

## PLANNING AND COORDINATION DEPARTMENT

### OVERVIEW

*The Koraput, Bolangir and Kalahandi (KBK) region comprising eight districts in the State with more than 87 per cent of its population involving nearly 12 lakh families living below poverty line is the most backward region in the country. The State Government on the advice of the Planning Commission formulated the Revised Long Term Action Plan (RLTAP) for KBK districts with an original outlay of more than Rs 5527 crore which had increased to Rs 7850 crore over a period of 9 years from 1998-99 to 2006-07 in a sub plan mode to address the problems of abysmally low return on agriculture due to erratic and scanty rainfall, land degradation, deforestation, lack of irrigation, communication and drinking water facilities, which were the major reasons affecting the quality of life in the region. Against available funds of Rs 2763.48 crore during 2002-07 for utilisation under nine schemes of RLTAP covered in audit, Rs 2541.72 crore were utilized as of March 2007.*

*Performance audit of implementation of the RLTAP showed that the planning for drought proofing through watershed programmes was not realistic as the geophysical data were overlooked for prioritization of projects. Against a total number of 2872 watershed and Biju Krushak Vikas Yojana (BKVY) projects scheduled for implementation for treating an area of 7.49 lakh hectares with project outlay of Rs 456.87 crore, only 1422 projects could be completed and the area treated was only 4.98 lakh hectares and the expenditure incurred was Rs 324.54 crore. As many as 1450 projects were either prematurely closed or remained incomplete. Participatory management was poor, as contribution in respect of 'pani panchayats and watershed development funds' did not take off creating apprehension about future maintenance of projects.*

*The Sampoorna Grameen Rozgar Yojana (SGRY) failed to generate employment days targeted under RLTAP. The SGSY scheme also failed in attaining its objectives. The afforestation programme aimed at conservation and extension of forests coupled with employment also showed a dismal performance. The Indira Awas Yojana could not provide dwelling houses to the entire targeted group. Achievement under rural connectivity was merely 27 per cent of the target. Short supply of rice and dal affected emergency feeding to the beneficiaries. Inadequate deployment of medical and para-medical staff and shortages of medical equipment in the Mobile Health Units remained impediments for basic health services. Safe drinking water could not be ensured in many habitations.*

*Overall monitoring at the Special Area Development Project level was ineffective and the monitoring of schemes at state, district and block levels by the line departments was virtually non-existent.*

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\* The abbreviations used in the report have been listed in the glossary at page 58-60

- During 1998-2007, a sum of Rs 7244.96 crore was spent under various development schemes out of Rs 7850.17 crore available under the RLTA. During 2002-07, the funds available under nine schemes of RLTA, covered in audit, were Rs 2763.48 crore and the expenditure incurred was Rs 2541.72 crore.  
*(Paragraphs 2.1 and 2.2)*
- The watershed projects were not implemented in accordance with the priority list prepared on the basis of macro indicators by the Orissa Remote Sensing and Application Center (ORSAC) as 275 projects with lower priority were implemented while 109 projects of top priority were ignored.  
*(Paragraph 3.2.1)*
- There was curtailment of central assistance of Rs 51.46 crore under watershed (Rs 43.11 crore) and Indira Awas Yojana (Rs 8.35 crore) schemes due to failure of the State government in releasing the State share and non utilization of funds within the time prescribed.  
*(Paragraphs 3.2.2 and 5.7.1)*
- There was diversion of funds of Rs 41.88 crore from the RLTA for meeting state matching share for the watershed programme under the Centrally Sponsored Scheme of DPAP (Rs 11.30 crore) and from SGRY meant for individual SC/ST beneficiaries (Rs.30.58 crore) for general categories.  
*(Paragraphs 3.2.2.1 and 4.3.1)*
- Out of 1325 watershed projects scheduled for completion by March 2007, 567 projects were closed prematurely and 485 projects remained incomplete. Under the BKVY, out of 1547 projects taken up, 398 projects remained incomplete and 32 completed projects (cost: Rs.1.79 crore) could not be made operational due to non-supply of electricity.  
*(Paragraphs 3.3.1 and 3.3.5)*
- In four districts, 84 watershed projects were abandoned due to injudicious planning after incurring expenditure of Rs 4.42 crore for entry point activities under various watershed development schemes.  
*(Paragraph 3.3.3)*
- Though the RLTA perspective plan envisaged generation of about 2032 lakh labour man days under SGRY programme during 2002-07, the DRDAs could generate only 1109 lakh labour man days resulting in shortfall in creation of employment opportunities in the KBK region.  
*(Paragraph 4.2.3)*
- Out of the 324 SGRY works test checked in 20 blocks, 200 works worth Rs 2.75 crore were executed through contractors instead of the beneficiaries. Labourers were deprived of the eligible wages of Rs 2.66 lakh. Instances of tampering (41 cases) and non-maintenance (21 cases) of muster rolls were also noticed.  
*(Paragraphs 4.3.2, 4.3.3 and 4.3.5.)*
- Under the SGSY scheme, out of the total 34367 SHGs, only 4868 (14 per cent) were engaged in economic activities through higher level of investments. The

- desired income level of Rs 2000 per month per swarozgari remained unachieved. Against 30 *per cent* of BPL families to be covered under the scheme in five years, only six per cent of such families were covered during 2001-06.  
(Paragraphs 4.4.2, 4.4.3 and 4.4.5)
- Under the Joint Forest Management (JFM) only one out of the 3160 Vana Samrakshana Samities (VSS) was registered under Societies Registration Act. As a result, the Samities did not have legal status for enforceability. Out of 73615 hectares of plantations raised, the survival of plantations in 11558 hectares was partially (below 50 *per cent*) successful due to lack of supervision by the VSSs.  
(Paragraph 4.5.6)
- Under rural connectivity, as against 984 roads of 4,419 kilometers targeted for construction, only 424 roads of 1,204 kilometers (27 *per cent*) could be constructed during 2002-07. Out of 750 unconnected habitations having population of 1000 or more and 384 Gram Panchayats targeted for connectivity, 414 and 291 respectively remained unconnected as of March 2007.  
(Paragraph 5.3)
- Contrary to RLTA criteria, 29 reaches of National / State highways were improved at a cost of Rs 23.09 crore instead of taking up new connectivity to habitations. Besides, delay in finalization of tenders for construction of two bridges over the river Kolab resulted in extra expenditure of Rs 1.50 crore.  
(Paragraphs 5.3.2 and 5.3.3)
- Short supply of 4881 MT of rice and 2025 MT of dal affected emergency feeding to the beneficiaries. In the test checked Blocks, the interruption in feeding averaged between 28 days (Nowrangpur) and 186 days (Kalahandi).  
(Paragraph 5.4.1)
- Against the target of 1.32 lakh health camps under the mobile health programme, 1.23 lakh camps were held. There was inadequate deployment of medical and para-medical staff and shortages of medical equipment in the Mobile Health Units (MHUs).  
(Paragraph 5.5)
- Out of 60 water supply projects executed, 39 projects (cost: Rs 6.12 crore) were not operational due to lack of power supply and 1610 tube wells (cost: Rs 2.60 crore) were rendered unsuccessful due to improper survey.  
(Paragraphs 5.6.1 and 5.6.2)
- Under IAY scheme, coverage was only eight *per cent* against the target of 22 *per cent* under the RLTA. Over 60 *per cent* of the IAY houses were without sanitary latrine and smokeless chullah.  
(Paragraphs 5.7.2 and 5.7.3)
- Overall monitoring at the Special Area Development Project level was ineffective and the monitoring of schemes at state, district and block levels by the line departments was virtually non-existent.  
(Paragraph 1.7)