

Chapter-VI

Beneficiary Survey

6.1 To assess the achievement of envisaged objectives of DDUGJY, besides detailed review of records related to projects execution, a beneficiary survey was also carried out in nine selected projects of three DISCOMs.

Methodology adopted for survey

6.2 The methodology adopted for sampling of habitations and households/beneficiaries for conducting the beneficiary survey is detailed in **Annexure-1**. Audit also prepared a questionnaire for the beneficiary survey and carried out the survey along with the representatives of DISCOMs.

Survey Results

6.3 Accordingly, the beneficiary survey envisaged to cover 566 households/beneficiaries. However, 418 households/beneficiaries could only be surveyed because of vast variations in number of households envisaged for electrification in the DPRs and number of households actually electrified under the Scheme as tabulated below:

Table No. 6.1
Details of habitations/households to be electrified envisaged in DPRs and actually electrified in selected projects

DISCOM	Selected Project/ Circle	HA/Village/ HH included in DPRs and selected for the beneficiary survey		Beneficiary survey conducted in HA/ village/ HH actually electrified under DDUGJY		HA already electrified/ electrified under other Schemes	HH covered from other HA of same village electrified under DDUGJY for beneficiary Survey	
		HA	HH	HA	HH		HA	HH
Jaipur	Bundi	10	51	3	8	7	5	49
	Tonk	10	42	2	14	8	7	49
	Bharatpur	10	59	5	37	5	2	13
	Total (A)	30	152	10	59	20	14	111
Ajmer	Ajmer	10	38	0	0	10	3	11
	Sikar	10	70	0	0	10	5	50
	Banswara	10	100	6	55	4	1	10
	Total (B)	30	208	6	55	24	9	71
Jodhpur	Pali	3	20	0	0	3	3	17
	Jalore	10	90	2	14	8	5	32
	Barmer	10	96	5	49	5	1	10
	Total (C)	23	206	7	63	16	9	59
Grand Total (A+B+C)		83	566	23	177	60	32	241

It is evident from the table above that DISCOMs did not carry out the detailed survey before preparation of the Projects DPR and thus included the villages/habitations/households already electrified. Resultantly, during beneficiary survey Audit surveyed 241 households from 32 habitations wherein

electrification works were carried out under DDUGJY whereas in remaining 28 habitations no electrification work was carried out under DDUGJY.

The outcome of the beneficiary survey on various parameters is given in the **Annexure-7** and discussed below:

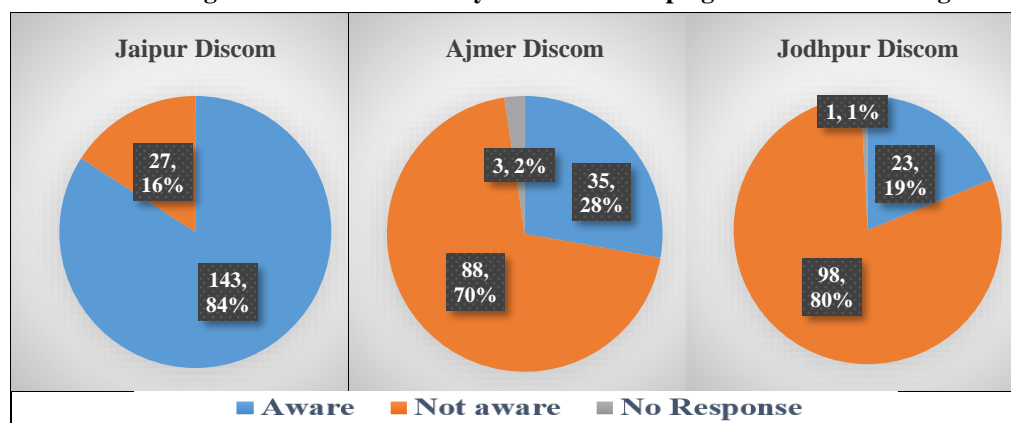
Awareness

6.4 Awareness about a scheme and intended benefits helps potential beneficiaries to take interest in its implementation and is likely to motivate them for better governance in maintenance and management. The DDUGJY guidelines also envisaged creation of a dedicated team and a nodal officer at Discom level for implementation of the Scheme. The dedicated team and the nodal officer were, *inter alia*, responsible for enhancing level of awareness and redressal of grievances of public and public representatives in the project areas. Subsequently, the Energy Department of the Government of Rajasthan also directed (January 2019) the DISCOMs to organise special campaigns to create awareness and to ensure 100 percent household electrification.

Audit, however, observed that DISCOMs did not conduct adequate campaign to raise awareness among the rural population about DDUGJY as depicted below:

Chart: 6.1

Awareness among beneficiaries about any awareness campaign conducted at village level

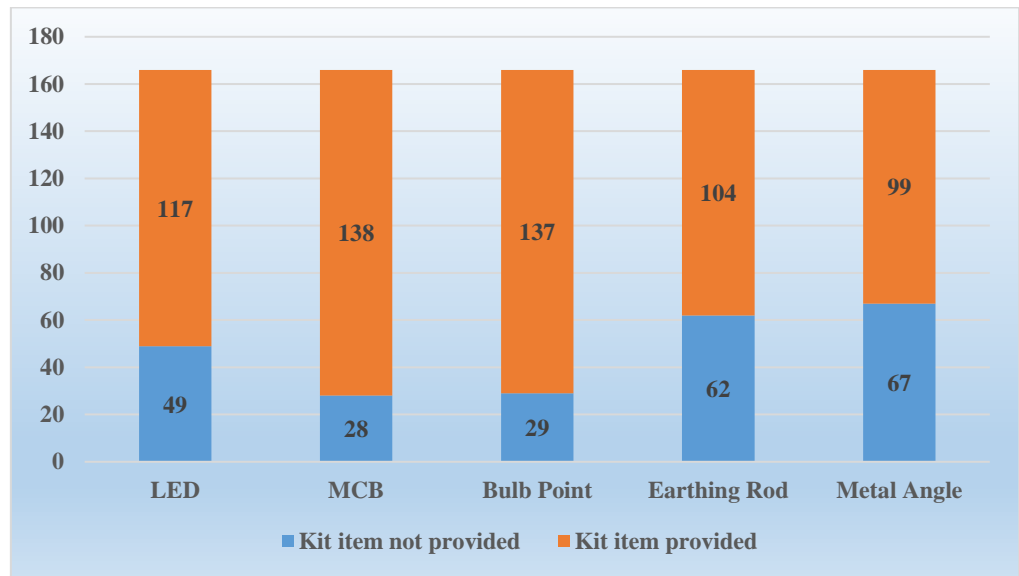


During the survey, 50.96 per cent beneficiaries responded that they were not aware about any campaign organised by DISCOMs at village level for creating awareness about DDUGJY.

Providing electrification kit to BPL and quality of material

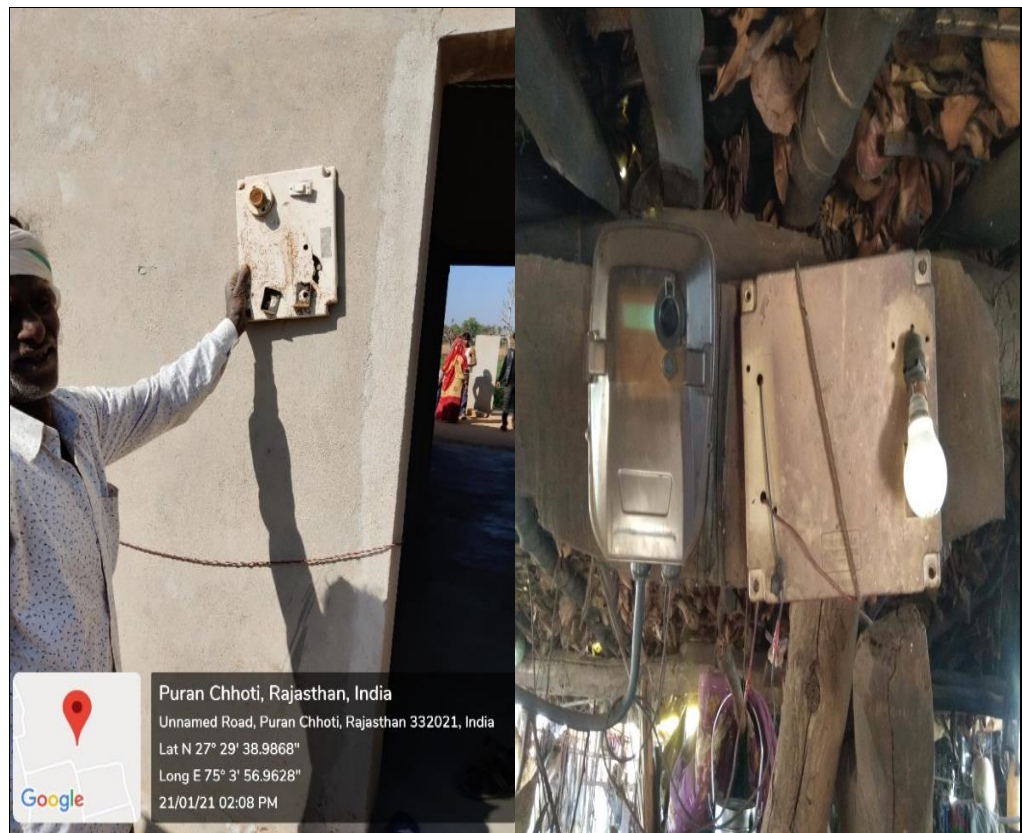
6.5 As per the terms of ‘Tripartite Agreement’ among REC, State Government and DISCOMs, the BPL beneficiaries were to be provided a kit having distribution panel, LED, MCB, Metal rod for service line and earthing rod *etc.* free of cost. The performance of DISCOMs was not found satisfactory as number of BPL beneficiaries responded about having not been provided one or more items of the kit as depicted below:

Chart: 6.2
Providing of kit items to BPL beneficiaries



Audit also obtained BPL beneficiary's response on quality of material/kit provided as depicted in **Annexure-7 (B)**. Survey results depicted that the performance of DISCOMs was not satisfactory as in 99 out of 166 cases of BPL beneficiaries, the kit items provided were found in broken condition.

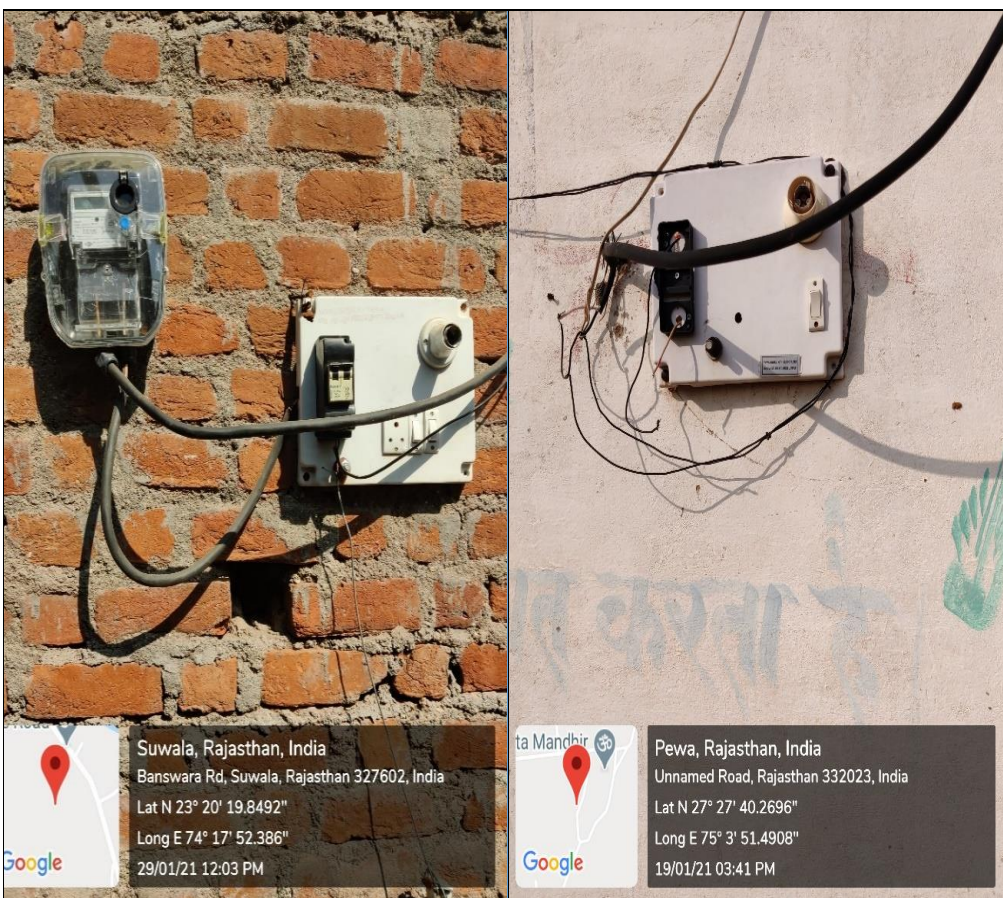
Few instances of poor quality of material/broken kit found during beneficiary survey are shown below:

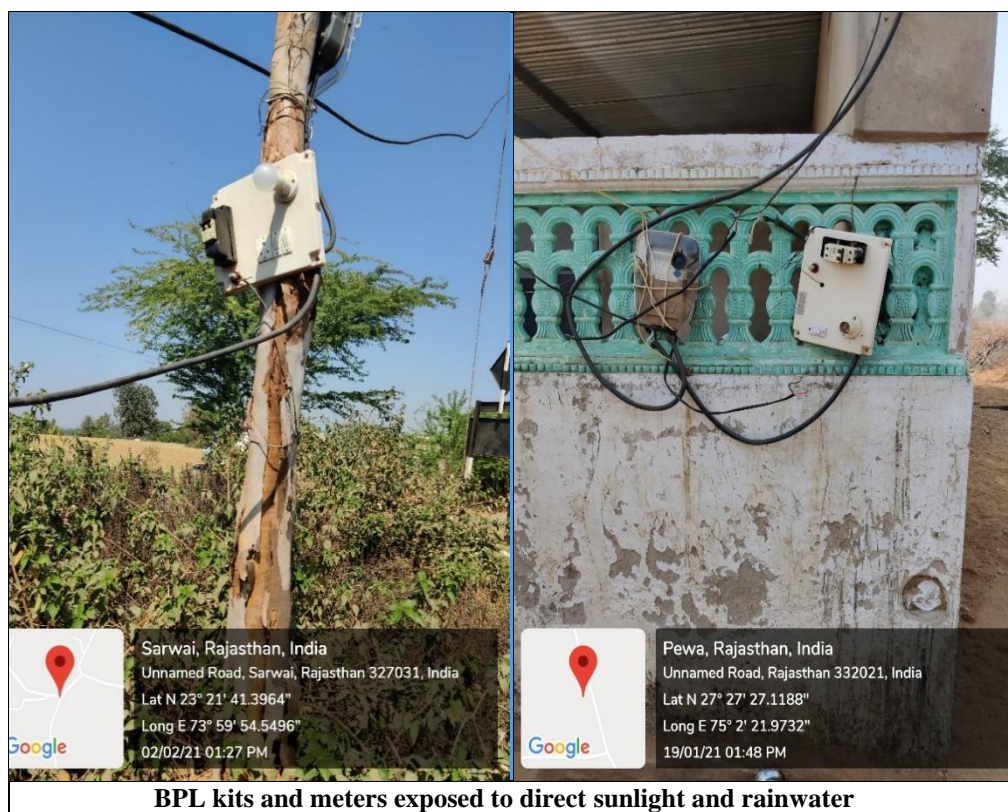




Broken items of the kit

Besides, DISCOMs installed BPL kits outside the dwelling of the beneficiary which exposed the kits to direct sunlight and rainwater. This has also resulted in damage and wearing of items of the kits.





Quality of works executed

6.6 During the course of the survey, various deficiencies in the work executed under DDUGJY such as short/low service line, joint in service line, service line disconnected, unsealed meter, broken meter cover, meter display not working, meter on pole, damaged meter, disconnected output wire from meter, improper earthing, no stay/loose stay on pole, improper earthing on transformer pole, etc. were also noticed. The deficiencies noticed in selected projects are summarised as under:

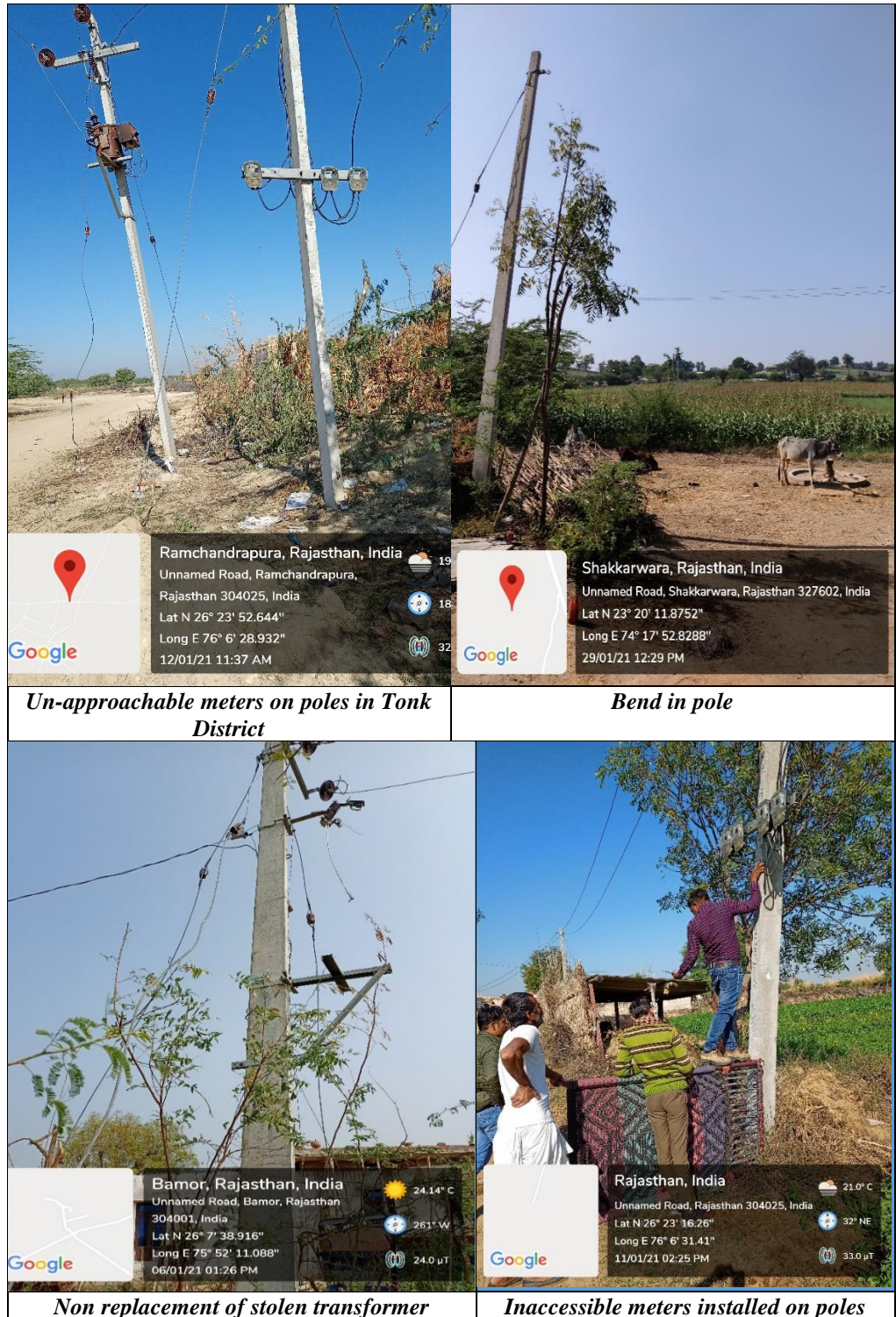
Table 6.2
Deficiencies in executed works

Project	No. of beneficiaries	Deficiencies noticed						
		Any one deficiency	Service Line	Meter	Earthing	Poles	Other	Marking on infrastructure
Bharatpur	50	50	0	2	50	0	0	0
Bundi	57	57	0	5	57	4	2	3
Tonk	63	63	1	40	63	3	0	0
Ajmer	11	9	0	2	8	0	2	2
Banswara	65	37	1	19	21	1	6	3
Sikar	50	46	2	42	45	1	1	9
Barmer	59	59	0	0	59	0	0	0
Jalore	46	46	0	0	46	0	0	2
Pali	17	16	0	0	16	0	0	0
	418	383	4	110	365	9	11	19

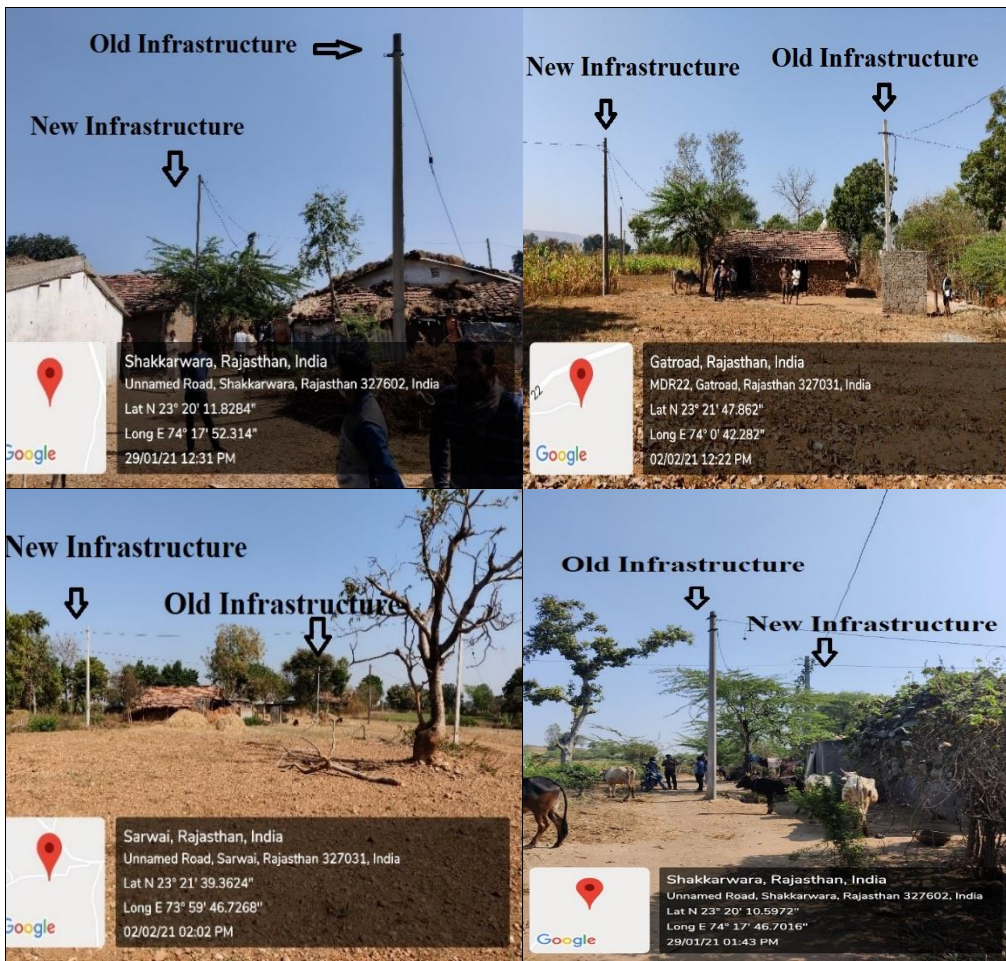
It could be seen that more than 90 *per cent* surveyed beneficiaries made complaint of at least one or more deficiencies. Such high rates of deficiencies reflect that not only the work executed by the Contractors was found sub-standard but also the PMAs failed to perform their duties properly.

A few instances of deficiencies found during the survey are shown below:

 <p data-bbox="145 806 651 943"> Suwala, Rajasthan, India Banswara Rd, Suwala, Rajasthan 327602, India Lat N 23° 20' 19.2012" Long E 74° 17' 52.3536" 29/01/21 11:53 AM </p>	 <p data-bbox="651 806 1150 943"> Shakkarwara, Rajasthan, India Unnamed Road, Shakkarwara, Rajasthan 327602, India Lat N 23° 20' 10.2012" Long E 74° 17' 54.1932" 29/01/21 12:56 PM </p>
<p>Broken meter cover and no output of supply</p>	<p>Loose stay wire</p>
 <p data-bbox="145 1635 651 1809"> Jachas, Rajasthan, India Unnamed Road, Jachas, Rajasthan 332023, India Lat N 27° 26' 37.1436" Long E 75° 2' 43.0116" 19/01/21 11:46 AM </p>	 <p data-bbox="651 1635 1150 1809"> Chatarbhuj Pura, Rajasthan, India Unnamed Road, Chatarbhuj Pura, Rajasthan 304022, India Lat N 26° 25' 49.062" Long E 75° 47' 38.208" 05/01/21 03:04 PM </p>
<p>Service cable was very low and not upto main dwelling of the beneficiary in Sikar District</p>	<p>Meters on poles in Tonk District</p>



In one of the selected project (Banswara), Ajmer DISCOM created new infrastructure (lines and poles) for issuing connections under DDUGJY despite the fact that the required infrastructure was already available in the area as shown below:

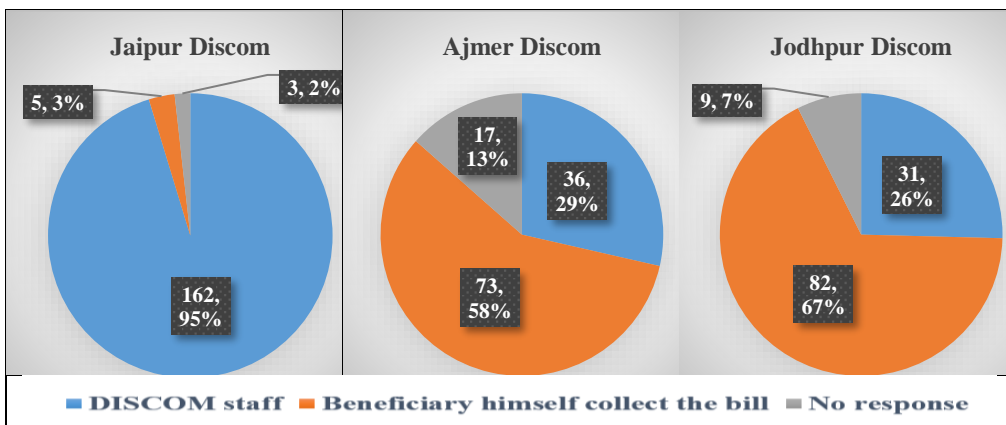


Billing efficiency

6.7 To evaluate the efficiency of DISCOMs in taking meter reading, distribution and correctness of the bills issued, response of the beneficiaries was also obtained.

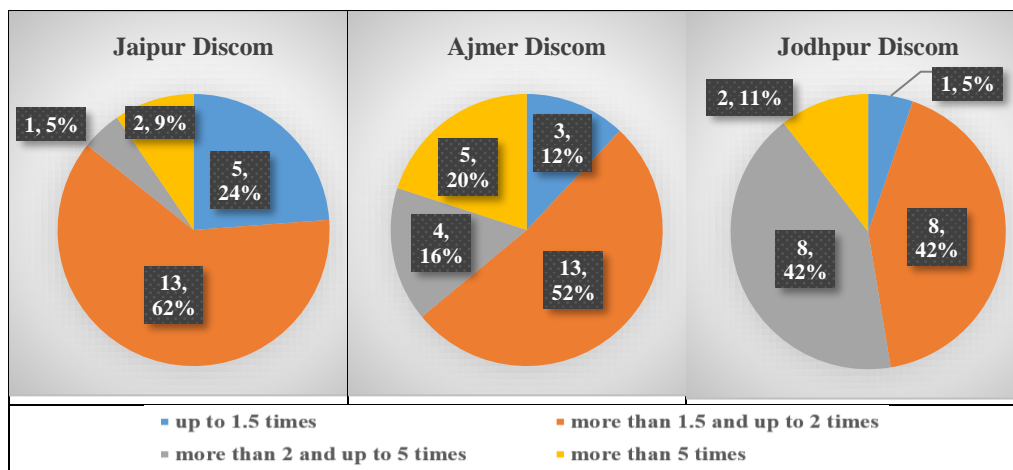
Results revealed that the DISCOMs have not made sufficient arrangements for distribution of bills to the beneficiaries as 160 out of 418 beneficiaries responded that bills were not being delivered up to the premises of the beneficiaries and they themselves were collecting bills from DISCOM's offices and other places. The DISCOM wise position is depicted below:

Chart: 6.3
Distribution of electricity bills to the beneficiaries



Further, the performance of DISCOMs as regards accuracy of meter reading and issue of correct bill was not found good as instances of issuance of bills of more than the meter reading were noticed during survey as depicted below:

Chart: 6.4
Billed units more than actual reading



It was noticed that out of 418 surveyed beneficiaries, electricity consumption billed by the DISCOM was more than consumption readings appearing in the meters at the time of the Survey in case of 65 beneficiaries.

Inaccurate high billing may result in non-payment of bills and may lead to disconnection in cases of economically backward consumers.

Redressal of grievances

6.8 Survey responses also revealed that despite the above mentioned deficiencies, the redressal of consumer grievances was also not satisfactory as out of 76 beneficiaries who registered complaints, only 55 beneficiaries responded that their complaints were attended satisfactorily as depicted below:

Table 6.3
Status of grievance redressal

Project	No. of beneficiaries	Redressal of consumer complaints		
		Complaints made Nos.	Complaints redressed	
			Yes	No
Bharatpur	50	3	1	2
Bundi	57	1	1	0
Tonk	63	12	11	1
Ajmer	11	2	1	1
Banswara	65	1	1	0
Sikar	50	1	0	1
Barmer	59	28	12	16
Jalore	46	19	19	0
Pali	17	9	9	0
Total	418	76	55	21

Quality of power supply

6.9 DDUGJY guidelines envisaged that DISCOMs should ensure availability of power to achieve the target of 24 x 7 power supply for non-agricultural consumers progressively in rural areas. The status of power supply to non-agricultural consumers in the sample population surveyed was as under:

Table 6.4
Status of electricity supply to non-agricultural consumers

Project	No. of beneficiaries	Electricity supply to non-agricultural consumers in rural areas			
		7-12 Hours	13-18 Hours	19-24 Hours	No response
Bharatpur	50	46	4	0	0
Bundi	57	0	41	16	0
Tonk	63	0	10	53	0
Ajmer	11	0	2	8	1
Banswara	65	15	22	28	0
Sikar	50	0	17	32	1
Barmer	59	0	1	58	0
Jalore	46	14	0	32	0
Pali	17	0	0	16	1
Total	418	75	97	243	3

It could be seen that the DISCOMs could not achieve the target of 24 x 7 power supply envisaged in the scheme.

The Government assured to rectify the shortcomings and to make efforts for providing quality supply of power, ensuring billing efficiency, resolving consumer grievances in time etc.

Conclusion

Results of the beneficiary survey in the surveyed sample revealed following shortcomings in the implementation of DDUGJY in the State:

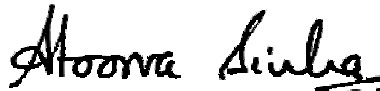
- Absence of detailed survey prior to formulation of project reports caused identification/estimation of village/beneficiaries on unrealistic/unreliable data.
- Adequate awareness program was not conducted to create awareness about the scheme in the beneficiaries.
- All the materials of the tool kit were either not provided or were found in damaged condition.
- Instances of incorrect billing and non-redressal of beneficiaries' grievances were noticed.

Recommendations

DISCOMs may

- Evolve a mechanism to identify the beneficiaries prior to implementation of schemes.
- Institutionalise and strengthen the system to avoid incorrect billing and non-redressal of grievances.
- Take immediate steps to rectify the deficiencies of works executed.

JAIPUR
The 28 September 2022


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NEW DELHI
The 29 September 2022


(GIRISH CHANDRA MURMU)
Comptroller and Auditor General of India

