







**REPORT (PAC)**

**REPORT OF THE  
COMPTROLLER AND  
AUDITOR GENERAL  
OF INDIA**

**FOR THE YEAR  
1973-74**

**GOVERNMENT OF ORISSA  
(CIVIL)  
SUPPLEMENTARY**



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## PREFATORY REMARKS

This Report containing reviews of expenditure incurred by the Government of Orissa on (i) relief of distress caused by natural calamities and (ii) road development has been prepared for submission to the Governor under Article 151 of the Constitution and is based mainly on the audit of expenditure incurred from 1969-70 to 1973-74. This Report is Supplementary to the Reports on matters arising from the Appropriation Accounts, etc., for 1973-74 and earlier years which have been submitted already.

This Report is not intended to convey or to be understood as conveying any general reflection on the financial administration by the departments or authorities concerned.





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**PART I**

**RELIEF OF DISTRESS CAUSED BY NATURAL  
CALAMITIES**

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# I. RELIEF OF DISTRESS CAUSED BY NATURAL CALAMITIES

## CHAPTER 1

### INTRODUCTORY

1.1. Natural calamities in the form of drought, flood or cyclone have been recurrent phenomena in the State. During the five years ending 1973-74 a severe drought was reported in 1972-73 affecting five districts and cyclones or floods or both were reported every year affecting nine to eleven districts annually. The total expenditure on relief measures incurred during the period from 1969-70 to 1973-74 was Rs.49.72 crores.

1.2. According to records of the Bureau of Statistics and Economics, the irrigated area in 1970-71 was approximately 15 per cent of the crop area of the State. It appears from statistics compiled by the Agriculture Department that in the years 1971-72 to 1973-74, *kharif* paddy, mainly rainfed and grown between May and November, represented over 90 per cent of the food production in the State. The rainy season in the State commences by the middle of June and lasts till late September. Cyclones usually occurred in September and October affecting the *kharif* crop at the flowering stage. Data on rainfall, cyclones and floods from 1969-70 to 1973-74 are given in Appendix I. The *kharif* production figures for the years from 1969-70 to 1973-74 and the annual average of the preceding decade, as estimated by the Directorate of Agriculture and Food Production, are given in Appendix II.

1.3. For alleviating the distress of people in affected areas, relief operations are organised principally through the district revenue administration starting at the level of Tahasildars. Special schemes pertaining to Public Health and other fields are implemented by the respective departments through their local units, subject to the overall control of the Board of Revenue and the Revenue Department. A special Relief Branch, initially known as "Special Relief Department", was created in 1954-55 to co-ordinate and control the relief measures; this usually functioned under the Member Board of Revenue, but a Special Relief Commissioner was appointed on occasions when large scale relief effort was required. During the period under review there was a Special Relief Commissioner between November 1971 and March 1973.

1.4. Prior to October 1971, relief Committees were constituted at the district levels on a few occasions. Between October and December 1971, standing committees were constituted at the State level as also in each district, comprising official and non-official members to assess the situation, to advise Government on relief measures necessary and to recommend the policy to be followed in providing relief and the nature and quantum thereof. Such a committee was also formed in 1973, in the Kendrapara Sub-division of Cuttack District.

1.5. The responsibility for providing relief in the event of natural calamities is primarily that of the State Government. In cases where the calamities are of such magnitude that it is not possible for the State Government to meet the cost of relief from its own resources, the Government of India on request from the State Government, render financial assistance to the State for the purpose. Principles governing the quantum of Central assistance towards expenditure incurred on relief normally eligible, which were enunciated in 1966, were operative up to 1973-74; *inter alia*, Central assistance was available only in respect of expenditure incurred on alleviating immediate distress occasioned to the people in affected areas. The pattern of Central assistance was modified from 1974-75.

1.6. This Report covers a general examination of the expenditure on relief measures during the five years ending 1973-74 supplemented by detailed check in certain blocks in the districts of Balasore, Cuttack, Dhenkanal, Kalahandi and Koraput. Implementation of another related scheme "Drought Prone Areas Programme" was also examined; interesting points noticed are mentioned in Chapter 5.

## CHAPTER 2

## ASSESSMENT OF THE NEED FOR RELIEF

2.1. The basic instructions governing relief are laid down in the Bihar and Orissa Famine Code (1930). Instructions supplementing, amplifying and modifying the provisions were issued by the Revenue Department from time to time with reference to calamities that occurred. For drought and consequent damage to crops, the Famine Code provides for commencement of relief soon after the appearance of distress conditions. For this purpose, the district officers have to determine the need for relief with reference to various factors including the crop conditions, rise in prices and increases in crime, mortality and vagrancy. When these phenomena are clearly observable, they are to assess the extent and intensity of distress by opening test works regulating the task entrusted to labour employed thereon, so as to watch the flow of labour employed thereby to verify prevalence of distress.

2.2. In the last two decades, however, relief was provided mainly to obviate distress where apprehended without waiting for distress conditions to appear and the main factor used for determining the need for relief was the damage to the *kharif* crop. Grama Panchayats where the damage to crops was 50 per cent or more in the preceding year or 25 per cent in each of the preceding two years, were considered eligible for relief measures. The Department explained (December 1975) that visible standards for determining distress as stipulated in the Famine Code, was wholly out of context in the changed circumstances; it further stated that in a State where over 64 per cent of the population lived below the poverty line and over 30 per cent were agricultural labourers and ownership holdings below five acres constituted more than 66 per cent of the holdings, the crop outturn should be the decisive factor to indicate the economic condition of the people.

2.3. In 1969, Government ordered that the damage to *kharif* crop was to be assessed (by eye estimation) by revenue officials. Where according to the eye estimation the loss was 50 per cent or more, sample crop cutting experiments were to be conducted by them. This procedure was adopted in 1969-70 and 1970-71.

In 1971-72, Government entrusted the assessment in certain areas to the Bureau of Statistics and Economics. The Bureau did not conduct the assessment in all the villages in the areas entrusted to it. In some blocks the assessment was conducted by both agencies, namely, revenue officials and the Bureau and in such cases, the assessment of one was significantly different from that of the other. Both assessments were *inter alia* considered by a non-official team appointed (February 1972) by the Government, to have been understated. Government advised (April 1972) Collectors to undertake relief measures for 1972-73 in areas developing distress or scarcity conditions. The criteria for this assessment were not prescribed.

In October 1972, Government decided that the loss of crops should be assessed at the village level by Village Level Workers, and at the Block level by Agricultural Extension Officers, under the guidance and supervision

of the Bureau. Block Development Officers, Sub-Divisional Officers and District Statistical Officers were to supervise the work at their respective levels. The district report was to be compiled by the District Statistical Officer and the State report by the Director of Statistics. In April 1973, however, the Bureau reported to the Department that the figures compiled by it were neither accurate nor complete and could not be relied on, as village level workers lacked experience and training and assessment was not made in all villages. The Relief Commissioner stated, in April 1973, that Collectors made some assessments by eye estimation but he considered them to be inaccurate because crop cutting experiments were not conducted where loss on eye estimation was 50 per cent or more. No reliable data being thus available, Government convened meetings of the State Level Committee on Natural Calamities and, on its recommendations and reports of the Relief Commissioner that distress conditions prevailed, declared from May to July 1973, 958 Panchyats in 217 blocks all over the State as affected by drought.

In July 1973, Government reviewed the position and decided that the Bureau should, instead of undertaking the assessment village-wise in the entire State, restrict the assessment only to affected areas where rainfall was more or less than the normal by 20 per cent or more. Detailed instructions in pursuance of the decision were, however, issued by the Department only in November 1973, and due to the delay, the assessment for 1973-74 was not done for the entire *kharif* crop.

In August 1974, Government decided to do away with the identification of areas with reference to rainfall particulars and ordered the Collectors to prepare, in consultation with Agricultural Officers, list of Gram Panchayats where assessments were to be conducted by the Bureau. Of the five years ending 1973-74, complete and reliable data on extent of loss to *kharif* crop were thus not available for the last three years.

## CHAPTER 3

## RELIEF MEASURES

**General**

3.1. Relief measures can be broadly classified into the following categories:—

(i) Immediate or emergent relief for a short time to persons rendered destitute particularly in the event of a flood or cyclone.

(ii) Gratuitous relief to old, infirm and mentally or physically handicapped persons and also to certain other categories.

(iii) Provision of employment in relief works to needy but able-bodied persons who are out of employment.

(iv) Other miscellaneous measures like remission of land revenue, public health arrangements, assistance for repair of houses, etc.

While emergent relief measures were intended to be for a short duration, other relief measures in the case of loss of crops or drought were to continue till the resumption of agricultural operations or, if the distress continued, till the next major crop was harvested.

**A. Emergent Relief**

3.2.1. According to a decision of the State Government (1960) all persons in an area affected by flood and cyclones irrespective of their age, status and condition are entitled to emergent relief.

Rice was to be distributed as emergent relief, at 500 gms. per adult and at 250 gms. per child. In assessing the quantum of foodgrains required in an area it was, in the absence of actual numbers, assumed by the Department that of every five persons two would be adults and three children.

In December 1971, the Sub-Divisional Officer, Sadar had reported to the Collector, Cuttack that in Kantapada and Niali Blocks the number of beneficiaries shown in the accounts exceeded the population. No action appeared to have been taken by the Department to investigate these differences or to get records in other blocks verified (December 1975).

In test-check of distribution registers maintained by village level workers in six villages of Marshaghai and Pottamundai Blocks, it was seen that relief was distributed in August and November 1971 respectively to 5,063 persons (3,341 adults and 1,722 children) though the total population of these villages was 4,134 in the 1971 census.

3.2.2. Block Development Officers obtained foodgrains mainly from storage agents of the Supply Department and issued the grain at intervals to village level workers for distribution. Stock registers of the foodgrains were maintained in the Block office by a stock-keeper and at the

panchayat level by the village level workers. Review in some blocks of Cuttack and Balasore Districts showed that stock registers (in the Block Development Offices) were not checked by Block Development Officers nor was there a record of physical verification having been conducted at any time.

The Revenue Department advanced Rs. 4.48 crores to the Supply Department (Rs. 2.55 crores in 1971-72, Rs. 1.42 crores in 1972-73 and Rs. 0.51 crore in 1973-74) towards the probable cost of foodgrains to be supplied by the latter. The Supply Department was to furnish to the Revenue Department final bills for adjustment, duly supported by acceptance of Collectors of the quantities said to have been issued. Final bills had not been presented by the Supply Department (June 1975) because bills had not been countersigned by the Collectors. The delay was attributed by the Department, in September 1975, to the massive nature of the operations. Some discrepancies between the quantities stated to have been supplied by storage agents and quantities received by the district officers, noticed in test check, are mentioned in paragraph 4.4.6.

3.2.3. In 1973-74 a crore of rupees had been provided for gratuitous relief. Anticipating that about Rs. 10 lakhs would not otherwise be utilised, the Relief Branch circulated on the 14th March 1974 among the local dealers of Cuttack a notice inviting tenders for *dhoties*, *sarees*, etc., to be received up to 17th March 1974. Of two tenders, including one from the Orissa State Powerloom Servicing Co-operative Society, received in response, the Relief Branch approved the rates of the Co-operative Society, withdrew Rs. 7.70 lakhs from the treasury on the 28th March 1974 and purchased from the Society 0.95 lakh *dhoties*, *sarees* and *gamchhas* (a kind of towel) for which payments were made between April and July 1974. Of these, 0.92 lakh articles of clothing were lying in stock at the end of December 1974. The following points were noticed in this purchase:—

(i) The requirement for the items purchased had not been assessed before the purchase was made. It appears that these items were not required immediately; there was also no order of the Government prescribing the creation of a reserve stock of such items for an emergency.

(ii) The *dhoties*, *sarees* and *gamchhas* were of different varieties and different prices; the prices of *dhoties* ranged from Rs. 13 to Rs. 21.20 per pair, of *sarees* ranged from Rs. 12.65 to Rs. 26.00 per pair and of *gamchhas* from Rs. 9.60 to Rs. 13.75 per pair.

(iii) Stock accounts were not maintained separately for each variety of the articles and there was no indication that the stock was verified physically.

## B. Gratuitous Relief

3.3.1. Gratuitous relief was usually given in the form of foodgrains to old, indigent and infirm persons with no one to support them, nutritional food to children, expectant and nursing mothers and cash grants to persons rendered destitute by a calamity.



3.3.2. In the districts affected by floods and cyclone in 1971, gratuitous relief was started initially for a month and was extended from time to time. In the first week of September 1971 the number of beneficiaries was fixed at a maximum of 40 persons per panchayat. The number was raised to 100 persons in the middle of September 1971. After the cyclone in October 1971, the number was raised (November 1971) to 200 persons for a panahayat affected by saline inundation, floods or cyclone and to 300 persons for a panchayat affected by the tidal bore. The Collector, Cuttack recommended in February 1972 increase in the number of beneficiaries from 300 to 500 persons per panchayat affected by the tidal bore. The Government permitted (February 1972) an overall increase in the number of beneficiaries by 5,000 in Cuttack District, 3,000 in Balasore District and 1,000 each in the other four districts affected by the cyclone. The Collectors were further authorised to increase the number of beneficiaries according to the needs of an area, under intimation to the Revenue Department. On the 15th August 1972, there were 4.01 lakhs beneficiaries on gratuitous relief as compared to 2.08 lakhs admissible according to the limits fixed by the Government in November 1971, as indicated below:—

District	Number of Panchayats affected by the tidal bore	Other affected Panchayats	Number of beneficiaries admissible at 300 persons in panchayats affected by the tidal bore and 200 persons in other panchayats	Actual number of beneficiaries as on 15th August 1972
(1)	(2)	(3)	(4)	(5)
			(In lakhs)	
Cuttack	.. 28	516	1.12	1.76
Balasore	.. 5	242	0.50	1.11
Dhenkanal	.. ..	28	0.06	0.18
Puri	.. ..	108	0.22	0.32
Keonjhar	.. ..	48	0.10	0.32
Mayurbhanj	.. ..	41	0.08	0.32
Total	.. ..	..	2.08	4.01

The Code provides that lists collected by local officers should be checked by a charge officer. In some blocks of Cuttack and Balasore Districts it was seen that lists of persons recommended for gratuitous relief were obtained by the blocks from the Sarpanch of the panchayats. There was no indication that these lists had been verified by a Government official.

3.3.3. Emergency (or special) programmes for distribution of nutritional food for children, expectant and nursing mothers were implemented by the Government thrice in 1972-73 and 1973-74. The first programme was operated between January and November 1972, the second between April and June 1973 and the third in July 1973. The food stuff was supplied by International Organisations such as Co-operation for American Relief Everywhere (CARE) and the World Food Programme. The cost of transportation from ports to the feeding centres, cost of fuel and incidental expenditure were met from relief funds of the Government. The programmes were implemented by the Community Development Department through Blocks which were already handling the normal programme for distribution of food to school children under the Community Development Schemes. The following points were noticed:—

(a) The programme started in January 1972 was to cover six lakh persons in four out of the six districts affected by the cyclone. Towards February 1972 the programme was extended to the remaining nine districts of the State; seven of these had not been affected by the cyclone. CARE claimed Rs. 3.16 lakhs as administrative charges for extending the programme to areas not affected by "disaster". The amount was paid from relief funds.

(b) After the cyclone of September 1972, the State Government asked the Ministry of Rehabilitation, Government of India to arrange food for an emergency feeding programme for 15 lakhs beneficiaries to be started immediately. The Ministry of Rehabilitation arranged with the World Food Programme for supply of 10,446 metric tonnes of wheat. The programme was to be started in the areas affected by flood and cyclone repeatedly since May 1971. The stock was received by March 1973 and the programme was put into implementation, in April 1973, in all thirteen districts.

(c) The programme was to be implemented continuously for 77 days (*i. e.* till the middle of June 1973). It was however generally continued till September 1973 but with interruptions, as stocks did not arrive in time at the distribution points. In Jeypore Block of Koraput District and Junagarh and Dharamgarh Blocks of Kalahandi District, the programme was continued upto January 1974. Interruptions in Jeypore Block ranged upto 144 days.

3.3.4. In June 1973, Rs. 1.68 lakhs were re-allotted from funds provided for gratuitous relief, for establishment of Nutritional Therapy Centres with provision for indoor treatment of persons suffering from malnutrition. Four such centres were opened, one each in the districts of Koraput, Mayurbhanj, Keonjhar and Kalahandi. In the centre opened (August 1973) at Hatabharandi of Umerkot Tahsil in Koraput District, the provision of Rs. 0.10 lakh for diet charges remained unutilised till the centre was closed (December 1973).

### 3.3.5. Cash payment to indigent persons

In December 1971, the Government decided to distribute *ex-gratia* grants to fishermen who lost their boats or nets, artisans who lost their implements and betelvine owners whose gardens were damaged, in the cyclone of October 1971 and who had no other means of livelihood and no assets as security for loans to rehabilitate themselves. The Collector, Subdivisional Officer or an officer not below the rank of a Sub-Deputy Collector was competent to sanction the grant after enquiry.

The maximum amounts payable to each individual in the different categories were:—

Fishermen	Rupees
(a) Who lost their boats ..	100
(b) Who lost their nets ..	50
Other artisans ..	30
Betelvine owners ..	150

On the 17th March 1972, the maximum limit of Rs. 150 was reduced to Rs. 50 for an individual who owned 0.04 acre or less of betel gardens and to Rs. 75 for one who owned a larger area. On the 28th March 1972, it was decided that grants could also be distributed to individuals irrespective of their assets and ability to take loans from other sources. The grants by their very nature were to be disbursed immediately after the cyclone in October 1971. In Bhadrak Tahsil (Balasore District), Rs. 0.42 lakh were disbursed as grant to fishermen, artisans and betelvine growers from March to May 1972, four to six months later, of which Rs. 0.40 lakh were distributed among 1,100 fishermen and artisans at rates ranging from Rs. 30 to Rs. 50. Lists of eligible individuals were not prepared. Similarly in Pottamundai Tahsil (Cuttack District), Rs. 0.14 lakh were disbursed in April 1972 to 731 fishermen and artisans at rates ranging from Rs. 5 to Rs. 50 per head.

### C. Relief Works

3.4.1. Relief works were undertaken by the Department and to a lesser extent by voluntary organisations either independently or in collaboration with the Department, the latter being known as "Food for work".

Relief works were undertaken every year by the Department. Dates of commencement and closing of relief works as decided by Government during the three years ending 1973-74 were as follows:—

Year	Drought or loss of crop		Flood or cyclone	
	Commence- ment	Closing	Commence- ment	Closing
(1)	(2)	(3)	(4)	(5)
1971-72	May 1971	December 1971	August 1971 to December 1971	December 1972
1972-73	April 1972	December 1972	July 1972 to September 1972	December 1972
1973-74	May 1973	July 1973	September 1973 to October 1973	November 1973

Relief works in areas affected by floods or cyclone in 1971 were continued for over one year because, it was stated, the situation in those areas worsened consequent on the dry spell in May and June 1972, floods in July 1972 and cyclone in September 1972.

3.4.2. In test check of records in Koraput, Kalahandi and Dhenkanal Districts from among the areas affected by drought it was seen that all works were not started in time in several areas. In 1972-73, relief works which were to be started in April 1972 were actually started in November 1972 in Gadapadar, Phampuni, Pujariput and Randapali Panchayats of Jeypore Block of Koraput District.

3.4.3. The works were not always closed in time either. In the areas where records were test checked, expenditure incurred on relief works after the dates fixed for closing the works was as follows:—

Districts	1971-72	1972-73	1973-74
	(In lakhs of rupees)		
Koraput	..	1'49	1'19
Kalahandi	..	0'57	1'44
Dhenkanal	..	1'04	3'16
Total	..	1'04	5'79

Reasons generally given by the blocks for continuance of the works after the closing dates was that this was necessary to bring the works to the completion stage. It was, however, noticed that some new works were taken up after the closing dates. Some instances are given below:—

Year	District	Number of blocks reviewed	Due date for closing the work	Number of blocks where new works were started after the due date	Number of works started after the closing date	Expenditure incurred
(1)	(2)	(3)	(4)	(5)	(6)	(7)
					(In lakhs of rupees)	
1971-72	.. Dhenkanal	4	December 1971	3	25	0'55
1972-73	.. Koraput	5	December 1972	1	1	0'11
1972-73	Dhenkanal	4	December 1972	2	10	0'43
1973-74	.. Koraput	5	July 1973	5	24	0'70
1973-74	.. Kalahandi	4	July 1973	4	25	0'66
1973-74	.. Dhenkanal	3	July 1973		52	1'81
Total	..				137	4'26

The works were apparently continued till funds allotted for the purpose were exhausted. Approval of the Government for extending the relief works beyond the specified period was not obtained. There was no indication that continuance of the works was considered at an appropriate level as warranted by continuance of scarcity or other factors. In Jeypore and Borigumma Blocks of Koraput District, the progress of works was slow and was attributed (January 1973) by the Revenue Officers to non-availability of labourers.

Government explained in September 1975 that it became necessary to hold the money as long as possible or spread it thinly to cover the more pronounced periods of distress and that it was not always possible to start and close according to schedule and at the same time give coverage to the entire period of distress.

3.4.4. The policy of the Government in the matter of selection of relief works has been that works which are productive, developmental and durable in nature such as soil conservation, afforestation, minor irrigation, etc., should be given priority over works which are normally temporary in nature and unproductive. After the floods of 1971, orders were issued (September 1971) that works like filling of breaches in banks of rivers and repairs to embankments, minor irrigation works, roads and buildings should be taken up as relief works in areas effected by floods. In November 1971, orders were issued that labour-intensive works like clearance of water hyacinth, ipomia growth and construction of Panchayat roads should also be taken up in areas affected by floods and cyclone.

In 1972-73, orders were issued (May 1972) that during that year the following types of works should be shown preference :—

- Summer season .. Deepening and improvement of tanks and wells, etc., and digging of open wells.
- Rainy season .. Clearance of water hyacinth and ipomia growth, plantation of trees, spreading of moorum, cutting of drains, raising of mud walls in school building, etc.

Statistics of the number of works executed and expenditure incurred in each category in the State as a whole were not kept. In the blocks where expenditure on drought relief was examined, the expenditure incurred on tanks, wells, roads and other works was as follows :—

Name of the district	Number of blocks checked	Year	Total number of works executed	Expenditure	Tanks or wells		Roads		Other works	
					Number	Expenditure	Number	Expenditure	Number	Expenditure
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
				(Rs. in lakhs)		(Rs. in lakhs)		(Rs. in lakhs)		(Rs. in lakhs)
Koraput ..	5	1972-73	85	2'87	9	0'25	72	2'51	3	0'11
		1973-74	62	1'62	7	0'11	55	1'51	..	..
Dhenkanal ..	4	1971-72	146	1'92	1	0'01	96	1'48	49	0'42
		1972-73	330	9'23	80	2'15	128	4'06	122	3'02
		1973-74	148	3'46	24	0'48	70	1'30	54	1'68
Kalabhandi ..	4	1972-73	233	5'07	55	1'23	170	3'72	8	0'12
		1973-74	80	1'89	9	0'37	63	1'40	8	0'12

It will be noticed that generally more was spent on roads than on other works.

3.4.5. Relief works comprised mostly of earthwork for roads, tanks, etc. On roads the following items of work were completed :—

District	Soling and packing	Gravel or moorum spreading	Simple earth work	Total
(1)	(2)	(3)	(4)	(5)
			( In kilometres)	
Balasore ..	Nil	3	458	461
Cuttack ..	59	102	3,609	3,770
Kalahandi ..	Nil	126	322	448
Dhenkanal ..	25	430	497	952
Koraput ..	Nil	55	175	230

Estimates were, it seems, prepared for the quantity of earthwork which could be executed with the funds allotted for the work, without reference to the quantity necessary to bring it to a form and design ordinarily adopted for development works of a similar nature. When the quantity of earthwork provided for in the estimate was completed, the work was considered to be complete, irrespective of the stage and condition of the work. No central record was maintained, in any of the blocks, of works executed to enable a watch being kept later over their upkeep and maintenance.

3.4.6. The Code provides that rates payable to workers engaged on relief works and the quantum of work to be performed daily should be settled by a Circle Officer and the work entrusted to a responsible local resident, subject to supervision by the Circle Officer or his assistant. The executing agent is to be given advances and he is to maintain muster rolls showing the identity of the persons working. The Circle Officer is to test the correctness of the muster rolls from time to time by personal enquiry, replenish the advance once a week and after the work is completed, take the muster rolls for preservation in the district office.

In 1954-55, when relief works were undertaken the procedure devised for normal development works of the Revenue Department was made applicable to relief works, according to which the work could be entrusted to contractors who were to be paid at rates quoted by them for the finished items of work done and measured; muster rolls of the persons employed were not required to be furnished. Relief works were entrusted in 1965-66 to the Rural Engineering Organisation and thereafter to the Panchayat Samities. No instructions were issued till 1971 as to whom the Panchayat Samities were to entrust the works. On complaints that the works were being executed by outsiders who employed outside labourers and paid low wages, the Revenue Department decided in November 1971, that execution should be entrusted to village committees who were to select executants. The manner in which payment was to be made to the executants and the records to be submitted by them were not specified. The Relief Branch issued instructions that wage rates payable to labourers should be announced in the locality and all complaints of under-payment should be promptly investigated.

In the blocks where records were reviewed, it was noticed that executants were paid at scheduled rates of the Public Works Department for the value of the finished items of work done and measured.

3.4.7. The Public Works Department's schedule of rates includes an element of contractor's profit. In pursuance of a decision of the Government that the rates adopted for relief works should be somewhat less than that of the schedule of rates, the Board of Revenue issued instructions in June 1968 that the rates for earthwork (a labour-intensive item) should be 5 to 10 per cent below the schedule. In November 1971, the Board reiterated their instructions that rates for relief works were to be less by five per cent at the least and works which could not be executed through village executants were to be executed departmentally. In December 1971, the Board restored the Public Works Department's schedule of rates because difficulties in execution at the reduced rates in affected areas were reported as works were being executed by other departments at higher rates in neighbouring areas. Relief works were mostly in the nature of earthwork and the expenditure incurred in 1972-73 and 1973-74 was Rs. 3.28 crores and Rs. 2.43 crores respectively. Computed with reference to the expenditure incurred in these two years, the extra expenditure because of the restoration of the schedule was around Rs. 31.30 lakhs calculated at 5 per cent of the total expenditure. The Revenue Department explained in September 1975 that the schedule of rates prevalent in 1971 was operative since 1964 and was out of date by 1971, because of the rise in wages meanwhile. This, however, did not explain the continued payment at the schedule of rates after the schedule of rates was revised by the Public Works Department in 1972.

3.5.1. *Relief by voluntary organisations* :— In December 1971 a philanthropic organisation reported that the organisation had undertaken emergency relief operations on its own in six panchayats of the coastal areas (all in Rajnagar Block) of Cuttack District after the cyclone of 29th and 30th October 1971. Their operations consisted of distribution of foodgrains, food packets, blankets, medicines, etc., to about 40,000 persons for four months, free for one month and thereafter as payment for labour (food for work). Another report in September 1972 mentioned that at the request of the Department, the organisation had first extended its relief operations till June 1972 and later till September 1972. It had also widened the area of operation. According to a White Paper prepared by the Government in August 1972, the area of operations of that organisation as on 15th August 1972 covered twenty-six panchayats in Cuttack District and sixty-five panchayats in Balasore District as against six panchayats covered initially. A lakh of rupees were paid *ad hoc* by the Government to the organisation towards administrative charges and Rs. 0.50 lakh towards transport expenses in August and September 1972 for extending its operations. There was no agreement with the organisation stipulating the form and scale of relief or persons to whom relief was to be provided and such matters.

3.5.2. Government departments, too, had undertaken gratuitous relief and relief works in the same areas. No instructions appeared to have been issued to the organisation or to officers in these areas regarding the number of persons to whom relief was to be provided in each panchayat or the specific work which they were to start, taking note of the number of persons being provided relief in the panchayat by the other agencies.

3.5.3. In 1972-73 and 1973-74, relief in the form of "Food for work" was given in different districts at different times by another voluntary organisation. Specified sums were to be given by Government for the organisation's administrative expenditure. These programmes were briefly as follows :—

Pro-gramme number	Area of operation (district)	Period of operation	Number of workers to be engaged	Approximate quantity of food articles to be supplied by the organisation		Administrative charges
				Wheat	Oil	
(1)	(2)	(3)	(4)	(5)	(6)	(7)
				(In tonnes)		(In lakhs of rupees)
I	Cuttack Balasore	April 1972 to June 1972	21,000	3,727	207	0.60
II	Mayurbhanj Keonjhar Dhenkanal	July 1972 to September 1972	21,000	3,727	207	0.90
III	Ditto	February 1973 to March 1973	6,000	702	39	0.15
IV	Ditto	May 1973 to July 1973	6,000	1,053	49	0.25
V	Sundargarh Sambalpur Bolangir Koraput Kalahandi Phulbani	July 1973 (one month)	12,000	702	33	0.50

For programme No. I, the number of workers to be employed in a block was determined by the Department according to the extent of loss of crops in the *kharif* 1971-72 as assessed by the Bureau of statistics.

Of 8 blocks of Cuttack District and 5 blocks of Balasore District, records of which were checked in audit, there were delays ranging up to 6 or 7 months in starting and completing works under programme No. I in 7 and 4 blocks respectively. In Kalahandi and Koraput Districts, there were delays ranging from one to three months in starting and completing works under programme No. V. In two blocks of Kalahandi District and one block of Koraput District the oil component of the food wages was paid to the workers long after the works were closed, the delays ranging up to 8 months. Further, in Jeypore Block of Koraput District, only two panchayats were considered by the Government as affected but works were executed in two other Panchayats also.



The scale for distribution of food stuff was 2.25 kilograms of wheat and 125 grams of oil (105 grams in programme No. III and IV) daily for a worker. In addition to the food stuff, a cash wage of one rupee a day per worker was paid from Government funds for programme Nos. I, II and III to enable a worker to purchase other necessities. Apart from the food stuff supplied by the organisation, the total expenditure on programme Nos. I, II, and III was Rs. 40.75 lakhs which included Rs. 33.36 lakhs on the cash wage.

3.5.4. The Revenue Department decided in December 1972 that, after other relief operations were stopped from December 1972, the foodgrains in stock should be issued to voluntary organisations for distribution of relief to "marginal cases" for another three months. The relief was to be gratuitous for one month and in the form of "food for work" for two months. On conclusion of the programme, each organisation was to furnish lists of beneficiaries to whom gratuitous relief was provided with a completion report signed by the Block Development Officer.

Examination of implementation of the programme in Rajanagar Block (Cuttack District) indicated the following:—

(i) A third philanthropic organisation was asked by the Collector, Cuttack on 31st January 1973 to start relief programme in Rajanagar Block immediately. Relief was to be provided in the form of "food for work" to 500 workers for sixty days at the rate of 2 kgs. of peas a day to a worker and as gratuitous relief to 700 persons for 30 days at the rate of 250 grams a day to a person. As against the requirement of 652.50 quintals of peas (600 quintals for food for work and 52.50 quintals for gratuitous relief) for the programme due for completion by March 1973, 911.58 quintals were received by the block from the Collector, Cuttack, 451.58 quintals between January and March 1973 and 460 quintals between April and July 1973. The organisation reported in June 1973 that the programme was implemented for a period of 26 days from the 9th March 1973 with 206.31 quintals of peas received by the organisation on the 8th March 1973. It was discontinued thereafter as further stocks were not delivered. Government intimated (December 1975) that the organisation had acknowledged (July 1973) receipt of a further stock of 140 quintals in May 1973, which it was reported, had been distributed to the distressed persons. The Government also intimated to Audit that the District Collector was being asked to report whether works executed by the organisation were done satisfactorily and whether the foodgrains made available to it were duly utilised.

(ii) The programme was continued by the block through village level workers after the organisation ceased work. The village level workers were issued 473.73 quintals of peas from April 1973 till February 1974. The Block Development Officers stated that 21.27 lakhs cubic feet of earth-work were executed for this programme and the peas had been fully utilised. A test check of measurement books and muster rolls in Bandhapada panchayat showed that measurements recorded by village level workers, had not been checked nor had muster rolls been passed by any higher authority.

(iii) Of the balance of 91.54 quintals of peas, 58.10 quintals were utilised as emergent relief distributed after floods in September 1973 and 33.44 quintals (value : Rs. 0.26 lakh) were reported as shortages. Orders regarding regularisation are awaited (January 1976).

#### D. Miscellaneous

3.6.1. Apart from gratuitous relief and relief works, certain other measures were initiated consequent on drought, floods or cyclones. Expenditure on these measures was booked under the sub-head "Miscellaneous". Some of these items are mentioned in the following paragraphs.

##### 3.6.2. Grants to private institutions for repair of buildings

Government decided in December 1971 to sanction grants to private institutions for buildings damaged by the floods and cyclone of 1971. The grant was meant for repair or reconstruction of the buildings. The amount sanctioned was to be utilised within two months from the date the grant was received, failing which the grantee was to refund the amount. The grantees were also to furnish a certificate of utilisation within three months.

In 1971-72, Rs. 6.27 lakhs were spent, of which Rs. 5.03 lakhs were disbursed in Cuttack District and Rs. 0.50 lakh in Balasore District.

In test check of records in Bhadrak Tahasil of Balasore District and Marshaghai and Pottamundai Tahasils of Cuttack District, it was seen that the amounts were disbursed to clubs, *Pathagars*, *Mahila Samitis* and *Yubak Sanghas* between March and May 1972. In no case was utilisation certificate obtained (December 1974). The Department stated in December 1975 that the Collectors concerned were being requested to pursue the matter closely and to obtain utilisation certificates quickly.

##### 3.7. Reconstruction of villages damaged by the tidal bore

The Revenue Department planned in December 1971 to reconstruct some villages in Rajanagar Block of Cuttack District, which had been affected by the tidal bore in 1971 and arranged with a voluntary organisation to reconstruct the villages at a cost to Government of Rs. 300 per house, the rate approved by the Government for grants to individuals for repair of houses, the balance of the cost being borne by the voluntary organisation. In January 1972, 8 villages were selected for reconstruction, five in Rajanagar, two in Pottamundai and one in Chandabali Block, of which 4 villages in Rajanagar Block had been washed away in the tidal bore. Each village was to consist of 50 houses. Against Rs. 1.20 lakhs required for 400 houses, Rs. 8 lakhs were drawn in March 1972 on abstract bills. In April 1972 the scheme was revised so as to provide common facilities like school buildings, sanitary latrines, tube-wells, etc., in each village at a total cost of Rs. 6 lakhs (Rs. 0.75 lakh per village); the grant was also raised from Rs. 300 for each house as proposed earlier to Rs. 500 per house. The scheme was to be completed by June 1972.

In implementation, only 1 village was taken up in Rajanagar Block, 2 villages in Pottamundai Block, 1 village in Mahakalpara Block and 1 village in Rasulpur Block, all in Cuttack District and one village in Chandabali Block of Balasore District. The work in Rajanagar Block was entrusted to the Rajanagar Panchayat Samiti, in Pottamundai Block to the Rural Engineering Department and in the other three blocks to the voluntary organisation. In Rajanagar, 62 houses were to be constructed to a type

plan and estimate of Rs. 300 per house. In December 1975 the Department stated that 41 houses were entrusted to 3 job-workers and they had come up to roof level. As regards the remaining houses it was stated that the job workers were not willing to take up the construction and the Sub-Divisional Officer had suggested that the work be done through a contractor. Further developments are awaited. Up to March 1973, Rs. 2 lakhs were paid to the Rajanagar Panchayat Samiti for construction of the houses. Of these, Rs. 0.11 lakh were spent up to April 1974; information regarding utilisation of the balance is awaited (January 1976).

In Pottamundai Block, work had not been started till April 1974 because suitable sites were not available.

In Mahakalpara, Rasulpur and Chandabali Blocks, the voluntary organisation planned to construct 200 houses at an estimated cost of Rs. 2,000 per house. Of these, the organisation and the Government were to contribute Rs. 1,000 and Rs. 500 respectively, the balance of Rs. 500 being contributed by the villagers in the shape of labour and materials. The organisation took up construction of 182 houses in the three villages. The total estimated cost was Rs. 5.89 lakhs, Rs. 3.64 lakhs for the houses and Rs. 2.25 lakhs for community facilities for the three villages, against which the Department paid Rs. 3.64 lakhs to the organisation up to August 1974. Up to December 1975 the organisation had completed construction of 168 houses in respect of which Government's liability was Rs. 0.84 lakh only. Information regarding further progress and the utilisation of the balance of the amount was awaited (February 1976).

### 3.8. Construction of houses for Adibasi and Harijan families

3.8.1. The Government sanctioned Rs. 30 lakhs in June 1972 for constructing urgently 2,500 houses of a durable nature for poor scheduled caste people who lost their houses again and again in successive floods from July to October 1971 and the cyclone of October 1971 and could not afford to rebuild them with the grant of Rs. 150 to Rs. 300 admissible. The amount was sanctioned by taking an advance from the Orissa Contingency Fund in June 1972, seven months after the cyclone, as no budget provision was made meanwhile. The scheme sanctioned by the Government *inter alia* provided that :

(i) 1,750 houses were to be constructed in Kendrapara Sub-division of Cuttack District and 750 houses in the Bhadrak Sub-division of Balasore District :

(ii) each house was to be constructed at a total cost of Rs. 1,500 on the existing site of the beneficiary's house, Rs. 1,200 being borne by Government for foundation, pillars and roof and Rs. 300 by the beneficiary for the walls ;

(iii) houses were to be completed and the amount fully utilised by the end of September 1972 ; and

(iv) Panchayat Samities in the respective areas were to construct the houses for which purpose moneys were to be drawn by the District Collectors and credited to the deposit account of the Samities.

The amounts were drawn by the Collectors in June 1972 before plans and estimates of the houses were prepared ; Rs. 21 lakhs drawn in Cuttack District were credited to the deposit account of 5 Panchayat Samities of Kendrapara sub-division and Rs. 9 lakhs drawn in Balasore District were credited to the deposit account of 2 Panchayat Samities of Bhadrak Sub-division.

3.8.2. In August 1972, the scheme was modified to relieve the beneficiary of his share of the contribution. In November 1972, the Department in consultation with the Rural Engineering Organisation prepared two alternative model plans, one for an *Attu* type two-room thatched house and another for a single room tiled house, each costing Rs. 2,500 . Collectors preferred the *Attu* type thatched houses. The total number of houses was to be reduced from 2,500 to 1,200, from 1,750 to 840 in Cuttack District and from 750 to 360 in Balasore District. In the committee on natural calamities of Kendrapara Sub-division (January 1973), non-official members objected to the proposal to construct thatched houses and suggested construction of single roomed houses with reinforced cement concrete (R. C. C.) roofs. In February 1973, the scheme was modified in Cuttack District ; single room R. C. C. roof houses were now to be constructed at a cost of Rs. 3,000 each. The number of houses to be constructed in Cuttack District (originally 1,750, later 840) was thus reduced to 700. In fact, construction of 1,004 houses (682 in Cuttack District and 322 in Balasore District) was taken up (February to March 1973), a marginal provision being kept for price escalation.

3.8.3. According to the Department (April 1975) progress till February 1975 was as follows :—

District	Name of the block	Number of houses to be built	Number completed	Number in progress	Number not started
(1)	(2)	(3)	(4)	(5)	(6)
Cuttack	Rajanagar	325	180	80	65
	Mahakalpara	96	86	10	..
	Rajakatika	96	95	1	..
	Pottamundai	100	72	23	5
	Aul	65	42	20	3
	Total	682	475	134	73
Balasore	Chandabali	180	166	6	8
	Basadevpur	142	115	27	..
	Total	322	281	33	8

Of the 134 houses in Cuttack District and 33 houses in Balasore District on which work was in progress in February 1975, 47 houses had been completed except for finishing touches, 82 houses were at different stages of construction and little work (plinth level or lower) had been done on 38 houses. It will be recalled that the houses were intended to be completed by September or October 1972.

The delay in completion of the houses was attributed (February 1976) by Government to paucity of materials besides difficulties in transporting materials to the villages which were scattered in inaccessible areas.

3.8.4. Till February 1975, Rs. 15.89 lakhs had been spent in Cuttack district out of Rs. 21 lakhs drawn and Rs. 7.86 lakhs had been spent in Balasore out of Rs. 9 lakhs drawn; Rs. 6.25 lakhs were lying in the personal deposit accounts of the Panchayat Samities. Detailed accounts of expenditure were also awaited (January 1976).

### 3.9 Grant of educational concessions

3.9.1. After the cyclone of 1971, the Government decided that tuition fees for four months from November 1971 to February 1972 and examination fees for the Annual Examination 1972, of students from area affected by the cyclone, would be remitted. Rupees 55 lakhs were allocated towards reimbursement of the loss of income of aided educational institutions, Secondary Board of Education and Universities.

3.9.2. In February 1972, the Government sanctioned Rs. 55 lakhs for the purpose; expenditure was to be controlled by the Director of Public Instruction. The Director of Public Instruction, in turn, placed funds, having assessed their probable requirements, at the disposal of Inspectors of Schools and made payments directly to non-Government Colleges, Board of Secondary Education and Universities as follows:—

	Amount (In lakhs of rupees)
Inspector of Schools	.. 23.90
Non-Government Colleges	.. 3.29
Board of Secondary Education	.. 12.00
Utkal University	.. 15.44
Other Universities	.. 0.85
	-----
Total	.. 55.48
	-----

(i) Drawal of amounts and disbursement by Inspectors of Schools, Cuttack I Circle, Cuttack III Circle and Balasore Circle were as follows :—

Name of the circle	Amount drawn	Amount disbursed till March 1972	Amount disbursed after March 1972	Amount refunded to treasury
(1)	(2)	(3)	(4)	(5)
	(In lakhs of rupees)			
Cuttack-I ..	2.28	0.99	1.27 (Up to November 1972)	0.02
Cuttack-III ..	2.60	1.63	0.81 (Up to July 1973)	0.16
Balasore ..	2.73	2.61	0.12 (Up to December 1972)	..

The Inspectors of Schools did not obtain bills from the schools for reimbursement with full particulars of the claims. They released funds to the institutions on rough assessments and instructed them to submit utilisation certificates. Till August 1974, utilisation certificates for Rs. 3.84 lakhs (out of Rs. 5.23 lakhs disbursed) were awaited in the three circles.

(ii) The Department advised the Director of Public Instruction in March 1972 to give Rs. 7 lakhs to the Board of Secondary Education towards the probable loss of income of the Board on account of exemption from examination fees. The Director gave Rs. 12 lakhs to the Board on their plea that the loss might increase to that amount. The Department stated (February 1976) that the loss actually suffered by the Board on this account was Rs. 6.74 lakhs and that the balance of Rs. 5.26 lakhs, refund of which was ordered, had been otherwise utilised by the Board.

(iii) The Department advised the Director of Public Instruction to give Rs. 1 lakh to the Utkal University towards its probable loss on account of exemption of examination fees and remission of tuition fees in colleges run by the University. The Director of Public Instruction gave Rs. 15.44 lakhs to the University on a request made by it. The University reported in July 1974 that the actual loss was Rs. 10.62 lakhs. In February 1976, the Department stated that the University had been asked to refund Rs. 4.82 lakhs and that there was no response in spite of repeated reminders.

3.9.3. The Government sanctioned Rs. 10 lakhs on the 30th March 1973 for remission of tuition fees for September and October 1972 payable by students belonging to areas affected by drought, flood or cyclone. This remission was applicable to students whose parents' income was less than Rs. 150 per month and who did not receive any scholarship, aid or financial assistance from any source.

The amount was drawn by the Director of Public Instruction in March 1973. Till April 1974, Rs. 4.31 lakhs were disbursed and the balance of Rs. 5.69 lakhs was refunded to treasury in May 1974.

3.9.4. In test check of the accounts of Inspectors of Schools, Cuttack I Circle, Cuttack III Circle and Balasore the following points were seen :—

Amount received were disbursed as in the following table :—

Name of the circle	Amount received	Amount disbursed by March 1973	Amount disbursed after March 1973
(1)	(2)	(3)	(4)
(In lakhs of rupees)			
Cuttack I ..	0.36	Nil (till March 1974)	0.36
Cuttack III ..	0.03	Nil (till December 1973)	0.03
Balasore ..	0.24	Nil (till August 1974)	0.23

The Inspectors of Schools were to obtain utilisation certificates. Utilisation certificates were awaited (August 1974) for some of the moneys disbursed as follows :—

Circle	Amount (In lakhs of rupees)
Cuttack I ..	0.15
Cuttack III ..	0.02
Balasore ..	0.23

### 3.10. Grants for repair of school and college buildings

The Education Department spent the following amounts on repair of school and college buildings damaged by floods or cyclones :

Year	Amount (In lakhs of rupees)
1971-72 ..	40.00
1972-73 ..	39.75
1973-74 ..	24.99

In test check of the accounts of Inspectors of Schools, Cuttack I, Cuttack III and Balasore Circles the following points were seen :—

(i) Grants-in-aid were paid to non-Government High Schools for repair of their buildings. According to the directions of the Director of Public Instruction, the full cost of repairs, subject to a maximum of Rs. 0.15 lakh for each institution, was to be paid in 1972-73 as a grant. In 1972-73 it was to be limited to a third of the cost of repairs. In 1973-74, re-imbursement was limited to 50 per cent of the estimated cost of repair.

(ii) The Inspector of Schools, Cuttack I Circle did not obtain plans and estimates for the repairs from the institutions in any of these years. The Inspector of Schools, Balasore obtained plans and estimates in 1972-73 and 1973-74 but not in 1971-72. The Inspector of Schools, Cuttack III Circle obtained plans and estimates in 1971-72 and 1972-73 but not in 1973-74. In cases where plans and estimates were not obtained, grants were released on rough estimates made by the institutions.

### 3.11. Tube-wells

3.11.1. After the cyclone of 1971, the Urban Development Department proposed to sink about 1,600 tube-wells at a cost of Rs. 160 lakhs to provide drinking water to people in coastal region affected by the flood and cyclone. The Government sanctioned Rs. 25 lakhs in January and Rs. 13 lakhs in March 1972 for sinking 510 tube-wells and Rs. 3.50 lakhs in March 1972 for repairing or re-sinking 36 tube wells damaged by the cyclone. Rupees 19.11 lakhs were also sanctioned between November 1971 and March 1972 from Plan funds for sinking another 180 tube-wells.

3.11.2. The Public Health Division, Baripada was to sink 216 tube-wells. According to the Division (December 1974) work was started between November 1971 and July 1972 on 207 tube-wells; 142 tube-wells were completed by March 1972, 59 more by June 1972 and the remaining six thereafter at a total cost of Rs. 19.32 lakhs. The Department, however, intimated in February 1976 that the work on all the tube-wells was started in November 1971 and 215 were completed by July 1972. The Department has been requested to reconcile the discrepancies in the reports.

3.11.3. (i) The Cuttack Public Health Division was allotted Rs. 33.55 lakhs to sink 302 tube-wells. The Department intimated in February 1976 that 296 tube-wells had been completed at a cost of Rs. 33.55 lakhs.

(ii) One hundred tube-wells were to be installed in Mahakalpara Block, which was badly affected by the cyclone and tidal bore in 1971. According to a report of the Division (December 1972) 74 tube-wells were completed, 22 tube-wells had failed, two were in progress and two were abandoned. The Department had adopted a norm that the wells, in the water of which the chloride content was more than 250 mgs. per litre, were to be treated as failures. For these tube-wells, the Department relaxed (January 1973) the permissible limit from 250 mgs. to 1,600 mgs. per litre on the consideration that the geohydrological condition of the area was such that the people had to tolerate a higher chloride content. According to the laboratory tests (February 1972) in respect of 42 tube-wells out of the seventy four completed, the chloride content was within 250 mgs per litre in the water of 3 tube-wells, between 250 to 1,000 mgs per litre in the water of 20 tube-wells, between 1,000 and 1,600 mgs per litre in the water of 14 tube-wells and more than 1,600 mgs per litre in the water of 5 tube-wells. The Revenue Department stated in February 1976 that no adverse report had been received from the Executive Engineer in charge of maintenance regarding utilisation of the tube-wells.

### 3.12. Deep tube-wells

(i) After the cyclone of October 1971, Government requested the Union Ministry of Food and Agriculture to detail from the Central Ground Water Board, five rigs to the coastal strip of Orissa to undertake exploration and exploitation of ground water in areas affected by the



tidal bore. The Central Ground Water Board decided to send five rigs as also to depute the Senior Hydrologist to select sites in consultation with the authorities of the State Government.

(ii) The Central team, which visited the State about a week later, observed in its report that the State Government had drawn up a programme for sinking of around 1,800 deep tube-wells in the cyclone affected area.

The team recommended a ceiling of Rs. 50 lakhs for about 100 tube-wells to be completed early and utilised for the *rabi* or *kharif* of 1972.

(iii) The Senior Hydrologist of the Central Ground Water Board was asked to select about thirty sites in accessible areas. In November 1971, he selected 28 sites, 17 in Balasore, 6 in Cuttack and 5 in Puri Districts.

(iv) Rupees 50 lakhs were sanctioned by the Irrigation and Power Department in February 1972 for drilling of 56 deep tube-wells, including 28 tube-wells at sites selected by that Department. The tube-wells were to be completed in all respects and the amount utilised in full by the 31st March 1972.

(v) The work had been started as soon as the five rigs reached coastal districts in December 1971.

Till January 1972 progress was as follows :—

Name of the Block	Name of the place	Depth bored (one well each)	Results
(1)	(2)	(3)	(4)
Māhakalpara ..	Masakani	1,400 feet	Salt water full depth, sweet water nil (abandoned).
Chandabali ..	Kheranga	860 feet	Salt water up to 500 feet, sweet water there after.
	Chasakhanda	1,334 feet	Salt water up to 600 feet, sweet water thereafter.
Basudevpur ..	Balinaga	1,227 feet	Salt water nil, sweet water full depth.

By March 1972, a total of 15 tube-wells were drilled, but none had been energised. Till August 1975, 55 tube-wells had been drilled of which five were failures and forty had been energised.

(vi) Of Rs. 50 lakhs drawn in March 1972, Rs. 35.75 lakhs had been spent till December 1973. The Revenue Department intimated (December 1975) that information regarding utilisation of the balance of Rs. 14.25 lakhs was awaited from the Central Ground Water Board.

### 3.13. Agricultural measures

The following expenditure was incurred in the Agriculture Department from relief funds for distribution of seeds and fertilisers :—

	(In lakhs of rupees)
1971-72	.. 26.88
1972-73	.. ..
1973-74	.. 11.55

A test check in District Agricultural Offices, Cuttack and Balasore indicated the following :—

(i) Seeds were issued to Block Development Officers for distribution on payment to cultivators of the affected areas. The amounts collected were to be credited to the Agriculture Department. The accounts of seeds supplied to and the money deposited by the Block authorities had not been finalised (up to May 1975).

(ii) Fungicides and pesticides were issued in 1971-72 from Department's stock to Block Development Officers for distribution free of cost to cultivators. There was no information regarding the quantities actually distributed.

(iii) A subsidy of Rs. 6 lakhs was sanctioned by the Government in March 1972 to Orissa State Co-operative Marketing Society towards transport and handling charges for 20,000 tonnes of fertilisers at the rate of Rs. 30 per tonne by road from the Society's depot to the Block. The amount was paid in full in March 1972 ; the Society had not been asked to submit detailed claim with particulars, for example of the quantities of fertilisers actually transported to each block, as a basis for the amounts charged. Records of the quantity of fertilisers distributed in each block were also not available in the Department (December 1974).

### 3.14. Repair and restoration of Government properties

3.14.1. Expenditure incurred by the Public Works Departments, namely Irrigation, Roads and Buildings and Rural Engineering Departments on repairs and restoration of Government properties and booked in accounts under "64—Famine Relief" was as follows :—

(1)	1971-72 (2)	1972-73 (3)	1973-74 (4)
	(In lakhs of rupees)		
Irrigation and Power Department ..	213.31	298.41	331.35
Works and Transport Department ( Roads and Buildings)	112.86	85.19	176.70
Rural Development Department ..	133.31	67.05	203.43

From records checked in a few divisions it appeared that the works were awarded to contractors and there was no record of the number of labourers engaged from each block.

3.14.2. Certain roads and bridges were reported to have been damaged by floods in 1971-72. The list prepared in September 1971 included an old bridge at Jajanga which was to be replaced and another bridge at Gobari which was to be repaired.

In 1971-72 and 1972-73, Rs. 2.50 lakhs were allotted for the new bridge at Jajanga and Rs. 4.50 lakhs for repairs of the bridge at Gobari.

The work on the Jajanga bridge was awarded to a contractor in April 1972 and was completed in July 1973 ; Rs. 3.80 lakhs were spent against the allotment of Rs. 2.50 lakhs.

Work on the Gobari bridge was not started (November 1974) as the allotment was considered inadequate. Of Rs. 4.50 lakhs allotted for this

bridge, Rs. 1.30 lakhs were utilised to meet the excess expenditure on the Jajanga bridge and the balance of Rs. 3.20 lakhs for special repairs to other stretches of the road on which the bridges are situated.

3.14.3. In the Rural Engineering Division, Balasore, Rs. 1.60 lakhs pertaining to the liabilities of previous years were charged to relief expenditure of 1973-74.

3.15. (i) In September 1973, the Irrigation and Power Department prepared a list of irrigation and flood control works damaged by floods in July—September 1973 and asked for Rs. 215.33 lakhs for repair and restoration. After the floods in October 1973, the Department prepared a second list and asked for a further sum of Rs. 118 lakhs. Against the total requirement of Rs. 333.33 lakhs, the Revenue Department allocated Rs. 328.49 lakhs in January 1974 from distress relief funds. The allocation was to be spent by the 31st March 1974 on repair or restoration of assets damaged by floods.

When progress of expenditure was reviewed in the middle of March 1974, the Irrigation and Power Department stated that only Rs. 240 lakhs could be spent by the 31st March 1974 and requested that the balance of Rs. 88.49 lakhs be made available in the next year. Anticipating that the amount would not be available next year, the allocation was reduced by Rs. 25 lakhs and the Department was asked to spend the balance of Rs. 303.49 lakhs. A provision of Rs. 113.49 lakhs was also made in the third supplementary Estimate (passed by the Legislative Assembly on the 28th March 1974) in addition to Rs. 190 lakhs provided in August 1973, making the total budget provision Rs. 303.49 lakhs. Expenditure booked during the year was Rs. 331.35 lakhs.

The expenditure mentioned above included Rs. 63 lakhs withdrawn from the Treasury on the 30th March 1974 and deposited in the State Bank of India. This procedure was unusual, as in the Irrigation Department payments are made by cheques in favour of the parties to whom moneys are to be paid. Government had authorised the different procedure for this transaction. As mentioned later the amount was advanced to the Orissa Construction Corporation Limited, a State Government undertaking, on the 6th May 1974.

(ii) The Irrigation Department had decided on the 16th March 1974 to entrust the following works to the Orissa Construction Corporation. As time was short, tenders were not invited.

Name of work	Estimated cost (Rough) (In lakhs of rupees)
(a) Construction of Kharasuan left Embankment from Jarodia to Routrapur	12.40
(b) Construction of Kharasuan right embankment from Sreebantapur to National Highway	19.74
(c) Raising and strengthening Brahmani left embankment from Jobra to Birbhanpur	15.85
(d) Raising and strengthening Brahmani right embankment No. 26-A from Bhalukhai to Dharmasala-Bhudalingam	13.22
Total	61.21

All four works were in the nature of original works, the first two being entirely new and the last two substantial additions to existing embankments; these works did not figure in the list of damaged assets prepared in September—October 1973.

Provision for these works existed in the budgets of 1972-73 and 1973-74 under the capital head "100—Capital Outlay on Irrigation, Navigation and Drainage Projects (Commercial)" and administrative approval had been accorded for Kharasuan right embankment. The works formed a part of the Master Plan of flood control schemes in the basin of the river Brahmani. The Master Plan had been prepared without a study, with models, of the pattern of floods in various branches of the river. Its implementation and work on the Kharasuan right embankment had been held up as the Member (Flood) Central Water and Power Commission had commented that such model studies were necessary to determine the correct design. Technical opinion had also not been in favour of the construction of these embankments earlier when a number of representations were received (April 1973-February 1974).

(iii) Work was started in the second half of April 1974. Meanwhile objections came from the Press as also from a Member of the Legislative Assembly. The latter pointed out that the embankments would lead to great loss of life and property in new areas in the flood season and should not be taken up until the Rengali Project was completed. The Chief Engineer Irrigation and Additional Chief Engineer agreed on reconsideration that there was risk of breaches in new areas in the event of massive flood. The Government ordered (May 1974) that works on all four embankments be stopped. By then, work valued at Rs. 19.14 lakhs had been done.

The Additional Chief Engineer observed (7th May 1974) that works on the Kharasuan right embankment (expenditure: Rs. 3.11 lakhs) would be of no value in a flood. Work of the Kharasuan left embankment was done on short lengths by filling up gaps and broken portions of an old embankment which had been abandoned in 1928, but he felt that the work done on this embankment would not be entirely wasted. No complete technical evaluation of the effect of these works on flood control had been attempted.

(iv) For these works the Corporation had quoted (19th March 1974) rates much higher than those in the schedule of rates on the ground that only 80 days were left for their completion before the onset of the monsoon in June 1974 and the Corporation would have to recruit labourers from outside the district as the work could not be completed in time by engaging local labourers alone. It was also stated that the villagers would have to be persuaded to part with their lands as the land for the seat of the new embankments was not acquired and Government land was also not available to excavate earth required for the construction and improvement works. Detailed estimates were finalised by negotiations in the first week of April 1974 and rates quoted by the Corporation were accepted. The cost of each work

according to the detailed estimates at the 1972 schedule of rates and the amounts based on the accepted rates were as follows :—

Name of the Work	Estimated cost (schedule of rates 1972)	Amount according to rates quoted by the Corporation and accepted	Excess over the schedule of rates
(1)	(2)	(3)	(4)
		(In lakhs of rupees)	
(a) Kharasuan Left ..	10.23	24.56	14.33
(b) Kharasuan Right ..	16.99	31.90	14.91
(c) Brahmani Left ..	15.01	30.23	15.22
(d) Brahmani Right ..	6.92	11.65	4.73
<b>Total ..</b>	<b>49.15</b>	<b>98.34</b>	<b>49.19</b>

(v) An advance of Rs. 63 lakhs was sanctioned by the Government in April 1974 for payment to the Corporation for the above works as follows :—

	Amount (In lakhs of rupees)
Kharasuan Left ..	15
Kharasuan Right ..	20
Brahmani Left ..	20
Brahmani Right ..	8
<b>Total ..</b>	<b>63</b>

The sanction, *inter alia*, provided that :—

(a) the advance would bear interest at 7.75 per cent per annum, and would be recovered by adjustment of each bill payable to the Corporation until the advance and interest due were recovered ; and

(b) if the work was not completed within the stipulated period (80 days) the Corporation would immediately refund the unadjusted balance of the advance with interest in one instalment.

The Corporation executed the agreement early in May 1974 and the advance of Rs. 63 lakhs was paid to them in full soon thereafter. After work was stopped, final measurements were taken between May and July 1974 according to which the value of work done was Rs. 19.14 lakhs. Of the total, Rs. 0.65 lakh was recovered towards interest and Rs. 18.49 lakhs towards the advance, leaving a balance of Rs. 44.51 lakhs with the Corporation.

(vi) The Additional Chief Engineer, Irrigation asked the Corporation in September 1974 to remit Rs. 20.41 lakhs out of the unspent balance of Rs. 44.51 lakhs to Executive Engineers of ten divisions and to credit Rs. 23.71 lakhs directly into the treasury as a receipt. The Corporation remitted in October 1974, Rs. 20.41 lakhs to the Executive Engineers and credited Rs. 23.71 lakhs into the treasury in February 1975. The balance of Rs. 0.39 lakh had not been refunded by the Corporation (May 1975) nor was it directed to do so. The Corporation had claimed in September 1974 a compensation of Rs. 0.97 lakh towards loss incurred on account of the stoppage of work. The claim was awaiting disposal (May 1975).

(vii) There was no provision in the agreement that only individuals from distressed areas would be engaged, nor was there any intimation to Relief Officers on record asking them to direct such persons to the works. In his inspection report dated the 7th May 1974, the Additional Chief Engineer had mentioned that the number of workers recruited from elsewhere and local labourers on that date was as follows :—

		Local labourers	Others
		(In numbers)	
Kharasuan Left	..	500	1,206
Kharasuan Right	..	1,500	2,000
Brahmani Left	..	300	580
Brahmani Right	..	700	3,055
		<hr/>	
Total	..	3,000	6,841
		<hr/>	

## CHAPTER 4

## EXPENDITURE, ACCOUNTS AND CENTRAL ASSISTANCE

4.1. The expenditure (excluding loans) incurred directly for relief of distress and booked under the head "64—Famine Relief" from 1969-70 to 1973-74 was as follows :—

Sub-head of Account	1969-70	1970-71	1971-72	1972-73	1973-74	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
(In lakhs of rupees)						
Salaries and establishment	13·98	13·37	33·29	53·00	42·43	156·07
Relief Works ..	322·16	39·51	664·64	383·14	242·80	1,652·25
Gratuitous Relief ..	14·24	8·71	429·59	276·67	83·32	812·53
Miscellaneous ..	124·51	23·19	567·61	746·91	888·47	2,350·69
<b>Total ..</b>	<b>474·89</b>	<b>84·78</b>	<b>1,695·13</b>	<b>1,459·72</b>	<b>1,257·02</b>	<b>4,971·54</b>

The total expenditure and the average annual expenditure of the Fourth Plan period and in earlier Plan periods are given below :—

	Total expenditure	Annual average
(In crores of rupees)		
First Plan	2·68	0·54
Second Plan ..	2·34	0·47
Third Plan ..	8·10	1·62
Annual Plans (1966-67 to 1968-69) ..	22·11	7·37
Fourth Plan ..	49·72	9·94

4.2. Funds are allotted by the State Government to various Departments for relief measures to be executed by them ; the Departments, in turn, make sub-allotments to their field units.

Funds allotted by the Board of Revenue (Special Relief Branch) to certain districts after the cyclone and floods in October 1971 and the population affected in each district were as follows :—

District	Population affected	Amount allotted for relief works	Amount allotted per capita
(1)	(2)	(3)	(4)
	(In lakhs)	(In lakhs of rupees)	(In rupees)
Cuttack ..	33.05	100.24	3.03
Balasore ..	13.99	36.14	2.50
Dhenkanal ..	1.36	9.36	6.80
Ganjam ..	0.26	9.50	36.54

The Department stated in September 1975 that allotment of funds for relief measures was made in consideration of the intensity of distress, number of persons affected and the extent of area involved. It was also stated that it was neither possible nor desirable to allot funds to districts strictly proportionate to the number of persons affected.

4.3. For districts where records were reviewed, funds allotted by the Board of Revenue to the Collectors for relief measures from 1971-72 to 1973-74 were as follows :—

District	1971-72	1972-73	1973-74
(1)	(2)	(3)	(4)
	(In lakhs of rupees)		
Koraput ..	1.01	31.70	12.37
Kalahandi ..	0.30	15.48	8.34
Dhenkanal ..	25.05	45.66	15.22
Cuttack ..	274.85	92.34	60.28
Balasore ..	79.71	38.57	71.47

Funds allotted to and expenditure incurred by, some of the other departments have been mentioned in Chapter 3.

4.4.1. Budget provision was made by the respective departments, for relief measures entrusted to the Agricultural, Medical, Public Health and Veterinary departments and repair or restoration of public properties by the Public Works and Irrigation Department. From 1971-72 to 1973-74, expenditure on such heads was incurred by seventeen departments. Each department followed the procedure of drawal and disbursement of funds as applicable to that department for its normal functions.

4.4.2. In the Revenue Department, Sub-divisional Officers drew money on abstract bills under special orders of the Government and gave cash advances to Tahasildars for disbursement of grants for house repairs, rehabilitation of destitutes and repair of buildings and to Block Development Officers for expenditure on relief works and similar measures.



4.4.3. According to financial rules of the Government, detailed bills in respect of moneys drawn on abstract bills are to be sent to Audit within three months in respect of works expenditure and one month in other cases. The number of detailed bills not submitted till July 1974 for amounts drawn on abstract bills and debited to "64—Famine Relief" was as follows :—

Year		Number of items outstanding	Amount (In lakhs of rupees)
Upto 1969-70	..	845	70.55
1970-71	..	75	2.89
1971-72	..	109	238.45
1972-73	..	105	234.52
1973-74	..	225	323.32
Total	..	1,359	869.73

The Department stated in December 1975 that detailed bills for Rs. 709.20 lakhs were submitted between August 1974 to July 1975. Details have been called for (February 1976).

4.4.4. The State Government sanctioned several grants to local bodies and non-Government educational institutions for relief expenditure out of the provision under the head "Miscellaneous". According to the Financial Rules, utilisation certificates duly countersigned by competent authority are to be sent to Audit within three months of expiry of the year in which the grant is spent but such certificates were awaited (February 1976) in respect of grants totalling Rs. 210.45 lakhs paid in 1973-74 or earlier.

4.4.5. In some cases, the unspent balance of relief moneys was not refunded to the treasury and accounts were not finalised. For instance, the cash book for relief accounts maintained in the office of the Collector, Cuttack showed the following balances at the end of each year :—

As on		Cash balance (In lakhs of rupees)
31st March 1972	..	8.96
31st March 1973	..	6.49
31st March 1974	..	8.33
30th June 1974	..	7.32

Of Rs. 7.32 lakhs in hand in June 1974, Rs. 2.08 lakhs had been drawn in 1973-74, Rs. 2.73 lakhs in 1972-73 and Rs. 2.21 lakhs in earlier years. The Department stated that Rs. 2.17 lakhs had been spent between July 1974 and September 1975, leaving a balance of Rs. 5.15 lakhs (December 1975).

4.4.6. As mentioned in paragraph 3.2.2, Rs. 448.17 lakhs advanced by the Revenue Department to the Supply Department for foodgrains supplied for relief measures were outstanding, as final bills accepted by Collectors could not be furnished by the Supply Department to the Revenue Department.

Consequently, the Board of Revenue started in April 1974 verification of the Supply Department's figures for foodgrains supplied in 1973-74. The verification *inter alia* revealed the following :—

(i) Bills of the suppliers totalled Rs. 39.21 lakhs as against Rs. 51.23 lakhs advanced by the Revenue Department in 1973-74. The Revenue Department stated (December 1975) that the advance was made against provisional claims for Rs. 51.35 lakhs earlier submitted by the Supply Department.

(ii) Claims for Rs. 9.15 lakhs (included in the sum of Rs. 39.21 lakhs) for foodgrains supplied to Cuttack District were awaiting detailed verification and acceptance by the Collector as discrepancies were noticed between the suppliers' figures and those of the Relief Officers.

In test check in the sub-divisional office, Kendrapara and in the district office, Cuttack, it was seen that the quantities stated to have been delivered to different officers were substantially greater or less than the quantities reported to have been received, the net effect being that approximately 40 tonnes less had been received than claimed for.

Claims for other years had not been checked (January 1976).

4.5.1. According to principles enunciated by the Government of India in September 1966, 75 per cent of the expenditure incurred in excess of the margin \* laid down by the Finance Commission and subject to the ceilings fixed by the Government of India, was eligible for Central assistance (50 per cent as grant and 25 per cent as loan). Expenditure on relief measures including gratuitous relief, relief works and provision of drinking water were eligible for assistance but not expenditure on establishment, heavy equipment or other items like repairs to Government properties. For the latter items, the Government of India gave *ad hoc* loans if the ways and means position of the State Government so necessitated. On the request of the State Government for Central assistance the Government of India deputed study teams to assess the situation and to make recommendations. Ceilings were fixed on expenditure of various types for computation of such assistance on the basis of their recommendations. Occasions on which Central study teams were deputed to the State during the period 1971-72 to 1973-74, the cost of relief measures estimated by the State Government and the ceilings fixed by the Government of India were :—

Period of visit of Central Team	Occasion of calamity	Estimate of the Government for relief measures	Ceiling approved by the Government of India
(1)	(2)	(3)	(4)
		(In crores of rupees)	
September 1971 (17th to 18th)	Floods (July 1971 to September 1971)	7.80	3.90
November 1971 (15th to 19th)	Cyclone (October 1971)	195.13	25.00
March 1972 (21st to 24th)	.. Cyclone (October 1971)		(Rs. 21.95 crores were to be spent in 1971-72 and Rs. 3.05 crores in 1972-73)

\* Rs. 123 lakhs per year as fixed by the Fourth Finance Commission increased to Rs. 125 lakhs by the Fifth Finance Commission.

Period of visit of Central Team	Occasion of calamity	Estimate of the Government for relief measures	Ceiling approved by the Government of India
(1)	(2)	(3)	(4)
(In crores of rupees )			
July 1972 (3rd to 6th)	.. Drought and scarcity (April 1972 to October 1972)	16.00	6.33
October 1972 (9th to 12th)	.. Flood and Cyclone (July 1972 to September 1972)	20.34	5.29
September 1973 (21st to 23rd)	Flood (July 1973, Septe- mber 1973)	12.20	7.03
November 1973 (2nd to 4th) ..	Flood (October 1973) ..	15.37	4.71

4.5.2. Some of the observations made by the Central study teams, were as follows :—

(i) For emergent relief in the wake of the cyclone in October 1971 the State Government estimated the number of affected people at 59 lakhs and estimated the requirement at Rs. 2 crores. For gratuitous relief to the disabled, another Rs. 2 crores was estimated. The team observed that emergent relief to a population of 59 lakhs was unwarranted and recommended Rs. 75 lakhs for emergent relief and Rs. 25 lakhs for gratuitous relief.

(ii) For the relief programme consequent on floods and the cyclone in September 1972 the State Government estimated Rs. 115 lakhs for house building grants to persons whose houses were damaged by flood and cyclone. It was stated that around 30,000 houses had collapsed completely and some 1,70,000 houses had been damaged. The requirement of funds was assessed at Rs. 45 lakhs, at Rs. 150 per house, for fully collapsed houses and Rs. 70 lakhs, at Rs. 30 to Rs. 50 per house, for partly damaged houses. The team considered the State Government's estimate to be high and recommended a sum of Rs. 30 lakhs, for the purpose.

(iii) Consequent on floods in July 1973 and September 1973 the State Government estimated that about 40,000 landless labourers would need employment for about two months till the commencement of harvesting in November 1973, for which Rs. 75 lakhs would be required. The team observed that repair and restoration works would provide some employment and ceiling of Rs. 30 lakhs would suffice for the purpose.

(iv) Similarly, consequent on floods in October 1973, the State Government had estimated that Rs. 48 lakhs would be required for grants to educational institutions (Rs. 28 lakhs for repairs to buildings and Rs. 20 lakhs for remission of fees of the students in the affected areas). The requirements were not supported by relevant statistics. The team observed that Rs. 15 lakhs would be adequate.

4.5.3. The ceilings fixed by the Government of India and expenditure reported by the State Government from 1971-72 to 1973-74 were as follows :—

Sub head of account	1971-72		1972-73		1973-74	
	Ceiling	Expenditure	Ceiling	Expenditure	Ceiling	Expenditure
(1)	(2)	(3)	(4)	(5)	(6)	(7)
(In lakhs of rupees)						
(i) Relief items ..	895	1,080.72	949.95	871.50	318.29	418.54
(ii) Repair and restoration ..	490	493.50	408.50	487.37	745.48	782.43
(iii) Loans ..	810	810.00	108.00	180.08	110.00	80.00
Total ..	2,195	2,384.22	1,466.45	1,538.95	1,173.77	1,280.97

Further details are in Appendix III.

The following amounts were given provisionally by the Government of India during the years 1971-72 to 1973-74, as Central assistance, subject to adjustment :—

Year	Grant	Loan	Total
(1)	(2)	(3)	(4)
(In lakhs of rupees)			
1971-72 ..	300.00	1,000.00	1,300.00
1972-73 ..	372.20	783.46	1,155.66
1973-74 ..	105.00	805.00	910.00
Total ..	777.20	2,588.46	3,365.66

The Central assistance given is subject to adjustment on the basis of actual qualifying expenditure.

It has been mentioned in Para 4.4 that detailed bills had not been rendered for amounts drawn on abstract bills, accounts of foodgrains supplied had not been finalised, local bodies who had been given grants for relief had not furnished utilisation certificates and some moneys drawn were not spent immediately. It was therefore difficult to ascertain how much was spent on relief measures. Further, as mentioned earlier in this Report some moneys were spent on purposes which do not *prima facie* qualify for Central assistance, for example expenditure on original works out of funds provided for repair (*c.f.* paragraph 3.14 above) and purchase of *dhoties*, *sarees* and *gamchas*, most of which were lying in stock (paragraph 3.2.3 above).

4.6. A fund known as the "Orissa Famine Relief Fund" was constituted under the Orissa Famine Relief Fund Regulation 1937 as amended from time to time. Receipts into, and disbursements from, the Fund during the five years ending 1973-74 were :—

Year	Opening balance	Receipts	Disbursements	Closing balance
(1)	(2)	(3)	(4)	(5)
		(In lakhs of rupees)		
1969-70	..	125'00	125'00	..
1970-71	..	125'81	59'73	66'08
1971-72	..	125'83	191'00	0'91
1972-73	..	125'00	125'00	0'91
1973-74	..	125'00	125'00	0'91

The balance in the Fund as on 31st March 1974 was Rs. 91,000.

## CHAPTER 5

## DROUGHT PRONE AREAS PROGRAMME

5.1. Drought is chronic in some areas of the State due to peculiar physical features and meagre facilities for irrigation. A Centrally Sponsored scheme called the Drought Prone Areas Programme (earlier known as the Rural Works Programme) was initiated in April 1970 for implementation during the Fourth Plan period. The Programme was initially designed to mitigate, if not totally to eradicate, the severity of drought by organising labour-intensive and production oriented works which would also provide employment opportunities to local labour. Works started under the programme were to be in addition to those included in the normal Plan. From January 1972, the programme was viewed more as a permanent solution, to the extent possible, of the problem of drought in selected areas, rather than as a scheme merely to create employment opportunities. Master Plans were visualised as an exercise in micro-level planning for integrated area development. Works were to be integrated with on-going relief and Plan programme and taken up in the following order of priority :—

- (i) major, medium or minor irrigation projects,
- (ii) soil conservation and afforestation, and
- (iii) roads necessary to open up the areas.

The programme also envisaged selection of a suitable agency for adequate supervision, guidance and control to ensure completion of the works by March 1974.

5.2. Of the thirteen districts, two districts (Kalahandi and Phulbani) which are predominantly inhabited by tribals were selected by the Government of India for implementing the programme on the consideration that these districts are economically backward apart from being vulnerable to drought. In January 1971, 25 blocks in these two districts were selected (11 out of 18 blocks in Kalahandi and 14 out of 15 in Phulbani).

5.3. Details of the programme were discussed by the State Government in January 1971, with officers of the Government of India. Items mentioned below were approved for execution in July 1972, a year and half later, after Master Plans were prepared and discussed.

Particulars of the Scheme	Number of units	Allotment	Percentage to the total outlay	Area in acres (planned to be irrigated)
(1)	(2)	(3)	(4)	(5)
	(In lakhs of rupees)			
(i) Minor Irrigation	.. 4	240.92	60.2	24,500
(ii) Soil Conservation and afforestation	..	51.89	13.0	..
(iii) Roads	.. 7 (293 Kms.)	107.19	26.8	..

Details of approved works are in Appendix IV. The estimated cost of the 14 minor irrigation schemes was Rs. 230.39 lakhs, but Rs. 240.92 lakhs were allotted to meet possible price escalation. Of the 14 minor irrigation schemes, six were reservoirs, the other eight being diversion weirs which were to supplement irrigation in the *kharif* season, if there were adequate rains that year.

5.4. Irrigation, soil conservation, afforestation and road works were executed through Rural Engineering, Soil Conservation, Forest and Roads and Buildings Divisions respectively. In the district, the work was co-ordinated by the Collector and at the State level by the Revenue Department till March 1971 and thereafter by the Community Development (Panchayat Raj) Department. Expenditure reported on these works was as follows :—

Works	1970-71	1971-72	1972-73	1973-74	Total
(1)	(2)	(3)	(4)	(5)	(6)
(In lakhs of rupees)					
Minor Irrigation ..	..	32.23	85.89	72.27	190.39
Roads ..	15.01	55.03	26.61	17.12	113.77
Soil Conservation ..	3.50	6.44	10.33	13.42	33.69
Afforestation ..	..	0.95	1.56	0.65	3.16
Total ..	18.51	94.65	124.39	103.46	341.01

Against the expenditure of Rs. 341.01 lakhs reported by the State Government, the Government of India had given grants totalling Rs. 311.20 lakhs.

5.5. Progress of works till the 31st March 1974 was reported to be as follows :—

Works	Units completed	Estimated cost	Expenditure reported
(1)	(2)	(3)	(4)
(In lakhs of rupees)			
Minor Irrigation ..	None (1,050 acre Irrigated)	230.39	190.39
Soil Conservation:—			
Nulla bunding ..	155 units	..	47.41
Land levelling ..	2,456 acres		
Sisal plantation ..	265 acres		
Coffee plantation ..	97 acres		
Afforestation ..	1,560 acres	..	4.48
Roads ..	174 kms.	..	107.71
Total ..	..	389.99	341.01

It will be seen that while approximately 80 per cent of the estimated cost of minor irrigation works had been spent, no scheme was complete and only 1,050 acres had been brought under irrigation against 24,500 acres planned. Expenditure on roads exceeded the original estimate by Rs. 6.06 lakhs whereas only 174 kilometres had been constructed against 293 kilometres of roads planned; no road had been completed to its full length.

5.6. In July 1973, because of over-all financial stringency the Government of India telegraphically informed all State Governments to stop forthwith soil conservation, afforestation and road works as no further assistance could be given in 1973-74. State Governments were informed in October 1973 that the amount already released in 1973-74 should be utilised to meet excess expenditure incurred till the end of 1972-73 and expenditure in all sectors including minor irrigation on both staff and works till July 1973. Any amount then available could be used to complete irrigation works in progress. State Governments were also requested to complete other incomplete works out of their own resources either in 1973-74 or in 1974-75.

In Orissa, the State Government continued other incomplete works, but stopped sisal and coffee plantation. According to the Joint Director, Soil Conservation (September 1974), 740 acres of land developed for plantation and seedlings grown in nurseries were lying unutilised because work was stopped in July 1973, when plantation was to commence. According to him, bushes were coming up in the land remaining unutilised and seedlings in the nurseries dying. In Phulbani District, Rs. 2.16 lakhs and Rs. 0.24 lakh had been spent in developing 450 acres of land and raising 13.8 lakhs seedlings respectively, of which 112.5 acres of land and 3 lakhs seedlings respectively were utilised. Information in respect of land and seedlings in Kalahandi district and expenditure on equipment lying unutilised were awaited (January 1976).

5.7. Other points noticed were :—

(i) According to the Chief Engineer, Rural Engineering Organisation (October 1974), one irrigation scheme was not started at all after some preliminary work was done, because of litigation with the contractor selected for the work. Of the other thirteen schemes, four have since been completed (January 1976). To complete minor irrigation and road works, a further expenditure of Rs. 78 lakhs was planned in the Fifth Plan period and the works were continuing (March 1976).

(ii) In Phulbani District, Rs. 5.29 lakhs were diverted (up to September 1972) from funds provided for irrigation scheme to road works not approved for the programme.

(iii) From December 1971, State Governments were allowed to purchase equipment, vehicles, etc., needed according to their norms and assistance for this purpose was to be in the form of loans from out of the total allocation to the State. State Governments were, however, allowed to debit to the programme the usual tools and plants charges at 1½ per cent of the cost of sanctioned works. In 1971-72, Rs. 9.42 lakhs were spent from programme funds on purchase of tools and plants including four crawler tractors (Rs. 8 lakhs) for reservoir schemes and two jeeps (Rs. 0.52 lakh) for supervision of the works.



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**PART II**

**DEVELOPMENT OF ROADS**

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## II. DEVELOPMENT OF ROADS

### CHAPTER 1

#### INTRODUCTORY

1.1. In December 1943, a plan for development of roads over a period of 20 years, was formulated at a conference of Chief Engineers held at Nagpur. This programme, known as the Nagpur Plan, envisaged that the country should have a total of 6,40,000 kilometres (reduced to 5,30,000 kilometres after partition) of roads by 1963. The plan also aimed at providing a well-balanced development of all classes of roads, *inter alia* to bring every village within a reach of two miles of a road in the case of thickly populated areas and of five miles of a road in other areas.

1.2. In Nagpur Plan, roads were classified into various categories as follows :—

(i) *National Highways*—The main highways connecting capitals of Provinces (States), ports, etc., and to be declared as such by the Government of India.

(ii) *State Highways*—Other trunk or arterial routes of a Province (State) connecting National Highways or highways of adjacent States, district headquarters and important cities within the Province (State) and serving as the main arteries of traffic from or to district roads.

(iii) *District Roads*—Roads traversing each district, serving areas of production and markets and connecting them with each other or with Highways and railways. District roads were further sub-divided according to expected traffic and specifications into two categories:—

(a) Major District Roads conforming roughly to the same specifications as the State Highways.

(b) Other District Roads to be of somewhat lower specifications.

(iv) *Village Road*:—Roads connecting villages or group of villages with each other or with the nearest district road, main highway, railway or river ghat.

State Highways and Major District Roads were mostly to be provided with a durable hard crust of a type which was both economical and easy to maintain. Other District Roads were to be generally provided with a properly engineered earth surface but improvements such as gravelling, soil stabilisation or macadam surfacing were to be considered wherever necessary. All State Highways were to be adequately bridged; the likely interruptions were generally not to be more than twelve hours at a time or more than six times in a year. Village Roads and Other District Roads were to have adequate crossings over streams so as to be usable with minimal interruptions.

### 1.3. First and Second Plans

During the first two Plans, emphasis was on improvement of the existing roads and construction of new bridges and not on construction of new roads. The general objective was to make the existing roads all-weather roads rather than to add to fair weather roads. By the end of the First Plan (March 1956) 17 per cent of the roads had been surfaced. The Second Plan mainly concentrated on metalling of road surfaces, widening of roads wherever necessary and black toppings ; construction of a few by-passes was also undertaken.

During this period, 2,849 kilometres of roads were stated to have been improved and 80 kilometres of roads and 44 bridges built.

1.4. In view of the rapid changes that were taking place in the country and their impact on the growth of road traffic, it was considered necessary to review the Nagpur Plan before it came to an end in 1963-64 and re-appraise the requirement of roads to cater to the needs of the expanding economy of the country. An All-India Road Development Plan for a period of 20 years commencing from 1961-62 was formulated at a conference of State Chief Engineers in 1957. Keeping in view the availability of funds, the 20-year Plan proposed an increase in the total road length in India from 5.34 lakh kilometres to 10.60 lakh kilometres by 1981, two-fifths of which were to be surfaced. An important objective was to bring every village in a developed and agricultural area within four miles of a metalled road and 1.5 miles of any road, in a semi-developed area within eight miles of a metalled road and three miles of any road and in an undeveloped and uncultivated area within 12 miles of a metalled road and 5 miles of any road.

### 1.5. Third Plan

The Third Plan was formulated in accordance with the broad objectives of the 20 year Plan (1961-80). The emphasis was on construction of bridges so as to make the roads usable through the year rather than on new roads. A sum of Rs. 18.71 crores was spent. The items planned and achievements in respect of roads under the control of the Public Works Department were as follows :—

	Planned	Achievement
	(Length in kilometres)	
Improvement of existing roads ..	1,994	1,158
New construction ..	52	80
Bridges (in number) ..	138	110

The construction of the 152 kilometres-long Expressway from Daitari Mines to Paradip was completed.

During the three Annual Plans (1966-69), 570 kilometres of existing roads were improved and 10.4 kilometres of new roads and 63 bridges were constructed.

## CHAPTER 2

## FOURTH PLAN

2.1. The objectives of the Fourth Plan were as follows:—

- (i) completion of works started in previous Plans,
- (ii) bridges to make certain roads all-weather roads,
- (iii) improving and strengthening of road crusts, and
- (iv) provision of under or over-bridges at railway crossings.

2.2. According to information furnished by the various departments, the total length of roads at the end of the Fourth Plan was 44,464 kilometres (excluding National Highways) as against the corresponding length of 42,971 kilometres at the commencement of the Plan period; categoriwise breakup is given below:

Category	Length of roads as in	
	April 1969	March 1974
	(In kilometres)	
1. Public Works Department roads ..	15,760	15,867 (15,867*)
2. Rural Engineering Organisation roads	6,118	6,420 (6,559*)
3. Panchayat Samiti roads ..	6,400	6,235 (8,524*)
4. Grama Panchayat roads ..	12,476	12,130 (12,136*)
5. Municipal roads ..	2,217	3,812 (3,811*)
<b>Total ..</b>	<b>42,971</b>	<b>44,464** (46,897*)</b>

Of these roads, 8,499 kilometres were surfaced in April 1969 and 10,882 kilometres in March 1974.

\*The figures represent road length as indicated by the Planning and Co-ordination Department in February 1976.

\*\*This figure excludes forest roads (6,792 kilometres) and unclassified village roads including those constructed under the Crash Scheme for Rural Employment.

2.3. The Fourth Plan outlay on State roads in Orissa was Rs. 1,300 lakhs. Amounts allocated and expenditure incurred during the Fourth Plan period on different categories of roads were:—

Category of roads		Provision	Expenditure
		( In lakhs of rupees )	
Expressway	..	57.32	32.22
State Highways and district roads	..	1,037.68	1,106.81
Rural roads	..	175.00	276.70
Municipal roads	..	30.00	29.70
Total	..	<u>1,300.00</u>	<u>1,445.43</u>

#### 2.4. Non-Plan expenditure on roads

Non-Plan expenditure on roads during the Fourth Plan period, being mostly on maintenance and repairs, was as follows:—

		Expenditure	
		( In lakhs of rupees )	
<i>Original works—</i>			
Public Works Department	..	121.38	
Rural Engineering Organisation	..	27.50	
<i>Maintenance and repairs—</i>			
Public Works Department	..	1,411.16	
Rural Engineering Organisation	..	240.88	
Total	..	<u>1,800.92</u>	

#### 2.5. Special Schemes

Apart from the outlay mentioned above, some amounts were also spent on roads during the Fourth Plan period from moneys provided for other programmes, including the Drought Prone Areas Programme mentioned in Chapter 5 of Part I of this Report.

Some of the other schemes or programmes are mentioned below:—

(i) *Roads of inter-State or economic importance*—Government of India had given grants to States from 1954-55 to 1968-69 for development of roads and bridges of inter-State or economic importance. For fifteen such works Rs. 93.28 lakhs were received as assistance, against which Rs. 107.12

lakhs were spent up to March 1969. From April 1969, Central assistance was given as loans to cover the entire estimated expenditure. The revised pattern was applied both to new works and to works in progress.

Under the revised scheme, loans amounting to Rs. 92 lakhs were approved by the Government of India, for construction of a bridge over river Subarnarekha on the Balasore-Kharagpur Road and another on river Jonk on the Aranga-Nuapara Road.

During the Plan period, Rs. 25.69 lakhs were spent on the bridge over the Subarnarekha. Work on the bridge over river Jonk had not started (September 1975).

(ii) *Tribal Development*—In 1972, Tribal Development Agencies were formed with headquarters at Gunupur and Parlakhemundi to draw up and implement an integrated programme for the economic-development of the tribal regions. The scheme was to be financed by assistance from the Government of India.

Seven road works estimated to cost Rs. 95 lakhs were approved by the State Government under the scheme. The works were entrusted to the Public Works Department (Roads and Buildings) as deposit works. Rupees 67 lakhs were received by the Department from the Tribal Development Agencies for these road works during the Fourth Plan against which Rs. 55.18 lakhs were spent; the works were in progress (March 1974).

Six other roads were entrusted to the Rural Engineering Organisation. As against a deposit of Rs. 47.22 lakhs, Rs. 42.67 lakhs were spent during the Plan period: a total length of 71 kilometres was reported to have been completed but cross drainage works had not been constructed.

(iii) *Crash Scheme for Rural Employment*—This scheme was mentioned in the Supplementary Report of the Comptroller and Auditor General of India for 1972-73 (Civil). In 1971-72 and 1972-73, 1,922 kilometres of roads were constructed under this scheme. According to the Community Development and Panchayat Raj Departments (January 1976) most of them were moorum roads. These roads had not been included in any of the recognised categories of village roads.

(iv) *Central Road Fund*—The Central Road Fund has been in existence since March 1929. The proceeds from the extra duty levied on motor spirit other than aviation spirit are credited to the Fund. Eighty per cent is allotted to States as Central Road Fund (allocations) based on the consumption of motor spirit in each State. The allocation may be spent on (a) construction of new roads and bridges, (b) reconstruction or substantial improvement of existing roads and bridges, and (c) maintenance of roads and bridges constructed, reconstructed or substantially improved from the Fund or with assistance from Central Government. But no expenditure may be incurred from the allocation without the approval of the Government of India. The balance of 20 per cent is divided between the Ordinary and the Special Reserves. Grants are also given to States from the former for specific works, while the latter is utilised for purposes such as research and experimental works apart from meeting the cost of administering the Fund.

In January 1973, the balance of the allocations available to this State was Rs. 85.19 lakhs. Government of India approved execution of the following works out of the allocations:—

Name of work	Estimated cost	Expenditure up to March 1974
	(Rupees in lakhs)	
(1) Bridge on river Bhargavi at Chandanpur on S. H. No. 8 (Bhubaneswar-Puri Road)	32.22	12.90
(2) Bridge over river Kanchi Nallah near Malatipatpur on S. H. No. 8	9.98	4.44
(3) Improvement to Bhubaneswar-Puri Road S. H. 8	30.00	18.30
Total	72.20	35.64

## 2.6. Public Works Department Roads

2.6.1. Including 87 works in progress from earlier periods, 209 works were programmed for execution by the Public Works Department during the Fourth Plan period; of these, 113 were bridge works and 96 were road works including minor bridges and culverts.

Out of 209 works included in the Plan, 78 works were completed and 131 works, including 47 spillover works, were carried over to the Fifth Plan. Of the 131 works which were incomplete, only 101 works were in progress. Work on the others had been held up at different stages for reasons such as lack of materials or of funds.

### 2.6.2. Important works executed

During the Fourth Plan one Major District Road and one Other District Road were reported to have been upgraded to State Highways standards, two classified village roads were upgraded as Major District Roads and one State Highway was taken up for widening.

According to a survey conducted in 1973, there were 412 kilometres of missing links as shown below:—

	Length in kilometres
Major District Roads	24.66
Other District Roads	86.00
Classified Village Roads	301.34

The extent to which these missing links were removed by March 1974 could not be ascertained, but according to the information available, 6 subdivisional headquarters, 16 Tehsil headquarters and 95 block headquarters were not connected by all-weather roads.



## 2.7. Roads under Rural Engineering Organisation

2.7.1. During the Fourth Plan, 147 works were taken up for execution by this organisation. Of these, 17 works were completed during the Fourth Plan period. The state of the works which were incomplete at the end of the Fourth Plan was as follows:—

	Number of works	
In progress	..	61
Stopped due to paucity of funds	..	42
Administrative approval awaited	..	13
Technical sanction awaited	..	10
Administrative approval cancelled	..	4
<b>Total</b>	..	<b>130</b>

The shortfall in achievements was generally attributed to paucity of funds and difficulties in land acquisition.

2.7.2. The Rural Engineering Organisation received 6,118 kilometres of roads from Revenue and other departments in 1964-65. It had been decided that in each Plan period it should receive 6,400 kilometres (4,000 miles) of such roads from the Panchayat Samities and transfer an equivalent length of roads to the Public Works Department after improvement. In March 1974, 6,420 kilometres of roads were under the organisation.

## 2.8 Panchayat Samiti roads, Gram Panchayat roads and Municipal roads

According to information furnished by the departments the total length of approved Panchayat Samiti Roads, Gram Panchayat roads and Municipal roads during the Fourth Plan was as follows:—

Year	Panchayat Samiti roads	Gram Panchayat roads	Municipal roads
(1)	(2)	(3)	(4)
	(In kilometres)		
1969-70	.. 6,400	12,476	2,217
1970-71	.. 6,480	12,356	Not furnished
1971-72	.. 6,504	12,360	3,158
1972-73	.. 6,406	12,212	Not furnished
1973-74	.. 6,235	12,130	3,812

The reasons for variation in length from year to year as explained by the departments were:

(a) For Panchayat Samiti roads and Gram Panchayat roads, the Community Development and Social Welfare Department stated (January 1976) that the variation was due to transfer of Gram Panchayat roads to various agencies like Panchayat Samities, Rural Engineering Organisation, Public Works Department, Notified Area Councils and acceptance of new roads as Gram Panchayat roads.

(b) For municipal roads, the Urban Development Department stated (November 1975) that the variation was due to declaration of additional urban areas as Municipalities and Notified Area Councils.

## CHAPTER 3

## ORGANISATION

## 3.1. General

There is no single administrative agency responsible for development of roads or for their maintenance in the State. Agencies responsible for development of different categories of roads are mentioned below. It may be added here that the Forest Department is responsible for forest roads which are primarily intended to facilitate management of forests and extraction of produce and there were, it appeared, a number of unclassified roads which are not in the jurisdiction of any department or local body.

## 3.2. National Highways

Up to August 1972, National Highways were under the administrative charge of the Chief Engineer, Roads & Buildings, when a separate organisation under the Chief Engineer, National Highways was created to be exclusively in charge of all works connected with the improvement and maintenance of National Highways. It consists of 5 circles with 18 divisions and three mechanical divisions (March 1975). No norm has been laid down by the Government of the work-load for a division in this organisation. The expenditure incurred during 1973-74 on the establishment in this organisation was Rs. 71.98 lakhs as compared to Rs. 19.41 lakhs recoverable from Government of India as agency charges at 7½ per cent of the works expenditure on National Highways.

The Director-General (Road Development) of the Government of India suggested in February 1973 that other Centrally sponsored schemes may be entrusted to the National Highways Organisation so as to utilise fully the staff available. A proposal to entrust to this organisation, village road works taken up during the Fifth Plan under the Minimum Needs Programme was approved by Government in July 1974.

## 3.3. State Highways, Major District Roads and Other District Roads

Responsibility for construction, development and maintenance of the Expressway from Daitari to Paradip, State Highways, Major and Other District Roads and some classified village roads is entrusted to the Public Works Department (Roads & Buildings). The organisation had (March 1975) five circles with 28 divisions under the charge of a Chief Engineer. This organisation is also responsible for construction and maintenance of Government buildings. Expenditure incurred on establishment and the expenditure incurred on works by the organisation were—

Year	Works expenditure	Establishment expenditure	Percentage
(1)	(2)	(3)	(4)
	(In lakhs of rupees)		
1969-70	8,46.06	1,62.37	19
1970-71	11,04.61	1,84.74	17
1971-72	13,87.24	1,81.23	13
1972-73	14,46.92	1,83.34	13
1973-74	18,25.65	2,29.04	13

Establishment charges in respect of works executed for other departments, Governments and local bodies were to be recovered at 11 per cent up to February 1974 and at 10.5 per cent thereafter, of the expenditure on works.

### 3.4. Rural and village roads

(a) The responsibility for village roads is divided among three different groups of agencies, namely, the Rural Engineering Organisation of the Rural Development Department, Panchayat Samities and Gram Panchayats. There is no clear definition of the jurisdiction of each agency or groups of agencies.

There was no inventory of village roads. According to the Fifth Plan document there were in April 1972, 27,200 kilometres of unclassified village roads apart from the lengths mentioned in paragraph 2.2 above. As mentioned earlier there was no information about the agency responsible for these roads.

(b) *Rural Engineering Organisation*—The Rural Engineering Organisation was started in 1962 for construction and maintenance of official buildings and minor irrigation projects. It was also to assist Panchayat Samities in executing works which were beyond their technical capability.

It is thus a composite organisation dealing with minor irrigation projects, construction of departmental buildings in rural areas and village roads. Expenditure on establishment and the works expenditure incurred in the five years ending 1973-74 was—

Year	Works expenditure	Establishment expenditure	Percentage of establishment expenditure to works expenditure
	(In lakhs of rupees)		
(1)	(2)	(3)	(4)
1969-70	2,12.90	63.67	29
1970-71	2,67.33	72.95	22
1971-72	5,58.10	78.02	14
1972-73	5,24.13	82.26	14
1973-74	5,12.07	95.82	19

Establishment charges on works executed for other departments and local bodies were recovered at 11 per cent up to February 1974 and at 10.5 per cent thereafter.

(c) There are 314 Panchayat Samities and 3,826 Gram Panchayats. Engineering Overseers of the concerned blocks generally look after Panchayat Samiti and Gram Panchayat roads, among other works, under the technical supervision of the Rural Engineering Organisation. Some of these works are also entrusted to the Rural Engineering Organisation itself as deposit works.

### 3.5. Municipal roads

There were 26 Municipalities and 58 Notified Area Councils in April 1974. Roads situated within the defined area of these bodies are the responsibility of the local body concerned. These are looked after by the engineering personnel of the respective local bodies.

### 3.6. Technical Vigilance

In February 1959, the State Government decided to introduce a system of administrative audit of works and to create a Technical Vigilance Cell for the purpose. The Cell was constituted in 1959 but apparently never functioned. In June 1968, Government formally abolished the cell, as Chief Engineers and Superintending Engineers were themselves expected to discharge the functions earlier entrusted to the Vigilance Cell. There is a Stores verification party in the Works Department to look into irregularities in the stores accounts and balances and a Vigilance Cell in the Political and Services Department.

### 3.7. Survey, investigation, soil test and quality control

There is an investigation circle at Bhubaneswar with three investigation divisions at Bhubaneswar, Sambalpur and Rourkela. The survey and investigation for works to be included in the Fifth Plan are being carried out by this circle. It was financed by the Government of India till November 1974 and during the Fourth Plan period, it was engaged mostly on survey and investigation works on the National Highways.

There is a research and quality control laboratory under the National Highway organisation with a Central Laboratory at Cuttack and five Zonal laboratories elsewhere for testing road metal, bricks, cement, concrete cubes, bearing capacity of foundation soils, etc. These laboratories were established towards the end of 1972.

In addition, there is one control and research laboratory headed by a Deputy Director, Research, under the Chief Engineer, Roads and Buildings with a Central laboratory at Bhubaneswar and two branches at Sambalpur and Berhampur. These laboratories conduct tests and research on various materials used in works, safe bearing capacity of soils, bridges, etc. The laboratory was experimenting on the use of Talcher fly ash as a substitute for cement and blast furnace slag from the Rourkela Steel Plant as a substitute for aggregate (May 1974).

## CHAPTER 4

## PLANNING AND DESIGN

## 4.1.1. Road Planning Board

In pursuance of a recommendation of the Transport Development Council, an All India body established to advise *inter alia* on matters of policy relating to roads, a Road Planning Board was set up by the State Government in May 1965, among other things, to :—

- (a) examine proposals for road development,
- (b) formulate programmes for the Annual and Five Year Plans,
- (c) advise on priorities and phasing of the programme, and
- (d) make appraisals of the road development programme from time to time.

The Board met twice, in May 1965, immediately after its constitution and again, in September 1965 ; it did not meet thereafter. The Board was reconstituted in November 1968 but the reconstituted Board was yet to meet (September 1975).

In its meeting held in 1965, the Road Planning Board recommended, *inter alia* that an integrated system of National Highways, State Highways and major district roads of economic importance should be evolved. No system as such appears to have been evolved. The road programme in the State during the Fourth Plan, it appeared, consisted of several unrelated works proposed by different authorities.

4.1.2. No survey of missing links in the road system or of deficiencies in the road surface, bridges or culverts had been conducted for the Fourth Plan. (A survey of missing links in the system was conducted in 1973). During the Fourth Plan, 53 new road works and 69 bridge works were taken up. Test check of 33 works indicated that while it was mentioned that these works were needed, there was no record to show how the need was assessed and how it was determined that these works should be given priority.

No new State Highways or Major District Roads were constructed. The road works mentioned above were mainly for widening, strengthening or otherwise improving existing roads. But as apparently no traffic surveys were conducted, it could not be ascertained how the need for strengthening of pavements was decided or the load bearing strength and other specifications were determined.

## 4.2. Rural roads

During the Fourth Plan period, 600 kilometres of rural roads were reported to have been widened to other district road standards, but details like the width of carriageway of the roads improved were not available.

In respect of works taken up for detailed check, it was found that the detailed design specifications were not mentioned in the estimates. All these roads were earthen roads with practically no permanent bridges.

#### 4.3. Village roads

No specific technical standards had been laid down for the roads constructed or maintained by the Panchayat Samities or the Grama Panchayats except that the Panchayat Samiti roads were to have a formation width of 26 feet and the Grama Panchayat roads a formation width of 16 feet.

#### 4.4. Municipal roads

No specification is laid down by the Urban Development Department for municipal roads. The specifications adopted by the State Public Works Department were reported to have been followed generally.

## CHAPTER 5

## EXECUTION OF WORK

5.1. Records pertaining to a State Highway (S. H. 1), two Major District Roads (M. D. R. 20 and 62) and some other road and bridge works under execution during the Fourth Plan period were test-checked. Points noticed are contained in the succeeding chapters.

5.2. From these chapters it will be seen that many works have been under execution for long periods. A statement showing delay in completion of some of the works selected for audit is in Appendix V. One of the reasons attributed for delay in completion of the works was piecemeal allotment of funds. As some bridges were not completed as planned, expenditure had to be incurred on provision of communication over the rivers by ferry services. Instances were noticed where designs and estimates were based on inadequate or incorrect data and later had to be modified substantially which increased the cost and also delayed the work. In some instances bridges were completed but could not be brought into use for sometime as approach roads had not been constructed. The original estimates for improvement of a State Highway did not include provision for construction of bridges and culverts and had to be revised during execution from Rs. 18.11 lakhs to Rs. 84.34 lakhs. Out of ten bridges, papers relating to which were seen, changes in designs and specifications were noticed in six bridges. In three cases, the bridge sites were shifted or their axis was changed after commencement of the work.

Execution of works without administrative approval or technical sanction is irregular according to the provisions of the Public Works Department Code. It was noticed that many works were started without administrative approval or technical sanction ; for a few works, the final administrative approval was not received even by the time the works were completed. Deviations from rules were also noticed in the procedure followed for inviting and accepting tenders. Works were sometimes split in to a number of segments the effect of which was that each segment was within the financial competence of an authority lower than the authority designated to decide on acceptance of tenders or other matters for the whole work.



## CHAPTER 6

## STATE HIGHWAYS

**6.1. State Highway No. 1**

6.1.1. This State Highway starts from its junction with N. H. 5 at Khurda and passes through the districts of Puri, Phulbani and Kalahandi and terminates at Amat on State Highway No. 2. The road is 363 kilometres long, of which 133.40 kilometres are in Puri, 177 kilometres in Phulbani and 52.60 kilometres in Kalahandi Districts.

The entire road has a single lane carriageway 12 feet wide ; the formation width of the road in the Phulbani District ranged between 26 feet and 32 feet (according to details compiled by the Department in 1972). The crust thickness varied from kilometre to kilometre, the range of variation being  $5\frac{3}{4}$  inches to  $10\frac{1}{4}$  inches ; no traffic census was conducted, it appears, to ascertain whether the crust thickness was in keeping with the requirements of the traffic on the road. No information was available regarding the geometrics of the road profile and other standards or specifications. In the Phulbani region, for which information had been collected by the Department, there were 18 weak minor bridges and 225 weak culverts requiring reconstruction.

Works for improvement of the road had been sanctioned piece-meal from time to time. During the Fourth Plan period, expenditure was incurred on five sanctioned estimates pertaining to this road—four started earlier and one during the Fourth Plan period. Of these works, three were completed in 1969, one in 1971 and one work in Kalahandi District was in progress (December 1974). Details of three of these five works are mentioned below.

**6.1.2. Improvement of section from Phirangia to Sarangada**

An estimate was sanctioned for Rs. 3.07 lakhs in 1952 to improve this stretch to State Highway standards. The original estimate was later found inadequate, as it did not provide for construction of new culverts or for widening the existing culverts required on the road. The estimate was revised to Rs. 5.36 lakhs in August 1955. The revised estimate provided for improvement of a length of 22 miles against the total length of 25 miles 1 furlong indicated in the rough estimate adopted for the administrative approval by Government ; no reason was recorded for the omission of 3 miles 1 furlong. The estimate provided for widening the road formation from 26 feet to 32 feet in the plains and from 16 feet to 26 feet in hilly area.

Although the work which commenced in 1956 was reported to have been completed in 1970, the completion report had not been received (September 1975). No funds were provided for it during the period 1964 to 1968. The expenditure incurred by the division on this work (Rs. 11.17 lakhs) during these years was charged to special repairs and flood damage repairs and not to original works (improvement of the road). Thus, the actual expenditure incurred on the road was Rs. 16.55 lakhs as against the sanctioned estimate of Rs. 5.36 lakhs and expenditure of Rs. 5.38 lakhs shown in the accounts.

### 6.1.3. Construction of high level bridge over Matrugaon Nallah

An estimate for construction of this bridge, 200 feet long, was approved in May 1969 and technically sanctioned in August 1969 for Rs. 3.46 lakhs. Agreements were executed with contractors in December 1968 but work orders were issued in October 1968 before detailed designs of the different items were finalised.

The work, due for completion (by April 1969), was reported to have been completed in 1971 at a cost of Rs. 3.07 lakhs. The delay on the work was attributed to the delays in supplying :—

- (i) detailed designs of abutments, pier caps, etc. (supplied in April 1969),
- (ii) drawings showing the superstructure and 'T' beam of the bridge (supplied in September 1969), and
- (iii) approved sections of abutments (supplied in July 1970).

Bearing plates used by the contractor on the bridge work were untested; though the contractor was asked in March 1970 to submit test certificates he did not, it was understood, produce such certificates.

Mild steel rods valued at Rs. 0.12 lakh were lying at the site of the work unutilised for periods ranging from 13 to 52 months. These had not been disposed of or taken back to stock (March 1975).

### 6.1.4. Construction of the stretch from Phulbani border to Rampur

Administrative approval for the work for Rs. 7.01 lakhs was accorded in August 1961. A revised estimate for Rs. 8.19 lakhs (estimate framed for Rs. 10.21 lakhs) was approved in November 1963. A second revised estimate for Rs. 24.80 lakhs submitted to Chief Engineer in December 1973 was awaiting sanction (December 1974). The work was stated to be in progress (September 1975).

The increase in cost was attributed to (i) execution of items not provided for in the original estimate, (ii) execution of quantities in excess of those provided in the estimate (iii) delay in execution and (iv) delay in allotment of sufficient funds.

The first revised estimate included 35 culverts; the Chief Engineer was not satisfied with the design of the culverts. Hence, he accorded technical sanction for Rs. 8.19 lakhs out of Rs. 10.21 lakhs and directed (in 1963) that construction of the culverts should be started only after detailed drawings for the culverts and ventways were approved by the competent authority. But another nine culverts and two minor bridges were constructed. All these items were included in the second revised estimate, sanction to which was awaited (February 1976).

Though in the original and first revised estimates the formation width was proposed at 32 feet, it was changed to 33 feet in the second revised estimate.

A portion of the work was split into 16 segments and awarded to different contractors (total value of contracts accepted for the 16 segments being Rs. 1.15 lakhs) without approval of the competent authority as prescribed in the departmental code. In respect of the stretch from mile 0/0 to mile 13/1 including two minor bridges, (estimated cost : Rs. 8.08 lakhs) out of three tenders received in March 1969, negotiations were conducted with the highest tenderer and the work was awarded to him after reduction of the rate in respect of one item of the tender. The circumstances under which the lowest and second lowest tenderers were not also invited to negotiate, were not available on record.

A storage godown was constructed at Bhawanipatna at a cost of Rs. 0.23 lakh and charged to the work, although it was not provided either in the administrative approval or technical sanction. According to the agreement entered into with the contractor, materials required for the work were to be supplied from the departmental godown at Narla and the contractor was to make his own arrangement for transport and storage of materials.

6.2. Six works on State Highways Nos. 2, 8, 10 and 11 were reviewed and some details are mentioned below.

#### 6.2.1. Construction of high level bridge over river Tel near Belgaon on S. H. 2.

Administrative approval was accorded for the work for Rs. 60 lakhs in March 1968 and detailed estimate was prepared for Rs. 59.83 lakhs in February 1971. The estimate was revised to Rs. 62.25 lakhs in January 1974 and Rs. 78.68 lakhs in November 1974. Technical sanction to none of these estimates had been accorded (September 1975). Work was awarded in March 1969 to a contractor for Rs. 32.91 lakhs to be completed by September 1971.

The value of work done till September 1973 was Rs. 24.34 lakhs, that is 75 per cent of the tender value. On being called on (January 1974) to explain why penal action should not be taken for delay in completing the work, the contractor attributed the delay to the following reasons :

(a) Delay of about six months in the final selection of the site and subsequent shifting of the site from the original location.

(b) Stoppage of work for six months due to delay in receipt of bottom plugging order.

(c) Non-availability at the appropriate time of the design of the components such as caps, abutments, etc. ; the design of the bearings was supplied only during the last part of 1972.

(d) Non-supply of mild steel rods according to requirements.

(e) Funds required for completion of work not being provided.

(f) Rates for extra items of work ordered for execution not being finalised.

Subsequently, the Department granted extension of time up to June 1975, subject to the condition that the contractor would claim no compensation and directed that a supplementary agreement should be executed to that effect. In May 1974, the contractor pointed out that he was entitled not only to compensation but also to revised rates for several items of work warranted by changes in the market conditions and prevailing rates of labour and did not agree to execute an agreement foregoing claims for compensation. In the same month, the Chief Engineer ordered closure of the contract by taking final measurements of the work done and for completion of the rest of the work by inviting fresh tenders. The final measurements had not been taken (September 1975); the bridge was incomplete. Rs. 40 lakhs had been spent up to July 1975.

Detailed estimates for the balance of the work were reported to have been sent to the Chief Engineer in August 1974, approval to which was awaited (February 1976).

The following points were also noticed :—(i) Construction of the bridge was undertaken without proper investigation and collection of necessary data. Trial bores were not dug to the required depth to get data on sub-soil conditions reportedly for want of equipment.

(ii) The records of the division showed that there was tilt and shift in the well being sunk for pier No. 10 beyond the permissible limit. It was explained that the sinking had not yet been completed to the final level and steps would be taken to rectify the excess tilt and shift after the final sinking of the well. The defects were not rectified until May 1974 when work was stopped.

(iii) According to the design approved for the tender notice, piers were to be constructed in coarse rubble masonry and concrete mixture and double well foundation in abutments. After commencement of work, specifications of piers were changed in August 1971 to plain cement concrete in single well foundations. The change of design at that stage led to execution of extra items for which payment was made at provisional rates. These rates had not been finalised (September 1975).

(iv) Recovery of hire charges for departmental machinery like air-compressor, concrete mixtures, etc., lent to the contractor had not been made on a uniform basis. It appears that overpayment caused by non-recovery of hire charges and income-tax deductions was approximately Rs. 0.96 lakh.

(v) The specifications in the agreement provided for work in all kinds of soil. During actual execution, rock strata were met and in June 1971 it was decided by the Department to pay the extra cost of sinking in rock at the current schedule of rates wherever rock strata were found. The additional expenditure on this account was Rs. 1.52 lakhs.

(vi) Due to non-completion of the bridge by the scheduled date, that is September 1971, expenditure had, it was understood, to be incurred on fair-weather bridges and maintenance of ferry services to provide communication across the river; information regarding the actual cost incurred was not available.

(vii) Land acquisition proposals for the approach roads were stated to be pending with the Collector, Balangir and no land had been acquired (September 1975).

(viii) Although construction of the bridge was started by the contractor in March 1969, mild steel rods valued at Rs. 10 lakhs were charged to the work during 1967-68 against the provision made under the head "64—Famine Relief".

(ix) Statements showing the theoretical requirements of principal items of materials and materials used on the work were not available. Receipts in support of issue of materials were not readily forthcoming. Materials-at-site accounts were not maintained up to date.

### 6.2.2. Improvements to State Highway No. 8 (Bhubaneswar to Puri Road)

Administrative approval for the improvement of five different reaches (miles 5/0 to 20/0 and 31/1 to 33/5) of this Highway was accorded for Rs. 29.93 lakhs in March 1973 and technical sanction for Rs. 30.41 lakhs was accorded in November 1973. Work on the stretch from miles 31/1 to 33/5 was awarded to a contractor in January 1973 for completion by July 1973. Agreement was executed (tender value of Rs. 6.64 lakhs) in April 1973. Soon thereafter, the contractor was also entrusted with work in the reach from miles 29 to 30, for which technical sanction or administrative approval had not been obtained nor had tenders been invited.

Work on the reach from miles 17/4 to 21/0 was awarded to another contractor (tender value Rs. 6.98 lakhs) in February 1973. The carriageway was widened by 5½ feet on both sides of the existing single-lane carriageway so as to make it 23 feet wide. Water-bound macadam, 6 inches thick, was laid on the widened strips on either side and partial grouting 3 inches thick on the middle portion of the carriageway. The premix carpet with seal coat was delayed reportedly for want of funds, for 11 months by which time the metal on the water-bound macadam surface was reported to have been disturbed by vehicular traffic. This resulted in extra expenditure of Rs. 0.26 lakh paid to the contractor in August 1974 to set right the damaged portion.

Maxphalt of the value of Rs. 4.32 lakhs was issued to the contractor; the cost of the material issued was not reflected in the register of works. Materials at site accounts were not forthcoming in the division to enable the receipt and disposal of the material to be verified.

### 6.2.3. Construction of a bridge over Kanchi Nallah on S. H. No. 8

An estimate for Rs. 8.83 lakhs was technically sanctioned and administratively approved in March 1973 for the bridge. The work was entrusted to a firm of contractors on a contract for Rs. 7.36 lakhs to be completed by March 1974. The work order was issued in March 1973 for execution in accordance with the contractor's plans and designs, as approved by the Department. In April 1974, a change in the design for the foundation of abutments was ordered by the Chief Engineer because of poor soil conditions; the additional cost was estimated by the Division at Rs. 0.54 lakh. The bridge

is reported to have been completed in May 1975. The expenditure incurred on the work till July 1975 was Rs. 8.02 lakhs. The amount actually due had not been determined (September 1975).

Although the bridge has been completed, construction of approach roads had not been taken up (August 1975). An estimate for Rs. 3.61 lakhs had been framed and was awaiting sanction. Only a part of land for the approach road was acquired up to July 1975.

#### **6.2.4. Construction of the high level bridge over River Bhargavi on State Highway No. 8**

Government accorded administrative approval for Rs. 33.22 lakhs for this work in November 1972. Construction of the bridge was to be financed from the Central Road Fund allocations.

The tender of a firm of contractors for Rs. 17.38 lakhs, being the lowest was accepted in March 1973 and the work was due for completion by June 1974.

The bridge was to be constructed according to the design proposed by the contractor which was accepted by the Chief Engineer in February 1973. Subsequently, while the work was in progress, several modifications were suggested including changes in the design of the abutments, wing walls, etc. The changes in design were assessed to involve an extra expenditure of Rs. 0.83 lakh.

The expenditure till July 1975 was Rs. 17.84 lakhs. Work was in progress (September 1975).

Construction of the approach roads was entrusted to a different contractor in June 1974 for completion by June 1975. The work was in progress (September 1975); progress is reported to be slow because of land acquisition problems.

#### **6.2.5. State Highway No. 10**

Improvement of the stretch from Rajamunda to the 35th mile was administratively approved for Rs. 18.11 lakhs in November 1955. The estimate was revised to Rs. 57.96 lakhs in November 1965 and again to Rs. 84.34 lakhs in July 1971; the second revised estimate was pending sanction and the administrative approval for this amount had not been accorded by Government (September 1975). The work was started in 1955-56 and was still in progress (September 1975). The expenditure incurred till March 1975 was Rs. 75.47 lakhs. The increase in expenditure and revision of the estimate was attributed to the following reasons :—

(i) Construction of 3 high-level bridges, 8 minor bridges and 95 culverts not envisaged in the original estimate.

(ii) Provision of an additional amount of Rs. 5.28 lakhs for regrading works in ghat sections.

- (iii) Construction of a bridge over Chunaghat Nallah.
- (iv) Provision of water-bound macadam crust, with black-topping.
- (v) Provision for soling and metalling in ghat portions.
- (vi) Construction of an office building.

#### 6.2.6. Improvement to S. H. 11 from Jarada to Champua

Initially, an estimate for Rs. 7.13 lakhs was sanctioned for the above work and administrative approval was accorded in January 1957. Subsequently a revised estimate was prepared (December 1967) for Rs. 22.37 lakhs, because further improvement had to be taken up as the load-bearing capacity of the soil and sub-grade was very poor. In February 1968, a special maintenance and repair estimate for Rs. 7.05 lakhs was prepared providing for improvements in different stretches.

Another estimate for Rs. 22.01 lakhs was ultimately framed (September 1972) by the division for improvement of the road in the worst affected stretches and to replace some old and weak bridges. The Department accorded (March 1973) administrative approval to this estimate for Rs. 21.80 lakhs, excluding a sum of Rs. 0.21 lakh provided for quality control, survey and investigation.

Pending sanction to the estimate, construction of three minor bridges (at miles 16/0, 16/3 and 25/6) which did not fall on the stretch of the road for which the above estimate was framed (46/0 to 84/0 mile) was started against the estimate, as the existing bridges at these points were completely damaged by floods in 1972. Subsequently a revised estimate for Rs. 33.58 lakhs including Rs. 8.39 lakhs for these three bridges and another estimate of Rs. 2.63 lakhs for another minor bridge at mile 25/7 (yet to be taken up) was submitted to the Chief Engineer in October 1973. Sanction to the detailed estimate and revised administrative approval were awaited (September 1975). The Chief Engineer's approval to take up the three bridges in advance of administrative approval and technical sanction were also not on record.

The three bridges were stated to have been completed in October 1973. The expenditure incurred on these bridges was not booked separately; expenditure incurred against the proposed estimate of Rs. 33.58 lakhs, till March 1975 was Rs. 20.87 lakhs.

For execution, the work from mile 46/0 to mile 59/0 was split up into four different reaches. Approval of the Chief Engineer for splitting the work was not obtained.

In all these cases, tenders were received in January 1973 and the decision to accept the tenders was taken in June 1973. Work orders were issued for one stretch in February 1973 and for two other stretches in March 1973, some months before the tenders were accepted. Work on the road was in progress (November 1975).

## CHAPTER 7

## DISTRICT ROADS

## 7.1. Major District Road (MDR) No. 20

7.1.1. This road is 70 miles long connecting Phulbani to Badekara near Angul on National Highway No. 42 after crossing the Mahanadi at Tikarpara. It passes through Phulbani and Dhenkanal districts.

## 7.1.2. Stretch, 50 miles long, in Phulbani District

Administrative approval for improvement of this stretch, known as the Phulbani-Tikarpara road, was accorded in June 1971 for Rs. 9.67 lakhs on the basis of a rough estimate for Rs. 10.04 lakhs. The rough estimate included provision of three bridges and four culverts so as to make it an all-weather road. Consequent on the revision of the schedule of rates in 1972, a revised estimate for Rs. 32.28 lakhs was prepared providing also for the following additional works estimated to cost Rs. 15.77 lakhs :—

	Amount (In lakhs of rupees)
(i) Construction of submersible bridge over Paidabhumi nallah.	5.77
(ii) Construction of culvert at the 40th mile ..	0.55
(iii) Metalling and surface dressing ..	9.45

The revised estimate was based partly on tender rates and partly on the 1972 schedule of rates. Sanction to the revised estimate was awaited (September 1975).

Although the entire work was sanctioned as a single unit, it was split into twelve reaches for execution. Approval of the competent authority for splitting the work was not on record.

The following four works were taken up for execution :—

	Amount as per original estimate (Rupees in lakhs)
(i) Improvement to the road from mile 41/0 to 48/0	1.11
(ii) Construction of a submersible bridge over Kailasi Nallah	2.03
(iii) Construction of submersible bridge over Kankadapathar Nallah	2.43
(iv) Construction of submersible bridge over Kankadapathar Nallah (blasting of stones)	0.43



Some points noticed were :—

(a) *Submersible bridge over Kailasi Nallah*—Tenders were called for in March 1970 but the agreement was executed with the contractor in May 1973. A written order to commence the work was issued to the contractor in March 1973. Although the work was scheduled for completion by September 1973 (six months from the date of issue of work order), the design and site plans were finalised only in February 1974. The time-limit for completion of the work was extended up to June 1974. The work was reported to be in progress in October 1974.

(b) *Submersible bridge over Kankadapathar Nallah*—Tenders for the work were invited in January 1971. An agreement was executed in December 1971 and a work order was issued simultaneously. The work was to be completed by June 1972.

In the agreement, provision was made for coursed rubble masonry first class in concrete mixture using hard broken granite. In February 1972, the contractor requested the Department to change the specification of the item to cement concrete on the ground that stone was not available for coursed masonry. The change in specification asked for by the contractor was approved by the Chief Engineer in July 1972 with the stipulation that payment would be made at the current schedule of rates. A report of the Sub-Divisional Officer, Boudh in March 1972 stated that boulders for the purpose were available, but that skilled masons for coursed rubble masonry work were not available with the contractor. The change in the specification resulted in an extra expenditure of Rs. 0.14 lakh on the work, computed at Rs. 120 per cubic metre being allowed to the contractor. The contractor has claimed a rate of Rs. 137.65 per cubic metre at the schedule of rates as revised in 1972. This was under consideration (September 1975).

Extension of time for completion of the work was last granted up to June 1974 but the work was reported to be under execution (February 1976).

### 7.1.3. Stretch in Dehenkanal District

This stretch 29 miles long is known as the Angul-Tikarpara road. Premix carpeting, 3/4 inch thick, at a cost of Rs. 3.97 lakhs, was administratively approved by the Government in October 1962, for the entire length of 29 miles. Detailed estimate for the amount was technically sanctioned by the Chief Engineer in November 1962 with the observation that there was no point in surface dressing of the road when most of the nallahs were yet to be provided with high level bridges. Finally, in January 1971, an estimate for Rs. 79.38 lakhs was prepared inclusive of bridges and culverts. The estimate was not, however, sanctioned and the project was dropped because it would be difficult to provide funds of that order and the work was unlikely to be completed during the Plan period.

Although the project to improve the road was dropped, expenditure was incurred against piecemeal allotments made during the years 1970—74 for improving small stretches of the roads by way of partial grouting, surface dressing, metalling, construction of culverts, etc. The total expenditure incurred out of such allotments was Rs. 2.90 lakhs, a substantial portion of which was on collection of metal. Rupees 3.49 lakhs were also spent on

improvement of certain stretches by charging the expenditure to repair grants and to grants for relief works placed at the disposal of the division. Thus, Rs. 6.92 lakhs were spent on improvement of disjointed stretches of the road.

Absence of a bridge at Rouli Nallah caused hindrance to traffic ; work on the bridge was proposed (November 1971) to be taken up on a priority basis. Administrative approval and technical sanction were accorded for the work in March 1972 for Rs. 7.68 lakhs. In 1973-74, however, the design and drawing of the bridge were changed necessitating a revised estimate of Rs. 12.86 lakhs. Administrative approval and technical sanction for the revised estimate had not been accorded and the work had not been commenced (September 1975). Meanwhile, materials (value Rs. 1 lakh) have been booked to the accounts of the work in 1973-74.

The bridge works taken up to make this Major District Road an all-weather road had not been completed (up to February 1975).

## 7.2. Major District Road No. 62

7.2.1. M. D. R. 62 is 125 kilometres long, starting from National Highway No. 5 near Khallikote in Ganjam District and joining M. D. R. 58 at Daringabadi. It passes through two districts, Ganjam (107 kilometres) and Phulbani (18 kilometres). The formation width, it was stated, varied from 21 feet to 26 feet in various reaches. There were 30 weak and narrow culverts in Ganjam and 12 weak culverts and 10 weak minor bridges in Phulbani. The crust thickness of the road in various stretches in Ganjam varied from 4 1/2 inches to 6 inches and in Phulbani it was 10 1/2 inches. improvement of a stretch of 17 miles from Gajalbadi to Daringabadi was taken up during the Fourth Plan period. The work was divided between two divisions.

### 7.2.2. Work executed by Phulbani Division

The cost of improvement of the road from mile 0 to mile 10/2 was estimated in 1960 at Rs. 6.86 lakhs. This was intended to provide a formation width of 26 feet in the plains and 22 feet in the ghat portions (four miles) with provision for 4 1/2 inches of metalling ; there was no provision for soling. The estimate was revised to Rs. 23.58 lakhs in October 1972 because of :—

- (i) revision in the schedule of rates,
- (ii) change in the formation width of the road, and
- (iii) provision of 6 inches of soling to rectify the omission in the estimate.

The work was started in 1960-61 and was incomplete (October 1974). The slow progress was attributed to the following reasons :—

- (i) Metalling was entrusted to one contractor and soling to another ; there was no co-ordination between the two.
- (ii) The work was stopped between 1962 and 1970 due to non-finalisation of the alignment.
- (iii) Culverts on the road could not be constructed till October 1974 as cement was not available.

The contract for metalling of the first 7 miles was terminated in July 1965. There was no record of when the contract for soling was also terminated. In 1968-69, the balance of work both for metalling and soling was awarded to another contractor and executed at an extra cost of Rs. 0'12 lakh with reference to the rates agreed with the earlier contractors.

Tenders for the improvement of the road from mile 7 to mile 11 were called for in 1969 and the lowest tender (Rs. 6'03 lakhs) at 14'84 per cent less than the estimated cost was accepted by the Chief Engineer in October 1969. In November 1969, the Executive Engineer requested the Chief Engineer for allotment of funds to enable him to issue the work order. No funds were provided during 1969-70. On the basis of a provision of Rs. 1 lakh made in 1970-71, the Executive Engineer directed the contractor, in October 1970, to execute an agreement. The contractor refused (November 1970) to execute the work as the validity of the tender had expired. The work was awarded (in 1971) to another contractor by inviting fresh tenders which involved an extra expenditure of Rs. 1'02 lakhs, as compared to the rates of the earlier tenderer.

The following other points were noticed:—

(i) From the two tender notices for the stretch from mile 7 to mile 11, it was seen that the earlier tender notice contemplated excavation work in stony earth whereas the later tender provided for excavation in all kinds of soil.

(ii) In September 1974, mild steel rods of different sizes of value of Rs. 0'09 lakh were lying at the site of the work unutilised since March 1969.

(iii) The work was check-measured by the Executive Engineer only twice since its commencement, once in March 1963 and again in January 1970.

(iv) During the year 1968-69, when no funds were allotted for the work, Rs. 0'65 lakh were spent from the allotment for flood relief.

### **7.2.3. Work executed by Ganjam Roads and Buildings Division and later by Parlakhemundi Roads and Buildings Division**

The improvement of the road from mile 10/2 to mile 17 was to cost Rs. 7'24 lakhs. The work was taken up in 1961-62 and was suspended in September 1970 after Rs. 1'18 lakhs were spent, as funds were not provided thereafter. With this expenditure the work from mile 13/7 to mile 17 was reported to have been almost completed with the exception of a bridge to be constructed at Rasikjodi nallah at mile 15, which was proposed to be included in the revised estimate.

In January 1970, tenders were called for the work on the stretch from mile 9/6 to mile 12/4, the cost to be met from the "Flood damage repair grants". Against an estimate for Rs. 0'96 lakh, the lowest tender valued at Rs. 0'87 lakh was accepted in February 1970. The contractor was directed to execute the agreement immediately but, shortly thereafter, the order to commence work was cancelled. In October 1970, on an inspection by the Chief Engineer, it was noticed that the approved alignment of road

on certain stretches from mile 9/6 to 13/7 required changes to obtain acceptable gradients; it was decided to improve the formation, grade and surface of the existing alignment, with modifications wherever necessary. A working estimate for the incomplete ghat portion between miles 11/0 and 13/7 was prepared for Rs. 7.65 lakhs and tenders were invited. All tenders received were rejected in May 1971 after another inspection by the Chief Engineer and it was decided to divide the work into different reaches. This decision to split the work into different reaches was later reversed and tender for the whole stretch (11/0 to 13/7) was invited afresh in 1972. At that stage, the contractor whose tender for execution of the work against the flood damage repair grant was cancelled in February 1970, approached the Department with an offer to execute the work at the rates quoted by him earlier. This offer was not accepted and he was advised to put in his tender again. Eventually, the work was awarded to another contractor who was the lowest tenderer amongst the fresh tenders received. This led to an extra cost of Rs. 3.21 lakhs in respect of the work executed and paid for up to August 1974, as compared with the rates offered in February 1970.

The work, due for completion by November 1973, was in progress (September 1975).

As against the working estimate of Rs. 7.65 lakhs for the work, actual expenditure incurred upto August 1974 was Rs. 10.59 lakhs; a revised estimate for Rs. 15.49 lakhs was reported to be under consideration (September 1975).

7.3. It has been mentioned in paragraph 2.4(i) that of the two bridges, construction of which was approved by the Government of India under the scheme for roads of inter-State or economic importance, work on the bridge over river Jonk had not commenced and was in progress on the bridge over river Subarnarekha.

Some points noticed in regard to the latter are mentioned below :—

Construction of a high level bridge over river Subarnarekha on the Kharagpur-Balasore road on MDR 74 was thought of in 1952 to provide an inter-State road between Orissa and West Bengal. This road was expected to contribute to the Commercial development of North Orissa and to reduce traffic on National Highway 5 by providing a shorter connection from Balasore to Kharagpur. The construction of the bridge would also save 64 kilometres of the distance between Balasore and Kharagpur or Calcutta.

An estimate for Rs. 55.73 lakhs was framed in February 1963. This work could not be taken up because of shortage of funds in the Third Plan and was included in the Fourth Plan. Expenditure on the bridge was to be met from a loan from the Government of India; the liabilities for repayment of the loan and for payment of interest was to be shared equally between the Governments of Orissa and West Bengal. The estimate had to be revised thrice and was finally fixed at Rs. 79.95 lakhs with the concurrence of the Government of West Bengal in August 1972. The Government of India, however, decided (May 1973) to restrict the loan to Rs. 74 lakhs.

The estimate of Rs. 79.95 lakhs did not include the cost of approach roads. For this purpose the Government of Orissa accorded administrative approval for Rs. 40.71 lakhs and requested the Government of India in March 1973

for sanction of Rs. 41 lakhs as a loan and the Government of West Bengal to bear fifty per cent of the cost of the approach road. Replies from the Government of India and Government of West Bengal were awaited (September 1975). The actual loan given by the Government of India during the Plan period was Rs. 27.50 lakhs as detailed below :—

	Amount (Rs. in lakhs)
1972-73	10.00
1973-74	7.50
1974-75	10.00
Total	27.50

The expenditure on the bridge upto July 1975 was Rs. 37.43 lakhs. In addition, Rs. 3.21 lakhs were spent up to July 1975 on construction of approach roads.

The main work was awarded (February 1973) to the Orissa Construction Corporation Limited for Rs. 65.50 lakhs. Work was started in March 1973 and was due to be completed by the 28th February 1975. The work was in progress (September 1975). It was understood that an application from the Corporation for extension of time up to June 1977 was under consideration (August 1975).

The Executive Engineer, Subarnarekha Bridge Division had reported (November 1974) that work on this bridge was held up as the soil test results of wells 6, 7 and 8 showed that the safe bearing capacity was as low as 3.5 tonnes per square foot as against the designed capacity of 7.5 tonnes. The Chief Engineer instructed (November 1974) the Executive Engineer to conduct a plate bearing test on these wells to check the safe bearing capacity at *minus* 48 RL. and to go ahead with the work except for these wells. In February 1973, the Chief Engineer asked the Corporation to take the samples of the soil in these wells between *minus* 48 RL. and *minus* 65 R. L. for testing. The Corporation stated in April 1975 that soil investigation was outside the scope of its contract. Subsequently, sinking of five wells (Nos. 9, 10, 11, 12 and 13) was also stopped, as soil data gave uncertain indications, to be resumed after soil samples were tested. The Orissa Construction Corporation reported to the Chief Engineer (April 1975) that they had completed the sinking of wells 2 to 8 up to the foundation depth of *minus* 48 RL. and that the work on wells 9 to 13 had been stopped in December 1974 as desired by the Department. The Corporation submitted a claim for Rs. 25.65 lakhs as extra costs because of price escalation in the context of the delay in the execution of work for reasons attributable to the Department. The Chief Engineer in his report to Government (September 1975) stated that soil investigation studies had to be done for giving clearance and this had resulted in delays. He recommended that the Government might allow the enhanced rates for the portion of work done after June 1975 limiting the extra amount to Rs. 16 lakhs. Government's decision was awaited (March 1976).

The following other points were also noticed in the execution of the work:—

(i) Though there was no provision for supply of materials by the Department, 11,342 bags of cement were issued to the Corporation for the work.

(ii) Though the work commenced in March 1973, materials such as mild steel rods and asbestos cement sheets worth Rs. 9.23 lakhs had been booked in the accounts of the work in 1962-63 and 1969-70.

(iii) A sum of Rs. 1.78 lakhs was paid in March 1974 to the Land Acquisition Officer, Balasore, for acquisition of 73.81 acres in four villages for the construction of approach roads to the high level bridge. By March 1975, 23.93 acres of land had been acquired. Land Acquisition proceedings for the rest were stated to be in progress (September 1975).

(iv) The works account had not been posted up to date; there was a discrepancy of Rs. 2.04 lakhs in the accounts.

(v) Tools and Plants were not physically verified by the Sub-Divisional Officers for the year ending 1973.

(vi) There was a difference in the balance of materials in the works accounts and in the site accounts as in December 1973. While the former showed a balance of 790.95 tonnes of steel materials and 4,273 asbestos cement sheets valued at Rs. 8.48 lakhs, the latter showed only 30.04 tonnes of steel and 541 asbestos cement sheets. The difference of 760.91 tonnes of steel and 3,732 asbestos cement sheets valued at Rs. 8.25 lakhs had not been reconciled.

(vii) Five hundred asbestos cement sheets costing Rs. 0.11 lakh were, it appears, sold at the site of work to a private party in July 1970 in contravention of the codal provisions. Sale proceeds had not been taken into the account (September 1975).

#### 7.4. Construction of a bridge over Tikkara river on M. D. R. 19

Construction of this bridge was approved for Rs. 3.05 lakhs in November 1950 but was not taken up. In February 1963, a rough estimate amounting to Rs. 12.78 lakhs including the cost of approach roads and two minor bridges on either approach over spill channels was forwarded to Government but was again deferred pending approval of the Government of India to the work being financed from the balances of the Central Road Fund. A revised estimate of Rs. 16.10 lakhs was finally sanctioned by the Chief Engineer in August 1968 but administrative approval was accorded in March 1970. The work was awarded to a firm of contractors (tender value Rs. 10.25 lakhs) in February 1971. The order to commence work was issued in June 1971, to be completed by June 1973. In January 1974, some months after work had started, the Chief Engineer approved the shifting of the site by 50 feet down-stream because the earlier site was unsuitable because of scouring action of the river in its left bank. This necessitated several changes in the scope of work. In his representation of May 1974, the contractor stated that the drawings approved by the Chief Engineer in January 1974 resulted in a total change in the superstructure from cement concrete to reinforced cement concrete and also necessitated fabrication of new shutterings, etc. He also pointed out that he had suffered a heavy loss because of frequent changes made by the Department and asked for finalisation of rates at which the new items of works were to be executed. These rates had not been decided (February 1976).

The work was originally under the executive control of Dhenkanal Roads and Buildings Division and was transferred to Sambalpur Roads and Buildings Division in December 1972. According to the agreement, the contractor was to carry cement and steel from the stores at Angul under Dhenkanal Division. Consequent on the transfer of work to Sambalpur Division the contractor was required to carry materials from a different stores at Deogarh, involving an extra lead of 27 kilometres. The consequent extra expenditure was Rs. 4.22 lakhs.

The tentative programme submitted by the Executive Engineer in June 1974 envisaged completion of the work by June 1976. The delay involves additional expenditure of fair-weather access until the bridge is completed; the amount spent during 1973-74 and 1974-75 on this account was approximately Rs. 0.19 lakh.

#### 7.5. Construction of a high level bridge over river Badkella on Jharsuguda-Madhya Pradesh Road

Construction of this bridge was approved in June 1965 for Rs. 11.42 lakhs. The work was begun in 1963. The estimate was revised thrice, first in February 1967 to Rs. 12.83 lakhs, again in August 1967 to Rs. 16.09 lakhs and finally in August 1974 to Rs. 19.70 lakhs. The last estimate was under consideration (September 1975). The reasons for revision from time to time were broadly indicated as :—

(a) Change of design during execution from open foundations to well foundations,

(b) rise in costs of labour and materials, and

(c) increase in the cost of land.

Up to October 1974, Rs. 23.27 lakhs were spent. The bridge was reported to be complete but the approaches were yet to be provided (November 1974).

The following other points were noticed :—

(a) Although there was no provision in the estimate for maxphalt, 245 drums of maxphalt valued at Rs. 0.29 lakh were shown as issued to the work in March 1974.

(b) The work was under the jurisdiction of Sundergarh Roads and Buildings Division and was later transferred to Sambalpur Roads and Buildings Division. The Executive Engineer, Sambalpur Division, while taking over the work, reported (August 1974) the following shortages :—

	Quantity	Value (In lakhs of rupees)
Mild steel rods	.. 318.25 tonnes	2.86
Cement	.. 1,800 bags	0.19
Asbestos cement sheets	.. 56 numbers	0.01
Total		<u>3.06</u>

The shortage had not been investigated and regularised (July 1975).

(c) Rupees 4.10 lakhs spent on another work on the Belpahar-Kanaktora road during 1963-64 was charged to this work.

#### 7.6. Construction of Joda-Bamebari Road (including grouting)

Administrative approval for the above work was given in November 1966 for Rs. 28.66 lakhs. The detailed estimate for Rs. 28.38 lakhs was sanctioned in April 1968. The work was completed in November 1969. The total expenditure incurred was Rs. 44.52 lakhs (up to March 1972). The increase in expenditure was mainly due to redesigning of the road crust, execution of extra quantities of work, increase in cost of land acquisition and construction of an inspection bungalow at Joda. Proposal for a revised administrative approval was sent to Government in February 1971 but approval was awaited (September 1975).

The work was started in October 1966 and was due for completion by June 1967. The Superintending Engineer reported in June 1967 that the contractor had executed only part of the work by May 1967 and attributed the delay to the inability of the contractor to engage more labourers. The Chief Engineer recommended (July 1967) to Government that the contract might be rescinded and the balance of the work executed through a different agency. Subsequently on a representation of the contractor, he was allowed extension of time up to June 1968. The work was reported to have been completed by the contractor by November 1969. No extension of time had been granted beyond June 1968 nor was any penalty levied for the further delay.

The following other points were noticed (September 1974):—

(i) There was a provision of Rs. 0.32 lakh in the estimate for a diversion road. Expenditure incurred on providing the diversion road was Rs. 3.96 lakhs. In October 1967, Government ordered recovery of Rs. 1.52 lakhs from the contractor towards the extra cost of maintenance of the diversion road for a period longer than envisaged earlier because of delay in execution of the main work by the contractor. The Chief Engineer, however, suggested (November 1967) reconsideration of these orders on the following grounds:—

(a) It was not visualised in the estimates that the diversion road would be 18.4 kilometres long.

(b) The diversion road had to be maintained in a fit condition to allow iron ore traffic of high intensity of 12,000 tonnes per day, whereas at the estimate stage it was designed for 4,000 to 6,000 tonnes per day.

(c) Work on the diversion road was not put to tender and did not find a place in the contract.

Decision of Government was awaited. Meanwhile no recovery had been made (July 1975).

(ii) Due to changes in the design, work in excess of the quantities provided in the agreement and extra item of work had to be executed by the contractor. The contract provided that the contractor was to



execute the extra quantities, necessitated by changes in designs, at the rates provided in the agreement and extra items at the schedule of rates prevalent during execution. In June 1967, the contractor asked for enhancement of rates for quantities of works to be executed beyond those provided in the contract. In February 1968, Government called for a report from the Chief Engineer in that regard. No such report was submitted to Government but the Chief Engineer approved (October 1969) payment for the extra quantities in respect of eight items of work at rates in excess of those stipulated in the contract and for fourteen extra items of work at rates in excess of the prevailing schedule of rates; these rates were stated to have been derived by actual observation. The amount paid to the contractor without approval of Government was Rs. 8.02 lakhs.

(iii) Maxphalt worth Rs. 0.69 lakh was shown in the accounts as transferred to this work from other works but the material was not entered in the site account. The material was neither used nor retransferred to other works subsequently. The materials at site were not physically verified.

#### **7.7. Improvements to the road from Batagaon to Chandaneswar via Hugli including construction of a bridge over the Orissa Coast Canal**

The original estimate for this work was sanctioned for Rs. 11.58 lakhs in October 1957. A revised estimate submitted in November 1969 for Rs. 24.67 lakhs was awaiting sanction (July 1975). The work was commenced in 1958 and was in progress (July 1975). The expenditure incurred till the end of July 1975 was Rs. 18.71 lakhs. The revision of the estimate was reported to be due to the following factors :—

(a) higher cost and revision of schedule of rates in 1969; original estimate was on the basis of the 1957 schedule of rates;

(b) change in design of culverts raising the cost from Rs. 0.60 lakh to Rs. 2.03 lakhs;

(c) inclusion of the cost of work-charged staff, storage godown and fair weather roads not provided for in the original estimate; and

(d) rise in the cost of land; the original estimate provided for Rs. 0.42 lakh against which expenditure already incurred was Rs. 2.03 lakhs and a further expenditure of Rs. 0.63 lakh was anticipated.

The work was split and entrusted for execution to different contractors against 56 agreements. Approval of the competent authority was not obtained as required in the departmental code.

Rupees 1.47 lakhs spent on the work during the years 1959-60 to 1973-74 when no allotment was made available, had been charged to repair estimates.

The contractor entrusted with construction of the high level bridge in December 1968 closed the work (February 1971) without executing all items of work such as fixing guard posts, pitching approaches, soling and metalling. The agreement entered into with the contractor provided

for a test after completion of the bridge. No such test, it appeared, was conducted. In May 1972, a depression in the wing walls of one of the approach roads and cracks in the abutment were noticed. After making arrangements for temporary supports, the Chief Engineer ordered the following arrangements (January 1973) :—

(a) provision of a diversion road for the traffic to cross the Orissa Coast Canal;

(b) removal of earth on either side, of the abutments to investigate causes of the wide cracks;

(c) filling up of the back of the abutment with sand;

(d) filling up of the gap between the wing walls and abutments with concrete and providing a concrete slab on top; and

(e) construction of toe walls suitably, so as to retain the back fill earth at a slope of 1:2.

Rupees 0.55 lakh were spent by the Department on remedial measures undertaken in January 1973.

#### **7.8. Improvement of the first 24 miles of the road from Balliguda to Khamankhole**

Estimate for the work was approved in March 1971 for Rs. 9.93 lakhs and technical sanction accorded by the Chief Engineer in September 1971. The work was commenced in March 1971. Till July 1975, Rs. 12.80 lakhs were spent and a revised estimate for Rs. 12.85 lakhs prepared in October 1974 was yet to be sanctioned. Work was in progress (September 1975).

The work was split into 23 parts and entrusted to different agencies for execution; the splitting of the work had not been approved by the competent authority.

For the work between miles 12 to 16/5 entrusted to a contractor against three agreements (for reaches from mile 12 to mile 13/5, from mile 13/5 to mile 15 and from mile 15 to mile 16/5), the agreements included an item described as "Dry stone masonry or rough stone masonry for guard walls and retaining walls with hard stones other than granite and laterite stones with the cost and conveyance of all materials and royalties, taxes, etc., complete at Rs. 19.01 per cubic metre". It was noticed in audit that the Department had supplied 4,930 cubic metres of metal for use in the work and Rs. 0.19 lakh was recovered from the contractor as cost thereof, at rates varying from Rs. 4.40 to Rs. 4.60 per cubic metre. The element of labour charges included in the rate of Rs. 19.01 (that is excluding cost of stone) was only Rs. 4.85 per cubic metre. The value of the contract, excluding materials, was Rs. 0.24 lakh against which the contractor was paid Rs. 0.75 lakh.

7.9. In test-check of accounts of some other works the following points were seen :—

(i) The estimate for "widening of 132 K. V. line road from Luhagudi to Komatlapeta", 84 kilometres long, was administratively approved (August 1960) for Rs. 36.06 lakhs. A revised estimate was submitted for Rs. 53.86 lakhs in October 1973 but had not been sanctioned (September 1975). The work was executed through the agency of six contractors and 652 job-workers by splitting the stretch into different reaches. The work was commenced in 1950-51 and was in progress (September 1975). Expenditure incurred till March 1975 was Rs. 72.72 lakhs. The expenditure incurred was in excess of the proposed revised estimate by 18.86 lakhs.

In 1964, possession of 178 acres of land was taken for execution of this work by the Rayagada Roads and Buildings Division. The amount of compensation involved was assessed in 1972 at Rs. 2.83 lakhs. Land acquisition proceedings had not, however, been initiated (September 1975).

(ii) Improvement to the road from G. Udayagiri to Sarangoda (24 kilometres long) was started in 1971 against technical sanction of Rs. 5 lakhs accorded in October 1970. Expenditure incurred up to March 1975 was Rs. 7.44 lakhs. A revised estimate was submitted for Rs. 6.86 lakhs in 1971 but was yet to be sanctioned (July 1975). After complaints were received from the public, a joint inspection conducted by the Collector, Phulbani and the Executive Engineer in October 1971 revealed that the road metal used by the contractor was oversize and moorum used for spreading was not of the approved quality. There was no information whether the defective work had been rectified later (September 1975).

## CHAPTER 8

## VILLAGE ROADS

8.1. Records pertaining to a few works included in the road programme of the Rural Engineering Organisation for the Fourth Plan period were examined and the following points were noticed.

**8.2. Improvement to Purnakatak-Dhalpur Road**

Original estimate for Rs. 1.30 lakhs was framed in June 1967 and the work was first administratively approved at an estimated cost of Rs. 1.30 lakhs in March 1968. The revised estimate for Rs. 5.43 lakhs was again administratively approved in December 1971. The estimate was revised again in 1973 to Rs. 5.94 lakhs ; this estimate was awaiting approval and technical sanction (September 1974).

The work was split into two parts, namely (i) improvement to the road and (ii) construction of a culvert.

An agreement was executed with the contractor for the first item on the 21st March 1969. The date of commencement of the work according to the agreement was the 20th March 1969 and it was to be completed by the 19th November 1969. It was actually completed in December 1971.

The contract was for Rs. 1.43 lakhs, but the total value of work done came to Rs. 2.48 lakhs because of the additional quantities of work executed, which were not sanctioned by the competent authority.

The work did not, according to the estimate, require cement or steel. Yet 1,000 bags of cement and 1.5 tonnes of mild steel rods valued at Rs. 0.14 lakh were issued to the work in March 1969 out of which 310 bags of cement and 1.5 tonnes of mild steel rods worth Rs. 0.05 lakh were returned back to stock in July 1969 and 490 bags of cement worth Rs. 0.06 lakh were transferred to the work "Flood Damage Repairs to Tentuliguda Minor Irrigation Project". After these transfers, a sum of Rs. 0.03 lakh relating to the cost of 200 bags of cement should have been outstanding under the materials column but the records showed a 'nil' balance.

No part of the work was done departmentally. It was, however, seen that Rs. 0.12 lakh were spent, from May 1969 to December 1972, on work-charged establishment and charged to the estimate of the work.

**8.3. Improvement to Manikeswar-Karada Road**

The work was administratively approved in September 1973 for Rs. 3.25 lakhs. Estimates had been revised five times as extra quantities not contemplated in the original estimate and extra items not provided for in the agreement were executed. A revised administrative approval had not been obtained though expenditure on the work was Rs. 6.48 lakhs (August 1974). None of the estimates had been technically sanctioned.

Tenders were invited for the work in November 1971 and the lowest tender of the contractor for Rs. 5.56 lakhs (23 per cent excess over the estimated cost of Rs. 4.58 lakhs) was accepted by the Chief Engineer, Rural Engineering Organisation on the 5th February 1972 before administrative approval was accorded. The work scheduled to be completed by the 7th February 1973 had not been completed (December 1974).

A sum of Rs. 0.80 lakh was paid to the contractor for repairs to damage caused to the work in the course of execution by rains in July 1973 and October 1973 although, according to the agreement, the cost of repair should have been borne by the contractor.

## CHAPTER 9

## MUNICIPAL ROADS

9.1. During the First Plan no provision of funds was made specifically for the development of municipal roads. During the Second and the Third Plans, Municipalities and Notified Area Councils were given two-thirds of the estimated cost of the works as grants-in-aid by the State Government ; the balance was to be met by them from their own internal resources. During the three Annual Plans (from 1966-67 to 1968-69) and the Fourth Plan, the grant-in-aid was reduced from two-thirds to half the cost of works. Grants given to these bodies and the contributions to be made by them were as follows :—

	Grants (Rupees)	Contribution in lakhs)
Second Five-Year Plan ..	22.90	11.45
Third Five-Year Plan ..	22.89	11.45
Annual Plans ..	15.05	15.05
Fourth Five-Year Plan —		
(i) Original works ..	29.70	29.70
(ii) Maintenance and repairs ..	59.59	59.59

## 9.2. Non-submission of utilisation certificates

Local bodies are required to utilise the grants within the specified period and to furnish utilisation certificates to the District Magistrates concerned for countersignature and transmission to Government. Whether the funds have been properly utilised for the purpose for which they were meant is to be checked by the Examiner of Local Accounts. The Urban Development Department, while forwarding utilisation certificates to the Audit Officer, has to ensure that the matching contributions have been made as required.

From the reports of the Examiner of Local Accounts in respect of grants-in-aid given to Municipalities in a few districts it was seen that certificates for substantial amounts were outstanding from almost all municipalities for grants paid, though grants paid for roads were not mentioned separately in his reports.

9.3. In a check of records pertaining to the work "Improvement to Kumbhar Sahi Road from Canal bridge to Kapileswar High School" (Bhubaneswar Notified Area Council) the following points were seen :—

The original estimate was prepared in June 1971 for Rs. 0.12 lakh. The revised estimate of the work was prepared on the basis of actual expenditure after completion of the work in September 1972 and was technically sanctioned in November 1972 for Rs. 0.35 lakh.

The work was awarded to the lowest tenderer for Rs. 0.12 lakh. While the work was in progress, specifications were changed thrice and there was no correspondence between the items of work tendered for and the items actually done.

## CHAPTER 10

## OTHER MATTERS

**A. Maintenance of Roads***Public Works Department Roads*

10.1. It appeared that an assessment had not been made of the amounts required annually for maintenance or for special or periodic repairs and that funds as available were provided for maintenance and repairs. During the Fourth Plan period, Rs. 14,11.16 lakhs were provided and Rs. 14,71.26 lakhs were spent. According to the norms adopted by the Government for estimating the amount required for maintenance of roads, for submission in 1968 to the Fifth Finance Commission, the total amount required during the period was Rs. 22,76.74 lakhs.

10.2. The average amounts required per mile according to these norms and amounts actually available were:—

		As per norms (In rupees)	As available (In rupees)
1969-70	..	4,200	2,529
1970-71	—	4,310	2,286
1971-72	..	4,420	2,435
1972-73	..	4,530	2,947
1973-74	..	4,640	3,416

10.3. There was also no uniformity in budgeting for maintenance among the different divisions. For instance, the norms adopted for estimating annual expenditure as adopted by the Ganjam Division and by the Cuttack Division were:—

Classification of Roads  (1)	Norms adopted by	
	Ganjam Roads & Buildings Division (2)	Cuttack Roads & Buildings Division (3)
	(Rupees per mile)	
State Highway	.. 3,300	5,000
Major District Roads	.. 3,000	2,500
Other District Roads	.. 2,500	1,500
Classified Village Roads	.. 500	500

10.4. Expenditure on 13 repair works was test-checked in audit and the points noticed are mentioned below:—

(i) In the following instances, most of the maintenance allocation was spent on work-charged establishment :—

Name of road	Year	Total expenditure	Cost of work-charged establishment	Percentage
(1)	(2)	(3)	(4)	(5)
(In rupees)				
1. Tangi-Haripur Road ..	1971-72	10,014	10,014	100
2. Jagatsinghpur-Jajpur Road (M. D. R. 84)	1971-72	4,066	4,066	100
3. Phulbani-Tikarpara Road ..	1972-73	51,624	39,408	76
4. Bhubaneswar-Puri Road ..	1973-74	30,630	23,469	74

According to the standard fixed by the Deputy Chief Engineer, Central Circle, one gang mulia is required to attend to 6 miles of black-topped road. It was noticed that on the Puri-Bhubaneswar road, 7 mulias were engaged for 9 miles.

The estimate for "special repair in providing R. C. C. Culverts at 29/0-1 and 27/2-3 miles on Angul-Tikarpara Road" did not make any provision for work-charged establishment but Rs. 0.30 lakh were charged to the work on account of work-charged staff.

(ii) In the following cases works were executed without sanction to estimates :—

Name of work	Year	Expenditure (Rupees in lakhs)
(a) Maintenance and repair of the Bhubaneswar-Puri Road—Miles 0/0 to 10/0.	1974-75	0.23
(b) Maintenance and repair of the Angul-Tikarpara road.	1969-70 to 1972-73	2.63

(iii) In a few cases where estimates were checked, it was seen that specifications were changed during execution of works. In respect of the work "Reconstruction of Chapotia bridge at 48/7 mile of Cuttack-Chandabali Road" the design was not prepared after investigation or soil test. The site of the bridge had to be shifted later after soil test reports were available and the scope of the contract had to be altered. Materials like boulder, chips and sand collected at the original site had to be carried a distance of



400 feet by headloads to the new bridge site at an extra cost of Rs. 0.07 lakh. Construction of a diversion road had to be provided for. The contractor was paid Rs. 6.52 lakhs as against Rs. 3.94 lakhs quoted by him.

Similarly, for the work "Special repairs to Cuttack-Paradip road mile 8/0 to mile 9/0", specifications were changed during execution necessitating a revision of the estimates.

(iv) In March 1969, tenders were invited for special repairs to the Cuttack-Paradip road from mile 8 to 9 and it was decided to award the contract to two tenderers for Rs. 1.79 lakhs but the acceptance of tender was not communicated and no work order was issued. In December 1970, tenders were invited again and ultimately the work was awarded to another tenderer for Rs. 1.88 lakhs. This resulted in extra expenditure of Rs. 0.09 lakh. Reasons for not issuing work-orders against the earlier tenders were not on record.

(v) Some delays in completion of special repairs were noticed; for instance, special repairs to the Cuttack-Paradip Road (Mile 8 to 9) stipulated for completion by October 1971, were reported to be still incomplete by March 1975, the delay being attributed to untimely rains and change in specifications.

(vi) In the following cases expenditure incurred and initially charged to repair estimates was later transferred to other works or heads of account. The effect of this adjustment was that the total expenditure on repairs and maintenance was not correctly exhibited in the accounts and the excess, if any, over the allotment was not identifiable :—

(a) Out of expenditure of Rs. 0.31 lakh incurred on maintenance of the Bhuaneswar-Puri road, Rs. 0.08 lakh were transfer-debited to the suspense head "Miscellaneous Public Works Advances" and Rs. 0.05 lakh (spent on petrol for vehicles) to the suspense head "Tools and Plant".

(b) Rupees 0.78 lakh were spent on maintenance and repairs of the Angul-Tikarpara Road during 1971-72. Of this, a sum of Rs. 0.34 lakh was transferred to the work of improvement to the road and Rs. 0.44 lakh was transferred to flood damage repair estimate.

(c) On the same road during 1972-73, Rs. 0.89 lakh were initially booked to the maintenance and repair estimate but in November 1972 and March 1973 Rs. 0.67 lakh were transferred to the cyclone damage repair estimate.

(d) Rupees 0.35 lakh spent in 1971-72 on flood damage repairs to the Kuakhai-Baitarani-Bari-Ramachandrapur Road (Balasore Division) were transfer-debited to the suspense head "Miscellaneous Public Works Advances".

(e) Out of Rs. 3.38 lakhs spent on special repairs to the Cuttack-Paradip Road (Cuttack Division) in 1971-72, Rs. 3.04 lakhs were subsequently transferred to the estimate for improvement of the road.

(vii) In the following cases, expenditure on original works were debited to maintenance and repairs estimates:—

(a) Expenditure on black-topping of the road from Pipalapanka to Gazalbadi in 1968-69 was debited to the estimate for special repairs.

(b) Expenditure in 1968-69 on construction of a bridge at mile 21/4-5 on the Bhadrak-Chandbali road was debited to flood damage repairs.

(c) In March 1974, Rs. 0.51 lakh spent on other works were debited to the work "Special repairs in providing R. C. C. culverts 29/0-1 and 27/2-3 miles on the Angul-Tikarpara road".

*Rural Roads (Rural Engineering Organisation)*

10.5. For this organisation, as for the Public Works Department, no norms were fixed for expenditure on maintenance and repairs.

10.6. Expenditure on maintenance of roads incurred by the Rural Engineering Organisation during the Fourth Plan period was:—

		(Rupees in lakhs)
1969-70	..	30.05
1970-71	..	35.39
1971-72	..	35.90
1972-73	..	63.38
1973-74	..	76.16
		<hr/>
Total	..	2,40.88
		<hr/>

With reference to the length of roads (6,559 kilometres) under the control of the Rural Engineering Organisation at the end of the Plan period, the average annual expenditure on maintenance was Rs. 733 per kilometre. The basis on which the funds were normally distributed to each division could not be ascertained from the Department, but it was noticed that in 1973-74 funds were distributed at the rate of Rs. 800 per kilometre of roads maintained, after retaining 20 per cent of the funds available as a reserve for hard cases.

In 1973-74, the Rural Engineering Organisation was allotted Rs. 92.68 lakhs under "64-Famine Relief-Repairs", against which Rs. 98.43 lakhs were spent. The Department could not state how this amount was distributed to different divisions, the length of roads to be repaired and the length actually repaired (September 1975).

*Panchayat Samiti Roads*

10.7. Approved panchayat Samiti roads were maintained by grants out of non-Plan budget allocations. During the Fourth Plan period, Rs. 149.67 lakhs were given to the Panchayat Samities for maintenance of roads. Computed on the length of panchayat samiti roads at the end of the Plan period (8,524 kilometres) the average amount disbursed annually was Rs. 351 per kilometre.

10.8. No norm had been fixed for release of maintenance grants to Panchayat Samities. There was no information with the Department on the extent to which the amounts given for maintenance of roads were utilised for the purpose (October 1974).

*Grampanchayat Roads*

10.9. Approved gram panchayat roads were also maintained by grants out of non-Plan budget allocations by Government. During the Fourth Plan period Rs. 86.23 lakhs were disbursed.

Year	Budget provision	Disbursements
	(Rupees in lakhs)	
1969-70	.. 13.00	12.34
1970-71	.. 12.00	12.01
1971-72	.. 13.25	13.25
1972-73	.. 19.42	19.24
1973-74	.. 29.63	29.39
Total	<u>87.30</u>	<u>86.23</u>

Computed on the length of grama panchayat roads at the end of the Plan period (12,136 kilometres) the average amount disbursed annually was Rs. 147 per kilometre.

10.10. It was stated that 70 per cent of the funds available are allocated on the basis of the length of roads maintained by the Grama Panchayats, the balance being retained for allotment for hard cases.

10.11. There was no information regarding the extent to which the amounts so given were utilised for the purpose (October 1974).

*Municipal Roads*

10.12. Grants are given for the maintenance of municipal roads from the collections of Motor Vehicle Tax. During the Fourth Plan period, Rs. 59.59 lakhs were given to Municipalities.

On the length of municipal roads at the end of the Plan period (3,812 kilometres) the amount given was an average of Rs. 341 per kilometre per annum.

10.13. Municipalities were expected to make a matching contribution. Information was not available in the Urban Development Department regarding the contribution made by them. The actual expenditure incurred by the Municipalities on maintenance of roads was also not known (February 1976).

### B-Stores

10.14. Stores consist of materials such as cement, steel, road metal, etc., required for works kept in stock or charged to works and include tools and plant. Powers of different authorities to purchase stores have been prescribed in the Departmental Code and the General Financial Rules of the Government. Under these rules, an Executive Engineer is competent to make purchases of stores included in the sanctioned estimate of a work except that where large quantities were to be purchased, approval of the Superintending Engineer is required; in practice, the term "large quantities" was applied to purchases of items valued at Rs. 0.50 lakh or more at a time. Purchases above Rs. 10 lakhs at a time require approval of Government.

10.15. The following points were noticed regarding purchases, issues and storage of materials:—

(a) Orders were placed by different branches of the Chief Engineer's office after consolidating indents received from the divisions, but indents or requisitions were not submitted regularly by the divisions. In 1973-74, requisitions were received by the Chief Engineer from only nine out of 28 divisions in his charge. The requirement of divisions from which indents were not received were assessed in the Chief Engineer's office on *ad hoc* basis.

(b) The indents received did not always indicate the stock in hand and the quantities required for the works to be executed.

(c) There was no systematic record of purchases ordered, stipulated and actual date of delivery, stores received, etc.

(d) Spare parts of vehicles were usually purchased when required; even fast moving parts had not been purchased in bulk.

(e) In November 1973, the Public Works Department (Roads and Buildings) had 203 road rollers of which 83 were out of order. By September 1975, ten of these were being repaired and twenty-eight had been recommended for condemnation. Action to repair or to condemn the remaining rollers was pending (September 1975).

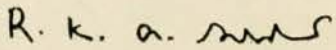
(f) According to the Departmental Code, Executive Engineers were to have the stock in their divisions physically verified at least once in a year. Reports that physical verification for 1973-74 had been conducted, had not been received in January 1975 from sixteen out of 28 divisions in the Roads and Buildings Organisation.

(g) Discrepancies totalling Rs. 39.65 lakhs noticed during verification of stores in seven divisions by the Stores Verification Party of the Works Department were outstanding in August 1975 unsettled for periods ranging up to 13 years; the details are:

Name of division	Period of verification	Value of discrepancies (Lakhs of rupees)
1. Capital Construction Division No.II ..	1962-64	0.90
	February 1969	10.92
	October 1973	1.84
2. Cuttack Roads and Buildings Division ..	March 1964	2.18
	April 1964	3.99
3. Mechanical Division (Roads and Buildings)	August 1964 and	
	August 1971	0.91
4. Capital Construction Division No. 1 ..	April 1969	3.88
5. Balasore Roads and Buildings Division	February 1970	4.35
6. Phulbani Roads and Buildings Division	November 1970	4.65
7. Bhubaneswar Roads and Buildings Division	August 1970	6.03
	Total ..	<u>39.65</u>

BHUBANESWAR

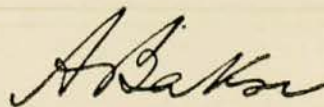
The 23 APR 1976

  
(R. K. A. SUBRAHMANYA)  
Accountant General, Orissa

Countersigned

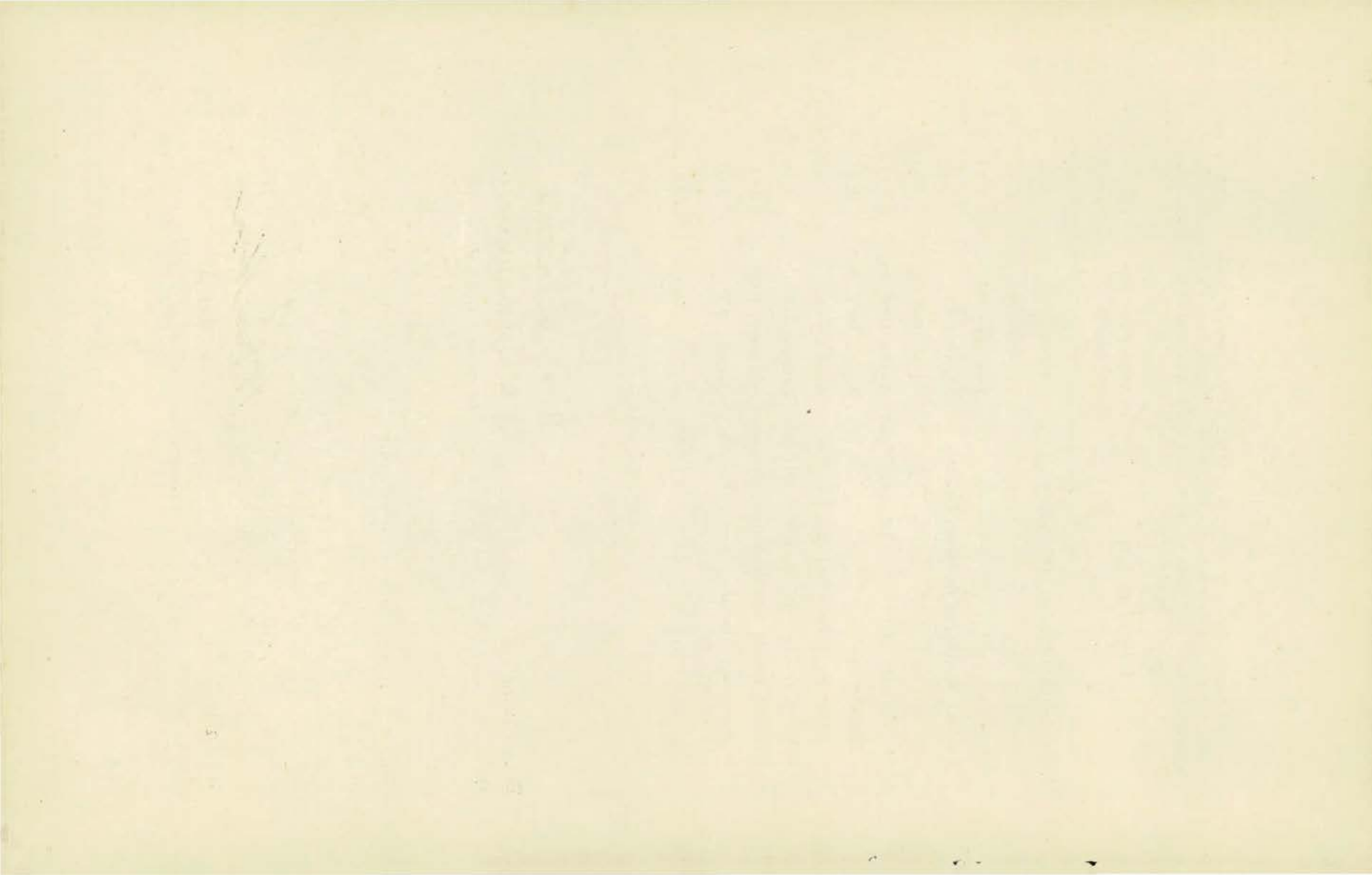
NEW DELHI,

The 27 APR 1976



(A. BAKSHI)

Comptroller and Auditor General of India



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APPENDICES

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## APPENDIX I

(Reference; Paragraph 1.2, Page 1)

Statement showing data on rainfall, cyclones and floods from 1969-70 to 1973-74

## A. Rainfall data for different districts

Name of the district (1)	Normal (50 years average) (2)	Actuals					1973 (7)
		1969 (3)	1970 (4)	1971 (5)	1972 (6)		
(In millimeters)							
Balasore ..	1,568'4	1,512'4	1,697'0	2,133'0	1,140'1	1,569'0	
Bolangir ..	1,443'5	1,272'1	1,666'3	1,646'83	1,236'0	1,030'3	
Cuttack ..	1,501'3	1,331'1	1,768'7	1,859'3	1,146'6	1,380'1	
Dhenkanal ..	1,421'1	1,322'9	1,534'4	1,853'5	1,237'8	1,312'8	
Ganjam ..	1,295'6	1,306'1	1,376'6	1,412'2	1,238'9	1,000'6	
Kalahandi ..	1,378'2	1,455'9	1,830'3	1,734'4	1,258'4	1,228'3	
Keonjhar ..	1,534'5	1,267'4	1,662'7	2,010'4	1,030'0	1,450'2	
Koraput ..	1,521'8	1,182'3	2,119'5	1,895'4	1,339'1	1,266'6	
Mayurbhanj ..	1,648'2	1,237'8	1,507'6	1,842'3	1,367'5	2,009'6	
Phulbani ..	1,597'1	1,361'2	1,684'0	1,646'5	1,126'5	1,290'4	
Puri ..	1,449'1	1,345'4	1,567'0	1,668'6	1,140'2	1,306'1	
Sambalpur ..	1,427'0	1,169'5	1,587'8	1,757'0	742'3	1,366'1	
Sundargarh ..	1,647'0	1,172'9	1,499'4	1,830'6	1,095'3	1,375'1	
STATE ..	1,482'2	1,302'8	1,654'0	1,791'6	1,161'4	1,362'4	

SOURCE—Directorate of Agriculture and Food Production, Orissa.

**APPENDIX**  
(Reference: Paragraph 1.2,  
B—District-wise details of area and population

Name of District	Total number of blocks	Population (in lakhs) (1971)	1969-70		1970-71	
			Flood		Flood	
			Blocks affected (Nos.)	Population affected (In lakhs)	Blocks affected (Nos.)	Population affected (In lakhs.)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Koraput ..	42	20'43	7	0'32	6	0'10
Kalabandi ..	18	11'64	9	0'05	3	0'26
Phulbani ..	15	6'22	15	0'70	..	..
Ganjam ..	29	22'94	16	2'17	..	..
Mayurbhanj ..	26	14'34	..	..	1	0'03
Keonjhar ..	13	9'55	3	0'44	4	0'42
Sundergarh ..	17	10'31	..	..	..	..
Bolangir ..	20	12'64	..	..	17	1'32
Sambalpur ..	29	18'45	..	..	..	..
Dhenkanal ..	16	12'94	4	0'03	10	0'36
Balasore ..	19	18'30	10	4'16	8	2'96
Cuttack ..	41	38'28	39	10'38	41	12'28
Puri ..	29	23'41	22	4'71	22	1'70
<b>Total ..</b>	<b>314</b>	<b>219'45</b>	<b>125</b>	<b>22'96</b>	<b>112</b>	<b>19'43</b>

		Page
SOURCE:—1969-70	Flood—White paper on the cyclones in Orissa during 1968 and floods during 1969.	57-58
1970-71	Flood—White paper on floods during 1970.	.. 13-14
1971-72	Flood—White paper on the natural calamities in Orissa, 1971.	.. 26
	Cyclone—White paper on the natural calamities in Orissa, 1971.	.. 38
1972-73	Flood—White paper on the natural calamities in Orissa, 1972.	..
	Cyclone—Report of the Central Team (9th to 12th October 1972).	.. 20-21
1973-74	Flood—Report of the Central Team (21st to 23rd September 1973).	..

I  
page 1)  
affected by floods and cyclones

1971-72				1972-73				1973-74	
Flood		Cyclone		Flood		Cyclone		Flood	
Blocks affected (Nos)	Population affected (In lakhs)	Blocks affected (Nos.)	Population affected (In lakhs)	Blocks affected (Nos.)	Population affected (In lakhs)	Blocks affected (Nos.)	Population affected (In lakhs)	Blocks affected (Nos.)	Population affected (In lakhs)
(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)
..	..	..	..	1	..	2	0'68	6	0'62
..	..	..	..	..	..	2	1'59	17	1'89
..	..	..	..	..	..	..	..	9	..
15	0'26	..	..	..	..	29	12'77	..	..
4	0'20	10	4'53	..	..	9	0'57	14(a)	2'61(a)
3	0'50	6	2'30	4	2.00	13	8'92	11	0'94
2	0'06	..	..	..	..	..	..	..	..
6	0'07	..	..	..	..	..	..	10	0'33
..	..	..	..	..	..	..	..	14	0'62
12	1'82	2	1'36	12	3'95	13	1'25	12	2'02
15	6'13	19	13'99	11	4'45	10	1'05	19(a)	13'52(a)
41	15'20	38	33'05	27	6'98	41	23'48	30	10'53
22	2'58	12	4'54	..	..	29	10'72	11	0'52
120	26'82	87	59'77	55	17'38	148	61'03	153	33'60

(a) Report of the Central Team (2nd to 4th November 1973).

## APPENDIX. II

(Reference : Paragraph 1.2, page 1 )

Statement showing the *kharif* production figures for the years 1969-70 to 1973-74

Name of District	Average annual production 1959-60 to 1968-69	Magnitude of harvest				
		1969-70	1970-71	1971-72	1972-73	1973-74
(1)	(2)	(3)	(4)	(5)	(6)	(7)
(In lakhs of tonnes)						
Koraput ..	3'05	3'03	3'26	2'86	3'04	4'07
Kalahandi ..	2'25	1'97	2'64	2'57	1'98	2'16
Phulbani ..	0'63	0'61	0'72	0'73	0'80	0'83
Ganjam ..	3'36	3'58	3'75	3'63	2'84	4'33
Mayurbhanj ..	2'84	2'57	2'43	2'26	2'83	2'82
Sundargarh ..	1'49	1'85	1'42	1'80	1'53	1'84
Keonjhar ..	1'87	1'58	1'72	1'32	1'51	2'30
Bolangir ..	2'43	2'39	2'60	2'42	2'11	2'75
Sambalpur ..	4'31	4'72	4'95	4'74	4'50	5'78

APPENDIX II—*Concl'd.*Statement showing the *kharif* production figures for the years 1969-70 to 1973-74

Name of District	Average annual production 1959-60 to 1968-69	Magnitude of harvest				
		1969-70	1970-71	1971-72	1972-73	1973-74
	(2)	(3)	(4)	(5)	(6)	(7)
(In lakhs of tonnes)						
Dhenkanal ..	2'57	2'95	3'12	2'25	2'84	2'78
Balasore ..	3'34	3'09	3'89	2'14	3'25	3'03
Cuttack ..	5'43	5'82	4'70	3'09	5'50	4'95
Puri ..	3'81	4'23	3'93	3'95	4'62	4'27
STATE ..	37'38	38'39	39'13	33'76	37'35	41'91

## APPENDIX

(Reference : Paragraph 4.5.3)

Statement showing the ceilings fixed in 1971-72 to

Sl. No.	Items	Ceiling for 1971-72	Expenditure in 1971-72 as reported by Government
(1)	(2)	(3)	(4)
	<i>A—Relief (shareable) items—</i>		(In lakhs)
1.	Gratuitous Relief	1,50'00	2,15'57
2.	Transport costs of foodgrains	1,10'00	96'30
3.	Cash payment to indigent persons like fisherman, artisans, etc.	15'00	45'66
4.	Drinking water supply	50'00	42'00
5.	Public Health measures	55'00	60'00
6.	Veterinary aid measures	25'50	25'50
7.	House building grants	1,70'00	1,70'00
8.	Agricultural measures	2'50	2'50
9.	Grants to Municipalities, Panchayats and institutions	90'00	92'00
10.	Relief Works	2,20'00	2,74'70
11.	Remission of tuition fees, etc.	5'00	55'00
11-A	Other items	2'00	1'49
	<b>Total—(A)</b>	<b>8,95'00</b>	<b>10,80'72</b>
	<i>B—Repairs of public properties—</i>		
12.	Repair to roads and bridges	2,20'00	2,20'00
13.	Repairs to irrigation and flood control works	2,25'00	2,31'00
14.	Other public properties	45'00	42'50
	<b>Total—(B)</b>	<b>4,90'00</b>	<b>4,93'50</b>
	<i>C—Loans to third parties—</i>		
15.	House building loans	35'00	35'00
16.	Loans to agriculturists, etc.	2,75'00	2,75'00
17.	Short term loan for agricultural inputs	5,00'00	5,00'00
	<b>Total—(C)</b>	<b>8,10'00</b>	<b>8,10'00</b>
	<b>Grand Total—(A+B+C)</b>	<b>21,95'00</b>	<b>23,84'22</b>

(a) Includes cash payments to indigent persons

## III

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## 1973-74 and expenditure reported by the Government

Ceiling for 1972-73				Expenditure in 1972-73 as reported by Government	Ceiling for 1973-74			Expenditure in 1973-74 as reported by the Government
For continuance of cyclone relief	Drought relief	Flood and cyclone relief	Total		Flood relief (1st phase)	Flood relief (2nd phase)	Total	
(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
of rupees)								
..	1,00'00	80'00	1,80'00	1,60'42(a)	35'00	40'00	75'00	82'20
20'00	70'00	26'00	1,16'00	116'25	6'00	5'00	11'00	11'00
..	10'00	5'45	15'45	..	..	..	..	..
..	..	..	..	} 29'95	..	..	..	..
..	25'00	3'00	28'00		5'00	5'00	10'00	10'00
..	..	3'00	3'00		3'00	3'00	6'00	6'00
30'00	15'00	30'00	75'00	90'00	26'00	40'00	66'00	53'49
..	..	..	..	..	5'00	13'50	18'50	11'55
40'00	..	42'50	82'50	..	36'79	50'00	86'79	95'30
1,00'00	3,25'00	25'00	4,50'00	4,64'88	30'00	15'00	45'00	149'00
..	..	..	..	10'00	..	..	..	..
..	..	..	..	..	..	..	..	..
1,90'00	5,45'00	2,14'95	9,49'95	8,71'50	1,46'79	1,71'50	3,18'29	4,18'54
15'00	..	1,10'00	1,25'00	} 4,87'37	1,90'00	74'00	2,64'00	3,66'74
1,00'00	..	1,53'50	2,53'50		2,31'00	1,15'10	3,46'10	3,83'05
..	..	30'00	30'00		85'00	50'38	1,35'38	32'64
1,15'00	..	2,93'50	4,08'50	4,87'37	5,06'00	2,39'48	7,45'48	7,82'43
..	..	..	..	..	..	..	..	..
..	88'00	20'00	1,08'00	1,80'08	50'00	60'00	1,10'00	80'00
..	..	..	..	..	..	..	..	..
..	88'00	20'00	1,08'00	1,80'08	50'00	60'00	1,10'00	80'00
3,05'00	6,33'00	5,28'45	14,66'45	15,38'95	7,02'79	4,70'98	11,73'77	12,80'97

## APPENDIX IV

(Reference : Paragraph 5.3, page 37)

## Statement of works approved under Drought Prone Areas Programme

District	Name of the scheme	Estimated cost	Command area
(1)	(2)	(3)	(4)
		(In lakhs of rupees)	(In acres)
<i>(i) Minor Irrigation Works—</i>			
Kalahandi	.. Ret (DW)*	18'00	3,500
	Bagapur (DW)	12'00	3,000
	Karanjakota (R)**	24'00	2,250
	Kanteswari (DW)	10'00	800
	Karkata (DW)	25'00	1,500
	Deguri (DW)	.. 25'00	3,000
	Total	.. 114'00	14,050
Phulbani	Burbinaju (R)	24'00	2,200
	Kakalabahi (R)	24'00	900
	Goibandha (R)	14'00	2,000
	Indergarh (DW)	10'00	1,500
	Kotati (R)	18'00	900
	Hatibari (DW)	5'00	900
	Nandini (DW)	5'39	1,000
	Balaskampa (R)	16'00	1,200
	Total	.. 116'39	10,600
Grand Total	.. 2,30'39	24,650	

\* DW—Diversion Weir

\*\* R—Reservoir



APPENDIX IV—*Concl'd.*

District	Name of the scheme	Estimated cost	Length
(1)	(2)	(3)	(4)
		(In lakhs of rupees)	(In kilo- metres)
<i>(ii) Road Works—</i>			
Kalahandi	1. Dharmagarh-Golamunda-Sinapalli Road.	10'00	48
	2. Rampur-Risada-Karlamunda Road.	16'00	37
	3. Junagarh-Desigaon-Kalumpur-Singraighat Road.	25'00	53
	Total	51'00	138
	Phulbani	1. Tumuribandha-Balsaghar-Tairaipani Road.	19'45
2. Baliguda-Sindhiguda Road		11'79	32
3. Manumunda-Ghantapara Road.		13'70	43
4. Phiringia-Balandapada Road		11'77	48
Total		56'71	155
<i>(iii) Soil Conservation—</i>			
	Nulla bunding	178 No.	} 47'41
	Land levelling	2,594 Acres	
	Sisal plantation	645 Acres	
	Coffee plantation	460 Acres	
<i>(iv) Afforestation—</i>			
	In Phulbani district	1,800 Acres	4'48

## APPENDIX V

(Reference : paragraph 5'2, page 54)

## Statement showing the extent of delay in execution of certain works

Name of work	Date of commencement	Stipulated date of completion	Actual date of completion
(1)	(2)	(3)	(4)
1. Construction of high level bridge over Rushikulya (MDR 67)	May 1960	May 1962	December 1967
2. Construction of high level bridge over River Badkella on Jharsuguda Madhya Pradesh Road	March 1963	May 1965	In progress (November 1974)
3. Construction of Joda-Bamebafi Road	October 1966	May 1967	November 1969
4. Construction of high level bridge over river Tel. (S. H. 2)	March 1969	September 1971	In progress (September 1975)
5. Construction of high level bridge over River Sunder (MDR 41)	May 1970	November 1971	In progress (December 1974)
6. Construction of high level bridge over River Tikera (M. D. R. 19)	June 1971	June 1973	In progress (November 1974)
7. Improvement to Bhubaneswar-Puri Road (S.H.8)	January 1973	October 1973	In progress (September 1975)
8. Construction of high level bridge over the Bhargavi (S. H. 8)	February 1973	June 1974	In progress (September 1975)