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**STANDING COMMITTEE
ON AGRICULTURE
(1998-99)**

TWELFTH LOK SABHA

MINISTRY OF WATER RESOURCES

**DEMANDS FOR GRANTS
(1998-99)**

TENTH REPORT



सत्यमेव जयते

**LOK SABHA SECRETARIAT
NEW DELHI**

July, 1998/Asadha, 1920 (Saka)

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MINISTRY OF WATER RESOURCES

DEMANDS FOR GRANTS (1998-99)

Presented to Lok Sabha on 9.7.1998
Laid in Rajya Sabha on 9.7.1998



LOK SABHA SECRETARIAT
NEW DELHI

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CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE	(iii)
PREFACE	(v)
CHAPTER - I Ministry of Central Water Resources An Introduction	1
CHAPTER - II Demands for Grants (1998-99) of Ministry of Water Resources — A Critical scrutiny Sector-wise	2
CHAPTER - III Recommendations/Observations	31
APPENDIX Minutes of the Eleventh sitting on 2nd July, 1998	46

**COMPOSITION OF THE STANDING COMMITTEE ON
AGRICULTURE
(1998-99)**

Shri Kinjarapu Yerrannaidu – *Chairman*

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(iv)

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1. Shri G.C. Malhotra -- *Additional Secretary*
2. Shri P.D.T. Achary -- *Joint Secretary*
3. Shri S. Bal Shekar -- *Deputy Secretary*
4. Smt. Anita Jain -- *Under Secretary*
5. Shri Ramesh Lal -- *Reporting Officer*

PREFACE

I, the Chairman, Standing Committee on Agriculture having been authorised by the Committee to submit the Report on their behalf, present this Tenth Report on Demands for Grants of the Ministry of Water Resources for the year 1998-99.

2. The Standing Committee on Agriculture was constituted on 5th June, 1998. One of the functions of the Standing Committee as laid down in Rule 331E of the Rules of Procedure and Conduct of Business in Lok Sabha is to consider the Demands for Grants of the concerned Ministries/Departments and make a report on the same to the Houses. The report shall not suggest anything of the nature of cut motions.

3. The Committee took evidence of the representatives of the Ministry of Water Resources on 25th June, 1998. The Committee wish to express their thanks to the officers of the Ministry of Water Resources for placing before them, the material and information which they desired in connection with the examination of Demands for Grants of the Ministry for the year 1998-99 and for giving evidence before the Committee.

4. The Committee considered and adopted the Report at their sitting held on 2nd July, 1998.

NEW DELHI;
July, 1998
Asadha, 1920 (Saka)

KINJARAPU YERRANNAIDU,
Chairman,
Standing Committee on Agriculture.

CHAPTER I

INTRODUCTORY

1.1 'Water' being a State subject, the role of the Central Ministry of Water Resources has been advisory to the State Governments for sustained development of water resources in the country. The overall role and responsibility of the Union Ministry of Water Resources is to lay down policy guidelines and programmes for the development and regulation of the nation's water resources, both surface and ground, in a holistic approach. The major role entrusted to this Ministry encompasses sectoral planning, co-ordination, policy guidelines, technical examination of major and medium projects, technical assistance, monitoring of selected projects, monitoring the changing behaviour of water resources facilitation of external assistance and resolution of water disputes. In major and medium irrigation, Central Government's participation has been indirect, such as running national level institutions, operating pilot schemes, offering consultancy and training etc. In minor Irrigation and Command Area Development, Central Government participates in a more direct and concrete manner by providing matching grant to sponsored schemes and extending assistance in form of Central assistance or block loans.

1.2 The Central Budget enables the Ministry of Water Resources and its allied organisations to play an overall guiding and co-ordinating role in relation to schemes, projects and programmes which take place essentially in the States for the development of water resources in more scientific and holistic approach to make the optimum utilization of it for better and efficient use in agriculture and allied sectors. Since all the irrigation schemes, programmes and projects are planned, formulated and executed by the State Governments, the major share of funds required are allocated in their State Plans itself. The role of the Central Government being essentially of a catalytic nature does not offer much in terms of finance to the irrigation schemes, programmes and projects but techno-appraisal of these schemes. Relative to overall planning, policy formulation in overall national perspective, coordination etc. the Budget of the Central Ministry of Water Resources is largely an establishment oriented Budget. In these areas, not much can be offered by way of explanation of the Budget provisions for salaries, office expenses etc. However, the activity control of the Budget can be explained in some details in respect of the programmes, schemes and activities of the various organisations directly associated with the Ministry under the different sectors.

CHAPTER II

DEMANDS FOR GRANTS (1998-99) OF MINISTRY OF WATER RESOURCES — CRITICAL SCRUTINY SECTORWISE

2.1 The demand of Ministry of Water Resources is contained in Demand No. 87 of Central Budget. Given below a summary of Budgetary Estimates (1998-99) and BE & RE of (1997-98) of Ministry of Water Resources:

DEMAND NO. 87

(Rs. in crores)

Year	Plan	Non-Plan	Total
1996-97 (Actuals)	796.93	131.84	928.77
1997-98 (BE)	1652.00	134.36	1786.36
1997-98 (RE)	304.04	162.56	466.60
1998-99 (BE)	410.85	177.49	588.34

Allocation and Expenditure of M/o Water Resources in Eighth Five Year Plan

2.2 The total plan outlay of the Water Resources sector as a whole for Eighth Plan was Rs. 32525 crore. The 8th Plan approved outlay for the Ministry was Rs. 1,666 crore (including Rs. 166 crore for transport sector) whereas actual allocation made through Annual Plan budgets for 1992-93 to 1996-97 amounted to Rs. 2384 crore. The increase in total Plan Budget allocation was on account of AIBP launched in 1996-97 with a view to provide Central loan assistance to the States for expeditious completion of selected ongoing irrigation and multi purpose projects. However actual expenditure during 1992-93 to 1996-97 had been Rs. 1747.46 crore leading to saving/surrender of Rs. 636.74 crore which is about 26.7% the budgetary allocation.

2.3 A statement of Sector-wise trend of expenditure of VIII Plan outlay is as follows:-

S.No.	Name of Scheme	Eighth Plan			Utilisation %
		Approved Outlay	Actual Allocation	Actual Expenditure	
1	2	3	4	5	6
1.	Sectt. & Economic Services	1.00	5.42	1.27	—
2.	Major & Medium Irrigation	129.00	1063.69	646.20	60.75%
3.	Minor Irrigation	293.00	315.25	208.14	66.02%
4.	CAD programme	700.00	608.92	607.08	100%
5.	Flood Control Programme	377.00	324.72	226.23	69.63%
6.	Total	1500.00	2313.28	1687.65	—
7.	Transport Sector	166.00	66.00	58.54	—
8.	Grand Total	1666.00	2384.20	1747.46	—

2.4 It is seen during 8th Plan period, the percentage of utilization of funds has been low in most of the schemes. The Committee enquired the major factors which contributed to this under utilization of funds during the plan period. The Ministry stated:

“Late finalisation of the plan allocation and subsequent procedural formalities required for clearance of expenditure proposals are major reasons for the Ministry not being able to utilise fully the plan allocations.”

2.5 When asked the corrective measures proposed during the Ninth Plan period to tone up the utilisation of funds in general in the light of past experience, the Ministry stated:

“For better utilisation of plan funds, it is necessary that the plan allocation for a given financial year are finalised before the commencement of the financial year.”

2.6 The Secretary, Ministry of Water Resources during the evidence session elaborated:

“The Planning Commission should give approval to the scheme in the beginning of the Plan itself even if they are not allocating 100% funds, at least if they indicate 5 to 10 percent drop, that is acceptable and it will be possible for us to go through the entire process of EFC and HFC so that we can run the scheme for four years.”

Ninth Five Year Plan

2.7 The Ministry of Water Resources in their 9th Five Year Plan proposals has identified the following thrust areas:—

- (i) Early completion of ongoing irrigation projects for accelerated irrigation benefits by providing higher plan allocations to the irrigation sector under State and Central Plans.
- (ii) Proper operation and proper maintenance of existing irrigation schemes by providing adequate funds for the purpose.
- (iii) Encouraging community/farmers participation in irrigation management for taking over operation and maintenance of distribution system at distributory/minor levels.
- (iv) Reducing the gap between the irrigation potential created and its actual utilisation by strengthening the existing centrally sponsored Command Area Development Programme.
- (v) Rationalising pricing of water supplies for agriculture in a phased manner.
- (vi) Restoration of old Minor irrigation works particularly irrigation tanks through modernisation/community participation.
- (vii) Encouraging construction of new minor irrigation works consistent with water availability and prudent irrigation practices.
- (viii) Promoting conjunctive use of surface and ground water and optimum use of rainfall to supplement the same.
- (ix) Optimising water use efficiency through adoption of water efficient devices and modern scientific practices in irrigated Agriculture.
- (x) Encouraging research & development and use of remote sensing techniques in the water resources sector.
- (xi) Strengthening and modernising hydrological observation and flood forecasting networks in all river basins in the country and discouraging encroachment in flood plain zones.
- (xii) Taking concrete steps towards implementation of a national perspective on water development through inter-river basin transfers of surplus water.
- (xiii) Reviewing the existing approach to assessment of utilisation of irrigation potential in terms of the irrigated area and introduce an assessment based on the number of waterings of uniform water depth per hectare in an irrigation system and, then, gradually moving towards assessment on volumetric measurement.

A Critical Scrutiny Sector-wise

2.8 IX Plan proposal of the Ministry is yet to be approved by the Planning Commission. As per original proposal submitted by the Ministry to the Planning Commission, the sector-wise break-up of the proposed outlay for IX Plan is as follows:—

(Rs. in crores)

Sector	Continuing Schemes	New Schemes	Total
Major & Medium Irrigation	220.97	350.54	571.51
Minor Irrigation	490.95	1646.25	2137.20
CAD	2797.00	118.00	2915.00
Flood Control	712.03	1055.79	1767.82
R&D	4.12	45.88	50.00
Sub Total	4225.07	3216.56	7441.53
Transport Sector	62.11	168.50	230.61
Total	4287.18	3384.96	7672.14
AIBP	5000.00	-	5000.00
Grand Total	9287.18	3384.96	12672.14

2.9 **Revisions to proposals:** The Ministry's original proposal of Rs. 12672.14 crores included provision of Rs. 5000.00 crores for Accelerated Irrigation Benefits Programme, which as per decision taken by the Government regarding provision of outlays for Central support to the State Plans, was not to be included in the Central sector plan of the Ministry. Accordingly, the proposed outlay of the Ministry actually worked out to be Rs. 7672.14 crores. It was indicated by the Planning Commission that the first year of the Five Year Plan normally constitutes around 18% of the Five Year Plan size. Since the size of Annual Plan 1997-98 has been Rs. 341.00 crores (excluding AIBP), the Planning Commission assessed the requirement of the Ministry for IX Plan as around Rs. 1832 crores. In view of these, Planning Commission desired that the earlier proposal of the Ministry of Rs. 12672.14 crores may be reviewed and scaled down to arrive at a realistic allocation for IX Plan. After a detailed review exercise undertaken by the Ministry in consultation with the organisations, the requirement for the Central sector schemes of the Ministry during the IX Plan was revised to a level of Rs. 5356.36

crores (excluding provision for AIBP). The sectorwise break-up of the said revised IX Plan proposal of the Ministry was as under:

(Rs. in crores)			
Sector	Continuing Schemes	New Schemes	Total
Major & Medium Irrigation	230.18	168.18	414.36
Minor Irrigation	476.50	988.25	1464.75
CAD	1075.14	105.00	1180.14
Flood Control	860.24	1112.76	1942.89
R & D	25.00	-	25.00
Sub Total	2683.06	2374.19	5057.25
Transport Sector	130.61	168.50	299.11
Grand Total	2813.67	2542.69	5356.36

2.10 The revised proposal of the Ministry was sent to the Planning Commission again for approval. Member-Secretary, Planning Commission, took a meeting with Secretary (WR) and other officers of the Ministry on 21.8.97 to discuss the revised proposal of the Ministry for the IX Five Year Plan. In the meeting giving justification of projected requirement of the Ministry, Secretary (WR) had requested Planning Commission to step up the DBS in the IX Plan to the tune of at least Rs. 3,000 crores which is the barest minimum.

2.11 However, the Planning Commission has placed the Ninth Plan Outlay for the Ministry of Water Resources (Central sector) in the Draft Ninth Five Year Plan (1997-2002) at Rs. 2545.83 crores (at 1996-97 prices) with the break-up as under:

(Rs. in crores)		
(a)	Gross Budget Support:	2545.83
	of which	
	(i) Domestic Budget support	2400.00
	(ii) External aid through budget	145.83
(b)	Internal and Extra Budgetary Resources	0.00
(c)	Total outlay (a+b)	2545.83

2.12 The Government in their national agenda has aimed at the doubling of foodgrains production in ten years and water management has been identified to be thrust area.

2.13 The Committee enquired that in view of this item of National Agenda, do the Ministry propose to seek the upward revision of the Ninth Plan outlay back to Rs. 7672 crores as originally planned and take up the matter with the Planning Commission, the Ministry in a written note stated:

“Ministry of Water Resources is of the view that giving due regard to the overall resource availability with the Central Government, the allocation for IX Plan be revised atleast to the level of Rs. 4252 crores (net) to implement the items indicated in the Action Plan of the Ministry prepared in the context of the National Agenda and already submitted to the Planning Commission. Additional allocation for items contained in the said Action Plan are as under:

	(Rs. in crores)	
	1998-99	1999-2002
(a) Promotion of Micro Irrigation System	190.00	692.00
(b) Renovation of Irrigation Tanks	70.00	244.87
(c) Expansion of Irrigation facilities in Eastern Region and Strategy for Ground Water Utilisation	6.94	27.96
(d) Public Awareness	5.00	15.00
Total	271.94	979.83

2.14 The above projection of the Ministry does not include allocation for AIBP.

2.15 When asked if the proposed plan outlay of Rs. 410.85 crores in B.E. (1998-99) alongwith the plan expenditure of Rs. 289 crores made in the last year is adequate enough to realise the above objectives of the National Agenda, the Ministry stated:

“The allocation made by Planning Commission of Rs. 396.00 crores (net) Rs. 410.05 crores (Gross) in BE 1998-99 is considered insufficient. For implementation of Action Plan drawn in the context of the National Agenda submitted to the Planning Commission, an allocation of the order of Rs. 668 crores during 1998-99 is considered necessary.” The Ministry added :

“Attempts will continued to be made at RE stage and thereafter to get the additional allocation required for the Action Plan submitted to Planning Commission.”

Decline in proportion of allocation out of the total allocation in the Five Year Plans

2.16 The following are the details about the proportion of funds allotted out of the total plan allocation in the successive Five Year Plans:

Plan	Percentage of Allocation
1	2
First Plan (1951-56)	23
Second Plan (1956-61)	12
Third Plan (1961-66)	12
Annual Plans (1966-69)	15
Fourth Plan (1969-74)	15
Fifth Plan (1974-78)	14
Annual Plans (1978-80)	14
Sixth Plan (1980-85)	11
Seventh Plan (1985-90)	9
Annual Plan (1990-91)	8
Annual Plan (1991-92)	7
Annual Plan (1992-93)	7
VIII Annual Plan (1993-94)	7
Annual Plan (1994-95)	6
Annual Plan (1995-96)	6
Annual Plan (1996-97)	7
Annual Plan (1997-98)	7
Annual Plan (1998-99)	7

} (Proposed)

2.17 When asked minimum allocation that the Ministry requires to fulfil the task assigned to them in the National Agenda in the 9th Plan, the Ministry stated:

“Keeping in view the projection made in the draft 9th Five Year Plan document prepared by the Planning Commission and items indicated in the Action Plan of this Ministry prepared in the context of National Agenda and the requirement of AIBP, the percentage allocation should be about 10%.”

2.18 The Committee asked the programmes that have been downsized on the advice of Planning Commission and have been adversely affected due to resource constraints, the Ministry gave the following information:

Continuing Schemes

2.19 Programmes/Schemes of 9th Five Year Plan downsized on the advice of the Planning Commission

(Rs. in crores)

Sl. No.	Name of Sector/Organisation/scheme	Revised outlay proposed by MOWR for 9th Plan	Approved outlay for 9th plan by Pl. Commission	Remarks
1	2	3	4	5
I. Irrigation, CAD & Flood Control				
I(a) Major & Medium Irrigation				
	1. Water Management Wing (MOWR) - Sectt. & Eco. Services			
	(i) Hydrology Project	15.00	5.00	
	2. CWC			
	(i) Dam Safety Assurance and rehabilitation Project	32.90	30.00	
	(ii) Estt. of key hydro stations (Data Collection)	20.00	5.00	
	3. CSMRS			
	(i) Structural destiny	5.00	2.40	
	(ii) Geo-synthetic Division	0.59	0.57	
	(iii) Advance Minerology & chemistry of materials	1.41	1.37	
	(iv) Facilities for Diagnostic Inv. of existing dams	1.20	1.15	

1	2	3	4	5
	(v) Modernisation or drilling and sampling facilities	1.46	1.88	
	(vi) Rock granting	0.69	0.68	
	(vii) Dynamic characterisation of Mass concrete for Dams	1.09	1.08	
	(viii) New construction techniques	0.75	0.69	
	4. NIH			
	(i) Cont. & Strengthening of NIH including INCOH	13.08	12.00	
	(ii) Cont. & Strengthening of a regional Centres	9.28	8.00	
	(iii) Cont. & Strengthening of a study areas	1.05	1.00	
	5. RPNN			
	(i) For revival/restructuring, and for VPS from NRF	27.00	10.00	
	I(b) Minor Irrigation			
	1. Minor Irrigation Wing (MOWR)			
	(i) Rationalisation of Minor Irrigation Statistics	25.00	20.00	
	2. CGWB			
	(i) Assistance to Drought affected States	75.00	65.00	
	(ii) Studies to recharge to Ground Water	67.90	25.00	
	(iii) Hydrology Project	66.00	60.00	
	(iv) Inv. & Dev. of GW Resources of East & NE States	82.00	20.00	
	I(c) CAD & PIM			
	CAD Programme	1075.14	1075.00	
	I(d) Flood Control			
	1. ER Wing (including GFCC)			
	(i) GFCC	11.50	8.00	
	(ii) Pagladia/Tipaimukh	50.00	12.50	
	(iii) Flood Control in Brahmaputra Valley	150.00	140.00	
	(iv) Maint. of FP works of Kosi & Gandak Projects	50.00	12.00	
	(v) Survey & Investigation of Kosi High Dam	25.00	6.00	
	(vi) Flood Proofing Programme in North Bihar	62.50	6.00	
	(vii) Critical anti-erosion works in Ganga States	200.50	50.00	
	2. Central Water Commission			
	(i) F. Forecasting in rivers common to India & Nepal	2.18	2.15	
	(ii) Hydrology Project	44.00	41.04	
	(iii) Development of Central Himalayan Project			
	(a) Pancheshwar Project	50.00	50.00	
	(b) Manas Teesta Link Canal		2.50	

1	2	3	4	5
II. Transport Sector				
1. Farakka Barrage Project				
(i)	FB Project	21.69	40.00	
I(d) Flood Control				
1. ER (MOWR) including GFCC				
(i)	Central Assistance to NE States for flood control & reconstruction of infrastructure damaged by floods	250.00	45.00	
(ii)	Flood Proofing Schemes other than North Bihar	50.00	10.00	
(iii)	Extension of embankments of Lalbaklya, Kamla, Bagmati and Khando rivers	50.00	13.00	
(iv)	Critical anti-erosion works in coastal & other than Ganga basin States	210.00	12.00	
(v)	Raising & strengthening embankments along Kosi & Gandak	25.00	10.00	
(vi)	Scheme for implementation of the recommendation of RBA	50.00	-	
(vii)	Construction of Pagladia multipurpose project	420.00	-	
2. CWC				
(i)	Extension of flood/inflow forecasting in areas not covered upto 8th Plan	10.00	5.00	
(ii)	Monitoring & Appraisal of critical anti-erosion works and Morphological Stations	6.50	5.00	
(iii)	Pancheshwar Stage II and infrastructure work	10.50	-	
(iv)	Teesta Stage II Project	4.76	-	
(v)	Studies for Beach erosion management	15.00	-	
II. Transport Sector				
1. Farakka Barrage Project (FBP)				
(i)	Scheme on the works of flood protection, Anti-erosion & River Training	40.00	17.00	
(ii)	Special repair works of the existing assets/ structures	17.50	8.00	
(iii)	Construction of Dry Dock/Slipway at Farakka, Navigation facility etc.	15.00	-	
(iv)	Provision of spare gates for Farakka Barrage & O/M works etc.	15.00	-	
(v)	Addl. works in connection with Jangipur & Kalindi Navigational Dock, etc.	1.00	-	
(vi)	New works on Anti-erosion, Flood protection & river training measures	80.00	-	

STATEMENT-II: NEW SCHEMES

Programmes/Schemes of IX Five Year Plan Downsized on the advice of the Planning Commission

(Rs. in Crores)

Sl. No.	Name of the Sub-Sector/ Organisation/Scheme	Revised outlay proposed by MoWR for IX Plan	Approved Outlay by Pl. Comm.	Remarks
1	2	3	4	5
I. Irrigation, CAD & Flood Control				
I(a) Major & Medium Irrigation				
1. WM Wing (MoWR)				
(i)	National Water Management Project Phase II	12.00	-	
1. CWC				
(i)	Upgradation & modernisation of Computerisation/Information system	11.50	10.00	
(ii)	Strengthening & Modernisation of HO Network in India	45.00	-	
2. CSMRS				
(i)	Upgradation & Modernisation of Testing and Research facilities in CSHRS	16.36	13.00	
3. CWPRS				
(i)	Upgradation & Modernisation of Research facilities in CWPRS	16.26	5.00	
(ii)	Infrastructure Development in CWPRS	15.40	5.00	
4. National Institute of Hydrology (NIH)				
(i)	Upgradation & Modernisation of Research facilities in NIH	5.20	2.00	
(ii)	Capital works for Regional centres at Belgaum & Sagar	9.91	3.00	

1	2	3	4	5
I(b) Minor Irrigation				
1. M.I. Wing				
(i)	Restoration of old tanks and other water harvesting structures	980.00	10.00	
2. Central Ground Water Board (CGWB)				
(i)	Isotopic studies for determining age, origin, recharge & mechanism of salinity in Ground Water	4.25	1.75	
I(c) Command Area Development & Participatory Irrigation Management				
1. CAD Wing (MoWR)				
(i)	Participatory Irrigation Management (in irrigation projects not covered under Centrally Sponsored CAD Programme)	105.00	20.00	

Overseas Assistance

2.20 The details of Overseas Assistance received during 8th Plan and during 1997-98 in respect of externally aided projects having Central Government are as below:

(Rs. in crore)

Sl. No.	Donar Agency	Name of the Scheme	Type of Assistance	Date of Agreement/ Terminal	Quantum of assistance 8th Plan	Quantum of assistance 1997-98
1.	World Bank	1. National Water Management Project	Loan	12.5.87/ 31.3.95	1.088	0.00
		2. IDA Grant for CTU, Pune, CWC	Grant	3.6.93/ 2.6.95	1.315	0.00
		3. Dam Safety Assurance and Rehabilitation Project	Loan	10.6.91/ 2.9.99	2.917	2.268
		4. Hydrology Project	Loan	2.9.95/ 31.3.2002	0.000	4.817

National Water Management Project

2.21 National Water Management Project (NWMP) was designed to supplement the resources of the States to promote the process of improved water management through upgradation of the main systems of the selected irrigation schemes. The basic objective of the project was to improve irrigation coverage and agricultural productivity and thereby increase income of farmers in the command through a more reliable, predictable and equitable irrigation service. The first phase of the programme lasted from June, 1987 to March, 1995. The experience of the project has given encouraging results. The World Bank mounted a Performance Audit Mission in November-December, 1997 to carry out performance audit of NWMP. The mission's report is expected in April-May, 1998.

In view of the importance and usefulness of NWMP in improving the performance of irrigation schemes, Ministry of Water Resources (MOWR) had initiated action on its follow-up phase. The objectives, approach and strategy under the proposed NWMP-II were firmed up in the light of NWMP-I experience. Detailed consultations with the willing participating States had been held and comprehensive proposals for NWMP-II had been forwarded through Department of Economic Affairs, Ministry of Finance, to the World Bank for financial assistance. The Project will be taken up for implementation, only after clearance from the World Bank is obtained.

2.22 The World Bank has informed that NWMP-II is currently not in their FY 98 Business Plan of Water Sector Lending Development in India. Accordingly, budgetary provision for meeting salaries of the staff associated with the secretariat of NWMP have only been kept for FY 1998-99.

Hydrology Project

2.23 The Hydrology Project is being implemented with International Development Association (World Bank) assistance of SDR 90.1 million (US \$142 million equivalent) under a credit agreement with Government of India. The total cost of the project is estimated at US \$ 180.0 million comprising IDA component US \$ 142 million; Government of India component US \$ 21.5 million and Dutch Grant US \$ 17.4 million. The Credit Development Agreement and Project Agreement was signed with the World Bank on 22nd September, 1995 for six year project operation (1995-96 to 2000-2001) and credit effectiveness of the project began on 20.12.95. The Government of Netherlands is providing a Grant-in-aid of DFI 29.9 million (US \$ 17.4 million) in the form of technical assistance under a bilateral Indo-Dutch agreement.

2.24 The project will improve the water resources and climate data base of the participating States and make data easily available to legitimate users from computerised data banks. The data observation, their management, communication

and overall technical capabilities of their processing will be enhanced and brought on equal footing in the Central and State agencies. The reliable hydrological data, with adequate coverage in content, time and space is the foundation on which entire water resource planning, development and management exercise are based. To achieve the intended objectives, the project provides for upgradation/construction of existing and new river gauging sites, observation wells, meteorological sites, office buildings, data centres, site stores, training centres and procurement of equipments/instruments/vehicles for river gauging sites, observation wells, meteorological stations, water quality laboratories and data management (computer hardware and software).

Dam Safety Assurance and Rehabilitation Project

2.25 The Dam Safety Assurance and Rehabilitation Project is funded by World Bank. It envisages institutional strengthening of CWC and state units for the activities concerning Dam safety and Hydrological review of the Projects in 4 States of Madhya Pradesh, Orissa, Rajasthan and Tamil Nadu, who are participating in the Project. Dam Safety Organisation is creating awareness on dam safety in the country and pursued with 12 States having significant number of dams to create Dam Safety Cells. This Organisation is acting as Secretariat for National Committee on Dam Safety.

2.26 One of the important activities of CWC is the techno economic appraisal of all major and medium irrigation, multipurpose and hydro-power projects proposed by the State Governments. The Technical Advisory Committee on Irrigation, Flood Control and multi-purpose projects, constituted to streamline the procedure for clearance of such projects considered 8 projects during 1998-99. The Ministry to put up 4 more projects during 1998-99 for consideration of the Committee.

2.27 Outlay for the scheme during 1998-99 is Rs. 6.78 crores. (External Support Rs. 4.77 crores and Domestic Support Rs. 2.01 crore).

Performance of Major and Minor Irrigation Plan Under Central Water Commission

2.28 Upgradation of Central Training Unit into National Water Academy. The Central Training Unit of Central Water Commission was set up in 1998 at Pune. It was established under the Water Resources Management and Training Project assisted by the United State Agency for International Development.

2.29 When asked the proposal to upgrade CTU into a full fledged National Water Academy and time frame fixed for it, the Ministry in their written reply stated:

“During 1992, it was decided to upgrade the Central Training Unit (CTU) to Central Water Engineering Academy. The proposed institute was later renamed as National Water Academy and it was decided to be set up at Pune.

The cost of the proposed National Water Academy (NWA) is Rs. 29.10 crores.

2.30 The total cost is spread over the period 1998 to 2005. It is expected that the construction of the main building, Students’ Hostels etc. will be completed by September 2000 and the Academy will become operational by August 2001. However, the Academy will become fully operational by 2005 after gradual increase in the number of faculty members, procurement of equipment for laboratories, Computer Centre etc. and increase in the number of courses.

2.31 The expenditure of the project is proposed to be met partly out of World Bank aided Hydrology Project funds and balance under Government of India funding as below:

HP funding	Rs. 4.45 crores
GOI Funding	Rs. 24.65 crores

2.32 The funding under HP has been proposed as per the provisions in the Hydrology Project sanctioned in 1996.

The budget allocations for NWA during the last 5 years and expenditure are as below:

(Rs. in crores)

Years	Budget Allocations	Expenditure
1993-94	Nil	Nil
1994-95	Nil	Nil
1995-96	Nil	Nil
1996-97	0.35	0.06
1997-98	1.47	0.06

2.33 The expenditure during 1996-97 and 1997-98 was in respect of the training programmes conducted under Hydrology Project. No specific allocations are made in the 8th Plan and 9th Plan for NWA. In the 8th Plan an combined outlay of Rs. 1.70 crores was made for CTU/NWA and in the 9th Plan the outlay proposed for CTU/NWA is Rs. 9.70 crores.

Major and Medium Irrigation Sector

2.34 All the major and medium irrigation projects are planned, formulated and executed by the concerned States by providing required funds out of their State Plans. The major role of the Central Ministry of Water Resources under the major and medium irrigation is to provide technical guidance and scrutiny of major and medium projects by its specialised organisations like Central Water Commission, Central Water and Power Research Station, Central Soil Materials Research Station and National Institute of Hydrology. The general infrastructural and research support to sectoral development at the State level is provided by the CWC.

2.35 In VIII Plan (1992-97) an outlay of Rs. 22415.00 crores was earmarked for the major & medium irrigation sub-sector with corresponding target of creation of an additional irrigation potential of 5.09 million hectares through major & medium irrigation projects. Out of this outlay, only Rs. 95.00 crores was earmarked in the central plan and Rs. 22320.00 crores in the State Plan. However, as per annual plans approved by the Planning Commission during VIII Five Year Plan, the total allocation for the major & medium sector under Central Plan has been Rs. 106.70 crores (excluding R&D component). Actual allocation during VIII Plan was however 1063.69 crores due to inclusion of provision of Rs. 900 crores for AIBP. In actual expenditure it is reduced to Rs. 646.20 crores including Rs. 500 cr. for AIBP. For Draft IX Plan, an outlay of Rs. 282.58 crores has been approved by Planning Commission.

2.36 A number of major and medium Irrigation Projects are under execution all over the country. The Ministry has informed that there are 147 major irrigation projects which were started more than 15 years back and are not yet completed. An amount of Rs. 42 thousand crores is required to complete all these projects.

2.37 The Committee during evidence session enquired the amount earmarked for maintenance of major projects. The Ministry informed that there is no head in the Central Budget for maintenance of projects. The representative of the Ministry informed the Committee that an estimated Rs. 1800 cr. per year is required for maintenance of these projects.

Accelerated Irrigation Benefits Programme

2.38 The scheme was introduced in the budget of 1996-97 and covers large and multipurpose irrigation projects costing more than Rs. 1000 crores which are beyond the resources capability of the States and for completion of other projects (costing less than Rs. 1000 crores) which are in an advanced stage of completion and with just a little additional funding, the irrigation potential could be realised during the next four agricultural seasons. As per revised provision of programme, projects costing Rs. 500 crores or more are now eligible under first category as against earlier ceiling of Rs. 1000 crores or more.

2.39 The loan assistance is being provided on matching basis and as such States have to provide out of their own resources matching budget for the project. The Central Assistance is in the form of reimbursement on quarterly basis after the expenditure is actually incurred on the identified projects for construction in accordance with the agreed schedule of construction.

The funds under AIBP were reduced from Rs. 900 crores to Rs. 500 crores at the stage of revised budget estimates 1996-97.

The full amount of Rs. 500 crores was released to 52 projects in 18 States.

Transfer of AIBP to Ministry of Finance

2.40 During the year 1997-98, the budget provision under AIBP was Rs. 1300 crores. This provision has since been transferred to the Ministry of Finance under Grant No. 28. The CLA is now to be released by the Finance Ministry on the recommendations of the Ministry of Water Resources. Also, this year the assistance under AIBP to State Governments will be part of central support to State Plans. The guidelines for selection of projects, disbursement of CLA and monitoring of projects were finalised in consultation with Ministry of Finance. The Planning Commission has made State-wise projections for allocation of funds under AIBP for the year 1997-98. The proposals of CLA received from the State Governments were examined and CLA of Rs. 952.19 crores to 86 projects in 18 States has been released by the Ministry of Finance during 1997-98.

2.41 The Committee wanted to know the reasons for this change and advantage envisaged in the new arrangement, the Ministry in written note to the Committee stated:—

“The matter was taken up with the then Union Finance Minister, who *inter-alia* informed that it is considered desirable that the release of funds under State Plans should be done centrally by Ministry of Finance as is done for normal central assistance for externally aided projects both of which are released as part-loans and part-grants to the State Governments. The Ministry of Finance maintains loans account and in case of default by a State in loan repayment, recoveries can be adjusted against release of grants. Further, central release also allows Ministry of Finance to help the States in their ways and means and overdraft problems. However, such releases will be made only on the recommendations of the Ministry of Water Resources.”

As regards advantage of the change, the Ministry stated that it is still of the view that funds should be released by Ministry of Water Resources.

2.42 When asked of the Ministry of Water Resources be able to effectively monitor the progress of projects, as the Ministry of Finance now makes the

financial allocation under the new arrangement. The Ministry in a written reply stated that monitoring of the physical and financial progress of the projects included in AIBP continues to be done by CWC under the directions of Ministry of Water Resources. Actual release is made by the Ministry of Finance on the basis of recommendations of the Ministry of Water Resources.

2.43 As regards projections made under AIBP for various States, the Ministry stated:

“The projections are made by the Planning Commission based on their Plan discussions with the State Governments and also taking into account the total funds allocated by the Ministry of Finance in the Budget for AIBP.”

2.44 Asked about the reasons for allocating less amount in R.E. for 1997-98 for AIBP, the Ministry stated:

“At the R.E. stage the provision was reduced by the Ministry of Finance taking into account their overall fund position and the expenditure incurred till then. The Ministry of Water Resources finally made recommendations of about Rs. 1500 crores to the Ministry of Finance. However, the Ministry of Finance could release only Rs. 952.19 crores during the year 1997-98 due to paucity of funds.”

2.45 The budget provision of Rs. 1300 crores made in the Budget Estimate (1997-98) for AIBP was reduced to Rs. 800 crores in Revised Estimates (1997-98). Further, an allocation of Rs. 1500 crores has been made in Budget Estimates (1998-99).

Minor Irrigation

2.46 Minor Irrigation basically consists of (i) ground water (ii) surface water. The Ministry of Water Resources is vested with the responsibility of policy formulation in the minor irrigation sector at the national level. Minor Irrigation schemes are designed, planned & funded by the States from their own budgetary resources.

2.47 The ultimate potential of ground water and surface has been assessed as 64 Million hectare 17 Million hectare respectively.

2.48 In VIII Five Year Plan, an outlay of Rs. 290.30 crores was provided for the Minor Irrigation sub-sector (excluding R&D Component) under the central plan. Out of this, Rs. 35.20 crores was for surface water and Rs. 257.80 crores was for ground water schemes. The actual expenditure during VIII Plan is 208.14 crores.

2.49 The Ministry of Water Resources projected an increased amount of Rs. 2137.20 crores during IX Five Year Plan Central Plan for this sub-sector. The proposed amount includes Rs. 490.95 crores for schemes spilling over from earlier plans and to be continued in IX Five Year Plan and Rs. 1646.25 crores for new schemes to be taken up during IX Five Year Plan. The major schemes proposed during IX Five Year Plan is rehabilitation and maintenance of existing surface water works and construction of new tanks for improving irrigation support through minor irrigation schemes. As a part of this, a centrally sponsored scheme with 75:25 share between the Centre and the States has been proposed for rehabilitation and maintenance of existing minor irrigation works. The Ministry of Water Resources proposed outlay for Annual Plan (1997-98) under central plan for MI sub-sector of Rs. 391.57 crores comprising Rs. 113.27 crores for continuing schemes and Rs. 278.30 crores for new schemes.

2.50 Planning Commission has however approved an outlay of 371.75 crores including 356.00 for continuing scheme and 15.75 for new scheme. The details of allocation made scheme were is as under :

(Rs. in crores)

Minor Irrigation	VIII Plan		Proposed 9th Plan Outlay			As approved by Planning Commission			1997-98	
	Outlay	Expenditure	Old scheme	New scheme	Total	Old scheme	New scheme	Total	B.E.	R.E.
	294	210.09	490.35	1646.25	2137.00	356.00	15.75	371.75	98.48	79.00

2.51 Improvement in minor irrigation is a thrust area in 9th Plan of Ministry of Water Resources.

2.52 The basic strategy for development and optimum utilisation of minor irrigation works during the Ninth Plan will be as under:—

- (i) Restoration and improvement of minor irrigation tanks as well as the development of new works as a part of the integrated micro-development projects will be encouraged.
- (ii) Priority should be accorded to the completion of ongoing schemes and the taking up of new irrigation schemes would be within the availability of financial resources and with the priority for drought-prone areas.
- (iii) Formulation of ground water development strategies would be based on sound technical, environmental and economic considerations. Over-exploitation of ground water should be discouraged and necessary corrective measures in this regard should be implemented.

- (iv) Periodic evaluation of the socio-economic and environmental impacts of ground water development will be carried out to ascertain the changes between pre and post implementation stage of ground water scheme.
- (v) Census of ground water extraction structures once in five years and programme for rehabilitation of ground water structures will be taken up.
- (vi) Involvement of community organisations and NGOs in the management of ground water would be encouraged through legal, financial and policy backups.
- (vii) The overall efficiency of the pumping system will be improved so as to conserve energy and optimise water use.
- (viii) The installation of sprinklers/drip irrigation system would be emphasised, particularly in water-scarce and drought-prone areas. Necessary changes in cropping patterns, as well as crop diversification, would also be encouraged in favour of low water consuming crops in lieu of water-intensive crops, particularly in water-scarce areas.
- (ix) Conjunctive use of surface and ground water would be encouraged.
- (x) There is need to create public awareness on the quality and judicious use of ground water. Such awareness is also essential to take regulative measures for ground water.
- (xi) Encouragement would be given to privately or cooperatively owned/managed tubewells *vis-a-vis* public owned/managed tubewells.

2.53 However, a major new scheme in Minor Irrigation *viz.* "Restoration of old tanks and other water harvesting structures" for which an outlay of Rs. 980 crores was proposed in the 9th Plan by Ministry of Water Resources has been downsized by Planning Commission and only an outlay of Rs. 10 crores has been approved for the scheme.

2.54 Two centrally sponsored schemes namely Investigation and Development of Ground Water Resources in the Eastern States and Artificial Recharge of Ground Water Resources for which allocation was made in the budget 1997-98 were not cleared by Planning Commission and consequently funds for the schemes were not utilised.

Command Area Development

2.55 A Command Area Development Programme (CAD) was initiated in 1974-75 as a centrally sponsored scheme with the objective of better utilisation of

created irrigation potential and for optimising agricultural production from irrigated land. Starting with 60 irrigation projects in 15 States, the programme has been extended till date to 217 projects spread over 23 States and 2 Union Territories covering about 21.78 million hectares of culturable command area. In VIII Five Year Plan, an amount of Rs. 830.00 crores was originally allocated by the Planning Commission for CAD Programme. However, the amount has subsequently been reduced to Rs. 700.00 crores and the actual expenditure is Rs. 607.08 crores.

2.56 The physical targets and achievements in respect of the core components of on-farm development works during the VIII Five Year Plan are given below:—

TABLE I

(Unit in '000' ha.)

Item	Target VIII Plan	Achieve- ment VIII Plan	Target 1997-98	Achieve- ment 1997-98	Target 1998-99
Field Channels	1330	1760	230	230	205
Warabandi	2600	2520	475	475	340
Field Drains	300	188	15	15	11
Land Levelling and Shaping	400	110	15	15	19
Reclamation of Waterlogged area	-	-	5	5	7
Rehabilitation of minors	-	-	-	-	75

2.57 In B.E. (1997-98) an allocation of Rs. 140.70 crores was made which has revised to Rs. 129.83 crores in R.E. (1997-98). For 1998-99, allocation of Rs. 188 crores has been made in Budget Estimates.

2.58 When asked the areas where there has been underspending of funds in CAD during 1997-98, the Ministry in written reply stated:

“(i) There was no underspending of funds under CAD Programme during 1997-98. The allocation for CAD Programme was Rs. 140.70 crore in the Budget Estimate, 1997-98. This included Rs. 3 crore for Participatory Irrigation Management also. However, the Planning Commission later advised that no new activities should be started during 1997-98. Therefore,

the amount of Rs. 140.70 crore was reduced to Rs. 137.70 crore. After an economy cut imposed by Ministry of Finance, the RE was reduced to Rs. 129.83 crore.

Central Assistance under CAD Programme is released to the States on the basis of the amount spent by them on various works under the Programme. During 1997-98, the demand from States was Rs. 161.04 crore. The allocation for CAD Programme was only Rs. 129.83 crore as stated above. A request was made to the Ministry of Finance in February, 1998 for allocation of additional funds. However, additional funds could not be allocated."

2.59 It is further seen that targets for various components of CAD Programme for 1997-98 & 1998-99 have been kept low; especially for field drain and land levelling. Asked the reasons therefor, the Ministry stated:

"The targets for various components of CAD Programme are fixed in accordance with the funds allocated for the Programme. The targets for 1997-98 were fixed on the basis of RE of Rs. 137.70 crores."

2.60 The targets for land levelling and field drains were kept low for the following reasons:—

1. Land Levelling

- (a) There is no Central assistance available for and levelling. Farmers have to take loans from financial institutions to carry out this activity.
- (b) Farmers are either not interested in taking loan for this activity or are not credit worthy because of defaults in repayment of other loans.
- (c) Land Development Corporations of State Governments, set up for carrying out the activities of land levelling and shaping, are not functioning due to various problems.

2. Field Drains

- (a) At the time of construction of several project, main drains, intermediate drains and collector drains were not constructed. In such projects field drains are not constructed because of absence of further links.
- (b) In some projects natural drains which are in existence are getting choked due to silt and weeds for want of maintenance. Field drains are, therefore, not being constructed.
- (c) Because of fragmented holdings in States where consolidation of holdings has not been done, farmers are reluctant to part with land for field drains.

Participating Irrigation Management Scheme

2.61 To improve the efficiency of the irregular system are bring about equity and reliability in the distribution of water. Farmers participation in essential in management of Irrigation.

2.62 In order to increase the participation of farmers in the management of irrigation systems, Ministry of Water Resources has taken a number of initiatives such as (i) holding of National, State and Project level conferences, with farmers participation; (ii) training of farmers and officials; (iii) preparation of manuals in local languages; and (iv) modification of irrigation Acts to facilitate farmers participation for implementation of Participatory Irrigation Management.

2.63 According to Ministry of Water Resources as a result thereof of the consciousness about the need for actively involving the farmers in the management of irrigation has increased.

2.64 The no. of water users Association formed in various States and area covered is as follows:

	No. of WUAs	Approx. area (‘000 ha.)
1. Andhra Pradesh	10,922	17.00
2. Assam	2	1.00
3. Bihar	1	12.20
4. Goa	39	1.59
5. Gujarat	71	19.00
6. Haryana	405	110.00
7. Himachal Pradesh	554	35.00
8. Karnataka	875	138.39
9. Kerala	193	148.46
10. Madhya Pradesh	3712	26.80
11. Maharashtra	65	55.80
12. Manipur	142	49.27
13. Orissa	62	27.60

In the table it is seen that some States like Andhra Pradesh & Kerala have done exceedingly well whole, others are logging for below.

In the 9th Plan the Ministry of Water Resources has proposed an allocation of Rs. 105.00 for a new scheme namely PIM in irrigation projects not covered under Central Sponsored CAD Programme with the objective of promoting farmers participation in maintenance and management of those irrigation schemes which are not covered under existing CAD programme. The scheme has however been downsized by Planning Commission and only an outlay of Rs. 20.00 cr. has been approved.

Flood Control

2.65 The Ministry of Water Resources has estimated a total area of 40 million hectares as flood prone in the country. According to the Ministry various flood management measures undertaken through embankments, drainage channels, town and village protection works have provided reasonable degree of protection to an area of 14,374 million hectares.

In VIII Plan, an outlay of Rs. 368.00 crores was provided for this Sub-sector (excluding R&D component) under Centre Plan. As against this, the expenditure during VIII Plan is Rs. 226.23 crores. According to Ministry of Water Resources, Central sector plan funds for flood control programmes could not be fully utilized due to delay in availability of funds in the Annual Plan particularly for the Annual Plan of 1996-97 which was finalised extremely late for unavoidable reasons.

2.66 During IXth Plan Rs. 654.75 is the proposed outlay comprises Rs. 529.75 for continuing scheme & Rs. 125 for new scheme. During 1997-98 against the plan outlay of Rs. 72.51 cr. expenditure was Rs. 53.55 cr.

2.67 The following is the financial performance record during 8th Plan & 1997-98 of schemes under flood control programme:

(Rs. in crores)

Control during 8th Plan & 1997-98	Period	Allocation	Expenditure
1	2	3	4
Flood Control by CWC	8th Plan (1997-98)	57.38	28.56
Flood Proofing in Bihar	8th Plan (1997-98)	25.00 2.00	0.00 0.00

1	2	3	4
R&D	8th Plan	2.50	0.36
	(1997-98)	0.40	0.20
Tipaimukh-Paglacia	8th Plan	7.50	2.11
	(1997-98)	2.00	0.50
Survey and Investigation of Kosi High Dam	8th Plan	6.60	0.05
	(1997-98)	1.00	0.10
Survey and Investigation of Flood Management on rivers common with Nepal & Bhutan	8th Plan	4.75	0.42
	(1997-98)	0.00	0.00
Joint observation of common Rivers with Nepal & Bangladesh	8th Plan	4.00	0.06
	(1997-98)	1.00	0.00
Critical and erosion work in Ganga Basin States	8th Plan	8.30	2.20
	(1997-98)	2.00	0.50
Rangali Dam	8th Plan	2.00	0.00
Development of Central Himalayan Project	8th Plan	3.00	0.00
Flood Proofing in Ganga Basin States	8th Plan	4.50	0.00

2.68 The Ministry gave the following reasons for under-utilization of funds:

“(a) Survey & Investigation of flood management works on rivers common with Nepal and Bhutan.

The allocation under this head was envisaged with a view to take up survey and investigations of some bilateral new projects related to flood management which may be negotiated between India on one hand with Nepal and Bhutan, on the other. The only one project that materialises is the Sankosh Project with Bhutan for which Detailed Project Report (DPR) was completed during VIII Plan. Hence a very small expenditure out of the total allocation took place.

(b) Joint Observations of rivers common with Nepal & Bangladesh.

When the VIII Plan proposals were finalised; it was expected that India would enter into cooperation on several projects in Nepal and the negotiations with Bangladesh on Ganga Water sharing will mature. Unfortunately only one case that materialised was the one with

Bangladesh on Ganga water sharing in December, 1996 near the fag end of the VIII Plan. Hence joint observations was undertaken on Ganga at Farakka during the lean season of 1997 and 1998. Hence the actual expenditure occurred is very much less than the allocation. Expenditure for 1997-98 is yet to be accounted for as the financial year has just come to an end.

(c) Rengali Dam:

Central assistance was being provided to the Government of Orissa for assisting the State in completing the flood control components of the Rengali Multipurpose Project. The Central assistance provided to Orissa upto 7th Plan under the flood control sector was Rs. 12.95 crore. No further Central assistance was provided to the State during 8th Plan, as the scope of the project was revised by the State and Detailed Project report was not acceptable to the Centre. In so far as our records are concerned; there is no allocation under the head of Rengali Dam for the 8th Plan.

(d) Development of Central Himalayan Projects

No expenditure was incurred due to lack of progress in matters relating to Indo-Nepal projects such as Burhi-Gandak H.E. Project which was later withdrawn from joint projects as desired by Nepal.

(e) Flood Proofing in Ganga Basin States

This scheme did not come under operation during VIII Plan as the Technology Mission on Floods did not approve taking up flood proofing activities for all the Ganga Basin States. Instead, flood proofing for North Bihar only was."

2.69 Under the flood proofing programme in North Bihar the entire grant of Rs. 2 crore for 1997-98 has remained unspent, the Ministry in this regard stated:—

"A provision of Rs. 2.00 crore was made to the above programme in RE during 1997-98 as decided in the Minister level meeting between Minister (WR), Government of India and Minister (WR), Government of Bihar on 23.5.97. However, no fund out of the above could be released to the State Government until March, 1998 since Government of Bihar could not provide full utilization certificate for the advance amount of Rs. 1.7 crore released to them during 1991-92 and 1995-96. The allocation was reduced to Rs. 1.00 crore in the final estimate stage and out of this Rs. 1.00 crore, an amount of Rs. 86.8 lakh was released to Government of Bihar in March, 1998 when utilization certificate totalling Rs. 156.8 lakh was provided by Government of Bihar. Hence the reason

for non-utilization of full grant is the laxity on the part of Government of Bihar in implementing the programme.

Guidelines on various activities under flood proofing programme such as raised platforms, drainage schemes and drinking water schemes have already been finalised by the Ministry and provided to the State Government of Bihar.”

Asked to give details of physical achievements of filled control Management Schemes during the 8th Plan and target for 2001-2002 the Ministry stated:—

“The physical achievement of flood management schemes during 8th Plan is not available.”

Inter State Water Disputes Tribunals

2.70 The Inter State Water Disputes on the sharing of river waters are adjudicated under the Inter State Water Disputes Act 1956. At present two such tribunals are working:—

1. Ravi Beas Waters Dispute Tribunal
2. Cauvery Water Dispute Tribunal

Cauvery Water Disputes Tribunal (CWDT)

2.71 Cauvery Water Disputes Tribunal (CWDT) was set up on 2nd June, 1990 with its headquarters at New Delhi for the adjudication of the water disputes regarding the Inter-State river Cauvery.

2.72 When asked the likely time by which these tribunals would complete their work, the Ministry stated:—

“The time by which the CWDT would complete its work cannot be predicted. However, this Tribunal has already given an interim order on 25th June, 1991.”

2.73 The Committee enquired whether the Government have ever reviewed the working of these tribunals and also the need to fix up time limits for disposal of work by the tribunals, the Ministry stated:—

“The Government has not reviewed the working of CWDT and has not fixed any time limit for disposal of work by the CWDT. However, the recommendations of Sarkaria Commission relating to Inter-State river water disputes have been discussed in the 4th meeting of Inter-State Council (ISC) held on 28th November, 1997. As regards time frame for

giving a award by the Tribunals and its implementation, ISC has recommended as below:

“The Tribunal should give its award within the period of 3 years from the date of its constitution. However, if for unavoidable reasons, the award could not be given within the period of 3 years, the Union Government may extend the period suitably not exceeding 2 years. The Award should be implemented within 2 years from the date of notification of the award. If for unavoidable reasons, the Award could not be implemented within a period of 2 years, the Union Government may extend the period suitably.”

This is under consideration of the Government.”

2.74 Asked how much the awards of the tribunals are binding on the parties to the dispute, the Ministry replied:

“As per Section 6 of ISWD Act, 1956, the decision of the Tribunal shall be final and binding on the parties to the dispute and shall be given effect to by them.”

Ravi and Beas Waters Tribunal

2.75 Central Government set up the Ravi Beas Waters Tribunal on 2.4.86. The Tribunal was to submit its report within a period of 6 months from the date of reference made of it i.e. 2.4.86 and the report was submitted to Central Government on 30.1.87.

The Ministry further stated:—

“The report of the Tribunal was forwarded to the concern States on 20th May, 1987 for seeking explanation/guidance of the Tribunal on various points. The Central Government on 19.8.87 forwarded a *suo moto* reference to the Tribunal as also the reference received from the States of Rajasthan, Haryana and Punjab seeking explanation/guidance from the Tribunal on certain points. The issues referred by Central and State Governments are under examination of the Tribunal. However, due to resignation of one of the Members of the Tribunal on 9.3.89 upon his elevation as Supreme Court Judge, further hearings of the Tribunal could not be held. However, the post of the Member has since been filled by Gazette Notification dt. 18.11.96 and the Tribunal has started its work again on 5.7.97. As the matter is now *sub-judice* only Ravi and Beas Waters Tribunal can decide on the merits of the case when they would be giving their further report.”

2.76 Asked how much are the awards of the tribunals binding on the parties to the dispute, the Ministry stated:

“After submission of further final report by Ravi and Beas Waters Tribunal, Central Government shall publish the decisions of the Tribunal in the Official Gazette and the decision shall be final and binding on the parties to the dispute and shall be given effect to by them.”

2.77 The Committee wanted to know the Ministry’s suggestions to make the Tribunals an effective instrument to solve the disputes expeditiously, the Ministry made the following suggestion:—

“(i) Period of postponement of the hearing by the Tribunal on the request of aggrieved parties should be minimum.

(ii) A time frame for submission of the report and for providing explanation/guidance and for submission of the “further Report” should be imposed on the Tribunal. However, there should be flexibility to review this time frame keeping in view the merit of the case.”

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS

Recommendation No. 1

Inadequate Ninth Plan Outlay

3.1 The Committee note that against the original Central Plan Outlay of Rs. 5886 crores proposed by the Ministry of Water Resources for the 8th Plan (1992-97) period, the Planning Commission approved an outlay of Rs. 1500 crores only for the Ministry and this amount excludes the allocation for transport sector. However, the Ministry was given higher budgetary allocations and the total Eighth Plan expenditure was Rs. 2111.93 crores. The results of this under-allocation are reflected in reduced physical achievements as indicated below:-

(In '000 ha)

Sl.	Sector	Potential Created	Utilised	
I.	Major & Medium Irrigation	Target	5087.65	4252.31
		Achievement	1977.75	1710.47
II	Minor Irrigation	Target	10711.00	9360.00
		Achievement	6470.00	5990.00

3.2 In the Major & Medium Irrigation sector, the physical achievement in increasing the irrigation potential is 38.88% of the target. In respect of the irrigation potential utilised, the physical achievement is only 40.23%. Similarly, the physical achievements in respect of potential created and potential utilised under the Minor Irrigation sector are 60.4% and 64% of the physical targets respectively. In the successive Five Year Plans, the percentage of allocation in favour of Irrigation out of the total central plan outlay has declined from 23% in the First Plan to 6% in the latest Annual Plan. With this kind of declining outlay for Water Resources the Committee wonder as to how the Planning Commission and the Ministry of Finance expect the Ministry of Water Resources to achieve very ambitious targets in the Ninth Plan period. It is envisaged in the Ninth Plan to create irrigation potential to cover 9538.71 thousand hectares and to utilise the created potential over 8238.54 thousand hectares through Major & Medium Irrigation Plan Schemes. In the Minor Irrigation, these targets are to

cover an area of 7124.41 thousand hectares and 4726.53 thousand hectares respectively by creation of irrigation potential and by utilization of potential created. The Committee regret to note that the Planning Commission and the Ministry of Finance have chosen to reduce the Ninth Plan outlay for Water Resources from Rs. 7672.14 crores to Rs. 2545.83 crores which is not at all adequate to achieve the huge task assigned to the Ministry.

3.3 The Committee wish to draw the attention of the Planning Commission and the Ministry of Finance to the National Agenda which has envisaged the doubling of the foodgrains in the next ten years and also to the fact that it is the availability of adequate, timely and assured irrigation which will be the critical determinant of such increase in agricultural production. The Committee, therefore, recommend to the Planning Commission and the Ministry of Finance that they should increase the Ninth Plan outlay for the Ministry of Water Resources to Rs. 7672.14 crores as originally proposed by them and then allocate this outlay in the right proportion in each Annual Plan successively show that the funds earmarked could be fully available for utilization by the Ministry of Water Resources in view of the stupendous task that the Ministry has to perform.

Recommendation No. 2

Inadequate allocations for 1998-99

3.4 The Committee note that the Plan budget estimate of the Ministry of Water Resources for 1998-99 is Rs. 410.85 crores, whereas the actual minimum requirement for them is of the order of Rs. 668 crores in view of the action plan drawn up by them in the context of the National Agenda. The Committee wish to point out to Planning Commission in this connection that in the initial year of the Ninth Plan period *i.e.* 1997-98, no new schemes were funded and even on the money to be spent on the on-going schemes from the Eighth Plan period, and percent cut was imposed. Apart from this, the country is already in the fourth month of the current financial year and a period of 1 year and 3 months have already lapsed without doing anything in respect of the new schemes of the Ninth Plan. Since only 3 years and 9 months are now left in the Ninth Five Year Plan, the time available for implementation of the new schemes has shrunk to a great extent. Therefore, there is a strong case to make higher allocations in respect of the new schemes of the Ninth Plan period in this year itself at the Revised Estimate stage and also in the coming years so that all the funds earmarked for the schemes for the five years of the Ninth Plan could be spent in 3 years and 9 months from now on.

3.5 The Committee, therefore, recommend that the Planning Commission and the Ministry of Finance should allocate the funds as asked for by the Ministry of Water Resources in the current financial year at Revised Estimate stage and also in the successive Annual plans to come.

Recommendation No. 3*Under-Utilization of Plan Funds*

3.6 The Committee observe that in the last six years, the percentage of utilization of plan funds allocated in favour of the Ministry of Water Resources ranged from 62.35 to 92.39 out of the total. The details are as follows:

(Rs. in crores)

Year	Budget Estimate	Actuals	Percentage of Utilization
1992-93	240.00	199.26	81.78
1993-94	289.00	267.00	92.39
1994-95	275.47	232.67	84.46
1995-96	301.50	251.62	83.46
1996-97	1278.23	796.93	62.35
1997-98	341.00	289.49 (anticipated)	84.89

3.7 After a perusal of the statistics shown above, the Committee are disappointed to note that the Ministry of Water Resources could not properly demonstrate its ability to absorb fully even the meagre budgetary allocations made available to them. The Committee are at a loss to know as to how this kind of track record of utilization of funds would help them when they approach the Planning Commission and the Ministry of Finance for higher allocations this year at the revised estimates state and also in the years to come. The Committee therefore recommend that the Ministry of Water Resources should tone up their implementation machinery by taking suitable steps so that they are in a position to shoulder the onerous responsibility of achieving the goal of doubling the foodgrains production in the next ten years through their crucial irrigation support system. The Committee expect hundred percent utilization of the funds allocated to them in the coming years and they send in their best wishes to the devoted team of officers of the Ministry of Water Resources in their noble endeavour to support this nation at a critical juncture.

Recommendation No. 4*Poor Sectoral Performance during the Eighth Plan*

3.8 The Committee are unhappy to note that during the Eighth Plan period, the percentage of utilisation of funds was very low in the Major and Medium Sector

and also in the Minor Irrigation sector. Only 60.75 percent of the total plan funds allocated was spent in the Major/Medium Irrigation Sector, while only 66.02 percent of the total allocation was spent on Minor Irrigation Sector. Under the Flood Control Programme the utilization of funds was only 69.63 percent of the total. The main bottleneck in non-utilization of plan fund as stated by the Ministry is late finalisation of the plan funds and subsequent procedural formalities required for clearance of expenditure proposals. The Committee are of the strong view that entire system of according sanction to schemes should be reviewed. Once the plan budget allocations have already been made by the Planning Commission in concurrence with the Ministry of Finance, the administrative Ministry should be given complete autonomy to clear schemes/expenditure proposed so that the schemes' can be taken up in the same year, as the same has been included in budget. The Committee therefore recommend that their suggestion on this procedural reform should be brought to the notice of the highest political executive for appropriate decision in the matter, as several projects could not materialize due to time and cost over-runs that crept in only because of cumbersome and unreasonable procedures that are to be followed even after the sanction of plan budgetary funds by the Planning Commission and the Ministry of Finance.

Recommendation No. 5

Allocation of 10 per cent of funds for North-East

3.9 The Committee note that during 1998-99, the percentage of release to the North East out of the total expenditure is 9.18. The Committee wish to draw the attention of the Ministry of Water Resources to the assurance given by the Hon'ble Prime Minister in November, 1996 to the effect that 10% of the Central Budget will be provided to implement specific schemes in the North Eastern States and all the Central Ministries and Departments will ensure strict implementation of the programmes. In the Budget speech in June, 1998 the Hon'ble Finance Minister also has mentioned about the creation of a non-lapsable Central Resource Pool for deposit of funds from all Ministries where the Plan expenditure on the North Eastern Region is less than 10 per cent of the total plan allocation of the Ministry. The difference between 10 percent of the plan allocation and the actual expenditure incurred on the North Eastern Region will be transferred to the Central Resource Pool which will be used for funding specific programmes for economic upliftment of the North Eastern States.

3.10 The Committee recommend that the Ministry of Water Resources should draw up more programmes/schemes exclusively for the North East even beyond the value of 10 per cent of their total plan allocation. The Committee wish to point out that there is need for having schemes even beyond this 10 per cent minimum limit for the North East in the field of water resources, as this resource is available in abundance in the North East. For this purpose, the Committee recommend that funds from Central Resources Pool should be utilized by the

Ministry to develop these under-developed areas of the country with a specific focus.

3.11 The Committee further recommend that all the schemes for the N.E. States should be 100% Centrally Funded and no stipulation for any contribution from the State Government should be there.

Recommendation No. 6

Accelerated Irrigation benefits Programme

3.12 The Committee note that under the Accelerated Irrigation Benefits Programme (AIBP), the Ministry of Finance released only Rs. 952.19 crores during 1997-98, although the Ministry of Water Resources made recommendations for the release of about Rs. 1500 crores for various projects and a budgetary provision of Rs. 1300 crores were available at their disposal for 1997-98. Besides, at the Revised Estimate stage, the allocation has been reduced without any reference to the Ministry of Water Resources. The Committee take a serious view of this reduced release of funds to AIBP schemes despite the availability of a larger corpus of budgetary allocation during 1997-98. The Committee do not approve of this tendency of the Ministry of Finance, as such a practice would only negate the very objective of the Programme. The Committee are further shocked to note that the Ministry of Finance are not bound to release the entire recommended money and the release can be curtailed when there is default by a state in loan repayment by way of adjustment of recoveries against release of grants. The Committee strongly feel that in such a situation the flow of funds would shrink and the implementation of the programme will be only decelerated by this practice, although it is an "Accelerated" programme in nomenclature. The Committee are of the view that the transfer of the task of release of funds from Ministry of Water Resources to Ministry of Finance will only lead to further bureaucratic delays, as the files will have to move back and forth from the Ministry of Water Resources to the Ministry of Finance and *vice versa* with endless queries notings and counter-notings. In view of the foregoing observations of the Committee, it is recommended that the task of release of funds should again be entrusted to the Ministry of Water Resources in the interest of expeditious flow of full funds to the States for the implementation of the scheme. The allocation for AIBP should be shown under the Demands of the Ministry of Water Resources, as in the case of other innumerable schemes where Central loan assistance is given. The Committee feel that only this arrangement alone would ensure speedy disbursal of money to the schemes which have been already badly affected due to paucity of funds.

Recommendation No. 7*Assessment of Irrigation Potential added through AIBP*

3.13 The Committee are concerned to note that there are 147 major irrigation projects which were started more than 15 years back and are not yet complete. A staggering amount of Rs. 42,000 cr. is required to complete these projects. In order to partially remedy the situation the AIBP scheme was launched in 1996-97 for such of those old projects where more than 90% of the cost has been incurred already and only some more funds are required for their completion. However, even after spending Rs. 1452.19 crores on these near-complete projects in the years 1996-97 and 1997-98, not a single project has been completed. Out of the total 138 projects sanctioned so far, only in the case of 14 projects the irrigation potential added is beyond two thousand hectares.

3.14 The Committee are not satisfied at the rate at which irrigation potential is created under the AIBP. Therefore, they recommend that the suitable steps should be taken to implement the programme more vigorously as if it were on a mission-mode, so that there is quick realisation of the objective of the programme.

Recommendation No. 8*Maintenance of Major Irrigation Projects*

3.15 The Committee find that the maintenance of the structures created in the major irrigation projects is very poor. During evidence the Committee were informed that Rs. 1800 cr. are required annually for maintenance of irrigation projects. The Committee have been informed that the States are unable to maintain these projects due to paucity of funds. The Committee wish to impress upon the Union Government about the imperative need for maintaining these assets as there is a danger of losing them for ever, if no timely maintenance is undertaken. Maintenance of assets should be assigned top priority and maintenance of these delicate assets should be the first charge on the governmental exchequer. The Committee, therefore, recommend that the Union Government should consider initiating a scheme of central assistance whereby the actual cost of maintenance is made available every year towards the maintenance of these projects.

Recommendation No. 9*Working of Water Disputes Tribunals*

3.16 The Committee find that the Ravi and Beas Waters Tribunal has been working since 2nd April, 1986, whereas the Cauvery Waters Disputes Tribunal has been in existence since 2nd June, 1990. The Committee have been informed

that there is no time limit prescribed to complete their work in the legislation under which these tribunals have been set up. It is not known as to when exactly, these tribunals would be handing out their final awards. Till such time, the Government will keep making budgetary provisions for the working of these tribunals. The allocation for 1998-99 on this count is Rs. 95.03 lakhs. The Committee have been informed that the Inter State Council in their meeting held on 28th November, 1997 have recommended that the Water Disputes Tribunals should give their awards within 3 years from the date of their constitution. Under unavoidable circumstances, an extension not exceeding 2 years may be given. The Award should be implemented within 2 years from the date of its notification. If the awards are not implemented within a period of 2 years, the state should be made to comply with the awards by the Prime Minister in his capacity as the Chairman of the National Water Resources Council. Under unavoidable circumstances, suitable extension of time may be given for the implementation of the award. The Committee feel that the period of postponement of the hearing by the Tribunal on the request of aggrieved parties should be minimum in order to dispose of the matter expeditiously. The Committee, therefore, recommend that necessary legislative measures may be brought forward immediately to implement the recommendations of the Inter-State Council and of the Committee at the earliest in order to end the uncertainty about the whole matter.

Recommendation No. 10

National Water Academy

3.17 The Committee have been informed that during 1992 it was decided to upgrade the Central Training Unit (CTU), Pune into National Water Academy. The Committee find that even six years after this decision, the scheme of upgradation remain a chronic non-starter. At last, when the Government decided to act, they had chalked out a programme of 7 years for the execution of the Project.

3.18 The Committee are unhappy to find a long 7 year programme from 1998 to 2005 framed by Ministry of Water Resources for the upgradation of Central Training Unit into National Water Academy (NWA). The expenditure of the project is proposed to be met partly out of World Bank aided Hydrology Project fund which itself is available only upto 2001. The Committee desire that the programme should be got completed by 2001.

3.19 The Committee further find that no specific allocations has been made in the 8th Plan and 9th Plan for NWA. A combined outlay of Rs. 1.70 & Rs. 9.70 crores have been made in 8th & 9th Plan for CTU/NWA. The Committee desire that separate allocation be made specifically for NWA in the 9th Plan so that there can be proper tied flow of funds to the project. The Committee also recommend that the Central Water & Power Research Station should immediately

hand over the land earmarked to CTU so that the work might start in right earnest from now on.

Recommendation No. 11

Dam Safety Assurance & Rehabilitation Project

3.20 The Committee are unhappy to note that due to insignificant progress in the execution of remedial works the World Bank restructured the project with effect from 1.10.97 and reduced the number of dams identified for remedial works from 55 excluding 15 dams from the restructured project. The Committee find that due to the inefficiency on the part of the implementing authorities, precious foreign assistance that was forthcoming could not be availed of. The Government should already note that this is a fund-starved sector and it would be an act of grave indiscretion not to make use of foreign assistance made available on a platter. The Committee hope that atleast hereafter the programme is implemented more sincerely and completed successfully.

Recommendation No. 12

Hydrology Project

3.21 The Committee are unhappy to note that under the 142 million \$ World Bank assisted Hydrology Project, the financial & physical progress has been very low. Though the project is in its third year, an expenditure of only Rs. 193.18 million has been incurred. At this pace of progress, the Committee fail to understand as to how the Government will be in a position to utilize the full assistance. As the project is very important in strengthening the data base on hydrology, the Committee recommend that the progress of works under the programme be speeded up.

Recommendation No. 13

Minor Irrigation

3.22 The Committee are happy to find that Ministry of Water Resources has rightly identified development of minor irrigation as a thrust area in the 9th Five Year Plan. The Ministry has, therefore, projected a much increased outlay of Rs. 2137.20 cr. for this sector in IX Five Year Plan. The Committee are however constrained to find that the Planning Commission has failed to appreciate the need for development of Minor Irrigation and has approved an outlay of only Rs. 371.75 cr. for the Ninth Plan *i.e.* only 21.3% of the outlay proposed by the Ministry of Water Resources. The result of the reduced outlay has been downsizing of a major new scheme on Minor irrigation *viz.* 'Rehabilitation of old tanks and other water harvesting structures', which the Ministry proposed to start in the current year. Against an outlay of Rs. 980 cr. proposed in the 9th Plan by

Ministry of Water Resources, only an outlay of Rs. 10 cr. has been approved for the scheme.

3.23 The Committee are of the view that with only 37% of the total sown area being irrigated and the rest being the rainfed area, harnessing of rain water is very essential which was being hitherto neglected.

3.24 The Committee therefore strongly recommend to the Planning Commission to review the allocation for the scheme taking into consideration the benefits that will accrue to agriculture through the scheme and enhance the allocation suitably in the Revised Estimated stage this year itself. Under Minor Irrigation Projects, a definite target should be fixed to provide assured irrigation so that atleast 50 percent of the rainfed area gets adequate irrigation facilities in the next two years.

Recommendation No. 14

Scheme for Ground Water Development

3.25 The Committee are distressed to find that two important Ground Water Schemes viz.: "Investigation and Development of Ground Water Resources for Eastern States" and "Assistance to States for Ground Water Recharge" for which allocation were made in 8th Plan were not approved by Planning Commission. In B.E. (1998-99) an allocation of Rs. 13.34 was made for these schemes which remained unspent. The Committee feel keeping in view the distressing depletion of ground water. These schemes are very important and will give a long term benefit. The Committee, therefore, strongly recommend to the Planning Commission to evaluate the benefits of the schemes in the right perspective and make sufficient allocation in the Ninth Plan so that the schemes are taken up without further delay. The Committee further recommend that a thorough investigation and survey should be conducted throughout the country about the depletion of ground water and suitable schemes should be implemented for various zones in the whole country on the lines of the strategy contained in the scheme for Eastern India. This survey would also help the proper identification of areas to be taken up for watershed development on a priority basis.

Recommendation No. 15

Participatory Irrigation Management Scheme (PIM)

3.26 The Committee are happy to find that there has been good progress in Participatory Irrigation Management Scheme in some commands especially in Andhra Pradesh where 10292 Water Users Associations have been formed. The Committee feel that participation of people is very important for efficient management of water. The Committee desire the Ministry of Water Resources to assist the other States also where the progress has been low in the formation of Water Users Association and in bringing public awareness regarding Water

Management by audio visual programmes and simply by talking to them. The Committee further recommend that copies of the legislation enacted by the Andhra Pradesh Government to promote participatory irrigation management should be circulated to all the State Governments and Union Territories as a model Bill for enacting such legislations in all the States/Union Territories on those lines.

Recommendation No. 16

Participatory Irrigation Management in Areas not covered by Command Area Development Programme (CAD)

3.27 The Committee note that the Ministry of Water Resources have proposed a scheme for Participatory Irrigation Management in irrigation projects not covered under CAD programme in the Ninth Plan. However, the Planning Commission has downsized the scheme and against an outlay of Rs. 105 cr. proposed by Ministry of Water Resources, only Rs. 20 cr. has been approved. The Committee recommend that keeping in view of the importance of scheme, the full allocation of Rs. 105 cr. as proposed by Ministry of Water Resources be made. The Committee further recommend that the one-time functional grant of Rs. 500 per hectare given to Water Users Associations under CAD should also be given under this scheme in all the irrigation commands and there should be a constant monitoring and evaluation of the performance of the Water Users Associations.

Recommendation No. 17

Poor Performance of Flood Control Programmes

3.28 The Committee are distressed to note the poor financial and physical performance of flood control programmes of the Ministry of Water Resources during the 8th Plan and in 1997-98. The financial & physical progress of all the flood control programme have been much below the target. The Committee strongly recommend that the Ministry of Water Resources to take adequate steps to improve their performance in this sector.

3.29 The Committee are further unhappy at the slow progress of flood proofing programme in N. Bihar. They were informed that reason for non-utilisation of full grant is the laxity on the part of Government of Bihar in implementing the programme. The Committee do not approve of the laxity on the part of Bihar Government and desire the officers of the State should be persuaded to successfully implement the programme so as to give relief to the people of Bihar from the recurrent floods. Flood proofing should be accorded high priority and the scheme should be extended to other chronic flood affected States like Uttar Pradesh, West Bengal, Assam, Haryana, North-Eastern States etc. Sufficient allocations should be made for this extended programme in the revised estimates of this year.

Recommendation No. 18*National Project Construction Corporation (NPCC)*

3.30 The Committee are disappointed to note that no progress could be made in the finalisation of the fate of National Project Construction Corporation Ltd. which is pending for several years. In the meantime the financial position of NPCC is worsening with every passing day, the cumulative loss of the Company has risen to 26044 lakhs. The Committee have been time & again recommending in the earlier reports strongly that the issue of revival of NPCC should be decided at the earliest so as to end the period of uncertainty which has adversely affected the performance of the company. The Committee again strongly recommend that issue of revival of NPCC be decided and implemented in the current financial year itself.

The Committee further recommend the tenderers of the idle capacity of manpower of NPCC may simultaneously be utilised for other organisations of NTPC etc. The scheme of voluntary retirement should also be made more attractive so that the idle manpower is reduced to a great extent. The Committee recommend that the matter of redeploying the idle staff to other bodies should be got resolved at the highest political level (*i.e.* at the Prime Minister level) by calling a meeting of the Minister for Power, the Minister for Water Resources and the Minister for Industry. In order to tide over the present financial crisis due to which salaries of employees have not been given for the last 16 months, sufficient budgetary allocations to the extent of Rs. 18 crores should be made in this year at the revised estimates stage. The Committee note that the projects being formed through the Accelerated Irrigation Benefits Programme are executed by the tendering system and the manpower deployed thereunder are employees of the tenderers. The Committee recommend that the employees of NPCC may be utilised for such project being executed under the Accelerated Irrigation Benefits Programme instead of using the tendering system.

Recommendation No. 19*Provision to make available Water Resources for Kalahandi and its adjoining districts*

3.31 The Committee are distressed to note that despite the repeated recommendations to formulate fully a Centrally funded scheme to overcome drought problem specifically in the Kalahandi, Bolangir, Nuapada, Kuraput and Baragada districts of Orissa, no special programme has been drawn up and no budgetary provision was made for 1998-99 for the special programme for drought proofing Kalahandi and adjoining districts. This is despite the Government of Orissa having submitted a comprehensive plan covering Kalahandi & adjoining area which was asked for by Ministry of Water Resources in pursuance of recommendation of inter-Ministerial team which toured Orissa. The Committee

are further surprised that Government of Orissa has now been advised to prioritise the on-going projects through diversion of funds from its annual allocated funds for other long term projects like Rengoli Dam and AIBP.

3.32 The Committee severely deplore this dilution of their recommendation and strongly recommend that a special programme be drawn up for drought prone area immediately and funds be made available for the programme at the revised estimate stage.

Recommendation No. 20

Assistance for Pending Irrigation Projects in Tamil Nadu

3.33 The Committee have been informed that the Avinasi Irrigation Project in Tamil Nadu meant for two drought prone districts of Coimbatore and Erode has been taken up for implementation. The cost of the project is Rs. 134 crores. The project requires central assistance for early completion. The project would help store the surplus water that goes waste/utilized during the seasons of floods in the Bhavani river. The project also has a component to store the surplus water in various irrigation tanks, ponds and lakes which in turn would help recharge the ground water which has already depleted to a very dangerous level. Due to depletion in ground water in these districts, all the tube-wells have gone dry and water table was gone down to 1000 feet below the surface, threatening to turn these unirrigated districts into deserts. The Committee, therefore, recommend that necessary central assistance should be released for this irrigation project urgently to save the lives of farmers in those drought prone districts. The Committee also recommend that the Mundanthurai Irrigation Project in Tamil Nadu pending since 1984 should also be funded for early completion.

Recommendation No. 21

Instant Clearance for Irrigation Projects

3.34 The Committee find that several major and medium irrigation projects sent by the States for various kinds of mandatory clearances to the various Departments of the Union Government get delayed due to cumbersome procedures involved in the matter. Due to these complicated procedures and bureaucratic delays, there is time over-run and cost escalation in respect of these projects. The Committee, therefore, feel that a suitable resolution mechanism should be evolved by making the Ministry of Water Resources the nodal Ministry in the matter. The resolution mechanism should have the senior-most representatives from the Ministries concerned and across the table clearances from all angles should be accorded in one sitting. The Committee recommend that a time-frame should be fixed for granting one time, all pervasive clearance to the irrigation projects. All the defects should be pointed out at one time only by the concerned

clearing agencies and these should be rectified on the spot as far as possible and in no case it should not take more than two sittings for clearing any project through this resolution mechanism. The Committee feel that urgent action on the creation of this resolution mechanism should be immediately taken in view of the huge public finances that are involved in these projects and also in view of the cost escalation and consequent delay in accrual of benefits to the farmers and to the nation ultimately.

Recommendation No. 22

Optimum Utilisation of available Water Resources

3.35 The Committee note that many of our rivers are bountiful and can meet adequately the requirements of the people living in their basins if properly harnessed, leaving still something over for other less fortunately placed people in the nearby areas. There is a large scope for transferring water from one river basin to another with a view to meeting the requirements of water-short areas. However, due to differences of opinion about the quantum of water in a particular basin available for transfer to others, this country is facing a situation of poverty amidst plenty. Despite several public announcements about the linking of rivers across the country, no systematic and substantial work has been done so far by even the most powerful Governments in power. It is a matter of great concern that no one really understands that creation of sufficient irrigation potential through optimum use of water resources is the golden key to solve all the problems of this country. Once the irrigation potential is created and utilised, the problems of want, poverty and unemployment will automatically vanish away from the soil of this country, turning it into a rich and powerful nation. Therefore, the Committee urges upon all the State Governments to sink all their differences and take a realistic view of the whole matter and come forward to agree for the linking of all the rivers so that a golden era dawns upon this country.

Recommendation No. 23

Critical Anti-erosion Works

3.36 The Committee have been informed that there is progressive erosion on the left bank of river Ganga downstream of Farakka in Madras Murshidabad District of West Bengal. The National Highway No. 34, the railway lines and the feeder canal are under threat of being washed away. If this erosion goes unchecked in this sensitive international border area, the very objective of the Farakka Project would be completely defeated. Therefore, the Committee recommend that a Central Sector Scheme of hundred per cent assistance should be launched to tackle this serious situation without any further delay. For this purpose, more funds should be allocated in the revised estimates stage for the year 1998-99.

Recommendation No. 24*Ghaggar Flood Control Scheme*

3.37 The Committee note that river Ghaggar originating in Shivalik Hills in the foot hills of Himalayas passes through the States of Punjab and Haryana and enters in Rajasthan in Sriganganagar District. Due to increase in flood magnitudes over the years, floods in Ghaggar travel now even upto Pakistan border which is about 150 kms. from Hanumangarh along the river belt. The Committee note that Ghaggar Flood Control Scheme was originally formulated in 1972 and it could not be taken up due to the changes made in its scope for the past 26 years necessitating every time detailed investigations and modifications. The Committee are disappointed to note that no substantial progress has taken place in the matter of implementing the scheme, while several hectares of lands got submerged due to recurring floods. The Committee recommend that the Union Government should impress upon the State Governments concerned to formulate and execute the scheme to control floods in this area by according highest priority to this long pending project. The Committee expect a report to be submitted in this regard within three months of presentation of this report.

Recommendation No. 25*Kisau Dam and Renuka Dam Projects*

3.38 The Committee are concerned to note that the Kisau Dam and the Renuka Dam Projects on the Yamuna in Himachal Pradesh had not been taken up for completion although several decades have passed after the launch of the scheme. The Committee recommend that the causes for delay in the execution of this project should be identified and remedial action initiated so that the projects are completed within a definite time-frame of two years from now on.

Recommendation No. 26*Sutlej-Yamuna Link Canal Project*

3.39 The Committee feel highly disappointed to note that the funds allocated for the Sutlej-Yamuna Link Canal Project (SYL) remained unutilised year after year and there appears to be no hope for the completion of this project in the near future, although more than 95% of the physical work has already been completed. Despite repeated recommendations of the Committee suggesting the resolution of the matter at the highest political level with the intervention of the Hon'ble Prime Minister, no steps have been taken towards the early solution of the problem. The Committee urge upon the Government to prevail upon the Chief Ministers of both the States to come to the negotiating table in the presence of

the Hon'ble Prime Minister immediately so that the interests of the farming community is protected by resuming the work on the remaining portion of the project.

Recommendation No. 27

*Utilisation of sewage water in the villages for composting
and for fertilising the soil*

3.40 The Committee desire that the Union Government should prepare a scheme for assisting State Governments to construct large storage structures for the collection of sewage water available in every village so that this water can be sold to farmers for utilising them in their composting work and for adding nutrients to their soil. Such a scheme would add to the revenue of the local bodies which do not have sufficient resources for building such storage structures.

NEW DELHI;
July, 1998
Asadha, 1920 (Saka)

KINJARAPU YERRANN NAIDU,
Chairman,
Standing Committee on Agriculture.

APPENDIX

MINUTES OF THE ELEVENTH SITTING OF THE STANDING
COMMITTEE ON AGRICULTURE HELD ON THURSDAY THE
2ND JULY 1998 AT 10.15 HRS. IN COMMITTEE ROOM 'B',
PARLIAMENT HOUSE ANNEXE, NEW DELHI

The Committee sat from 10.15 hrs. to 15.00 hrs.

PRESENT

Shri Kinjarapu Yerrannaidu - *Chairman*

MEMBERS

Lok Sabha

2. Shri Ramchandra Binda
3. Shri D.C. Sreekantappa
4. Shri Baliram Kashyap
5. Smt. Sangeeta Kumari Singh Deo
6. Shri Virendra Verma
7. Shri Bhupinder Singh Hooda
8. Shri Sudhakar Rao Rajusing Naik
9. Shri Ramkrishna Baba Patil
10. Shri Maganti Venkateswara Rao
11. Shri Uttamrao Deorao Patil
12. Shri Kantilal Bhuria
13. Shri Mahaboob Zahedi
14. Shri Abul Hasnat Khan
15. Shri Anup Lal Yadav
16. Shri Bashist Narayan Singh
17. Shri Sode Ramaiah
18. Dr. Sushil Kumar Indora
19. Lt. Gen. (Retd.) N. Foley

Rajya Sabha

20. Maulana Habibur Rahman Nomani
21. Shri Devi Prasad Singh
22. Shri Shiv Charan Singh
23. Shri Ramnarayan Goswami
24. Shri Sukh Dev Singh Dhindsa

SECRETARIAT

1. Shri P.D.T. Achary – *Joint Secretary*
2. Shri S. Bal Shekar – *Deputy Secretary*
3. Shri K.L. Arora – *Assistant Director*

Chairman (AC) welcomed the Members. Thereafter the Committee took up for consideration the draft reports on Demands for Grants (1998-99) of the following Ministries/Departments one by one for consideration

- | | |
|--|-------------|
| (i) Ministry of Agriculture (Department of Agricultural Research & Education.) | 8th Report |
| (ii) Ministry of Agriculture (Department of Animal Husbandry & Dairying) | 9th Report |
| (iii) Ministry of Water Resources | 10th Report |
| (iv) Ministry of Food Processing Industries | 11th Report |

2. The Committee considered the draft Reports and adopted the 8th, 9th, 10th & 11th Reports with minor additions & modifications.

3. The Committee, then, authorised the, chairman to present the above mentioned 4 Reports and the 7th Report on Demands for Grants (1998-99) pertaining to the Ministry of Agriculture (Department of Agriculture & Cooperation) already adopted by the Committee on Monday, 29th June, 1998, to the House on a date and time convenient to him.

4. The Hon'ble Chairman thanked the Members for their co-operation during the consideration of Demands for Grants of the Ministries/Departments and appreciated the sincere and dedicated efforts put in by the officers and staff of the Agriculture Committee Branch.

5. The Committee then adjourned.