, wages accounted for a major portion of the expenditure and the creation of durable and productive assets which could have sustained the economy in the long run was given a lower priority in the scheme of relief expenditure by most of the States. Besides, as has been pointed out by the Sixth Finance Commission, the mounting expenditure on relief also caused "serious distortions and inequities" in our schemes of federal finance. The Committee are, therefore, of the view that greater financial restraint and discipline should have been ensured by the Central Government. The step that was ultimately taken in April 1974 to curb the somewhat excessive zeal of the State Governments in incurring expenditure on relief, should have been taken earlier when it came to be known that the existing regulatory mechanisms were not functioning properly and effectively.

[Serial No. 4 (Para 1.41) of Fifth Report (1977-78) of P.A.C. (6th Lok Sabha)].

Action Taken

The observations of the Public Accounts Committee have been noted. With effect from 1st April, 1974 the Central Government, in pursuance of the recommendations of the Sixth Finance Commission, have revised the policy and arrangements in regard to the financing of relief expenditure by the States affected by natural calamities.

[Ministry of Finance (Department of Expenditure) D.O. No. 7(23) PF. 1/77 dated 1st June, 1978]

Recommendation

"Apart from the fact that no regulatory measures were initiated in time to check the rising trends of expenditure on relief during the Fourth Plan, what causes greater concern to the Committee is that no critical evaluation has been made to see whether the massive relief expenditure of over a thousand crores of rupees incurred during this period had resulted in tangible and durable benefits. It was indicated to the Committee during evi-

dence that the Finance Ministry had no machinery for such an elaborate economic enquiry and that, if felt necessary, the Planning Commission's Programme Evaluation Organisation could be asked to undertake such a study. Considering the enormity of the expenditure and of the Central assistance extended during the Fourth Plan, the Committee are of the opinion that it would be worthwhile, even at this late stage, to attempt such an evaluation so as to determine what have been the continuing benefits flowing from this investment. Since this would also provide valuable lessons for the future, the Committee desire that the study should be undertaken forthwith and the results intimated to them. They have no doubt that the State Governments too would extend necessary cooperation in such an overall assessment."

[Serial No. 5 (Para 1.42) (1977-78) of the Fifth Report of P.A.C.
(Sixth Lok Sabha).]

Action Taken

The Programme Evaluation Organisation of the Planning Commission has been asked to undertake a study of the continuing benefits accruing from the relief expenditure during the Fourth Plan period.

[Ministry of Finance (Department of Expenditure) D.O. No. 7(23)
PFI/77 dated 1st June, 1978.]

Recommendation

"Though late than never, Government have now revised, with effect from 1st April 1974, the pattern of Central assistance for expenditure on relief of distress from natural calamities. Under the new dispensation, while State Governments are expected to bear the non-Plan expenditure on relief measures from their own resources supplemented by the 'margin money' provided by the Finance Commission, Central assistance is confined to Plan expenditure and given to the States in the form of 'Advance Plan assistance' and is meant to accelerate on-going works of a Plan nature under irrigation, soil conservation, afforestation, roads, drinking water supply schemes, etc. Such dovetailing of relief expenditure with works which would normally be included in the Plans is a welcome step, as this would ensure better application and utilisation of the Central assistance on works of a truly productive nature while subversing, at the same time, the requirements of generation of employment for the drought-affected population.

[Serial No. 6 (Para 1.43) of the Fifth Report (1977-78) of the P.A.C.
(Sixth Lok Sabha)]

Action Taken

The observations of the Public Accounts Committee have been noted.

[Ministry of Finance (Department of Expenditure) D.O. No. 7(23)
PF. I/77 dated 1st June, 1978]

Recommendation

"The Committee have been informed in this connection that, though it is too early to make any specific assessment of the efficacy of the new policy, the experience so far has been by and large satisfactory and that it has helped to introduce the concept of integrating relief and Plan expenditure and to bring about a measure of financial restraint and discipline. The Committee also find that the quantum of Central assistance given during the first two years of the Fifth Plan (1974-75 and 1975-76) was far lower than what was given during the Fourth Plan and amounted respectively to Rs. 49.88 crores and Rs. 35.33 crores (as against the average annual assistance of Rs. 166.55 crores during the preceding five years). While this is certainly a welcome trend the Committee cannot, however, lose sight of the fact that the impact of scarcity was considerably reduced and the requirement of relief was also consequently less in these two years. They would, therefore, like Government to keep a constant and vigilant eye on the functioning of the revised scheme of Central assistance so as to take timely corrective measures whenever found necessary and also to ensure that the requirements of financial discipline and the needs of State Governments in times of real distress are happily blended together and harmonised."

[Serial No. 7 (Para 1.44) of the Fifth Report (1977-78) of the P.A.C.
(Sixth Lok Sabha)]

Action Taken

The Committee's observations that the new policy has brought about a measure of financial restraint and discipline in the States is correct. The amount of Central assistance given to the States for expenditure necessitated by natural calamities during the last 4 years is shown below:

<i>Year</i>	<i>(Rs. crores)</i>
1974-75	49.88
1975-76	35.33
1976-77	72.91
1977-78	148.54

The spurt in the amount of Central assistance in 1977-78 was due to the unprecedented situation caused by disastrous cyclones in Andhra Pradesh

and Tamil Nadu. A close watch is being kept on the functioning of the new policy and arrangements. The 7th Finance Commission has also been asked to review the policy and arrangements in regard to the financing of relief expenditure by the States affected by natural calamities and suggest such modifications as it considers appropriate in the existing arrangements, having regard, among other considerations, to the need for avoidance of wasteful expenditure.

[Ministry of Finance (Department of Expenditure) D. O. No. 7(23)
PH.I/77 dated 1st June, 1978]

Recommendation

The Committee regret to note that in spite of considerable time having elapsed, it has not so far been possible to effect adjustments of grants and loans given by the Central Government to the States for relief measures on a provisional basis and finalise the accounts thereof. As would be evident from the correspondence exchanged in this regard between the Finance Ministry and Audit, which has been discussed earlier (*Vide* paragraphs 1.35 to 1.37), the question appears to be fraught with a number of problems, a satisfactory solution to which is yet to be found.

While the Committee desire that this long outstanding problem should be resolved satisfactorily, without of course sacrificing the fundamental objectives, with all possible expedition, they cannot help feeling that many of the problems now encountered would not have arisen at all or resisted solution for so long had Government taken the initiative in 1961 or last 1966 (when the policies in regard to Central assistance were spelt out) to settle, in advance with the Comptroller and Auditor General, a satisfactory method of accountal or relief expenditure after taking into account all the factors and difficulties involved. It is surprising, to say the least, that this was not done.

[Serial No. 8 (Para 1.45) of Fifth Report (1977-78) of the P.A.C.
(Sixth Lok Sabha)]

Action Taken

The matter regarding finalisation of Central assistance given to the States on a provisional basis for relief of natural calamities has been the subject of correspondence between the Ministry of Finance (Department of Expenditure) and the Office of C. and A. G. The best solution would have been to settle these accounts on the basis of audited figures of ex-

penditure. However, it has not been possible to finalise the accounts of Central assistance on the basis audited figures of expenditure, even when restricted to the assistance in the form of grant-in-aid. At the same time, the Government cannot take a view entirely in an *ad-hoc* manner but will have to be guided by certain objective criteria which will reduce to the minimum extent possible the area purely for exercise of Government's discretion. The Government have, therefore, approached the Comptroller and Auditor General for advice regarding course of action to be adopted so that, as desired by the Public Accounts Committee, this long outstanding problem could be resolved satisfactorily, without sacrificing the fundamental objectives, with all possible expedition.

[Ministry of Finance (Department of Expenditure) D. O. No. 7(23)
PF. I/77 dated 1st June, 1978]

Recommendation

The need for maintaining a regular and efficient channel of information to detect impending distress and being in a state of preparedness to tackle situations arising from natural calamities, cannot be over-emphasised. It is equally important to prescribe suitable criteria and guidelines for determining the nature and extent of calamity and the measures necessary for quickly and effectively relieving distress while at the same time exercising adequate and proper control over the requirements and utilisation of funds for relief expenditure. The Committee are, however, surprised to learn that as many as nine States (Andhra Pradesh, Assam, Haryana, Himachal Pradesh, Jammu and Kashmir, Manipur Meghalaya, Nagaland and Tripura) have as yet no famine codes or scarcity manuals of their own dealing with the *modus operandi* of relief administration. While Andhra Pradesh has adopted for the purpose the Madras Famine Code and the Hyderabad Scarcity Manual and Himachal Pradesh the code in force in neighbouring Punjab, the States of Assam, Haryana and Jammu and Kashmir follow the executive instructions or rules on the subject issued from time to time. Meghalaya and Tripura, on the other hand, follow respectively the executive instructions issued by the State Government of Assam and the instructions issued by the Government of India. It has, no doubt, been claimed by the Finance Ministry's representative that even those States which have only framed rules governing relief operations have been regulating their expenditure on the basis of well-established norms and that there was, therefore, no reason to suppose that the absence of codes and manuals had been responsible for the excessive expenditure on relief during the Fourth Plan. Nevertheless, judging from the instances cited by Audit (which have been discussed in detail in a later section of this Report) of lack of advance preparation for dealing effectively with natural calamities, infructuous expenditure, etc. the Committee cannot help

feeling that a proper and systematic codification or manualisation of the norms and principles governing the regulation and monitoring of relief operations and expenditure might have, perhaps, improved matters and ensured better results. They therefore, desire that the Central Government should take up suitably with the State Governments concerned the question of bringing out, without further loss of time, necessary famine codes and scarcity manuals containing well-defined criteria and clearly laid down procedures for the conduct of relief operations.

[S. No. 9 (Para 2.42) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha)]

Action Taken

The contents of the Recommendation of the PAC have been brought to the notice of State Governments of Andhra Pradesh, Assam, Jammu and Kashmir, Manipur, Nagaland, Tripura, Haryana, Himachal Pradesh and Meghalaya, *vide* letter No. 3-10/76-SR dated June 2, 1978 for taking necessary action to bring out the necessary famine codes/scarcity manuals.

A Committee representing concerned Departments of Government of India and some States has also been set up for preparation of a model manual covering all important aspects of the assistance to be provided to the people affected by natural calamities. On receipt of the report of the Committee, the model manual will be circulated to the concerned State Governments for their guidance.

[Ministry of Agriculture and Irrigation (Department of Agriculture)
O.M. No. 12—1/77—S.R., dated 1st June, 1978.]

Recommendation

The Committee have been informed that some State Manuals and Codes were brought out "a very long time ago" (in Tamil Nadu, for instance, the Famine Code as it was in force prior to 1947 is still in vogue, which has in turn been adopted in the Andhra region) when the emphasis on relief operations as well as the socio-economic conditions of the people were different. While some States Governments are stated to have modified these manuals from time to time to suit the changing circumstances, the representative of the Finance Ministry conceded during evidence that in view of the fact that people today expected a greater degree of assistance and relief than they were satisfied with fifteen years ago and Government were also inclined to extend more specific assistance like supply of seeds, provision of fortified food for children, etc. for ameliorating distress from natural calamities, the internal codes of the States "have to

be brought uptodate to enable full use to be made" of the forms of assistance now available. This underscores the urgent need for a review of the provisions contained in the famine codes or scarcity manuals of various States and their revision in the light of the changed circumstances and in order to obviate the need for ad-hoc measures in times of distress.

[Sl. No. 10 (Para 2.43) of Appendix XI of the Public Accounts Committee (1977-78) Fifth Report (Sixth Lok Sabha)]

Action Taken

The concluding parts of the Recommendation of the PAC alongwith a copy of the background paper prepared earlier on the subject have been brought to the notice of all State Governments *vide* D.O. letter No. 3-10/76 SR dt. 13-3-78 from Secretary, Departments of Agriculture & Rural Development to the Chief Secretaries for taking suitable action to review the provisions contained in the Famine Codes and Scarcity Manuals in the light of the changed circumstances and in order to obviate the need for *ad hoc* measures in times of distress. A reminder has also been sent on 23-5-78 at the level of Additional Secretary.

A Committee representing concerned Departments of the Government of India and some States has also been set up for preparation of a model Manual covering all important aspects of the assistance to be provided to the people affected by natural calamities. On receipt of the report of the Committee, the model manual will be circulated to the State Governments for their guidance.

The Department is vigorously pursuing the matter with the State Governments to review the existing Famine Codes and Scarcity Manuals.

[Ministry of Agriculture and Irrigation (Department of Agriculture)
O.M. No. 12—1/78—SR. dated 5th June, 1978.]

Recommendation

That the existing provisions and procedures in some States are not comprehensive or adequate is also evident from the innumerable instances cited by Audit of variations between the procedures outlined in the manuals and those actually followed, of different norms adopted for the assessment of scarcity conditions, absence of criteria for assessment of the existence and extent of distress, etc. For instance, as has been pointed out elsewhere in this Report, the Government of Rajasthan have not prescribed the criteria on which scarcity conditions are to be assessed. Similarly, the Government of Uttar Pradesh and Karnataka have also not laid down the basis to be adopted in determining the existence and extent of distress. Again, in Orissa, Collectors were authorised to select areas for

starting relief operations on certain principles which were changed from time to time. The Committee would, therefore, recommend that the matter may be pursued with the State Governments so as to have their famine codes and scarcity manuals updated to provide suitably for the changes in emphasis that have taken place in recent times so that the forms of relief and assistance available are precisely identified and the people also know what assistance they can look forward to in the event of natural calamities.

[Sl. No. 11 (Para 2.44) of Appendix XI of the Public Accounts Committee (1977-78) Fifth Report (Sixth Lok Sabha)]

Action Taken

The concluding part of the Recommendation of the PAC along with a copy of the background paper prepared earlier on the subject have been brought to the notice of all the State Governments *vide* D.O. letter No. 3-10/76-SR dt. 13.3.1978 from Secretary, Departments of Agriculture & Rural Development to the Chief Secretaries for taking suitable action to review the existing Codes and Manuals in the light of *inter alia* aforesaid recommendation of the P.A.C. A reminder has also been sent on 23-5-78 at the level of Additional Secretary.

A Committee representing concerned Departments of the Government of India and some States has also been set up for preparation of a model Manual covering all important aspects of the assistance to be provided to the people affected by natural calamities. On receipt of the report of the Committee the model manual will be circulated to the State Governments for their guidance.

The Department is vigorously pursuing the matter with the State Governments to get their Famine Codes and Scarcity Manuals up to date.

[Ministry of Agriculture and Irrigation (Department of Agriculture)
O.M. No. 12-1/78—SR, dated 5-6-1978]

Recommendation

That the question of evolving a more unified set of codes and manuals had been agitating also the Central Government is evident from the fact that a background paper containing guidelines for relief of distress caused by natural calamities, prepared in consultation with the Finance Ministry and the Planning Commission, had been circulated in December 1973 by the Department of Agriculture to the State Governments for their consideration and further discussion. The proposal, however, was not followed up as the State Governments had not evinced much enthusiasm for Central guidance in this field. In this context, it was stated by the representative of the Finance Ministry that while that Ministry did not have any fixed views on this question, they felt that with the changes introduced in the

pattern of Central assistance from April, 1974, according to which the Centre's new role was only to provide finance for accelerated Plan schemes under a well-defined pattern, the need for a uniform famine code was no longer a matter of urgency. It has also been contended that as the question of providing relief in times of distress was essentially the State's responsibility, the Central Government's intervention in this regard was hardly necessary. The Committee, are however, unable to accept these pleas. First, the mere fact that the pattern of Central assistance has been changed does not materially affect the position in view of the fact that Central financing of the States' expenditure on relief is only one aspect of the whole gamut of relief administration. Besides, if as stated now, the need for uniform guidelines had disappeared, it is somewhat difficult to reconcile the subsequent revival of the proposal in January, 1976, when a slightly modified version of the earlier background paper had been circulated to the State Governments for appropriate action. As regards the argument that relief of distress is essentially the responsibility of the State Governments, the Committee are of the view that the Central Government also has an important role to play in this regard and it cannot absolve itself entirely of all responsibility in what is essentially a gigantic national task. Rather than adopting a purely legalistic stand on this question, the Centre should take the lead and evolve a set of guidelines and principles. Since an exercise in this regard has already been carried out by the Central Government, it should not be too difficult to meet the Committee's desire on this important issue by conclusively following it up with the State authorities so as to have agreed guidelines and principles for dispensing relief to the people in times of floods, drought and other natural calamities.

[S. No. 13 (Para 2.46) of Appendix XI of the Public Accounts Committee (1977-78) Fifth Report, (Sixth Lok Sabha)]

Action Taken

The contents of the recommendation of the P.A.C. alongwith copy of the guidelines to the States for dealing with natural disaster have been brought to the notice of the State Governments *vide* d.o. letter No. 12-1/78—SR dated 29th May, 1978 for taking necessary action to review the existing Codes/Manuals.

A Committee representing concerned Departments of the Government of India and some States has also been set up for preparation of a model manual covering all important aspects of mitigating the distress caused by natural calamities. On receipt of the report of the Committee, the model manual will be circulated to the State Governments for their guidance.

[Ministry of Agriculture and Irrigation (Department of Agriculture)
O.M. No. 12-1/78—SR. dated 15-6-1978]

Recommendation

The Committee find that the existing system of reporting the nature and extent of a natural calamities suffers from a number of deficiencies. In most States, no systematic procedure seems to have been followed by district officers reporting on the drought, flood, cyclone, with full details collected from different sources checked by senior officers and leading, in turn, to an assessment by the State Government on the nature of calamity, its severity, areas affected and decisions on the type and quantum of assistance, required. It is observed that mostly reports were either not received from district officers or, if received, were lacking in essential details. There were wide variations in the information collected by different district officers or even by the same authority on different occasions. Quite often, the initiative for declaring scarcity or starting relief operations came from the State Govts. and not from district officers who are expected to watch assess and report. The Committee have also noted that decisions by State Governments were not always based on information contained in reports of district and other officers. Statistics of rainfall, crop production, etc. compiled by various authorities, were, on a few occasions, different from the assessment on which relief measures were initiated. In actual implementation, relief measures were sometimes implemented in areas not identified as affected by the calamity. The States, where some of these deficiencies have been noticed, are Andhra Pradesh, West Bengal, Rajasthan, Bihar, Gujarat, Madhya Pradesh, Karnataka, Uttar Pradesh and Maharashtra. Commenting on these deficiencies, the Ministry of Finance have observed: "Even though there may have been deficiencies in the existing system of reporting, in so far as the Central Govt. is concerned, uniformity used to be ensured through the media of Central Teams." They have also pointed out in this connection that, as relief of distress caused by natural calamities is the responsibility of the State Governments, the figures given in the Memorandum submitted by State Governments to the Central Teams are taken as authoritative and that, if any discrepancy is noticed between the figures sent by district officers and other, the same are, the Committee have been assured, brought to the notice of the State Governments concerned and a firm figure obtained. However, if the specific instances of discrepancies in the extent and nature of calamities reported by different agencies highlighted in the Audit Report are any indication, the situation does not appear to be entirely satisfactory and suitable corrective measures seem necessary. Stressing the national importance of the subject, the Committee would recommend that the Central Government should take the initiative and ensure that a system is devised by which natural calamities and their extent as well as the relief measures necessary

are reported upon with the utmost expedition and in as accurate a manner as possible so as to enable prompt and appropriate measures being taken to alleviate distress.

[S. No. 14 (Para 3.59) of the Fifth Report (1977-78) of P.A.C. (Sixth Lok Sabha)].

Action Taken

The recommendations of the Public Accounts Committee have been noted and have been brought to the notice of the State Governments by the Department of Agriculture. That Department has also prescribed a detailed proforma about the manner in which the State Governments have to indicate the nature and extent of the natural calamities in their Memoranda to the Government of India.

[Ministry of Finance (Department of Expenditure) D.O. No. 7(23)/PFI/77 dated 1-6-1978]

Recommendation

The Committee find that of the amount of Rs. 543.86 crores incurred on relief works by nine States (Maharashtra, Rajasthan, Gujarat, Andhra Pradesh, West Bengal, Karnataka, Orissa, U.P. and Bihar) during the Fourth Plan (April 1969 to March 1974) as much as 61 per cent (i.e. Rs. 336.78 crores) was spent on unproductive works like roads and metal breaking. It was admitted during evidence that "these works, as one might put it, were roads from nowhere to nowhere". Some of these works it was stated, had no relation to the 20 years Road Development Programme. The expenditure has been sought to be justified because "it was essential to provide employment close to distressed people's places of living." According to the representative of the Ministry of Shipping and Transport, the entire expenditure cannot be described as wasteful because part of that expenditure was on metal breaking at quarries which at least was put to productive use. From the figures made available to the Committee, it has been noticed that of the metal broken and collected during the Fourth Plan the utilisation was hardly 18.9 per cent in Maharashtra, 55 per cent in Gujarat etc. The Committee would like to point out that the utilisation of stone metal was the lowest in a State like Maharashtra which spent the highest amount (Rs. 140.19 crores) on this account.

In this connection, it is pertinent to recall the statement of the representative of the Ministry of Finance during evidence that "the Central Teams also in many cases have clearly advised the State Governments to concentrate on works other than roads making and metal breaking" and in Government's view money should be spent preferably on on-going medium and minor projects. The Central Team which visited Rajasthan in 1969 has unequivocally stated that "it is better that instead of roads more productive works are carried out". Despite the awareness, on the part of the Government, of the relatively little or no returns from relief operations of this nature, the Committee note with surprise that the major portion of the expenditure of Rs. 336.73 crores was incurred by nine States on roads and metal breaking during the Fourth Plan. The amount spent on irrigation accounted for only 18 per cent of the total expenditure on relief works. The Committee cannot view with equanimity the preponderant emphasis that was placed on road building and metal breaking works without adequate attention being paid to their long term utility.

The Committee concede that it may not always be practicable in a crisis caused by a natural calamity, to ensure that only works of a durable nature are undertaken to provide relief employment. They would, however, urge that, as far as possible, the relief measures should be suitably integrated with on-going plan schemes or schemes which might have been deferred on account of financial constraints, so that funds allocated for distress relief are utilised more gainfully and serve the dual objective of alleviating distress as well as creating durable and lasting assets which would in turn mitigate if not altogether eliminate, the adverse effects of future natural calamities which may occur. This could be achieved by adequate advance planning and the preparation of a shelf of schemes (referred to later in this Report) to be utilised in the event of a calamity.

[S. No. 15 (Para 4.91) of Fifth Report (1977-78) of the P.A.C
(Sixth Lok Sabha)]

Action Taken

With effect from 1-4-1974, a new policy and arrangements for financing the relief expenditure in the States were adopted on the recommendations of the Sixth Finance Commission. According to this new policy, the relief measures are suitably integrated with the on-going plan schemes or schemes which might have been deferred on account of financial constraints. The Planning Commission in the guidelines sent to the State Governments for formulation of the Fifth Five Year Plan and the annual Plans had specifically requested the States and the Union Territories to prepare contingency plans for areas which are repeatedly affected by natural calamities. These contingency plans were to consist of specifically

designed schemes, located in drought/flood prone areas, so that these schemes could be taken up or accelerated in the event of occurrence of natural calamities. Thus, the existing policy and arrangements in regard to financing of expenditure necessitated by natural calamities are designed to achieve the objective of dovetailing relief expenditure with Plan schemes. However, in order to emphasise this aspect and to impress upon the States the need for preparedness to deal with a natural calamity, the observations/recommendations of the P.A.C. have been brought to the notice of the State Governments and the State Governments have been requested to prepare a shelf of projects for the areas prone to Drought/Floods etc. so that these schemes may be taken up for execution immediately on occurrence of a natural calamity.

[Ministry of Finance (Department of Expenditure) D.O. No. 7 (23)/
P.F.I. dated 1-6-1978]

Recommendation

A striking feature revealed by analysis of expenditure on irrigation is that though funds were allocated in some States to major and medium projects to accelerate their completion and to provide relief employment, the States were not able to make headway in achieving the underlying objective. For instance in one State the largest number of persons employed on four irrigation projects was around 31,000 (July, 1973) as against its intention to employ 1,00,000 persons.

In another State, though the State Government spent a sum of Rs. 10.56 crores from relief funds on three irrigation projects including the State Electricals Board, the money was stated to have been spent on material intensive works in progress.

In yet another State, the Committee learnt that though more labourers could have been employed on 11 out of 15 major irrigation projects in the States, only 69,000 labourers were employed.

Though the attempts by these States have not gone very far in achieving the objective, the fact that these States did make attempts in direction should commend itself to other States. The Committee would, however, recommend that the Government should identify the factors responsible for the limited success of the schemes for integrating measures for relief employment with on-going major and medium irrigation schemes. Such an exercise might lead to a greater success of the scheme in the event of a natural calamity.

The Committee stress that consistent with economy and the resources available every effort should be made by State Governments to provide

relief employment to maximum number of people, hit by drought conditions etc. on irrigation projects (major, medium and minor etc.).”.

[S. No. 16 (Para 4.92) of the Fifth Report (1977-78) of the P.A.C.
(Sixth Lok Sabha)]

Action Taken

The observations of the Public Accounts Committee have been noted. The State Governments have been requested to identify the factors responsible for the limited success of the schemes for integrating measures for relief employment with on-going major and medium irrigation schemes so that suitable lessons may be derived for achieving greater success in the event of future natural calamities.

The recommendation of the P.A.C. regarding employment of maximum number of people, hit by drought conditions etc. on irrigation projects has also been brought to the notice of the State Governments.

[Ministry of Finance (Department of Expenditure) D.O. No. 7(23)/
PF. 1/77 dated 1-6-1978]

Recommendation

The Committee find that while, on the one hand, relief funds running into crores of rupees were being spent on unproductive works like roads and metal breaking causing depletion of plan resources, there were instances on the other hand of under-utilisation and non-utilisation of other funds which, if gainfully spent, might have provided greater employment opportunities to the people in distress. To quote a few instances, of the Rs. 67.78 crores provided for 32 plan and non-plan schemes in the budgets of Andhra Pradesh for the years 1971-72 to 1973-74, Rs. 12.43 crores were surrendered. In West Bengal out of the provision of Rs. 22.24 crores for employment-oriented schemes like the Drought-Prone Areas Programme, Crash Scheme for rural employment etc. for the years 1970-71 to 1973-74, Rs. 7.09 crores remained unspent. Government of Bihar is reported to have surrendered Rs. 4.16 crores out of Rs. 5.49 crores allotted for employment oriented schemes during 1971-72 and 1972-73. The Ministry of Finance have tried to explain that surrender of funds under one item should not be viewed in isolation but should be considered alongwith excess expenditure on other items. The Committee were informed that as on 29 April, 1972, the States had an accumulated over-draft of Rs. 641.92 crores which had to be cleared by the Centre through special loans. The Committee concede that but for such surrenders of funds, the cumulative deficit/overdraft of States would have been even larger than what it was. But the fact cannot be gainsaid that such a practice has a baneful effect on

the resources position of the Government. While on the one hand government is hardput to find resources for assisting the States to tide over the difficult situations created by natural calamities, the States on the other hand surrender funds because of the lack of meaningful projects to expend the sums thereon. The Committee therefore would urge that funds earmarked for employment-oriented schemes may be utilised by the States to the maximum extent possible in keeping with the Government's aims of finding productive jobs for the unemployed millions.

[S. No. 17 (Para 4.93) of Fifth Report (1977-78) of the PAC
(Sixth Lok Sabha)]

Action Taken

The observation of the Public Accounts Committee have been noted and brought to the notice of the State Governments.

[Ministry of Finance (Department of Expenditure) D.O. No. 7(23)
PF. 1/77 dated 1-6-1978]

Recommendation

The Committee note that the main responsibility of a Central team is to make an on-the-spot assessment of the situation created by the natural calamity, determine the nature and extent of relief measures that the State would have to take to cope with the situation and to recommend the ceilings of expenditure for various purposes which should qualify for central assistance. In their report, the Sixth Finance Commission had expressed the view that by and large the findings of the Central Teams "tend to be of an impressionable nature" because in their view these teams were constituted at short notice, were composed of representatives drawn from various Ministries only, and undertook only brief visits. The Secretary, Ministry of Finance (Department of Expenditure) has admitted during evidence that during their brief visits to States which generally ranged from 3 to 7 days these teams neither scrutinised the works in progress nor the extent of actual damage done by a calamity. It was also revealed during evidence that these teams did not check in detail the propositions made in the Memorandum submitted by a State Government to back its claim for Central assistance.

The Secretary, Ministry of Finance, in his evidence before the Committee has drawn pointed attention to the fact that the Central Team holds "a general discussion at the official level between the senior officers of the States concerned and the Central Team followed usually by some kind of a visual inspection of the damage done". He has reminded the Committee of the fact that "we are dealing as a part of the constitutional set-up in the country, as Central Government with the State Governments, the

State Legislatures, the State Ministers and the State Executives." It would appear that the Central Teams, play at present a very limited role in the matter of assessing the damages as also the financial assistance that would be needed by the States to cope with the situation.

The Committee would like Government to consider how the assessment by the Central Team could be made more pertinent and informative so as to see that the agreed objective of expending relief on approved Plan schemes to provide gainful employment to drought hit people was better achieved.

[Serial No. 18 (Para 4.94) of Fifth Report (1977-78) of the P.A.C.
(Sixth Lok Sabha)]

Action Taken

The Department of Agriculture, in consultation with the other concerned Departments, have formulated the guidelines for the members of the Central Study Team. The recommendations of the Public Accounts Committee have been kept in view while formulating these guidelines.

[Ministry of Finance (Department of Expenditure) D.O. No. 7(23)P.F.I./
77 dt. 1-6-1978]

Recommendation

The Committee note that in their Report, the Sixth Finance Commission (1973) had observed that the practice of keeping ready a list of works "appears to have fallen into disuse in many states". Though Collectors were expected to prepare and keep ready a shelf of relief works which could be started at short notice, such an exercise was not done in most of the States even in districts which had repeatedly been affected by drought, floods or cyclones in the past, with the result that there were delays in selection and commencement of relief operations and even where works were started, these were not systematically progressed and completed. Admitting during evidence that "these criticisms in detail are correct", the Secretary, Ministry of Finance has explained that with the change in the pattern of Central assistance, the schemes would be included in the Plan and therefore the question of their being left incomplete would not arise.

[Serial No. 19 (Para 4.95) of Fifth Report (1977-78) of the P.A.C.
(Sixth Lok Sabha)]

Action Taken

The observations of the Public Accounts Committee have been noted and have also been brought to the notice of the State Governments for necessary action.

[Ministry of Finance (Department of Expenditure) D.O. No.
No. 7 (23) P.F.I./77 dated 1-6-1978]

Recommendation

The Committee concede that relief of distress caused by natural calamities is primarily the responsibility of the States and that with the change in the pattern of Central assistance for relief measures effective from April, 1974, the role of the Central Government has become further limited. However, keeping in view the fact that large areas of the country are prone to natural calamities, and the importance of a coordinated national effort, the Committee would suggest that Central Government should, using its good offices, emphasise on the States the need "to see that detailed schemes for providing durable infrastructure facilities for development in these districts/areas, as per plan, are prepared and kept ready in advance so that these could be put into operation without delay to provide gainful employment for the needy in times of distress."

[Serial No. 20 (Para 4.96) of Fifth Report (1977-78) of the P.A.C.
(Sixth Lok Sabha)]

Action Taken

The observations of the Public Accounts Committee have been noted and brought to the notice of the State Governments and the Planning Commission for necessary action.

[Ministry of Finance (Department of Expenditure) D.O. No. 7(23)P.F.I./
77 dt. 1-6-1978]

Recommendation

The Committee are perturbed to note that even though State Manuals prohibit employment of contractors for execution of relief works, except under certain circumstances, so that relief is provided directly to the affected population and intermediaries are avoided, some of the States, e.g. Andhra Pradesh, Maharashtra and Bihar had been entrusting relief works to private contractors who, it is understood, made sizeable profits in the process. As pointed out by Audit, a Central Study Team which visited the State of Andhra Pradesh had assessed that out of Rs. 22 crores spent on relief works during 1972-73, as much as Rs. 2 crores or so had gone as profit to contractors and intermediaries and to that extent reduced the amount of relief available to those affected. The Team also pointed out that the contractors were making profits which, in some cases, were as high as 15 per cent. The representative of the Ministry of Finance explained during evidence that 15 per cent margin did not consist entirely of profit and that even if Government were to handle these works departmentally, there would have been a 12 per cent Government supervision charge. The representative, however, assured the Committee that the observations of the Central Study Team about the contractor's profit to the tune of Rs. 2 crores would be gone into.

The Committee have been given to understand that from April 1974, there will be no distinction as such between relief works and the plan works. It is also understood that the States are free to entrust their plan works to any agency including the contractors. The Committee learn during evidence that even prior to April, 1974 no guidelines were issued by Government on this subject.

The Committee need hardly point out that it would obviously be better to maximise the percentage of resources devoted to the actual implementation of the schemes in the field by reducing the overheads on departmental charges, contractors agencies etc. The Committee would like the Government to review the matter in detail and lay down suitable norms in this behalf.

[Serial No. 22 (Para 4.98) of Fifth Report (1977-78) of the PAC
(Sixth Lok Sabha)]

Action Taken

The observations of the Public Accounts Committee have been noted and brought to the notice of the State Governments with the request that they may review the matter and lay down suitable guidelines/norms with a view to ensuring that resources devoted to the actual implementation of the different types of schemes in the field are maximised and over-heads on departmental charges, contractors' agencies etc. are reduced as far as practicable.

The Government of Andhra Pradesh have been requested to look into the case of earning of about Rs. 2 crores of profit by the contractors and intermediaries out of the expenditure of Rs. 22 crores on relief works in 1972-73.

[Ministry of Finance (Department of Expenditure) D.O. No. 7(23)/
P.F.I./77 dated 1-6-1978]

Recommendation

The Committee note that during the five years ending March, 1974, the State Governments spent as much as Rs. 110.68 crores on 'Gratuitous Relief' including cash doles to disabled and indigent persons, free or concessional supply of food, clothes and similar items. The States which spent the largest amounts on this account are Uttar Pradesh (Rs. 29.77 crores), West Bengal (Rs. 27.88 crores) and Bihar (Rs. 18.28 crores). The Committee understand that as early as 1953 Government of India had decided the decision was reiterated in 1966 that gratuitous relief should be given only to disabled and like persons who were unable to work. In their discussions with the States, the Central Teams had also been cautioning the States against spending larger amounts on doles and gratuitous relief. The Committee are, however, concerned to note that

despite repeated advice from the Central Government, the States have been spending on gratuitous relief liberally.

[Serial No. 23 (Para 5.23) of Fifth Report (1977-78) of the PAC
(Sixth Lok Sabha)].

Action Taken

The observations of the Public Accounts Committee have been noted and have been brought to the notice of the State Government.

Ministry of Finance (Department of Expenditure) D.O. No. 7 (23)
/P.F.I/77 dated 1-6-1978].

Recommendation

The Committee also find from the Audit Report that the scope, scale and the principle governing grant of gratuitous relief vary from State to State. In certain States e.g., Bihar, Uttar Pradesh, Jammu & Kashmir the principle of gratuitous relief has been extended of fires in which houses of many people are burnt. In certain States notably West Bengal, gratuitous relief was even treated as a social service payment which was distributed almost every year whether there was a calamity or not. Though with the change in the pattern of Central assistance from April 1974, expenditure on gratuitous relief is met by the State themselves, the Committee would like the Central Government to evolve, in consultation with State Governments, guidelines and principles for the grant of gratuitous relief and commend them to the State Governments for observance. This would make for uniformity of approach to the problem.

[Serial No. 24 (Para 5.24) of Fifth Report (1977-78) of the P.A.C.
(Sixth Lok Sabha)]

Action Taken

The Department of Agriculture have constituted a Committee for preparing the model manual. The recommendations of the Public Accounts Committee would be kept in view while laying down in the model manual the guidelines and principles for the grant of gratuitous relief.

[Ministry of Finance (Department of Expenditure) D.O. No. 7(23)/
P.F.I/77 dated 1-6-1978]

Recommendation

As the Audit Report shows besides undertaking Relief Works for and providing Gratuitous Relief to the people in distress, State Governments have been taking 'other relief measures' like provision of drinking water,

cattle preservation, supply of fodder, seeds, fertilisers, grants to, or relief schemes for weavers, artisans and others, remission of revenue, reimbursement of tuition fees, medical relief, repairs to public properties, such as irrigation sources, buildings and roads, grants for reconstruction of damaged houses and grants for repair of school buildings. The expenditure on these measures amounted to Rs. 142.40 crores during the five years April 1969 to March 1974. The Committee are distressed to note that, as pointed out by Audit, there were delays and even deficiencies in the administration of such measures.

The Committee need hardly emphasise the need for the administration of relief measures in a manner that ensures timely but adequate relief to the people in distress. The Committee desire that the attention of the State Governments may be drawn to the defects in the administration of relief pointed out by the Audit for studying their cases and drawing lessons therefrom to avoid them in future.

[Sl. No. 25 (Para 6.25) of Fifth Report (1977-78) of the P.A.C. (Sixth Lok Sabha)].

Action Taken

The observations of the Public Accounts Committee have been noted and have been brought to the notice of the State Governments.

[Ministry of Finance (Department of Expenditure) D.O. No. 7 (23) P.F.I./77, dated 1-6-1978]

Recommendation

In February, 1970, the Government of India decided to launch what was then known as the Rural Works Programme (later renamed as the Drought Prone Areas Programme in January, 1972) as a non-plan Central Sector programme with an outlay of Rs. 100 crores during the Fourth Five Year Plan ending March, 1974. The Committee find that the State Governments were asked on 17 April, 1970 to compile by 30 April, 1970 (within a short span of 13 days) detailed estimates for schemes to be executed in 1970-71. Though it was explained to the Committee during evidence and in written replies that the sectors including in the programme were such for which advance planning was normally done at district level, the Committee have no doubt in their mind that the time of 13 days allowed to the State Government to undertake these tasks was unjustifiably short keeping in view the fact that preparation of estimates involved identification of areas in the selected districts which deserved attention, selection of appropriate schemes of works keeping in view the priorities of the programme and creation of suitable coordinating machinery etc.

[S. No. 26 (Para 6.142) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha)]

Action Taken

Drawing on the experience of the Fourth Plan, considerable advance action was taken during 5th Plan in regard to project formulation. The State Governments sent guidelines in July, 1973 itself *vide* this Ministry's D.O. No. 13(2)/73-DPAP. The State Governments were also requested to set up a separate agency for planning coordination and monitoring of the Programme in each district. A letter to this effect was sent in Sept., 1973 *vide* this Ministry's D.O. No. 13(3)/73-DPAP. Guidelines were also issued in regard to formulation of proposals for irrigation, afforestation schemes etc. Before issuing sector-wise detailed guidelines on the preparation of the project Report and its various components, the Department itself took up an assignment of preparation of a project report for Anantapur district in collaboration with the State Government and district authorities.

In regard to the details pages 73 to 253 of the compendium of instructions of Drought Prone Areas Programme copies of which have already been furnished to P.A.C. may be seen.

[Ministry of Agriculture and Irrigation (Department of Rural Development) D.O. No. 26(31)/77-DPAP, dated 17-7-1978]

Recommendation

Yet another area of planning where the State Governments were asked by the Government of India to move faster than they could was preparation of Master Plans for schemes to be launched under the Drought Prone Areas Programme. State Governments were asked on 17 April, 1970 to draw up the Master Plans by 30 September, 1970 so that these could be discussed by the Central teams in October and November, 1970 and submitted to the Govt. of India by December, 1970. The representative of the Department of Rural Development has stated during evidence that the reason for having such a tight schedule was that the Government of India were anxious to introduce the programme from the financial year 1970-71 itself. The Committee were informed by the Department that the period of six months allowed for preparation of Master Plans was "at that time considered adequate". Whatever may have been the justification for laying down this tight time limit, the fact that Master Plans were prepared for only 9 districts in 1970, 42 districts in 1971, 12 districts in 1972 and 8 districts in 1973 proves eloquently that the time allowed to States for

this exercise was utterly inadequate, especially when some of the States lacked technical staff for formulation, scrutiny and finalisation of Master Plans. The Committee are left with the impression that the preliminary work on the programme was undertaken without adequate preparations therefor.

[S. No. 27 (Para 6.143) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha)].

Action Taken

The views of the Department regarding the time given for preparation have already been placed before the Committee. The observations of the Committee are noted.

[Ministry of Agriculture and Irrigation (Department of Rural Development) D.O. No. 26 (31)/77-DPAP dated 9-8-1978]

Recommendation

The Committee find that the Rural Works Programme had a chequered course from its very inception. It was launched in the year 1970-71. In January, 1972, it was re-named as Drought Prone Areas Programme. In 1972-73 its classification was changed from non-plan programme to a Plan scheme. The programme was re-oriented by changing its emphasis from the creation of employment opportunities to undertaking of development works. Before the programme as re-oriented could even gather some momentum, the Government of India advised the State Government telegraphically on 17 July, 1973 to stop all programmes except irrigation schemes, thus bringing to a sudden halt all soil conservation, afforestation and road works in progress under the programme. This step was stated to have been taken because of then prevailing financial stringency. Later, the Government of India (Department of Agriculture) informed all State Government on 19 October, 1973 that Central Assistance (Rs. 11.38 crores) released for 1973-74 was to be reckoned against expenditure already incurred by States till July, 1973 and any balance of the allotment left over could be utilised on minor irrigation works after July 1973 till March, 1974. State Governments were also requested to complete the incomplete works out of their own resources. As pointed out by Audit, the effect of the telegram of July, 1973 followed by the circular letter of October, 1973 was that many works were left incomplete, work on a large number of which was not resumed later. The Committee feel that the action of the Government in suddenly stopping all schemes except irrigation schemes in July, 1973 was to say the least, precipitous. The financial situation which prompted the Government to take the steps could not have cropped up suddenly in 1973 and, therefore, if it was intended to force close the programmes it should have been phased out suitably, and the States should have been forewarned. As matters stood, all activities except minor irrigation works came to an abrupt halt.

[S. No. 28 (Para 6.144) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha)].

Action Taken

During the Fourth Plan, afforestation, soil conservation, irrigation and road schemes were taken up. Due to budgetary constraints schemes other than irrigation schemes were partly affected during the Fourth Plan. These schemes were partly completed by the State Govt. Out of their own resources and partly except roads allowed to be taken up during the Fifth Plan under DPAP. The incomplete road schemes had to be completed by the State Govt.

During original Fifth Plan period i.e. 1974-75 to 1978-79 care has been taken to ensure that amount indicated to State Govt. is made available and there is no shortfall.

[Ministry of Agriculture & Irrigation (Department of Rural Development) D.O. No. 26(31)/77-DPAP, dated 9-8-78]

Recommendation

According to the Programme's original concept, its main emphasis was on generation of employment opportunities in areas where the problem of rural unemployment and under-employment was acute but, on re-orientation, the primary focus was shifted to development works so as to provide a permanent solution, to the extent possible, of the drought problem rather than on schemes merely to create employment opportunities. However, the Committee are unhappy to note that no serious attempt was made in the majority of the States to re-orient the programme to the new concept and even the few States like Rajasthan which did formulate schemes conforming to the new concept, did not execute some of these schemes in entirety. It is difficult for the Committee to accept the assumption that there was no real scope in February, 1972 for re-orientation of the works in the programme in many States because they find that administrative approvals for schemes under the Programme aggregating Rs. 39.62 crores were given even during 1972-73.

[S. No. 29 (Para 6.145) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha)].

Action Taken

As already submitted to the Committee, most of the programme funds were committed to sectoral outlays when the programme was re-designated as DPAP. Further the concept of integrated development was new and hence even in States where there was scope for inclusion of new schemes, the progress could have been slow. However during the Fifth Plan the programme has been designed and implemented on the basis of integrated area development in agriculture and allied sectors.

[Ministry of Agriculture and Irrigation (Department of Rural Development) D.O. No. 26 (31)/77-DPAP, dated 9-8-1978]

Recommendation

The Committee find that as against total approved outlay of Rs. 111.82 crores for schemes under the Drought Prone Areas Programme during the Fourth Plan, the Government of India issued administrative approvals releasing a total sum of Rs. 84.88 crores. The total expenditure as reported on schemes under the programme was Rs. 92.27 crores. Though the expenditure was more than the amount for which administrative approvals were given, it was only 83 per cent of the total approved outlay. On one side of the spectrum are States like the Uttar Pradesh, Tamil Nadu, Madhya Pradesh, Haryana and Andhra Pradesh which utilised more than 90 per cent of the outlay, on the other there are States like West Bengal, Bihar and Jammu & Kashmir where percentage utilisation of approved outlay was as low as 60, 49 and 44 per cent respectively. The Committee are surprised that even States like West Bengal and Bihar, which had been victims of recurrent drought and floods should have lagged behind to this extent in utilising the outlays approved for them under the Drought Prone Areas Programme. The Committee would like the Central Government to review the position in consultation with the States and take concerted measures to speed up implementation of the programmes in the field.

[Serial No. 32 (Para 6.148) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha)]

Action Taken

The observation of the P.A.C. in respect of utilisation of funds during the Fourth Plan has been noted. The position with regard to utilisation of funds during the Fifth Plan is constantly reviewed in the DPAP Division of the Department of Rural Development so that the available funds for development of drought prone areas are utilised fully.

[Ministry of Agriculture & Irrigation (Department of Rural Development) D.O. No. 26 (31)/77-DPAP, dated 9-8-1978]

Recommendation

Among the Districts covered under the Drought Prone Areas Programme, where the progress of irrigation schemes has not been satisfactory, Purulia district of West Bengal deserves mention. During the Fourth Plan, schemes of irrigation and afforestation subject to a maximum expenditure of Rs. 274.29 lakhs were sanctioned but the expenditure reported was only Rs. 169.67 lakhs. The Committee recommend that concerted efforts should be made to implement the irrigation schemes as per time schedule so as to alleviate the difficulties of the people in this drought prone area in West Bengal.

[S. No. 35 (Para 6.151) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha)]

Action taken

The progress of the irrigation schemes in Purulia district is as indicated below:

15. Spill over minor irrigation schemes of IV Plan in Purulia district were continued in V Plan. The details of the schemes are as under:—

Name of the scheme	Potential Comand (Acres)	Irrigation facilities created up to 31-3-78 (Acres)	Expenditure incurred		Remarks
			(Rs. in lakhs)		
			IV Plan	V Plan	
1. Rupai MIS	4,500	2,000	21.30		
2. Kumari MIS	9,000	2,000	29.06		
3. Bandhu MIS	5,500	3,500	34.65		
4. Dangra MIS	2,500	1,500	6.56	236.68	To be completed by the end of 1978-79.
5. Majra MIS	750	422	6.14		
6. Bandajore MIS	1,000	681	2.42		
SUB-TOTAL	23,250	10,103	100.13		
7. Popo	175	182	1.15	0.05	Completed in 74-75.
8. Tenejaci	200	200	1.74	0.83	Completed in in 74-75.
9. Porasibona	125	131	0.56	0.02	„
10. Soralbundh	250	254	1.63	0.26	Completed in 1977-78.
11. Naharhara	300	300	2.13	9.03	„
12. Ghagarjuri	450	450	3.11	1.05	„
13. Jambod	550	550	3.60	2.73	Completed in 1976-77.
14. Jamunajore	1,000	..	6.32	5.17	72% work completed.
15. Chaka	6,000	..	9.69	24.45	41% of the work is completed. Canal work is in progress
SUB-TOTAL	9,050	2067	29.93	37.59	

The 4th Plan spill over Tank Improvement Schemes

Out of 160 spill over tank improvement works of the IV Plan 157 were completed by the 1977-78 and the remaining three numbers have been abandoned. From 157 completed Works, 3056 acres of land are being irrigated. The total expenditure on the completed works during the V Plan (upto 1977-78) was Rs. 5.93 lakhs.

On all these schemes during the IV & V Plans (upto 1977-78) Rs. 404.33 lakhs have been spent. Irrigation facilities have been created for 15,226 acres under these schemes.

[Ministry of Agriculture and Irrigation (Department of Rural Development D.O. No. 26 (31)/77-DPAP dated 17-7-78]

Recommendation

The Committee find that during the Fourth Plan Rs. 7.22 crores were spent on forest schemes in 13 States under the Drought Prone Areas Programme. This comes to only 7.5 per cent of the total expenditure on various sectors of the Programme. The Committee are inclined to agree with the views of the Task Force on integrated Rural Development as contained in their Report (1973) that forests could play an important part in restoring ecological balance in drought prone areas. The Committee, therefore, recommend that more resources may be allocated to this sector of the programme.

[S. No. 37 (Para 6.153) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha)]

Action taken

During the Fifth Plan, more resources have been allocated for afforestation and pasture. An outlay of Rs. 35.93 crores has been approved during Fifth Plan period for Forestry & Pastures as against the total V Plan outlay of Rs. 329.23 crores. This works out to about 11 per cent of the outlay as against 7.5 per cent during the Fourth Plan Period. According to reports received so far, an expenditure of Rs. 20.3 crores has already been incurred under this sector during the period from 1st April, 1974 to 31st December, 1977.

[Ministry of Agriculture and Irrigation (Department of Rural Development D.O. No. 26 (31)/77-DPAP dated 17-7-78]

Recommendation

The Committee note that during the Fourth Plan, schemes costing Rs. 6.8 crores for 53,344 hectares of minor irrigation, 84,016 hectares of soil

conservation, 5,761 hectares of afforestation, 2,062 kms. of roads and drinking water for 39 villages were approved for Rayalaseema region which comprises Kurnool, Cuddapah, Anantapur and Chittoor districts of Andhra Pradesh which are subject to drought conditions on account of erratic rainfall. The Committee have been informed that by the end of the Fourth Plan, minor Irrigation for 30,619 hectares, soil conservation for 64,789 hectares, afforestation for 3,247 hectares, 1209 kms. of roads and drinking water supply for 38 villages was achieved. Expenditure on these schemes was Rs. 6.43 crores. The Committee, however, are not impressed by the pace of development in the Rayalaseema area and at the present rate of investment it might take many more years for people of this region to catch up with the rest of the State. The Committee would emphasise the importance of integral approach to the development of the area so that the resources on the various schemes and projects operating in the region are deployed to the best advantage of the region.

[S. No. 38 (Para 6.154) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha)]

Action taken

As compared to the approved outlay of Rs. 6.8 crores in the Fourth Plan, the approved outlay for the original Fifth Plan in respect of Rayalaseema region was Rs. 27.13 crores. During the first four years of the plan, the reported expenditure was Rs. 14.57 crores. In the sectoral allocations as well as in fixing the total allocation for the region during the original Fifth Plan, integrated development of the region as such is the main objective. Soil and water conservation programmes and the income generating programmes like distribution of milch cattle, sericulture, etc., were given more importance. The important sectoral allocations were:—irrigation—Rs. 707.31 lakhs; agriculture—Rs. 681.59 lakhs; animal husbandry—Rs. 519.68 lakhs; and afforestation and pasture—Rs. 306.88 lakhs; and sericulture—Rs. 61.89 lakhs. These sectors accounted for 83.9 per cent of the total allocation. During the first four years of the plan, reported expenditure in animal husbandry, irrigation, afforestation and pasture and agriculture accounted for 91.1 per cent, 66.8 per cent, 51.3 per cent and 41.2 per cent of the Fifth Plan outlays respectively.

If the approved outlays for 1978-79 are fully expended, the utilisation turn out to be 105.2 per cent, 115.2 per cent, 80.7 per cent and 55.8 per cent respectively. Thus, irrigation and animal husbandry sectors have done exceedingly well. These are followed by afforestation and pasture and agricultural sectors.

In terms of progress of physical programmes upto December 1977 the achievements are the following:—(i) Tubewells constructed—27; (ii) pump-

sets installed—384; (iii) dugwells—891; (iv) area covered under afforestation—3680 hectares; (v) farm forestry—4317 hectares; (vi) area under improved pastures—12,709 hectares; (vii) milch animal distributed—5129; (viii) number of milk societies established—199; (ix) number of sheep distributed—949; and (x) irrigation potential created—7776 hectares. The number of beneficiaries was 65,952 and the mandays of employment created were 112.68 lakhs.

Taking an overall view of the developmental effort under DPAP in this region, it may be said that gains, in terms of integrated development of the region are substantial.

[Ministry of Agriculture and Irrigation (Department of Rural Development) D.O. 26(31)/77—DPAP, dated 17-7-1978].

Recommendation

A serious shortcoming of the Drought Prone Areas Programme in implementation has been noticed by the Committee. The Committee were informed during evidence that Government had estimated that for every crore of rupees spent on this programme, there would be 30,000 employees in a whole season in a year. During the Fourth Plan while the expenditure was more than Rs. 92 crores, the generation of employment was to the extent of 1505 lakhs mandays only. The representative of Department of Rural Development admitted during evidence that figures of generation of employment were unverified muster roll figures and these “can deceive even the man on the spot”. The Committee feel that having spent more than Rs. 92 crores during the Fourth Plan, Government of India should have arranged for compilation of authentic data on employment generated as a result of implementation of the Drought Prone Areas Programme especially when the programme as originally conceived was meant to relieve the acute unemployment and under-employment in rural areas.

[S. No. 39 (Para 6.155) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha)].

Action taken

During the Fifth Plan period, proper arrangements have been made for collection, compilation and analysis of data on generation of employment in different programme sectors. Quarterly progress report of mandays of employment generated are obtained from each of the DPAP projects and these are constantly scrutinised and reviewed at the Central DPAP Division. The data are compiled project-wise and state-wise and incorporated in the quarterly reviews issued by the Central DPAP.

[Ministry of Agriculture and Irrigation (Department of Rural Development) D.O. 26(31)/77—DPAP, dated 17-7-1978].

Recommendation

Yet another drawback of the Drought Prone Areas Programme was that it lacked an effective inbuilt system of monitoring coordination and evaluation. It is true that in 1970, a Central Coordination Committee for Rural Development and Employment was constituted in the Planning Commission with Member (Agriculture) of the Commission as its Chairman, Cabinet Secretary as its Vice-Chairman and Secretaries of the Department of Agriculture, Ministry of Finance (Department of Expenditure) and Planning Commission as its Members. In the Resolution constituting that Committee it was provided that the Committee will concern itself with the 'formulation and review of the progress' of the non-plan project for integrated rural works programme in chronically drought affected areas. In May 1975 a Working Group was constituted for formulation of suitable monitoring system for the Drought Prone Areas Programme during the Fifth Plan. The Working Group is stated to have evolved certain proforma for monthly and quarterly reports on progress of the programme in financial and physical terms. During evidence, the Committee were, however, distressed to learn from the representative of the Ministry of Agriculture and Development that the Coordination Committee's reviews were not "detailed review of physical achievements as such." As far as the Ministry of Agriculture and Irrigation were concerned, all that they apparently did was to get progress reports from various Departments.

[S. No. 40 (Para 6.156) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha)].

Action taken

From the beginning of the 5th Plan, greater attention was paid to build up an effective system of monitoring for DPAP. In May, 1975, a Working Group was constituted for formulating a suitable monitoring system for DPAP. The Group evolved a set of proformae for reporting monthly and quarterly progress of the programme in financial and physical terms. The data received in these proforma are analysed and monthly and quarterly reviews of the progress of work prepared and issued by the Central DPAP Division from July, 1975 onwards.

To further improve and strengthen the monitoring system of DPAP, an expert organisation, namely, The Systems Research Institute, Poona was assigned a research study to design a compact monitoring information system for the DPAP Central Unit. The study discovered the need to amend the situation wherein there is a very large flow of data from districts to Government of India which, however, does not provide enough information of the desired level of utility for management review and con-

trol. Similarly, it also revealed the need for compact representation of the progress of whole programme for top management as well as the need to *measure the impact of the programme and its progress towards achieving the ultimate objectives*. The study also revealed an important need for *feed back* to the districts and also to have horizontal exchange of information at district management level.

The System Research Institute submitted its study report in March, 1977. The Institute has recommended a new data presentation and analysis format which concentrates on the kind of information that Govt. of India should have. The Institute also recommended the need for computer use to build up a data base on DPAP and to process the information that flows in through the monitoring proforma. Accordingly, the Electronics Commission Govt. of India has been assigned the work of information storage and data processing. The data processed by the Electronics Commission from the monthly and quarterly progress reports received from the projects for the period April, 1977 to February, 1978 have already been published in the Monthly Reviews issued by the Central DPAP Unit. The data for March, 1978 are under processing and detailed physical and financial achievements during the period April, 1977 to March, 1978 will be published in the March Issue.

On the basis of the data collected and analysed, the work in each sector is scrutinised and the shortfalls detected and corrected wherever necessary. Tours are undertaken by the officers of the Central DPAP Division to review the progress of implementation of the programme and to evaluate the quality of work. Various problems facing the proper execution of the programmes in the field are discussed with the project Officers and solutions suggested on the spot. State and district authorities are informed about the weaknesses as in the implementation of the programme wherever observed and are requested to show improvement in the execution of the programme so that the available funds are fully utilised in each sector.

[(Ministry of Agriculture and Irrigation) Department of Rural Development
D.O. No. 26(31)/77—DPAP dated 25-7-1978].

Recommendation

From the detailed examination of the various aspects of the planning, implementation and achievements of the Drought Prone Area Programme discussed in the foregoing paragraphs, the Committee cannot but conclude that while more than Rs. 92 crores were spent on this programme during the Fourth Plan, the monitoring of the programme, was to say the least inadequate. No serious attempt seems to have been made to quantify the achievements of the programme in physical terms and its

impact on the people of Drought Prone Areas. The Committee have, however, been assured that as the Programme was being continued during the Fifth Five Year Plan with a tentative outlay of Rs. 187 crores, efforts were being made to improve system of planning, management, financial control, monitoring and concurrent evaluation of the Programme by issuing guidelines insuring uniformity in the system of preparation of project reports, holding of regional meetings with the representatives of State Governments, setting up of planning cells, district level bodies, coordination bodies in States, emphasises on development of action-oriented research, training of field staff, shelf of schemes, etc. The Committee would like that detailed instructions in this regard should be laid down for the guidance of all concerned and there should be conclusive follow up to see that these are implemented in letter and spirit so that the objectives underlying the schemes are achieved.

[Sl. No. 41 (Para 6.157) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha)].

Action taken

Guidelines have been issued on the following items: Composition of the spearhead team in Dairy Development Centres; model for dairy co-operatives; establishment of ram multiplication farms; fertilizer evaluation for pasture establishments, conducting and evaluation of field demonstrations; specific guidelines as recommended by an Expert Committee were issued on all soil conservation measures; etc.

Regarding monitoring of the programme, greater attention has been paid to the strengthening of the monitoring system of DPAP. An expert organisation, namely, the Systems Research Institute, Poona was assigned a Research Study to evolve a compact information system for the purpose of monitoring and evaluation of DPAP. Based on this study, information system in DPAP has been revised and the revised one is in force since April 1977. This has substantially strengthened the monitoring work of DPAP and has helped in having an analytical look at the data.

The State Governments have been requested to make a diagnostic study of each project through the Bureau of Economics and Statistics/ Directorate of Evaluation of State Governments. In addition, evaluation of DPAP projects of some areas have been entrusted to six well known management institutes. The Programme Evaluation organisation of the Planning Commission has been requested to take up general evaluation of the programme to assess whether the objectives of the programme have been fulfilled.

[Ministry of Agriculture and Irrigation (Department of Rural Development) D.O. No. 26(31)/77/DPAP, dated 17-7-1978]

Recommendation

The Committee note that at their sitting held in 1970 the Central Flood Control Board had recommended that all States having flood problems may prepare comprehensive plans for flood control and drainage expeditiously and work out a phased annual programme so that at least 50 per cent of the flood affected areas were adequately protected by 1980. In pursuance of the recommendation, Government of Uttar Pradesh prepared in April, 1973 a Master Plan involving an outlay of Rs. 153 crores by 1980, of which Rs. 111 crores were to be on new schemes. In July, 1973, the Ganga Flood Control Commission set up by the Government of India in 1972 prepared an 'Outline Plan' for flood control in Ganga Basin covering the States of Bihar, Uttar Pradesh, West Bengal, Haryana, Rajasthan and Madhya Pradesh and involving an outlay of Rs. 1043 crores. The State Governments concerned were to draw up comprehensive plans based on that Outline Plan. In May, 1975, the State Government of Uttar Pradesh prepared another Master Plan for flood control and drainage schemes estimated to cost Rs. 300 crores. This was designed to give relief to 18 lakh hectares of flood-affected areas in normal year and 52 lakh hectares in a year of heavy floods. This plan, the Committee have been informed, is still to be discussed and approved by the State Flood Control Board before being submitted to Central Government for scrutiny by the Ganga Flood Control Commission and the Planning Commission.

In a note furnished by the Ministry of Finance on 25 April, 1977, the Committee have been informed that work on preparation of Master Plans by the States of West Bengal and Haryana is in progress. As regards Rajasthan it has been stated that no Master Plan had been received by Central Government. Meanwhile it has been decided that based on the aforesaid Outline Plan, Ganga Flood Control Commission should take up the preparation of a Comprehensive Plan of the Ganga Basin as a whole. The Committee hope that the plans to be drawn up by the Ganga Flood Control Commission would be within the framework of the national plan to be evolved by the National Flood Control Commission. The Committee would like to be apprised of the progress made in this direction.

[Sl. No. 44 (Paragraph 6.203) of Appendix XI to Public Accounts Committee's Fifth Report (Sixth Lok Sabha)].

Action taken

The recommendations of the Public Accounts Committee are that the Ganga Flood Control Commission should prepare comprehensive plan taking into account the recommendations of the Rashtriya Barh Ayog (Na-

tional Flood Commission). The Rashtriya Barh Ayog was inaugurated in December, 1976 and is to give its recommendations within two years. After acceptance of the recommendations of the Rashtriya Barh Ayog the Ganga Flood Control Commission would be directed to frame the comprehensive plan accordingly.

[Ministry of Agriculture and Irrigation (Department of Irrigation) O.M.
No. 8(17)/77-Fin. Desk, dated 28-7-1978].

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN THE LIGHT OF THE REPLIES RECEIVED FROM GOVERNMENT

Recommendation

The instances highlighted by Audit also bring into sharp focus the desirability of evolving uniform criteria and norms for the conduct of relief operations in various States. While the Committee concede that it might be impractical to insist on absolute uniformity in the procedures and norms adopted for relief operations, since the magnitude and complexities of relief problems are stated to vary widely between different States, they are nevertheless of the view that it should be possible and also necessary to impart a certain degree of uniformity at least in regard to the basic premises governing relief operations and expenditure. For instance, the criteria for determining the nature and extent of a calamity and assessing scarcity conditions, in respect of which there appears to be no uniformity at present, should well be amendable to uniformity. Similarly, it should not be too difficult to prescribe specific and uniform criteria for extending relief to the affected population. This would ensure that people in these States which apply stringent criteria for regulating relief operations are not discriminated as compared to those in State applying more liberal criteria and norms in this regard and eliminate disparities in the determination of scarcity conditions and in the matter of extending relief.

[Sl. No. 12 (Para 2.45) of Appendix XI of the Public Accounts Committee (1977-78) Fifth Report (Sixth Lok Sabha)].

Action taken

We had prescribed a proforma of outlines of the Memorandum of natural calamities to State Governments (copy enclosed) which also contains a proforma for collection of information regarding damage caused by floods, hailstorm, cyclone, drought etc. The proforma is intended to bring about some sort of uniformity for determining the nature and extent of calamity. The High Level Committee which considers the reports of the Central Teams also brings in uniformity to the extent possible. The representatives of the Department of Expenditure and Department of Agriculture are always in the Central Teams so as to ensure a measure of uniformity in the central assistance. However, the conditions both as regards the calamity as well socio-economic conditions differ from State to State and the extent of gratuitous relief which the States allow and is within the purview of the

State Governments, depends on the resources and judgement of the concerned State Government. It may not thus be appropriate to prescribe specific and uniform criteria for extending relief to the affected population, especially in view of the fact that the 7th Finance Commission would be reviewing the existing arrangement and policy with regard to central assistance to States for dealing with natural calamities.

[Ministry of Agriculture and Irrigation (Department of Agriculture)
O.M. No. 12-1/78—SR dated 15-6-78]

SUGGESTED OUTLINES OF THE MEMORANDUM OF NATURAL CALAMITIES

I. *Background*: This section should contain a general introduction. The introduction would naturally vary according to the nature of the calamity, but an effort should be made to put the situation in its perspective. In a drought situation, for example, the introduction should deal with the general rainfall situation, the month-wise distribution of the rainfall and shortfalls therein, effect of deficient rainfall on the principal and subsidiary crops etc.

II. Nature and extent of damage caused by the natural calamities:

- (a) Specific information may be given on the extent of damage. Description of crop damage should indicate the extent of damage and the scope for revival including the possibility of resowing/replanting. The descriptive note may be supplemented by information in Annexure IA/IB.
- (b) Damage to public utilities may wherever necessary be discussed. The description may be supplemented by information in Annexure IC. If the number of items is very large, details may be given in the descriptive note and Annexure IC may only refer to categories of these utilities and may further classify these according to the nature and extent of the damage. The provision made for normal maintenance/repair in the current year's budget and the budgets of the two preceding years may be indicated.

III. Loss of revenue, if any.

IV. Measures taken by the State Government:

- (a) Emergent rescue and relief operations and the expenditure incurred thereon may be indicated. The expenditure should also include expenditure, if any, incurred in connection with obtaining assistance from the Defence services.

- (b) Preventive health measures for the human and cattle population and the cost on that account may be indicated.

Information on (a) and (b) above may be summarised in Annexure IIA.

- (c) Relief measures including measures to provide employment undertaken by the State may be described. If some measures are contemplated but have not been put into operation, these too may be mentioned under this item. The source of funds—margin money, Plan funds, non-Plan funds—should be indicated and an effort should be made to quantify the employment generated or likely to be generated as a consequence of these schemes. The description should be so arranged that each measure taken or contemplated is dealt with separately. The information should be summarized in Annexure—IIB.

V. Overall agricultural situation in the State and steps taken to compensate the loss of production on account of the natural calamity:

Steps for revival of the current crop and for augmenting production in the next cropping season should find mention.

VI. Requirement of financial assistance:

- (a) The need for housing and for supply of fodder, seeds, fertilizers, pesticides, etc. should be discussed.
- (b) A list of schemes that could be financed with available Plan and non-Plan funds should be indicated and details given in Annexure III. Apart from schemes already included in the Plan, it may be possible to finance some schemes out of Plan funds by adjustments at the State level. The effort made by the State to make such adjustments may be indicated. New schemes proposed to be taken with advance Plan assistance should also be discussed and necessary information furnished in Annexure III. Discussion under this item should relate to the total Plan and non-Plan resources of the State for the year and the justification for advance Plan assistance. An estimate of employment to be generated by each scheme should also be made.
- (c) Assistance required in shape of short-term loans may be indicated and details should be given in Annexure IV.

VII. Review of position regarding availability of foodgrains and arrangements for distribution.

This section should also relate to prices in the open market and in the public distribution system.

VIII. Conclusion: A summary of the State Government's proposals may be given.

- NOTE: 1, Maps showing the affected areas and the extent of crop damage in different areas may be enclosed to the Memorandum.
2. This is only a model and State Governments may furnish such other information as, in their judgement, would be useful to the Central Teams.

ANNEXURE—IA

Damage Caused by Floods, Hail storms or Cyclones

Sl. No.	Name (s) of the district(s)	No. of Blocks/ Villages affected	Population affected	Total area affected	Cropped area affected		Estimated value of crops damaged	Human lives lost	Cattle lives lost	Estimated value of houses collapsed/ damaged	Estimated value of damage to public utilities	Total damage to crops, houses, and public utilities (Col. 7 + Col. 10 + Col. 11)
					Fully	Partially						
1	2	3	4	5	6(a)	6(b)	7	8	9	10	11	12

ANNEXURE—IB

Damage Caused by the Drought

Sl. No.	Name (s) of the district (s)	No. of Blocks/ villages affected	Population affected	Cropped area affected		Estimated value of crops damaged
				Fully	Partially	
1	2	3	4	5(a)	5(b)	6

ANNEXURE—IC

Damage to Public Utilities

Sl. No.	Types of public utilities	Description of damage	Estimated cost of repairs/restoration	Provision for repairs/restoration in the current year's budget	Provision for repairs/restoration in the budget of		Estimate for repairs/restoration of National Highways
					the preceding year	the second preceding year	
1	2	3	4	5	6(a)	6(b)	7

ANNEXURE—IIA

Cost of Emergent Relief Measures

(Other than employment generating schemes)

Item of work	Expenditure incurred	Source of funds (Margin money/Non-Plan funds/other funds)	Balance available out of each source
1	2	3	4

ANNEXURE-IIB

Cost of Employment Generating Schemes.

Types of measures	Department/ Agency in-charge	Amount likely to be available				Wage component of the amount indicated in 3(d)	Employment generated/likely to be generated (in mandays) (The estimate should relate to each of the remaining months of the year seperately			
		Plan	Non-Plan	Margin money	Total		Month A	Month B	Month C	etc.
1	2	3(a)	3(b)	3(c)	3(d)	4	5			

ANNEXURE-III

Requirement of Advance Plan Assistance.

Sl. No.	Description of the scheme	Total Fifth Plan outlay	Expenditure till end of the previous year	Balance available	Current year's Plan provision	Expenditure upto-date	Balance available	Estimate of the cost including the additional cost required on account of the natural calamity	Funds available by adjustment with in the Plan	Advance Plan assistance required	Employment likely to be generated (in mandays)
1	2	3	4	5	6	7	8	9	10	11	12

ANNEXURE—IV

Requirement of Short-term Loans.

Purpose for which the loan is required	Description of likely benefits	Amount of loan required
1	2	3

Recommendation

In this context, the Committee would like to refer to certain innovative and beneficial projects which were taken up for implementation in Rajasthan but were later dropped on the plea of the lack of financial resources. The State Government of Rajasthan formulated three projects viz. (i) Dairy Development scheme for which Rs. 1.04 crores were allotted; (ii) Drought Proofing Project in Barmer district for which Rs. 0.99 crores were allotted in 1972-73 and (iii) Migratory Sheep Scheme in Jaisalmer district for which Rs. 0.40 crores were allotted in October, 1972. While giving administrative approval to these schemes, a condition was stipulated by the Government of India that the State Government would accommodate the schemes within the funds available to the State Government under the DPAP.

As regards the Dairy Development Scheme, before the State Government could make any headway, the Government of India informed in July 1973 that due to budgetary constraints, only those programmes like irrigation, etc. which could not be left incomplete, should be implemented and other programme should stop. In so far the Drought Proofing Project in Barmer district is concerned, the State Government formulated an ambitious scheme envisaging a provision of infrastructure for milk and wool marketing and input programme for animal health, cross breeding, food supply, fodder supply, electrification, tube wells and drinking water supply. But later due to budgetary constraints, the scheme was not taken up and no expenditure was incurred on the approved items.

The Migratory Sheep Scheme at Jaisalmer district was formulated to improve the economic condition of migratory sheep breeders through increased wool and mutton production but the project could not be put on ground as the constraint in resources was said to be acute in 1973-74.

The Committee are not happy at the way in which these schemes were in the first instance cleared by the Government of India and later deferred on the plea of financial constraints. While appreciating the fact that priority was to be given for the completion of on-going irrigation schemes which had been started by the Government of Rajasthan in the year 1970-71 to 1972-73, the Committee are unable to appreciate the rational behind the summary suspension of the three schemes which, *prima-facie* appeared to offer some hope to redeem the position in these chronically drought prone areas. It is noted that in the Fifth Five Year Plan the development strategy has been changed and now the emphasis would be on development of pasture, dairy and cattle in Rajasthan. The Committee would like progress to be

made in implementation of scheme particularly in the drought prone areas during the current Plan period.

[Sl. No. 31 (Para 6.147) of Appendix XI of the Public Accounts Committee (1977-78). Fifth Report (Sixth Lok Sabha)].

Action Taken

The two schemes, namely, migratory sheep scheme in Jaisalmer and drought proofing project in Barmer could not be implemented in the IVth Plan due to paucity of funds.

These two schemes were reconsidered in the beginning of the Fifth Plan. Many doubts were expressed about the feasibility of the migratory sheep scheme on the following technical and administrative considerations:

- (i) The site of the scheme is on the Indo-Pak border and hence the security aspect needs to be considered;
- (ii) Normally migration takes place from west to east and therefore, migration in the reverse direction from other districts to Jaisalmer appears doubtful;
- (iii) The scheme area is a seven grass area while sheep needs cenchrus grass;
- (iv) The need for such a large area seems doubtful, because grazing can be controlled by regulating drinking water supplies from property located tubewells, since other sources of drinking water are very few and seasonal. The scheme area having an annual rainfall of only 3" lies in the worst part of 'Thar' desert;
- (v) The economics of tubewells irrigation have not been worked out in the scheme with low discharge available and without hope of power connections in this area for the next 10—15 years. The cost of production of grass may be as high as Rs. 700/- per tonne; and cost of transportation of fodder to this place will be much cheaper. Secondly there are no research results relating to higher yields through irrigation for grasses like cenchrus or seven; and ..
- (vi) If only rainfall is to be relied upon, the area will not be able to support more than one sheep per hectare.

On account of these valid objections and doubts about the scheme, it was not finally considered by the State Government for inclusion in the Fifth Plan project.

The various components of the drought proofing project of Barmer was included in Fifth Plan with the following programme elements: (i) detailed ground water survey; Establishment of 2 chilling plants. Estt. of 62 cooperative societies and AI Centre; (ii) mobile veterinary unit; (iii) fodder banking; (iv) rural water supply; and (V) power development. The progress of these programme elements during 1976-77 to 1978-79 is as shown below:—

(a) Detailed Ground Water Survey

	Target (Number)	Achieve- ment (Number)
1. Inventory of wells	3,800	4,040
2. Collection of water samples	3,800	3,981
3. Chemical analysis of water samples	3,300	3,545
4. Explonatory Bore holes	50	10

(b) Chilling Centre

A milk chilling plant having a capacity of 10,000 liters at Balotra in Barmer district was commissioned on 10-2-76. The capacity of this chilling centre is being raised from 10,000 litres to 20,000 litres. The work in this respect is in progress. Another chilling plant is proposed to be established at Barmer. The land for the same has been purchased and funds have been transferred to the Western Rajasthan Milk Producer Cooperative Union Limited for purchase of equipment and starting construction.

(c) AI Centre and Mobile Vet. Unit.

AI Centre and Mobile Unit are in operation at Balotra.

(d) Fodder Banking

The programme of fodder banking is in progress since 1976-77 and so far 9900 quintals of fodder have been collected in Barmer district.

(e) Rural Water supply Scheme

Seven rural water supply schemes were sanctioned for Barmer district in 1977-78. The total outlay of these works is Rs. 13.00 lakhs. An amount of Rs. 92.00 lakhs was released during 1977-78 and Rs. 8.00 lakhs in 1978-79 for these works.

(f) Power

An amount of Rs. 25.00 lakhs was sanctioned in 1977-78 for power development in Barmer district under DPAP. A 33 KV line from Jalore to

Mokalsar has been completed at a total cost of Rs. 15 lakhs while Rs. 10 lakhs have been diverted for part financing of Jalore-Baltora 132 KV line.

Regarding the cattle and dairy development in the Vth Plan in Rajasthan an ambitious programme was taken up. The targets fixed and they achievements upto February 1978 of these programme elements are as shown below:—

Item	Unit	Vth Plan Target	Achievement upto Jan-Feb., 78
1. Average daily milk collection	. 000, litres	179	139
2. Establishment of dairy Coop. societies	No.	659	563
3. Distribution of concentrates	. Tonnes	7,409	1,934
4. No. of cattle to be purchased	. No.	1,805	2,369
5. Chilling plants	. . . . . „	12	6 completed and 6 targetted for 78-79
6. Feed Mix Plant;	. . . . . „	1	Proposed to be established in 1978-79.
7. Cheese plant	. . . . . „	1	Proposed to be established in 1978-79
8. Identification of 100 ha. pasture plots	. „	130	130
9. Development of pasture plots	. „	130	64
10. Artificial inseminations	. . . . . „	7,000	2,000
11. Sheep breeders coop societies	. „	130	80

The programme sectors of afforestation, sheep and pasture development and cattle and dairy development had an allocation of Rs. 1337.09 lakhs out of Rs. 4464.40 lakhs of Vth Plan outlay i.e. 29.95 per cent of the total outlay. The outlay approved and the expenditure incurred for these programme elements during 1974—78 are shown below:—

Sector	Vth Plan Outlay	Expenditure 74-78	% of expenditure to Outlay
(Rs. in lakhs)			
1. Afforestation & Pasture	420.07	266.66	63.48
2. Sheep & Pasture Development	186.82	78.92	42.24
3. Cattle & Dairy Development	730.20	480.29	65.77
TOTAL	1,337.09	825.87	61.77

Thus the programme elements like Cattle and Dairy Development, afforestation and Pature, etc. have been given the importance in the Vth Plan to mitigate the sufferings of the poor in Rajasthan.

[Ministry of Agriculture and Irrigation (Deptt. of Rural Development) D.O. No. 26(31)/77—DPAP, dated 25-7-1978.]

Recommendation

The Committee view with concern the fact that of the total of 17,879 irrigation schemes approved under the Drought Prone Areas Programme during the Fourth Plan, as many as 1955 schemes were left incomplete at the close of the Plan for a variety of reasons. Some of the difficulties adduced by the Department like delay in technical and administrative clearance of different schemes, non-availability of agencies for execution of works, etc. could have been anticipated and minimised, by better planning and coordination at different levels.

[S. No. 33 (Para 6.149) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha)].

Action Taken

The incomplete irrigation schemes which numbered 1,955 formed only 10.9 per cent of the total irrigation schemes taken up during the fourth plan. From the magnitude of the works taken up, the number of incomplete works appears to be normal. Since the DPAP is a long term programme, it is necessary that there should be no sudden gap in the continuity of the programme from one plan to another. Many schemes taken up in the last one or two years of the plan may remain incomplete by the end of the plan. Escalation of costs, plan outlay being fixed, would also keep some schemes incomplete. Further, it has been observed that negotiations with the contractors are time consuming and works get delayed in this process. In spite of all this, it is agreed that some delay in technical and administrative clearance could be cut down by better planning and coordination at different levels. This point is being emphasised with the State Governments.

[Ministry of Agriculture and Irrigation (Department of Rural Development) D.O. No. 26 (31)/77-DPAP, dated 9-8-1978.]

Recommendation

The Committee also find that while the expenditure incurred on irrigation schemes (Rs. 46.93 crores) under the Drought Prone Areas Programme during the Fourth Plan was as high as 80 per cent of the financial outlay of Rs. 58.65 crores, the achievement in physical terms (163,964 hectares) was only 42 per cent of the target of 388,654 hectares. The Committee emphasise that causes of excessive expenditure as compared with physical achievements should be analysed in depth and remedial measures

taken early to correlate expenditure to expected physical performance and resultant benefits in the field.

[S. No. 34 (Para 6.150) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha).]

Action Taken

The correlation of physical performance and expenditure in case of irrigation schemes is different because of the fact that:

- (i) Benefits accrue only after completing the scheme hence while during the execution of the scheme expenditure is being incurred there is no corresponding increase in irrigation potential;
- (ii) There is escalation in cost resulting in upward revision of estimates and hence while expenditure goes up the physical achievement does not keep pace with the expenditure.

The six evaluation studies entrusted to six institutions and the general evaluation study by PEO of the Planning Commission cover this issue.

[Ministry of Agriculture and Irrigation (Department of Rural Development) D.O. No. 26(31)/77-DPAP dated 9-8-78.]

CHAPTER IV

RECOMMENDATIONS/OBSERVATIONS REPLIES TO WHICH HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION

Recommendation

The Committee are perturbed to note that while the State Governments spent as much as Rs. 1046.30 crores during the Fourth Plan (1969-70 to 1973-74) on relief of distress to the people caused by natural calamities, no monitoring system was in operation throughout the Plan period to keep a watch on the physical achievements resulting from such expenditure with the result that no precise estimate of the durable assets, if any, created by such a massive investment was available. The Committee are not impressed by the plea made during evidence by the representative of the Ministry of Finance that as the relief of distress was primarily the responsibility of the State Governments, the question of monitoring by the Centre did not arise.

The Committee feel that if a monitoring system had been developed, it would have enabled the Central Government to keep a contemporaneous watch on the developments in the field and so direct the effort that the colossal amount of Rs. 832 crores which was disbursed by way of Central Government assistance during the Fourth Plan was utilised to the best public advantage by creation of durable assets preferably as per the approved Plan schemes.

Even with the modification of the assistance scheme from April 1974, the Committee feel that the need for monitoring has not been obviated as it is but appropriate that the Centre should know contemporaneously how the accelerated financial assistance is in fact being expanded in the field for implementation of approved Plan schemes.

[Sl. No. 21 of Appendix XI (Para 4-97) of the 5th Report (1977-78) of Public Accounts Committee (6th Lok Sabha).]

Action Taken

Provision of relief in the event of natural calamities is one of the basic responsibilities of State Governments and the requirements in this regard are taken into account by the Finance Commission. When the Sixth Finance Commission was set up, of the various types of expenditure on natural calamities, expenditure on relief measures alone was shareable by

the Government of India to the extent of 75 per cent in excess of margin money, 25 per cent as loan and 50 per cent as grant. Of the remaining 25 per cent of the relief expenditure, the expenditure on loans to third parties and on repairs was expected to be met by the State Governments themselves. But if the ways and means position of the States was difficult, loans could be obtained from the Centre. The Central teams used to visit the States for an on-the-spot assessment and to recommend ceilings of expenditure to be incurred on relief measures, loans for rehabilitation, repairs to public properties damaged in cyclones, floods or earthquakes. The practice of imposing ceilings was given away in the middle of 1972. The Central assistance for relief expenditure was outside the framework of Central assistance for the Plans worked out according to Gadgil Formula. The Sixth Finance Commission was specifically asked to review the policy and arrangements in regard to the financing of relief expenditure by the States affected by natural calamities and examine, *in'er-alia*, the feasibility of establishing a "national fund" to which the Central and State Governments may contribute a percentage of their revenue receipts.

2. The Sixth Finance Commission examined the matter in detail and while it did not favour establishment of a "Fund" it recommended a revised pattern of assistance to be followed during the period 1974—79.

3. The Sixth Finance Commission had observed that in an emergency, relief works are taken up by the States on an *ad hoc* basis with inadequate attention to their long-term utility. Also, there has been a sharp increase in expenditure on relief particularly since 1966-67. The annual average expenditure during the Third Plan on relief of natural calamities which was Rs. 13.41 crores rose to an average of Rs. 81.01 crores during the three Annual Plans. There was an unprecedented increase in expenditure during the Fourth Plan. Between 1969-70 and 1972-73 there was an increase from Rs. 151.87 crores to Rs. 318 crores. Central assistance to the States for financing such expenditure also increased from Rs. 8.15 crores in 1965-66 to Rs. 216.67 crores in 1972-73. The quantum of Central assistance for relief expenditure far exceeded the assistance for the Plan.

4. The practice of imposing ceiling had been given up towards the middle of 1972 and since then the relief expenditure reached alarming proportions involving avoidable waste in expenditure.

5. The Sixth Finance Commission felt that if Central assistance for purposes of relief determined on an *ad-hoc* basis tends to assume large dimensions, serious distortions and inequities can be caused. Accordingly, they decided to provide for a substantial increase in the margin money and at the same time suggested that whatever assistance is provided to a

State for natural calamities should be adjusted against the ceilings of Central assistance for the Plan. In this, the Commission was guided by the fact that the States should have incentive for economy in expenditure on relief and maximising results for the expenditure incurred. Further, the schemes on which relief expenditure is incurred, should be integrated with the overall Plans for the development. It was felt that advance release of Central assistance for dealing with a natural calamity will not only meet the minimum requirements but also expedite the process of development. It would also deter the States from inflating the expenditure. The recommendations of the Sixth Finance Commission had been accepted by the Central Government. In para 1.43 of the 5th Report of the PAC (1977-78), the policy and arrangements recommended by the Sixth Finance Commission have been welcomed by the Committee. During the first three years of the Fifth Plan, the total amount of advance Plan assistance released was around Rs. 150 crores. During 1977-78 Andhra Pradesh and Tamil Nadu were hit by a severe cyclone and tidal waves which necessitated release of substantial advance Plan assistance. The total amount of advance Plan assistance given during 1977-78 amounted to Rs. 150 crores. Thus the policy and arrangement recommended by the Sixth Finance Commission did go a long way in restraining the States from resorting to relief expenditure on a massive scale as it happened in the Fourth Plan or prior to that.

6. The existing arrangement for allocating advance Plan assistance is that on receipt of a Memorandum from the State Government visited by a natural calamity, a Central Team is constituted which makes an on-the-spot assessment of the damage caused and the requirement of funds. The report of the Central team is considered by a High Level Committee headed by Member, Planning Commission. The recommendations of the High Level Committee are placed before the Finance Minister for approving the allocations. The State Government is required to furnish to the Ministry of Finance a statement of expenditure on various items for which advance Plan assistance is allocated. On the basis of the expenditure reported, amounts are released to the State Governments.

7. Having regard to the PAC's recommendations contained in para 4.97 of their Report (1977-78) on "relief of distress caused by natural calamities", the question of evolving a suitable monitoring system has been considered so that the Centre could contemporaneously know how the accelerated financial assistance is in fact being expended in the field for implementation of approved Plan schemes. Such a system has to be within the existing constitutional framework which casts the primary responsibility for relief of natural calamities on the States.

8. At present, some of the Central Ministries do evaluate the performance/progress of some of the major projects/schemes included in the State Plans. The Annual Plan discussions in the Planning Commission also provide a regular opportunity for reviewing the physical and financial performance of the State Plan schemes. The Planning Commission also evaluates the progress of implementation in certain key sectors with a view to identifying factors coming in the way of successful Plan implementation. However, the utilization of Plan assistance is the responsibility of the State Governments and detailed monitoring for this purpose is done by them.

9. It is proposed to supplement the existing arrangements by arranging for more frequent visits by Central Teams, with roughly the same composition as that of the initial teams, and have the utilization of advance Plan assistance to the States affected by natural calamities assessed by them, on the basis of a sample check. For this they will have to rely on the records of the State Governments. This will be apart from such general review as may continue to be carried out by the Planning Commission, the concerned administrative Ministries or other appropriate agencies.

10. The Seventh Finance Commission would be reviewing the existing policy and arrangements regarding financing of expenditure necessitated by natural calamities. Their recommendations would have to be kept in view while dealing with this matter in the future.

[Ministry of Finance (Department of Expenditure) O.M. No. 7(23)
PF, I/77, dated 3-8-1978.]

Recommendation

The Committee are concerned to note that even in States where Schemes conforming to the revised concept of the Drought Prone Areas Programme were drawn up, the progress in implementation of such schemes was not very impressive. For instance, out of 29 schemes taken up during the Fourth Plan under the Rural Water Supply Project of Rajasthan estimated to cost Rs. 3.35 crores, only 17 schemes were completed and that too by 1975-76. Expenditure to the extent of Rs. 1.61 crores was incurred on these schemes during the Fourth Plan. The Committee were assured in a written note that the remaining schemes of this project were expected to be completed by March, 1977. They would like to know whether these schemes have in fact been completed and commissioned.

[Sl. No. 30 (Para 6.146) of Appendix XI of the Public Accounts Committee (1977-78), Fifth Report (Sixth Lok Sabha).]

Action Taken

Out of 29 rural water supply schemes undertaken in Rajasthan, during IVth Plan 26 are reported to have been completed. Yearwise progress of completion of schemes is given below:—

<i>Year</i>		<i>Number of schemes completed</i>
upto	1974-75	6
	1975-76	11
	1976-77	8
	1977-78	1
Total:—		26

The remaining three incomplete water supply schemes relate to Bikaner, Jaisalmer and Jodhpur. In case of first two schemes the works were partly completed. Six out of 15 villages to be covered under Bikaner Project and 5 out of 14 villages to be covered under Jaisalmer Project have been supplied with water. Jodhpur project was to be revised and hence could not be completed.

[Ministry of Agriculture and Irrigation (Department of Rural Development) D.O. No. 26 (31)/77—DPAP, dated 9-8-1978.]

Recommendation

The Committee find that as against the target of 1704 schemes for building 9872 kms. of roads in 10 States at a cost of Rs. 27.29 crores, 1464 schemes were completed by building 8836 kms. of roads at a cost of Rs. 29.89 crores. Audit have pointed out that in some States the expenditure on road works was incurred on the improvement of existing roads, Kucha or otherwise, although under the project only construction of new all weather roads to open up inaccessible areas was contemplated. It was explained to the Committee that execution of road schemes was affected partially due to stoppage of funds for road schemes in July 1973 on account of budgetary constraints. The States were, however, informed that incomplete roads might be completed from the normal state plan resources. The Committee would like to know whether the road works which were left incomplete at the end of the Fourth Plan have since been completed. They would also like to know how much of the amount of Rs. 22.89 crores has been spent on the construction of new roads and how much on the improvement of existing ones and the rationale therefor.

[Serial No. 36 (para 6.152) of Appendix XI of the Public Accounts Committee of (1977-78) Fifth Report (6th Lok Sabha).]

Action Taken

On the basis of the replies received from the State Governments, roadworks taken up in the IV Plan were completed by the end of IV Plan in the State of Andhrâ Pradesh only. The position regarding 9 other States is as shown below:—

State	Roads left incomplete in IV Plan		Road completed during V Plan		Road remaining incomplete as at present	
	Number	Length in Kms.	Number	Length in Kms.	Number	Length in Kms.
1. Bihar	18	170.42	8	139.00	10	40.42
2. Gujarat	78	693.13	41	244.31	37	448.82
3. Jammu and Kashmir	Details not received.					
4. Karnataka	117	1,051.30	63	836.60	49	214.70
5. Madhya Pradesh	20	354.30	2	33.40	18	320.90
6. Orissa	6	60.50	—	30.60	6	37.70
7. Rajasthan	32	210.00	23	173.00	4	37.00
8. Uttar Pradesh	33	131.52	14	208.87	19	122.65
9. Tamil Nadu	Details not received.					
TOTAL 7 STATES	304	2,067.97	161	1,665.78	143	1,222.19

The replies received from the State Governments on the expenditure incurred in the construction of new roads and also on the improvement of existing roads is as shown below:—

State	Expenditure up to the end of March, 1974 during IV Plan (Rs. in lakhs)		
	Construction of new roads	On Improvement of existing roads	Total
1	2	3	4
Andhra Pradesh	18.62	113.23	131.85
Bihar	—	131.13	131.13
Gujarat	351.51	—	351.51

1	2	3	4
Jammu & Kashmir	@	@	56.96
Karnataka	35.35	211.56	246.91
Madhya Pradesh	21.43	..	21.43
Orissa	..	98.77	98.77
Rajasthan	@	@	
Rajasthan	@	@	506.40
Uttar Pradesh	333.78	..	333.78
Tamil Nadu	@	@	159.34
TOTAL	760.70	554.69	2038.09

@Break -up is not available.

Thus, barring J & K (partly), the total expenditure incurred on the new roads and improvement of existing roads comes to Rs. 2030.09 lakhs. It will be observed that the figure furnished now are at variance from those furnished earlier. The question of reconciling these figures is being taken up with the concerned State Governments.

[Ministry of Agriculture and Irrigation (Department of Rural Development) D.O. No. 26(31)/77 DPAP dated 4-8-1978.]

Recommendation

The Committee note that a Crash Programme known as the "Drought Relief Production Programme" was launched in September-October 1973 to augment irrigation facilities in 14 drought-affected districts of Uttar Pradesh. The entire outlay of Rs. 9.47 crores on this Programme was to be met by the Government of India by way of long-term loan. The programme envisaged an additional area of 1.34 lakh acres being brought under irrigation by March 1974. The Committee, however, find that while the 14 drought-affected districts of Uttar Pradesh had a total irrigated area of 6.71 lakh acres, but after implementation of Drought Relief Production Programme the total irrigated area, instead of increasing, decreased to 5.25 lakh acres in 1973-74 and to 6.42 lakh acres in 1974-75. They also find that despite fixing of district-wise physical and financial targets, setting up a Drought Relief Committee at the State level for efficient supervision of works and monitoring of progress of works by a control section at the departmental level, the target of bringing an additional area

2731 LS—6

of 1.34 lakh acres under irrigation by March, 1974 could not be achieved. In fact, the additional area that has actually been brought under irrigation even till 1977 works out to 0.75 lakhs acres only. The Committee recommend that causes of dismal failure of this Crash Programme which was meant to relieve the distress of the people caused by serious drought reported in the State of Uttar Pradesh in June—July, 1973, should be probed and concerted efforts made even at this stage to fulfil the programme targets. The Committee would suggest that Government of India should keep a close watch on the pace of implementation of all programmes the outlay on which is met wholly or substantially by Government of India even if these are executed by State Governments.

[Sl. No. 42 (Para 6.181) of Appendix XI of the 5th Report (1977-78) of Public Accounts Committee (Sixth Lok Sabha).]

Action taken by Government

As per the information furnished by State Government, the Drought Relief Production Programme which was launched in 1973, initially envisaged to bring an additional area of 1.34 lakh acres under irrigation. This target was subsequently revised to 1.20 lakh acres. The targets and achievements in acres of works undertaken as reported by the State Government, is enclosed (Annexure I).

The State Government has reported that the targets would not be achieved in time mainly due to delay in completion of works. The position has, however, improved subsequently. It is expected that the works at Deokali Stage II will be completed by April, 1979. The State Government is also making efforts to complete the pending lift irrigation schemes. The progress report in respect of all schemes for which loan was given by Government of India and other information furnished by State Government, is enclosed (Annexure II).

Two officers of the Department of Agriculture were deputed to discuss various aspects of implementation of schemes under Drought Relief Production Programme in the light of the observations made by Public Accounts Committee. On the basis of assessment made by these officers, the State Government has been requested to take suitable action to complete the remaining projects so that the programme targets may be fulfilled. A copy of letter No. 4—14/78-SR dated 28-7-78 addressed to State Government is also enclosed at annexure III.

[Ministry of Agriculture and Irrigation (Department of Agriculture) O.M. No. 4—14/78—SR, dated 5-8-1978.]

ANNEXURE I

Explanation given by the State Government of Uttar Pradesh about the performance of various programmes undertaken under Drought Relief Programme

The Drought Relief Programme which was launched in September-October, 1973, initially envisaged to bring an additional area of 1.34 lacs acres under irrigation. This target was subsequently revised to 1.20 lacs acres. The achievements during various years given in the table enclosed.

No doubt the targets could not be achieved in time mainly due to delay in completion of works, however, the position has improved subsequently. The shortfall is due to incomplete works. It is expected that the works of Deo Kali Stage II will be completed by 4/79 and thus the targets will be fully achieved. As far as position of lift canals is concerned the same has already been explained in the detailed note.

Targets and achievements in acres of works constructed under D.R.P. (1973-74)—U.P.

Item	Original	Revised	Achievement				
			1973-74	upto 74-75	Upto 75-76	Upto 76-77	Upto 77-78
1. Extension of conveyance system and construction of tubewells. . . .	61500	48000	24784	44250	67722	73365	N.A.
2. Augmentation of lift Irrigation capacity . .	22350	22350	1125	8525	9425	13325	14025
3. Deokali Pump Canal Stage II.	35000	35000	..	..	..	5550	10730
4. Lining of Canals. . .	15000	15000	13125	13125	13125	13125	13125
	133850	120350	39034	65900	90272	105365	

ANNEXURE II

Shahzad Bahadur,
Joint Secretary.

D.O. No. 2918/35-5-78(S. P. C.)

UTTAR PRADESH SHASAN
RAJYA YOJNA AYOG
(NIYOJAN VIBHAG)

Dated: Lucknow, July 21, 1978.

Dear Shri Singh,

Kindly refer to Chief Secretary, U.P's D.O. letter No. 22(3) 6—344 dated 18th May, 1978 regarding information in connection with the loan of Rs. 9.47 crores sanctioned by the Government of India to the State Government for implementation of drought relief schemes during the year 1973-74. The observations of the Public Accounts Committee referred to construction works on State tube-wells and lift canals undertaken by the State Irrigation Department and for provision of subsidy for diesel pumping sets. The Committee had observed that the construction of irrigation works had been delayed and their benefits had not been made available according to schedule. The matter has been examined in detail and comments on individual items of the programme are as below.

Extension of Water Conveyance System and Construction of Additional Tubewells.

The programme of extension of water conveyance and construction of tubewells envisaged construction of 700 miles of kuchha guls, 275 miles pucca guls, 2750 outlets, 480 syphons and 285 tubewells. The outlay provided for this work was Rs. 6.20 crores. It was estimated that an area of 48,000 acres will be benefited by the construction of these items. Against the above target 881 miles kuchha guls, 285 miles pucca guls, 2959 outlets and 520 syphons were constructed and 286 tubewells were drilled utilising an outlay of Rs. 6.21 crores. Full benefits of these works could not be obtained during the year 1973-74 mainly on account of delay in the energisation of tubewells. This delay was caused chiefly by the overall power shortage as compared to demand and that situation still continues. The area benefited by these works during the years 1975-76 and 1976-77 was 67,772 and 73,365 acres respectively.

2. Augmenting Lift Irrigation Capacity:

The amount provided by the Government of India for this work was Rs. 0.77 crores. The physical target envisaged was to augment the capacity of 11 pump canals from 122.5 cusecs to 175.5 cusecs and to

construct five new pump canals having a total capacity of 95 cusecs. These works were envisaged to create an additional irrigation potential of 22,350 acres. Augmentation works in respect of all the 11 pump canals have been completed and construction of two pump canals has also been completed. Work on the remaining three pump canals has been held up on account of opposition from cultivators as also the construction of distribution system of Sarda Sahayak leading to re-assessment regarding providing gravity irrigation to these areas from Sarda Canal System. The potential created upto this time is 14.025 acres.

3. Deokali Pump Canal:

Rs. one crore was allotted under this programme for Deokali Pump Canal (Stage II) with a view to accelerate the construction of the project by 6 months and thus provide irrigation facilities earlier by one fasal to an additional area of 35,000 acres. Deokali Pump Canal, Stage I, envisaged pumping of 200 cusecs but considering the requirements of the area, the design discharge was increased to 1,080 cusecs under Stage II of the Scheme. Sanction for Stage II was received at a time when work of Stage I had just started and it was therefore considered proper to carry on the work of Stages I and II simultaneously specially as the headworks and the main canal were common for both the projects. An expenditure of 90.58 lakhs was incurred on various works (including overheads) of the scheme during the year and this helped in the acceleration of availability of the benefits of the project. The areas irrigated by Deokali Canal system during the year 1976-77 and 1977-78 are as below:

<i>Year</i>	<i>Irrigated area</i>
1976-77	5,486 acres
1977-78	10,608 acres

Details of work actually executed under various schemes and benefits derived therefrom, are enclosed.

4. Lining of Channels:

An amount of Rs. 100 lakhs was allocated for the lining of the channels. It was proposed to do lining work on 52 kms. channels in 11 drought affected districts for creating additional irrigation potential of 15,000 acres. This target could not be achieved in full due to the following reasons:

- (i) Shortage of cement during that period
- (ii) The canals could not be closed for taking up lining work because of the failure of winter monsoons.
- (iii) Strike of Junior Engineers from 10-1-74 to 31-3-74.

Since the lining work could not be completed during the financial year 1973-74, the balance amount was utilised in purchasing materials so that this work could be completed subsequently. The work on lining of

canals has since been completed in 63 kms.. The works on lining of canals contributed to the irrigation of an additional area of 13,125 acres in the year 1975-76.

Provision of Subsidy on diesel sets

An amount of Rs. 50 lakhs was sanctioned by the Government of India for this item. The Central Monitoring Team that visited U.P. from 26th March to 28th March, 1974, however, recommended an outlay of Rs. 36 lakhs. The grant released to the cultivators in the drought affected districts was about Rs. 42 lakhs as detailed below:

Sl. No.	Name of the District	Expenditure upto March, 1974 (Rs.)
1.	Allahabad	2,42,000
2.	Hamirpur	28,140
3.	Varanasi	70,000
4.	Mirzapur	1,05,312
5.	Jaunpur	7,30,000
6.	Ghazipur	80,000
7.	Ballia	89,000
8.	Azamgarh	3,00,000
9.	Faizabad	6,42,000
10.	Sultanpur	2,40,000
11.	Pratapgarh	2,60,000
12.	Barabanki	1,50,000
13.	Gorakhpur	3,92,148
14.	Deoria	4,50,000
15.	Basti	4,00,000
	Total	41,78,000

The amount of Rs. 36 lakhs allotted for this work was thus fully utilised.

Yours sincerely

Sd/-

(*Shahzad Bahadur*)

Sri Nagendra Singh,
Deputy Secretary (SR)
Ministry of Agriculture & Irrigation,
Department of Agriculture,
Krishi Bhawan
New Delhi.

DROUGHT RELIEF PROGRAMME IN U.P. DURING 1973-74 STATE TUBEWELLS

6.158, U.P. faced serious drought conditions during the year 1973-74. In order to offset the damage caused by drought a Programme of increasing irrigation facilities was prepared and submitted to Central Government which gave its approval on 24-9-73. Meanwhile, in anticipation of approval the various departments were directed to start work on the proposed programme out of the Plan funds. The approved programme of augmenting irrigation facilities consisted of the following works:—

(1) Extension of water conveyance system	2.50 crores.
(2) Construction of tubewells and purchase of rigs.	3.70 „
(3) Augmenting lift irrigation capacity	0.77 „
(4) Deokali Pump Canal Stage II	1.00 „
(5) Lining of canals	1.00 „
	<hr/>
	8.97 „
	<hr/>

The first two items relate to State tubewells.

6.159. *Extension of water conveyance system of State Tubewells.*

The scheme envisaged the construction of 1600 miles of katcha channel, 275 miles of lined channel, 480 syphons and 2750 outlets, at a cost of Rs. 2.50 crores to irrigate an additional area of 37500 acres. The work was started in September 1973 when sowing of Rabi crop had commenced which created lot of difficulties in the construction of guls. In view of the difficulties, the target for construction of katcha guls was revised to 700 miles and Central Government was accordingly informed *vide* U.P. Government letter No. 782/12(3)/232/73, dated 1-3-74. The revised benefits envisaged were thus 19500 acres. Against this target, 881 miles of katcha guls, 285 miles of pucca guls, 2959 outlets, 520 syphons were constructed thus, creating an additional irrigation potential of 23220 acres.

6.160. Originally 240 tubewells were proposed to be constructed alongwith purchase of 10 rig units at a cost of Rs. 3.70 crores. This programme was subsequently amended, as mentioned above, to the construction of 285 tubewells at the cost of Rs. 4.30 crores. All these tubewells were drilled by 3/74 but they could not be put to operation in as much as they could not be completed and energized by 3/74. Presently out of these tubewells 280 tubewells are in operation. The purchase of the six rigs was made keeping in view the proposed construction programme

of the Fifth Plan. All the six rig machines are presently working in the Department.

6.161. In the 14 drought affected districts the performance of the total number of State tube wells in operation is given below:—

Year	Kharif		Rabi		Total
	Number of tubewells on first day of fasal	Area irrigated (in acres)	Number of Tubewells on first day of fasal.	Area Irrigated (in acres)	Total area irrigated (in acres)
1971-72	2641	1,22,149	2718	4,68,524	5,90,673
1972-73	2970	2,12,379	3104	4,58,923	6,71,302
1973-74	3350	1,30,722	3459	3,94,240	5,24,962
1974-75	3709	1,46,223	3676	4,96,161	6,42,384
1975-76	4092	1,64,643	4147	6,22,787	7,87,430
1976-77	4309	2,00,860	4393	6,05,911	8,04,800

6.162. It has been already explained that tubewells could not be fully utilized during 1973-74 and 1974-75 on account of acute shortage of electricity and other hydel defects. Following table indicate the total and average hours lost due to rostering and hydel defects during past few years. It may be noted from the table that during Kharif of 1974-75, the loss due to rostering etc. was on very much higher side in comparison to previous years. This resulted in low performance of the tubewells. It may also be noted that the situation improved in 1975-76 and 1976-77 which resulted in improved performance of the tubewells.

Sl. No.	Year.	Total/Average Hours lost due to Hydel Defects.		
		Kharif	Rabi	Total
1.	1976-77	10070381/724	1876978/1354	28840166/2078
2.	1975-76	23942699/1788	11223180/821	35165879/2609
3.	1974-75	28373823/2245	28426961/2138	56800784/4383
4.	1973-74	15691875/1330	24268970/1098	39960845/3328
5.	1972-73	6149987/563	17848353/1578	23998340/2141

The reasons for poor performance of State Tubewells as a whole has been indicated in the above paragraphs. This programme has envisaged construction of tubewells in new areas and thus it was proposed to bring 48000 acres of new area under irrigation. No doubt the full benefits could not be achieved during the year 1973-74 and to some extent during 1974-75 due to delay in electrification of tubewells. However, the things have improved subsequently. Actual area benefited by these works constructed under drought relief programme in different years is given below:—

Year	Area benefited in acres.
1973-74	24784
1974-75	44250
1975-76	67722
1976-77	73365

EXTENSION OF WATER CONVEYANCE SYSTEM, CONSTRUCTION OF STATE TUBEWELLS AND PURCHASE OF RIGS.

A. The scheme of extension of water conveyance system envisaged the construction of 1600 miles of katcha channel, 275 miles of lined channel, 280 syphons and 2750 outlets, at a cost of 2.50 crores to irrigate an additional area of 37500 acres. The work was started in September, 1973 when sowing of the Rabi crop had commenced which created lot of difficulties in the construction of guls. In view of the difficulties the target for construction of katcha gul was revised to 700 miles. The revised benefits envisaged were thus 19500 acres. Originally 240 tubewells were proposed to be constructed alongwith purchase of rig units at the cost of Rs. 3.70 crores. However, when the target of katcha guls was revised the programme for construction of State tubewells was also revised from 240 to 285 tubewells. Government of India was accordingly informed vide U.P. Government letter No. 782/12(3)/232/73, dated 1-5-74. Briefly, the original and revised targets and outlays are given below.

PHYSICAL FINANCIAL TARGETS

Name of item.	initial targets.			Revised targets.		
	Physical	Financial in crores	Benefits in acres	Physical	Financial in crores	Benefits in acres
1	2	3	4	5	6	7
Extension of Water Conveyance system.		2.50	37,500		1.90	19,500

	1	2	3	4	5	6	7
a—Construction of un-lined gul.		1000 ⁹ miles			700 miles.		
b—Construction of lined gul.		275			275		
c—Construction of outlets.		2750 nos.			2750 nos.		
d—Construction of syp-; hons.		480 nos.			480 nos.		
e—Construction of tubewells & purchase of rigs.		240 nos.	3.70	24,000	285 nos.	4.30	28,500
TOTAL			6.20	61,500		6.20	48,000

B. Against this target 88 miles of katcha guls 285 miles of puca guls, 2959 outlets, 520 syphons and 286 tubewells were constructed. Six tubewells were found unsuccessful during development etc. These were ultimately abandoned. As a matter of fact the provision of 2 per cent abandonment is made in every tubewell project which was also done in the project submitted to the Central Government under this scheme. Presently, 280 tubewells are in running condition.

C. The performance of the State tubewells during Kharif of 1974-75 was adversely affected on account of heavy rosterings. It may be pointed out that during 1973-74 hours lost due to shortage of power etc. were 1330 per tubewell. In comparison to this shortage of power increased during 1974-75 and hours lost per tubewell during Kharif increased to 2245.

DROUGHT RELIEF PROGRAMME IN UP DURING 1973-74 LIFT IRRIGATION SCHEMES

6.163. The Scheme envisage augmentation of capacity of lift Irrigation schemes as follows:—

1. By augmenting capacity of 11 pump canal from total of 122.5 cusec to 175.5 cusec.

2. By constructing 5 new pump canals of total capacity of 95 cusec.

The present position of above categories is given below:—

(i) Capacity of all the 11 pump canals have been augmented from 122.5 cusec of 175.5 cusec. The date of energization of each canal for the increased capacity and respective increase in Irrigation potential is shown in the statement 1, enclosed.

6.164. Out of 5 new pump canals 2 pump canals viz., Gureni and Sagra in District Varanasi and Pratapgarh respectively have been commissioned as per details given in the statement No. 1. The position of remaining 3 pump canals is given below:—

NEVADA PUMP CANAL

This pump canal was initially proposed in District Ghazipur on River Gomti for 25 cusecs costing Rs. 23 lacs. Administrative approval for the construction of this canal was accorded by the Superintending Engineer, Lift Irrigation Circle, Varanasi *vide* his letter No. 10813/LICV/P-1, dated 24-9-73. Later on this scheme was included in Drought Relief Programme 1973-74 with a capacity of 15 cusecs to provide irrigation facilities to 900 hectare of land and Government accorded financial sanction *vide* letter No. 685-F/74/23—SI—dated 30-3-74 under the

Head "Increasing capacity of Lift Irrigation". A sum of Rs. 9 lacs was allotted against which Rs. 10.58 lacs were spent during 1973-74 and 1974-75 on the following works:—

1. Pumping sets 3 Nos.
2. Pipe Line
3. Serge Tank
4. Delivery Tank
5. Supporting pillars for pipe line
6. Switch Room
7. R.C.C. Pipe lines aqueduct —0.4 Km.

It may be mentioned that construction of Channel could not be taken up beyond 0.4 Km. due to non-acquisition of land and objections of cultivators. This scheme could, however, not be completed in subsequent years due to non-availability of funds under Drought Relief Programme. As such a proposal to include this scheme in the schedule of New demands for 77-78 was sent to Govt. *vide* this office No. 862-W-9, dated 22.1.77 and a project for this canal of 15 cusecs costing Rs. 18.4 lacs (Including the cost of above works already done under drought programme) was sent to Government *vide* Chief Engineer's letter No. 13152-W-9/P-8/Nevada, dated 29.11.77 for financial sanction under planned scheme. There upon Government asked for certain information *vide* their letter No. 3569/T/78-23-Si|5-IW|77 dated 12.6.78, which was sent to Government *vide* Chief Engineer's letter No. 6557-W-9 Nevada Pump Canal, dated 12-6-78. The matter is under consideration.

MOHABBATPUR PUMP CANAL

Mohabbatpur Pump Canal was initially proposed for 40 cusecs in district Azamgarh on river Tons at a cost of Rs. 24.63 lacs. Administrative sanction of this scheme was accorded by S.E., T.W. Circle, Varanasi *vide* his letter No. C-346|E-II, dated 24-9.73 under Plan Scheme. Later on this scheme was included in drought programme for the year 1973-74

with 20 cusecs capacity to provide irrigation facility to 1200 hectare of land. Financial sanction for this scheme alongwith other schemes, proposed under drought programme for 1973-74, was accorded, by Government *Vide* No. 685-F/23-SI-6, dated 30.3.74. A sum of Rs. 8.50 lacs was provided for the construction cost of this pump canal under drought programme 1973-74, against which Rs. 4.35 lacs were placed under deposit for payment of land compensation and completing other works and Rs. 4.48 lacs were spent on following works:—

1. Arrangement of Barge.
2. Arrangement of Pipe lines.
3. Arrangement of pump sets.
4. Misc. work.

The work on channel could not be undertaken because of the opposition from the cultivators. Out of 45 acres of land required for the construction of channel 10.557 acres of land has been acquired so far and land cases for the balance are under process. Public representative from Azamgarh *vide* his letter dated 22.10.75 requested to abandon the pump canal to save small cultivators, D. M. Azamgarh *vide* his letter dated 5.8.75 stressed for its construction and Chairman, District Board on 17.9.75 stressed that the scheme should not be undertaken due to shortage of water in river Tons. Subsequently the scheme was examined in detail and the case was sent to Government *vide* this office No. 4035/W-9, dated 28.5.76 recommending that the scheme is technically feasible for construction with 20 cusecs capacity, also looking to the contradictory opinions from Public Representatives and D. M. final orders for the construction of this scheme were sought from the Government. The revised proposal is under consideration.

AURANGABAD PUMP CANAL

Construction of the above pumped canal costing Rs. 18.26 lacs was initially proposed in District Sultanpur on River Gomti for 60 cusecs for increasing irrigation facilities to 15.795 acre of land under plan scheme. Administrative approval was accorded by the Superintending Engineer VII Circle, Lucknow, *vide* his letter No. 12102 dated 21-9-75. This scheme was decided to be completed in two stages. In the first stage the channel with 20 cusecs capacity to provide irrigation facilities to 1200 Hectares of area was included in the Drought Programme for 73-74, financial sanction for which alongwith other schemes was accorded by Uttar Pradesh Government under "Increasing lift irrigation capacity" *vide* No. 685-F/23-Si-6 dated 30.3.74. A sum of Rs. 9.50 lacs was allotted under the Drought Programme for 73-74 for this pumped canal. The total expenditure of

Rs. 7.05 lacs was incurred up to March 1977 on the following works of this canal:-

1. <i>Civil works</i>	2.47 lacs
2. <i>Mechanical works</i>	
(a) Arrangement and carriage of pumps Motor, Starter and cable etc.	1.50 lacs
(b) Payment made to Electricity Board for energisation.	3.08 lacs
TOTAL	<u>7.05 lacs</u>

The work on construction of pumped canal was slowed down in April, 1976 in order to find out the possibility whether any alternative arrangement for irrigating the area in question may be possible considering the benefits expected from Sarda Sahayak Project also. During January 77 the then Hon'ble Minister of Irrigation visited Sultanpur and desired that as there would be shortage of water under Sarda Sahayak project during Rabi and other Kharif period. Lift schemes wherever feasible should be investigated. Keeping the above decision in view, the work on the above scheme is expected to be resumed in a couple of years after observing the benefits of irrigation from Sarda Sahayak project on its completion.

6.165. The pump canals so far energised have created a potential of 14025 acres as against the target of 22350 acres as per details given in statement No. 1.

6.175. Under the scheme augmentation of lift irrigation capacity, the position of augmentation canalwise is given in Statement No. 1 which shows that the target of 53 cusec. has been achieved soon after the last pump canal of this category was energised in December, 1977.

6.176. The position of augmentation of lift irrigation capacity by constructing 5 new pump canals has already been explained in para 6.164.

Extracts from letter No. 510 (i) T/of 5-102/TW/77 dated July 25, 1978 from Shri S.N. Seth, Dy. Secretary (Irrigation), Govt. of Uttar Pradesh to Shri Naginder Singh, Dy. Secretary, Govt. of India, Department of Agriculture, New Delhi.

* ** * * ** * * *

(1) *Newada Pump Canal*

The scheme could not be completed due to non-availability of funds under Drought Relief Programme of the State Govt. A revised project

for Rs. 18.4 lacs (which also includes cost of works already taken up under the Drought Programme of the Govt. of India) has been prepared. The work on the project would be started after securing the financial sanction in near future and thereby the amount already spent on the scheme would be usefully utilised.

(2) *Mohabbatpur Pump Canal*

The work on the project was held up as there was tough opposition from local cultivators. A decision has already been taken to go ahead with the project and the work would be started soon after receipt of the financial sanction."

* ** * * ** * * * *

(4) *Deokali Pump Canal Scheme*

Deokali Pump Canal Scheme was envisaged for providing irrigation facilities to an area of about 70,000 acres (28,400 hectares) of Tehsil Saidpur and Ghazipur of District Ghazipur at a cost of Rs. 290 lacs. Under this scheme 65,100 acres (26,300 hectares) was proposed for irrigation.

In the fifth five year plan, a proposal was framed for increasing capacity of Deokali Pump Canal at a cost of Rs. 975 lacs. Under this scheme additional 1,32,000 acres (53,420 hectares) was to be provided irrigation. Actual additional irrigation was proposed to be for 1,28,000 acres (51,800 hectares)

In 1973 drought condition were there in the state. Government of India vide their letter PF/R-9 (17)/73 dated 24.9.73 sanctioned a loan of Rs. 9.47 crores for advance action on the schemes of fifth five year plan, out of which 1.00 crores was earmarked for Deokali Pump Canal stage II. This amount was to be spent for expediting the work of the project by six months and for providing irrigation earlier by one fasal to an additional area of 35,000 acres (14,200 hectares).

Under the Deokali Pump Canal stage II, the channel designed for 200 cusecs under Deokali Pump Canal stage I was to be increased to 1080 cusecs. As soon as the work on stage-I was started, sanction of stage II was also received. As such from the point of view of economy and practicality, it was considered proper to construct works according to the design requirements of Deokali stage II. Therefore the works for the Head works and main canal were started jointly for stage I and stage II. Although the loan was sanctioned for stage II, but in absence of formal allotment the expenditure on joint works of stage I & stage II was booked to stage I. The reallocation of expenditure was done later on. Hence the contention of audit that the expenditure of 41 lacs booked later on to Deokali stage II, was concerning stage I is not correct.

For Deokali stage II an amount of Rs. 90.00 lacs were allotted to Lift Irrigation Circle, and Irrigation Construction Circle, Varanasi Against the amount of 90.00 lacs, expenditure of Rs. 90.58 lacs was done on the following items:

Name	Proposed	Actual	Remarks
1A. Preliminary .	0.60	0.55	
2B. land. .	..	6.50	
3. Masonary/canal. works	9.80	14.00	Payment of to Railways for const. of Rail-way crossing.
4. Building .	3.00		
5. Earth work. .	10.00	8.04	Do.
6. Equipment .	25.00	20.44	For pumps & pipes.
7. Misc. .	20.00	25.00	For UPSEB for arrangement of power.
8. Dys & minor .	10.00	12.00	
9. T & P .	10.00	4.05	Const. equipment.
	88.40	90.58	

The amount under Deokali stage II was given for advance action. The main object was to get the work of stage II expedited. Hence payment was made to those departments who do not under-take the works without advance payments. It is clear that expenditure was done on the items which could advance the pace of progress of work of stage II.

In the year 1973-74 under Deokali stage II the earth work at a cost of Rs. 10 lacs was proposed to be done. On this work Rs. 8.04 lacs were spent which was helpful in providing employment to the people of the drought prone area.

In the year 1974-75 the progress of works was slowed down due to paucity of funds. The main canal was common to stage I and stage II. The construction work continued during 1975-76 and in June 1976 the Canal was run. The irrigation details of various years are given below:

	Kharif	Rabi	Total
1976-77	38 ha	2182 ha	2220 ha
1977-78	1593 ha	2700 ha	4293 ha

Sd/- (Jag Roshan Lal)
Executive Engineer Personal Assistant (East)
for Chief engineer, I.D.U.P.

ANNEXURE-II

Statement I

Progress of Construction Programme of State Tubewells under D.R.P. (73-74).

Duration	Drilling	Develop- ment	Construc- tion of Pump house	Install- ation of pump- ing sets	Submis- sion of B&L forms	Energiza- tion
1	2	3	4	5	6	7
Upto 3/74	286	235	165	162	157	58
During 3/74 to 6/74	34	53	38	32	17
Upto 6/74	269	218	200	189	75
During 6/74 to 9/74	7	39	42	51	58
Upto 9/74	276	257	242	240	133
During 9/74 to 12/74	10	25	27	64
Upto 12/74	276	267	267	267	197
During 12/74 to 3/75	2	7	8	8	38
Upto 3/75	278	274	275	275	235
During 3/75 to 6/75	2	..	..	3
Upto 6/75	278	276	275	275	238
During 6/75 to 9/75	2	..	..	4

2731 LS-7	Upto 9/75	.	.	.	.	.	.	.	.	.	.	.	.	.	278	278	275	275	242
	During 9/75 to 12/75	.	.	.	.	.	.	.	.	.	.	.	.	.	1	..	3	3	33
	UPto 3/76	.	.	.	.	.	.	.	.	.	.	.	.	.	279	278	278	278	275
	During 12/75 to 3/76	.	.	.	.	.	.	.	.	.	.	.	.	.	..	1	..	..	3
	UPto 3/76	.	.	.	.	.	.	.	.	.	.	.	.	.	279	279	278	278	278
	During 3/76 to 6/76	.	.	.	.	.	.	.	.	.	.	.	.	.	1	1	2	2	8
	UPto 6/76	.	.	.	.	.	.	.	.	.	.	.	.	286	280	280	280	280	280

ANNEXURE-I

STATEMENT II

Performance of Tubewells constructed under Drought Relief Programme and other Tubewells in the 14 districts in which DRP were to be undertaken.

Sl. No.	Name of district	1973—74			1974—75		
		Area irrigated by other TW Works	Area irrigated by works constructed under DRP	Total	Area irrigated by other TW Works	Area irrigated by works constructed under DRP	Total
1	2	3	4	5	6	7	8
1.	Allahabad	74944	2018	76962	95679	5228	100907
2.	Hamirpur	..	740	740	3714	960	4674
3.	Pratapgarh	2911	500	3411	5190	1144	6334
4.	Sultanpur	26848	1320	28168	31512	1480	32992
5.	Fatehpur	4160	690	4850	7592	1907	9499
6.	Raebareli	562	936	1498	3614	1711	5325
7.	Jaunpur	44088	1402	46390	45969	1861	47830
8.	Varanasi	122808	5543	128351	141643	12277	153920
9.	Barabanki	6507	380	6887	6695	642	7337

10. Faizabad	56127	980	57107	62285	1715	64000
11. Azamgarh	50272	1920	52192	56638	2289	58927
12. Mirzapur	16310	820	17130	18420	1398	19818
13. Ghazipur	60453	3655	64108	70909	5768	76677
14. Ballia	33508	3880	37168	39872	5770	45642
TOTAL	500178	24784	524962	598134	44250	642384

1. Performance of State tubewells in Barabanki has slightly gone down during 1976-77. This is on account of variation in local conditions such as change in Cropping pattern and demand of farmers etc.
2. Performance of State tubewells in Rebareli had gone down during 75-76 but has improved during 76-77. The variation is due to local conditions.

ANNEXURE-II

STATEMENT II

	1975-76			1976-77		
	Area irrigated by other TW Works	Area irrigated by works constructed under DRP	TOTAL	Area irrigated by other TW Works	Area irrigated by works constructed under DRP	TOTAL
	9	10	11	12	13	14
Allahabad	94442	7440	101882	92687	8681	101368
Hamirpur	2477	2218	4695	5107	2363	7470
Pratapgarh	9203	2001	11204	9683	2121	11804
Sultanpur	39037	2940	41977	43052	3251	46303
Fatehpur	9691	2690	12381	12582	2764	15346
Raebareilly	7389	1697	9086	6263	1852	8115
Jaunpur	73848	3995	77843	76499	4403	80902
Varanasi	170402	16481	186883	161222	16793	178015
Barabanki	12994	1260	14254	9756	1084	10840
Faizabad	75799	4780	80579	81949	5161	87110
Azamgarh	61984	5590	67574	65204	6153	71357
Mirzapur	19626	2230	21856	19920	2439	22359
Ghazipur	87031	7730	94761	94847	8725	103572
Ballia	42775	6650	49425	52564	7675	60239
TOTAL	706698	67722	774420	731335	73365	804800

ANNEXURE-II

STATEMENT III

Performance of Lift Irrigation Scheme undertaken under Drought Relief Programme.

Sl. No.	Name of District	Name of Pump Canal	Original capacity	Proposed increase in capacity under Drought programme 1973-74	Actual capacity after augmentation	Date of energization of augmented capac	Additional potential generated (in hect.)
1	2	3	4	5	6	7	8
1	Hamirpur	1. Bheli	20	5	25	12/73	300
		2. Bilcuta	20	2.5	22.5	3/74	150
2	Raebareilly	3. Dariba	5	10	15	6/74	600
		4. Schalia	5	5	10	6/74	300
3	Azamgarh	5. Khurhat	30	4	34	12/77	240
		6. Salena	18	6	24	10/75	360
4	Varanasi	7. Bera	1.5	2.5	4	7/74	150
		8. Newazganj	4	2	6	7/74	150
		9. Kuriher	4	3.5	7.5	12/76	210

1	2	3	4	5	6	7	8
		10. Bhuai (S)	5	2.5	7.5	12/76	15
		1. Sayar	10	10	20	6/74	600
			122.5	53.0	175.5	..	3210

Construction of Five New Pump Canals.

1	Varanasi	Guraini	..	20	20	11/74	1200
2	Pratapgarh	Sagra	..	20	20	2/77	1200
			..	40	40	..	2400
	GRAND TOTAL		122.5	93	215.5	..	5610 or 14025 Acres

ANNEXURE III

S. P. Mukerji
Additional Secretary (RC)

D. O. No. 4-14/78. SR
GOVERNMENT OF INDIA

MINISTRY OF AGRICULTURE AND IRRIGATION
(DEPARTMENT OF AGRICULTURE)

Kirshi Bhavan, New Delhi
July 28, 1978

Dear Shri

Kindly refer to your d.o. letter No. 22(3) 76-334 dated May 18, 1978 regarding implementation of the following drought relief programme for which a loan of Rs. 9.47 crores was sanctioned by the Government of India to the State Government during 1973-74:

- | | |
|---|------------------|
| 1. Extension of water conveyance system | Rs. 2.50 crores. |
| 2. Construction of additional tube-wells and purchase of rigs | Rs. 3.76 crores. |
| 3. Augmentation of lift irrigation capacity | Rs. 0.77 crores |
| 4. Deokali Pumping Canal (Stage II) | Rs. 1.00 crores. |
| 5. Lining of Canals. | Rs. 1.00 crores. |
| 6. Provision of subsidy on diesel sets. | Rs. 0.50 crores. |

The Public Accounts Committee of the Lok Sabha who have looked into the pace of implementation of these programmes, have observed in its 5th Report on Relief of distress caused by natural calamities that the cases of dismal failure of this crash programme which was meant to relieve the distress of the people caused by serious drought should be probed and concerted efforts be made even at this stage to fulfil the programme targets. The relevant extracts of the report are enclosed herewith for your perusal. As per the communication received from Lok Sabha Secretariat, the compliance report on the relevant para i.e., para 6.181 of the report is to be forwarded by 5.8.1978 after getting it vetted by Audit.

Since the relevant information could not be received from the Planning Department of the State Government in spite of repeated reminders, two officers namely, (i) Shri Naginder Singh, Deputy Secretary and (ii) Shri R. S. Saxena, Supdt. Engineer (MI) were deputed for discussing the matter with the concerned officers of the State Government and to get the relevant information.

From a perusal of the information furnished by the State Government it is clear that some of the schemes like augmentation of lift irrigation

capacity and Deokali Pump Canal Stage II, have not yet been fully completed. You will appreciate that there is urgent need to implement these programmes without any further delay especially in the light of the observations made by PAC on the subject. I would suggest that the pace of implementation of the programme may be discussed with the concerned officers so that fresh directions, if necessary, may be issued to fulfill the programme targets. The following suggestions may please be kept in mind while reviewing the progress:—

Extension of conveyance system and construction of tubewells and purchase of rigs:

During the visit of the officers of this Department to Barabanki on the 24th July, 1978, it was observed that the area irrigated by tubewells constructed under the drought relief programmes went down to 1084 acres in 1976-77 as compared to 1260 acres irrigated in 1975-76. A Statement showing the performance of tubewells in Barabanki district is enclosed. During the course of conversation with the concerned officers it was revealed that the funds provided for maintenance of these tubewells/channels are not adequate even for the maintenance of tubewells with the result that it is perhaps not possible to undertake necessary repairs of the channels. The maintenance of tubewells as well as of channels is equally important for ensuring full utilisation of the installed capacity of these tubewells. In case of Rai Bareilly in 1975-76, whereas the areas irrigated by other tubewells had gone up to 7369 acres as compared to 3614 acres in 1975-76, the area irrigated by tubewells constructed under Drought Relief Programme had gone down to 1697 acres in 1975-76 against 1711 acres in 1974-75. It appears that in certain cases there is need to pay more attention towards the maintenance of tubewells as well as channels constructed under DRP. You may like to explore the possibility of providing more funds for maintenance of tubewells and channels etc. so that the desired results may be achieved.

Augmentation of lift irrigation capacity

As per information received from the State Government, out of 5 new pump canals with a total capacity of 95 cuses only 2 pump canals with capacity of 40 cuses had been completed so far. It has been reported that the work on Newada Pump Canal and Mohabbatpur Pump Canal would be started after securing financial sanction. The work on the Aurangabad pump canal has been held up because the utility of this canal is being considered a fresh in view of the construction of distribution system of Sharda Sahayak canal system. The following expenditure is reported to have

already been incurred on these canals out of the loans given by the Government of India:

Newada Canal	Rs. 10.58 lakhs
Mohabbatpur Canal	Rs. 8.83 "
Aurangabad Canal	Rs. 7.05 „
	<hr/>
	Rs. 26.46 lakhs

Since a substantial amount has already been spent on the construction of these canals, financial sanction for Newada Pump Canal and Mohabbatpur Pump Canal may be got issued immediately so that work on these canals may start without any further delay. It may also please be ensured that the money spent for purchase of material etc. for Aurangabad Pump Canal is also properly utilised if this canal is not to be constructed in view of the construction of distribution system of Sharda Sahayak Canal system.

Deokali Pump Canal Stage II

Against a target of 35,000 acres to be brought under irrigation in stage II of Deokali Pump Canal, only 10730 acres have been brought under irrigation during 1977-78 by Deokali Canal System Stage I and Stage II together. Whereas the area brought under irrigation is much below the targets, the amount of Rs. 1.00 crore allocated by the Government of India for Stage II has already been utilised. It is understood that the project could not be completed as per schedule due to non-availability of funds under the State sector. It is requested that necessary funds may be provided in the current year's budget, if not already provided, so that the project may be completed at an early date.

I shall be grateful if you could kindly apprise us of the action taken to fulfil the programme targets fixed for these projects.

Yours sincerely,
Sd/-
(S. P. Mukerji)

Shri D. K. Bhattacharya,
Chief Secretary,
Government of Uttar Pradesh,
Lucknow.
Encls: As stated.

Extract of Para No. 6.181 of the recommendations of the Public Accounts Committee (1977-78). Fifth Report on Relief of Distress Caused by Natural Calamities

The Committee note that a Crash Programme known as the 'Drought Relief Production Programme' was launched in September-October 1973 to augment irrigation facilities in 14 drought-affected districts of Uttar Pradesh. The entire outlay of Rs. 9.47 crores on this Programme was to be met by the Government of India by way of long-term loan. The programme envisaged an additional area of 1.34 lakh acres being brought under irrigation by March 1974. The Committee, however, find that while the 14 drought-affected districts of Uttar Pradesh had a total irrigated area of 6.71 lakh acres, but after implementation of Drought Relief Production Programme the total irrigated area, instead of increasing, decreased to 5.25 lakh acres in 1973-74 and to 6.42 lakh acres in 1974-75. They also find that despite fixing of district-wise physical and financial targets, setting up of a Drought Relief Committee at the State level for efficient supervision of works and monitoring of progress of works by a control section at the departmental level, the target of bringing an additional area of 1.34 lakh acres under irrigation by March, 1974, could not be achieved. In fact, the additional area that has actually been brought under irrigation even till 1977 works out to 0.75 lakhs acres only. The Committee recommend that causes of dismal failure of this Crash Programme which was meant to relieve the distress of the people caused by serious drought reported in the State of Uttar Pradesh in June-July, 1973, should be probed and concerted efforts made even at this stage to fulfil the programme targets. The Committee would suggest that Government of India should keep a close watch on the pace of implementation of all programmes the outlay on which is met wholly or substantially by Government of India even if these are executed by State Governments.

TUBEWELLS DIVISION II, FAIZABAD

Performance of Tubewells Drilled under Drought Scheme Year 1973-74 in District Barabanki (Uttar Pradesh).

Sl. No.	TW No. & Group	1974-75		1975-76		1976-77		1977-78		Dis-charge	Depression	Length of Channels		Village
		Area K + R	Hours K + R	Area K + R	Hours K + R	Area K + R	Hours K + R	Area K + R	Hours K + R			Lined in km	Unlined in km	
1.	17 FPG	0 + 53	0 + 458	15 + 132	87 + 675	8 + 75	80 + 1142	118 + 70	98 + 429	32429	17	0.7	2.00	Sadatganj
2.	18 FPG			5 + 227	83 + 2060	49 + 121	772 + 2308	31 + 106	650 + 1166	35000	7	0.8	0.8	Bichalka
3.	19 FPG	0 + 54	0 + 550	7 + 125	63 + 708	9 + 56	128 + 1242	14 + 39	238 + 449	24609	14	0.6	0.8	Bhitnra
4.	20 FPG	0 + 73	0 + 612	17 + 103	122 + 570	4 + 62	14 + 1701	24 + 174	214 + 545	27404	16	1.4	0.4	Meeramau
5.	21 FPG	0 + 77	0 + 773	25 + 139	381 + 650	26 + 87	140 + 1537	12 + 64	106 + 690	24609	15	0.75	2.00	Kankapur

Recommendation

The Committee are distressed to find that though floods have been occurring year after year in certain States, viz., Bihar, Uttar Pradesh, West Bengal, Madhya Pradesh, Rajasthan, Maharashtra, Kerala and taking a heavy toll of life besides causing extensive damage to crops, no long-term plan to avert such floods has been evolved so far. The flood control measures that have been initiated by the States much susceptible to floods have only touched the periphery of the problem and precious little seems to have been done to implement in a coordinated manner, the National Programme of Flood Control which was initiated as far back on 1954. Huge investments have been made to prevent floods, but the menace persists despite protective measures taken in a disjointed and incoherent manner by the States principally in the Ganga basin. According to the Fourth Plan document, nearly 5.9 million hectares of land, usually subjected to flood damage, had been afforded reasonable protection at the beginning of the Plan. The Draft Fifth Five Year Plan (1974—79) records that the expenditure on flood control in the first three years of the Plan was likely to be of the order of Rs. 177.69 crores. For the next two year (1977—79), an outlay of Rs. 167.79 crores has been indicated. The programme envisaged important schemes such as the Patna City Protection Works, flood protection works in North Bihar and Uttar Pradesh, flood control and drainage works in Jammu and Kashmir, drainage works in Punjab, improvement of lower Damodar system in West Bengal and flood protection works in North Bengal. The programme also covers the flood control works in the Brahmaputra valley for which provision has been made in the Central sector. The Centre is also assisting in sharing the cost of flood control component of the Rengali dam in Orissa and anti-sea erosion works in Kerala.

While the Committee appreciate the efforts of individual States to control floods, they would like that the Ministry should formulate an integrated time-bound programme of action on a national scale which should take care of such aspects as flood control, drainage, anti-water logging and irrigation. The present practice of formulating piece-meal scheme in desperate hurry after the actual onset of the natural calamity may serve the immediate needs of the situation but can hardly be a long term solution to the problem of recurrent flood havocs. In this context, the Committee welcome the recent constitution of a National Flood Commission by Government to review the flood control works carried out so far in the country and also evolve a coordinated, integrated and scientific approach to the flood control problem.

[Sl. No. 43 (Paragraph 6.202) of Appendix XI of Fifth Report (1977-78) of P.A.C. Sixth Lok Sabha]

Action Taken

To assist State Governments in planning of flood control measures in the Ganga basin which is vulnerable to frequent and heavy flood damage, Ganga Flood Control Commission has been set up by the Government of India in 1972 to formulate comprehensive and coordinated flood control plan for the basin and arranging its implementation through the agency of the concerned State Government. For planning and implementation of flood control works in the States of West Bengal and Assam special organisations namely the North Bengal Flood Control Commission and the Brahmaputra Flood Control Commission have been constituted by the State Governments of West Bengal and Assam. These Commissions work under the guidance of the North Bengal Flood Control Board, Brahmaputra Flood Control Board and the Ganga Flood Control Board set up by the Centre. The Centre has also constituted the Central Flood Control Board which gives National direction to flood control efforts in the country. It lays down general principles and policies in connection with flood and flood control measures, considers and approves of Master Plans prepared by the States and arranges wherever necessary assistance in the formulation of such plans.

Formulation of a comprehensive plan covering various measures like construction of storage dams with adequate capacity to control floods in combination with other benefits forming embankments, carrying out soil conservation measures improving the regime of the river system and ensuring effective drainage in the basin, requires collection of enormous field data, carrying out topographical and hydraulic studies, working out the requisite storage capacities, designing and planning of engineering works, preparation of various alternative proposals and arriving at the most appropriate and economic solution. The schemes being undertaken by the State Governments, mainly are in vulnerable areas where it becomes absolutely essential to take up the works on a priority basis. While approving of these schemes the question of these individual schemes forming an integral part of the long-term plan is considered and accommodated to the maximum extent possible.

[Ministry of Agriculture and Irrigation (Department of Irrigation) O.M. No. 8. (17)/77-Fin Desk dated 28.7.1978]

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH GOVERNMENT HAVE FURNISHED INTERIM REPLIES

Nil

NEW DELHI;

November 17, 1978

Kartika 26, 1900 (S).

P. V. NARASIMHA RAO,
Chairman,
Public Accounts Committee

APPENDIX

Conclusions/Recommendations

Sl. No.	Para No.	Ministry/ Department concerned	Recommendations
1	2	3	4
1	1.7	Ministry of Finance (Deptt. of Revenue)	The Committee feel that "arranging for more frequent visits by central teams...and have the utilisation of advance plan assistance to the States affected by natural calamities assessed by them on the basis of a sample check" would not be adequate. In order that Centre is informed contemporaneously as to how the accelerated financial assistance is in fact being expended, it is necessary that the Centre enjoins upon the State Governments to furnish periodical returns of scheme-wise expenditure against the accelerated financial assistance made available by the Centre. The information contained in these returns should be collated, analysed and examined simultaneously and if any aberrations are noticed, the State Government concerned should be advised promptly to take corrective action.
2	1.10	-do-	The latest progress of implementation of the Rural Water Supply Schemes in Rajasthan indicated to the Committee strengthens the view of the Committee that even in States where schemes conforming to the revised concept of the Drought Prone Areas Programme were drawn up, the progress in implementation was extremely slow. The Committee would, therefore, like Government to appoint a high level Committee to enquire into

the reasons for slow progress of the schemes under this programme during the Fifth Plan period and to take appropriate measures in the light of the findings of that Committee to fully implement this programme by a time target fixed keeping in view the nature of the schemes.

They would also like to know in particular the reasons for the delay in the implementation of the three Rural Water Supply Schemes relating to Bikaner, Jaisalmer and Jodhpur, which were taken up during the Fourth Plan period but are reported to be still incomplete. The Committee recommend that Government should lay down firm target dates even now for completion of these projects and see that these are completed accordingly.

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1.13

Ministry of Finance
Deptt. of (Revenue)

From the statistics furnished to the Committee, they note that of the total expenditure on construction of roads under the Drought Prone Areas programme upto the end of the Fourth Plan period, nearly 27 per cent was incurred on improvement of existing roads. In view of the fact that project contemplated only construction of new all-weather roads to open up inaccessible areas, the Committee would like to be informed as to how expenditure at such scale outside the purposes contemplated in the programme was permitted to be made.

It is also noticed that as a result of Central directions for stoppage of funds for road schemes in July 1973, as many as 304 roads covering 2888 kms. were left incomplete. Although it was contemplated that the incomplete roads might be from the normal State plan resources, the position indicated to the Committee is that of those remaining unfinished at

the end of the Fourth Plan period, 143 roads covering 1222 kms. still remain incomplete even after a lapse of more than 5 years. The Committee recommend that if sizeable expenditure already incurred on the construction of roads remaining unfinished at the end of the 4th plan period is to be retrieved, attention should be given to the problem of finding resources either from the State Plan or from the Central Plan to complete these roads without any further delay.

4 1.17 -do-

The Committee had recommended that causes of dismal failure of the Drought Relief Production Programme launched in the State of Uttar Pradesh should be probed. The Ministry of Agriculture, have, in response, forwarded to the Committee the explanation of the State Government which, while admitting that "the targets could not be achieved in time" points out that the shortfall was mainly due to delay in completion of works.

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This explanation is hardly satisfactory. The Committee reiterate their recommendation that causes of inordinately delayed execution of works under the programme, which was to be completed in one year ending October 1973, should be probed by a high level Committee for taking corrective action as also to learn a lesson for future lest the expenditure already incurred on this programme should become infructuous.

5 1.20 -do-

The Committee agree with Government that formulation of a comprehensive flood control plan requires collection of enormous field data, carrying out topographical and hydraulic studies, working out the storage capacities, designing and planning of engineering works, etc. It is no

doubt a stupendous task but it has to be undertaken to evolve a long-term strategy to fight the menace of floods which, besides causing considerable damage to crops and property, result in untold misery and suffering to the people. As already pointed out by the Committee, the present practice of formulating piece-meal schemes in desperate hurry after the actual onset of the natural calamity may serve the immediate needs of the situation but can hardly be a long-term solution to the problem of recurring flood havocs. The Committee, therefore, reiterate their recommendation that an "integrated time-bound programme of action on a national scale which should take care of such aspects as flood control drainage, anti-water logging and irrigation", should be formulated as early as possible.

"This programme may include projects like the National Water Grid in the form of either the "garland canal", or similar linking of rivers. The time has come when such a programme should be undertaken without further delay, with the assistance from international agencies, if necessary.

The Committee feel that there are measures which can be undertaken without waiting for the national project to mitigate the rigour of floods and their damage. One of the important measures that could be undertaken is de-silting of tributaries which originate from the Himalayas and join the Ganga and Yamuna. Even experts agree that if desilting and deepening of the beds of these tributaries are undertaken, there could be a substantial difference in the impact of floods in Yamuna and Ganga.

The huge manpower settled along the bank of these tributaries could be mobilised to undertake this task. Other measures like planting the embankments with fast-growing, soil-holding plants would also be helpful. These and other similar labour-intensive programmes could be undertaken immediately in the flood-prone regions. The Committee recommend that both the Central and State Governments should apply their minds and attend to this task with a sense of urgency.
