

CHAPTER - VI

**CONCLUSIONS AND  
RECOMMENDATIONS**

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India has launched new experiments in the administrative and organisational aspects with regard to water resource development. Leaving aside Corporation and Control Board models, Command Area Development authority came into existence in 1980's. The Government of Karnataka has constituted Command Area Development Authorities in the State with a view to bring about efficiency and economy in irrigation and water management. For Tungabhadra Project a Command Area Development Authority was constituted on 11-12-1979. In this Chapter an attempt is made to present the important observations on the working of T.B.P. CADA and the conclusions reached on the basis of information and data presented in the study. This Chapter also makes some recommendations for the efficient working of T.B.P. CADA.

1. The T.B.P. CADA was intended to provide a unified leadership for the ~~development~~ of ~~Command~~ Area. To achieve its objective, the constitution of CADA includes both non-official and official members. In this study it is observed that by and large non-official members were not able to supervise and control the functioning of T.B.P. CADA effectively as they do not even get proper information from the officials

of CADA. Moreover, the information given to us point out that due to lack of punctuality of officers, members of T.B.P. CADA and also the public (beneficiaries) do not get the information and their problems remains pending.

2. Inclusion of officials drawn from various disciplines into the Governing body of CADA was to avoid multistages in decision making and also to encourage T.B.P. CADA as a body to arrive at decisions collectively. However, this objective is also defected to some extent as CADA is restrained in taking decisions in certain areas like land reclamation and adoptive trials. In these areas the Central Government's approval is necessary which in turn causes lot of delay. Moreover, entire localisation pattern is under the control and sweet will of Government of Karnataka. In such a situation rich farmers and pressure groups may force the Government of Karnataka to adopt a localisation pattern which is suitable to them and not the entire Command Area. In other words, T.B.P. CADA is not entirely free to take decision on all matters for the comprehensive development of the Command Area.

3. Decision making process in the T.B.P. CADA also suffers due to lack of cordial relations and role perception among the officials. This is

due to cadre consciousness among the high ranking members of the CADA; particularly, IAS officers. Decision making suffers due to their deliberate absence from the meetings.

4. T.B.P. CADA was expected to work as a catalyst between the various organisations so that efficiency in irrigation and water management may be achieved. However, T.B.P. CADA was not able to work as catalyst. For example, the CADA was not able to obtain financial assistance from the Commercial Banks of Karnataka, SC/ST Development Corporation Bellary/ Raichur Branch in time to provide subsidies to SC/ST farmers for land development.

5. T.B.P. CADA was not able to enthuse team spirit among the officers as it is reported by the Officers of CADA that the departments are functioning parallelly. In fact the officials opined that CADA has become inactive and a fifth wheel in the coach. Such strong remarks makes one to think whether the very purpose of entrusting the responsibility of developing the Command Area is defeated?

6. In T.B.P. CADA it is very clear from the information and data collected that Administrator is not getting co-operation (if he is an incharge administrator and a non-IAS). In addition to this, lack of adequate and sufficient staff, efficiency is lacking in administration.

7. To add fuel to the fire, temporary and daily wages employees pose a problem. Their morale is not upto the mark and it is very difficult to exercise strict supervision and control over them. On the technical side also due to lack of sufficient Junior and Assistant Engineers, technical works cannot be implemented in time.

8. Some of the technical officers also stated that inadequate finance is one of the reasons for not implementing the works speedily. However, this statement is not correct. As we have already noted in Chapter-IV and V. Financial targets were hardly achieved except in few cases. Only one point can be conceded that finance is not provided in time. On the basis of data it is clear that there is no need to delegate more financial powers to the officers of CADA as they were not able to administer and utilise the funds properly (See, Chapter-IV and V).

9. The T.B.P. CADA's establishment charges exceeded more than 10% of the total grant made to it. For example, the average excess expenditure for three years i.e. 1991 to 1992-93 is of the order of 19%. This indicates that economy is lacking to a large extent. This also reflect that T.B.P. CADA is not exercising sufficient control over establishment.

10. The nature of working of T.B.P. CADA (Chapter-IV and V) point out that business like management is absent and the T.B.P. CADA is not self liquidating and self supporting. Moreover, T.B.P. CADA cannot carry over the funds provided from Central or State Government from one financial year to the next. This makes it very clear that T.B.P. CADA do not resemble a Corporation except in name. In actual practice it works like a Government Department.

11. Recently, T.B.P. CADA has been stripped of the responsibility of implementing Special Component Programmes by the Department of Social Welfare. This suggest that T.B.P. CADA is going to be reduced slowly to the status of a Government Department.

12. The most important problem in T.B.P. Command Area is that of water logging, salinity and alkalinity. In this regard the achievement of T.B.P. CADA is very meagre. In addition to this, the study reveals that farmers are not adhering to the cropping pattern. For example, the total area under paddy is fixed at 31,329 hectares as per cropping pattern but the actual area in which paddy cultivated is nearly 1.00 lakh hectares. This suggests that CADA is not in a position to enforce cropping pattern in the Command Area. It seems that the farmers are interested in growing those crops which fetch them high returns in the market. This

also point out that T.B.P. CADA is not able enough to convince the farmers regarding the cropping pattern. As a result tail end areas suffers from lack of sufficient water. In other words, maximum benefit of water from Tungabhadra Project to the maximum number of farmers (Beneficiaries) is yet to take place.

13. However, the efforts of T.B.P. CADA regarding high yielding varieties and the application of chemicals and adoptive trials and demonstrations definitely helped the farmers. For example, the efforts of T.B.P. CADA in covering some area under sunflower has helped in economising the water which would have otherwise being utilised for paddy crop. As a result, oil seed production has gone up.

14. In the same way, experiments regarding improving agriculture implements like threshers and seed-drill helped the farmers. Now, farmers are able to obtain increased yield in their farms.

15. Farmers participation in water management in T.B.P. due to CADA is gaining ground day-by-day. The importance of maintaining field channels and field drains to get good water supply and remove excess water so as to maintain good quality of lands has made farmers to take care of these works. The officials pointed out that the farmers

are taking care of these works. This suggests that farmers are slowly exposed to modernisation in agricultural practices.

16. The general awareness regarding the implementation of Warabandi among the farmers have been created by T.B.P. CADA and for this purpose water users societies are also formed. Now there are 15 water users societies in Command Area. This shows that T.B.p. CADA is able to convince the farmers of the benefit of Warabandi system.

17. It is interesting to note that to combat the problem of water logging and salinisation, a Pilot Project with technical and financial collaboration of Netherlands Government in distributory No. 36 of T.B.P. Left Bank Canal was started in 1995-96 with the objective of increasing the water management efficiency and for finding solutions to the problems of water logging and salinitation. The I phase is over and phase II was approved in 1992. However, what exactly the benefit accrued to the farmers and to what extent is yet to be evaluated.

18. Ayacut road required for the use of ryots for transportation of inputs to the field and agricultural produce to the market, play an important role in agricultural development. For entire T.B.P. CADA



area, a total of 3,100 Km. length of road is required. Till now 1890-22 Km. i.e. about  $\frac{2}{3}$  length of total road is constructed. The work may be speeded up.

19. To solve economic problems of Ayacutdars in Command Area, Co-operative Societies were formed to supply all inputs and services. The Co-operatives provide storage facilities, agricultural credit and other inputs to the farmers and also arrange for processing and marketing of the agricultural produce, through the Taluka marketing societies and regulated markets.

At present, there are about 300 godowns with the total capacity of 36,600 M. Tonnes. These godowns are fully utilised.

20. Because of Tungabhadra project, there are 5 sugar factories, 9 co-operative rice mills and 6 cotton ginning units, <sup>came into</sup> existence in the Command Area. These co-operatives became a boon to the farmers in getting their agricultural produce processed and marketed through the regulated market. At present there are 8 Regulated Markets and 18 Sub-markets in the Achkat area. The CADA also help traders for construction of shop-cum-platform, so that they can shift their trade to market yards.

21. A number of schemes under Central and State Government were launched to help the weaker sections of the society under varied percentage of subsidy with a view to increase food production in the country. Apart from these schemes, services were also provided in the areas of Animal Husbandary and Veterinary Services, Horticulture, afforestation, Sericulture and fisheries. However, it is the responsibility of Government of Karnataka to operationalise the schemes. CADA will only check up whether the supply and services are made available or not. The supply of input includes good quality seeds, fertilisers, pesticides and chemicals. This shows that the regular departments of Government of Karnataka implement the schemes which are given by the T.B.P. CADA. T.B.P. CADA, in other words, has no control over the Offices of Government of Karnataka and as a result implementation may become slow less effective.

22. In T.B.P. CADA due to absence of independent staff loyalty of deputationists lies with the parent department of Government of Karnataka. In addition to this, Ministerial staff drawn from the Revenue Department who were not moulded to work in implementing development programmes, it is very difficult to get work done. To make the issue complex, staff appointed by T.B.P. CADA on temporary

basis and working since more than fourteen years lack morale. As a result, it is very difficult to supervise and control them.

23. While working in CADA, due to overlapping of work between the technical staff of CADA and that of regular employees of Government of Karnataka confusion is there. This is due to the fact that necessary amendments were not made in Irrigation Act of Government of Karnataka.

24. The study reveals that T.B.P. CADA do not furnish replies to the observations made by the Auditor in time. Moreover, T.B.P. CADA has not settled the matters to the satisfaction of auditor's directions. In fact, T.B.P. CADA has made a major mistake of not preparing income and expenditure statement and also balance sheet as per Section 24 of the CADA Act. It has also not maintained consolidated register for assets of CADA.

25. A number of discrepancies were noticed by auditors, like without surrendering unutilised amount exceeding lacks of rupees and also discrepancies in stock registers in all sub-divisions. The auditor's report also pointed out the irregular grant of project allowance, foreign service allowance worth lakhs of rupees point out that T.B.P. CADA is not taking sufficient care in handling financial matters. In the same way,

irregular grant of advances for executions of schemes to the officers were pointed out by auditors.

26. Some of the important records like contractors ledgers, Hire charges register, stock registers of cement (Receipt and issue), Hume pipe stock register, indent and invoice files, log books of all the vehicles, inserviceable ledger accounts, contractor ledger accounts, estimate files, tender files and voucher relating to purchase of materials for constructing twin guaters at Kurgod, half yearly returns of stock materials, site accounts in respect of works of all sub-division since 86 to 87 to 89-90 have not been produced to the audit. So also dead stock/ furniture register of CADA office and log books of 7 vehicles of CADA were not produced for audit.

27. While reviewing the accounts of T.B.P. CADA for 1990-91 to 1992-93 one of the issues raised is on negatory expenditure of Rs.19 lakhs on the staff of Indo-Dutch Water Management Pilot Project. Monitoring Cell which has no work for a period of about four years. As a result unnecessary establishment expenditure amounting to Rs. 19,18,00/- was spent on idle staff. Such type of unnecessary expenditure by CADA point out that financial control in T.B.P. CADA is weak.

28. For land reclamation work since 1990-91 to 1992-93, Demand Collection Balance Register was not made available for verification to the audit by the Agricultural Officer of Bellary, Kurgod, Manvi and Sindhanur. This indicates that proper maintenance and updating of records is not taking place as per rules.

29. There are a number of defects in maintaining of accounts and the advances provided to the Officers were also not recovered. In brief, financial administration in CADA is not a commendable one.

For the efficient working of CADA following suggestions are made. But this did not mean that by following them CADA administration will become highly efficient. We hope that they may minimise the drawbacks.

#### **RECOMMENDATIONS :**

1. In the first place, to make the involvement of non-official members effective in T.B.P., CADA, it is essential to conduct orientation programmes for a short duration of two to three days. In this course, the members maybe informed regarding the objectives and functions of CADA, rights and responsibilities of members and how generally a public authority works, including

meeting procedures etc. They were also informed about the technique of general supervision.

2. To avoid delay in decision making, a representative of Government of India preferably from Agriculture Department may be asked to attend a meeting of CADA in the beginning of the financial year. So that his valuable suggestions regarding agricultural matters may help the officials and also facilitate T.B.P. CADA to take decisions instead of referring it to Government of India. His presence in the meeting may be utilised for the purpose of deciding localisation pattern. This will reduce the burden of Government of Karnataka.
3. To facilitate high and middle ranking officials to work as a team in CADA, it is essential to mould them in the ethos of development administration. This will help the officials to forget the cadre consciousness to some extent. In addition to this, attending the meetings of CADA should be made compulsory for all members and if any member do not attend three meetings successively, his membership should be automatically be cancelled.

4. For establishing smooth relations among various organisations of Government and private agencies, the Assistant Administrator should be made responsible so that the top officers from different departments may take cognizance of matters relating to CADA.
5. For the office staff borne on temporary basis two or three day's orientation may be given regarding office procedures, maintenance of files, registers, office rules and regulations etc.
6. Farmers who are violating cropping pattern should be heavily penalised for the first time and if they continue the offence they should be put in jail for 6 months. Unless strict action is taken farmers in the Command Area do not care for any rules or regulations.
7. Farmers who have already benefitted from agricultural demonstrations be used for disseminating information to the farmers in neighbourhood.
8. Ayacut Roads which are yet to be completed be completed within a period of 5 years so that the farmers may reap the benefits.
9. Schemes launched for weaker sections under subsidy be evaluated impartially. Those schemes which are not useful for the weaker sections may be scrapped.

10. To avoid overlapping in the work of T.B.P. CADA and that of various departments of Government of Karnataka, necessary amendments may be made in the Acts of the State Government.
11. To minimise financial irregularities the officials who commits mistakes more than twice be punished as per rules strictly.