



**REPORT**  
**OF THE**  
**COMPTROLLER**  
**AND**  
**AUDITOR GENERAL OF INDIA**  
**FOR THE YEAR**  
**1980-81**

(CIVIL)  
GOVERNMENT OF ORISSA

E. C. P. A



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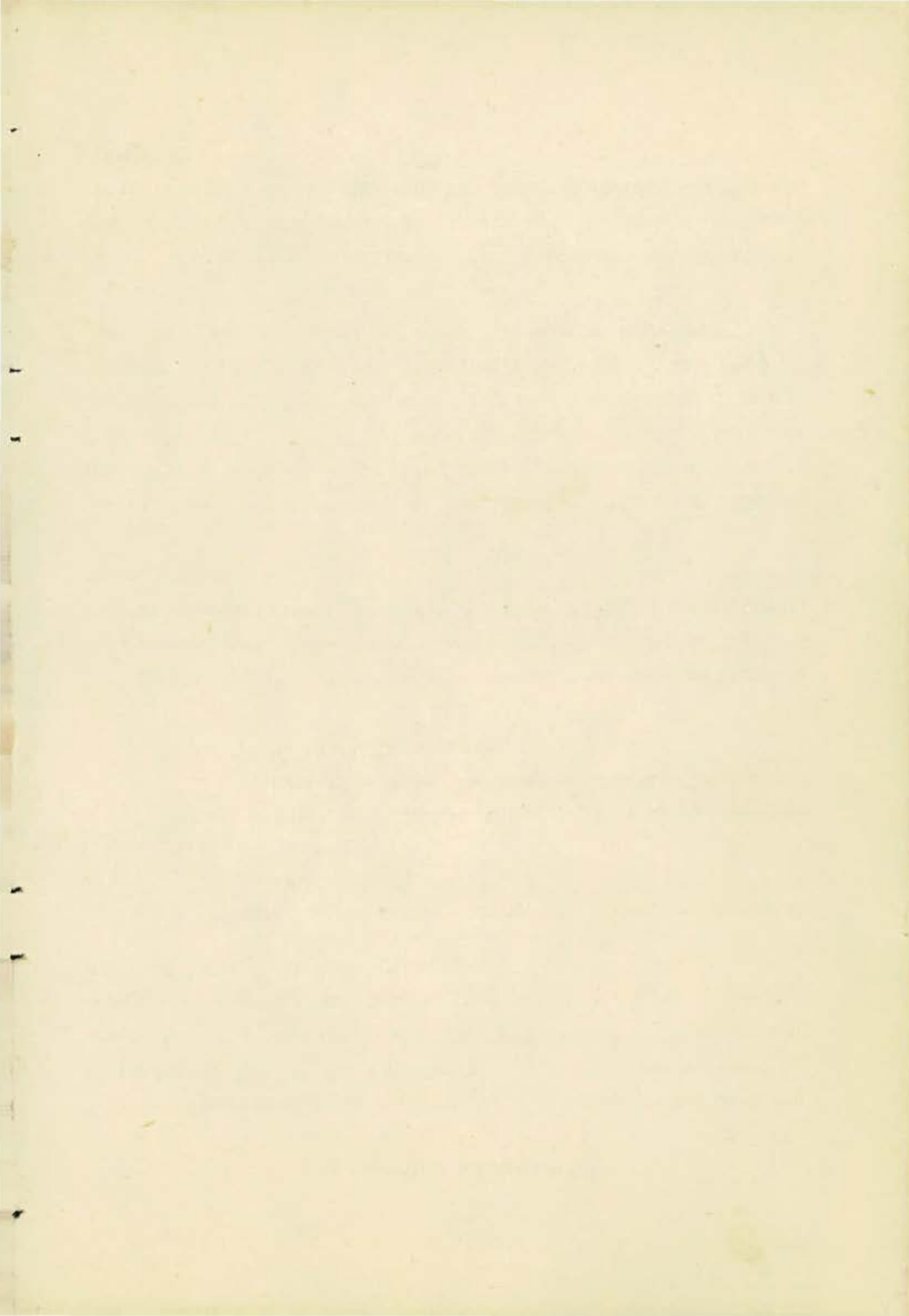
This Report has been prepared for submission to the Governor under Article 151 of the Constitution. It relates mainly to matters arising from the Appropriation Accounts for 1980-81 together with other points arising from audit of financial transactions of Government of Orissa. It also includes:—

- (i) certain points arising from the Finance Accounts for the year 1980-81; and
- (ii) comments on Applied Nutrition Programme, National Malaria Eradication Programme, Drugs Control and Horticulture Development.

2. The Report containing the observations of Audit on Statutory Corporations and Government Companies and the Report containing the observations of Audit on Revenue Receipts are presented separately.

3. The cases mentioned in the present Report are among those which came to notice in the course of test audit of accounts during the year 1980-81 as well as those which had come to notice in earlier years but could not be dealt with in previous Reports; matters relating to the period subsequent to 1980-81 have also been included, wherever considered necessary.

4. The points brought out in this Report are not intended to convey or to be understood as conveying any general reflection on the financial administration by the departments/bodies/authorities concerned.



## CHAPTER I

### GENERAL

#### 1.1. Summary of transactions

The receipts, expenditure and surplus/deficit of the Government of Orissa for the year 1980-81, are given below with corresponding figures of the preceding year:—

	1979-80	1980-81
	(In crores of rupees)	
1. Revenue		
Revenue receipts ..	4,67.90	6,21.35
Revenue expenditure ..	4,49.31	5,46.85
Revenue surplus ..	(+)18.59	(+)74.50
2. Public Debt		
(i) Internal Debt of the State Government—		
Net addition(+) ..	(+)10.36	(+)36.29
(ii) Loans and advances from the Central Government		
Net addition ..	(+)97.33	(+)49.07
Total—Public Debt		
Net addition(+)	(+)1,07.69	(+)85.36
3. Capital expenditure (net)		
Net outgo(—) ..	(—)1,29.32	(—)1,87.78
Loans and advances by the State Government—		
Net outgo(—) ..	(—)4.40	(—)27.34
4. Transfer to Contingency Fund—		
Net outgo(—) ..	(—)4.00	(—)10.00
5. Contingency Fund—		
Net addition(+)	(+)4.48	(+)12.43



1979-80                      1980-81  
( In crores of rupees )

## 6. Public Account—

<u>Net addition(+)</u>		
Net outgo(—)	(—)2·68	(+ )50·84
7. Net effect of serial Nos. 1 to 6 above	(—)9·64	(—)1·99
8. Opening cash balance ..	(—)11·92	(—)21·56
9. Closing cash balance ..	(—)21·56	(—)23·55(a)

**1.2. Revenue surplus/deficit**

(a) *Revenue receipts*—The actual revenue receipts of the State Government for 1980-81 as compared with the budget estimates along with the corresponding figures for 1978-79 and 1979-80 are shown below:—

Year	Budget	Actual	Variation between columns (3) and (2)	
			Amount	Percentage
(1)	(2)	(3)	(4)	(5)
(In crores of rupees)				
1978-79	4,12·28	4,47·44	(+)35·16	9
1979-80	4,82·40	4,67·90	(—)14·50	3
1980-81	5,36·96	6,21·35	(+)84·39	16

(a) The closing cash balance comprises Cash in Treasuries (Rs. 0·66 crore) and deposits with Reserve Bank of India (Rs. —24·21 crores). There was a difference of Rs. 0·46 crore between the figures reflected in the accounts (Rs. —24·21 crores) and that intimated by the Reserve Bank of India (Rs. — 23·75 crores) relating to 'Deposits with Reserve Bank' included in the cash balance. After reconciliation and adjustment, the difference to the extent of Rs. 0·13 crore (debit) now remains to be reconciled (May 1982).

(b) *Expenditure on revenue account*—The expenditure on revenue account during 1980-81 as compared with (i) the budget estimates and (ii) the budget estimates plus supplementary provision along with the corresponding figures for 1978-79 and 1979-80 is given below:—

Year	Budget	Budget plus Supplementary	Actuals	Variation between columns(4)and(3)	
				Amount	Percentage
(1)	(2)	(3)	(4)	(5)	(6)
(In crores of rupees)					
1978-79	3,98.78	4,49.17	4,02.34	(—)46.83	10
1979-80	4,59.53	5,09.62	4,49.31	(—)60.31	12
1980-81	5,12.71	5,73.65	5,46.85	(—)26.80	5

(c) *Revenue surplus*—The year 1980-81 ended with a revenue surplus of Rs. 74.50 crores as against the anticipated revenue surplus of Rs. 24.25 crores.

### 1.3. Revenue receipts

(a) The revenue receipts of the Government for the year 1980-81 (Rs. 6,21.35 crores) registered an increase of 33 per cent (Rs. 1,53.45 crores) over those of 1979-80 (Rs. 4,67.90 crores). A comparative analysis of revenue receipts during 1979-80 and 1980-81 together with an analysis of the increase in 1980-81 over 1979-80 is given below:—

1979-80	1980-81	Increase(+)/ decrease(—)
(In crores of rupees)		

#### (1) Receipts from Government of India

Grants under Article 275(1) of the Constitution	51.48	53.44	(+) 1.96
Other grants	98.69	1,41.80	(+) 43.11
State's share of divisible Union taxes	1,44.36	1,59.99	(+) 15.63
<b>Total (1)</b>	<b>2,94.53</b>	<b>3,55.23</b>	<b>(+) 60.70</b>

1979-80      1980-81      Increase(+)/  
decrease(-)  
(In crores of rupees)

(2) Revenue raised by the State—

(i) Tax revenue—

Taxes on Agricultural Income	0.02	*	(—) 0.02
Land Revenue and stamps and Registration Fees	11.89	14.88	(+) 2.99
Taxes on commodities and services	1,00.19	1,17.79	(+) 17.60

(Mainly Sales Tax, State  
Excise duties, Taxes on  
Vehicles and Taxes and  
duties on Electricity)

(ii) Non-tax Revenue—

Interest receipts, dividends and profits	5.02	8.75	(+) 3.73
Other non-tax revenue	56.25	1,24.70**	(+) 68.45
<b>Total—(2)</b>	<b>1,73.37</b>	<b>2,66.12</b>	<b>(+) 92.75</b>
<b>Total Revenue Receipts</b>	<b>4,67.90</b>	<b>6,21.35</b>	<b>(+) 1,53.45</b>

(b) Arrears in collection of receipts—According to the information furnished by some of the departments, arrears in collection of revenue, interest and other receipts at the end of March 1981 amounted to Rs.75.51 crores. Information regarding arrears in respect of some main items of revenue like taxes on vehicles, taxes on goods and passengers and Agriculture, Irrigation and Public Health receipts, etc., has not been received (June 1982).

\* Rupees 0.25 lakh only

\*\* Includes Rs. 56.70 crores being Central Loans for non-productive purposes written off in terms of recommendations of the Seventh Finance Commission.



(c) More information on various aspects of revenue receipts will be found in the Report of the Comptroller and Auditor General of India for the Year 1980-81—Government of Orissa (Revenue Receipts).

#### 1.4. Expenditure on revenue account

(a) The expenditure (Plan and non-Plan) on revenue account during 1980-81 under the principal service sectors as also the provision of funds together with the expenditure for the previous year are given in Appendix 1.1.

The revenue expenditure during 1980-81 increased by Rs.97.54 crores (Plan : Rs. 30.14 crores and non-Plan: Rs. 67.40 crores) over that of the previous year. Compared to the final provision (budget *plus* supplementary) for 1980-81 there was, however, a shortfall of Rs. 26.80 crores.

(b) Under 'Social and Community Services' there was a step up during 1980-81 of Rs. 63.13 crores (Plan: Rs. 28.20 crores and non-Plan: Rs. 34.93 crores) of expenditure mainly on Education (Rs.19.59 crores), Labour and Employment (Rs.16.23 crores), Medical (Rs. 4.33 crores), Public Health, Sanitation and Water Supply (Rs. 4.06 crores), and Housing (Rs. 2.41 crores). The increase in expenditure on Labour and Employment mostly on Employment and Training (Rs.16.15 crores) was due to adjustment of the cost of foodgrains received from the Government of India under the 'Food for Work Programme'.

The increase in expenditure on Education (Rs.19.59 crores) was due to more assistance to local bodies and non-Government Secondary Schools for Primary and Secondary Education.

(c) On Agriculture and Allied Services the increase over the previous year was Rs. 8.43 crores under Plan and Rs.6.92 crores under non-Plan because of payment of more subsidy to cultivators for distribution of agricultural inputs and increased grants to Panchayat Samitis under the programme 'Economic Rehabilitation of the Rural Poor'.



(d) On 'Water and Power Development' while the Plan expenditure decreased by Rs.6.77 crores over the previous year mainly because of less assistance to Orissa State Electricity Board, there was an increase in non-Plan expenditure by Rs. 2.10 crores mainly on account of increase in expenditure on Irrigation Projects (Commercial), Flood Control and Anti-sea Erosion Projects and Power Projects.

(e) On 'Transport and Communications' there was an increase over the previous year in non-Plan expenditure by Rs. 9.85 crores mainly on account of more expenditure on repairs/restoration of roads and bridges damaged in floods.

### 1.5. Expenditure on capital account

(a) The capital expenditure during the three years ending 1980-81 as compared with the budget estimates and the budget estimates *plus* supplementary provision is given below:—

Year	Budget	Budget <i>plus</i> supple- mentary	Actuals	Variation between columns (4) and (3)	
				Amount	Percentage
(1)	(2)	(3)	(4)	(5)	(6)
(In crores of rupees)					
1978-79	1,10.12	1,26.98	1,06.86	(—)20.12	16
1979-80	1,46.69	1,63.08	1,29.32	(—)33.76	21
1980-81	1,44.21	2,59.50	1,87.78	(—)71.72	28

The expenditure on Capital account during 1980-81 under the principal service sectors and under Plan and non-Plan headings *vis-a-vis* the provision as enhanced by supplementary grants/appropriations is given in Appendix 1.2.

(b) The shortfall in utilisation of Plan provision was Rs. 21.45 crores and of non-Plan provision of Rs. 50.27 crores. The shortfall in Plan expenditure was mainly under 'Water and Power Development' (Rs. 15.48 crores), 'Industry and Minerals' (Rs. 2.14 crores) and 'Agriculture and Allied Services' (Rs. 1.89 crores).

The shortfall under Water and Power Development was mainly due to less expenditure in Rengali Project (Rs. 3.07 crores), Upper Kolab Project (Rs. 1.94 crores), Industrial Research and Development (Rs. 1.50 crores), Balimela Dam (Joint) Project (Rs. 1.42 crores), Delta Irrigation Project (Rs. 1.31 crores) and Ong Irrigation Project (Rs. 0.32 crore).

On Industry and Minerals there was less expenditure mainly on Industrial Research and Development (Rs. 1.50 crores), Village and Small Industries (Rs. 0.60 crore). Rupees 15 lakhs provided for Tribal Areas Sub-Plan under Village and Small Industries remained unutilised due to transfer of management of industrial estates to the newly set up Infrastructure Development Corporation.

Saving in the provision under Agriculture and Allied Services occurred mainly in respect of loans to credit co-operatives (Rs. 71.64 lakhs) and investments in agricultural financial institutions (Rs. 29.20 lakhs).

(c) Under non-Plan, the shortfall in expenditure as compared to the final provision occurred mainly under 'Agriculture and Allied Services' (Rs. 51.66 crores) due to more receipts and recoveries on capital account under Capital Outlay on Food Procurement and Supply—Grain Purchase Scheme (Rs. 44.31 crores) and less expenditure under the scheme due to less procurement of food-grains (Rs. 7.91 crores).

(d) Capital expenditure (Plan) during 1980-81 (Rs. 1,70.33 crores) was more by Rs. 38.11 crores than the expenditure in the previous year (Rs. 1,32.22 crores) mainly under 'Water and Power Development' (Rs. 28.30 crores) due to more expenditure on Multipurpose River Projects and on Irrigation, Navigation, Drainage and Flood Control Projects.

### 1.6. Loans and advances by Government

(a) The actuals of disbursement of loans and advances by Government during 1980-81 as compared with the budget estimates and the budget estimates *plus* supplementary provision along with the corresponding figures for 1978-79 and 1979-80 are given below:—

Year	Budget	Budget <i>plus</i> supple- mentary	Actuals	Variation between columns (4) and (3)	
				Amount	Percentage
(1)	(2)	(3)	(4)	(5)	(6)
		(In crores of rupees)			
1978-79	31.45	38.77	34.67	(—)4.10	11
1979-80	11.18	16.09	14.26	(—)1.83	11
1980-81	37.43	55.43	42.62	(—)12.81	23

The shortfall (column 5) during the year was mainly due to release of less loans for 'Power Projects' (Rs. 12.06 crores).

(b) The budget and the actuals of recoveries of loans and advances for three years ending 1980-81 are given below:—

Year	Budget	Actuals	Variation between columns (2) and (3)	
			Amount	Percentage
(1)	(2)	(3)	(4)	(5)
		(In crores of rupees)		
1978-79	15.67	13.14	(—)2.53	16
1979-80	14.08	9.86	(—)4.22	30
1980-81	19.06	15.28	(—)3.78	20

The shortfall (column 4) during the year was mainly due to less recovery of 'Loans for Agriculture' (Rs. 1.43 crores), 'Loans for Co-operation' (Rs. 1.37 crores) and 'Miscellaneous Loans' (Rs. 1.10 crores).



(c) The details of disbursements of loans and advances and recoveries made during the three years ending 1980-81 under different categories together with the outstandings at the beginning/end of each year are given in Appendix 1.3. There was a net increase of Rs. 27.34 crores in the outstanding balance on 31st March 1981 compared to the balance as at the end of March 1980. Further details are available in Statements No. 5 and No. 18 of the Finance Accounts 1980-81.

(d) *Recoveries in arrears—(i) Loans and advances, the detailed accounts of which are maintained by the Accountant General—*The detailed accounts of loans and advances to municipalities, corporations, Government servants for house building purposes and for purchase of motor conveyances and to loanees under 'State Aid to Industries Act' are maintained by the Accountant General. The total amount in arrears in respect of loans outstanding on 31st March 1981 was Rs. 1.73 crores.

Year-wise analysis of the arrears in respect of principal and interest is given below:—

		Amount in arrears	
		Principal	Interest
		(In lakhs of rupees)	
1972-73 and earlier years	..	52.99	81.58
1973-74	..	3.71	5.12
1974-75	..	0.67	1.01
1975-76	..	0.63	1.52
1976-77	..	0.41	1.41
1977-78	..	0.40	0.38
1978-79	..	0.39	0.28
1979-80	..	22.94	..
		<hr/>	<hr/>
		82.14	91.30
		<hr/>	<hr/>

(ii) *Loans and advances the detailed accounts of which are maintained by the departmental officers—*According to the financial rules of Government, the departmental officers are to intimate to Audit



by 31st May each year the arrears, as on 31st March, in recovery of principal and interest of loans and advances in respect of which the detailed accounts are maintained by them. Such information for the period ending 31st March 1981 has been received (June 1982) from 13 out of 20 departments. According to the information received, recovery of Rs. 54.33 crores (principal : Rs. 28.43 crores and interest : Rs. 25.90 crores) was in arrears as on 31st March 1981. A brief analysis of the arrears is given below:—

	Amount in arrears as on 31st March 1981	
	Principal	Interest
	(In crores of rupees)	
1. Loans for Co-operation ..	6.02	0.53
2. Loans for Agriculture ..	3.64	0.14
3. Loans for Minor Irrigation ..	0.79	..
4. Loans for Animal Husbandry ..	0.23	0.09
5. Loans for Dairy Development ..	0.02	..
6. Loans for Fisheries ..	0.06	0.02
7. Loans for Community Development ..	0.57	0.48
8. Loans for Industrial Research and Development	4.37	0.03
9. Loans for Village and Small Industries	0.78	0.84
10. Loans for Power Projects ..	9.84	23.56
11. Loans for Road and Water Transport Services	0.75	0.09
12. Miscellaneous Loans ..	1.36	0.12
Total ..	28.43	25.90

The information about arrears in recovery had not been received (June 1982) from the following departments:—

Department	Nature of loans
1. Education and Youth Services	Loans under the National Loan Scholarship Scheme
2. Co-operation ..	Loans for various co-operative societies
3. Housing and Urban Development	Loans for Municipalities, Improvement Trusts, Notified Area Councils
4. Revenue and Excise ..	Advances to cultivators
5. Labour and Employment ..	Loans under various housing schemes
6. Harijan and Tribal Welfare ..	Loans for tribal development and welfare
7. Commerce ..	Miscellaneous loans and advances

(e) *Acceptance of balances*—In order to ascertain whether the balances outstanding in the books of the Accountant General represent the position correctly, the balances are communicated at the end of each year to the appropriate authorities for verification and acceptance. Acceptances of such balances of loans were not received (January 1982) in 1,038 cases (total balance : Rs. 1,64.03 crores as on 31st March 1981) despite reminders. The year-wise analysis of the balances is given below:—

	Number of cases	Amount (In crores of rupees)
1975-76 and earlier years ..	821	1.54
1976-77 ..	12	0.49
1977-78 ..	22	7.82
1978-79 ..	95	15.94
1979-80 ..	39	57.87
1980-81 ..	49	80.37
Total ..	<u>1,038</u>	<u>1,64.03</u>

Some of the outstandings for which acceptances have not been received, date back to 1966-67.

### 1.7. Sources of funds for capital expenditure, net outgo under loans and advances and appropriations to Contingency Fund

The sources from which the capital expenditure (Rs. 1,87.78 crores), the net outgo under loans and advances by the State Government (Rs. 27.34 crores) and the appropriation to the Contingency Fund (Rs. 10 crores) during 1980-81, were met are given below:—

	(In crores of rupees)
1. Net addition to—	
(i) Internal debt	.. 36.29
(ii) Loans from Government of India	.. 49.07
(iii) Small Savings, Provident Funds, etc.	.. 13.77
2. Miscellaneous—	
(i) Reserve Funds	.. (—)2.49
(ii) Other items (mainly balances under Deposits, Suspense, Miscellaneous and Remittances)	28.37
3. Contingency Fund	.. 12.43
4. Drawing down of cash balance and reduction in investment	13.18
5. Revenue surplus	.. 74.50
6. Net amount available for expenditure	.. 2,25.12

### 1.8. Debt position

(a) The total debt liability of the Government at the close of 1980-81 was Rs. 12,69.74 crores. A comparative analysis of the debt liability as at the end of March 1979, 1980 and 1981 is given below:

Nature of debt	Balance as on 31st March		
	1979	1980	1981
	(In crores of rupees)		
1. Internal debt of the State Government	1,55.53	1,65.89	2,02.18
2. Loans and advances from the Central Government	7,17.13	8,14.46	8,63.53
(i) Total Public Debt ..	8,72.66	9,80.35	10,65.71
(ii) Small savings, provident funds, etc.	85.08	97.56	1,11.33
(iii) Reserve funds and deposits (interest bearing)	4.85	4.85	4.85
(iv) Depreciation reserves and other earmarked funds (non-interest bearing)	12.98	2.85	6.76
(v) Civil deposits and deposits of local funds (non-interest bearing)	52.96	58.44	81.09
Total debt ..	10,28.53	11,44.05	12,69.74

(b) The Government maintained the minimum balance of Rs. 60 lakhs with the Reserve Bank on 359 days during 1980-81. On the remaining 6 days it obtained Rs. 22.74 crores as ways and means advances from the Bank and paid Rs. 0.84 lakh as interest thereon. All the advances were repaid in full during the year.



(c) *Interest charges*—Interest paid against debt and net burden thereof on revenue are indicated below:

	1979-80	1980-81
	(In crores of rupees)	
Interest paid by the State Government ..	50.03	50.61
Interest received by the State Government—		
(a) Interest received on loans and advances	2.60	6.56
(b) Interest received on investment of cash balances	1.88	1.83
Net burden of interest on revenue ..	45.55	42.22
Percentage of net interest to total revenue receipts	9.70	6.80

In addition, there were other receipts and adjustments of interest charges (Rs. 0.16 crore) and receipt of dividend from investments in commercial undertakings, etc., (Rs. 0.19 crore); if these are also taken into account, the net burden of interest on revenue will be Rs. 41.87 crores.

### 1.9. Investments in shares/debentures

The following table indicates the amount invested in shares, debentures, etc., of different categories of bodies by Government during 1980-81 as well as such investments to the end of the

year together with dividend/interest received by Government therefrom during the year:

Category of bodies	Investments in shares/debentures				Dividend/ interest received during the year with percentage of return on cumulative investments (shares/ debentures) in brackets
	During 1980-81		To the end of 1980-81		
	Number of concerns	Amount (In crores of rupees)	Number of concerns	Amount (In crores of rupees)	
(1)	(2)	(3)	(4)	(5)	Amount (In crores of rupees) (6)
(i) Statutory Corporations	2	2.16	3	7.35 (a)	0.03 (4.1)
(ii) Government Companies	17	12.65	66	72.95	(d)
(iii) Joint Stock Companies	..	..	26	1.38	0.03 (1.4)
(iv) Co-operative institutions	(b)	14.81	(b)	62.94 (c)	0.36 (0.6)
	19	29.62	95	1,44.62	0.42

Twenty-five companies in whose share capital Government had invested Rs. 51.20 lakhs were under liquidation (January 1982). Eleven other Companies, Government's investment in their share being Rs. 12.25 lakhs, had been liquidated to the end of March 1981. Further details are given in statement No. 14 of the Finance Accounts 1980-81.

- (a) Includes capital contribution of Rs. 3.34 crores in Orissa State Road Transport Corporation but excludes investment of Rs. 0.25 crore made in bonds of the Industrial Finance Corporation of India out of earmarked funds.
- (b) Information regarding the total number of co-operative institutions is awaited.
- (c) Excludes investment of Rs. 0.08 crore made out of balances from earmarked funds.
- (d) Rupees 0.28 lakh (percentage small).

### 1.10. Guarantees

(i) Government have given guarantees for repayment of loans, etc., raised by statutory corporations, co-operative societies and others.

The guarantees are in the nature of contingent liabilities on the State revenues. Brief particulars of these contingent liabilities based on the available information are given below (further details are given in statement No. 6 of the Finance Accounts 1980-81) :

Bodies on whose behalf guarantees were given	Maximum amount guaranteed	Sums guaranteed outstanding on 31st March 1981
	(In crores of rupees)	
Statutory Corporations and Boards	29.53	27.29
Government Companies ..	9.69	2.77
Notified Area Councils, Municipalities and Improvement Trusts	7.37	6.02
Co-operative Institutions including Co-operative Banks	91.81	68.24
Private parties ..	0.03	0.03
Total ..	1,38.43	1,04.35

(ii) (a) Government constituted a Guarantee Reserve Fund in 1969-70 to meet the liability arising out of the guarantees being invoked. Contributions to the Fund are made from revenue by annual assignments from the Consolidated Fund. Recoveries made from the parties and interest realised on investments made out of the balances in the Fund are to be credited to the Fund. The balance at the credit of the Fund as on 31st March 1981 was Rs. 67.78 lakhs ; no part of the Fund was invested during the year.

(b) Rupees 92.25 lakhs had been paid by Government from 1968-69 to 1980-81 on behalf of the principal debtors on account of invocation of guarantees against which Rs. 13.13 lakhs have



been recovered so far (January 1982). Brief particulars of the outstanding guarantees invoked are given below:

Principal debtor	Amount outstanding
	Year of payment
	(In lakhs of rupees)
1. Joint Stock Companies (5)* ..	33.06 (1969-70 to 1972-73)
2. Co-operative Societies (54)* ..	29.26 (1968-69 to 1979-80)
3. Government Companies (8)* ..	14.54 (1970-71 to 1979-80)
4. Private parties (2)* ..	2.26 (1971-72 to 1979-80)
Total ..	79.12

Action taken to realise the outstanding dues from the parties is yet to be intimated by the Government (January 1982).

(iii) Government charges guarantee commission at rates ranging from 0.01 per cent to 1 per cent of the guarantee. On certain guarantees no fee is charged. The guarantee commission pending recovery in respect of 120 institutions on 31st March 1981 was Rs. 16.99 lakhs.

### 1.11. Plan performance

Against a total provision (budget and supplementary of Rs. 1,37.36 crores under Revenue and Rs. 1,91.78 crores under Capital and Rs. 37.27 crores under 'Loans and Advances by the State Government' for Plan schemes during 1980-81, expenditure of Rs. 1,38.57 crores, Rs. 1,70.33 crores and Rs. 18.53 crores respectively was incurred. In the Revenue Section though there was overall excess, in certain services there was significant shortfall also. In the Capital Section there was substantial shortfall of Rs. 15.48 crores under Water and Power Development. Under 'Loans and Advances by the State Government', the shortfall was mainly under 'Loans for Power Projects—Transmission and distribution schemes' (provision : Rs. 12.16 crores and

\* Figures in brackets represent the numbers of institutions.



expenditure : Rs. 0.35 crore). The major items of shortfall in the Revenue and Capital Sections are indicated below:

Head of Account	Budget plus supplementary provision	Actual expenditure	Shortfall	Remarks/Reasons
(1)	(2)	(3)	(4)	(5)
(In crores of rupees)				
<b>A—Revenue</b>				
<i>Economic Services—</i>				
<i>(i) General Economic Services</i>				
298—Co-operation	4.89	3.57	1.32	The shortfall was mainly under 'Credit Co-operatives', reasons for which have not been intimated (June 1982).
<i>(ii) Agriculture and Allied Services</i>				
305—Agriculture	23.09	20.64	2.45	Savings which were mainly under 'Multiplication and distribution of Seeds', 'Horticulture', 'Direction and Administration' and 'Commercial Crops' were partly attributed to availability of less foodgrains under the 'Food for Work Programme' and late/non-filling up of various posts.
<b>B—Capital</b>				
<i>Economic Services—</i>				
<i>(i) Agriculture and Allied Services</i>				
506—Capital Outlay on Minor Irrigation, Soil Conservation and Area Development	15.21	13.59	1.62	Saving which occurred under 'Tribal Areas Sub-Plan' and 'Minor Irrigation' was attributed mainly to availability of less foodgrains for execution of 'Food for Work Programme'.
<i>(ii) Industry and Minerals</i>				
520—Capital Outlay on Industrial Research and Development	2.98	1.48	1.50	Shortfall of Rs. 0.40 crore occurred under 'Tribal Areas Sub-Plan'. Details of remaining saving and reasons therefor have not been intimated (June 1982).

Head of Account	Budget plus supplementary provision	Actual expenditure	Shortfall	Remarks/Reasons
(1)	(2)	(3)	(4)	(5)
(In crores of rupees)				
<i>(iii) Water and Power Development</i>				
532—Capital Outlay on Multi-purpose River Projects	79.11	72.50	6.61	Savings related mainly to (i) Rengali Projects—'Canals and Branches' (Rs. 1.82 crores), 'Dam and Appurtenant Works' (Rs. 1.34 crores), 'Power House' (Rs. 0.53 crore) and 'Buildings' (Rs. 0.48 crore); (ii) Upper Kolab Project—'Irrigation Scheme' (Rs. 4.26 crores); (iii) Upper Indravati Project—'Irrigation Scheme' (Rs. 1.01 crores); and (iv) Potteru Irrigation Project—'Irrigation Scheme' (Rs. 2.69 crores). Savings were attributed mainly to revision of programme of various works due to reduction in Plan allocation.
533—Capital Outlay on Irrigation, Navigation, Drainage and Flood Control Projects	44.47	35.66	8.81	Savings occurred mainly under (i) 'Delta Irrigation Project—Stages I and II' (Rs. 2.91 crores), (ii) 'Flood Control and Anti-Sea Erosion Projects' (Rs. 1.79 crores), (iii) 'Sunei Irrigation Project' (Rs. 1.42 crores), (iv) 'Kuanria Irrigation Project' (Rs. 0.59 crore) and (v) 'Badanala Irrigation Project' (Rs. 0.58 crore). Availability of less foodgrains under 'Food for Work Programme' (Rs. 3.59 crores) and revision of programme of works due to reduction in Plan allocation (Rs. 3.72 crores) were stated to be the main reasons for savings.

### **1.12. Delay in submission of monthly accounts by Public Works divisions and Forest divisions**

Under the rules, the monthly accounts of Public Works and Forest divisions are to reach the office of the Accountant General not later than 10th of the month following that to which they relate. During 1980-81, the submission of monthly accounts of 199 Public Works divisions and 15 Forest divisions was delayed, delay ranging up to 87 days in Public Works divisions and 17 days in Forest divisions. As a result, some of the divisional accounts had to be excluded from the consolidated accounts of the months to which they related. The consolidated State Civil Accounts, could not, on this account depict the correct position each month.

Persistent delay in the submission of divisional accounts impair the completeness of the monthly accounts of Government and it not only affects the closing of monthly accounts and communication of actuals to the authorities controlling the expenditure by the due date but also renders reconciliation of Departmental figures with those booked by the Audit office difficult.

The matter was reported to Government/Chief Engineer/Chief Conservator of Forests between November 1980 and May 1981; their replies are awaited (June 1982).

### **1.13. Growth of non-Plan expenditure**

The aggregate non-Plan expenditure (Revenue, Capital and Loans and Advances by the State Government) increased from Rs. 3,47.05 crores in 1979-80 to Rs. 4,49.83 crores in 1980-81



(29.6 per cent). The sectors/sub-sectors where the increase was significant are indicated below:

Sector/Sub-sector	Expenditure during		Increase	Percentage
	1979-80	1980-81		
	(Rupees in crores)			
A—General Services	1,17.47	1,29.71	12.24	10.4
B—Social and Community services	1,38.12	1,73.09	34.97	25.3
C—Economic Services				
(a) General Economic Services	12.06	13.97	1.91	15.8
(b) Agriculture and Allied Services	43.14	78.95	35.81	83.00
(c) Transport and Communications	16.84	26.71	9.87	58.6

The increase in expenditure during 1980-81 over the previous year in respect of General Services was mainly under Police (Rs. 4.30 crores), Pensions and other Retirement Benefits (Rs. 1.63 crores), Maintenance and Repairs of Public Works (Rs. 1.12 crores), Census (Rs. 1.09 crores) and interest on Internal Debt (Rs. 0.54 crore). Under Social and Community Services the increase was under Primary Education (Rs. 10.87 crores), Secondary Education (Rs. 5.85 crores), University and other Higher Education (Rs. 1.16 crores), Relief on account of natural calamities (Rs. 8.18 crores) and Public Health, Sanitation and Water Supply (Rs. 3.33 crores). The increase also occurred under 'Capital Outlay on Food' (Rs. 19.03 crores) and Minor Irrigation (Rs. 3.22 crores) under Agriculture and Allied Services. In respect of Transport and Communications, the increase occurred mainly under Roads and Bridges (Rs. 9.84 crores).



## CHAPTER II

## APPROPRIATION AUDIT AND CONTROL OVER EXPENDITURE

## 2.1. Summary

(a) The following table compares the total expenditure during the year with the totals of grants and charged appropriations:—

(1)	Grants/ charged appropri- ations	Expenditure	Saving (—)/ Excess (+)		
			Amount	Percentage	
	(2)	(3)	(4)	(5)	
(In crores of rupees)					
<b>Voted</b>					
Original	7,55.89	9,49.75	9,39.90	(—) 9.85	1
Supplementary	1,93.86				
Amount transferred to the Contingency Fund under the Orissa Contingency Fund (Amendment) Act, 1980	10.00	10.00	..	..	
<b>Charged</b>					
Original	1,29.99	1,30.86	1,79.02	(+) 48.16	37
Supplementary	0.87				
Total	10,90.61	11,28.92	(+) 38.31	3.5	

The overall excess of Rs. 38.31 crores was the net result of excess of Rs. 1,19.51 crores in 8 grants in the revenue section (Rs. 61.74 crores), 3 grants in the capital section (Rs. 1.09 crores), one charged appropriation each in the revenue section (Rs. 0.01 crore) and in the capital section (Rs. 56.67 crores) partly counter-balanced by saving of Rs. 81.20 crores in 19 grants in the revenue section (Rs. 27.61 crores), 23 grants in the capital section (Rs. 45.07 crores), 14 charged appropriations in the revenue section (Rs. 5.06 crores) and 5 charged appropriations in the capital section (Rs. 3.46 crores).



Excess was attributed to expenditure on deployment of additional Police, Forest Guards and Gram Rakhis during the last Assembly Election.

Sl. No.	Number and name of grant	Total grant	Actual expenditure	Excess
(1)	(2)	(3)	(4)	(5)

(In rupees)

#### 2. 6—Expenditure relating to the Commerce Department

Original	3,73,35,000	3,93,69,000	4,35,98,454	42,29,454
Supplementary	20,34,000			

Excess occurred mainly under 'Government Presses' (Rs. 36.84 lakhs) and 'Purchase and Supply of Stationery Stores' (Rs. 11.38 lakhs). Excess was attributed to accountal of cost of printing papers (Rs. 47.78 lakhs) received towards the end of the year and more expenditure (Rs. 0.44 lakh) towards reimbursement of cost of medicine and increased cost of printing materials.

Excess also occurred under this grant during 1979-80 (Rs. 59.05 lakhs).

#### 3. 7—Expenditure relating to the Works (including Rural Roads and Buildings) Department

Original	42,63,83,000	42,95,88,000	68,33,68,465	25,37,80,465
Supplementary	32,05,000			

Bulk of the excess occurred under 'Public Works' and 'Roads and Bridges', reasons for which have not been intimated (June 1982).

Excess also occurred under this grant during 1979-80 (Rs. 7,85.26 lakhs), 1978-79 (Rs. 38.53 lakhs), 1976-77 (Rs. 18.75 lakhs), 1975-76 (Rs. 5,34.55 lakhs) and 1974-75 (Rs. 5,62.10 lakhs).

#### 4. 13—Expenditure relating to the Housing and Urban Development Department

Original	20,54,42,000	20,97,67,000	32,69,40,670	11,71,73,670
Supplementary	43,25,000			

Excess occurred mainly under 'Sewerage and Water Supply Suspense' (Rs. 11,00.47 lakhs) reasons for which have not been intimated (June 1982).



Excess also occurred under this grant during 1979-80 (Rs. 5,96 lakhs), 1978-79 (Rs. 5,41.07), 1977-78 (Rs. 2,22.35 lakhs), 1976-77 (Rs. 2,06.29 lakhs), 1975-76 (Rs. 2,34.14 lakhs) and 1974-75 (Rs. 1,41.28 lakhs).

Sl. No.	Number and name of grant	Total grant	Actual expenditure	Excess
(1)	(2)	(3)	(4)	(5)

(In rupees)

#### 5. 16—Expenditure relating to the Planning and Co-ordination Department

Original	1,87,33,000	4,74,10,000	28,24,47,065	23,50,37,065
Supplementary	2,86,77,000			

Excess occurred mainly under 'Employment and Training' and was due to account of the value of more foodgrains (than anticipated) received from the Government of India under 'Food for Work Programme'.

#### 6. 17—Expenditure relating to the Rural Development Department

Original	Nil	..	1,66,598	1,66,598
Supplementary	Nil			

Reasons for the excess have not been intimated (March 1982).

Excess also occurred under this grant during 1979-80 (Rs. 4,02.88 lakhs) and 1978-79 (Rs. 2,05.63 lakhs).

#### 7. 20—Expenditure relating to the Irrigation and power (including Minor Irrigation) Department

Original	31,07,28,000	33,94,11,000	34,59,79,773	65,68,773
Supplementary	2,86,83,000			

Reasons for the excess which occurred mainly under 'Flood Control and Anti-Sea Erosion Projects—Suspense' have not been intimated (June 1982).

#### 8. 25—Expenditure relating to the Information and Public Relations Department

Original	84,28,000	1,06,92,000	1,07,34,520	42,520
Supplementary	22,64,000			

Reasons for the excess mainly under 'Field Publicity' have not been intimated (June 1982).



Sl. No.	Number and name of grant	Total grant	Actual expenditure	Excess
(1)	(2)	(3)	(4)	(5)

(In rupees)

*Capital Section*

## 1. 3—Expenditure relating to the Revenue Department

Original	42,50,000	43,70,000	1,50,98,146	1,07,28,146
Supplementary	1,20,000			

Excess occurred mainly on account of more agricultural loans and more expenditure under 'District and other Roads', reasons for which have not been intimated (June 1982).

## 2. 6—Expenditure relating to the Commerce Department

Original	85,71,000	1,02,58,000	1,04,25,640	1,67,640
Supplementary	16,87,000			

Excess was mainly under 'Development of Minor Ports'.

## 3. 12—Expenditure relating to the Health and Family Welfare Department

Original	5,30,000	5,30,000	5,67,177	37,177
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Excess occurred mainly on account of loans to Government Servants—festival advances, reasons for which have not been intimated (June 1982).

(b) *Excess over charged appropriations*—The excess of Rs. 1,30,933 in one charged appropriation in the revenue section and of Rs. 56,67,28,426 in another charged appropriation in the capital section, as detailed below, also requires regularisation under Article 205 of the Constitution:—

*Revenue Section*

Number and name of appropriation	Total appropriation	Actual expenditure	Excess
(1)	(2)	(3)	(4)

(In rupees)

## 5—Expenditure relating to the Finance Department

Original	1,30,000	1,30,000	2,60,933	1,30,933
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Excess occurred under 'Superannuation and Retirement Allowances'.

*Capital Section*

Number and name of appropriation (1)	Total appropriation (2)	Actual expenditure (3)	Excess (4)	
(In rupees)				
<b>Loans and advances from the Central Government</b>				
Original ..	32,14,00,000	} 32,64,00,000	89,31,28,426	56,67,28,426
Supplementary ..	50,00,000			

Excess was due to write off (Rs. 56.70 crores) of a portion of its loans by the Government of India based on the recommendation of the Seventh Finance Commission. Non-provision of funds to cover the charge was attributed to late receipt of sanction from the Government of India.

**2.3. Supplementary grants/charged appropriations**

(a) During the year, supplementary provision of Rs. 1,94.73 crores was obtained (March 1981) under 22 grants (Rs. 1,93.86 crores) and 6 charged appropriations (Rs. 0.87 crore).

(b) The details of significant cases of unnecessary, excessive and inadequate supplementary grants are given below:—

**(i) Unnecessary supplementary grants**

In the following five cases, the supplementary grants (exceeding Rs. 10 lakhs each) of Rs. 3.80 crores were unnecessary as the expenditure did not come up even to the original provision:—

Sl. No. (1)	Number and name of grant (2)	Original grant (3)	Supplementary grant (4)	Expenditure (5)	Saving (6)
		<i>Revenue Section</i>			(In crores of rupees)
1.	11—Expenditure relating to the Harijan and Tribal Welfare Department	16.92	0.65	15.63	1.94

Of the supplementary provision of Rs. 0.65 crore, Rs. 0.52 crore were for the welfare of scheduled castes/tribes which remained unutilised mainly due to non-implementation of or receipt of less Central allocation for certain schemes like (i) 'Rehabilitation of

rural poor', (ii) 'Development of dispersed tribals', (iii) 'Settlement of adibasis in Dandakaranya', (iv) 'Legal aid to Scheduled caste people' and (v) 'Electrification of Harijan Bastees'.

Sl. No.	Number and name of grant	Original grant	Supplementary grant	Expenditure	Saving
(1)	(2)	(3)	(4)	(5)	(6)
				(In crores of rupees)	
2.	12—Expenditure relating to the Health and Family Welfare Department	45·17	0·15	40·51	4·81

Saving was due mainly to less number of compensation cases, less materials and equipment received under the 'National Malaria Eradication Programme' and less expenditure under 'Medical Relief', reasons for which have not been intimated (June 1932).

3.	22—Expenditure relating to the Forest, Fisheries and Animal Husbandry Department	24·82	0·72	23·51	2·03
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For 'Fishing harbour and landing facilities' and 'Inland fisheries' the entire provision of Rs. 49 lakhs and Rs. 14 lakhs respectively remained unutilised. The 'Plantation schemes' accounted for a shortfall of Rs. 26·02 lakhs. For Plan schemes in tribal areas provision of Rs. 45·18 lakhs was found to be surplus to requirement.

4.	23—Expenditure relating to the Agriculture and Co-operation Department	47·55	1·11	42·97	5·69
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Saving occurred mainly under the schemes for 'Economic rehabilitation of rural poor' (Rs. 1·86 crores) and 'Multiplication and distribution of seeds' (Rs. 0·54 crore). Rupees 1·22 crores remained unutilised out of Rs. 2·45 crores provided for Credit Co-operatives. There was also saving of Rs. 0·13 crore under Tribal Area Sub-Plan.

#### *Capital Section*

5.	7—Expenditure relating to the Works (including Roads and Buildings) Department	26·11	1·17	23·69	3·59
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Out of the provision of Rs. 4.87 crores meant for various works relating to 'Roads and Bridges' Rs. 1.65 crores remained unspent, part of the saving being attributed to receipt of less funds from the Government of India.

The entire provision of Rs. 1.52 crores for expenditure on public works remained unutilised mainly for want of administrative approval.

**(ii) Supplementary grants which proved excessive**

In the following main cases, the supplementary grants (exceeding Rs. 10 lakhs each) proved excessive by more than Rs. 10 lakhs in each case. Against the supplementary provision of Rs. 1,33.18 crores, Rs. 95.14 crores were utilised resulting in saving of Rs. 38.04 crores. The details are given below:

Sl. No.	Number and name of grant	Original grant	Supplementary grant	Expenditure	Saving
(1)	(2)	(3)	(4)	(5)	(6)

(In crores of rupees)

*Revenue Section*

1.	18—Expenditure relating to the Community Development and Rural Reconstruction (Community Development Department)	38.08	3.84	40.15	1.77
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Saving was stated to be due mainly to postponement of execution of certain schemes under 'Food for Work Programme'.

*Capital Section*

2.	9—Expenditure relating to the Food and Civil Supplies Department	40.04	75.00	1,07.10	7.94
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Saving was stated to be mainly due to less payment to the Food Corporation of India and the State Civil Supplies Corporation because of less procurement of foodgrains.

3.	11—Expenditure relating to the Harijan and Tribal Welfare Department	1.01	0.71	1.48	0.24
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On Plan schemes for tribal areas under 'Co-operation', the entire supplementary provision of Rs. 20 lakhs remained unutilised.

Sl. No.	Number and name of grant	Original grant	Supplementary grant	Expenditure	Saving
(1)	(2)	(3)	(4)	(5)	(6)
(In crores of rupees)					
4.	13—Expenditure relating to the Housing and Urban Development Department	4.86	1.45	5.03	1.28

Rupees 1.11 crores was the saving under Urban Water Supply Programme (provision: Rs. 2.77 crores, expenditure: Rs. 1.66 crores).

5.	19—Expenditure relating to the Industries Department	14.08	9.97	22.53	1.52
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On 'Industrial Research and Development', out of the provision of Rs. 2.98 crores, Rs. 1.50 crores could not be utilised. Reasons therefor were also not intimated (June 1982).

6.	20—Expenditure relating to the Irrigation and Power (including Minor Irrigation) Department	1,35.21	37.07	1,48.26	24.02
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Saving was mainly attributed to post-budget decision not to pay further loan to Orissa State Electricity Board (Rs. 12.06 crores), revision of programme of works due to reduction in Plan allocation (Rs. 9.03 crores) and receipt of less foodgrains under the 'Food for Work Programme' (Rs. 3.15 crores).

7.	23—Expenditure relating to the Agriculture and Co-operation Department	20.27	5.14	24.14	1.27
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Rupees 1.65 crores were provided for loans to Credit Co-operatives but Rs. 0.72 crore remained unpaid. Of Rs. 0.60 crore provided for investment in public undertakings, Rs. 0.29 crore remained uninvested.

### (iii) Inadequate supplementary grants

In the following five cases in the revenue section the supplementary grants of Rs. 6.69 crores proved inadequate as in these cases there remained a final uncovered excess of Rs. 61.68 crores, reasons for the excess, to the extent received, are given in paragraph 2.2.

Sl. No.	Number and name of grant	Original grant	Supplementary grant	Expenditure	Excess
(1)	(2)	(3)	(4)	(5)	(6)
(In crores of rupees)					
<i>Revenue Section</i>					
1.	6—Expenditure relating to the Commerce Department	3.74	0.20	4.36	0.42
2.	7—Expenditure relating to the Works (including Rural Roads and Buildings) Department	42.64	0.32	68.34	25.38
3.	13—Expenditure relating to the Housing and Urban Development Department	20.54	0.43	32.69	11.72
4.	16—Expenditure relating to the Planning and Co-ordination Department	1.87	2.87	28.24	23.50
5.	20—Expenditure relating to the Irrigation and Power (including Minor Irrigation) Department	31.07	2.87	34.60	0.66

## 2.4. Unutilised provision

(a) Rupees 81.20 crores remained unutilised during 1980-81 as stated in para. 2.1 (a). In 5 grants in the revenue section and 4 grants in the capital section, the savings (more than Rs. 25 lakhs in each case) were more than 10 per cent of the total provision. The details are given in Appendix 2.1.

(b) Of the unutilised provision under Revenue and Capital, Rs. 62.88 crores related to 'Agriculture and Allied Services' (provision: Rs. 2,04.80 crores; expenditure: Rs. 1,41.92 crores) and Rs. 19.13 crores to 'Water and Power Development' (provision: Rs. 1,40.93 crores; expenditure: Rs. 1,21.80 crores). In 1979-80 and 1978-79 also, Rs. 37.38 crores (provision: Rs. 145.79 crores; expenditure: Rs. 108.41 crores) and Rs. 24.52 crores (provision: Rs. 1,18.70 crores; expenditure: Rs. 94.18 crores) respectively remained unutilised under 'Agriculture and Allied Services' (Revenue and Capital sections). Some of the major schemes pertaining to the above services and others where the

provisions remained substantially/wholly unutilised are mentioned below:

Sl. No.	Number and name of grant and scheme	Provision	Saving (and percentage)	Reasons for saving and remarks
(1)	(2)	(3)	(4)	(5)
		(In lakhs of rupees)		
1.	7—Expenditure relating to the Works (including Rural Roads and Buildings) Department—Road Development Programme (Major head 537)	79.85	60.70 (76)	Reasons for saving have not been intimated (June 1982).
2.	12—Expenditure relating to the Health and Family Welfare Department			
	(i) National Malaria Eradication Programme (Major head 267)	1,91.00	1,03.85 (54)	Reasons for the saving have not been intimated (June 1982).
	(ii) Medical Relief (Major head 280)	1,97.16	1,28.98 (65)	Ditto
	(iii) Family Welfare—Compensation (Major head 281)	3,03.50	1,82.36 (60)	Saving was stated to be due mainly to less number of compensation cases.
3.	18—Expenditure relating to the Community Development and Rural Reconstruction (Community Development) Department—Rural Works Programmes under Community Development (Major head 314)			
	(i) Roads including other expenditure thereon	13,68.38	4,47.60 (33)	Part of the saving was stated to be due to postponement of certain schemes under the 'Food for Work Programme' (Rs. 1,27.10 lakhs). Reasons for the remaining saving have not been intimated (June 1982).
	(ii) Rural Works Programme—Other expenditure	5,00.00	5,00.00 (100)	Saving was stated to be due to postponement of certain schemes under the 'Food for Work Programme'.



Sl. No.	Number and name of grant and scheme	Provision	Saving (and percentage)	Reasons for saving and remarks
(1)	(2)	(3)	(4)	(5)
(In lakhs of rupees)				
4.	19—Expenditure relating to the Industries Department			
	Tribal Areas Sub-Plan and other expenditure relating to industrial research and development (Major head 520)	2,98-00	1,50-00 (50)	Reasons for the saving have not been intimated (June 1982).
5.	20—Expenditure relating to the Irrigation and Power (including Minor Irrigation) Department			
	(i) Delta Irrigation Project—Stage-1 (Major heads 333 and 533)	4,53-31	2,95-55 (65)	Saving was attributed to availability of less foodgrains under 'Food for Work Programme' and revision of the programme.
	(ii) Rengali Project—Canals and Branches	4,21-50	1,82-24 (43)	Saving was attributed to reduction in Plan allocation.
	(iii) Badanala Irrigation Project (Major head 533)	60-01	57-85 (96)	Saving was attributed to revision of programme of work due to less Plan allocation.
	(iv) Transmission and Distribution schemes (Major head 734 )	12,16-00	11,81-00 (97)	Saving was stated to be due to non-payment of loan to Orissa State Electricity Board.
6.	22—Expenditure relating to the Forest, Fisheries and Animal Husbandry Department			
	Fishing harbour and landing facilities; inland fisheries (Major head 312)	63-00	63-00 (100)	Saving was stated to be due to non-receipt of clearance from the Government of India for 'Integrated Fishery Development at Asta-ranga Works', reduction in Plan ceiling and non-release of funds by the Government of India towards Central share for inland fisheries.



## 2.5. Advances from the Orissa Contingency Fund

Contingency Fund with a corpus of Rs.10 crores was at the disposal of the Government of Orissa at the beginning of the year for giving advances for meeting unforeseen expenditure pending authorisation of such expenditure by the State Legislature.

The corpus of the Fund was increased in July 1980 from Rs. 10 crores to Rs. 20 crores under the Orissa Contingency Fund (Amendment) Act, 1980.

The advances from the Fund can be made only to meet unforeseen expenditure not provided for in the budget, which is of such an emergent character that any postponement of it till the vote of the Legislature is taken, would be undesirable.

Twenty-three sanctions were issued by Government during 1980-81 advancing Rs. 17.65 crores of which 21 sanctions were operated upon and Rs. 7.51 crores drawn from the Fund during the year.

An analysis of the sanctions for advances and expenditure thereagainst is given below:

(i) In one case, sanction order for Rs. 5 lakhs issued on 31st March 1981 was not operated upon and was subsequently cancelled on 9th September 1981.

(ii) In respect of four sanctions involving Rs. 383 lakhs, the amounts sanctioned were much in excess of requirement (Rs. 197 lakhs) as detailed below:

Serial number	Date of sanction	Amount		Percentage of utilisation
		Sanctioned	Drawn	
(In lakhs of rupees)				
1.	25th April 1980	273	184	67
2.	10th October 1980	110	13	12
		383	197	51

(iii) Out of Rs. 7,50.62 lakhs drawn during the year, Rs. 81.51 lakhs were not recouped to the Fund till the close of the year.

At the commencement of the year advances of Rs.3,25.39 lakhs drawn from the Contingency Fund during 1978-79 ( Rs. 0.28 lakh) and 1979-80 (Rs.3,25.11 lakhs) were due for recoupment to the Fund; of these, Rs. 3,25.11 lakhs were recouped during 1980-81 leaving a balance of Rs.0.28 lakh. The balance in the Fund at the close of the year was Rs. 19,18.20 lakhs.

## 2.6. Shortfall/excess in recoveries

Under the system of gross budgeting followed by Government, the demands for grants presented to the Legislature are for gross expenditure and exclude all credits and recoveries which are adjusted in the accounts in reduction of expenditure; the anticipated recoveries and credits are shown separately in the budget estimates. During 1980-81, such recoveries were anticipated at Rs.1,27.09 crores (Revenue: Rs. 40.51 crores; Capital: Rs.86.58 crores). Actual recoveries during the year, however, were Rs. 2,23.25 crores (Revenue: Rs.96.40 crores; Capital: Rs. 1,26.85 crores). Some of the important cases of shortfall/excess in recoveries are detailed below:

Serial number	Number and name of grant	Budget		Actuals		Amount of shortfall (—)/excess (+)	
		Revenue	Capital	Revenue	Capital	Revenue	Capital
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
		(In crores of rupees)					
1.	7—Expenditure relating to the Works (including Rural Roads and Buildings) Department	16.22	0.96	42.91	1.16	(+)26.69	(+)0.20
2.	9—Expenditure relating to the Food and Civil Supplies Department	..	40.02	..	84.33	..	(+)44.31

More recoveries in the revenue section were mainly under "Suspense—Gross Credit". Reasons therefor have not been intimated (June 1982).

More recoveries were mainly under 'Capital Outlay on Food-Procurement and Supply—Grain Purchase Scheme'. Reasons therefor have not been intimated (June 1982).

Serial number	Number and name of grant	Budget		Actuals		Amount of shortfall (—)/excess (+)		
		Revenue	Capital	Revenue	Capital	Revenue	Capital	
		(3)	(4)	(5)	(6)	(7)	(8)	
		(In crores of rupees)						
3.	12—Expenditure relating to the Health and Family Welfare Department	2.34	..	..	..	(—)2.34	..	

Reasons for non-recovery, mainly on account of aid materials, have not been intimated (June 1982).

4.	13—Expenditure relating to the Housing and Urban Development Department	2.20	1.05	14.48	..	(+)12.28	(—)1.05
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More recoveries in the revenue section were mainly under 'Public Health, Sanitation and Water Supply—Suspense—Gross Credit'. Reasons therefor as well as for non-recovery of the anticipated amount in the capital section have not been intimated (June, 1982).

5.	16—Expenditure relating to the Planning and Co-ordination Department	..	..	10.72	..	(+)10.72	..
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Recoveries in the revenue section were under "Labour and Employment—Employment and Training". These were due to adjustment of cost of foodgrains under 'Food for Work Programme'. Reasons for not making provisions have not been intimated (June 1982).

6.	20—Expenditure relating to the Irrigation and Power (including Minor Irrigation) Department	5.89	26.24	14.98	28.23	(+)9.09	(+)1.99
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More recoveries in the revenue section were mainly under 'Public Works—Suspense—Gross Credit'. Reasons therefor have not been intimated (June 1982).

7.	22—Expenditure relating to the Forest, Fisheries and Animal Husbandry Department	0.02	17.89	..	12.61	(—)0.02	(—)5.28
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Reasons for less recovery in the capital section mainly under 'Government Trading in *Kendu* leaves—Suspense (Personal Deposit) Credit' have not been intimated (June 1982).

## 2.7. Non-receipt of explanations for savings /excesses

After the close of the accounts of each financial year, the detailed appropriation accounts showing the final grants/appropriations, the actual expenditure and the resultant variations are sent to the Controlling Officers requiring them to explain the variations in general and those under important heads in particular.

During 1980-81, explanations for variations were called for in respect of 3,976 heads (saving: Rs.90.45 crores; excess: Rs.1,89.36 crores). Explanations for variations were received only in 829 (21 *per cent*) cases. For the remaining 3,147 (79 *per cent*) cases (saving: Rs.66.88 crores; excess: Rs.53.83 crores), reasons for variations were not received (June 1982).

Departments which did not furnish (June 1982) the explanations for variations in a large number of cases are Irrigation and Power (855 heads), Agriculture and Co-operation (516 heads), Works (412 heads), Forest, Fisheries and Animal Husbandry (176 heads), Housing and Urban Development (194 heads), Health and Family Welfare (163 heads), Home (139 heads) and Industries (80 heads).

## 2.8. Retention of heavy cash balances and rush of expenditure

(i) The financial rules of the Government lay down that no money shall be drawn from the treasury unless it is required for immediate disbursement; the rules also prohibit the drawal of money to prevent the lapse of budget grants. The expenditure is required to be phased evenly throughout the year, as far as possible, so as to avoid rush of expenditure towards the end of the year. It is, however, noticed that heavy drawals were made in the last quarter of the year resulting in heavy accumulation of cash in hand at the close of the year. The information furnished by 138 drawing officers to audit



brings out the following position of outstanding cash balance in hand as on 31st March 1980:—

Name of Department	Number of drawing officers	Amount (Rupees in lakhs)
Health and Family Welfare ..	18	2,12.17
Agriculture and Co-operation ..	36	1,71.34
Revenue ..	32	1,05.85
Education and Youth Services ..	15	80.39
Forest, Fisheries and Animal Husbandry ..	18	49.76
Industry ..	7	16.62
Home ..	2	14.95
Community Development and Panchayat Raj	3	14.61
Harijan and Tribal Welfare ..	3	12.72
Labour and Social Welfare ..	3	11.17
Finance ..	1	10.82
Total ..	138	7,00.40

(ii) A test check of sanctions and withdrawals during March 1981 revealed that the Government sanctioned on 28th March 1981, Rs. 2.10 crores towards construction of 30,000 dwelling units to rehabilitate flood affected (September 1980) families. As stipulated in the sanction, the Block Development Officer, Cuttack (Sadar) drew the amount on 31st March 1981 from the treasury and credited to the Personal Ledger Account of the Samiti though the Samiti was not to execute the work. On enquiry (January 1982) by audit, the department stated that these dwelling units were to be constructed in 8 districts. Reasons for keeping the money in the Personal Ledger Account of the Samiti were not ascertainable from the records of the department. The entire amount remained unutilised with the Samiti up to December 1981. Following Government instructions (January 1982), Rs.1.33 crores were placed at the disposal of the Orissa State Housing Board for construction of the dwelling units.

The balance amount of Rs. 77 lakhs remains unutilised so far (January 1982).

(iii) The expenditure incurred by different offices under Public Works Department during first 9 months of 1980-81 was only 50 per cent of the total expenditure incurred during the year and the balance expenditure was incurred during the last quarter. The expenditure incurred during March 1981 itself constituted 29 per cent of the total expenditure for the year.

A test check of records of some Public Works divisions indicated the following position:—

(a) Major portion of the allotment was received by the Public Works Divisions in the last quarter/month of the year as detailed below:—

Name of Division	Allotment received during 1st three quarters of the year	Allotment received in the last quarter	Allotment received in March 1981	Total allotment received by the division
(In lakhs of rupees)				
1. Project Division, Koraput	22.07	60.90	7.23	82.97
2. General Electric Division II, Sambalpur	21.49	9.43	7.15	30.92
3. Stores and Mechanical Division, Chitrikonda	6.39	4.03	4.03	10.42
4. Rourkela Public Health Division	0.13	40.23	40.23	40.36
5. Mechanical Division, Sambalpur	25.09	10.46	8.70	35.55
6. Sambalpur Roads and Buildings Division	77.44	57.51	57.52	1,34.95
7. Khadkhai Irrigation Division	42.57	64.58	64.58	1,07.15
8. Capital Construction Division No. II	32.32	61.29	56.74	93.61
9. Puri Roads and Buildings Division	1,96.48	2,08.86	1,50.25	4,05.34

(b) The expenditure incurred during the first three quarters, last quarter/month of the year was not proportionate and major portion of the expenditure was incurred in the last quarter of the year. Disproportionate expenditure was stated by the divisions to

be mainly due to late receipt of allotment and late finalisation of tenders and agreements. Some of the instances are cited below:—

Name of Division	Expenditure incurred during 1st three quarters of the year	Expenditure during the last quarter of the year	Expenditure during March 1981	Total expenditure
(In lakhs of rupees)				
1. Indravati Division	25.43	30.47	15.76	55.90
2. Project Division, Koraput	24.94	58.06	17.04	83.00
3. Kantabanji Roads and Buildings Division	7.67	18.64	4.10	26.31
4. General Electric Division No. III, Sambalpur	10.79	26.28	18.55	37.07
5. Bolangir Irrigation Division	42.40	35.99	32.24	78.39
6. Rourkela Public Health Division	14.10	26.92	17.31	41.02
7. Rourkela Roads and Buildings Division	23.11	38.77	25.31	61.98
8. Boudh Irrigation Division	72.16	96.35	51.82	1,68.51
9. Mechanical Division, Sambalpur	16.47	16.67	12.09	33.14
10. Ong Canal Division, Sonepur	13.61	31.19	27.41	44.80
11. Project Division, Bolangir	24.48	45.31	10.39	69.79
12. Sambalpur Roads and Buildings Division	53.06	84.03	41.46	1,37.09
13. Khadkhai Irrigation Division	12.99	74.82	66.01	87.81
14. Capital Construction Division No. II	27.00	66.52	39.92	93.52
15. Capital Construction Division No. I	23.56	1,21.37	54.38	1,44.93
16. Puri Roads and Buildings Division	1,61.14	2,44.62	65.24	4,05.76



(c) In the following cases amounts drawn for specific purposes during 1980-81 had not been spent fully up to the end of the year and the unspent balance of Rs. 9.31 lakhs was retained in the form of draft/deposit-at-call:—

Name of Division	Amount drawn during 1980-81	Amount utilised by end of March 1981	Amount remaining unutilised to end of the year	Manner in which amount was retained
(In lakhs of rupees)				
1. Kalahandi Irrigation Division	2.51	0.81	1.70	Bank draft/ Deposit-at-call
2. Baitarani Irrigation Division	7.61	..	7.61	Bank draft
	10.12	0.81	9.31	

## 2.9. Delay in reconciliation of figures by the departments

To enable departmental officers to exercise proper control over expenditure and ensure accuracy of figures, there are instructions of Government that departmental figures should be reconciled with those recorded in the books of the Audit Office every month. Eleven controlling officers out of 86 did not reconcile their figures for any month in 1980-81 (Rs. 5.48 crores). Three Controlling Officers reconciled their figures only for part of the year, the amount of the unreconciled expenditure being Rs. 0.15 crore.

The matter was reported to Government between January 1981 and August 1981; their reply is awaited (June 1982).

## CHAPTER III

## CIVIL DEPARTMENTS

COMMUNITY DEVELOPMENT AND RURAL RECONSTRUCTION  
DEPARTMENT**3.1. Applied Nutrition Programme***3.1.1. Introduction*

The primary object of Applied Nutrition Programme (ANP) was to raise the nutritional standard of rural community. The programme comprised (i) production of food of plant origin, (ii) production of food of animal origin, (iii) feeding programme for children, pregnant women and nursing mothers and (iv) nutrition education and training of non-officials and officials for improved method of production, preservation and conservation of balanced food. The programme had been in operation since 1959 up to the Third Plan period as a part of Block schematic budget in 106 out of 314 blocks in the State. The total number of blocks brought under the programme to end of 1978-79 was 147 (1,815 Gram Panchayats with 22,835 villages).

*3.1.2. Outlay and expenditure*

The total expenditure up to 1971-72 was Rs. 77.54 lakhs. Cash assistance by UNICEF up to that period towards the cost of training, formation and running of *Mahila Samitis* and *Yubak Sanghas* was Rs. 7.60 lakhs. The total amount of Central assistance received and expenditure incurred by Government during 1972-73 to 1980-81 were Rs. 61.45 lakhs and Rs. 57.26 lakhs respectively.

3.1.3. On a test check of records of 17 out of 41 ANP blocks, brought under the programme during 1972-73 to 1978-79, the following points were noticed :

**A. Horticulture**

(i) The programme aimed at increased production of fruits and vegetables of high nutritive value by establishing kitchen, school (primary level) and community gardens by mobilising women and youth and institutions in rural areas. Each ANP block had to set up

for the operational period of 5 years ten school gardens for free distribution of vegetables amongst school children, kitchen gardens for growing fruits and vegetables by *Mahila Samitis* to meet the needs of the families and community gardens for production of fruits and vegetables by *Yubak Sanghas* to be used for nutrition rehabilitation organised by health centres and in feeding programmes. In 17 ANP blocks 165 school gardens (as against 170) were established during 1972-73 to 1978-79. The exact number of kitchen and community gardens taken up by these blocks and the particulars of production from these gardens were not on record.

(ii) According to Master Plan, fruits and vegetables produced in a school orchard were to be consumed by students of the school once or twice a week all the year round. A register showing production of fruits and vegetables in orchards and distribution thereof to students required to be maintained at the block level had not been maintained. Particulars of production and distribution of vegetables kept by the schools in note books in respect of 4 blocks (Athgarh, Balipatna, Papadahandi and Angul) showed that the average production of vegetables and consumption by school children were negligible. Reasons for low production of vegetables and fruits in school gardens were attributed to pest attack, negligence and lack of interest.

(iii) Seeds, fertilisers, pesticides, grafts, etc., worth Rs. 0.87 lakh were distributed for raising 1,542 kitchen gardens in 6 blocks (Athgarh, Mahanga, Kodala, Bhanjanagar, Papadahandi and Rairangpur) and 4 community gardens in 2 blocks (Mahanga and Kodala) during 1974-75 to 1980-81. No record showing the production from these gardens and distribution thereof to the pre-school children and nursing/expectant mothers was, however, maintained excepting in Athgarh block.

(iv) In order to improve the development of fruit and vegetable cultivation in the kitchen gardens of rural families, 3 district level nurseries at Angul, Tirtol and Sundargarh and 2 State level nurseries at Angul and Bhubaneswar were established during 1977-78 to 1980-81. This programme envisaged that 50 families each in 20 selected villages around a district nursery would be benefited.



No expenditure was incurred up to 1979-80. During 1980-81 a total amount of Rs. 1.15 lakhs was spent towards purchase of seeds, fertilisers and pesticides (Rs. 0.44 lakh), lay out and development of nursery (Rs. 0.25 lakh), training of boys in the nurseries (Rs. 0.21 lakh) and construction of shed (Rs. 0.25 lakh). It was stated (July 1981) by the Directorate that the nursery at Bhubaneswar was at the preliminary stage and in case of other 2 nurseries at Tirtol and Angul, 2,000 families had been benefited by the scheme. The actual benefit by increased production of fruits and vegetables derived by the families could not, however, be verified in Audit from records. An amount of Rs. 0.20 lakh was allotted to Horticulturist, Bhubaneswar, during 1980-81 towards training of nursery boys which was not utilised by him stated to be due to want of building and other training facilities.

## **B. Poultry**

Eightynine units and 890 sub-units were set up during 1959-60 to 1969-70 at a cost of Rs. 1.18 lakhs but were closed down as per Government decision (August 1967) due to heavy recurring expenditure. The Government subsequently decided (August 1969) to revive the main units at samiti headquarters but actually only 28 such units had been revived during 1970-71 to 1972-73 and were stated to be functioning with 100 birds at each unit. During 1978-79 to 1980-81 the Government started backyard poultry in ANP blocks, a scheme initiated by UNICEF in 1977-78 for providing 5 pullets and a cockerel to each family having an expectant/nursing mother and/or a pre-school child for feeding them with eggs produced in the poultry and spent Rs. 4.65 lakhs up to 1980-81 for establishing 2,177 units in 35 blocks, 15 children homes and 2 training institutes. The information regarding production from these units and consumption of eggs by the families as envisaged in the scheme was not available from block records test checked in audit.

A test check of records in respect of 613 units set up during 1978—1981 at a cost of Rs. 1.20 lakhs in 9 blocks, in audit, showed that out of 1,878 birds (cost : Rs. 0.28 lakh approximately) supplied during April 1978 to November 1979 to 313

units in 4 blocks, 1,451 birds (cost : Rs. 0.22 lakh approximately) died by the end of 1980-81. The reason for mortality of the birds was not on record. No information was also available (May 1981) regarding production of eggs in another 300 units set up in 5 blocks during 1980-81. The position regarding production and consumption of eggs by the beneficiaries themselves was not verifiable from the records of the remaining 8 out of 17 blocks test checked in audit.

### C. Pisciculture

#### (a) *Inland fisheries*

(i) UNICEF supplied free of cost fishing nets, equipments, etc., to the ANP blocks for production of fish in selected Gram Panchayat tanks. In return the Gram Panchayats were to contribute certain percentage of fish catch for distribution among the *Mahila Samiti* members and school children free of cost. The State Level Co-ordination Committee observed (May 1977) that the programme had not been successful as the Gram Panchayats failed in most of the cases to supply fish free of cost to the *Mahila Samitis* due to low production. It was subsequently decided (1977-78) by the Director of Fisheries to allot Gram Panchayat tanks direct to the *Mahila Samitis* for taking up pisciculture with the assistance of *Yubak Sangha* members.

In 5 blocks, 17 tanks were renovated during 1974-75 to 1979-80 at a cost of Rs. 0.76 lakh (Nowapara : Rs. 0.29 lakh; Angul : Rs. 0.09 lakh; Balipatna : Rs. 0.13 lakh; Daringibadi : Rs. 0.05 lakh and Bhanjanagar : Rs. 0.20 lakh). It was noticed that even after the time gap of 1 to 3 years of the completion of renovation work, there was no production (March 1981) of fish from these tanks excepting 237 kgs. in Balipatna block, which was sold instead of being distributed free of cost to the expectant/nursing mothers and pre-school children as envisaged in the programme. The reason for non-production/low production of fish in these tanks was attributed (June 1979) by the Director of Fisheries to want of proper scheme for pisciculture under the programme which resulted in inadequate flow of funds, lack of co-ordination between *Mahila Samitis*, *Yubak Sanghas* and Gram Panchayats and poaching due to lack of proper guarding of tanks.



(ii) (a) In 4 ANP blocks intensive pisciculture programme was introduced (1977-78) in selected Gram Panchayats covering water area of 25 hectares (Nimapara : 10 hectares, Mahanga, Bhanjanagar and Kodala : 5 hectares each) with full support of UNICEF *viz.*, equipments detailed in Appendix 3.1, worth Rs. 2.88 lakhs and cash component for supply of fish seed, fry, manures, etc., for Rs. 1.69 lakhs for one year. Anticipated production of fish with an investment of Rs. 0.09 lakh per hectare with UNICEF assistance for one year (Rs. 6,750 per hectare) and contribution by participant Gram Panchayat in the shape of labour charges etc., (Rs. 2,250), was 3,000 kgs. i. e., annually 0.75 lakh kgs. in 25 hectares (expected sale value of fish : Rs. 0.18 lakh). The scheme was expected to be continued by the Gram Panchayats by utilising a portion of profit in the first year. The Director paid (March and May 1978) the cash component of Rs. 1.69 lakhs to the 4 Block Development Officers against which the expenditure reported (May 1979) by them was Rs. 1.63 lakhs (Rs. 0.06 lakh refunded by Kodala Block) as per details given below:—

Name of the block	Number of tanks (Area in hectares)	Amount (Rupees in lakhs)
Nimapara	19 (10)	0.67
Mahanga	11 (4.5)	0.34
Bhanjanagar	8 (5)	0.34
Kodala	8 (5)	0.28
	<hr/> 46 (24.5) <hr/>	<hr/> 1.63 <hr/>



It was noticed that the actual expenditure in Bhanjanagar block was only Rs. 0.05 lakh and the balance amount (Rs. 0.29 lakh) was advanced (May 1979) for supply of fingerlings (Rs. 0.04 lakh) and inputs (Rs. 0.25 lakh). The advances had not been adjusted nor supplies made so far (July 1981).

(b) The total catch of fish up to 1979-80 was only 6,795 kgs. as against anticipated quantity of 1.50 lakh kgs. in 2 years. Of this, only 787 kgs. were distributed to the beneficiaries under feeding programme. The rate per kg. worked out to Rs. 20 as against Rs. 6 estimated.

(c) The assistance given to the Gram Panchayats (Rs. 6,750 per hectare) was repayable to the Panchayat samitis in the shape of fish in 75 fortnightly instalments (at 15 kgs. per hectare per instalment). To end of 1980-81 repayment of 72 instalments (0.27 lakh kgs.-value: Rs. 1.62 lakhs) fell due of which only Rs. 0.05 lakh was repaid (Rs. 300 in cash; Rs.4,680 in the shape of fish). Detailed account of fish contributed by the Gram Panchayats for the feeding programme was not maintained at the block level.

#### D. Training and Nutrition Education

(a) The main objective of training and nutrition education was to establish effective field service to create awareness among the rural population to improve local diet through production and use of nutritious food. Various categories of personnel involved in the Applied Nutrition Programme from the district level to the village level were to receive training who were expected to impart the knowledge to villagers to improve the daily diet and changing the food habits. The training was being imparted at the training institutions and block headquarters. UNICEF was to provide stipend and travelling expenses to the personnel to be trained in Applied Nutrition. The *Mukhya Sevikas* and *Gram Sevikas* were required to organise demonstration every week in the *Mahila Samitis* where villagers could participate. During 1972-73 to 1978-79 (1979-80 and 1980-81 information was not available), 4,635 persons in all were trained in 147 blocks in horticulture, poultry, pisciculture, applied nutrition, etc. A test check of records of 16 ANP blocks showed that non-officials were not trained

in 2 blocks (Bisoi and Sohella) though 7 officials were trained. As per State Evaluation Report (1978), the percentage of beneficiaries trained in ANP varied from 14.7 to 36.2 per cent.

The Government instructed (October 1974) the Collectors/Block Development Officers to organise weekly demonstrations in the *Mahila Samitis* (with yearly expenditure ceiling for a *Samiti* of Rs. 360) and also to conduct half yearly symposia (with an yearly expenditure ceiling of Rs. 500 per *Samiti*) to create awareness among the villagers about the importance of nutritional food. On a test check of records of 13 ANP blocks it was noticed that compared to the norm fixed the number of demonstrations/symposia organised in a period of 4 to 5 years were considerably less. The short-fall ranged from 26 to 100 per cent in respect of demonstrations and 50 to 100 per cent in respect of symposia.

### E. Intensive development

During 1978-79 (international year of the child) UNICEF offered Rs. 8.70 lakhs per block for intensive development in some selected blocks. The programme included introducing community health, general welfare activities, health education for school children, drinking water supply to avoid water borne diseases, teaching nutritional food habits, child care, training of women of weaker sections in income generating activities, environmental sanitation in schools etc. Nimapara ANP block was selected by the Government for this programme. A total amount of Rs. 5.99 lakhs was drawn (March 1979 : Rs. 0.80 lakh; March 1981 : Rs. 5.19 lakhs) by the Block Development Officer towards construction of 20 tube wells, 10 school and 200 family latrines (Rs. 2.60 lakhs), 4 rural community centres (Rs. 0.80 lakh), 40 wells and an irrigation tank (Rs. 1.85 lakhs), *Mahila Samiti* buildings etc., (Rs. 0.26 lakh) and for tailoring, bee keeping, basket weaving etc., (Rs. 0.48 lakh) and credited the same to the Panchayat Samiti account. It was noticed (April 1981) that most of the works under the programme had not been started; unspent balance of the amount with the *samiti* was Rs. 5.24 lakhs. Reasons for not undertaking the works were not on record (April 1981).



## F. UNICEF equipments

(a) Consolidated account of the equipment supplied by the UNICEF since inception of the programme was not available with the Community Development Department which is responsible for co-ordinating the programme.

UNICEF supplied to the Director of Fisheries during 1963-64 to 1969-70 several equipments, machinery, vehicles, bicycles, microscope, refrigerator, projector, dragline nets with floats, soil and water analysis equipment etc., in connection with the pisciculture programme as detailed in the Appendix 3.1. It was noticed (July 1981) in audit that these articles were being utilised by the Fisheries Directorate for normal departmental activities except dragline nets with floats which had been supplied to Gram Panchayats of ANP blocks.

As per the information furnished (July 1981) by the department to Audit the total assistance in the shape of cash and equipment received from UNICEF during 1977 to 1980 was Rs. 56.14 lakhs (the break-up of cash and equipment component was not available). Equipments worth Rs. 3.14 lakhs were lying idle in 17 ANP blocks (Rs. 1.82 lakhs) and Nimapara IDP block (Rs. 1.32 lakhs).

Thirty seven pump sets received from UNICEF during 1974-75 to 1977-78 under horticulture programme in 8 blocks (Athgarh, Angul, Balipatna, Nimapara, Bhanjanagar, Nawapara, Satyabadi and Daringibadi) had not been installed so far (May 1981); 18 of them had been issued for school/community orchards and the remaining 19 were in stock. One sprinkler irrigation set (cost: Rs. 0.28 lakh) supplied by UNICEF during 1979-80 to Angul district nursery also remained unutilised.

(b) Two chilling plants (cost : Rs. 1.10 lakhs) supplied by UNICEF were installed at Nimapara (August 1971) and Berhampur (July 1975) for supplying free milk to pre-school children and expectant/nursing mothers. According to a decision (November 1973) at the State level Co-ordination Committee, the Animal Husbandry and Veterinary Services Department was to operate these plants under the Intensive Cattle Development Programme and to contribute 60 litres of milk daily for distribution in the ANP area for



8 years (the quantum of supply was reduced to 30 litres per day in May 1977). The control of these plants was subsequently transferred to the Orissa Agro Industries Corporation Limited, Cuttack (June 1977) and the District Milk Producers Co-operative Union, Berhampur (September 1977). But no milk was supplied to the beneficiaries under the programme due to non-supply of milk from these plants by these bodies to the nearest ANP area.

## **G. Other points**

Central assistance received was not spent fully during the operational period of blocks (5 to 6 years) which resulted in accumulation (Rs. 6.79 lakhs) of unspent balance (March 1981) of the assistance in the P. L. Account of 16 out of 17 blocks test checked in audit.

### **3.1.4. Nutrition survey**

(a) The Master Plan of the programme stipulated for survey of nutritional status and food habits of the population in each block for drawing up of block plans and repeating the survey at appropriate intervals for monitoring and evaluating the programme. The State Nutrition Division (under Health Department since March 1971) was responsible for conducting the survey for assessment of the nutritional status of the people. It was noticed that base survey was conducted by the division in 37 blocks of which re-survey was done only once in 3 blocks (Athgarh, Sorada and Banpur). The reasons for non-survey/insufficient survey were attributed by the Deputy Director of Health (Nutrition) to break-down of vehicles, irregular allotment of fund for T. A., non-utilisation of the findings of the survey by concerned departments and other administrative difficulties. The actual nutritional level reached in all ANP blocks was not verifiable from records.

(b) State evaluation organisation had prepared (1978) a draft evaluation report which had not been published so far (July 1981).

### **3.1.5. Co-ordination committees**

The State Level Co-ordination Committee (headed by the Additional Chief Secretary, Orissa) constituted (1973) for reviewing the progress of the programme had only 2 meetings (November 1973 and May 1977) so far (July 1981) despite the decision in the first

meeting (November 1973) to hold such meetings once in 6 months. Some of the important decisions taken in the second meeting (May 1977) were (i) to take up poultry and duckery schemes in selected ANP blocks, (ii) to constitute a sub-committee consisting of the Director, Community Development, State Evaluation Officer and Assistant Director, Nutrition to examine the survey reports of the State Nutrition Officer. It could not be verified from records whether these decisions had been implemented.

### 3.1.6. *Summing up*

Salient features regarding implementation of this scheme as discussed in the preceding paragraphs are summed up below:

- (i) Particulars of production from school/community orchards were not available; in 4 blocks average production of vegetables and consumption by students in the midday meals were very low ;
- (ii) information regarding production from 2,177 poultry units set up at a cost of Rs. 4.65 lakhs up to 1980-81 and consumption of eggs by the beneficiaries was not available ;
- (iii) rupees 1.69 lakhs were paid to Gram Panchayats in 4 blocks for intensive pisciculture of which 72 instalments were due for repayment in the shape of 0.27 lakh Kgs. of fish (cost : Rs. 1.62 lakhs) to the Panchayat Samitis for free distribution to the beneficiaries, the amount so far paid by them was Rs. 0.05 lakh; actual fish catch during 1978-79 and 1979-80 was 6,795 Kgs. as against expected quantity of 1.50 lakh kgs. ;
- (iv) rupees 5.99 lakhs were contributed by UNICEF during 1978-79 and 1980-81 for intensive development of Nimapara ANP block ; most of the programmes had not been started so far (April 1981);
- (v) a consolidated account of the UNICEF equipments received so far under the programme was not available with the Community Development Department though it was responsible for co-ordinating the programme as a whole ;
- (vi) idle equipment in 17 ANP blocks and one IDP block to end of 1980-81 was Rs. 3.14 lakhs;



- (vii) unspent Central assistance in respect of 16 blocks to end of 1980-81 was Rs. 6.79 lakhs ; and
- (viii) co-ordination committee constituted in 1973 had only 2 meetings so far though they were required to sit once in 6 months.

The matter was reported to Government in September 1981; their reply is awaited (March 1982).

### 3.2. Purchase of *butto dal*

For procurement of *butto dal* required for feeding children and expectant and nursing mothers under the Special Nutrition Programme started in 1970-71, the Government used to finalise the rates centrally for supply in a year for each district (since October 1980, Collectors had been empowered to procure at the lowest tendered rates).

On a test check the following points were noticed:

Pending finalisation of the rate for 1979-80, the Government authorised (May 1979) the Collector, Sundargarh for local purchase of the required quantity. The Collector purchased (July 1979) from 'K', 579 quintals at Rs. 264.90 per quintal (accepted in June 1979). From August 1979, he purchased from another firm 'B' at Rs. 287 per quintal (lowest rate on fresh tender in August 1979; the firm agreed to supply at that rate up to March 1980). Meanwhile, Government finalised (August 1979) the rate (Rs. 311 per quintal of 'J') for the year but instructed the Collector to purchase from 'K' as the rate was low. The firm, however, did not agree to supply further. Thereafter, the Government ascertained from the Collector (October 1979) the prevailing local rate (Rs. 287 per quintal) but instructed (November 1979) the Collector to purchase the required quantity from 'J' (selected firm for the year). A total quantity of 4,386 quintals was accordingly purchased (November 1979 to March 1980) by the Collector from 'J' at Rs. 311 per quintal. Procurement of *dal* (4,386 quintals) at higher rate during 1979-80 resulted in an extra expenditure of Rs. 1.05 lakhs.

The Government stated (January 1982) that it was not desirable to negotiate with any other supplier to supply *butto dal* during 1979-80 at a rate lower than the central tendered rate as it would have vitiated the tender proceedings.



## HEALTH AND FAMILY WELFARE DEPARTMENT

**3.3. National Malaria Eradication Programme****3.3.1. Introduction**

The National Malaria Eradication Programme (NMEP) which started since 1958-59 envisaged implementation in three phases (attack, consolidation and maintenance). During the attack phase (3 to 4 years), spray operations with suitable insecticide (DDT/BHC) were to be carried out in all the houses to avert transmission of parasites. After spray operations, consolidation phase (minimum 2 years) with active surveillance (collection and examination of blood smears and giving radical treatment in all positive cases detected) was to be started so as to wipe out the reservoir of infection from the community. After the consolidation phase each such area was to be brought under the maintenance phase, for continuation of vigilance service so as to prevent resurgence of the disease in the area.

In the context of increase in the incidence of malaria in the country as a whole and in the State from 0.56 lakh positive cases during 1972 to 3.23 lakhs during 1976 and death due to malaria in the State from 33 in 1972 to 174 during 1976, a modified plan of operation was introduced by the Government of India from 1st April 1977 with the objectives of preventing death due to malaria, transmission of malaria, and for keeping the malaria morbidity under check. The plan envisaged *inter alia*, compulsory spray operation in areas where the annual parasite index (API), i. e., the number of positive cases noticed per 1,000 population was two and above.

Up to March 1977 the State was divided into 15 Malaria units. The number of Malaria units under different phases and the population covered under each such phase, prior to the modified plan (1977) are indicated below:—

Phase		Number of units	Population covered (In lakhs)
Attack	..	6	82.46
Consolidation		6	98.98
Maintenance		3	47.96
Total	..	<u>15</u>	<u>2,29.40</u>

From April 1977, organisation set up was reorganised into 13 districts each under charge of a District Malaria Officer.

3.3.2. Plan and non-Plan expenditure during 1975-76 to 1980-81 was Rs. 19,10.08 lakhs and the amount of Central assistance received, was Rs. 14,32.94 lakhs. In spite of this outlay, the operation of the modified programme did not result in significant change in the incidence of malaria in comparison to the position in 1975.

The incidence of the disease with reference to the positive cases detected by surveillance before and after the modified plan (April 1977) is shown in the table below:—

Year	Population of the State (1971-Census)	Total positive cases detected (In lakhs)	Average number of cases detected per thousand population
1975	219.45	3.02	14
1976		3.23	15
1977		2.12	10
1978		3.74	17
1979		3.10	14
1980		2.81	13

### 3.3.3. Results of Audit

A test check of records of 5 selected districts (Puri, Cuttack, Balasore, Ganjam and Phulbani) was conducted (January to May 1981) by Audit and the following points were noticed :

#### (i) Entomological survey

The entomological survey to determine the right type of insecticide to be used in spraying according to the susceptibility status of vector conducted by the Central Zone, Cuttack, during August 1979 to September 1980 in 19 malaria sections in 4 districts (Puri, Cuttack, Balasore and Mayurbhanj) showed that BHC was a highly effective insecticide in comparison to DDT.

In 9 out of 14 sections in Puri, Cuttack and Balasore districts susceptibility of the vector to DDT was less than that to BHC.



In all the areas of the State (except Mayurbhanj district), spraying of DDT was in vogue since the inception of the scheme (1958-59). No entomological study was conducted (April 1981) in the remaining 2 zones (Berhampur and Sambalpur); the posts of Assistant Entomologist had also not been filled up (July 1981) for these zones.

**(ii) Spray operation**

(a) All sections with API 2 and above were required to be sprayed either with DDT or BHC just before the commencement of the transmission season (July to November). In order to get the maximum toxic effect from these insecticides, the scheme further envisaged spraying of the areas either with 2 rounds of DDT or with 3 rounds of BHC according to the resistance of the vector to the insecticide.

The details of spraying done in the 5 selected districts are given in Appendix 3.2. It was noticed that the prescribed dose of insecticide was not generally applied while conducting spraying operation in Puri, Balasore and Ganjam districts.

(b) Year-wise details of population/structures covered *vis-a-vis* targets in respect of the 5 districts for the period 1977 to 1980 are given in Appendices 3.3. and 3.4.

It was generally seen that the population covered in the second round was less than that covered in the first. The shortfall in coverage was very heavy in 1977 and 1978, but the programme improved in 1979 and 1980. No reason for the shortfall was furnished by the District Malaria Officers.

The shortfall in coverage of structures was high throughout the period, particularly in the second round of spraying.

**(c) Spray squads**

For insecticidal spray during transmission seasons, spray squads were employed on muster rolls. A spray squad consisting of 6 workers (5 field workers and a supervisor) was to operate 2 stirrup pumps to cover 90 to 100 houses per day under spray in areas with high density of population. As against the above norm, the shortfall in spraying actually done by the squads in the five districts during 1978 to 1980 ranged between 28 *per cent* (Ganjam, 1980) to 53 *per cent* (Balasore, 1979) *vide* Appendix 3.5.



Reason for the shortfall was not furnished by the District Malaria Officers.

In the four districts (Puri, Balasore, Ganjam and Phulbani) the percentage of positive cases (based on blood smears examined) had not shown any appreciable decline during 1977 to 1980 despite spraying operation as may be seen from Appendix 3.6.

### (iii) Surveillance

(a) Surveillance included (i) detection of cases of malaria transmission by collection and examination of blood smears from all fever cases detected, (ii) establishing its nature (*P. Vivax* or *P. Falciparum*) and (iii) eliminating the source of transmission by radical treatment.

Details of blood smears collected, examined, positive cases found and radical treatment given during 1977 to 1980 are given in Appendix 3.6.

The reason for non-examination of 3.54 lakhs blood smears collected had not been furnished by the concerned District Malaria Officers. The number of laboratory technicians in position during these years were 32 in Puri district, 29 in Ganjam district, between 15 and 20 in Balasore district and between 12 and 15 in Phulbani district. The daily average performance of a technician, was generally less than 50 *per cent* of the work load (70 to 80 cases per day or annually 0.19 lakh to 0.22 lakh cases in 275 working days) prescribed for them.

(b) Radical treatment with primaquine of all positive cases of malaria was required to be given for one day in respect of *P. Falciparum* cases and for 5 days in *P. Vivax* cases. Radical treatment was also to be started within the least possible time lag (7 to 10 days) from the date of collection of blood smears. The result of test check of 1,000 positive cases relating to 2 to 3 primary health centres in each of the 4 districts (in all 4,000 positive cases) in audit (May and June 1981) is given in the Appendix 3.7.

Blood smears were noticed to have been examined even after 10 days (11 to 30 days: 1,037 cases and beyond 30 days: 231 cases) of the date of collection. There was also delay in starting the radical treatment after examination, the delay ranging from 11 to 30 days in 1,065 cases and beyond 30 days in 632 cases from the date of detection of the positive cases.

The time lag between the date of collection of blood smears and giving radical treatment to the above positive cases was also high.

No reason for the delay in examination of blood smears and giving radical treatment had been furnished (June 1981) by the department.

(c) The programme further envisaged that blood smears were to be collected again as a follow-up measure, from all positive cases, immediately after the completion of the radical treatment and thereafter at monthly intervals for 12 months. It was noticed that no follow-up action after the radical treatment was taken in any case in the 5 districts test checked in audit. The District Malaria Officer, Balasore and the Medical Officer of the Primary Health Centre, Khallikote stated that it was not done due to increased work load. Others did not furnish any reason for not taking such follow-up operation.

#### 3.3.4. *Materials and equipment*

##### **Insecticide**

Year-wise particulars of sprayable population with API 2 and above, the requirement of DDT 75 *per cent* computed at the rate of 10 M T per 1 lakh population under the modified plan together with the receipt, utilisation and balance thereof at the end of each year, for the past 3 years ended 1980, are given in the Appendix 3.8. It was noticed that compared with the requirement of insecticide with reference to sprayable population, total quantity in stock was less (varying from 5 to 43 *per cent*) than the required quantity. Actual utilisation was 69 and 86 *per cent* of the available quantity during 1978 and 1979 (quantity utilised during 1980 was not available).



3.3.5. *Other points*

(i) It was noticed (July 1980) that 2 Malaria Centres of Bolangir district showed (September 1979) 10·500 MT (Rs. 0·77 lakh) of DDT (75 *per cent*) as issues to the Kesinga Centre (Kalahandi district) in their respective stock accounts during 1979-80 (Tusra: 3·500 MT and Patnagarh: 7 MT) which were, however, not shown as receipts in the accounts of Kesinga centre. On this being pointed out in audit (July 1980), the District Medical Officer, Kalahandi reported (July 1980) the matter to the Special Officer (Malaria). Further developments were awaited (July 1981).

(ii) Shortages (Rs. 7·38 lakhs) noticed in audit due to non-accountal/short accountal of stock (DDT 75 *per cent*) transferred from one unit/centre to the other are mentioned below:—

District	Period	Quantity (in M. T.)
Kalahandi	October 1977 to May 1980	1·421
Mayurbhanj	May 1980	0·800
Sambalpur	June 1977 to March 1980	63·040
		<u>65·261</u>

(iii) Two consignments of DDT 75 *per cent* (one in 465 drums and another in 500 drums each containing 20 Kgs.) despatched (April 1978) by the firm 'V' were received at the Sambalpur Railway Station (465 drums on 21st April 1978 and 500 drums on 23rd April 1978). The Assistant Malaria Officer, Sambalpur (Consignee) took delivery (21st April 1978) of 465 drums of which 65 (Rs. 0·14 lakh) were reported to the District Malaria Officer, Sambalpur on 21st April 1978, to be completely and 400 partially empty. The second consignment (500 drums) was received by him on 23rd April 1978 and a shortage of 84 Kgs. (in 20 drums) was detected during delivery from the Railway. The claim for the loss of 84 Kgs. lodged with Railways in April 1979 i.e., after expiry of the stipulated period of 6 months had not been settled (July 1981).



3.3.6. *Summing up*

The important points of this review are as under:—

(i) The National Malaria Eradication Programme started from 1958-59 had not achieved the desired objective of eradicating the disease, the incidence of positive cases being 3.10 lakhs during 1979 as against 3.02 lakhs during 1975;

(ii) entomological study had not been conducted in two zones (9 districts); in one zone (4 districts) DDT was continued to be sprayed despite the report of entomological test showing resistance of vectors to this insecticide;

(iii) shortfall in the out-turn of the spray squads in 5 districts varied between 28 and 53 *per cent* during 1978 to 1980;

(iv) blood smears (3.54 lakhs out of 33.93 lakhs collected) in 4 districts were left unexamined during 1977 to 1980;

(v) the daily average performance of the laboratory technicians was generally less than 50 *per cent* of the prescribed work load;

(vi) radical treatment was not given in 0.34 lakh out of 2.81 lakh positive cases in 5 districts; in 2,626 out of 4,000 positive cases in 9 centres (4 districts) radical treatment was given between 11 and 30 days in 1,529 cases and beyond 30 days in 1,097 cases of the collection of blood smears;

(vii) follow-up action, as envisaged in the programme, of the positive cases treated was also not taken in any district; and

(viii) shortages of 77.26 MT of insecticides worth Rs. 8.31 lakhs during 1978-79 to 1980-81 due to non-accountal/short accountal of stocks by the units/centres and also on physical verification had not been regularised.

The matter was reported to Government in December 1981; their reply is awaited (March 1982).

### 3.4. Drugs control

#### 3.4.1. *Introduction*

The manufacture, sale and distribution of drugs and cosmetics are regulated under the Drugs and Cosmetics Act, 1940 and Rules (1945) made thereunder.

In Orissa, the Act was enforced since 1st February 1947 with the object that drugs of standard quality should be manufactured and sold to customers and sub-standards, spurious, misbranded and adulterated drugs should be weeded out from the market. The Drugs Controller, was the controlling authority under the Director of Medical Education and Training, Orissa. The samples of drugs were got tested/analysed at the Drugs Testing Laboratory, Baroda and Bangalore, Central Indian Pharmacopoea Laboratory, Gaziabad, Central Drugs Laboratory, Calcutta and Central Research Institute, Kasauli. The samples were also tested/analysed at the Drugs Testing and Research Laboratory, Bhubaneswar from October 1975. A total amount of Rs. 38.62 lakhs had been spent during 1977-78 to 1980-81 on establishment (Rs. 30.21 lakhs) and contingency (Rs. 8.41 lakhs).

Points noticed in test check (August 1981) of the records of the State Drugs Testing and Research Laboratory, Bhubaneswar, Drugs Inspectors of four ranges (Cuttack I, Cuttack II, Koraput and Puri) and Drugs Controller for the years 1977-78 to 1980-81 are mentioned in the succeeding paragraphs.

3.4.2. With a view to setting up a statutory laboratory in the State, the Drugs Testing and Research Laboratory at Bhubaneswar was commissioned in October 1975. The cost of construction of the building and equipment for the laboratory were Rs. 12 lakhs and Rs. 4.63 lakhs respectively. Establishment and contingent expenses of the laboratory during 1975-76 to 1980-81 was Rs. 13.75 lakhs. The laboratory is, however, not empowered to issue test report in the prescribed statutory form for samples received for testing due to non-filling up of the post of Analyst (August 1981).

The annual target for testing the samples in the laboratory was 600. The position of samples received and analysed, samples declared substandard and samples for which analytical reports were still due during 1977 to 1980 is indicated below:—

Year	Samples			
	Received	Analysed	Declared sub-standard	For which analytical reports were due
	(In numbers)			
1977	313	282	65	31
1978	385	362	77	23
1979	604	555	91	49
1980	201	164	36	37
	<u>1,503</u>	<u>1,363</u>	<u>269</u>	<u>140</u>

The Drugs Controller stated (August 1981) that the target could not be adhered to for want of an Analyst (an Analyst was posted for the period February 1979 to May 1980).

Out of 1,503 samples received during 1977 to 1980 by the laboratory at Bhubaneswar, test reports were not sent in 140 cases and in 491 cases the test results were reported after 3 months.

The Deputy Drugs Controller of the laboratory at Bhubaneswar stated (August 1981) that the test of samples depended upon the composition, working condition of the instruments, availability of the reference standards supplied by the Central Drugs Laboratory, Calcutta and availability of chemicals and glassware, etc.

#### 3.4.3. Administration of Drugs control

According to the guidelines issued by the Government of India, one Drugs Inspector was to have jurisdiction over 200 drug selling or 50 drug manufacturing units. According to the Drugs Controller, Orissa, there were 110 manufacturing and 2,294 selling units to end of 1980-81. The number of Drugs Inspectors was 14, which was increased to 17 during 1981-82.



Although no norms were laid down for the number of samples to be collected by the Inspectors, according to the Drugs Controller (September 1981), an Inspector was expected to collect a minimum of 10 samples in each month. Number of samples collected and sent by the Inspectors to various statutory laboratories and the State Drugs Testing and Research Laboratory, Bhubaneswar for testing are given below:—

Year	Number of inspectors in position/ average number of collections to be made	Annual collection of samples (in numbers)					
		1—12	13—24	25—50	51—70	71—119	120 and above
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1977-78	12	..	..	97	198	449	121
	1,440			(3)	(3)	(5)	(1)
1978-79	12	..	..	121	123	513	139
	1,440			(3)	(2)	(6)	(1)
1979-80	14	..	..	33	202	531	257
	1,680			(1)	(3)	(6)	(2)
1980-81	14	9	22	223	118	398	..
	1,680	(1)	(1)	(5)	(2)	(5)	

During 1979-80, two Inspectors did not draw any sample reasons for which were not available from records.

The Drugs Controller stated (September 1981) that due to non-availability of testing facilities, the Drugs Inspectors could not adhere to the norms.

#### 3.4.4. Sub-standard drugs

According to the provisions of the Act, no person shall manufacture for sale or sell or stock or exhibit for sale or sell or distribute any drug which is not of standard quality. Out of 2,921 samples analysed during 1977-78 to 1980-81 in the statutory laboratories (1,558) and the State Drugs Testing and Research Laboratory, Bhubaneswar (1,363), 688 were found to be sub-standard (statutory: 419; Bhubaneswar : 269). No information was available from the records of 4 ranges test checked whether such sub-standard drugs were withdrawn from the market/hospitals.

Prosecutions were launched in 64 cases of sub-standard drugs during 1977-78 to 1980-81. Out of 36 cases decided during these years by the court of law, in 15 cases, the court's decisions were in favour of Government. Follow-up action in respect of other cases (except the cases of prosecutions) was not available.

The test check showed that the following medicines declared sub-standard were in possession of Government hospitals. It could not be ascertained from records whether the medicines had been withdrawn from the hospitals.

Name of the Government hospital	Batch number and name of the medicine	When declared sub-standard
1. B. M. Swasthya Nibas, Chandpur . .	Oxytetracycline capsules I. P. Batch No. 516	21-7-1977
	Themibutol Batch No. 989	28-1-1980
	Tibitol tablets Batch No. 560	28-1-1980
2. Superintendent, E. S. I. Cottage Hospital, Chowdwar, Cuttack	Aspirin Tablets I. P. Batch No. 6339	7-6-1980
3. Medical Officer, C. R. R. I., Cuttack	Riboflavine tablets I. P. Batch No. 1613	4-7-1981
4. Hindustan Aeronautics Hospital Stores, Sunabeda	Rolled Bandage Batch No. 28	17-1-1979
	No. 459	18-1-1979
	No. 30	17-1-1979
	No. 184	17-1-1979
	No. 155	17-1-1979
5. Sub-Divisional Hospital, Nowrangpur	Thiamine Hydrochloride Injections I. P. Batch No. 794 (Expiry 1/80)	18-1-1980
6. Sub-Divisional Hospital, Jeypore	Dextrose Hydrochloride Injection Batch No. 0829	27-3-1980
	Sodium Chloride Injection I. P. Batch No. 811	27-3-1980
6. Chief District Medical Officer, Koraput	Quinidochlor Tablets I. P. Batch No. 907432	15-3-1980

### 3.4.5. Inspection

#### (i) Manufacturing units

The Drugs and Cosmetics Rules, 1945, stipulated that an Inspector who has been authorised to inspect the manufacturing units shall conduct inspection not less than twice a year of the premises of the units functioning within the allotted area to find out that the conditions of the licence and provisions of the Act/Rules have been observed. In Orissa, the Assistant Drugs Controller (Development) and the Assistant Drugs Controller (Industries) were authorised to conduct the inspection

of the manufacturing units. Details regarding the number of manufacturing units and number of inspections conducted by them during 1977-78 to 1980-81 are given below:—

Year	Number of			Shortfall (Percentage)
	manufacturing units	inspections required to be made	inspec- tions conducted	
1977-78 ..	90	180	25	86
1978-79 ..	99	198	36	82
1979-80 ..	99	198	37	81
1980-81 ..	110	220	43	80

Inspection reports were not available for check. The shortfall in inspection of manufacturing units was due to inadequacy of staff with the Assistant Drugs Controllers.

**(ii) Inspection of selling units**

The Drugs Inspector is required to visit each selling unit falling within his jurisdiction at least twice in a year. Details regarding wholesale/retail units, number of inspections of units required as per norms and inspections actually conducted, etc., during 1977-78 to 1980-81 are given below:—

Year	Units	Inspections required to be made	Inspections conducted	Shortfall (percentage)
		(In numbers)		
<i>Wholesale units</i>				
1977-78 ..	382	764	285	63
1978-79 ..	441	882	285	68
1979-80 ..	494	988	355	64
1980-81 ..	555	1,110	381	66
<i>Retail units</i>				
1977-78 ..	1,103	2,206	1,455	34
1978-79 ..	1,227	2,454	1,343	45
1979-80 ..	1,387	2,774	1,615	42
1980-81 ..	1,739	3,478	1,616	54



The inspection reports were not available for check. The reasons for shortfall were attributed (August 1981) by the Drugs Inspectors, to pre-occupation with other works entrusted to them.

#### 3.4.6. *Drugs Price Control Order 1979*

In accordance with the provisions of Essential Commodities Act, 1954, the Drugs Price Control Order is issued by the Government of India to ensure that all essential drugs are supplied to consumers at the rates fixed by the manufacturers. The Drugs Price Control Order as revised and issued by the Government of India in 1979 was communicated to the State Government in May 1979. This had not been enforced in the State by issue of notifications authorising officers of the Drugs Control Organisation to exercise powers under the order (December 1981).

#### 3.4.7. *Other points*

Equipments worth Rs. 1.18 lakhs were purchased during March 1975 to October 1979 for opening pharmacology and microbiological divisions in the Drugs Testing and Research Laboratory, Bhubaneswar for testing of drugs but these had not been started so far reportedly (August 1981) due to non-availability of funds and non-filling up of posts.

#### 3.4.8. *Summing up*

(i) Out of 2,921 samples analysed during 1977-78 to 1980-81 by the statutory and Bhubaneswar laboratories, 688 samples were found to be not of standard quality. Prosecutions were launched in 64 cases during 1977-78 to 1980-81. Out of 36 cases decided during these years by the court of law, in 15 cases, the court's decisions were in favour of the Government. Follow-up action in respect of other cases (except the cases of prosecutions) was not available ;

(ii) shortfall in the inspection of drugs manufacturing units was 80 to 86 *per cent*, wholesale units 63 to 68 *per cent* and retail units 34 to 54 *per cent* ;

(iii) the Drugs Price Control Order, 1979 communicated by the Government of India in May 1979 had not been implemented so far (December 1981); and

(iv) the State Drugs Testing and Research Laboratory, Bhubaneswar (commissioned in October 1975) in respect of which a total amount of Rs. 30.38 lakhs had been spent up to 1980-81 had not been fully equipped nor any Analyst appointed so far (September 1981) due to which samples were continued to be sent to other statutory laboratories for analysis.

The points mentioned above were reported to Government in December 1981; their reply is awaited (March 1982).

## HARIJAN AND TRIBAL WELFARE DEPARTMENT

### 3.5. Horticulture development

#### 3.5.1. Introduction

During the Fifth Five Year Plan (1974-79) horticulture plantation in tribal areas (special Central assistance scheme) was considered by the State Government as very important in bringing about changes in the social and economic conditions of tribal life. *In situ* plantation was started during 1974-75 and large scale plantation of fruit bearing trees was to be taken up in the Integrated Tribal Development Programme (ITDP) area from 1976-77 in compact areas of 25 acres preferably in the *podu* (shifting) cultivation area. Under the scheme approved (February 1977) by the State Government, beneficiary tribals, to be identified by the representatives of ITDP, Forest and Agriculture Departments for developing an orchard of one hectare for each family, were required to provide their labour to avail themselves of the subsidy component for raising and maintenance of plantations and inter-cropping.

The main objective of the programme was to provide to the area a strong agricultural base, to develop perennial fruit plantations, to teach the tribals to start fruit plantations instead of depending on *podu* (shifting) cultivation and to organise vegetable and fruit processing, etc. With the object of providing some financial assistance to the beneficiary tribals, till the trees planted attained the fruit bearing stage, the scheme also envisaged inter-cropping in the plantation area. The programme was executed through the District Agricultural Officers (DAO) with funds placed at their disposal. Since July 1979, Project Officers/Horticulturists had been posted to each centre.

### 3.5.2. Outlay

The financial outlay approved during the Fifth Plan by the Government of India was Rs. 1,15 lakhs ; the fund was provided in the shape of advance Plan assistance for the Tribal Areas Sub-Plan. The actual expenditure booked to the end of 1980-81 for 19 ITDP centres established was Rs. 1,76.24 lakhs. This included Rs. 1.48 lakhs spent during 1979-80 and 1980-81 for R. Udayagiri centre which was not an ITDP area and was not sanctioned by the Government. An amount of Rs. 15.85 lakhs representing the unspent balance of the drawals was refunded into treasury in subsequent years thereby reducing the actual expenditure to Rs. 1,60.39 lakhs. Central assistance was available only for the contingent charges required for the execution of the programme and other expenditure on establishment or of a capital nature was to be met from the State Government sources.

On a test check (January—March 1981) of records of 6 out of 19 ITDP centres, it was noticed that the following expenditure incurred for purposes other than for raising of plantation was not chargeable to the scheme:

Year	Drawing Officer	Amount spent	Purposes for which utilised
(Rupees in lakhs)			
1976-77	District Agricultural Officer, Jeypore	0.38	On office contingencies, stationery, POL, etc.
1978-79	Banana Development Officer, Bhubaneswar	17.45	Purchase of 22 jeeps and 20 trailers (Rs. 12.96 lakhs) of which 9 jeeps and 7 trailers (Rs. 7.59 lakhs) were diverted to other offices not connected with the scheme, purchase of typewriters (Rs. 0.74 lakh), contingent expenditure (Rs. 0.31 lakh), furniture, tools, etc., (Rs. 2.19 lakhs) and periodicals, maps, etc., (Rs. 1.25 lakhs)
1979-80	Banana Development Officer, Bhubaneswar	0.15	Construction of 3 garages in the office premises
1980-81	Horticulturists and Project Officers	29.59	Expenditure on office establishment and contingencies
	Total ..	47.57	



### 3.5.3. Target and achievement

It was estimated that out of 30 lakh acres under *podu* cultivation in the State about 25 lakh acres would be available for horticulture plantation. ITDP-wise annual target fixed by the State Government and achievement thereof during 1976-77 to 1978-79 reported (September 1980) to Government by the Director of Horticulture, Orissa, *vide* details in the Appendix 3.9. showed that out of 0.31 lakh acres (in 73 units) targeted 0.23 lakh acres (in 61 units) were brought under the plantation programme during the period.

Records of 3 ITDP centres (Jeypore, Malkangiri and Nowrangpur) showed that the actual acreage covered to end of 1978-79 under plantation was less than that reported by the Director of Horticulture to the Government.

Centre	Acreage covered as per	
	Report of the Director	Records
	(In acres)	
Jeypore ..	381.34	207.00
Malkangiri ..	428.00	300.00
Nowrangpur ..	375.00	354.00

### 3.5.4. Execution

(i) Although the scheme was started and amounts were drawn from 1976-77, the financial procedure to be followed was communicated by the Director of Horticulture, Orissa to the executing agencies only in July 1979. Actual plantation work was taken up in 1978-79. Under the programme, plantation in each centre was to be raised annually in 1,125 acres. During first 2 years of the programme (1976-77 and 1977-78) selection of land owned by the beneficiaries was entrusted to the village agricultural worker of the block instead of to the representatives of ITDP, Horticulture Officer and Revenue Officer and approved by the District Agriculture Officer. Area selected during

1976-77 and 1977-78 was more than the prescribed norm under the scheme (one hectare or 2.5 acres for each family); the selected area varied from 17.52 acres (Jeypore : 5 out of 49 cases) to 32 acres (Malkangiri : 7 out of 52 cases) per family. In Rayagada centre, Government land (250 acres) instead of the land of the beneficiaries was selected. Clearance of the respective department to utilise the land for the purpose was not on record. It was also noticed that 176 out of 736 beneficiaries in 5 centres (Malkangiri, Jeypore, Nowrangpur, G. Udayagiri and Rayagada) brought under the scheme belonged to the non-tribal category.

### 3.5.5. *Fertilisers*

During 1977-78, fertilisers worth Rs. 3.87 lakhs were purchased by 3 centres (Koraput : Rs. 1.43 lakhs, Rayagada : Rs. 1.31 lakhs and Jeypore : Rs. 1.13 lakhs) against the requirement of Rs. 2.54 lakhs. The DAO, Rayagada diverted the excess stock (Rs. 0.46 lakh) to other schemes. Two other units kept (January 1981) the balance stock unutilised.

Fertilisers worth Rs. 0.16 lakh (98.38 quintals) shown to have been issued (1978-79) to the beneficiaries' field in connection with plantation work in the Boipariguda Block (Koraput centre) had not been acknowledged by the recipients. The Horticulturist, Rayagada kept fertiliser (purchased in March 1979) worth Rs. 0.13 lakh unutilised (January 1981).

### 3.5.6. *Inter-cropping*

The scheme envisaged inter-cropping in the plantation area till the trees planted attained the fruit bearing stage with the object of providing some financial assistance to the beneficiaries. No records had been maintained by the centres regarding the value of the produce grown by the beneficiaries from inter-cropping and the benefit accrued to them.

### 3.5.7. *Plantations*

(i) Under the scheme, plantation completed in a year were required to be maintained for another 2 years (expenditure ceiling : Rs. 50 per acre per annum). Plantations were raised during 1976-77

(11 units : 3,887 acres), 1977-78 (34 units : 12,881 acres) and 1978-79 (16 units : 5,977 acres). Year-wise expenditure incurred on the maintenance of these plantations compared with the ceiling prescribed for the purpose during 1977-78 to 1979-80 was as under: —

Year	Expenditure		Area to be covered	Actual coverage	Shortfall	Expenditure excess (+)/ less (-)
	Admissible	Actual				
(1)	(Rupees in lakhs)		(In acres)		(Rupees in lakhs)	
	(2)	(3)	(4)	(5)	(6)	(7)
1977-78	1.94	1.50	3,887	1,500	2,387	(—)0.44
1978-79	8.38	4.88	16,768	4,875	11,893	(—)3.50
1979-80	9.43	9.68	18,858	17,225	1,633	(+)0.25
1980-81	2.99	2.13	5,977	3,750	2,227	(—)0.86

The reasons for the shortfall in maintenance and wide variations in expenditure were not on record.

(ii) The percentage for mortality of plantation was not fixed. The report (August 1980) of the Director of Horticulture to the Government indicated the survival of plantations varying from 58.04 to 95.71 per cent as per details given below: —

Year	Area under plantation	Area of survival	Percentage of survival
	(In acres)		
1976-77	3,886.73	2,256.14	58.04
1977-78	12,881.17	10,639.70	82.60
1978-79	5,976.58	5,720.54	95.71
Total	22,744.48	18,616.38	



A check of records of 4 centres in Audit, however, indicated particulars of plantations raised during 1976-77 to 1978-79 and survival thereof as under:—

Centre	Year	Area under plantation (In acres)	Plantations		Percentage of survival	Remarks
			raised	survived		
			(In thousand numbers)			
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Jeypore	1976-77 to 1978-79	1,502	67	18	27	
Malkangiri	1977-78 to 1978-79	900	45	14	31	Plantation was not raised during 1976-77
Nowrangpur	1977-78 to 1978-79	1,471	74	12	16	Plantation was not raised during 1976-77
Koraput	1976-77 to 1977-78	990	49	10	20	No survival of plantation during 1976-77; plantation was not raised during 1978-79
	Total	4,863	235	54	23	

Reasons for the heavy mortality were attributed (March 1981) by the Director to pits not being dug according to specifications, late plantation, planting of mango seedlings instead of mango stones and inadequate supervision and tree guarding resulting in damage of plants by the cattle.

### (iii) Grafting

Under the scheme *in situ* grafting of native mango stock with good quality grafting materials was contemplated so as to get fruits from the third year after the grafting. The scheme envisaged training of staff to attain proficiency in grafting but no training of staff to teach the technique of grafting was arranged. The number of plants grafted

during 1980-81 (grafting should have been started from the second year of the scheme, i. e., 1978-79) and the success thereof (varying from 25 to 56 *per cent*) are indicated below:—

Centre	Plants ready for grafting	Actually grafted	Successful grafting	Percentage of successful grafting
	(In thousand numbers)			
Jeypore	17.5	4.6	2.1	46
Malkangiri	13.9	0.4	0.1	25
Koraput	10.3	3.5	0.9	26
Nowrangpur	11.7	11.5	6.4	56

The Project Officer, Horticulture, attributed (April 1980) to the Director, the poor result of grafting to inexperienced gardeners/grafters and non-availability of adequate number of good variety scion materials.

*(iv) Other points*

(a) A horticulture centre was set up (June 1979) at Serang (Ganjam district) which was not in ITDP area, for plantation purpose but was ultimately abandoned (March 1980) ; the staff (Watchman, Gardener, Grafter, Accountant and a Clerk) posted to the centre were transferred to other offices between July 1980 and February 1981 due to non-posting of a horticulturist. No plantation was raised at the centre. Expenditure (Rs. 0.65 lakh) incurred on the pay and allowances of the staff became infructuous due to abandonment of the centre.

*(b) Temporary sheds*

For supervision and maintenance of plantations the scheme envisaged construction of temporary sheds for the grafters and other horticulture staff at the project headquarters. The Government sanctioned a total amount of Rs. 7.77 lakhs (Rs. 2.10 lakhs in March 1978 for 30 sheds and Rs. 5.67 lakhs in January 1979 for 189 sheds) for the

purpose. The position of construction of 109 sheds in respect of 5 centres (Koraput, Jeypore, Rayagada, Malkangiri and Nowrangpur) were as under:

(i) Three centres (Rayagada, G. Udayagiri and Nowrangpur) deposited (March 1978) Rs. 0.14 lakh each with the Executive Engineer (Agriculture), Berhampur for construction of 22 sheds (Rayagada: 5, G. Udayagiri: 7 and Nowrangpur : 10) without indicating the nature of sheds to be constructed. Instead of temporary sheds, 6 houses were stated (March 1981) to have been constructed (cost : Rs. 0.28 lakh) by the Executive Engineer in 2 centres (Rayagada : 4 and Nowrangpur : 2). Approval of the Government for construction of houses at a higher cost (temporary sheds were to cost Rs. 0.03 lakh each) had not been obtained. The Executive Engineer returned (August 1979) Rs. 0.14 lakh to G. Udayagiri centre.

(ii) Project Officers, Koraput, Jeypore, Nowrangpur and Malkangiri received (1977-78) Rs. 0.27 lakh each for construction of sheds (Rs. 0.03 lakh for each shed); 7 out of 36 sheds only were stated to have been completed (Nowrangpur : 5 and Malkangiri : 2). The Project Officer, Koraput utilised the entire amount for construction of 2 godowns instead of 9 sheds. Seven sites in private land instead of Government land were stated to have been selected by the Project Officer, Jeypore for construction of sheds. The actual position of construction was, however, not available.

(iii) District Agricultural Officer, Jeypore, also utilised the entire amount of Rs. 0.28 lakh for construction of 2 houses (at Malkangiri and Jeypore) instead of 10 sheds; approval of Government for the deviation was not obtained.

(iv) The Horticulturist, Rayagada, also received (1977-78) Rs. 0.15 lakh for construction of 5 sheds but no shed had been completed so far (March 1981).

(v) Out of Rs. 1.08 lakhs drawn by 4 Horticulturists (Lahunipada, Sundargarh, Bhawanipatna and Rairangpur) during 1978-79 an amount of Rs. 0.42 lakh (14 sheds) was refunded into the treasury in August—October 1980. None out of the remaining 22 sheds (Rs. 0.66 lakh) had been completed.



*(vi) High density progeny orchard and nursery*

For meeting the requirement of improved variety of scion materials required for grafting, the Government approved (1978-79) setting up of 10 high density progeny orchard centres (Koraput, Jeypore, Nowrangpur, Rayagada, Keonjhar, Panposh, Lahunipada, Rairangpur, Baripada and Kuchinda) at a cost of Rs. 5.65 lakhs ; of this, a total amount of Rs. 1.36 lakhs was deposited (April 1979) with the Executive Engineer (Agriculture), Berhampur by 4 District Agricultural Officers (Nowrangpur : Rs. 0.41 lakh; Koraput : Rs. 0.21 lakh; Jeypore and Rayagada : Rs. 0.37 lakh each) for reclamation of land, fencing work and providing irrigation to the area. No work had been taken up by the Executive Engineer so far reportedly (June 1981) due to non-posting of staff. The land required for the Baripada centre had also not been acquired (June 1981).

*(vii) Adaptive trial and investigation centre*

Government sanctioned (February 1978) setting up of an adaptive trial and investigation centre at Kalinga (Phulbani district) with sub-centres at G. Udayagiri and Daringibadi. The objective of the centre was (i) investigation and demonstration of latest agricultural technology, (ii) practical and vocational training to tribal farmers and their children regarding development of orchards and cultivation of intercrop. The Senior Horticulturist, Kalinga stated (January 1981) that in actual working emphasis was also laid in (i) finding out the optimum dose of fertilisers for the plants, (ii) growing different fruits and vegetables in different climatic conditions and (iii) serving the centre as a germ plasm bank.

A total amount of Rs. 8.17 lakhs was spent during 1977-78 to 1980-81 mainly on salary of staff and office contingency (Rs. 1.64 lakhs), reclamation of land (Rs. 0.40 lakh), fencing (Rs. 1.08 lakhs), irrigation (Rs. 1.17 lakhs), tractor (Rs. 0.81 lakh) and its garage (Rs. 0.19 lakh), plantation in nurseries (Rs. 0.92 lakh), jeep (Rs. 0.60 lakh), electrification (Rs. 0.60 lakh), sheds and quarters (Rs. 0.45 lakh) and godown (Rs. 0.10 lakh). The following points were noticed:

(a) A sprinkler and its equipments purchased (1978-79) for irrigation at a cost of Rs. 0.66 lakh were lying unutilised (June 1981) as lift irrigation point was not available at Kalinga. The tractor was utilised for carrying water for 56 days between November 1979 and

January 1981. One 5 HP pump purchased (May 1980) at a cost of Rs. 0.08 lakh was also lying idle. No alternative source of water supply had been arranged so far.

The Joint Director of Horticulture during his inspection (February 1981) to the centre stated that the main constraint for the centre was irrigation.

(b) For setting up the sub-centre at Daringibadi the Executive Engineer (Agriculture), Berhampur to whom the work was entrusted, reported (January 1981) that the land was not suitable for irrigation. Meanwhile, some portion of the area was reclaimed and fencing provided (Rs. 0.20 lakh). The sub-centre was, however, discontinued (1979-80) and the staff (expenditure on salary up to December 1980: Rs. 0.11 lakh) transferred to Kalinga on the ground of non-availability of adequate fund for setting up of the sub-centre. Similarly, the G. Udayagiri sub-centre was discontinued after incurring a total expenditure of Rs. 0.30 lakh on irrigation (Rs. 0.11 lakh), pump set and implements (Rs. 0.02 lakh each), temporary shed (Rs. 0.05 lakh) and electrification (Rs. 0.10 lakh); the reasons for discontinuance of the sub-centre were not available from records.

No tangible benefit had so far (February 1981) accrued to the tribal families in providing them suitable training for the development of orchards and cultivation of inter-crop, as envisaged in the scheme and the total investment of Rs. 0.61 lakh on the proposed 2 sub-centres had become infructuous consequent upon their closure.

### 3.5.8. *Evaluation*

No evaluation of the scheme had been done so far (June 1981) by the department to assess the results of the scheme.

### 3.5.9. *Summing up*

Important points noticed during this review are:

- (i) Although the achievement of plantations under the scheme was stated to be 0.23 lakh acre as against the target of 0.31 lakh with survival of plantations up to 95.71 per cent to end of 1978-79, test check of records of 4 plantation centres covering 4,863 acres revealed survival of plantations varying from 16 to 31 per cent;



- (ii) the Out-turn of the expenditure of Rs. 1.27 lakhs on inputs in 5 centres for inter-cropping during the period, was not available from records;
- (iii) the size of the plot selected for plantation during 1976-77 and 1977-78 was not according to the norm (2.5 acres) fixed; in 2 centres, the selected area in respect of 12 cases varied from 17.52 acres to 32 acres;
- (iv) though the scheme was intended for the benefit of the tribal families, 176 non-tribals were selected out of 736 beneficiaries in 5 centres;
- (v) out of 109 temporary sheds to be constructed in 9 centres to accommodate horticulture staff and grafters at a cost of Rs. 3.01 lakhs, 5 had been completed and 2 were under construction; Rs. 0.83 lakh meant for construction of 20 sheds were utilised by 3 centres for construction of a godown (Koraput) and 8 permanent type houses (Rayagada: 4, Nowrangpur: 2 and Jeypore: 2) without obtaining any approval of Government for the deviation;
- (vi) although Rs. 1.36 lakhs was deposited (April 1979) by 4 District Agricultural Officers (Nowrangpur, Koraput, Jeypore and Rayagada) with the Executive Engineer (Agriculture), Berhampur for the reclamation, fencing, etc., in respect of 4 progeny orchards, no work had been started (June 1981);
- (vii) for establishing an investigation centre at Kalinga with sub-centres at G. Udayagiri and Daringbadi, Rs. 8.17 lakhs were spent (1977-78 to 1980-81) of which the amount spent for plantation was Rs. 0.92 lakh; 2 sub-centres were abandoned after incurring an expenditure of Rs. 0.61 lakh; and
- (viii) machinery and equipments (Rs. 1.55 lakhs) purchased had not been put to any use in achieving the objectives of the scheme.

The above points were reported to Government in September 1981; their reply is awaited (March 1982).



## AGRICULTURE AND CO-OPERATION DEPARTMENT

**3.6. Purchase of wheat seeds**

On the basis of indents received (September 1977) from the District Agricultural Officer, Dhenkanal, the Director of Agriculture and Food Production, Orissa, requisitioned (October 1977) 600 quintals of wheat seeds from the National Seed Corporation for the *rabi* crops (1977-78) in 600 hectares of the lift irrigation command area; the supply was received (November 1977) by the District Agricultural Officer from the Corporation and the entire quantity distributed (November-December 1977) to 8 blocks. Earlier, the Executive Engineer, Lift Irrigation Division, Dhenkanal informed (September 1977) the District Agricultural Officer that 532 hectares of the command area would not have irrigation facilities during 1977-78 *rabi* due to sand casting (140 hectares) and late energisation (392 hectares) of some lift irrigation points. No action was taken by the District Agricultural Officer to reduce the quantity of purchase of seeds. Only 290 quintals of seeds were sold by the Block Development Officers to the farmers; purchase by the farmers was less reportedly due to inadequate water supply from the lift irrigation points. The remaining 306 quintals worth Rs. 0.80 lakh was returned (between February and April 1978) by them to the District Agricultural Officer. The unutilised stock which was required to be stored in cold storages was thereafter kept in the Departmental store as accommodation in Government Cold Storages at Cuttack and Bhubaneswar was stated to be not available. As per report (September 1979) of the District Agricultural Officer to the Deputy Director of Agriculture, Dhenkanal, entire stock of unutilised seeds (306 quintals) lost germination capacity (October 1978); this was ultimately destroyed (January 1980).

Procurement of wheat seeds in excess of the requirement during the year and failure of the department to keep the unutilised stock in cold storages resulted in a loss of Rs. 0.80 lakh.

The matter was reported to Government in November 1980; their reply is awaited (March 1982).

## GENERAL

**3.7. Misappropriations, losses, etc.**

Cases of misappropriations, losses, etc., of Government money reported to audit up to the end of March 1981 and on which final action was pending at the end of September 1981 were as follows:—

	Number	Amount (In lakhs of rupees)
Cases outstanding at the end of September 1980	1,059	2,05.59
Cases reported during April 1980 to to March 1981	108	24.62
Cases disposed of till September 1981	41	6.26
Cases outstanding at the end of September 1981	1,126	2,23.95

A department-wise analysis of the outstanding cases is given in Appendix 3.10. The periods for which these are pending finalisation are given below:—

	Number	Amount (In lakhs of rupees)
(i) Over five years (1948-49 to 1975-76)	604	1,04.54
(ii) Exceeding three years and within five years (1976-77 to 1977-78)	216	70.93
(iii) Up to three years ( 1978-79 to 1980-81)	306	48.48
Total	1,126	2,23.95

The reasons for which the cases were outstanding were:—

	Number	Amount (In lakhs of rupees)
(i) Awaiting departmental and criminal investigation	358	66.67
(ii) Departmental action started but not finalised	507	83.97
(iii) Criminal proceedings finalised but execution / certificate cases for recovery of the amount pending	54	8.12
(iv) Awaiting orders for recovery or write off	112	31.92
(v) Pending in Courts of law	95	33.27
Total	<u>1,126</u>	<u>2,23.95</u>



**CHAPTER IV**  
**WORKS EXPENDITURE**  
**IRRIGATION AND POWER (INCLUDING MINOR IRRIGATION)**  
**DEPARTMENT**

**4.1. Non-accountal of cement**

The contract for spillway work of the Dadaraghati Medium Irrigation Project was entrusted to the Orissa Construction Corporation (May 1975). It provided for cement concrete (1:3:6), with well graded hard aggregate varying from 4 mm to 6 mm size (including cost and conveyance of all materials, etc.) for 9,363 cu.m. (at Rs. 210 per cu.m.).

A test check (March 1981) of connected records of the work in audit showed that 14,570 bags of cement (cost: Rs. 3.21 lakhs) were issued under orders (October 1976) of the Superintending Engineer between December 1976 and September 1978, direct to the work in addition to the quantity issued to the Corporation for execution as per specification (1: 3: 6) in the agreement. The additional cement was stated (September 1981) by the department to have been issued to implement the change of specification from 1: 3: 6 to 1: 2 : 4 adopted as per revised drawing (1976). Entries in the measurement book (as also bills paid up to 22nd Running Account in January 1979), however, indicated execution (7,840.377 cu.m.) of cement concrete in 1: 3: 6 (as per final bill under check in the divisional office, the quantity executed was 8,621.344 cu.m.). Out of 14,570 bags of cement shown as issues direct to the work for utilisation in the revised specification of cement concrete (in 1: 2: 4), 7,359.5 bags were entered in the site accounts for the months of December 1976 to April 1977 and the balance 7,210.5 bags were stated by the department (September 1981) to have been initially consumed in the work from the stock of the Corporation during March 1977 to September 1978 and returned to it in June 1979. On a reference (November 1981) by Audit, the Corporation had, however, denied (November 1981) to have either issued to or received from the division any cement during the above periods. On further examination in audit of the alleged borrowing of cement from the Corporation

for the execution of the work and returning the same to it, it was observed that no receipt was issued by the department in support of the extra cement (7,210.5 bags) stated to have been borrowed nor was any receipt issued to the department by the Corporation in support of the returning of the cement to it in June 1979. During check measurement of work the Executive Engineer had also not recorded any remark in the measurement book that the cement concrete was actually executed in 1:2:4 instead of 1:3:6 and that the extra cement needed for adopting the revised specification was issued to the Corporation during execution. In the absence of any recorded evidence of the receipt of extra quantity of cement and consumption thereof in the work, as pointed out above, the correctness of cement transaction and actual execution of the work according to the revised specification needs investigation.

The matter was reported to Government in May 1981; their reply is awaited (March 1982).

#### **4.2. Extra expenditure on electricity**

An agreement was entered into (June 1976) with the Orissa State Electricity Board by the Executive Engineer, in charge of Dadaraghati Medium Irrigation Project for bulk supply of power for a contract demand of 250 KVA. The basis on which the demand was estimated could not be furnished by the department. Power supply to the project site was started in July 1976. In November 1976, the Additional Development Commissioner during inspection suggested for reduction of the contract demand to 100 KVA. Although the Board was moved (December 1976) by the Executive Engineer in the matter, in the absence of the follow-up action, the higher contract demand continued.

It was noticed that the actual consumption of power during September 1976 to January 1981 was less than the contract demand and minimum charges amounting to Rs. 2.77 lakhs were paid against Rs. 1.61 lakhs payable on the basis of actual number of units (8,07,906) consumed. This resulted in an avoidable extra expenditure of Rs. 1.16 lakhs besides Rs. 0.08 lakh paid towards extra surcharge for delay of more than 15 days in the payment of electric bills (September 1976 to June 1980).



The department stated (September 1981) that action was being taken for revising the contract as per actual requirement of power.

#### **4.3. Extra expenditure due to defective canal alignment**

The work for the Right Canal system (estimated cost : Rs. 3.34 lakhs) of Dhobaghat Minor Irrigation Project was awarded to contractor 'N' in March 1972, at the tendered amount of Rs. 4 lakhs with stipulation for completion within one year. He was paid Rs. 0.31 lakh in August 1972, up to 3rd running account bill. While giving alignment of the canal beyond RD 6, 900 feet in June 1973, it was noticed by the department that execution of work beyond RD 9,500 feet of the canal on the land acquired would involve deep cutting ranging from 12 feet to 40 feet. According to the Superintending Engineer, Central Range, Rural Engineering Organisation (October 1975), the alignment was not at all feasible. This necessitated fresh survey and acquisition of land. Survey was completed and alignment of the canal between RD 9,500 feet and 29,700 feet was revised in May 1976. The Chief Engineer, Rural Engineering Organisation requested (October 1976) Government for fresh acquisition of land which was approved by Government in November 1976. The balance work was taken up in January 1978, for execution after finalisation of drawings and designs. A fresh contract was entered into with the same contractor 'N' (lowest tenderer) at the contract value of Rs.8.21 lakhs with stipulation for completion by July 1978. As per the Executive Engineer the earlier contract of 'N' had already been closed (but reference to final payment could not be cited).

The work as per revised alignment was completed (May 1980) and his 11th and final bill was pending for payment for want of allotment of fund.

Computed at the rates under the earlier contract of 'N', stoppage of work due to wrong alignment and award of the balance work to him at higher rates resulted in an extra expenditure of Rs. 2.79 lakhs (up to 10th Running Account Bill paid in March 1980).

The matter was reported to Government in September 1981; their reply is awaited (March 1982).



#### 4.4. Extra cost due to defective execution/incorrect alignment

(a) Construction of the left main canal of Gaikhai minor irrigation project including cross drainage works from RD 00 to 12,400 feet was entrusted (January 1978) to contractor 'N' at his lowest tendered amount of Rs. 3.06 lakhs with the stipulation for completion by January 1979. Due to slow progress of work (30 per cent of earthwork and disproportionate cross drainage work), the Executive Engineer, Rural Engineering Division, Bolangir, served (May 1978) a notice for terminating the contract with penalty, if good progress was not shown by the contractor. Despite this, no further work was done by him even up to July 1979.

During his inspection (January 1979) the Executive Engineer observed that the execution of earthwork and structures of the canal was defective. The canal was constructed as a filling canal with two embankments on both the sides instead of being excavated by cutting earth and for 3 canal structures, concreting was done at a higher level of 3 feet. He ordered for cutting the left embankment for utilising the earth on the right and to dismantle the concrete of the canal structures so as to depress the level by 3 feet. The modification was carried out departmentally at a cost of Rs. 0.42 lakh. The Government stated (February 1982) that the concerned Sub-Assistant Engineer had been charge sheeted and in case of Assistant Engineer the matter was under examination.

The Superintending Engineer, during his inspection in February 1979, noticed that the land was acquired from RD 4,700 feet on an alignment other than the approved one which was not technically suitable. He also apprehended the loss of 200 acres of *ayaout* if work was done with the existing alignment. He instructed the Executive Engineer for fresh acquisition of land as per approved alignment. This necessitated fresh survey. On being served with final notice (July 1979) the contractor applied (July 1979) for closure of his contract on the ground of land acquisition troubles and change of alignment of the canal. The Superintending Engineer ordered (February 1980) closure of the contract (actually closed in March 1980) with penalty (under clause 3(a) of Contract i. e., forfeiture of security deposit). The contractor was paid (March 1981)

Rs. 0.77 lakh (gross amount up to 4th Running Account Bill) and his final bill (worked out to Rs. 0.03 lakh) was pending settlement (Rs. 0.31 lakh was recoverable from him towards the cost of 823 bags of cement and 46.19 quintals of M. S. rods *plus 10 per cent* supervision charges).

The balance work (estimated cost : Rs. 2.88 lakhs) was awarded (November 1980) to contractor 'S' (lowest tenderer) at a cost of Rs. 3.16 lakhs with stipulation for completion by July 1981. Computed with the rates of contractor 'N', award of the balance work at higher rates to contractor 'S' resulted in an extra liability of Rs. 1.29 lakhs; the work is still in progress (February 1982).

(b) The construction of the Rafakhal minor of left main canal of the irrigation project alongwith cross drainage works (estimated cost; Rs. 4.81 lakhs) was entrusted (March 1979) to the contractor 'S' at a cost of Rs. 4.72 lakhs with the stipulation for completion by July 1979 (subsequently extended up to June 1980). In January 1980, by which time, work worth Rs. 1.52 lakhs was done, it was observed by the Executive Engineer that heavy filling was involved from RD 2,800 feet to 10,800 feet and it was not possible at that stage to shift the minor to a higher contour as work was already done in patches. He further observed that the soil available nearby being permeable in nature was not found suitable for construction of the embankments. Earth required for the work had, therefore, to be transported by trucks within a lead of 5 kms. The rate of Rs. 1,081 per 100 cu.m. (as per schedule of rate) proposed (February 1980) by the Superintending Engineer had not yet been approved (February 1982) by the Chief Engineer. Pending approval of the rate, the contractor had been paid at a provisional rate of Rs. 865 per 100 cu. m. up to his 13th Running Account Bill paid in March 1981. Extension of time beyond June 1980 had also not been granted (May 1981).

The wrong alignment fixed for construction of the minor had resulted in an extra expenditure of Rs. 0.89 lakh so far (May 1981) which is likely to go up to Rs. 1.35 lakhs by the time the full estimated quantity (18,247 cu. m.) is executed against this item.

The matter was reported to the Government in August 1981; their reply is awaited (March 1982).



WORKS (INCLUDING RURAL ROADS AND BUILDINGS)  
DEPARTMENT

**4.5. Extra expenditure**

The construction of a submersible bridge (with 4 spans of 30 feet each) across Huluhula *nullah* in Darsanpur-Subarnapur road (Cuttack district), administratively approved by the Government for Rs. 4.98 lakhs in April 1972, was entrusted (May 1972) to contractor 'S' at a cost of Rs. 4.63 lakhs with stipulation for completion of the work by May 1973. The agreement *inter alia* provided for earthwork in excavation of foundation in all kinds of soil (6,800 cu. m. at Rs. 1,000 per 100 cu. m.) in standing water (below water level) and earthwork (385 cu. m. at Rs. 200 per 100 cu. m.) for approaches to the bridge ; extra items of work were to be paid at the current Schedule of Rates. The Chief Engineer, Rural Engineering Organisation (now defunct), on considering water way changed (February 1973) the design of the bridge to add two more spans. Consequent upon the addition of two more spans, the contractor was intimated (April 1973) by the Executive Engineer to execute the work as per revised design, but the increase in quantity of excavation, quantity of excavation involved below and above water level and the rates to be paid to contractor for different items of excavation due to addition of two more spans were not settled. The contractor was paid (June 1973) for 15,794.80 cu. m. of earthwork in foundation at Rs. 1,000 per 100 cu. m. In February 1974, the Executive Engineer, informed the Superintending Engineer, that the quantity of earthwork in excavation of foundation had increased to 15,794.80 cu. m. and requested for his orders whether the entire earthwork in excavation of foundation was to be paid at Rs. 1,000 per 100 cu. m. The Superintending Engineer clarified (February 1974) that the rate of Rs. 1,000 per 100 cu. m. was applicable, for excavation in standing water and excavation above water level was to be paid for as an extra item at the current Schedule of Rates. Even up to the 5th Running Account bill paid in March 1975, the quantity of excavation in foundation was not reclassified for adjustment of excess payment. The contractor preferred (August 1975) claims for several extra items of work. While this was pending decision of the department, the Chief Engineer, at the request (May 1976) of the contractor, appointed (June 1976)



an arbitrator to decide his claims. During arbitration proceedings, the Executive Engineer submitted (June 1978) a counter claim for Rs. 0.72 lakh against the claim of the contractor for payment to him for the entire quantity of excavation in foundation at the uniform rate of Rs. 1,000 per 100 cu. m. instead of 5,264 cu. m. of excavation below water level at Rs. 1,000 per 100 cu. m., 8,475 cu. m. of excavation above water level at Rs. 336.50 per 100 cu. m. and 2,394 cu. m. of earthwork for approaches at Rs. 200 per 100 cu. m. The departmental claim was not accepted by the Arbitrator; an amount of Rs. 3.04 lakhs was paid (May/October 1980) to the contractor as per the award with the sanction (May 1980) of Government.

Thus, due to lapses on the part of the department in not classifying the different types of earthwork correctly and deciding the rates therefor after the change of design, an extra expenditure of Rs. 0.72 lakh had to be incurred.

The matter was reported to Government in August 1981; their reply is awaited (March 1982).

## HOUSING AND URBAN DEVELOPMENT DEPARTMENT

### 4.6. Extra cost

The Chief Engineer, Public Health, Orissa, invited (April 1978) tenders for brass cylinders and bright steel connecting rods required for tube wells under various water supply programmes. Fifteen tenders were received (June 1978) of which 7 were rejected for not furnishing earnest money. Of the remaining 8 tenders, the lowest one was rejected as samples were stated to be below specification. The second lowest tender (firm price without any escalation clause). Rs. 240 per cylinder including excise duty and Rs. 22 for connecting rod respectively) of 'B' was not accepted on the ground that the firm was not a manufacturer of cylinders and that the samples supplied by it could not be guaranteed. Samples supplied by 'B' were, however, not tested.

The offer of the third lowest firm 'R' was subject to placing order for supply of both cylinders and connecting rods and price escalation based on raw material prices.

The order for supply of 3,500 cylinders and 33,000 connecting rods was placed (September 1978) with the firm 'R', after negotiation, at Rs. 230 (excise duty 5 *per cent* extra) and Rs. 25 each respectively, with the stipulation that price escalation, if any, was to be considered on documentary evidence.

As per terms and conditions stipulated in the supply order, delivery was to be commenced from November 1978 and completed in May 1979 by supply of minimum 500 cylinders per month and in case of non-supply or part supply, earnest money (one *per cent* of the total value of the order for Rs. 16.30 lakhs) was to be forfeited fully or proportionately according to circumstances. The firm accepted (October 1978) the order with condition that they were not agreeable for forfeiture of earnest money in the event of delay and that the delivery was to start from December 1978. The firm supplied only 360 cylinders up to March 1979, as against 2,000 required to be supplied by that time but no penal action could be taken by the department due to non-acceptance by the firm of the condition of forfeiture of earnest money in case of delay in supply. The firm enhanced the basic rate to Rs. 275 (April 1979) and again to Rs. 295 (August 1979) per cylinder on the ground of increase in price of raw materials which were accepted (July 1979/August 1979) by the Chief Engineer. The firm 'B' was, however, issued an order in August 1979 for the entire requirement of 1,500 cylinders as his samples were stated to be according to specifications and he supplied the quantity in full. The Government stated (April 1982) that the order for supply being of the order of Rs. 16.30 lakhs, the tenderer 'B' who was only a dealer could not have been able to deliver the entire supply.

Thus, the rejection of the lower rates of Rs. 240 per cylinder and Rs. 22 per connecting rod of 'B' resulted in an extra cost of Rs. 2.41 lakhs (cylinder : Rs. 1.42 lakhs and connecting rod : Rs. 0.99 lakh).



## CHAPTER V

## STORES AND STOCK ACCOUNTS

## 5.1. Synopsis of important stores accounts

A synopsis of important stores and stock accounts for 1980-81 (other than those of commercial and *quasi*-commercial departments/undertakings, etc.), to the extent received is given in Appendix 5.1.

## A—PUBLIC WORKS

## 5.2. Receipt of stores and stock accounts

The materials procured for the public works divisions are initially held in stock except where they are purchased for specific works in which case these are debited to the works concerned. A number of Roads and Buildings, National Highways and Projects (including Rural Roads and Buildings), Irrigation (including Minor Irrigation) and Public Health divisions have not sent (March 1982) the annual consolidated accounts of stock at the end of March 1981; the years for which the annual consolidated accounts have not been sent to audit and the value of stores held by these divisions at the end of the years concerned are shown below:—

Years for which consolidated accounts are awaited	Category of divisions	Number of divisions	Value of stores held at the end of the year (In lakhs of rupees)
1977-78	Irrigation	4	26.55
1978-79	Irrigation	4	12.03
1979-80	Roads and Buildings	9	28.34
	Irrigation	13	39.33
	Public Health	1	40.89
	National Highways and Projects	3	36.77
		26	1,45.33



Years for which consolidated accounts are awaited	Category of divisions	Number of divisions	Value of stores held at the end of the year (In lakhs of rupees)
1980-81	Roads and Buildings	13	11.63
	Irrigation	23	1,75.85
	Public Health	3	27.98
	National Highways and Projects	8	51.00
		47	2,66.46

In the absence of proper accounts, there exists possibility of misappropriation, loss and even frauds.

### 5.3. Physical verification of stores

The rules require that stores held in stock should be verified physically at least once a year and the result of verification placed on record. Reports indicating completion of physical verification of stock had not been received in respect of 89 out of 246 divisions in the State for the year ended March 1981; 88 divisions had not sent these reports even for the year ended March 1980.

### 5.4. Reserve limit of stock

(a) The divisional officers are not authorised to keep the stock in excess of the monetary limits prescribed each year by Government. As at the end of 1980-81, reserve stock limits had not been fixed for 112 divisions; the value of stores held by these divisions as at the end of March 1981 was Rs. 7,40.18 lakhs.

(b) The value of stock held at the close of 1980-81 by two divisions exceeded the reserve limit of stock fixed by Government in 1980-81, as detailed below:—

Name of division	Value of stock held at the end of 1980-81	Reserve limit of stock	Excess
(In lakhs of rupees)			
<i>Roads and Buildings</i>			
1. Balasore R o a d s a n d Buildings	54.58	50.00	4.58
2. Keonjhar R o a d s a n d Buildings	28.04	26.00	2.04

The excess is yet to be regularised (March 1982) by the department.

### 5.5. Minus balances in stock accounts

The stores and stock accounts of 40 divisions showed *minus* balances amounting to Rs. 7,20.88 lakhs at the end of 1980-81.

The *minus* balances in the stock account were mainly due to delay in adjustment of value of receipts, excess valuation of issues, non-adjustment of the value of stock received on transfer from other divisions owing to re-organisation of divisions. Adequate steps had not been taken by the divisions to reconcile and adjust the *minus* balances in accounts.

### 5.6. Discrepancies and shortages in stock

Physical verification of stores in 3 divisions by the stores verification party of Government during 1980-81 disclosed discrepancies in stock between book balance and ground balance (Rs. 18.97 lakhs) and shortages (Rs. 0.60 lakh). The division-wise details are given in Appendix 5.2.

These discrepancies, shortages, etc., are yet to be investigated and reconciled (March 1982).

## B—CIVIL DEPARTMENTS

## 5.7. Receipt of stores and stock accounts

The annual stores and stock accounts are to be submitted to Audit by the respective departmental officers between April and August every year.

Delays in receipts of stores and stock accounts have been commented upon in successive Audit Reports. The delays still persist and the extent of arrears in the receipts (March 1982) of stores and stock accounts are indicated below:—

Department	Particulars of stores and stock accounts	Year from which out-standing
(i) Agriculture and Co-operation	Chemical fertilisers	1967-68
	Seeds and manures (Quality seeds)	1970-71
(ii) Health and Family Welfare	Instruments and appliances, drugs and medicines, bedding and clothing, crockery, diet and miscellaneous stores of the Government Headquarters Hospitals including Medical Colleges and Hospitals	1976-77
	Costly and life saving drugs of sales stores (Medicines)	1974-75
(iii) Excise	Medicinal opium	1980-81
(iv) Industries	Engineering instruments, equipment, miscellaneous stores, etc., of Orissa School of Engineering, Cuttack	1978-79



Department	Particulars of stores and stock accounts	Year from which outstanding
(v) Forest, Fisheries and Animal Husbandry	Tools and miscellaneous stores of Forest Department	1968-69
(vi) Home	Orissa Police Motor Transport Workshop (tools and equipments, tyres and tubes, spare parts, lubricants and clothing)	1980-81
	Jail manufactory (manufactured stores, raw materials, etc.)	1980-81
	Jail maintenance (ration, equipments, etc.)	1980-81
(vii) Commerce and Transport	Stationery articles, water mark plain paper, printing and binding materials, plant and machinery, spare parts and miscellaneous stores of Orissa Government press	1974-75

## CHAPTER VI

### COMMERCIAL ACTIVITIES

#### 6.1. General

This chapter deals with the results of audit of departmentally managed Government Commercial and *quasi*-commercial undertakings.

On 31st March 1981 there were 7 departmental commercial and *quasi*-commercial undertakings in operation. The extent of arrears in submission of *pro forma* accounts in respect of these units as well as those inoperative or taken over by other organisations is given below:—

Name of the undertaking	Year from which accounts are in arrears
<b>A. STATE TRADING SCHEME</b>	
(i) Grain purchase scheme	1975-76
(ii) Grain supply scheme	1963-64(a)
(iii) Scheme for trading in iron ore through Paradip port	1967-68(b)
(iv) Cloth and yarn scheme	1965-66(c)
(v) (a) Trading in <i>Kendu</i> leaves	1965-66 to 1972-73(d)
(b) Nationalisation of <i>Kendu</i> leaves	1975-76
<b>B. TRANSPORT</b>	
(vi) State Transport service	1972-73(e)

(a) Inoperative from January 1959

(b) Inoperative from 1966-67

(c) Inoperative from 1954-55

(d) The consolidated *pro forma* accounts relating to *Kendu* leaves scheme prior to nationalisation, for the period from 1965-66 to 1972-73, submitted to audit (March 1978) were not certified as many mistakes were noticed during the course of audit. The revised accounts are awaited (January 1982)

(e) Taken over by the Orissa State Road Transport Corporation in May 1974

Name of the undertaking	Year from which accounts are in arrears
<b>C. INDUSTRIES</b>	
(vii) K. S. Potteries Development Centre, Jharsuguda	1979-80
<b>D. EDUCATION</b>	
(vii) Text Book Press, Bhubaneswar	1966-67
<b>E. COLD STORAGE PLANT</b>	
(ix) Cold storage plant, Cuttack (Unit-I)	1975(f)
(x) Cold storage plant, Cuttack (Unit-III)	1976(f)
(xi) Cold storage plant, Bhubaneswar	1971(f)
(xii) Cold storage plant, Sambalpur	1971(f)
(xiii) Cold storage plant, Similiguda	1973
(xiv) Cold storage plant, Bolangir	1976
<b>F. OTHERS</b>	
(xv) Scheme for exploitation and marketing of fish	1975-76

The position regarding arrears has been last brought to the notice of the Government in February 1982.

The assets and liabilities of inoperative and closed schemes have not been disposed of/liquidated (January 1982).

The summarised financial results of the commercial undertakings whose *pro forma* accounts have been received subsequent to those mentioned in paragraph 6.1. of the Audit Report for the year 1979-80 (Civil) are given in Appendix 6.1.

Personal ledger accounts have been opened by Government in respect of the schemes mentioned below. Although these schemes are of commercial nature, Government have not prescribed the preparation of *pro forma* accounts for them; the financial results of these schemes have not been worked out.

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(f) Taken over by the Orissa State Seeds Corporation from 1st March 1979



Undertakings	Year in Which personal ledger account was opened	Accounts for 1980-81			
		Opening balance	Credit	Debit	Closing balance
(Rupees in lakhs)					
(1)	(2)	(3)	(4)	(5)	(6)
<b>Trading Schemes</b>					
Phase and distribution of quality seeds to cultivators	1977-78 (Revenue account)	43.63	4.07.44	3,47.58	1,03.49
County Development	1974-75 (Capital account)	3.01	..	..	3.01
<b>Storage Plants</b>					
Storage Plant, Mahemundi	1977-78 (Revenue account)	(—)1.55	1.06	1.57	(—)2.06 (a)
Storage Plant, Armunda	1977-78 (Revenue account)	(—)2.15	2.36	0.46	(—)0.25 (a)

minus balance is under reconciliation.



## CHAPTER VII

## FINANCIAL ASSISTANCE TO LOCAL BODIES AND OTHERS

## 7.1. General

(a) (i) In 1980-81, Rs. 1,40.46 crores (Revenue accounts) were paid as grants to non-Government bodies and institutions. These grants formed 25.99 per cent of the Government's total expenditure on the Revenue account.

The main beneficiaries of the grants were Panchayat Raj institutions which received Rs. 85.80 crores during 1980-81 for the purposes shown below:—

	(Rupees in crores)
1. Education—	
Primary and Secondary Education	..
2. Revenue—	
Community Development Rural Works Programme	..
3. Community Development and Rural Reconstruction—	
Community Development	..
4. Forest—	
Grants from sale proceeds of <i>Kendu</i> leaves	..

(ii) *Utilisation certificates*

Under the financial rules, in all cases in which conditions are attached to grants, utilisation certificates to the effect that the grants have been utilised for the purpose for which they were paid are required to be furnished by the departmental officers to the Accountant General within a reasonable time.

At the end of September 1981, 73,869 certificates for Rs. 3,30.00 crores were awaited for grants paid up to 31st March 1980. Of these, 55,463 certificates (Rs. 2,10.04 crores) relate to grants paid up to 31st March 1978 and the remaining 18,406 certificates (Rs. 1,28.67 crores) related to grants paid during the period 1st April 1978 to 31st March 1980.

In the absence of such certificates there is not even *prima facie* evidence of the recipients having spent the grants for the purpose or purposes for which these were given.

The departments from which most of the utilisation certificates are awaited are given below:—

Sl. No.	Department	Utilisation certificates awaited	
		Number	Amount (In crores of rupees)
1.	Education and Youth Services	48,005	2,31.89
2.	Community Development and Rural Reconstruction	20,774	49.39
3.	Agriculture and Co-operation	420	26.59
4.	Irrigation and Power (Including Minor Irrigation)	96	16.93
5.	Harijan and Tribal Welfare ..	259	4.62
6.	Housing and Urban Development	1,936	4.35
7.	Industries ..	86	1.33
8.	Tourism, Sports and Cultural Affairs	729	1.19
9.	Forests, Fisheries and Animal Husbandry	71	1.25
	Total ..	72,376	3,37.54

(b) According to the provisions of Section 14 of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971, the accounts of bodies and authorities substantially financed by grants and loans from the Consolidated Fund of the State are to be audited by the Comptroller and Auditor General of India. Section 15 of the Act prescribes that where a grant or loan is given from the Consolidated Fund of the State for any specific purpose, the Comptroller



and Auditor General of India shall scrutinise the procedure by which the sanctioning authority satisfied itself as to fulfilment of the condition subject to which such grants and loans were given.

Mention was made in paragraph 7.1(b) of the Audit Report of the Comptroller and Auditor General (Civil) for 1979-80 about non-receipt of information from departments of Government regarding grants and loans given to various bodies and authorities during 1971-72 to 1979-80 to determine the applicability of Section 14 audit in these cases. The position did not improve and the information for the year 1980-81 was also not received from the departments in spite of general instructions issued by the Finance Department in July 1976 and pursuance of audit from time to time, as indicated below: —

Year	Number of bodies/ authorities which received grants/ loans of not less than Rs. 5 lakhs in the year	Number of bodies whose accounts were	
		received in audit	not received in audit
1971-72	.. 310	9	301
1972-73	.. 290	9	281
1973-74	.. 314	11	303
1974-75	.. 308	11	297
1975-76	.. 330	6	324
1976-77	.. 346	14	332
1977-78	.. 359	13	346
1978-79	.. 358	5	353
1979-80	.. 360	6	354

Audit of some Panchayat Samitis and authorities substantially financed by Government, viz., 4 Command Area Development Authorities, 2 Drought Prone Area Programme Agencies and 9 Fish Farmers Development Agencies which satisfied conditions of Section 14 of the

Act was conducted. Points noticed in the audit of the records pertaining to Fish Farmers Development Agencies under Section 14 are indicated below:—

## FOREST, FISHERIES AND ANIMAL HUSBANDRY DEPARTMENT

### 7.2. Fish Farmers Development Agency

To popularise improved technique of fish culture, the Government of India sponsored (November 1973) a scheme for the establishment of 'Fish Farmers Development Agencies' (FFDA) on a pilot basis with the objectives of bringing all fallow cultivable waterlogged areas under fish production, drawing up model plans for investment and making arrangement for providing loans to farmers by the financial institutions, identification of farmers and making arrangement for their training, etc.

The first agency (registered as a Society) in the State was set up in 1976-77 at Ganjam and subsequently 8 more in other places (Balasore, Mayurbhanj, Dhenkanal, Phulbani, Bolangir, Cuttack, Sambalpur and Puri) between 1977-78 and 1979-80.

The Agency was responsible for selection of water areas, selection of candidates, allotment of water areas to them through a selection committee, arrangement for fishery leases to the fish farmers, supply of input, equipments and transfer of technology to them through demonstrations and arrangement of fishing and marketing etc. The fish farmers were to avail loan from the banks for reclamation and renovation of tanks/ponds on the basis of which subsidy was to be released to them by the agency out of the assistance received from Government. The total Central assistance received by the State Government during 1976-77 to 1980-81 was Rs. 43.01 lakhs (grant : Rs. 36.41 lakhs ; loan : Rs. 6.60 lakhs). The Government released to the agencies a total amount of Rs. 66.76 lakhs (grant : Rs. 60.16 lakhs and loan : Rs. 6.60 lakhs) during 1976-77 to 1980-81. The total expenditure by the agencies to end of 1979-80 was Rs. 25.24 lakhs.

Points noticed in audit (October 1980—January 1981) of accounts of 4 agencies (Balasore, Mayurbhanj, Dhenkanal and Phulbani) are mentioned below :—

(i) Against grant of Rs. 25.14 lakhs and input loan of Rs. 4.80 lakhs received by the agencies during 1977-78 to 1979-80, Rs. 15.03 lakhs of grant was spent.

The purpose for which the grant (Rs. 25.14 lakhs) was received and the expenditure incurred thereagainst by the agencies to end of 1979-80 were as under :—

Purpose	Amount received	Expenditure	Balance
		(Rupees in lakhs)	
Reclamation ..	11.95	0.90	11.05
Vehicles ..	2.65	2.66	(—)0.01
Farm equipments ..	0.40	0.28	0.12
Input subsidy ..	2.10	0.82	1.28
Training ..	1.95	0.38	1.57
Salary ..	3.70	7.50	(—)3.80
Contingencies ..	2.39	2.49	(—)0.10
Total ..	25.14	15.03	10.11

Short utilisation of funds was attributed by the agencies generally to shortage of staff.

The major portion of expenditure was on salaries (Rs. 7.50 lakhs), office contingencies (Rs. 2.49 lakhs), purchase and maintenance of vehicles and other equipments (Rs. 2.94 lakhs); the actual expenditure on the scheme proper (Rs. 2.10 lakhs) was on reclamation of ponds (Rs. 0.90 lakh), input subsidy (Rs. 0.82 lakh) and training of farmers (Rs. 0.38 lakh).

To an audit enquiry (October 1980—January 1981), less expenditure on developmental activity was attributed by the agencies to backwardness of the people in the areas and recent introduction of the scheme.

(ii)(a) As against 1,000 hectares to be covered during 3 years ended 1979-80 (annually 100 hectares each for 2 agencies in 3 years and 2 agencies for 2 years) reclamation of tanks/ponds was done in 88.52 hectares and input supplied in respect of 81.65 hectares.



(b) The scheme envisaged that such of the selected candidates who had no knowledge of fish culture would be given training for a period not exceeding 9 months in the State/Central training centres and those who had some knowledge of fish culture were to be given training for 15 days in a State fish farm. Only short-term training of 15 days was imparted by the 4 agencies to 389 farmers out of the target of 950 (750 long term and 200 short term) during the period. The low achievement in training was due to non-adherence of the prescribed procedure of advertising, lack of propaganda and poor response of fish farmers.

(iii) During 1976-77 (Rs. 3.60 lakhs) and 1977-78 (Rs. 1.20 lakhs) a total amount of Rs. 4.80 lakhs was received from the Government of India for distribution to 4 agencies as first year input loan at 5.5 per cent per annum repayable in three annual equal instalments commencing from the third anniversary of payment of loan. The amount was disbursed (1977-78: Rs. 3.60 lakhs and 1978-79: Rs. 1.20 lakhs) to the agencies on the same terms and conditions as were laid down by the Government of India. The agencies had, however, not made any arrangement for payment of loan to the beneficiaries. Although first instalment of loan (Rs. 1.20 lakhs) had become due for recovery by March 1981, the amount had not been repaid by the agencies; interest payable by the agencies on the overdue instalment worked out to Rs. 0.86 lakh. First instalment of loan together with interest on overdue instalment of Rs. 4.24 lakhs (principal: Rs. 2.80 lakhs and interest: Rs. 1.44 lakhs) due for repayment to the Government of India to end of March 1981, had also not been paid by the Government.

(iv) The project report envisaged transfer of a departmental fish farm to each agency for undertaking fish culture. But no fish farm was transferred to the agencies. Prior to December 1979 fish seed was supplied to the farmers by the departmental fish farms. Thereafter fish seed was supplied to them by the Orissa Fish Seed Development Corporation Limited (constituted in December 1979). The Government paid Rs. 0.53 lakh (Rs. 0.40 lakh up to 1979-80 and Rs. 0.13 lakh during 1980-81) to the 4 agencies towards purchase of farm equipments against which Rs. 0.34 lakh was actually spent (March 1981) by them. As there was no

fish farm under the control of the agencies the equipments remained unutilised. Nevertheless, a farm Superintendent in each agency was entertained (borrowed from the department). The expenditure incurred on their salaries during November 1977 to March 1980 was Rs. 0.67 lakh. The agencies generally stated (January 1981) that services of the Farm Superintendent were utilised for identification of water resources, survey work and helping the beneficiaries.

(v)(a) Subsidy for reclamation of pond and supply of input and loan for the input were payable by the agencies after 75 per cent of the work was completed by farmers. A total amount of Rs.1.72 lakhs was paid to end of 1979-80 to the farmers towards reclamation (Rs. 0.90 lakh) and input subsidy (Rs. 0.82 lakh). Agencies did not maintain records properly to indicate the date of receipt of applications from farmers, payment of loan to them by the agency/ financial institutions, progress of work etc. It was, however, noticed that input subsidy was released in favour of the beneficiaries only on the basis of sanction of loan by the banks.

(b) In the following cases subsidy was released by the agencies to the banks in favour of the beneficiaries even though loan was not availed of by the farmers from the financial institutions:—

Agency	Reclamation subsidy		Input subsidy	
	Number of cases	Amount (Rupees in lakhs)	Number of cases	Amount (Rupees in lakhs)
Mayurbhanj	39	0.10	43	0.09
Dhenkanal	2	0.01	..	..
Total	<u>41</u>	<u>0.11</u>	<u>43</u>	<u>0.09</u>

Out of the above amounts, the financial institutions returned to the agencies the subsidy of Rs. 0.01 lakh (Dhenkanal : 2 farmers) and Rs. 0.03 lakh (Mayurbhanj : 19 farmers) on the ground that the farmers did not avail themselves of the loan sanctioned to them. The balance amount of Rs. 0.16 lakh had yet to be refunded as the beneficiaries had not drawn loan from the financial institutions.



(c) Although the scheme envisaged leasing out (10—15 years) of Gram Panchayat/departmental tanks/ponds to the farmers, no tank/pond was made available to them prior to May 1979. A total amount of Rs. 0.54 lakh was paid (1978-79) to 239 farmers by the 2 agencies. (Balasore: Rs. 0.52 lakh and Dhenkanal: Rs. 0.02 lakh) as subsidy towards reclamation (Rs. 0.31 lakh) work and supply of input (Rs. 0.23 lakh) in respect of private tanks/ponds. Circumstances under which subsidy was released to the beneficiaries for undertaking fish culture in the private tanks/ponds were not verifiable from records.

(vi) Input subsidy based on the water area was to be released by the agencies in favour of the beneficiaries at the per hectare rate fixed under the programme (Rs. 200 which was raised to Rs. 312.50 from 1979-80). In 181 cases subsidy was released by the agencies during 1978-79 and 1979-80 to the farmers at rates higher than that prescribed under the programme which resulted in an extra expenditure of Rs. 0.35 lakh as per details given below:—

Agency	Number of cases	Water area (In hectares)	Subsidy		Difference
			Paid	Payable	
(1)	(2)	(3)	(4)	(5)	(6)
Mayurbhanj	14	5.836	0.05	0.01	0.04
Balasore	167	46.132	0.43	0.12	0.31
Total	181	51.968	0.48	0.13	0.35

The payment of subsidy in excess of the norm prescribed by the Government requires regularisation.

Thus, even after an investment of Rs. 29.94 lakhs with 4 agencies by the Government over a period of 3 years ended 1979-80 against which the agencies spent Rs. 15.03 lakhs mainly on salary, contingencies, vehicles and equipments aggregating Rs. 12.93 lakhs, the actual achievement under the programme was reclamation of 88.52 hectares of pond/tank as against 1,000 hectares during the period.

The matter was reported to Government in December 1981; their reply is awaited (March 1982).



## CHAPTER VIII

OUTSTANDING AUDIT OBSERVATIONS AND  
INSPECTION REPORTS

## 8.1. Outstanding audit observations

(a) Audit observations on financial transactions of Government are reported to the departmental authorities concerned so that appropriate action is taken to rectify the defects and omissions.

The following table shows the number of audit observations issued up to the end of March 1981 and outstanding at the end of September 1981 as compared with the corresponding position indicated in two preceding Reports:

	At the end of September		
	1979	1980	1981
Number of observations	1,17,922	1,06,676	1,07,472
Amount (In crores of rupees)	1,12.59	1,05.73	1,09.22

Year-wise analysis of audit observations not settled up to 30th September 1981 is given below:—

Year of issue	Number of items	Amount (In crores of rupees)
Up to 1976-77	81,222	50.18
1977-78	3,385	5.76
1978-79	4,646	10.16
1979-80	6,054	15.38
1980-81	12,165	27.74
Total	1,07,472	1,09.22

(b) The following departments have comparatively heavy outstanding audit observations:—

Sl. No.	Department	Number	Amount (In crores of rupees)
1.	Revenue and Excise	15,371	24.93
2.	Irrigation and Power (Including Minor Irrigation)	9,644	19.71
3.	Harijan and Tribal Welfare	10,473	10.90
4.	Home	8,686	8.46
5.	Works (Including Rural Roads and Buildings)	4,787	8.43
6.	Agriculture and Co-operation	6,773	7.15
7.	Community Development and Rural Reconstruction.	35,065	6.06
8.	Health and Family Welfare ..	6,171	5.99
9.	Industries	1,134	4.85
10.	Education and Youth Services	3,075	3.54
11.	Forest, Fisheries and Animal Husbandry	2,359	3.47
12.	Commerce and Transport ..	628	2.36
13.	Housing and Urban Development	469	1.91

(c) The following are some of the major reasons for which audit observations have remained outstanding:—

Sl. No.	Nature of observations	Number	Amount (In crores of rupees)
1.	Detailed contingent bills for lump sum drawals not received	42,693	49.48
2.	Payees' receipts not received	43,005	20.27
3.	Sanctions to estimates not received or excess over estimates not regularised	2,287	12.28
4.	Agreements with contractors/suppliers not received	608	11.46
5.	Vouchers not received	2,273	3.50
6.	Sanctions for contingent and miscellaneous expenditure not received	6,968	3.13
7.	Sanctions to reserve stock limit not received or excess over reserve stock limit not regularised	22	0.96

(d) A total amount of Rs. 49.48 crores was held under objection as detailed contingent bills had not been received in the Audit office at the end of September 1981 against advances drawn up to March 1981 by disbursing officers on abstract contingent bills, as against Rs. 52.80 crores to end of September 1980. The position has not improved despite periodical reminders to the departments. It is not



possible for Audit to know whether the amount has been spent for the purpose or purposes for which the advances were drawn. The departments with comparatively heavy outstandings on this account are mentioned below:—

Sl. No.	Department	Number	Amount (In crores of rupees)
1.	Revenue and Excise	12,199	19.54
2.	Harijan and Tribal Welfare	4,373	7.49
3.	Home	7,327	6.64
4.	Agriculture and Co-operation	3,946	4.20
5.	Health and Family Welfare	1,868	3.85
6.	Industries	693	1.87
7.	Community Development and Rural Reconstruction.	9,218	1.53
8.	Education and Youth Services	1,385	1.39

(e) A sizeable portion (Rs. 23.77 crores) of the total outstandings is due to non-submission of payees' receipts and vouchers. The departments with comparatively heavy outstandings on this account are:—

Sl. No.	Department	Number	Amount (In crores of rupees)
<b>Non-submission of payees receipts</b>			
1.	Revenue and Excise	1,637	3.91
2.	Community Development and Rural Reconstruction	19,494	3.41
3.	Industries	289	2.18
4.	Harijan and Tribal Welfare	3,164	1.96

Sl. No.	Department	Number	Amount (In crores of rupees)
5.	Health and Family Welfare	3,909	1.57
6.	Home	1,133	1.45
7.	Irrigation and Power (Including Minor Irrigation)	5,225	1.41
8.	Education and Youth Services	1,114	1.32
9.	Agriculture and Co-operation	1,850	1.19
10.	Forest, Fisheries and Animal Husbandry	275	0.65
11.	Commerce and Transport	283	0.64

#### Non-submission of vouchers

1.	Irrigation and Power (Including Minor Irrigation)	1,144	1.98
2.	Housing and Urban Development	239	0.89
3.	Works (Including Rural Roads and Buildings)	856	0.60

(f) Amounts aggregating Rs. 12.28 crores (2,287 items) were outstanding on 30th September 1981 due to non-receipt in Audit of sanctions to estimates or sanctions regularising the excess over estimates (more than 5 *per cent* of the original) in respect of works relating to Irrigation and Power Department.

#### 8.2. Outstanding inspection reports

(a) Audit observations on financial irregularities and defects in initial accounts noticed during local audit and not settled on the spot are communicated to heads of offices and higher departmental authorities through audit inspection reports. Important irregularities are also reported to heads of departments and Government. Government have prescribed that first replies to inspection reports should be sent within four weeks.

At the end of September 1981, 9,825 inspection reports issued up to March 1981 contained 42,603 paragraphs which were not settled, as shown below with corresponding figures for the earlier two years:—

	At the end of September		
	1979	1980	1981
Number of Inspection reports with paragraphs not settled	9,270	9,239	9,825
Number of paragraphs	42,131	40,320	42,603

The year-wise analysis of outstanding inspection reports and paragraphs is given below:—

Year	Number of inspection reports	Number of paragraphs
Up to 1975-76	5,397	17,264
1976-77	510	2,434
1977-78	799	3,721
1978-79	1,028	5,747
1979-80	973	5,464
1980-81	1,118	7,973
Total	<u>9,825</u>	<u>42,603</u>



(b) The following departments had comparatively heavy outstanding inspection reports:—

Department	Number of inspection reports	Number of paragraphs
1. Community Development and Rural Reconstruction	1,925	9,978
2. Irrigation and Power (Including Minor Irrigation)	1,285	6,445
3. Revenue and Excise	1,014	3,603
4. Agriculture and Co-operation	924	3,860
5. Education and Youth Services	916	3,516
6. Works (Including Rural Roads and Buildings)	879	3,884
7. Forest, Fisheries and Animal Husbandry	729	2,672
8. Health and Family Welfare	475	1,987
9. Housing and Urban Development	322	1,483
10. Home	316	1,254
11. Industries	242	1,114
12. Harijan and Tribal Welfare	212	1,008
13. Finance	197	600
14. Food and Civil Supplies	131	299

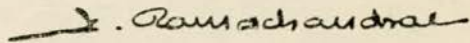
Of the 9,825 reports outstanding at the end of September 1981, 9,547 reports related to Civil departments and 278 to commercial departments. These included 1,628 inspection reports, first replies for which had not been received till the end of September 1981.

(c) A sample analysis in audit of the outstanding paragraphs of inspection reports of some of the offices/divisions pertaining to certain selected departments disclosed the following broad categories of objections, valuing Rs. 18,28.99 lakhs, pending settlement:

- (i) Outstanding advances, loans and interest, credit sales, hire charges, rent, food licence fees, dues from contractors, non-Government bodies, etc., for recovery (Rs. 14,80.27 lakhs);

- (ii) expenditure without sanction (Rs. 1,29.49 lakhs);
- (iii) irregular/excess expenditure (Rs. 42.60 lakhs);
- (iv) losses, misappropriations, etc., of cash/stores (Rs. 17.26 lakhs); and
- (v) miscellaneous items like wanting D. C. bills, drawal of money to avoid lapse of budget allotment, shortage of grains in excess of the permissible limit, non-recovery of the cost of empty gunny bags, surcharge for delay in payment of electric bills etc., pending regularisation (Rs. 1,59.37 lakhs).

Department-wise details are given in Appendix 8.1.



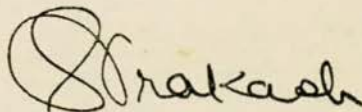
BHUBANESWAR,

The

(M. RAMACHANDRAN)

Accountant General-1, Orissa

*Countersigned*



NEW DELHI,

The

(GIAN PRAKASH)

Comptroller and Auditor General of India





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APPENDICES

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## APPENDIX 1.1

(Reference : Paragraph 1.4, Page 5)

## Plan and non-Plan Expenditure on Revenue Account

Sector/Sub-sector of expenditure	Budget	Budget plus supplementary	Actuals (Actuals of previous year in brackets)	Variations (Percentage in brackets)
(1)	(2)	(3)	(4)	(5)
(In crores of rupees)				
<b>A—Plan</b>				
A—General Services	4.92	5.57	7.10 (5.25)	(+)1.53 (27)
B—Social Community Services	52.87	58.79	63.66 (35.46)	(+)4.87 (8.2)
<b>C—Economic Services—</b>				
(i) General Economic Services	6.48	6.79	4.53 (6.50)	(—)2.26 (33)
(ii) Agriculture and Allied Services	54.40	60.47	58.09 (49.66)	(—)2.38 (39)
(iii) Industry and Minerals	3.48	4.08	3.84 (2.90)	(—)0.24 (6)
(iv) Water and Power development	1.04	1.40	1.09 (7.86)	(—)0.31 (22)
(v) Transport and communications	0.26	0.26	0.26 (0.80)	..
<b>Total</b>	<b>1,23.45</b>	<b>1,37.36</b>	<b>1,38.57</b> <b>(1,08.43)</b>	<b>(+)1.21</b> <b>(0.9)</b>

Sector/Sub-sector of expenditure	Budget	Budget plus supplementary	Actuals (Actuals of previous year in brackets)	Variations (Percentage in brackets)
(1)	(2)	(3)	(4)	(5)
			(In crores of rupees)	
<b>B—non-Plan</b>				
A—General Services	1,37.61	1,39.75	1,29.17 (1,17.38)	(—)10.58 (7.7)
B—Social and Community Services	1,58.09	1,75.81	1,72.79 (1,37.86)	(—)3.02 (2)
<b>C—Economic Services—</b>				
(i) General Economic Services	6.58	9.62	8.89 (7.32)	(—)0.73 (7.6)
(ii) Agriculture and Allied Services	49.67	57.51	50.56 (43.64)	(—)6.95 (11.2)
(iii) Industry and Minerals	2.60	2.60	2.37 (2.23)	(—)0.23 (8.8)
(iv) Water and Power Development	14.55	20.79	14.50 (12.40)	(—)6.29 (3.2)
(v) Transport and communications	16.39	26.44	26.35 (16.50)	(—)0.09 (0.3)
D—Grants-in-aid and contributions	3.77	3.77	3.65 (3.55)	(—)0.12 (3.2)
<b>Total</b>	<b>3,89.26</b>	<b>4,36.29</b>	<b>4,08.28</b> <b>(3,40.88)</b>	<b>(—)28.01</b> <b>(6.4)</b>



## APPENDIX 1.2

(Reference : Paragraph 1.5, Page 6)

## Plan and non-Plan Expenditure on Capital Account

Sector/Sub-sector of expenditure	Budget	Budget <i>plus</i> supple- mentary	Actuals (Actuals of previous year in brackets)	Variations (Percentage in brackets)
(1)	(2)	(3)	(4)	(5)
(In crores of rupees)				
<b>A—Plan</b>				
A—General Services	2.05	2.34	2.40 (2.59)	(+)0.06 (0.3)
B—Social a n d Community Services	10.83	12.48	11.25 (9.08)	(—)1.23 (9.8)
<b>C—Economic Services—</b>				
(i) General Eco- nomic Services	9.32	15.01	15.38 (8.54)	(+)0.37 (2.1)
(ii) Agriculture and Allied Services	16.57	16.78	14.89 (16.41)	(—)1.89 (11.3)
(iii) Industry and Minerals	6.94	7.02	4.88 (3.09)	(—)2.14 (30.7)
(iv) Water and Power Development	87.02	1,23.69	1,08.21 (79.91)	(—)15.48 (12.51)
(v) Transport and Communications	13.83	14.46	13.32 (12.60)	(—)1.14 (8.6)
<b>Total</b>	<b>1,46.56</b>	<b>1,91.78</b>	<b>1,70.33</b> (1,32.22)	<b>(—)21.45</b> (8)

Sector/Sub-sector of expenditure	Budget	Budget <i>plus</i> supple- mentary	Actuals (Actuals of previous year in brackets)	Variations (Percentage in brackets)
(1)	(2)	(3)	(4)	(5)
(In crores of rupees)				
<b>B—non-Plan</b>				
A—General Services	1.61	1.62	0.54 (0.08)	(—)1.08 (67)
B—Social and Community Services	0.84	0.85	0.09 (0.26)	(—)0.76 (89.4)
C—Economic Services—				
(i) General Economic Services	0.09	0.09	0.08 (0.40)	(—)0.01 (11)
(ii) Agriculture and Allied Services	0.04	70.04	18.38 (—1.30)	(—)51.66 (73.7)
(iii) Industry and Minerals	..	..	.. (0.34)	..
(iv) Water and Power Development	(—)4.95	(—)4.95	(—)2.00 (—3.02)	(+)2.95 (60)
(v) Transport and Communications	0.02	0.07	0.36 (0.34)	(+)0.29 (414)
<b>Total</b>	<b>(—)2.35</b>	<b>67.72</b>	<b>17.45</b> <b>(—2.90)</b>	<b>(—)50.27</b> <b>(74.2)</b>

## APPENDIX

## Loans and

(Reference : Paragraph

Categories

1978-79

Outstand- ing balance on 31st March/1st April 1978	1978-79	
	Loans disbursed	Loans recovered

(1)	(2)	(3)	(4)
			(In crores of
(i) Loans for Social and Community Services	23.27	2.45	0.58
(ii) Loans for Economic Services—			
(a) General Economic Services	10.52	8.48	5.08
(b) Agriculture and Allied Services	(—)0.16	0.31	1.16
(c) Industry and Minerals	8.89	0.46	0.96
(d) Water and Power Development	1,30.44	18.89	1.90
(e) Transport and Commu- nications	2.10	..	..
(iii) Loans to Government servants	5.02	2.89	2.09
(iv) Loans for Miscellaneous purposes	1.04	1.19	1.37
Total	1,81.12	34.67	13.14

(a) Balance corrected



## 1.3

## Advances

1.6, Page 9)

1979-80			1980-81			Outstanding balance as on 31st March 1981
Outstand- ing balance on 31st March/ 1st April 1979 (5)	Loans dis- bursed (6)	Loans re- covered (7)	Outstand- ing balance on 31st March/ 1st April 1980 (8)	Loans dis- bursed (9)	Loans recovered (10)	
24.97(a)	1.21	0.66	25.52	1.27	0.72	26.07
13.92	5.92	4.12	15.72	12.34	6.18	21.88
(—)0.84(a)	1.10	0.47	(—)0.21	11.08	3.05	7.82
8.39	0.11	0.11	8.39	10.87	0.39	18.87
1,47.43	0.41	0.80	1,47.04	0.35	0.93	1,46.46
2.10	0.75	..	2.85	1.00	..	3.85
5.82	3.76	2.53	7.05	4.04	3.09	8.00
0.86	1.00	1.17	0.69	1.67	0.92	1.44
2,02.65	14.26	9.86	2,07.05	42.62	15.28	2,34.39

*pro forma*

## APPENDIX 2.1

(Reference: Paragraph 2.4, Page 31)

**Grants where savings (more than Rs. 25 lakhs in each case) were more than 10 per cent of the total provision**

Sl. No.	Number and name of grant	Total Expenditure provision	Expenditure	Saving	
				Amount	Percentage
(1)	(2)	(3)	(4)	(5)	(6)
(In crores of rupees)					
<b>Revenue Section</b>					
1.	5—Expenditure relating to the Finance Department	19.35	12.71	6.64	34
2.	11—Expenditure relating to the Harijan and Tribal Welfare Department	17.57	15.63	1.94	11
3.	12—Expenditure relating to the Housing and Urban Development Department	45.31	40.51	4.80	11
4.	18 A—Expenditure relating to the Community Development and Rural Reconstruction (Gram Panchayat) Department	2.27	1.88	0.39	17
5.	23—Expenditure relating to the Agriculture and Co-operation Department	48.66	42.97	5.69	12
<b>Capital Section</b>					
1.	7—Expenditure relating to the Works (including Rural Roads and Buildings) Department	27.28	23.69	3.59	13
2.	13—Expenditure relating to the Housing and Urban Development Department	6.31	5.03	1.28	20
3.	20—Expenditure relating to the Irrigation and Power (including Minor Irrigation) Department	1,72.28	1,48.26	24.02	14
4.	22—Expenditure relating to the Forest, Fisheries and Animal Husbandry Department	18.93	14.22	4.71	25

## APPENDIX 3.1

(Reference: Paragraph 3.1.3C (a)(ii)(a), Page 46 )

**UNICEF equipments and accessories received for pisci-  
culture under Applied Nutrition Programme**

Details of articles received	Number/quantity
<b>i. Inland Fishery (1963-64 to 1969-70)</b>	
1. Motor Vehicles	12 numbers
2. Bicycles	106 numbers
3. Equipments for pituitary breeding	5 sets
4. Refrigerator	2 numbers
5. Laboratory equipments—	
Microscope	1 number
Thermometer	4 numbers
6. Weed cutting equipments	1 set
7. Cooper oil engine	16 numbers
8. Cliper sprayers	2 numbers
9. Hand compressor sprayers (with insecticide Harbazol—1,350 litres)	25
10. Soil and water analysis equipments	10 sets
11. Soil testing	255 sets
12. Oxygen cylinder	96 numbers



**APPENDIX 3.1—Contd.**

Details of articles received	Number/quantity
13. Drag net with floats	77 numbers
14. Film strips	5 numbers
15. Epidiascope	1 number
16. Projector	2 numbers
17. Duplicator	1 number
18. Typewriter	1 number
<b>II. Intensive Pisciculture Development Programme (1977-78 to 1979-80)</b>	
1. Motor vehicles	2 numbers
2. Nylon drag nets	40 numbers
3. Floats	1,000 numbers
4. Knot less happas	600 numbers
5. Ropes	29 numbers
6. Soil and water analysis	5 sets
7. Induced fish breeding equipments (comprising one refrigerator each)	3 sets
<b>III. Coastal fishery (1963-64 to 1970-71)</b>	
1. Marine Diesel Engine (with accessories)	4 numbers
2. Echo sounders	4 numbers

APPENDIX 3.1—*Concl'd.*

Details of articles received	Number/quantity
3. Reversing deep sea thermometer	2 numbers
4. Cooper rod	43 numbers
5. Cooper sheets	520 numbers
6. Life buoy	9 numbers
7. Fire extinguisher	4 numbers
8. Compass	4 numbers
9. Plain galvanised	8 numbers
10. Nylon twine	17,034 lbs. and 2,840 kgs.
11. Ropes	1,382·760 lbs.
12. Lead ingots	2,350 lbs.
13. Float	200 numbers
14. Drum rope	4 numbers
15. Pul rope	2 numbers
16. Anchor rope	2 numbers
17. Flake Ice Plant	1 number
18. Books on technical subjects	6 numbers
19. Cooling tower	1 number

## APPENDIX

(Reference: Paragraph

## Details of spraying done

District	Year	Population with API 2 and above	Population covered under spray	
			1st round	2nd round
(In lakhs)				
(1)	(2)	(3)	(4)	(5)
Puri	.. 1977	15.51	0.94	..
	1978	16.51	12.53	0.20
	1979	21.21	15.95	11.31
	1980	18.93	17.55	15.15
Cuttack	.. 1977	7.85	1.77	..
	1978	9.24	7.41	2.38
	1979	13.91	11.18	6.07
	1980	13.93	8.20	7.81
Balasore	.. 1977	7.79	2.82	1.35
	1978	12.10	8.10	1.27
	1979	14.45	14.45	6.67
	1980	10.92	10.92	9.72
Ganjam	.. 1977	21.67	4.05	0.28
	1978	21.79	16.09	1.82
	1979	22.84	22.88	23.50
	1980	23.39	23.31	23.32
Phulbani	.. 1977	6.81	6.81	1.44
	1978	6.81	6.81	0.65
	1979	6.84	6.84	4.86
	1980	6.97	5.49	6.79



3.2.

3.3.3 (ii) (a), Page 55 )

in 5 districts

Insecticide required for spraying actually done as per norm fixed  (In M. T.)	Insecticide utilised in spraying	Under utilisation(—)/ excess utilisation(+)
(6)	(7)	(8)
4·700	10·185	(+)5·485
63·650	55·829	(—)7·821
136·300	107·765	(—)28·535
165·500	106·229	(—)59·271
8·850	11·385	(+)2·535
48·950	49·432	(+)0·482
86·250	83·671	(—)2·579
80·050	78·252	(—)1·798
20·850	19·033	(—)1·817
46·850	59·367	(+)12·517
105·600	90·714	(—)14·886
103·200	91·122	(—)12·078
21·650	20·346	(—)1·304
89·550	84·465	(—)5·085
231·900	197·621	(—)34·279
233·150	190·841	(—)43·309
41·250	44·446	(+)3·196
37·300	49·502	(+)12·202
58·500	66·633	(+)8·133
62·300	65·133	(+)2·833

## Year-wise details of the total population (in lakhs) actually covered

Year	Target of spraying operation					Total
	District					
	Puri	Cuttack	Balasore	Ganjam	Phulbani	
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1977	15.51	7.85	7.79	21.67	6.81	59.63
1978	16.51	9.24	12.10	21.79	6.81	66.45
1979	21.21	13.91	14.45	22.84	6.84	79.25
1980	18.93	13.93	10.92	23.39	6.97	74.14

## 3.3

(ii) (b), Page 55 )

## under spray operation against the target

## Achievement in spraying

Round	District					Total	Population left uncovered (Percentage)
	Puri	Cuttack	Balasore	Ganjam	Phulbani		
(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
I	0.94	1.77	2.82	4.05	6.81	16.39	43.24(73)
II	..	..	1.35	0.28	1.44	3.07	56.56(95)
I	12.53	7.41	8.10	16.09	6.81	50.94	15.51(23)
II	0.20	2.38	1.27	1.82	0.65	6.32	60.13(90)
I	15.95	11.18	14.45	22.88	6.84	71.80	7.95(10)
II	11.31	6.07	6.67	23.50	4.86	52.41	26.84(34)
I	17.55	8.20	10.92	23.31	6.97	66.95	7.19(10)
II	15.15	7.81	9.72	23.32	5.49	61.49	12.65(17)



## APPENDIX 3.4

(Reference: Paragraph 3.3.3 (ii) (b), Page 55 )

## Year-wise details of the structures actually covered under spray operation against the target

Year		District					Total	Percentage
		Puri	Cuttack	Balasure	Ganjam	Phulbani		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
		(Structures in lakhs)						
1977	Target	0.32	5.76	1.21	1.12	4.31	12.72	
	Achievement—							
	I Round	0.27	2.34	0.89	0.90	3.46	7.86	61
	II Round	..	..	0.76	0.07	0.71	1.54	12
1978	Target	7.07	4.69	6.85	7.21	4.42	30.24	
	Achievement—							
	I Round	5.81	3.87	5.23	4.37	3.39	22.67	75
	II Round	2.00	1.86	1.73	1.77	1.33	8.69	29
1979	Target	11.86	4.93	8.16	12.89	3.40	41.29	
	Achievement—							
	I Round	9.11	3.55	5.86	6.70	4.90	30.12	73
	II Round	5.86	2.96	3.81	7.66	2.83	23.12	56
1980	Target	11.86	6.93	9.07	12.84	4.52	44.22	
	Achievement—							
	I Round	8.27	4.72	5.31	8.75	3.10	30.15	68
	II Round	5.98	3.48	4.00	7.94	4.13	25.93	59

## APPENDIX 3.5

(Reference: Paragraph 3.3.3(c), Page 55 )

## Shortfall in spraying actually done by the squads in the five districts during 1978 to 1980

District	Year	Squad days engaged	Houses to be covered (at 90houses per squad day)	Houses actually covered under spray	Shortfall in spraying	Percentage of shortfall
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Puri	1979	7,596	6,83,640	4,25,955	2,57,685	38
	1980	7,499	6,74,910	4,54,495	2,20,415	33
Cuttack	1978	3,364	3,02,760	1,66,387	1,36,373	45
Balasure	1979	7,594	6,83,460	3,22,366	3,61,094	53
Ganjam	1979	14,147	12,73,230	6,69,175	5,04,055	47
	1980	13,196	11,86,640	8,56,215	3,31,425	28
Phulbani	1979	3,976	3,57,840	2,49,637	1,08,203	30

## APPENDIX 3.6

(Reference: Paragraph 3.3.3(ii)(c) and (iii)(a), Page 56)

**Details of blood smears collected, examined, positive cases found and radical treatment given during 1977 to 1980**

District	Year	Collection	Examination	Positive cases	Radical treatment given	Percentage of positive cases to blood smears examined
(1)	(2)	(3)	(4)	(5)	(6)	(7)
(Number in lakhs)						
1. Puri	1977	2.75	2.23	0.13	0.10	6
	1978	2.91	2.80	0.19	0.18	7
	1979	2.33	2.28	0.15	0.14	7
	1980	1.83	1.78	0.11	0.09	6
2. Balasore	1977	1.72	1.30	0.05	0.04	4
	1978	2.58	2.33	0.12	0.11	5
	1979	2.45	2.42	0.08	0.08	3
	1980	2.49	2.49	0.09	0.08	4
3. Ganjam	1977	1.48	1.24	0.13	0.09	10
	1978	2.33	2.33	0.38	0.37	16
	1979	2.94	2.78	0.38	0.32	14
	1980	2.81	2.78	0.33	0.30	12
4. Phulbani	1977	1.32	0.61	0.12	0.11	20
	1978	1.96	1.04	0.18	0.16	17
	1979	0.92	0.91	0.18	0.16	20
	1980	1.11	1.07	0.19	0.14	18
Total		33.93	30.39	2.81	2.47	

## APPENDIX

(Reference : Paragraph

Statement showing the time lag between collection/examination

District	Centre	Positive cases taken for case study	Examination of blood smears after collection		
			Within 10 days	Within 11—30 days	After 30 days
(1)	(2)	(3)	(4)	(5)	(6)
				( In numbers )	
1. Cuttack	Dharmasala	500	222	184	94
	Badachana	500	370	60	70
2. Puri	Haldia	400	260	135	5
	Balakati	300	295	5	..
	Mangalpur	300	289	8	3
3. Ganjam	Kukudakhandi	500	341	152	7
	Khallikote	500	400	79	21
4. Balasore	Pratappur	500	234	238	28
	Iswarpur	500	321	176	3
	Total	4,000	2,732	1,037	231



## 3.7

3.3.3. (iii) (b), Page 56)

## of blood smears and giving radical treatment

In numbers (7)	Radical treatment			Cases transferred to other P. H. C. (10)	Cases for which radical treatment was not given (11)
	Within 10 days	Between 11—30 days	After 30 days		
81	181	184	..	54	
211	114	124	11	40	
167	106	58	29	40	
145	4	1	150	..	
190	51	28	25	6	
274	153	53	7	13	
195	194	44	6	61	
250	138	91	3	18	
309	124	49	4	14	
1,822	1,065	632	235	246	

## APPENDIX 3.8

(Reference : paragraph 3.3.4, Page 57)

**Statement showing particulars of receipt, utilisation and balance position of insecticide (in terms of DDT 75 per cent)**

Year	Sprayable population with API 2 and above	Requirement	Opening balance	Receipt	Total (percentage of requirement)	Utilisation (percentage of availability)	Closing balance
	(In lakhs)		(In Metric Tonnes)				
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1978	185-000	1,850-000	763-500	807-080	1,570-580 (85)	1,087-190 (69)	483-390
1979	194-000	1,940-000	483-390	630-840	1,114-230 (57)	960-090 (86)	154-140
1980	195-000	1,950-000	154-140	1,689-910 (a)	1,844-050 (95)	Not furnished	..

(a) Based on sanctions issued by the Ministry of Health and Family Welfare.

## APPENDIX - 3.9

(Reference : Paragraph 3.5.3, Page 68)

## ITDP—wise target and achievement of plantation\*

Name of ITDP	1976-77		1977-78		1978-79	
	Target	Achievement	Target	Achievement	Target	Achievement
	( In acres )					
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Koraput ..	375	207	1,125	835	..	..
2. Malkangiri ..	375	5	750	599	375	428
3. Jeypore ..	375	363-10	1,125	900	375	381-34
4. Nowrangpur ..	375	..	1,125	1,118	375	375
5. Rayagada ..	750	687-36	1,125	701-55	375	375
6. Bhawanipatna ..	375	..	375	244-44	375	703
7. Lahunipada ..	375	329-32	1,125	1,128-60	375	373-38
8. Sundargarh ..	375	..	750	416-09	750	1,050-02
9. Panposh ..	375	..	750	141	375	16-80
10. Karanjia ..	750	517	750	732-70	375	373-34
11. Kaptipada ..	750	695	750	658-40	..	..
12. Rairangpur ..	375	..	750	455-68	..	..
13. Baripada ..	375	..	750	820-79	..	..
14. Phulbani ..	375	375	1,125	1,125	..	..
15. G. Udayagiri ..	750	708	1,125	1,125	..	..
16. Kuchinda ..	375	..	750	398-38	750	750
17. Balasore ..	375	..	750	396-40	375	364-30
18. Keonjhar ..	375	..	375	359-14	375	314
19. Champua ..	375	..	375	375	375	286-40
20. R. Udayagiri ..	..	..	..	..	750	186
Total ..	8,625	3,886-78	15,750	12,881-17	6,375	5,976-58
	(23)	(11)	(33)	(34)	(17)	(16)

\* Number of units shown in bracket.



## APPENDIX

(Reference : Paragraph 3.7,

## Misappropriations, losses, etc., reported up to 31st March

Sl. No.	Name of the Department	Cases in which criminal/departmental proceedings have not been instituted due to non-receipt of detailed reports from subordinate authorities		Cases in which departmental action started but not finalised	
		Number of cases	Amount (Rupees in lakhs)	Number of cases	Amount (Rupees in lakhs)
(1)	(2)	(3)	(4)	(5)	(6)
1.	Revenue and Excise ..	27	4.02	49	7.72
2.	Forest, Fisheries and Animal Husbandry	124	12.23	54	7.09
3.	Agriculture and Co-operation	22	2.86	57	12.46
4.	Health and Family Welfare ..	16	3.41	19	3.93
5.	Education and Youth Services	13	1.80	18	3.60
6.	Community Development and Rural Reconstruction ..	22	3.09	14	9.32
7.	Harijan and Tribal Welfare ..	7	0.84	23	1.96
8.	Industries ..	6	1.04	16	1.04
9.	Home ..	6	0.65	11	1.47
10.	Commerce and Transport ..	..	..	10	0.43
11.	Finance ..	4	0.97	10	2.06
12.	Food and Civil Supplies ..	1	0.09	2	0.12
13.	Information and Public Relations	2	0.09	6	0.41
14.	Labour and Employment ..	3	0.77	3	0.37
15.	Law ..	3	0.37	3	0.07
16.	Mining and Geology ..	..	..	2	0.48
17.	General Administration ..	..	..	..	..
18.	Tourism, Sports and Cultural Affairs	..	..	1	0.16
19.	Planning and Co-ordination	1	0.06	1	0.01
20.	Orissa Legislative Assembly ..	..	..	1	0.02
21.	Irrigation and Power (including Minor Irrigation)	67	21.87	84	19.38
22.	Works (including Rural Roads and Buildings)	29	9.12	65	4.48
23.	Housing and Urban Development	5	3.39	58	7.38
	Grand Total ..	358	66.68	507	83.97

## 3.10

Page 78)

**1981 pending finalisation at the end of September 1981**

Cases in which criminal cases were finalised but execution/certificate cases for recovery of the amount are pending

Cases awaiting Government orders for recovery or write off

Cases in Courts of Law

Total

Number of cases		Amount (Rupees in lakhs)		Number of cases		Amount (Rupees in lakhs)		Number of cases		Amount (Rupees in lakhs)	
(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)				
33	3.65	10	0.43	16	2.86	135	18.68				
1	0.11	18	2.12	10	12.86	207	34.42				
1	0.03	15	0.80	11	1.55	106	17.70				
..	..	12	0.49	7	2.69	54	10.52				
..	..	5	1.82	7	2.85	43	10.07				
6	0.98	1	0.04	7	0.79	50	14.22				
3	0.07	5	0.31	7	3.83	45	7.01				
..	..	3	0.11	4	0.12	29	2.31				
..	..	1	0.06	7	0.58	25	2.76				
1	0.14	3	0.84	..	..	14	1.41				
..	..	4	0.27	3	1.97	21	5.27				
4	2.99	1	0.04	..	..	8	3.24				
..	..	..	..	..	..	8	0.50				
..	..	1	0.02	..	..	7	1.16				
..	..	..	..	1	1.69	7	2.13				
..	..	1	0.05	..	..	3	0.53				
..	..	1	0.31	1	0.93	2	1.24				
..	..	..	..	..	..	1	0.16				
..	..	..	..	..	..	2	0.07				
..	..	..	..	..	..	1	0.02				
3	0.12	27	12.03	10	0.21	191	53.61				
2	0.03	2	12.15	..	..	98	25.79				
..	..	2	0.03	4	0.34	69	11.14				
54	8.12	112	31.92	95	33.27	1,126	223.95				

## APPENDIX

(Reference ; paragraph

## Synopsis of important stores and

Serial number (1)	Name of the department (2)	Nature of stores (3)
<b>A—Irrigation and Power Department</b>		
1.	Delta Irrigation Project, stage I and stage II	Building materials, small stores, miscellaneous stores, fuel, spares, etc.
2.	Salandi Irrigation Project	Ditto
3.	Hriakud Dam Project—Stage I Stage II	Ditto Ditto
4.	Rengali Multipurpose Project (Including Rengali Irrigation Project)	Ditto
5.	Balimela Dam Project— Dam and Appurtenant Works Power Schemes	Ditto
6.	Potteru Irrigation Project	Ditto
7.	Upper Kolab Project	Ditto
8.	Upper Indravati Project	Ditto
9.	Mahanadi—Birupa Barrage Project	Ditto
<b>B—Civil Departments</b>		
	Revenue Department	
10.	Judicial stamps	..
11.	Non-Judicial stamps	..
<b>INFORMATION AND PUBLIC RELATIONS DEPARTMENT</b>		
12.	Central Stores, Bhubaneswar	Van and equipments, photographic materials, community receivers, film production, sales schemes, exhibition and other equipments

(a) Excludes transactions of August 1980/November 1980 in respect of Keonjhar

## APPENDIX 5.2

(Reference : paragraph 5.6, Page 90)

## Details of discrepancies and shortages in stock

Name of the division (1)	Discrepancies (2)	Shortages (3)	Total (4)
(In lakhs of rupees)			
<i>Irrigation</i>			
1. Ramiala Canals Division ..	0.42	0.03	0.45
2. Sundargarh Irrigation Division ..	9.34	0.57	9.91
<i>Public Health</i>			
Dhenkanal Public Health Division	9.21	..	9.21
	18.97	0.60	19.57



5.1

5.1, Page 88)

## stock accounts for 1980-81

Opening balance	Receipts	Issues	Closing balance
(4)	(5)	(6)	(7)
(In lakhs of rupees)			
46.39	1,00.73	99.14	47.98
(—)7.07	..	..	(—)7.07
1,99.12	1.43	2.08	1,98.47
(—)3.40	..	..	(—)3.40
3,69.06	1,89.66	50.10	5,08.62
1,74.72	10.61	23.10	1,62.23
(—)24.05	1.77	0.10	(—)22.38
4,48.27	96.47	1,06.64	4,38.10
4,85.31	3,44.89	4.73	8,25.47
90.68	3,10.44	2,35.02	1,66.10
0.31	50.62	24.41	26.52
9,66.17	58.98	1,08.02	9,17.13(a)
27,36.33	9,11.86	6,77.63	29,70.56(a)
30.65	8.45	7.10	32.00

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Treasury, the *plus/minus* memoranda of which have not been received (December 1981).

## APPENDIX

(Reference : Paragraph 6.1,

Summary of the financial results of the working of the  
by the latest available

Serial number	Name of the undertaking	Year of account	Government capital
(1)	(2)	(3)	(4)
			(Rupees
<i>Industries Department</i>			
1.	K. S. Petteries Development Centre, Jharsuguda	1976-77	15.95
		1977-78	15.03
		1978-79	14.41
2.	Government Tannery, Boudh	1976-77	9.53
		1977-78 (up to May 1977)	9.61
3.	Government Leather Industries-cum-Tannery, Titilagarh	1976-77	16.81
		1977-78 (up to May 1977)	16.93

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## 6.1

Page 94)

departmentally managed Government undertakings as disclosed  
*pro forma* accounts

Mean capital	Free reserve	Block assets	Depreciation	Profit (+)/ loss(—)	Percentage of return on mean capital
(5)	(6)	(7)	(8)	(9)	(10)
in lakhs)					
15.79	..	11.45	4.40	(—)1.24	
15.29	..	12.38	5.01	(—)0.75	
13.59	..	13.42	5.63	(+)1.20	8.82
8.60	..	1.90	0.93	(+)0.46	5.35
9.67	..	1.90	0.94	(—)0.32	
15.80	..	6.65	2.87	(—)1.11	
12.20	..	6.65	2.90	(—)0.15	



## APPENDIX

(Reference : Paragraph

## Statement showing important financial irregularities, etc.,

Sl. No.	Name of the Department	Outstanding advances, loans and interests, credit sales, hire charges, rents, food licence fees and dues from contractors, non-Government bodies, etc., for recovery		Expenditure without sanction	
		Number of offices/divisions involved	Amount	Number of offices/divisions involved	Amount
(1)	(2)	(3)	(4)	(5)	(6)
1.	Forest, Fisheries and Animal Husbandry	15	54.96	4	0.34
2.	Health and Family Welfare	3	2.13	2	1.33
3.	Harijan and Tribal Welfare	3	24.90	..	..
4.	Agriculture and Co-operation	15	13,00.23	..	..
5.	Revenue	19	0.71	..	..
6.	Works (including Rural Roads and Buildings)	5	97.34	20	1,27.82
	Total	60	14,80.27	26	1,29.49

8.1

8.2(c), Page 111 )

**pointed out in inspection reports***Money value (In lakhs of rupees)*

Irregular/excess expenditure		Losses, misappropriations, etc., of cash/stores		Miscellaneous items pending regularisation		Total amount
Number of offices/divisions involved	Amount	Number of offices/divisions involved	Amount	Number of offices/divisions involved	Amount	
(7)	(8)	(9)	(10)	(11)	(12)	(13)
18	3.21	5	0.15	9	2.61	61.27
2	0.11	4	0.73	3	2.11	6.41
4	2.60	1	0.22	5	14.84	42.56
..	..	5	7.04	7	59.19	13,66.46
33	20.85	2	0.04	23	80.62	1,02.22
11	15.83	6	9.08	..	..	2,50.07
<b>68</b>	<b>42.60</b>	<b>23</b>	<b>17.26</b>	<b>47</b>	<b>1,59.37</b>	<b>18,28.99</b>

