

TWENTY-SECOND REPORT
STANDING COMMITTEE ON AGRICULTURE
(1995-96)

(TENTH LOK SABHA)

MINISTRY OF WATER RESOURCES
— DEMANDS FOR GRANTS (1995-96)



Presented to Lok Sabha on 4th May, 1995

Laid in Rajya Sabha on 4th May, 1995

LOK SABHA SECRETARIAT
NEW DELHI

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Corrigenda
Twenty Second Report Standing Committee on Agriculture
Demands for Grants (1995-96)
of the Ministry of Water Resources

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COMPOSITION OF THE STANDING COMMITTEE ON AGRICULTURE
(1995-96)

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PREFACE

1, the Chairman, Standing Committee on Agriculture having been authorised by the Committee to submit the Report on their behalf, present this Twenty Second Report on Demands for Grants of the Ministry of Water Resources for the year 1995-96.

2. The Standing Committee on Agriculture was re-constituted on 8th April, 1995. 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 19th April, 1995. 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 1995-96 and for giving evidence before the Committee.

4. The Committee considered and adopted the Report at their sitting held on 25th April, 1995.

NEW DELHI;
4th May, 1995

14th Vaisakha, 1917 (Saka)

NITISH KUMAR,
Chairman,
Standing Committee on Agriculture.

CHAPTER I

MINISTRY OF WATER RESOURCES—ITS ROLE AND BUDGET

1.1 "Water" being a State subject, irrigation projects including multipurpose projects are planned, formulated, executed and funded by the State Government out of their Plan resources by according inter-se-priority. The role of the Centre has been advisory to the State Governments for sustained development of water resources in the country. In major and medium irrigation, Central Government's participation had been purely 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 In the Water Resources Sector, the Central Budget enables the Ministry of Water Resources and its related Organisations to play an overall guiding and co-ordinating role in relation to schemes, projects and programmes which take place essentially in the States. The only project viz., Farakka Barrage Project, which is primarily a navigation project, is under this Ministry because in terms of the skills and disciplines involved, it is similar to other hydraulic projects within the ambit of this Ministry. In relation to Water Resources Development, the Centre's role is one of overall planning, guidance, policy formulation and assistance. Relative to overall planning, policy formulation, coordination etc. the budget of the Ministry is largely a budget for personnel.

1.3 Since Irrigation is a State subject, the role of Central Government in implementing the programme is essentially of a catalytic nature. Thus, the Budget of the Central Government is supplemented by funds provided in the Budgets of various State Governments. Sector-wise expenditure made by State/UT Governments and Central Government during the first two years 1992-93 and 1993-94, outlays in the year (1994-95) and VIII Plan (1992-97) is given in the table below:

		(Rs. in Crores)				
Period/Plan		Major & Medium	Minor	CAD Prog.	Flood Control	Total (I&CAD &FC)
VIII Five Year Plan	C	95.00	293.00	830.00	282.00	1500.00
	S&UT	22319.53	5684.26	1680.13	1341.37	31025.29
	T	22414.53	5977.26	2510.13	1623.37	32525.29

1		2	3	4	5	6
1992-93 Exp.	C	31.87	15.07	104.45	38.07	189.46
	S&UT	3015.4539	979.5167	228.89	292.0924	4516.953
	T	3047.3239	994.5867	334.34	330.1624	4706.413
1993-94 Exp.	C	30.39	70.91	116.22	38.78	256.30
	S&UT	3332.85	891.42	282.85	218.53	47256.65
	T	3363.24	962.33	399.07	257.31	4981.95
Total 1992-94 Exp.	C	62.26	85.98	220.67	76.85	445.76
	S&UT	6348.3039	1870.9367	512.74	510.6224	9242.603
	T	6410.5639	1956.9167	733.41	587.4724	9688.363
1994-95 Outlays	C	22.28	65.38	125.00	48.81	261.47
	S&UT	4262.97	1347.83	350.69	272.07	6233.56
	T	4285.25	1413.21	475.69	320.88	6495.03
Expenditure during 92-94 as % of VIII Five Year Plan	C	65.5	29.3	26.6	27.3	29.7
	S&UT	28.4	32.9	30.5	38.1	29.3
	T	28.6	32.7	29.2	36.2	29.8

C: Central

S&UT: States & Union Territories

T: Total

1.4 The above table shows that in the Central sector, the percentage of expenditure under Major & Medium during 1992-94 to Eight Plan outlay was about 65.5% while in the other sectors, it was around 25.3%. Taking the expenditure of Centre & State together, the above percentages works out to 28.6% in the Major & Medium 32.7% in minor, 29.2% in CAD and 36.2% in Flood Control.

1.5 In the Water Resources Sector, the substantial provisions are in the State Plan. The total VIII Plan outlay for this sector (including both Centre and States) is Rs. 325,25.29 crores out of which the Central Plan accounts for Rs. 1500 crores only. The overall Plan outlay under Central Sector for Ministry of Water Resources during 1994-95 and 1995-96 is given below:—

S. No.	Sector	(Rs. in crores) Net Plan	
		1994-95	1995-96
I.	Secretariat-Economic Services	0.29	0.29
II.	Major and Medium Irrigation	21.99	30.21
III.	Minor Irrigation	65.38	59.00
IV.	Command Area Development	125.00	140.00
V.	Flood Control	48.81	58.50
VI.	Other Transport Services (Farakka Barrage Project)	14.00	14.00
	Total	275.47	302.00

1.6 The expenditure of the Ministry is either in the form of Direct Expenditure or releases in the form of Grants-in-Aid to Autonomous bodies, Central and State Research Institutions under R&D Programmes in Water Resources Sector or releases under Centrally Sponsored Schemes to State Governments or Assistance to State for Flood Control and anti-erosion works.

1.7 The anticipated irrigation potential created at the end of 1994-95 is 87.82 million hectares comprising 32.50 million hectares under major & medium projects and 55.32 million hectares under minor irrigation schemes. For the Eighth Five Year Plan period (1992-97) the target for additional irrigation potential created is 15.8 m.ha. (5.1 m. ha through major & medium projects and 10.7 m.ha. through minor irrigation schemes).

1.8 The anticipated irrigation potential utilised at the end of the 1994-95 will be 78.46 million hectares against the irrigation potential created of 87.82 million hectares. For the Eighth Five Year Plan period (1992-97) the target for additional irrigation potential utilised is 13.61 million hectares (4.25 million hectares through major & medium projects and 9.36 million hectares from Minor Irrigation Schemes.)

CHAPTER II

OVERALL BUDGET AND DEMANDS FOR GRANTS (1995-96)—SECTOR-WISE

VIII Plan Outlay

2.1 The overall VIII Plan outlay under Central Sector is as under:—

Sector	(Rs. in crores)
1. Major and Medium	95
2. Minor Irrigation	293
3. Command Area Development	830
4. Flood Control	282
Total	1500

2.2 The Ministry of Water Resources has re-allocated the above outlays sector-wise as under:—

Sector	(Rs. in crores)
1. Secretariat	1
2. Major and Medium	129
3. Minor Irrigation	293
4. Command Area Development	700
5. Flood Control	377
Total	1500

Major Head 2701-Major & Medium Irrigation

2.3 The major responsibility of the Central Ministry of Water Resources under the Major and Medium Irrigation Sector is to assess the total available potential of surface water resources basin-wise in the country and accordingly advise the concerned States on the most suitable measures to harness, develop and regulate these resources ensuring sustained growth. All major and medium irrigation multi-purpose projects in the States are examined and approved by the Ministry through its technical organisations/institutions.

2.4 Under major and medium irrigation sector, there are certain activities like consultancy, research, data collection, training, survey and investigation and

international cooperation being undertaken by the Central Water Commission and other allied technical/research institutes under the administrative control of the Ministry.

2.5 In the Central Sector the outlays and expenditure during the Eighth Plan (1992-97) and first three years of the plan period are as under:—

	(Rs. in crores)
Eighth Plan (1992-97) (Outlays)	95.00
Annual Plan 1992-93 (Exp.)	31.68
Annual Plan 1993-94 (Exp.)	30.02
Annual Plan 1994-95 (Outlays) (RE)	27.04
Annual Plan 1995-96 (Outlays) (BE)	30.21

2.6 The Ministry of Water Resources in a note has submitted that against the total outlay of Rs. 95.00 crores during the Eighth Five Year Plan, the likely expenditure in the first three years is Rs. 88.83 crores. Thus, the expenditure in the first three years of the plan period is quite satisfactory. If the present trend continues, the expenditure for major & medium will exceed considerably the outlay of Rs. 95.00 crores fixed for the Eighth Plan. The outlays in the current year is considerably less than the expenditure incurred in the first two years. This outlay is not sufficient even to meet the requirements of the ongoing schemes. In the absence of any outlay for new schemes, many critical/vital programmes have not been undertaken and are being postponed. Thus, there is an urgent need to enhance outlays for schemes under Major & Medium sector in the next two years.

2.7 The Committee are satisfied with the overall performance made by the technical organisations/institutions under this sector but at the same time note that almost the entire VIII Plan outlays allocated under this Sector has been exhausted at the end of third year (1994-95) itself of the VIII Plan. The Committee, note that priority has been shifted to Command Area Development Programme, Minor Irrigation and Flood Control from Major & Medium Irrigation during the VIII Plan. The Committee is constrained to observe that the effects of this shifting of priority have not been reflected in the financial allocations under this Major and Medium Irrigation Sector. However, the Committee recommend that the required allocations under this Sector during the next two years of VIII Plan be provided to start the new schemes.

2701 B I (5)—Survey and Investigation (Minor Head)

B L (5) (1)-National Water Development Agency

2.8 National Water Development Agency was established in July 1982 as registered Society to carry out the studies related to the National perspective for Water Resources development with the following objectives:

- (a) To promote scientific development for optimum utilisation of Water Resources in the country;

- (b) To carry out detailed surveys and investigations of the possible storage reservoir sites and inter-connecting link in order to establish feasibility of the proposal of Peninsular Rivers Development forming part of National Perspective for Water Resources Development;
- (c) To carry out detailed studies about quantum of water in various Peninsular River Systems which can be transferred to other basins/States after meeting reasonable needs of basin/States in the foreseeable future; and
- (d) To prepare feasibility reports of various components of the scheme relating to Peninsular River Development and Himalayan Rivers Development.

2.9 Against the cost estimate of Rs. 181 crores, every year since 1982 Budgetary Estimates are made in the form of grants-in-aid to the National Water Development Agency to carry out its objectives. During the current year 1995-96, a budgetary provision of Rs. 5.7 crores has been made in form of grants-in-aid to the NWDA.

2.10 During the evidence session of the Ministry, the Committee tried to know the progress made by the Ministry regarding the feasibility studies of both the components of the National Water Grid Report being conducted by the National Water Development Agency.

2.11 The Secretary, on being asked by the Committee to explain the progress stated as under:—

“Sir, preliminary pre-feasibility studies regarding inter-linking of the West following rivers and diverting them to the East are also going on. The study regarding taking the Water of Mahanadi and Godavari to Cauvery-Vaigal has been completed. In the year 1991, a decision was taken regarding taking up Himalayan Component also. Studies for this have also advanced sufficiently. Preliminary studies in regard to the amount of water available and the links have been progressing well. The pre-feasibility report regarding the transfer of water from the Eastern end of the Ganges upto Yamuna would be available soon. This scheme is under consideration since 1992. The studies on these aspects have been in progress since the formation of NWDA in 1982, we expect to complete these pre-feasibility studies during the 8th Plan. But only after we have a consensus between the various States involved in this issue, we can take up the investigation and prepare detailed project report.”

2.12 Regarding the estimated cost of this inter-linking of water surplus rivers with the water scarce rivers, the Secretary replied as under:—

“The estimate as on today is Rs. 1,50,000 crores. This is the assessed investment to complete both the Himalayan and peninsular components...the investment that would be required for generating power, could be of the order of Rs. 90,000 crores.”

2.13 The Committee, after having done a detailed study on this issue of transferring of water from water surplus basins to water scarce basins

observe that the Central Government without having taken into confidence the concerned states had started the pre-feasibility studies on both the Himalayan as well as peninsular components of this scheme. Now all pre-feasibility studies, as reported by the Ministry are sure to be completed by the fag end of 8th Plan. But the major problem being faced by the Ministry is to convince the affected States to agree to start investigation and environmental studies. Majority of the States involved in this scheme are not coming forward to accept the pre-feasibility studies and consequently the Central Ministry find it difficult to go ahead with the scheme for investigation and execution. The Committee are of the opinion that the Ministry, should in the first instance make all out efforts to convince the concerned States and then only after having achieved success in the same should start investigation studies. Though the Ministry has constituted a Committee to do this business the efforts have not been adequate enough. The Committee opined that the failure of the Ministry to get the agreement of the States for starting environmental studies, indicates defective planning on the part of the Ministry. Thus, it becomes imperative for the Committee to recommend that if the Ministry does not find itself competent enough to convince the States concerned, it must not go ahead with the scheme and the nodal agency created for this only purpose should be disbanded immediately without any further thought.

2701-B 1 (8) (1) (6)—Monitoring of Water Quality in rivers of India

2.14 Against the revised estimate of Rs. 10 lakhs during 1994-95, the Ministry has earmarked Rs. 25 lakh as Budgetary Estimates during 1995-96 for purchase of machinery and equipment to monitor the water quality in the rivers of India.

2.15 The Committee during the evidence of Ministry expressed their serious concern over the degenerating quality of water in all the rivers of India caused by the unchecked dumping of huge industrial waste of hazardous chemical residuals.

2.16 The Committee viewed that if the present trend of surface water pollution continued, the very sustainability of agriculture would be at stake in the near future. On this issue when the Committee asked the Ministry's representatives to state as to what action had been taken by the Ministry to tackle this menace. The Secretary replied as under:—

“The Ministry of Water Resources is not doing anything in the case of pollution control. There is another Ministry called the Ministry of Environment and Forests. They have Central Pollution Control Board. We are not directly involved in controlling pollution.”

2.17 While replying the supplementary query regarding the monitoring of water quality, the Secretary stated as under:—

“In some rivers, we have a monitoring system and in some others we do monitoring by stages... We only measure the level of pollution of rivers.”

2.18 The Committee further tried to get clarified from the Ministry whether the Ministry had any proposal to see that rivers are not polluted. The Secretary on this replied,

“We do not have any such proposal as of today.”

2.19 The Committee wish to point out that regulation of water resources in the country for sustained development is the primary function of the Central Government and despite this role, the Central Ministry of Water Resources has done nothing to cope up with water pollution which is increasing day by day in the major rivers of the country. Though the Ministry does not have paraphernalia to control the water pollution of rivers, the Ministry cannot be absolved of the responsibility of conducting survey and monitoring the level of pollution and bringing the same to the notice of the nodal agencies involved.

2.20 The Committee, in this regard, would like to recommend that the Ministry must consider it to be its moral duty to conduct the survey to find out to what extent the water of major rivers in the country is polluted and the same must be brought to the Central Pollution Control Board for necessary action against the defaulting agencies involved. The Committee also recommend that a standing system for monitoring of water quality in all the major rivers in the country be made mandatory to monitor the water quality from time to time and for reporting the same for necessary action by the Ministry.

3601 G-Grants-in-aid to State Governments (Major Heads)

G. 1 (2)-Major Irrigation—SYL Canal Project

2.21 The Ministry of Water Resources has not been able to take a clear stand over the SYL Project, a cent percent Centrally funded project. Against the third approved cost of Rs. 499.12 crores, the full amount has already been released upto end of March, 1994. Another Fourth Revised Estimate for Rs. 601.25 crores has been submitted by the Punjab Government and approved by the advisory Committee of Ministry of Water Resources. A provision of Rs. 11.00 crores as Non-plan expenditure has been made during the current year *i.e.* 1995-96. Upto July, 1990 nearly 97% of the earth work, 95% of lining and 86% of the structures work had already been completed and since then nothing has been done to complete the project while the Central Government every year has been making provisions under non-plan and releasing the same to the Punjab State. Moreover, the Punjab Government has expressed its view that unless inter-state Water disputes are settled amicably it will not be possible or desirable to resume work on the Canal. Accordingly, no time schedule for resumption and completion of the project has been given by the State Government.

2.22 The Committee do feel that the Ministry is not serious enough to impress upon the Punjab Government to resume construction for completing the remaining negligible works which are lying unattended by the State Government since July 1990. Moreover, the Committee think that the stance

taken by the Punjab State Government that it will not be possible or desirable to resume work on the Canal Project unless inter-state water disputes are settled amicably is not tenable. The Committee invariably reach at the conclusion that the Central Ministry of Water Resources failed in its duty to convince the Punjab State Government to resume the work at the project. The Committee had already in its Sixth, Tenth and Sixteenth Report commented upon this phenomenon, but unfortunately the Ministry concerned has not taken any concrete action in deference to the recommendations of the Committee.

2.23 The Committee once again want to convey its feelings to the Ministry that since substantial amount of funds nearly Rs. 500 crores (non-plan) has already been spent and merely a negligible amount of work remains to be done, it would be in the national interest to get the SYL Canal Project implemented completely within a time-frame.

3601-G-Grants-in-aid to State Governments

2.24 During the evidence session of the Ministry, the Committee brought to the notice of the Ministry that due to acute water logging in the Ganganagar and Suratgarh areas of Rajasthan by seepage from Indira Gandhi Canal a huge area of agricultural land submerged which is causing a heavy toll of soil as well animals every year. In this connection, on being asked what steps the Ministry had taken to address to this above problem, the Secretary said, "Sir, I do not have details of the Rajasthan Canal...Sir, by about 6 O'clock we will be able to give the required information."

2.25 In pursuance of the above assurance, the Ministry submitted a note with following details:—

"Ghagar Flood Control Scheme was approved by Planning Commission in 1972 for Rs. 6.5 crores for channelisation of Ghagar river, construction of guide bundhs and diversion channel to store water in 18 depressions located in command area of Indira Gandhi Nahar Project Stage-I. The revised scheme costing Rs. 30.31 crores was released in 1985. However, a part of the above scheme with the following components as priority work was approved by the Advisory Committee of Ministry of Water Resources in September, 1990 for an estimated cost of Rs. 7.05 crores:—

- (i) Construction of Anoop Garh Shakha Link channel from S-19;
- (ii) Construction of Escape S-8A;
- (iii) Lowering of Crest of cross regulator at cut-15.

Approval of Planning Commission is still awaited.

2.26 As intimated by Government of Rajasthan in April, 1995, the construction of Escape S-8A is complete and other two works are yet to be taken up.

2.27 The Committee regret to note that the Ministry has not been able to implement the Ghagar Flood Control Scheme as approved by the Planning Commission in 1972 with an outlay of Rs. 6.5 crores till today after even a prolonged period of 23 years. This reflects badly on the Ministry's planning and effective implementation of plans/programmes/schemes envisaged by the Ministry. The Committee deplore such acts of indecisiveness and non-implementation by the Ministry in dealing with such indispensable programme/scheme of prime importance directly linked with socio-economic viability of the poor farmers.

2.28 The Committee, in this regard, would like to recommend that the Ministry should take up this issue with the State concerned and necessary immediate allocation must be ensured to the State of Rajasthan as grants-in-aid under the Major Head 3601 to execute the above scheme within a time-bound frame.

6701 EE I (1)—Loans for Public Sector and other Undertakings (Major Head)

EEE (1)—Rastriya Pariyojana Nirman Nigam Limited

2.29 The Rastriya Pariyojana Nirman Nigam Limited was established in 1957 to undertake execution of river valley and power projects and to act as deterrant to private contractors in quoting unreasonably higher rates. Out of 193 projects, the Nigam completed 54 projects without loss and 81 projects with marginal losses and remaining 58 projects are in progress. Since 1989 onwards, the Nigam started incurring substantial losses partly due non-recovery of payments of executed works interest burden on the borrowed loans and partly due to lack of foresight on the part of top management of Company in not mobilising of new works. Resultant the Nigam became sick and the revival plan furnished by the Ministry in 1992 was turned down by the Ministry of Finance with the suggestion to liquidate the Nigam in a phased manner.

2.30 The Parliamentary Standing Committee on Agriculture in its 10th Report had recommended to revitalise and revamp the Nigam. It is a matter of regret that no concrete action on the part of Ministry has been taken to decide the fate of the Nigam. The Nigam at present has been trapped into a vicious circle of financial crisis and is badly in need of budgetary support from the Government of India. For 1995-96, the Nigam has sought budgetary support of Rs. 30 crores for the purpose of repayment of loan to ONGC and NDMC and also for salary payable to the surplus staff of the Nigam. Against this, the Government of India have made a provision of Rs. 1 crore as loan for the Nigam during 1995-96.

2.31 The Committee deplore this tape of lackadissical attitude of the Ministry in dealing with the fate of the Nigam and recommend for a time-bound decision on the part of Ministry to revamp and revive the Nigam. The

Committee is of the opinion that it can be done only by pursuing the matter vigorously with the Ministry of Finance and Department of Public Interprises.

3601—II Command Area Development Programme

2.32 To help improving the utilisation by better water management techniques including warbandi etc. The CAD programme has been given (1) a major thrust during the Eighth Plan. To make the programme more effective towards achieving its objectives, certain modifications have been suggested during the Eighth Plan. these modifications include (2) full grant on the cost of construction of field channels and field drains to be shared equally by the Centre and the States. It is also proposed to provide (3) one time functional grant to Farmers' Associations the interest of which would help the association to take up the water management and maintenance of the infrastructure.

Financial Achievements

2.33 Though an amount of Rs. 830.00 crores was fixed as the outlay for this programme during 8th Plan period but in Annual Plans, lesser amounts were allowed as indicated below:—

(Rs. in crores)		
Year	Outlay provided for CAD Programme	Expenditure incurred under CAD Programme
1	2	3
1992-93	90.00	104.45
1993-94	115.00	116.22
1994-95	125.00	123.71
1995-96	140.00	—

Physical Achievements

2.34 The progress of physical achievements as compared to the Eighth Plan target is given in the following table:—

(ooo. ha)			
Programme		VIII Plan approved target	% Achievements made till 1994-95 of VIII Plan target
1.	Construction of Field Channels	2500	42.45
2.	Warabandi	4000	41.98
3.	Land Levelling/Shaping	400	26.36
4.	Construction of Field Drains	500	30.69

2.35 The percentage of anticipated achievements during the first three years of Eighth Plan period under the Field channels, Warabandi, Land levelling and field drains work out to around 43%, 42%, 26% and 31% respectively by the end of 1994-95.

2.36 The Committee note that at this rate of implementation, the achievements during the Eighth Plan would be around 60% of the targets envisaged. The Ministry has stated that during the first three years of the Eighth Plan funds allocated were not sufficient. As against the outlay of Rs. 830 crores in the Central Sector, and amount of Rs. 345.71 crores which is 41.6% of the total outlays envisaged for VII Plan have been allotted/spent. To improve upon the achievements during the remaining two years of the Eighth Plan, not only the balance funds would be required but also some additional funds may need to be provided. This would bring improvement in the achievements particularly on account of the modifications suggested in the financial pattern of the programme.

2.37 On being asked to explain the reasons for inadequate allocations and less achievement of physical targets during the initial three years of VIII Plan i.e. 1992-95 under CAD Programme, the Ministry stated that Expenditure Finance Committee in its meeting held on 8.2.1995 has decided to provide only Rs. 665 cores instead of Rs. 830 crores for CAP Programme under the VIII Plan and accordingly physical targets under VIII Plan for CAD Programme have been revised as under:

S.No.	(ha. in lakhs)	
	Targets earlier finalised by Planning Commission	Targets finalised during EFC Meeting held on 8.2.95
Construction of field channels	25.00	15.3
Warabandi	40.00	33.33
Construction of field drains	5.00	3.00

2.38 The Committee is apparently stunned to know that Command Area Development Programme which is widely acclaimed as an important and indispensable device for bringing the irrigation potential created under optimum utilisation with better water management techniques, has been relegated to secondary importance due to their failure to achieve physical targets and the very purpose of enhancing agricultural productivity and production through optimum and scientific use of scarcely available water-resources has been defeated. The Committee is also unhappy over the fact that the Ministry has not done any justice of this programme as the progress under this programme has been very very tardy.

2.39 The Committee, in this regard, would like to recommend that the peace of achieving physical targets must be geared up.

III 2702—Minor Irrigation (Major Head)

2.40 The Minor Irrigation Division of the Ministry of Water Resources plays an important role in assisting the Planning Commission for deciding annual and five year plan proposals in Minor Irrigation Sector of the States and Union Territories. The Minor Irrigation Development Programme is being implemented in the States by the respective Governments under Minor Irrigation sector in addition to various other developmental sectors such as Agriculture, Rural Development and Social Welfare etc. Although Minor Irrigation Development is being taken up by the State Governments, the Minor Irrigation Division at the Centre plays an Advisory role from time to time for accelerating the pace of Development. Necessary financial and advisory assistance are provided to the needy States under the Central Plan Schemes.

2.41 Ground Water development is primarily done through individual and cooperative efforts with the help of institutional finance or investment by the farmers from their own savings. As such Ground Water development programme does not put much burden on public exchequer. The bulk of institutional finance is mobilised through land development banks, commercial banks, State Cooperative banks with re-finance from NABARD. Public Sector outlays in the case of ground water development is limited to public ground water installations and for surveys and investigation work. Surface water schemes are generally executed by the State Governments/Government Corporations through Plan funds and institutional finance. In addition, Minor Irrigation development is also being taken up under different developmental sectors such as million well programme under the 'Jawahar Rozgar Yojana' being implemented by the Ministry of Rural Development.

FINANCIAL ACHIEVEMENTS

2.42 Financial achievements under Minor Irrigation since 1993-94 onwards are given as under:-

(Rs. in crores)

S.No.	Sectr/Organisation/Programme	Actuals 1993-94		B.E. 1994-95		R.E. 1994-95		B.E. 1995-96		Total
		Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	
1.	Central Ground Water Board	G 77.92 N 69.97	21.95	G 68.98 N 59.38	22.00	G 41.92 N 32.32	23.50	58.80 49.00	24.50	83.30 73.50
2.	Ground Water Schemes	0.00	0.00	0.00	0.00	0.02	0.00	1.00	0.00	1.00
3.	Surface Water Schemes	0.94	0.00	6.00	0.00	6.10	0.00	8.50	0.00	8.50
4.	Research & Development Programme	0.00	0.00	0.00	0.00	0.00	0.00	0.50	0.00	0.50
TOTAL : MINOR IRRIGATION		G 78.86 N 70.91	21.95	G 74.98 N 65.38	22.00	G 48.04 N 38.44	23.50	68.80 59.00	24.50	93.30 83.50

Physical Achievements

2.43 Ultimate Minor Irrigation potential has been assessed at 55 m.ha. (40 m. ha. through ground water schemes and 15 m. ha. through surface water scheme). This is being reassessed and likely too be revised upwards. Upto 1991-92, 504 m. ha. of Minor Irrigation Potential had been created out of which 46.5 m. ha. was utilised.

For the Eighth Five Year Plan, the targets for additional irrigation potential and its utilisation have been fixed at 10.7 m. ha. and 9.4 m. ha. respectively.

2702—C.2—Ground Water—Central Ground Water Board (CGWB)

2.44 The main activities of the Central Ground Water Board are systematic hydrogeological survey, reappraisal hydrogeological surveys, ground water exploration aided by drilling, monitoring of ground water systems through national network of hydrograph stations and organisation of training programmes for professionals and sub professionals. A plan allocation of Rs. 257.8 crores has been made for the CGWB during the 8th Plan.

2.45 Against this allocation of Rs. 257.8 crores in the 8th Plan, the expenditure during the year 1992-93 and 1993-94 were estimated at Rs. 14.24 crores and Rs. 69.97 crores. The R.E. outlays for the year 1994-95 have been kept at Rs. 32.32 crores against the approved outlay of Rs. 59.38 crores. The main reduction is due to non-utilisation of Rs. 25.00 crores for purchase of machinery & equipments under Japan Grants Aid Assistance Programme as the exchange note between Governments of Japan and India has not been signed so far.

2.46 During the current year 1995-96 Rs. 83.30 crores (Rs. 58.80 crores as Plan and Rs. 24.50 crores as Non-Plan) have been provided to meet its requirements.

2.47 The Committee are satisfied with the overall performance of the Central Ground Water Board but at the same time suggest that the Board should ensure full utilisation of funds to achieve the desired results.

3601 G- Grants-in-aid to State Governments (Major Head)

G.2. (1) (1)—Rationalisation of Minor Irrigation Statistics

2.48 Schemes for Rationalisation of Minor Irrigation Statistics was introduced in 1986-87. Under this scheme, all the State Governments have identified a nodal department for compilation of data for minor irrigation sector with the help of statistical cell created in the Department for which the funds are being provided by the Centre. The scheme was initially sanctioned for VII plan but due to administrative delays only 12 States could take up the scheme during the previous plan. Since the Scheme was sanctioned for VII Plan only, the other States which wanted to take up the scheme thereafter were not sanctioned the staff component. The Central grant was provided only to continue the existing cells. The scheme has finally been sanctioned in December, 1993 for VIII Plan with an outlay of

Rs. 19.94 crores, which resulted in the slow progress so far. During the current year 1995-96 a provision of Rs. 6 crores has been made as grants-in-aid to States to carry on this scheme.

2.49 The Committee take a very serious note of the slow progress made under this scheme and recommend that the Ministry must ensure compliance of concerned states for speedy execution of the schemes.

2702—C(1) (2) Pilot Project for solar energy based Minor Irrigation & Water Supply

2.50 It is a pilot project proposed under Indo-French co-operation programme on Water Resources Management during the 8th Five Year Plan. Under the scheme, 50 Solar pumps are proposed to be installed on a pilot basis on open wells and borewells. It will be implemented in States of Andhra Pradesh, Bihar, Madhya Pradesh and Orissa. The agreement for the project has been signed with ASVIN and TOTAL ENERGY of France and notified by the Department of Expenditure, Ministry of Finance.

2.51 The project cost is to be shared by Government of India (Rs. 2.5 crores) and Government of France (Rs. 2.96 crores). The Indian contribution will be for detailed feasibility studies and final selection of sites, surveys and trainings, cost of open wells and borewells, equipment (part), cost of local transport of equipments and their installation. The Indian contribution is to be met by the Central Government. Outlay for this scheme during 1994-95 was provided 2.5 crores which was not utilised. However, during this year 1995-96 Rs. 2.00 crores have been earmarked for this scheme.

2.52 The Committee are concerned to note that the funds earmarked for the Pilot Project for solar energy-based minor irrigation and water supply in rural areas for 1994-95 remained unutilised. They desire that the pilot project should be implemented without any further delay utilising the funds allocated completely during 1995-96.

IV 2711 E—Flood Control and Drainage

2.53 Out of total 329 m. ha. of geographical area of India, 40 m. ha. is assessed to be flood prone. It is estimated that out of this 40 m. ha. only 32 m. ha. can be provided with reasonable degree of flood protection by structural measures. Upto March 1992, Rs. 3142 crores has been spent. However, even with extensive measures already taken and possible to be taken in future, absolute flood control and protection to all flood prone areas is not possible. State Governments lay more emphasis on structural measures which are capital intensive but beyond resources. Thus, non-structural measures like flood plain zoning, flood proofing and flood forecasting are being given priority to mitigate losses and provide relief.

Eighth Plan strategy and physical and financial targets

2.54 During the Eighth Plan, there is an outlay of Rs. 1623. 37 crores (Rs. 1341.37 crores in the State Sector and Rs. 282 crores in the Centre Sector) to provide protection to additional areas of about 1 m. ha.

2.55 The strategies and measures suggested for the Eighth Plan cover a number of non-structural programmes like flood plain zoning, disaster preparedness, flood warning, flood proofing and flood insurance and also preparation of master plans, monitoring and evaluation.

2.56 All the ongoing schemes of pre-Seventh Plan and Seventh Plan spilling over into the Eighth Plan have been given priority for allocating the funds during the Eighth Plan.

2.57 Flood management schemes are planned within the framework of an integrated long terms plan and in conjunction wherever appropriate with the plans for water resources development such as irrigation, power and domestic water supply would help to increase the effectiveness of flood control schemes and result in economic viability. With a view to achieve this, the Central Government had constituted two bodies namely Ganga Flood Control Commission (GFCC) and Brahmaputra Board (BB) for comprehensive planning and flood control in the Ganga & Brahmaputra Basins.

Financial Achievements

2.58 Under the Flood Control Sector an outlay of Rs. 81.91 crores was proposed for 1995-96 against an outlay of Rs. 48.81 crores during 1994-95. The outlay for 1995-96 included Rs. 13.51 crores for new schemes.

2.59 The outlay of the new schemes amounting to Rs. 13.51 crores are given below:—

(a)	National Hydrology Project	-	Rs. 13.14 crores
(b)	New Schemes of Ganga Flood Control Commission	-	Rs. 0.37 crores
	Total	-	Rs. 13.51 crores

2.60 Against the proposed amount of Rs. 13.51 crores an amount of Rs. 7.67 crores has been finally provided for the National Hydrology Project and Rs. 0.05 crore for the new schemes of Ganga Flood Control Commission.

2.61 The National Hydrology Project is proposed to be implemented with World Bank assistance. The Planning Commission has also indicated to provide additional funds for foreign aided schemes subject to the signing of agreements with the foreign funding agencies.

2711—E I (1) (4) Brahmaputra Board Subansiri and Dehang (Siang) Dam Projects

2.62 The Brahmaputra Board has prepared project reports of Subansiri and Dehang Dams and submitted to the Govt. of India in April, 1983 and May, 1983 respectively, on the basis of these investigations done.

2.63 The information for both Subansiri and Dehang Dam Projects are based on the preliminary investigation done for preparation of project report in 1983. For the purpose of appraisal and subsequent investment, rehabilitation & resettlement master plans are to be done for which detailed investigation in association with the State Govt. of Arunachal Pradesh is required. The Govt. of Arunachal Pradesh have not yet agreed for such a survey.

2.64 The overall benefits from the Subansiri and Dehang Projects are as under:—

I. Subansiri:	
1. Annual energy generation	15672 GWH
(i) Cost of generation (/KWH) (allowing free power)	43.40 paise / KWH (at 1988 price level).
(ii) Rate of sale of energy at bus bar (/KWH)*(allowing free power)	64.70 paise /KWH (at 1988 price level).
(iii) Annual revenue @ Rs. 0.65 per unit (allowing free power)	: Rs. 1013 crores.

Navigational facilities will also be improved through out the entire reach of the Brahmaputra. As the Subansiri reservoir will release 2400 cumecs in the lean period and the inflow of the Brahmaputra will be augmented and thereby the depth of water along the Brahmaputra river in the down stream reach will be substantially increased. Such increase in depth of water level will substantially increase the navigational potential of the river. The irrigation benefits is estimated as 25,000 ha. of land and there will be considerable flood control due to storage provided in the reservoir.

II Dehang	
1 Annual energy generation	55,801 GWH
(i) Cost of generation (allowing free power)	28.55 paise/KWH (1988 price level)
(ii) Rate of sale of energy at bus bar (allowing freepower)	42.45 paise/KWH (1988 price level)
(ii) Annual revenue from power @ Rs. 0.42/KWH (allowing free power)	: 2343.64 crores (1988 price level)

The Statewise benefit from the project are given below:—

Particulars	Name of State	
	Assam	Arunachal Pradesh
1. Annual revenue on account of free power		279.85 crores.
2. Flood benefit (annual)	Rs. 24 crores	-
3. Irrigation	2,00,000 ha.	-
4. Pisciculture (annual)	-	Rs. 1.07 crores
5. Navigation	The entire reach of Brahmaputra	

2.65 During the evidence, the Secretary to Ministry of Water Resources stated as under:

“For the Brahmaputra Board as such already funds have been provided. The provision includes carrying out the investigation and environmental study. We are not able to carry out the environmental study because Arunachal Pradesh Government is not extending cooperation. So, the Standing Committee should recommend strongly that the environmental studies which are very essential to prepare the Project Reports should be carried out.”

But later on in a note the Ministry submitted as under:—

“The Vice Chairman, Brahmaputra Board recently had discussions with the Chief Minister of Arunachal Pradesh and also with senior officials of Arunachal Pradesh Govt. The Arunachal Pradesh Govt. is firm in their stand that the submergence of important towns will not be allowed by the State. In this background the Brahmaputra Board is considering the alternatives for saving these towns by construction of alternative dams. In the last Brahmaputra Board meeting the Board has agreed to this suggestion and a technical note is under preparation. It is proposed to start the investigation of the alternatives based on the initial studies made by the Brahmaputra Board during 1995-96.”

2.66 The Committee note that the Brahmaputra Board has given up the projects for construction of Subansiri and Dehang dams as the government of Arunachal Pradesh is firm in their stand that submergence of important towns due to these dams would not be allowed. The Committee also note that Brahmaputra Board has proposed to construct alternative dams to save the towns. The Committee regret to note that all the funds spent on the projects so far have gone down the drains, as the work on these projects were taken up without the full and committed consent of the State government. The Committee therefore, recommend that the State government should be taken into complete confidence before embarking upon the alternative projects in order to do meaningful work.

3601 G-Grants-in-aid to State Governments

G.2 (2) (1)-Flood Proofing Programme in North Bihar and G. 2 (2) (2)-Flood Proofing in other Ganga Basin States

2.67 A complete protection from all floods by structural methods is not economically feasible as these measures are capital intensive and along time consuming. Thrust now onwards is on flood proofing measures which are considered to be more cost and time effective. These flood proofing measures are envisaged in the areas suffering from repeated damages by way of raised platforms, assured communication, drinking water supplies and post flood reliefs etc. To start with, a provision of Rs. 40 crores under VIII Plan was made to carry out these flood proofing measures in North and Ganga basin States. An amount of Rs. 20 lakhs were released to the Government of Bihar in 1991-92 which was not utilised by them so far. Again during 1994-95 a budgetary provisions of Rs. 3.5 crores was made, which was later on revised to Rs. 1.3 crores to implement these measures. During the ensuing year 1995-96 Rs. 1.00 crores has been earmarked for the same.

2.68 On being asked to explain the reasons why State Governments are not co-operating in carrying out these flood proofing measures, the Ministry stated that State Governments lay more emphasis on structural measures and it will take time to change this approach adopted by the states.

2.69 The Committee note that the Ministry has not done anything substantial to popularise the above scheme and it has resulted in negligible allocation of Rs. 40 crores in the Central Sector to carry out the above scheme during VIII Plan and even these funds remained utilised all these years. The Committee had already highlighted the above phenomenon in its 10th Report. But going by the poor follow-up-action by the Ministry, the Committee could not but conclude that the very purpose of the scheme has been defeated. The Committee strongly recommend to the Ministry to popularise and implement this scheme earnestly by exhausting all the remaining allocation earmarked under VIII Plan during the next two years itself.

3075-F-TRANSPORT SECTOR

Farakka Barrage Project

A. Financial achievements, shortfall, if any & reasons thereof

2.70 Farakka Barrage Project is a project in the transport sector. As such the requirements of this project are being met out of the funds of the Ministry of Surface Transport. For the Eighth Five Year Plan Rs. 166 crores were proposed for this project which include Rs. 100 crores for Farakka Hydel Project. However, the budget allocations for the years 1992-93, 1993-94 and 1994-95 have been much less than the requirements. Nominal funds were allocated for Farakka Hydel

Power Project during 1992-93 and 1993-94 and no fund for 1994-95. Table VI shows approved plan outlays, expenditure during first three years and percentage allocation of the expenditure in the first three years to Eighth Plan allocation.

TABLE VI

2.71 Approved plan outlays and expenditure during the first three years of Eighth Plan (1992-93 to 1994-95) for Farakka Barrage Project.

S.No.	Name of the scheme/ project/ programme	Eighth plan approved outlay	1992-93 Actual exp.	1993-94 Actual exp.	1994-95		Likely percentage expenditure during 1992-95 as % of Eighth plan outlay
					Approved	R.E.	
1.	Farakka Barrage Project	66.00	9.80	10.70	14.00	12.56	50.09%
2.	Farakka Hydel Power Project	100.00	0.38	0.005	-	-	0.385%
		166.00	10.18	10.705	14.00	12.56	

2.72 The major reasons for very low percentage of expenditure in Farakka Barrage Hydel Project is non-clearance of the schemes. Some of the SFCs of the new schemes of Farakka Barrage Project are also yet to be approved.

B. Physical achievements, shortfall & reasons thereof

2.73 The physical achievements mainly pertain to Residual works of Farakka Barrage Project (Bridge across feeder canal, Bridge across river Pagla at Balia ghata, construction of remaining works of Farakka Barrage Project, i.e., protection works, cross drainage works, navigation facilities, etc. and additional new works namely special protection works of Farakka Barrage and Feeder canal, Model studies and Special repairs to gates and hoist of head regular of Farakka Barrage etc.

2.74 Major areas of shortfalls experienced in first two years of the Eighth Plan and in the current year are as under:—

The following major works could not be taken up for want of clearance/approval of SFC/EFC memos.

- (i) Long term river training measures in the Ganga upstream of Farakka Barrage.
- (ii) Farakka Hydel Power Project.

C. Major reasons for shortfall

Non-clearance of schemes, non-clearance of SFC/EFC memos.

D. Views and suggestions for removing the bottlenecks and further improving the performance of the Sector

2.75 Expeditious action to clear the scheme on Farakka Hydel Power Project and approval of SFC/EFC memos for the new schemes.

E. Major Programmes/Schemes to be taken up during the next two years

- (i) Long term 'river training' measures in Ganga upstream of Farakka Barrage.
- (ii) Farakka Hydel Power Project.
- (iii) Special repairs to Gates and Hoists of Farakka Barrage & Head Regulator.
- (iv) Protection works for the bed, side slopes & banks of Feeder Canal.

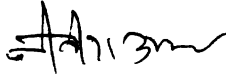
2.76 The Committee is not happy with the performance made under this Sector and recommend that all necessary steps should be taken to get all the schemes/under this Sector cleared from Expenditure Finance Committee and expeditious action be taken to execute the same.

NEW DELHI;
4th May, 1995

14 Vaisakha, 1917 (Saka)

NITISH KUMAR,
Chairman,
Standing Committee on Agriculture.

AUTHENTICATED



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