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**Report of the
Comptroller and Auditor General of India**

on

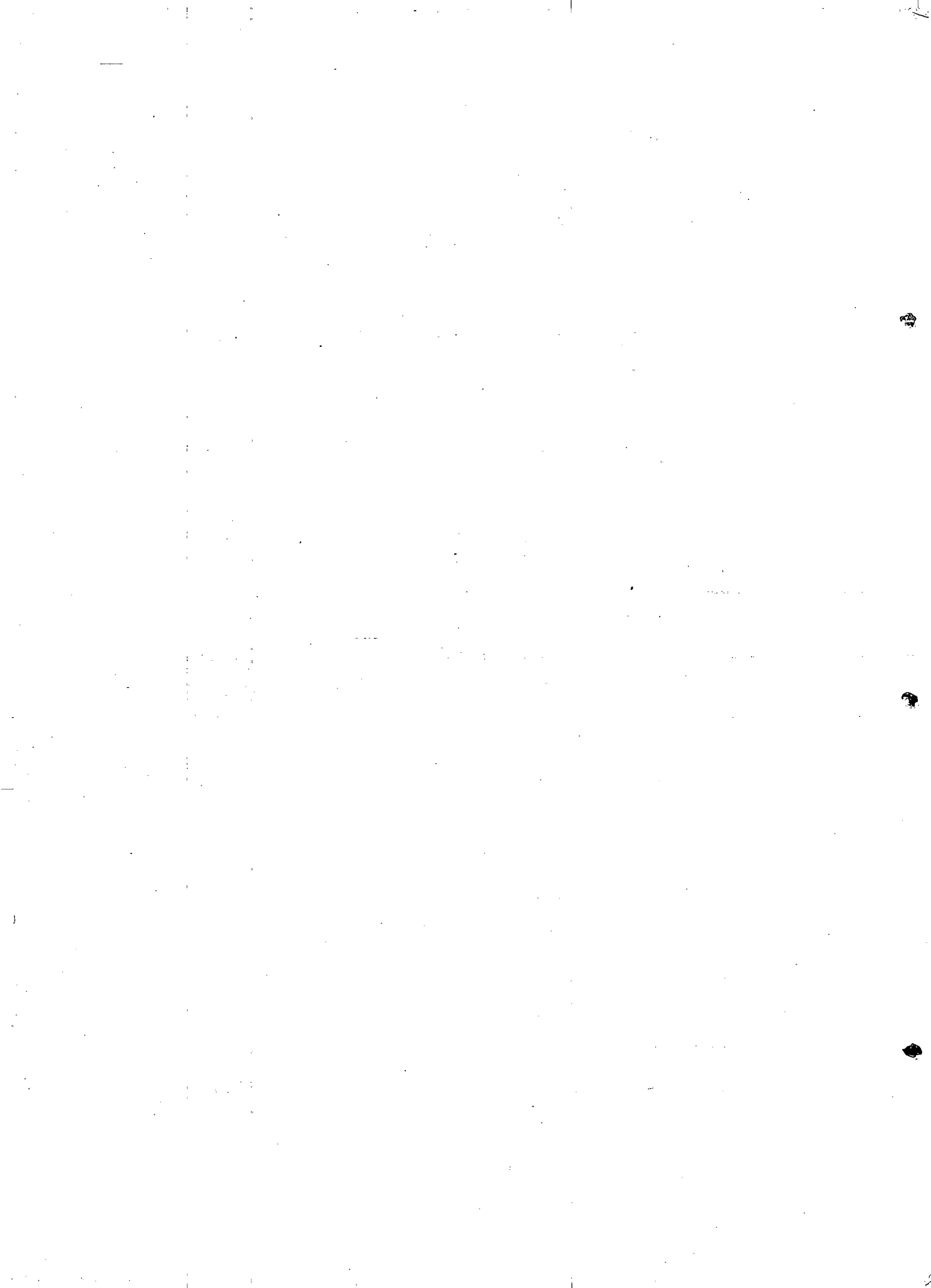
**DISTRICT BOUDH
for the year ended March 2012**

Government of Odisha
Report No. 3 of the year 2012



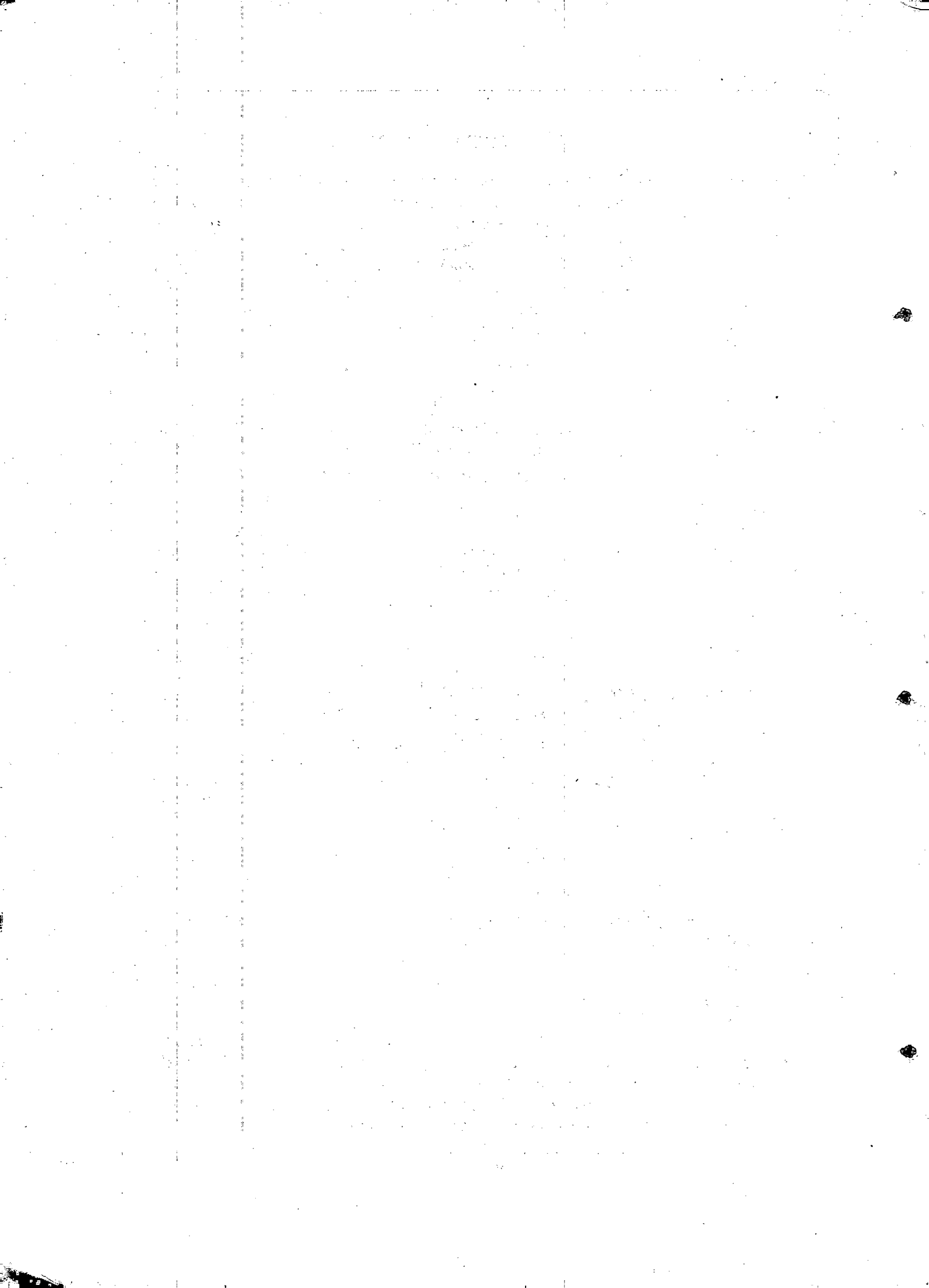
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Preface

1. This Report of the Comptroller and Auditor General of India contains the results of Audit of Boudh district in Odisha. The Report has been prepared for submission to the Governor under Article 151 (2) of the Constitution of India.
2. Audit has covered implementation of significant socio-economic developmental programmes in the district during the period 2007-12 through test check of records of Collectorate, District Planning office, District Rural Development Agency, all the three Blocks and 15 out of 63 Gram Panchayats and other departmental district and field level offices involved in execution of the programmes.
3. Audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.



EXECUTIVE SUMMARY

With increased investments by the Government (Union and the State) at the district level as the focal point, it is imperative for the Governments to know the extent to which the district administration headed by the Collector has succeeded in implementing various flagship socio-economic development programmes in the district. Audit of Boudh district was conducted to examine the adequacy and effectiveness of the delivery mechanism of the various flagship programmes under nine sectors (health, education, food & nutrition, drinking water, rural employment, rural housing, rural roads, agriculture and rural electricity). Sector wise performance is discussed as under:

Institutional Framework

District level Planning and Monitoring Committees constituted in Boudh district, held inadequate number of meetings and functioned more to comply mandatory requirements rather than deliver expected outcomes efficiently and effectively.

Recommendations

The Committees constituted under flagship programmes should hold regular meetings as per norm prescribed, discuss the deficiencies, problems, bottlenecks encountered during implementation of the programmes and ensure appropriate steps for ensuring quality delivery of services.

Planning

Planning was found to be inadequate and ineffective as it failed to involve the citizens at Gram Panchayat and Panchayat Samiti level in the process. It also lacked convergence with other schemes for integrated development of the district. District Planning Committee met once a year to approve annual plan only. The District Planning and Monitoring Unit (DPMU), responsible for preparation of plan and monitoring its implementation remained ineffective due to absence of adequate staff and the entire planning process was operationalised by Technical Support Institute (TSI).

Recommendations

District Planning Committee (DPC) should be strengthened by adequate posting of professional persons. Participatory planning involving Gram Panchayats (GPs) and Blocks as envisaged by the Planning Commission should be ensured.

Financial management

The district could utilise 74 per cent (₹ 333.89 crore) of the total funds (₹450.17 crore) received. The reported expenditure were misstated as it included funds provided on advance (₹ 69.88 crore) and amount diverted (₹ 1.97 crore). Besides, gross irregularities were noticed in financial management as the DDOs furnished fictitious utilisation certificate (UC) for ₹ 34.85 crore without actual expenditure.

Recommendation

Utilization of the fund within the time frame should be ensured to avoid the lapse of Central assistance. Submission of Utilization Certificate without actual expenditure should be seriously viewed for necessary corrective action

Health

Accessibility of rural populace to healthcare facilities at affordable cost remained unfulfilled in the district despite expenditure of ₹ 17.67 crore during 2007-12. There was shortage of 24 health centres, vacancy of 24 doctors (45 per cent) and 61 vacancies (38 per cent) of para medical staff in the district affecting health care services. There was abnormal delay in commencement and completion of buildings leading to unfruitful expenditure of ₹ 36.36 lakh. Hospitals were running without basic facilities like X-rays, Ultrasound, ECG etc and even 78 per cent of tests in the District Headquarters Hospital were conducted outside due to absence of adequate facilities in the hospital.

Recommendation

Posting of requisite doctors, specialists and para medical staff in the district should be ensured. Adequate infrastructures like buildings, equipment and other basic minimum requirements should be made available expeditiously.

Education

Even after 10 years of implementation of SSA, the educational sector did not present a healthy picture. There were 204 habitations without any school, shortage of 337 teachers as per the sanctioned strength and 1303 teachers as required under Right of Children to Free and Compulsory Education (RTE) Act. There were even schools with two teachers for 304 students against the ratio of one teacher for 40 students. The scholastic achievement of the students was poor; not even 22 per cent of students of Class IV to VII interviewed could write alphabets in both English and Odia.

Recommendation

Adequate number of schools should be established and required number of teachers may be posted on priority. Quality education in proper environment should be ensured to enhance the learning level of the students.

Food and Nutrition

The Department failed to cover 221 villages with about two lakh beneficiaries under full packages of ICDS services due to inaccessible and distant location. 466 (66 per cent) out of 705 Anganwadi centres (AWCs) were functioning in private places and school verandas, 29 per cent (207) of the AWCs were functioning in damaged buildings, 452 AWCs (64 per cent) were not having toilet facilities and 53 AWCs had no drinking water facilities. In 31 AWCs not more than 150 feeding days could be provided per year. Besides, the quality of food supplied was never tested. 62 per cent of the children in the district were detected as malnourished.

Recommendation

Adequate AWCs should be set up with basic facilities as per norm. Steps may be taken to cover all the beneficiaries of the district including those residing in inaccessible areas to provide with all the six packages of the ICDS programme.

Drinking water

The basic objective of providing the minimum quantity of purified water on sustainable basis under National Rural Drinking Water Programme (NRDWP) was defeated since only 25 per cent of people could be covered under the piped water supply system since its implementation from 2002-03 in the district. There was 37 Rural Piped Water supply lying incomplete since two to three years depriving 34391 population of safe drinking water despite expenditure of ₹ 7.59 crore. Water from 38 per cent (1904) of tube wells/ spot sources were left untested. It was found in 118 cases of tube wells that water was not safe for drinking purposes due to excess iron/floride/multi chemical contents.

Recommendation

Provision of water to all households on a sustainable basis should be ensured in a time bound manner. Quality of water should be tested invariably in all cases to supply safe drinking water to the public.

Rural employment

Though the district had 80 per cent BPL households, 70 per cent registered households did not demand any work and only three per cent of the household that demanded work could be provided with 100 days employment. 239 persons migrated from the district during 2007-12 in search of work. Payment of wages to the labourers was delayed from 11 to 197 days. There was irregular payment of ₹ 86.92 lakh in violation to measurement norms. The department incurred unfruitful expenditure of ₹ 3.86 crore due to non completion of 325 works taken up during 2007-10. Besides, wasteful expenditure of ₹ 13 lakh was incurred on creation of assets not useful to community.

Recommendations

Hundred days of work to each willing households should be provided. Timely payment of wages should be ensured. Steps should be taken to complete the works in a time frame.

Housing

The selection of beneficiaries for allotment of houses was not transparent resulting in many eligible households being deprived of getting IAY houses. Convergence with other flagship programmes to enhance the standard of life of IAY beneficiaries was absent. Monitoring and persuasion was not effective as it failed to facilitate the beneficiaries to complete their houses in time.

Recommendations

Transparency should be maintained in selection of beneficiaries. Monitoring should be strengthened to motivate the beneficiaries for timely completion of their houses.

Agriculture

Agricultural research and extension activities were not carried out. Farmers did not adopt latest technologies and had no professional support. Facilities were not adequately provided for capacity building of the farmers. Subsidy support provided was misutilised for want of monitoring and acute shortage of man power including higher level functionaries, which led to failure in achievement of intended targets.

Recommendations

Adequate number of staff and professionals should be deployed to provide necessary support to the farmers in their agricultural productions. Impact assessment on agriculture, especially in subsidy availed items like tractor, power tillers, pump sets, bore wells etc under different programmes should be conducted.

Rural Roads

Despite intervention of the GoI, 61 per cent of habitations were not accessible in the district for slow progress of road construction. Roads were found incomplete from 2006-07 onwards leading to unfruitful expenditure of ₹ 29.68 crore. There was lack of convergence approach for construction of bridges over rivers/nallas depriving connectivity to the rural people.

Recommendations

Efforts should be taken to complete the roads on priority. Bridges should be simultaneously constructed on missing links with convergence approach to provide connectivity.

Rural Electrification

Despite receipt of adequate funds (₹ 72.08 crore) for rural electrification as per DPR, only 46 per cent of habitations and 54 per cent of households were covered by March 2012. There was abnormal delay at every stage starting from the completion of infrastructure, conducting inspections, charging of electricity and handing over of works to SOUTHCO.

Recommendations

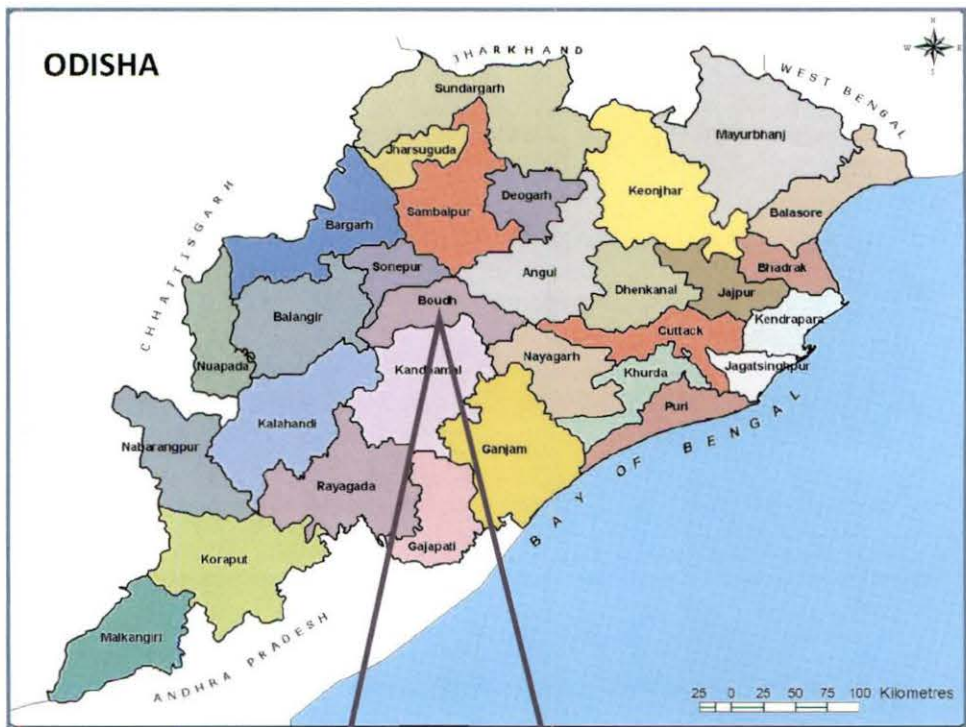
Delay at every stage should be avoided for early electrification of the villages/ households.

Monitoring and Evaluation

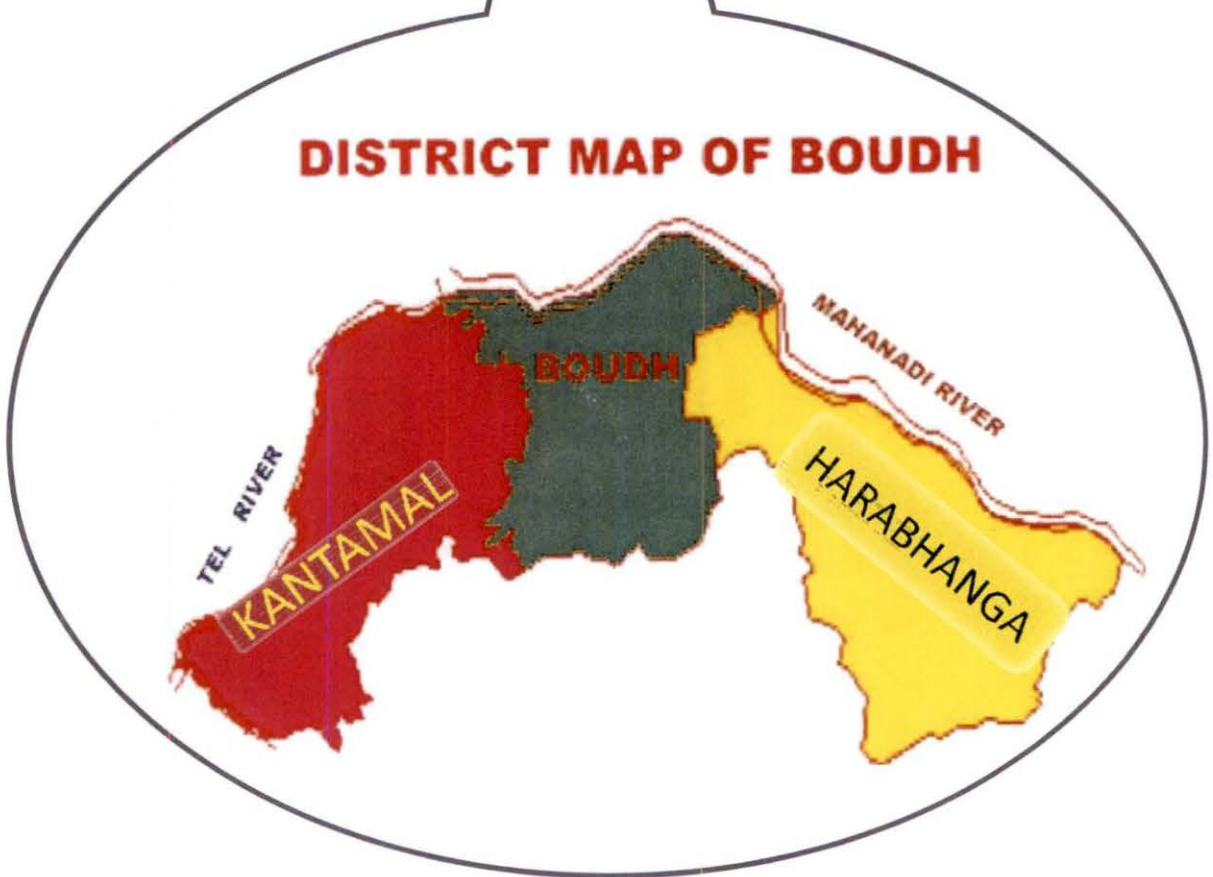
Monitoring on all sectors by the district authorities including the Collector was routine and not outcome-driven. None of the sectoral heads had tried to evaluate the impact of implementation of programmes under their control to ascertain whether goals set, were achieved and benefits effectively received by the rural populace of the district.

Recommendations

The District sectoral heads should strengthen monitoring and supervision through regular visit of sites. Objective evaluation and impact assessment may be made periodically on performance of the programmes.



DISTRICT MAP OF BOUDH



CHAPTER 1 INTRODUCTION

1.1 District Profile

Boudh, one of the thirty districts in the State covers a geographical area of 3098 square kilometres and lies in central region of Odisha surrounded by the Mahanadi river and Angul district on its north, Kandhamal district on south, Nayagarh district in the East and river Tel and Subarnapur district in the West. The district, which was a subdivision under the erstwhile Boudh-Kandhamal district, was declared a separate district from 2 January 1994. The district has three blocks (Boudh, Harabhanga & Kantamal) comprising 1186 villages, 63 Gram Panchayats, one Urban Local Body (Notified Area Council Boudh). The profile of the district is described in the **Table 1** as under:

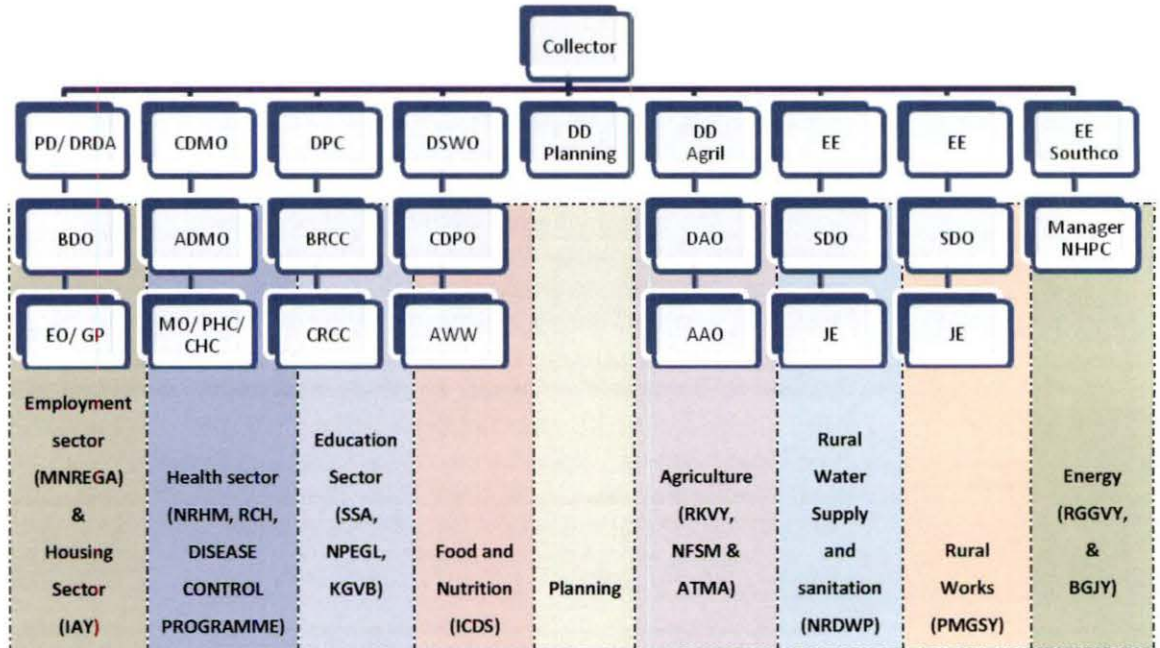
Table 1: District Profile

Features of profile	District status	State
Total population (in lakh)	4.40	419.47
Male / (in lakh)	2.21	212.02
Female population (in lakh)	2.19	207.46
Sex ratio	991	978
Total literacy rate (percentage)	72.51	73.45
Female literacy rate (percentage)	60.44	64.36
Percentage of BPL family as per 1997 BPL survey	80	48
Infant Mortality Rate (per 1000 live births)	64	62
Maternal Mortality Ratio (per 100000 live births)	311	277
Percentage of mal-nourished children	62	48.5

(Source: Census 2011 (provisional), Annual Health Survey 2010-11, W&CD Dept)

1.2 Organizational set up

The Collector and District Magistrate is the head of the district administration. He is assisted by the Deputy Director of Planning in formulation of district plan and the Project Director, District Rural Development Agency (DRDA) in implementation of different developmental programmes in the district. In addition to above, he supervises and monitors different sectoral programmes implemented by the district level heads of the line departments, the structure of which is given overleaf. However, the District Planning Committee (DPC) is the apex plan approving and monitoring body in the district.



1.3 Why we conducted the district centric audit

With increasing investments by the Governments (Union and the State) in the district as the focal point in various key sectors/areas like education, health, poverty alleviation etc., it is imperative for the Government to know the extent to which the district administration headed by the Collector has succeeded in implementing these developmental programmes economically, efficiently and effectively to achieve broad goals/indicators in the core sectors of human development.

Boudh district was selected through statistical sampling process out of 19 first phase National Rural Employment Guarantee Scheme (NREGS) districts identified by the GoI as relatively backward districts of Odisha. Besides, out of 30 districts of the State, Boudh ranked 23 in Human Development Index, 19 in Gender Development and 21 in Infrastructure Development Index as per Human Development Report 2003 and Economic Survey Report 2010 of the Government of Odisha, indicating that the district was one of the poorest and least developed.

CHAPTER 2

AUDIT FRAMEWORK

2.1 Scope of audit

Audit of District Boudh involved a review of significant socio-economic developmental programmes implemented in the District during 2007-12. The audit encompassed an appraisal of programmes relating to health, education, food and nutrition and drinking water under social sector and rural employment, rural housing, agriculture, rural roads and electricity under economic and infrastructure development sector. We also covered the roles and responsibilities of the District Administration including different sectoral officers in ensuring effective delivery of public services to the rural people of the district.

2.2 Audit objectives

The objectives of study were to examine whether:

- the institutional framework specifying different bodies and committees stipulated to be constituted under various flagship programmes at the district level was comprehensive and effective;
- the planning process in the district was adequate and effective;
- the district administration headed by the Collector could discharge his responsibilities towards implementation of developmental programmes in the district to provide basic services to the people for improving their general standard of living efficiently and effectively;
- funds received for different developmental purposes were adequate and were utilized economically, efficiently and effectively and
- the process of vigilance and oversight through monitoring, inspection, reporting and evaluation was efficient, timely and effective.

2.3 Audit criteria

Audit criteria adopted were sourced from:

- District Perspective plans and Annual Plans
- Guidelines of the concerned schemes;
- Instructions and circulars issued by the State and Central Government;
- Odisha General Financial Rules (OGFR), Odisha Treasury Code (OTC) and Odisha Public Works Department (OPWD) Code;
- Prescribed mechanism for formation of bodies and committees for planning, implementation including inspection and monitoring of programmes.

2.4 Methodology of audit

Before commencement of audit, we conducted Entry Conference on 14 March 2011 with the District Collector and other district and block level officers and discussed our audit objectives, scope and methodology of audit. During audit, we scrutinised the records of the Collector, Deputy Director (Planning), Project Director, District Rural Development Agency (DRDA), all the three blocks (Boudh, Harabhanga and Kantamal), and 15¹ sampled Gram Panchayats (GPs) under the above blocks of the district. Besides, we checked the records of the Chief District Medical Officer (CDMO), three² sampled Community Health Centres (CHCs), out of five CHCs, six out of 12 Public Health Centres (PHCs), the District Project Coordinator (Sarva Siksha Abhiyan), the District Social Welfare Officer and the Child Development Project Officers of the three blocks, the Executive Engineers of Rural Works Division and Rural Water Supply and Sanitation Division, the Deputy Director of Agriculture and District Agriculture Officer, Executive Engineer, SOUTHCO³ and Manager, National Hydro Power Corporation. We also interviewed beneficiaries of the selected schemes, conducted joint physical inspection of sites and took photographs wherever found necessary in presence of entity's representatives to form persuasive audit opinion.

We discussed the findings of audit in an Exit Conference (14 November 2012) with the Development Commissioner-cum-Additional Chief Secretary in presence of the Principal Secretaries/ Commissioner-cum-Secretaries, representatives of the Departments concerned. The responses of the Departmental Officers were suitably incorporated in the Report at appropriate places.

2.5 Acknowledgement

The office of the Accountant General (G&SSA), Odisha, Bhubaneswar would like to record its appreciation for the cooperation extended by the district administration, the Planning and Co-ordination Department and the heads of the Departments concerned in conducting Performance Audit of Boudh district.

¹ Boudh block (Baghiapada, Gochhapada, Manupali, Mundapada and Padmanpur), Harabhanga block (Adenigarh, Lunibahal, Banibhusanpur, Kusanga and Sampoch) and Kantamal block (Khamanamunda, Khatakhatia, Lambasary, Palasagora and Similipadar)

² Boudh, Harabhanga and Kantamal

³ An electricity distribution company for the southern division of Odisha.

CHAPTER 3 INSTITUTIONAL FRAMEWORK

To ensure effective delivery of public services to the rural people under various flagship programmes at the district level, different bodies and committees were stipulated to be constituted with the Collector either chairing or being the Chief Executive of these bodies/committees. These Committees/bodies, as mentioned below, were responsible for planning, execution, monitoring and evaluation of these developmental programmes in the district.

Table 2: Committees and bodies of the district

Sl No	Name of the sector	Names of the committees/bodies	Role of the collector
1	Planning	District Planning Committee (DPC)	Member Secretary
		District Planning and Monitoring Unit (DPMU)	Chairman
2	Health	General Body (GB) of Zilla Swasthya Samiti	Chief Executive Officer
		Executive Committee (EC) of ZSS	Chairman
		GB of District Hospital Rogi Kalyan Samiti	Chairman
3	Education	District Sarva Shiksha Abhiyan (SSA) Committee	Chairman
		District Level Monitoring Committee (DLMC)	Member Convener
4	Food and Nutrition	District Level Coordination Committee (DLCC)	Chairman
5	Rural Employment	Government designated one officer as District Programme Co-ordinator (DPC)	DPC
6	Drinking water	District Water & Sanitation Mission (DWSM)	Member Convener
		District Water & Sanitation Committee (DWSC)	Chairman
7	Agriculture	GB of Agricultural Technology Management Agency (ATMA)	Chairman
		District Security Mission Executive Committee (DFSMEC)	Chairman
8	Energy	District Electrical Committee (DEC)	Chairman
9	Other District level bodies involved in developmental works	District Rural Development Agency (DRDA)	Chief Executive Officer (CEO)
		Zilla Parishad (ZP)	CEO
		District Level Vigilance and Monitoring Committee (DLVMC)	Member Secretary

(Source: Information collected from each line Department)

Review of the functioning of Committees indicated that such Committees were set up only to fulfil the mandatory requirement. The Committees held inadequate number of meetings without achieving the desired outcome as discussed below:

3.1 Inadequate number of meetings of Zilla Swasthya Samiti

The National Rural Health Mission (NRHM) scheme was launched (2005) by the GoI to bridge gaps in healthcare facilities in rural sector. The guidelines stipulated constitution of Zilla Swasthya Samiti (ZSS) whose Governing Body (GB) was to be headed by the President of Zilla Parishad (ZP) with the Collector as the CEO. The Committee was responsible for approval of Annual Action Plan (AAP) and review the implementation of programmes. At least two meetings were to be conducted in a year. There was another Executive Committee (EC) headed by the Collector with the CDMO as the (CEO) which was to sit once in every two months to review the implementation of different programmes in the district.

As against requirement of 10 GB and 30 EC meetings, only one GB and 5 EC meetings were held respectively during last five years (2007-12). The Annual Action Plan known as the Project Implementation Plan (PIP) under NRHM was approved at the district level by the Collector without conducting GB meetings. The Collector while admitting the fact stated (September 2012) that due to constraints of vacant posts, the GB and EB meetings of ZSS could not be held as per the mandate.

3.2 Ineffective functioning of Rogi Kalyan Samitis (RKS)

The NRHM provided for creation of Rogi Kalyan Samitis (RKS) in each public health institution to manage the affairs of hospitals comprising members from local Panchayati Raj Institutions, NGOs, local elected representatives and officials from Government sector. The Collector was the Chairperson and the CDMO was the co-Chairperson of the GB of the RKS of the district hospital which was to meet once in every quarter. It was seen that only three GB meetings were held against required 20 meetings and only five EC meetings as against 60 meetings due, during 2007-12.

The CDMO stated (April 2012) that it was not practicable to hold the meetings regularly due to vacancy of officers under different wings of the hospital.

3.3 Non-functioning of District Level Monitoring Committee under Education sector

To secure 'Right to Basic Education' to all children in the age group of 6-14 years, the Sarva Shiksha Abhiyan (SSA) scheme was launched (2002) by the GoI which stipulated for constitution of the SSA Committee with the Collector as the Chairman and the District Project Co-ordinator (DPC) as the Member Convener to plan, monitor and implement all activities under SSA.

A District Level Monitoring Committee (DLMC) chaired by the senior most Member of Parliament (MP) present in the meeting with Collector as the Member Convener was to meet once in a quarter to be apprised of the progress of implementation of the SSA in the district on key outcome indicators like enrolment, dropout, learning achievement level of students etc.

Audit noticed that only four SSA Committee meetings were held, during 2007-12 as against 10 meetings due, mainly to approve Annual Work Plan and Budget only. DLMC was first constituted in June 2009 only after seven years

of implementation of SSA and conducted two meetings jointly with SSA by March 2012. The DLMC practically did not have any meeting since they did not function in a separate forum and no line department officials were represented in the meeting, leading to the conclusion that the Committee remained only on paper. The Collector intimated (September 2012) that the DLMC meeting would be held very soon to appraise the progress of the SSA implementation in the district.

3.4 Non-existence of District Level Coordination Committee under Integrated Child Development Services scheme

For the integrated development of children and women especially expectant and nourishing mothers, the GoI launched (October 1975) the Integrated Child Development Services (ICDS) scheme. As per the scheme, one District Level Coordination Committee (DLCC) with the District Collector as its Chairman and the District Social Welfare Officer (DSWO) as the Convener was to meet once in a quarter to ensure convergence⁴ of schemes with the Departments of Health & Family Welfare, Panchayati Raj and Rural Development.

Scrutiny revealed that no such Committee was formed for which convergence of other programmes with ICDS activities was completely absent. The reason of non-constitution of DLCC, as asked by Audit, could not be stated by the DSWO.

3.5 Absence of meeting under District Water & Sanitation Mission and District Water & Sanitation Committee

The District Water & Sanitation Mission (DWSM) headed by the President of the ZP with the Collector as the CEO was to meet at least twice in a year to approve Annual Action Plan (AAP), review and monitor its implementation. Similarly, the District Water & Sanitation Committee (DWSC) under the Chairmanship of the Collector and the EE, Rural Water Supply and Sanitation (RWS&S) was the Member Secretary and responsible for successful implementation of the Rural Water Supply Programme by holding quarterly meetings. It was seen that none of the Committees held any meetings during 2007-12.

The Collector while admitting the fact, stated (September 2012) that such meetings were proposed to be taken up during 2012-13 for approval of AAP, review and monitoring of the implementation.

3.6 Ineffective functioning of Governing Body under Agriculture Technology Management Agency (ATMA)

Under agriculture sector, Agricultural Technology Management Agency was an autonomous institution at the district level to ensure timely delivery of extension services to the farmers. The activities of ATMA were to be carried out through its Governing Body (GB) and Management Committee (MC).

⁴ Convergence means making fund available from two or more departments for two or more schemes to individual beneficiaries/works.

The GB, in the district headed by the Collector as the Chairman and the Project Director (PD), ATMA as the Member Secretary was to meet frequently in every quarter. The GB was to provide overall policy direction, review and approve Strategic Research & Extension Plan (SREP), encourage and facilitate private sector firms, organizations and farmers to provide technical support, marketing services, agricultural lending facilities and to function for overall development of agriculture in the district.

Audit scrutiny revealed that the GB meeting was held only four times against required 19 meetings during 2007-12. As observed from the proceedings, the GB meetings were only restricted to approve the Action plan. The institutional mechanism was thus, rendered ineffective.

3.7 Non-functioning of District Food & Security Mission under Agriculture sector

For implementation of National Food & Security Mission (NFSM), a centrally sponsored scheme aimed at enhancing production of rice and pulses stipulated constitution of one District Security Mission Executive Committee (DFSMEC) under the chairmanship of the Collector with Deputy Director of Agriculture (DDA) as the Member Secretary. The Committee was responsible for project formulation, implementation and monitoring of the scheme and was to meet at least twice in a year.

Audit scrutiny revealed that DFSMEC was constituted only on paper as the GB, ATMA was discharging the responsibility of DFSMEC and its meetings were shown as conducted simultaneously with that of the proceedings drawn with ATMA GB meetings.

3.8 Lack of regular review meetings by District Electrical Committee

For implementation of *Rajiv Gandhi Grameen Vidyutikaran Yojana* (RGGVY) and *Biju Gram Jyoti Yojana* (BGJY), the District Electrical Committee (DEC) was constituted under the chairmanship of the Collector. The functions of the committee were to look after electrification, quality of power supply and to monitor the implementation of programmes in rural areas. It was seen that only five schedule meetings were held against required 12 meetings during 2009-12.

3.9 Inadequate and ineffective DLVMC meetings

Besides the sectoral committees, District Level Vigilance and Monitoring Committee (DLVMC) was constituted under the orders of Ministry of Rural Development with the objective of monitoring the execution of schemes in the most effective manner and within the given time frame, so that public funds were put to optimal use and programme benefits trickled down to the rural poor in full measure. The Committee was to be headed by the MP or a Minister as the Chair Person with the Collector as the Member Secretary and meet at least once in a quarter.

It was found that the DLVMC though constituted, met only seven times against 20 meetings scheduled during 2007-12. Its proceedings were issued

after 17 to 140 days for information and suitable action. Instructions of the Committee were neither carried out by the implementing agencies nor periodic follow up made by the Collector/ PD, DRDA for improving the implementation.

Discussions in the meetings centred mainly on targets and achievements of various schemes/activities and non utilisation of funds with a routine directions to the implementing agencies to expedite the expenditure.

It was, thus, seen that the district level meetings conducted were inadequate, discussions in the meetings were routine and advisory. Implementing agencies could not furnish any reason for the shortfall in meetings. These indicated that the Committees existed and functioned more to comply with the mandatory requirements rather than ensuring delivery of expected outcomes under the various programmes/schemes.

Recommendations

- The Committees constituted under flagship programmes should hold regular meetings as per norms prescribed.
- The Committees should discuss the deficiencies, problems, bottlenecks encountered during implementation of the programmes and ensure appropriate steps for quality delivery of services.
- Proceedings should be drawn for all meetings and intimated timely to the concerned officers for necessary compliance.

CHAPTER 4 PLANNING

The 74th Constitutional amendment (1992) mandated constitution of District Planning Committee (DPC) in each district with a view to prepare village level micro plans and their consolidation into block level and district plans in a consultative, participative and bottom-up manner. The Planning Commission prescribed (November 2008) the Manual for District Planning which required activity mapping for the DPC by setting district priorities, leading the district visioning exercise and overseeing participatory planning process. It was important particularly from the point of view of increasing accountability of local governments and people, as well as optimally using resources. The vertical planning process was required to be transformed into a horizontal planning process, where local governments and other planning entities work together and explore the possibilities of planning together. Review of the process for preparation, approval and implementation of integrated district plans in Boudh district revealed the deficiencies as discussed under:

4.1 Delay in formation of District Planning Committee

The Government of Odisha enacted the required legislation to set up the DPCs in October 1998, i.e. after five years of the constitutional amendment. Even after passing of the Odisha DPC Act 1998, the Government took another two years in framing the Odisha DPC Rule 2000 (December 2000). The DPC was actually formed in Boudh district only in March 2003 which indicated that it took about 10 years in the process to form the DPC after enactment of the 74th amendment. Planning and Co-ordination Department stated (November 2012) that it would take some time since it was new system. However, the delay in formation of DPC ultimately deferred implementation of planning process in the district.

4.2 Inadequate number of meetings by DPC

The DPC met a total of six times during 2007-12, at the rate of one meeting every year and one additional meeting in 2010-11 only to approve Annual Plan. The Planning Commission commented that the DPC in the state performed as a Committee, met occasionally to hurriedly endorse without adequate appreciation to plan prepared by the Departmental officials. The position was still held relevant in case of DPC Boudh. As could be seen from the proceedings, the role of DPC was confined to approval of plan only and had never discussed the output and outcome of the programmes implemented in the district as per the plans approved in its annual meeting and the difficulties encountered during implementation.

The Collector stated (September 2012) that adequate number of DPC meetings was not held due to non-availability of Hon'ble Minister, who was the chairman of the DPC. The reply was not tenable as the meeting in absence of Minister could have been conducted by the members present in the meeting by choosing one from among themselves to preside over the meeting of the Committee.

4.3 Delay in approval of Annual Plan

The Annual District Plans were to be approved by March of the previous year so that the projects could be implemented from the commencement of the next financial year (April) after necessary scrutiny and approval by the Government. But as could be seen from the table below, there was delay even up to 229 days in approval of the Annual Plan reckoning 31 March of the year as the last date for approval of such plans.

Table 3: Delay in approval of Annual Plan

Year	Date of approval	Delay (in days)
2007-08	24.09.2007	176
2008-09	24.09.2008	176
2009-10	16.11.2009	229
2010-11	09.04.2010	08
2011-12	21.09.2010	-

(Source: Deputy Director, Planning)

Even though the plans were sanctioned late, the line departments went ahead incurring expenditure without approval. It clearly indicated that the plans were approved in the DPC only as a compliance measure rather than providing guidance and direction to the implementation of the various projects.

The Collector stated (September 2012) that the delay was due to non availability of the Hon'ble Chairman of the DPC during 2007-10.

4.4 Ineffective functioning of the DPMU

Though District Planning and Monitoring Unit (DPMU) acting as the secretariat to DPC was set up (June 2010) by P&C Department, it was not properly institutionalized due to absence of adequate staff and experts. It was to function with two cells, i.e. Planning Cell and Analytical Cell. The existing staff in District Planning & Statistical wing had constituted Planning Cell, but the Analytical Support Cell which was responsible for providing high-end analytical and conceptual support to the DPC was not functioning as the required expertise like economists, livelihood expert, town planning expert, regional planning expert, geographical specialist etc., were not posted. Though the P&C Department created such posts in September 2010, those were not filled up (November 2012) even after a lapse of 25 months of their creation. The Cell was required to prepare District Plan in convergence with other flagship programmes.

The P&C Department replied (November 2012) that since it was a time consuming process, the analytical cell of the DPMU might take some time for its operationalisation. In absence of technical support, district planning had been conducted by a private Technical Support Institute (TSI)⁵, who was discharging the works required to be done by the Planning Cell. However, convergence approach in planning was missing as the District Plan was prepared by the TSI.

⁵ Agricultural Finance Corporation Ltd. (2007-09), Nabakrushna Choudhury Centre for Development Studies (2009-11), Multi Applied System (2011-12)

4.5 Awareness programme at GP level not conducted

Awareness programmes were to be conducted at GP level through wall print, film, folk media etc to enable Non-Government Organisations (NGO), Self Help Group (SHG) and the people at the gram panchayat level aware about planning process and ensure their participation in the planning process to identify issues to be included in planning. We could not find any document/evidence in the DPMU to the effect that the TSIs conducted such programmes.

The Collector in his reply stated (September 2012) that it was not a fact that the District Planning Authorities were not involved in generating awareness programme during planning process. However, we could not find any evidence in the DPMU that the TSIs conducted such awareness programmes thereby indicating that general people were not involved in district planning.

4.6 Non involvement of DPMU in planning process

Plans were to be prepared after taking stock of the needs/gaps at the GP and Block level and after prioritizing the issues/ projects. But, DPMU headed by the Dy. Director Planning of the district was not even aware of the *modus operandi* followed by the TSIs in identifying the issues and problems at the grass root levels and their prioritizations for inclusion in the district planning.

The Collector replied (September 2012) that the Dy. Director highlighted the purpose and process of planning in workshops but there was a meagre involvement in empirical/ analytical part of the district plan since the same was being prepared by TSIs. It clearly indicated that the DPMU, a body responsible for preparing plan for the entire district discharged its role by holding seminars and workshops only on planning without getting involved in the actual plan process.

4.7 Lack of convergence in planning

Comprehensive District Plan was required to fill the gaps in resources by convergence of resources from other flagship programmes of the State and the Centre. We noticed that an Integrated District Planning converging all developmental sectors was not prepared and vertical planning was still followed in lieu of horizontal planning as anticipated. Issue/sector wise planning based on needs, gaps, priorities and earmarking outlays by converging funds from different schemes for identical purposes was completely missing. Proposals for planning for other developmental sectors as prepared by individual line departments without any convergence approach were simply approved in the DPC in a routine manner as done earlier in sectoral i.e., vertical planning process.

4.8 Absence of village level planning under different sectors

Village level planning under different developmental sectors was completely absent. The district level plans were prepared without village level plans. Scrutiny revealed that no Village Health Action Plan required to be prepared by Village Health Sub Committee as per National Rural Health Mission (NRHM) was prepared. In Education sector, the Village Education Committees did not prepare village education plan as required under SSA.

Similarly the District Agriculture Plan was devoid of planning at village levels involving farmers. In absence of village level planning, assurance on the district level planning addressing the actual needs of the people at the lowest level could not be derived.

There was a delay of 10 years in formation of District Planning Committee after it was mandated. The Committee also held meetings inadequately. Further, planning was found to be inadequate and ineffective as it failed to involve the citizens at Gram Panchayat and Panchayat Samiti level in the planning process resulting in possible overlooking of the GP-level gaps and priorities. District planning lacked convergence with other schemes for integrated development of the district. The Planning Commission's efforts to prepare a horizontal plan involving all sectoral offices remained unachieved as the entire process was undertaken by Technical Support Institute (TSI) which was required to be done by the Planning Cell. In the above background, the efficacy on the functioning of the District Planning Committee could not be established.

Recommendations

The Government may take the following steps for effective planning process.

- Institution of District Planning Committee (DPC) should be strengthened with adequate posting of planning and professional persons.
- Participatory planning involving Gram Panchayats (GPs) and Blocks as envisaged by the Planning Commission should be ensured.

CHAPTER 5

FINANCIAL MANAGEMENT

Funds are allocated to the district through the State budget for various developmental activities. In addition, funds are directly released to the DRDA and other implementing agencies for various socio-economic programmes by the State and the GoI. DRDA releases the fund to the blocks and other implementing agencies as per the approved allocation. However, the financial data in respect of flagship programmes was not available in a central place (Collector).

Based on compilation of data from the cashbooks and other books of accounts of different implementing agencies, we found that the district received funds of ₹450.17 crore for implementation of 19 socio-economic developmental flagship programmes under nine sectors during 2007-12 of which ₹333.89 crore (74 per cent) was utilized during the above period. Sector wise details were as under:

Table 4: Position of funds received and expenditure incurred in respect of certain flagship programmes

(₹ in crore)						
Name of the Sector	Name of the Scheme/ programme	Opening Balance	Receipt	Total	Expenditure (percentage)	Closing Balance
Health	NRHM & other five	1.19	21.03	22.22	17.67(84)	4.55
Agriculture	RKVY, NFSM & ATMA	0.00	9.25	9.25	7.13(77)	2.12
Education	SSA, NPEGL & KGBV	0.69	72.13	72.82	39.13(54)	33.69
Food & Nutrition	ICDS	1.61	84.29	85.90	74.18(88)	11.72
Road	PMGSY	1.23	65.78	67.01	65.52(100)	1.49
Drinking water	RWSS	0.00	44.42	44.42	37.58(85)	6.84
Employment	MGNREGS	1.38	49.51	50.89	16.10(33)	34.79
Housing	IAY	0.03	26.43	26.46	21.52(81)	4.94
Electricity	RGVY, BGJY	0.00	77.33	77.33	55.06(71)	22.27
Total		6.13	450.17	456.30	333.89(74)	122.41

(Source: Information furnished by district heads of line departments)

However, audit scrutiny revealed that the actual expenditure was less than 74 per cent shown above. The amounts drawn by the district heads of line Departments and paid to sub-district level officers for swift implementation of various activities were treated as expenditure without ensuring their actual utilization as discussed in the succeeding paragraphs.

5.1 Non-adjustment of outstanding Advances of ₹ 58.30 crore on time

As per provisions of Odisha Treasury Code (OTC) and instructions of Finance Department (December 1985 & January 2006), advances granted to Government Officials for departmental and allied purpose should not be

shown as final expenditure and required to be adjusted within one month from the date of sanction of advance by submitting detailed accounts with supporting documents and the balance refunded, failing which the amount would be treated as misappropriation. Scrutiny revealed that advances for ₹58.30 crore were lying unadjusted in six out of 21 offices for one to more than three years as indicated in the table below:

Table 5: Position of outstanding advances

(₹ in crore)

Sl. No	Name of Sector/ office	Advance as on 31.03.2012	Advances outstanding for			
			0-1 year	1-2 year	2-3 year	3 years and more
1	CDMO, Boudh	2.83	Not Available			
2	DDA, Boudh	0.26	0.16	0.05	0.02	0.03
3	SSA, Boudh	54.64	30.61	0.91	11.75	11.37
4	CDPO, Harabhanga	0.10	0	0.10	0	0
5	CDPO, Kantamal	0.39	0.39	0	0	0
6	DSWO, Boudh	0.08	0	0	0	0.08
Total		58.30	31.16	1.06	11.77	11.48

(Source: Information furnished by above departmental heads of the district)

As could be seen in respect of Chief District Medical Officer, Boudh, no year-wise analysis of the outstanding advances was made in absence of which the position of outstanding advances could not be analysed in audit. Though the officers concerned stated that expeditious steps were being taken to recoup the advances, possibility of misappropriation of funds for long unadjusted advances was very high. Further, ₹ 69.88 crore⁶, released to three implementing agencies in the shape of advance during 2007-12, was shown as expenditure in the cash books as of March 2012. Treatment of advances as final expenditure was irregular and may lead to misutilisation/misappropriation of the funds since it was already booked as final expenditure.

5.2 Submission of fictitious Utilization Certificates of ₹ 34.85 crore

As per provisions of Odisha General Financial Rules (OGFR) Utilization Certificate (UC) should be furnished by the grantee institution in Form OGFR 7A countersigned by disbursing authorities so as to reach the administrative department by 1st June of succeeding year. Audit scrutiny revealed that the offices as detailed below had submitted fictitiously UC for ₹ 34.85 crore without actual utilization of the fund as revealed during audit scrutiny as indicated in table below.

Table 6: Position of Utilisation Certificates

(₹ in crore)

Sl. No.	Name of Office	Scheme	Period	Amount for which UC furnished	Actual expenditure incurred	Amount of fictitious UC
1	DDA Boudh	RKVY	2007-11	0.48	0.45	0.03
		NFSM	2007-11	3.93	0	3.93
2	SSA Boudh	SSA	2007-10	39.13	16.01	23.12
3	DRDA	IAY	2007-11	20.96	13.19	7.77
Total				64.50	29.65	34.85

(Source: Information collected from respective offices)

⁶ 1.DSWO for ICDS ₹ 0.39 crore, 2. DPC for SSA: ₹ 23.86 crore, 3.DRDA for IAY: ₹ 4.77 Crore for NREGA: ₹ 40.86 crore.

The UCs were submitted fictitiously only to avoid the lapse of grants. As a result the very purpose of the UC, i.e. assurance against improper utilisation and diversion was defeated. It was stated by the DDOs that the UCs were submitted in anticipation of expenditure which is not acceptable since it would not reflect the correct expenditure and is contrary to canons of financial discipline and propriety.

5.3 Irregular diversion of funds of ₹ 1.97 crore

SSA's "Manual on Financial Management and Procurement" prohibits diversion of fund to purposes other than activities under SSA. However, we found that ₹ 1.97 crore was diverted from SSA fund to National Programme for Education of Girls at Elementary Level (NPEGEL) (₹ 117.20 lakh) and to *Kasturba Gandhi Balika Vidyalaya* (KGBV) (₹ 79.39 lakh) during 2010-12. The amounts were not recouped as of March 2012 despite availability of funds under the respective programmes. This reduced the scope for utilization of funds for SSA's programme activities.

5.4 Idling of funds of ₹ 2.71 crore due to excess sanction without demand

Check of records under *Biju Gram Jyoti Yojana* (BGJY) revealed that ₹ three crore were received during 2007-09 of which ₹ 2.54 crore were utilized leaving unspent amount of ₹ 0.46 crore since 2010-11. Despite non requirement of funds under the programme since all the villages under the scheme were electrified, the Government of Odisha, Energy Department irregularly granted more funds of ₹ 2.25 crore to the Collector, Boudh during 2010-11 and 2011-12. This resulted in accumulation of funds of ₹ 2.71 crore in Personal Ledger Account of PD, DRDA, Boudh. It was a sheer lack of fund management at the level of Department of Energy as excess funds were sanctioned despite several intimations by the Collector that he did not require more funds under BGJY. The Collector also, without refunding the amount parked the funds in PD, DRDA's Personal Ledger Account, which was highly irregular.

5.5 Irregular parking of scheme funds worth ₹ 2.29 crore in non-interest bearing current account

As per Finance Department instructions (September 1997) opening and operation of Current Account in banks for transaction of Government money is prohibited. Government transactions should be operated through savings bank account as it could earn additional fund in shape of interest and used in the activities of the scheme.

Scrutiny of records revealed that ₹ 2.29 crore were kept in current account in three offices⁷ as of March 2012 in violation of the above provisions.

⁷ DSWO Boudh ₹ 99.82 Lakh, CDPO Kantamal ₹88.75 lakh and CDPO Boudh ₹ 40.36 Lakh.

5.6 Irregular parking of funds worth ₹ 24.89 lakh drawn from on line accounts

On-line fund management system was introduced by the Agriculture Department since 2011-12 in respect of RKVY scheme. In the system, funds were not actually sent to the implementing agencies but were kept centrally in unified on-line account and the implementing agencies were allowed to make payment through cheques. It was seen that ₹24.89 lakh⁸ were drawn from online accounts through self cheques by PD, ATMA Boudh irregularly and kept in bank accounts for two months. The funds were drawn irregularly in anticipation of expenditure and to avoid lapse of the grant.

The district could utilise 74 per cent (₹ 333.89 crore) of the total funds (₹450.17 crore) received. The reported expenditure were misstated as it included funds provided as advance, but shown as final expenditure (₹ 69.88 crore) and amount diverted (₹ 1.97 crore). Besides, gross irregularities were noticed in financial management as the DDOs furnished fictitious Utilisation Certificate (UC) for ₹ 34.85 crore without actual expenditure and funds were received though not required.

Recommendations

The Government should take the following measures for better financial management.

- Utilization of the fund within the time frame should be ensured;
- Codal provision to recoup the advance within a month should be strictly adhered to;
- Submission of Utilization Certificate without actual expenditure should be seriously viewed to avoid misutilisation.

⁸ Cheque No 007121/ 31.01.12- ₹ 17.50 Lakh, Cheque No 007142/ 31.03.12-₹ 1.75 lakh & Cheque No 007142/ 31.03.12- ₹ 5.64 lakh.

CHAPTER 6 PROGRAMME IMPLEMENTATION

SOCIAL SERVICES SECTOR

Social Services Sector includes health, education, nutrition, drinking water, food security and poverty alleviation etc. We reviewed the implementation of the following flagship programmes implemented in the social sector in the district.

- National Rural Health Mission (NRHM) and other disease control programmes;
- Sarva Shiksha Abhiyan (SSA);
- Integrated Child Development Services scheme (ICDS);
- Accelerated Rural Water Supply Programme (ARWSP).

6.1 Health

The main objective of health sector was to provide assured, effective, affordable and accessible basic health care facilities to all through different interventions. But we found that the health care services were adversely affected in the district due to shortage of doctors, para-medical staff and other basic facilities as discussed in succeeding paragraphs.

6.1.1 Absence of adequate number of health centres

Adequate number of health centres was required for effective delivery of health care services. As per the norm originally laid down by the Planning Commission, and reiterated by the Indian Public Health Standards (IPHS)⁹, the district with 4.40 lakh population (2011 provisional) was running with shortage of health centres even below the State average as on 31 March 2012 as detailed in the table below:

Table 7: Status of availability of Health Centres

Sl. No.	Type of hospital	District (population 4.40 lakh)			State (population 419.47 lakh)		
		Required as per norm	Available	Shortage (per cent)	Required as per norm	Available	Shortage (per cent)
1	CHC*	4	5	--	350	377	nil
2	PHC**	15	12	3 (20)	1398	1228	170(12)
3	SC***	88	67	21(23)	8389	6688	1701(20)

Source: Records of Chief District Medical Officer, Boudh

(*Community Health Centre, ** Primary Health Centre, ***Sub Centre)

Out of above twelve PHCs, four PHCs were created in October 2010. Those four PHCs remained only on paper since they did not function as of March 2012 due to non posting of doctors and para medical staff (Palsaguda), non completion of required buildings (Charichhak & Talagaon) and non handing

⁹ One CHC for every 1,20,000 population, one PHC for every 30,000 population and one Sub Centre for every 5000 population.

over of the building (Sagada) to the CDMO despite its completion. Similarly, out of the five CHCs, four CHCs (Kantamal, Purunakatak, Baunsuni and Adenigarh) were upgraded (October 2010) from PHCs/Area Hospitals but the required infrastructure like doctors, staff and other facilities were yet to be provided as of March 2012. Though, patients had to cover even up to 10 KM to reach the SC Lokapada and 70 KM to CHC Baunsuni, non-establishment of required health centres denied easy accessibility to the rural people of the district. Health & Family Welfare (H&FW) Department stated (November 2012) that active steps were being taken to create additional health institutions as per IPHS norm.

6.1.2 Shortfall of doctors and para medical staff

Doctors and para medical staff play key roles in delivery of health care services to the people in the absence and inadequacy of whom, the entire health system is likely to collapse. As per GoI norm there should be one doctor for 3500 population, one nurse for 5000, one health worker for every 3000 and one laboratory technician for every 10000 population. Requirement, sanctioned strength and actual availability of doctors and para medical staff as on 31 March 2012 were as under:

Table 8: Availability of man power

Particulars	Population norms	Required as per norm	Sanctioned strength (percentage against norm)	Actually in position (per cent to sanctioned strength)	Actually in position (per cent against norm)
Doctor	3500	125	53 (42)	29(55)	29(23)
Nurse	5000	87	26 (30)	9(35)	9(10)
Health worker	3000	147	132 (90)	90(68)	90(61)
Laboratory Technician	10000	44	8(18)	6(75)	6(14)

(Source-CDMO, Boudh)

As may be seen from the above table, the sanctioned strength under different cadres ranged between 18 and 90 *per cent* of requirement as per the GoI norm, and the actual availability ranged between 10 and 61 *per cent* of requirement as per the GoI norm. Also, the staff in position was not as per sanctioned strength which varied between 35 and 75 *per cent*. Vacancies in all cadres are likely to affect the health system in the district.

In the District Head Quarter Hospital (DHH), 12 (52 *per cent*) out of 23 posts of specialists in different departments remained vacant for two to three years. The Obstetrics & Gynaecology and Paediatrics departments were functioning without specialists for two to three years. Also, against sanctioned strength of 20¹⁰ para medical staff, 11 posts remained vacant for two to 10 years in the District Headquarters Hospital (DHH).

¹⁰ SS-MIP-Vacancy-Pharmacist(3-2-1), Staff Nurse (12-4-8), Radiographer (2-1-1), Laboratory technician (3-2-1)

Out of 12 PHCs in the district, 6 PHCs¹¹ were running without any doctor. Out of sanctioned strength of six technicians (X-ray), the entire district had only one technician working in the DHH. There was no laboratory technician in CHC Kantamal and the patients had to depend on private clinics for testing. Four¹² Sub Centres (SCs) were functioning without health workers since 2009. Shortage of medical and para-medical staff at each level is likely to affect the healthcare delivery system in the district.

H&FW Department stated (November 2012) that creation of required manpower in all health institutions as per IPHS norm was under active consideration of the Government.

6.1.3 Lack of prescribed minimum facilities in the health centres

A joint inspection and issue of questionnaire to 21 health centres (3 CHCs, 6 PHCs and 12 SCs) revealed that many of the health centres lacked basic minimum infrastructure and facilities which are basic requirements of health care services system in the district as indicated in the table below:

Table 9: Position of basic health care facilities in health centres

Particulars of infrastructure/ facilities	Number of units where service was not available		
	CHCs	PHCs	SCs
Waiting room for patients	1	4	12
Labour room	1	3	12
Operation Theatre	0	5	11
Clinic room	0	0	10
Waste disposal	3	3	10
Residential facility for staff	1	3	5
Separate utility for male and female	2	3	12
Blood storage	3	6	NA
New born care	0	5	6
24 x 7 deliveries	1	3	NA
X Ray	3	6	NA
Ultrasound	3	6	NA
ECG	3	6	NA
Obstetric care	1	6	NA
Emergency service 24 hours	0	3	NA
Family Planning	2	6	NA

(Source-Figures obtained through joint inspection and questionnaires) (NA-Not applicable)

We also noticed that

- No X-Ray, ultrasound and ECG facilities were available in all the three test checked CHCs and six test checked PHCs;

¹¹ Ambajhari, Baghiapada, Talagaon, Charichhak, Palsagora and Khuntiguda

¹² Ambajhari, Rugudikumpa, Damanda and Chhataranga

- Separate utility for male and female not available in two out of three test checked CHCs and all the six test checked PHCs;
- Minor operation theatre was not available in five out of six test checked PHCs.

These are indicative of absence of basic minimum health care facilities in the district.

H&FW Department stated (November 2012) that sincere steps were being taken to provide comprehensive, reproductive, maternal, new born, child and adolescent health services in selected health institutions. However, the reply of the Government is not relevant to the observations of audit.

6.1.4 Inadequate infrastructure creation and maintenance

GoI introduced (2005) NRHM, which stipulated creation of new infrastructure and strengthening of the existing physical infrastructure for health centres, to improve accessibility to health delivery system in the district. Accordingly, the district received funds (₹3.20¹³ crore) under NRHM for undertaking construction, up-gradation and renovation of 66 CHCs/ PHCs/SCs during 2007-12. However, we noticed that there was delay in commencement and completion of works, despite availability of funds as discussed in succeeding paragraphs:

6.1.4.1 Inordinate delay in commencement of works

Review of progress of infrastructure revealed that there was inordinate delay in commencement of works though the funds were sanctioned in Project Implementation Plan (PIP) in April/May of each year. Work orders for five out of 13 works in 2007-08 were issued after 38 months of approval of PIP. Orders for seven works sanctioned in 2008-09, were not issued till March 2012 even after lapse of 46 months. This was mainly due to lack of adequate monitoring as discussed in **Para 7.3**.

H&FW Department stated (November 2012) that the said works were already taken up and were being reviewed by the Collector.

6.1.4.2 Abnormal delay in completion of works

There was also abnormal delay in completion of works. New works were to be completed within one year from the date of issue of work order. Out of 66 works sanctioned (2007-12), civil portion of 20 buildings were completed after 10 to 37 months of the schedule dates of completion. In one work (Kharbui SC/new) out of above 20 works approved in 2007-08, the civil work though completed after 37 months in March 2011, the electrical installation and public health works were not completed as of March 2012. The construction was not complete even after 58 months of its approval in PIP.

¹³ 2007-08 (13 works) ₹ 77.63 lakh, 2008-09 (17 works) ₹ 63.56 lakh, 2009-10 (14 works) ₹ 32 lakh, 2010-11 (9 works) ₹ 86.03 lakh and 2011-12 (13 works) ₹ 61 lakh

The CDMO stated (May 2012) that estimates for PH and electrical works were not prepared at the time of issuing tender for construction work. The reply was not tenable as estimate for public health and electrical works should be prepared by the district authority before commencement of works. Failure to prepare comprehensive proposal and to insist for it by the appropriate authority resulted in delay in completion of the work.

H&FW Department stated (November 2012) that policy decisions were being taken to execute all works in rural areas through Rural Development Department and works in urban areas through Public Works Department to avoid delay in completion.

6.1.4.3 Unfruitful expenditure on incomplete works

Out of the aforesaid 66 works, 12¹⁴ works were left incomplete as of March 2012 even after lapse of one to four years leading to unfruitful expenditure of ₹ 36.36 lakh. H&FW Department replied (November 2012) that concerned departments were instructed in District Development Committee meeting for early completion of works.

6.1.4.4 Idling of funds due to non commencement of works

Execution of 34¹⁵ works during 2007-12, did not commence (March 2012) and ₹ 92.60 lakh released (2007-12) there for were left idle for 12 to 36 months. Delay in commencement and completion of works and non execution of works despite availability of funds crippled infrastructure backbone (being more than 51 *per cent* of total works) of the health sector in the district.

H&FW Department stated (November 2012) that sincere steps were being taken for commencement of all non-started civil works.

6.1.5 Inadequate and substandard peripheral infrastructure

In the public sector, SC is the most peripheral and first contact point between primary health care system and community. Accessibility to basic health services could only be achieved through proper functioning of SC. Our audit, however, revealed that SCs were functioning in unhygienic and dilapidated conditions mainly due to non repair of the buildings and construction of buildings in outskirts of villages as discussed below:

6.1.5.1 Lack of adequate SC buildings and maintenance of sub-centres

Scrutiny of records revealed that out of 67 SCs functioning in the district, 36 (54 *per cent*) SCs were running in private buildings. Despite shortage of own building, only eight new SCs were sanctioned (2007-12) and no steps were taken for construction of more



Ghantapada S.C in dilapidated condition

¹⁴ one (2007-08) one (2008-09), two (2009-10) and 8 (2010-11)

¹⁵ one (2007-08), seven (2008-09), 12(2009-10), one (2010-11), 13 (2011-12),

SC buildings either by inclusion in the PIP or under convergence with other programmes.

In respect of 31SCs functioning in Government buildings, 20 (65 per cent) buildings were found to be in damaged conditions.

Though funds (₹45 lakh) were received (2007-12) by the CDMO Boudh for repair of 35 SCs, work for 27 SCs were not started as on 31 March 2012. Due to damaged conditions of the SC buildings, the Auxiliary Nursing Midwives (ANMs) in charge of the SCs of Lambasari, Narayanprasad, Khatkhatia, and Gudilipadar under Kantamal block, and Kampra under Boudh Block were conducting health activities in places other than the SC buildings and timely health services at the focal points were not rendered.

H&FW Department replied (November 2012) that steps were being taken to construct all SC buildings by 2015.

6.1.5.2 Deviation from norms in choice of location of sub centres

As per instruction of NRHM directorate, new constructions were to be located in habitations as decided by the Gaon Kalyan Samitees (GKS) and not in the outskirts of villages under any circumstance. Scrutiny of records revealed that some SCs like Ambajhari in Boudh block, Lunibahal and Mohalikpada under Harabhanga Block were constructed in outskirts of villages where ANMs were not staying and buildings were left unused.



Ambajhari sub-centre located outskirts

H&FW Department replied (November 2012) that suitable places for construction of new sub centres inside the habitations were not always available.

6.1.6 Absence of basic diagnostic facilities in DHH

The role of Pathology department is unique and crucial for diagnosis and treatment. Scrutiny of records maintained at the laboratory of the DHH Boudh revealed that the following diagnostic facilities though prescribed under IPHS were not available.

Table 10 Non-availability of diagnostic services in the DHH, as per IPHS norm

Sl. No.	Speciality	Prescribed diagnostic services not available in the DHH
1	Haematology	Reticulocyte count
		Total RBC count
		Platelet count
		Packed Cell volume
		ELISA for HIV, HBS AG, HCV
2	Stool analysis	Culture and sensitivity
		Hanging drop for Cholera
3	Pathology	Bone marrow aspiration
		Coagulation disorders
		Thalassemia
4	Histopathology	All types of specimens, Biopsies

(Source: Records of CDMO, Boudh)

As stated by the Laboratory Technician (April 2012) a number of blood tests could not be conducted as the semi-auto-analyser and QBC reader for haemoglobin tests were out of order for last six months and lying unrepaired even after several discussions in meeting of the *Rogi Kalyan Samiti* (RKS).

Two Laboratory technicians in DHH out of three (one engaged in Blood bank) conducted 34643 tests during 2007-12 on an average of five to 19 tests per technician per day which were far below the GoI norm of 30 tests.

Check of all the indoor tickets (4 April 2012) of twenty patients in Indoor Patient Department (IPD) of Surgery, Medicine, Paediatrics wards revealed that patients were advised 50 tests, of which only eleven (22 *per cent*) tests were conducted inside the DHH. The basic reasons for low number of testing were absence of adequate facilities in the hospitals and non functioning of equipment which was confirmed (April 2012) by the CDMO.

The H&FW Department stated (November 2012) that process has been initiated to establish Hindlabs¹⁶ in all DHHs in a phased manner.

6.1.7 Low turnout of patients in OPD and IPD in DHH

We found that 3,14,338¹⁷ patients in Outpatient Department (OPD) were treated in the DHH during 2007-12. The average consultation in OPD was between 14 to 18 which was far below the norm of 40-45 patients per doctor per day as per norms of Indian Standards and again the average patient per doctor per hour varied between two and three which was below the norm of 10 patients fixed by the GoI. This was mainly due to low turnout of patients.

Similarly, 48884 patients in In-Patient Department (IPD) were treated during 2007-12 and the number of patients showed a declined trend¹⁸ over the period. The DHH functioned in 93 beds under paediatrics, gynaecology, surgery, medicine and eye wards. The bed occupancy ratio ranged between 23 *per cent* and 35 *per cent* which was far below the ideal norm of 90 *per cent* as per Indian Standards.

The position of average consultation in OPD and the bed turnover ratio in the three test checked CHCs during 2007-12 is indicated in the table below:

¹⁶ After establishment of Hindlab more than 200 types of diagnostic facilities will be made available in the DHH and it will be served as referral centre for CHC/ PHC.

¹⁷ 64417 (2007-08), 62848 (2008-09), 56838 (2009-10), 60782 (2010-11) & 69453 (2011-12)

¹⁸ 11725 (2007-08), 10909 (2008-09), 9122 (2009-10), 9342 (2010-11) & 7786 (2011-12)

Table 11 Position of average consultation and bed turnover ratio in the CHCs

	CHCs	2007-08	2008-09	2009-10	2010-11	2011-12
Average consultation in OPD	Manmunda	21	36	25	21	19
	Adenigarh	31	32	NA	30	31
	Baunsuni	53	48	42	42	34
Bed turnover ratio	Manmunda	0.48	0.86	1.17	1.21	1.30
	Adenigarh	0	0.02	0.07	0.15	0.11
	Baunsuni	0.21	0.39	0.26	0.30	0.42

Source: Information collected from the health institutions

As could be seen from the table above average consultation in OPD in all the three test checked CHCs were below the norm of 40-45 patients. The bed turnover ratio in two CHCs (Adenigarh & Baunsuni) was far below the ideal norm of 90 *per cent*. But the bed turnover ratio in Manmunda CHC was above the norm mainly due to presence of Gynaecology Specialist. The low turnout of patients in the OPD and IPD appeared to be mainly due to non-availability of required numbers of *speciaper cent*lized doctors, paramedics, diagnostic facilities and adequacy of health institutions in the district as discussed under **Para 6.1.1 and 6.1.2.**

The CDMO confirming the facts stated (April 2012) that the strength of patients indicated a downward trend as the number of doctors were decreasing day by day.

6.1.8 Lack of adequate reproductive and child health care

The Reproductive and Child health programme was launched (2005) to reduce the Infant Mortality Rate (IMR), Maternal Mortality Rate (MMR) and Total Fertility Rate (TFR). However, it was observed that the CDMO failed to address the issues due to lack of adequate antenatal care, institutional delivery mechanism and immunisation as discussed in succeeding paragraphs.

6.1.8.1 Inadequate antenatal care of pregnant women

In order to provide safe motherhood, pregnant women were to be registered and provided with three antenatal checkups, 100 days intake of Iron Folic Acid (IFA) tablets and two doses of Tetanus Toxoid (TT). The position of pregnant women provided with antenatal care was as under:

Table 12 Status of ante natal care

Particulars	2007-08	2008-09	2009-10	2010-11	2011-12
Number of pregnant women registered	10135	10206	9319	9510	10217
Provided with three ante-natal checkups (<i>per cent</i>)	NA	9261 (91)	8360 (90)	8019 (84)	8531 (84)
Provided with two doses of TT(<i>per cent</i>)	9120(90)	9646(95)	5803(62)	8769(92)	9246(91)
Provided with IFA tablets (<i>per cent</i>)	8411(83)	7974(78)	7956(85)	6155(65)	5160(51)

(Source- Health Management Information System, NRHM, Boudh)

As could be seen from the table above, the achievement in antenatal checkups and TT was fairly alright; but performance in providing IFA tablets was far below a

comfortable zone which varied between 50 to 85 per cent which may lead to anaemia in women as discussed with the CDMO.

The CDMO in reply (May 2012) stated that the rural women are reluctant to take IFA tablets for its bitter taste and the supply by the State was also irregular. The reply is not tenable as administration of IFA is required for safe motherhood and the rural women are to be educated through awareness campaign.

6.1.8.2 Shortfall in institutional deliveries.

One of the important components of the RCH programmes is the Janani Surakshya Yojana (JSY) to encourage pregnant women to have an institutional delivery rather than domiciled delivery in order to reduce maternal mortality and neo natal mortality. Even after seven years of introduction of JSY, 30 per cent domiciled deliveries were held though the position improved in 2011-12 to 72 per cent institutional deliveries, despite incurring expenditure of ₹3.81 crore¹⁹ during 2007-12. Status of institutional deliveries in the district during 2007-12 was as under:

Table 13: Status of institutional deliveries during 2007-12

Particulars	2007-08	2008-09	2009-10	2010-11	2011-12	State (2011-12)
Total deliveries ²⁰	NA	9631	8788	8099	8047	731011
Institutional deliveries	NA	6583	5880	5414	5828	619510
Domiciled deliveries	NA	3048	2908	2685	2219	111501
Percentage of achievement	NA	68	67	67	72	85

(Source: HMIS Boudh)

The above table indicated continuous decline in domiciled deliveries due to introduction of JSY.

Block-wise position of institutional deliveries was given below.

Table 14: Block wise position of institutional delivery

Particulars	Blocks	2007-08	2008-09	2009-10	2010-11	2011-12
Total delivery	Boudh	NA	2416	2605	2100	1530
	Harabhanga	NA	1204	1905	1909	1524
	Kantamal	NA	1116	2964	2789	3722
Institutional deliveries (percentage)	Boudh	NA	1804 (75)	1608(62)	1276(61)	845(55)
	Harabhanga	NA	920(76)	1307(69)	1221(64)	1091(72)
	Kantamal	NA	451(40)	1651(56)	1626(58)	2645(71)

(Source: HMIS Boudh)

As seen above the institutional deliveries in Kantamal block was low which ranged between 40 and 71 per cent during 2008-12.

¹⁹ ₹ 36.83 lakh (2007-08), ₹ 58.73 lakh (2008-09), ₹ 87.27 lakh (2009-10), ₹ 83.86 lakh (2010-11) & ₹ 114.45 lakh (2011-12)

²⁰ Total deliveries include the deliveries conducted in three Blocks and at Post Partum Centre, Boudh

Non-coverage of 100 *per cent* institutional deliveries was mainly due to inadequate facilities in the health centres and absence of specialist doctors especially in peripheries and remote areas.

In reply, the CDMO stated (May 2012) that the deficit in institutional deliveries was due to home deliveries in the district and deliveries conducted in private and public institutions outside the district. The reply is not tenable as the CDMO has not taken adequate steps to minimize the home deliveries.

6.1.8.3 High Maternal Mortality Ratio (MMR)

The MMR position of the district, State and the country as per Sample Registration System²² survey is given below.

Table 15: Status of MMR (per one lakh live births)

	India	Odisha	Boudh*
MMR (2004-2006)	254	303	NA
MMR (2007-09)	212	258	311
MMR (2010-11)	NA	277	311

(Source-Annual health survey, Registrar General India)

* The position of MMR relates to Southern Division including Boudh district

As is evident from the above table, the MMR of the district was much higher compared to the state average. This was mainly due to inadequate and ineffective implementation of health care activities in the district.

The CDMO confirming the fact stated (May 2012) that home deliveries, lack of awareness in rural as well as outreach areas caused high MMR in the district.

6.1.8.4 High Infant Mortality Rate (IMR)

As per the Annual Survey Bulletin in 2010-11 released by Registrar General of India, Ministry of Home Affairs, the status of IMR in Boudh as well the State is given below.

Table 16: Status of IMR (per 1000 live births)

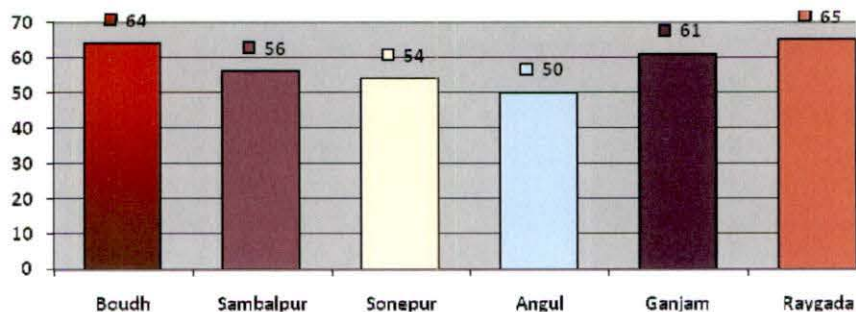
	Total			Rural			Urban		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Odisha	62	59	66	65	62	69	44	40	48
Boudh	64	54	75	65	56	75	NA*	NA	NA

(Source: Sample Registration System report) (* Not available)

This may be seen from the above table that the IMR in the district as compared to the State average for male was lower and for female was marginally higher. The IMR position of the district as compared to the adjacent districts is given in the chart below:

²² Conducted by Registrar General of India (Ministry of Home Affairs)

Chart 1



(IMR position of Boudh as compared to adjacent districts)

The chart indicated that the IMR in Boudh was even higher in comparison to adjacent districts. This was mainly due to inadequate new born care units at the delivery points, low institutional delivery in the district as discussed earlier.

6.1.8.5 Non supply of quality medicine at affordable price

Jan Aushadhi Campaign (JAC) was launched (2010) by Government with the objective of supplying quality medicines at affordable prices to all, especially to the poor and disadvantaged groups of the society. It was seen that only one room was provided by the CDMO for JAC in the DHH but it had not started functioning as of April 2012. As a result, patients were deprived of quality medicines at affordable cost.



Non-functioning Jana Aushadhi Kendra

The CDMO stated (April 2012) that the Jana Aushadhi Kendra (JAK) was not operating for want of staff. The reply was not tenable as appointment of staff to run the JAK is the responsibility of the CDMO

6.1.9 Shortfall in achievement of disease Control Programmes

6.1.9.1 Non achievement of target under Revised National Tuberculosis Control Programme (RNTCP)

The objective of Revised National Tuberculosis Control Programme (RNTCP) was to achieve 70 per cent new sputum positive case detection and 85 per cent cure rate by the end of 2005.

Scrutiny of the physical status of RNTCP revealed that the average percentage of case detection was not achieved even up to 2012, despite the CDMO utilized ₹ 48.24 lakh out of total receipt of ₹ 48.25 lakh for conducting RNTCP activities in the district during 2007-12. Besides, laboratory technicians were not available in the health institutions²³ and tests like New

²³ CHC Adenigarh, CHC purunakatak and DHH Boudh

Sputum Negative (NSN) and New Extra Pulmonary (NEP) tests were not conducted in all the health institutions of the district affecting the health care services. Even after intervention of RNTCP, percentage of death due to TB was not reduced over the period 2007-12²⁴. Patients discontinuing treatment was in the rising trend which harboured between 3.50 per cent to 7.40 per cent during 2007-12.

The medical officer in charge of TB stated (April 2012) that the rising trend of patients discontinuing treatment over the period was due to inadequate supervision by the male and female health workers posted at PHC level. The reply was not convincing as the CDMO should take appropriate steps for discharging of duty by the field staff.

6.1.9.2 National Programme for Control of Blindness (NPCB)

NPCB was launched in 1976 as a 100 per cent Centrally Sponsored Programme with the goal of achieving a prevalence rate of 0.3 per cent of population. The CDMO incurred expenditure of ₹ 36.42 lakh for NPCB programme during 2007-12. Scrutiny of the physical status revealed that 5578²⁵ cataract surgeries were carried out at an average of 1116 per year. The number²⁶ of school eye screening fluctuated during 2007-12 and ranged between 1570 and 6181.

A major part of cataract surgeries (57 per cent) were carried by the NGOs, detailed records of which were not available with the district authority except the number of surgeries conducted and its authenticity could not be ensured. Total cataract affected patients were not identified and no eye donation centre or eye bank existed in the district. As such, one major activity of eye donation was not carried out in the district.

The District Programme Manager, DBCS, Boudh admitted (April 2012) the observations made by audit.

6.1.9.3 Non achievement of target under the National Vector Borne Disease Control Programme (NVBDCP)

The NVBDCP aimed at controlling vector borne diseases (malaria, filaria, kalazwar, dengue, chickengunia and Japanese encephalitis) by reducing morbidity and mortality through close surveillance, controlling breeding of mosquitoes, indoor residual spray of larvacides and insecticides and improved diagnostic treatment facilities at all health centres. The programme stipulated to achieve annual blood examination rate (ABER) of 10 per thousand and annual parasite incidence rate (API) of less than 5 per thousand by 2007-08.

Scrutiny revealed that the CDMO spent 71 per cent (₹ 36.97 lakh) out of total receipt of ₹ 51.90 lakh under National Anti-Malaria Programme (NAMP)/NVBDCP during 2007-12. However, the targeted ABER was achieved only in 2008 (11.8 per thousand) and remained below 10 during the rest of years due to less number of blood samples collected.

²⁴ 5.20% (2007-08), 5.60% (2008-09), 7.50 % (2009-10), 6.50 % (2010-11) and 7.70 % (2011-12)

²⁵ 1157 (2007-08), 1023 (2008-09), 1184 (2009-10), 1036 (2010-11) & 1178 (2011-12)

²⁶ 6181(2007-08), 1570(2008-09), 4610(2009-10), 3075(2010-11) & 4257(2011-12)

The API was above five (6.1 to 9.9) throughout the period except 2011 (4.21). But the CDMO failed to undertake other activities like larvacide spray etc. leading to rise in PF percentage from 77 to 94.9 *per cent* in the district. Total number of deaths due to malaria was 22 during 2006 to 2008, but no death case was reported during 2009 to 2011.

It was, however, observed that the CDMO's report was not correct as 14 deaths (three in 2009 and 11 in 2010) occurred due to malaria as verified from the Registrar of Birth & Death of Boudh district.

6.1.9.4 National Leprosy Eradication Programme (NLEP)

National Leprosy Eradication Programme (NLEP) aimed at eliminating leprosy by the end of eleventh plan i.e. bringing down the prevalence rate (PR) to one or below one per 10,000 population. Scrutiny revealed that despite utilization of ₹ 11.10 lakh during 2007-12, the prevalence rate was above one and steadily increased to 2.8 during 2011-12 as compared to State average of 0.9 to 1.1 and National average 0.6 to 0.7.

It was further seen that only 17 recast surgeries²⁷ (out of 100 fit cases) were carried out in the district during the period as the patients had to go to Sonepur for surgery due to non availability of institution (surgery hospital for leprosy), Recast Surgery (RCS) surgeon, non-functioning of Disability Prevention Medical Rehabilitation (DPMR) clinic in the district and lack of motivation by the district authority.

The District Leprosy Officer, Boudh stated (April 2012) that the DPMR clinics were not functioning properly at the Block level and at the district level due to lack of para medical workers and non medical supervisor.

6.1.9.5 Lack of awareness campaign and low number of tests conducted under the "National Aids Control Programme (NACP)"

The programme NACP launched by the GoI (September 1992) with the assistance of the World Bank was extended up to 2012 with the objective to reduce the spread of HIV infection and to strengthen the capacity to respond to HIV/AIDS on a long term basis. Out of the allocated fund of ₹3.31 lakh during 2007-12, ₹ 1.58 lakh (48 *per cent*) was utilized as of March 2012.

Scrutiny of the records revealed that 15 HIV positive cases were identified during 2009-12 in the district of which six were identified inside the district and the remaining nine identified in other districts. Four patients from among them already expired. As ascertained from the report and returns of the Integrated Counselling and Testing Centres (ICTC), the rate of positivity (sero²⁸ positivity) in the district was below one per thousand persons screened due to less number of cases examined in the centres. It was seen that the patients were only referred from the DHH level and not from the block and periphery level.

²⁷ Recast surgery is conducted to check bodily deformity of leprosy patients

²⁸ Showing positive results on serological examinations

H&FW Department stated that with a view to increase the testing in ICTCs, the Accredited Social Health Activists, Anganwadi Workers and Auxiliary Nursing Midwives were being trained to look into the matter.

The accessibility of the rural populace to healthcare facilities at an affordable cost remained unfulfilled in the district despite expenditure of ₹17.67 crore as of March 2012 due to inadequate health infrastructure, shortage of doctors and other para medical staff, lack of basic diagnostic facilities, non availability of affordable medicines.

Recommendations

- Posting of adequate doctors, specialists and para medical staff in the district should be ensured;
- Adequate infrastructure like buildings, equipment and other basic minimum requirement should be made available in a time bound schedule;
- Efforts should be made to cover all areas including inaccessible areas to achieve cent *per cent* institutional delivery to reduce MMR/ IMR;
- Activities under different disease control programmes need to be strengthened.

6.2 Education

The implementation of Sarva Siksha Abhiyan (SSA) in education sector was aimed at bringing about improvement in enrolment of children in the age group of 6-14, their retention with 'zero' dropouts, and improving the quality of education and pass percentage by 2010. Our scrutiny revealed that none of the activities undertaken under SSA could bring about any substantial improvement in the education sector in the district even after lapse of two years of deadline on SSA as discussed in succeeding paragraphs.

6.2.1 Inadequate number of primary and upper primary schools

The guidelines on SSA emphasised on setting up of a primary school, within one km and an upper primary school (UPS) within 3km of each habitation. Scrutiny revealed that, 185 (15 *per cent*) out of 1213 habitations, did not have a primary school within one km and 154 (13 *per cent*) habitations were without a UPS within three km on an average as indicated in the table below:

Table 17: Status of habitations with and without schools

Year	No of Habitations	Habitations covered by		Habitations without	
		Primary school within 1 km	UPS within 3 km	Primary school within 1 km	UPS within 3 km
2007-08	1173	920	928	253	245
2008-09	1174	979	958	195	216
2009-10	1174	952	1025	222	149
2010-11	1273	1140	1192	133	81
2011-12	1273	1150	1192	123	81
Average	1213	1028	1059	185	154

(Source: District Information System for Education Data Base, District Project Co-ordinator, SSA Boudh)

Despite improvement in the number of primary and upper primary schools, no alternative schooling models like residential and non-residential bridge course, special camps, special model schools etc., were set up in un-served habitations. Further, no new primary and upper primary schools were set up in 17 habitations, though eligible as per state norm.²⁹

Confirming the facts, the District Project Co-ordinator (DPC) stated (May 2012) that a proposal was under consideration for setting up of new schools in un-served habitations.

6.2.2 Inadequate number of teachers in schools

Learners' achievements both in scholastic and co-scholastic areas was one of the important indicators of quality elementary education for which SSA norms provided one teacher for every 40 students in primary and upper primary school.

Scrutiny revealed that there was vacancy of teachers, 337 (15 per cent) to 570 (27 per cent) during the last three years (2009-12) as indicated in table below:

Table 18: Position of vacancy of teachers

Year	No of schools (Primary school/ Primary with UPS/PS only)	No of students enrolled	Requirement of teachers	Teachers in position	Shortage of teachers (percentage)
2009-10	762	67819	2050	1590	460 (22)
2010-11	777	67056	2088	1518	570 (27)
2011-12	814	65892	2200	1863	337 (15)

(Source: Records of District Project Co-ordinator, SSA, Boudh)

These vacancies existed due to non-recruitment of teachers' by the Government.

In reply, the Collector (September 2012) assured to fill up 245 posts this year and the balance 92 vacancies in the coming educational year.

6.2.2.1 Non compliance of 'Right of Children to Free and Compulsory Education' Act in deployment of teachers

Even as there was a shortage of teachers as indicated above, this would be more severe if compared with the norms prescribed in the Right of Children to Free and Compulsory Education (RTE) Act, 2009. 1303 more teachers were required for Boudh district as against the existing shortage of 337 teachers for 814³⁰ schools during 2011-12 as indicated in table below:

²⁹ One new primary school for 25-39 children and one new upper primary school for 40 children

³⁰ 513 (PS), 271 (Primary with UPS) and 30 (UPS)

Table 19: Requirement of teachers as per RTE Act

No of teachers required as per RTE Act				Working strength				Teachers required
Teachers	Subject specific teachers	Head-Teachers	Total	Govt	Gana Sikshaks	Sarva Siksha Abhiyan	Total	
2014	1058	94	3166	919	582	362	1863	1303

(Source: District Information System for Education Data Base, District Project Co-ordinator, SSA Boudh)

The Collector stated (September 2012) that steps were being taken to recruit teachers to meet the RTE norms in Government primary and upper primary schools on priority basis.

6.2.2.2 Shortage of teachers with Science and Mathematics background

As per SSA norm, one teacher with Science and Mathematics background was to be deployed in every new upper primary school (NUPS). Scrutiny revealed that only 192 (59 per cent) teachers with the above background were working (March 2012) leading to shortage of 136 teachers. This resulted in less average marks being secured in the Annual Assessment Result 2010-11 in Mathematics (41 marks) and Science (36 marks) by the students from grade I to VIII against the state average of 48 and 43 marks respectively. The Collector stated (September 2012) that out of 245 teachers to be recruited this year, teachers of Science background would be engaged on priority basis.

6.2.2.3 Lack of adequate training imparted to para teachers

We also found that 582 (31 per cent) *Gana Sikhakas*, who were previously working as para teachers under Operation Black Board (OBB) scheme, but not trained (Certified Teacher/B.Ed/M.Ed), were teaching the students. Thus, the students were deprived of quality education from trained teachers. Adequate steps like In-service Teachers' Trainings, Induction Trainings and Refresher Trainings were not imparted to encourage them to upgrade their knowledge and teaching skill through trainings. The Collector stated (September 2012) that 142 untrained teachers were undergoing in-service Certified Teacher (CT) training through Distant Education Programme mode this year and the rest teachers would be trained during 2012-13.

6.2.2.4 Non compliance to SSA norms of Pupil-Teacher Ratio (PTR)

As per SSA norm there should be at least two teachers for every primary school and one teacher for every class in a UP School. Besides, there should be one teacher for every 40 pupils. We noticed that despite the above provisions, there was imbalanced deployment of teachers in schools as can be seen from the table below:

Table 20: Position of students as per PTR norm

Sl. No.	Number of students per teacher (PTR)	No of schools in			Average
		09-10	10-11	11-12	
1	Less than 10 students	40	54	49	48
2	10-29	447	456	563	489
3	30-49	263	252	240	252
4	50-69	78	73	47	66
5	70-99	21	17	8	15
6	100 and above	6	9	1	5
Total		855	861	908	875

(Source: District Information System for Education Data Base, District Project Co-ordinator, SSA Boudh)

Further, on an average 86 schools were having more than 50 students per teacher. Test check of records of 9 schools in audit revealed that 14 teachers were deployed for 27 students in five schools, whereas five teachers were deployed in four schools for 661 students as indicated below:

Table 21: Deployment of teachers as on 2011-12 in schools

Sl. No.	Name of the school	Category of school	No of students enrolled	Teachers deployed
1	Risibandha	Taken Over UPS	7	6
2	Khairahana primary school	Primary	3	2
3	Bhainamunda primary school	-do-	4	2
4	Baleju Project primary school	-do-	6	2
5	Damada primary school	-do-	7	2
Total			27	14
6	Gochhagora primary school	-do-	136	1
7	Tambasena primary school	Primary with UP	119	1
8	Masinagora primary school	Primary	102	1
9	Dedhenmal PUPS	-do-	304	2
Total			661	5

(Source: District Information System for Education Data Base, District Project Co-ordinator, SSA Boudh)

The DPC, confirming the facts, assured (May 2012) to make rational deployment of teachers in future.

6.2.3 Non achievement of target of universal school enrolment

The objective of SSA was to universalise elementary education for all children in 6-14 age groups by 2010. Scrutiny revealed that while the position of enrolment improved, 90 children were still out of school as could be seen from the table below:

Table 22: Position of Out of School Children

Sl. No.	Particulars	2007-08	2008-09	2009-10	2010-11	2011-12
1	No. of child population (6-14 age group)	79611	83083	80144	78983	78222
2	No of children enrolled (6-14 age group)	76138	80795	78466	78793	78132
3	Out of school children	3573	2288	1678	190	90

(Source: District Information System for Education Data Base, District Project Co-ordinator, SSA Boudh)

There were 1173 villages/habitations in Boudh district from where the District Project Co-ordinator (DPC), SSA identified only 90 children to have remained out of schools by March 2012. In absence of any tracking system and door to door survey conducted by the DPC, the statistics on out of schools children appeared to be not reliable. During joint physical inspection by Audit with the Block Resources Centre Co-ordinators in six out of 1173 villages of the district, we found that 12 children were out of schools. This proved the existence of out of schools children in the district in excess of the figure furnished by the DPC.

Further, we noticed that out of 13284 disabled children in the age group of 6-14 identified in the district during 2007-12, 11621(87 per cent) were enrolled in regular schools and remaining 1663 children were out of school. Thus the vision under SSA to retain all children till the upper primary stage by 2010 appeared remote.

In reply, the DPC, Boudh admitted (May 2012) that the disabled children could not be covered in formal schooling as they were living in most of the interior pocket of the district and had severe bodily infirmities. The reply was not acceptable since any alternative approach of learning like open learning system, home based education etc., were not provided to bring such children to mainstream.

6.2.4 Inadequate infrastructure facilities in schools

SSA norms prescribed to provide adequate infrastructure at schools for creating a congenial atmosphere for learning. The status of infrastructure with regard to 908 schools in the district is indicated in the table below:

Table 23: Availability of infrastructural facilities in schools

Sl. No.	Facilities required	Number of schools where the facilities were not available (percentage)
1	Headmaster's room	538 (59)
2	Pucca boundary wall /barbed wire fencing	618 (68)
3	Drinking water	85 (9)
4	Toilet facility	215 (24)
5	Girls' toilet.	279 (31)
6	Playground	724 (80)
7	Access ramp	495 (55)
8	Electricity	776 (85)
9	Furniture for students	659 (73)
10	Furniture for teachers	122 (13)
11	Computer	786 (87)

(Source: District Information System for Education Data Base, District Project Co-ordinator, SSA Boudh)

Joint Physical inspection of 13 schools of the district revealed that 10 (77 per cent) out of 13 schools were running in their own buildings, two schools namely Ainlachuan NPS, Khaliamunda NPS under Kantamal Block had no building of their own and were functioning in school No.3, Khaliapali UGHS. Srirampur Primary School under Harabhanga Block was functioning in a single room of village community hall in



View of Srirampur Primary School, Harabhanga Block functioning in a village community hall surrounded by cowsheds

an unhygienic locality. The condition of five buildings was not good and developed deep cracks on their walls. We observed that due to lack of convergence approach with other line departments, the schools were running without basic amenities, thus creating a discouraging educational environment in the district.

The Collector stated (September 2012) that projects were taken up this year to provide Headmaster's room (44), drinking water facility (21), girls' toilet facility (170) and access ramp (495) and there was no provision for boundary wall and toilet facilities under RTE-SSA programme. The reply was not acceptable since SSA guidelines provided for the above facilities in the schools.

6.2.4.1 Lack of adequate number of school buildings due to non completion of works

Availability of school building is an essential infrastructure to create a appropriate environment. During 2007-12, the district received ₹ 21.87 crore for construction of 393 buildings (new Schools and additional class rooms) of which 246 works were completed, 142 were at various stages of execution since 2007-08 despite incurring expenditure of ₹ 6.17 crore.

The Collector, while confirming the facts, ascribed (September 2012) the reasons of non completion of projects to inaccessible areas, negligence of School Management Committee (SMC) members and price escalation. The reply was not acceptable since the progress of the works was neither monitored nor the SMC members were persuaded to complete the works timely which ultimately resulted in price escalation.

6.2.4.2 UP Schools functioning with one classroom

For creating better teaching environment in the schools, the guidelines on SSA emphasised on a room for every class or every teacher, whichever was lower.



Students of four classes were sitting together in Badakusanga PUPS of Kantamal block

room in the schools. The classes were clubbed. Thus, the study environment was compromised in the schools. We also noticed that the students of Tileswar Primary School under

We found that out of 908 schools functioning in the district as on 31 March 2012, 28 (three per cent) schools with 1423 students did not have class room and 111 (12 per cent) schools with 4401 students were running each with single class



Students of Tileswar Primary School, under Harabhanga block reading in school veranda

Harabhanga block were reading in school veranda. The Collector, admitting the facts, assured (September 2012) to provide more class rooms in those schools where the strength of students were more and open new classrooms where there were no class rooms. Action in this regard is awaited (October 2012).

6.2.5 Delays in supply of free text books to students

The scheme under SSA envisaged that all the children in the age group of 6-14 studying in primary and upper primary classes were to be provided with text books free of cost.

During 2009-12, the DPC distributed 12.13 lakh text books worth ₹ 1.88 crore against the requirement of 13.84 lakh books resulting in a shortfall of 1.71 lakh (12 per cent) books. Further, we found that though the education session started during April every year, 51 per cent (6.23 lakh) of the Text books were supplied from May to November in a piecemeal manner. Supply of books after six months of the commencement of the session is not helpful to the students.

In reply, the DPC regarding delay stated (May 2012) that they were simply distributing books supplied by Odisha Primary Education Project Authority (OPEPA). The reply is not tenable as no records were made available to Audit to enable that the DPC insisted on Odisha Primary Education Programme Authority on timely supply of books.

6.2.6 Poor scholastic achievement of students at secondary level

The scholastic achievement of students of elementary level (from class I-to VIII) was below the state average marks in every subject and class as could be seen from the Annual Assessment Result 2010-11, described in table below.

Table 24: Annual Assessment Result 2010-11

Class	Mother Indian Language (Odia)		Mathematics		EVES**/ Social Science		English		Science		History & civics		Geography	
	DA*	SA*	D	SA	DA	SA	D	S	D	S	D	S	D	S
Grade	DA*	SA*	D	SA	DA	SA	D	S	D	S	D	S	D	S
I	46	50	48	53	30	37								
II	45	51	51	54	31	37								
III	41	50	45	51	21	29	23	33	27	37				
IV	38	46	44	50	38	40	44	50	44	48				
V	45	49	45	50	41	40	45	51	43	48				
VI	30	42	32	44	26	30	30	41	36	43	23	31	20	30
VII	32	41	32	43	30	28	35	42	35	43	24	32	24	32
VIII	32	39	31	39	19	16	30	38	31	41	20	29	23	29
average	30	46	41	48	30	32	35	43	36	43	22	31	22	30

(Source: Records of DPC, Boudh) *DA-District Average Marks, *SA-State Average marks ** Environment Education Study

Joint physical inspection of text books issue registers by Audit with the department revealed that 134³¹ students from Class I to class III of five schools were putting their thumb impressions instead of signatures in token of receipt of text books. This implied that the scholastic achievement of the students was minimal. Further, in a learning assessment test conducted by the concerned Block Resources Centre Coordinator in presence of audit for 37 students of Class IV to VII of four test checked schools revealed that 8 (22 per

³¹ 86 (class I), 41 (class II) & 7 (class III)

cent) students could not write either English or Odia alphabet. Among them, five were girls.

Lack of scholastic achievement was highlighted in the Annual Status of Education Report (ASER) 2011 covering 30 districts in the State, prepared by Pratham, a voluntary organization, which stated that only eight *per cent* of students studying in class II were able to read their text books and 11 *per cent* of those class II children could read class I level texts. The survey report further revealed that some students (0.9 *per cent*) in Class VIII could not read anything and two *per cent* of them could read only alphabets. The above facts clearly indicated poor implementation of SSA in the district even after ten years of launching of the programme. The Government/Collector had not taken any action on the ASER Report. Without commenting on the scholastic level of the students of the district at the elementary level, the Collector admitted (September 2012) that the facts presented by the Pratham, might be true in respect of few schools but not the district as a whole.

6.2.7 Quality of education at secondary level

Scrutiny of records of the Circle Inspector of Schools, Phulbani revealed that the trend of children remaining out of schools also continued at the secondary level. Further, the scholastic achievement of the students of the district at the secondary school level was low as can be seen from the table below:

Table 25: Position of HSC pass outs

Year	No of class VII pass outs	No of students enrolled /appeared from relevant session of class VII passouts in				Year of appearance in HSC Exam	No of pass outs out of appeared HSC Exam (percentage)
		class VIII	class IX	class X	Annual HSC Exam		
2004-05	5372	3625	3101	2967	2474	2008	1404 (57)
2005-06	5600	3921	3790	3464	3122	2009	1634 (52)
2006-07	6150	5305	4076	3699	3558	2010	1899 (53)
2007-08	8384	5440	4844	4594	3997	2011	2169 (54)
Average	6377	4573	3953	3681	3288	-	1777 (54)

(Source: Records of Circle Inspector of schools, Phulbani)

It was also noticed that out of an average of 6377 students who passed class VII during 2004-08; finally 3288 (52 *per cent*) students appeared at the Annual HSC Examination during 2008-11. It clearly indicated that 3089 students dropped out of the schools mid way. Further 52 and 53 *per cent* students in the district passed in the Annual HSC Examination 2009 and 2010, which was lower than the state average of 63 and 72 respectively.

Even after 10 years of implementation of SSA, the educational sector in the District did not present a healthy picture due to inadequate classrooms for students, shortage of skilled teachers and poor quality of infrastructure and scholastic achievement of students.

Recommendations:

Government may take the following steps to reduce dropouts and increase educational development of the district.

- Adequate number of schools should be established and provided with required facilities;
- Required number of teachers may be posted on priority;
- Quality education in proper environment should be ensured to enhance the learning level of the students.

6.3 Food and Nutrition

The Integrated Child Development Services (ICDS) scheme envisaged an integrated approach for providing a package of six³² services to the children below six years of age, pregnant women and lactating mothers and women in the age group of 15-45 years through community based workers and helpers at Anganwadi Centres (AWCs). The AWCs were to be set up on the basis of population norm. According to the GoI norm, one Anganwadi Centre should be set up for a population of 400-800, two AWCs for 800-1600, three AWCs for 1600-2400 and thereafter one AWC in multiples of 800 population with effect from 1 April 2007. In addition, one Mini- AWC should be established for a population norm of 150-400, so as to give coverage to all the SC/ST/ Minority habitations. The physical status of availability of AWCs during 2007-12 in the district was as under:

Table 26: Physical position of Anganwadi centres

Year	Number of centres at the beginning of the year		Additions during the year		Number of centres at the close of the year	
	AWCs	Mini AWCs	AWCs	Mini AWCs	AWCs	Mini AWCs
2006-07	426	0	17	0	443	0
2007-08	443	0	0	0	443	0
2008-09	443	0	207	0	650	0
2009-10	650	0	0	67	650	67
2010-11	650	67	0	0	650	67

(Source: District Social Welfare Officer, Boudh)

Audit examination revealed several deficiencies in implementation of the scheme as described in succeeding paragraphs.

6.3.1 Inordinate delay in operationalisation of Anganwadi centres

The Honourable Supreme Court of India directed (2001) both the Central and State Governments to provide adequate coverage of ICDS to all the beneficiaries by setting up Anganwadi Centres in every eligible habitation/ hamlet by December 2008. In compliance to the directives of the Apex court, though the W&CD Department sanctioned 207 AWCs by December 2008 and 67 Mini AWCs in June 2009 after delay of six months, two³³ centres under Harabhang Block and 10 centres³⁴ under Kantamal Block could not be

³² Supplementary nutrition, immunization, health check-up, referral services, pre-school non-formal education and nutrition & health education.

³³ Tentulipadar and Khaliapali

³⁴ 6 additional AWCs (Dapala-II & III, Baulasinga-II, Lokapada-II, Gobjore-II, Lundrubahal) and 4 Mini AWCs (Arakhapadar, Barhakalu, Muchelpadar, and Dumulpali).

operationalised fully as of March 2012 due to local problems, court cases etc. Even where AWCs were sanctioned, there were also delays ranging from five to 24 months (*Appendix I*) in their actual operation.

6.3.2 Inadequate coverage of Anganwadi Centres

The Women and Child Development (W&CD) Department clarified (March 2010) that an Anganwadi Centre should be treated “operational” only if all the conditions were fully satisfied i.e. Anganwadi Worker/ Helper should be in place, the premises for Anganwadi centre should be available and all the six³⁵ services should commence in the said premises.

We noticed that the District Social Welfare Officer (DSWO), Boudh submitted (May 2010) proposals to the Government, for setting up of 229 additional AWCs demanded by 221 villages of the district, as they did not have AWCs in their localities and were tagged up with other AWCs located at a distance of one to 12 km as indicated in table below:

Table 27: Position of tagged up Anganwadi centres

No of tagged up villages	Distance from the tagged up Centre and nature of barrier	Population of the village	Child population (0-6 years)
27	One km distance in forest	9656	1268
50	More than one km but less than three km distance in forest	19367	3327
13	More than three km but less than five km distance in forest	5418	1011
1	Five km distance in forest	548	68
1	12 km distance in forest	600	93
129	Enroute existence of forest, canal, National Highway etc.	155352	3122
221	Total	190941	8889

(Source-District Social Welfare Officer, Boudh)

The above villages, though covered under ICDS programme, all the six required services could not be extended to the beneficiaries. It was thus evident that the entire beneficiaries were shown as covered under ICDS services, only to comply with the Honourable Supreme Court directions though 12 centres were not operated at all and beneficiaries of 221 villages were not included for all services under the projects.

The W&CD Department confirming the fact stated (November 2012) that there was a provision of providing ICDS services to the beneficiaries by tagging to mother AWCs. The reply was not convincing since the beneficiaries could not move to centres at 12 kilometre distance to get the services.

³⁵ Supplementary Nutrition Programme, Health Check up, Referral Services, Immunisation, Pre-School Education, and Nutrition and Health Education

6.3.3 Inadequate infrastructure facilities at AWCs

Each Anganwadi Centre was to provide minimum facilities for effective delivery of quality services. Availability of infrastructural facilities in 705 operationalised AWCs of the district as of March 2012 was as under:

Table 28: Availability of infrastructural facilities in AWCs

Type of infrastructure	Status of infrastructure	No of centres (Percentage)
Building	Centres functioning in Government building	239 (34)
	Centres functioning on school veranda	245 (35)
	Centres functioning at private places	221 (31)
Category of building	Centres in pucca building	565 (80)
	Centres in kutchha building	140 (20)
Condition of buildings	Buildings with good habitable condition	498 (71)
	Buildings with partially damaged condition	159 (22)
	Buildings with fully damaged condition	48 (7)
Drinking water	Centres having drinking tube wells	357 (51)
	Centres having no drinking water facility	53 (8)
	Centres having tube wells within 100 meters	189 (27)
	Centres having tube wells within 250 meters	106 (14)
Availability of toilet	Centres having no toilet facility	452 (64)
	Centres having both toilet and drinking water facilities	122 (16)

(Source-District Social Welfare Officer, Boudh)

Joint physical inspection of 21 AWCs of the district by Audit along with the CDPOs concerned (May 2012) revealed non-availability of the required infrastructural facilities detailed in the table below:

Table 29: Availability of infrastructural facilities in test checked centres

Sl. No.	Facilities Required for AWCs	No of AWCs where required facilities	
		Available (percentage)	not available (percentage)
1	Govt. buildings	8 (38)	13 (62)
2	Buildings in safe conditions	18 (86)	3 (14)
3	Buildings with compound wall	5 (24)	16 (76)
4	Storage and cooking facilities	8 (38)	13 (62)
5	Toilet facility	4 (19)	17 (81)
6	Electricity	0	21(100)
7	Drinking water	0	21(100)
8	Drainage	0	21(100)

(Source: Audit Analysis)

This position presented a gloomy picture on the status of minimum basic amenities provided at the AWCs.

Due to lack of infrastructure facilities, it was seen in audit that AWCs were running in un-hygienic environment. During joint physical inspection of AWCs, it was found



in Karanjakata-II AWC under Harabhanganga AWC Badabandha II depending on ICDS project that the children were served village Nallah for drinking water cooked food on the village road and in Badabandha-II AWC, the water from the nearby "nalla" was used for cooking and drinking purposes.



Children taking spot feeding on village road in Karanjakata II AWC

during joint physical inspection.

The W&CD Department replied (November 2012) that water was available within 250 metre radius of each AWC as certified by the district Collector, Executive Engineer, RWSS and DSWO.

The reply was not convincing since non availability of water sources was noticed

6.3.4 Lack of safe and hygienic buildings due to non completion of works

Test check of records revealed that three Block Development Officers (BDOs) received ₹ 61.55 lakh during 2006-10, from the DSWO, Boudh for repair of 193 AWCs exclusively, of which 75 buildings were repaired as of March 2012 and 22³⁶ buildings were lying unrepaired despite incurring an expenditure of ₹6.25 lakh. Repairing work of remaining 96 projects, though sanctioned during 2006-10³⁷ were not commenced as on 31 March 2012 even after lapse of one to five years leading to idling of funds of ₹25.35 lakh. Similarly, ₹37.50 lakh were



Dilapidated building of AWC Marjadapur

received (2009-10) for construction of three new and 13 incomplete AWC buildings of which one incomplete AWC was completed and the balance works were lying incomplete after incurring an expenditure of ₹ 10.38 lakh. Due to non completion of construction works, 48 AWCs were functioning in dilapidated and unsafe buildings.

The District Social Welfare Officer, when asked about the non completion of works, stated (May 2012) that the Collector was reminding the implementing agencies (BDOs) to expedite the works. But it had not yielded any result (October 2012).

³⁶ 2006-07 (6 works) and 2009-10 (16 works)

³⁷ 2006-07 (one work), 2007-08 (35) and 2009-10 (60)

6.3.5 Deficiencies in the Supplementary Nutrition Programme (SNP)

The Supplementary Nutrition Programme (SNP) is a food based intervention under which feeding support for 300 days in a year was to be provided to the pregnant women, nursing mothers and children (3-72 months) to bridge the protein energy gap between the recommended dietary allowance and average dietary intake. Deficiencies relating to SNP have been discussed in succeeding paragraphs:

6.3.5.1 Inadequate number of feeding days

We noticed that on an average, a minimum of 300 feeding days per year, as per ICDS norms, could not be provided in 69 (12 per cent) centres, as detailed in table below:

Table 30:-Status of feeding days provided

Year	Average no. of AWCs	No of AWCs providing feeding for			
		0 day	1-150 days	151-250 days	251-300 days
2007-08	443	3	11	38	391
2008-09	443	4	15	27	397
2009-10	601	0	51	26	524
2010-11	681	3	39	75	564
2011-12	705	23	5	26	651
Average AWCs providing feeding days	574	7	24	38	505

(Source: Audit Analysis)

It may be seen from above that on an average, 31 AWCs (5 per cent) failed to provide feeding days beyond 150 days of which seven centres could not provide feeding even for one day in a year.

The DSWO stated (May 2012) that necessary quantity of foodstuff could not be received from the FCI due to wrong assessment of requirement by the CDPOs. The reply was not tenable since the Sub-Collector, Boudh during his inspection (October 2010) noticed that take home ration was not distributed to the beneficiaries despite availability of stock in 83 AWCs which was also admitted by the Anganwadi workers.

6.3.5.2 Lack of timely quality testing of food grains

The food grains supplied under SNP must be of fine quality conforming to the standards fixed under the Prevention of Food Adulteration Act 1954 and should be free from moulds, weevils etc. before issue. During 2007-12, though 60781 quintals of rice and 13359 quintals of dal were supplied to the projects, no quality test was undertaken. Further, scrutiny revealed that out of 1500 quintals of wheat received by the CDPOs (July 2011), only 1015 quintals were issued to the Women Self Help Groups (WSHG) for preparation of *chhatua* without testing its quality. While the *chhatua* was already being consumed by the beneficiaries, subsequent clinical test report (October 2011) from the Public Analyst, Bhubaneswar indicated that the wheat from which the *chhatua*

was prepared, was not fit for human consumption. Due to absence of timely quality tests, sub-standard food stuffs were administered to the vulnerable groups for whom the ICDS programme was being implemented to supplement them with nutritional requirement. Further, the balance 485 quintals of non-consumable wheat stored with the CDPOs was not taken back by the supplier which resulted in a loss of ₹2.33 lakh to Government.

The W&CD Department stated (November 2012) that instructions had been issued for ensuring quality of foodstuff under take home ration and SNP.

6.3.6 Inadequate inspections of AWCs by medical personnel

The scheme envisaged regular health check up which included ante-natal care of expectant mothers, post natal care of nursing mothers and children under six years of age. This was to be undertaken combinedly with Health Department and ICDS staff in the houses of the beneficiaries and in AWCs by paying at least one ante-natal visit after 36 weeks of pregnancy, two post-natal visits within 10 days after delivery in villages where primary health centres and sub-centres were located and one visit within the first month after delivery in other areas.

Scrutiny revealed that the Medical Officers, the Lady Health Visitors and the Auxiliary Nursing Mid-wives did not visit the AWCs as per norm for conducting health checkups as can be seen from the table below:

Table 31: Position of AWCs visited for health check ups

Year	No of operational AWCs	No of AWCs visited by					
		Medical Officer		Lady Health Visitor		Auxiliary Nursing Mid-wife	
		Once	Not even once	Once	Not even once	Once	Not even once
2007-08	441	7	434	23	418	282	159
2008-09	442	9	433	28	414	233	209
2009-10	682	4	678	15	667	206	476
2010-11	701	14	687	36	665	391	310
2011-12	705	14	691	48	657	441	264
Average	594	10	585	30	564	311	284

(Source: Audit Analysis)

Though the CDPOs admitted that the Medical Officers (MOs) and Lady Health Visitors (LHVs) did not visit any AWC and the quantum of visit shown in the monthly progress reports were actually the number of health related meetings attended by them, the matter was neither reported to higher quarters nor were any remedial measures taken for the interest of the beneficiaries. Interviews of 30 beneficiaries (pregnant women and nursing mothers) in six³⁸ villages under three Blocks undertaken by Audit in presence of ICDS staff revealed that out of 27 mothers,

- 9 (33 per cent) delivered their babies at home and
- all the 30 women admitted that neither any doctor nor LHV visited their houses during post-natal period.

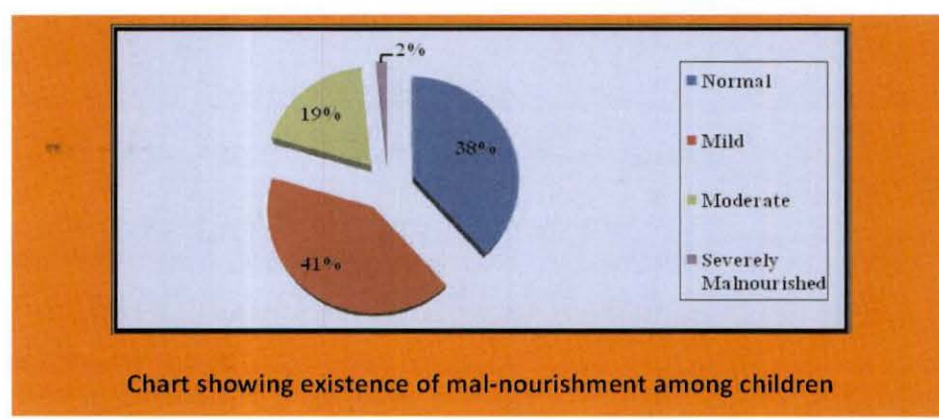
³⁸ Mundipadar and Laxmipadar of Boudh Block, Chhatranga and Jhadrajing of Harabhangra Block, Kantamal and Bandhapali of Kantamal Block

Thus, the health checkups under the scheme were grossly neglected due to inadequate visits of health staff. Besides, there was vacancy of 45 per cent in the category of the doctors in Boudh which crippled the ICDS activities in the district as discussed at **paragraph 6.1.2** of this report.

6.3.7 Lack of improvement in the health of malnourished children

For assessing nutritional status and monitoring their growth, the children below six years were to be weighed and graded by AWWs as normal, and others as malnourished under the categories of Grade I (mild), Grade II (moderate) and Grade III (severely malnourished). During 2007-12, out of 248547 weighed children of the district, 153326 (62 per cent) were detected as “malnourished” out of which 4081 (two per cent) were categorised as “severely malnourished” as could be seen below:

Chart 2



The block wise details are as under.

Table 32: Block-wise status of malnourished children

Name of the block	Child population (0-6) years	No of children weighed	No of normal children	No of Grade I children	No of Grade II children	No of Grade III children
Boudh	97032	86721	31709	37176	15943	1893
Harabhanga	75938	68337	25799	28896	12609	1033
Kantamal	98769	93489	37713	36544	18077	1155
Total	271739	248547	95221	102616	46629	4081

(Source: Records of CDPOs of three blocks)

Due to non-provision of food for 300 days in a year, non supply of quality food and lack of required health checkups, there could not be any significant development of children in the district as the percentage of malnourished children was found to be 62, during 2007-12, which was much above the State average of 52 per cent. Further, as verified from the monthly progress reports of the projects, the trend of malnourishment recorded an upward trend from 58 per cent in 2007-08 to 85 per cent in 2011-12.

6.3.8 Lack of universal coverage of targeted child population

The ICDS guidelines envisage that children between three and six years of age were to be imparted non-formal pre-school education in AWCs to develop learning attitudes before they were imparted primary education in regular schools. Scrutiny revealed that under pre-school education 79383 children were enrolled during 2007-12 against the targeted child population of 1.26 lakh, leaving 46815 (37 per cent) children un-covered. Non-enrolment of the targeted population was due to distant habitations, preference of parents to other private educational institutions, lack of infrastructural facilities etc. The CDPOs confirmed (May 2012) the above facts.

Due to inadequate coverage of beneficiaries through opening of new AWCs, lack of adequate facilities for institutional deliveries, non supply of quality foods, the food and nutrition programme under ICDS failed to reduce Infant Mortality Rate, Maternal Mortality Rate and malnutrition of children in the district.

Recommendations

Government may take the following steps to improve nutrition level of children, pregnant women and nursing mothers in the district.

- Adequate AWCs should be set up with basic facilities as per norms;
- Steps may be taken to cover all the beneficiaries of the district including those residing in inaccessible areas to be provided with all the six packages of the ICDS programme;
- Supply of quality food to the beneficiaries should be ensured.

6.4 Drinking Water

Water is the basic necessity and to provide every rural person with adequate safe water for drinking, cooking and other domestic basic needs on a sustainable basis, GoI introduced the Accelerated Rural Water Supply Programme (ARWSP) in 1972, which was renamed (April 1999) as Rajiv Gandhi National Drinking Water Programme (RGNDWP). The programme was implemented with the basic objectives of providing the stipulated quantity, i.e. 40 litres per capita per day (LPCD) of safe drinking water, to all rural habitations by installation of one drinking water source for every 250 persons.

Scrutiny of records and information furnished by the Executive Engineer (EE), Rural Water Supply and Sanitation (RWSS) Division, Boudh showed that the entire population (3.73 Lakh) as per 2001 census was provided with drinking water fully/partially by March 2012. As per norms, 1494 sources (Tube Wells (TWs)/Sanitary Wells (SWs)) were to be installed to provide adequate quantity (40 LPCD) of safe drinking water to the entire population. The EE, RWSS stated that 5027 spot sources (4893 TWs/ 134 SWs) were available (March 2012) in the district including 902 sources installed in last five years to cover the entire population of 3.73 lakh which were 236 per cent excess over the

requirement. Although there was availability of excess (236 per cent) drinking water sources over the norms, the present status of the coverage indicated that 1065³⁹ habitations out of total 2932 habitations in the district, were partially covered and 1867 were fully covered. Thus, despite installation of one source for a population of 75 persons, 1065 habitations were provided with less than 40 LPCD water due to lack of proper prioritization in installation of drinking sources.

6.4.1 Inadequate coverage of population under Rural Piped Water Supply system

As per the guidelines of National Rural Drinking Water Programme (NRDWP), safe drinking water was to be provided to the entire population on sustainable basis which could be possible through installation of Rural Piped Water Supply System (RPWS). For implementation of RPWS from 2002-03 in Boudh district, total 162 RPWS were sanctioned, of which 86 RPWS were completed, covering 0.95 lakh population which constituted 25 per cent of the total population of the district (3.73 lakh) as per 2001 Census. The RPWS target and achievement for last five years (2007-12) were as indicated in table below.

Table33: Target and achievement under RPWS

Year	Target	Achievement	Shortfall (per cent)
2007-08	10	0	10 (100)
2008-09	39	24	15 (38)
2009-10	24	19	05 (21)
2010-11	43	26	17 (40)
2011-12	46	17	29 (63)
Total	162	86	76 (47)

(Source: Information furnished by Executive Engineer, RWSS, Boudh)

As could be seen from above table, the achievement was not encouraging, as only 86 out of 162 (53 per cent) RPWS were completed during last five years (2007-12). Out of the remaining 76 works, 37 works were still in ongoing stage due to failure on the part of the Executive Engineer in synchronizing electrification works with civil construction and expediting progress of the works and the remaining 39 RPWSs were yet to be commenced (March 2012). Even funds for the latter were not released due to non-identification of water sources.

³⁹ Partially covered 0-25% (one habitation), 25-50% (289), 50-75% (474), 75- less than 100% (301)

6.4.2 Idling of expenditure on incomplete works. Though the RPWS works were to be completed within one year from the date of their commencement, 37⁴⁰ RPWS works were lying incomplete for two to three years. The EE stated (May 2012) that 16 RPWS could not be completed due to non energisation and 21 RPWS remained incomplete due to want of funds.



Jamumal PWS under Kantamal Block remained non-functional due to want of power supply

The reply was not tenable since the EE failed to coordinate with the Energy Department and synchronise execution of electrification works with civil construction. Failure to coordinate activities resulted in non-utilisation of funds due to which the EE had to surrender ₹3.13 crore in 2008-09, ₹0.75 crore in 2009-10, ₹2.84 crore in 2010-11 and ₹0.66 crore in 2011-12 under State Plan and Central Sponsored Plan. Thus, due to non-functioning of 37 RPWS (*Appendix II*), targeted population of 34391 could not be provided with safe drinking water despite incurring an expenditure of ₹7.59 crore.

6.4.3 Absence of reliable and continuous water supply

Test check of records showed that water supply was disrupted for one to 26 months in 19 RPWS (*Appendix III*) commissioned between January 2008 and April 2011 due to defects in power supply, pump motors and damage of pipe line. The Block wise figures were as under.

Table 34: Block wise status of RPWS

Name of the block	Total RPWS lying defunct	No of RPWS restored	No of RPWS non-functional
Boudh	3	2	1
Harabhanga	5	3	2
Kantamal	11	7	4
Total	19	12	7

(Source: Audit Analysis)

Though water supply was resumed in 12 RPWS, other seven RPWS could not be made functional even after lapse of one to 26 months affecting 0.061 lakh population of the areas concerned.

During joint physical inspection of 23 RPWS by Audit along with the Junior Engineers of the blocks concerned, it was seen that in six cases⁴¹ though the RPWSs were reported by the Executive Engineer, to the Chief Engineer, RWS&S, Odisha, Bhubaneswar as commissioned, but practically these were non-functional due to non-energisation (one RPWS) defects in transformers (three RPWS), failure of sources (two RPWS). Alternative sources were also not arranged (May 2012).

⁴⁰ one work (2007-08), 30 (2008-09), two (2009-10), four (2010-11)

⁴¹ (1) Jamumal, (2) Ambagahana, (3) Ramgarh, (4) Khandahota, (5)Karanjakata & (6) Ghantapada

6.4.4 Inadequate testing, monitoring and surveillance of water quality

As per the guidelines, safe drinking water was to be provided to the rural people for which testing, monitoring and surveillance of water quality were required to be conducted periodically by the Executive Engineer, RWSS to ensure the prescribed safety level.

Test check of records disclosed that, out of the 5027 spot sources (TWs-4893, SWs-134) existing in the district, only 3123 were covered under water quality test (March 2012) while 1904(38 *per cent*) were left without quality testing.



Tube Well in village Kantha

Audit scrutiny further revealed that water of 118 TWs was not safe for drinking purpose, since analytical tests conducted in the district laboratory disclosed chemical contamination of water exceeding the permissible limit. In these 118 sources, excess iron content was found in 55 sources, excess fluoride content in 14 cases, excess multiple chemical content in 21 cases and excess turbidity in 28 cases which were not suitable for human consumption. Despite indication of such raw water, these drinking water sources were not declared defunct, got sealed and alternative sources provided. As a result, 0.30 lakh rural population (8 *per cent* of the total district population) dependant on these sources, were compelled to consume unsafe water. The EE could not furnish any reply when asked (May 2012) about non provision of any alternative water sources in these areas. During joint physical inspection (May 2012) by audit and departmental engineers in 11⁴² villages under three Blocks, it was found that the platform⁴³ of eight TWs out of 11 TWs, were either broken or not constructed due to which, waste water was sipping underneath leading to unhygienic environment.

6.4.5 Absence of treatment of piped water

During joint physical inspection in audit and departmental engineers of RPWS to village Gabjore and Patharla where the system was commissioned in the year 2006 and damaged due to flood (2008), it was noticed that water was supplied to the people by directly pumping from the river. Similarly, water to village Mursundi was found to be supplied by pumping from the open well on the bank of the river Mahanadi. No arrangement was made for treatment of the river water before supplying it to the villagers for drinking.

It is pertinent to mention that as many as 2351 rural people of different villages of the district were affected with water borne disease like diarrhoea during January 2008 to March 2012 and 22 persons died of diarrhoea between January 2008 and March 2012 as detailed below:

⁴² Kantha, Mundi padar, Kankala, Laxmiprasad, Majhia ghar, Makundpur (Boudh Block), Bandhpathar, Sarsara (Harabhanga Block) and, Galipita, Katarapalli, Jamumal (Kantamal Block)

⁴³ Cement concrete work executed round the TW/SW to prevent seepage/flowing in of used/waste water

Table 35: Status of water borne disease affected people

Year	No. of people affected with water borne disease (Diarrhoea)	No. of people died
2008	1055	11
2009	194	05
2010	324	05
2011	725	00
2012 upto March	53	01
Total	2351	22

(Source: CDMO, Boudh)

The basic objective of providing the minimum quantity of purified water on sustainable basis under NRWDP was defeated since only 25 per cent of people could be covered under the piped water supply system.

Recommendations

Government may take the following steps to increase availability of drinking water to all households in the district.

- Ensure provision of quality water to all households on a sustainable basis in a time bound manner;
- Quality of water should be tested invariably in all cases to supply safe drinking water to the public.

Economic Services

Under economic and infrastructure sector we covered Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) to examine rural employment, Indira Awas Yojana (IAY) for housing, Rashtriya Krishi Vikash Yojana (RKVY) and National Food Security Mission (NFSM) under agriculture sector, Pradhan Mantri Gram Sadak Yojana (PMGSY) for roads, Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY) and Biju Gram Jyoti Yojana (BGJY) on rural electrification.

6.5 Rural employment

To provide assured employment to the rural people, GoI enacted (2005) Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA). As required under the said Act, Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) was framed by the State Government. The scheme was under implementation in Boudh district since February 2006. The primary objective of the scheme was to enhance livelihood security by providing at least 100 days of guaranteed wage employment on demand to every registered household, whose adult members were willing to do unskilled manual work. It was seen that, the Project Director, District Rural Development Authority (PD, DRDA), Boudh received ₹ 50.89 crore during 2007-12 under the scheme and utilised only 32 per cent (₹16.10 crore) of it for implementation of MGNREGS in the district. We, however, noticed large savings, scanty employment and in some cases, non creation of assets despite expenditure, as discussed in succeeding paragraphs.

6.5.1 Absence of realistic targets in the labour budget

Under the scheme, preparation of labour budget was mandatory to obtain funds. Scrutiny of records of Gram Sabha registers of 15 Gram Panchayats under three blocks revealed that the labour budgets were not prepared by the Gram Panchayats during 2007-09 and these were directly prepared by the Panchayat Samitis and approved by the Collector. However, since the year 2009-10, the labour budgets were being prepared from Gram Panchayat level.

It was further observed that the DPC projected for creating 121.50 lakh man days in labour budget during 2007-12 against which only 38.30 lakh man days could be generated. Thus, the average projected man days was 68 *per cent* higher than the actual man days generated. In 2011-12, the projection stood at 83 *per cent* higher than the man days actually created. This was due to estimation of labour budget without assessing the demand and capacity at grass root level through people's participation.

The Collector stated (September 2012) that the difference in projection and actual was due to less demand by the people. The reply is not convincing as the labour budget was not prepared with people's participation and assessment of requirement for jobs by their exclusion was not properly done.

6.5.2 Absence of participatory planning under MGNREGS

The works to be executed under MGNREGS were to be identified from Gram Panchayat level duly approved by the Gram Sabha. It was observed that during 2007-12 works were executed by the line departments without the approval from Gram Sabha. Even the local representatives of the Gram Panchayats and the Block Development Officers of the Panchayat Samitis were not aware of the works executed by the line departments since the works were approved directly at the level of the Zilla Parishad.

The Collector stated (September 2012) that instructions had been issued for identification and approval of projects under MGNREGS in the Gram Sabha. The reply is not tenable as the projects were not approved by Gram Sabha and Gram Panchayat representatives were not even aware of the projects taken up by the line department.

Similarly, the Guidelines provided for preparation of Annual Action Plan (AAP) at Panchayat level consolidating all projects approved by the Gram Sabha which are feasible and AAP of the Panchayat Samitis are to be consolidated at ZP level for inclusion in the AAP of the district. However, in one (Boudh) out of three test checked blocks, the AAPs for the year 2008-11 were included in the district Action Plan without approval of the Panchayat Samiti.

6.5.3 Delay in approval of Annual Action Plan (AAP) under MGNREGS

The AAP under MGNREGS is to be approved every year by the Gram Panchayats, Panchayat Samitis and Zilla Parishad by 15 October, 30 November and 31 December respectively. But it was seen that during the year 2007-08, 2009-10 and 2010-11, the AAP was approved after a delay of 112, 316 and 66 days respectively. Delay in approval of plans resulted in delay in

receipt of funds from the GoI in those years as fund was received at the fag end of the year. However, the AAPs for the year 2008-09 and 2011-12 were approved in time.

6.5.4 Lack of priority to incomplete works

It was seen under MGNREGS that the incomplete works were not given priority for completion in the subsequent years. Test check of the records of the Panchayat Samitis and Gram Panchayats revealed that though 325⁴⁴ works remained incomplete since 2006-10, new works were proposed to be taken up that resulted in non completion of projects for years together (March 2012).

The Collector stated (September 2012) that the Executing Agencies have been instructed to take sincere steps to complete the incomplete works on priority.

6.5.5 Non fulfilment of full employment guarantee potential

The year wise position of the number of households that were registered and those to whom employment was provided during 2007-12, is indicated in table below:

Table 36: Status of households provided with employment

Name of the PS	Year	Total HH registered	HH demanded work/ percent	HH provided work	Employment generated (person days)	HH provided with 100 days work in a year /percent	HH registered but not demanded and provided single day work
1	2	3	4	5	6	7	(3-4)
Boudh	2007-08	25944	6848(26)	6680	188092	129(2)	19264
Harabhang a		20655	6311(31)	6041	256038	308(5)	14614
Kantamal		25245	7714(31)	7494	238120	211(3)	17751
District		71844	20873 (29)	20215	682250	648 (3)	51629 (72 per cent)
Boudh	2008-09	26665	9047(34)	8933	224111	78(1)	17732
Harabhang a		22398	7133(32)	6949	238058	115(2)	15449
Kantamal		25982	6674(26)	6648	169393	68(1)	19334
District		75045	22854 (30)	22530	631562	261 (1)	52515 (70 per cent)
Boudh	2009-10	27883	6239(22)	6184	186765	144(2)	21699
Harabhang a		25133	5758(23)	5634	179477	93(2)	19499
Kantamal		27694	5894(21)	5791	183574	98(2)	21903
District		80710	17891 (22)	17609	549816	335(2)	63101 (78 per cent)
Boudh	2010-11	28223	9269(33)	8910	387178	533(6)	19313
Harabhang a		25580	9633(38)	9428	453732	830(9)	16152
Kantamal		28430	7703(27)	7677	381320	485(6)	20753
District		82233	26605 (32)	26015	1222230	1848 (7)	56218 (68 per cent)

⁴⁴ 60 (Boudh), 156 (Harabhang a), 109 (Kantamal)

Boudh	2011-12	28636	11486(40)	11421	400142	385(3)	17215
Harabhang a		25927	10618(41)	10457	389096	223(2)	15470
Kantamal		28804	8784(30)	8680	295813	102(1)	20124
District		83367	30888(37)	30558	1085051	710 (2)	52809 (63 per cent)
Average		78640	23822 (30)	23385 (98)	834181	760 (3)	55254 (70 per cent)

(Source: MGNREGS web-site, data 2011-12 was provisional as GO online muster roll entry was continuing)

The above position revealed that though the registration of households (HH), increased by 16 per cent from 2007-08 to 2011-12, demand for work against the registration during the respective years increased by only 8 per cent (29 to 37 per cent). Although on an average 98 per cent HHs that demanded work were provided with work annually, the same constituted only 30 per cent of the total number of HH registered. Though the district had 80 percent BPL households, 70 per cent registered households did not demand any work and only three percent of the household that demanded work could be provided with 100 days employment.

Beneficiary interview of 88 job card holders by Audit revealed that the people were not interested in work due to delay in payment of wages (86), distant work sites from their villages (60), execution of only earthwork (19) and non relaxation of work norms for the aged and women (19).

It was further found from the beneficiary interviews that none of the beneficiaries were aware of the provision of 100 days of guaranteed employment on demand and payment of unemployment allowance in case of failure to provide employment. Failure to create awareness amongst the beneficiaries and delay in making payment mostly stood as bottlenecks for effective outcome of the programme in the district.

The Collector stated (September 2012) that the people are made aware so as to demand work and that steps are being taken to avoid delay in payment.

6.5.6 Delay in payment of wages

As per guidelines, payment of wages was to be made on weekly basis and in no case, later than 15 days of such payment becoming due. In case of any delay, the labourers were entitled to compensation at prescribed rate.

Scrutiny revealed that, in case of 34 works under three Blocks, 1649 labourers were paid wages of ₹ 21.51 lakh for 24305 mandays after delay ranging from 11 to 197 days. No compensation was paid to the labourers for such delay. The BDOs attributed the delay mainly to delay in online entry of muster rolls on account of frequent power cuts and disruption of internet services. The reply is not tenable as adequate precaution by way of power back up was not taken considering the local constraints, for ensuring timely payment of wages.

6.5.7 Inadequate staff arrangement

For effective implementation and monitoring of MGNREGS, the guidelines provided for posting of Works Manager, Technical Assistant, IT Manager, Computer Assistant, Accounts Manager, Training Coordinator, Co-ordinators

for Social Audit and Grievance Redressal at the district level. Similarly one Programme Officer, Accountant and Computer Assistant at Panchayat Samiti level and Gram Panchayat Technical Assistant (GPTA) and *Gram Rozgar Sewak* (GRS) at Gram Panchayat level were to be deployed for successful implementation of the scheme.

We noticed that no staff at district level was appointed except one MGNREGS coordinator who was appointed only by April 2011. At the Block level, the BDOs were in charge of Programme Officer along with the various developmental activities of the block. One Additional Programme Officer in each block was, however, appointed (April 2011) to deal with the implementation of MGNREGS.

At Gram Panchayat level, *Gram Rozgar Sewaks* were appointed in each Gram Panchayat but engaged in various other works like social economic caste census, distribution of Old Age Pension, selling of BPL rice etc. which were not related to the MGNREGS. This hampered their exclusive work under MGNREGS like entry in job cards, proper maintenance of MGNREGS records like Assets Register, Employment Register etc. It was seen in field inspection (Baghiapada Gram Panchayat) by Audit in presence of the Junior Engineer and Executive Officer that the entries in the job cards of labourers were not made though the labourers had already received their wages through bank for the work done.

Out of 63⁴⁵ Gram Panchayats in the district, only 16⁴⁶ (25 per cent) GPTA⁴⁷s (Boudh: Four, Harabhangha: Six and Kantamal: Six) were posted and they were also engaged in works related to other schemes like Backward Region Grant Fund, Western Odisha Development Council, Indira Awas Yojana, Swarnajayanti Gram Swarozgar Yojana etc., along with distribution of Old Age Pension and engagement in social economic caste census. Further, at Gram Panchayat level the Executive Officers remained in overall charge of implementation of MGNREGS. Against the requirement of 63, there were only 44⁴⁸ (70 per cent) Executive Officers for 63 Gram panchayats. As a result, one Executive Officer remained in charge of two to three Gram Panchayats. It was also noticed that in Kantamal Block, the Executive Officer of one Gram Panchayat remained in charge of Gram Panchayat Extension Officer of the block to supervise the work of all the Gram Panchayats of the block. Due to non posting of adequate staff at each level, the maintenance of records was poor and monitoring, supervision and grievance redressal remained almost absent.

The Collector while accepting the shortage of staff in the district stated (September 2012) that Government had been moved for appointment of required staff. Action in this regard is awaited (November 2012).

⁴⁵ 21(Boudh), 18 (Harabhangha), 24 (Kantamal),

⁴⁶ 16 GPTAs (Boudh:4, Harabhangha:6, Kantamal:6)

⁴⁷ Gram Panchayat Technical Assistant

⁴⁸ 16 (Boudh), 12 (Harabhangha), 16 (Kantamal)

6.5.8 Irregular execution of works

6.5.8.1 Irregular execution of works for ₹1.70 crore through contractors

The Operational Guidelines strictly prohibited engagement of contractors in execution of works to ensure timely execution and to see that full benefit of wages actually passed on to the labourers. The works were required to be executed departmentally without engaging contractors. As per the procedure for departmental execution of works, the departmental officer was to maintain proper accounts in respect of advance availed, stores procured, payment made through muster rolls etc.

Test check of 44 works during 2007-12 under three blocks revealed that in all cases, the Block Development Officers incurred expenditure of ₹1.70 crore through the Junior Engineers who executed works either without any advance or had taken insufficient advance but never maintained any accounts thereon. It was further noticed that the payments were claimed on submission of works bills as actually executed in case of contractor's work. The works were thus executed through contractors in guise of departmental execution.

The Block Development Officers replied (May 2012) that works were actually undertaken departmentally but due to excess work load and shortage of staff, records could not be maintained properly.

6.5.8.2 Irregular and doubtful procurement of stores worth ₹ 21.21 lakh without quotations and tenders

As per codal provision, the road materials were to be purchased by the block directly from registered dealers/ suppliers on tender or quotation basis and supplied to the Gram Panchayats for use in MGNREGS works.

Test check of 40 works⁴⁹ revealed that purchases of road metals (sand, morrum chips etc) for ₹ 21.21 lakh were made without quotations/ tenders, but on the basis of hand receipts through payment in cash. Besides, the materials so purchased were not taken into stock. Consequently, the genuineness of the expenditure and use of material in quality and quantity could not be ensured.

In reply, the Collector stated (September 2012) that action would be taken to procure the materials centrally.

6.5.8.3 Irregular payment of ₹ 86.92 lakh in violation of measurement norms

As per the instruction of Panchayati Raj Department (August 2008) to all DRDAs, while executing earth work, it was mandatory to record the initial level in the estimate and final level prior to payment, failing which it would be treated as misappropriation of fund. However, we noticed that in three blocks, ₹ 86.92 lakh were paid on excavation of 271069 cubic metre of earth against 61 works on pit measurement without recording initial and final level leading to unvouched payments.

⁴⁹ Boudh 11 works ₹ 6.63 lakh, Harabhanga 15 works ₹ 9.35 lakh, Kantamal 14 works ₹ 5.23 lakh

The Collector stated (September 2012) that for smooth and early payment of wages, payment was made on pit measurement basis. However, the reply is not tenable as the process of measurement was in contradiction to the instructions of the Government.

6.5.9 Non creation of durable assets

Creation of durable assets and strengthening livelihood resource base of the rural poor were two of the important objectives of the scheme. Review of works undertaken for creation of assets revealed that either the assets were not created or wherever created, they were not utility oriented despite incurring expenditure as discussed below:

6.5.9.1 Unfruitful expenditure of ₹3.86 crore on incomplete projects



Photograph of incomplete bridge in Amarda village road

Test check of records in three blocks showed that 325 works taken up during 2007-10 at an estimated cost of ₹ 7.74 crore were not completed despite incurring an expenditure of ₹3.86 crore as of March 2012 as detailed below:

Table 3 7: Status of works taken up during 2007-10

(₹ in crore)

Block	No of works	Estimated cost	Expenditure incurred
Boudh	60	3.12	1.23
Harabhanga	156	0.55	0.06
Kantamal	109	4.07	2.57
Total	325	7.74	3.86

(Source: Audit Analysis)

One such work (construction of RCC two row box type bridge) over Amarda village road and ferry ghat at an estimated cost of ₹ 9.98 lakh was entrusted to the Block Development Officer, Boudh during 2007-08. We noticed that the work was left incomplete for more than three years after utilisation of ₹ 1.93 lakh. During rainy season, three to four feet high water on the road to ferry ghat caused traffic disruption and acute problem to the nearby villagers. The Assistant Engineer/ Junior Engineer stated that funds were not available for further construction and could have been completed through convergence with other scheme funds. As no funds were provided for the work, it was still left incomplete, leading to unfruitful expenditure of ₹ 1.93 lakh on the said work.

6.5.9.2 Wasteful expenditure of ₹13 lakh on works not useful to community

An amount of ₹ 15.65 crore was utilised during 2007-12 for renovating tanks under the activity of restoration of traditional water bodies. Information regarding the capacity of these tanks and actual utilization of its water for



Excavation of new tank at Khambeswarpali, Kantamal Block

agriculture and other purposes was not available.

However, during Joint physical verification of three tanks by Audit along with the Junior Engineer and Executive Officer of the concerned Gram Panchayats, it was found that the tanks were excavated with an expenditure of ₹ 13 lakh in vast areas of five to 10 acres with only one to two feet depth without any water bearing capacity. Though employment was provided with these works, it led to unfruitful expenditure since it failed to provide any assets of future utility to the community.

6.5.9.3 Wasteful expenditure on creation of non-durable assets

Scrutiny of records revealed that under improvement of roads in three blocks during 2007-12 roads were constructed with only minor *morum* spreading on the top without Grade-1 metalling, resulting in creation of non durable assets.

Joint physical verification of five roads (expenditure: ₹ 13.32 lakh) by Audit in presence of the Junior Engineer and Executive Officers of the concerned Gram Panchayat revealed that these were not fit for all weather connectivity as only earthwork with



(Improvement of road from Balandapada road in Gochhapada Gram Panchayat)

morrum spreading was done. As stated by the BDOs, metal roads could not be constructed to maintain 60:40 labour and material ratio in MGNREGS works. Though DRDA received ₹ 54.31 crore under Backward Region Grant Fund, they failed to provide Grade-1 metalling to earthen roads in convergence with BRGF scheme.

6.5.10. Rural Migration

One of the objectives of MGNREGS is to arrest rural migration. However, we noticed from the records of District Labour Office that during 2007-12, 239⁵⁰ labourers migrated to other states through registered contractors. The number of labourers migrated under unregistered contractors is not available. The figures showed an increasing trend from 22 in 2007-08 to 29 in 2011-12.

Though the district had 80 percent BPL households, 70 percent registered households did not demand any work and only three percent of the households that demanded work could be provided with 100 days employment as prescribed in the scheme. It was also seen that 239 persons migrated from the district during 2007-12 in search of work. There was also delay in payment of wages to the beneficiaries and no durable assets created despite expenditure of ₹ 13.32 lakh. Thus implementation of MGNREGS failed to mitigate poverty in the district by guaranteeing 100 days of work to the households in a year.

⁵⁰ 22 (2007), 65 (2008), 84 (2009), 26 (2010), 13 (2011) & 29 (2012)

Recommendations

Government may take the following steps to provide employment guarantee to all needy villager and for better implementation of MGNREGS in the district.

- Create awareness and motivate rural people periodically to register their names, demand employment and reap the benefit of the scheme;
- Provide one hundred days of employment to each willing household
- Ensure timely payment of wages to all labourers under the scheme;
- Create durable assets in convergence with other schemes/ programmes.

6.6 Housing

Indira Awas Yojana (IAY) was launched by the GoI to provide dwelling units to members of freed bonded labourers, Scheduled Caste / Scheduled Tribe households, families of personnel from defence/paramilitary services killed in action, non SC / ST BPL families, physically and mentally challenged persons etc. The DRDA utilised ₹ 21.52 lakh (81 *per cent*) for implementation of IAY in the district out of ₹ 26.43 lakh received during 2007-12. However, the implementation of the programme was found deficient as discussed in succeeding paragraphs.

6.6.1 Deficiencies in preparation and approval of permanent waitlist for IAY households

IAY guidelines and subsequent instructions (October 2004) of Panchayati Raj Department stipulated that, IAY houses were to be provided on the basis of permanent waitlist from applications received from the BPL beneficiaries. Before inclusion in the wait list, applications were to be properly scrutinised through enquiry and finally approved by the Gram Sabha in presence of the applicants. However, on check of records in 15 Gram Panchayats, we observed that the preparation of waitlist was not fair and transparent as discussed below:

6.6.1.1 Lack of awareness campaigns about benefits of IAY

Check of records of 15 Gram Panchayats revealed that, out of 22636 BPL households (HHs) in the Gram Panchayats (GPs), only 3615 (16 *per cent*) applied for the benefit. Due to lack of wide publicity to make people aware of the application procedure, the benefit of the scheme got restricted to a few BPL households.



Lata Banka, BPL No- 35 /97, Loinga Village, Harabhanga Block who could not apply for lack of awareness

In reply, the Collector Stated (September 2012) that adequate steps had been taken to make the people aware at GP level about applying for

preparation of wait list. The reply is not convincing as in all the 15 test checked Gram Panchayats, no steps except displaying a notice at Gram Panchayat office were taken.

6.6.1.2 Irregularities in preparation of waitlist at Gram Sabha level

Though 3615 BPL households applied for IAY house, only 1196 (33 percent) were included in the wait list after deletion of 2419 applications. As no committee was formed, the process of deletion and inclusion for preparation of waitlist became arbitrary. During 2008-12, twelve BPL HHs (Boudh: three, Kantamal: Nine) submitted their grievances at various levels to get IAY houses but were not considered as their names were not found in the permanent waitlist. Further, the PD, DRDA made an enquiry on an allegation from public in Bandhpathar Gram Panchayat (Harabhanga Block) regarding irregularities in preparation of waitlist and found that proper procedure was not followed and based on instructions thereafter the BDO allotted IAY houses after verifying the eligibility criteria.

The Collector stated (September 2012) that the waitlist had been prepared as per IAY guidelines and subsequent instructions of Government. The reply is not convincing as in all the 15 test checked Gram Panchayats, procedure for preparation of permanent waitlist was not followed properly.

6.6.1.3 Inclusion of ineligible persons in the waitlist

Audit noticed (May 2012) that inclusion of names of 12 non-BPL, affluent families in the permanent waitlist was also detected by BDO, Harabhanga. This indicated that the waitlist was not prepared in compliance with the scheme guidelines.

The Collector stated (September 2012) that all BDOs had been instructed to prepare the waitlist in a fair and transparent manner. The reply of the Collector is not acceptable as despite such instructions, irregular inclusion of names of persons belonging to affluent families were included in the waitlist.

6.6.1.4 Irregular allotment of IAY houses to persons not in the waitlist

The IAY houses were required to be allotted to persons whose names were included in the five year waitlist. However, in Boudh block, it was noticed that seven persons were allotted houses, whose names were not included in the five year (2005-10) waitlist as indicated in table below:

Table 38: List of persons allotted IAY houses whose names were not in the waitlist

Sl. No.	Case No/ Year	Name	Amount sanctioned for IAY houses (in ₹)	Date of last payment
1	101/05-06	Madhabi Sethi	25000	19.1.2010
2	81/05-06	Hema Jhankar, Sagada	10000	22.8.2008
3	82/05-06	Hema Nayak, Sagada	20000	22.5.2009
4	169/05-06	Sebati Bagha	25000	27.10.2009
5	57/05-06	Ambika Sethi	25000	17.7.2009
6	28/05-06	Sabita Sahu	25000	13.11.2009
7	71/07-08	Sarojini Jani	25000	12.12.2010
Total			155000	

(Source: IAY allotment register and permanent waitlist of the Boudh block)

Not only did this result in ineligible beneficiaries getting undue benefit at the cost of needy households but also led to an irregular payment of ₹ 1.55 lakh. No reply was furnished by the Collector (November 2012).

6.6.1.5 Non identification of targeted group

As per guidelines, IAY houses should be allotted on the basis of priority to BPL families comprising free bonded labourers, SC/ST households, families of defence personnel/paramilitary forces killed in action, non SC/ST but poor households, physically and mentally challenged persons, ex service-men and retired members of paramilitary forces, displaced persons on account of developmental projects, nomadic/semi nomadic and de-notified tribal, and families with physically/mentally challenged members. It was found that, no such survey was conducted to identify various categories of eligible beneficiaries in the district by the Project Director, DRDA, Boudh, the authority responsible for implementation of the scheme in the district.

The Collector stated (September 2012) that all BDOs had been instructed to make proper identification of target group.

6.6.2 Non achievement of targets in completion of IAY houses

It was targeted to complete 6861 IAY houses during 2007-12, of which only 3532 (51 per cent) houses were completed during the said period leading to a large gap (49 per cent) between the target and achievement as detailed below:

Table 39: Status of completion of IAY houses

Year	Dwelling units sanctioned/target fixed	Dwelling units completed	Total Dwelling units incomplete	Stages of completion as on 31.3.2012		
				Plinth	Lintel	Roof
Pre 2007-08			196	21	69	106
2007-08	1015	899	116	45	40	31
2008-09	1056	774	282	97	111	74
2009-10	1997	1176	821	329	302	190
2010-11	1413	643	770	278	212	280
2011-12	1380	40	1340	535	0	0
Total	6861	3532	3525	1305	734	681

(Source: Monthly Progress Report on IAY of DRDA, Boudh)

As evident from the above, 492 houses sanctioned up to 2009-10 were at the plinth level even by March 2012 and the prospect of completion appears to be remote. During beneficiary survey of 57 beneficiaries conducted by us in three villages of the blocks, beneficiaries stated that they could not complete the houses due to insufficient funds, construction of bigger size houses and poverty. We noticed that monitoring and supervision by the departmental officers to ensure completion of IAY houses was almost absent.

The Collector stated (September 2012) that steps are being taken to complete the IAY houses.

6.6.2.1 Unfruitful expenditure of ₹ 32.45 lakh on incomplete houses

Test check of 1069 IAY case records relating to the period 2006-09 revealed that in 262 cases⁵¹ the houses were not completed despite incurring expenditure of ₹ 32.45 lakh. Since there had been a long gap of three to six years, there was a

remote possibility of completion of these houses as there has been a stiff rise in the construction cost. The expenditure already incurred thus was rendered unfruitful.

The Collector stated (September 2012) that steps are being taken to complete the IAY houses.



Incomplete house of Sabitri Palai of Baghiapada Gram Panchayat for her poverty



Bigger house left incomplete by Ganana Pradhan of Pindapadar of Kantamal Block

6.6.2.2 Non-extension of loan facilities for IAY beneficiaries

As per IAY guidelines, it was the responsibility of the State Governments/DRDAs to coordinate with the financial institutions to make IAY beneficiary available with loan at differential rate of interest (DRI) scheme at an interest rate of four *per cent per annum* to help the BPL HHs in construction and completion of houses. However, it was noticed that, no such facility was provided to the beneficiaries. The beneficiaries interviewed by Audit stated that their houses were incomplete due to poverty and construction of house of bigger size.

The Collector stated (September 2012) that all BDOs have been instructed to identify such beneficiaries and provide loan to assist in completion of the incomplete IAY houses.

6.6.3 Non allotment of houses in the name of female members of the family

The IAY houses were required to be allotted in the name of the female member or in the joint name (husband and wife) of the household to secure her future entitlement to the house. Records of five test checked Gram Panchayats revealed that during 2008-12, only 50 *per cent* (712) houses out of 1408 houses, were allotted in the name of women member of the household or joint name.

The Collector stated (September 2012) that instruction has been issued to allot the IAY houses in the name of the female member or joint name of the husband and wife.

⁵¹ 27 (Boudh) ₹ 3.70 lakh; 145 (Harabhanga); ₹ 16.48: lakh, 90 (Kantamal); ₹ 12.27 lakh

6.6.4 Non convergence of various flagship schemes/programmes with IAY

As per guidelines, the PD, DRDA was to implement IAY in convergence with other flagship programmes so that the beneficiaries could avail the benefit of latrine under Total Sanitation Campaign, electricity under *Rajiv Gandhi Grameen Vidyutikaran Yojana*, supply of water under Accelerated Rural Water Supply Programme, connectivity under *Pradhan Mantri Gram Sadak Yojana* etc. Planning for convergence with other schemes/programmes was to be made in such a manner that the BPL families were not only ensured with housing under IAY but also their standard of living would be enhanced with the availability of benefits from other programmes implemented in the district.

However, Audit noticed that no such convergence was made to uplift the standard of life of IAY beneficiaries. During interview of 57 beneficiaries by us, it was found that 40 beneficiaries (70 per cent) had no electricity, 44 beneficiaries (77 per cent) were not having sanitary latrine and 100 per cent beneficiaries picked up drinking water from open well.

The Collector stated (September 2012) that steps are being taken to uplift the standard of IAY beneficiaries in convergence with other flag ship programmes.

Though Boudh was a district with 80 per cent BPL families, adequate steps were not taken to generate awareness on the benefits under IAY. The selection of beneficiaries for allotment of houses was not transparent resulting in many eligible households being deprived of getting IAY houses. Convergence with other flagship programmes to enhance the standard of life of IAY beneficiaries was absent. Monitoring and persuasion was not effective as it failed to facilitate the beneficiaries to complete their houses in time.

Recommendations:

Government may take the following steps to provide shelter to poor households in the district

- Promote awareness amongst the beneficiaries;
- Maintain transparency in selection of beneficiaries;
- Strengthen monitoring to motivate the beneficiaries for timely completion of their houses.

6.7 Agriculture

Agriculture is the mainstay of Boudh district as 95 per cent of the population lived in rural areas and more than 78 per cent of them were dependent on agriculture and allied activities for their sustained livelihood. The central plan schemes National Food Security Mission (NFSM) and *Rastriya Krishi Vikash Yojana* (RKVY) were implemented in the district through constitution of Agriculture Technology Mission Agency (ATMA) to achieve increased production in rice, wheat, pulses etc. through area expansion, creation of employment opportunities and enhancing farm level economy.

The district received ₹ 9.25 crore under major schemes/ programmes (NFSM, RKVY, ATMA) under agriculture sector during 2007-12 of which ₹7.13 crore (77 per cent) was utilised. Review of agricultural development in the district revealed that the cultivated area of the district which was 27 per cent (85180 ha) of the total area (309800 ha) had not increased during last five years. Though production of rice had marginally increased by five to 13 per cent during 2008-10 with reference to previous year's production, but the same reduced by 31 to 35 per cent during 2010-12, as would be evident from the table below:

Table 40: Position of cultivable area and production of rice

Year	Cultivable area (in HA)	Area sown (in HA)		Production (in MT)			Percentage increase in production compared to previous year
		Khariff	Rabi	Khariff	Rabi	Total	
2007-08	85180	84710	40017	143053	19500	162553	
2008-09	85180	85180	38172	149952	20505	170457	5
2009-10	85180	85180	38361	174541	18884	193425	13
2010-11	85180	83678	39120	114309	18829	133138	(-31)
2011-12	85180	65873	39088	67166	18900	86066	(-35)

(Source: Records of Dy. Director of Agriculture, Boudh)

Our examination of input supply, demonstration, research and extension activities, production of bio fertilizer, subsidy in farm implements etc., revealed deficiencies as discussed in succeeding paragraphs.

6.7.1 Deficiencies in procurement and supply of certified seeds

6.7.1.1 Shortage in supply of seeds due to non-availability

As per the Government policy, the District Agriculture Officer (DAO) after consolidating the requirements of seeds for the district, placed indents with the Odisha State Seed Supply Corporation (OSSC) who was required to supply quality (certified) seeds to the farmers through sale centres to enhance their production.

Scrutiny of records revealed that there was short supply of different seeds from eight to 29 per cent against the indents during 2009-12 as indicated in table 41:

Table 41: Position of supply of seeds

(In quintals)

Type of seed	Indents	Supply	Short supply (%)
Paddy	21100	15634.81	5465.19 (26)
Pulses	200	141.38	58.62 (29)
Oilseed	126.10	116.40	9.70 (8)

(Source-Records of DDA, Boudh)

As per the climatic condition, the district needed short/medium duration varieties (120-130 days) of paddy such as Lalat, Nabin, MTU 1001 and Pratikshya. Yet these varieties were not adequately supplied by the OSSC though demanded by the farmers. The short supply ranged between 33 to 72 per cent (Appendix IV).

The Deputy Director of Agriculture (DDA) stated (May 2012) that the seeds were supplied to the districts as per the programme devised by the Director of Agriculture on the basis of availability of seeds at their level. The fact however, remained that the farmers were deprived of quality seeds hence, failed to boost their production.

6.7.1.2 Unfruitful expenditure of ₹ 2.50 lakh due to non-registration of farmers under Seed Village Scheme

The Seed Village Scheme was an innovative model of participative production of quality seeds with the involvement of farmers which facilitated production of seeds at reasonable cost and ensured its timely availability to farmers. Under this programme, selected farmers were registered who were supplied seeds and imparted training on seed production by the OSSC and the farmers were to sell the seeds to OSSC after production.

Scrutiny of records revealed that ₹ 2.50 lakh were received (January 2011) by the DAO, Boudh under Seed Village Programme for cultivation of groundnut and paddy over 40 acres each. For this purpose, 300 farmers were given 24 quintals of paddy seeds and 135 farmers were given 60 quintals of groundnut seeds for cultivation. But the farmers were neither registered nor imparted any training. No seeds were sold by those farmers to OSSC as quality seeds. This resulted in non achievement of the objective of production of certified seeds by the farmers through seed village programme and expenditure of ₹ 2.50 lakh was rendered unfruitful.

6.7.1.3 Sale of subsidised seeds worth ₹ 87.23 lakh without permits

As subsidised seeds were in great demand, the Director of Agriculture and Food Production, Odisha, Bhubaneswar instructed (June 2009) to sell seeds on the basis of permits issued by Village Agriculture Worker (VAW)/ Agriculture Overseer (AO) of the Blocks to ensure that subsidised seeds reached genuine farmers for use in cultivation.

Test check of records of sales during Kharif and Rabi 2011-12 revealed that, paddy, groundnut, pulses seeds weighing 6760.58 quintals at subsidised cost of ₹87.23 lakh were sold without permit issued by VAWs/AOs. The DDA stated (May 2012), that there was acute shortage of technical staff and field functionaries and the seeds were sold to the farmers as per need through the departmental sale centres.

The reply is not convincing as seeds were sold without permit, their availability to the small and marginal farmers and their use in agriculture could not be ensured.

6.7.2 Inadequate extension and research activities

The ATMA, a district level agency, was responsible for overall management of agriculture extension activities through preparation of Strategic Research and Extension Plan (SREP) annually based on agro-ecological conditions and existing gaps in technology generation in agriculture. The SREP was to be prepared from the Block Action Plan (BAP) involving Farmers Friend (FF) at

village level, Block Technology Team (BTT) and Block Farmers Advisory Committee (BFAC) at block level and then consolidated at the district level to include it in District Agriculture Action Plan (DAAP).

We noticed that ATMA, Boudh received (2007-12) ₹ 1.76 crore under research and extension programmes of which ₹ 0.92 crore (53 per cent) was utilised through the SREP. However, the SREP was prepared without involving the village and block level stake holders and also without approval of the Governing Body (GB) of ATMA, the highest policy making body in the district, during 2007-09 and 2011-12. The ATMA continued with its ongoing activities under research and extension programmes and the farmers continued to receive the same varieties of seeds (Lalat, Nabin, MTU 1001 and Pratikshya) for the last seven to eight years without any other experiment involving newer varieties of seeds or farm management tools and practices. It was further seen that, though ATMA received funds (₹ 16.43 lakh) under seven⁵² extension programmes to provide facilities for capacity building of the farmers, entire funds remained unutilized (March 2012). Thus, the objective of ATMA to acquaint the farmers with the latest technology to boost production through commercialisation of agriculture remained largely unachieved.

The DDA stated (May 2012) that due to shortage of staff, funds could not be utilized in time. The reply was not tenable as the DDA had not taken up the matter with higher authorities to address the issue of shortage of staff.

6.7.3 Ineffective demonstration under NFSM programme

The district received ₹36.99 lakh during 2007-12 under NFSM for conducting 1349 demonstrations (*Appendix V*) under Improved Package of Practices (IPP), System of Rice Intensification (SRI) and Hybrid Rice Technology (HRT) in the farmers fields. The demonstrations were basically intended to involve the farmers and to create awareness amongst others about the latest developments in agriculture to enhance production. Scrutiny of records revealed that:

- Demonstrations were not conducted in collaboration with State Agriculture Universities (SAUs), Indian Council of Agriculture & Research (ICAR) institutes and Krishi Vigyan Kendras (KVKs) and reputed NGOs to provide necessary technical knowhow during such demonstrations;
- Soil analysis of the field to ascertain the specific interventions required for the land was not conducted before demonstration;
- Selection of beneficiaries was not done in a participatory manner by holding meetings in the village;
- Monitoring of the demonstrations required to be conducted throughout the cropping season by the District Consultant (DC) and assisted by

⁵² capacity building groups (₹ 1.55 Lakh), seed money revolving funds (₹ 0.80 lakh), rewards to best groups/farmers (₹ 2.30 lakh), operational expenses for subject matter specialist (₹ 1.80 lakh), exposure visit to farmers (₹ 5.84 lakh), farmers' scientist interaction (₹1.60 lakh), and support to district level training (₹ 2.54 lakh)

Technical Assistants (TA) of NFSM, was not done due to these posts remaining vacant;

- Field day was not organised during reproductive phase of the crop preferably during grain filling stage with the participation of scientists from SAUs/KVKs and other farmers as required under the guidelines of NFSM and
- Crop cutting results could not be ensured as impartial and fair, due to non involvement of different stake holders at the crop cutting site.

Though 500 demonstrations [IPP(200), SRI(200), Hybrid(100)] were completed during Rabi 2011, funds for ₹ 3.38 lakh earmarked for organising farmers day, distribution of publicity materials, display boards, posters, visit of scientists etc were not utilised. DDA stated (May 2012) that due to shortage of staff, all interventions for conducting demonstrations could not be carried out. During beneficiary interview of eight farmers conducted by us in presence of Assistant Agriculture Officer (AAO), seven farmers⁵³ conducting SRI demonstrations stated that they were not provided with any seed, manure and technical knowhow from the Agricultural Officers. Only one farmer stated that he was provided with manure, seeds and technical support for the demonstration purpose.

6.7.4 Idling of funds and unfruitful expenditure of ₹ 4.67 lakh due to non production of bio fertiliser

The farmers were to be encouraged to use bio fertilizers to prevent the hazardous effect of long use of chemical fertilizers in the soil/ field as repeated use of the latter resulted in reduction of fertility of the soil day by day. For production of bio fertilizer in the district, ₹ 4.67 lakh were placed with the Deputy Director of Agriculture (DDA) under RKVY for establishment of one Blue Green Algae (BGA) unit and one vermi hatchery unit in Boudh block and 100 vermi compost units as given in the table below:

Table 42: Position of vermi compost units

Block	2008-09				2010-11			
	Physical(units)		Financial(rupees)		Physical(units)		Financial(Rupees)	
	Target	Achieve ment	Target	Achieve ment	Target	Achieve ment	Target	Achieve ment
Boudh	20	11	60000	33000	14	4	56000	16000
Harabhanga	20	13	60000	39000	13	6	52000	24000
Kantamal	20	5	60000	15000	13	9	52000	36000
Total	60	29	180000	87000	40	19	160000	76000

(Source: Records of DDA Boudh)

Scrutiny of records revealed that,

- Though ₹ one lakh was placed (2007-08) for establishment of one BGA unit at Boudh block the DDA's role was confined to issue of just one go-ahead letter to the beneficiary. No further guidance or

⁵³ Subash Dehury, Gopabandhu Barik, Raju Barik, Umesh Bhoi, Adhikari Majhi, Bipin Bhoi, Bhimsen Dehury.

directives was given by the DDA or DAO and the project had not materialised even after lapse of three years.

- There was a target of one vermi hatchery unit in 2010-11 at a cost of ₹ 0.55 lakh with 50 *per cent* farmers' share in Boudh block which was lying incomplete as of March 2012, though more than a year had passed. During joint physical inspection (28 April 2012) with the Assistant Agriculture Officer of a vermi hatchery unit, we noticed that the roof of the unit was not constructed and the pits were left without vermicells and compost.
- Similarly, sanction for ₹ 3.40 lakh for establishment of 100 vermi compost units was received by DDA during 2008-09 and 2010-2011, of which 48 units were only set up after passage of one to three years.
- During the joint physical inspection of three⁵⁴ vermi compost units by us, we noticed that none of the units had roofs and produced any compost from the pits.
- Despite funds being made available, neither the production of bio fertiliser was achieved nor the farmers were made aware of its purpose as an alternative to chemical fertiliser, due to lack of adequate monitoring and execution by the DAO. This resulted in unfruitful expenditure of ₹ 1.63 lakh in addition to idling of funds of ₹ 3.04 lakh with the DDA.



Vermi hatchery unit of Nanda Kishore Kalta without vermicell and compost

6.7.5 Irregular end use of subsidised farm machineries in agriculture

Farm mechanisation was essentially required to increase productivity with less input of manual activities. The farmers to be well equipped with the advance technology were provided with farm implements at subsidized cost⁵⁵. The year wise position is detailed as under:

Table 43: Status of farm implements provided on subsidy

Year	Tractor			Power tiller			Power thresher		
	Target	Achievement	Subsidy (₹ in lakh)	Target	Achievement	Subsidy (₹ in lakh)	Target	Achievement	Subsidy (₹ in lakh)
2007-08	9	9	8.1	--	0	0	-----	----	
2008-09	20	20	18	60	60	36	10	10	2.4
2009-10	24	24	21.6	87	87	52.2	11	11	2.64
2010-11	100	98	88.2	228	43	25.8	6	6	1.44
2011-12	104	69	62.1	95	66	39.6	2	0	0
Total		220	198		256	153.6	29	27	6.48

(Source: Records of DDA, Boudh)

⁵⁴ Baghiapada (Hrudananda Bhoi), Telibandha (Nabin Hota), Givindpur (Dibakar Pradhan)

⁵⁵ Tractor (50% of cost limited to ₹ 0.9 lakh, powertriller (50% of cost limited to ₹ 0.6 lakh and power thresher (50% of cost limited to ₹ 0.24 lakh)

Though the above farm implements were supplied to the farmers at subsidized cost of ₹ 3.58 crore, their actual use for agriculture purposes and impact in terms of increase in yield/ productivity was not assessed by DDA.

During joint physical inspection (28 April 2012), two tractors and two power tillers supplied to the farmers at subsidized rates were jointly inspected. The owners of both the tractors⁵⁶ stated that the tractors were being used for cultivation as well as commercial purposes.

6.7.6 Irregular end use of subsidized micro-irrigation (Jalanidhi) facilities

To create additional irrigation facilities, the Agriculture Department provided subsidy⁵⁷ to farmers for digging of bore wells, dug wells and purchase of pump sets etc. Scrutiny revealed that 18 bore wells, 65 dug wells and 2077 pump sets were provided during 2007-12 to the farmers at subsidized cost of ₹2.43 crore as indicated in the table 44.

Table 44: Status of Jalanidhi facilities provided on subsidy

(₹ in lakh)

Year	Borewell			Dugwell			Pumpset		
	Target (No)	Achievement (No)	Subsidy	Target (No)	Achievement (No)	Subsidy	Target (No)	Achievement (No)	Subsidy
2007-08	NA	NA	NA	NA	NA	NA	NA	NA	NA
2008-09	NA	NA	NA	NA	NA	NA	350	350	35
2009-10	NA	NA	NA	NA	NA	NA	844	844	84.4
2010-11	5	5	2.5	20	20	8	633	633	63.3
2011-12	17	13	6.5	87	45	18	250	250	25
Total	22	18	9	107	65	26	2077	2077	207.7

(Source: Records of DDA, Boudh)

The DDA stated (May 2012) that additional 110 acres of area were brought under cultivation due to installation of those bore wells, dug wells etc. The reply was not correct since additional area was not cultivated either during Rabi or in Kharif during the last three years (2009-12) as revealed from the information furnished by the DDA mentioned at

Paragraph 6.7.



Borewell of Kaushalya Sahoo not functioning

⁵⁶ Rabindranath Sahoo of village Butupali and Saraswati Sethi of Telibandha

⁵⁷ Borewell (₹ 0.5 lakh), Dugwell (₹ 0.4 lakh) and pumpset (₹ 0.1 lakh)



Borewell of Gokulananda Sahoo used for liquor factory

During joint physical inspection and interview with the farmers provided with bore wells and dug wells etc., it was seen that out of eight cases, five⁵⁸ farmers were using dug wells for growing vegetables, but they were not cultivating “rabi” crops due to shortage of water. Bore wells in two cases⁵⁹ were not used at all due to lack of electricity and defects in pump sets. In one case⁶⁰, the bore well was used for supply of water to a country liquor factory. As a result, the very basic purpose of providing

the above facilities to the farmers with subsidy of heavy amount (₹ 2.43 crore) was not achieved. No post assessment was made by the DDA to ascertain the extent of utilization and benefit derived by the farmers of the programme.

6.7.7 Non restoration of soil health due to absence of soil testing

As soil health enhancement was a key factor for raising farm production, the Government decided to set up more Soil Testing Laboratories in the State and to make soil testing facility available in all blocks. Each farmer was to be issued with a soil health card containing details of results of soil test and remedial measures required for restoring soil fertility.

Though in Perspective Plan (2008-13)⁶¹ of Boudh district, a well equipped laboratory with atomic soil testing analyser was proposed for the district, there was no soil testing laboratory either at the district headquarters or at block levels. Testing was conducted through Soil Chemist posted in neighbouring Phulbani district headquarters.

Scrutiny of records revealed that 4869 soil samples were targeted to be tested during 2008-12 against which only 2468 (51 per cent) samples were tested. Only 725 farmers were issued soil health cards which constituted only two per cent of total farmers (44039) in the district having agricultural land of their own.

As per the decision of seventh State Level Selection Committee (SLSC) on RKVY (January 2011), the Chief Secretary directed that qualified Krishak Sathis should be selected from each GP and trained for two days at the district headquarters, who would then be deployed for collecting 100 samples in

⁵⁷ Gokulananda Sahoo (Ainthapada), Natabar Dehury (Durgaprasad), Makunda Dehury (Durgaprasad), Bijaya ku Bhoi (Tutusingha), Saraswati Bhoi (Tutusinga)

⁵⁸ Binodraj Meher (Butupali) and Kaushalya Sahoo (Baghiapada)

⁶⁰ Gokulananda Sahoo of Baghiapada

⁶¹ prepared by TSI (Agricultural Finance Corporation Ltd. Mumbai) and submitted to P & C Department

2011-12 from each GP for testing of PH value, organic carbon, phosphorous and potassium in soil. It was seen that only 15 (24 per cent) Krushak Sathis were trained upto March 2011 and not a single sample was collected against requirement of 6300 samples from 63 GPs. As such, the objective of increasing productivity by adoption of scientific management of soil fertility was not achieved.

6.7.8 Shortage of manpower

The staff position of the Agriculture Department of the district as on 31 March 2012 is given in the table below.

Table 45: Status of human resources in agriculture sector as of March 2012

Sl No.	Name of the post	Sanctioned strength on 31.3.12	Man in position	Vacancy	Period from which lying vacant
1	Dy Director of Agriculture	1	0	1	02/2012
2	Dist. Agriculture Officer	1	0	1	01/2009
3	Agronomist	1	0	1	09/2009
4	Plant Protection Officer	1	0	1	04/2011
5	Assistant Agriculture Officer	8	5	3	07/2008
6	Village Agriculture Worker	49	49	0	

(Source: Records of DDA/DAO Boudh)

As may be seen from the above table, the post of DAO was vacant for more than three years and one AAO of Boudh block headquarters was simultaneously in charge of DAO since long and currently in charge of DDA also. Out of eight AAOs, three posts⁶² were lying vacant for about four years. Boudh agriculture district was without any heads and professionals to guide implementation of activities which were left to be carried out by the field level staff, (VAWs) although the district incurred an expenditure of ₹7.13 crore under major-agriculture related programmes during this period.

6.7.9 Lack of storage and marketing facilities

District and block headquarters should have adequate number of godowns with required capacity to facilitate storage of surplus agricultural produce of the farmers. But, it was seen that no godown was set up in the district. Only four retail sale centres existed in three Blocks with 50 MT capacity each to make transactions of certified seed procured from OSSC.

To encourage and promote production in agriculture sector, a *mandi* at district headquarters is required for post harvest activities. Scrutiny revealed that there was no *mandi* (marketing yard) in the entire district where farmers could sell their surplus produce at a remunerative price.

⁶² AAO Manmunda agriculture circle under Kantamal block, Birsinghpur circle under Harabhanga block and AAO Plant protection of district headquarters

6.7.10 Crop insurance

The agriculture department was to motivate farmers to enter into insurance scheme to cover up their crops against possible failure. As stated (May 2012) by the DDA, the field staff were motivating the loanee farmers to take advantage of crop insurance scheme. But the position of coverage was not known to the DDA.

The agriculture scenario was not encouraging in the district even after implementation of GoI flagship schemes. Research and extension activities were not carried out; farmers did not adopt latest technologies and had no professional support; no facilities were provided for capacity building of the farmers; subsidy support provided was misutilised for want of monitoring and acute shortage of man power at higher level of DDA, have all led to failure in achievement of intended targets.

Recommendations

Government may take the following steps to increase agricultural production and productivity in the district.

- Deploy adequate number of staff and professionals in the district to provide necessary support to the farmers in their agricultural produces and productions;
- Provide adequate quantity of quality seeds to the farmers to boost agricultural production;
- Involve stakeholders under agriculture like farmers' society, Agricultural scientists, NGOs etc., in demonstrations to create wide awareness regarding the latest technology and developments adopted in agriculture;
- Conduct Impact assessment on agriculture, especially in subsidy availed items like tractor, power tillers, pump sets, bore wells etc under different programmes.

6.8 Rural Roads

To provide all weather road connectivity to all unconnected rural habitations, Pradhan Mantri Gram Sadak Yojana (PMGSY) was launched in December 2000 which was being implemented in the district since then. The scheme was to cover in the first phase, villages with the population of 1000 and above by March 2003 and 500 by the end of Tenth Plan period (2007) and less than 500 population in subsequent years.

On the basis of 2001 census, the District Rural Road Plan (DRRP) and Core Network Connectivity Priority List (CNCPL) was prepared and approved for Boudh district by the GoI.

Identification of roads was made on the basis of proposals submitted by the Executive Engineer. (EE), Rural Works Division, Boudh out of CNCPL with Detailed Project Report (DPR) which was approved by the Zilla Parishad and

forwarded to the GoI for release of funds. During the period 2007-12, the district received ₹65.78 crore and utilised ₹65.52 crore on construction of 392.4 km road connecting 197 unconnected habitations. Audit found that the programme failed to achieve some key goals as discussed below:

6.8.1 Inadequate coverage of habitations: 61 per cent villages did not have all weather connectivity

As per census 2001, Boudh district had 1115 habitations of which 240 were connected by roads and 875 (78 per cent) were left unconnected prior to December 2000. The connectivity provided since the launching of programme including during last five years was as indicated in Table 46.

Table 46: Status of habitations not connected with roads (figure in number)

Population	Unconnected habitation prior to December 2000				Habitation Connected during 2000-12								Unconnected habitation as of March 2012			
					2000-07			2007-12								
	Boudh	Harabhanga	Kantamal	Total	Boudh	Harabhanga	Kantamal	Boudh	Harabhanga	Kantamal	Total	Boudh block	Harabhanga	Kantamal	Total	
1000 & above	13	8	11	32	11	6	8	2	3	2	32	0	0	0	0	
500-999	44	22	32	98	22	14	16	6	8	13	79	16	0	3	19	
250-499	91	66	89	246	6	4	11	13	4	10	48	72	58	68	198	
Below 250	191	121	187	499	4	7	3	11	3	10	38	176	111	174	461	
Total	339	217	319	875	43	31	38	32	18	35	197	264	169	245	678	

(Source: Records of Executive Engineer, Rural Works Division, Boudh)

As may be seen from the above table, though connectivity for all the habitations with population of 500 and above were to be completed by 2007, yet 19 per cent habitations (19) were not completed by March 2012 i.e. after a lapse of five years of the deadline given by the GoI and 12 years of the commencement of the scheme in the district. As of March 2012, 678 (61 per cent) habitations did not have all weather connectivity in the district.

6.8.2 Inadequate completion of all weather roads

As per the DRRP, there were 1890.68 km rural roads in Boudh district out of which 447.16 km were already black topped (BT) prior to launching of programme. The balance 1443.52 Km of roads (193.44 km of Water Bound Macadam (WBM) and 1250.08 km of earthen roads) were required to be covered under the PMGSY scheme in a phased manner through preparation of Detailed Project Reports (DPRs).

During audit, we found that 120 roads under 48 packages were sanctioned since the inception of the programme to 2008-09, of which only 99 roads (83 per cent) were completed (March 2012) as detailed in the table below:

Table 47: Status of roads under PMGSY

Year	Sanctioned			Completed		
	No of packages	No of roads	Road length (in km)	No of roads	of Road length (in km)	
2000-07	20	75	195.89	70	181.64	
2007-08	11	27	90.47	21	61.39	
2008-09	17	18	117.67	8	38.46	
Total	48	120	404.03	99 (83%)	281.49	

(Source: Executive Engineer, Rural Works, Boudh)

As would be seen from above, out of 45 roads sanctioned during 2007-09, 16 roads remained incomplete as of March 2012 apart from non-completion of five roads pertaining to earlier period. Due to non completion of 17 per cent of roads, further sanction of roads was not accorded by GoI during last three years (2009-12). As of March 2012, twenty per cent of the total road length (1443.52 Km) was provided with all-weather connectivity in the district.

6.8.3 Unfruitful expenditure of ₹ 29.68 crore on incomplete work

As per the conditions of contract, improvement to roads under PMGSY was to be completed within 11 months from the date of award. In the event of abnormal slow progress leading to delay in completion within the contract period, liquidated damage at the rate of 10 per cent of the initial contract price was to be deducted. In case of abandonment of the work, the contract was to be immediately terminated with penalty to recover 20 per cent of the value of works remaining and the balance work was to be completed by calling fresh tender.

To provide all-weather road connectivity to 24,088 rural population in 46 habitations, work orders were issued (August 2006 - October 2009) to ten contractors for construction of 31 roads having a total length of 107.94 km at a cost of ₹ 43.71 crore stipulating completion between October 2008 and October 2010.

Test check of records, however, revealed that the contractors neither completed the work during the contract period nor did they apply for extension of time, as a result of which only 10 out of 31 roads were completed, leaving remaining 21 roads incomplete despite incurring an expenditure of ₹ 29.68 crore (March 2012), as given in the table below.

Table 48: Block wise status of incomplete roads

(₹in crore)

Year of sanction	Boudh Block		Harabhanga Block		Kantamal Block		Total	
	No. of roads	Expenditure incurred	No. of roads	Expenditure incurred	No. of roads	Expenditure incurred	No. of roads	Expenditure incurred
2006-07	5	1.34	0	0	0	0	5	1.34
2007-08	3	1.11	4	8.66	0	0	7	9.77
2008-09	4	7.75	1	5.07	4	5.75	9	18.57
Total	12	10.20	5	13.73	4	5.75	21	29.68

Source: Executive Engineer (R&B) Division, Boudh

As verified from the records, reason for delay was not indicated by the contractors. It was, however, observed that the Executive Engineer (EE), did

not invoke the relevant penal clauses of the contracts to levy liquidated damage to the extent of 10 *per cent* of the contract price. Failure of the EE to expedite the work or to cancel the agreements of the defaulting contractors led to non completion of the roads even after lapse of two to five years after the schedule date of completion, despite expenditure of ₹ 29.68 crore.

The Executive Engineer stated (September 2012) that the main reasons for delay were scarcity of materials, flash flood, non-availability of borrowed area, etc. The reply is not tenable as the records did not corroborate such reasons for delayed execution.

6.8.4 Absence of convergence for construction of bridge

As per guidelines, while making proposal for constructing a road under



Manmunda Sagada road in Boudh block
not in use for missing link



T-6 to Shyamasundarpur road not in use for
missing link

PMGSY, the intervening bridge having span length more than 25 meter was to be so planned that the bridges were constructed simultaneously by the State government to provide connectivity to the targeted habitation.

Audit scrutiny revealed that the construction of six roads (*Appendix VI*) for total length of 43.99 Km were commenced during August 2006 and September 2009 with requirement of six long bridges having span length of more than 25 meter intervening these six roads also to be completed simultaneously by the State Government. But due to lack of convergence, the construction of bridges was not simultaneously taken up in case of *Manmunda to Sagada road* and *T 6 to Shyamsundarpur road*. Of the six roads taken up, three roads covering 27.81 km were completed at an expenditure of ₹ 5.23 crore 10 to 52 months after the scheduled date of completion and the remaining three roads (19.76 km) on which ₹ 8.71 crore had already been spent, were not completed even after lapse of 18 to 41 months from the scheduled date of completion. But in all the six cases, the connectivity could not be established to 0.12 lakh rural population due to non completion of bridges over rivers / nallah crossing the roads.

The EE stated (April 2012) that, the bridges being more than 25 metre span were not included in Detailed Project Reports (DPRs) for roads. The reply is not acceptable since such bridges were to be taken up under convergence approach by the State Government from their own funds (State plan) or with other schemes.

6.8.5 Irregular up-gradation of roads

As per the guidelines, up-gradation of the existing roads was to be taken up only in the district where all weather road connectivity was provided to the designed population size and no new connectivity was required subject to the condition that the up gradation of the cost would not exceed 20 per cent of the overall execution of works in the district.

Audit scrutiny revealed that although 19 habitations with designed population size (500-999) remained unconnected, 20 roads measuring 149.86 km (37 per cent of the total road length of 404.03 km) were taken up by the Executive Engineer, R.W, Boudh for up-gradation incurring an expenditure of ₹38.22 crore out of the total value of work of ₹ 65.52 crore executed under the programme in the district.

The EE stated (April 2012) that the works were being conducted phase wise. The reply was not tenable since up-gradation of roads was not permissible under the scheme when 19 habitations with population above 500 were still left unconnected.

6.8.6 Lack of tree cover on road sides

Guidelines stipulated plantation of fruit bearing and other suitable trees on both sides of the roads constructed under PMGSY by the State Government from its own funds.

Under PMGSY programme, 99 roads with total length being 281.49 km were constructed during 2000-2012 in Boudh district, incurring an expenditure of ₹ 62.02 crore. But, it was noticed that no action was taken either at the Divisional level or at Government level for taking up plantation of trees on the road sides of the completed PMGSY roads. The Executive Engineer stated (April 2012) that the District Forest Officer, Boudh had been requested by the Collector, Boudh to take up the said work. However, action in this regard had not been taken (September 2012).

Despite intervention of the GoI, 61 per cent of habitations were not accessible in the district due to slow progress of road construction. Roads were found incomplete from 2006-07 onwards leading to unfruitful expenditure of ₹ 29.68 crore. There was lack of convergence approach for construction of bridges over rivers/ nallas depriving connectivity to the rural people.

Recommendations

The Government may take the following step to establish all weather connectivity to all unconnected habitations in the district.

- Ensure completion of all incomplete projects on priority;
- Ensure simultaneous construction of bridges on missing links with convergence approach to provide connectivity.

6.9 Rural Electrification

GoI launched (March 2005) *Rajiv Gandhi Grameen Vidyutikaran Yojana* (RGGVY) with the objectives of supplying electricity to all villages and habitations with population more than one hundred and providing access to electricity connection to Below Poverty Line (BPL) families free of charge. Guidelines stipulated that each project should be completed within an implementation period of two years. As per the revised detailed project report (DPR) under RGGVY, 1050 villages/ habitations were targeted to be covered for providing electricity to 63921 BPL households. During 2007-12 ₹ 72.08 crore was received by Manager National Hydroelectric Power Corporation (NHPC) Ltd. out of which ₹ 52.51 crore was utilised.

Besides, Government of Odisha (GoO) also introduced (September 2007) *Biju Gram Jyoti Yojana* (BGJY) for covering the habitations left out of the coverage under RGGVY. During 2007-10, 59 habitations with 828 BPL households were proposed to be covered under BGJY.

The Rural Electrification Corporation (REC) was the nodal agency for implementation of RGGVY. A quadripartite agreement was entered into (October 2005) by REC Limited, GoO, EE, SOUTHCO and NHPC Ltd. for implementation of the programme in the district. The scheme was implemented in Boudh District by the NHPC on behalf of Government of Odisha and SOUTHCO since 2008.

Audit found the following deficiencies in implementation of the programme in the district.

6.9.1 Inadequate coverage of habitation and BPL families

GoI guidelines stipulated that a village would be declared electrified if at least 10 *per cent* of the households were electrified. As per the provision, after completion of the initial works like installation of transformers in the villages and meters in the BPL houses by the contractor, the Electrical Inspector had to inspect and submit a completion report to the electricity distribution company (SOUTHCO), basing on which energy was to be supplied to the households. The progress regarding coverage of habitation including BPL families achieved up to March 2012 is indicated in the table below.

Table 49: Status showing progress of work under RGGVY

	Un-electrified*	De – electrified**	Partially electrified	Total
Total targeted village	567	71	412inspec	1050
Total village for which initial works completed	512	69	175	756
Total village inspected	452	60	80	592
Inspection Report received	405	51	75	531
Total village charged	383	43	60	486
Total village handed over to SOUTH CO	323	27	41	391
Total BPL house hold energized	13711	2165	3726	19602

(Source- Records of General Manager NHPC Boudh)

*Un electrified—villages not at all electrified

**De electrified—Villages earlier electrified but presently electricity not available

As may be seen from the above table, only 486 villages (46 per cent) were energised and 19602 BPL households (54 per cent) were covered under RGGVY as of March 2012 resulting in idling of funds to the tune of ₹ 19.56 crore out of the total fund availability of ₹ 72.08 crore. This was mainly due to non coverage of habitations and BPL households as targeted.

6.9.1.1 Lack of physical verification of completion of electrification of villages

As per the GoI Guidelines, after completion of initial work by the implementing agency, it was to be inspected by the Electrical Inspector after which it would be charged by the SOUTHCO on the basis of inspection report of the Electrical Inspector. It was seen in Audit that though initial work of 756 villages was reported to have been completed, only 592 (78 per cent) villages were inspected by the Electrical Inspector.

Test check of 25 works by Audit revealed that delay in inspection of the work from the date of completion of the project ranged between five to 185 days. Due to non inspection of the works and non submission of inspection reports, the habitations/ households could not be supplied with electricity, thus depriving concerned habitations/ households of the intended benefits.

6.9.2 Irregular exclusion of villages /habitations from electrification scheme

Further scrutiny revealed that electrification of 58 villages could not be taken up under the scheme due to inaccessibility (39) and want of forest clearance (19). Though NHPC intimated the matter to the district administration several times and the matter was discussed in District Electricity Committee (DEC) / review meetings (31 October 2011 and 27 December 2011), approachability and clearance could not be provided. Approachability, however, could have been established through convergence with Backward Region Grant Fund available in the district. As the stipulated time period (March 2012) was over, these 58 villages were deprived of the benefits of the programme.

6.9.3 High satisfaction level over qualitative supply of electricity

During joint physical inspection of 48 BPL households in 10 villages availing electricity under RGGVY, the consumers expressed satisfaction over quality of supply of electricity to their households.

Despite receipt of adequate funds (₹ 72.08 crore) for rural electrification as per DPR, only 46 per cent of habitation and 54 per cent of households were covered by March 2012. There was abnormal delay at every stage i.e., completion of infrastructure, conducting inspections, charging of electricity and handing over of works to SOUTHCO. The district administration also failed to provide approachability to 39 villages and forest clearance for 19 villages depriving the people of the benefit of electricity.

Recommendations

The Government may take the following measures for effective implementation of the programmes in the district.

- Provide approachability to 39 villages and ensure forest clearance in respect of 19 villages to provide electricity on priority;
- Ensure that delays at every stage be avoided for early electrification of the villages/ households.
- Ensure coverage of left over BPL households.

CHAPTER 7 MONITORING AND EVALUATION

Inspection, Monitoring and Evaluations are tools for better implementation of the programme/schemes and also enable the executives to take follow up action on error signals. We reviewed this aspect and noticed that besides non-convening of meetings as per guidelines, orders etc., under different sectors as described at Chapter 3, regular monitoring and supervision of implementation of these programmes by the Collector, district level officers, higher authorities like Directors, Secretaries were not adequate and result oriented as discussed in succeeding paragraphs.

Health sector

7.1 Absence of Health Monitoring Committee

The *Rogi Kalyan Samiti* (RKS) functioning at the District Headquarters Hospital (DHH) level under the Chairmanship of the Collector and at the CHC / PHC level under the Chairmanship of the Chairman, Panchayat Samiti were to constitute Health Monitoring Committees (HMC) who were to visit hospital wards and collect patients' feedback and send monthly monitoring reports to the Collector and the President ZP. Audit noticed that no such committee was constituted in any hospital except in CHC, Adenigarh (March 2012) which also did not furnish any report to the Collector, though required. Despite it being an important tool to get the patient's feedback through reports of these committees, the Collector, being the Chairperson of DHH never insisted for formation of such Committees.

The CDMO stated (May 2012) that though monitoring committees were formed, but they had not furnished any report to the district authority. In absence of any reporting, the purpose of meetings remained unserved.

7.2 Inspection by the CDMO and other higher authorities not conducted

Since regular inspection and monitoring was crucial to exercise effective implementation of the programme, the CDMO was required to prepare annual schedule of inspections for visit to health institutions in a year. Audit noticed that the CDMO neither prepared any schedule nor inspected any health institution during 2007-12. Besides, no other higher authorities like the Collector, Revenue Divisional Commissioner, Director of Health, Secretary of Family & Welfare Department (H&FW) etc., made any scheduled inspections to the health institutions.

When asked about the reasons for not conducting such inspections, the CDMO stated that the inspections were conducted. No evidence was however on record.

7.3 Absence of monitoring and supervision of construction of works by the District Level Construction Committee

In view of poor progress of construction activities in health sector undertaken under NRHM and other implementing agencies, the H&FW Department instructed (October 2009) to form District level Construction Committee (DLCC) under the chairmanship of the Collector with members like CDMO, DPM etc., which should meet once in a month to review the progress of the works. Audit noticed that though the first meeting was held in December 2010, the next meeting was held after 14 months (March 2012). Casual approach for holding the meetings did not serve any purpose for timely completion of works that led to 44 works remaining incomplete (March 2012)/not commenced (2007-08) for years together.

The Collector stated (September 2012) that district construction review meetings were conducted at regular intervals. No proceedings were however available in support of the meetings convened.

Education sector

7.4 Ineffective monitoring and supervision by DPC

Though the DPC, SSA, Boudh conducted field visit for 376 days (November 2007 to March 2010) on an average of 13 days in a month and inspected 1013 schools to review the SSA activities and progress of civil works, the inspections were confined to issue of some verbal instructions only as a result of which deficiencies noticed were not on record and no follow up action was initiated. There was no institutional memory of the outcomes of such inspection. The DPC did not submit inspection report from April 2010 to May 2011. Thereafter, no regular DPC was posted. The Sub-Collector and the District Inspector of Schools (DI), who remained in charge up to March 2012, did not conduct any inspection. Due to such casual and ineffective inspections, nearly 37 per cent (147) of works that still remaining incomplete for years together, could neither be expedited nor the educational development of the students be achieved and dropouts minimised as mentioned at *Paragraph 6.2.3.*

Food and Nutrition

7.5 Inadequate monitoring by the BLCC

One Block Level Coordination Committee (BLCC) with the Child Development Project Officer as its Chairman was required to monitor and supervise ICDS activities. Audit noticed that out of total three ICDS projects, BLCC was not constituted in two (Harabhangra and Kantamal) projects. Even the BLCC formed in Boudh project held only three meetings against the schedule of 20 meetings during 2007-12. The Collector noted the observations of audit.

7.6 Lack of periodic reviews by the Chairman of ICDS

The Sub Collector being the Chairman of ICDS project was to conduct monthly review of ICDS activities and visit at least 5-10 *per cent* of the AWCs and 25 *per cent* of CDPO offices as directed (May 2011) by the W&CD Department. Scrutiny of records for 2011-12 revealed that the Sub-Collector reviewed only the activities of ICDS project, Boudh twice in place of 11 times and never visited any AWC. Review of other two projects of the district was also not conducted. Due to absence of visit and non-monitoring of the programme on a regular basis, the projects were functioning in unhygienic environment and without availability of basic facilities as discussed at Paragraphs 6.3.3 and 6.3.4.

Employment guarantee / Rural employment

7.7 Deficiencies in conducting social audit under MGNREGS

To maintain transparency in execution of works and payment of wages under MGNREGS, the operational guidelines stipulated social audit in Gram Sabha presided over by a person other than the Sarpanch / GP functionaries since they were the part of execution. It was found on test check of proceedings of 110 social audit meetings that 61 social audit meetings were presided over by the Sarpanch. Besides, following deficiencies were also noticed.

- Social Audit was conducted in perfunctory manner as minimum quorum (10 *per cent* of voters of the GP) was not maintained in any such 110 meetings. The participation of villagers was between 20 to 147 only as against the voters ranging from 6266 to 6861 in these GPs. The Collector admitted (September 2012) the position.
- Officials of line departments executing MGNREGS works were not present in the 92 social audit meetings (83 *per cent*) which led the forum itself expressing its unhappiness over such non-attendance in 30 such meets. The Collector stated (September 2012) that the implementing agencies were being requested to attend the social audit meetings regularly.
- Wide publicity for larger participation (even by traditional means like drum beating) was required for effective social audit meetings. During interview of 88 villagers, it was found that 77 villagers were not even aware of any such meetings.
- Guidelines required setting up of Internal Audit Cells at the DPC level to review the social audit reports of Gram Sabhas and conduct special audit / investigation, whenever required. But no such cell was set up and the social audit reports of Gram Sabha remained unreviewed for possible corrective action.

The Collector while admitting (September 2012) the above fact stated that steps were being taken for setting up an internal audit cell.

7.8 Lack of effective grievance redressal mechanism

The Operational Guidelines of MGNREGS gave emphasis on putting in place an effective grievance redressal mechanism for ensuring a responsive

implementation process. For this purpose, complaint register in prescribed format was to be maintained at the GP / PS / DRDA / DPC level and complaints received were to be duly entered and disposed within the statutory time limit (seven to 15 days) of its receipt.

We observed that the complaint register was maintained by the POs at the block level since 2011 only. Out of 40 complaints received (March 2012), 11 cases (28 *per cent*) were pending for disposal. Further, there was delay in disposal of complaints between five months and 13 months (March 2012).

During 2006-11, the PD, DRDA received 246 complaints which were forwarded to different BDOs with the instruction to comply within seven days but the BDO Kantamal did not dispose of 79 cases forwarded to him even after lapse of 18 to 68 months. The BDO, Harabhanga submitted compliance to 76, out of 82 pending complaint cases in one day (31 December 2010) after lapse of three months to 54 months. Similarly, the BDO, Boudh submitted only seven compliance reports out of the 73 cases forwarded to him after a period of five months to 16 months.

7.9 Inadequate quality checks due to absence of technical personnel

We observed that even random check measurement / quality check of works executed under MGNREGS was not undertaken by the State quality monitors and resources persons engaged. Further, the works executed at GP level were not check measured by any higher level officer except the JE of the block. This was due to non appointment of Works Manager and Technical Assistants at district level. It was simply mentioned in the MPR that physical inspection of two, ten and 100 *per cent* works by the State/District/block level officers respectively were carried out as per statutory obligations. Four⁶³ State level Officers (Secretary) conducted physical inspection of nine works executed under MGNREGS during 2010-12 and issued general instructions for early completion of the work.

Rural Housing

7.10 Inadequate grievance redressal under IAY

There was no separate grievance redressal mechanism for IAY. It was observed that during 2007-12, 69⁶⁴ grievances were received by the PD, DRDA, which were forwarded to respective blocks for compliance out of which 44 cases pertaining to above years were not disposed of. (March 2012).

⁶³ Special Secretary, Steel and Mines from 8.6.10 to 10.6.10 (five works), Commissioner cum Secretary, PR Department from 28.7.10 and 29.7.10 (six works) , Sri Panchanana Das, IAS: from 17.11.2011 to 19.11.2011 (three works) Principal Secretary, Energy Department (no detail work list)

⁶⁴ Boudh-23, Harabhanga- 20, Kantamal- 26

7.11 Non-involvement of NGOs in monitoring

As required under the IAY guidelines, local NGOs with good track records were to be involved in the supervision, guidance and the monitoring of construction of IAY houses for ensuring better transparency and access in rural area. However, no such NGOs were involved in the monitoring and supervision of the scheme in this district. Non involvement of NGOs in supervision and monitoring led to weak community monitoring and certain degree of lack of transparency.

The Collector stated (September 2012) that all the BDOs were instructed to involve the leading NGOs in supervision and monitoring of IAY works.

Agriculture

7.12 Non-constitution of Management Committee of ATMA

The Management Committee (MC) of ATMA to be constituted under the Chairmanship of DDA was responsible for implementation of programmes and had to meet every month. However, this was not ensured. It was intimated to audit that the GB meeting served the purpose of MC meeting for which no separate meetings were conducted. The contention was not correct as the GB meeting was held only four times during last five years. Besides, the functions of MC were quite different from that of the GB meetings

Role of Collector

7.13 Lack of follow-ups on tour notes of Collector

Audit noticed that the Collector had undertaken tour for 154 days during 2011 of which 105 days (68 per cent) were within the district. It was seen from the inspection notes that although extensive tours were made by the Collector, instructions passed to the subordinate officers on the deficiencies noticed were mainly advisory and routine in nature. Follow up action thereon was not done. Though the Collector was holding regular review meetings with the officers of line department, they were basically appraisal meetings with no action plan for improving performance and ensure achievement of targets.

Evaluation

7.14 Non-evaluation of programmes by the District Authority

The District Planning Committee (DPC) had to arrange for evaluation implementation of various programmes in the district. However, evaluation / impact assessment of none of the programmes implemented in the district was conducted by the DPC during 2007-12.

Monitoring on all sectors by the District Authorities including the Collector was routine and not outcome-driven. None of the sectoral heads evaluated the impact of implementation of programmes to ascertain whether goals set were achieved and benefits effectively received by the rural populace of the district.

Recommendations:

The Government may take the following steps for effective monitoring mechanism in the district.

- District sectoral heads should strengthen monitoring and supervision through regular visit of sites;
- Instructions may be given to the officers on tour to highlight the deficiencies noticed and the solutions suggested in their tour notes.
- Accountability should be in place to check wilful underperformance;
- Periodical evaluation and Impact assessment may be made.

CHAPTER 8

CONCLUSION

Delivery of developmental services in Boudh district was not adequate and effective under the district administration headed by the Collector of the district. Though the Collector was the Chairman/ Convener/ Chief Executive Officer of almost all district level bodies and committees responsible for planning, implementation, monitoring, supervision and evaluation of developmental programmes, there were large number of deficiencies in programme implementation, as a result broad goals/indicators under different sectors could not be achieved despite availability of required funds. The requisite convergence in planning and coordination in implementation was missing. Responsibility of the DPC seemed to cease after approval of the Annual Plan of the district. Health delivery was crippled due to inadequate number of health centers, required medical and para medical staff and inadequate infrastructural facilities. Under educational sector, 100 *per cent* enrollment was yet to be achieved, drop outs still existed, infrastructure was not adequate to provide a proper learning environment and quality education. Delivery of food and nutrition programme under ICDS was handicapped due to shortage of manpower, necessary infrastructure, poor health check up of children and mothers and shortfall on feeding days envisaged under the scheme. Employment of 100 days under MGNREGA could be provided to only three *per cent* of the total households registered. Assets created out of MGNREGA works were mostly non-durable in nature and lacked future utility. Forty nine *per cent* of houses remained incomplete under IAY. Agriculture sector was in a chaotic condition. There were insufficient seeds, extension and research activities were absent, farmers were involved in traditional agriculture and the subsidized farm infrastructure was misutilised. Achievements under road connectivity, provision for safe drinking water and electricity to the rural habitations were not satisfactory. Deficiencies were noticed in monitoring, supervision and evaluation of the developmental programmes. District level implementation and monitoring Committee

Meetings were inadequate and routine. Broad output and outcomes expected from the schemes and the programmes remained unachieved.

Bhubaneswar
The **30 NOV 2012**



(Amar Patnaik)
Accountant General (G&SSA)
Odisha

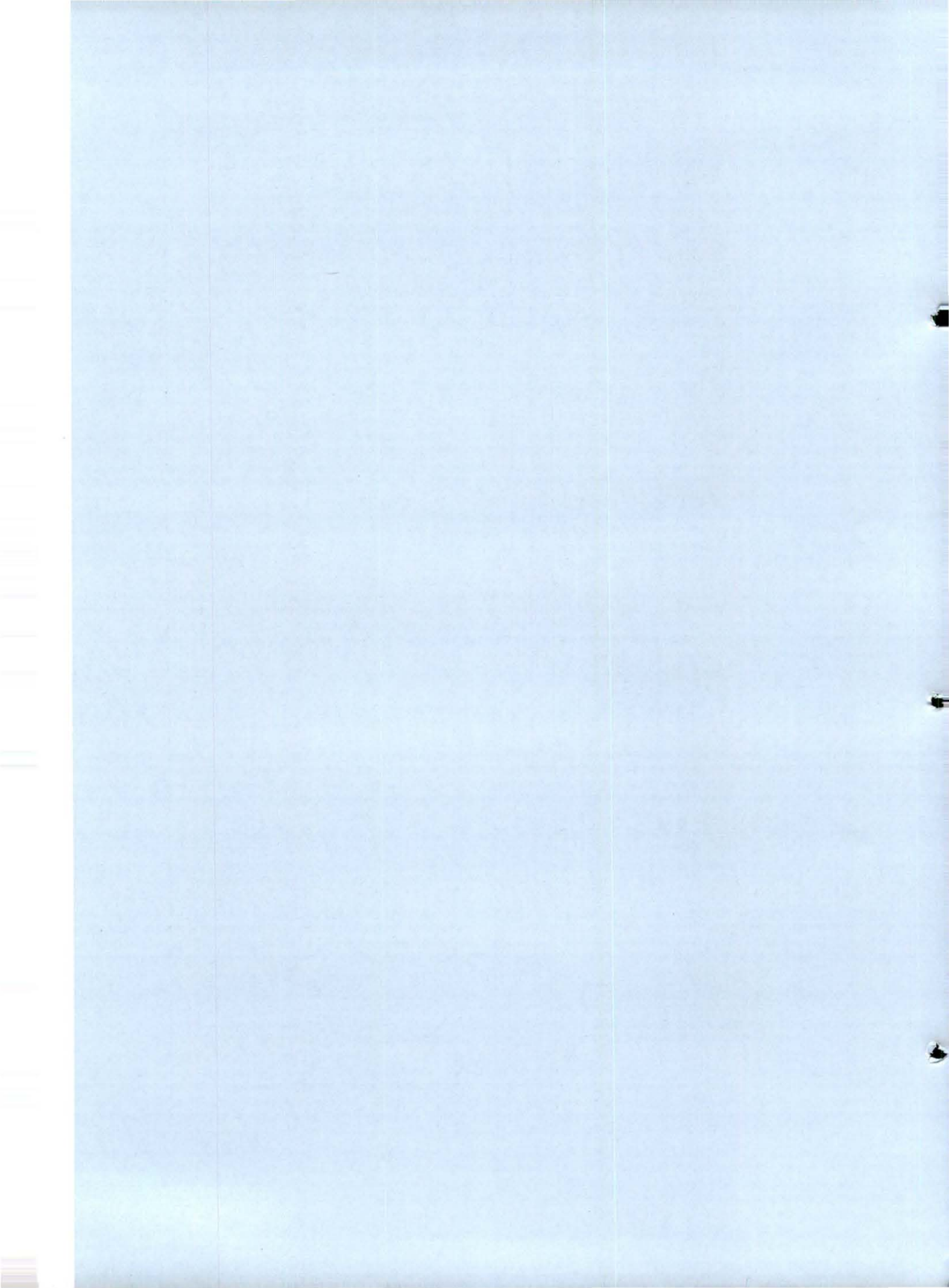
Countersigned

New Delhi
The **3 DEC 2012**



(Vinod Rai)
Comptroller and Auditor General of India

APPENDICES



Appendix I
(Refer paragraph 6.3.1)

Statement showing the details of AWCs sanctioned, functional and non-functional during 2006-11.

year	No of centres at the beginning of the year			Centres sanctioned during the year			Total		functional		Non-functional		Delay in months
	Project	AWC	Mini AWC	AWC	Mini AWC	W&CD It. No	AWC	Mini AWC	AWC	Mini AWC	AWC	Mini AWC	
06-07	Boudh	165	0	11	0	471 22.12.06	176	0	165	0	11	0	
	H.bhanga	109	0	2	0		111	0	109	0	2	0	
	K.Mal	152	0	4	0		156	0	152	0	4	0	
	Total	426	0	17	0		443	0	426	0	17	0	
07-08	Boudh	176	0	0	0		176	0	176	0	0	0	6-9
	H.bhanga	111	0	0	0		111	0	111	0	0	0	12
	K.Mal	156	0	0	0		156	0	156	0	0	0	7
	Total	443	0	0	0		443	0	443	0	0	0	
08-09	Boudh	176	0	68	0	649 24.12.08	244	0	238	0	6	0	7-23
	H.bhanga	111	0	73	0		184	0	111	0	73	0	3
	K.Mal	156	0	66	0		222	0	156	0	66	0	
	Total	443	0	207	0		650	0	505	0	145	0	
09-10	Boudh	244	0	0	9	146 30.06.09	244	9	244	9	0	0	6-8
	H.bhanga	184	0	0	35		184	35	184	35	0	0	12-23
	K.Mal	222	0	0	23		222	23	192	0	30	23	5-9
	Total	650	0	0	67		650	67	620	44	30	23	
10-11	Boudh	244	9	0	0		244	9	244	9	0	0	
	H.bhanga	184	35	0	0		184	35	182	35	2	0	
	K.Mal	222	23	0	0		222	23	216	19	6	4	17-24
	Total	650	67	0	0		650	67	642	63	8	4	5-24

(Source: Records of District Social Welfare Officer, Boudh)

Appendix II
(Refer paragraph 6.4.2)
Statement showing 37 non –functioning Rural Piped Water Supply

Sl. No.	Name of the PWS Scheme	Estimated Cost	AA No. /Dt.	Start year	Funds allotted (₹ in lakh)	Expenditure incurred (₹ in lakh)	No. of targeted Habitation	No of Targeted Population	Reason for non-completion
1	2	3	4	5	6	7	8	9	10
1	Subarnapur	45.90	7079/20.10.11	2008-09	26.11	26.11	1	531	External electrification work not done
2	Chandigarh	37.95	9049/20.12.10	2008-09	36.70	36.70	1	658	External electrification work not done
3	Khuntabandha	42.65	7079/20.10.11	2008-09	26.02	26.02	1	553	Non-receipt of adequate funds
4	Kampara	42.62	16865/31.12.08	2008-09	26.98	26.98	1	1466	External electrification work not done
5	Jamughati	47.15	16865/31.12.08	2008-09	31.85	31.85	1	979	Non-receipt of adequate funds
6	Nuapali	26.29	6059/29.03.07	2008-09	26.06	26.06	1	1342	External electrification work not done
7	Girasinga	45.20	16865/31.12.08	2008-09	3.92	3.92	1	955	Non-receipt of adequate funds
8	Palas	45.56	16865/31.12.08	2007-08	10.10	10.10	1	860	Non-receipt of adequate funds
9	Budhikana	41.25	5433/29.03.07	2008-09	34.54	34.54	1	1742	External electrification work not done
10	Nakuanali	28.50	4283/22.06.10	2008-09	24.53	24.53	1	728	Non-receipt of adequate funds
11	B.N.Pur	38.20	5415/29.03.07	2008-09	15.00	15.00	1	1094	Non-receipt of adequate funds
12	Karadi	42.60	9579/29.03.07	2008-09	42.13	42.13	1	857	External electrification work not done
13	Kelakata	44.38	4283/22.06.10	2008-09	16.58	16.58	1	1423	Non-receipt of adequate funds
14	Tukulunda	38.60	9049/20.12.10	2008-09	25.04	25.04	1	749	External electrification work not done
15	Dianghat	33.13	9049/20.12.10	2008-09	22.38	22.38	1	527	Non-receipt of adequate funds
16	Burubuda	48.90	7079/20.10.11	2008-09	31.19	31.19	1	721	Non-receipt of adequate funds

Sl. No.	Name of the PWS Scheme	Estimated Cost	AA No. /Dt.	Start year	Funds allotted (₹ in lakh)	Expenditure incurred (₹ in lakh)	No. of targeted Habitation	No of Targeted Population	Reason for non-completion
17	Kharabhuin	42.60	9049/20.12.10	2008-09	31.02	31.02	1	906	Non-receipt of adequate funds
18	Hatagaon	16.58	4289/22.06.10	2008-09	14.63	14.63	1	808	Non-receipt of adequate funds
19	Birigarh	13.10	4289/22.06.10	2008-09	10.13	10.13	1	695	External electrification work not done
20	Lokapada	42.35	7078/20.10.11	2008-09	15.43	15.43	1	801	External electrification work not done
21	Sampoch	37.40	9049/20.12.10	2008-09	20.27	20.27	1	1084	External electrification work not done
22	Harekrusahna pur	39.87	9049/20.12.10	2008-09	21.18	21.18	1	651	Non receipt of adequate fund
23	Naikpada & R.N.Pur	37.31	1078/03.02.07	2008-09	37.13	37.13	1	1138	External electrification work not done
24	Lambasary	38.72	4283/22.06.10	2008-09	19.06	19.06	1	495	External electrification work not done
25	Khamanmunda	37.62	5421/29.03.07	2008-09	27.64	27.64	1	1797	External electrification work not done
26	Narayanprasad	42.60	16865/31.12.08	2008-09	32.16	32.16	1	961	External electrification work not done
27	Rengali	41.00	7079/20.10.11	2010-11	3.46	3.46	1	502	Non-receipt of adequate funds
28	Dedhenmala	38.00	7079/20.10.11	2010-11	7.28	7.28	1	1393	Non-receipt of adequate funds
29	Ghikundi	35.30	7078/20.10.11	2010-11	5.90	5.90	1	367	Non-receipt of adequate funds
30	Para	28.40	16865/31.12.08	2008-09	19.35	19.35	1	710	Non-receipt of adequate funds
31	Sundhipadar	15.50	16865/31.12.08	2008-09	24.20	24.20	1	734	External electrification work not done
32	Bandhapali	22.60	9049/20.12.10	2009-10	15.01	15.01	1	749	Non-receipt of adequate funds
33	Deuladunguri	18.30	9049/20.12.10	2009-10	15.25	15.25	1	1437	Non-receipt of adequate funds
34	Sangrampur	15.52	Not available	2008-09	17.88	17.88	1	1485	External electrification work not done

Audit Report on District Boudh for the year ended March 2012

Sl. No.	Name of the PWS Scheme	Estimated Cost	AA No. /Dt.	Start year	Funds allotted (₹ in lakh)	Expenditure incurred (₹ in lakh)	No. of targeted Habitation	No of Targeted Population	Reason for non-completion
35	Kankala	32.32	Not available	2010-11	15.56	15.56	1	603	Non-receipt of adequate funds
36	Sanabankapada	43.40	Not available	2008-09	7.78	7.78	1	1004	Non-receipt of adequate funds
37	Ranisahi	42.50	Not available	2008-09	0.30	0.30	1	886	Non-receipt of adequate funds
	G. Total	1329.87			759.75	759.75		34391	

(Source: Records of Executive Engineer, Rural Water Supply and Sanitation, Boudh)

Appendix III
(Refer paragraph 6.4.3)
Statement showing details of non-functioning of commissioned RPWS schemes

Sl. No	Name of RPWS scheme	Date of commissioning	Expenditure incurred (₹ in lakh)	Population of the habitation	Date from which defects in power supply occurred	Date of restoration of power supply	Period of disruption of water supply
1	Kankala	15.11.2008	15.60	828	12/2011	Power supply not restored	Since disruption
2	Khandahota	20.3.2010	22.14	1160	1/2010	-do-	-do-
3	Ramgarh	5.2.2010	26.99	1912	9/2011	-do-	-do-
4	Rabidi	15.8.2008	12.08	516	7/2011	-do-	-do-
5	Ambagahana	15.12.2008	12.80	513	7/2011	-do-	-do-
6	Nuapada	10.4.2011	8.43	663	3/2012	-do-	-do-
7	Khaliapali	20.3.2010	14.06	493	6/2011	-do-	-do-
	Total:		112.10	6085			
8.	Laxmiprasad	2.1.2009	47.90	1952	1/2010	3/2012	26 months
9.	Bhejigora	18.1.2008	17.39	1410	9/2011	11/2011	2 months
10	Mallikpada	20.3.2010	22.20	1429	9/2011	11/2011	2 months
11	Damamunda	15.6.2008	22.69	654	6/2011	8/2011	2 months
12	Bilaspur	15.2.2011	34.22	1088	8/2011	12/2011	4 months
13	B.Ramchandrapur	10.4.2011	8.87	1416	3/2012	4/2012	1 month
14.	Uma	20.3.2010	31.98	1539	10/2011	3/2012	5 months
15.	Rundimahal	20.3.2010	26.06	1226	2/2011	6/2011	4 months
16	Kantamal	31.12.	11.70	468	9/2011	12/2011	3 months
17	Bandhapathar	15.3.2010	24.79	1309	7/2011	2/2012	7 months
18	Ratakhandi	18.09.2008	16.16	765	6/2011	8/2011	2 months
19	Mursundi	27.3.2004	37.53	1501	9/2011	11/2011	2 months
	Total		301.49	14757			
	G.Total		413.59	20842			

(Source: Records of Executive Engineer, Rural Water Supply and Sanitation, Boudh)

Appendix- IV
(Refer Pararaph 6.7.1.1)
Statement showing shortfall of seeds (variety wise)

Year	Season	Lalat			MTU 1001			Pratikshya			Nabin		
		Requirement	Receipt	Shortfall (+) / Surplus(-)	Requirement	Receipt	Shortfall (+) / Surplus(-)	Requirement	Receipt	Shortfall (+) / Surplus(-)	Requirement	Receipt	Shortfall (+) / Surplus(-)
2009	Kharif	395.00	219.30	175.70	1385.00	718.80	666.20	405.00	327.90	77.10	111.00	64.80	46.20
2009-10	Rabi	280.00	333.00	-53.00				30.00	0.00	30.00			0.00
2010	Kharif	575.00	134.40	440.60	600.00	611.70	-11.70	680.00	299.40	380.60	106.00	0.00	106.00
2010-11	Rabi	192.00	350.40	-158.40						0.00			0.00
2011	Kharif	1195.00	162.00	1033.00	1541.20	1023.00	518.20	351.00	174.60	176.40	210.00	55.80	154.20
2011-12	Rabi	215.00	243.00	-28.00									
Total		2852.00	1442.10	1409.90	3526.20	2353.50	1172.70	1466.00	801.90	664.10	427.00	120.60	306.40
Percentage of shortfall				49.44			33.26			45.30			71.76

(Source:Records of Dy Director of Agriculture Boudh)

Appendix V
(Refer paragraph 6.7.3)
Demonstrations

Year	Target								Achievement							
	Physical (No)				Financial (Rupees in lakh)				Physical (No)				Financial (Rupees in lakh)			
	IPP	SRI	Hybrid	Total	IPP	SRI	Hybrid	Total	IPP	SRI	Hybrid	Total	IPP	SRI	Hybrid	Total
2007-08	6	6	0	12	0.150	0.15	-	0.300	6	6	-	12	0.15	0.15	-	0.300
2008-09	83	140	40	263	2.075	4.2	1.2	7.475	83	140	40	263	2.075	4.2	1.2	7.475
2009-10	200	54	22	276	5.000	1.62	0.66	7.280	200	54	22	276	5	1.62	0.66	7.280
2010-11	200	54	44	298	5.000	1.62	1.32	7.940	200	54	44	298	5	1.62	1.32	7.940
2011-12	200	200	100	500	5.000	6	3	14.000	200	200	100	500	5	6	3	14.000
Total	689	454	206	1349	17.225	13.590	6.180	36.995	689	454	206	1349	17.225	13.590	6.180	36.995

(Source: Records of Dy Director of Agriculture Boudh)

Appendix VI
(Refer paragraph 6.8.4)
Statement of roads fell short to establish connectivity due to missing link

Sl. no	Package No.	Name of the Block	Name of road	Sanctioned Length of road(km)	Length of road completed (km)	Agreement No./year	Date of completion	Stipulated date of completion	Awarded cost (Rupees in lakh)	Expenditure incurred (Rupees in lakh)	Actual date of completion
1	OR-06-ADB-01	Boudh	Manmunda Sagada Road	20.93	21.29	10/05-06	8.2.06	7.1.07	412.83	408.84	June 2011
2	OR-06-35	-do-	Baghiapada Sagada	6.33	6.46	5/09-10	20.7.09	19.7.09	298.44	248.43	At completion
3	OR-06-27	Harabhanga	T-6 to Shyamsundar	0.39	0.39	5/07-08	1/08	10/08	21.10	19.19	October 2011
4		-do-	Tileswar on T-3 to	4.55	3.41	5/07-08	1/08	10/08	142.68	114.94	At completion
5	OR-06-31	-do-	Hatgaon Chhak to	8.25	6.42	14/09-10	9/09	9/10	572.91	507.01	At completion
6	OR-06-21	Kantamal	T-1 (RD Road MSB)	3.24	3.24	4/07-08	1/08	10/08	95.37	95.30	August 2009
	Total			43.69	41.21				1543.33	1393.71	

Source: Records of Executive Engineer, Rural Works, Boudh

GLOSSARY

AAO	Assistant Agriculture Officer
AAP	Annual Action Plan
ABER	Annual Blood Examination Rate
ANM	Auxiliary Nursing Midwife
AO	Agriculture Overseer
API	Annual Parasite Incidence Rate
APO	Additional Programme Officer
ARWSP	Accelerated Rural Water Supply Programme
ASER	Annual Status of education Report
ATMA	Agriculture Technology Mission Agency
ATMA	Agricultural Technology Management Agency
AWCs	Anganwadi Centres
AWRSP	Accelerated Rural Water Supply Programme
BAP	Block Action Plan
BDOs	Block Development Officers
BFAC	Block Farmers Advisory Committee
BGJY	Biju Gram Jyoti Yojana
BLCC	Block level Coordination Committee
BPL	Below Poverty Line
BRGF	Backward Region Grant Fund
BT	Black Topped
BTT	Block Technology Team
CHC	Community Health Centre
CNCPL	Core Networking Connectivity Priority List
CWSN	Children With Special Needs
DA	District Average
DAAP	District Agriculture Action Plan
DDA	Deputy Director of Agriculture
DEC	District Electrical Committee
DFSMEC	District Security Mission Executive Committee
DHH	District Headquarter Hospital
DHS	Director of Health Services
DI	District Inspector of Schools
DLCC	District Level Coordination Committee
DLGRC	District Level Grievance Redressal Committee
DLMC	District Level Monitoring Committee
DLVMC	District Level Vigilance and Monitoring Committee
DPC	District Planning Committee
DPC	District Project Co-ordinator
DPMR	Disability Prevention Medical Rehabilitation
DPMU	District Planning Monitoring Unit
DPR	Detailed Project Report
DRDA	District Rural Development Agency
DRI	Differential Rate of Interest
DRRP	District Rural Road Plan
DSWO	District Social Welfare Officer
DWSC	District Water & Sanitation Committee
DWSM	District Water & Sanitation Mission
EE	Executive Engineer
FF	Farmers Friend
GA Dept	General Administration Department
GB	Governing Body
GKS	Gaon Kalyan Samiti

GoO	Government of Odisha
GPEO	Gram Panchayat Extension Officer
GPTA	Gram Panchayat Technical Assistant
GRS	Gram Rojagar Sevak
H&FW	Health & Family Welfare
HMC	Health Monitoring Committee
HRT	Hybrid Rice Technology
IAY	Indira Awas Yojana
ICAR	Indian Council of Agriculture & Research
ICDS	Integrated Child Development Services
ICTC	Integrated Counselling and Testing Centre
IFA	Iron Folic Acid
IMR	Infant Mortality Rate
IPD	Indoor Patient Department
IPD	In-Patient Department
IPHS	Indian Public Health Standards
IPP	Improved Package of Practices
JAC	Jan Aushadhi Campaign
JAK	Jana Ausadhi Kendra
JEs	Junior Engineers
JSY	Janani Surakhya Yojana
KGBV	Kasturba Gandhi Balika Vidyalaya
KVKs	Krishi Vigyan Kendras
LHVs	Lady Health Visitors
LPCD	Litre Per Capita Per Day
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MMR	Maternal Mortality Rate
MMR	Maternal Mortality Ratio
MOs	Medical Officers
MP	Member of Parliament
NACP	National Aids Control Programme
NEP	New Extra Pulmonary
NFSM	National Food Security Mission
NLEP	National Leprosy Eradication Programme
NPCB	National Programme for Control of Blindness
NPEGEL	National Programme for Education of Girls at Elementary Level
NRDWP	National Rural Drinking Water Programme
NREGS	National Rural Employment Guarantee Scheme
NRHM	National Rural Health Mission
NSN	New Sputum Negative
NUPS	New Upper Primary School
NVBDCP	National Vector Borne Disease Control Programme
OBB	Operation Black Board
OGFR	Odisha General Financial Rules
OPD	Out Patient Department
OPWD	Odisha Public works Department
OSSC	Odisha State Seed Supply Corporation
OTC	Odisha Treasury Code
PHC	Primary Health Centre
PIP	Project Implementation Plan
PMGSY	Pradhan Mantri Gram Sadak Yojana
PR	Prevalence Rate
PS	Primary School

PTR	Pupil-Teacher Ratio
RCH	Reproductive Child Health
RCS	Recast Surgery
REC	Rural Electrification Corporation
RGVY	Rajiv Gandhi Grameen Vidyutikaran Yojana
RGNDWP	Rajiv Gandhi National Drinking Water Programme
RKS	Rogi Kalia Samiti
RKVY	Rastriya Krushi Vikash Yojana
RNTCP	Revised National Tuberculosis Control Programme
RPWS	Rural Piped Water System
RWSS	Rural Water Supply and Sanitation
SA	State Average
SAUs	State Agriculture Universities
SDMU	State Drug Management Unit
SLSC	State Level Selection Committee
SNP	Supplementary Nutrition Programme
SREP	Strategic Research and Extension Plan
SRI	System of Rice Intensification
SSA	Sarva Siksha Abhiyan
TA	Technical Assistant
TFR	Total Fertility Rate
TIPS	Targeted Intervention Projects
TSC	Total Sanitation Campaign
TSI	Technical Support Institute
TT	Tetanus Toxoid
UC	Utilisation Certificate
UGHS	Upgraded High School
UPS	Upper Primary School
VAW	Village Agriculture Worker
VEC	Village Education Committee
VHAP	Village Health Action Plan
VHSC	Village Health Sub Committee
W&CD	Women and Child Welfare Department
WBM	Water Bound Macadam
WSHG's	Women Self Help Groups
ZP	Zilla Parishad

