

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 (Kharbuin 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 speciali~~per~~ *per 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)

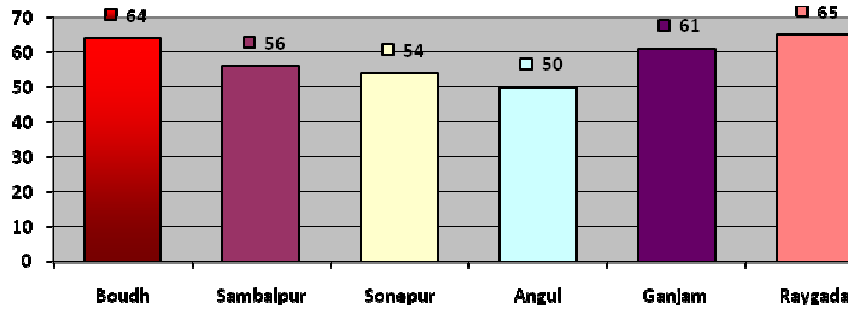
| | Total | | | Rural | | | Urban | | |
|--------|-------|------|--------|-------|------|--------|-------|------|--------|
| | Total | Male | Female | Total | Male | Female | Total | Male | Female |
| Odisha | 62 | 59 | 66 | 65 | 62 | 69 | 44 | 40 | 48 |
| Boudh | 64 | 54 | 75 | 65 | 56 | 75 | NA* | 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 Sonapur 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 Sikhshaks | 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 Sikhshaks, 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 Coordinator, 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 an 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 | |
|---------|-------------------------------|------|-------------|----|------------------------|----|---------|-----|---------|-----|------------------|-----|-----------|-----|
| | D A* | S A* | D A | SA | DA | SA | D A | S A | D A | S A | D A | S A | D A | S A |
| 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 Harabhanga 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 kutcha 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 Harabhanga 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 “nallah” 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.

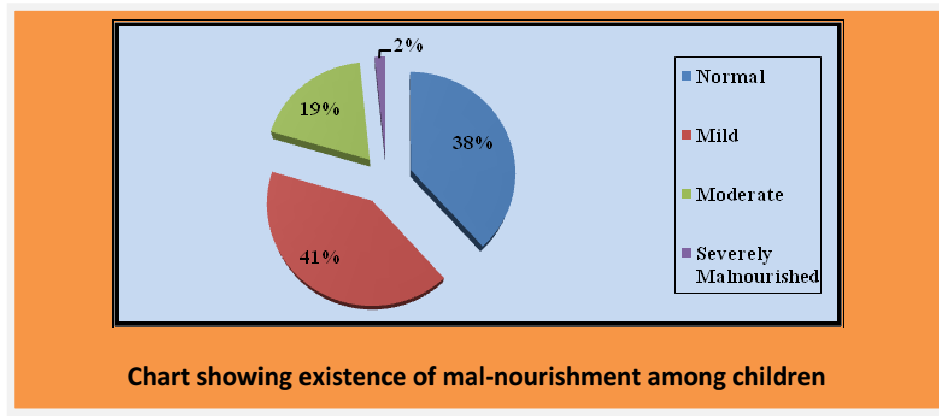
³⁸ Mundipadar and Laxmipadar of Boudh Block, Chhatranga and Jhadraing of Harabhanga Block, Kantamal and Bandhapali of Kantamal Block

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 (<i>per cent</i>) |
|--------------|------------|-------------|-------------------------------|
| 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), Bandhapathar, 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, Harabhanga: 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 (Harabhanga), 24 (Kantamal),

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

⁴⁷ Gram Panchayat Technical Assistant

⁴⁸ 16 (Boudh), 12 (Harabhanga), 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 37: 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 Gananai 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 or 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 | Achievement | Target | Achievement | Target | Achievement | Target | Achievement |
| 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

⁵⁸ Baidyanath Danaik (Ainthapada,) , Natabar Dehury (Durgaprasad), Makunda Dehury (Durgaprasad), Bijaya ku Bhoi(tutusingha), Saraswati Bhoi(Tutusinga)

⁵⁹ (Lingaraj 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 | 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.