

Chapter 5: Improvement in Quality of Life

5.1 Major schemes relating to improvement of quality of life

With a view to improving the quality of life in the region, the schemes of “Rural Connectivity”, “Emergency Feeding Programme”, “Mobile Health Units” and “Rural Safe Drinking Water Supply” were given priority in the Revised Long Term Action Plan in the KBK districts. The “Indira Awas Yojana (IAY)” included under rural employment under the RLTA also related to improvement of quality of life.

The Rural connectivity schemes were implemented by the Rural Development Department through the Rural Works (RW) Divisions, Emergency Feeding Programme by the Women and Child Development Department through the District Social Welfare Officers (DSWOs) and Child Development Project Officers (CDPOs) and Anganwadi Centres (AWCs), Mobile Health Units (MHUs) by Health and Family Welfare Department through the Zilla Swasthya Samities (ZSSs) headed by the Chief District Medical Officers (CDMOs) and Rural Drinking Water Supply (RDWS) by Rural Development Department through Rural Water Supply and Sanitation (RWSS) Divisions.

5.2 Allocation and utilization of funds

The total amount of funds allotted to various implementing agencies, their utilisation and funds remaining unutilized during 2002-07 were as shown below:

(Rupees in crore)				
Scheme	Amount allotted to implementing agencies	Amount utilised	Unspent balance	Percentage of utilisation
Rural connectivity				
SCA	321.68	310.78	10.90	96.61
PMGSY	565.93	494.97	70.96	87.46
Total	887.61	805.75	81.86	90.78
Emergency feeding.	91.40	79.11	12.29	86.55
Mobile Health Unit	23.49	21.09	2.40	89.78
Rural Drinking Water Supply (RDWS)	58.13	57.39	0.74	99.73
Grand total	1060.63	963.34	97.29	90.83

Thus, the utilisation of funds under RDWS was close to 100 *per cent*, while the balances under rural connectivity, emergency feeding and MHU programmes were respectively Rs 81.86 crore, Rs 12.29 crore and Rs 2.40 crore.

5.3 Rural Connectivity

The rural connectivity programme sought to increase the road network with focus on construction of missing links, developing a strategy to provide connectivity to all rural habitations, through rehabilitation and reconstruction of bridges, culverts and approach roads to provide access to market places, educational institutions and health care services to entire population.

The district wise total number and length of roads targeted and number and length of roads constructed during the period 2002-07 under rural connectivity (PMGSY) programme are given below:

District	Target		Works completed		Short achievement	
	Number of roads	Length	Number of roads	Length	Number of roads	Length
Kalahandi	243	1322.66	89	281.54	154	1041.12
Nuapara	100	511.11	27	128.69	73	382.42
Balangir	178	621.31	92	230.48	86	390.83
Sonepur	101	320.39	47	105.40	54	214.99
Koraput	104	502.32	48	118.24	56	384.08
Malkangiri	80	369.75	11	36.87	69	332.88
Rayagada	91	447.35	53	151.98	38	295.37
Nowrangpur	87	323.91	57	150.96	30	172.95
Total	984	4418.80	424	1204.16	560	3214.64

(in kilometers)

Short achievement in construction of 560 roads involving 3215 kilometres

Thus, against a target of 984 roads involving length of 4418.80 kilometres, actual works completed were 424 roads involving 1204.16 kilometres (27 Percent) resulting in short achievement of 560 roads involving 3214.64 kilometres. Against the projected requirement of Rs 565.93 crore, Rs 494.97 crore were spent as of March 2007. The shortfall in achievement was mainly due to delayed release of funds and lapses on the part of implementing agencies.

Shortfall in providing all weather rural connectivity to the 414 habitations and 291 gram panchayat headquarters

Though 750 unconnected habitations having population of 1000 or more and 384 gram panchayats (GPs) were targeted for completion under rural connectivity by 2005-06, only 336 habitations and 93 GP headquarters (38 percent) were provided with all weather connectivity roads as of March 2007 resulting in a shortfall 414 habitations and 291 GP headquarters.

The main reason for the shortfall was diversion of funds earmarked for rural connectivity for the improvement of State Highways and Major District Roads. The major deficiencies observed in audit in the execution of projects under rural connectivity are discussed in the succeeding paragraphs:

5.3.1 Blocking up of funds

Blockage of SCA funds of Rs 72.14 crore meant for rural connectivity in Civil Deposit

Utilisation of funds received under SCA indicated that out of an amount of Rs.182.39 crore drawn by P&C Department for rural connectivity, an amount of Rs 148.08 crore was credited to Civil Deposits during 2003-05, of which an amount of Rs 72.14 crore was still lying as of March 2007. Besides, Rs 110.25 crore placed with the SARCA (Special Area Rural Connectivity Authority) during 2005-07 remained unutilised as of March 2007. However, the Planning and Coordination Department had shown it as expenditure, which was factually incorrect.

5.3.2 Diversion of ACA / SCA funds

The EEs of eight R&B Divisions diverted Rs 23.09 crore for execution of various works relating to State Highways and major district roads (29 reaches) in blatant deviation from RLTA objectives as detailed in **Appendix-III**.

Diversion of Rs 23.42 crore meant for rural connectivity for construction of State Highways, Major District Roads and other office buildings

Besides, an amount of Rs 15.71 lakh was diverted and utilised by the R&B Division, Kalahandi for construction of a tourist complex at Thuamal Rampur during 2002-03. Similarly, an amount of Rs 17.12 lakh had been diverted and utilised by RW Division, Nuapara for health sub centre buildings during 2005-06.

5.3.3 Avoidable extra expenditure due to delay in finalising the tenders

During September 2002, the Executive Engineer (EE), RW Division, Koraput invited tenders for construction of a bridge over river Kolab on SKB road (7th Km). In response, three tenders were received and the rate of Rs 1.44 crore quoted by a tenderer with a validity period of 90 days from the last date of receipt of the tender (8 November 2002) was the lowest. However, the tender was not finalized within the above validity period due to delays at various levels. Though the Government requested the contractor to extend the validity period, the contractor did not agree for the same and the tender was cancelled. Subsequently, tenders were again invited and the work was awarded in September 2005 after a lapse of three years at the lowest rate of Rs 2.22 crore. Had the first tender been accepted within the validity period, the extra expenditure of Rs 78 lakh incurred due to re-tendering could have been avoided.

Avoidable extra expenditure of Rs 1.50 crore due to failure in finalising the tenders in time

In another case, tenders were invited (March 2003) for construction of a bridge over the same river on JBB road (9th Km) and the quoted rate of Rs 2.51 crore with a validity period of 90 days from the date of opening (April 2003) of tender was the lowest. But, the tender was not finalised within the validity period and when it was finally accepted (27 February 2004) after a lapse of 329 days, the contractor backed out of the offer. Again fresh tenders were invited and the work was awarded (September 2005) to another contractor at the lowest quoted rate of Rs 3.23 crore involving additional cost of Rs 72 lakh.

5.3.4 Non commencement of projects in spite of availability of funds

The AAP 2002-03 of RLTA provided undertaking and execution of 23 cross drainage / culvert works (Nuapara: 15 and Sonapur: 8) with an estimated cost of Rs 65.20 lakh. Though sufficient funds were released to the implementing R&B Divisions for ensuring rural connectivity, there was no attempt to undertake and execute the above works. The EEs concerned stated that due to funds constraint, the works were not taken up. The fact was, however, that these Divisions surrendered Rs 4.90 crore during 2002-06.

5.3.5 Extra benefit due to lack of provisions in the agreement

In 17 out of 20 test checked bridges under seven Divisions, there was short consumption of 15,387 quintals of cement compared to the quantity provided in the agreement for the execution of 18,379 m³ of cement concrete with different strengths viz., M 15, M 20, M 25, M 30. As there was no suitable clause in the agreements for making payment based on actual quantity consumed, these

Extra benefit of Rs 50.23 lakh to contractors due to flawed agreement

divisions had to pay the cost based on the rates provided in the agreements which resulted in an extra expenditure of Rs 50.23 lakh as detailed in **Appendix-IV**. Though the EEs concerned confirmed the audit observation, no action had been taken to fix the responsibility (May 2007).

5.3.6 *Undue payment to the contractors*

The terms of the contracts for construction of five bridges coming under the jurisdiction of three divisions¹ stipulated that in case of bottom plugging of wells, any sump below the cutting edge level should be filled with concrete of required strength at the cost of the contractors. However, for the execution of 190.30 m³ of sump below the cutting edge level, the implementing divisions had paid Rs 8.20 lakh in clear violation of the contractual terms, which was unjustifiable. The concerned EEs stated that recovery would be made from the contractors.

Undue payment of Rs 8.20 lakh to contractors in violation of contractual terms

5.3.7 *Non recovery of Government dues*

The work “Construction of High Level Bridge over river Bhaskel at 1st km of Kasagumuda MP Boarder road” was awarded (December 1997) to a contractor at a cost of Rs 1.81 crore for completion by September 1999. As the contractor did not complete the work within the stipulated period, the contract was rescinded (December 2002) at the risk and cost of the contractor. At the request of the contractor, further time for completion up to July 2003 was granted to him. As the contractor again failed to complete the work, the contract was cancelled (November 2003) at the risk and cost of the contractor. The value of work done was measured as Rs 1.35 crore. The work was rearranged and completed in August 2006 at a cost of Rs 1.34 crore through another agency incurring extra cost of Rs 88 lakh, which was recoverable from the defaulting contractor. No action was, however, taken to recover the additional cost from the contractor as per risk and cost clause of the agreement.

5.3.8 *Award of work to an erring contractor*

Tenders were invited (December 2003) by the Chief Engineer (RW) for construction of 13 roads in six packages under PMGSY and the work was awarded to a contractor being the lowest bidder at an agreement value of Rs 11.33 crore, being the only lowest bidder. The scheduled dates of completion of work as per the contracts were between September 2005 and April 2006 for different works. The agreement with the contractor also provided for liquidated damages at the rate of 10 *per cent* of contract value for delay in execution. The contractor had abandoned the works after receiving an amount of Rs 5.07 crore against a measured value of Rs 5.36 crore without any genuine reason as reported (February 2007) by the Superintending Engineer to the Chief Engineer (CE). Thus, in spite of payment of Rs 5.07 crore, the basic objective of the projects i.e.,

¹ Bridge works over (1) RW Division, Koraput : (i) Kolab (9th km) JBB road, (ii) Kolab (24th km) NKK road, (iii) Satiguda : 7th km JBB road, (2) RW Divison, Malkangiri : (iv) Pangan, (3) RW Division, Bolangir : (v) Sonagarh

establishing rural connectivity could not be achieved due to blatant violation of contracts by the contractor. However, no action seemed to have been taken against the contractor (May 2007).

Injudicious decision to award the road to an erring contractor led to blocking of funds besides non-achievement of the intended rural connectivity

Subsequently, the CE (RW) invited tenders (September 2005) for another 14 road works in six packages under PMGSY. The same contractor, who abandoned number of works half way earlier, was the only bidder for one package and lowest bidder for the rest of the packages. Hence, the works were awarded (January 2006) to him at a cost of Rs 17.39 crore. The scheduled dates of completion of the works were between October and December 2006. The works had been awarded to him despite the tender committee's observation (December 2005) on unsatisfactory performance of the contractor in the earlier packages. In this case also there was provision for imposing liquidated damages of 10 *per cent* of the contract value for delayed execution. However, the contractor executed works worth of Rs 1.11 crore only as of March 2007. No liquidated damages were imposed on the erring contractor. After executing some initial work like earthen base / granular sub base, the contractor had abandoned these works also without any reason.

Despite abandonment of the first six packages of works without completion, the CE had awarded another six packages to the same contractor which also met with same fate. Thus, the decision of the CE to award road works under PMGSY to the erring contractor was injudicious and led to blocking of funds besides non-achievement of the intended rural connectivity.

5.3.9 Expenditure for up-gradation of roads

In deviation from scheme guidelines, PMGSY funds of Rs 18.23 crore were used up for upgradation of roads

PMGSY guidelines prescribed that allocation of funds for up-gradation of roads should not exceed 20 *per cent* of the State's allocation as long as eligible unconnected habitations exist. It was, however, observed that four RW divisions spent of Rs 18.23 crore for upgradation of 39 roads exceeding 20 *per cent* of the states allocation when 173 designated habitations having population of 1000 or more remained unconnected as of March 2006.

5.3.10 Splitting up of works for avoiding technical scrutiny and sanction

53 road works costing Rs 9.57 crore were spilt into 1768 parts and thereby remained outside the competitive bidding

According to the provisions of the Orissa Public Works Department (OPWD) Code Volume II, works costing up to Rs 50,000 could be awarded to contractors by inviting quotations and beyond this, tenders were to be invited. In addition, the technical and financial sanction of the works can be given up to Rs 50,000 by the Executive Engineer, beyond Rs 50,000 up to Rupees two lakh by the Chief Engineer and there above by the Administrative Department. The Code also stipulate that works shall not be split into small parts unless absolute necessity exists for expeditious execution of the same by engaging more than one agency in which case works shall be executed at the schedule of rates or below. In clear violation of the above codal provisions, under the pretext of urgency, 53 rural connectivity works were executed at a cost of Rs 9.57 crore by seven R&B and two RW Divisions splitting the works into 1768 parts, each amounting less than

Rs 50,000 by engaging 191 contractors. As a result, the works were kept out of the scope of competitive bidding.

5.4 Emergency feeding programme

Emergency Feeding Programme (EFP) had been implemented in the KBK districts since 1995-96 with the objective of providing food security to old, infirm and indigent persons belonging to the BPL households on a sustained basis so that the most vulnerable groups of the rural population were able to cope with food insecurity.

5.4.1 Short supply of Foodstuff

The EFP under RLTA provided for one time meal per day consisting of rice (200 gram), dal (40 gram) and vegetable (30 gram) etc. to two lakh beneficiaries through out the year through the Anganwadi Centres (AWCs). Accordingly, 69,500 MT of rice and 13,900 MT of dal were to be supplied to the targeted beneficiaries during 2001-06. However, the District Social Welfare Officers concerned could provide only 64,619 MT of rice and 11,875 MT of dal resulting in short supply of 4881 MT of rice and 2025 MT of dal during the period. While the prescribed daily ration per beneficiary was Rs 2.51 per day during 2001-02, this was raised thereafter to Rs 2.70 per day by inclusion of 29 paise meant for providing vegetables (30 grams) and condiments. However, against the required supply of vegetables worth Rs 8.13 crore (in seven out of eight districts except Sonepur) meant for 1.86 lakh beneficiaries, the actual cost of vegetables supplied was only Rs 5.96 crore. Short supply of 4881 MT rice, 2025 MT dal and less expenditure of Rs 2.17 crore on vegetables etc. affected the feeding programme in terms of number of feeding days as well as nutritional quality of food as evidenced from the following observations:

Emergency feeding programme suffered due to short supply of 0.49 lakh quintals of rice and 0.20 lakh quintals of dal

Test check of records of 80 AWCs in 20 blocks covering 2,131 beneficiaries showed that the implementing agencies could not provide one time meal ranging from 28 days (Nowrangpur district) to 186 days (Kalahandi district) per year. Interview of 800 beneficiaries held in these blocks disclosed that a good number of beneficiaries (38 *per cent*) were not satisfied with the quality and quantity of food supplied to them.

As per project strategy, rice along with dal cooked with locally available seasonal vegetables having nutritional value of 749 kilo calorie, 21.6 grams protein, vitamins as well as minerals were to be provided to the



Cement and rice bags stored in the same room in a Panchayat office in Lanjigarh Block (Kalahandi district) with at least 10 bags of spoiled rice

beneficiaries. However, in two districts (Kalahandi and Koraput) having 13,153 beneficiaries, there was no provision for vegetables in the meals supplied to the beneficiaries. In Nuapada district, 512.40 quintals of dal worth Rs 11.14 lakh supplied during 2002-03 to the feeding centres were found to be substandard by the public analyst of the State Government. In Sonapur district, despite complaints about the dal containing foreign ingredients, samples of such dal were not sent to analytical laboratory for testing. During interview by audit in the district, 40 (50 per cent) out of 80 beneficiaries held that the dal supplied to AWC usually took more time to cook and lacked quality.

The case study of the XIMB in Panjum, a remote village in Lanjigarh block of Kalahandi district also disclosed that most of the beneficiaries were not satisfied with the quantity of food. The food grain quality also deteriorated because of poor storage condition.

5.5 Mobile Health Units

The Mobile Health Unit (MHU) scheme started in the KBK districts sought to provide health care services at the doorstep of sick infants, mothers and people living in remote areas suffering from tuberculosis, panchavyadhi and common ailments. The scheme was implemented through Zilla Swasthya Samities (ZSS) under the chairmanship of the CDMO of the districts concerned. Keeping in view the requirements, 90 Mobile Health Units (MHUs) were operating in the region. Each MHU unit, equipped with a basket of medicines worth Rs 1000 along with medical instruments for clinical test, operated for 20 days in a month up to July 2004 and 24 days in a month thereafter. The Director of Health Services supplied 80 per cent of the medicines for the units and the remaining 20 per cent were procured by the Chief District Medical Officers (CDMOs) locally. Following deficiencies were observed in audit on functioning of the MHUs in the KBK districts:

- Though 2300 out of 8048 villages coming under five CDMOs² were inaccessible necessitating the operation of MHUs, 402 villages were still to be covered under the programme. In other districts the CDMOs concerned did not have the information regarding inaccessible villages in the districts.
- During 2001-06, out of 1.32 lakh health camps targeted in the remote areas of the eight districts only 1.23 lakh health camps were organized. It was observed that while arranging the health camps in the remote areas, the facilities available in the camp were not made known to the beneficiaries by displaying notices at the villages or Gram Panchayat level.
- The Health and Family Welfare Department released an amount of Rs 96.98 lakh during 2001-02 to the CDMOs for purchasing medicines for use in MHUs. The entire amount remained unutilised due to change in purchase

²

Kalahandi, Nuapada, Sonapur, Rayagada and Malkangiri.

policy of the Government (December 2001). Non-procurement of medicines intended for use in MHUs deprived the rural poor from health services.

- During the year 2004-05, the SDMU had supplied medicine worth Rs 4.70 lakh to the MHUs of Kalahandi, Nowrangpur and Rayagada districts. Though the laboratory test revealed that the medicines were of “Not of Standard Quality”, these were utilized by the MHUs before the laboratory reports came.
- Shortages of medical staff in different categories for the operation of MHUs viz., medical officer (1), health workers (15), pharmacists (5), Attendants (4), the functioning of MHUs affected health care services to the targeted group. Functioning of the MHUs was also hampered due to non availability of necessary medical instruments (160 numbers) like blood pressure measuring instruments, microscope, stethoscope, diagnostic sets etc.
- In all the 54 MHUs, where doctors in the allopathic discipline and qualified doctors were not available, services of doctors of Indian System of Medicine and Homoeopathy disciplines were utilized and even they were distributing allopathic medicines to the patients since requisite Ayurvedic and Homoeopathic medicines were not procured.

Thus, the MHUs, introduced with great expectation of providing better health services to the rural poor of the inaccessible areas of the KBK districts, failed due to short supply of essential medicines, non availability of qualified doctors and non availability of essential medical instruments.

5.6 Rural Drinking Water Supply

The Rural Drinking Water Supply schemes were in operation for providing safe drinking water within a radius of 1.6 kilometre with at least 40 liters of water per capita per day to all rural habitations, besides setting up one hand pump or stand post for every 150 population. The Rural water Supply and Sanitation (RWSS) Divisions (Koraput, Rayagada, Kalahandi and Bolangir) were in charge of the execution of scheme under the supervision of the Chief Engineer, RWSS, Orissa. The major deficiencies noticed in the execution of the schemes are outlined below.

5.6.1 Non-functioning of Water Supply Projects

Out of 60 projects executed in six districts of KBK, 39 Water supply projects constructed during 2002-03 and 2005-06 at a cost of Rs 6.12 crore did not function due to absence of power supply as detailed below:

Sl. No	Name of the district	Number of piped water supply projects	Expenditure incurred (Rupees in crore)
1	Bolangir	3	0.79
2	Kalahandi	10	2.23
3	Malkangiri and Nowrangpur	11	1.20
4	Sonepur	7	0.98
5	Rayagada	8	0.92
	Total	39	6.12

The EEs stated (July and August 2006) that initial estimated funds to energise 37 projects were deposited with the electricity companies.

5.6.2 Tube wells dried up

**1610 tube wells
(cost of Rs 2.60
crore) dried up**

An amount of Rs 2.60 crore representing the expenditure incurred in the construction of 1610 tube wells in five districts³ of KBK became infructuous due to non availability of water and drying up of wells. It was seen that in all these cases neither any survey regarding availability of water was done nor the data from Central Ground Water Board (CGWB) was used.

5.6.3 Quality control and availability of drinking water

Out of 66265 TWs / SWs constructed in the KBK region including the 11788 added during 2001-06, water from only 16590 (25 per cent) TWs / SWs were tested at approved laboratories to ascertain fluoride and iron contents leaving 49695 (75 per cent) untested. The result of tested cases revealed that 2458 samples (15 per cent) contained more than the prescribed level of iron and fluoride. No action was taken for provision of safe drinking water through piped water supply projects in these areas.

**288 sources of
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metres of elevation
in hilly areas**

The water supply programme also provided that safe drinking water should be made available within a radius of 1.6 kilometre distance in plain areas and 100 metre elevation in hilly areas. It was, however, observed that 288 sources of drinking water supply were beyond 1.6 kilometre distance in four districts (Bolangir, Kalahandi, Koaput and Sonepur) and 49 sources (Koraput and Rayagada districts) beyond 100 metres of elevation in hilly areas. Besides, a total number of 4778 people in 72 habitations in the forest areas of Nowrangpur districts who were settled before 1980 and awaiting regularization of settlement were not provided with drinking water facilities in spite of decision taken (June 2003) by the State Government.

5.7 Indira Awas Yojana

Under Indira Awas Yojana, members of Scheduled Castes (SCs), Scheduled Tribes (STs), freed bonded labourers and non-SC/ST rural poor below the poverty line were provided with finance for construction of dwelling units. IAY houses were to be provided with sanitary latrines and smokeless chullah to avoid health hazards and registered in the name of female members or joint names of the spouses of the family. The RLTA envisaged provision of IAY houses for at least 40 per cent of the total BPL households in the region.

³ (i) Rayagada :165 (Rs 26.88 lakh), (ii) Koraput : 218 (38.19 lakh), (iii) Malkangiri and Nowrangpur : 187 (31.53 lakh), (iv) Bolangir and Sonepur : 649 (Rs 99.32 lakh) and (v) Kalahandi and Nuapara : 391 (Rs 64.57 lakh).

5.7.1 Curtailment of central assistance

GOI assistance of Rs 8.35 crore curtailed due to delay in release of State share, excess carry over of balance and delayed demand proposals

As per IAY guidelines, in case the unspent balance of the grants released in previous year exceeds 15 *per cent* of the allocation of that year, central share to the extent of such carry forward balance shall be deducted from the amount due for current financial year. Similarly, if there is shortfall or delay in release of state share, the same shall also be deducted from the central share due. Scrutiny of records of eight DRDAs showed that the GOI deducted an amount of Rs 8.35 crore⁴ during 2001-06 in respect of five DRDAs due to failure of the State Government in releasing its share (Rs 0.66 crore), excess carry over of balances (Rs 5.98 crore) from the financial year and delayed submission of demand proposals (Rs 1.71 crore).

5.7.2 Low coverage of BPL and SC / ST families under IAY

The RLTAAP aimed at providing IAY dwelling units to 40 *per cent* of BPL families in rural areas of KBK districts during a span of nine years. Keeping this in view, while at least 22.2 *per cent* of them proportionately were to be covered during 2002-07, only eight *per cent* of them were targeted and provided with dwelling houses under the scheme during the period, the details of which are given below:

SI No	Name of the district	Total BPL families	BPL families covered under IAY during 2002-07		
			RLTAP target (22.2 <i>per cent</i>)	Actual target (<i>percentage of col.3</i>)	Achievement (<i>percentage of col.3</i>)
(1)	(2)	(3)	(4)	(5)	(6)
1.	Koraput	223846	49739	16458(7)	15464(7)
2.	Malkangiri	79138	17584	7272(9)	7009(9)
3.	Nowrangpur	158684	35260	14537(9)	14239(9)
4.	Rayagada	135785	30171	14349(11)	14191(10)
5.	Bolangir	201310	44731	11478(6)	11245(6)
6.	Sonepur	80396	17864	7568(9)	7166(9)
7.	Kalahandi	193054	42897	20701(11)	13510(7)
8.	Nuapada	108864	24190	6859(6)	6163(6)
Total		1181077	262436	99222(8)	88987(8)

5.7.3 Construction of IAY houses without basic amenities

Most of the IAY houses were not provided with sanitary latrine and smokeless chullah

As per State Government orders (October 2001), each IAY house should be provided with smokeless chullah and sanitary latrine. It was, however, observed that about 62 *per cent* of the IAY houses did not have sanitary latrines and 70 *per cent* did not have smokeless chullahs.

5.7.4 Irregular allotment of houses

Contrary to the scheme guidelines, 184 IAY houses costing Rs 40.48 lakh were allotted in the name of male members

The IAY scheme provided for allotment of houses in the name of female members of the beneficiary household or alternatively in the joint names of both the wife and husband of the household. Test check of records revealed that 184 IAY houses costing Rs 40.48 lakh (Sonepur-91 and Kalahandi-93) were allotted to the male members of the household.

⁴ DRDAs - Koraput: Rs 1.73 crore, Nowrangpur: Rs 1.97 crore, Bolangir: Rs 3.59 crore, Sonepur: Rs 0.49 crore and Nuapada: Rs 0.57 crore.

5.7.5 Allocation of IAY houses to physically/mentally challenged category

Scheme guidelines envisaged three *per cent* of the allocation of houses for physically and mentally challenged persons. Test check of records of five DRDAs revealed that out of total allotment of 113740 IAY houses, only 1445 IAY houses⁵ under five DRDAs were provided to the above category of beneficiaries which was 1.27 *per cent* of total allocation although there were 14165 households with physically challenged persons in the region. In the other three DRDAs no such allocation was made at all.

5.8 Monitoring

The Rural Development and Works Departments were responsible for ensuring a concurrent monitoring of the implementation of the projects under rural connectivity. District level and State level monitoring was envisaged in the AAPs of the RLTA. However, no monitoring mechanism was constituted and proper monitoring of the projects were neither done at the district level nor at the State level. Similarly, under emergency feeding programme, there was no monitoring of the execution of the programme at any level; consequently, the programme suffered serious setbacks in the form of short supply of food grains and vegetables, shortfall in feeding days etc. Monitoring of the functioning of MHUs by the Collectors/CDMOs at the district level and the Director of Health Services at the state level also remained ineffective as many inaccessible areas remained uncovered. In the case of rural water supply projects also the monitoring was ineffective. Neither there was any evidence on record of monitoring of IAY activities.

5.9 Abstract of Audit Findings.

Implementation of the programmes aimed at providing basic services suffered from serious limitations. Non release of funds for the programmes by the higher authorities, non utilisation within targeted time by the implementing agencies, diversion of funds earmarked for schemes for other purposes, non achievement of target set under RLTA and incurring of expenditure for unfruitful purposes etc, were few of them. Thus, the programmes failed to address many critical issues relating to living standards of poor in the KBK region.

5.10 Impact assessment

There was no attempt from any side to assess the impact in the living conditions of the people of the KBK districts flowing from the implementation of various programmes under improving the quality of life in the region. Reports were not prepared to show the result of the various programmes by making a comparison with the pre-implementation stage.

The survey revealed that while 25 *per cent* of the beneficiaries felt that the RLTA schemes had little impact on their quality of life, 35 *per cent* of them felt that the programmes implemented have had a fair level of impact in improving their quality of life.

⁵

DRDAs :-Nawarangpur-285, Raygada-3, Sonepur-26, Kalahandi-1102 and Nuapara-29.

5.11 Recommendations

- The incomplete road and bridge works should be completed as early as possible and required rural connectivity ensured.
- All the identified beneficiaries should be brought under emergency feeding programme to ensure food security among the old, infirm and indigent population.
- The remote and inaccessible villages in the districts should be identified and each MHU should visit such villages at least twice in a month.
- A well-defined monitoring system identifying responsibility centers at various levels may be introduced and a full time chief administrator may be posted with adequate financial and administrative powers for effective supervision and monitoring of the RLTA activities.

These matters were reported to the Government of Orissa in August 2007; their reply had not been received (December 2007).

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