

**ESTIMATES COMMITTEE
(1968-69)**

(FOURTH LOK SABHA)

SEVENTY-FOURTH REPORT

**MINISTRY OF SHIPPING AND TRANSPORT
INLAND WATER TRANSPORT**



**LOK SABHA SECRETARIAT
NEW DELHI**

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(1968-69)

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INTRODUCTION

1. The Chairman, Estimates Committee having been authorised by the Committee to submit the report on their behalf, present this Seventy-Fourth Report on the Ministry of Shipping and Transport,—Inland Water Transport.

2. The Committee took the evidence of the representatives of the Ministry of Shipping and Transport on the 20th and 21st January, 1969. The Committee wish to express their thanks to the Secretary, Ministry of Shipping and Transport and other officers of the Ministry for placing before them the material and information they wanted in connection with the examination of the estimates.

3. The Report was considered and adopted by the Committee on the 16th April, 1969.

4. A statement showing the analysis of recommendations contained in the Report is also appended to the Report (*Appendix IV*).

NEW DELHI-1;

P. VENKATASUBBAIAH,

April 24, 1969.

Chairman,

Vaisakha 4, 1891 (*Saka*).

Estimates Committee.

CHAPTER I

INTRODUCTORY

A. Historical Background

1.1. India is traversed by several important river systems such as the Ganga, the Brahmaputra, the Mahanadi, the Godavari, the Krishna, the Narmada, the Tapti etc. In the past, these rivers had figured prominently as carriers of persons and materials and as such river traffic was of great importance to the country. In the nineteenth century, a number of irrigation-*cum*-navigation canals were developed all over the country forming a net work of communication. Some of these canals are on the Ganga, the Jamuna, the Godavari, the Krishna, backwaters of Kerala and some are purely navigational canals like the Buckingham Canal, the Orissa Coastal Canal etc. The total length of navigable waterways in India is about 14,100 kms. comprising 9,800 kms. of navigable rivers and about 4,300 kms. of navigable canals and backwaters.

1.2. In India, inland navigation was developed much earlier than other modes of transport. The introduction of steam navigation in North-East India in the early part of the 19th century revolutionised inland water transport and assisted in the growth and development of a number of industries in Bihar, Bengal and Assam, as the produce from these areas could easily be brought to Calcutta by the waterways for despatch to the world markets. In the North-East region, the first power-propelled craft was introduced in 1823 on the Hooghly and a regular monthly service was introduced between Calcutta and stations on the Ganga region by 1834. In 1842 a regular fortnightly service was started between Calcutta and Agra on the Jamuna. This was followed by the setting up of India General Navigation and Railway Company and the Rivers Steam Navigation Company, who started services on the Ganga and later on the Brahmaputra. A few other companies also started river services later. These services covered thousands of miles of waterways in the unpartitioned India between Bengal, Bihar and Assam. About 50 years ago, the steamers used to ply upto Allahabad on the Ganga and Ayodhya on the Ghagra, about 325 kms. above its confluence with the Ganga.

1.3. However, navigation by power craft, never accounted for more than a fraction of the total navigation on the entire Ganga system of rivers. The great bulk of the traffic was carried in

country boats plying in these rivers. At its peak in 1876-77, the country boats traffic registered at Calcutta, 1,78,627 cargo boats; at Hooghly 1,24,357 and at Patna 61,571.

1.4. However, with the development of alternative faster means of transport, diversion of water from rivers for meeting the ever increasing needs of irrigation, deforestation of the hilly ranges leading to erosion and accumulation of silt in the rivers, water transport in certain reaches of navigable rivers declined in importance. The decline of inland water transport is not peculiar to India. In the United States of America and other European countries, Inland Water Transport also had its period of decline, but in those countries, the inherent advantages of this means of transport seems to have been reappraised and extensive programme for development initiated.

1.5. After independence, the Government of India took certain steps in coordinating all forms of transport, i.e. river, road and railways. It was felt that the river services could be developed only by coordinating water transport with other forms of transport, particularly road and rail. In 1950 at the instance of the Indian delegation to the Singapore session of the Economic Commission for Asia and the Far East, Mr. Otto Popper, an expert on navigation arrived in India on the 9th February, 1950 to investigate into the possibilities of developing traffic on important waterways in India and to examine the possibilities of improving the traffic capacity of existing inland navigation routes with particular reference to efficient methods of operation, suitable types of craft, shore installations etc.

1.6. The Government of India also secured the services of Mr. J. J. Surie of Holland in October, 1952 to advise on the economic feasibility of operating modern craft on shallow waters. He recommended among others a pilot project with 2 shallow draft tugs and 8 barges for the Upper Ganga and the Ghagra. To implement this recommendation and to tackle some of the urgent problems relating to navigation on the Ganga, the Brahmaputra Water Transport Board was set up in 1952 by an agreement between the Central Government and the State Governments of Uttar Pradesh, Bihar, West Bengal and Assam. Besides two pilot projects one between Buxar-Rajmahal on the Ganga and Chapra-Burhaj on the Ghagra were undertaken by the Board. The Board also carried hydrographic surveys and conservancy measures on the river Ganga and on the Brahmaputra. It was found that the running of shallow draft vessels on the Ganga, though technically feasible, was unremunerative due to inadequate traffic offerings. The services were, therefore, discontinued in 1962.

1.7. In 1956-57, the Estimates Committee of the Lok Sabha presented their 61st Report on the Ministry of Transport: Inland Water Transport. In this Report, the Committee had observed:

“The Central Government should not shirk their responsibility in the matter of declaring certain inland waterways as national waterways by statute. Inland Water Transport has been neglected for a long time past and it is high time that the matter is taken up seriously. The Railways and some roadways have since been nationalised and brought under the Central Government. There is therefore no point in not declaring the important waterways as national waterways.”

The Committee had noted with regret that “no perspective plan has so far been drawn up by the Ministry regarding the development of river navigation in India.”

1.8. The problems of inland water transport in different regions in India were studied by the Inland Water Transport Committee, set up in 1957 under the Chairmanship of Shri B. K. Gokhale. The Committee drew attention to the almost complete absence, both at the Centre and States, of expert technical organisations conversant with and having practical experience of the complexities of inland water transport. The Committee, therefore, recommended the creation of an adequate technical organisation at the Centre. It suggested that while the actual execution of inland water transport projects might be left to State Governments, who would be in the best position to provide direct supervision, responsibility for investigation and planning, coordination and direct control as well as the financing of inland water transport projects should be undertaken by the Government of India for about ten years. As an immediate objective the Committee stressed the need to concentrate efforts on those regions where inland water transport continued to play an essential role. Pursuant to the recommendations of the Committee, an Inland Water Transport Directorate was set up in March, 1965 under the Ministry of Transport & Shipping to deal with technical matters relating to the development of inland water transport. The Ganga Brahmaputra Water Transport Board was merged with the Directorate in March, 1967.

1.9. In 1959, the Government of India appointed a Committee on Transport Policy and Coordination. In their final Report (January 1966), this Committee has discussed the useful role which inland water transport has to play in the overall transportation system in the country.

1.10. More recently, the Government of India constituted a study Group with Shri B. Bhagwati, M.P. as the Chairman to examine, *inter alia*, "the economics and operational feasibility of setting up of a separate organisation based in Assam to provide river services in Assam with an assessment of the viability of such an arrangement". The Study Group was also to suggest practical measures for coordinating rail, river and road transport in Assam with particular reference to the coordinated integration of operation by the Railways, the Central Inland Water Transport Corporation and Central Road Transport Corporation. The Study Group submitted its report in August, 1967.

1.11. In 1968, the Government of India have set up a Committee under the Chairmanship of Shri B. Bhagwati, Member of Parliament to study the problems relating to inland water transport in the country and against a perspective of development of this form of transport in different regions, to assess the possibilities of drawing up specific schemes in selected regions in the first phase and to suggest supporting measures to this end. It has been stated that the recommendations of the Committee will also be taken into consideration in finalising the proposals for the Fourth Five Year Plan.

B. Basic Problems relating to inland water transport

1.12. It has been acknowledged that inland water transport has an important role to play. This is largely due to the fact that it can supplement and complement other modes of transport and is particularly suited for transporting commodities in bulk such as coal, ores, oil, steel, machinery, chemicals, building materials and foodgrains. Although in terms of speed in miles per hour inland water transport is slower than other modes of transport, it is possible to move a greater quantity of traffic between any two points within a specified time than by any other mode provided the waterways are well-maintained. The capital and maintenance cost of inland water transport compare very favourably with other modes of transport.

A note received from the Ministry regarding Economics of Inland Water Transport *vis-a-vis* other modes of transport is reproduced at Appendix I.

1.13. Asked to state the basic problems confronting the inland water transport, the representative of the Ministry of Shipping and Transport has stated in the course of evidence:

"The objective of Transport Policy is to develop each form of transport in its sphere of effective service so as to meet the

total needs of the economy at minimum cost. We take into account the optimum service which each form of transport is able to provide to the community and we try to develop each in coordination with other forms of transport so that the transport services are provided with the minimum cost. Inland transport offers very great advantages. It has potentialities in the carriage of bulk traffic. But unfortunately today, for various reasons, particularly the development of faster means of communication and also the diversion of water for irrigation purposes, not to speak to other problems, this has come into considerable difficulties."

He has further stated:

"Both in roads and railways there has been modernisation but on the inland water transport side the position has been extremely difficult and disappointing. Added to this, we had the problem of Pakistan aggression in 1965 which resulted in the closure of the route particularly to Assam. In spite of that, the present position is that inland water transport carries throughout the country roughly about 9 million tonnes, 6 million in the Goa waterways mainly consisting of iron ore traffic; 2 million tonnes in the Kerala back-waters; about 1 million in the Krishna-Godavari system and a small quantity in the Mahanadi area and the creek system of Maharashtra. The basic problem which we face in inland water transport is that of modernisation of not only the craft and improvement in the draft, but also modernisation of the river itself. Secondly, there is need to start commercial services. It is very difficult to continue to carry water transport on the basis of subsidy. It has to provide a natural advantage or service to the community by competing favourably with railways and roads. What we have to do is to make the system a viable unit. Thirdly, it will be necessary to provide some kind of guaranteed traffic to I.W.T. We have, for instance, been considering some of the schemes on this basis where it is possible to guarantee in the promotional stage some kind of minimum traffic which can make the programme viable. The fourth problem is one of maintenance of river. Fifthly, there is the problem of modernisation of craft and lastly there is the problem of through booking in the railways. Wherever there is a combined route, both river and rail, it is necessary for the consumer to have the advantage of through booking. Otherwise, there is no attraction for him if he has to tranship at one point and

retranship again. Apart from all these reasons, the executive responsibility for development of inland water transport is that of State Governments and without their cooperation it is very difficult to take any forward steps in regard to development of this system."

1.14. The Committee on Transport Policy and Coordination in their Report (January 1966) have observed that "Development of inland water transport has to be viewed in each region in the context of integrated regional transport plans within the framework of the transport plan of the country as a whole. It is of the utmost importance that in each region, to the extent necessary, water transport services should be fully coordinated with the services provided by the railways and by road transport."

1.15. The Study Group on Assam River Services which was set up under the Chairmanship of Shri B. Bhagwati, M.P. have in their Report (1968) observed, "It will be short-sighted and prejudicial to national interests to allow the river services to be extinguished merely because Railways and road transport can cope with the traffic currently offering or that is anticipated during the next few years."

1.16. The Study Group have further observed that "No one form of transport should be allowed to have a monopoly at the expense of the others and the national policy should be to make the maximum use of the intrinsic advantage of each."

1.17. The Committee agree with the observations made by the Committee on Transport Policy and Coordination and the Study Group on Assam River Services that inland water transport should be developed as a part of the overall transport system in the country and that the national policy should be to make the maximum use of each form of transport. Inland water transport scores over other modes of transport because the capital and maintenance cost of inland water transport services are small as compared to other modes of transport.

1.18. The Committee appreciate that in order to develop inland water transport to such an extent that it is able to make an impact on the economy of the country, it is necessary to tackle the basic problems such as modernisation of the craft, improvement of the draft and maintenance of the rivers, through dredging provision of guaranteed minimum traffic, provision of "through booking" services, and running of commercial services by providing cheap and economic means of transport to the community. It is for the Central Organisa-

tion in the Ministry to provide the necessary stimulus and guidance for the development of inland water transport on a coordinated basis in the country. In this context, the importance of the Central Inland Water Transport Directorate in the Ministry cannot be over-emphasised.

CHAPTER II

ORGANISATIONS FOR DEVELOPMENT OF INLAND WATER TRANSPORT

2.1. It has been stated that the exclusive responsibility in respect of Inland Water Transport except in respect of waterways declared as national waterways rests with the State Governments concerned. So far no waterways have been declared as national waterways. The exclusive responsibility in this regard, therefore, rests with the State Governments concerned. However, prior to the creation of Inland Water Transport Directorate in the Ministry of Transport and Shipping in 1965, the work relating to inland water transport was being done in a part of a section in the Ministry of Transport and Shipping which was the administrative section in the Ministry for the Ganga Brahmaputra Water Transport Board and the Joint Steamer Company.

A. Inland Transport Directorate

2.2. A reference has already been made in the preceding chapter to the recommendation made by the Committee of Inland Water Transport (1959) regarding the setting up of an adequate technical organisation at the Centre for providing direct supervision, undertaking responsibility for investigation and planning, coordination and overall control, as well as the financing of inland water transport projects for at least ten years.

2.3. It has been stated by the Ministry in a written note that in pursuance of the recommendation of the Inland Water Transport Committee, an Inland Water Transport Directorate was set up in March 1965 under the Ministry of Transport and Shipping to deal with technical and other allied matters relating to the development of inland water transport in the country. The Ganga Brahmaputra Water Transport Board which was set up in 1952 as a joint venture of the Central Government and the State Governments of Uttar Pradesh, Bihar, Assam and West Bengal to coordinate the activities of the participating State Governments for the development of inland water transport on the Ganga and the Brahmaputra river systems was merged with the Directorate in March, 1967. The Directorate was converted into a non-participating Attached Office of the Ministry of Transport and Shipping having two Subordinate Offices at Patna and Gauhati. The Directorate carries out technical examina-

tion of schemes received from the State Governments and renders technical advice on the problems connected with inland water transport. The overall supervision of the construction of the Central Ports of Pandu and Jogigopa are being handled by the Directorate. The overall supervision of the regional offices at Patna and Gauhati (Pandur) is also the responsibility of this Directorate. The details of functions of the Inland Water Transport Directorate, as laid down under the Ministry of Transport's Resolution No. 7-IWT(65)/64, dated the 23rd February, 1965 are furnished in Appendix II.

2.4. The budget provisions for 1968-69 for the I.W.T. Directorate headquarters is Rs. 2.02 lakhs and the staff consists of 5 Gazetted and 36 non-Gazetted Officers.

(i) *Regional Offices*

2.5. The Regional Office at Patna has a staff of 7 Gazetted and 164 Non-Gazetted officers. The budget provision for 1968-69 is Rs. 7.93 lakhs as indicated below:

1. Pay of Officers	Rs.	40,500
2. Pay of Establishment	Rs.	1,96,200
3. Allowances, Honoraria, etc.	Rs.	2,11,300
4. Other charges	Rs.	50,000
5. River Conservancy	Rs.	80,000
6. Maintenance and repairs of craft	Rs.	65,000
7. Grants-in-aid Contributions, etc.	Rs.	50,000
8. Running of Commercial Services on the Ganga	Rs.	1,00,000
		7,93,000

The Regional Office has been entrusted with the work of carrying out hydrographic surveys of the river Ganga, maintenance of and repair of vessels and work relating to river conservancy.

2.6. The Regional Office at Pandu consists of 8 Non-Gazetted staff. This office has been entrusted with the work of carrying out hydrographic surveys of the river Brahmaputra, maintenance and repair of vessels and work relating to river conservancy. The budget provision for 1968-69 for this office is Rs. 29,000/-.

2.7. The Committee wanted to know whether there was any delay in the setting up of a Technical Organisation in the Centre, as recommended by the I.W.T. Committee in 1959. The Ministry have stated in a written note that a decision was taken in 1963 to set up

an I.W.T. Directorate with nucleus staff. The technical posts, namely, those of Director, Joint Director and Deputy Director, were sanctioned in September 1964. Efforts were made to obtain the services of suitable technical personnel from various sources. It was only in February 1965 that the services of a Chief Engineer (Director, I.W.T.) could be obtained and with the appointment of the Chief Engineer, the Directorate started functioning in March, 1965. Subsequently, a Joint Director was also appointed in April, 1965. The post of a Deputy Director was kept in abeyance and was not filled due to economy measures and the cut imposed on the Plan provision on account of the Indo-Pakistan hostilities in 1965. Since the Directorate started functioning only from March 1965 onwards an expenditure of only Rs. 70,000 was incurred by the end of the Third Five Year Plan (1965-66). It has been stated that the main reasons for the delay in the setting up of the Directorate was the non-availability of technical personnel, for whom continuous efforts were made right from 1963 even before the posts were sanctioned in 1964.

2.8. During the course of evidence, the Committee wanted to know the action taken by the Inland Water Transport Directorate to fulfil the functions allotted to it under Transport Ministry Resolution dated the 21st February, 1965. The representative of the Ministry has stated in evidence that "this Directorate was set up in March, 1965, with a Joint Directorate and a Chief Engineer. They carried out technical examination of the schemes received from State Governments and rendered technical advice. They have also undertaken construction of inland Port at Jogigopa as a Central Scheme although the construction was actually entrusted to the State Government. Then they have been considering the question of running River Services on the Ganga. On the basis of the advice of the National Development Council, we have decided to take up selected and well-defined schemes as Centrally sponsored schemes in the Fourth Plan."

2.9. In a written note subsequently furnished to the Committee, the Ministry has stated as under:—

"The Gokhale Committee (I.W.T. Committee) stressed as an immediate objective the need to concentrate efforts on those regions where IWT had and would continue to have an essential role. Accordingly, the Directorate carried out the technical scrutiny and examinations of the schemes received from the State Governments which required for immediate implementation and suggested their inclusion as centrally sponsored schemes in the Central

Sector. A number of schemes were referred by the various State Governments for improvement of waterways and schemes estimated to cost Rs. 335 lakhs were sanctioned by the Government of India during the Third Plan Period. Subsequently proposals involving an outlay of Rs. 13 crores (Rs. 8 crores in the Central Sectors and Rs. 5 crores in the State Sectors) for the development of IWT were also drawn up for inclusion in the draft outline of the 4th Five-Year Plan. These required a study of the existing waterways in the country and collection of requisite data in consultation with the State Governments for formulating schemes for their improvements. However as the 4th Five-Year Plan was deferred, only spill-over schemes were continued during the three subsequent annual plans following the last year of the Third Plan.

The Directorate also formulated schemes relating to the construction of an inland port at Jogigopa in consultation with the Development Adviser's Office. This scheme was taken up as a Central scheme although its actual execution was entrusted to the State Government of Assam. The construction of Pongu port and its maintenance were also carried out under the supervision of this Directorate.

Hydrographic surveys of a number of rivers were carried out by the Central Water and Power Commission at the instance of the Ministry of Transport and Shipping in order to find out how far these rivers could be made navigable from the mouth upwards thus generally cutting across road and rail communications. The reports of the hydrographic surveys were forwarded to the respective State Governments for their comments and these were re-examined on receipt of their comments.

Subsequently, in the light of the new approach to the development of Inland Water Transport during the new 4th Five-Year Plan wherein the National Development Council had decided that only selected and well defined items of IWT should be included as centrally sponsored schemes, a fresh study of the plan schemes was made and new proposals were formulated in consultation with the State Governments for inclusion in the 4th Five-Year Plan.

The Directorate therefore took up the question of drawing up of schemes for the river services on the Ganga based on a preliminary assessment of traffic potential made by the

Directorate of Transport Research. The schemes are under examination in consultation with the State Governments and other IWT operators. The Committee on inland water transport, recently set up to study the existing inland water transport system in the country have also inspected the site and a final decision in this regard will be taken on receipt of the recommendations of this Committee.

The Directorate also assisted in the formulation and examination of schemes for the provision of navigational aids in Maharashtra, provision of terminal facilities in Gujarat, Madras, Kerala etc. The Directorate is also carrying out conservancy works on the Ganga river system with the help of the State Government of Bihar for maintaining the navigability of the river. On the Brahmaputra, the conservancy is being done through the agency of the Central Inland Water Transport Corporation under the supervision of this Directorate. A new technique for the improvement of river navigability *viz.* Bottom Panel Technique, has recently been investigated by the Chateau Research Laboratory, France. In order to investigate the feasibility of applying this new technique in the river Brahmaputra for improvement of river navigability, experiments, some preliminary model tests were also carried out at the Chateau Laboratory in France and based on their results, experiments were carried out at site.

The size of locks to be provided on different rivers and canals depending on the volume and type of traffic in that region and also of the clearance necessary under the bridges are also being considered and examined by the Directorate.

A sub-Committee was appointed to go into the question of setting up regional training centres. They have recommended the setting up of two training centres one for the Western region for Goa, Maharashtra, Gujarat and the other for the Southern region for Kerala, Madras and Andhra Pradesh to cater to the needs of the State Governments. The recommendations of the sub-Committee are under consideration in consultation with State Governments.

The Directorate rendered technical advice on problems connected with inland water transport of the State Governments as and when required. The technical officers of the Directorate also ins-

pect and supervise the works sanctioned both under the Central and State Sectors during their visits to these places. The Directorate also frames model rules for country boats relating to their inspection and issue of certificates of fitness etc. to avoid disasters and circulate them to all the State Governments for making necessary provisions in the Act to be framed by the State Governments.

The Directorate is also charged with the responsibility of administration, enactment of amendment of Inland Steam Vessel's Act (1917) which is a Central Act but the authority for its administration is invested under the respective State Governments."

2.10 In reply to a question as to what has been the contribution of the Inland Water Transport Directorate for co-ordinated approach to Inland Water Transport problems and for development of Inland Water Transport as a means of communication, the Ministry has stated *inter alia* in a written note that, "The Government of Bihar is of the view that although IWT is in a moribund condition at present, there are possibilities of starting river services from the Ganga and that the quantum of traffic by river is likely to increase with the completion of Farakka Barrage. The Government of U.P. have stated that the running of commercial service on the Ganga appears to be feasible but there may be losses in the initial stages. The question is, therefore, being examined in consultation with the State Governments".

2.11. The Committee enquired whether there was any need for setting up any Study Group or Committee if the specific items allotted to the Inland Water Transport Directorate under the Government Resolution had been undertaken. To this, the representative of the Ministry has replied: "When we draft a resolution, we try to cover everything under the sun. That is where our difficulty comes in."

2.12. Asked to state if there was a continuous review of the activities of the various Directorates and Divisions in the Ministry concerned with inland water transport and the agency which conducted such a review, the representative of the Ministry has stated: "The normal agency of the Ministry (for the review) is the Secretary or the Joint Secretary depending on the type of subjects dealt with; sometimes it goes right up to the Minister.... There is no Review Report as such; we do not take things one by one but the programme from time to time indicates the action taken on various aspects of importance."

2.13. The Committee note the items of work undertaken by the Inland Water Transport Directorate so far in pursuance of the Government Resolution, dated the 23rd February, 1965. They

would like to suggest that a periodical review of the performance of the Directorate *viv-a-vis* the functions allotted to it should be conducted and remedial measures taken wherever necessary.

2.14. The Committee would also like to stress that once specific functions have been allotted to an organisation by means of a Government Resolution, all efforts should be made to see that they are fully and adequately discharged.

2.15. The Committee have been informed that, "In March, 1967 the Ganga-Brahmaputra Water Transport Board was merged with the Directorate with a view to strengthen the Directorate. Depending on the development of Inland Water Transport, based on the recommendation of IWT Committee recently set up, the question of further strengthening the IWT Directorate will be considered". The Committee hope that on receipt of the report of the IWT Committee the recommendations made therein will be speedily examined and those accepted by the Ministry implemented without delay.

2.16. As regards the attached office of the Directorate at Patna, the Committee feel that there is not sufficient work in the office at Patna at present. However, they will like the Ministry to bear in mind the views of the Government of Bihar that "Although IWT is in a moribund condition at present, there are possibilities of starting river services on the Ganga and that the quantum of traffic by river is likely to increase with the completion of the Farakka Barrage".

2.17. As regards the office of Administrator, Pandu and Jogigopa ports, the Committee suggest that the Ministry may conduct a review of the functions of this attached office so far performed so as to find out to what extent the need for continuing such an office still remains, and if so, upto what period.

B. Joint Steering Committee

2.18. It has been stated by the Ministry that while policy decisions are taken at the level of Joint Secretary/Secretary/Minister, there are two bodies to advise the Government in regard to the development of inland water transport. These bodies are (i) the Joint Steering Committee; and (ii) the Transport Development Council.

2.19. The Joint Steering Committee was set up in August, 1967. It is an inter-Ministerial Committee and consists of representatives of the Ministries of Shipping and Transport; Irrigation and Power; Railways; and the Planning Commission. This Committee has been

set up for studying the potentialities of inland water transport in selected regions, viz. the stretches where the inland water transport offers natural advantages as a carrier of certain bulk commodities and to examine the basic policy questions.

2.20. According to the Ministry of Shipping and Transport, this Steering Committee will be useful "for ensuring co-ordination and implementation of various schemes which will be recommended by the I.W.T. Committee set up recently. The Committee will also be helpful in ensuring follow up action in different Ministries on the recommendations of the I.W.T. Committee." The first meeting of the Steering Committee was held in September, 1967. It has been stated that the Committee suggested that a paper should be prepared indicating the broad framework of two schemes to be formulated on the Ganga and the Brahmaputra regions, having regard to the traffic potential inclusive of diversion from the Railways, covering in addition, conservancy and navigational aspects for consideration for arriving at a policy decision at the appropriate forum on the question whether in view of the vital importance of inland water transport, its cheapness as a mode of transportation of commodities in bulk and its strategic value, there was no need for its development in certain selected reaches like the Ganga and the Brahmaputra regions by allocating an assured minimum cargo. The matter is being re-examined in the light of the comments offered by the State Governments and the operators.

2.21. It has also been stated that the discussions were also held on the "through booking" facilities for Assam river services with the Ministry of Railways. Subsequently discussions were also held with the representatives of the State Government and the Planning Commission in October and November, 1968 on the question of classification of I.W.T. schemes as centrally sponsored schemes.

2.22. The Committee note the composition and functions of the Steering Committee which was set up in 1967 primarily with the object of advising the Government in regard to the development of inland water transport. The Committee suggest that the charter of duties of the Steering Committee should be laid down and the periodically of meetings fixed so that the Steering Committee may make useful suggestions for the implementation of various schemes suggested by the State Governments as well as by the committees appointed by Government from time to time. The Committee also suggest that the minutes of the Steering Committee should be recorded, if not already done, and follow-up action taken by the Inland Water Transport Directorate in regard to the recommendations made by the Steering Committee.

C. Transport Development Council

2.23. The Transport Development Council was set up in August, 1958. It is a high level body to advise the Government of India on all matters of policy relating to development of roads, road transport and inland water transport. The Council also advises on problems of coordination between different forms of transport that may be referred to it by Government. The Council is presided over by the Union Minister of Shipping & Transport and includes the Deputy Minister of Shipping and Transport, Minister of Railways, Minister of Industrial Development and Company Affairs and the Minister of Tourism and Aviation, and the Member incharge of Transport in the Planning Commission from the Centre as members. The Minister incharge of Road Transport in the various States/Lt. Governor/Chief Commissioner/Administrators of Union Territories are also its members. The last three meetings of the Council were attended by the State Ministers incharge of Roads also.

2.24. According to the constitution of the Council, it has to meet once a year. Since the inception of the Council, seven meetings were held.

2.25. The Committee wanted to know why no meetings of the Council were held in the year 1962, 1966 and 1967. The Ministry of Shipping and Transport in a written note have stated: "According to the constitution of the Transport Development Council, a meeting of the Council is to be held two months after the meeting of the Road and Inland Water Transport Advisory Committee (which has since been abolished). A meeting of this Committee was held in October, 1962. Normally, therefore, a meeting of the Transport Development Council should have been held in December, 1962. However, in view of the Chinese aggression in October, 1962, and declaration of emergency, it was not found possible to convene a meeting of the Council in 1962. The Study Groups on Viable Units and Road Transport Financing and the Road Transport Taxation Enquiry Committee had been set up in 1965 to consider some of the vital problems relating to road transport. It was thought that it would be worthwhile to wait their reports and to seek out new directions for our future efforts rather than deal with problems in an isolated way. The final report of the Committee on Transport Policy and Coordination was received in January 1966, that of the Keskar Committee in November, 1967, of the Study Group on Road Transport financing in February, 1968 and of the Study Group on Viable Units in May, 1968. A meeting of the Transport Development Council was convened in June, 1968."

2.26. Asked to state the steps taken to ensure implementation of the recommendations made by the Transport Development Council, the Ministry of Shipping and Transport have in separate written note stated, "Inland Water Transport is primarily the concern of the State Governments. According to the Constitution only inland waterways declared as National Waterways by Law by Parliament are the concern of the Central Government in respect of navigation by mechanically propelled vessels. No waterway has so far been declared as National Waterway. The responsibility in the field of water transport thus rests with the State Governments". The conclusions of each meeting are circulated to the State Governments with the request to take steps to implement them. Separate references are also made, wherever necessary, in respect of individual, conclusions. Reminders are also sent periodically to ascertain the progress made in the implementation. A report is placed before the next meeting of the Council. It has further been stated by the Ministry that the Transport Development Council does not have a separate secretariat of its own nor is there a whole-time officer in the Ministry of Shipping and Transport to attend to the work of the Council. One of the two sections in the Road Transport Division of the Ministry has been entrusted with all work relating to the Council, in addition to its other normal work.

2.27. Asked to state whether it is not a fact that the Ministry is concentrating more on road transport at the cost of river navigation in spite of the fact that a Directorate of Inland Water Transport having been created, the representative of the Ministry has stated in evidence: "The Transport Development Council gives more emphasis to road transport—that is true. It is because road transport problems are many and require greater attention whereas with regard to inland water it is not so complicated. It is for this reason that my Minister has said that there should be a separate conference amongst Ministers dealing with inland water transport. That has now started. In addition, we have meetings of the Secretaries dealing with inland water transport. We had two meetings already."

2.28. The Committee note that the Transport Development Council, which is a high level body, was set up in 1958 to advise the Government on all matters of policy related to development of roads, road transport and inland water transport. They are, however, unhappy to be told that the Council devotes more attention to problems of road transport than to those of river navigation. The Committee appreciate that road transport problems are many and varied requiring greater attention, but this should not be at the

cost of inland water transport. The Committee feel that the problems of inland water transport have not been given the attention that they deserve.

2.29. The Committee note that no meetings of the Transport Development Council were held in 1962, 1966 and 1967. While they agree that no meeting of the Council could be held in 1962 on account of emergency, they find little justification for not holding any meeting in 1966 and 1967 for discussing problems of inland water transport. The Committee would like to stress that meetings of the Council should be held regularly and each meeting should be preceded by adequate preparatory work and consultation with concerned State Governments and other agencies.

2.30. The Committee are constrained to note that the Council has no Secretariat of its own nor is there any whole-time officer in the Ministry to attend to the work of the Council. The Committee fail to understand how, in the absence of a proper organisation, it is possible for the Government to follow-up and implement the recommendations made by the Council. The Committee hope, Government will consider the matter and take suitable remedial measures.

2.31. The Committee are glad to note that the Ministry are now holding separate conferences with State Governments at the Ministerial level, besides meetings of the Secretaries, in regard to inland water transport. They hope that such conferences will be within the purview of the Transport Development Council.

D. Central Inland Water Transport Corporation

2.32. In February 1965, the Government of India held a controlling interest in the equity capital of the R.S.N. Co. Calcutta, the main operators of the Calcutta-Assam river route with a view to maintain the important water link between the border state of Assam with Calcutta and the rest of the country. The river services provided by this Company were suspended as a result of the Indo-Pak conflict in August/September 1965. This resulted in further deterioration of the financial position of the Company. One of its creditors filed an application in the High Court at Calcutta for the liquidation of the Company. On the 12th December 1966, an application was also filed before the High Court at Calcutta by the R.S.N. Co. incorporating a scheme of arrangement under sections 391 and 394 of the Companies Act for setting up a new Company which would take the liabilities of the R.S.N. Co.

2.33. The Calcutta High Court had approved the scheme on the 3rd May 1967 and accordingly the business of the R.S.N. Co. were closed.

2.34. The Central Inland Water Transport Corporation which was set up in February 1967 with an authorised capital of Rs. 4 crores took over all the assets and a part of the liabilities of the R.S.N. Co. The Corporation started operations both in Assam and Calcutta on 2nd June 1967. In Calcutta the C.I.W.T. Corporation is running the Rajabagan Dockyard besides providing lighterage and ferry services etc. In Assam the Corporation has been entrusted by the State Government with the Jogigopa-Pancharatna ferry from 1st April 1968. Subject to the availability of traffic the Corporation also provides goods transport service in Assam by river between Dhubri and Dibrugarh, a distance of about 710 miles.

E. Organisation in the States

2.35. Shipping and navigation on inland waterways, as regards mechanically propelled vessels, and the Rule of the Road on such waterways are primarily the concern of the Central Government. The Estimates Committee (1956-57) in their 61st Report (Second Lok Sabha) had stressed that the responsibility for development of this industry and effecting necessary coordination with other modes of transport, must rest with the Central Government. The Inland Water Transport Committee (1959) in their Report had observed:

“The State Governments, with the exception of one or two, have neither the organisation nor the technical personnel for developing water transport on sound lines and for maintaining the few existing waterways in good condition. In some of the States, the various forms of transport are dealt with in different departments. The Transport Commissioners under the State Governments are interested only in road transport. They are not charged with any responsibility of looking after inland water transport.”

2.36. That Committee had recommended that the “State Governments also should set up their own technical organisations to study details and prepare schemes with project reports for development of new waterways and maintenance of existing ones, under the guidance of the Central Organisation, which after taking a comprehensive view of the situation, could pass the claims of inland water transport before the Ministry of Finance and the Planning Commission.”

2.37. In a written note furnished to the Committee, the Ministry of Shipping and Transport have stated that one of the major factors

retarding the development of inland water transport is the absence of a proper technical organisation at the States which might deal with various aspects of the development of inland water transport in the States. In the absence of such an organisation no properly conceived regional projects could be framed indicating in detail costs of development and maintenance of waterways, traffic surveys, choice of craft, organisation for operating services, pooling of operation between different modes of transport etc.

2.38. While drawing the attention of the representative of the Ministry of Shipping and Transport during evidence to the observations made by the Minister for Transport at the 6th meeting of the Transport Development Council that "Traffic by inland water transport has dwindled not only on account of competition from Railways and road transport but also probably on account of inadequate emphasis laid in this sphere by the State Government", the Committee wanted to know if this matter had been taken up with State Governments and, if so, with what results. The representative of the Ministry has stated in evidence, "The main difficulty there was that the State Governments had not set up technical organisations. Now the position has very much improved except in Assam, as the Governments of West Bengal and Kerala have decided to set up a Directorate, and Maharashtra have already got their port organisation to deal with this. So now at least four States have a fairly good technical organisation." In reply to a query the representative of the Ministry has further stated that "other States are dealing this through their Public Works Department, which arrangement is not very satisfactory."

2.39. Asked to state if the Ministry have taken up the matter with the concerned State Governments, the representative of the Ministry has stated in reply. "In the discussions on the Fourth Plan, this was one of the points which was emphasised. It is continuous process. But we would not like to insist that every State should have a separate cell."

2.40. In a subsequent written note furnished to the Committee, the Ministry of Shipping and Transport have stated:

"A conference of State Ministers-in-charge of Inland Water Transport was also convened at Mysore in June, 1968 with a view to lay emphasis on the development of inland water transport in selected regions. The State Governments were then requested to set up their organisations or at least separate cells which could be made responsible for dealing exclusively with the formulation and execu-

tion of I.W.T. Schemes. It is understood that suitable action in this regard has already been initiated by some of the State Governments like Assam, West Bengal and Kerala. The Government of Assam have established an I.W.T. Directorate. In Kerala, an organisation to operate river services within the State has been set up. The Government of West Bengal have initiated action in this regard by recruiting necessary officials to look after the I.W.T. work. The Government of Maharashtra already have their Port Organisation to deal with I.W.T. work efficiently. Some of the State Governments viz. Mysore, Gujarat, Andhra Pradesh and Tamil Nadu have intimated that the existing system of dealing with I.W.T. in those States, through their Public Works Department is considered well organised in view of the limited scope for I.W.T. in those States and that the setting up of separate organisations is not considered necessary at this stage."

2.41 The Committee regret to note that, although the Inland Water Transport Committee (1959) had pointed out in clear terms the lack of technical organisations in the States, which hampered the development of inland water transport on sound basis, very little has been done by the Ministry in this direction. The Committee are unhappy to be told that even now "one of the major factors retarding the development of inland water transport is the absence of proper technical organisation in the States" and that "in the absence of such an organisation, no properly conceived regional projects could be framed, indicating in detail the cost of development and maintenance of waterways, traffic surveys, etc." The Committee are constrained to observe that the Ministry which was responsible for developing inland water transport and effecting necessary coordination with other modes of transport, has not bestowed the necessary consideration, which they should have, to the question of setting up of sound technical organisation in the States. The Committee feel that the matter should have been vigorously pursued by them with the State Governments concerned.

2.42. The Committee note that following the conferences of the State Ministers-in-Charge of Inland Water Transport in June 1968, some of the States have already taken action to set up suitable organisation or at least separate cells which could be made responsible for dealing exclusively with the formulation and execution of inland water transport schemes. The Committee hope that other State Governments would be persuaded to strengthen their organisations, if considered necessary, in the light of the schemes to be implemented during the Fourth Five year Plan period.

F. Coordination with States and other Agencies

2.43. The Committee on Inland Water Transport in their Report had observed:

“Coordination has to be effected between (a) the various Ministries of the Central Government; (b) the Advisory Committees of the Central Government; (c) the Central and State Governments; (d) the requirements of the private and the public sectors and (e) the different modes of transport including Railways, Roads, Inland Water Transport and Coastal Shipping. Such coordination is essential for the proper development of the transport systems of the country and for ensuring inland water transport its rightful place. We consider that the formation of a separate Advisory Committee for inland water transport alone will be able to achieve these objectives.”

It had further observed:

“The Central Organisation should undertake coordination of different schemes and deal with the inter-State problems which may arise.....”

2.44. It has been stated by the Ministry that “Pursuant to the recommendation of Transport Development Council a Central Inland Water Transport Board was set up in the Ministry in April, 1965, under the Chairmanship of Secretary (Transport) to discuss and co-ordinate matters relating to I.W.T. and to advise the Central and State Governments on such matters. The representatives of the Ministries of Railways and Defence were already included in the Board. Subsequently, a representative of the Bhakra and Beas Projects was also included. The Board had so far met only once at New Delhi in April, 1965 to review the then Plan Schemes and to consider proposals relating to the Fourth Plan on I.W.T. Later on, it was decided to dissolve the Board which was only a Secretariat Committee and to set up in its place a high level policy making body, a Central Inland Water Transport Council to be presided over by the Union Minister for Transport and Shipping and with the Ministers incharge of I.W.T. in the States as members to review implementation of I.W.T. Schemes from time to time. However, the proposed Council has not so far been constituted, but a Conference with all the Ministers-in-Charge of inland water transport was held in June 1968 at Mysore.”

2.45. The Committee note that the Central Inland Water Transport Board, which was set up in 1965 in pursuance of the recommendations of the Transport Development Council, has ceased to

function after holding one meeting. The Committee also note that it has been decided to dissolve the Board and set up in its place a high-level policy making body, viz., a Central Inland Water Transport Council. The Committee hope that the proposed Council would not duplicate the work that is already being done by the Transport Development Council. In any case, the Committee desire that the functions to be performed by the proposed Central Inland Water Transport Council and the Transport Development Council should be precisely defined*.

2.46. The Committee wanted to know whether in regard to schemes which are totally financed and implemented by the State Governments, the Centre has any machinery to find out the stage of implementation of those schemes. The representative of the Ministry has stated: "When the annual plan outlays are discussed with each State Government by the Planning Commission's Working Group, there the representatives of the State Governments and the Central Ministries concerned are invited. And it is only after the Working Group considers the entire State's programmes in relation to the Central schemes that the outlays of the States are finalised. It is only at the stage of the annual plan that there is consideration of the State's sector schemes and that too not in a very detailed manner but in a broad way in consultation with the representatives of the Ministries concerned." He has further stated that the Ministry "do not review the State's Plan schemes. It is a broad problem of co-ordination between the Centre and the States."

2.47. Asked to state specifically whether the Ministry has the machinery to see that the State's Plans come within the purview of the Ministry with regard to their implementation since the State's Plan schemes are also part of the integrated Plan of the whole country, the representative of the Ministry has stated in reply, "That raises a very large question of Centre-States relations. I won't be able to answer this." He has further stated, "In cases of a review of State sector plans such as inland water transport etc. that covers the entire sector of planning, we may ask the State Government on the progress made. If the report comes, we may make use of it."

2.48. The Committee regret to note that Government have no machinery to find out the stage of implementation of the schemes which are in the States' sector. They are unhappy to be told that it is only at the stage of the annual plan that there is consideration of the States sector schemes and that too is not a very detailed con-

* At the time of factual verification the Ministry have stated that :

"The proposed I.W.T. Council has not been set up as it was decided that the problems relating to I.W.T. should be discussed in depth at a separate conference of State Ministers in charge of this form of transport. Such a conference was held in Mysore in June, 1968."

sideration. While it is true that the responsibility for implementation of the schemes in the State sector is that of the State Governments, the Committee feel that a certain measure of responsibility also devolves on the Central Government inasmuch as they have to co-ordinate their activities with those of the State Governments and prepare an integrated plan for the whole country. They also feel that, in the absence of a suitable machinery for collecting information about the progress of schemes in the State sector, no worthwhile perspective plan can be prepared. The Committee hope that the Ministry will take necessary action in coordination with the State Governments to devise a suitable machinery for collection of information about the progress of schemes relating to inland water transport in different States,

CHAPTER III

PLAN PROVISIONS

A. First Five Year Plan

3.1. The need to have an agency for coordination of inland water transport activities of the States in the northern region in the Ganga and Brahmaputra rivers was greatly felt and the Ganga Brahmaputra Water Transport Board was set up in 1952 as a joint venture of the Central Government and the State Governments of Uttar Pradesh, Bihar, Assam and West Bengal to coordinate the activities of the participating State Governments for the development of inland water transport on the Ganga and the Brahmaputra rivers system. It has been stated by the Ministry that the Board undertook extensive surveys of the Ganga-Brahmaputra system of rivers for exploring the possibility of plying mechanically propelled shallow draft craft, on the recommendations of Mr. J. J. Surie, a U.N. Expert. The Board procured various types of craft and conducted a pilot project on an experimental basis on the river Ganga between Buxar and Rajmahal and on the Ghogra between Chapra and Burhaj to explore the technical feasibility of plying shallow draft craft designed on the recommendations of the U.N. Experts. These experiments proved that with proper maintenance of the navigable channels, shallow draft craft could run on these rivers. The technical feasibility of operating shallow draft craft proved successful but the services could not be deemed feasible on economic grounds due to various reasons and were therefore discontinued.

B. Second Five Year Plan

3.2. In the Second Five Year Plan, a provision of Rs. 3.00 crores was made for the development of inland water transport. The entire provision was in the Central Plan. After the revision of the Plan in 1958, the provision was reduced to Rs. 1.43 crores. The following table gives the break up of the revised provision of Rs. 1.43 crores and the actual expenditure during the Second Plan:—

	Provision	Actual Expenditure
		(Rs. in lakhs)
I. Contribution to the Ganga Brahmaputra Water Transport Board	14.00	14.00

	Provision	Actual Expenditure
	(Rs. in lakhs)	
2. Pandu Port	20.00	6.00
3. Survey Lunch	5.00	0.88
4. River Conservancy grant to Joint Steamer Cos.	22.00	20.14
5. Special grant to G. B. W. T. Board for crafts	1.32	1.32
6. Technical Organisation	1.50	—
7. Hydrographic surveys	2.00	—
8. Dredger	12.00	—
9. I. W. T. in Kerala	43.00	—
10. I. W. T. in Orissa	12.00	—
11. I. W. T. in Madras	5.00	—
12. I. W. T. in Andhra	5.00	—
13. Loan to I. G. N. R. Co.	—	30.00
	143.32	72.34

C. Third Five Year Plan

3.3. The total cost of the schemes included in the Third Plan was Rs. 760.18 lakhs under the Central sector, both for the Central and Centrally-sponsored schemes. The Central schemes were those schemes for which the Ministry undertook the administrative responsibility, although in some cases they were executed through the agencies of the States. The Centrally-sponsored schemes were those schemes for which the administrative responsibility rested with the States, but the Central Government agreed to give the financial assistance as part of their Plan.

3.4. The financial allocation for inland water transport was, however, restricted to Rs. 400.00 lakhs. For the States Rs. 148.00 lakhs was provided. A statement showing the outlay and the expenditure on the inland water transport schemes in the Third Plan is given below:

*Statement showing the outlay and Expenditure on the Inland water Transport Schemes in the
Third Five Year Plan*

(Rs. in lakhs)

Sl. No.	Name of the Scheme	Third Plan Original	Actual Expenditure
1	2	3	4
1.	Loan to M/s. Rivers Steam Navigation Co. Ltd.	200.00	53.02
2.	Central Organisation	15.00	0.70
3.	Training Establishment	15.00	0.57
4.	Survey Lunch	10.00	4.74
5.	Dredger	25.00	22.09
6.	Terminal facilities : (i) Pandu Port (ii) Gauhati Port	30.00 10.00	26.80 —
7.	I. W. T. Services in Govind Sagar Lake (H. P.)	15.00	—
8.	Acquisition of conservancy craft for coal movement	70.00	3.50
9.	Pilot Project for Surderbans	15.00	—
10.	D. V. C. Canal	30.00	15.20
11.	I. W. T. Services Goa, Daman & Diu	3.18	—
TOTAL CENTRAL SCHEME		438.18	126.62

II. CENTRALLY SPONSORED SCHEMES

I	2	3	4
1.	Andhra Pradesh	10.00	1.09
2.	Assam	57.00	14.00
3.	Bihar	5.00	2.45
4.	Gujarat	10.00	3.47
5.	Kerala	100.00	16.65
6.	Madras	10.00	9.15
7.	Maharashtra	20.00	15.50
8.	Orissa	50.00	63.40
9.	Uttar Pradesh	15.00	—
10.	West Bengal	15.00	—
11.	Rajasthan	30.00	—
Total Centrally Sponsored Schemes			125.71

Sub Total I & II *760.18 252.33

*The financial provision included in the Third Plan was Rs. 4 crores.

III. STATE PLAN SCHEMES

I	2	3	4
1.	Assam	5.00	6.35
2.	Bihar	30.00	—
3.	Kerala	50.00	36.29
4.	Maharashtra	30.00	—
5.	West Bengal	33.00	12.43
Total State Plan Schemes		*148.00	55.07

*Expenditure included under minor Ports. Separate figure for I. W. T. not available.

IV. SUMMARY

Central Schemes	400.00	126.62
Centrally Sponsored Schemes	—	125.71
State Plan Schemes	148.00	55.07
GRAND TOTAL	548.00	307.40

D. Annual Plans

3.5. Since the Draft Outline of the Fourth Plan was not finalised, provision for the development of inland water transport in the Central as well as State Plans has been made on an year to year basis. The programmes for the development of water transport in the Annual Plans for 1966-67, 1967-68 and 1968-69 are discussed below:—

Annual Plan 1966-67

3.6. A provision of Rs. 233.14 lakhs was included in the Annual Plan 1966-67 for the development of water transport. This included Rs. 164.52 lakhs for Central Schemes, Rs. 32.62 lakhs for Centrally Sponsored Schemes and Rs. 36.00 lakhs for State Plan Schemes.

3.7. *Centrally Sponsored Schemes*: The following table shows the provision and actual expenditure incurred on Centrally Sponsored Schemes in various States:—

(Rs. in lakhs)

	Provision	Actual Expenditure
1. Andhra	4.61	0.61
2. Assam	—	—
3. Bihar	0.91	0.19
4. Kerala	17.00	9.64
5. Maharashtra	—	0.05
6. Madras	0.85	0.85
7. Orissa	4.00	15.56
8. Gujarat	1.25	0.72
9. West Bengal	4.00	—
TOTAL .	32.62	27.62

3.8. *State Plan Schemes*.—The following table shows annual plan of the States for 1966-67:—

(Rs. in lakhs)

	Provision	Actual Expenditure
1. Assam	5.00	8.14
2. Bihar	4.00	—
3. Kerala	5.00	6.42
4. Maharashtra	22.00	NA
5. Goa	—	9.40
TOTAL .	36.00	23.96

Annual Plan 1967-68

3.9. The provision included in the annual plan 1967-68 for inland water transport was Rs. 259.45 lakhs against which, the anticipated table gives the break up for the outlay on Centrally Schemes, Centrally Sponsored Schemes and State Plan Schemes:—

(Rs. in lakhs)

S. No.	Schemes	Provision	Revised Estimate
1.	Central Plan Schemes	192.40	308.38
2.	Centrally Sponsored Schemes	33.65	27.97
3.	State Plan Schemes	33.40	35.94
	TOTAL	259.45	372.29

3.10. *Centrally Sponsored Schemes:* The following table shows the provision made for the Centrally Sponsored Schemes for various States in the Annual Plan 1967-68 and the anticipated expenditure:—

(Rs. in lakhs)

	Provision	Revised Estimates
1. Andhra Pradesh	7.49	—
2. Assam	—	13.79
3. Bihar	0.06	0.05
4. Kerala	17.50	14.06
5. Orissa	7.50	—
6. Gujarat	0.10	0.07
7. West Bengal	1.00	—
TOTAL	33.65	27.97

3.11. *State Plan Scheme.* A provision of Rs. 33.40 lakhs was agreed to by the Planning Commission for State Plan for schemes relating to inland water transport. The following table shows the provision included in the State Plans and the anticipated expenditure:

(Rs. in lakhs)

	Provision	Revised Estimate
1. Madras	—	5.00
2. Assam	7.00	7.00
3. Kerala	6.00	6.04
4. Goa	20.40	17.90
TOTAL	33.40	35.94

Annual Plan 1968-69

3.12. In the Annual Plan for 1968-69, a provision of Rs. 173.86 lakhs has been made of which Rs. 98.86 lakhs is for Central Schemes, Rs. 31 lakhs for Centrally Sponsored Schemes and Rs. 44.00 lakhs for State Plan Schemes.

3.13. *State Plan Schemes.* A provision of Rs. 44 lakhs has been agreed to for the development of inland water transport in 1968-69 in the following States:—

(Rs. in lakhs)

1. Madras	5.00
2. Assam	8.00
3. Kerala	6.00
4. Goa	25.00
TOTAL	44.00

3.14. *Summary of provisions in the annual Plans for 1966-67, 1967-68 and 1968-69.* The following table sums up the provisions and the likely expenditure in the Annual Plans for 1966-67, 1967-68 and 1968-69:—

Sl. No.	Schemes	1966-67		1967-68		1968-69
		Provi- sion	Actual expen- diture	Provi- sion	Revi- sed Esti- mates	Provision
1	2	3	4	5	6	7
1.	Central Plan Schemes	164.52	54.09	192.40	308.38	98.86
2.	Centrally Sponsored Schemes	32.62	27.62	33.65	27.97	31.00
3.	State Plan Schemes	36.00	23.96	33.40	35.94	44.00
	TOTAL	233.14	105.67	259.45	372.29	173.86

3.15. During the course of evidence, the Committee wanted to know from the representative of the Ministry of Transport and Shipping (now Shipping & Transport) whether adequate attention was paid to inland water transport during the Plan periods. The representative of the Ministry has stated:

“If you look at the financial provisions made in the Plans, the fact remains that even those provisions were not fully spent in the Second and Third Plans. This really points to the basic difficulties which this form of transport has been facing. In the earlier stages there were various technical obstacles to its development..... Though provisions were made, no effort was made to provide any kind of dynamic support to this programme.”

3.16. When the Committee drew the attention of the representative of the Ministry to the fact that even with regard to the Centrally sponsored schemes, the provisions had not been utilised, the representative of the Ministry has stated:—

“Provisions were made, but they were not fully spent owing to various fundamental difficulties, if I may say so, with regard to this form of transport.....the basic decisions had not been taken in the Second or Third Plan. They were looking at the infra-structure, and technical

improvements in the canals, and not in terms of the provision of commercially viable services and the supporting measures therefor."

3.17. When the Committee pointed out that against the provision of Rs. 1.50 lakhs provided in the Second Plan for Technical Organisation no amount was spent, the representative of the Ministry has stated "that the provision was there. Even now we are finding it difficult to get qualified people for inland water development.....We have had experts but we have not got the best results from the experts from abroad. We are not saying that we have not been able to get the people. We only say that it is difficult to get people for the inland water development scheme."

3.18. Asked to state whether the Government should not have taken the three modes of communications, viz., rail, road and inland water transport, as an integrated scheme and developed them on par rather than giving more attention to railways and roads, the representative of the Ministry has replied, "I would say that the matter did not get that much attention. Obviously the intention of the Government was reflected in the progress made."

3.19. In reply to a question whether after having the experience of the performance of the Second Plan the Third Plan should not have been framed on a more realistic basis, the representative of the Ministry has stated, "Even today, we are somewhat groping in the dark as to what kind of positive steps we should take."

Elaborating further, he has stated, "It is very difficult to lay down a realistic target with regard to the programme of inland water transport."

3.20. As regards the provisions and expenditure during the Second Plan period, the Ministry in a written note has stated:

"Progress on the schemes was not satisfactory mainly because of the absence of a technical organisation at the centre and delay in finalisation of the schemes. The contribution of Rs. 14.00 lakhs to the G.B.W.T. Board was meant for meeting the normal expenditure of the Board and also for expenditure in connection with the pilot project."

3.21. It has been stated by the Ministry that the shortfall expenditure on Pandu Port was due to the delay in handing over the land for the construction of the port which belonged to the Railways and the progress was also slow.

The provision made for the purchase of survey launch could not be utilised fully due to non-receipt in time of the launch for which procurement action had been taken. Hence provision for hydrographic survey also could not be utilised.

The provision for technical organisation was also not utilised because the appointment of technical personnel took time and their services could be obtained only in February 1965.

The provision for dredger for the Brahmaputra could not be utilised due to the delay in finalising the formalities regarding its procurement. However, the dredger was purchased during the subsequent plan period.

The provision made for the development of waterways in the States of Kerala, Orissa, Madras and Andhra Pradesh could not be fully utilised due to delay in receipt of the schemes from the State Governments. However, in November 1960, the scheme for the purchase of one dredger in Andhra Pradesh was approved at an estimated cost of Rs. 4.50 lakhs and in February 1961, another scheme for the purchase of a dredger and for taking other civil works on the Buckingham Canal for Madras at an estimated cost of Rs. 10.00 lakhs was approved. But no expenditure was incurred by the State Governments on these schemes.

3.22. In regard to the provisions made during the Third Five Year Plan the Ministry in a written note have given the following reasons for shortfalls in expenditure in regard to items included under Central Schemes and Centrally Sponsored Schemes:

Central Technical Organisation

3.23. There was some delay in the setting up of this organisation and only a limited amount could be utilised.

Training Establishment

3.24 The provision was made for setting up regional training establishments. The State Governments were addressed in the matter but only two State Governments of Kerala and West Bengal submitted proposals. These proposals were discussed in April 1966 by the Central Inland Water Transport Board who recommended that a sub-Committee might be set up to go into the matter. A sub-Committee was set up in June 1966. It had examined the proposals received in this connection from various State Governments. The sub-Committee recommended the setting up of 3 regional training centres one each with eastern, western and southern regions, keeping in view the language factor.

It also recommended the conversion of the existing training centre at Calcutta, run by the State Government into a regional centre so as to meet the requirements of the States in the region. Proposals in this respect are awaited from the Governments of West Bengal and Kerala. There was some delay in processing the schemes. However, in the meantime higher IWT Training Scheme was introduced at the Training Centre, Calcutta for drivers, serangs and masters.

Survey Launch

3.25. Provision made was for the purchase of two survey launches by the Ganga Brahmaputra Water Transport Board. Procurement action for one of these had been initiated in the Second plan. One survey launch was procured in September, 1963. It was decided that an order for the procurement of the second survey launch should be placed after watching the performance of the launch already acquired.

Dredger

3.26. The provision was intended for the purchase of a dredger by the Ganga Brahmaputra Water Transport Board. The dredger was acquired in 1965.

Pandu Port

3.27. Provision in the Plan was made for the development of a riverine port at Pandu, work on which was started in the Second Plan period. The port was substantially completed by the end of the Third Plan period.

Gauhati Port

3.28. While the estimates and plans for these projects were being scrutinised, the Government of Assam suggested in July, 1964 the diversion of the funds earmarked for the development of Shadilapur Ghat near Gauhati. Subsequently with the closure of the river route via East Pakistan, this proposal was not further processed.

L.W.T. in Govindsagar Lake

3.29. Provision for inland water transport in Govindsagar lake was dropped due to constraint of resources and economy measures following hostilities with Pakistan.

Acquisition of Craft for Coal Transport

3.30. The Scheme was drawn up in the context of the overall shortage of transport for movement of coal in the beginning of the

Third Plan. The scheme was mooted by the Department of Mines and Metals for transport of coal from Bengal/Bihar coal fields to Allahabad. Some craft were acquired and pilot studies undertaken. The scheme was, however, dropped on the advice of the Department of Mines and Metals.

Pilot Towing Project in Sunderbans

3.31. It was proposed to modernise the navigational system in the Sunderbans. The Government of West Bengal reported that as the channel in the Sunderbans was steadily receding towards the sea and silting up, its maintenance would be expensive and it was not necessary to start any pilot project in the Sunderbans.

D.V.C. Canal

3.32. The provision in the plan was made for meeting the share of the Central Government of the cost of providing navigational facilities in the D.V.C. Canal. Expenditure was incurred on navigation works like regulators, bridges, locks, earth work, cross drainage etc.

I.W.T. Services in Goa

3.33. Provision was made for passenger sheds, jetties, navigational aids etc. but no expenditure was incurred as the schemes were not finalised.

Centrally Sponsored Schemes

3.34. A sum of Rs. 322.00 lakhs was provided in the Plan under the Central Sector for the execution of certain Centrally Sponsored Schemes relating to I.W.T. in the various States. The provision was to be released to the State Governments in the shape of 100 per cent loan assistance on the basis of the progress of actual expenditure incurred by them on each of the schemes. Schemes amounting to Rs. 310.71 lakhs was approved during the plan period on the basis of schemes substituted. The State Governments could furnish details of expenditure amounting to Rs. 125.71 lakhs only and this amount was reimbursed to them as loan assistance except in the case of the Governments of Andhra Pradesh and Madras to whom assistance was afforded in the form of grants. However, the actual expenditure on these schemes during the plan period might be more than the amount of loans sanctioned. The main reasons for the shortfall in the expenditure statewise and projectwise are given below.

3.35. *Andhra Pradesh:* A provision of Rs. 10.00 lakhs was made in the plan for the purchase of 2 dredgers for use in the Buckingham

Canal. The scheme could not be sanctioned for implementation, as the State Government did not submit the requisite proposal in time for the approval of the Central Government. The State Government however, acquired a dredger as part of a spill-over schemes of the Second Plan. An expenditure of Rs. 1.09 lakhs was intimated to have been incurred by the State Government and the same was reimbursed to them on the basis of actual expenditure.

3.36. *Assam*: Schemes costing Rs. 32.00 lakhs only were sanctioned for the purchase of 12 marboats, 100 ordinary boats and for setting up 4 workshops. During the plan period the State Government could only incur an expenditure of Rs. 14.00 lakhs on these schemes. This was reimbursed to them. The balance payment of Rs. 13.78 lakhs has since been made during 1967-68.

3.37. *Bihar*: A provision of Rs. 5.00 lakhs was made in the plan for the construction and improvements of certain roads to eight ghats on the river Ganga. However, schemes costing Rs. 4.04 lakhs only were sanctioned. The State Government could incur an expenditure of Rs. 2.45 lakhs on these schemes during the plan period. This amount was reimbursed to them. The balance expenditure incurred by them is being reimbursed during the subsequent years.

3.38. *Gujarat*: A provision of Rs. 10.00 lakhs was made for the development of I.W.T. Schemes costing Rs. 8.58 lakhs were sanctioned for the landing facilities at Bhadabhat and Samalpitha, purchase of 4 barges of 100 tons each and landing facilities at Dumas. The total expenditure amounting to Rs. 3.47 lakhs was intimated to have been incurred by the State Government on those schemes. This was reimbursed to the State Government. The main reason for the shortfall in expenditure was the delay in finalising the schemes and furnishing them by the State Government for approval of the Central Government.

3.39. *Kerala*: A provision of Rs. 100.00 lakhs was made in the plan for the development of certain inland water transport schemes in Kerala. During the plan period about 34 schemes estimated to cost Rs. 145.13 lakhs were sanctioned for the development and extension of the West Coast Canal from Badagara to Mahe, improvements to T.S. Canal, reconstruction of Payyoli lock, improvement to Elathure Kallai Canal, improvements to Karamudi canal and protection to the canal banks etc. During the plan period, although the State Government had incurred appreciable expenditure on these schemes, could account for only Rs. 16.65 lakhs. This was reimbursed to them. The main cause for the shortfall in expenditure and for non-utilisation of the full provision during the Third Plan was that the schemes were not finalised and furnished by the State Government in time for approval of the Central Government. Also

there was no separate organisation for execution of these schemes. Hence there was delay in execution of the schemes, which resulted in the shortfall of expenditure. However, these schemes are nearly completed now.

3.40. Maharashtra: Schemes costing Rs. 16.76 lakhs were only sanctioned for the investigations for making Thana Creek navigable (Rs. 5.00 lakhs) and for providing terminal facilities at Karbone (Rs. 11.76 lakhs). The State Government had incurred an expenditure amounting to Rs. 15.50 lakhs.

3.41. Orissa: The State Government incurred an expenditure of Rs. 63.40 lakhs on certain schemes sanctioned for the development of inland water transport in Orissa against a provision of Rs. 50.00 lakhs made in the plan. The excess of expenditure was met out of the savings within the overall Plan provision.

3.42. Tamilnadu: The State Government had incurred an expenditure of Rs. 9.15 lakhs against the Plan provision of Rs. 10.00 lakhs on the purchase of one dredger for use in the Buckingham Canal and on certain civil works for improvement of the Canal sanctioned during the 2nd plan. As the schemes could not be executed during the 2nd plan, provision therefor was spilled over to the Third Plan.

3.43. Uttar Pradesh and Rajasthan: The Government of Uttar Pradesh did not furnish any schemes for the development of inland water transport in Uttar Pradesh. The provision of Rs. 30.00 lakhs made in the plan for the navigational facilities at the Rajasthan canal was dropped as a result of the discussion held in the Planning Commission on 31st May, 1965.

3.44. West Bengal: A provision of Rs. 15.00 lakhs was made in the plan for the development of inland water transport in West Bengal. The State Government, however, did not finalise and furnish schemes in time. The undermentioned schemes were sanctioned late during the Third Plan:

- | | |
|--|------------------|
| (i) Investigation of river Rupnarayan. | Rs. 11.70 lakhs. |
| (ii) Improvement of Hijli Tidal Canal. | Rs. 13.56 lakhs. |

The State Government undertook the execution of scheme No. (1) but no amount was reimbursed for delay in receipt of their expenditure figure.

3.45. The Committee note that a beginning was made in the First Five Year Plan period for setting up an agency for coordination of inland water transport activities of the States in the northern region in the Ganga-Brahmaputra rivers and that the Ganga-Brahmaputra Board was set up in 1952 as a joint venture of the Central and State Governments concerned. Although experiments were conducted in exploring the technical feasibility of plying shallow craft in the river Ganga and on the Ghogra designed on the recommendations of U.N. Expert and these had proved to be technically successful, the experiments were abandoned as the services could not be deemed feasible on economic grounds. The Committee fail to understand why on the basis of experiments, which had proved to be technically successful, the Ministry could not operate the services even though some losses might have been incurred in the initial stages. They feel that this could have given sufficient fillip to the development of inland water transport in the States in the northern region.

3.46. The Committee are distressed to note that the performance of the Ministry during the Second Five Year Plan has been most disappointing. The initial provision of Rs. 300 lakhs made for the development of inland water transport during the Second Five Year Plan was reduced to Rs. 143.32 lakhs. Against the reduced allocation of Rs. 143.32 lakhs, a sum of Rs. 72.34 lakhs only could be spent. They regret to note that no expenditure was incurred on hydrographic surveys, technical organisation, dredger and development of inland water transport in Kerala, Orissa, Madras and Andhra Pradesh, although a provision of Rs. 80.50 lakhs had been made under these heads.

3.47. The Committee are inclined to agree with the representative of the Ministry that though the provisions were made no effort was made to provide any dynamic support to the programme.

3.48. The Committee are unhappy that the Ministry did not bestow sufficient attention in the initial stages to the question of recruiting technically qualified personnel for the development of inland water transport. Had competent personnel been selected in the Second Plan, or in the beginning of the Third Plan, the performance of the Ministry would not have been as unsatisfactory as it actually has been.

3.49. As regards the Third Plan, the Committee observe that while the total cost of the schemes included in the Third Plan was Rs. 760.18 lakhs under the Central sector, both for the Central and Centrally-sponsored schemes, the financial allocation for inland water transport was restricted to Rs. 400 lakhs for Central and Centrally-sponsored schemes.

3.50. The Committee regret to observe that against the allocation of Rs. 400 lakhs, only a sum of Rs. 252.33 lakhs was spent. The shortfalls in expenditure were particularly noticeable in regard to such items as (i) Central Organisation; (ii) Training Establishment; (iii) Survey Launch; (iv) Acquisition of Conservancy craft for coal movement. They also regret to observe that no expenditure has been incurred on such heads as provision of terminal facilities at Gauhati Port, I.W.T. Services at Govindsagar lake, Pilot Projects for Sunderbans, I.W.T. Services at Goa, Daman and Diu.

3.51. As regards Centrally-sponsored schemes, the Committee are distressed to note that no expenditure has been incurred against the allocations provided in regard to inland water transport schemes for Uttar Pradesh, West Bengal and Rajasthan and the position in regard to Andhra Pradesh and Kerala is also highly unsatisfactory.

3.52. The Committee note that since the Draft Outline of the Fourth Five Year Plan has not been finalised, the provision for development of inland water transport in the Central and States' plans has been made on year to year basis. From the figures furnished regarding annual plan for 1966-67, the Committee note that there has been a shortfall of Rs. 127.47 lakhs in expenditure against the plan provision of Rs. 233.14 lakhs. The Committee cannot over-emphasise the importance of full utilisation of the allocations made in the budget.

3.53. The Committee feel perturbed to note that even to-day the Ministry "are somewhat grouping in the dark as to what kind of positive steps" they should take and that "it is very difficult to lay down a realistic target with regard to the programme of Inland Water Transport". Unless the Central Government themselves are very firm and specific as regards the schemes for the development of Inland Water Transport, it is difficult for the Committee to appreciate how any co-ordinated development can be expected from the States.

3.54. The Committee would therefore suggest that the Ministry should maintain an intimate rapport with the State Governments concerned in regard to the development of inland water transport schemes which have been included in the State sector. Before making actual allocations, it should be ensured that the States have got the necessary facilities and finance to execute the schemes included in the State Plans. Once the schemes are approved, it should be ensured that they are executed without hindrance and completed by the target dates laid down.

E. Fourth Plan Proposals

3.55. The Committee have been informed in a written note by the Ministry that the provision included in the draft outline of the Fourth Plan (old) for the development of inland water transport was 13.00 crores, of which Rs. 8.00 crores were in the Central Plan and Rs. 5.00 crores in the State Plans. Of the provision of Rs. 8.00 crores in the Central Plan Rs. 4.50 crores were earmarked for Central Schemes and Rs. 3.50 crores for Centrally Sponsored Schemes for which the Central Government agreed to give 100 per cent loan assistance to the States. It has been stated that during the discussions on the Draft Outline of the Fourth Plan (1966—71), it was agreed that all Centrally-Sponsored Schemes should be transferred to the State Plans. Since the commencement of the Fourth Five Year Plan was deferred to April 1969, provision of funds in the meantime is being made on an year to year basis only in respect of the spill over schemes, which are yet to be completed.

3.56. It has been further stated that the provision for the Fourth Five Year Plan (1969—74) has not yet been finalised. However, a tentative programme for the development of inland water transport has been drawn up. The main programme proposed under the Central Sector includes loans and investments to Central Inland Water Transport Corporation for the purchase of machinery and equipment for the development of Rajabagan Dockyard at Calcutta in order to augment its productive capacity, acquisition of self-propelled carriers for movement of cargo between Haldia and Calcutta, purchase of diesel tugs as a part of the programme for the rehabilitation of the fleet at Assam, construction of dry dock/slipway at Assam etc. In addition, the programmes in the Central Plan include provision for schemes like technical organisation at the Centre, setting up of regional training establishments, completion of remaining essential works at Pandu and Jogigopa Ports, river conservancy and training works in the Brahmaputra, traffic surveys and engineering studies on important waterways.

3.57. The Ministry have further stated that the latest decision of the National Development Council was that only selected and well defined items pertaining to inland water transport should be included as Centrally sponsored schemes during the Fourth Five Year Plan. The main focus in the Fourth Plan would be on specific schemes in selected regions for starting viable river services and necessary supporting measures to that end such schemes as are considered essential in the interest of export. Accordingly the State Governments were requested by the Ministry to draw up proposals. The schemes sent by State Governments and costing Rs. 11.25 crores are indicated in the statement below:

SCHEMES

	(Rs. in lakhs)	Total
ANDHRA PRADESH :		
(a) Improvements to Buckingham Canal	60.00	
(b) Construction of a wharf in Mypaud basin	0.50	
(c) Construction of a wharf at Amalapuram on Bendamurlanka Canal	1.00	
(d) Construction of a lock at M.37/7 in Bendamurlanka Canal in Godavari Central Delta	4.20	
(e) Construction of a lock at Pallamukurru at M. 43/0 of bank canal in Godavari Central Delta	2.50	
(f) Converting the Kalipatnam main Channel into a navigable canal	4.82	
(g) Providing navigation link between Elhur Canal with Collair lake <i>viz.</i> Chinanindakolam Channel and Thakalapalli Canal	12.00	
(h) Construction of a lock in Krishna Eastern Delta	7.00	
(i) Deepening of Godavari and Krishna Delta Canals	20.00	
	<hr/>	
	112.00	112.00
ASSAM :		
(a) Dry docking and Repair facilities	60.00	
(b) Terminal facilities to Steamer ghats	25.00	
(c) Purchase of modern craft for running services in the tributaries of the Brahmaputra	25.00	
	<hr/>	
	110.00	110.00
BIHAR :		
Running of I.W.T. services in the Ganga (No amount has been suggested)		

(Rs. in lakhs) Total

GUJARAT :

(a) Cargo handling facilities for river traffic at Nicora Chandod and Karnali on Narmada .	8.00	
(b) Cargo handling facilities for river traffic at Rander Urtam, Namrej and Kamalpur on Tapti	7.00	
(c) Purchase of one 150 BHP tug.	5.00	
(d) Six 100 ton steel barges	6.60	
	<u>26.60</u>	26.60

KERALA :

(a) Improvement to I.W.T. facilities to Beypore .	100.00	
(b) Improvement of West Coast Canal for Quilon to Cochin, Cochin to Trivandrum and Cochin to Pullot	100.00	
(c) Opening of Irimpana Pudussery Madamel Canal	60.00	
(d) Acquisition of new boats, replacement of old engines for running I.W.T. service	62.75	
	<u>322.75</u>	322.75

MYSORE :

Running of I.W.T. services between Mangalore and Coondapur. (No amount has been suggested)

TAMILNADU :

(a) Improvement of Buckingham Canal .	34.88	
(b) Improvement of Cooum River	29.00	
(c) Improvement of Vedaramyam Canal	1.00	
	<u>64.88</u>	64.88

	(Rs. in lakhs)	Total
MAHARASHTRA:		
(a) Development of Mandawa Port (Construction of Jetties, approach roads etc.)	31·23	
(b) Construction of breakwaters	100·00	
	<u>131·23</u>	<u>131·23</u>
ORISSA :		
(a) Development of I.W.T in river Mahanadi from Dholpur to Cuttack	163·00	
(b) Lining of Taldanda Canal and Kendarpara Canals	20·00	
(c) Construction of 3 docks on Taldanda Canal	4·50	
(d) Construction of 5 locks, Khalasis shed in Taldanda Canal	1·00	
(e) Electrification of 7 locks in Taldanda Canal	0·50	
(f) Provision of sand and silt ejector	7·00	
(g) Extension of Taldanda Canal upto lagoon of Paradip Port	30·00	
(h) Survey and Investigation of I.W.T.	40·00	
(i) Restoration of Orissa Coastal Canal	6·54	
	<u>272·54</u>	<u>272·54</u>
UTTAR PRADESH :		
Investigation and studies for the development of I.W.T. in the State	5·00	5·00
WEST BENGAL :		
No specific amount has been suggested.		
GOA :		
Improvement to Cumbarjua Canal acquisition of dredging equipment	80·00	80·00
TOTAL		<u>1,125·00</u>

3.58. The Committee have been informed that the Planning Commission have recently indicated that due to the constraint of resources, the provision for the development of inland water transport in the Central Sector including Centrally-sponsored schemes in the Fourth Five Year Plan would be considerably less than what has been demanded by the State Governments. In this context, it has been decided that only selected and well defined schemes which have a bearing on the running of commercially viable river services in selected regions and necessary supporting measures thereof such as improvements of waterways, acquisition of dredgers, provision of terminal and navigational facilities etc. which are considered essential in the interest of export, will be considered for inclusion in the Centrally-sponsored category. The Central Government have therefore requested the State Governments to re-examine their proposals and to select only such schemes fulfilling the requirements referred to above and furnish full details of the schemes with their techno-economic feasibility for examination. The revised proposals are awaited by the Ministry.

3.59. The Government of India have also set up a Committee under the Chairmanship of Shri B. Bhagwati, Member of Parliament to study the problems relating to inland water transport in the country and against a perspective of development of this form of transport in different regions, to assess the possibilities of drawing up specific schemes in selected regions in the first phase and to suggest supporting measures to this end. It has been stated that the recommendations of the Committee will also be taken into consideration in finalising the proposals for the Fourth Five Year Plan.

3.60. Explaining further the approach towards the development of inland water transport during the Fourth Plan, the Ministry have, in a written note, stated: "The proposals for the new Fourth Five Year Plan have been suggested with an emphasis on the running of commercially viable river services in those selected regions where river transport offers natural advantages for carriage of certain bulk commodities and where sufficient traffic potential exists for movement by river route and necessary supporting measures required for the implementation of such schemes. It is, therefore, essential in this context that steps are taken to ensure that the schemes/projects are related to the main objective of operating commercial river services. It is proposed therefore that the scope of loan assistance to the State Governments should be enlarged so as to cover not only schemes for carrying out technical improvements but also those for the running of commercial services.

3.61. The completion of the Farakka Barrage and the connected development of the river Bhagirathi will provide an entirely new perspective to the development of water transport on the Ganga river system in so far as these works will make it possible to open an all India river route throughout the year for inland water traffic between Calcutta|Haldia on the one side and Patna or beyond on the other side through the Bhagirathi. It will thus be possible to bring the advantages of a sea port to distant places in Uttar Pradesh, Bihar and West Bengal and this will create a vast potential for the development of inland water services. It is, therefore, necessary to take a fresh economic and technical appraisal of the potential of this all-India waterway between Calcutta and Uttar Pradesh through Bihar.

3.62. The scheme relating to the running of commercial services on the Ganga is being examined in consultation with the State Government."

3.63. During the course of evidence, the Committee wanted to know whether any perspective plan had been drawn up in regard to development of inland water transport. The representative of the Ministry has stated during evidence that this is one of the terms of reference of the Bhagavati Committee. They had to undertake "comprehensive examination of inland water transport with a view to formulating a phased programme of development for a period of 10-15 years."

3.64. The Committee note that during the Fourth Plan period emphasis will be placed on the running of commercially viable river services in those selected regions where river transport offers natural advantages for carriage of certain bulk commodities and where sufficient traffic potential exists for movement by river route. They also note that assistance to the State Governments will be enlarged so as to cover not only schemes for carrying out technical improvements but also those for running of commercial services. This approach, the Committee have noted, was also suggested by the Committee on Transport Policy and Coordination in their Report.

3.65. While endorsing the objectives of the Fourth Five Year Plan in regard to inland water transport, the Estimates Committee would suggest that adequate attention should be given to the question of coordinating water transport services with those provided by the Railways and road transport in each region.

3.66. The Committee hope that specific schemes to develop inland water transport in selected regions will be identified by the committee, which has recently been set up by the Government under the Chairmanship of Shri B. Bhagawati to study the problems relating to inland water transport. In the meantime the schemes already submitted by the States, or those which are likely to be submitted by them, should be subjected to a close scrutiny with a view to see whether they are in consonance with the new approach which has been approved by the Planning Commission.

3.67. The Committee note that there is no perspective plan for inland water transport at present. They hope that the Ministry would take necessary action to formulate a perspective plan covering a period of 10 to 15 years for the development of inland water transport in the country.

CHAPTER IV

DEVELOPMENT OF INLAND WATER TRANSPORT

A. Declaration of Important Waterways as National Waterways

4.1. The Estimates Committee in para 34 of their 61st Report (Second Lok Sabha) on the Inland Water Transport had made the following recommendations in regard to declaring certain waterways as national waterways:—

“The Committee are of the opinion that the Central Government should not shirk their responsibility in the matter. Inland water transport has been neglected for a long time past and it is high time that the matter is taken up seriously. The railways and some roadways have since been nationalised and brought under the Central Government. There is, therefore, no point in not declaring the important waterways as national waterways. The Committee, therefore, recommend that the question of declaring important waterways as national waterways should be taken up and that a beginning may be made with the Ganga and Brahmaputara Waterways. Further the proposed Inland Water Transport Committee may be asked to go into the question of expenditure involved in declaring other important waterways in the country as national waterways and to prepare a scheme for gradual increase in the mileage of waterways to be declared as national waterways.”

4.2. It has been stated by the Ministry in a written note that the Inland Water Transport Committee set up in 1957 under the Chairmanship of Shri B. K. Gokhale, to advise on a matters relating to the development of inland water transport in the country, was requested to make recommendations regarding important waterways to be declared as National Waterways as envisaged in the Constitution.

4.3. The I.W.T. Committee did not recommend any of the waterways in India to be declared as National Waterways. The Committee, however, suggested the following principles on the basis of which it might be examined whether a particular waterway should

be considered for being declared as a National Water, bearing in mind the legal and financial implications involved:—

- (i) That the Waterway should pass through and serve the interests of more than one State in India;
- (ii) that the waterway should have on it a substantial amount of traffic by mechanically propelled vessels; and
- (iii) that the Government of India should be satisfied that it will not be possible for the State Governments concerned to undertake proper regulation and development of such a waterway and that it would, therefore, be virtually taken over by the Government of India in the national interest.

In the light of the principles stated above, the I.W.T. Committee doubted if any of the waterways except the one connecting Calcutta with Assam needed further consideration. The Committee felt that the waterway connecting Calcutta with Assam was not continuous and passed through several hundred miles of Pakistan territory. The declaration of this waterway as a National Waterway was likely to introduce complications which should be avoided. The recommendation of the I.W.T. Committee was accepted by the Government.

4.4. The Ministry have further stated that the subject "Shipping and navigation on inland waterways as regards mechanically propelled vessels", and the rule of the road of such waterways is included in List III of the Seventh Schedule of the Constitution subject to the provision of List I with regard to National Waterways and the Central Government have power of concurrent legislation in this respect. The executive responsibility in the field of inland water transport, therefore, rests with the State Government. Shipping and Navigation on National Waterways declared as such by Law by Parliament are the concern of the Central Government. No waterways have so far been declared as National Waterways.

4.5. The Central Government have been giving suitable financial assistance in the past to the State Government for execution of schemes relating to the development of inland water transport. It has, however, been felt that there has not been adequate progress in the execution of the scheme either on account of meagre financial resources of the States or due to lack of technical personnel. There are certain international waterways which require special attention of the Central Government for settlement of problems relating to such waterways because of their importance and the geographical

location. To ensure proper development of important waterways particularly those which are either inter-state in character or of international importance to be National Waterways. Some of such important waterways are the river Brahmaputra, Ganga and the Buckingham Canal.

4.6. The Ministry have further stated that this matter was considered by the Road and Inland Water Transport Committee consisting of the representatives of the Ministry of Shipping and Transport, Railways, Defence, Planning Commission, Central Water and Power Commission, Industry and Supply, State Governments of Maharashtra, Uttar Pradesh, Jammu & Kashmir, Orissa, Assam, Bihar and several Members of Parliament of Lok Sabha/Rajya Sabha in their meeting held at New Delhi on the 8th and 9th July, 1965. They had observed as under:—

“The Committee considered the proposal that certain waterways particularly those which flow in more than one State or are of international importance should be declared as National Waterways. The Committee felt that the only waterways which could be declared as a National Waterway at present was the river route from Calcutta to Assam passing through the Sunderbans area. It was recommended that this river route should be declared as “National Waterway.”

4.7. This item was also discussed by the Transport Development Council under the Chairmanship of Union Minister of Transport and Shipping, consisting of the Transport Ministers of States and Transport Ministers/Chief Commissioners/Lt. Governors of Union Territories at their meeting held at Mysore on the 27th and 28th July 1965. The Council observed as under:—

“The proposal that certain waterways, particularly those which flow in more than one State or are of international importance, should be declared as “National Waterways” was considered by the Council. It was felt that the only waterway which could be declared as a “National Waterway”, for the time being, was the river route from Calcutta to Assam passing through the Sunderbans area. It was accordingly recommended that this river route should be declared as a National Waterway. With the completion of the Farakka Barrage, the question of declaring the Ganga and the Bhagirathi from Allahabad to Calcutta as National Waterway might be considered.”

4.8. **Due** to hostilities with Pakistan, the river route between Calcutta and Assam has been closed and hence the above waterways have not been declared as National Waterways. However, as decided in the meeting of the Transport Development Council the question of declaring the Ganga and the Hooghly as National Waterways might be considered after the completion of Farakka Barrage.

4.9. It has been stated by the Ministry that, according to a traffic survey conducted by the Joint Technical Group for Transport Planning set up by the Planning Commission, "there is scope for inland navigation by mechanised I.W.T. vessels in West Bengal, where inland navigation will remain confined along the Hooghly. With the construction of a new major port at Haldia and the completion of the Farakka Barrage and ancillary works, inland water transport in the Hooghly and the Ganga rivers is expected to increase substantially."

4.10. It has been further stated that "the completion of the Farakka Barrage and the connected development of the river Bhagirathi will provide an entirely new perspective to the development of water transport on the Ganga river system in so far as these works will make it possible to open an all India river route throughout the year for inland water traffic between Calcutta/Haldia on the one side and Patna or beyond on the other side through the Bhagirathi. It will thus be possible to bring the advantages of a sea port to distant places in Uttar Pradesh, Bihar and West Bengal and this will create a vast potential for the development of inland water services."

4.11. **The Committee regret to note that in spite of the positive recommendation made by them in their 61st Report (1956-57) that the question of declaring important waterways as national waterways should be taken up and that a beginning may be made with the Ganga-Brahmaputra waterways, no concrete action has been taken by the Ministry in this matter all these years. While they appreciate that on account of closure of the river route between Calcutta and Assam, it has not been possible for the Ministry so far to consider the Brahmaputra waterways as national waterways, they fail to see the reasons for not declaring the Ganga and the Hooghly waterways as national waterways. In view of the fact that the construction of the new major port at Haldia and the completion of the Farakka Barrage and ancillary works are expected to substantially augment the inland water transport services in the Hooghly and the Ganga rivers, the Committee would suggest that early steps should be taken**

to declare the Ganga waterways covering U.P., Bihar and West Bengal as the national waterway. The question of declaring other important waterways, viz. the Brahmaputra, which is of strategic importance, and the Buckingham Canal which is an inter-State waterway, may also be considered by the Ministry.

B. Craft

4.12. The Committee on Inland Water Transport in their Report (1959) observed:

“Most of the craft at present operating are old and we were told that a good percentage of the fleet requires replacement in the next 10 years. The maintenance and repair costs have gone up considerably which in their turn have reflected on the transport cost. In the interest of economic operation of inland water transport, both for the operators as well as for the community, it is essential to find the means for the replacement of the craft, as far as possible within the foreign exchange resources of the country. It is also desirable to evolve standard designs of propelling machinery and auxiliaries from the point of view of efficiency and economy.”

4.13. The I.W.T. Committee also pointed out the fact that “although there are a number of Ship-building and repair workshops in Calcutta and other ports, manufacture of propelling machinery has not been taken in hand.” In view of the suitability of diesel engines for maximum efficiency and economy, the Committee recommended that every encouragement and financial assistance should be given to those firms who are already manufacturing stationary diesel engines, for expansion of their activities to cover marine diesel engines ranging from about 40 to 250 B.H.P. Another pressing requirement, which the I.W.T. Committee pointed out, was the construction of dredgers for the improvement and maintenance of waterways.

Dredgers:

4.14. The Estimates Committee in para 140(iv) of their 61st Report (1956-57), referring to the necessity of dredgers and other machinery for deepening the canals and rivers and for suitable craft and equipment required for services thereon, had urged that requirements thereof should be estimated sufficiently in advance to enable adequate funds being obtained during Third Five Year Plan.

4.15. The Estimates Committee (1968-69) wanted to know how far this recommendation was actually implemented and whether action

on similar lines had been taken in connection with the Fourth Plan. In a written note furnished to the Committee, it has been stated:

“The recommendation made by the Estimates Committee was brought to the notice of the State Governments concerned for implementation.

2. During the Second Five Year Plan, one 12” Cutter Suction Dredger was acquired by the G.B.W.T. Board as a part of equipment sanctioned for the upper Ganga Pilot Project. The dredger was utilised for dredging works in the river Ganga and the Bhagirathi/Hooghly for deepening the shallow stretches of the navigable channel. In 1960, two dredgers were sanctioned for maintaining the navigability in the Buckingham Canal as a part of the programme for the development of the Canal. These dredgers were acquired by the State Governments of Andhra Pradesh and Madras (one each) during the Third Five Year Plan period and are being used for dredging work in the canal. One more dredger (14” Cutter Suction) was also acquired by the erstwhile G.B.W.T. Board during the Third Five Year Plan for the river Brahmaputra. The dredger could not, however, be taken to the Brahmaputra, as the river route between Calcutta and Assam was closed as a result of the Indo-Pak hostilities and had to be diverted to the river Ganga. The Government of Goa also acquired their own dredger and hopper barges for carrying out dredging works in their waterways. In 1967-68, the Government of Andhra Pradesh have acquired one more dredger for the Buckingham Canal and the Government of Maharashtra have placed an order for the acquisition of a bigger dredger costing about Rs. 1.00 crore. This dredger is still under construction.

During the Fourth Five Year Plan, provision has been suggested for the purchase of dredgers and other equipment by the Governments of Goa, Maharashtra and Kerala, etc. Programmes for extensive dredging work has also been drawn up by the Government of West Bengal of the important waterways in the State. These are under consideration.”

4.16. Asked to state whether any steps have been taken to encourage the manufacture of dredgers in collaboration with foreign firms specialised in the field, the Ministry have stated in a written note:

“Three firms are known to have technical collaboration arrangements with reputed foreign dredger builders.

They are:

1. Garden Reach Workshops, Calcutta with M/s. L.M.G. of West Germany.
2. Mazagon Docks Ltd., Bombay with M/s. I.H.C. Holland.
3. Hooghly Docking & Engineering, Calcutta with M/s. Ellicott Machine Corporation, U.S.A."

4.17. **The Committee cannot overemphasise the importance of dredging to keep the water channels navigable by preventing their silting up. They note that State Governments of Goa, Maharashtra, Kerala, etc. have made provisions for purchase of dredgers during Fourth Five Year Plan. They also note that West Bengal Government have also drawn up programmes for extensive dredging work. The Committee hope that the Ministry will maintain a close liaison with State Governments concerned and review the progress made in the purchase/construction of dredgers**

Construction of powered craft:

4.18. During the course of evidence the Committee wanted to know whether the Indian Ship-building Yards were engaged in the manufacture of powered craft for inland navigation. The representative of the Ministry has stated during evidence that the two public sector shipyards—the Hindustan Shipyard and Mazagaon Docks—build bigger vessels for ocean-going purposes and their production capacity is fully booked. The representative of the Central Inland Water Transport Corporation has stated: "The Central Inland Water Corporation has got its own dockyard. It is smaller than the Garden Reach Workshop. It has got 35 acres of land and all the river crafts that are required can comfortably be made in this country. There is no need at all to go outside India for any river craft." He has added, "So far as Hindustan Shipyard is concerned, they do not make river crafts at all. They make only vessels of 12,500 tons each. Mazagaon Docks is confining itself to bigger crafts. Garden Reach and the other workshops are making river-crafts. There are six other companies on the east coast and two on the west coast; altogether eight private companies are there, and the DGSD is the normal channel through which all the Government orders pass and they do it directly."

4.19. Asked to state whether the capacity of the two public sector dockyards, viz. Garden Reach and I.W.T. Corporation dockyards, is fully utilised, the representative of the Corporation has stated: "So far as Garden Reach is concerned, it has got adequate work for the next two years. So far as the other dockyard is concerned, it came into Government control recently and we have substantial surplus capacity; we are in a position to take up more work."

4.20. In reply to the question as to the construction costs of production by public sector and private sector dockyards, the representative of the Corporation has stated:

“The public sector cost is lower than the private sector cost. The reason is this. There is no question of the Government placing all the orders with the public sector yard. There is always a tender called for. Most purchases are the ports, and the ports follow the tender procedure. Both the private and the public sectors compete in these tenders.”

4.21. The Committee enquired whether the Ministry or the Corporation had bestowed any thought to the question that “A time may come when there may be some capacity where the Public Sector Projects can undertake the manufacture of river crafts” and therefore the public sector projects should switch on to the production of river crafts. To this the representative of Central Inland Water Transport Corporation has replied:

“We have a substantial surplus capacity and we are in a position to take such river-craft construction work as is available or which may be offered in the future. That is the position.”

4.22. Asked to state whether there was any need to establish public sector units for the construction of river craft in other regions, the representative of the Central Inland Water Transport Corporation has stated: “As long as the present capacity is not exhausted, it will not be commercially worthwhile to set up more units. If there is increase in demand, we shall have to consider.”

4.23. In reply to a question about the price of an indigenous craft vis-a-vis imported craft, the representative of the Ministry has stated, “Roughly the price of imported craft of comparable size and quality is 20 per cent less.”

4.24. Asked to state whether the Ministry would prefer indigenous or imported craft, the representative of the Ministry has stated, “The position is that since most of these river crafts are small in size by and large even if the price differential is in favour of the imported thing, we go in for the indigenous craft.”

4.25. The Committee note that the two public sector Shipyards—the Hindustan Shipyard and Mazagon Docks—do not undertake the manufacture of river crafts and they build bigger vessels for ocean-going purposes. They also note that the Garden Reach Workshop

and the Dockyard of the Central Inland Water Transport Corporation undertake the manufacture of river crafts. While the capacity of former is fully utilised, the latter is said to have surplus capacity. The Committee would urge that the Ministry should take appropriate steps to see that the surplus capacity of the I.W.T. Dockyard is fully utilised.

4.26. The Committee note that while the price of a new imported craft is 20 per cent less than that of the indigenous craft of comparable size and quality, it is the policy of the Government "to go in for indigenous craft." The Committee hope that this policy will be continued as this would encourage the construction of indigenous river crafts.

Standardisation of Craft:

4.27. The Committee wanted to know the steps taken for standardisation and development of designs for the craft. In a written note furnished to the Committee, the Ministry of Transport and Shipping have stated:

"The question of standardisation of port craft and equipment has been under study for over 4 years. A report submitted by a Committee of Mechanical Engineers of ports in 1967 recommended that harbour/dock tugs, hopper barges and launches be standardised. Recently a further study undertaken by a Study Group constituted in consultation with the Port Chairmen revealed that certain categories of Dredgers could also be standardised. The Group has recommended the constitution of four Joint Technical Groups to formulate standard specifications in respect of items considered suitable for standardisation.

The question of setting up of a new Joint Technical Group comprising representatives of I.W.T. interests and shipyards to undertake a study on the categories of craft which are in large demand and could be standardised with advantage and to draw up standard specifications acceptable to users and utilising to the utmost indigenously available materials, machinery and accessories, is under consideration of the Ministry."

4.28. During the course of evidence, the representative of the Ministry has informed the Committee as under:

"So far as the port side is concerned, we would have the final report on standardisation at the end of February. Then we will be placing orders. That exercise would be completed in one or two months. The other side is river craft. On

that, since there has not been much demand and we have all this difficulty about river services, it was not so urgent. Any way, we wanted to do the bigger craft first. With regard to river craft we have set up a group, the composition of which has been finalised. It will take into account the work done by the port group so that there will be uniformity of approach to this problem. But the demand is not there."

4.29. The Committee are unhappy to note that although the Inland Water Transport Committee in their Report presented about a decade ago had stressed the desirability of evolving standard designs of propelling machinery and auxiliaries from the point of view of efficiency and economy very little has been done by the Ministry in this direction. All that has been done is the study of the question of standardisation of port craft and equipment, and even this study is going on for about four years. The Committee note that only recently the Ministry has decided to set up a joint technical group comprising representatives of I.W.T. interests and Shipyards to undertake a study on the categories of crafts which are in large demand and could be standardised with advantage and to draw up standard specifications. The Committee would like to stress that standard specifications for various types of river crafts be made available for use of boat builders and other users without avoidable delay.

Country Crafts

4.30. The Inland Water Transport Committee (1959) has emphasised the important role which the country craft played in the transport system of the country and had noted a decline in the activities of country boats all over the country. The Estimates Committee wanted to know the steps taken by Government to organize country craft on cooperative basis and provide it with facilities such as tugs, adequate cargo and ancillary occupation. In a written note furnished to the Committee, the Ministry of Shipping and Transport have stated as under:

"In pursuance of the recommendation made by the Inland Water Transport Committee (Gokhale Committee), the State Governments were advised to organize proper technical agencies to look after the country boats to ensure that they were kept in river worthy conditions at all times. It was also suggested that country boat traffic might be organized into regular services on co-operative basis and that the question of entrusting the proposed technical organizations with the task of making a special study of

I.W.T. by country boats with a view to developing it, might be considered. Subsequently the State Governments were again requested to consider the desirability of giving financial assistance for setting up co-operative societies.

It is understood that necessary steps in this regard have been taken or are being taken by some of the State Governments. The Government of Mysore have provided port shore facilities and towing tugs for the movement of country craft operating in the West Coast of the State. These craft are said to be operated by the Craft Owners' Association. In Andhra Pradesh, there are boat cooperative societies functioning in the State and these societies are being encouraged by the extension of certain facilities such as exemption of earnest money etc. while tendering for transport of cargo. The Government of Assam have also initiated efforts to form such cooperatives. The State Government have been collecting statistics in this regard. Efforts are also being made to form cooperatives of boatmen and boat builders in Bihar but due to paucity of funds in the State's Plan, these have not materialised so far. Information from other State Governments is awaited."

4.31. In reply to the question whether the State Governments have adopted any scheme for amelioration of the country craft operators, the representative of the Ministry has stated in evidence: "This is completely a State subject matter and is related to the question of cooperation. In Andhra Pradesh, the port cooperatives get concessions like exemption from payment of earnest money; in Kerala, there is a Boatmen's Water Transport Cooperative Society, but the State Government have not been able to provide any financial assistance to the society. In Mysore, there is a Vessel Owners' Organization to look after the welfare of the craft and provide tugs guards and so on."

4.32. When the Committee asked whether the matter of amelioration of the condition of country craft operators, although not falling entirely within the purview of the Central Government, should not be pursued with the State Governments, the representative of the Ministry answered:

"If the Centre pursues the matter, they will ask for financial assistance."

4.33. The Committee need hardly stress the important role which country crafts can play in the transport system in the country. They feel that enough attention has not so far been given to the

question of organizing country boat services on a cooperative basis. The Committee feel that it is not enough for the Central Government to advise the State Governments to organize proper technical agencies to look after country-boats in order to ensure that they are kept in river-worthy conditions. What is necessary is to set up a proper machinery in consultation with the State Governments concerned to collect comprehensive statistics about the country boats in operation in various parts of the country and to identify the areas which call for increased financial and technical assistance. The matter should also be discussed periodically at the meetings of the Transport Development Council where representatives of the State Governments are also present.

4.34. The Committee regret that the Central Government do not have readily the information regarding the number of cooperatives of boat builders in different States as also the measures taken by the various State Governments for the amelioration of the conditions of country-craft operators. They are unable to appreciate the view of the representative of the Ministry that this question relates completely to a State subject matter. Even though these matters do not entirely fall within the purview of the Central Government, the Committee see no reason why the Central Government could not take up these matters, which are of vital importance for the development of inland water transport with the concerned State Governments.

Ancillar Facilities:

4.35. The Estimates Committee in para 140(v) of their 61st Report (1956-57) had recommended that "The requirements of various facilities such as beacons, radio-telephone communications, jetties equipment for the berthing of vessels and mechanical handling of cargo, floating or shore outposts with residential and office accommodation etc. should be estimated well in advance so as to be included in the Third Five Year Plan." This recommendation was noted by the Ministry.

4.36. The Estimates Committee (1968-69) wanted to know the action taken for the actual implementation of the above recommendation and the steps taken to provide similar facilities during the Fourth Five Year Plan. In a written note, the Ministry of Shipping and Transport has stated as under:

"As a part of the programme of the Second Five Year Plan, the erstwhile G.B.W.T. Board had considered a proposal

for providing facilities of radio telephone communications to the vessels plying in the river Brahmaputra—between Calcutta and Assam and at important river stations on that route *viz.* Gauhati, Dhubri and Calcutta, where before Indo-Pak hostilities, regular river services were run by various I.W.T. operators. But the scheme had to be dropped as the Government of Pakistan did not agree to give permission to I.W.T. vessels having such facilities, to pass through their waters. The Board had also considered the proposal for installing R/T sets on the vessels plying in river Ganga, but this proposal too did not find favour as there were then no systematic river services operating in the Ganga and only experimental pilot services were run and discontinued.

The G.B.W.T. Board also acquired 12 fixed beacons and 7 mobile beacons for installation at the important points on the Calcutta-Assam river route *i.e.* in the Sunderbans and the Brahmaputra in Assam. These beacons could not, however, be installed on this route due to its closure as a result of Indo-Pak hostilities. The question of their utilisation elsewhere is being considered.

The Government of Maharashtra also purchased some lighting equipment in the Third Five Year Plan for facilitating navigation in the Vasisthi Creek.

Equipment for berthing of vessels, landing facilities and mechanical handling of cargo at important points on some of the important waterways in the country were also provided during the past. In the Second Five Year Plan, the construction of an inland port at Pandu with mechanical facilities for cargo handling, shore out-posts for residential and office accommodation on the Brahmaputra was taken up. Most of the works at this river port have been completed excepting some ancillary works. Due to closure of Assam—Calcutta route and lack of traffic, the scheme for providing mechanical handling facilities and accommodation for office and residence has been dropped. In 1966 the construction of another river port at Jogigopa was also taken up. But due to lack of adequate traffic, construction of this port has been slowed down. In Kerala, the construction of jetties was sanctioned during the Third Plan period and the work was completed. In Gujarat, landing facilities/cargo handling facilities were provided on the river Narmada and Tapti.

In Maharashtra, terminal facilities were also provided at Karbone during the Third Five Year Plan. Similar facilities like the construction of wharves were provided in Madras on the Buckingham Canal.

In the Fourth Five Year Plan, provision has been suggested for terminal facilities, cargo handling facilities, improvement of approach roads etc. in Assam, Bihar, Gujarat, Maharashtra, Kerala, Goa etc. These are under consideration."

4.37. The Committee note that the erstwhile Ganga-Brahmaputra Water Transport Board had acquired 12 fixed beacons and 7 mobile beacons for installation at the important points on the Calcutta-Assam river route, i.e. in the Sunderbans and the Brahmaputra in Assam, but these could not be installed on this route due to its closure as a result of Indo-Pakistan hostilities and the question of their utilisation elsewhere is being considered. The Committee regret that no decision has been taken during the last 3½ years on the question of utilisation of fixed beacons and mobile beacons, which were acquired by the erstwhile G.B.W.T. Board. The Committee would urge that such delays should be avoided.

4.38. The Committee note that provision has been made in the Fourth Plan for terminal facilities, cargo handling facilities, improvement of approach roads etc. in Assam, Bihar, Gujarat, Maharashtra, Kerala, Goa, Etc. The Committee suggest that the necessity of drawing up a phased programme for the provision of various ancillary facilities during the Plan period itself may be impressed upon the State Governments.

Prevention of accidents to country crafts

4.39 The Transport Development Council at its third meeting held in October, 1961, considered the question of prevention of accidents to country boats. It endorsed the recommendations of the Department of Transport which *inter alia*, suggested the following measures to prevent accidents:

- (1) Steps to ensure the complete river-worthiness for vessels.
- (2) A free board clearly marked on the side of the vessel.
- (3) Employment of qualified crew.
- (4) Equipment of the bigger boats and of ferry boats with life saving appliances such as life-buoys, life-belts etc.

- (5) Effective enforcement of safety measures, the provision of adequate number of boats and control of crews by the State Governments during fairs and festivals.
- (6) Educating the public through documentary films, radio talks etc. in the orderly use of the ferry services.
- (7) Setting up of nautical museums at all important places so as to make the public take an intelligent interest in safety equipment etc.

4.40 Asked to state the steps taken to implement the measures endorsed by Transport Development Council for preventing accidents to country crafts, the Ministry of Shipping and Transport have stated in a written note as under :

“The question of devising ways and means for preventing accidents to country boats, has been engaging the attention of the Central Government for sometime past. The circumstances leading to some country boats disasters have been enquired into by the State Governments. The enquiry Reports revealed that these disasters were *inter-alia* attributable to the following reasons:--

- (i) the indisciplined behaviour of the passengers and the consequent overloading of the boats;
- (ii) the ignorance of the officers with regard to the existing rules and their consequent failure to implement them and lack of inter-departmental cooperation;
- (iii) absence of any arrangements to register country boats and to subject them to periodical inspection, so as to check their riverworthiness.

It will be observed that the absence of any provision for registering country-boats and subjecting them to periodical inspections is one of the several factors responsible for the occurrence of country-boat disasters. The matter was considered by the Transport Development Council which recommended that all country boats carrying passengers should be licenced and inspected once a year and that the machinery for enforcement of rules and regulation should be strengthened. It was also suggested that the Central Government should frame model rules in this connection and forward them for consideration to the State Governments.

Accordingly a draft model rules entitled “Countryboats (Inspection and Issue of Certificates of Fitness) rules” was prepared in this connection in consultation with the Ministry of Law and the Directorate General of Shipping, and were forwarded in April 1967 to the

State Governments for consideration and issue by the State Governments. As navigation by countryboats is a State subject, it was suggested that the draft model rules might be issued under the relevant enactment in force in each State. It was also suggested that the enactment would have to make certain suitable enabling provisions for appointment of Inspecting officer for appeals, and for penalties and if it was decided to charge fees, for grant of certificates for such fees. Some of the State Governments, have intimated that the matter is under consideration by them."

4.41. The Committee note that a copy of draft model rules entitled "Countryboats (Inspection and Issue of Certificates of Fitness) Rules" was prepared by the Ministry of Shipping and Transport in consultation with the Ministry of Law and Directorate General of Shipping and it was forwarded in April 1967 to the State Governments for consideration and issue under relevant enactments in force in each State. The Committee would like the Ministry to actively pursue this matter with the State Governments concerned so that uniform rules for licensing and inspection of country-boats carrying passengers could be introduced in each State without delay.

C. Hydrographic Surveys

4.42 A note on the hydrographic surveys conducted by the Inland Water Transport Directorate and the State Governments during the Second and the Third Five Year Plans, as furnished by the Ministry of Shipping and Transport, is given below:

"The erstwhile Ganga Brahmaputra Water Transport Board (now merged with I.W.T. Directorate) carried out hydrographic surveys on the rivers Ganga, Ghagra and the Brahmaputra during Second and Third Five Year Plans. These hydrographic surveys were undertaken to locate the shoals and to chalk out various training and corrective measures to be taken to maintain the minimum depth of the channel by erection of bandal and/or dredging. These surveys were also valuable in marking under water hidden obstructions properly in order to avoid any risk of collusion in the navigable channel. Also these are useful in marking the navigational channel from Buxar to Rajmahal and from Chapra to Berhaj for plying of steamers. The regional office of the Directorate at Patna, in addition to carrying out hydrographic surveys of the rivers also undertakes the marking of navigable channels and pilotage of vessels on the Ganga. In Assam the Administrator, Pandu and Jogigopa Ports, is carrying out hydrographic surveys only.

Maharashtra:

It has been reported by the State Government that their hydrographic survey section have undertaken hydrographic surveys of various creeks and rivers during the Second and Third Five Year Plans. At present, on account of non-availability of qualified personnel for running the survey parties, only one of the two survey parties could really function. In view of this, the project surveys on some of the Waterways/wharf etc. could not be taken up and had to be deferred. The State Governments are reported to be making efforts to re-organise the whole Hydrographic Survey Section so as to get more output and also to attract qualified and suitable personnel.

Tamil Nadu:

No hydrographic surveys were undertaken in any of the navigation canals during the Second and Third Five Year Plans in Tamil Nadu.

Uttar Pradesh:

No hydrographic survey was undertaken by the State Government of Uttar Pradesh during the Second and Third Plan periods. (No provision existed in the Second and Third Plans for this survey).

Andhra Pradesh:

A preliminary hydrographic survey of Godavari and Krishna was undertaken by the Central Water and Power Commission. No other survey was undertaken by the State Government during the Second or Third Plan period as no provision was made for hydrographic surveys in the State Plans.

Bihar:

Regular detailed hydrographic surveys of the rivers Ganga and Ghagra were undertaken by the erstwhile Ganga Brahmaputra Water Transport Board during the Second and Third Plans. No hydrographic surveys were undertaken by the State Government during the Second Plan period. The hydrographic surveys of the rivers 'Kosi and Gandak' were conducted by the State Government during the Third Plan period. No details of provision and expenditure on the surveys have been furnished by the State Government so far.

West Bengal:

No hydrographic surveys were carried out by the State Government of West Bengal during the Second and Third Five Year Plans.

Central Water and Power Commission:

The Central Water and Power Commission carried out a number of hydrographic surveys during 1948—1961. One motor launch was used for carrying out surveys on the Ganga and the Ghagra. This launch was later transferred to the Government of Assam for discharge observations of the Brahmaputra. Two other motor launches were employed for carrying out surveys of the Orissa region for Paradeep Port investigations. These were subsequently transferred to the Orissa Government in 1957 after the closure of Central Water and Power Commission Office at Orissa.

Later on, as per the suggestions of the Inland Water Transport Committee, preliminary investigations and surveys were carried out by the Central Water and Power Commission on behalf of the Ministry of Shipping and Transport on the following rivers and waterways during 1960—62:—

1. River Ganga from Allahabad to Kanpur (155 miles).
2. River Jamuna from Allahabad to Etawah (340 miles).
3. River Narmada from Surat to Bhusawal (232 miles).
4. River Narmada from Broach to Hoshangabad (370 miles).
5. River Mahanadi from Cuttack to Dholpur (107 miles).
6. River Godavari from Dowalishwaram Anicut to Pranhita and Sabari and Sileru, tributaries of the Godavari river (320 miles).
7. River Krishna from Krishna Barrage to Mudimanikamm (100 miles).
8. Orissa Coastal Canal from Geonkhali to Charbatia and Matai river from Dhansa river to Charbatia (155 miles).

The above surveys were carried out by hired country boats and no water launches were used.

The reports on these preliminary surveys were forwarded to the respective State Governments for their comments. The State Government of Uttar Pradesh have suggested that (a) systematic and detailed surveys have to be carried out every year on the river Ganga and records maintained; (b) a pilot project undertaken for towing barges or country boats to find out the difficulties likely to be encountered; and (c) details of bandalling and conservancy works to be undertaken after detailed surveys. On the Jamuna, the State Government had stated that traffic did not justify taking up any

expensive river conservancy work but some local bandalling work in some stretches might be required for maintaining channel for plying of the boats. The State Government have been requested to consider the necessity of carrying out a traffic survey to establish traffic potential of the region.

Detailed hydrographic surveys have revealed that it will not be possible to develop navigation on the Narmada and on the Tapi in the present stage because of the existence of rocky outcrops and steep slopes of the river studded with a large number of rapids. The State Government have intimated that in order to overcome these difficulties, costly structures like locks, weirs emerging rock outcrops or lateral canals for by-passing the rapids are required. The State Government are carrying out the survey of the traffic potential for possible navigation to find out the feasibilities and economics of the proposal for negotiating falls, rapids etc.

The State Government of Orissa intimated that taking in view the economical aspects the necessity for making Mahanadi navigable by ordinary goods traffic at present did not arise. They are of the view that after the industrial development of the area, an assessment of increased traffic might be made and the work considered if found economical. The State Government have been requested to undertake a study of the traffic potential of the river Mahanadi.

The Government of Andhra Pradesh are considering the question of carrying out investigations in respect of the river Godavari with a view to check up how far the projected river valley schemes would affect navigation on this river. They are also considering the question of conducting a traffic survey of the region.

The State Government of Orissa have not yet forwarded their comments on the report of the preliminary survey carried out for making the Orissa Coastal Canal navigable.

Mysore:

The State Government of Mysore have intimated that there was no scheme for the hydrographic surveys of rivers for inland water transport under the II and III Five Year Plans in the State. However, the State Government have carried out hydrographic surveys of ports during 1949—65.”

4.43. The Committee note that the Regional Offices of the Inland Water Transport Directorate have been carrying out hydrographic surveys on the Ganga, the Ghagra and the Brahmaputra during the Second and Third Five Year Plan periods. The Committee would

like to stress that such surveys should continue to be made in future years also in view of intensive development of inland water services which is envisaged after the completion of Farakka Barrage.

The Committee note that hydrographic surveys were not carried out during the Second and Third Five Year Plan period in States like Andhra Pradesh, West Bengal, Mysore, etc. although a number of surveys were conducted by the Central Water and Power Commission during 1948 and 1962, on such rivers as the Ganga, Jamuna, Narmada, Mahanadi, Godavari, Krishna and the Orissa Coastal Canal. The Committee further note that, on the basis of the surveys conducted by the Central Water and Power Commission, some of the State Governments are contemplating survey of the traffic potential for possible navigation. The Committee hope, the Ministry will maintain a close liaison with the State Governments concerned in regard to the progress made in this direction. The Committee also suggest that the Ministry may consider the feasibility of providing technical assistance to the States, if asked for, for the purpose of conducting hydrographic surveys.

D. Conservancy

4.44 The Transport Development Council at its fourth meeting held on 29th and 30th April, 1963, considered the memorandum on conservancy wherein it was stated:

“Inland waterways are the responsibility of the State Governments. In some of these waterways, particularly in the cases of the Ganga and the Brahmaputra, conservancy, including dredging, is an important problem. On these big rivers conservancy takes the form of bandalling during low water season and is done by methods adopted traditionally in this country for many hundred years. As far as dredging is concerned, most of the States have inadequate resources by way of dredging equipment. A view has been expressed that appreciable progress in this direction can be made only if conservancy in all the navigable waterways is to be the State responsibility. It has been pointed out that assumption of such responsibility will be in conformity with the policy followed in most other countries and the recommendations of the Gokhale Committee (1959) and the Road and Inland Water Transport Advisory Committee (1962).”

4.45. The Transport Development Council after considering the memorandum expressed the view that conservancy in all the navigable waterways should be the responsibility of the State.

4.46. Asked to state the steps taken by the State Governments to implement the recommendation of the Transport Development Council, the Ministry of Shipping and Transport have, in a written note, stated as under :—

“Conservancy works in the Braahmaputra were earlier carried out by the erstwhile River Steam Navigation Company, who were the main I.W.T. operators in that region. Later on, this Company expressed its inability to continue the conservancy works at its cost on the ground that the Company was running in loss and was not in a position to meet the conservancy costs. The Government of India then agreed to reimburse upto a ceiling of Rs. 5.00 lakhs per annum the cost of conservancy works on the Braahmaputra and Rs. 2.50 lakhs for conservancy works on the Sunderbans and Noonkhowa. Due to the closure of the river route between Calcutta and Assam, conservancy works in the Sunderbans and Noonkhowa have been discontinued, which the conservancy on the Braahmaputra is looked after by the Central Inland Water Transport Corporation (a Government of India Undertaking) who have taken over the assets and liabilities of the later R.S.N. Company on similar lines.

Conservancy on the river Ganga was being carried out by the erstwhile Ganga Braahmaputra Water Transport Board since 1958, i.e. after the closure of the services of the Joint Steamer Companies were maintaining the river route. The State Government of Bihar also used to share the expenditure on Ganga conservancy to the extent of Rs. 40,000/- per annum, and the Railways also used to reimburse about Rs. 35,000/- for the maintenance of the river route for movement of their ferry vessels and the balance used to be met from the funds of the Board. At present the conservancy work on the Ganga is being carried out by the Government of Bihar on the basis of hydrographic surveys carried out by the regional office of the I.W.T. Directorate at Patna. The expenditure is being allocated between the Government of Bihar and the Railways, as at present, there is no movement of vessels of the Board or Directorate.

The Governments of Andhra Pradesh and Madras have acquired dredgers etc. for dredging the Buckingham Canal for improving the depths of their waterways. The Governments of Kerala and Goa have also dredgers for deepening their waterways. The Government of Maharashtra are taking action for acquiring dredgers to improve the creeks and waterways in their State."

4.47. During the course of evidence, the Committee wanted to know the nature of Central responsibility in regard to conservancy work and also whether the Central Government, because of their organisation facilities, could not undertake this work. The representative of the Ministry has stated in evidence :

"So far as conservancy is concerned, it is purely by mutual agreement..... If any schemes are now made part of the Centrally-sponsored sector, then, to that extent, the State Government would get assistance from the Central Government."

4.48. To the specific question whether there has been any re-thinking in the approach of the State Governments in regard to conservancy work and whether the matter has been further discussed the representative of the Ministry has stated. "We had a meeting of the I.W.T. Ministers. This question was not raised."

4.49. The Study Group of the Estimates Committee which visited Eastern Zone in January, 1969, had a discussion with the officials of the State Government of Assam in regard to inland water transport. The Study Group were informed that the condition of Brahmaputra river was gradually deteriorating, as the maintenance and conservancy which was being done by the River Steam Navigation Co. in the past was being neglected now. If this work was not attended to properly, later on it would become very difficult and heavy expenditure would have to be incurred thereon. The Study Group was also informed by the State Government representatives that because of the slender resources they would not be able to do conservancy work at the State level.

4.50. The Committee wanted to know whether the Assam Government had requested the Central Government for assistance in this regard. In a written note furnished to the Committee, the Ministry of Shipping and Transport have stated that "After the dissolution of the R.S.N. Co., the Central Inland Water Transport Corporation who have taken over the assets and a part of the liabilities of the R.S.N. Co. are looking after the conservancy work in the river Brahmaputra. The Government of India continue to reimburse the conservancy expenditure upto a maximum of Rs. 5.00 lakhs to the Corporation."

4.51. The Committee note that a decision was taken at the meeting of the Transport Development Council held in April 1963 that conservancy in all the navigable waterways should be the responsibility of the State. They also note that conservancy work does not come under the purview of Central responsibility and unless any schemes in relation to the conservancy work are included in the Centrally sponsored sector, the Central Government cannot directly undertake conservancy work in the States. The Committee, however, feel that the State Governments may not have adequate resources for undertaking such work. They suggest that the Central Government may consider the feasibility of undertaking conservancy work at least in those rivers which are considered to be important waterways and which hold promise of being declared as national waterways. The Committee would also like the Government to investigate whether there is any neglect of conservancy work on the Brahmaputra river.

E. Traffic Surveys

4.52. The Committee desired to know if the Ministry had made any effort to study the commercial feasibility of the inland water transport. The Ministry of Shipping and Transport have in a written note stated that "in 1960 a traffic survey on inland navigation in Kerala was carried out by the State Government. The total traffic carried by the waterways was estimated to be 23 lakh tons, out of which the port of Cochin alone accounted for 12 lakh tons. It was also stated in the report that inland water transport was a cheap means of transport connecting the different commercial centres such as Badagara, Calicut, Cochin, Allippee, Quilon and Trivandrum. The investigations showed that there was need for deepening and widening the West Coast Canals and for the provision of jetties, wharves and other navigational facilities. The Government of Kerala have further undertaken traffic survey at 16 centres in the major waterways during December, 1966, and January, 1967, and the data collected have been forwarded to N.C.A.E.R. for necessary processing and report. This is awaited.

The Joint Technical Group for Transport Planning set up by the Planning Commission carried out a transport survey of all modes of transport in the eastern region, comprising the States of West Bengal, Bihar, Orissa and portions of Madhya Pradesh and Andhra Pradesh in 1967. The survey also covered the inland waterways in these regions. The Group have observed that the Eastern region claims a certain degree of natural advantage for inland navigation, but because of certain limitations such as inadequate depth of water in navigable channels, lack of proper traffic handling facilities at

river ghats and heavy toll charges etc. inland water transport is likely to remain confined to the lower reaches of the Ganga, the Hooghly, and the deltaic region of the Mahanadi. The completion of the Farakka barrage and the ancillary works will, however, help the development of inland water transport in the river Ganga between Patna and Calcutta.

The Calcutta Metropolitan Planning Organisation assisted the Eastern Regional Transport Survey unit by carrying out a transport survey of inland waterways by collecting data on I.W.T. at 25 selected points in 1967. It has been estimated by the Committee that the total volume of goods carried by the country boats was about 70-80 lakhs Mdh. or 2-3 lakh tons in 1966.

The Government of Assam also conducted a regional traffic survey of all modes of transport in their State in 1967.

The Governments of Andhra Pradesh and Madras are reported to be carrying out traffic surveys on the Buckingham Canal. Recently the Directorate of Transport Research also conducted a preliminary study of the traffic potential on the Ganga between Rajmahal and Allahabad, a distance of 805 Kms., and on the Brahmaputra between Dibrugarh to Jogigopa, a distance of 626 Kms. in 1968, and assessed the economics of running commercial services on these stretches of the river.

The Directorate of Transport Research is also carrying out a study of the traffic potential on the Ganga between Calcutta and Allahabad in the post-Farakka period. This study is nearing completion."

4.53. The Committee wanted to know whether there was any scheme for the development of inland water transport in the Kashmir Valley during the Third Five Year Plan period and whether any scheme was proposed to be included in the Fourth Plan. The representative of the Ministry has stated that there was no scheme for Jammu and Kashmir in the Third Plan. Asked to state whether the Ministry have taken into consideration the potentiality of inland water transport in Jammu and Kashmir where other means of transport are lacking and whether any particular area has been identified for the development of inland water transport in that State, the representative of the Ministry has stated: "So far we have no proposals so far as Jammu and Kashmir is concerned. No concrete proposal has come to us."

4.54. Asked to state whether there is any proposal for providing inland water transport facilities between Nagarjunasagar and Sri-

sailam after the completion of the Nagarjunasagar Dam, the representative of the Ministry has stated: "We have discussions with the representatives of the State Governments. The Governments of Andhra Pradesh and Madras still continue to talk about the Buckingham Canal. The former has not yet shifted its sight to Nagarjunasagar." In regard to the specific question whether any suggestion has been made by the Central Government to the State Government for utilising this stretch of waterway as an effective inland waterway, the representative of the Ministry has stated. "The point is that this will be in the reservoir right upto Srisailam—a distance of 100 miles. If there is enough traffic operating there, there is nothing to stop them for developing it. But no indication has been given of any special facilities required for this."

4.55. The Committee wanted to know whether any measures are contemplated to popularise the waterway between Alleppey and Ernakulam which used to carry a good deal of cargo but which has now lost its importance because of the link-up with the Railways from Quilon to Eanakulam. The representative of the Ministry has stated in evidence, "In the proposal during the Fourth Plan which has been put forward to us is a programme for further improvements of the canal from Trivandrum to Quilon, Quilon-Cochin and Cochin-Pullot sections."

4.56. With regard to the question 'if any specific programmes have been drawn up for the Orissa canal', the representative of the Ministry has informed the Committee that preliminary reports of hydrographic surveys have been sent to the Governments of West Bengal and Orissa and they are still under their consideration."

4.57. The Committee note that traffic surveys were conducted by several State Governments during the period 1960—67. They also note that a Technical Group set up by the Planning Commission carried out a survey of all modes of transport in the eastern region comprising the States of West Bengal, Bihar and Orissa and portions of Madhya Pradesh and Andhra Pradesh in 1967. In addition to these surveys, a study is being conducted of the traffic potential on the Ganga between Calcutta and Allahabad in the post-Farakka period.

4.58. The Committee are, however, unhappy to note that the Ministry had no scheme of inland water transport in Jammu and Kashmir in the Third Five Year Plan because they had not received any proposals from that State. The Committee feel that the Ministry should have taken up the question with the concerned State Government and impressed upon them the desirability of develop-

ing inland water transport on the Jhelum river, which is an important waterway in that State.

4.59. The Committee suggest that the Ministry may take up, with the State Government of Andhra Pradesh, the question of providing inland water transport facilities between Nagarjunasagar and Srisaillam, which area is likely to assume considerable importance after the completion of the Nagarjunasagar Dam. The Committee hope that the Ministry will also take up with the State Government of Kerala the question of developing waterway between Alleppey and Ernakulam which used to carry a good deal of cargo.

4.60. As regards the Orissa canal, the Committee trust that the Ministry will take up with the State Governments of West Bengal and Orissa the question of expeditious examination of the reports of hydrographic surveys which are stated to be under their consideration.

F. Running of Commercial Services

4.61 The Committee wanted to know the present position in regard to the two schemes for the running of commercial services—one on the Ganga and the other on the Brahmaputra based on the assessment made by the Directorate of Transport Research, Ministry of Shipping and Transport. The Ministry have furnished the following information:

“A preliminary study relating to an assessment of the likely traffic, potential in selected reaches on the Brahmaputra between Dibrugarh and Jogigopa, a distance of 626 Kms. and on the Ganga between Allahabad and Rajmahal a distance of 805 Kms. for running commercial services, on the basis of diversion of traffic from other modes of transport, was taken up by the Directorate of Transport Research. The assessment of the waterway traffic is based on a quick study of the traffic moving by road and rail in the hinterland of the Ganga and Brahmaputra in the above region.

Brahmaputra between Dibrugarh and Jogigopa

The study reveals that, on the Brahmaputra, on the basis of freight, diversion may be possible only from road and not from rail. However, it is indicated that it is likely to take some time before the expected diversion from other modes of transport to the river route will take place and there may be loss during the initial stages. The river services in Assam is dependent on the Railways for rail-cum-river booking for cargo from Calcutta to Assam or *vice versa*. Due to the increase in the capacity of the railways and general trade recession, the traffic now moves either by rail route or by road, and at

present there is no river services on the Brahmaputra. However, the State Government have since issued a directive that all Government cargo booked for Shillong or river destinations in Assam be delivered to the rail-cum-river route except on special circumstances of urgency. The matter was also discussed with the representatives of the State Government of Assam and Managing Directors of C.I.W.T. Corporation and Central Road Transport Corporation. It was brought out that in addition to the running of commercial services it would be necessary for I.W.T. Corporation to supplement their activities in the shape of provision of repair and dockyard facilities, construction of vessels etc. The position is being watched to see the extent of traffic that will be diverted to the river route both on Government and private accounts. The Government of India had set up a Study Group for Assam to examine the economics and operational feasibility of setting up a separate Organisation based in Assam to provide river services in Assam with an assessment of the viability of such an arrangement and to assess the volume of traffic for river transport within Assam as also for river-cum-road transport between Assam and other States. The Study Group was also to suggest practical measures for coordinating rail-river and road transport in Assam with particular reference to the co-ordinated integration of operation by the railways, the C.I.W.T. Corporation and Central Road Transport Corporation and to examine port, dry-docking and other facilities available at present with regard to future requirements for the economics operation of river services suggest optimum requirements for such services together with an estimate of their cost. The recommendations made by the Study Group in this regard are under examination."

4.62. Asked to state the approach of the Ministry to the recommendations made by the Study Group, the Ministry have stated that "the Central Inland Water Transport Corporation, the Ministry of Railways (Railway Board), the Ministry of Finance, Planning Commission and the Government of Assam are primarily concerned with the recommendations of the Study Group. Accordingly, a copy each of the report of the Study Group has been forwarded to the above-mentioned offices for their comments. So far, only the comments of the Chairman, Central Inland Water Transport Corporation have been received. He is in general agreement with the report of the Study Group."

Service on the Ganga

4.63. As regards the running of commercial services on the Ganga, the Ministry have stated: "It appears that the volume of diverted traffic from the railways on the basis of freight is negligible, the

main diversion expected being from road. The matter was also discussed with the representatives of the Government of Bihar, and Uttar Pradesh and Managing Directors of C.I.W.T.C. and C.R.T.C. The State Government of Bihar was of the view that although inland water transport on the Ganga is in a moribund condition at present, there is possibility of starting services on the Ganga and the quantum of traffic by river is likely to increase with the completion of Farakka Barrage, when an all-India route from Calcutta to Patna and upward be opened throughout the year. The question of running commercial services in Ganga was discussed with the State Governments of U.P. and Bihar and is being examined in consultation with the State Governments concerned, and Directorate of Transport Research. It will no doubt be considered by the I.W.T. Committee set up recently alongwith the question of running of commercial services, on the various waterways in India by terms of reference. A final decision on the running of commercial services on the Ganga can be considered only on receipt of the recommendations of the above Committee."

4.64. Asked to state whether Government have taken a policy decision to concentrate on the erection and maintenance of the waterway and leave the operation of the services to the private sector, the representative of the Ministry has stated during evidence:

"Once Farakka comes into the picture and the Bhagirathi is revitalised, we will have a through route right up to Calcutta and the problem of maintenance of way will not be such a serious problem. We will be able to maintain a service right from Allahabad to Calcutta. If that sector is not opened, we will have to confine ourselves to the upper reaches of the Brahmaputra. There is nothing to stop the private sector to provide the service. Till 1965 RSN was a private company but it ran into difficulties and came to Government for a loan. As far as the Central Government is concerned, we are only interested in seeing to the development of this form of transport and to give it a certain stimulus but we cannot obviously take over the whole thing."

He has further stated that Government is spending much money on maintaining the riverway in the hope that commercial services would come. "If commercial services do not come, we try by pilot experiments to introduce commercial services."

4.65. The Study Group of the Estimates Committee which visited Patna in January, 1969, held discussions with the officials of the Government of Bihar in regard to development of inland water

transport in the State. The Study Group was informed that the State Government had no schemes for introducing river services on the Ganga except two schemes for running services between Patna and Buxer and between Bhagalpur and Kahalgaon. The Study Group was also informed that on account of the slender resources and lack of organisation, the State Government had been suggesting to the Central Government that these two schemes should be taken up as Central schemes.

4.66. Representations have also been made to the Committee that the Ganga river be declared as a national waterway and the inland water transport problem on the said river be tackled by the Central authority inasmuch as at present the division of responsibilities between the Central and State Governments has resulted in lack of initiative from either. Suggestions have been made that provision of through booking arrangements between the Railways and the Steamer services should be made at Rajmahal and at Manihari Ghat and that river ports should be constructed at Patna and Manihari Ghat. Proper arrangements should be made for bandalling, river training work and for dredging of strategic points at Ganga and Gogra so as to keep the channels navigable.

4.67. The Committee note that a Study Group was set up to examine the economics and operational feasibility of setting up a separate Organisation based in Assam to provide river services in Assam with an assessment of the viability of such an arrangement and to assess the volume of traffic for river transport within Assam as also for river-cum-road transport between Assam and other States. The Report of the Study Group is said to be under examination of the Government. The Committee would like to be informed about the final decision taken by the Government in the light of the recommendations of the Study Group.

4.68. The Committee note that while the inland water transport on the Ganga is at present in moribund condition, there is possibility of starting commercial services on the Ganga with the completion of the Farakka Barrage. They hope that, with the construction of the Farakka Barrage, as stated by the representative of the Ministry, it would be possible for the Ministry to maintain a commercial service right from Allahabad to Calcutta. In this context, the Committee would like to invite the attention of the Ministry to the recommendations made by them in para. 4.11 of this Report.

G. Training of I.W.T. Personnel

4.69. One of the functions of Inland Water Transport Directorate, as laid down under the Ministry of Transport's Resolution dated

the 23rd February, 1965, is to set up suitable training establishments for training of (i) diesel mechanics, (ii) deck and engine room personnel, and (iii) conservancy and technical staff. It has been stated by the Ministry that at present there is one training centre at Calcutta, under the administrative control of the Government of West Bengal for giving training to about 100 I.W.T. personnel per year like serangs, greasers, lascars etc. .

4.70. In 1963 a scheme estimated to cost Rs. 1.47 lakhs was sanctioned in January, 1963, for imparting higher training of Inland Water Transport Crews like Masters' Serangs, Drivers, etc. at the Inland Water Transport Crews Training Centre of the Government of West Bengal at Calcutta.

4.71. A statement of estimates and actual expenditure during the last three years in respect of higher training scheme for inland water transport personnel is given below.

Analysis of estimates and actual expenditure during the last three years

(Rs. in lakhs)

S. No.	Budget Sub-head/primary head	Original Estimates	Revised Estimates	Actual expenditure	Variations between Col. 3 & 4 Excess(+) Savings(-)	Variations between Col. 4 & 5 Excess (+) Savings (-)	Reasons for variations under Col. 6	Reasons for variations under Col. 7
1		3	4	5	6	7	8	9
	<i>Major Head '74'</i>							
	1965-66	0.29	0.071	0.09	(-)0.219	(+)0.019	The reduction is mainly due to the slow trend of expenditure during the year.	The excess is nominal. Based on actuals.
	1966-67	0.20	0.15	0.15	(-)0.05	Nil	The saving is due to non-availability of qualified and experienced candidates.	
	1967-68	0.20	0.20		Nil

4.72. It has been stated by the Ministry of Shipping and Transport that non-availability of qualified staff hampered the progress on this scheme with the result that only an expenditure of Rs. 17,000 was incurred on the scheme during 1967-68. So far a total grant of Rs. 72,000 was made to the Government of West Bengal on this account and 156 crews have been imparted training through this scheme. Trainees from the neighbouring States are also being admitted to this Centre. A tentative provision of Rs. 20,000 has been made for this scheme in 1968-69.

4.73. It has been stated that the scheme was approved as a part of the programme of the Third Five Year Plan in the Central Sector and the total expenditure on the execution of the scheme is borne by the Central Government. (The expenditure is initially met out of the State's budget and is reimbursed to the State Government subsequently by way of grant).

4.74. In a written note furnished to the Committee, the Ministry of Shipping and Transport have stated that "due to the fact that the trainees have to go a long way to Calcutta for undergoing the training, some of the State Governments of Western and Southern Regions desired the setting up of their own training centres. The language difficulty was also mentioned as one of the reasons for setting up regional training centres. In 1966, the Government of India had appointed a Sub-Committee to go into the question of setting up regional training institutions for giving training to I.W.T. personnel. This committee had recommended the setting up of two regional centres, one in the Western Region for Goa, Maharashtra, Gujarat and Mysore and the other in the Southern Region for Kerala, Madras and Andhra Pradesh to cater to the needs of the State Governments of these regions with regard to I.W.T. personnel. The Committee also recommended that the existing training centre at Calcutta might be converted into a regional training centre for the States of Bihar, Orissa, West Bengal and Andaman and Nicobar Islands.

The recommendations of the Sub-Committee were brought to the notice of the State Governments for comments and necessary action. Almost all the State Governments have agreed to the setting up of the regional institutions. The Government of Kerala was requested to furnish scheme for the setting up of a regional institution for southern States in the light of the recommendations made by the Sub-Committee. Their proposal is awaited. For one training centre, the capital cost of buildings, equipment and land etc. is estimated at about Rs. 4.00 lakhs and the recurring expenditure at about Rs. 1.50 lakhs per annum. Already a scheme costing about Rs. 1.46 lakhs has been sanctioned for setting up a maritime school in Goa under

the State Plan as a first phase programme and later this school is proposed to be converted into a regional centre to cater to the needs of the State in the Western Region.

For setting up two training institutions and for expansion of the existing training centre at Calcutta, suitable provision is proposed in the Fourth Five Year Plan."

I.W.T. Crews Training Centre, Calcutta

4.75. A Study Group of the Estimates Committee which visited Calcutta in January, 1969, held discussions with representatives of West Bengal Government on the Inland Water Transport Crews Training Centre at Kidderpore, Calcutta. The Study Group were informed that 400 candidates are trained annually in the Centre and since its inception 6,464 persons have been trained. Out of the persons trained, 5,000 have already been employed on the jobs for which they have received training. The Study Group were informed that the course consists of an intensive training for 3 months in the theoretical as well as practical duties of deck-hand, coal-trimmer, fireman, Greaser, etc.

4.76. Candidates are selected by an Interview Board. They are mostly raw students from villages with educational qualifications between class V and 10th standard, who are recruited through the Employment Exchanges.

4.77. The State Government meets the entire expenditure of the trainees. It comes to about Rs. 300 for each trainee for a period of 3 months. Rs. 10 are given to each trainee as pocket money. Wholesome food is served to the students. It costs between Rs. 2.50 and Rs. 3.00 per day. Uniform and boiler shoes are also provided.

4.78. The Study Group found that the Training Centre is very much short of space and the students are crammed in their rooms. The Study Group were informed that the West Bengal Government were negotiating for a piece of private land where they could permanently locate the school.

4.79. During the course of evidence, the Committee wanted to know whether it was a fact that in Calcutta "the place in which the Training Centre is located belongs to Defence and they are demanding the place to be vacated." The representative of the Ministry stated in reply: "We have not received any communication from the State Government for changing the location of the school."

4.80. As regards paucity of accommodation for the trainees in the School, the representative of the Ministry has stated, "We will take it up with the State Government."

4.81. When it was pointed out to the representative of the Ministry that in regard to higher training scheme, there was a complaint that money was not being provided for higher training scheme, the representative of the Ministry stated, "Every year, whatever expenditure they incur, we reimburse it." As regards the complaint that there is some "slackening in giving higher training", he stated that this matter would be checked up.

4.82. The Committee cannot over-emphasise the importance of trained personnel for carrying out hydrographic surveys, investigations and conservancy measures, besides operation of mechanical vessels for inland water transport. They note that a scheme for imparting higher training of Inland Water Transport Crews was initiated in 1963 and so far 156 crews have been imparted training at the Inland Water Transport Crews Training Centre, Calcutta. The Committee feel that the number of persons imparted higher training is far too small considering the present stage of development of inland water transport. The Committee, however, are glad that proposals to set up two regional Centres, one in the Western Region for Goa, Maharashtra, Gujarat and Mysore and the other in the Southern region for Kerala, Madras and Andhra Pradesh to cater to the needs of the State Governments of these regions with regard to IWT personnel are under active consideration. They also note that the training institute at Calcutta is proposed to be expanded during the Fourth Five Year Plan and it is expected to serve as a regional centre for the States of Bihar, Orissa, West Bengal and Andaman and Nicobar Islands.

4.83. The Committee would also like to stress that every effort should be made to utilise the allocations provided for training purposes in any financial year.

4.84. The Committee are glad to note that the I.W.T. Crews Training Centre have so far trained 6,464 persons and out of these 5,000 have already been absorbed in the jobs for which they have received training. In view of the fact that a proposal is under consideration to convert the existing Training Centre at Calcutta into a regional training centre, the Committee hope that the Central Government would provide the necessary assistance to the State Government concerned for the expansion of accommodation in the School for which there is a dearth.

4.85. The Committee would also like the Government to investigate whether there is any slackening in the scheme for imparting higher training for I.W.T. personnel in the Crews Training Centre, Calcutta.

H. Appointment of an Expert for Inland Water Transport Development

4.86. It has been stated by the Ministry that a formal request was made by the Government of India to the United Nations for the services of an expert on inland water transport (development and operation), on the 18th November, 1967. The United Nations had suggested the names of certain candidates, but the qualifications and experience of these candidates do not fulfil the job requirements prescribed and they have been requested to suggest names of suitable candidates from countries like U.S.S.R., West Germany, Netherland and United Kingdom where inland water transport is predominant. This may take some time more.

4.87. Asked to state the qualifications and experience and job requirements as intimated by the Government of India to the United Nations on the 18th November, 1967, the Ministry of Shipping and Transport have, in a written note, stated as under:

“Qualifications, experience and job requirements as intimated by the Government of India to the United Nations on the 18th November, 1967 are as under:

QUALIFICATIONS

Civil Engineer-cum-Administrator with Senior responsibilities.

EXPERIENCE

Lengthy experience related to improvement and development works on river and/or inland waterways and their integrated and/or segmented transport system, including running of commercial services, in coordination with other forms of transport.

JOB REQUIREMENTS

Examine the existing inland waterways and craft and advise on the most efficient methods of organizing the river services on a commercial basis in order to make these available means of transport. This study should include modification of boats if any, loading, unloading and delivery of the goods to be carried, freight rates (to be coordinated with rail and road transport system), financial aspects and the management of operations and overall organisation;

Review and advise on proposed works conducive to the improvement and development of waterways by means of: —

- (a) extension of existing waterways;
- (b) deepening and protection of side of canals;
- (c) river conservancy;

- (d) improvement of terminal/berthing facilities and cargo handling equipment;
- (e) hydrographic surveys of river and their tributaries; and
- (f) construction of new inland ports.

Provide advisory services with respect to improvement of the design of craft (barges, pusher tugs, dredger, launches and passenger vessels) for varying conditions of waterways within the integrated and/or segmented river and/or inland waterways transportation pattern and recommend the appropriate measures in order to achieve the highest possible socio-economic benefit returns (capacity, efficiency and utilisation wise) in relation to infra-structural and other capital investment."

4.88. It has been further stated that the United Nations originally submitted particulars of four candidates from the United Kingdom, Czechoslovakia and Canada. The particulars were carefully studied and it was found that they did not fulfil the requirements. The job description envisages an engineer with lengthy experience relating to improvement and development works on inland waterways/ rivers including running of commercial services in conjunction with other modes of transport. The Ministry have also written independently to Indian Ambassadors in U.S.S.R., West Germany, Netherlands, U.S.A., Romania, and Poland to recommend suitable candidates. In case any candidate is found suitable, the United Nations could be requested to consider his appointment.

4.89. When asked during evidence if no experts were available in India, the representative of the Ministry has stated: "The foreign Government themselves are finding it difficult to locate a person who will answer all the requirements. They are still at it. The job requirements are rather severe."

4.90. The Committee note that a request was made on 18th November, 1967, by the Government of India to the United Nations for the services of an expert with length experience relating to improvement and development works on inland waterways/rivers including running of commercial services in conjunction with other modes of transport. They further note that the particulars of four candidates from the United Kingdom, Czechoslovakia and Canada whose names were originally submitted by the United Nations, did not conform to the requisite job requirements. The Committee understand that efforts are being made to obtain a suitable candidate from some other countries where inland water transport is predominant. The Committee trust that the Ministry would continue their efforts vigorously to obtain the services of an expert on Inland Water Transport development without avoidable delay.

CHAPTER V

INLAND WATER TRANSPORT IN STATES

A. Assam

5.1 With regard to Schemes/Projects undertaken in Assam by the Government of India for development of Inland Water Transport, the Ministry have stated that there are two such schemes, viz., construction of a Port at Pandu and construction of Jogigopa Port. The details of structure relating to construction of Pandu Port are as follows:

Construction of a Port at Pandu

5.2 In Assam, there were a number of inland ports on the Brahmaputra, namely Dibrugarh, Neamati, Tejpur, Gauhati, Pandu and Dhubri. However, modern port facilities of a permanent nature with handling equipment did not exist in any of the river ports. Floating godowns and sheds of temporary construction ashore of inland water transport operators and the railway loading ramps and barges at points where cross-river-railway ferries plied were the only available facilities through which the water borne traffic could be moved. All handling was manual throughout the region. The greatest percentage of turn round detentions was at terminals awaiting discharge, besides the time taken in loading and unloading. It was, therefore, felt that the introduction of adequate port facilities, i.e., berthing, handling, transshipment, transit sheds, storage etc. would enable quicker discharge and reduction of terminal detentions to the minimum. The fleet could then take more trips per annum, thereby increasing its overall transport capacity. The Government of India, therefore, proposed to develop some of the inland ports at Brahmaputra, under the Second and the Third Five Year Plan periods, as a first step in the development of Inland Water Transport in the area and took up the construction of a riverine port at Pandu with modern handling facilities.

5.3 Pandu is situated on the south bank of the Brahmaputra about 5 miles downstream of Gauhati and was a major railway-cum-river transshipment junction, where water borne goods from Calcutta were transhipped to wagons for onward carriage to the interior of Assam and where the railway borne produce of Assam was transhipped to river vessels for onward carriage to Calcutta. It was also

a transshipment point for heavy machinery carried by the water route from Calcutta.

The Ganga Brahmaputra Water Transport Board prepared an estimate of Rs. 28·81 lakhs for the provision of port facilities as under:—

- (1) Raising of the land on the foreshore, facing and stone pitching of the land, including toe piling.
- (2) Construction of two transit sheds 250'×60'.
- (3) Construction of roads and hardsteads.
- (4) Provision of one mechanical handling berth.
- (5) Other ancillary works.

5.4 The Government of India sanctioned the estimate of Rs. 28·81 lakhs in July 1959. The work was entrusted to the Assam Government on an agency basis and the Port was originally scheduled to be completed in two years but the work could not be completed as proposed for two major reasons, viz. (1) The land for the construction of the Port at Pandu was to be made available free of cost by the State Government of Assam. The site selected for the purpose belonged to the Railways and it took a long time in getting this land vacated from them after providing them with suitable land in lieu elsewhere and payment of compensation for their buildings and erection at the site selected for Pandu Port. (2) The contractor with whom the contract for the construction of the Port was placed, refused to carry out the work on the plea that land was not made available to him in time. The work was, therefore, entrusted to another contractor. This resulted in a lot of delay in the execution of the work. Due to the increase in the cost of materials, labour etc. the work could not be completed within the sanctioned cost and the estimates have, therefore, been revised to Rs. 34·14 lakhs. The work on the construction of the port has practically been completed excepting for some ancillary items like electrification, water supply, construction of sub-station etc. and an expenditure of Rs. 33·80 lakhs has so far been incurred on the project.

The provision of a mechanical handling berth has been shelved due to the reduced trend of traffic.

5.5 It has been stated by the Ministry that "The increase in expenditure on the construction of Pandu Port from Rs. 28·81 lakhs to Rs. 33·80 lakhs was mainly due to the following reasons:—

- (i) Delay in acquisition of land for the construction of the Port from the Railways and increase in the cost of material and labour during the period;

- (ii) The Contractor to whom the contract for the construction of the port was originally awarded did not fulfil the contract and the work had to be entrusted to another Contractor at higher cost.
- (iii) cost of dismantling and rebuilding of Railway quarters and service buildings at new sites.
- (iv) Compensation for existing structures.
- (v) Rent for building godown.

5.6 The construction of the First phase of the port has since been nearly completed. This port had its importance only when the Calcutta-Assam river route was open. Due to the closure of this route since the Indo-Pak hostilities, the water borne traffic has diverted to other modes of transport and at present there is practically no traffic at the port. The Port will gain its importance with the development of internal water borne traffic in the State of Assam.

5.7 Explaining the delay in acquisition of land for construction of Pandu Port, the Ministry have stated, "The construction of Pandu Port was sanctioned on 21st July 1959. The site selected belonged to the N.F. Railway. As the land was to be made available free of cost by the Government of Assam, it was decided that the State Government would make available to the N.F. Railway, land equal to the land to be released by them for the construction of the Port. On 6th December 1959, a joint inspection of the works site was held by the officials of the State Government; Railways and the then River Steam Navigation Company and it was considered that the development of the Port would not be possible until the construction of the railway bridge at Pandu was completed (i.e. by the end of 1962). However, the possibility of constructing the port side by side with the bridge project was examined and it was decided that the construction of the Port also should be commenced straightaway. After observing necessary formalities a major portion of the work was allotted to M/s. B. R. Herman Mohatta and Co., in May 1960, in anticipation of timely clearance of land but due progress could not be achieved due to the existence of some railway structures. In a meeting held at Gauhati on 9th November 1960, it was agreed that the Railways would clear the site and that the Port authority would meet the expenditure on dismantling and construction of Railway buildings. Immediately after that an estimate on this account (Rs. 87,170) was submitted by the Railways and was sanctioned by the then Ganga Brahmaputra Water Transport Board. The Government of Assam allotted alternative land to the Railways on 5th April, 1961. As no progress was made in shifting the railway track and

dismantling of railway structures at the Port site the matter was discussed by the State Government with the Railways and it was decided that the structure presently standing in the Port would be demolished by the Railway and that a similar structure would be constructed elsewhere. In spite of the best efforts the Railways handed over the land to the State Government only on 25th January, 1964.

5.8 Asked to give reasons for non-imposition of penalty on the contractor for the delay, the Ministry have stated: "The agreement included a clause for the levy of penalty at the rate of Rs. 100 per day for delay in construction. The work could not be started immediately by the contractor due to non-availability of land from the Railways. Later on as the progress of the work was very poor and far behind schedule, a penalty at the rate of Rs. 100 per day was imposed by the State Government on the contractor. The contractor thereupon ceased to carry out any work and put forward his counter claim for compensation for the losses suffered by him due to the non-availability of the site to enable him to commence the work in time.

5.9 The matter was discussed at a joint meeting held in April 1964, between the contractor and the concerned departments of the Government of Assam. The members present in the meeting examined the case thoroughly and it was considered that though no specific demand by way of claim/compensation was made by the contractor for the loss sustained by him, the difficulties encountered by him in carrying out the work including delay on account of non-availability of site and rise in price and rates in the intervening period were genuine. As a result, it was recommended after a fair appraisal of the contractor's difficulties, that the levy of penalty might be waived and the contractor also agreed not to prefer any claim for compensation. Hence the imposition of penalty was waived by the Government of Assam."

5.10. The Committee note that a few months after the construction of Pandu Port was sanctioned in July, 1959, a joint inspection of the works site was held by the officials of the State Government, the Railways and the then River Steamship Navigation Company on 6th November, 1959 and it was considered that the development of the port would not be possible until the construction of railway bridge at Pandu was completed by the end of 1962. The Committee feel that instead of allotting the major portion of the work to a contractor in May, 1960, it would have been prudent if the Ministry had waited till the construction of the railway bridge at Pandu was completed as originally envisaged. As matters stood the construction

work was delayed owing to delay in the handing over of the land by the Railways to the State Government on account of the difficulties of shifting of railway track and dismantling of railway structure at the Port site.

5.11. The Committee further note that the river traffic between Calcutta and Assam was paralysed as a result of hostilities with Pakistan in 1965 and the Pandu Port has, therefore, lost its importance as a transshipment junction for the present. The Government feel, however, that it will gain its importance with the development of internal—water-borne traffic in the State of Assam.

Construction of Jogigopa Port.

5.12 As regards the Jogigopa port the position has been stated to be as follows:

In order to provide facilities for movement by the river route of that portion of traffic, which could not be moved by metre-gauge railway or by road from the broad gauge terminal of the North Eastern Railway at Bongaigaon to the destinations in Upper Assam. it was considered necessary to construct a riverine port at Jogigopa on the right bank of the Brahmaputra, about 57 Kms. east of Dhubri. This port is intended to serve upper Assam in normal times and to function as an alternative route for all Assam traffic during emergency.

5.13 Keeping in view the volume of traffic to be handled at Jogigopa, a scheme costing of Rs. 59.35 lakhs was drawn up and sanctioned by the Government of India in February, 1966. The facilities proposed would be able to cater for a traffic of 500—600 tonnes. per day each way. This port may be expanded in times of need with an increased capacity of 1000 tonnes per day.

5.14 The present scheme includes cost of land acquisition, reclamation and raising of foreshore for godowns, roads, etc. provision of five railway spurs upto the river front, construction of transit sheds, staff quarters and other ancillary buildings, workshops, electrification and water supply for the entire port. The construction of the Jogigopa Port was taken up through the agency of the State Government of Assam in 1966. One railway spur upto the river front was completed and opened to traffic in June 1966. The land required for the construction has also been acquired. The earth work for reclamation and raising of foreshore is in progress. An expenditure of Rs. 18.24 lakhs was incurred on this project upto the end of 1966-67.

5.15 According to the original schedule, the port was to be completed within 24 months from the date of its sanction in February

1966. But in view of the present low trend of traffic, it has been decided to go slow with the work.

5.16 Asked about the further progress of work, the Ministry have informed the Committee that "For the present, a few residential quarters for supervisory staff and labour are being constructed and the port area is being fenced in addition to the earth work in filling and raising of the foreshore. In February, 1968, the Government of Assam has issued a directive that all State Government cargo booked from Calcutta and other places outside Assam for Shillong or various river stations in the State should be diverted to the rail-cum-river route except in special circumstances of urgency. The matter was followed up subsequently with the Railways and Trade Adviser of the Government of Assam and it is expected that Government cargo will move shortly along this port. However, if the Government sponsored traffic offers in sufficient quantity, then this port will come into importance. Pending the diversion of sufficient traffic, it is not possible to indicate the final estimate of cost of construction of the river port at Jogigopa."

5.17. The Committee note that according to the original schedule the Jogigopa port was to be completed within 24 months from the date of its sanction in February, 1966, but in view of the present low trend of traffic, it has been decided to go slow with the work. The Committee further note that with the issue of directives by the Government of Assam it is expected that Government cargo will move shortly along the port of Jogigopa, but if the Government sponsored traffic offers in sufficient quantity, then the port will come into importance. The Committee hope that a watch will be kept on the trend of traffic movements so that the pace of work can be accelerated at the appropriate time.

5.18. The Committee desired to know the details of the repair and construction facilities in Assam for inland water transport vessels. The Ministry have informed the Committee in a written note that "Till the closure of the Calcutta Assam river route the repairs of the Inland Water Transport vessels plying in the Assam waters were mostly undertaken at Calcutta. The ex-River Steam Navigation Company, who were the principal operators in the region, owned a dockyard at Calcutta viz. Rajabagan Dockyard, which had ample capacity to undertake repair jobs and also construction of new vessels. Since the closure of Calcutta-Assam river route, it is no longer possible to bring the sick vessels plying in Assam Waters to Calcutta for repairs and to move new vessels from Calcutta to Assam. At present the Central Inland Water Transport Corporation Limited have got a floating workshop called 'Quilon' in Assam, which is equipped only

to deal with normal running repairs. Repair Works are also being undertaken by some local firms and one of them has built some river craft for the Government of Assam. Besides this, there are no other repair facilities available in Assam. The Central Inland Water Transport Corporation Limited have also proposed to set up a combined Marine-cum-Automobile Workshop for Central Inland Water Transport Corporation and Central Road Transport Corporation at Pandu, in one of the sheds available at Pandu. The Study Group set up by Government of India, to study the river services in Assam have in their report referred to the provision of repair and drydock facilities in Assam. The Government of Assam have also suggested the provision of similar facilities in Assam. The recommendations of the Study Group are being examined for the formulation of schemes for the Fourth Five Year Plan."

5.19. The Committee are glad to note that the Study Group set up by the Government of India to study the river services in Assam have in their report referred to the provision of repair and dry-dock facilities in Assam and the Government of Assam have also suggested the provision of similar facilities in Assam. The Committee trust that after the recommendations of the Study Group are examined and schemes for the Fourth Five Year Plan formulated, it will be possible to include the necessary facilities as suggested.

State Schemes

5.20 A Study Group of Estimates Committee visited Assam during January, 1969 and held discussions with representatives of the State Government on development of Inland Water ways in that region. The Committee have been informed that "In the plains of Assam the rivers Lohit, Dibong, Dehing join each other near about Sadia and from this point onwards the river is known as the Brahmaputra. A number of tributories join this river in its passage to the sea. The main one on the North Bank are Subansiri, Bhorali and Manas, while those on the South Bank are the Dihing, Desang, Dekhow, Dhansiri and Kopily-Kolong.

About the three decades ago the R.S.N. Co. (Joint Steamer Co.) were regularly operating upto Sadia. They were also operating on the feeder river as follows:—

- (1) River Subansiri for a distance of 130 Kms.
- (2) River Dihing for a distance of 35 Kms.
- (3) River Desang for a distance of 75 Kms.
- (4) River Dekhow for a distance of 30 Kms.

- (5) River Dhansiri for a distance of 40 Kms.
- (6) River Kopily-Kolong for a distance of 90 Kms.

For one reason or other mechanised crafts gradually ceased plying on the feeder rivers of the Brahmaputra for a distance of about 400 Kms. Prior to the earthquake of 1950 the Inland Vessels used to ply from Calcutta to Dibrugarh throughout the year. After the earthquake, however, the main line service was terminated at Desangmukh, 70 Km. down stream of Dibrugarh and the feeder services were introduced upto Dibrugarh. Since October, 1956 this feeder service was also discontinued mainly due to lack of suitable feeder crafts and berthing sites. Later in December, 1961 the main line service came to have its terminus at Neamati. After the conflict with Pakistan in the year 1965 the whole Inland Water Transport system on the Brahmaputra river has suffered a great setback as the route from Assam to Calcutta has been closed. Due to this reason a large number of fleet of joint Steamer Company and the other Inland Water Transport operators were captured by Pakistan. Also due to the lack of traffic and suitable dry-docking and repair facilities a large number of vessels, confined in Assam water, were laid up.

From 1947 onwards the age old vessels were operating very uneconomically and as such the first setback has fallen upon the Inland Water Transport system of North-Eastern India. Slowly and steadily due to one reason or other the Joint Steamer Company has been liquidated and the Government of India came forward to float a new Company named Central Inland Water Transport Corporation to run the commercial Inland Water Transport service on the Brahmaputra and in Calcutta.

Some of the problems faced by Central Inland Water Transport Corporation have been stated as follows:—

- (1) Lack of suitable modern vessels for local traffic on the Brahmaputra;
- (2) Lack of suitable building, dry-docking and repair facilities for building new vessels and for recommissioning unworthy vessels which they have inherited as asset from the old Joint Steamer Company.
- (3) Lack of co-ordination among different modes of transport like Railways and road transport system.
- (4) Lack of confidence of the Industrialists and shippers to use Inland Water Transport services for transporting their goods.

- (5) Opening of new industries away from the river Banks
- (6) Lack of proper maintenance of navigable channel.

Over and above the Brahmaputra river system, there was another navigable river system in Assam before the hostilities with Pakistan 1965. At that time old Joint Steamer Company used to ply vessels from Silchar and Karimganj, on the river Borak, to Calcutta. This was the main life line for the people of that region. But this route was also closed down by Pakistan after the aggression. As a result the mechanised Inland Water Transport service on the river Borak has gone into oblivion.

The traffic available from Inland Water Transport has automatically diverted to roads and railways and parallel to the navigable waterways extensive railways and roads were built. This is also one reason for which the Inland Water Transport has suffered another setback. Also during the first three plans Government have given importance to irrigation without considering the navigable aspects of the rivers. As a result most of the navigable rivers in India have been drained out beyond the navigable depth even for small country boats. Only the rivers of Assam and the back waters of Kerala were left out from this fate.

The recommendation of Gokhale Committee was accepted promptly by the Government of Assam and they have set up an Inland Water Transport Directorate in the State Government with a skeleton staff in the year 1959. But similar to Ganga Brahmaputra Water Transport Board very little fund was made available to this Directorate for developing Inland Water Transport in Assam and except certain investigations and the construction of an Inland Port at Pandu, as an agent of Ganga Brahmaputra Water Transport Board, very little work could be done by the State Inland Water Transport Directorate in the Second and Third Five Year Plan periods. As a result the Inland Water Transport in Assam has deteriorated further and whatever Inland Water Transport system existed before, also has come to a breaking point. Fortunately both the Central and the State Governments have realised that the Inland Water Transport as a cheap mode of transport should not be allowed to meet its doom. This was also reemphasised in the last meeting of the Transport Development Council. The State Government's main attempt will be to build a foundation only for Inland Water Transport in the Fourth Five Year Plan, so that without any hinderance this mode of transport can develop with greater vigour as in the advanced countries of Europe and America.

As Assam is strategically situated the Brahmaputra river has considerable importance not only as an important Inland Water

Transport system in the normal time but also it can serve the situation during any emergency arising out due to foreign aggression. So in other words the river Brahmaputra can be termed as a Border Water Highway, in similar situation and condition like the thousands of miles of Bordar Roads built by the Defence Department. But due to the present desparate condition of the navigable channel of the river Brahmaputra it is not worth-while for such a status. A waterway can prove its existence only when the same can be used throughout the year and in any condition. Though the river was maintained regularly and efficiently by the old Joint Steamer Company, the same is not true for the present. The navigable channel of the river Brahmaputra throughout its stretch has deteriorated to such an extent that in some places it is not suitable even for a vessel having draught of only 3 ft. So, if this has to be considered as waterway, the first duty of the Government should be to maintain the navigable channel throughout the year so that at any time and in any emergency the river is usable for mechanised vessels. If the river is not maintained efficiently then even if it is decided to utilise it at a later date it will be not possible to do so. At one time the Government of India decided to make the river Brahmaputra a National Waterway. But subsequently, nothing has been heard about that. Considering its strategic significance there is no reason why the river Brahmaputra cannot be made a National Waterway.

Over and above the plains areas of Assam there are certain rivers in the Hill areas which have the potentiality to develop Inland Water Transport."

5.21 In the course of evidence the Committee pointed out that in the course of their study visit to Assam, the Study Group of the Estimates Committee had been informed that "at the present rate of maintenance of the navigation channel in the Assam rivers, after a few years it would be very difficult for them to open up some of the waterways again. So the Centre should go in a big way and should not slacken the efforts of maintenance of the various waterways." The representative of the Inland Water Transport Corporation stated, "That is not factually correct position. They are not in touch with the day to day conservancy measures that are being taken. Government is reimbursing the company of the expenses incurred by it in maintaining conservancy measures. There is no difficulty at all and we shall certainly maintain the navigable channels."

5.22. The Committee desire that the fact that Assam is strategically situated and that the Brahmaputra river has considerable importance for inland water transport in the normal times, and the

fact that it can also serve the situation during any emergency, will be borne in mind by the Government and no efforts would be spared to keep the river Brahmaputra free from obstructions to keep it navigable throughout the year. Special consideration should also be accorded to the question of development of inland water transport system in Assam including the Hill areas. In this connection the Committee would like to invite the attention of the Ministry to the recommendation made in para. 4.11 of this Report.

5.23 At the instance of the Committee the Ministry have furnished the following details about the development of navigation in the Mizo Hills:

Inland Water Transport Schemes for development of navigation in the Mizo Hills were taken up by the Inland Water Transport Directorate, Government of Assam, under the State Scheme for carrying out hydrographic surveys of these rivers.

Name of the Scheme	Provision made	Total expenditure incurred upto February, 1969
		Rs.
Dhaleswari-Katakhal Navigation Scheme	4,16,000.00	5,45,700.00
Kolodyne Navigational Scheme	7,71,525.00	77,500.00
Borak Navigational Scheme	60,000.00	56,267.00
Creation of an Aijal Sub-Division	1,60,412.00	98,130.00

5.24. The preliminary work of hydrographic surveys along the river Dhaleswari-Katakhal was almost complete during 1965 to 1968. The surveys were undertaken on seasonal basis i.e. during low water period of the year only. A total length of more than 125 k.m. of the river Dhaleswari from Dhairabi to Katakhal and upstream was carried out. The survey revealed that there are loose boulders and 5 Nos. of major rapids and also many minor rapids, rock out crops etc. These rapids cause great turbulence during high water and also act as natural dam during low water season. Hence a careful study has to be made for cleaning these obstacles and also by construction of locks to negotiate the fall. However, surveys during both the seasons i.e. dry season and monsoon season could not be carried out due to disturbed conditions in the Mizo Hills areas. The river has been surveyed from Charmurah to Mohanpur, a distance of 90 K.m. for clearance of snags and fallen trees etc. during 1968-69 for smooth navigation.

5.25. A total length of about 113 k.m. of river Kolodyne has been surveyed under Kolodyne Navigation Scheme in 1964-65 between Darzoghat to Lawngmesu to prepare a plan of the river with its surroundings longitudinal and cross section to study the possible works necessary for developing the river route. It is noticed that there are 70 rapids, of which 25 are major rapids. The minimum depth of water available during low water season is 0.45 meter and the difference between high water and low water levels is over 24 meters. In order to make this reach navigable, it would be necessary to negotiate the rapids by-pass channels. As the terrain is rugged such works would not only be difficult but also very expensive. The question of making Kolodyne river navigable in the concerned sector for a road-cum-rail-water route was examined in 1966 in consultation with the Ministry of Irrigation and Power, Ministry of External Affairs, Planning Commission and the Roads Wing. It was then reported that there was already a programme for the development of roads in the Mizo Hills. It was considered that it would be relatively easier and cheaper to extend this road right upto Paletwa in the Burmese territory instead of developing the difficult waterways with rapids from Lawngmesu to Paletwa.

5.26 Hydrographic surveys of river Borak from Lakhipur to Katakalmukh and from Lakhipur to Tipaimukh, a distance of about 104 kms. have been carried out under the Borak Navigation Scheme. It has been found that plying of boats is difficult in winter due to inadequate depth of water in the lower reach and in summer, in the hilly region, it is hazardous to ply due to excessive current and presence of boulders and snags. During monsoon, movement of boats is possible in lower reaches.

5.27 As regards the creation of an Aijal sub-division, a sub-division has been created at Silchar temporarily as access to the river is easy from Silchar.

5.28 A total provision of Rs. 1,00,000.00 has been made in the budget for the Dhaleswari-Katakhal river scheme and establishment expenditure of sub-divisional office at Silchar, during 1968-69.

5.29. The Committee note the position with regard to the State Government scheme relating to Inland Water Transport in the Mizo Hills of Assam. The Committee hope that after the surveys, which have already been carried out to a great extent are completed, the question of completing the various schemes for development of navigation in the Mizo Hills will be taken up in right earnest.

5.30 The Committee wanted to know if the proposal of Assam Government for enlarging the scope of the loan assistance so as to cover not only technical schemes but also schemes for running of

commercial services has been accepted. The Ministry have stated in a written note: "The Planning Commission during the discussions on the draft Fourth Five Year Plan (old) had decided that all Schemes pertaining to inland water transport should be transferred to the State Plans and that the Central Government would only be concerned with the spill-over schemes which were sanctioned and started during the Third Five Year Plan. Since the commencement of the Fourth Plan was deferred to April 1969 and the provision of funds for the Inland Water Transport Schemes (spill-over schemes only) was being made on an year to year basis such a transfer of Inland Water Transport Scheme has not so far been effected.

5.31 The Government of Assam has forwarded a list of new schemes relating to the development of inland water transport in Assam costing about Rs. 180 lakhs for inclusion in the Fourth Plan under the Centrally sponsored schemes *i.e.* Central Loan Assistance. These include (i) Docking and Repairing facilities—Rs. 80.00 lakhs, (ii) Terminal facilities to Steamer ghats—Rs. 50.00 lakhs, and (iii) Purchase of modern river craft for ferry and other purpose—Rs. 50.00 lakhs. They have not even indicated the broad details of the schemes showing the nature and scope of the scheme, the main items of works, economic justification and technical feasibility etc. In the absence of such details, the schemes forwarded by the State Government are not amenable to scrutiny and examination.

5.32 However, recently the National Development Council, has decided that selected and well defined items of inland water transport should only be included for central assistance under the centrally sponsored schemes in the Fourth Plan. The scheme thus proposed to be under the Centrally sponsored schemes will be discussed with State Governments.

5.33. The Committee hope that the Ministry of Shipping and Transport will examine the Fourth Plan schemes submitted by the State Government of Assam in the light of the decision of the National Development Council that only selected and well-defined items of inland water transport should be included for Central assistance under the centrally sponsored schemes in the Fourth Plan. The Committee trust that the centrally sponsored schemes will be discussed with the State Government without delay.

5.34. The Committee desired to know the approach of the Ministry to the recommendation made by the Bhagavati Committee in their report on inland water transport and whether this matter was taken up with the Planning Commission for inclusion in the Fourth Plan. The Ministry have stated in a written statement that, "The

implementation of most of the recommendations involves considerable investments and would depend on the improvement of traffic offerings by the river route to at least 50 per cent of the estimated traffic. At present there is no movement of traffic by river even after the issue of the directive by the State Government of Assam in February 1968 for diversion of all cargo moving on Government account to Shillong and other places on rail-cum-river route. Subsequently a meeting was held with the Heads of various Departments of the Government of Assam and the representatives of Central Inland Water Transport Corporation in February 1969 at the instance of the Chief Minister of Assam and it was decided that all incoming traffic other than sugar, wheat and wheat products particularly traffic meant for stations served by river transport and booked on Government account should be ear-marked exclusively for the rail-cum-river movement except on grounds of urgency. The Corporation is also trying to organise the movement of crude oil, steel, cement, and fertilizers in bulk by the river route. However, it may take some more time before the traffic actually starts moving by the river route.

5.35 It has been decided to place the report of the Study Group before the Joint Steering Committee consisting of the representatives of the Ministries of Irrigation and Power, Railways, Shipping and Transport and the Planning Commission, which was set up in September, 1967, so that a co-ordinated view of the transport problems in Assam could be taken.

5.36 However, necessary provision for the implementation of the recommendations of the Study Group was suggested in the Fourth Five Year Plan proposals. Recently the Planning Commission have indicated that due to the constraint of resources, the overall provision for the development of Inland Water Transport in the Central Sector in the Fourth Five Year Plan would be considerably less than what was demanded. The implementation of the major recommendations of the Study Group will be considered in the light of the recommendations of the Joint Steering Committee."

5.37 The Committee hope that the report of the Study Group, which was appointed to consider the inland water transport development in Assam, will be placed before the Joint Steering Committee without delay. They also hope that the implementation of the major recommendations of the Study Group will be considered by the Ministry in the light of the recommendations of the Joint Steering Committee.

B. Buckingham Canal

5.38 The Buckingham Canal is an inter-State navigable waterway, completed in the year 1897. It offers a line of navigation for small

country craft for a length of about 260 miles and affords an easy and cheap mode of communication from the northern most point of the Godavari Canals to Madras city and also to about 64 miles further south. It is a salt water canal and runs parallel and close to the Coromandel Coast at a distance of $\frac{3}{4}$ to $\frac{1}{4}$ miles from the sea, joining up a series of natural backwaters, depressions, low lying lands and estuaries of all the rivers in this length. The canal is fed by tidal waters from the sea through rivers and creeks. The canal connects the Commanur Canal of Krishna Western delta system, which in turn is connected with the canals of Godavari delta in Andhra State in the north with the large Markanam backwaters in the south Arcot District of Madras State. The complete interconnected system presents a continuous 400 miles of navigable channel along the coast.

5.39 The canal north of the river Cooum in Madras city is known as North Buckingham Canal, the length being 196 miles, while the canal of south of Cooum river in Madras is called South Buckingham Canal having a length of 64 miles. After the separation of Andhra Pradesh, the length of North Buckingham Canal in Madras State is only 36 miles while the balance 160 miles lies in Andhra Pradesh limits. The North Canal enters Madras City at about 4 miles from the zero point, being the junction of the canal with the North arm of Cooum. The canal, though running close to the Madras Port has got no connection with the harbour and this has not been possible because of rapid development of the city area.

5.40 The traffic in the canal both in the north and the south is covered on country boats of capacity ranging from 2 to 30 tonnes. In the Buckingham Canal lying in Andhra Pradesh, the volume of traffic from M.35/6 to M.196/2 for the years 1962 to 1967 is furnished below:

Year	Total volume of cargo moved both up and down	Total No. of boats plied during the year (capacity 2 to 30 tons)	Total No. of passengers travelled by boat
1962-63	48251 tons	7003	794
1963-64	57069 "	6595	398
1964-65	68807 "	6834	268
1965-66	58478 "	5908	Nil
1966-67	53472 "	4102	Nil

5.41 The main items that are at present being transported are (a) fire wood (b) salt (c) shell lime (d) paddy. These are collected along the places where they are available adjoining the canal and

loaded in country boats of different capacities and brought to the landing places on the canal such as Gunjam, Kothapatnam, Pakala, Woolapalum, Karedu, Ramayapatnam, Mypad basin, Muthukar Basin etc. From these, they are taken to the different markets for disposal. The destination of the cargo towards south is generally Madras and towards north is generally Vijayada.

5.42 The total revenue realised on the Buckingham canal in this reach during 1966-67 is Rs. 23,870/-.

5.43 As the draft is limited to only 3 ft. in the canal and even this is also not available in certain reaches, only country boats of capacities 2 to 30 tons are plying in the canal.

5.44 The statistics regarding the number of boats moved and tonnage/passengers transported in the Buckingham canal lying in Madras State are furnished below:

Year	No. of boats	No. of passengers transported	Tonnage
1962-63	956	N. A.	1,83,525
1963-64	C-685		
	P-315	2911	2,09,034
1964-65	C-725		
	P-325	3752	2,03,749
1965-66	C-773		
	P-333	3019	2,10,124
1966-67	C-661		
	P-56	5712	1,30,486

(C—Cargo Boats, P—Passenger Boats)

5.45 The bulk of the traffic in the south Buckingham Canal consists of fire wood, salt, lime shell and coconut leaves for which the Madras city is the chief market. The outward traffic in the south from the Madras city is confined to food grains, edible oils, Kerosene, utensils and other necessities of life. Similar to the north Buckingham Canal, the traffic in the South Buckingham Canal also is mostly unidirectional, i.e. towards the city. The boats return almost empty after discharging their cargo at the Thannirthurai wharf at Mylapore.

5.46 It has been stated by the Ministry that the main improvements to the canal proposed by Andhra Pradesh Government are to increase the bed width of 20 feet to 33 feet and deepen the canal to have a draft of 6 feet throughout its length with side slope of 2:1 in closed reaches, 3:1 in backwaters and 4:1 in open reaches thereby

facilitating the movement of bigger vessels upto 80 tons capacity. The State Government's proposal is estimated to cost about Rs. 125 lakhs, prepared in 1956-57 to carry-out the above improvements and this may go up to about Rs. 200 lakhs as per present day rates.

5.47 In so far as improvements to the Canal proposed by Tamil Nadu Government are concerned, the Ministry have stated in a note that the Tamil Nadu Government formed a high level technical Committee in 1958 to suggest comprehensive proposals for the development of the Buckingham Canal and the Cooum river within the city limits. The Committee recommended that the 33 feet and draft to 6 feet with side slope 1:3 and that the south Buckingham canal be deepened to 6 feet with side slope 1:1½. Based on the recommendation of the Committee an estimate for Rs. 470 lakhs for carrying out the above improvements to the Buckingham canal for its entire length in Tamil Nadu was drawn up by the State Government.

5.48 It has been suggested that for an integrated development of Buckingham Canal, a project report should be drawn up by examining in detail the technical and economic feasibility of the scheme on an assessment of the traffic potential for the entire canal lying in two States to justify the cost benefit ratio and that on receipt of the report a study group may be constituted consisting of the representative of the Governments of Tamil Nadu and Andhra Pradesh, Planning Commission, and Ministry of Shipping and Transport for further discussion.

5.49 During the course of evidence, the representative of the Ministry has stated that the State Government of Tamil Nadu has a proposal for spending Rs. 110 lakhs during the Fourth Plan period for the development of the Buckingham Canal. Part of this expenditure is for the development of the Cooum river. The Andhra Pradesh Government have drawn schemes costing Rs. 112 lakhs during the Fourth Plan period. Asked to state the plan provisions as finally approved, the representative of the Ministry has stated: "It is still under consideration. It is all a part the entire exercise of the Fourth Plan." Asked to state whether the schemes would be completed during the Fourth Plan itself, the representative of the Ministry replied: "As far as possible, we shall complete all programmes in the Fourth Plan. It depends on the final outlay."

5.50 The Committee wanted to know the method and manner of liaison maintained by the State Government of Tamil Nadu with that of Andhra Pradesh, Government in regard to maintenance, dredging, collection of statistics, etc. in so far as they relate to the

Buckingham Canal. In a written note furnished to the Committee, the Ministry have stated:

5.51 "The maintenance, dredging and collection of statistics in respect of the Buckingham Canal are being done by the State Governments of Andhra Pradesh and Tamil Nadu for the portion of the canal lying in their respective States. For the preparation of major schemes for the development of Buckingham Canal, similar specifications were followed by the two State Governments and the schemes have been formulated by the State Governments accordingly."

5.52. The Committee note that plans have been drawn up by the State Governments of Tamil Nadu and Andhra Pradesh for development of Buckingham Canal during the Fourth Five Year Plan. In view of the fact that this Canal is an inter-State navigable waterway and carries considerable traffic (both goods and passengers), there is an imperative necessity for drawing up an integrated plan for the development of this canal as a whole. The Committee agree with the Ministry that for an integrated development of the Buckingham Canal, a project report should be drawn up for examining in detail the technical and economic feasibility of the scheme for long-term development of the Canal on an assessment of the traffic potential for the entire canal lying in the two States. The Committee suggest that after the Project Report is drawn up, a Study Group consisting of the representatives of the Government of Tamil Nadu, Andhra Pradesh, Planning Commission and the Ministry of Shipping and Transport should be constituted for further examination of the same.

5.53. In view of the fact that the Buckingham Canal is an inter-State Canal and is an important waterway, the Committee suggest that the question of declaring it a National Waterway may be considered by Government. In this connection, attention is invited to the recommendation in para. 4.11 of this Report.

C. D.V.C. Navigation Canal

5.54 It has been stated by the Ministry of Shipping and Transport that the Left Bank Main Canal of the Damodar Valley Corporation's Irrigation Project has been designed as 'Irrigation-cum-Navigation' canal. It takes off from Durgapur and meets the River Kunti at a point about 2 miles above its confluence with the Hooghly which, again, is about 35 miles upstream from Calcutta. The total length of the canal, including its Kunti Portion, is merely 87 miles.

5.55 Designed to have a minimum depth of 8 feet all the year round, the canal was considered to be suitable for navigation of river craft including power barges with 6 ft. draught. There are 22 locks on the canal, designed to admit two 200 ton barges at a time. Eight loading and unloading berths and a few godowns have been provided along the canal. The idea behind the canal was to provide an alternative and cheaper traffic route from Durgapur to Calcutta. Durgapur is about 20 miles from the Raniganj Coal-fields and it itself a growing industrial centre.

5.56 Although the canal was ready for commercial operation several years back, the trial and test run with the D.V.C. Tug boat and Dumb barges was successfully completed during July 1963. In consultation with the Ministry of Transport, Government of West Bengal, M/s. Hindustan Shipping Co. Ltd., Howrah, was entrusted with the commercial operation of this Navigation Canal for a period of ten years with effect from 1st October 1965 on an open tender basis. After completing successfully trial and test run this firm carried cargoes of about 600 tons during October 1965 and April 1966. But ultimately they failed to operate and consequently the agreement entered into with this firm was terminated on 1st August, 1967. The Central Inland Water Transport Corporation Limited (formerly R.S.N. & Company) showed interest towards this D.V.C. Navigation Canal for commercial operation and the DVC authority authorised this firm to have trial runs as preparatory to a commercial agreement with the Co-operation more or less on the same lines as in the case of M/s. Hindusthan Shipping Co. Ltd. The navigation experts of this company undertook detailed study of this scheme and during January 1968 a craft was sent to survey the entrance to the canal in order to ascertain the navigability of the Kunti channel linking this navigation canal with the Hooghly, which is subject to tidal effect. They are collecting the particulars from the D.V.C. for detailed study. The canal is at present not under operation.

5.57 It has further been stated by the Ministry that according to the estimate prepared by the Navigation Advisory Committee set up by the D.V.C. (1956) the Canal could carry a traffic of 20 lakh tons a year but that such development will take about 13 years' time.

5.58 A provision of Rs. 90 lakhs (Rupees ninety lakhs) was made in the Third Plan, largely for the completion of spill-over schemes. Of this amount, one third, i.e. Rs. 30 lakhs, was provided in the Plan of the Transport Ministry and the remaining two-thirds was distributed equally in the State Plans of Bihar and West Bengal. The DVC, however, intimated that the spill-over expenditure in the Third

Plan was very much less than the provision made earlier. Expenditures incurred during the Third Five-Year Plan and the subsequent two years are indicated below:—

Period	Capital Expenditure*		Revenue Expenditure
	Plan	Non-Plan	
	Rs.	Rs.	Rs.
3rd Five Year Plan	44,94,870.00	38,63,354.00	17,16,890.00
1966-67	2,36,180.00	..	12,05,222.00
1967-68	78,272.00	..	9,69,911.00

5.59 Asked to state the reasons why the contractor backed out and the agreement had to be terminated, the representative of the Central Inland Water Transport Corporation has stated:

“DVC had entered into an agreement with a contractor who undertook to provide transport facilities, but he could not get sufficient traffic. Last year his contract was terminated. Now the Central Inland Water Transport Corporation has been asked by DVC to organize a service. We shall organize a service to the extent possible from 27th or 28th February. Some dredging is going on now because the Kunti outfall is completely silted up. The dredging is being done by DVC themselves. They have called for tenders for somebody to operate their dredging and remove the spoils.”

5.60. In reply to the question whether commercial possibility of the enterprise was fully investigated before the Corporation agreed to take it over, the representative of the Corporation has stated: “The contractor, firstly, did not have sufficient number of suitable craft. Secondly, the anticipated traffic did not materialise. So, he withdrew. We have enough craft now and we propose to organize a service as best as we can. The traffic has got to be developed. If a regular service is provided traffic might develop. We have tried to contact people at Durgapur and Calcutta. To start with, Durgapur Chemical Works, a West Bengal Government undertaking, want to move 30 tonnes of salt per day. On the return trip, the Durgapur Projects will give us coke.” When asked further whether any agreement with the parties has been entered into, he stated, “There is no need for any agreement because there is nobody else in the field. We have not entered into any contract.”

*Non-Plan Capital expenditure of Rs. 38,63,354.00 during 3rd Plan included sum of Rs. 34,27,203.00 on account of interest. Other figures for capital expenditure do not include interest. The figure for revenue expenditure do not included depreciation and interest charges.

5.61 Asked to state whether the traffic estimates of 20 lakh tons a year still held good, the representative of the Corporation has stated: "The traffic estimates do not hold good any longer, because our basis was that 10 lakh tons of coal would be used by Bandel Power House which could be carried by water. But then it was discovered that the grade of coal required by the power house was not available in proximity to the canal. Then, the Durgapur express highway was built by the State Government and the Railways have improved their capacity by electrification. So, the estimates are no longer valid as they were in 1958. Suitable traffic has now to be cultivated and developed."

5.62. The Committee enquired whether, when the estimates of traffic were prepared, the authorities did not take into account the basic facts that the express highway was likely to divert more or less the entire traffic and the Bandel Power House required a grade of coal which was not available in proximity to the canal for being carried by water. The representative of the Central Inland Water Transport Corporation has stated in reply, "So far as coal is concerned, it is an error." He has added: "There is just one possibility under examination. Pig iron is produced for export purposes by the Durgapur Steel Plant. So, we may get some traffic."

5.63. The Committee note that, according to a traffic estimate prepared in 1958, the DVC Canal was expected to carry a traffic of 20 lakh tons a year. The total traffic included 10 lakh tons of coal which was expected to be utilised by Bandel Power House. The Committee regret to observe that this traffic estimate was unrealistic and it did not take into account the basic fact that the grade of coal required by the Bandel Power House was not available in proximity to the DVC Canal for being carried by water. The DVC Project authorities also perhaps did not visualise that the Durgapur Express Highway could have an impact on the transport of goods by the water route.

5.64. The Committee further note that the Central Inland Water Transport Corporation has been asked by DVC to organize a commercial service on the DVC Canal and they are taking steps to develop suitable traffic for being carried by water. The Committee hope that the Corporation would explore the feasibility of carrying pig iron that is being produced for export purposes by the Durgapur Steel Plant.

D. Goa

5.65 The river and canal systems in Goa have been used for a long time for transportation of iron ore from the mines to the port. Inland Water Transport handles about 80 to 85% iron ores exported

annually through the port. Most of the iron ore mines are connected by natural waterways to either of the two rivers, namely, the Mandovi and the Zuari, which meet the Arabian sea. The port of Mormugao is located at the mouth of the Zuari where it meets the sea. During the monsoon when the sea becomes very rough, the barges plying in Mandovi cannot approach the port through the exposed portion of their course in the sea and have to use the sheltered waters of Combarjua canal which connects these two rivers. This canal is quite narrow and shallow in certain stretches and has sharp bends and curves. Thus the vessels have to wait long hours for high tides.

5.66 It has been stated by the Ministry in a note that during the third plan period not much attention was paid for the improvement of I.W.T. in Goa. During the last three years, the Goa Administration had carried out certain improvements for the development of I.W.T. These include (i) modernisation of lights and navigation aids, (ii) acquisition of ferry launches, (iii) surveys and dredging of inland waterways like the Combarjua Canal etc. and (iv) construction of new jetties and providing protection wall for ramps etc. The setting up of a maritime school at Goa has also been approved in 1967 for imparting training to I.W.T. personnel. The construction of the school building is in progress and the school is likely to be started shortly.

5.67 The schemes suggested by the Goa Administration for inclusion in the Fourth Five Year Plan for the development of inland water transport include acquisition of one dredging equipment consisting of one self-propelled dredger and two self-propelled barges, capital dredging work for widening and deepening of the narrow and shallow stretches of the Combarjua Canal, carrying out detailed hydrographic surveys of inland waterways, expansion of marine workshops at Betim, construction of new jetties and ramps, passenger sheds and other amenities, acquisition of new launches etc. Out of these, the Goa Administration has proposed the inclusion of the acquisition of a dredger unit under the centrally sponsored category. These schemes are under examination.

5.68. The Committee cannot over-emphasise the importance of dredging in the Combarjua canal and in the Mandovi and the Zuari rivers though which considerable quantities of iron ore are transported from mines to the ports. The Committee are glad to note that there is already a proposal for acquiring a dredging equipment in the Fourth Plan period.

5.69. The Committee understand that considerable damage has been caused to the agricultural lands on both sides of the Mandovi

and the Zuari rivers. They suggest that steps should be taken to prevent damages being caused to agricultural lands by these two rivers. The Committee also suggest that the desirability of sponsoring a fleet of beats on a cooperative basis for the movement of ore from the mines to the ports through the water route may be considered.

E. Kerala

5.70 The Kerala State has a net work of backwaters, artificial canals and tidal rivers, which play vital role in the communication system of the State. The most important of these waterways is the West Coast Canal system, which stretches from Hosdurg in the north to Trivandrum in the south, a distance of about 347 miles except the uncut portion about 29 miles from Badagara to Azhikkal.

5.71 It has been stated that there are several bottlenecks facing these waterways. The poor state of maintenance in several reaches of these waterways is a handicap to speedy movement of goods, as the depths are inadequate and the canal is narrow at a number of places. Erosion of the sides of the canal, which occurs during the heavy rains obstructs the free movement of boats. The most important scheme approved under the centrally sponsored category during the Third Five Year Plan was the extension of West Coast Canal from Badagara to Mahe costing about Rs. 68.00 lakhs. Also, other schemes approved for improvement and development of existing stretches of waterways during the Thrid Plan period include improvement of Elathur-Kallai Canal, reconstruction of Payyeli lock, construction of Kavanchira lock, improvements to the Karamudi canal, providing protection to the canal banks, deepening the canals, the improvements of jetties, landing ghats, etc. In all thirty four schemes estimated to cost Rs. 145.13 lakhs were sanctioned in the Third Plan. It has been stated that most of the works are in advance stage of construction and are likely to be completed shortly.

5.72 It has been stated by the Ministry in a note that for the Fourth Five Year Plan the State Planning Board have recommended a provision of Rs. 380 lakhs for the development of inland water transport in Kerala during the Fourth Plan (1969-74). Of this, an amount of Rs. 90 lakhs is earmarked for the spill over schemes of the Third Five Year Plan and the new schemes taken up during the subsequent three Annual Plans (1966-69). Most of these schemes are in various stages of progress. A few of them, such as, the improvements to Sultan Canal (1 KM only) improvements to West Coast Canal M. 21-28 and M. 16-17, acquisition of dredgers and hand

cranes etc. are yet to be started. The balance of the provision *viz.* Rs. 290 lakhs is for the new schemes proposed on a regional basis for the development of I.W.T. in the State. The important schemes proposed are as given below:—

1. *Works in Cochin Area*

(a) Widening Chambakkara thodu	Rs. 20 lakhs
(b) opening Irimpua-Pudussery Nadamal Canal	Rs. 60 lakhs
2. Improvements for I.W.T. facilities in Beypore Harbour Region	Rs. 100 lakhs
3. Improvements to West Coast Canal (Quilon-Cochin Section)	Rs. 50 lakhs
4. Improvements to West Coast Canal (Trivandrum to Quilon Section)	Rs. 25 lakhs
5. Improvements to West Coast Canal (Cochin to Pullot Section)	Rs. 25 lakhs
	Rs. 280 lakhs

5.73 The Working Group on Roads and other Transport set up for considering the proposals for Fourth Five Year Plan, considered the proposals of the State Government, at a meeting held in November, 1968 and have recommended a provision of Rs. 127.15 lakhs for the development of I.W.T. in Kerala in the Fourth Plan (1969-74) under the State Plan:—

(i) Spill over Schemes	Rs. 16.71 lakhs
(ii) New Schemes	Rs. 66.69 lakhs
(iii) Schemes pertaining to Water Transport Department	Rs. 43.75 lakhs
	Rs. 127.15 lakhs

5.74. Besides the programme proposed as a part of the State Plan the State Government have proposed an outlay of Rs. 296.60 lakhs for the following I.W.T. Schemes in Central Sector under the Centrally Sponsored category :—

1. Excavation of Badagara Mahe Canal (spill over schemes)	Rs. 36.60 lakhs
2. Opening of Irimpana Puddussery Canal	Rs. 60.00 lakhs
3. Improvement to I.W.T. facilities at Beypore	Rs. 100.00 lakhs
4. Improvement of West Coast Canal (Quilon to Cochin)	Rs. 50.00 lakhs
5. -do- (Trivandrum to Quilon)	Rs. 25.00 lakhs
6. -do- (Cochin to Pullot)	Rs. 25.00 lakhs
	Rs. 295.60 lakhs

5.75 The Ministry have further stated, "However, recently at a meeting held in the Planning Commission in January, 1969, it was indicated that due to constraint of resources the overall provision for the development of I.W.T. in the Central Sector including Centrally Sponsored category in the Fourth Plan would be considerably less. The State Government have therefore been requested to re-examine their proposals and to furnish full details of only well defined schemes which have a bearing on the running of commercial viable services in selected regions with their techno-economic feasibility for examination. This is awaited."

5.76. The Committee hope that the Ministry of Shipping and Transport would finalise the Fourth Plan schemes for the development of inland water transport in Kerala State at an early date. In this connection, the Committee would like to emphasise that every effort should be made to complete expeditiously the spill-over schemes relating to the Third Five-Year Plan and that no schemes sanctioned for the Fourth Five-Year Plan should be allowed to be spilled over to the next Plan period.

F. The Krishna and Godavari Delta Canal System

5.77. Although the Krishna and the Godavari delta canal systems are primarily irrigation canals, they form vital lines of communication connecting the Kakinda and Maslipatnam ports with the industrial town of Vijayawada. Some of these canals carry cargo such as iron ore, agricultural produce, foodgrains, etc.

5.78. During the first two plan periods, there were no proposals for the development of navigation facilities on these canals. In the draft outline of the Fourth Five-Year Plan (1966--71) a provision of Rs. 24.00 lakhs was included in the State Plan for the development of these delta canals. However, due to the paucity of funds/resources, no work was carried out during the last three years.

5.79. In the Fourth Plan (1969--73) the State Government have suggested certain schemes for the development of Krishna and Godavari delta canals. It has been proposed to deepen the canals, construct three locks, two wharves and two navigation links for providing facilities for loading and unloading of materials, to open direct communication with the Railways at Rajamundry and also to cater for the transport requirements of the region

5.80. The State Governments have also been requested to forward the details of the proposals indicating technical feasibility, economic justification, etc. of the schemes.

5.81. The Committee note that the State Government of Andhra Pradesh have suggested certain schemes in the Fourth Five-Year Plan for the development of Krishna and Godavari Delta Canals which form vital lines of communication connecting the Kakinada and Maslipatnam ports with the industrial town of Vijayawada. The Committee hope that technical feasibility, economic justification, etc. of the schemes proposed by the State Government would be completed at an early date.

G. Mysore

5.82. The Inland Water Transport Committee (1959) in para 19 of their report have stated:

“The State Government have proposed a scheme of connecting the back-waters from Coondapur to Mangalore to form a continuous inland waterway providing a vital means of communication in the coastal strip. It was also suggested that the canal be extended in the North to link up with the river systems and their back-waters north of Coondapur upto Karwar and in the South to link up with the West Coast Canal in Hosdurg in Kerala State. But no detailed investigations or engineering surveys have been carried out.

The Committee visited the stretch of the coastal strip between Mangalore and Malpe harbours. There are a large number of tile and cashewnut factories in this region which are likely to use this canal for their transport requirements. Malpe is also an active fishing centre. A canal link between Mangalore and Coondapur connecting the back-waters is likely to provide a useful waterway between the two ports of Malpe and Mangalore. This should be examined on receipt of the traffic survey report.”

5.83. Asked to state the action taken on this recommendation, the representative of the Ministry of Shipping and Transport has stated during evidence:

“The State Government had earlier intimated that after careful consideration they have decided that the scheme relating to IWT in the State might lie over for the present in view of the huge cost involved and that the transport needs are being met adequately by the network of roads. In July, 1968 it had been intimated that after carrying out a detailed inquiry and survey of the area a detailed report on the scheme relating to the development of IWT canal between Mangalore to Coondapur, together

with the engineering survey report, estimates and plans, has been prepared but the execution of the scheme has been deferred by the State Government for the present."

5.84. The Committee note that the Scheme relating to I.W.T. canal between Mangalore and Coondapur, for which a detailed survey report was prepared, has been referred by the State Government at present. The Committee hope that the Ministry of Shipping and Transport as well as the State Government concerned would review the position at a later date when it becomes possible to undertake the execution of the scheme.

H. Development of I.W.T. in the Narmada and Tapti

5.85. In the State of Gujarat, there are two major rivers i.e., the Narmada and the Tapti. The river Narmada is navigable for about 110 miles in its lower reaches from the sea upto Tilakwada by different types of boats and steamers. Larger vessels ply regularly between the sea and Broach, a distance of about 30 miles, and upstream of Broach, small boats ply. The Tapti river is navigable in its tidal compartments upto Surat, a distance of about 15 miles from the sea. The port of Surat was an important maritime centre on the river in the past. Detailed hydrographic surveys carried out by C.W. & P.C. have revealed that it would not be possible to develop navigation on the Narmada, upstream of Navgam and above Surat on the Tapti in their present state, because of existence of rocky outcrops and steep slope of the river studded with a large number of rapids. It is expected that the construction of dams in the upper reaches of the river, with necessary provision of navigational facilities will improve the prospects of development of navigation in these rivers. It has been stated that provision of navigational facilities like locks, weirs or lateral canals with a view to submerging or by-passing the rapids is very expensive and could be considered only if warranted by this traffic potential of the region. It is, therefore, essential that the present traffic and traffic potential of the area should be known by conducting a detailed traffic study of the region to justify the economic feasibility of undertaking these costly works. The State Government have indicated that they are taking necessary action for carrying out a traffic survey of the Tapti river from Surat to Bhusawal.

5.86. Both these river valleys are rich in agricultural, forest and mineral resources. It has been claimed that the exploitation of these will offer traffic in sufficient bulk and it will be economical and convenient to carry this traffic costing mainly of timber by inland water transport. For this purpose, and considering the

physical features of the river bank, which is generally about 25'/30' about low water level, it was proposed to utilise navigational facilities afforded by the river by providing suitable landing places at selected points for developing cargo handling facilities along the river by constructing the sloping jetty with approach road. During the Third Five-Year Plan, cargo landing ramps have been provided at Bhadabhat and Samalapitha on the river Narmada and at Duras on the river Tapti. Four steel barges have also been acquired for assisting the river traffic. Expenditure of Rs. 7.76 lakhs was incurred for the development of I.W.T. during the Third Plan period.

5.87. It has been further stated that during the Fourth Plan period, the State Government have submitted proposals for providing similar cargo landing facilities at selected sites on Narmada and Tapti, which may give impetus to the development of I.W.T. The State Government have also suggested acquisition of one tug and 6 steel barges to carry traffic from place to place at the ports situated at the mouths of both the rivers. The State Government have been requested to furnish the details of these schemes for consideration.

5.88. The Committee note that detailed hydrographic surveys carried out by the Central Water and Power Commission have revealed that it would not be possible to develop navigation on the Narmada, upstream of Navgam and above Surat on the Tapti in their present state, because of existence of rocky outcrops and steep slope of the river studded with a large number of rapids. The Committee agree with the Ministry that it is essential that the present traffic and traffic potential of the area should be known by conducting a detailed traffic study to justify the economic feasibility of undertaking costly works like the provision of locks, weirs or lateral canals etc. for improving the prospects of development of navigation in these rivers. The Committee hope that such a detailed study will be made in due course.

I. Orissa

5.89. It has been stated by the Ministry of Shipping and Transport that inland water transport in Orissa is mainly confined to the Mahanadi river and delta canals, namely the Kendarpara, Taldanda, High level and their branch canals. These canals connect Cuttack with the Paradip Port and serve the needs of both navigation and irrigation. Keeping in view the importance of water transport in the deltaic region, due to the development of a major port at Para-

dip during the Third Five-Year Plan, the following schemes were approved for the development of water transport in Orissa:—

	Rs. in lakhs
1. Improvement to the existing Teldanda and High Level Canal	4.68
2. Lining of canals	6.00
3. Making Machhagaon canal navigable	6.00
4. Remodelling of 7 locks in the Teldanda Canal	28.00
5. Extension of Teldanda Canal from Paradip lock to the proposed port site	29.00
6. Purchase of a dredger	6.00
7. Construction of a new dockyard at Cuttack	10 32
TOTAL	90.00

5.90. Out of these schemes, the work of construction of a dockyard at Cuttack was not taken up by the State Government and has been dropped. Loan assistance amounting to Rs. 63.40 lakhs was given to the State Government against the expenditure incurred by them on the abovementioned schemes, during the Third Plan period. In the draft outline of the Fourth Plan, a provision of Rs. 51 lakhs was included in the Central Plan for spill-over schemes sanctioned in the Third Plan as also for the extension of Taldanda Canal to Paradip Port. However, as the commencement of the Fourth Plan was deferred to April, 1969, the provision of funds, in the meantime was being made on an year to year basis. Loan assistance amounting to Rs. 15.56 lakhs was given to the State Government in 1966-67 to complete the works on the schemes sanctioned during the Third Five-Year Plan period. Proposals estimated to cost Rs. 272.54 lakhs for the development of inland water transport on the Mahanadi, extension and improvement of Teldanda Canal, restoration of Orissa Coastal Canal etc. have been received from the State Government for inclusion as Centrally Sponsored Schemes in the Fourth Plan (1969—74). The State Government have been requested to furnish detailed estimates along with necessary traffic studies and cost benefit ratio.

5.91. Asked to state the specific schemes in which the State Government are interested, the representative of the Ministry has stated that the State Government envisage development of inland water transport in the river Mahanadi from Dholpur to Cuttack, besides other small schemes.

5.92. In reply to the question whether the Ministry have examined the question of developing inland water transport in and around Chilka, the representative of the Ministry has stated, "There is no proposal from the State Government about Chilka lake."

5.93. The Committee note the present position in regard to the development of inland water transport in Orissa. They hope that the Ministry of Shipping and Transport would examine the Fourth Plan schemes submitted by the State Government in the light of the decisions of the National Development Council that only selected and well-defined schemes relating to inland water transport should be included for Central assistance under the Centrally-sponsored schemes in the Fourth Plan.

5.94. The Committee suggest that the possibility of developing inland water transport in the Chilka lake may also be explored.

J. West Bengal

5.95. The Committee desired to know the present stage of development of inland water transport in West Bengal. The Ministry have informed the Committee that "The Ganga Hooghly river system and the net-work of tidal rivers in the Sunderbans areas constitute the most important waterways of West Bengal. These waterways were active means of navigation, forming perennial links between the Port of Calcutta and upper India. But the Bhagirathi Hooghly has been relegated into spill channels receiving up land water for about 3 months in a year only. There are also some navigable waterways in the Northern and Southern reaches of the State. Over the years due to siltation of river beds, changes in river channels, inadequate upland water supply and the tidal nature of the deltaic waterways, inland waterway traffic in West Bengal has declined in importance. At present the Ganges from Patna in Malda District to the junction of river Jalangi, the Hooghly from Nabadwip to the Bay of Bengal, the Rupanarayan, the Ichamati, the estuaries of tidal rivers and creeks in Sunderbans area, portion of the rivers Torsa, Teesta and the Mahananda in the north are generally navigable throughout the year. The other rivers like Bhagirathi, Jalangi and Mathabhanga which are the main sources of water supply to the Hooghly remain cut off from the Ganga for the greater part of the year and these are navigable only during monsoon. Amongst canals the Midanapur canal, Hijli Tidal Canal, Orissa Coastal Canal and a number of navigable canals around Calcutta i.e., Circular Canal, Beliaghata Canal and Kristopur Canal are generally navigable throughout the year. The D.V.C. canal, built for flood control and irrigation is open for limited traffic over the year depending on the availability of water.

5.96. The river Hooghly though generally navigable in its lower reaches has been deteriorating due to inadequate supplies of head water from the Ganga upstream for the greater part of the year. The Bhagirathi practically dries up from its off-take upto Nabadwip during dry months making even navigation by boats impossible. This route is only open during monsoon for about two to three months due to greater flow of water into the Bhagirathi from the main Ganga. With the construction of the Farakka Barrage, which will let in adequate quantities of water into the Bhagirathi-Hooghly system, the prospects of navigation in this river are expected to improve. The traffic consists mainly of jute, tea, tobacco, general merchandise, building materials, straw, vegetables, paddy, Kerosene oil etc.

5.97. In the Third Five Year Plan, a provision of Rs. 60 lakhs was made for I.W.T. in West Bengal under the Central Plan and a provision of Rs. 33 lakhs was made in the State Plan. The Central programme included Rs. 30 lakhs for navigational works in the D.V.C. Canal, Rs. 15 lakhs for the pilot towing project in the Sunderbans, Rs. 15 lakhs for improvements to the Hijli Tidal Canal and for model studies on the improvement of navigation on the river Rupnarayan. An expenditure of Rs. 15 lakhs was incurred on the D.V.C. Canal. The pilot project was not proceeded with as the West Bengal Government was of the view that since the navigable channels in the Sunderbans was steadily receding towards the sea and silting up, its maintenances would be expensive. There was also no expenditure incurred on the Hijli Tidal Canal, as this work was taken up, since the estimate was reported to be under revision. Under the Central Programme, an I.W.T. Training Centre was set up at Calcutta for training drivers, serangs and masters at an estimated cost of Rs. 1.37 lakhs. Under the State Plan, an expenditure of Rs. 12 lakhs was incurred mainly on field investigations model experiments and improvement of certain navigation channels. In the draft outline of the Fourth Plan, a provision of Rs. 27 lakhs was made mainly for spill over schemes *viz.* improvement of the Hijli Tidal Canal and the Rupnarayan river.

5.98. At the instance of the Eastern Region Survey Unit, the Calcutta Metropolitan Planning Organization carried out a survey of the operations of country boats in 1966 at about 20 selected ghats in the different waterways of the State. According to the survey, a total traffic of about 70.80 lakh maunds excluding paddy and rice was handled in 1966. The Unit has expressed the view that in future, the operations of the mechanised inland water transport along the Hooghly will remain confined to the stretch between Fribeni (above

Calcutta) and Haldia. This tidal stream has enough water for deep-draft inland water transport to ply throughout the year for transport of jute, jute products, industrial raw materials and finished products to and from Calcutta docks and other industrial establishments located along the banks of the Hooghly with the construction of a new major port at Haldia inland water transport over this reach of the Hooghly is expected to increase substantially by the end of the Fifth Plan. Added to this will be the traffic potential of new industrial plants which are likely to come up on both banks of the Hooghly between Calcutta and Haldia.

5.99. As regards programme for development of inland water transport in the Fourth Plan, the State Government had earlier intimated certain schemes costing Rs. 212 lakhs for carrying out dredging and other works for improvement of certain waterways, provision of lining, facilities and carrying out hydrographic surveys in Sunderbans area. The Committee of National Development Council has since decided that only selected and well defined schemes of I.W.T. will be treated as centrally sponsored schemes. The State Government have not yet furnished any proposals for inclusion in the centrally sponsored schemes. They have been requested to submit them along with technical feasibility and traffic potential of the region for consideration."

5.100. The Committee note that with the construction of a new major port at Haldia, inland water transport over this reach of the Hooghly river is expected to increase substantially by the end of the Fifth Plan and added to this will be the traffic potential of new industrial plants which are likely to come up on both banks of the Hooghly river between Calcutta and Haldia. The Committee trust that the Ministry will in cooperation with the State Government take suitable steps in advance so that it is possible to realise the potential traffic expected in the inland water transport system in this industrial complex.

5.101. The Committee hope that the State Government will furnish proposals for inclusion in the centrally sponsored schemes in the Fourth Plan together with technical feasibility and traffic potential of the region for consideration early. They further hope that the Ministry of Shipping and Transport will examine the Fourth Plan schemes when submitted by the State Government of West Bengal in the light of the decision of the National Development Council that only selected and well-defined schemes of inland water transport are included for Central assistance under the centrally sponsored schemes in the Fourth Plan.

5.102. Asked to state what will be the impact of Farakka Project on the inland water transport after the project is completed; the

Ministry have stated in a written note "The completion of Farakka Barrage will help to develop inland waterways in the region when the release of additional flow of water will make the Bhagirathi suitable for navigation by boats and steamers throughout the year. At present the river Bhagirathi is navigable only for 2 months during the flood season and the All-India river route through the Bhagirathi is opened during that period. Completion of Farakka Barrage and ancillary river training and corrective works suggested will make the river route between Farakka and Calcutta navigable by vessels having a draft of 8 ft. to 9 ft. almost throughout the year, assuring that 40,000 cusecs of water would be available at the head of the feeder canal at Farakka. This will also help the movement of agriculture commodities and the production of cottage and home industries in that region.

5.103. In order to utilise the Bhagirathi as an efficient conveyance channel, after the completion of the Farakka Barrage, when an All-India river route from Calcutta to Patna—upward be opened throughout the year, it was decided that the work of the traffic surveys and assessing the navigational potential along the Ganga via the Bhagirathi be carried out. The Directorate of Transport Research of this Ministry have been requested to carry out such surveys and assessment of the navigational potential on the proposed improved conditions of the Bhagirathi after completion of the Farakka Barrage. The Directorate of Transport Research have taken up the work relating to the traffic surveys and other post Farakka Studies of the navigational potential along the river Ganga between Calcutta and Allahabad and the work is in progress."

5.104. The Committee note that the Directorate of Transport Research in the Ministry have taken up the work relating to the traffic surveys and other post-Farakka studies of the navigational potential along the river Ganga between Calcutta and Allahabad and the work is in progress. They would like to invite the attention of the Ministry in this connection to the recommendation made in para 4.68 of this Report.

NEW DELHI-1;
April 24, 1969;
Vaisakha 4, 1891 (Saka).

P. VENKATASUBBAIAH,
Chairman,
Estimates Committee.

APPENDIX I

(Vide para. 1.12 of the Report)

Note regarding Economics of Inland Water Transport vis-a-vis other modes of transport "

Inland water transport can both supplement and complement other modes of transport and is particularly suitable for transporting bulk loads of commodities such as coal, ores, oil, steel, heavy machinery, chemicals, building materials and foodgrains etc. Waterways offer a cheap means of transport particularly for certain kinds of traffic both over long and short distances. The inland waterway connecting the hinterland with a port is well known for its role in the smooth functioning of the Port. Inland water transport provides long distance haul of transport by connecting waterways as well as short distance lighterage between industrial establishments and shipping in a port, as in the case of London and Calcutta. Although slower in terms of speed in miles per hour, than other modes of transport, inland water transport is capable of transporting a greater quantity of cargo between any two points in lesser time than by any other method of transport provided the waterways are well maintained. One of the major factors in favour of inland water transport is that except for the initial cost on the provision of locks and lining of canals etc. there is very little capital expenditure to be incurred on the waterways. The annual maintenance cost including conservancy for navigation is negligible as compared to the maintenance of roads and railways. The maintenance and repair cost of inland vessels is much lower than the maintenance cost of other types of transport equipment. The capital maintenance cost of inland water transport compares very favourably with other modes of transport. The most important factor in the economics of waterway is the relatively low proportion of track costs. Waterways being provided by nature, the track costs comprise mainly costs of preventing siltation and maintaining navigability.

For comparing road, rail and inland water transport costs per tonne-Km., it is somewhat risky to generalise on the basis of average costs. Therefore, it is necessary to obtain comparative data on costs pertaining to specific flows of traffic. Moreover in interpreting cost data, due attention is to be given to different economical and technological characteristics of each mode of transport, since these necessarily influence their suitability for different types of traffic. How-

ever, based on the experience gained during the last two years of running river services, the Central Inland Water Transport Corporation Ltd., have worked out the cost of inland water transport per ton-Km. assuming 75 per cent. utilisation for a lead of about 700 Km. on an average to be 7.73 paise. The above cost is exclusive of toll, if any and expenditure on conservancy works. The cost per ton-Km. for road transport varies with distances, road conditions etc. and this can be taken on an average as 11 paise per ton Km. This is based on operation in the Eastern Zone of the country between Calcutta/Gauhati and Ranchi and Haldia.

In this connection, a note prepared by the Directorate of Transport Research is also enclosed. (Annexure).

ANNEXURE

A Note on the cost of transport by inland water transport, road transport and railways

The cost of operation per tonne-Km. of any mode of transport depends upon various factors. The cost of operation of inland water transport, for example, depends upon a host of factors, *viz.*, the size of the vessel, utilisation factor, condition of channel, availability of night navigation, nature of cargo, handling facilities at the ghats etc. The cost of operation of road transport depends upon the size of the vehicle, utilisation factor, condition of the road, average lead and load of commodities, etc. Similarly, the cost of operation of goods train depends upon the cost of terminal services, marshalling, line, haul, transshipment, gauge etc. A change in any or all the factors is bound to affect the cost of operation, per tonne-Km., of any mode of transport. As such while comparing the cost of operation of different modes of transport, one should be extra cautious. Assumptions under which each cost is worked out must be looked into before striking a comparison. Then again, while comparing the cost of operation of different modes of transport, the terminal costs should also be duly considered. It may be remembered that in case of road transport, door-to-door facility exists, whereas in the case of I.W.T. and railways, additional handling charges are required to be incurred at ghats and railway stations respectively and between ghats/railway station and the point of origin/destination. Lastly, the savings in time in case of road transport/railway vis-a-vis inland water transport should also be accounted for through appropriate money values. We may now pass on to the cost of operation of different modes of transport.

Cost of operation of inland water transport:

Based upon the data supplied by the I.W.T. Directorate of this Ministry, the cost of operation of inland water transport has been estimated as under :

Stretch of the river Ganga	Approximate cost of operation per tonne—Km. (in paise)	
	With night navigation	Without night navigation
Allahabad-Mirzapur	10	13
Buxar-Rajmahal	5	7

The difference in the cost of operation on the two stretches given above is due to the difference in the number of shaols to be negotiated on the two stretches.

The cost of operation is based on the cost of operation of two push-tow units of the I.W.T. Directorate, at present stationed at Patna. These vessels are about 10 years old. While working out the cost of operation, the utilisation factor has been taken as 75 per cent of the capacity. Interest on the capital has been calculated @ 5½ per cent per annum.

The cost of operation given above does not include terminal costs which vary from ghat to ghat and from season to season due to shift of channel from the main ghat necessitating a longer lead.

Road Transport Costs:

The Road transport costs also depend upon numerous factors including the size of the vehicle, vehicle utilisation, speed of the vehicle, road conditions, tax element etc.

According to the figures collected by the Road Transport Taxation Enquiry Committee, the road transport costs amount to about one rupee per vehicle mile—though it varies somewhat from State to State and from firm to firm. This amounts to about 62 paise per vehicle-Km. The costs per tonne-Km. would depend upon the load carried. At 10 tonnes, it would amount to a little more than 6 paise per tonne-Km., whereas at 7 tonnes, it would be about 9 paise per tonne-Km. In these costs estimates, the interest costs have been taken at 12 per cent per annum or above.*

According to a Study done by World Bank of India Coal Transport Study Team, the cost to the economy of hauling one tonne of coal amounted to 4.61 paise per tonne-Km. for a 13 tonne tractor/semi-trailer unit and 4.25 paise for a 19 tonne tractor/semi-trailer unit for 500 Kms. lead.**

The Road Transport costs also vary with the vehicle utilisation factor. Thus according to the Road Transport Taxation Enquiry Committee, with the vehicle utilisation of 1,500 miles per month

*Final Report of the Road Transport Taxation Enquiry Committee, Ministry of Transport & Shipping, November 1967. (Annexure-5).

** See Final Report of the Committee on Transport Policy and Coordination Planning Commission, January 1966-Page 26.

or 50 miles per day, the cost was estimated to be of the order of 144 paise per vehicle mile, whereas for vehicle utilisation of 3,000 miles per month or 100 miles per day, it will come down to 98 paise per vehicle mile and so on.** Thus the road transport costs can be reduced considerably if vehicle utilisation could be improved, to say, 200 miles per day.

The road transport costs also depend rather significantly on the road conditions. Thus according to a study done by the Transport Research Division of the Ministry of Transport and Shipping, the cost of road transport per vehicle-Km., with the existing condition of Bombay-Poona Road was of the order of 72.53 paise per vehicle Km. The cost would, however, go down to 52.35 paise per vehicle Km., on a new/improved Bombay-Poona Road, thus bringing about a saving of 20.18 paise per vehicle-Km.—which is a reduction in road transport cost of the order of 30 per cent. @

Rail Costs:

The rail costs also depend upon a number of factors, including the gauge, the load size (whether wagon load or smalls) and various other elements of costs including terminal costs, marshalling, transshipment etc. The average rail costs of broad gauge in 1967-68 was estimated at 4 paise per tonne Km., whereas the same was 6.30 paise per tonne Km., for metre gauge and 17.64 paise for narrow gauge. The costs vary from railway zone to railway zone even within the same gauge system. Thus, within broad gauge system, the cost per tonne Km., varied between 3.24 paise for South Central Railway, 3.85 paise for South Eastern Railway to 5.38 paise for Southern Railway and 5.13 paise for North East Frontier Railway. Similarly the variations were also considerable within the metre gauge system, where the costs varied between 4.79 paise per tonne Km., on Western Railway, 5.70 paise for North Eastern Railway to 7.14 paise for Central Railway and 10.77 paise for North-East Frontier Railway. The variations are even greater in the case of narrow gauge system, where the lowest costs were 10.56 paise on Eastern Railway, though it was as high as 46.54 paise for Northern Railway and 101.16 paise

** Final Report of the Road Transport Taxation Enquiry Committee, Ministry of Transport & Shipping, November 1967-Page 38.

@ Economic Appraisal of Bombay-Poona Road, Volume-II, Page-19.

for North-East Frontier. The table below gives all these figures at a glance.

(In paise per tonne-Km.)

Railway Zone	Cost including interest		
	B.G.	M.G.	N.G.
(1)	(2)	(3)	(4)
Central	4.25	7.14	13.88
Eastern	4.24		10.56
Northern	3.81	5.87	46.54
N. Eastern		5.70	
North East Frontier	5.13	10.77	101.16
Southern	5.38	6.57	22.80
South Central	3.24	6.97	25.69
S. Eastern	3.85		13.80
Western	3.61	4.79	11.69
Averages	4.00	6.30	17.64

Source: Supplement to the Report by the Railway Board on Indian Railways for 1967-68 (Statistical statements) Ministry of Railway (Railways Board) New Delhi, 1969.

The rail costs also vary rather considerably depending upon the size of the load i.e. wagon load or smalls. The following table gives

the figures of estimated cost of movement of one tonne of goods by rail for various distances for two tractions—steam and diesel.*

Distance	RAIL			
	Full Wagon Loads		Smalls	
	(23 tonne wagons)			
	Steam Rs.	Diesel Rs.	Steam Rs.	Diesel Rs.
(1)	(2)	(3)	(4)	(5)
50 Kms.	6·07	5·72	17·63	17·19
100 Kms.	7·56	6·77	19·49	18·62
200 Kms.	11·09	9·75	29·50	27·76
300 Kms.	15·72	13·61	41·38	38·77
400 Kms.	20·06	17·28	46·57	43·10
500 Kms.	24·61	21·65	57·84	53·49
800 Kms.	37·11	31·54	74·75	65·64
1000 Kms.	45·94	38·98	86·29	77·60

NOTE: These figures relate to "financial costs" at 6 per cent interest.

It will be seen that for full wagon loads for thousand kilometres distance, the cost was of the order of 4·6 paise per tonne-Km. for steam traction and 3·9 paise for diesel traction, whereas the same amounted to 8·63 paise for smalls with steam traction and 7·76 paise for smalls with diesel traction.

Summing up:

Given above are some illustrations of the costs of transport by Inland Water Transport, Road and Rail. The figures are not com-

*J.T.G. Report No. 16, Transport Cost Studies, Rail & Road Transport, Joint Technical Group for Transport Planning, Planning Commission, New Delhi, November 1967, Page-124.

parable because of the varying assumptions involved, for example, while for the I.W.T. and rail, the interest charges are generally taken at 5 to 6 per cent per annum, the road transport costs include interest charges of the order of 12 per cent or above. The figures of costs also relate to different periods. The tax element also varies significantly from one mode of transport to another. Though it forms part of the cost of transport to the user, it is not really a cost to the economy and, therefore, for inter-modal comparison, tax element will have to be excluded first. Similarly, it is also to be borne in mind that while road transport provides door-to-door service, in the case of rail and I.W.T., an additional cost has to be incurred for bringing the goods from the point of origin to the railway/ghat and from railway station/ghat to the point of destination, which involves apart from additional transport costs by road also an extra transshipment at each end. These adjustments would have to be also made before a comparison can be attempted. Another aspect to be borne in mind is the service characteristics. Different modes of transport provide different quality of service including speed, reliability of delivery timings, pilferage, and whether it is a personalised service or not, which all reflect themselves into elements of costs of distribution, such as, inventory cost, insurance cost, packaging cost etc. so that a user may prefer a particular mode of transport to another, say road to rail, even if the per tonne-Km. road transport costs are higher than the per tonne-Km. rail transport costs because to him, the total distribution costs by road might be less than the alternative of rail shipment (because of the above considerations). This is true particularly in the case of high-valued commodities, where inventory costs and costs of packaging/insurance are significant and value of time, and even more so of reliability of delivery times, is high.

APPENDIX II

(*vide* para 2.3 of the Report)

The functions of the Inland Water Transport Directorate as laid down under the Ministry of Transport's resolution No. 7-IWT (65) /64 dated the 23rd February 1965 are as follows:—

- (a) to study the transport requirements of the country with a view to coordinate inland water transport with other modes for—
 - (i) immediate requirements; and
 - (ii) long term planning.
- (b) to study the existing waterways in the country and formulate schemes for their improvement;
- (c) to prepare technical reports on design of waterways and connected structures;
- (d) to formulate proposals for extension of navigability of inland waterways for immediate and short term implementation having regard to availability of water under Irrigation on Power Multipurpose Projects (in consultation with the Central Water & Power Commission)—including any special project to be undertaken purely for navigation;
- (e) to investigate and prepare project reports design and estimates after carrying out necessary structural and hydraulic model test for the above in consultation with and co-ordination with the State Chief Engineers concerned and the Central Water & Power Commission.
- (f) to study modern development, in all aspects such as improved design and craft, navigational aids, terminal facilities and conservancy; necessary research would also be carried out;
- (g) to draw up standards for classification of waterways, size of locks and clearance under bridges, etc;
- (h) to set up suitable training establishments for training of—
 - (i) diesel mechanics;
 - (ii) deck and engine room personnel; and
 - (iii) conservancy and technical staff;

- (i) to render technical advice to the Central and State Governments on Inland Water Transport matters.

The Directorate will also ensure proper co-ordination with the Central Water & Power Commission and the Army and Naval Headquarters particularly on the following aspects of development concerning Inland Water Transport:—

- (i) planning co-ordination and training of personnel;
- (ii) traffic;
- (iii) civil engineering;
- (iv) navigation, conservancy and dredging;
- (v) naval architecture and marine engineering;
- (vi) investigations and surveys;
- (vii) project reports; and
- (viii) design and research.

The Directorate also carries out technical examination of the schemes received from the State Governments and renders technical advice on the problems connected with inland water transport. The overall supervision of the Regional offices at Patna and Gauhati also comes under the responsibility of this Directorate.

The functions of the Regional office of the Directorate at Patna are as follows:—

- (i) conducting hydrographic survey in the region;
- (ii) marking of navigable channel departmentally, pilotage and snag clearance;
- (iii) river conservancy of Ganga and dredging where required;
- (iv) pilot services by pusher tugs and barges;
- (v) proper maintenance of craft of the I.W.T. Directorate.

The following craft are under the charge of the Patna office:—

- (i) Pusher Tugs—("Ganga" & "Bhagirathi").
- (ii) Steel (dump) Barges—8.
- (iii) Survey Launches ("S.L. Survekshak" and "S.L. Dehing").
- (iv) 12" Cutter Suction Dredger (Buxar)-1.

The functions of the office of the Administrator, Pandu and Jogigopa Ports (Gauhati) are as follows:—

- (i) to look after the development of Pandu and Jogigopa Ports in liasion with the Government of Assam;
- (ii) to carry out hydrographic surveys of the river Brahmaputra especially in and around the Port area and maintenance of the navigable channel in the Brahmaputra in close co-ordination with the Central Inland Water Transport Corporation;
- (iii) to look after the matters relating to the development of inland water transport in the Brahmaputra;
- (iv) administration of Pandu and Jogigopa Ports when fully developed as Major Ports.

One Survey Launch "Ghogra" is under the charge of the Administrator, Pandu and Jogigopa Ports.*

*At the time of factual verification the Ministry have stated that:

- (i) "The functions of the Inland Water Transport Directorate mentioned in paras. 1 and 2 are those laid down in the Ministry of Transport Resolution No. 7-IWT(65)/64, dated the 23rd February, 1965 and the functions indicated in subsequent paragraphs became applicable with the merger of the erstwhile Ganga Brahmaputra Water Transport Board with the Directorate."
- (ii) "The postof Chief Engineer-cum-Administrator has since been filled."

APPENDIX III

Statement showing Summary of Recommendations/Conclusions

S. No.	Reference to Para No. of the Report	Summary of Recommendations/Conclusions
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1 2 3

1. 1.17 The Committee agree with the observations made by the Committee on Transport Policy and Co-ordination and the Study Group on Assam River Services that inland water transport should be developed as a part of the overall transport system in the country and that the national policy should be to make the maximum use of each form of transport. Inland water transport scores over other modes of transport because the capital and maintenance cost of inland water transport services are small as compared to other modes of transport.

2. 1.18 The Committee appreciate that in order to develop inland water transport to such an extent that it is able to make an impact on the economy of the country, it is necessary to tackle the basic problems such as modernisation of the craft, improvement of the draft and maintenance of the rivers, through dredging provision of guaranteed minimum traffic, provision of "through booking" services, and running of commercial services by providing cheap and economic means of transport to the community. It is for the Central Organisation in

the Ministry to provide the necessary stimulus and guidance for the development of inland water transport on a co-ordinated basis in the country. In this context, the importance of the Central Inland Water Transport Directorate in the Ministry cannot be over-emphasised.

3. 2.13 The Committee note the items of work undertaken by the Inland Water Transport Directorate so far in pursuance of the Government Resolution dated the 23rd February, 1965. They would like to suggest that a periodical review of the performance of the Directorate *vis-a-vis* the functions allotted to it should be conducted and remedial measures taken wherever necessary.
4. 2.14 The Committee would also like to stress that once specific functions have been allotted to an organisation by means of a Government Resolution, all efforts should be made to see that they are fully and adequately discharged.
5. 2.15 The Committee have been informed that, "In March, 1967 the Ganga-Brahamputra Water Transport Board was merged with the Directorate with a view to strengthen the Directorate. Depending on the development of Inland Water Transport, based on the recommendation of Inland Water Transport Committee recently set up, the question of further strengthening the IWT Directorate will be considered. The Committee hope that on receipt of the report of the IWT Committee the recommendations made therein will be speedily

examined and those accepted by the Ministry implemented without delay.

6. 2.16

As regards the attached office of the Directorate at Patna, the Committee feel that there is not sufficient work in the office at Patna at present. However, they will like the Ministry to bear in mind the views of the Government of Bihar that "Although IWT is in a moribund condition at present, there are possibilities of starting river services on the Ganga and that the quantum of traffic by river is likely to increase with the completion of the Farakka Barrage".

7. 2.17

As regards the office of Administrator, Pandu and Jogigopa ports, the Committee suggest that the Ministry may conduct a review of the functions of this attached office so far performed so as to find out to what extent the need for continuing such an office still remains, and if so, upto what period.

8. 2.22

The Committee note the composition and functions of the Steering Committee which was set up in 1967 primarily with the object of advising the Government in regard to the development of Inland Water Transport. The Committee suggest that the charter of duties of the Steering Committee should be laid down and the periodicity of meetings fixed so that the Steering Committee may make useful suggestions for the implementation of various schemes suggested by the State Governments as well as by the committees appointed by Government from time to time. The Committee also suggest that the minutes of the Steering Committee should be recorded, if not already done, and follow-up action taken by the Inland Water Trans-

port Directorate in regard to the recommendations made by the Steering Committee.

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2.28

The Committee note that the Transport Development Council, which is a high level body, was set up in 1958 to advise the Government on all matters of policy related to development of roads, road transport and inland water transport. They are, however, unhappy to be told that the Council devotes more attention to problems of road transport than to those of river navigation. The Committee appreciate that road transport problems are many and varied requiring greater attention, but this should not be at the cost of inland water transport. The Committee feel that the problems of inland water transport have not been given the attention that they deserve.

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2.29

The Committee note that no meetings of the Transport Development Council were held in 1962, 1966 and 1967. While they agree that no meeting of the Council could be held in 1962 on account of emergency, they find little justification for not holding any meeting in 1966 and 1967 for discussing problems of inland water transport. The Committee would like to stress that meetings of the Council should be held regularly and each meeting should be preceded by adequate preparatory work and consultation with concerned State Governments and other agencies.

11. 2-30 The Committee are constrained to note that the Council has no Secretariat of its own nor is there any whole-time officer in the Ministry to attend to the work of the Council. The Committee fail to understand how, in the absence of a proper organisation, it is possible for the Government to follow-up and implement the recommendations made by the Council. The Committee hope, Government will consider the matter and take suitable remedial measures.
12. 2-31 The Committee are glad to note that the Ministry are now holding separate conferences with State Governments at the Ministerial level, besides meetings of the Secretaries, in regard to inland water transport. They hope that such conferences will be within the purview of the Transport Development Council.
13. 2-41 The Committee regret to note that, although the Inland Water Transport Committee (1959) had pointed out in clear terms the lack of technical organisations in the States, which hampered the development of inland water transport on sound basis, very little has been done by the Ministry in this direction. The Committee are unhappy to be told that even now "one of the major factors regarding the development of inland water transport is the absence of proper technical organisation in the States" and that "in the absence of such an organisation, no properly conceived regional projects could be framed, indicating in detail the cost of development and maintenance of waterways, traffic surveys, etc." The Committee are constrained to observe that the Ministry which was responsible for developing inland water transport and effecting necessary coordination with other modes of transport, has not bestowed the necessary

consideration, which they should have, to the question of setting up of sound technical organisation in the States. The Committee feel that the matter should have been vigorously pursued by them with the State Governments concerned.

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2.42

The Committee note that following the Conferences of the State Ministers-in-Charge of Inland Water Transport in June 1968, some of the States have already taken action to set up suitable organisation or at least separate cells which could be made responsible for dealing exclusively with the formulation and execution of inland water transport schemes. The Committee hope that other State Governments would be persuaded to strengthen their organisations, if considered necessary, in the light of the schemes to be implemented during the Fourth Five Year Plan period.

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2.45

The Committee note that the Central Inland Water Transport Board, which was set up in 1965 in pursuance of the recommendations of the Transport Development Council, has ceased to function after holding one meeting. The Committee also note that it has been decided to dissolve the Board and set up in its place a high-level policy making body, viz., a Central Inland Water Transport Council. The Committee hope that the proposed Council would not duplicate the work that is already being done by the Transport Development Council. In any case, the Committee desire that the functions to be performed by the proposed Central Inland Water

Transport Council and the Transport Development Council should be precisely defined*.

2-48

The Committee regret to note that Government have no machinery to find out the stage of implementation of the schemes which are in the States' sector. They are unhappy to be told that it is only at the stage of the annual plan that there is consideration of the States' sector schemes and that too is not a very detailed consideration. While it is true that the responsibility for implementation of the schemes in the State sector is that of the State Governments, the Committee feel that a certain measure of responsibility also devolves on the Central Government inasmuch as they have to coordinate their activities with those of the State Governments and prepare an integrated plan for the whole country. They also feel that, in the absence of a suitable machinery for collecting information about the progress of schemes in the States sector, no worthwhile perspective plan can be prepared. The Committee hope that the Ministry will take necessary action in coordination with the State Governments to devise a suitable machinery for collection of information about the progress of schemes relating to inland water transport in different States.

3-45

The Committee note that a beginning was made in the First Five Year Plan period for setting up an agency for coordination of inland water transport activities of the States in the northern region in

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* At the time of factual verification the Ministry have stated that:

"The proposed I.W.T. Council has not been set up as it was decided that the problems relating to I.W.T. should be discussed in depth at a separate conference of State Ministers-in-charge of this form of transport. Such a conference was held in Mysore in June, 1968."

the Ganga-Brahmaputra rivers and that the Ganga-Brahmaputra Board was set up in 1952 as a joint venture of the Central and State Governments concerned. Although experiments were conducted in exploring the technical feasibility of plying shallow draft craft in the river Ganga and on the Ghogra designed on the recommendations of U.N. Expert and these had proved to be technically successful. The experiments were abandoned as the services could not be deemed feasible on economic grounds. The Committee fail to understand why on the basis of experiments, which had proved to be technically successful, the Ministry could not operate the services even though some losses might have been incurred in the initial stages. They feel that this could have given sufficient fillip to the development of inland water transport in the States in the northern region.

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3-46

The Committee are distressed to note that the performance of the Ministry during the Second Five Year Plan has been most disappointing. The initial provision of Rs. 300 lakhs made for the development of inland water transport during the Second Five Year Plan was reduced to Rs. 143.32 lakhs. Against the reduced allocation of Rs. 143.32 lakhs, a sum of Rs. 72.34 lakhs only could be spent. They regret to note that no expenditure was incurred on hydrographic surveys, technical organisation, dredger and development of inland water transport in Kerala, Orissa, Madras and Andhra Pradesh, although a provision of Rs. 80.50 lakhs had been made under these heads.

3-47 The Committee are inclined to agree with the representative of the Ministry that though the provisions were made, no effort was made to provide any dynamic support to the programme.

3-48 The Committee are unhappy that the Ministry did not bestow sufficient attention in the initial stages to the question of recruiting technically qualified personnel for the development of inland water transport. Had competent personnel been selected in the Second Plan or in the beginning of the Third Plan, the performance of the Ministry would not have been as unsatisfactory as it actually has been.

3-49 As regards the Third Plan, the Committee observe that while the total cost of the schemes included in the Third Plan was Rs. 760.18 lakhs under the Central sector, both for the Central and Centrally-sponsored schemes, the financial allocation for inland water transport was restricted to Rs. 400 lakhs for Central and Centrally-sponsored schemes.

3-50 The Committee regret to observe that against the allocation of Rs. 400 lakhs, only a sum of Rs. 252.33 lakhs was spent. The short-falls in expenditure were particularly noticeable in regard to such items as (i) Central Organisation; (ii) Training Establishment; (iii) Survey Launch; (iv) Acquisition of Conservancy craft for coal movement. They also regret to observe that no expenditure has been incurred on such heads as provision of terminal facilities at Gauhati Port, I.W.T. Services at Govindsagar lake, Pilot Projects for Sunderbans, I.W.T. Services at Goa, Daman and Diu.

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3-51

As regards Centrally-sponsored schemes, the Committee are distressed to note that no expenditure has been incurred against the allocations provided in regard to inland water transport schemes for Uttar Pradesh, West Bengal and Rajasthan and the position in regard to Andhra Pradesh and Kerala is also highly unsatisfactory.

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The Committee note that since the Draft Outline of the Fourth Five Year Plan has not been finalised, the provision for development of inland water transport in the Central and States' plans has been made on year to year basis. From the figures furnished regarding annual plan for 1966-67, the Committee note that there has been a shortfall of Rs. 127.47 lakhs in expenditure against the plan provision of Rs. 233.14 lakhs. The Committee cannot over-emphasise the importance of full utilisation of the allocations made in the budget.

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3-53

The Committee feel perturbed to note that even today the Ministry "are somewhat groping in the dark as to what kind of positive steps" they should take and that "it is very difficult to lay down a realistic target with regard to the programme of Inland Water Transport". Unless the Central Government themselves are very firm and specific as regards the schemes for the development of Inland Water Transport, it is difficult for the Committee to appreciate how any coordinated development can be expected from the States.

The Committee would therefore suggest that the Ministry should maintain an intimate rapport with the State Governments concerned in regard to the inland water transport schemes which have been included in the State sector. Before making actual allocations, it should be ensured that the States have got the necessary facilities and finance to execute the schemes included in the State Plans. Once the schemes are approved, it should be ensured that they are executed without hindrance and completed by the target dates laid down.

The Committee note that during the Fourth Plan period emphasis will be placed on the running of commercially viable river services in those selected regions where river transport offers natural advantages for carriage of certain bulk commodities and where sufficient traffic potential exists for movement by river route. They also note that assistance to the State Governments will be enlarged so as to cover not only schemes for carrying out technical improvements but also those for running of commercial services. This approach, the Committee have noted, was also suggested by the Committee on Transport Policy and Co-ordination in their Report.

While endorsing the objectives of the Fourth Five Year Plan in regard to inland water transport, the Estimates Committee would suggest that adequate attention should be given to the question of co-ordinating water transport services with those provided by the Railways and road transport in each region.

29 3.66 The Committee hope that specific schemes to develop inland water transport in selected regions will be identified by the committee, which has recently been set up by the Government under the Chairmanship of Shri B. Bhagawati to study the problems relating to inland water transport. In the meantime the schemes already submitted by the States, or those which are likely to be submitted by them, should be subjected to a close scrutiny with a view to see whether they are in consonance with the new approach which has been approved by the Planning Commission.

30 3.67 The Committee note that there is no perspective plan for inland water transport at present. They hope that the Ministry would take necessary action to formulate a perspective plan covering a period of 10 to 15 years for the development of inland water transport in the country.

31 4.11 The Committee regret to note that in spite of the positive recommendation made by them in their 61st Report (1956-57) that the question of declaring important waterways as national waterways should be taken up and that a beginning may be made with the Ganga-Brahmaputra waterways, no concrete action has been taken by the Ministry in this matter all these years. While they appreciate that on account of closure of the river route between Calcutta and Assam, it has not been possible for the Ministry so far to consider the Brahmaputra waterways as national waterways, they fail to see

the reasons for not declaring the Ganga and the Hooghly waterways as national waterways. In view of the fact that the construction of the new major port at Haldia and the completion of the Farakka Barrage and ancillary works are expected to substantially augment the inland water transport services in the Hooghly and the Ganga rivers, the Committee would suggest that early steps should be taken to declare the Ganga waterways covering U.P., Bihar and West Bengal as the national waterway. The question of declaring other important waterway, viz. the Brahmputra, which is of strategic importance, and the Buckingham Canal, which is an inter-State waterway, may also be considered by the Ministry.

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The Committee cannot overemphasise the importance of dredging to keep the water channels navigable by preventing their silting up. They note that State Governments of Goa, Maharashtra, Kerala, etc. have made provisions for purchase of dredgers during Fourth Five Year Plan. They also note that West Bengal Government have also drawn up programmes for extensive dredging work. The Committee hope that the Ministry will maintain a close liaison with State Governments concerned and review the progress made in the purchase/construction of dredgers.

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The Committee note that the two public sector Shipyards—the Hindustan Shipyard and Mazagon Docks—do not undertake the manufacture of river crafts and they build bigger vessels for ocean-going purposes. They also note that the Garden Reach Workshops and the Dockyard of the Central Inland Water Transport Corpora-

tion under take the manufacture of river crafts. While the capacity of former is fully utilised, the latter is said to have surplus capacity. The Committee would urge that the Ministry should take appropriate steps to see that the surplus capacity of the I.W.T. Dockyard is fully utilised.

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The Committee note that while the price of a new imported craft is 20% less than that of the indigenous craft of comparable size and quality, it is the policy of the Government to "go in for indigenous craft." The Committee hope that this policy will be continued as this will encourage the construction of indigenous river crafts.

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The Committee are unhappy to note that although the Inland Water Transport Committee in their Report presented about a decade ago had stressed the desirability of evolving standard designs of propelling machinery and auxiliaries from the point of view of efficiency and economy very little has been done by the Ministry in this direction. All that has been done is the study of the question of standardisation of port craft and equipment, and even this study is going on for about four years. The Committee note that only recently the Ministry has decided to set up a joint technical group comprising representatives of the I.W.T. interests and Shipyards to undertake a study on the categories of crafts which are in large demand and could be standardised with advantage and to draw up

standards specifications. The Committee would like to stress that standard specifications for various types of river crafts be made available for use of boat builders and other users without avoidable delay.

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4-33

The Committee need hardly stress the important role which country crafts can play in the transport system in the country. They feel that enough attention has not so far been given to the question of organizing country boat services on a co-operative basis. The Committee feel that it is not enough for the Central Government to advise the State Governments to organize proper technical agencies to look after country-boats in order to ensure that they are kept in river-worthy conditions. What is necessary is to set up a proper machinery in consultation with the State Governments concerned to collect comprehensive statistics about the country boats in operation in various parts of the country and to identify the areas which call for increased financial and technical assistance. The matter should also be discussed periodically at the meetings of the Transport Development Council where representatives of the State Governments are also present.

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The Committee regret that the Central Government do not have readily the information regarding the number of co-operatives of boat builders in different States as also the measures taken by the various State Governments for the amelioration of the conditions of country-craft operators. They are unable to appreciate the view of the representative of the Ministry that this question relates completely to a State subject matter. Even though these matters do not

entirely fall within the purview of the Central Government, the Committee see no reason why the Central Government could not take up these matters, which are of vital importance for the development of inland water transport, with the concerned State Governments.

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The Committee note that the erstwhile Ganga-Brahmaputra Water Transport Board had acquired 12 fixed beacons and 7 mobile beacons for installation at the important points on the Calcutta-Assam river route, i.e. in the Sunderbans and the Brahmaputra in Assam, but these could not be installed on this route due to its closure as a result of Indo-Pakistan hostilities and the question of their utilisation elsewhere is being considered. The Committee regret that no decision has been taken during the last 3½ years on the question of utilisation of fixed beacons and mobile beacons, which were acquired by the erstwhile G.B.W.T. Board. The Committee would urge that such delays should be avoided.

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The Committee note that provision has been made in the Fourth Plan for terminal facilities, cargo handling facilities, improvement of approach roads etc. in Assam, Bihar, Gujarat, Maharashtra, Kerala, Goa, etc. The Committee suggest that the necessity of drawing up a phased programme for the provision of various ancillary facilities during the Plan period itself may be impressed upon the State Governments.

The Committee note that a copy of draft model rules entitled "Countryboats (Inspection and Issue of Certificates of Fitness) Rules" was prepared by the Ministry of Shipping and Transport in consultation with the Ministry of Law and Directorate General of Shipping and it was forwarded in April 1967 to the State Governments for consideration and issue under relevant enactments in force in each State. The Committee would like the Ministry to actively pursue this matter with the State Governments concerned so that uniform rules for licensing and inspection of country-boats carrying passengers could be introduced in each State without delay.

The Committee note that the Regional Offices of the Inland Water Transport Directorate have been carrying out hydrographic surveys on the Ganga, the Ghagra and the Brahmaputra during the Second and Third Five Year Plan periods. The Committee would like to stress that such surveys should continue to be made in future years also in view of intensive development of inland water services which is envisaged after the completion of Farakka Barrage.

The Committee note that hydrographic surveys were not carried out during the Second and Third Five Year Plan periods in States like Andhra Pradesh, West Bengal, Mysore, etc. although a number of surveys were conducted by the Central Water and Power Commission during 1948 and 1962, on such rivers as the Ganga, Jamuna, Narmada, Mahanadi, Godavari, Krishna and the Orissa Coastal Canal. The Committee further note that, on the basis of the surveys conducted by the Central Water and Power Commission, some of

the State Governments are contemplating survey of the traffic potential for possible navigation. The Committee hope, the Ministry will maintain a close liaison with the State Governments concerned in regard to the progress made in this direction. The Committee also suggest that the Ministry may consider the feasibility of providing technical assistance to the States, if asked for, for the purpose of conducting hydrographic surveys.

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The Committee note that a decision was taken at the meeting of the Transport Development Council held in April 1963 that conservancy in all the navigable waterways should be the responsibility of the State. They also note that conservancy work does not come under the purview of Central responsibility and unless any schemes in relation to the conservancy work are included in the Centrally sponsored sector, the Central Government cannot directly undertake conservancy work in the States. The Committee, however, feel that the State Governments may not have adequate resources for undertaking such work. They suggest that the Central Government may consider the feasibility of undertaking conservancy work at least in those rivers which are considered to be important waterways and which hold promise of being declared as national waterways. The Committee would also like the Government to investigate whether there is any neglect of conservancy work on the Brahmaputra river.

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The Committee note that traffic surveys were conducted by several State Governments during the period 1960—67. They also note that a Technical Group set by the Planning Commission carried out a survey of all modes of transport in the eastern region comprising the States of West Bengal, Bihar and Orissa and portions of Madhya Pradesh and Andhra Pradesh in 1967. In addition to these surveys, a study is being conducted of the traffic potential on the Ganga between Calcutta and Allahabad in the post-Farakka period.

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The Committee are, however, unhappy to note that the Ministry had no scheme of inland water transport in Jammu and Kashmir in the Third Five Year Plan because they had not received any proposals from that State. The Committee feel that the Ministry should have taken up the question with the concerned State Government and impressed upon them the desirability of developing inland water transport on the Jhelum river, which is an important waterway in that State.

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The Committee suggest that the Ministry may take up, with the State Government of Andhra Pradesh, the question of providing inland water transport facilities between Nagarjunasagar and Srisailem, which area is likely to assume considerable importance after the completion of the Nagarjunasagar Dam. The Committee hope that the Ministry will also take up with the State Government of Kerala the question of developing waterway between Alleppey and Ernakulam which used to carry a good deal of cargo.

As regards the Orissa canal, the Committee trust that the Ministry will take up with the State Governments of West Bengal and Orissa the question of expeditious examination of the reports of hydrographic surveys which are stated to be under their consideration.

The Committee note that a Study Group was set up to examine the economics and operational feasibility of setting up a separate Organisation based in Assam to provide river services in Assam with an assessment of the viability of such an arrangement and to assess the volume of traffic for river transport within Assam as also for river-cum-road transport between Assam and other States. The Report of the Study Group is said to be under examination of the Government. The Committee would like to be informed about the final decision taken by the Government in the light of the recommendations of the Study Group.

The Committee note that while the inland water transport on the Ganga is at present in moribund condition, there is possibility of starting commercial services on the Ganga with the completion of the Farakka Barrage. They hope that, with the construction of the Farakka Barrage, as stated by the representative of the Ministry, it would be possible for the Ministry to maintain a commercial service right from Allahabad to Calcutta. In this context, the

Committee would like to invite the attention of the Ministry to the recommendations made by them in para 4.11 of this Report.

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4.82

The Committee cannot over-emphasise the importance of trained personnel for carrying out hydrographic surveys, investigations and conservancy measures, besides operation of mechanical vessels for inland water transport. They note that a scheme for imparting higher training of Inland Water Transport Crews was initiated in 1963 and so far 156 crews have been imparted training at the Inland Water Transport Crews Training Centre, Calcutta. The Committee feel that the number of persons imparted higher training is far too small considering the present stage of development of inland water transport. The Committee, however, are glad that proposals to set up two regional Centres, one in the Western Region for Goa, Maharashtra, Gujarat and Mysore and the other in the Southern region for Kerala, Madras and Andhra Pradesh to cater the needs of the State Governments of these regions with regard to IWT personnel are under active consideration. They also note that the training institute at Calcutta is proposed to be expanded during the Fourth Five Year Plan and it is expected to serve as a regional centre for the States of Bihar, Orissa, West Bengal and Andaman and Nicobar Islands.

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The Committee would also like to stress that every effort should be made to utilise the allocations provided for training purposes in any financial year.

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The Committee are glad to note that the I.W.T. Crews Training Centre have so far trained 6,464 persons and out of these 5,000 have already been absorbed in the jobs for which they have received training. In view of the fact that a proposal is under consideration to convert the existing Training Centre at Calcutta into a regional training centre, the Committee hope that the Central Government would provide the necessary assistance to the State Government concerned for the expansion of accommodation in the School for which there is a dearth.

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The Committee would also like the Government to investigate whether there is any slackening in the scheme for imparting higher training for I.W.T. personnel in the Crews Training Centre, Calcutta.

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4.90

The Committee note that a request was made on 18th November, 1967, by the Government of India to the United Nations for the services of an expert with lengthy experience relating to improvement and development works on inland waterways/rivers including running of commercial services in conjunction with other modes of transport. They further note that the particulars of four candidates from the United Kingdom, Czechoslovakia and Canada whose names were originally submitted by the United Nations, did not conform to the requisite job requirements. The Committee understand that efforts are being made to obtain a suitable candidate from some other coun-

tries where inland water transport is predominant. The Committee trust that the Ministry would continue their efforts vigorously to obtain the services of an expert on Inland Water Transport development without avoidable delay.

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5.10

The Committee note that a few months after the construction of Pandu Port was sanctioned in July, 1959, a joint inspection of the works site was held by the officials of the State Government, the Railways and the then River Steamship Navigation Company on 6th November, 1959 and it was considered that the development of the port would not be possible until the construction of railway bridge at Pandu was completed by the end of 1962. The Committee feel that instead of allotting the major portion of the work to a contractor in May, 1960, it would have been prudent if the Ministry had waited till the construction of the railway bridge at Pandu was completed as originally envisaged. As matters stood the construction work was delayed owing to delay in the handing over of the land by the Railways to the State Government on account of the difficulties of shifting of railway track and dismantling of railway structure at the Port site.

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5.11

The Committee further note that the river traffic between Calcutta and Assam was paralysed as a result of hostilities with Pakistan in 1965 and the Pandu Port has, therefore, lost its importance as a transshipment junction for the present. The Government feel, however, that it will gain its importance with the development of inland-water-borne traffic in the State of Assam.

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The Committee note that according to the original schedule the Jogigopa port was to be completed within 24 months from the date of its sanction in February, 1966, but in view of the present low trend of traffic, it has been decided to go slow with the work. The Committee further note that with the issue of directives by the Government of Assam it is expected that Government cargo will move shortly along the port of Jogigopa, but if the Government sponsored traffic offers in sufficient quantity, then the port will come into importance. The Committee hope that a watch will be kept on the trend of traffic movements, so that the pace of work can be accelerated at the appropriate time.

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5.19

The Committee are glad to note that the Study Group set up by the Government of India to study the river services in Assam have in their report referred to the provision of repair and dry-dock facilities in Assam and the Government of Assam have also suggested the provision of similar facilities in Assam. The Committee trust that after the recommendations of the Study Group are examined and schemes for the Fourth Five Year Plan formulated, it will be possible to include the necessary facilities as suggested.

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5.22

The Committee desire that the fact that Assam is strategically situated and that the Brahmaputra river has considerable importance for inland water transport in the normal times, and the fact that it can also serve the situation during any emergency, will be borne

in mind by the Government and no efforts would be spared to keep the river Brahmaputra free from obstructions to keep it navigable throughout the year. Special consideration should also be accorded to the question of development of inland water transport system in Assam including the Hill areas. In this connection the Committee would like to invite the attention of the Ministry to the recommendation made in para 4.11 of this Report.

The Committee note the position with regard to the State Government schemes relating to Inland Water Transport in the Mizo Hills of Assam. The Committee hope that after the surveys, which have already been carried out to a great extent are completed, the question of completing the various schemes for development of navigation in the Mizo Hills will be taken up in right earnest.

The Committee hope that the Ministry of Shipping and Transport will examine the Fourth Plan schemes submitted by the State Government of Assam in the light of the decision of the National Development Council that only selected and well-defined items of inland water transport should be included for Central assistance under the centrally sponsored schemes in the Fourth Plan. The Committee trust that the centrally sponsored schemes will be discussed with the State Government without delay.

The Committee hope that the report of the Study Group, which was appointed to consider the inland water transport development in Assam, will be placed before the Joint Steering Committee without delay. They also hope that the implementation of the major

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recommendations of the Study Group will be considered by the Ministry in the light of the recommendations of the Joint Steering Committee.

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The Committee note that plans have been drawn up by the State Governments of Tamil Nadu and Andhra Pradesh for development of Buckingham Canal during the Fourth Five Year Plan. In view of the fact that this Canal is an inter-State navigable waterway and carries considerable traffic (both goods and passengers), there is an imperative necessity for drawing up an integrated plan for the development of this canal as a whole. The Committee agree with the Ministry that for an integrated development of the Buckingham Canal, a project report should be drawn up for examining in detail the technical and economic feasibility of the scheme for long-term development of the Canal on an assessment of the traffic potential for the entire canal lying in the two States. The Committee suggest that after the Project Report is drawn up, a Study Group consisting of the representatives of the Government of Tamil Nadu, Andhra Pradesh, Planning Commission and the Ministry of Shipping and Transport should be constituted for further examination of the same.

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In view of the fact that the Buckingham Canal is an inter-State Canal and is an important waterway, the Committee suggest that the question of declaring it a National Waterway may be considered

by Government. In this connection, attention is invited to the recommendation in para 4.11 of this Report.

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5.63

The Committee note that, according to a traffic estimate prepared in 1958, the DVC Canal was expected to carry a traffic of 20 lakh tons a year. The total traffic included 10 lakh tons of coal which was expected to be utilised by Bandel Power House. The Committee regret to observe that this traffic estimate was unrealistic and it did not take into account the basic fact that the grade of coal required by the Bandel Power House was not available in proximity to the DVC Canal for being carried by water. The DVC Project authorities also perhaps did not visualise that the Durgapur Express Highway could have an impact on the transport of goods by the water.

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5.64

The Committee further note that the Central Inland Water Transport Corporation has been asked by DVC to organize a commercial service on the DVC Canal and they are taking steps to develop suitable traffic for being carried by water. The Committee hope that the Corporation would explore the feasibility of carrying pig iron that is being produced for export purposes by the Durgapur Steel Plant.

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The Committee cannot over-emphasise the importance of dredging in the Combarjua canal and in the Mandovi and the Zuari rivers through which considerable quantities of iron ore are transported from mines to the ports. The Committee are glad to note that there is already a proposal for acquiring a dredging equipment in the Fourth Plan period.

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The Committee understand that considerable damage has been caused to the agricultural lands on both sides of the Mandovi and the Zuari rivers. They suggest that steps should be taken to prevent damages being caused to agricultural lands by these two rivers. The Committee also suggest that the desirability of sponsoring a fleet of boats on a cooperative basis for the movement of ore from the mines to the ports through the water route may be considered.

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5.76

The Committee hope that the Ministry of Shipping and Transport would finalise the Fourth Plan schemes for the development of inland water transport in Kerala State at an early date. In this connection, the Committee would like to emphasise that every effort should be made to complete expeditiously the spill-over schemes relating to the Third Five Year Plan and that no schemes sanctioned for the Fourth Five Year Plan should be allowed to be spilled over to the next Plan period.

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5.81

The Committee note that the State Government of Andhra Pradesh have suggested certain schemes in the Fourth Five Year Plan for the development of Krishna and Godavari Delta Canals which form vital lines of communication connecting the Kakinada and Masulipatnam ports with the industrial town of Vijayawada. The Committee hope that technical feasibility, economic justification, etc. of the schemes proposed by the State Government would be completed at an early date.

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The Committee note that the Scheme relating to I.W.T. canal between Mangalore and Coondapur, for which a detailed survey report was prepared, has been deferred by the State Government at present. The Committee hope that the Ministry of Shipping and Transport as well as the State Government concerned would review the position at a later date when it becomes possible to undertake the execution of the scheme.

5·88

The Committee note that detailed hydrographic surveys carried out by the Central Water and Power Commission have revealed that it would not be possible to develop navigation on the Narmada, upstream of Navgam and above Surat on the Tapi in their present state, because of existence of rocky outcrops and steep slope of the river studded with a large number of rapids. The Committee agree with the Ministry that it is essential that the present traffic and traffic potential of the area should be known by conducting a detailed traffic study to justify the economic feasibility of undertaking costly works like the provision of locks, weirs or lateral canals etc. for improving the prospects of development of navigation in these rivers. The Committee hope that such a detailed study will be made in due course.

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The Committee note the present position in regard to the development of inland water transport in Orissa. They hope that the Ministry of Shipping and Transport would examine the Fourth Plan schemes submitted by the State Government in the light of the decisions of the National Development Council that only selected and

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well-defined schemes relating to inland water transport should be included for Central assistance under the Centrally sponsored schemes in the Fourth Plan.

The Committee suggest that the possibility of developing inland water transport in the Chilka lake may also be explored.

The Committee note that with the construction of a new major port at Haldia, inland water transport over this reach of the Hooghly river is expected to increase substantially by the end of the Fifth Plan and added to this will be the traffic potential of new industrial plants which are likely to come up on both banks of the Hooghly river between Calcutta and Haldia. The Committee trust that the Ministry will in cooperation with the State Government take suitable steps in advance so that it is possible to realise the potential traffic expected in the inland water transport system in this industrial complex.

The Committee hope that the State Government will furnish proposals for inclusion in the centrally sponsored schemes in the Fourth Plan together with technical feasibility and traffic potential of the region for consideration early. They further hope that the Ministry of Shipping and Transport will examine the Fourth Plan schemes when submitted by the State Government of West Bengal in the light of the decision of the National Development

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75 5.101

Council that only selected and well-defined schemes of inland water transport are included for Central assistance under the centrally sponsored schemes in the Fourth Plan.

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5.104

The Committee note that the Directorate of Transport Research in the Ministry have taken up the work relating to the traffic surveys and other post-Farakka studies of the navigational potential along the river Ganga between Calcutta and Allahabad and the work is in progress. They would like to invite the attention of the Ministry in this connection to the recommendation made in para 4.68 of this Report.

APPENDIX IV

Analysis of Recommendations/Conclusions contained in the Report

I. CLASSIFICATION OF RECOMMENDATIONS

A. Recommendations for improving the organisation and working:

Serial Nos. 3, 4, 5, 6, 7, 8, 10, 11, 12, 13, 14, 15, 16, 20, 36, 47.

B. Recommendations for effecting economy:

Serial Nos. 28, 35, 38, 54, 60, 71, 72, 75.

C. Miscellaneous recommendations:

Serial Nos. 1, 2, 9, 17, 18, 19, 21, 22, 23, 24, 25, 26, 27, 29, 30, 31,
32, 33, 34, 37, 39, 40, 41, 42, 43, 44, 45, 46, 48, 49, 50, 51, 52,
53, 55, 56, 57, 58, 59, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 73),
74, 76.

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II. ANALYSIS OF THE RECOMMENDATIONS DIRECTED TOWARDS ECONOMY:

Sl. No.	S. N. as persummary of Recommendations (Appendix)	Particulars
I	2	3
I	28	Adequate attention should be given to the question of co-ordinating water transport services with those provided by the Railways and road transport in each region.

Standard specifications for various types of river crafts should be made available for use of boat builders and other users without avoidable delay.

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Utilisation of fixed beacons and mobile beacons, which were acquired by the erstwhile G.B.W.T. Board.

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Fourth Plan schemes submitted by the State Governments to be examined in the light of the decision of the National Development Council that only selected and well-defined items of inland water transport to be included for Central assistance under the centrally sponsored schemes in the Fourth Plan.

60, 72 and 75

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The present traffic and traffic potential of the Narmada, upstream of Navgam and above Surat on the Tapi should be known by conducting a detailed traffic study to justify the economic feasibility of undertaking costly works like the provision of locks, weirs or lateral canals etc. for improving the prospects of development of navigation in these rivers.

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