

**ESTIMATES COMMITTEE  
(1969-70)**

**(FOURTH LOK SABHA)**

**HUNDRED AND EIGHTEENTH REPORT  
MINISTRY OF IRRIGATION AND POWER**

**Action taken by Government on the recommendations  
contained in the Seventy-fifth Report of the  
Estimates Committee (Fourth Lok Sabha) on  
the Ministry of Irrigation and Power—  
GANDAK PROJECT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

*February, 1970/Phalguna, 1891 (Saka)*

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CORRIGENDA

to

118th Report of the Estimates  
Committee ( Fourth Lok Sabha )  
on the Ministry of Irrigation  
and Power.

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Page (vii), line 6, for 'Gand'  
read 'Gandak'

Page (vii), Para 3, for '(Fourth  
Lok Sabha) on the  
Ministry of Irrigation  
and Power - Gandak'  
read 'II-Recommend-  
dations that have been  
accepted by Government'

Page 2, line 2 from below for  
'unuseful' read  
'unusual'

Page 12, last line, for 'plannig'  
read 'planning'

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(1969-70)

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Shri M. S. Sundaresan—*Deputy Secretary.*

Shri T. N. Dhar—*Under Secretary.*

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\*Elected w.e.f. 22-12-69 vice Shri G. G. Swell resigned.

STUDY GROUP 'E' OF ESTIMATES COMMITTEE  
(1969-70)

CONVENER

1. Shri Arangil Sreedharan

MEMBERS

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3. Shri R. S. Arumugam
4. Shri Bedabrata Barua
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12. Shri Ramavatar Shastri
13. Shri Gunanand Thakur
14. Shri Tula Ram
15. Shri Ramesh Chandra Vyas

## INTRODUCTION

1. The Chairman of the Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Hundred and eighteenth Report on action taken by Government on the recommendations contained in the Seventy-fifth Report of the Estimates Committee (Fourth Lok Sabha) on the Ministry of Irrigation and Power—Gandak Project.

2. The Seventy-fifth Report of the Estimates Committee was presented to the Lok Sabha on the 1st April, 1969. Government furnished replies indicating action taken on the recommendations contained in the Report on the 10th December, 1969. The Study Group 'E' of the Estimates Committee (1969-70) considered the replies received from the Ministry of Irrigation and Power at their sitting held on the 30th January, 1970. The draft Report was adopted by the Estimates Committee (1969-70) on the 20th February, 1970.

3. The Report has been divided into the following chapters :—

### I. Report.

(Fourth Lok Sabha) on the Ministry of Irrigation and Power—Gandak

III. Recommendations which the Committee do not desire to pursue in view of Government's reply.

IV. Recommendations in respect of which replies of Government have not been accepted by the Committee.

V. Recommendations in respect of which final replies of Government are still awaited.

4. An analysis of the action taken by Government on the recommendations contained in the Seventy-fifth Report of the Estimates Committee (Fourth Lok Sabha) is given in Appendix. It would be observed therefrom that out of 38 recommendations made in the Seventy-fifth Report, 27 recommendations, *i.e.* 71 per cent have been accepted by Government. The Committee do not desire to pursue 7 recommendations, *i.e.* 18.5 per cent in view of Government's reply. The final reply of Government in respect of 4 recommendations *i.e.* 10.5 per cent is still awaited.

NEW DELHI;  
February 27, 1970.

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Phalgunā 8, 1891 (Saka).

M. THIRUMALA RAO,  
Chairman,  
Estimates Committee.

## **CHAPTER I**

### **REPORT**

The Estimates Committee are glad to observe that the recommendations contained in their 75th Report (Fourth Lok Sabha) on the Ministry of Irrigation & Power—Gandak Project, have been replied to by Government generally to the Committee's satisfaction.

The Committee desire that final action taken by Government on the recommendations contained in Chapter V and further action on some of the recommendations contained in Chapter II may be furnished to the Committee as early as possible.



## CHAPTER II

### RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

#### **Recommendation (Serial No. 1) Para No. 1.21**

The Committee note that while the Preliminary Report of the Gandak Project was prepared as early as in 1951, the administrative sanction to the Project was given only in 1962 and even after that for two or three years work on the Project was not started in right earnest. This delay has not only deprived the people of the command area of large benefits but has also resulted in manifold increase in the cost of the project.

#### **Reply of Government**

The conclusion has been noted.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969]

#### **Recommendation (Serial No. 2) Para No. 1.22**

The Committee appreciate the difficulties of Government in simultaneous execution of two river valley projects in the same State, viz. Kosi and Gandak and providing the needed resources in the initial stages.

#### **Reply of Government**

The conclusion has been noted.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969]

#### **Recommendation (Serial No. 3) Para No. 2.12**

The Committee note that the estimated cost of the Project has risen from Rs. 52.03 crores to Rs. 149.83 crores *i.e.*, an increase of about 185 per cent and by the time the project is finally completed, the estimated cost is likely to go up still further. The Committee have noted that this huge increase in cost is stated to be a common feature in the case of all the major river valley projects in the country. The Committee feel that the economics of the Project get vitiated by revision of the Project estimate and the allocation of the resources for different projects also gets disrupted.

In regard to Gandak Project, the Committee feel that while rise in cost of land, labour and material is to some extent responsible for this increase, factors like subsequent changes in the designs, additions to works etc. were also to a large extent responsible for the increase in costs. The Committee feel that these factors could have been envisaged in the initial stages so that the necessity of subsequent changes on a large scale could be obviated. The Committee, therefore, recommend that before a river-valley project is taken up for execution, the estimates for the same should be prepared after full examination of all aspects and necessary investigations so that the need for subsequent changes is avoided.

### Reply of Government

All the State Governments and the Union Territories have been requested to keep in view the above recommendation so that before a River Valley Project is taken up for execution the estimates are prepared after full examination of all works and necessary investigations so that the need for subsequent changes is avoided.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969]

### Recommendation (Serial No. 5) Para No. 2.14

The Committee further note that there has been inordinate delay in the Central Water & Power Commission in the clearance of the revised estimates. The revised estimates of the Project relating to Bihar Portion which were submitted in 1965 have not yet been cleared and in the meantime another revision has become necessary. The first revised project estimates relating to the U.P. portion which were submitted in January, 1962 were cleared in May, 1967 only while in the same month another revision had become necessary. The second revised estimates has not been cleared so far. The Committee are not happy over the delay of 5 years in clearing the project estimates. The Committee noted a similar tendency in the case of Kosi Project also and in their 68th report on Kosi Projects, they have already recommended that "as and when the revised estimates for any project are unavoidable, the same should be examined fully and expeditiously by the Central Water & Power Commission so as to avoid delays, doubts and uncertainties about execution". The Committee cannot over-emphasise the need for expeditious vetting of the Project estimates so that there is no delay in execution. In the interest of maximum economy and efficiency it is desirable to prepare properly phased plans for execution of the various components of the Project.

### Reply of Government

Necessary instructions have been issued to the Central Water and Power Commission to keep in view the above recommendation and to issue suitable instructions to all concerned emphasising the need for expeditious vetting of the Project estimates so that there is no delay in their execution.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969]

### Comments of the Committee

*It should be ensured that the Central Water & Power Commission examines fully and expeditiously the revised Estimates.*

### Recommendation (Serial No. 7) Para No. 2.37

The Committee note that the deliberations of the Gandak Co-ordination Committee have been useful in sorting out many difficulties and resolving differences with His Majesty's Government of Nepal and that the discussions at the sittings of the Committee have been quite fruitful. The Committee hope that meetings of the Co-ordination Committee would be held regularly.

### **Reply of Government**

The Government of Bihar were requested to consider the above recommendation of the Committee and to hold meetings of the Gandak Co-ordination Committee regularly. The State Government have noted the above recommendation.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969]

### **Recommendation (Serial No. 9) Para No. 3.27**

The Committee would like to stress that in view of the growing and imperative need for irrigation for the purpose of sustained agricultural development in the country it should be laid down as a national policy that all major irrigation projects like Gandak which would result in substantial irrigation benefits to the people should be executed at the optimum pace and once an accelerated programme for its execution is adopted, the same should not be allowed to suffer because of inadequate provision of funds. It is needless to say that delays in execution ultimately result in the estimates of the project going up and people being deprived of the irrigation benefits in time.

### **Reply of Government**

All the State Governments and Union Territories have been requested to keep in view the above recommendation of the Committee so that such major Irrigation Projects are executed at the optimum pace and are not allowed to suffer because of inadequate provision of funds.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969]

### **Recommendation (Serial No. 12) Para No. 3.36**

The Committee note that Gandak Project is one of the comparatively cheaper projects and the cost per acre of the project compares favourably with most of the major irrigation projects in the country. This further strengthens the view held by the Committee that the execution of the project should be undertaken at the optimum pace particularly when the project is likely to result in great benefits to the people of the area.

### **Reply of Government**

The State Government have been requested to consider the above recommendation and to make all efforts for completing the Project during the Fourth Plan itself.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969]

### **Recommendation (Serial No. 14) Para No. 4.11**

The Committee cannot but reach the conclusion that there has been un-useful delay in the construction of barrage and although the target dates have repeatedly been extended, the same have not been adhered to.

The Committee are of the opinion that any delay in the construction of the barrage would be largely responsible for delay in giving irrigation benefits to the people. It will also lead to a rise in the cost of the project. They therefore hope that such delays would be avoided in future and work on the barrage would be completed soon.

#### **Reply of Government**

The State Government have been requested to keep in view the above recommendation of the Estimates Committee and to ensure that the work on the Barrage is completed soon.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969]

#### **Recommendation (Serial No. 15) Para No. 4.12**

The Committee also observe from the statement of the representative of the National Projects Construction Corporation made before the Committee and from the material supplied to them that delay in the finalisation of the designs and increase in the scope of work have also been partly responsible for delay in the construction of barrage. The Committee recommend that whenever a major project is taken up for execution, all the details regarding designs, scope of work etc. should be thoroughly gone into before actual work starts and no delay should be allowed to occur on account of change in design and scope of work.

#### **Reply of Government**

All the State Governments and Union Territories have been requested to keep in view the above recommendation of the Estimates Committee and to ensure that whenever a Major Project is taken up for execution all the details regarding design, scope of work etc. is thoroughly gone into before actual work starts and no delay is allowed to occur on account of change in design and scope of work.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

#### **Recommendation (Serial No. 16) Para No. 4.20**

The Committee note that after completion, the Western Gandak Canal will provide irrigation benefits to more than 22 lakh acres of land in Bihar, U.P. and Nepal. The Committee further note that the Canal will serve those area in Bihar and U.P. which are economically backward. The Committee are, however, unhappy to learn that progress of work on the canal is not according to schedule because of inadequacy of funds and work on the Saran Canal had totally been stopped. Even with the proposed additional funds for the Gandak Project as a whole during 1968-69 no work on the Saran Canal is expected to be undertaken.

#### **Reply of Government**

The observation has been noted.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

### **Recommendation (Serial No. 17) Para No. 4.21**

The Committee fail to understand why work on the Saran Canal was undertaken in the beginning in the Bihar portion, if irrigation benefits were to accrue only after the completion of the U.P. portion of the Western Canal. The result of stoppage of work on the Saran Canal in Bihar has been that an amount of Rs. 5 crores has been blocked without any irrigation benefits for many years to come and the Government of Bihar is being required to spend lakhs of rupees every year for its upkeep. The Committee observe that there has not been proper phasing of the Saran Canal and its synchronisation with the U.P. portion of the canal. Apart from the fact that a large amount is going to be spent every year for the maintenance of the canal, no benefits would accrue to the cultivators who with the digging of the canal were expecting irrigation benefits at an early date.

### **Reply of Government**

The two State Governments have been requested to draw up a co-ordinated programme in consultation with the Central Water & Power Commission for the early completion of Western Gandak Canal including the Saran Canal. It is, however, to be noted that programme of work for each season is approved by the Gandak Control Board on which both the State Governments and also the CW&PC are represented. Unless the work on Saran Canal had been undertaken in the year 1966-67, it would not have been possible to synchronise its completion with the completion of U.P. portion of Western Gandak Canal as originally expected. In a work of such magnitude as Saran Canal digging has to start 3-4 years in advance of actual supplies of irrigation waters.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

### **Recommendation (Serial No. 19) Para No. 4.31**

The Committee regret to note that the progress of this important canal (Tirhut Canal) has been behind schedule and the programme of providing irrigation from the canal has not been realised mainly because of financial limitations. The Committee feel that the delay in the execution of the programme has deprived the people of districts Champaran, Muzaffarpur and Darbhanga, which are susceptible to drought, of irrigation benefits.

### **Reply of Government**

The Government of Bihar have been requested to consider the above suggestion of the Estimates Committee with a view to drawing up a revised programme for providing irrigation benefits from the Tirhut Canal and also to strictly adhere to the programme so drawn up.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

### **Recommendation (Serial No. 20) Para No. 4.32**

Now that the Central Government have provided funds to the extent required during 1968-69, the Committee hope that an attempt will be made to complete the remaining works of the canal as soon as possible so that irrigation benefits could start accruing at an early date. In view of the fact

that the programme of year-wise creation of irrigation potential with effect from 1968 Kharif, which was drawn up earlier, is now out-of-date, the Committee would like to suggest that a revised programme for providing irrigation benefits from this canal should be drawn up and strictly adhered to.

### **Reply of Government**

The Government of Bihar have been requested to consider the above suggestion of the Estimates Committee with a view to drawing up a revised programme for providing irrigation benefits from the Tirhut Canal and also to strictly adhere to the programme so drawn up.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

### **Recommendation (Serial No. 22) Para No. 4.39**

The Committee note that Dhanaha and Ghorasahan Branch Canals were not included in the original projects and were later on sanctioned as extension schemes. The Committee, however, note that progress of these schemes have not been satisfactory. The Committee fail to understand why these canals could not be included in the framework of the original Gandak Project. However, since these Extension Schemes have been sanctioned, they should not be allowed to drag on and action should be taken to complete them.

### **Reply of Government**

The Government of Bihar have been requested to take necessary action to complete the Danaha and Ghorasahan Canals of the Gandak Project as early as possible.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

### **Recommendation (Serial No. 23) Para No. 4.44**

The Committee note that the work of the Nepal Power House has not been progressing according to schedule and the Power House is expected to start functioning only by June, 1970. The Committee hope that the Power House which is expected to supply much-needed electricity to Nepal, would be completed within the target date now fixed.

### **Reply of Government**

The Government of Bihar have been requested to ensure that the Nepal Power House of the Gandak Project is completed within the target date.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

### **Recommendation (Serial No. 24) Para No. 5.7**

The Committee note that the performance of the National Projects Construction Corporation, which have been entrusted with the construction of

the Gandak Barrage, has not been according to schedule in the initial stages and that organisational deficiency in the National Project Construction Corporation was partly responsible for the delay. They also note that necessary improvement has been effected in the organisation and work has been completed substantially and what remains to be done is very little.

#### **Reply of Government**

The conclusion of the Committee has been noted.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

#### **Recommendation (Serial No. 25) Para No. 5.8**

The Committee observe from the statement of the representative of the National Projects Construction Corporation that the Corporation had agreed to the targets although they realised that they were not likely to be fulfilled. The Committee feel that the National Projects Construction Corporation before finally agreeing to the target dates fixed/proposed for completion of projects to be undertaken by them, should have pointed out the technical or physical difficulties involved.

#### **Reply of Government**

The National Projects Construction Corporation, who were requested to consider the recommendation of the Estimates Committee and to ensure that technical and physical difficulties involved for sticking to any targets fixed/or proposed by the Project authorities are pointed out to those authorities before finally agreeing to the target dates so fixed or proposed, have noted the recommendation and have promised to keep it in view while framing programme of construction for future working seasons.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

#### **Recommendation (Serial No. 26) Para No. 5.9**

The Committee regret to note that even though the letter of intent was issued to the Corporation in October, 1963, many of the essential points were settled by the Government only in April, 1964. In order to enable the contractors to adhere to time-targets, such delays should not occur.

#### **Reply of Government**

All the State Governments and Union Territories have been requested to keep in view the above recommendation while awarding contracts by the various project authorities.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

#### **Recommendation (Serial No. 28) Para No. 5.27**

The Committee note that most of the work of Gandak Project is being executed through contractors and only some small items of work are being done departmentally. The Committee note that the experience of the Gov-

ernment is that "on bigger works where large quantum of machinery is required to be employed, it will be better to engage contractors who have got the resources in their possession."

#### **Reply of Government**

The conclusion of the Committee has been noted.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

#### **Recommendation (Serial No. 29) Para No. 5.28**

The Committee are glad to be told that the machinery procured by the Government is fully utilised and there is no machinery lying idle for want of work. The Committee, however, note that in some cases there has been a delay of more than a year in the release of foreign exchange after the receipt of applications, particularly in 1965-66. The Committee hope that such delays will be avoided in future.

#### **Reply of Government**

The recommendation of the Committee has been noted.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

#### **Recommendation (Serial No. 30) Para No. 5.29**

The Committee also note that the repairs to equipment sometimes get delayed due to non-availability of spare parts. They would like suitable remedial steps to be taken in the matter.

#### **Reply of Government**

The recommendation of the Committee has been noted and adequate steps have now been taken to avoid such delays in future.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

#### **Recommendation (Serial No. 31) Para No. 5.36**

The Committee note that Uttar Pradesh Project estimate of 1959 contained a provision for lining of the Western Uttar Pradesh Gandak Canal up to Bihar. But in the revised estimate of 1961, lining was limited to 55.5 miles only. The Committee further note that the Chief Engineer, Uttar Pradesh raised the question of lining of the entire Uttar Pradesh Canal in 1962 and it was only in June, 1965 (in 6th meeting of Gandak Control Board) that a decision to line the remaining portion of main Western Canal was taken. This decision has entailed an extra expenditure of Rs. 298.5 lakhs and there were also differences in technical opinion regarding the utility of the lining of the canal.

#### **Reply of Government**

The observation of the Estimates committee has been noted.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].



**Recommendation (Serial No. 32) Para No. 5.37**

The Committee observe that it has taken nearly 31 years to take a final decision on the controversy regarding the lining of the entire reach of the Western Uttar Pradesh Gandak Canal. Although it has been stated by the Government that there was no delay in the execution of work on account of delay in taking a decision on the controversy, the Committee note from the proceedings and Agenda papers of the sittings of the Gandak Control Board that the controversy has contributed to the delay in the execution of work relating to the lining of the canal. The Committee would urge that decisions on matters of such vital importance should be taken by the authorities in the quickest possible time so that any chances of delay in execution could be obviated.

**Reply of Government**

The Gandak Control Board has been requested to consider the above recommendation of the Estimates Committee and to issue suitable instructions to all concerned so that decisions on matters of such vital importance are taken by the authorities in the quickest possible time.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

**Recommendation (Serial No. 34) Para No. 5.56**

The Committee feel that in a project of this nature, provision should have been made in the very beginning for river training works. They hope that in future, as and when a project of this magnitude is taken up for execution, it would be fully investigated and all precautions to prevent such breaches taken well in advance.

**Reply of Government**

All the State Governments and Union Territories have been requested to keep the above recommendation in view and to ensure that as and when a Project of the magnitude of Gandak is to be taken up for execution it is fully investigated and all precautions to prevent breaches are taken well in advance.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

**Recommendation (Serial No. 35) Para No. 5.57**

The Committee would also stress the need for maintaining a close vigilance at the Chhitauni Bund site. They realise that in spite of careful planning, occasions may arise in future when due to unforeseeable circumstances, it might be necessary to initiate measures on an emergent basis. The Committee recommend that in such circumstances, the senior official in direct charge of the bund should be given necessary authority and assistance so that he might initiate corrective measures expeditiously.

**Reply of Government**

The Government of U.P. were requested to consider the above recommendation of the Estimates Committee and to issue suitable instructions to

all concerned to ensure close vigilance at the Chatuni Bund site. They have also been requested to consider the question of giving necessary authority and assistance to the Senior Official in direct charge of the Bund so that he is in a position to initiate corrective measures expeditiously on occasions of emergency. The State Government have stated that preliminary immediate action is carried out through the Official in charge of the bund.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

#### **Recommendation (Serial No. 36) Para No. 6.7**

The Committee note that the Gandak Project has vast irrigation potential which, if properly utilised, can augment agricultural production considerably. The Committee are glad to be told that the Project would lead to an all-round development of economically backward districts of Uttar Pradesh and Bihar which will come under the Command Area of this Project. Considering the importance of the project in the context of agricultural and economic development of the area, the Committee would urge that the project should not be allowed to drag on for a considerable length of time and be completed expeditiously.

#### **Reply of Government**

The State Governments of Bihar and U.P. have been requested to consider the above suggestion of the Estimates Committee and take suitable action to complete the Gandak Project as expeditiously as possible.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

#### **Recommendation (Serial No. 37) Para No. 6.8**

As the Gandak canals would shortly provide water for irrigation purposes, the Committee would suggest that a suitable cropping pattern in the area should be developed. In this connection, they would also suggest that the Intensive Agricultural Development Project Scheme for Champaran district which has already been prepared by the Area Commissioner should be finalised so that an intensive development of the Command Area of Gandak Project could be undertaken without delay.

#### **Reply of Government**

The two State Governments—Bihar and U.P.—have been requested to consider the above suggestion of the Committee with a view to undertaking an intensive development of the command area of the Gandak Project.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

## CHAPTER III

### RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLY

#### **Recommendation (Serial No. 6) Para No. 2.30**

From the resolution issued by the Government of India, the Committee note that the Gandak Control Board was set up with a view to ensuring efficient, economical and early execution of the Gandak Project. The Committee also note that the Control Board machinery has been very helpful in resolving inter-State disputes. The Committee have also been informed that the question of reorganising the Board with the Union Minister of Irrigation and Power as Chairman is under the consideration of the Government.

#### **Reply of Government**

The proposal for reorganising the Gandak Control Board has been dropped (as has already been communicated to the Committee at the time of factual verification).

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

#### **Recommendation (Serial No. 8) Para No. 3.26**

The Committee note that although the Gandak Project was taken up for execution in 1962-63 and the Govt. of India agreed to provide cent per cent earmarked loan assistance for the project in August, 1963, the project has continuously been suffering from dearth of funds. The Committee note that except in 1964-65, in none of the years, the requirements intimated by the State Govt. were provided with the result that the progress of the project has been behind schedule and the target of providing irrigation from Kharif, 1968 has not been achieved. The position has been particularly unsatisfactory in 1967-68, when against an amount of Rs. 13.25 crores recommended by the Working Group to be given as loan for the project, only a sum of Rs. 6.80 crores was provided. The result was that the work had to be stopped due to shortage of funds, leading to its abrupt discontinuance. While realising that the Central Government have its own financial limitations, the Committee cannot but reach the conclusion that there was lack of proper co-ordination between the Centre and the State concerned, and no timely intimation was given by the Central Government to the State authorities about its inability to provide funds to the extent required. As matter stood, the State Government concerned geared up its machinery to complete accelerated programme of work amounting to Rs. 18 crores, obviously on the assumption that funds to this extent would be forthcoming. The Committee cannot too strongly emphasise the need for maintaining an intimate rapport with the State authorities concerned in regard to allocation of funds for projects which have already been cleared by the Central Government for execution with Central assistance. They hope that the quantum of assistance to be provided to the State Government will be settled and intimated to them well in advance so as to assist them in proper phasing and planning the work programmes.

### Reply of Government

Though the outlay for the Gandak Project was to be provided as cent per cent earmarked loan assistance by the Central Government, it was to be provided within the agreed total Plan of the State which consists of State resources and the Central assistance. Any reduction in the State resources or the Central assistance would naturally affect the outlay for the earmarked Project also. In Feb., 1967, the quantum of Central assistance for the year 1967-68 to Bihar was indicated as Rs. 43 crores. A Central team headed by the Planning Adviser discussed the Annual Plan 1967-68 with the State Government officials in May, 1967 at Patna and it was indicated in July, 1967 that the total outlay for Bihar Annual Plan would be Rs. 66.36 crores including a sum of Rs. 47 crores being Central assistance. Within this outlay an outlay of Rs. 14.12 crores was approved for irrigation programme and within this it was possible to provide Rs. 6.8 crores only for the Gandak Project. The reduction in the outlay during 1967-68 was mainly on account of reduction of State resources which was principally due to the decision of the State Govt. to abolish land revenue from the 1st April 1967. The approved outlays for various projects are known to the State Government's officers during their discussions with the Planning Commission though confirmation of this in writing is done later.

The Gandak Project being a State Plan Scheme, if the State Government were keen on securing a larger outlay for that Project, they could have attempted to find additional funds by suitable adjustment within the approved Plan outlay. The Central assistance for the State Plan Schemes was and continues to be distributed among the States on the basis of objective criteria and it will be appreciated that it is not possible to give exceptional treatment to a particular State in respect of a particular project. The Central assistance for the Gandak Project has to be looked at as a part of the overall scheme of Plan financing and not in isolation as one of State's outlay. The resources position at the Centre did not permit any additional assistance being provided to the State beyond the total amount that had been agreed to for the State Plan during 1967-68.

Government share the Committee's views on the need for maintaining adequate rapport in respect of projects included in the State Plan. The outlay on the Gandak Project in the Fourth Five Year Plan has already been settled in advance. The provision of funds for the project from year to year will, however, have to be decided by the State Governments in consultation with the Planning Commission and the Ministry of Irrigation and Power. Central assistance during the Fourth Plan period will not be identified with the Gandak Project or any other individual project or scheme. Assistance will henceforth be provided in block loans and grants on an overall basis. However, to ensure that the State Government provided adequate funds for the Project, the outlay for the Gandak Project will be earmarked so that any short-fall in expenditure would entail proportionate reduction in the Central assistance.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

### Recommendation (Serial No. 10) Para No. 3.28

The Committee, therefore, recommend that in view of the fact that Gandak Project is in an advanced stage of completion and can give immediate irrigation benefits, top priority should be given in the Fourth Plan

for its early and speedy completion. They would like that all efforts are made for completing the project during the Fourth Plan itself.

### **Reply of Government**

The State Government have been requested to consider the above recommendation and to make all efforts for completing the Project during the Fourth Plan itself.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

### **Recommendation (Serial No. 11) Para No. 3.29**

The Committee are glad to note that for the year 1968-69, the financial requirements of the Gandak Project are being met in full and as against the requirement of Rs. 21 crores, intimated by the State Governments, an amount of Rs. 20.50 crores is being provided. The Committee note that this also includes an amount of Rs. 8 crores which is being provided as special assistance. The Committee hope that this policy of providing adequate finance for the execution of the Project by providing special assistance if necessary, will be sustained in the next few years also so that the target of completing the project during Fourth Plan period may be achieved.

### **Reply of Government**

Since all the Central assistance for the Fourth Plan has been allocated on the basis of the formula approved by the National Development Council, the provision for irrigation projects has to be made within the approved State Plans Central assistance to the State Governments will henceforth be in the form of block loans and grants, no part of it being relatable to any particular Scheme or Head of Development. However, to ensure that the State Government provided adequate funds for the Project, the outlay for the Gandak Project will be earmarked so that any shortfall in expenditure would entail proportionate reduction in the Central assistance. The States have considerable latitude in making *inter se* adjustments between sectoral outlays and the Government of Bihar may, if they want to step up the outlay on the Project in any year, provide larger funds for Gandak Project in consultation with the Ministry of Irrigation & Power and the Planning Commission.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

### **Recommendation (Serial No. 21) Para No. 4.35**

The Committee note that the survey work of the Nepal Western Canal has been completed and the matter will be pursued further at the next meeting of the Gandak Co-ordination Committee. They also note that the Canal would irrigate about 25,000 acres within the Nepal Territory over and above the area 40,400 acres Gross Command Area mentioned in the Agreement. The Committee further note that according to the Agreement between His Majesty's Government of Nepal and the Government of India executed in 1964 this canal is to be completed, as far as possible,

within one year of the completion of the barrage. Since the barrage is now expected to be completed by March, 1969, the Committee hope that early steps for the finalisation of the alignments of the canal and its execution would be taken.

#### **Reply of Government**

The finalisation and execution of Nepal Western Canal is dependant upon the decision on the proposal of H.M.G. of Nepal for irrigation of an additional area of about 65,000 acres in the Marchawar area from this Canal. The Feasibility Report of the proposed extension of the Nepal Western Canal is still under consideration.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

#### **Recommendation (Serial No. 33) Para No. 5.55**

The Committee note that although there have been repeated attacks by the river at Chhitauni Bund for a considerable period and breaches had taken place in this bund as early as 1958, no provision had been made for river training works until 1966. They note that four spurs have already been constructed to hold the river at its present place and an expenditure of Rs. 3½ crores has already been incurred and another Rs. 1 crore would be required for strengthening these spurs. The Committee hope that with the construction of these spurs it would be possible to prevent the river from attacking at various points of alignment of the canal.

#### **Reply of Government**

The above observation of the Estimates Committee has been brought to the notice of the Government of Uttar Pradesh. The State Government have stated that with the construction of four spurs and one retired bund the tendency of the river to attack the Western side has been controlled. At present the tendency of the river is to swing to the other side slightly. On the completion of the above works it is hoped that the Gandak Canal alignment will be fully protected.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

#### **Recommendation (Serial No. 38) Para No. 6.9**

The Committee are glad that for 1968-69, the Central Government have granted assistance outside the State Plan for seven projects including Gandak Project. The Committee hope that this policy of granting financial assistance outside the State Plan for major projects of national importance will be continued in future years also.

#### **Reply of Government**

Since all the Central assistance for the Fourth Plan has been allocated on the basis of the formula approved by the National Development Council, the provision for the Irrigation Projects has to be made within the approved State plans. Central assistance to the State Governments will henceforth be in the form of block loans and grants, no part of it being relatable to

any particular Scheme or Head of the Development. However, to ensure that the State Government provided adequate funds for the Project, the outlay for the Gandak Project will be earmarked so that any shortfall in expenditure would entail proportionate reduction in the Central assistance. The States have considerable latitude in making *inter se* adjustments between sectoral outlays and the Govt. of Bihar may, if they want to step up the outlay on the Project in any year, provide larger funds for Gandak Project in consultation with the Ministry of Irrigation and Power and the Planning Commission.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

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## **CHAPTER IV**

**RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF  
GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE**

**— NIL —**



## CHAPTER V

### RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT ARE STILL AWAITED

#### **Recommendation (Serial No. 4) Para No. 2.13**

The Committee further suggest that the reasons for the enormous increases in the estimates of most of the river-valley projects in the country should be examined fully by the Government and steps taken to avoid increases of such dimensions in future.

#### **Reply of Government**

A further communication will follow in respect of this recommendation [Ministry of Irrigation and Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969.]

#### **Comments of the Committee**

Reply of Government awaited.

#### **Recommendation (Serial No. 13) Para No. 4.10**

The Committee note that the Gandak Project includes as one of its major components the construction of a barrage on the river Gandak at an estimated cost of nearly Rs. 1780.96 lakh. The Committee further note that when work was started in December, 1963, the barrage was scheduled to be completed by June, 1967. This target date was subsequently revised to June, 1968 which has further been revised to December, 1968. Work on the barrage is now expected to be completed by March, 1969. The Committee further note that during none of these years the progress of work on the barrage has been according to schedule.

#### **Reply of Government**

The State Government have been requested to keep in view the above recommendation of the Estimates Committee in regard to the work on the Gandak Barrage and to ensure that the work on the Barrage is completed soon.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

#### **Comments of the Committee**

*The Committee may be informed if the work of the Barrage has since been completed. If not, the time when the same is likely to be completed and reasons for delay may be intimated.*

#### **Recommendation (Serial No. 18) Para No. 4.22**

The Committee strongly urge that phased programme of work for the early completion of the Western Gandak Canal including the Saran Canal should be prepared and necessary funds provided so that as soon as the U.P. portion of the Canal is ready, irrigation benefits might accrue to the

people of the area. Steps should also be taken to advance, the target of completion of U.P. portion earlier than 1971-72 in view of the importance of the Canal. The Committee hope, as promised by the representative of the Ministry of Irrigation and Power, the Central Government would soon hold a meeting with the representatives of the State Governments of Bihar and U.P. and prepare a co-ordinated programme of work in this project.

### **Reply of Government**

The two State Governments have been requested to draw up a co-ordinated programme in consultation with the Central Water and Power Commission for the early completion of the Western Gandak Canal including the Saran Canal.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

### **Comments of the Committee**

*The Committee may be furnished with a copy of the co-ordinated programme drawn up by the State Governments of U.P. and Bihar and details of concerted action taken for the timely implementation of the programme.*

### **Recommendation (Serial No. 27) Para No. 5.18**

From the material supplied by the Ministry the Committee observe that Shri M. S. Ramaiah was awarded contracts for the construction of three works but in none of these the progress was according to schedule and all the three works were withdrawn from him. Since there is litigation pending in the Court between Shri Ramaiah and the Government of Bihar, the Committee would not like to make any comments about the merits of the case. They would however like to emphasise that before awarding contracts to any individual contractors or firms, their antecedents, past performance, technical and financial capacity to do the job, etc. should be fully investigated so that there may not be any hold up of work resulting in avoidable losses due to delay in execution.

The Committee would like to be apprised of the final outcome of the arbitration proceedings and the court cases relating to this matter.

### **Reply of Government**

Final replies are awaited from the Government of Bihar.

[Ministry of Irrigation & Power O.M. No. 58(1)/69-DW.IV, dated the 10th December, 1969].

### **Comments of the Committee**

*Final reply of Government is awaited.*

NEW DELHI;  
February 27, 1970

Phalgun 8, 1891 (Saka).

M. THIRUMALA RAO,  
Chairman,  
Estimates Committee.

## APPENDIX

(*vide* Introduction to Report)

*Analysis of the action taken by Government on the recommendations contained in the 75th Report of the Estimates Committee (Fourth Lok Sabha).*

1. Total number of recommendations . . . . .	38
2. Recommendations which have been accepted by Government ( <i>vide</i> recommendations Nos. 1, 2, 3, 5, 7, 9, 12, 14, 15, 16, 17, 19, 20, 22, 23, 24, 25, 26, 28, 29, 30, 31, 32, 34, 35, 36, 37 included in Chapter II)	
Number . . . . .	27
Percentage to total . . . . .	71%
3. Recommendations which the Committee do not desire to pursue in view of Government's reply ( <i>vide</i> recommendations Nos. 6, 8, 10, 11, 21, 33, 38 included in Chapter III)	
Number . . . . .	7
Percentage to total . . . . .	18.5%
4. Recommendations in respect of which replies of Government have not been accepted by the Committee . . . . .	Nil
5. Recommendations in respect of which final replies of Government are still awaited ( <i>vide</i> recommendations Nos. 4, 13, 18, 27, included in Chapter V)	
Number . . . . .	4
Percentage to total . . . . .	10.5%

Sl. No.	Name of Agent	Agency No.	Sl. No.	Name of Agent	Agency No.
<b>DELHI</b>			33.	Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi-1.	68
24.	Jain Book Agency, Connaught Place, New Delhi.	11	34.	People's Publishing House, Rani Jhansi Road, New Delhi.	76
25.	Sat Narain & Sons, 3141, Mohd. Ali Bazar, Mori Gate, Delhi.	3	35.	The United Book Agency, 48, Amrit Kaur Market, Pahar Ganj, New Delhi.	88
26.	Atma Ram & Sons, Kashmere Gate, Delhi-6.	9	36.	Hind Book House, 82, Janpath, New Delhi.	95
27.	J. M. Jaina & Brothers, Mori Gate, Delhi.	11	37.	Bookwell, 4, Sant Narakari Colony, Kingsway Camp, Delhi-9.	96
28.	The Central News Agency, 23/90, Connaught Place, New Delhi.	15	<b>MANIPUR</b>		
29.	The English Book Store, 7-L, Connaught Circus, New Delhi.	20	38.	Shri N. Chaoba Singh, News Agent, Ramlal Paul High School Annexe, Imphal.	77
30.	Lakshmi Book Store, 42, Municipal Market, Janpath, New Delhi.	23	<b>AGENTS IN FOREIGN COUNTRIES</b>		
31.	Bahree Brothers, 188 Lajpatrai Market, Delhi-6.	27	39.	The Secretary, Establishment Department, The High Commission of India, India House, Aldwych, LONDON, W.C.-2.	59
32.	Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi.	66			

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