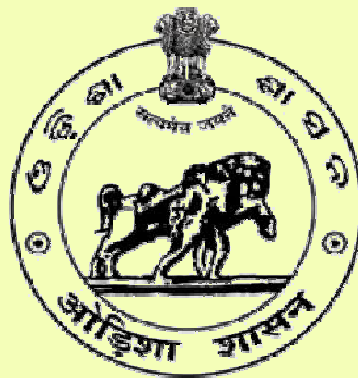




**Report of the
Comptroller and Auditor General of India
General and Social Sector
for the year ended March 2014**



Government of Odisha
Report No. 4 of the year 2015

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Preface

This Report for the year ended March 2014 has been prepared for submission to the Governor of Odisha under Article 151 of the Constitution of India.

The Report contains significant results of the performance audit and compliance audit of the departments of the Government of Odisha under the General and Social Services including Departments of Health & Family Welfare, School & Mass Education, Planning & Co-ordination, Revenue & Disaster Management, Housing & Urban Development, Rural Development, Home, Food Supplies & Consumer Welfare, Finance, Information Technology, Panchayati Raj and Women & Child Development.

However, Departments of Higher Education, Labour & Employees' State Insurance, Public Grievances & Pension Administration, Sports & Youth Services, Culture, Information & Public Relations, Law, Parliamentary Affairs, ST & SC Development, Minorities & Backward Classes Welfare, General Administration, Public Enterprises and Science & Technology are not covered in this Report on General and Social Services.

The instances mentioned in this Report are those, which came to notice in the course of test audit for the period 2013-14 as well as those which came to notice in earlier years, but could not be reported in the previous Audit Reports; instances relating to the period subsequent to 2013-14 have also been included, wherever necessary.

The audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

Chapter I

Introduction

Chapter I Introduction

1.1 About this Report

This Report of the Comptroller and Auditor General of India (C&AG) on Government of Odisha relates to matters arising from Performance Audit of selected programmes and activities and Compliance Audit of Government Departments.

The primary purpose of the Report is to bring to the notice of the State Legislature, important results of audit. Auditing standards require that the materiality level for reporting should be commensurate with the nature, volume and magnitude of transactions. The audit findings are expected to enable the executive to take corrective action as also to frame policies and directives that will lead to improved financial management of the organisations, thus contributing to better governance.

Compliance Audit refers to examination of the transactions relating to expenditure, receipts, assets and liabilities of the audited entities to ascertain whether the provisions of the Constitution of India, applicable Rules, Laws, Regulations and various orders and instructions issued by the competent authorities are being complied with.

Performance Audit examines the extent to which the objectives of an organisation, programme or scheme have been achieved economically, efficiently and effectively.

This Chapter I provides a synopsis of the significant audit observations and follow-up on Audit Reports. Chapter II of this Report deals with the findings of two Performance Audits and Chapter III deals with Compliance Audit of various departments.

The cases mentioned in the Report are among those which came to notice in the course of test audit of accounts during the year 2013-14 as well as those which had come to light in earlier years but could not be dealt with in previous Reports. Matters relating to the period subsequent to 2013-14 have also been included, wherever necessary.

1.2 Significant observations of Performance Audit

This Report contains two Performance Audits. The focus has been auditing the specific programmes/ schemes and offering suitable recommendations, with the intention to assist the Executive in taking corrective action and improving service delivery to the citizens. Significant audit observations are discussed below:

1.2.1 Functioning of three Government Medical Colleges of the State and their attached hospitals

Performance Audit on Functioning of three Government Medical Colleges of the State and their attached hospitals covering the period 2009-14 conducted during March to July 2014 revealed that although perspective plan was prepared by the Department, action taken for its implementation was insufficient. The objective of imparting quality teaching and research was impaired due to non-availability of required infrastructure and essential equipment in clinical departments, adequate books and journals in central library, non-functioning of central research laboratory, clinical pharmacology unit, sub-optimal functioning of Medical Education Units, inadequate exposure of students to patient care, non-adoption of modern teaching-learning methodology and non-updation of MBBS curriculum.

Further, teaching as well as patient care was affected in these Government Medical College and Hospitals (GMCHs) due to shortage of required teaching, non-teaching and paramedical staff below the posts sanctioned by the State Government. Infrastructural deficiencies in indoor wards and operation theatres of attached hospitals also affected patient care. Availability of beds in Intensive Care Units (ICUs) remained as low as 69 (two *per cent* of total bed strengths) with no ICU in Casualty Departments which deprived serious patients in getting specialised emergency care. Besides, Trauma Care Centres costing ₹ 3.54 crore in two GMCHs (MKCG and VSS) remained non-functional resulting in deficient emergency care to accident victims.

Diagnostic facilities like investigation in immune-pathology and Digital X-ray were not available in any of the three GMCHs compelling patients to go to private clinics and laboratories for such tests. Equipment like High Performance Thin Layer Chromatography machine, Mammography machine *etc.* required for measurement of drug concentration, detection of breast cancer *etc.* purchased at a cost of ₹ 3.84 crore during January 2006 to March 2014 remained unutilised.

Death Review/ Prescription Audit required to be conducted as per Government instructions to enhance the quality and efficiency of medical care was not conducted despite increasing trend of death in three GMCHs.

Supply of medicines to the inpatients was inadequate while 11 types of 'Not of Standard Quality' medicines were administered to patients in three attached hospitals.

MKCG MCH could not utilise fund released by Government for purchase of equipment and parked ₹ 3.66 crore in savings bank account violating codal provision. Central/ State assistance of ₹ 7.45 crore meant for up-gradation of School of Nursing into College of Nursing, and strengthening and up-gradation of Government Medical Colleges could not be utilised by May 2014.

Absence of academic audit, annual reports and biometric attendance system contributed to ineffective monitoring of performance of the GMCHs. Evaluation of performance of three Government medical colleges and their attached hospitals was not conducted during 2009-14 though required under

the Orissa State Integrated Health Policy. Grievance redressal mechanism was poor and inspection mechanism involving the Department, Director of Medical Education and Training and the Principals of the GMCHs remained much below par.

(Paragraph 2.1)

1.2.2 Elementary Education in the State

Performance Audit on 'Elementary Education in the State' covering the period 2009-14 revealed that despite spending ₹ 23,193.60 crore, the state of elementary education remained poor mainly due to lack of oversight by the Department, deficient planning and poor implementation of the provisions of Right of Children to Free and Compulsory Education (RTE) Act 2009.

Planning remained deficient due to non-preparation of perspective plan, non-setting of monitorable targets to fulfil the standards of infrastructure and availability of teachers. Grant of permission and recognition to non-Government primary and upper primary schools remained inefficient and ineffective as 1,544 such schools were unauthorisedly functioning in the State as of March 2014 though RTE Act did not permit running of any unrecognised schools.

As of March 2014, 1,226 eligible habitations did not have any primary school (PS) within one km while 201 habitations do not have any Upper primary school (UPS) within three kilometres. The enrolment at elementary stage decreased from 66.21 lakh in 2009-10 to 63.88 lakh in 2013-14, indicating failure of Government/ aided schools to attract students to these schools despite interventions like MDM, free supply of uniform and text books.

Quality of elementary education in the State was affected as 3,440 to 8,739 schools with 1.79 lakh to 3.88 lakh students were functioning with single teachers during 2009-14, 2,558 teacher posts in science and mathematics remained vacant for years, under-qualified teachers were continuing in PSs (20,471) and UPSs (936) and were not made professionally qualified despite the timeline set under RTE Act being over since August 2014.

Basic infrastructure like class rooms, toilets, facility for safe and adequate drinking water as per scale prescribed in RTE Act was not made available in schools though the required timeline expired since August 2012. While 33,499 to 50,400 posts of teacher remained vacant during 2009-14, rationalisation of vacancies was not done and teacher pupil ratio in some test checked schools remained as high as 1:187 and 1:272.

Administration of Grants-in-Aid (GIA) was deficient as GIA of ₹ 23.66 crore was paid to ineligible teachers of 629 primary/ UP schools of the State.

While management of Mid-day Meal (MDM) Scheme remained ineffective, MDM was served in 191 ineligible schools, MDM rice of 105.98 MT was misappropriated, management of fund remained poor due to advances of ₹ 252.29 crore remaining unadjusted/ unrecovered for years, blockage of ₹ 28.80 crore for years etc. Inspection and monitoring mechanism was poor.

(Paragraph 2.2)

1.3 Significant audit observations of Compliance Audits

1.3.1 Audit of Sambalpur District

Audit of Sambalpur District was conducted to examine the adequacy and effectiveness of the delivery mechanism and the extent to which the district administration headed by the Collector has succeeded in implementing various flagship socio-economic development programmes relating to education, health, housing, water supply, agriculture, employment, drinking water, connectivity, irrigation, etc.

Annual outcome based targets were not fixed for achieving the goals set in the Perspective Plan 2008-13 and Perspective Plan for 2013-18 was not prepared as of September 2014. District Planning and Monitoring Unit remained non-functional during 2009-14.

Despite intervention of SSA, schools did not have required infrastructure including toilets, drinking water facilities, playgrounds, etc. There was need for rationalisation in placement of teachers.

Adequate infrastructure and manpower were not available in District Headquarters Hospital/Community Health Centres/ Primary Health Centres. Implementation of different health programmes was not effective and the objective to provide assured, effective, affordable and accessible healthcare was not fully met.

Houses taken up under Indira Awaas Yojana (IAY) remained incomplete. During 2009-14, 73 *per cent* of IAY houses targeted were completed in the district. Inadequate awareness led to poor demand for work under Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS). Only 22 *per cent* of check dams taken up under the programme were completed.

Providing safe, sufficient and potable drinking water to the people of the district was defeated as drinking water projects remained unexecuted/ incomplete/ defunct. Quality testing of water was not conducted regularly. About 45.61 *per cent* households were still to be covered under drinking water supply system even after implementation of National Rural Drinking Water Programme. Against the target of 1.45 lakh toilets, 0.35 lakh toilets (24 *per cent*) could be constructed during 2009-14.

Anganwadi Centres lacked the required infrastructure facilities. There was delay in sanction of old age pension. Old age pension amounting to ₹ 0.94 lakh was shown as paid to 82 deceased pensioners in five blocks during 2009-14 even after 1 to 29 months of their death.

Target for creating irrigation potential could not be achieved due to non-installation of lift irrigation points, non-maintenance of irrigation projects, non-revival of defunct lift irrigation projects, etc. Besides, short supply of certified seeds to the farmers was also noticed.

Road and bridge works were not completed within the stipulated period for providing connectivity to unconnected habitations. Under Pradhan Mantri

Gram Sadak Yojana (PMGSY), 43 roads of 140.44 km length taken up for completion by August 2014 remained incomplete after incurring an expenditure of ₹ 27.91 crore.

There were 58 villages and 42,866 BPL households (44 *per cent*) without electricity, even after six years of implementation of Rajiv Gandhi Grameen Vidyutikaran Yojana in the district. Against the target for setting up of 822 Micro and Small Enterprises during 2009-14, 766 enterprises (93 *per cent*) could be set up. Despite availability of funds, tourist circuits in the district remained incomplete.

There was shortage of police infrastructure, vehicles and human resources for management of law and order in the district. Delivery of Government to Citizen (G2C) services under e-Governance was not ensured in all the tahasils of the district. Deficient monitoring and supervision was noticed in implementation of various schemes/ programmes in the district.

(Paragraph 3.1)

1.3.2 Functioning of Commissionerate of Police, Bhubaneswar-Cuttack

Operational efficiency of the commissionerate system remained unevaluated as Key Performance Indicators had not been fixed to assess efficiency in functioning of policing system. Despite introduction of Commissionerate system, crime rate in commissionerate area during 2008-13 was three per 1,000 population, which was 50 *per cent* more than that of the State average. Crime prevention measures like timely intelligence gathering and effective patrolling as well as implementation of community policing needed improvement.

Enforcing and maintaining promptitude in responding to crime was lacking as out of 473 registered cases test checked, in 343 cases (73 *per cent*) time of first spot visit by police was not mentioned in the crime index register and in 27 cases (21 *per cent*) there was delay ranging from more than one hour to 10 hours 15 minutes. Besides in 48 cases, FIRs were lodged with a delay of 1 to 56 days from the time of the entry in the station diary and in 88 cases, FIRs were not handed over to the complainant as of March 2014. Out of 7,767 cases pending for investigation with the CP as of March 2014, 935 cases (12 *per cent*) were pending for more than five years.

Operational preparedness of Commissionerate of police was marred by shortage of modern weaponry, availability of staff in PSs much below the norm prescribed by the GoI, inadequate mobility support due to non-availability of adequate number of drivers, SPOs, *etc.* and non-separation of investigation from law and order. The Department did not revise the sanctioned strength of police personnel in the Commissionerate as per BPRD norm to equip the Commissionerate to effectively handle the crimes. Inspection and grievance redressal system remained weak; disposal of complaints received from complainants were not given due importance.

(Paragraph 3.2)

1.3.3 Receipts from Minor Minerals

There were cases where sources were neither identified nor recorded in the tahasils. Sources were sometimes declared closed/ extinct without assessing existence of minor minerals. Non-demarcation of the quarry area and non-installation of display boards, enabled auction holders to extract minor minerals unauthorisedly from the adjacent areas. Minor minerals were extracted without environmental clearances. Despite unauthorised extractions, Tahasildars neither levied royalty nor imposed penalty and adequate steps were not taken for realisation of outstanding Government dues. Further, poor inspection of quarries coupled with non-issue of transit pass also facilitated unauthorised extractions.

(Paragraph 3.3)

1.3.4 Availability of adequate and safe drinking water in urban areas of the State

Safe drinking water in adequate quantity was not supplied to all urban population in 95 out of 106 urban areas of the State as envisaged. Despite a State policy being in place, planning to make safe drinking water available remained deficient. Water quality monitoring and surveillance was weak, unsafe water was supplied in many urban areas. Tendering and contract management as well as execution of water supply works were marred by inordinate delay ranging from eight to 47 months in completion of projects, avoidable extra cost (₹ 10.98 crore), unfruitful expenditure of ₹ 38.55 crore on incomplete works. Central assistance of ₹ 128.23 crore could not be availed due to such delay in tendering, execution and utilisation of funds. Service level benchmarks were not achieved and mandated urban reform was not implemented.

(Paragraph 3.4)

1.3.5 Implementation of Biju Setu Yojana

Out of 600 bridges planned for construction during 2011-14, only 547 bridges were taken up and 156 were completed. There was deviation from the guidelines in selection of sites for construction of 13 bridges with estimated cost of ₹ 20.62 crore of which ₹ 10.58 crore was expended. Inadequate feasibility study of the identified sites led to closure of contract as well as delay in execution of works. Preparation of estimates was not accurate. Delay in invitation of tender, approval of tender and execution of agreement also contributed to delay in completion of works. Delay in approval of tender by the Government after lapse of validity of tender in one case led to avoidable expenditure of ₹ 3.04 crore. Monitoring and supervision was weak as State Quality Monitors were not appointed rendering second tier quality assurance mechanism defunct.

(Paragraph 3.5)

1.3.6 Land governance in Tahasils

Contrary to the provisions in OPLE Rules 1985, the Revenue Inspectors did not furnish certificate to the Tahasildar to the effect that, except the encroachment already reported, there was no further encroachment in the area under their jurisdiction. As a result, encroachment of Government lands remained unnoticed as evident from the fact that out of 824 Government plots/sites randomly selected for joint physical inspection (JPI) in 622 (75 *per cent*) cases, 1,919.663 acre of Government land valuing ₹1,113.32 crore at benchmark value of 2013-14 remained under unauthorised occupation for periods ranging from 3 months to 67 years as reported by the RIs/ Tahasildars. There were 37,528 encroachment cases involving 11,159.39 acre pending for disposal in 40 test checked Tahasils despite instruction (November 2005) of R&DM Department to dispose such cases within 90 days.

As of March 2014, out of 4,270 pending lease cases, test check of 400 pending cases involving 2,576.084 acre of land revealed that these cases were pending for periods ranging from three months to 34 years as of March 2014 though the same was to be finalised within 90 days from the date of receipt of the application by the Tahasildar as per Government instruction of November 2005. Government land measuring 65.100 acre was irregularly leased to two unauthorised occupants in violation of provisions of OPLE Act and OGLS Rules. In 46 lease cases, 199.196 acre land under four Tahasils (Bhubaneswar, Jatani, Khurda and Puri) leased (1967 to 2000) to jawans for agriculture purpose was found to be utilised otherwise. Government land measuring 180.101 acre valuing ₹ 86.64 crore though leased since 3 to 29 years, were left vacant. There was loss of Government revenue of ₹ 21.58 crore towards non/ short realisation of land premium, incidental charges, ground rent, cess, capitalised value, *etc.*

In absence of comprehensive development plan/ master plan/ city development plan, conversion of agricultural land took place in an unplanned manner. Instances were also noticed where Tahasildars, while allowing conversions did not refer the cases to the Development Authorities/ Improvement Trusts/ Town Planning Authorities concerned to obtain their views. Joint physical inspection of 75 agricultural plots/ sites revealed that 302.456 acre agricultural land was being utilised for non-agricultural purpose without conversion. In 32 out of 75 agricultural plots/ sites (64.531 acre), residential multi-storeyed housing buildings had been constructed. Due to failure of Revenue Inspectors/ Tahasildars in verifying the manner of land use, unauthorised use of agricultural land for non-agricultural purposes continued.

It was noticed that 127 mutation cases (64 *per cent*) were pending for more than one year while average pendency of mutation cases was 588 days. Against prescribed period of 135 days required for finalisation, 329 cases (90.88 *per cent*) were finalised with delay ranging from 1 to 2,020 days. Twenty four Tahasildars had not initiated any mutation proceedings *suo motu*. No check measurement of field enquiry report of Amins was made by the Tahasildars while disposing mutation cases.

(Paragraph 3.6)

1.3.7 Implementation of National Ambulance Service in the State

The decision of Government to implement National Ambulance Service in Public-Private-Partnership mode was not supported with required due diligence. For selection of private partner, the eligibility criteria was changed on the basis of representation of a bidder and without evaluating the eligibility of bids already received, which made the selection process arbitrary and non-transparent. Advance Life Support (ALS) ambulances facility was not made available in 15 districts which included seven backward districts of the State with low health index.

Non-maintenance of records for calls not attended by the private partner led to inefficiency in its performance. Out of 2,75,243 calls attended, there was delay in attending to calls in 41 *per cent* of such calls. Though 12 ambulances had undertaken less than two trips per day and 180 ambulances had less than minimum five trips per day, National Health Mission released full payment without recovering the penalty of ₹ 22.59 lakh in violation of Standard Operating Procedure.

(Paragraph 3.7)

1.3.8 Collection, accounting and utilisation of user fee in Government hospitals

Hospitals neither maintained slip books nor separate registers in respect of exempted patients. The availability of user fees services along with the rate was not displayed at prominent places in the hospitals. Delay in deposit of user fees led to temporary misappropriation of cash. Sampled hospitals utilised user fee proceeds of ₹ 92.39 lakh, out of ₹ 58.97 crore, during 2011-14 for purposes not related to extending quality health care services to the patients. Advance amounting to ₹ 2.38 crore paid to staff and suppliers during July 2001 to March 2014 remained unadjusted as of September 2014.

(Paragraph 3.8)

1.3.9 Selection and functioning of medicine shops inside the campus of Government health institutions

Despite issue of guidelines in November 2012 requiring selection of agencies through open tender, in five, out of 14 cases, existing leases were renewed without calling for open tender. Besides, one shop was operating without renewal as of January 2015 despite lapse of lease period since March 2014. Inconsistent provision in the agreement coupled with failure in enforcing the terms therein, did not ensure deployment of pharmacists in the medicine shops creating risk of selling of spurious or wrong medicines to patients. Transparency in charging reasonable rate towards cost of medicines sold could not be ensured due to non-issue of computerised cash memo to the public.

(Paragraph 3.9)

1.3.10 Non-transparent procurement of computers and accessories

Selection of vendor for supply of computers, for implementation of Computer Aided Learning in the schools, was made in a non-transparent manner through irregular revision of technical specification. Further, the Expression of Interest

floated for selection of vendor was cancelled on the ground of procuring at DGS&D price though the vendor selected was not a DGS&D rate contract holder. Due to non-supply of N-computing devices worth ₹ 1.63 crore to 814 schools, computers in these schools remained non-functional. However, penalty could not be imposed on the supplier due to absence of enabling provision in the purchase order. Further, procurement of higher capacity RAM resulted in extra expenditure of ₹ 4.06 crore.

(Paragraph 3.10)

1.3.11 Allocation and distribution of wheat under Public Distribution System

Test check of records of five districts revealed that despite instruction of the Chief Secretary to conduct annual verification of cards issued under Public Distribution System (PDS), no annual verification of cards was done during 2011-14. As a result, 88,488 cards remained unverified. Non-cancellation of these cards resulted in short distribution of wheat ranging from 3-6 kg per card. Failure to co-ordinate with the Food Corporation of India to lift wheat stock from nearby depots resulted in avoidable extra expenditure of ₹ 1.80 crore. For lifting food stuff from three depots of Cuttack district during 2012-13, award of handling and transport contract at a rate fixed by the district administration without scientific basis resulted in extra expenditure of ₹ 69.39 lakh. There were instances of non/ delayed supply of wheat under PDS because of non/ short lifting of wheat from the depots of FCI.

(Paragraph 3.11)

1.3.12 Lack of response to Audit

- ***Inspection Reports on audited entities***

Response to the Inspection Reports (IRs) of Audit was poor. Review of IRs issued upto March 2014 revealed that 42,736 paragraphs relating to 10,395 IRs pertaining to 24 departments under the audit jurisdiction of the office of the Accountant General (General and Social Sector Audit), Odisha remained outstanding at the end of June 2014. Of these, 3,685 IRs containing 11,271 paragraphs were outstanding for more than 10 years. Of the above outstanding IRs, even the first reply from the Heads of offices was not received in respect of 1,655 IRs issued up to March 2014.

- ***Follow up action on earlier Audit Reports***

It was noticed that 11 out of 24 departments did not submit explanatory notes as of September 2014 in respect of 26 paragraphs (16 individual and 10 PAs/ Review paragraphs) featured in the C&AG's Audit Reports in respect of Audit Reports from the year 2000-01 to 2011-12. For sixteen individual transaction audit paragraphs, compliance was not furnished by seven departments. The departments largely responsible for non-submission of explanatory notes were Housing & Urban Development, Planning & Coordination, Higher Education and Revenue & Disaster Management.

- ***Response of the departments to the recommendations of the Public Accounts Committee***

Out of 624 recommendations made by the Public Accounts Committee from the third Report of tenth assembly (1990-95) to tenth Report of fourteenth Assembly (2009-14) final action on 33 recommendations from seven departments were awaited (September 2014).

(Paragraph 3.12)

1.4 Recommendations

This Report contains specific recommendations on a number of issues involving non-observance of the prescribed internal procedure and systems, compliance with which would help in promoting good governance and better oversight on implementation of departmental programmes and objectives at large.

Chapter II

Performance Audit

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2.1	Functioning of three Government Medical Colleges of the State and their attached hospitals	11-35
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Chapter II Performance Audit

This chapter contains the findings of Performance Audits on Functioning of three Government Medical Colleges and their attached hospitals (2.1) and Elementary Education in the State (2.2).

Health and Family Welfare Department

2.1 Functioning of three Government Medical Colleges of the State and their attached hospitals

Executive Summary

Performance Audit on functioning of three Government Medical Colleges of the State and their attached hospitals covering the period 2009-14 conducted during March to July 2014 revealed that although perspective plan was prepared by the Department, action taken for its implementation was insufficient. The objective of imparting quality teaching and research was impaired due to non-availability of required infrastructure and essential equipment in clinical departments, adequate books and journals in central library, non-functioning of central research laboratory, clinical pharmacology unit, sub-optimal functioning of Medical Education Units, inadequate exposure of students to patient care, non-adoption of modern teaching-learning methodology and non-updation of MBBS curriculum.

Further, teaching as well as patient care was affected in these Government Medical College and Hospitals (GMCHs) due to shortage of required teaching, non-teaching and paramedical staff below the posts sanctioned by the State Government. Infrastructural deficiencies in indoor wards and operation theatres of attached hospitals also affected patient care. Availability of beds in Intensive Care Units (ICUs) remained as low as 69 (two per cent of total bed strengths) with no ICU in Casualty Departments which deprived serious patients in getting specialised emergency care. Besides, Trauma Care Centres costing ₹3.54 crore in two GMCHs (at MKCG and VSS) remained non-functional resulting in deficient emergency care to accident victims.

Diagnostic facilities like investigation in immune-pathology and digital X-ray were not available in any of the three GMCHs compelling patients to go to private clinics and laboratories for such tests. Equipment like High Performance Thin Layer Chromatography machine, Mammography machine, etc. required for measurement of drug concentration, detection of breast cancer etc. purchased at a cost of ₹3.84 crore during January 2006 to March 2014 remained unutilised.

Death Review/ Prescription Audit required to be conducted as per Government instructions to enhance the quality and efficiency of medical care was not conducted despite increasing trend of death in three GMCHs.

Supply of medicines to the inpatients was inadequate while 11 types of 'Not of Standard Quality' medicines were administered to patients in three attached hospitals.

MKCG MCH could not utilise fund released by Government for purchase of equipment and parked ₹3.66 crore in savings bank account violating codal provision. Further, Central/ State assistance of ₹7.45 crore meant for up-gradation of School of Nursing into College of Nursing and strengthening and up-gradation of Government Medical Colleges could not be utilised by May 2014.

Absence of academic audit, annual reports and biometric attendance system contributed to ineffective monitoring of performance of the GMCHs. Evaluation of performance of three Government medical colleges and their attached hospitals was not conducted during 2009-14 though required under the Orissa State Integrated Health Policy. Grievance redressal mechanism was poor and inspection mechanism involving the Department, Director of Medical College and Training and the Principals of the GMCHs remained much below par.

2.1.1 Introduction

There were eight Medical College and Hospitals (MCHs) in the State as of 31 March 2014 comprising three Government and five private. The total annual intake capacity of eight MCHs at entry level under graduate (UG) course and post graduate course as of March 2014 were 1,050 and 442 respectively. The year of establishment, bed strength and annual intake capacity of the three GMCHs are indicated in the table below:

Table 2.1.1: Establishment, intake capacity and bed strength of three Government Medical colleges as of March 2014

<i>Name of GMCH</i>	<i>Year of establishment</i>	<i>Intake capacity</i>		<i>Bed strength</i>
		<i>Under graduate level</i>	<i>Post graduate level (No. of departments)</i>	
Sriram Chandra Bhanja Medical College and Hospital (SCB MCH), Cuttack	1944	250	170 (22)	1707
Veer Surendra Sai Medical College and Hospital (VSS MCH), Burla	1959	150	88 (16)	1006
Maharaja Krishna Chandra Gajapati Medical College and Hospital (MKCG MCH), Berhampur	1962	150	95 (17)	1062
Total		550	353	3775

(Source: Information furnished by GMCHs and website of Medical Council of India)

Opening of medical colleges including maintenance of standards are governed under the Indian Medical Council Act (IMCA), 1956. The Medical Council of India (MCI), constituted under IMCA, 1956 is the regulatory body for medical

education both for undergraduate (MBBS) and post graduate (MS¹/ MD²) courses. It conducts inspections of medical colleges at periodic intervals to ensure fulfilment of minimum standards, grants permission and recognition for opening of new medical colleges, streams, *etc.*

2.1.2 Organisational set up

The Principal Secretary, Health and Family Welfare (H&FW) Department is the administrative head of the Department under whom nine Directorates are functioning. Director of Medical Education and Training (DMET) is responsible for overall administration and monitoring of the activities of three GMCHs. While Dean and Principals act as head of the medical colleges, Superintendents are responsible for administration of attached hospitals. Though overall course content and curriculum are prescribed by MCI, preparation of detailed syllabus, conduct of examinations and award of degrees are the responsibilities of the affiliating Universities. Providing infrastructural facilities and human resources as per the norms prescribed by MCI are the responsibility of DMET and H&FW Department.

2.1.3 Audit objectives

Performance Audit was conducted with the objectives to assess whether:

- Planning as well as institutional arrangements for efficient functioning of Government Medical Colleges and their attached Hospitals was effective;
- Physical infrastructure as well as human resources were available as per minimum standard requirement prescribed by Medical Council of India;
- Teaching, research and training provided by the Medical colleges were adequate;
- Quality tertiary and specialised health care service was provided by the attached hospitals in an efficient and effective manner;
- Funds were provided adequately and were managed economically and efficiently for the intended purpose; and
- System of regular monitoring and continuous evaluation was in place and effective.

2.1.4 Audit criteria

Criteria for audit were drawn from following documents:

- Odisha State Integrated Health Policy 2002 (OSIHP);
- Indian Medical Council Act, 1956 as notified by MCI;
- Indian Medical Council (Amendment) Ordinance 2011 and 2013;

¹ Master in Surgery

² Master in Medicine

- Minimum Standard Requirements for the medical college for 150 / 250 admissions annually Regulations, 1999 of MCI (MSRR 1999);
- Post Graduate Medical Education Regulation 2000 with latest amendments 2012 *etc.*;
- Instructions issued by MCI and State Government on Medical Education/ Government Medical Colleges and their teaching hospitals;
- Orissa General Financial Rules, Treasury Code;
- Indian Public Health Standards issued by the Government of India (GoI);
- Orissa University First Statutes 1990;
- National Blood Policy and Standards for Blood Banks and Blood Transfusion Service;
- Drugs and Cosmetic Rules 1945;
- Indian Standard on Quality Management for Hospital Services.

2.1.5 Audit scope and methodology

The Audit objectives, criteria, scope and methodology of the Performance Audit were discussed with the Special Secretary, H&FW Department on 28 February 2014 in an Entry Conference. Audit was conducted during March to July 2014 covering the period from 2009-14, through examination of records of all the three GMCHs, concerned affiliating Universities (Utkal, Berhampur and Sambalpur), DMET and H&FW Department. Besides, joint physical inspection of assets created and facilities available in these GMCHs were also conducted in the presence of Audit and photographs were taken as a part of audit evidence, wherever considered necessary. To ascertain the satisfaction level of medical students, teachers and patients, interview of faculties, students and patients was also conducted through administered questionnaire. Audit findings were discussed in the Exit Conference held on 25 May 2015 and replies of the Department were incorporated appropriately, wherever required.

Audit Findings

2.1.6 Policy, planning and institutional arrangements

State Government framed OSIHP 2002 which, *inter alia*, envisaged creation of infrastructure as per MCI norm, to ensure high standards in teaching and examinations, revision and updation of curricula, setting up of educational units for training of teachers and post graduates in pedagogy, encouraging research and development, setting up fund raising bodies for GMCHs, adoption of primary health centres for teaching and training to students, *etc.* The policy also envisaged having a Policy and Strategic Planning Unit (PSPU) in the Department comprising of internal and external experts who would render strategic advice on critical areas.

2.1.6.1 *Deficient Perspective Plan*

Department prepared (September 2009) a Perspective Plan (PP) for the period 2009-14. The plan, *inter alia*, provided for achievement of goals like establishment of five new colleges, increasing the intake capacity in existing medical colleges, increasing bed strength of critical wards, setting up e-learning centres, setting up critical care units in each GMCH, providing required equipment and infrastructure in GMCHs, granting autonomy to medical colleges and setting up of a technical University for medical education and accreditation and improvement of diagnostic laboratories of GMCHs.

Audit noticed that the PP was not consistent with the OSIHP as there was no plan for revision and updation of curricula, strengthening of educational units for training of teachers and post graduates in pedagogy, encouraging research and development, setting up fund raising bodies for GMCHs, strengthening of primary health centres for teaching and training to students and setting up of PSPU.

The State Government had entrusted the work relating to appropriate design for facility expansion and other prerequisite for planning hospital buildings to an agency and the report was received in 2010. However, its recommendations were not accepted.

DMET stated (June 2015) that the result of study based on annual intake of 150 students was not used as subsequently it was proposed to increase the seats to 250 in each of these GMCs and accreditation of laboratories would be taken only after fulfilment of required infrastructure, equipment and human resources in due course.

2.1.6.2 *Shortfall in achievements of goals set in Perspective Plan*

Audit noticed that the goals set in Perspective Plan had not been achieved as discussed below:

- Availability of 11 doctors per lakh population in 2009-10 in the State had come down to 10 by 2012-13 as per Odisha Economic Survey 2014-15.
- Intake capacity of 450 at UG level in three GMCHs as of April 2009, was increased by 100 seats as of 31 March 2014. However, the increased seats were yet to obtain recognition of MCI due to non-fulfilment of infrastructure criteria putting the future of the students enrolled at risk.
- Similarly, at PG level, the intake capacity was increased from 275 to 353 during the same period. The three GMCHs received funds under Centrally Sponsored Plan (CSP) during 11th Five Year Plan for increase/ opening of new PG seats but failed to utilise the same as discussed at *Paragraph 2.1.11.2*.
- As against total bed strength of 2,906 of three GMCHs as of April 2009, the same was increased to 3,775 (30 *per cent*) as of March 2014. However, the increase was not commensurate with requirement as per bed occupancy ratio as discussed at *Paragraph 2.1.10.2*.

- Goal set for accreditation of diagnostic laboratories of GMCHs, setting up e-learning centres and critical care units remained unachieved.

Department stated (June 2015) that massive construction work in three GMCHs had been taken up and number of teaching and non-teaching staff was sanctioned to meet the gap in availability of infrastructure and human resources at par with minimum requirement prescribed by MCI. But several deficiencies persisted as noticed by audit as discussed at **Paragraph 2.1.7**.

2.1.7 Availability of physical infrastructure

2.1.7.1 Non-availability of prescribed physical infrastructure in GMCs

MSRR 1999, *inter alia*, prescribe infrastructure and facilities. However, Audit noticed that GMCs were functioning without adequate infrastructure as indicated in table below:

Table 2.1.2: Non-availability of prescribed infrastructure in three GMCs

Infrastructure as per Clauses of MSRR 1999	Deficiency noticed	Impact
Lecture theatre (Clause A.1.5) There should be seven lecture theatres (one of 650 and six of 300 seating capacity) with audio-visual facilities	In SCB MCH, six lecture theatres of lesser capacity were available and none of these rooms were equipped with slide projector and interactive multimedia board/ podium.	Teaching in modern teaching and learning mode was not ensured
Central Research Laboratory: (Clause A.1.17 and A.1.19 b)	Not available in any of three GMCHs	Non-facilitation of quality research work
Clinical Pharmacology Unit: Government instructions (June 2011)	Not available in three GMCHs	Clinical trials could not be conducted to avoid adverse drug reaction on patients
Central Photographic Units: (Clause A.1.7) One each with accommodation for studio, dark room, enlarging and Photostat work	Not available in three GMCHs as of March 2014 and six staff concerned were utilised for office work	Students were deprived of being familiarised with photography of specimen
Central Sterilisation Unit: (Clause B.2.5): One each with prescribed equipment and staff to function round the clock.	Equipment like ethylene oxide steriliser, Freon ethylene instruments, <i>etc.</i> , were not available in three GMCHs	Proper sterilisation of equipment not ensured
Intercom network: (Clauses A.1.13 and A.1.15): There should be intercom network including paging and bleep system	Intercom network installed ³ at ₹ 35.75 lakh was defunct in VSS MCH due to non-payment of outstanding dues to telecom company and MKCG MCH for non-renewal of annual maintenance contract.	Better services and coordination affected
Central Library: (Clause A.1.4): Seating capacity as required under MSRR 1999 for 250/ 150 admissions	Though required number of books were available, there was absence of updated books as stated by the HoDs/faculties/ students.	Deprived the students of update knowledge

³ Installed in SCB MCH (January 2010); VSS MCH (August 2008); MKCG MCH (December 2005)

Infrastructure as per Clauses of MSRR 1999	Deficiency noticed	Impact
Medical Literature Analysis and Retrieval System and internet facility with minimum of 50/40 nodes and an e-library	Two GMCHs ⁴ were lacking adequate space	through modern facilities
	e-library facility with e-journal subscription and internet facilities were not available in Central Library of three GMCHs	
Equipment for various departments of the College	Adequate equipment was not available in non-clinical departments of three GMCHs.	Proper education facilities were not ensured.

(Source: Information furnished by the Colleges)

Department stated (June 2015) that Multi Disciplinary Research Unit in each GMC would be established with CSP funds and assured to take action to make intercom functional, provide equipment along with autoclaves to Central Sterilisation Units and upgrade facilities in libraries to address needs of students and faculties.

2.1.7.2 *Non-availability of prescribed physical infrastructure and equipment in attached hospitals*

MSRR, 1999 prescribed minimum facility/ accommodation required to be available in each clinical department of the attached hospitals for patients and treating staff. Audit noticed the following infrastructure deficiencies in three GMCHs as indicated below:

- **Intensive Care Unit (ICU):** There was no ICU and Intensive Coronary Care Unit (ICCU) in Central Casualty Department of three GMCHs. Against requirement of 188 ICU beds at five *per cent* of total bed strength of 3,775 in three GMCHs, only 69 (two *per cent*) ICU beds were available⁵. No ICU was available for Paediatrics and Neurosurgery patients in MKCG MCH and for TB and respiratory disease patients in all the three GMCHs. In SCB MCH, daily average of patients in waitlist for ICUs ranged from 15 to 57. In SCB MCH, centralised oxygen supply system was not installed. For 69 ICU beds, only 36 functional ventilators were available. For 14 beds in Cardiology Department of SCB MCH, only two ventilators were available whereas no ventilators were provided for eight beds in Paediatric department of said MCH. Ventilators purchased (June 2014) were not installed (April 2015) in MKCG MCH for want of gas pipeline.
- **No waiting room:** While no waiting room for patients and attendant was available in all clinical departments in MKCG MCH, the said facility was also not available in five clinical departments of other two

⁴ SCB MCH: Area: 887 sqm against 4000 sqm with seating capacity of 165 students against 500 students; MKCG MCH: 931 sqm against 2,400 sqm with seating capacity of 171 against 300 students

⁵ SCB MCH: 44, VSS MCH: 16 and MKCG MCH: 09

MCHs⁶. Corridor of out-patient department (OPD) building was used as waiting place for patients and attendant in these hospitals.

- **Over crowded beds:** There were 75 beds and two units in TB & Chest Department and 340 beds and eight units in Medicine Department of SCB MCH resulting in overcrowding of wards and adverse patient-doctor ratio. Further, actual distance between beds was less than one metre in six⁷ departments of two GMCHs.
- **Inadequate beds:** The Medicine department of VSS MCH had 120 beds and four units while Orthopaedic department had 60 beds and two units. Further, there were 20 and 10 beds in casualty wards in VSS and MKCG MCHs against 30 required.
- **Examination and treatment rooms:** These were not available in in-patient wards of four⁸ clinical departments of two GMCHs. In two⁹ departments of two GMCHs, duty rooms were not available for resident doctors and students, causing inconvenience to patients and treating doctors.
- **Operation Theatre:** There was no waiting room for patients in Operation Theatres (OT) of four clinical departments¹⁰ of three GMCHs due to which corridor of the OT was used as waiting room both for patients and attendants. Pre-anesthetic/Preparation Room facility with prescribed bed for OT patients was not available in six¹¹ departments of three GMCHs. Also post-operative recovery room with prescribed beds was not available in nine¹² departments of three MCHs. Besides, separate sterilisation room was not available in OTs of two departments of one GMCH¹³. In two departments of MKCG MCH (O&G and General surgery), equipment for sterilisation was found to be defunct. Further, none of the OTs of clinical department of three GMCHs had observation gallery for students. Thus, students were deprived of acquiring practical knowledge on operation skills.
- **Diagnostic facilities in central laboratory:** There was no common collection centre for investigation in GMCHs. Regional Diagnostic Centre in GMCHs conducted tests relating to bio-chemistry and hematology only. Facilities for immune-pathology tests were not available in GMCHs. Histopathology and cyto-pathology tests were conducted in Pathology Department of GMCHs concerned. Thyroid tests (T3, T4, TSH) were not conducted in VSS MCH due to non-

⁶ SCB MCH: Orthopaedics, Skin & VD; VSS MCH: Ophthalmology, Skin & VD, TB and Chest

⁷ MKCG MCH: Paediatric, Medicine, General Surgery, O&G; VSS MCH: Medicine and Orthopaedics

⁸ MKCG MCH: ENT and Dermatology; VSS MCH: Ophthalmology and Orthopaedics

⁹ MKCG MCH: Skin & VD; SCB MCH: Medicine

¹⁰ SCB MCH: Orthopaedics, General Surgery; VSS MCH: Orthopaedics; MKCG MCH: O&G

¹¹ SCB MCH: Orthopaedics and General Surgery; MKCG MCH: ENT and General Surgery; VSS MCH: General Surgery and O&G

¹² SCB MCH: ENT, Orthopaedics and General Surgery; MKCG MCH: ENT, Orthopaedics, General Surgery and Ophthalmology; VSS MCH: General Surgery and O&G

¹³ SCB MCH: Surgery and Orthopaedics

availability of equipment. Laboratories of none of the three GMCHs obtained accreditation of National Accreditation Board for Hospitals and Healthcare Providers.

To provide quality diagnostic facilities in three GMCHs and set up state of the art diagnostic facility in Public Private Partnership (PPP) mode by August 2013, the Department entered into an agreement (28 January 2013) with HLL Lifecare Limited. However, the Department subsequently decided (October 2013) to go for open bidding for setting up such diagnostic centres. However, no tender was floated thereafter. Thus, due to indecision in finalising the mode of execution of project, diagnostic facilities could not be created.

- **Radio-diagnostic:** MRI and room for housing equipment were not available in VSS and MKCG MCHs. X-Ray units of 300MA and 600MA were not available in MKCG MCH. VSS MCH was short of two 60MA and one 500MA X-Ray units.
- **Equipment for various Departments:** In five clinical departments (Surgery, Orthopaedics, O&G, ENT and Ophthalmology) of three GMCHs, percentage of non-availability of various equipment ranged from 17 to 67.
- **Central hospital store:** Central store to prevent deterioration of quality and therapeutic efficacy of the drugs was not available in SCB and MKCG MCHs, while in VSS MCH, adequate space was not available. Medicines worth ₹ 75.17 crore were stored in scattered manner in different premises of the GMCHs during 2009-14.

Department stated (June 2015) that new/ additional building was under construction to fulfil the requirement in future and steps would be taken to strengthen the ICU for delivery of services to critical patients. But due to non-availability of above facilities in wards, OT and outpatient department and required ICU facilities, delivery of medical aid and nursing care to critically ill patients remained unfulfilled and delivery of quality healthcare services could not be ensured.

2.1.7.3 Non-utilisation of equipment

During January 2006 to March 2014 equipment costing ₹ 3.84 crore procured and installed in various departments of three GMCHs remained idle/ defunct as of May 2014 as detailed at **Appendix 2.1.1**.

Some of the important cases are discussed below:

- The Department procured and installed (April 2008) a Mammography machine costing ₹ 28.11 lakh at VSS MCH. The machine could not be used due to poor X-ray image quality indicating improper quality check before releasing payment to the supplier. Similarly, in MKCG MCH despite having one Mammography machine in operation, the Department procured (March 2014) another such machine at ₹ 15.99 lakh without requisition of the hospital authority, thereby rendering one machine idle.

- The Department procured (June 2007) High Performance Thin Layer Chromatography machine at a cost of ₹ 25.16 lakh for VSS MCH based on the requisition (January 2007) of the Pathology department. The machine remained unutilised as there was no requirement.
- The Department procured (March 2014) a Cavitron Ultrasonic Surgical Aspirator required for pancreatic surgery at a cost of ₹ 99.75 lakh through Odisha Small Industries Corporation Limited and supplied the same to Surgery Department of VSS MCH without any indent and disregarding the communication (December 2013) made by Professor concerned that the same was not required. The equipment remained uninstalled (June 2015).
- The Department procured (September 2011) a Polymerase Chain Reaction machine at a cost of ₹ 45 lakh for quick detection of HIV cases. However, due to non-filling up posts for operation of the machine and non-procurement of kits and reagents, the machine was not utilised since its installation.

It is, thus, evident that purchases were made without assessing requirement, ensuring availability of required infrastructure, accessories and qualified staff thereby rendering expenditure of ₹ 3.84 crore unfruitful.

Department stated (June 2015) that enquiry would be conducted for non-utilisation of Mammography machine at VSS MCH; PCR machine in MKCG MCH was not utilised due to high cost of test factor of HIV case, while steps were being taken to utilise remaining equipment.

2.1.8 Human resources management

2.1.8.1 Shortage of teaching and non-teaching staff

Schedule II of MSRR 1999 prescribes minimum requirement of teaching staff (Professors, Associate Professors and Assistant Professors and Senior Residents/ Lecturers) as well as non-teaching staff in each medical college and its attached teaching hospitals. Any shortfall would result in admission restrictions imposed by MCI. The Department is responsible for sanction and filling up all teaching and non-teaching posts including surgeons/ doctors in three GMCHs.

Scrutiny of sanctioned and actual strength of teaching and non-teaching posts including surgeon/ doctors and paramedical staff in three GMCHs revealed large scale vacancies in the cadre of Assistant Professors (33.84 *per cent*), treating doctors (54.28 *per cent*), nursing staff (28.43 *per cent*), *etc.* with highest in the cadre of treating physicians (54.28 *per cent*) and lowest in the cadre of professors (13.60 *per cent*) as indicated in table below:

Table 2.1.3: Vacancies in the cadre of teaching and non-teaching staff in GMCHs

Cadre	Staff Position as on 31 March 2014			Percentage of vacancies
	Sanctioned strength	Men in position	Vacant	
Medical colleges				
Professor	125	108	17	13.60
Associate Professor	240	202	38	15.83

Cadre	Staff Position as on 31 March 2014			Percentage of vacancies
	Sanctioned strength	Men in position	Vacant	
Assistant Professor	393	260	133	33.84
Tutor/ Senior Resident	366	261	105	28.68
Non-teaching staff ¹⁴	747	472	275	36.81
Attached Hospitals				
Doctors/ Surgeon/ Assistant Professor/ Senior Residents	210	96	114	54.28
Nursing personnel	2363	1691	672	28.43
Other paramedical staff ¹⁵	282	216	66	23.40

(Source: Information furnished by the Government / Colleges)

GMCH-wise vacancy position is given in *Appendix 2.1.2*.

Audit further observed that:

- Posts of Associate Professor in Micro-Biology and Physiology were lying vacant in MKCG MCH since one to five years while posts of Associate/Assistant Professors one each in Anatomy, Biochemistry and Physiology remained vacant since last four to five years in SCB MCH. Two faculties of SCB MCH remained on unauthorised absence from 9 to 11 years and departmental proceedings were in progress against them. Due to vacancies in teaching cadre, syllabus could not be completed in time as reported in the students satisfaction survey.
- The faculties in SCB MCH were additionally loaded with works of carrying out tests in the absence of technicians in Forensic Department. Similarly, Technicians were not available in Orthopaedics Department of three GMCHs to operate C-Arm (X-ray) machine.
- Though dissection is a primary requirement in study of Anatomy subject to handle cadaver and their parts, dissection Hall Attendants were not available in SCB MCH and VSS MCH whereas only one attendant was available in MKCG MCH against requirement of four attendants.
- There were no Psychiatric Social Workers in Psychiatry Department of three GMCHs thereby affecting patient care, research activity and follow up rehabilitation of psychiatric patients.
- ENT Departments of SCB MCH and MKCG MCH were run without Speech Therapists while operation and diagnostic procedures were hampered in the absence of technician in Skin and Venereal Disease Department of VSS MCH.
- Though MCI had pointed out the shortage of faculties during their inspections of the GMCs during 2009-14, the Department had not taken any effective steps to fill up these vacancies.

Department stated (June 2015) that filling of vacancies was affected due to legal impediments under Assistant Professor category of posts and steps were

¹⁴ Technician, Laboratory Attendants, Store keeper, etc.

¹⁵ Pharmacists, Radiographers, Laboratory Technicians, Investigators, etc.

being taken to hold DPC to fill up posts of Professor and Associate Professor. In respect of non-teaching posts, instructions were being issued to fill up the same at institutional level.

2.1.8.2 *Non-adherence to any transfer and posting policy*

Transfer policy (July 1991) prescribed by General Administration (GA) Department required that no officer of the rank of Class II and above shall be allowed to remain in a particular district for more than six years and should ordinarily be transferred after completion of three years in a station except on administrative grounds and in hard cases detailed reasons were to be recorded in writing. It also required that all proposals for relaxation involving Class I and Class II officers should be put up to the Chief Minister through the Minister concerned.

Audit noticed that:

- Five Professors and three Associate Professors were continuing in MKCG MCH for more than 25 years while in SCB MCH, three Professors were continuing for more than 25 years.
- One Professor of Nephrology Department and another Associate Professor of Ophthalmology Department transferred and posted at MKCG MCH remained there for one year and five months respectively and were deployed to SCB MCH although the Nephrology post was lying vacant since long in MKCG MCH. Two Associate Professors transferred from SCB MCH to VSS MCH were shown as men-in-position at VSS MCH. But they were actually deployed at SCB MCH since the date of their joining at VSS MCH. Further transfers/deployments were effected on the basis of representations made by doctors concerned and approval of competent authority for such relaxation was not found on the records made available to Audit.

Department stated (June 2015) that transfer was made keeping the administrative need in view and no policy was formulated by Government. But as GA Department had framed a policy in July 1991 and circulated to all the departments of the State Government, either it should have been adhered or proper procedure followed for due approval and recording reasons, *etc.*

2.1.9 Teaching, Training and Research

Teaching medical students is the primary function of GMCs. The course curriculum is prepared and examination is conducted under the regulatory authority of concerned affiliating universities. However, Dean of the concerned GMC is overall responsible for the teaching activities.

2.1.9.1 *Non-updation of MBBS curriculum*

The Government, along with Universities, professional councils and associations would undertake measures to ensure high standards in teaching and examinations, with revisions of curricula to be updated and made socially relevant as envisaged in the OSIHP 2002.

Audit noticed that two GMCs (SCB and MKCG) followed the MCI prescribed

UG syllabus of 1997 since its introduction in 1998 without any revision though VSS MCH had revised the same with the approval of the Sambalpur University from 2012-13 session. Non-revision of UG syllabus indicated lack of action on the part of the Government/ Universities to adopt changing needs and the latest scenario in the field of medical study.

Further, 68 *per cent* faculty (159 out of 233) of the three GMCHs interviewed by Audit had viewed that teaching was imparted to doctors with outdated curriculum.

Department stated (June 2015) that neither the State/ University authority nor the institution head had powers to change/ modify curriculum without prior approval of the MCI. The Department further stated that possibilities of such change would be explored and incorporated in due course. The reply indicates lack of clarity on revision of syllabus.

2.1.9.2 *Improper teaching activities*

Audit noticed the following deficiencies in conducting teaching activities in GMCs:

- Uniform dates for conducting MBBS examination as prescribed (2009) by DMET could not be followed during 2009-14 in three GMCHs due to non-coverage of syllabus in time as there was shortage in required number of teaching staff.
- The assessment of performance of students were done at the end of each semester involving theory, practical, *viva voce*. However, learner-centred, problem solving, group discussion and seminars were not conducted involving case studies in three GMCHs although the OSIHP envisaged the same.

Department stated (June 2015) that Education Cell had been constituted in the DMET to monitor / evaluate educational activities of the three GMCHs.

2.1.9.3 *Inadequate exposure of students to attached RHTCs/ PHCs*

As per MSRR 1999 and OSIHP 2002, each medical college should have one Rural Health Training Centre (RHTC), one Urban Health Training Centre (UHTC) and three Primary Health Centres (PHC) for training of students to learn in varied health care settings with teachers working in these institutions.

Audit noticed that:

- Students of 3rd, 4th and 6th semester are required to undergo training in RHTC/ UHTC for 72 days¹⁶ in a year. Adequate transport should be provided by GMCHs to students for training in these centres. During 2009-14 as against 360 days (72 x 5 years), in MKCG MCH, transport was provided for 65 days (33 days RHTC and 32 days in UHTC) and 13 days in VSS MCH whereas in SCB MCH, the students were provided transport to UHTC only. In response to a questionnaire issued by Audit, 123 out of 249, students (49 *per cent*) of three GMCHs

¹⁶ at four weeks each *i.e.* for (12 x 6 days excluding Sunday)

stated that they were not taken to RHTCs. This is indicative of inadequate exposure of students to hands-on training.

- Audio-visual facilities were not available in the class room of two RHTCs (Attabira and Digapahandi), while basic investigation facilities like X-ray and ECG were not available at RHTC, Attabira. Similarly, in UHTC, Burla, facilities for diagnostic tests, minor surgery and provision of bed for patients were not available.
- The RHTC/UHTCs did not have prescribed health personnel as per MSRR 1999 of MCI. Key posts of Assistant Professor, Lady Medical Officer and Assistant Surgeon remained vacant in RHTC Digapahandi and Attabira. Overall vacancies in RHTCs were 48 *per cent* in Digapahandi, 34 *per cent* in Jagatsinghpur and 63 *per cent* in Attabira of the sanctioned strength during the period 2009-14 in all cadres. In UHTC, Ankuli and Burla, the posts of Lady Medical Officer remained vacant since 2009 while the posts of Medical Social Worker was not filled in since 2009 in Ankuli. The said post in UHTC, Burla was not filled up after retirement of the Officer in November 2012.

Thus, exposure of students to quality teaching in varied healthcare could not be ensured due to lack of adequate infrastructure and manpower. Though MCI had pointed out similar deficiencies during 2009-10, effective steps were not taken to fill the gaps and same deficiencies persisted as noticed during joint physical inspection (June-July 2014) of RHTC/ UHTC under MKCG and VSS MCHs.

Department assured (June 2015) to take steps to create infrastructure and fill up the vacant posts of teaching and non-teaching staff.

2.1.9.4 Inadequate exposure of students to patient care

As per clause B-1.7 of MSRR 1999, Out Patient Department (OPD) attendance shall be eight patients per day per student.

Audit noticed that while in SCB MCH, the student patient ratio was 1:12; the same was 1:4 and 1:7 in VSS and MKCG MCHs respectively. Thus, low patient load in VSS and MKCG MCHs led to availability of less clinical material for teaching and is indicative of inadequate exposure of students in patient care.

Department stated (June 2015) that patients flow had increased due to infrastructure facilities, high end instruments and equipment, increase of beds, opening of new departments in three GMCHs and it expected to increase in VSS MCH also.

2.1.9.5 Inadequate faculty development programmes and research activities

Paragraph 5.8 of OSIHP 2002 required encouragement of research activities. Clause A.1.11 of Schedule I of MSRR 1999 provides for establishment of a Medical Educational Unit (MEU) in each medical college for faculty development and providing teaching or learning resource material. Each MEU

was required to conduct two workshops in Medical Education Technology (MET) every year. Besides, each faculty had to undergo training at least once in every five years.

Audit noticed that:

- **Training of faculties:** Though MEU was operational in SCB MCH, MEUs were set up in VSS and MKCG MCHs only in May 2012 and January 2013 respectively. Only one support staff was provided in these two MEUs as against the requirement of six. MEU of VSS MCH had conducted two workshops during 2012-14 while MKCG MCH did not conduct any workshop as of March 2014. Besides, 231 faculties of these three GMCHs were provided training during 2009-14.
- **Research activities:** During 2009-14, 167 out of 436 faculties (38 per cent) of three GMCHs, undertook 433 research projects. State Government sponsored only 12 projects (3 per cent) whereas 389 projects (90 per cent) out of 433 were undertaken without any sponsorship which is indicative of lack of adequate encouragement for research activities.

Department stated (June 2015) that steps were being taken to provide supporting staff to strengthen MEU and constitute a Medical Education Cell to monitor teaching methodologies, schedule of training, etc. It was further stated that setting up of Multi-Disciplinary Research Unit was underway in three GMCHs.

2.1.10 Quality in patient care

The attached hospitals of the GMCs serve as training avenue for the medical students, at the same time these are responsible for rendering super specialty health care services.

The deficiencies noticed in providing healthcare services are discussed in the following paragraphs.

2.1.10.1 Out-patients load and high waiting time

Indian Standards IS 13808 (Quality management for hospital services) fixed a norm of one doctor to examine maximum 45 patients per day. Deployment of fewer number of doctors in OPD is likely to increase pressure on doctors as well as high waiting time for patients.

Audit examined the OPD patient load of these GMCHs and noticed that daily average patients of 61 to 106 per doctor remained above the norm in OPDs of five clinical departments¹⁷ of SCB MCH and one clinical department of MKCG MCH. Average waiting time remained high ranging from 4 hour 36 minutes to 8 hour 12 minutes in these OPDs with maximum (8 hour 12 minutes) in Neurology OPD of SCB MCH.

¹⁷ SCB MCH: Medicine: 98, Skin & VD: 78, O&G: 77, Neurology: 106, Orthopaedics: 61; MKCG MCH: Medicine: 88

2.1.10.2 In-patients load and bed occupancy rate

As per clause B 1.1 and B 1.8 of MSRR 1999, the minimum bed occupancy rate of the teaching hospital should be 75 per cent and 80 per cent respectively. According to IS 13808, the bed occupancy rate (BOR) was not to exceed 90 per cent so as to provide quality service to in-patients in the hospitals. Higher BOR indicates over-crowding of indoor wards.



Patients accommodated on the floor in Nephrology department, SCB MCH

Audit noticed that while BOR in SCB MCH during 2009-14 ranged from 97 to 122, the same remained below the prescribed limit in other two GMCHs. Audit examined the BOR during 2009-14 in eleven test checked Departments of three GMCHs and noticed that:

- In all the 11 test checked Departments of SCB MCH, four departments¹⁸ of VSS MCH and six departments¹⁹ of MKCG MCH, BOR remained above 75 with maximum (215) in Orthopaedics department of MKCG MCH.
- While BOR remained between 97 and 122 in all the 11 test checked departments of SCB MCH during 2009-14, the same increased from 103 to 126 per cent (Medicine), 96 to 150 per cent (Obstetrics & Gynaecology), 86 to 129 per cent (Orthopaedics), 68 to 84 per cent (Cardiology) and 27 to 45 per cent (TB & Respiratory) in VSS MCH and from 149 to 182 per cent (Orthopaedics) and 109 to 128 per cent (Obstetrics & Gynaecology) in MKCG MCH.

Despite high BOR, adequate steps were not taken by the authority to increase the bed strength as well as other infrastructure and resources in these departments and patients were treated on the floor in overcrowded wards.

2.1.10.3 Deficient emergency care services to road accident victims

Mention was made in Paragraph 3.3 of Audit Report (G&SS) for the year ended March 2012 regarding non-operation of Trauma Care Centres (TCC) in MKCG and SCB MCHs due to delay in completion of civil works and procurement of equipment and absence of requisite trained manpower.

Further scrutiny of records revealed that while TCC meant for emergency care of road accident patients was made functional in SCB MCH, the same was non-functional despite expenditure of ₹ 2.04 crore²⁰ in MKCG MCH and

¹⁸ Medicine (126), Orthopaedics (129), O&G (150) and Cardiology (84)

¹⁹ Medicine (99); TB and Chest (81), General Surgery (97), Orthopaedics (215), Ophthalmology (86), O&G (128)

²⁰ MKCG MCH: ₹ 2.04 crore (Buildings: ₹ 0.80 crore; Ambulance: ₹ 0.11 crore; Equipment: ₹ 1.01 crore; Communication: ₹ 0.01 crore; Manpower: ₹ 0.11 crore)

₹ 1.50²¹ crore in VSS MCH mainly due to non-posting of specialists and doctors, procurement of equipment, *etc.* (April 2015).

In absence of such Centres, treatment of accident patients was made in casualty and in departments concerned. While equipment and instruments procured in MKCG MCH during 2011-14 worth ₹ 1.00 crore were supplied to departments of hospital for utilisation, the equipment worth ₹ 0.66 crore procured in VSS MCH during 2009-14 were lying in packed condition in central store room/ TCC building. As equipment purchased and building constructed was left idle, entire expenditure of ₹ 3.54 crore remained blocked and the objective of providing exclusive emergency care service to accident victims through TCC remained unfulfilled in two MCHs.

Department assured (June 2015) that TCC in VSS MCH would be made operational soon after sorting out discrepancy in pay structure for surgeon and faculties to be posted to TCC and Medical Colleges.

2.1.10.4 Deficient functioning of super speciality departments

Super Speciality Departments included cardiology, neurology, nephrology, hepatology departments which provide post graduate medical education in areas of specialised medical care. MCI norm required one Professor, one Associate Professor and one Assistant Professor in each unit²² of such super-speciality department. Besides, bed strength of each unit should not be less than 20 and more than 30 and there shall be well equipped and updated ICU. Required infrastructure/ equipment for specialised care were also to be provided.

Audit test checked the records of super speciality departments of Neurology, Nephrology and Cardiology in three GMCHs in addition to Hepatology department of SCB MCH and noticed that required infrastructure, manpower and equipment for effective functioning of these super speciality departments were not available as discussed below:

- Against the minimum MCI norm of one Professor, one Associate Professor and one Assistant Professor in each unit²³ of such super speciality department, only one Assistant Professor and one Senior Resident were available in Neurology Department of MKCG MCH while one contractual professor was available in Nephrology Department. In VSS MCH, only one Professor was available with a Senior Resident in Neurology Department.
- Independent inpatient ward for neurology patients was not available in MKCG MCH and VSS MCH and ICUs for such patients were not available in any of the three GMCHs due to which such patients were treated in beds of Medicine Wards.
- The beds available in the lone unit in Nephrology Departments in MKCG MCH (13) and VSS MCH (14) were less than the minimum bed strength (20) for each unit prescribed by MCI while in SCB MCH (33),

²¹ VSS MCH: ₹ 1.50 crore (Building: ₹ 0.63 crore; Equipment: ₹ 0.66 crore; Ambulance: ₹ 0.20 crore; Communication: ₹ 0.01 crore)

²² Minimum 20 beds and maximum 30 beds.

²³ Minimum 20 beds and maximum 30 beds.

the same was above the prescribed maximum bed strength (30). Setting up of another unit in neurology in three GMCHs though requested by one GMCH and recommended by MCI in two GMCHs were not approved by the Department (March 2015).

- In Neurology Department in SCB MCH, Polysomnography machine (PSG) required to diagnose changes in sleep for detection of seizure²⁴ and pseudo seizure was not available to ensure better patient care. MRI machine required for diagnosis of neurological disorders was not available in these two GMCHs even though on an average 10 to 15 patients per week were required to undergo such test, as stated by concerned departmental heads.
- In SCB MCH, reverse osmosis plant required for operating dialysis machines was not adequate enough to utilise all 21 such machines as confirmed by the departmental head while VSS MCH had 500 litres capacity reverse osmosis plant against requirement of 2000 litres capacity. Though VSS MCH indented 20 dialysis machines in order to complete full cycle of dialysis in a week and to cater to regular patients need, the same were not supplied by the Department and only three were functioning out of five machines available.
- In Hepatology Department of SCB MCH, fibro scan required to detect fibrosis, hepatitis, liver cancer, liver cirrhosis was not available. Patients for these tests were dependent on outside diagnosis centres. Other equipment like C-ARM ladder, Olympus scope, endoscopic cautery required for detection of common bile duct (CBD) stone, GI tract cancer and treatment of bleeding cases were not available and these services were not provided to the patients.
- In MKCG MCH, the echocardiography machine and nursing station received for running 10 bedded ICU in Cardiology Department remained idle since two years due to absence of required technical manpower and infrastructure.
- In MKCG MCH and VSS MCH due to absence of cardio thoracic and vascular surgery (CTVS) department, required support was not available for taking up of critical patients for high risk angioplasty requiring bypass back up, mitral valve valvotomy, *etc.* and they were referred to SCB MCH and recognised centres under Odisha State Treatment Fund.
- Additional cardiac cath-lab to take care of situation in case of breakdown of existing lab and echocardiography machine with live 3D facility were not available in SCB MCH while dedicated holter monitor and stress echo machines were not available in VSS MCH for Arrhythmia detection and heart disease. Besides, C-ARM required for implanting pacemaker and two Defibrillator Monitors remained non-functional.

²⁴ Sudden loss of consciousness

Above infrastructure and human resources deficiencies were not addressed by the Department (March 2015) due to which in-patient load in MKCG MCH remained low with BOR ranging from one to 17 *per cent* (Neurology), 9 to 41 *per cent* (Cardiology) and 12 to 23 *per cent* (Nephrology). Similarly, in-patient load in VSS MCH steadily decreased to four (Neurology) and 20 (Nephrology) *per cent* by 2013-14.

Heads of the departments of these GMCHs stated (June 2015) that despite requisitions being submitted to the DMET /Department regarding manpower, infrastructure, equipment and instruments from time to time, effective steps were not taken by the Government to remove the same.

2.1.10.5 Inadequate supply of medicines to the patients

With the objective to make available good quality drugs and medical consumables at the right time and as per the required quantity to patients in all government health institutions within the funds available for this purpose, the Department prepared an Essential Drug List in 2011 enlisting 165 types of medicines. The enlisted medicines are supplied by the State Drug Management Unit (SDMU) of the Department.

Test check of medicines indented (January 2014) on prescription of doctors from different wards of 12 test checked departments²⁵ of three GMCHs revealed that 30 to 37 kinds of essential medicines were not available in January 2014 in the concerned GMCHs as requirement of medicine was sent to Director of Health Service (DHS)/ DMET with delay ranging from 42 to 123 days. Consequently, the patients were deprived of such essential medicines and were compelled to purchase the same from private medicine shops.

Department stated (June 2015) that State Medical Corporation had started functioning for supply of medicines to different institutions of the State and this problem would be sorted out soon.

2.1.10.6 Administration of 'Not of Standard Quality (NSQ) medicines' to patients

The State Drug Management Policy required sending random samples of each batch of medicine supplied by the manufacturers to SDMU for quality testing within three days of receipt by the hospitals. In case of any medicine found to be NSQ, same is to be immediately reported by SDMU to the hospitals and to the supplier for replacement within 30 days of receipt of intimation from SDMU. However, since there was no provision that test report would be a pre-requisite for issue of medicines to the patients, neither were tests conducted nor reports prepared within the stipulated period. Besides, unsuitable medicines were issued before tests were conducted as discussed below:

- During 2009-14, 146 samples²⁶ of medicines directly supplied by manufacturers were sent to SDMU by two GMCHs for quality testing

²⁵ General Medicine; Skin & VD; OPD dispensary; Central ICU; Orthopaedics; Neurology; Emergency OPD Dispensary; Surgery; O&G ward; Paediatrics; TB & CD; Nephrology

²⁶ SCB MCH: 58 samples and MKCG MCH: 88 samples

but reports on testing were not sent by SDMU even after lapse of five months to five years.

- Though 13 types of medicines were declared as NSQ in the test report, the same was intimated by SDMU to the GMCHs after two to five months of receipt of drugs by which time 5 to 100 *per cent* of NSQ medicines in respect of 11 types of medicines (20,092 injections, 22,900 tablets and 574 syrups, *etc.*) had already been administered to the patients as detailed in **Appendix 2.1.3**. The remaining quantity of NSQ medicines (22,288 injections, 5,500 tablets, 9,826 syrups, *etc.*) were not replaced and were lying in the hospital store as of June 2014 instead of being replaced within 30 days of the date of receipt.

Thus, absence of provision to make test report a pre-requisite for issue of medicine, reduced testing of medicines to a mere formality leading to issue of NSQ medicines to patients endangering their lives.

Department stated (June 2015) that State Medical Corporation had started functioning for supply of medicines to different institutions of the State and such problem would be sorted out.

2.1.10.7 Safe Blood Transfusion

Standard for Blood Banks and Blood transfusion Service, *inter alia*, prescribed mandatory tests *viz.* conducting test for Malaria and Syphilis after collection of blood from donor but before issue to patients. Audit noticed that:

- In MKCG MCH, test check of blood collected during 2010-14 revealed that Syphilis and Malaria tests had not been conducted in 30,583 (24 *per cent*) and 45,165 (36 *per cent*) blood units respectively. Transfusion of blood without conducting mandatory tests was prone to risk and thus, irregular.
- As per clause XII B (III) F (6) of National Blood Policy, 2002, there should be arrangement for Apheresis²⁷ in the blood Bank. Out of three GMCHs, Apheresis unit was not set up in MKCG MCH and SCB MCH whereas machine installed (April 2014) in VSS MCH at a cost of ₹ 24.15 lakh was not utilised (April 2015). Due to non-availability of Apheresis machine, 4,477 units of plasma had been discarded as bio-waste during 2008-14.

2.1.10.8 Non-conduct of Death Review/ Prescription Audit

Department constituted (August 1984) a committee²⁸ to review the cause of death occurring in each of the three medical colleges and its attached hospitals of the State. The committee should meet regularly at least once in a month and submit the proceedings to the DMET. Department also instructed (November

²⁷ The process of Apheresis involves removal of whole blood from a patient or donor with an instrument where the required component of the whole blood is separated and withdrawn and the rest components are re-transfused into the donor's body

²⁸ Comprising of Principal of the Medical College, Superintendent, Professors & Heads of the Department of Pathology, Radiology and Department concerned of GMCH concerned

2012) to conduct prescription audit in all Government hospitals. The Department again instructed (September 2013) clinical departments of all GMCHs to conduct such death review regularly in accordance with order of August 1984.

Audit noticed that no such review was conducted in any of the three GMCHs even after 30 years of constitution of the committee (August 1984), though 68,417 patients died in these GMCHs with increased trend²⁹ (5.38 to 7.27 *per cent*) during the years 2009-14. Similarly, prescription audit was also not conducted in any of the three GMCHs as of March 2015.

Department stated (June 2015) that instructions would be issued to GMCHs to conduct review of death cases and prescription audit regularly.

2.1.11 Financial management

2.1.11.1 Non-utilisation of funds

During 2009-14, the State Government released ₹ 1,051.72 crore to three GMCHs of which ₹ 940.29 crore was utilised. Audit examined the financial management by GMCHs and noticed the following deficiencies.

Audit noticed that:

- The Government allotted (February/ March 2014) ₹ 42.88 crore to three GMCHs for procurement of equipment during 2013-14. The SCB MCH and VSS MCH could not draw the amount of ₹ 33.74³⁰ crore due to non-receipt of final bills from suppliers and thus it lapsed. However, MKCG MCH, Berhampur after drawal of ₹ 9.14 crore, utilised ₹ 5.48 crore and parked ₹ 3.66 crore in Savings Bank account violating SR 242 of OTC Volume I.
- GoI released (April 2005) ₹ 1.50 crore in favour of Superintendent, SCB MCH for upgradation of the School of Nursing attached to SCB MCH into College of Nursing to be utilised within 12 months. However, the entire fund was left unutilised as suitable site could not be identified for the purpose (April 2015).

Department stated (June 2015) that funds were utilised in 2014-15 and regarding central assistance appropriate action would be taken on review of the matter.

2.1.11.2 Other observations on management of fund

Audit noticed deficiencies in compliance with codal provisions and administrative instructions as indicated in Table 2.1.4.

²⁹ SCB MCH Cuttack: ranged from 6.43 to 7.26 *per cent*; VSS MCH Burla: 6.57 to 7.27 *per cent*; MKCG MCH Berhampur: 5.38 to 6.44 *per cent*

³⁰ SCB MCH: ₹ 28.82 crore and VSS MCH: ₹ 4.92 crore

Table 2.1.4: Non-compliance to financial rules and regulations

Rule Position	Audit findings
S.R. 509 of OTC Vol. I. Finance Department instructions (December 1985 and March 2002) S.R. 343 of OTC Vol. I	Irregular management of Advances: Advances of ₹ 70.19 lakh ³¹ paid to 293 staff, 97 retired employees, 168 students' representatives and 265 others towards fuel cost, cultural celebration, supply of equipment, etc. during January 1991 to March 2014 remained outstanding as of May 2014 in three GMCHs for one to more than 10 years ³² .
OTC Vol. I S.R.37 (ii)	Non-conduct of Bank reconciliation: Though difference between balance as per cash book and pass book were to be reconciled at the end of each month, differences amounting to ₹ 3.05 crore as on 31 March 2014 at GMCHs were not reconciled as of June 2014. This increased the risk of misappropriation and fraud.
Rule 8, 11 and 88 of OGFR Vol. I and S.R. 247 of OTC Vol. I	Unauthorised expenditure in shape of paid vouchers: Though expenditure in excess of the allotment, unless regularised, were to be treated as unauthorised expenditure, ₹ 6.03 lakh (SCB MCH: ₹ 2.01 lakh; MKCG MCH: ₹ 3.92 lakh and VSS MCH: ₹ 0.10 lakh) was utilised from available cash on repair and maintenance of vehicle, contingent items, etc. and were shown as paid vouchers as of March 2014.
Rule 171(2) and 173 of OGFR vol.1	Non-submission/Belated submission of Utilisation Certificate (UC): Though UCs were to be submitted by 1 June of succeeding year, out of GIA of ₹ 32.32 crore received from GoI by three GMCHs during 2009-14, UC for ₹ 9.41 crore ³³ (29 per cent) was not furnished by the DDOs as of June 2014 against actual expenditure of ₹ 26.37 crore.
Rule 171(2) of OGFR	Irregular parking of funds in bank accounts: Grants-in-aid of ₹ 5.95 crore ³⁴ received from GoI during April 2010 to January 2014 was irregularly parked by three GMCHs in Bank account without being utilised on intended purposes including creation of infrastructure for increase of Post Graduate seats.

(Source: Records of GMCHs)

These are indicative of deficient financial management by the Superintendents and Principal-cum-Dean in GMCHs and lack of monitoring by the DMET and H&FW Department.

³¹ SCB MCH: ₹ 13.65 lakh (College: ₹ 11.94 lakh; Hospital: ₹ 1.71 lakh); MKCG MCH: ₹ 2.62 lakh (₹ 1.20 lakh; Hospital: ₹ 1.42 lakh); VSS MCH: ₹ 53.92 lakh (College: ₹ 53.17 lakh; Hospital: ₹ 0.75 lakh)

³² 1-5 years: ₹ 31.96 lakh (254 cases); 5-10 years: ₹ 25.71 lakh (196 cases); more than 10 years: ₹ 12.52 lakh (373 cases)

³³ SCB MCH: ₹ 4.16 crore out of ₹ 10.42 crore; MKCG MCH: ₹ 2.95 crore out of ₹ 7.72 crore; VSS MCH: ₹ 2.30 crore out of ₹ 14.18 crore

³⁴ Strengthening and up-gradation of State Government Medical Colleges for starting/increasing PG seats: ₹ 3.10 crore (SCB MCH: ₹ 0.93 crore; MKCG MCH: ₹ 0.75 crore; VSS MCH: ₹ 1.42 crore); Initiation of direct observation therapy (DOTS Plus): ₹ 25 lakh; Establishment of telemedicine centre at MKCG MCH etc.: ₹ 2.60 crore

Department stated (June 2015) that action as deemed proper would be taken for irregularities, if any, after investigation of the matter.

2.1.11.3 Outsourcing of Diet

As per guidelines of the State Government on diet management in hospitals (July 2011), the supplier of diet would be selected on cost and quality basis. Government fixed diet rate (April 2011) as ₹ 50 for general patients and ₹ 60 for TB patients. Audit noticed following deficiencies:

- **Improper procedure of not inviting competitive price on extra items-undue favour of ₹1.23 crore to diet suppliers:** In three Medical College Hospitals, lowest bidders were selected for supply of diet to in-patients through tenders at price lower than rate of the Department. However, the diet committees of these hospitals decided to adjust the remaining amount of the bidders, where bidders quoted price less than the price fixed (per patient per day) by the Government. As such bidders were asked to provide additional items like use and throw palm leaf plates, (in SCB MCH), curd and salad (in VSS MCH), extra bread (MKCG MCH). Thus, for this expenditure on extra items, no competitive pricing was discovered, proper procedure was not followed and as such undue favour of ₹ 1.23 crore was shown to the four suppliers in three GMCHs³⁵ during May 2010 to March 2014.

The Superintendents of the three Medical College Hospitals while admitting the fact stated that the diet committee/sub-committee decided to adjust the remaining amount for the welfare of the patients.

- **Full Payment made to supplier despite non-supply of additional items:** The Superintendent, SCB MCH awarded (September 2011) the work of supply of cooked diets to Utkal Suppliers, being the lowest bidder, who would supply cooked diet for general patients and TB patients at a rate of ₹ 40.75 and ₹ 43.75 per meal respectively. The order remained in force for the period from April 2012 to October 2013. In order to utilise the rate of diet fixed by the Government, on the recommendation (November 2011) of the diet sub-committee, the Superintendent revised the rate to ₹ 50 and ₹ 60 respectively with condition to revise the menu and supply extra items.

Audit noticed from the diet vigilance register that the supplier did not supply extra items during the period from April 2012 to October 2013 during which period 2,29,566 and 15,830 meals for general and TB patients respectively were supplied. Despite this, the Superintendent paid full amount to the supplier.

Department stated (June 2015) that action as deemed proper would be taken for irregularities, if any, after investigation of the matter.

³⁵ SCB MCH: M/s Utkal Suppliers: ₹ 1.12 crore; MKCG MCH: Maa Ramachandi Traders: ₹ 0.56 lakh; VSS MCH: Mars Developers & Suppliers: ₹ 6.95 lakh; Pradeep Kumar Mishra Agency: ₹ 3.40 lakh

2.1.12 Inspection, monitoring and evaluation

2.1.12.1 Inspection and monitoring

DMET being the Controlling Officer of three GMCs was responsible for monitoring activities of GMCHs to ensure quality in medical education and delivery of health care. Audit noticed following shortcomings:

- Government instructions (December 2013) required the Principal of each GMCH to periodically visit every teaching department and report to DMET on academic attendance (Academic Audit) of faculties. However, Principals neither conducted any academic audit nor submitted any report to DMET in this regard. The Government introduced (2011-12) biometric attendance system which could not be made operational in three GMCHs. In absence of academic audit and report of the Principals, the DMET was not aware of quality of academic activities of the GMCHs.
- The three GMCHs had not brought out Annual Reports highlighting their academic, training, service and research activities as well as financial and administrative aspects as envisaged in the OSIHP 2002.
- Affiliating Universities did not conduct inspection of three GMCHs during 2009-14 to ensure that GMCs fulfil the physical infrastructure, human resources and environment conducive to quality education as required under Orissa Universities First Statutes 1990.
- No norm was fixed for inspection of the GMCHs by the Officers of H&FW Department/ DMET/ Universities.
- Though Clause B.1.11 of the MSRR, 1999 required to update the website in first week of every month, websites of three GMCHs were not updated after 2012 (VSS) and 2013 (SCB and MKCG). Result of all the examinations of last one year, detailed status of recognition of all the courses (UG, PG and DMMCH), research database of last one year of the faculties academic activities conducted by the institution, details of clinical materials in the hospital, *etc.* were not disclosed.
- OSIHP 2002 provided for organisational reviews to be conducted at least once in five years, for adjustments in the structure, staffing and systems to make the organisation best suited and most efficient in achieving its operational goals. But such an evaluation of GMCHs was not made during 2009-14.

Thus, inspection as well as monitoring of the performance of GMCHs was poor.

Department stated (June 2015) that Medical Education Cell had been constituted to look after teaching activities of the GMCs. Further, there is a proposal for establishment of Health University in the State to look after medical and paramedical educational system. Medical education cell would take care of academic audit by affiliating universities.

2.1.12.2 Ineffective grievance redressal mechanism

For receiving grievances, SCB MCH notified a help line number and e-mail

for students, for lodging their grievances. MKCG MCH placed a complaint box in the college premises while in VSS MCH no such system was in place (June 2014). The GMCHs did not maintain the basic records like complaint register to record and watch the complaint till disposal. While Principal SCB MCH stated to have received one complaint, VSS MCH had received twenty four during 2009-14 and the same were disposed of.

Department stated (June 2015) that instructions would be issued to GMCHs to streamline the same, if required on evaluation of the matter.

2.1.13 Conclusion

Despite Odisha State Integrated Health Policy 2002 being in place, required institutional arrangements as well as effort to take action were deficient. Availability of physical infrastructure were deficient defeating the objective of rendering quality medical education as well as health care. Measures to ensure high standards in teaching and examination were not taken through revision/updation of curricula. There was lack of encouragement to research activities. MEUs were established belatedly. There was shortage of faculty for medical education and extension of quality health care. Quality of medical education was not ensured to UG and PG students. Death rate has increased from five to seven *per cent* during 2009-14. Provisions of financial rules for fund management and for incurring expenditure were not kept in mind and management of funds was deficient. Central assistance meant for up-gradation of School of Nursing into College of Nursing and for other schemes were not utilised and were parked in bank account which affected the improvement of healthcare administration.

Monitoring was not effective due to non-implementation of academic audit, non-prescribing inspection of GMCHs by DMET *etc.* Evaluation of performance of GMCHs was not conducted during 2009-14 as envisaged in the State policy. An effective and responsive grievance redressal mechanism was lacking.

2.1.14 Recommendations

Government may consider the following recommendations:-

- Infrastructure gaps in attached hospitals as per need of patient flow and MCI norm may be fulfilled in a time bound manner to ensure administration of quality health care.
- Government may take necessary steps for time bound action plan to fill up the vacancies in teaching as well as non-teaching staff to meet the norms prescribed by MCI.
- Government may ensure sponsoring of projects for quality research activities for better medical education and quality health care administration.
- A realistic budget taking proper assessment from three MCHs may be prepared so as to avoid lapse of fund and non-availability of medicines and equipment in the GMCHs.

Department stated (June 2015) that the recommendations made in the report would be taken care of.

School and Mass Education Department

2.2 Elementary Education in the State

Executive Summary

Performance Audit on 'Elementary Education in the State' covering the period 2009-14 revealed that despite spending ₹ 23,193.60 crore, the state of elementary education remained poor mainly due to lack of oversight by the Department, deficient planning and poor implementation of the provisions of Right of Children to Free and Compulsory Education (RTE) Act 2009.

Planning remained deficient due to non-preparation of perspective plan, non-setting of monitorable targets to fulfil the standards of infrastructure and availability of teachers. Grant of permission and recognition to non-Government primary and upper primary schools remained inefficient and ineffective as 1,544 such schools were unauthorisedly functioning in the State as of March 2014 though RTE Act did not permit running of any unrecognised schools.

As of March 2014, 1,226 eligible habitations did not have any primary school (PS) within one kilometre while 201 habitations did not have any Upper primary school (UPS) within three kilometres. While enrolment at elementary stage decreased from 66.21 lakh in 2009-10 to 63.88 lakh in 2013-14, enrolment in Government/ aided schools decreased with corresponding increase in enrolment in private schools during 2009-14 indicating failure of Government/ aided schools to attract students to these schools despite interventions like Mid-day Meal (MDM) Scheme, free supply of uniform and text books.

Quality of elementary education in the State was affected as 3,440 to 8,739 schools with 1.79 lakh to 3.88 lakh students were functioning with single teachers during 2009-14, 2,558 teacher posts in science and mathematics remained vacant for years, under-qualified teachers were continuing in PSs (20,471) and UPSs (936) and were not made professionally qualified despite the timeline set under RTE Act being over since August 2014.

Basic infrastructure like class rooms, toilets, facility for safe and adequate drinking water as per scale prescribed in RTE Act was not made available in schools though the required timeline expired since August 2012. While 33,499 to 50,400 posts of teachers remained vacant during 2009-14, rationalisation of vacancies was not made and teacher pupil ratio in some test checked schools remained as high as 1:187 and 1:272.

Administration of Grants-in-Aid (GIA) was deficient as GIA of ₹23.66 crore was paid to ineligible teachers of 629 primary/ UP schools of the State.

While management of MDM Scheme remained ineffective, MDM was served in 191 ineligible schools, MDM rice of 105.98 MT was misappropriated, management of fund remained poor due to advances of ₹252.29 crore remaining unadjusted/ unrecovered for years, blockage of ₹28.80 crore for years, etc. Inspection and monitoring mechanism was poor.

2.2.1 Introduction

Article 21A in the Constitution contains provision for providing free and compulsory education to all children of the age of six to fourteen years. The GoI also enacted (August 2009) the Right of Children to Free and Compulsory Education (RTE) Act, 2009 and framed RTE Rules, 2010 thereunder. In pursuance of above, Government of Odisha (GoO) framed (January 2011) Orissa Right of Children to Free and Compulsory Education Rules, 2010.

In order to support the States in creating, developing and strengthening the Elementary School System, the GoI introduced two flagship programmes *viz.* National Programme of Nutritional Support to Primary Education (NPNSPE), commonly known as Mid-day Meal (MDM) scheme in August 1995 and Sarva Shiksha Abhiyan (SSA) in 2001. While MDM scheme aimed at providing nutritional support to the children enrolled at elementary stage and to increase the retention, SSA aimed at bringing about improvement in enrolment of children in the age group of 6 to 14 years, their retention with 'zero' dropouts and improving the quality of education and pass percentage by 2010. Under SSA, the State Government provides text books and school uniform to the students of elementary schools free of cost.

As of March 2014, 67,666 elementary schools (both primary and upper primary) were functioning in the State with 63.88 lakh students on roll and the year-wise summarised details of number of schools and students enrolled therein for the years from 2009-10 to 2013-14 are indicated below:

Table 2.2.1: Number of schools and enrolment during 2009-14

Year	Number of schools						Students enrolled (in lakh)		
	Govt.	Aided	Others	Un-aided	Unre-cogn-ised	Total	Boys	Girls	Total
2009-10	55432	4060	655	2760	1570	64477	34.07	32.14	66.21
2010-11	56530	4200	562	2844	1496	65632	33.80	31.99	65.79
2011-12	57478	4306	548	2893	1463	66688	33.54	31.66	65.20
2012-13	57680	4458	615	2981	1501	67235	33.09	31.13	64.22
2013-14	57921	4527	494	3180	1544	67666	32.93	30.95	63.88

(Source: Annual Work Plan & Budget of OPEPA)

2.2.2 Organisational set up

The School and Mass Education (S&ME) Department in the Government headed by Commissioner-cum-Secretary is, *inter alia*, responsible for administration of elementary education in the State, formulation of plan, policy, programme, *etc.* including monitoring of their implementation. The Commissioner-cum-Secretary is assisted by the Director of Elementary Education (DEE), who administers and monitors the functioning of the elementary schools through field functionaries like the District Education Officers (DEOs) posted in each district and Block Education Officers (BEOs) posted in each block.

The Odisha Primary Education Programme Authority (OPEPA), a society formed (January 1996) by the Government, is responsible for implementation of SSA in the State. OPEPA is headed by a State Project Director (SPD) who is assisted by District Project Coordinators (DPCs) at district level. MDM scheme was implemented by Women and Child Development (W&CD) Department till August 2011 and by S&ME Department thereafter. State Nodal Officer (SNO) is the functional head for implementation of MDM programme.

2.2.3 Audit objectives

The Performance Audit was conducted with the objectives to assess whether:

- planning was adequate and effective and involved the community and the parents to ensure ownership;
- all children in the age group of 6 to 14 years were compulsorily enrolled in the schools in Class I to VIII, were retained and academic activities were carried out in an efficient and effective manner;
- required physical infrastructure and qualified and professionally trained teachers were adequately available conforming to the norm prescribed in RTE Act and were utilised effectively;
- the mid-day meal programme was economically, efficiently and effectively implemented for improving the nutritional status of children in primary classes;
- grants-in-aid to non-Government schools were administered in fair and equitable manner; fund required was assessed carefully, adequately provided and managed economically, efficiently and effectively; and
- inspection and monitoring mechanism was in place and was adequate and effective.

2.2.4 Audit criteria

Criteria for the Performance audit were drawn from following documents.

- National Policy on Education, 1969 and 1986.
- The Odisha Education Act 1969 and Rules and Regulations issued thereunder.
- GoI guidelines on SSA and MDM and instructions issued by State and Government of India.
- RTE Act 2009 and RTE Rule 2010, Grants-in-Aid Orders, Orissa Budget Manual, Orissa Treasury Code and Orissa General Financial Rules.

2.2.5 Audit scope and methodology

Audit was conducted during November 2014 to March 2015 covering the period 2009-14. Records of S&ME and W&CD Departments, OPEPA, DPCs

and DEOs of eight sample districts³⁶ (25 *per cent*) were test checked. In these districts, out of 15,896 primary schools (PSs) and UP schools (UPSs), 191 were covered. Under MDM, 11 districts including three additional districts (Kendrapara, Kandhamal and Puri) were also covered along with 148 more schools. The Audit objectives, criteria, scope and methodology of the Audit were discussed with the Commissioner-cum-Secretary of S&ME Department in an Entry Conference held on 15 September 2014. Audit findings were discussed in the Exit Conference held on 29 May 2015.

Besides, joint physical inspection of facilities available in the sample schools was conducted by the representatives of DEO/ DPC in the presence of Audit and photographs were taken, wherever considered necessary. The teachers of concerned schools conducted evaluation tests at the request of Audit. Similarly, teacher as well as student satisfaction survey was also conducted to assess adequacy of teaching-learning materials, training, and other facilities through questionnaire. Replies received were duly considered and incorporated at appropriate places in the Report.

The Audit findings are discussed in the succeeding paragraphs.

Audit Findings

2.2.6 Planning

SSA guidelines while emphasising access, equity, retention and quality also required each State to prepare long term perspective plans indicating vision as well as long term and medium term goals for State and each district. The guideline fixed a timeline of three years for creating and developing the required infrastructure as well as availability of teachers and timeline of five years for ensuring that all teachers are professionally qualified as prescribed under the RTE Act 2009. It also required preparation of Annual Plans clearly indicating the gaps and resources³⁷ available to meet the same. Besides, the Chief Secretary of the State instructed (June 2009) all the Departments to frame five year perspective plans containing key actionable areas along with clearly identified monitorable targets.

Audit noticed the following:

- **Non-preparation of Perspective Plan:** Department had not prepared perspective plan and identified infrastructural and other deficiencies for Government and Government aided schools during 2009-14. Monitorable targets for fulfilling deficiencies for the State and each district along with proposed fund allocation were not determined.
- **Deficient Annual Plans:** School Development Plans (SDPs) were not prepared in 144 out of 191 sampled schools to facilitate preparation of realistic State Annual Plan and involvement of community in the planning process. Hence, the Annual Plans prepared by OPEPA for the years 2009-14 were not based on SDPs.

³⁶ Angul, Balangir, Nuapada, Rayagada, Nabarangpur, Koraput, Khurda, Cuttack

³⁷ Fund, qualified and experienced teachers and capacities

Department stated (May 2015) that perspective plan for 2007-12 was prepared by OPEPA wherein goals were set for different indicators like schools, retention, teacher, quality, *etc.* on yearly basis. However, OPEPA had only intimated (July 2010) the fund requirement (₹ 167.80 crore) for 2007-12 to the Department without any monitorable indicators and no perspective plan was prepared.

- ***Non-preparation of master plan for establishment of UP schools:*** Opening of new schools in Government Sector is done by OPEPA through school mapping exercise while for opening non-Government schools, School Management has to apply to DEE through local authority for permission. For this purpose, the DEE is required to call for proposals from the DEOs for establishment of UP schools in accordance with the master plan. However, no master plan was prepared by the DEE during 2009-10 to 2013-14, in absence of which new UP schools were opened without assessing educational need of the locality leading to skewed growth of schools across the districts. Against the State average of 66 children in the age group of 12 to 14 years per UP school, in eight test checked districts, average of 70 children ranged from highest child population (91.17) per UP school in Nabarangpur district and lowest child population (57.59) per UP school in Angul district.
- ***Non-separation of Class VIII from secondary education:*** National Policy on Education 1968 envisaged separation of Class VIII from secondary education and its integration in elementary education (Upper primary). Section 2(f) of RTE Act also defined elementary education from Class I to VIII and mandated provision of free as well as compulsory education to each child in the age group of 6 to 14 years in a neighborhood school till its completion. Though the Department notified this in August 2013, the same was not done and in 6,245 high schools of the State including 1,376 in eight test checked districts, Class VIII still remained with high schools as of March 2014.

In one sample school *viz.* Girls High School, Khariar with student strength in Class VIII ranging from 73 to 120 during 2009-14, students were accommodated in one class room and no additional class room was constructed under SSA. Besides, additional teachers were not provided and teaching was managed by the teachers of High School.

Department stated (May 2015) that Class VIII of high schools are part of elementary education and so free text books and uniforms are being issued. However, the measures undertaken by the Department are inadequate, as extending benefits to the students was not the sole aim of separation and provision of separate teacher and infrastructure as per the norms for elementary school had not been ensured.

2.2.7 *Permission and recognition to non-Government Primary and UP schools*

Section 4 and 5 of Orissa Education Act 1969, *inter alia*, empowered the State Government to regulate opening of elementary schools in non-Government sector through permission and recognition. On receipt of permission, the promoter/ Educational Institution (EI) has to create the prescribed infrastructure and appoint qualified teaching staff and apply to the Department for grant of recognition. Government grants recognition to non-Government EIs under Section 6 of the Education Act, 1969 after ensuring that it has fulfilled the infrastructure and human resources requirement, after which the EI can admit students. For such grant of permission and recognition by the Director³⁸, detailed procedure has been prescribed in Rule 4 to 12 (permission) and Rule 13 to 20 (recognition) of 'The Orissa Education (Establishment, Recognition and Management of Private Upper Primary Schools) Rules 1991'. These Rules, *inter alia*, required scrutiny of application at District Inspector level considering the educational needs of the locality, inspection to confirm whether prescribed infrastructure and teachers are available as prescribed under RTE Act and consideration by the High Power Committee (HPC) headed by the Development Commissioner-cum-Additional Chief Secretary of the State.

Audit noticed:

- **Functioning of unrecognised schools:** As of March 2014, 1,544 unrecognised non-Government schools were functioning in the State as reflected in Annual Work Plan and Budget under SSA for 2015-16. Audit noticed that though applications for grant of permission (50) and recognition (423) were pending for 4 to 10 years and that of 344 schools were rejected by the HPC, unrecognised schools were also functioning which indicated running of some schools without even recognition having been applied for and exercising of poor regulatory control over such schools by the Department/ DEE.
- **Pending issue of No Objection Certificates (NOCs):** Department replaced the recognition system with grant of NOCs from 2014-15. However, 1,816 applications were pending (January 2015) with DPCs (584) and Block Education Officers (1,232). In eight test checked districts there were 262 unrecognised schools with 2.25 lakh children on rolls as of March 2014. Joint physical inspection of eight unrecognised schools in Khurda district revealed that one such school³⁹ was functioning with deficient infrastructure. Further, though Section 19 of RTE Act prescribed penalty for running such schools after withdrawal of recognition, no such action was taken by DEE.

³⁸ Empowered under Rule 4 to grant permission and recognition on behalf of the S&ME Department

³⁹ Girls' UP (ME) School, Banamalipur

- Though conditional NOC is to be issued on year to year basis as per Rule 16, however such NOC was issued (2014-15) to 26 Odia medium non-Government unaided schools for a period of three years at a time.
- DEE did not maintain any index register indicating the date of receipt of application, date of recommendation to HPC, disposal, *etc.* as required under Rule 4. Non-maintenance of such index register was confirmed (May 2015) by the DEE.

Department stated (May 2015) that though no school was closed or penalised for want of recognition, the DEOs had been instructed to submit their enquiry reports with a timeline (July 2014, December 2014 and February 2015).

2.2.8 Access, enrolment and retention

The National Policy on Education, 1968 and 1986, *inter alia*, contemplated providing universal access to education. Further, SSA emphasised the need for availability of schooling facilities within a reasonable reach for ensuring universal access to elementary education.

Position of enrolment, Gross enrolment ratio (GER)⁴⁰, and Net Enrolment Ratio⁴¹ at primary and UP level during 2009-10 to 2013-14 is indicated in table below.

Table 2.2.2: Trend in enrolment in Primary and Upper Primary schools

Status	2009-10	2013-14
Primary		
Enrolment in primary (in lakh)	44.93	42.78
Enrolment of girls (in lakh) Primary	21.84	20.66
Enrolment of SC students (in lakh)	8.65	8.08
Enrolment of ST students (in lakh)	13.25	14.00
Gross Enrolment Ratio girls (Primary)	97.78	99.25
Gross Enrolment Ratio ⁴² boys (Primary)	98.29	99.21
Net Enrolment Ratio ⁴³ of boys (Primary)	92.37	93.94
Net Enrolment Ratio of girls (Primary)	93.01	95.47
Upper primary		
Enrolment in UP class (in lakh)	21.28	21.10
Enrolment of girls (in lakh) UP	10.30	10.29
Enrolment of SC students (in lakh)	4.22	4.19
Enrolment of ST students (in lakh)	4.28	5.07
Net Enrolment Ratio of boys (UP)	85.84	91.61
Net Enrolment Ratio of girls (UP)	85.26	91.14

(Source: Work Plan and Budget of OPEPA for 2009-10 to 2013-14)

⁴⁰ Ratio of number of children enrolled in class I to V and total child population within the age group of 6 to 11 years

⁴¹ Ratio of number of children enrolled in the age group of 6 to 11 and total child population in the age group of 6 to 11 years

⁴² Ratio of number of children (boys) enrolled in class I to V and total child population within the age group of 6 to 11 years

⁴³ Ratio of number of children (boys) enrolled in the age group of 6 to 11 and total child population in the age group of 6 to 11 years

2.2.8.1 Inadequate access for schooling

Section 6 of RTE Act required the appropriate Government and local authority⁴⁴ to establish, within such area or limits of neighbourhood, as may be prescribed, a school, where it is not so established, within a period of three years from commencement of RTE Act. Rule 6 of RTE Rule, 2010 prescribed that for children in classes I to V and VI to VIII, a school shall be established within a walking distance of one km of the neighbourhood and three km of the neighbourhood respectively.

Audit noticed that during 2009-14, 1,560 eligible⁴⁵ habitations not having any PSs were reduced to 1,226. Similarly, 239 habitations not having any UP school within three km came down to 201 during same period. Thus, 46,861 children of these habitations were deprived of schools within their reach. In eight test checked districts, out of 22,198 habitations, 431 habitations⁴⁶ of four districts had no PS and 56 habitations⁴⁷ of one district had no UP School as per norm.

Audit further noticed that in 3,911 schools (2,564 PSs and 1,347 UPSs), teachers were not appointed (March 2014).

Department stated (May 2015) that after getting approval of Project Appraisal Board (PAB) of GoI, steps were taken to open schools in eligible uncovered habitations and fewer schools were sanctioned by GoI under SSA. But in such cases, schools should have been set up by the State from its own resources to comply with the RTE norms as required under Section 6 of RTE Act.

2.2.8.2 Decrease in enrolment in Government PS and UP schools

Consequent upon enactment of RTE Act, 2009 although the responsibility of the Government in providing access to elementary education increased, however, its share in in-take of children at PS and UP schools registered a downward trend with overall decrease being five *per cent* during 2009-14 whereas enrolment in private schools increased.

Audit noticed:

- **Decrease in enrolment:** Enrolment in Government/ aided schools decreased from 92 *per cent* in 2009-10 to 87 *per cent* in 2013-14 while enrolment in private unaided schools increased from 8 to 13 *per cent* during the same period though Government/ aided schools had higher pupil teacher ratio⁴⁸ and other interventions like MDM, free supply of text book, uniform and no tuition fee.

⁴⁴ Appropriate Government means the State Government; Local Authority means a Municipal Corporation or municipal council or Zilla Parishad or Nagar Panchayat by whatever named called and includes such other authority or body having administrative control over the school or empowered by or under any law for the time being in force to function as a local authority in any city, town or village

⁴⁵ As per state norm: at least 25 students for opening of a primary and 40 students for an UP school

⁴⁶ Koraput: 139; Nabarangpur: 87; Nuapada: 43 and Rayagada: 162

⁴⁷ Koraput: 56

⁴⁸ 25:1 in Government/ aided schools against 14:1 in private /unrecognised schools

Department attributed (May 2015) the same to opening of new private primary schools near the Government Schools.

- **Low enrolment:** In 21 schools there were nil enrolment during 2013-14 where 26 teachers were available. One to five students were enrolled in 149 schools and 6 to 10 students were enrolled in 581 schools. Similarly, in 2,520 schools, the extent of enrolment was 11 to 20. In eight sampled districts, low enrolment (1 to 19) was also noticed in 790 schools⁴⁹. As a result, services of the teachers posted in these schools remained under-utilised.

Department stated (May 2015) that action had been taken to close schools registering enrolment less than 20 students.

2.2.8.3 Dropout and retention /transition rate of students

Audit noticed that:

- **Low retention rate:** Retention rate at primary level in the State during 2009-14 ranged from 81.68 *per cent* (2009-10) to 84.46 *per cent* (2013-14). The same ranged from 62.30 *per cent* in Gajapati to 100 *per cent* in Subarnapur. Dropout at primary stage (Class 1 to V) during 2009-14 was 3.32 lakh while the same at UP level (Class VI to VIII) was 4.65 lakh during 2009-14. Thus, 7.97 lakh children could not be retained in school till completion of elementary education and there were regular dropouts at each class every year. Reason for such high dropout despite introduction of MDM, free uniform, text book, *etc.* was not analysed (May 2015) by the Government. In eight test checked districts, the retention rate varied from 78.79 *per cent* (Khurda) to 100 *per cent* (Balangir, Koraput and Nabarangpur) during 2009-14.
- **Low transition rate:** Transition rate from primary to UP in the State increased from 84.98 *per cent* (2009-10) to 87.05 *per cent* (2013-14). The same, however, ranged from 57.92 *per cent* in Gajapati to 97.23 *per cent* in Subarnapur district against the State average of 87.05 *per cent* in 2013-14. On examination of pass out at Class V and admission in Class VI, Audit noticed that during 2009-14, 3.06 lakh⁵⁰ children left the school after primary stage (Class V) while 3.09 lakh⁵¹ children left the school after Class VII without enrolling for Class VIII. The transition rate in sampled districts varied between 69.09 *per cent* (Angul) to 95.05 *per cent* (Khurda) in 2013-14.
- **Dropout of students:** Dropout rate at primary level in the State decreased from 2.83 *per cent* in 2009-10 to 1.97 *per cent* in 2013-14 while the same at UP level decreased from 8.19 *per cent* in 2009-10 to 2.40 *per cent* in 2013-14. Drop out of ST children in primary stage

⁴⁹ Less than six: 44 schools; 6 to 10: 151 schools; 11 to 19: 595 schools

⁵⁰ Dropout during transition from Primary to UP: 2010-11: 52,264; 2011-12: 1,04,163; 2012-13: 78,155 and 2013-14: 71,578

⁵¹ Dropout during transition from Class VII to Class VIII: 2010-11: 1,53,207; 2011-12: 61,021; 2012-13: 45,423 and 2013-14: 49,699

was also reduced from 6.46 to 2.71 *per cent* while at UP level the same decreased from 9.72 *per cent* in 2009-10 to 3.63 *per cent* in 2013-14.

- In eight test checked districts, the dropout rate at primary level decreased in three districts⁵² during 2009-14 while the same was increased in five districts⁵³. Dropout at UP level, decreased from 8.19 to 2.40 *per cent* during 2013-14.

Thus, the intended objective of achieving zero dropout and 100 *per cent* retention by 2010 remain unachieved (March 2015).

OPEPA stated (May 2015) that several measures like decoration of school buildings, provision of sports and games, teaching-learning corner, library, special training for slow learners, *etc.* were provided to arrest the dropout rate and increase retention.

2.2.9 Students' entitlements

2.2.9.1 Delay in distribution of uniform and text books

SSA guidelines provide supply of free text books to all children and two sets of uniform to all girls, SC, ST and Below Poverty Line (BPL) children studying in Government/ aided elementary schools as well as schools managed by local bodies. The guidelines further provide that procurement of uniforms would be in decentralised mode at the School Management Committee (SMC) level. Text Books should be issued to students just after opening of educational session and Uniforms latest by 15 August.

Audit, however, noticed that:

- Funds for uniform were released to the SMC of the schools during 2009-10 to 2013-14 with delay ranging from one to fourteen months, however, in 13 sampled schools, the same were distributed at the fag end of the year. In two schools, fund was received after the end of the academic year due to which distribution of uniform was delayed.
- In six out of eight test checked districts, 1 to 56 *per cent* of requirement of text books was short supplied (*Appendix 2.2.1*), while in one test checked school, no text book was supplied to students during 2013-14 due to non-supply of books by the DEO.
- Text books were distributed after 27 to 358 days of commencement of the academic year (1 April).

Thus, due to lack of coordination and proper monitoring, students were deprived of getting complete sets of books as well as uniform.

Department assured (May 2015) to take all effort to sort out the issues in future.

⁵² Angul: 3.65 to 0.27 *per cent*; Cuttack: 7.16 to 1.72 *per cent* and Khurda: 4.92 to zero *per cent*

⁵³ Balangir: 0.23 to 3.44 *per cent*; Koraput: 1.32 to 4.55 *per cent*; Nabarangpur: 1.76 to 3.25 *per cent*; Nuapada: 1.98 to 4.32 *per cent* and Rayagada: 0.33 to 3.17 *per cent*

2.2.10 Academic activities

2.2.10.1 *Poor scholastic achievement of students*

As per SSA guidelines, class rooms were to be used as learning centres where the child gains confidence in facing problematic situations, interacts freely, meaningfully and joyfully with classmates, teachers and teaching learning materials, interacts in groups, assesses own progress, *etc.* To ensure this, professionally qualified teachers and infrastructure were to be made available in all schools as per the norm prescribed in Schedule to RTE Act. Besides, each school has to follow age appropriate uniform curriculum, 45 teaching hours in a week including preparation hours. Continuous and Comprehensive Evaluation (CCE) as well as project work were also to be made and quality monitoring tool developed by National Council of Educational Research and Training was to be rolled out in the State to ensure quality education at elementary level. The guidelines further envisaged that the main indicator of the quality of elementary education can be visualised in terms of its product *i.e.*, the learners' achievement both in scholastic and co-scholastic areas.

Audit noticed that:

- Playing materials were not available in 99 out of 191 sampled schools;
- While library facility was not available in 54 out of 191 sampled schools, newspaper, question banks and magazines were not available in any of the 191 sampled schools.
- No parent teacher meeting was conducted and children's attendance and achievements were not shared with parents in any of the 191 sampled schools.
- No project work was assigned to students in any of the 191 sampled schools.

To ascertain the scholastic ability of students at elementary level, Audit relied on evaluation tests, conducted during January-March 2015, of 3,390 students of sampled schools by school teachers of sampled schools in presence of Audit. The result of tests as evaluated by concerned teachers indicated that:

- In 112 test checked schools, 775 students (73 *per cent*) out of 1,069 students in Class I to III secured 30 *per cent* or more marks while 133 students (12 *per cent*) could not write five Odia alphabets, numbers and words and secured zero marks. 161 students (15 *per cent*) secured below 30 *per cent* marks.
- Similarly, 942 students (69 *per cent*) out of 1,371 students of 134 test checked schools at Class IV to VI who participated in the test scored 30 *per cent* or more marks while 170 students (12 *per cent*) secured zero marks and 259 students (19 *per cent*) secured less than 30 *per cent* marks.
- In 103 test checked schools, 401 out of 950 students (42 *per cent*) studying in Class VII and VIII were unable to read out a passage.

Department stated (May 2015) that due to non-earmarking of any fund under SSA for purchase of playing materials, newspapers, magazines, emphasis was given on oral questions. The reason for poor scholastic achievements was attributed (May 2015) to the irregular attendance of students.

2.2.11 Non-availability of prescribed Infrastructure

RTE Act sets a timeline of three years up to August 2012 to make good required basic infrastructure such as class room, separate toilet for boys and girls, provision for safe and adequate drinking water, kitchen shed, play ground, boundary wall, *etc.* in each primary and UP school. Audit, however, noticed the following deficiencies:

2.2.11.1 Deficient infrastructure in schools

In the sample districts and test checked schools, Audit noticed non-availability of following basic infrastructure.

Table 2.2.3: Non-availability of infrastructure

No. of School (Govt.)	In State		In test checked districts		In sampled schools	
	52890 (excluding secondary schools)		15896		191	
Facilities	Not available	Percentage	Not available	Percentage	Not available	Percentage
Boys toilet	12364	23	7009	44	95	50
Girls toilet	7497	14	4749	30	82	43
Drinking water	1714	3	4323	27	25	13
Electricity	43386	82	13330	84	108	57
Play ground	41706	79	10342	65	123	64
Boundary Wall	27577	52	12289	77	94	49
Kitchen sheds	27410	52	7006	44	88	46
Fire proof buildings	Not available	Not available	Not available	Not available	22	12
Desk and bench	Not available	Not available	Not available	Not available	118	62
Barrier free access	Not available	Not available	Not available	Not available	81	42
Fire extinguisher	Not available	Not available	Not available	Not available	74	39

(Records of OPEPA, DPCs and sampled schools including joint physical inspection)

As may be seen from the table above, 4,323 schools (27 *per cent*) of eight sampled districts did not have facility for safe and adequate drinking water while in 25 sampled schools (13 *per cent*), no such facility was available. In 118 out of 191 sampled schools, children were sitting on the floor due to non-availability of desks.

Though the State Government committed to GoI in Annual Work Plan and Budget of 2011-12 to 2013-14 to saturate toilet and drinking water in all existing school in convergence with other schemes, the same remained unachieved as 23 *per cent* schools did not have toilet facilities and three *per cent* schools did not have drinking water facility. Besides, joint physical

inspection conducted by school authorities of sampled schools in the presence of Audit revealed that toilets constructed were not used due to want of piped water and maintenance. The Headmasters attributed the same to low⁵⁴ school maintenance grant released by OPEPA/ Department as per approved norm under SSA.



Inadequate availability of bench/desk at Upgraded High School at Buromal, Balangir

Department stated (May 2015) that OPEPA assessed the infrastructure gap as of March 2015 and the same would be proposed for approval during 2015-16. It also stated that under SSA, there was no provision for construction of any boundary wall, play ground and bench/desk. But, State Government should have provided these infrastructure facilities as prescribed under RTE Act.

2.2.11.2 Status of construction of school infrastructure

Construction of school building/ additional class room was one of the major interventions under SSA. During 2009-14, ₹ 3,463.88 crore was provided for civil construction works in PSs and UPSs of which ₹ 1,986.09 crore was utilised.

Out of 92,195 works for construction of school buildings and additional class rooms targeted for completion in the State as of March 2014, 79,693 were completed while 9,595⁵⁵ remained incomplete and remaining 2,907 were not taken up (March 2014). The number of buildings taken up during 2009-14, those completed and under progress *etc.* in eight test districts are indicated in the following table.

Table 2.2.4: Status of construction of school buildings/ classrooms in eight test checked districts as of March 2014

Type of building	Taken up	Completed	Not started	Not completed	Period of non-completion	Reasons
Primary school building	818	480	53	285	More than 3 years (32 cases)	Due to non-constitution/ non-functioning of SMC, dispute between members of SMC, non-availability of land and delay in release of fund.
Upper primary school building	549	341	23	185	More than 3 years (13 cases)	
Additional class room	9270	5748	741	2781	One to six years (238 cases)	

(Source: Information furnished by DPCs)

⁵⁴ ₹ 5,000 to ₹ 7,000 per annum

⁵⁵ More than five years: 776 works; more than one and less than five years: 8,714 works and less than one year: 105 works

Audit also noticed during joint physical inspection that:

- In eight test checked districts, 1,266 building works remained incomplete for 3 to 13 years as of March 2015 of which 166 remained at plinth level, 196 at lintel level, 172 at roof level and 732 after roof casting. As a result, ₹ 35.85 crore utilised on these incomplete works remained blocked and students were deprived of better class room environment. Similarly, out of 102 works not started as of March 2015 in these districts, while 27 were not started for over five years, 75 works remained un-commenced for over one to less than five years despite release of ₹ 3.95 crore⁵⁶ for reasons indicated in Table 2.2.4.
- 22 (12 per cent) out of 191 sample schools were functioning in *kutcha* houses. In Rayagada district, though OPEPA showed in their annual work plan that all elementary schools had *pucca* buildings, Audit noticed that two⁵⁷ out of 24 sampled schools were functioning on verandah of a private *kutcha* house (one) and temporary shed (one).
- For the entire State, 4,817 (three per cent) construction works including construction of toilets had not even commenced while 16,762 works (12 per cent) were in progress as of March 2014.
- After release of fund in favour of the SMC, no monitoring was done by DPC, DEO, BEO to ensure construction of building within the scheduled period due to which the required infrastructure could not be constructed in the schools on time.

Department attributed (May 2015) the delay to non-constitution/non-functioning of SMC, cost overrun, non-availability of suitable Government land, delay in release of fund, etc. It also stated that all the DPCs were directed to complete the construction works by July 2015.

2.2.12 Human Resource Management

As per clause 1.9.10 of SSA Framework, of the three teachers sanctioned under SSA for every new Upper Primary School, one each will need to be teacher with mathematics and science specific educational background.

2.2.12.1 Large scale vacancies

Audit noticed that:

- Though sanctioned strength of teachers in elementary schools was increased from 1,60,505 in 2009-10 to 2,29,006 in 2013-14 to bring the same to the norm prescribed under RTE Act, however, 33,499 to 50,400 posts of teachers remained vacant during 2009-14⁵⁸ which constituted 31.40 per cent in 2009-10 and 14.63 per cent in 2013-14.

⁵⁶ Over one to less than five years: 75 works: ₹ 2.99 crore and over five years: 27 works: ₹ 95.85 lakh

⁵⁷ Upper Gusuripadar Primary School (Bisam Katak block) and Musapdar new primary school (Gudari Block)

⁵⁸ 2009-10 and 2010-11: 50,400; 2011-12: 45,163; 2012-13: 66,587 and 2013-14: 33,499

- In Khurda district alone, 369 schools having 44,681 students were running without any regular teacher in the year 2010-11 and teaching was done through *ad hoc* arrangement.
- **Schools running with single teacher:** During 2009-14, 3,440 (5.50 per cent) to 8,739 (14 per cent) schools⁵⁹ with 1.79 lakh to 3.88 lakh students were functioning in the State with single teachers. Students in each such school during the said period ranged from 44 to 90. In five⁶⁰ out of eight sampled districts, 869 to 1,667 schools⁶¹ were functioning with single teachers against the norm of two to three teachers.
- **Non-availability of subject teachers:** As of March 2014, 2,558 teacher posts in science and mathematics remained vacant in UP schools of the State. In three (Nabarangpur, Nuapada and Koraput) out of eight sampled districts, 572 upgraded UP schools were created against which only 350 teachers with science and mathematics background were posted. In absence of required teachers, mathematics and science subjects were taught by other teachers.

Department stated (May 2015) that process for recruitment of teachers had been initiated.

2.2.12.2 Non-rationalisation in deployment of teachers

As per norms prescribed in RTE Act, there should be at least two teachers up to 60 students in every primary school and three teacher for every upper primary school to teach science and mathematics, social studies and languages.

In test checked schools, Audit noticed irrational deployment of teachers as indicated in Table 2.2.5.

Table 2.2.5: Pupil teacher ratio during 2013-14

Name of the school	Block/District	No. of students enrolled	No. of teacher available	Pupil-Teacher Ratio
Olarabindha PPS	Balianta/Khurda	3	2	1.5 : 1
Aranga UGUPS	Banapur/Khurda	198	2	99 : 1
Tikrapada PPS	Nuapada/Nuapada	7	2	3.5 : 1
Pandripani PS	Nuapada/Nuapada	96	1	96 : 1
Raghumanipali PS	Balangir/Balangir	9	2	4.5 : 1
Goudtala UPS	Titilagarh/Balangir	272	1	272 : 1
Yegubhadrapalli PPS	Bandhugaon/Koraput	43	5	8.6 : 1
Badaindhanpur PUPS	Boriguma/Koraput	159	2	79.5 : 1
Chikiliaguda NPS	Dabugam/ Nabarangpur	7	2	3.5 : 1
Tarabeda PUPS	Jharigam/ Nabarangpur	187	1	187 : 1

(Source: Audit analysis from DPC records)

⁵⁹ 2009-10: 4,083; 2010-11: 8,739; 2011-12: 4,811; 2012-13: 4,492; 2013-14: 3,440

⁶⁰ Angul, Khurda, Koraput, Nuapada and Rayagada

⁶¹ 2009-10: 869 schools with 34,671 students; 2010-11: 1,655 schools with 1,06,561 students; 2011-12: 1,667 schools with 84,365 students; 2012-13: 1,028 schools with 21,148 students and 2013-14: 985 schools with 34,012 students

Thus, though there was vacancy in teaching staff, deployment was not equitable.

Department stated (May 2015) that rationalisation policy/ guidelines had been formulated each year.

2.2.12.3 Continuance of under-qualified teachers

Under RTE Act, minimum qualifications for teachers in elementary schools were prescribed by the State Government as Higher Secondary pass with 50 *per cent* marks followed by two year diploma in elementary education for primary schools and bachelors degree with two years diploma in elementary education for UP schools. Both RTE Act and SSA Guidelines required engagement of professionally qualified teachers in PSs and UPSs and fixed timeline of five years up to August 2014 for making the existing under-qualified teachers professionally qualified.

Audit noticed that as of March 2014, under qualified teachers were continuing in PSs (20,471) and UPSs (936). Of these, 1,265 were under-matric while 20,142 were only matriculates without any additional professional qualification. However, the District Project Coordinators had not sponsored the under-qualified teachers to acquire higher qualification from National Institute of open Schooling and then for required training at District Institute of Education and Training to enhance the skill and professional competency of under-qualified teachers. In eight sampled districts, 3,411 teachers had not acquired professional qualification as of March 2014.

Department stated (May 2015) that steps had been taken to enrol under-qualified teachers to upgrade their qualification/ marks through convergence with National Institute of Open Schooling and its State counterpart.

2.2.12.4 Engagement of Sikshya Sahayaks/ Gana Sikshyaks compromising quality and competence

With the objective to increase retention and reduce dropout at elementary level, Sikshya Sahayaks (SSs) and Gana Sikshyaks (GSs) were engaged in elementary schools as para-teachers on consolidated salary⁶² as per Guidelines issued in October 2000. Requisite qualification for both SS and GS were trained intermediate. During 2010-14, 50,366 SSs⁶³ and 22,512 GSs⁶⁴ were engaged and 5,388 were under-qualified and untrained.

In eight sampled districts, 646 under-qualified and 2,836 untrained SSs and 204 under-qualified and 1,072 untrained GSs were working as on March 2015. The reasons for engaging them were not stated by the Department. An amount of ₹ 132.69 crore was paid towards salary of such untrained and under-qualified SSs and GSs during 2010-15. Though Government instruction (December 2013) provided for disengagement of GSs who would not be able to acquire minimum academic and professional qualification by March 2015,

⁶² SS: ₹ 4,000 up to 31 October 2013 and ₹ 5,200 from 1 November 2013; GS: ₹ 3,700 to ₹ 5,200 (based on qualification)

⁶³ 2010-11: 20,735; 2011-12:16,089; 2013-14: 13,542

⁶⁴ Trained: 17,124 and untrained: 5,388

action accordingly was not taken (May 2015). No such instruction was issued for SSs.

Department assured (May 2015) to take step for skill improvement and formulating a career advancement policy.

2.2.13 Mid-Day Meal Scheme

With the objective of enhancing enrolment, attendance, reduction of dropout and simultaneously improving nutritional level of children, the National Programme of Nutritional Support to Primary Education (NP-NSPE), known as Mid-Day Meal (MDM) Scheme, was launched as a Centrally Sponsored Scheme on 15 August 1995. The scheme was implemented in the entire State through W&CD Department up to August 2011 and through S&ME Department thereafter.

2.2.13.1 Extension of MDM to non-eligible schools: Inadmissible expenditure of ₹ 7.12 crore

As per GoI guidelines, MDM was to be served to the students of Government/ Aided schools. As against 66,388 schools in 2009-10 and 63,531 in 2013-14 in receipt of MDM, 59,492 in 2009-10 and 62,448 schools in 2013-14 respectively were eligible for coverage under MDM. The reason for such discrepancy was not reconciled (June 2015).

Audit test checked the records of District Project Monitoring Unit (MDM), Khurda and Bhadrak as well as records of State Nodal Officer (MDM) and noticed irregular supply of MDM worth ₹ 7.12 crore to 191 ineligible private/ unaided schools⁶⁵ during 2009-15. MDM was discontinued in 140 such schools of seven districts during April 2012 to June 2014 while supply of MDM to 51⁶⁶ such ineligible unaided/ private schools continued (May 2015). Thus, ₹ 7.12 crore was utilised irregularly out of MDM fund contrary to GoI guidelines.

Department stated (March 2015) that supply of MDM to ineligible schools had since been discontinued. But Audit found that serving MDM in 51 ineligible schools in seven districts was continuing till May 2015 as per records of SNO.

2.2.13.2 Non-serving of MDM during summer vacation in drought affected schools

Para 5.1(4) of MDM guidelines stipulated that mid-day-meal would also be served in schools during summer vacation in areas which were formally notified by Government as drought affected. In case notification declaring an area as drought affected is issued at a time when summer vacation has already commenced or is about to commence, State Government should provide mid-day meal in primary schools located in such area in anticipation of release of central assistance.

Audit noticed that two blocks (Aul and Rajkanika) of Kendrapara district were affected by drought during 2011 and 2012. However ₹ 99.79 lakh provided (May 2012 and November 2012) for this purpose remained unutilised (June

⁶⁵ Bhadrak: 64; Khurda: 7; Balasore: 19; Bargarh: 2; Deogarh: 9; Dhenkanal:6; Jajpur: 13; Kalahandi:34; Kandhamal:11; Malkangiri:1; Nuapada:19; Puri:6

⁶⁶ Bhadrak: 3; Khurda:7; Balasore:19; Bargarh: 2; Malkangiri:1; Jajpur:13; Puri:6

2015) and no MDM was provided to 46,559 students of concerned schools during summer vacation 2011 and 2012.

Reason attributed (October 2014) by the DEO, Kendrapara was non-mention in Government order about the agency/ official to execute the MDM in summer vacation in schools and how the vacation of teacher would be compensated, if they were engaged in summer vacation. DEO also assured (June 2015) to intimate State MDM Cell of such unutilised fund.

2.2.13.3 Shortage/ Misappropriation of rice

GoI instructions (February 2010) required lifting of rice from Food Corporation of India (FCI) by the lifting official authorised by the District Administration. Besides, rice lifted by transport agent (TA) and that delivered at block/ school points were to be reconciled regularly to avoid the possibility of any short supply and pilferage of rice.

Audit examined the food grain management at district level and noticed that there was no mechanism of regular reconciliation of lifting from FCI and actual delivery at school points and the District Social Welfare Officers (DSWOs)/ DEOs waited till the TA submitted the transportation charge bill, with delivery challans.

On examination of records of DSWO and DEOs and cross checking with the records of BEOs and consignees, Audit noticed short delivery of 794.396 MT rice valued ₹ 1.88 crore and the prospect of misappropriation of rice cannot be ruled out as indicated in table below:

Table 2.2.6: Short delivery of rice

DNO who allowed lifting	Rice lifted by TA from FCI (In MT)	Where to be delivered	Period of lifting	Rice received and taken to stock by the BDO/ Head master (In MT) ⁶⁷	Quantity short supplied in MT (Cost ₹ in lakh)
DSWO, Balangir	653.04	BDO, Loisinga	April 2009 to March 2011	547.06	105.98 (₹ 25.10)
DEO, Kendrapara	2143.25	At school point of Aul, Marshaghai and Mahakalapara blocks	April 2013 to August 2014	1758.71	384.54 (₹ 91.07)
DEO, Kendrapara	4278.698	School point	January 2012 to January 2013	4022.822	255.876 (₹ 60.60)
DSWO, Kendrapara	410.35	School point	20 Dec 2011	362.35	48.00 (₹ 11.37)
Total	7485.338			6690.942	794.396 (₹ 188.14)

(Source: Records of DEO/DSWO/BEO/BDO offices)

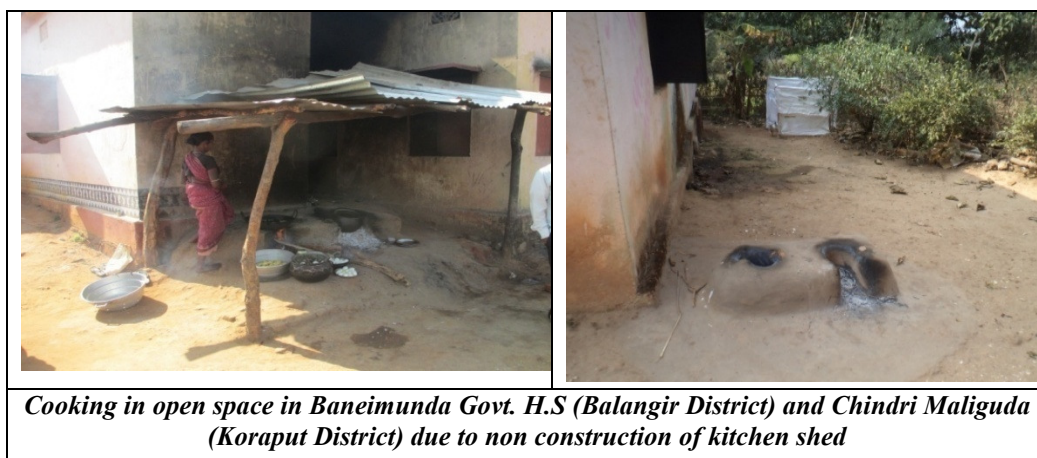
Out of 794.396 MT of rice short supplied while delivery challans were available with DSWO, Balangir for short supply of 105.98 MT rice, DEO, Kendrapara and DSWO, Kendrapara could not furnish the challans to Audit (November-December 2014) in respect of short supplied rice of 688.416 MT. Examination of records of BDO, Loisinga (the consignee), DEO, Kendrapara and five schools revealed that:

⁶⁷ As per the school wise rice stock receipt and utilisation report prepared by BEOs of concerned blocks who are monitoring the MDM activities

- 105.98 MT rice valued at ₹ 25.10 lakh were not entered in the stock register of BDO, Loisinga and stock entries mentioned in 12 delivery challans submitted by the concerned TA were found (June 2015) to be false. BDO, confirmed (March 2015 and June 2015) the same. This is indicative of misappropriation of 105.98 MT rice.
- In case of rice supplied (April 2013 to August 2014) by DEO, Kendrapara to school points, Audit noticed that in all the five schools test checked, though TA concerned showed 16.2 MT rice as delivered, stock registers of schools showed receipt of 11.55 MT rice and non-receipt of 4.65 MT rice as confirmed by the head masters concerned. Besides, Audit cross verified school records and noticed that 13.90 MT of MDM rice costing ₹ 3.29 lakh⁶⁸ were short delivered in 43⁶⁹ schools under five sample blocks under Balangir and Cuttack districts.

2.2.13.4 Preparation and serving of MDM in open space

Paragraph 4.2 of NP-NSPE 2006 required that kitchen-cum-store should be adequate and hygienic to prevent the risk of food poisoning and other health hazards as well as fire accidents. GoI also released (2006-10) ₹ 405.80 crore for construction of kitchen shed in 69,152⁷⁰ Primary and UP schools under MDM programme in the State. However, such sheds were not constructed in 27,410 schools of the State covered under MDM as of March 2014. In 163 (48 per cent) schools out of 339 sample schools, kitchen shed was not available due to which MDM was found to be cooked in open space/verandah /class rooms in unhygienic condition as indicated in pictures shown below.



Audit also noticed from inquiry report of DEO, Khurda that due to improper administration of MDM, 210 students of 19 schools fell sick during 2013-14 after consuming mid-day meals as cooked food became poisonous. This indicates that adequate care was not taken in the administration of the scheme.

2.2.14 Payment of Grants-in-aid to teachers of non-Government schools

To ensure availability of quality education in a continuous manner, the

⁶⁸ At ₹ 2,368.36 per Qtl. (CMR-cost in 2013-14) X Qtls. 139.00

⁶⁹ Gudvella: 8; Loisinga: 17; Muribahal: 9; Cuttack Sadar: 3 and Athagarh: 6

⁷⁰ Against 59,492 such eligible schools (2009-10) and 62,448 (2013-14), W&CD Department by submitting proposal inflating number of schools

Government supports PSs and UPSs in non-Government sector and releases grants-in-aid (GIA) to these schools on the basis of prescribed parameters to meet full/ part salary cost of both teaching and non-teaching staff. As of March 2014, GIA/ Block Grant (BG) was paid to 11,250 staff of 4,527 non-Government PSs, UPSs, madrasa and mission/ minority managed schools. While GIA was paid to teachers of 3,375 schools, BG was paid to teachers of 1,152 schools as of March 2014. During 2009-14, GIA amounting to ₹ 295.22 crore⁷¹ was released by the Government to the teaching and non-teaching staff of these non-Government PSs/ UPSs.

Audit noticed that the GIA were released through a set of executive instructions without a well defined policy and were not paid in a fair and equitable manner as discussed below.

2.2.14.1 Irregularities in sanction of GIA

Section 7-C of the OE Act amended in July 1994 created a statutory regime for release of grants-in-aid to non-Government Educational Institutions (EIs) which envisaged that the Government would set aside a fixed sum every year based on its economic capacity for release of GIA to non-Government EIs. Though Act provides for payment of grant in aid, yet its periodicity, quantum and regularity which were to be guided by a well-defined policy and procedures had not been framed (April 2015) and instead the Government granted GIA or increased the same through executive instructions (March 1995⁷², February 2004, October 2007, December 2008, June 2013 and March 2014) with varying terms and quantum. GIA towards full salary cost introduced in March 1995 for teachers eligible up to 1 June 1994 was replaced by BG⁷³ for teachers eligible thereafter from 1 January 2004, at 40 *per cent* after one year of presentation of candidates at the Upper primary common examination, 60 *per cent* after three years, 75 *per cent* after six years and 100 *per cent* after eight years.

Audit further noticed that:

- There was no uniformity in timing and eligibility criteria in aforesaid GIA orders. Under GIA Order 1994 issued in March 1995 a non-Government UP School established in 1989 received GIA from 1 June 1994 after five years of functioning, whereas EIs established/ staff appointed in 1990 in similar schools had to wait up to 2004 *i.e.* 10 years for GIA (BG).
- Rule 9 of Orissa Education (Recruitment and Other conditions of Services) Rules 1974, *inter alia*, required payment of salary and other service benefits to teachers of non-Government aided EIs at par with their counterparts in Government schools. As of March 2014, though

⁷¹ 2009-10: ₹ 29.24 crore; 2010-11: ₹ 24.66 crore; 2011-12: ₹ 84.44 crore; 2012-13: ₹ 81.40 crore and 2013-14: ₹ 75.48 crore

⁷² Provided for payment of GIA at full salary cost to teachers appointed in these schools prior to 1 June 1989 in educationally developed districts and prior to 1 June 1991 for educationally backward districts

⁷³ A fixed sum being emoluments due as on 1 January 2004 without any increment and dearness allowance which was increased in June 2013 to minimum basic pay in pay band and grade pay

8,946 teachers of 3,375 aided schools were provided GIA towards full salary cost from 1 June 1994 to those eligible by that date, however, block grant⁷⁴ without any increment and dearness allowance (DA) was paid only from 1 January 2004 to 2,304 teachers of 1,152 aided primary/ UP schools who became eligible after 1 June 2004, creating disparity in payment of salary. Even service benefits like provident fund (PF), pension, *etc.* were not extended to BG teachers of aided schools though required under Rule 9 *supra*.

- Though Government ordered to bring contractual para teachers (Sikshya Sahayaks) deployed in Government schools to State scale (including dearness allowance) on completion of six years of appointment, 2,304 teachers of aided schools working for more than 20 years were provided only BG which was less than 50 *per cent* than that received by such Sikshya Sahayaks on regularisation in State scale of pay.

Department stated (May 2015) that Government was providing grant as an aid for continuance of education in non-Government aided schools and no service condition had been fixed for block grant school teachers due to which pension, employees' provident fund and other benefits were not extended.

2.2.14.2 Release of GIA to ineligible schools

Rule 20 of 'The Orissa Education (Establishment, Recognition and Management of Private Upper Primary Schools) Rule, 1991' requires maintenance of minimum effective roll strength of 30 in each class in each UP School except for schools situated in scheduled area and tribal areas where the same was prescribed as 20 and 15 respectively. Rule 20(2) further prescribed that in case the minimum effective roll strength in each class is found by concerned Inspector of Schools to be below the said prescribed limit, he has to recommend to the DEE to withhold GIA of the school.

On examination of GIA as well as enrolment data maintained by OPEPA for aided PSs/ UP schools for the years 2012-13 and 2013-14, Audit noticed that:

- In 611 aided schools, though the roll strength remained below the prescribed minimum of 30, GIA was not withheld. DEOs had not submitted any inspection reports indicating such low enrolment and did not recommend to DEE for withholding the GIA. Instead, GIA of ₹ 23.66 crore was released to these unentitled schools.
- In 18 non-Government aided PSs/ UPSs situated in scheduled/ tribal areas, though the roll strength remained below the prescribed minimum of 15 per class, GIA was not withheld.

Government stated (May 2015) that GIA/ BG was released quarterly to eligible schools after verification of approved staff position at those schools; but the fact remains that eligibility to receive GIA by these schools had not been reviewed.

⁷⁴ Minimum of the pay plus grade pay without any increment or dearness allowance

2.2.15 Fund Management

During 2009-14, the Department received ₹ 18,830.16 crore under State budget and ₹ 4,029.74 crore from GoI under SSA. Against availability of ₹ 23,781.63 crore⁷⁵, ₹ 23,193.60 crore (97.50 *per cent*) was shown as utilised leaving ₹ 588.03 crore unutilised as of 31 March 2014.

Audit reviewed the fund management under elementary education sector at State and district level and noticed the following irregularities:

- **Outstanding advance of ₹252.29 crore:** In DPC offices of eight sampled districts, advances amounting to ₹ 252.29 crore remained outstanding against BDOs, other Government offices, Block Resource Centre Coordinators (BRCCs), Cluster Resource Centre Coordinators (CRCCs), SMC of the schools, suppliers and staff of the DPCs as of 31 March 2014 for period ranging from one to four years.

Department stated (May 2015) that major portion of advances were pending against the agencies in the sub-district level and concerted UC collection drive was undertaken through Block Level Accountants for liquidation of advances.

- **Blockage of fund:** While transferring MDM programme to S&ME Department (August 2011), Government instructed W&CD Department to transfer all unspent balances in favour of S&ME Department. W&CD Department also instructed (February 2013) BDO/ DSWOs to refund the unspent fund to DEOs. However, an amount of ₹ 28.05 crore was irregularly retained by 16 BDOs and five DSWOs (*Appendix 2.2.2*). Besides, District Inspector of School- cum-District Nodal Officer (MDM), Kendrapara released ₹ 74.60 lakh to BDO, Mahakalapara during April to August 2012 for implementation of MDM programme in the schools which was retained by the BDO in its savings bank account instead of being released to schools (November 2014).
- **Obtaining Central Assistance of ₹7.47 crore by inflating the number of schools:** As against 66,388 schools covered under MDM in W&CD Department during 2006-10 including education guarantee scheme schools which were subsequently closed during 2008-09, 69,152 schools were reported to the GoI while seeking fund for construction of kitchen sheds. However, number of schools eligible to be covered under MDM was reduced to 59,492 during 2009-10 and increased to 62,448 by March 2014. However, on the basis of this inflated figure, GoI released (2006-07 to 2009-10) ₹ 405.80 crore for construction of kitchens sheds in 67,633 primary and UP schools of the state at ₹ 60,000 per school and the Government received ₹ 7.47 crore⁷⁶ in

⁷⁵ Including other receipts like interest *etc.*: ₹ 694.34 crore and unspent balance as on 1 April 2009 with OPEPA: ₹ 227.39 crore. Source is Appropriation and Finance accounts for allocation under State budget and from OPEPA for central assistance received by it directly from GoI under SSA without routing the same through State budget

⁷⁶ $(67,633 \text{ less } 66,388) \times ₹ 60,000 = ₹ 7.47 \text{ crore}$

excess from GoI. Audit noticed that in sampled districts, the fund remained unutilised with DEOs and BDOs.

2.2.16 Inspection, Monitoring and Supervision

2.2.16.1 Delay in formation of State Advisory Council

As per rule 25 and 26 of Orissa Right of Children to Free and Compulsory Education Rules, 2010, a State Advisory Council was to be constituted to review norms and standards of RTE.

Audit noticed that said Council was constituted in July 2014 after five years of implementation of the RTE Act, 2009. The council comprises of 15 members including Minister, S&ME Department as Chairperson. Besides, first meeting of the Council was held in March 2015, wherein the council suggested to take up survey to identify the correct position of out of school children. It also instructed rationalisation of teachers, making provision of library books, installation of safety equipment, *etc.* Action thereon is awaited from the Department (June 2015).

2.2.16.2 Non-conducting of required inspections

As per instructions (July 2013) of the Department, BEOs have to inspect Primary and UP schools every month to check quality teaching and pedagogical improvement in the schools. Besides, DEO and DPC have to inspect five schools per month while CRCC has to conduct inspection of at least 10 elementary schools under his control each month.

Audit noticed that in three test checked districts (Angul, Balangir and Koraput), out of 72 sampled schools, DEO inspected only 20 schools (26 *per cent*) once during 2009-14 while 46 schools (64 *per cent*) were inspected by BEO once during same period. Similarly, in 191 sampled schools, against the requirement of 5,730 inspections by CRCCs, 4,219 inspections (74 *per cent*) were conducted during 2009-14. However, no inspection report was issued to the schools concerned by the CRCCs/DEOs.

2.2.17 Conclusion

Planning remained deficient due to non-preparation of perspective plan, non-setting of monitorable targets to fulfil the standards of infrastructure and availability of teachers within the timeline prescribed under RTE Act. Grant of permission and recognition to non-Government primary and upper primary schools remained weak as 1,544 unrecognised schools were unauthorisedly functioning in the State as of March 2014.

As of March 2014, 1,226 eligible habitations do not have any primary school (PS) while 201 habitations do not have any Upper primary school (UPS) within three kilometres, thus 46,861 children were deprived of easy access to education. While enrolment at elementary stage decreased from 66.21 lakh in 2009-10 to 63.88 lakh in 2013-14, enrolment in Government/ aided schools decreased with corresponding increase in enrolment in private schools during 2009-14 indicating failure of Government/ aided schools to attract students to

these schools despite interventions like MDM, free supply of uniform and text books.

Despite spending ₹ 23,193.60 crore on elementary education in the State during 2009-14, the quality of the same remained poor mainly due to deficient planning, inadequate infrastructure, non-availability of a large number of teachers with minimum academic and professional qualification and competence as well as poor implementation of the provisions of Right of Children to Free and Compulsory Education Act, 2009.

Quality of elementary education in the State was affected as 3,440 to 8,739 schools with 1.79 lakh to 3.88 lakh students were functioning with single teachers during 2009-14, 2,558 teacher posts in science and mathematics remained vacant for years, under-qualified teachers were continuing in PSs (20471) and UPSs (936) and were not made professionally qualified despite the timeline set under RTE Act being over since August 2014.

Basic infrastructure like class rooms, toilets, facility for safe and adequate drinking water as per scale prescribed in RTE Act was not made available in schools though the required timeline expired in August 2012. While 33,499 to 50,400 posts of teacher remained vacant during 2009-14, rationalisation of vacancies was not made and teacher pupil ratio in some test checked schools remained as high as 1:187 and 1:272. Administration of Grants-in-Aid (GIA) was deficient as GIA of ₹ 23.66 crore was paid to the ineligible teachers of 629 primary/ UP schools of the State.

While management of Mid day Meal (MDM) programme remained ineffective, misappropriation of rice valued at ₹ 28.39 lakh was also noticed. Management of funds remained deficient leading to advances of ₹ 252.29 crore remaining unadjusted/ unrecovered for years and blockage of ₹ 28.80 crore for years, *etc.* Inspection and monitoring mechanism also needed improvement.

2.2.18 Recommendations

Government may consider the following recommendations for improving the quality of elementary education in the State.

- Government may strengthen planning by preparing perspective plan and setting monitorable targets.
- Gaps in infrastructure and professionally deficient qualified teachers may be identified on priority basis considering the norms and standards prescribed by RTE Act and filled up in a time bound manner.
- Specific efforts may be made to bring all out of school children in the age group of 6 to 14 years into the fold and to improve the retention rate as well as transition rate between primary and upper primary stage.
- Management of fund may be further streamlined to minimise outstanding advances, blockage of fund, *etc.* in a time bound manner.

- Inspection and monitoring mechanism may be strengthened to avoid functioning of any unrecognised schools and to stop their further continuance till fulfilment of norms and standards set in RTE Act.

Department noted (June 2015) all the recommendations of Audit for improving the quality of elementary education for future guidance and formulation of AWP&B.

Chapter III

Compliance Audit

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Planning and Coordination Department

3.1 Audit of Sambalpur District

Executive Summary

Annual outcome based targets were not fixed for achieving the goals set in the Perspective Plan 2008-13 and Perspective Plan for 2013-18 was not prepared as of September 2014. District Planning and Monitoring Unit remained non-functional during 2009-14.

Despite intervention of Sarva Shiksha Abhiyan, schools did not have required infrastructure including toilets, drinking water facilities, playgrounds, etc. There was need for rationalisation in placement of teachers.

Adequate infrastructure and manpower were not available in District Headquarters Hospital/Community Health Centres/ Primary Health Centres. Implementation of different health programmes was not effective and the objective to provide assured, effective, affordable and accessible healthcare was not fully met.

During 2009-14, 73 per cent of IAY houses targeted were completed in the district. Inadequate awareness led to poor demand for work under Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS). Only 22 per cent of check dams taken up under the programme were completed.

Providing safe, sufficient and potable drinking water to the people of the district was defeated as drinking water projects remained unexecuted/ incomplete/ defunct. Quality testing of water was not conducted regularly. About 45.61 per cent households were still to be covered under drinking water supply system even after implementation of National Rural Drinking Water Programme. Against the target of 1.45 lakh toilets, 0.35 lakh toilets (24 per cent) could be constructed during 2009-14.

Anganwadi Centres lacked the required infrastructure facilities. There was delay in sanction of old age pension. Old age pension amounting to ₹0.94 lakh was shown as paid to 82 deceased pensioners in five blocks during 2009-14 even after 1 to 29 months of their death.

Target for creating irrigation potential could not be achieved due to non-installation of lift irrigation points, non-maintenance of irrigation projects, non-revival of defunct lift irrigation projects, etc. Besides, short supply of certified seeds to the farmers was also noticed.

Road and bridge works were not completed within the stipulated period for providing connectivity to unconnected habitations. Under Pradhan Mantri Gram Sadak Yojana (PMGSY), 43 roads of 140.44 km length taken up for completion by August 2014 remained incomplete after incurring an expenditure of ₹27.91 crore.

There were 58 villages and 42,866 Below Poverty Line households (44 per

cent) without electricity, even after six years of implementation of Rajiv Gandhi Grameen Vidyutikaran Yojana in the district. Against the target for setting up of 822 Micro and Small Enterprises during 2009-14, 766 enterprises (93 per cent) could be set up. Despite availability of funds, tourist circuits in the district remained incomplete.

There was shortage of police infrastructure, vehicles and human resources for management of law and order in the district. Delivery of Government to Citizen (G2C) services under e-Governance was not ensured in all the tahasils of the district. Deficient monitoring and supervision was noticed in implementation of various schemes/ programmes in the district.

3.1.1 Introduction

Sambalpur district surrounded by Jharsuguda and Sundargarh districts in North, Subarnapur and Angul districts in South, Deogarh in East, Bargarh and Jharsuguda in West lies in the western part of the State of Odisha. The district spans an area of 6,702 square kilometres with population density of 158 persons per square kilometre. The district has nine blocks, 148 Gram Panchayats (GPs), one Municipal Corporation and four Notified Area Councils (NACs). Other profile of the district is indicated in the table below:

Table 3.1.1: District profile

Features of profile	District status	State
Total Population (in lakh)	10.44	419.47
Male population (in lakh)	5.29	212.02
Female population (in lakh)	5.15	207.46
Population density (persons per square km)	158	269
SC population (in lakh)	1.92	71.88
ST population (in lakh)	3.55	95.91
Sex ratio	973	978
Literacy rate	76.91	73.45
Infant Mortality Rate (<i>per</i> 1000)	56	62
Maternal Mortality Rate (<i>per</i> lakh)	253	277

(Source: Census 2011 and Annual Health Survey 2011-12)

3.1.2 Administrative structure

The Collector and District Magistrate (Collector) is the head of the district administration who is assisted by Deputy Director (Planning) for formulating district plan and Project Director, District Rural Development Agency (DRDA) for implementation of various rural development programmes. Besides, the Collector also supervises and monitors different programmes implemented by district level heads of the line departments. However, District Planning Committee (DPC) is the apex body at district level which approves the district plan.

3.1.3 Audit objectives

The objectives of the audit were to assess whether:

- the planning process and institutional arrangement for implementation of different programmes were efficient and effective;
- funds received for different development programmes were adequate and utilised economically, efficiently and effectively;
- implementation of programmes/ schemes was efficient, effective and economical;
- monitoring mechanism and internal control system was in place and was efficient and effective.

3.1.4 Audit criteria

The audit findings were benchmarked against the following criteria:

- Perspective Plan, Annual Plans and Manual of Integrated District Planning prescribed by the Planning Commission;
- Guidelines of the concerned schemes/ programmes, orders/ instructions issued by the Central/ State Government;
- Provisions of the Orissa General Financial Rules, Orissa Treasury Code (OTC), Odisha Public Works Department (OPWD) Code;
- Prescribed monitoring mechanisms.

3.1.5 Audit scope and methodology

Audit of Sambalpur district involved review of development programmes/ schemes implemented in the district covering social, economic and general services. Audit also covered the roles and responsibilities of district administration in providing essential services for improving the general standard of living of the people of the district and in ensuring effective service delivery.

Audit, covering the period 2009-14, was conducted during June 2014-February 2015 through test check of records of different district level offices and sampled Block¹ level institutions. Joint physical inspection of assets was also conducted and photographs taken, wherever considered necessary.

An Entry Conference was held on 21 May 2014 with the Collector in the presence of other district level officers wherein audit objectives, criteria, scope and methodology were discussed. The findings of the Audit were discussed in the exit conference held on 26 May 2015 and reply of Government was suitably incorporated in the paragraphs.

3.1.6 Institutional framework and their functioning

To ensure effective delivery of public services to the people under various flagship programmes, different bodies and committees were constituted at

¹ Bamra, Dhankauda, Jamankira, Nakatideul, Rengali

district level with the Collector either chairing or being the Chief Executive. These committees/ bodies were responsible for planning, execution, monitoring and evaluation of different development programmes in the district as discussed below:

- **District Level Monitoring Committee under Sarva Shiksha Abhiyan (SSA):** For effective implementation of SSA, a District Level Monitoring Committee was constituted with the District Collector as the Member Convener. The Committee is required to be apprised of the progress of implementation of the programme in terms of both the targets and achievements and also on outcome indicators, *inter alia*, enrolment, dropout, learning achievement level of students, *etc*. Though the Committee was to meet once in a quarter, no meeting was held since its constitution (September 2009).
- **Zilla Swasthya Samiti (ZSS)/ Rogi Kalyan Samiti (RKS):** ZSS at the district level was formed with the Collector being the co-chairperson of the Governing Body to assist the district health administration in the implementation of various health programmes and projects in the district. The Collector is the chairperson of the RKS to ensure compliance to minimal standard for facility and hospital care.

Only three meetings of ZSS were held against the requirement of 10 during 2009-14. Similarly, as against requirement of holding 20 meetings by RKS, only six meetings were held during 2009-14. However, it discussed issues pertaining to waste disposal, amenities for doctors, operation of machines, *etc*, but issues concerning implementation of the schemes were not discussed.

H&FW Department stated (May 2015) that the shortfall in conducting meetings were due to difficulty in getting appointment of members. However, steps were being taken to improve the issue.

- **District Water and Sanitation Committee (DWSC):** DWSC was constituted in August 2003 under the chairmanship of the Collector for successful implementation of the rural water supply programme and sanitation campaign in the district. Audit noticed that only two Governing Body meetings were held against the requirement of 10 meetings during 2009-14.
- **District Level Monitoring and Review Committee (DLMRC):** To review overall progress of implementation of Integrated Child Development Services (ICDS) programme and for ensuring coordination and convergence with other line departments/ programmes, DLMRC was formed (March 2012) under the chairmanship of the Collector. However, no meetings were conducted to review the programmes.
- **Agricultural Technology Management Agency (ATMA):** The Collector is the Chairperson of the Governing Body of ATMA which provides overall policy direction and reviews the progress and

functioning of ATMA. Audit noticed that only eight GB meetings were held against the requirement of 20 meetings during 2009-14.

- **District Electrical Committee (DEC):** Under the chairmanship of the Collector, DEC was to look after electrification in the district under Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY) and Biju Gram Jyoti Yojana (BGJY). DEC constituted in October 2007 held only nine meetings during 2009-14 against requirement of 20 meetings.
- **District Level Vigilance and Monitoring Committee (DLVMC):** For effective monitoring of implementation of all programmes of Ministry of Rural Development including Rural Employment, DLVMC was to be constituted at the district level. Collector is the Member Secretary of the Committee. It met only six times against requirement of 20 during 2009-14. Proceedings of the meetings were drawn and issued to the concerned with delays ranging upto six months. The meetings could not be held quarterly due to non-fixing of date by the Chairman and non-convening of meeting by the Collector.

Audit noticed that since the committees held inadequate number of meetings, lack of monitoring could have played a role in non-achievement of various targets as discussed in the succeeding paragraphs.

3.1.7 Planning

3.1.7.1 Perspective Plan 2008-13 and Annual Plans

The district prepared the Perspective Plan 2008-13 which was also approved (September 2008) by the District Planning Committee (DPC)². The Perspective Plan set different goals in terms of monitorable indicators such as (i) to reduce poverty to 25 per cent of total population from 40 per cent in 2008 and eliminate extreme hunger; (ii) balanced, inclusive and complementary growth of rural and urban areas; (iii) improve Human Development Index to 0.63 and (iv) reduce disparity across regions (Blocks and Panchayats) and socio-economic groups and ensure gender equality and sustainability. The plan estimated its fund requirement to achieve these goals by 2013 as ₹ 2,309.76 crore against the resource availability of ₹ 1,550.62 crore and identified the resource gap to be ₹ 759.14 crore. The District Perspective Plan also gave priority to rural development and social service sectors to achieve its targets. Audit, however, noticed that:

- Though the Perspective Plan for 2008-13 was prepared, the same for 2013-18 was not prepared as of September 2014.
- District Annual Plans (DAP) were found to be not bottom up as GPs and Palli Sabhas were not consulted. However, DAP was prepared on the basis of feedback from district level offices through a Technical Support Institution (TSI) as the District Planning and Monitoring Unit (DPMU)

² DPC comprises 20 members that includes 11 members from Zilla Parishad, five members from ULBs, District Collector as the Member Secretary, Minister nominated as the Chairperson and two nominated members

remained non-functional during 2009-14. Various posts³ sanctioned for DPMU remained vacant since the date of creation (July 2010) indicating absence of institutional arrangement for preparation of DAP and its monitoring.

- DAPs for 2009-10 and 2013-14 were prepared in time but the same were approved by the DPC after a delay of seven to nine months. No DPC meetings were convened in time *i.e.*, before the commencement of the financial year concerned as prescribed by GoI in Manual for Integrated District Planning due to which the DAPs could not be submitted to Government in time.
- Annual outcome based targets were not fixed for achieving the goals set in the perspective plan 2008-13.
- General Service Sectors were not included in the DAPs (2008-09 to 2011-12) though the same were part of perspective plan with an outlay of ₹ 5.68 crore.

Planning and Coordination Department stated (May 2015) that the DPMU started functioning since August 2014 and collection of reliable data and preparation of draft plan was made under the direct supervision of DPMU.

3.1.8 Education (Sarva Shiksha Abhiyan)

Sarva Shiksha Abhiyan (SSA), the flagship programme of the GoI for universalisation of elementary education, was implemented in the District through District Project Coordinator (DPC) and District Education Officer (DEO) under the supervision of the District Collector. For maintaining retention and increasing attendance, mid-day meals were also provided in these schools under another flagship programme known as Mid-Day Meal (MDM) scheme.

During 2009-14, ₹ 351.75 crore was provided to the district under SSA (₹ 232.44 crore) and MDM (₹ 119.31 crore), of which ₹ 225.27 crore⁴ (64 *per cent*) was utilised. District achieved overall literacy rate (76.91 *per cent*) as per Census 2011, but female literacy rate remained at 68.47 *per cent* against the target of 70 *per cent*.

Audit test checked records of Odisha Primary Education Programme Authority (OPEPA), DPC, DEO and 42 sampled Primary/ Upper Primary (UP)/ High Schools and noticed that the rate of out of school children in the district went down from 2.46 *per cent* in 2009-10 to 0.03 *per cent* in 2013-14.

Audit noticed following deficiencies:

3.1.8.1 Infrastructure facilities in schools

Paragraph 15.4 of SSA Manual prescribes provision of adequate infrastructure at schools for creating a congenial atmosphere for learning. Despite utilisation

³ Economist, Livelihood Expert, Town Planning Expert, Regional Planning Expert, Geographical Information System Specialist, Accounts Officer *etc.* for data collection, analysis, updation and preparation of District Plans and its monitoring

⁴ SSA: ₹ 131.90 crore; MDM: ₹ 93.37 crore

of ₹ 12.41 crore⁵ during 2009-14 on creation and maintenance of school infrastructure, basic amenities were not available in schools as detailed in the table below:

Table 3.1.2: Statement showing short achievement of basic amenities

Basic amenities	Number of schools having inadequate infrastructure out of 1,482 schools in the district	Percentage
Schools without toilet	327	22
Schools without girls' toilet	188	13
Schools without drinking water facility	14	1
Schools without electricity	1112	75
Schools without playground	1108	75
Schools without boundary wall	240	16
Schools without kitchen shed	618	42
Schools without <i>pucca</i> building and functioning in <i>kutch</i> building	75	5
Schools having one class room	46	3

(Source: Data furnished by District Project Coordinator)

Absence of basic infrastructure was mainly due to delay in construction of works. Out of 4,670 works taken up during 2009-13 relating to construction of additional class rooms, girls' toilets, headmasters' rooms, *etc.*, 526 works⁶ remained incomplete even after incurring an expenditure of ₹ 6.57 crore. Audit test checked records of 103 works out of the above incomplete works and noticed that the works were incomplete mainly due to dispute in School Management Committee (25), negligence of headmasters (73) and paucity of funds (5).

3.1.8.2 Pupil-teacher ratio

As per Paragraph 1.9.10 of the SSA Guidelines, there should be minimum two teachers in every Primary and three teachers in every UP school. Further, as per Right of Children to Free and Compulsory Education Act (RTE Act), the norm of pupil-teacher ratio should be 30:1.

Out of 1,482 (Primary: 889 and UP: 593) schools in the district, 5,397 teachers were in position. Audit noticed that 40 Primary and four UP schools were running with only one teacher. Out of 42⁷ test checked schools, one Primary⁸ and one UP⁹ school had only one teacher each for five and two classes respectively.



Students of Class I to V reading in one class room in Kumbharkata PS in Dhankauda Block

Audit further noticed that in Dhunkchhali Primary school having only five students, there were three teachers whereas in Pandiapali Primary school, there

⁵ ₹ 5.84 crore on completed works and ₹ 6.57 crore on incomplete works

⁶ 2009-10: 17, 2010-11: 25, 2012-13: 57 and 2013-14: 427

⁷ 24 Primary, 16 Upper Primary and two Higher Secondary Schools

⁸ Kumbharkata PS, Dhankauda Block

⁹ Gumkarnama UPS, Rengali Block

were only two teachers for 72 students indicating need for rationalisation of placement of teachers despite Government instructions (May 2012) to this effect.

3.1.8.3 *Absence of subject teacher*

Audit noticed that in four out of seven new schools opened during 2009-14, no Science and Mathematics teachers were posted.

3.1.8.4 *Inadequate inspection*

Inspection of schools at elementary level is the joint responsibility of S&ME Department, DPC, SSA and Village Education Committees. Audit noticed that 30 (71 *per cent*) out of 42 test checked schools were not inspected by district level officers during 2009-14, though the schools had various deficiencies as discussed in preceding paragraphs.

3.1.9 Health

The Chief District Medical Officer (CDMO), Sambalpur functioning under H&FW Department, is responsible for providing healthcare services to the people through a network of District Headquarters Hospital (DHH), Sub-Divisional Hospitals (SDHs), Community Health Centres (CHCs), Primary Health Centres (PHCs) and Sub-centres (SCs) in the district.

Audit test checked records of CDMO, five CHCs, five PHCs and 20 SCs and noticed the following:

- ***Absence of adequate number of health centres:*** As per the Indian Public Health Standards (IPHS) norms¹⁰, the district should have nine CHCs, 35 PHCs and 209 SCs calculated on the basis of population of 10.44 lakh (Census 2011). As against this, 11 CHCs, 31 PHCs and 167 SCs were functioning in the district as of February 2015. Thus there was a shortfall of four PHCs (11 *per cent*) and 42 SCs (20 *per cent*). Check of records of SCs revealed that patients of three habitations (Khulagarh, Betjharan and Sadubahali) in rural areas had to cover up to 20-30 km to reach the nearby SCs for treatment. Although, additional requirement of SCs was discussed in the District Committee meeting held on 27 June 2014, there was no increase in the number of health institutions to cater to the needs of the population.

H&FW Department stated (May 2015) that proposal for establishment of two PHCs and 48 SCs had been submitted to Government and Mission Director, National Health Mission.

- ***Inadequate doctors and paramedical staff:*** There were 32 doctors, 25 staff nurses and nine laboratory technicians available in DHH, Sambalpur as of March 2014 against requirement of 50 doctors, 135 staff nurses and 12 laboratory technicians as per IPHS norms. Neither had CDMO submitted any proposal nor did the Department review the

¹⁰ One CHC for 1,20,000 population; one PHC for 30,000 population; one Sub-centre for 5,000 population

position to assess the requirement of medical and paramedical staff in the district to provide effective health services.

H&FW Department stated (May 2015) that steps were being taken to fill up the vacant posts.

- **Inadequate Bed strength at DHH:** As per the norms of IPHS, the bed occupancy rate (BOR) in the DHH should be at least 80 *per cent*. As against this, BOR at DHH, Sambalpur ranged between 131 and 177 *per cent* during 2009-14. During joint physical inspection (September 2014), it was noticed at DHH that some patients in paediatrics were treated in verandas.

H&FW Department stated (May 2015) that steps were being taken to address the issue.

3.1.9.1 Absence of basic diagnostic facilities and equipment

The role of Pathology department is unique and crucial for diagnosis and treatment. Joint physical inspection (September 2014) of laboratory services at DHH, Sambalpur revealed that diagnostic facilities were not available, though required to be provided as per norms of IPHS as given in the table below.

Table 3.1.3: Statement showing non-availability of diagnostic services in the DHH

Sl.No.	Speciality	Prescribed diagnostic services not available in the DHH
1	Pathology	Absolute Eosinophil count, Reticulocyte count, Total RBC count, Prothrombin time, Platelet count, Packed cell volume, Blood cross matching, Elisa for TB, Bone Marrow Aspiration, Thalassemia and Sputum cytology
2	Stool analysis	Hanging drop for V. Cholera, Bacterial culture and sensitivity
3	Histopathology	All types of specimen Biopsies

(Source: Compiled by Audit from records of CDMO)

During joint physical inspection (September 2014) of operation theatre and labour room, it was noticed that equipment (**Appendix 3.1.1**) as required under IPHS were not available. Further, one Cystourethroscope and one Ultrasound Scanner (with accessories) worth ₹ 13.14 lakh supplied during 2005-06 were lying defunct/ idle since 2005 and 2008 respectively for want of laboratory technicians.

H&FW Department stated (May 2015) that steps were being taken to address the issue on priority basis.

3.1.9.2 Supply of Not of Standard Quality drugs

It was noticed that 14 types of essential drugs purchased by State Drug Management Unit (SDMU) were found not of standard quality (NSQ) and were lying in the central store. Neither did the supplier replace the NSQ drugs nor did the medical authorities destroy them as required under Drug Management Policy. It was further noticed that against the requirement of 290 drugs as per drug policy, the number of essential drugs supplied to test checked CHCs ranged between 53 and 263. Besides, 14 types of drugs became time expired and were lying in the stock as of 30 September 2014.

H&FW Department stated (May 2015) that steps were being taken to closely monitor the consumption pattern and expiry date of all medicines, so that stock out and over stocking could be avoided. As regards NSQ medicine the Department stated that seven out of 14 types of drugs were replaced by the suppliers.

3.1.9.3 Implementation of health programmes

The CDMO was to implement the following health programmes in the district. The target and achievement of these programmes are indicated below.

- **National Programme for Control of Blindness:** Records of District Blindness Control Society showed that during 2009-14, against the target of 30,035 cataract surgery, the achievement was 18,811 (63 *per cent*) mainly due to short/ non-organisation of camps by the Non-Government Organisations (NGO) to whom it was entrusted.

H&FW Department stated (May 2015) that all NGOs had been requested to conduct more health camps.

- **National Leprosy Eradication Programme (NLEP)** aimed at bringing down the prevalent rate (PR) of 1.8 per 10,000 in 2005 to less than one per 10,000 populations thereafter. Despite utilisation of ₹ 31.44 lakh under NLEP during 2009-14, the prevalent rate ranged between 0.93 (2009-10) and 1.88 (2013-14) as compared to State average of 0.87 to 1.47 during 2009-14 indicating inadequate intervention of the programme. Further, detection of new cases also increased from 16.98 in 2009-10 to 33.96 *per cent* in 2013-14. But the District Administration had not taken any steps to open any leprosy hospital or post any specialised doctor in the DHH for treatment of leprosy patients.

H&FW Department stated (May 2015) that the district comes under high endemic zone of leprosy, but hidden cases came out after involvement of Accredited Social Health Activist and health staff, *etc.*

- **National Aids Control Programme (NACP)** was launched by the GoI in September 1992 with the objective to reduce the spread of HIV infection. During 2009-14, 22,741 persons were tested of which 246 were found HIV positive. Though the rate of seropositivity in the district was rising no family health awareness camp on HIV/AIDS was conducted in the district during the above period.

H&FW Department stated (May 2015) that steps were being taken to organise adequate number of family health awareness camps.

3.1.9.4 Inspection

It was noticed that no inspection was conducted by the Secretary, H&FW Department, and Director, H&FW during 2009-14. Further, the CDMO, Sambalpur had prepared schedule of inspections from July 2013 to February 2014. Further, no inspection was conducted and no schedule of inspection from April 2009 to June 2013 was prepared. Inspection reports were not made available to Audit for the period from 2009-14. Non-conduct of regular

inspections by district authorities affected the administration of healthcare services in the district.

H&FW Department stated (May 2015) that the present CDMO was visiting field regularly. But records in support of inspections were not made available.

3.1.10 Housing (Indira Awaas Yojana)

Indira Awaas Yojana (IAY) is a flagship scheme to provide houses to poor rural people. The objective of the scheme is primarily to help construction/upgradation of dwelling units of members of Scheduled Castes/ Scheduled Tribes, freed bonded labourers and other below the poverty line people by providing them a lump sum financial assistance.

- **Target and Achievement:** During 2009-14, out of total target of 17,394 units, construction of 12,651 houses (73 *per cent*) were completed in the District, whereas in five test-checked PSs¹¹, 4,371 (46 *per cent*) out of 9,559 houses were found to be completed as of March 2014. Similarly, construction of 4,743 houses in the district and 4,346 houses in the test checked PSs were in progress as of March 2014.
- **Incomplete houses:** Check of 369 IAY case records in the five selected blocks for the period 2009-12 revealed that in 341 cases, the houses were not completed within the prescribed period of two years despite incurring an expenditure of ₹ 93.69 lakh and the possibility of completion of these houses within the sanctioned amount is remote due to increase in cost of labour and material, *etc.* Further the district authority has not taken any initiative to provide loan under Differential Rate of Interest scheme to the beneficiaries to complete their houses.
- **IAY houses which were not started:** Verification of 958 case records for the period 2009-13 in 20 sampled GPs revealed that construction work of 258 IAY houses was not started even after payment of ₹ 34.28 lakh to the beneficiaries due to inability of the beneficiaries to make initial investment for civil works and lack of motivation and monitoring by the field officials. No action was taken by BDOs to ensure commencement/completion of houses.

Panchayati Raj (PR) Department stated (May 2015) that special drive was taken during 2014-15 to complete the incomplete IAY houses and cancel the houses which were not started.

3.1.11 Employment Generation (Mahatma Gandhi National Rural Employment Guarantee Scheme)

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) formulated by GoI under National Rural Employment Guarantee Act (NREGA) was launched in Sambalpur district in February 2006 to enhance livelihood security of rural people by providing at least 100 days of guaranteed wage employment in every financial year to every household. DPC

¹¹ Bamra, Dhankauda, Jamankira, Naktideul, Rengali

in the district and Programme Officers (PO) in blocks are responsible for implementation of the scheme.

During 2009-14, ₹ 158.85 crore was received under the scheme of which ₹ 154.86 crore (97 *per cent*) was utilised. On check of records, Audit noticed the following:

3.1.11.1 Employment assurance

As per the NREGA operational guidelines, a job card holder should be provided work within 15 days of submission of written application for work. Schedule-I of Section 10 of NREGA provided that it shall be open to the PO and the GP to direct any person who has sought employment to do work of any type permissible under the Act.

During 2009-14, 86.83 lakh man days were generated in the district by providing employment to 1,88,270 job card holders, of which 27.04 lakh man days (31 *per cent*) were provided to women workers as against required 28.65 lakh (33 *per cent*) man days. In five test-checked blocks, out of total 40.13 lakh man days generated during 2009-14 by providing employment to job card holders, 12.66 lakh (32 *per cent*) man days were generated for women as against the required 13.24 lakh man days.

The details of job card holders registered and those who got employment under the scheme during 2009-14 are as under:

Table 3.1.4: Details of actual provision of job to job card holders during 2009-14

Year	Total job card holders registered		Job card holders who demanded job		Job card holders who got employment		Job cardholders who got 100 days of employment		Percentage of employment	
	District	Blocks	District (<i>per cent</i>)	Blocks (<i>per cent</i>)	District	Blocks	District	Blocks	District	Blocks
2009-10	155885	79876	29733 (19)	14520 (18)	29540	14433	1950	100	07	0.7
2010-11	156632	80323	60913 (39)	27764 (35)	60560	27598	11630	100	19	0.4
2011-12	157244	80655	32283 (21)	15977 (20)	31869	15835	1076	200	03	1.3
2012-13	157210	81159	30882 (20)	16805 (21)	26221	14338	707	400	03	2.8
2013-14	158346	83090	46586 (29)	25750 (31)	40080	22352	4200	800	10	3.6
Total	785317	405103	200397	100689	188270		19563	1600		

(Source: DRDA and five PSs of Sambalpur)

As seen from above, percentage of job card holders who demanded work varied from 19 to 39 and percentage of employment varied from 3 to 19 in the district, while the same varied from 18 to 35 and 0.4 to 3.6 respectively in the test checked blocks during 2009-14. The number of persons who got 100 days of employment remained below 10 *per cent* during 2009-10, 2011-12 and 2012-13 in the district defeating the basic objectives of the scheme.

PR Department stated (May 2015) that as MGNREGS was a demand driven scheme, employment was given to the labourers who came forward.

3.1.11.2 Construction of check dams

Check Dam scheme was launched in the State under MGNREGS in 2010-11 to conserve water at the end of monsoon for drinking, ground water recharge and incidental irrigation. The preference was to be given to blocks having less than 35 *per cent* irrigation coverage, areas where farmers are using traditional

irrigation by constructing temporary cross bunds on streams and where farmers are willing to take up operation and maintenance of the project.

During the period 2011-14, out of 1,049 sanctioned projects with an estimated cost of ₹ 52.24 crore, 232 projects (22 *per cent*) were completed as of March 2014. In five test checked PSs, 88 check dams were taken up at an estimated cost of ₹ 4.40 crore during 2011-13 of which 13 check dams were completed after expenditure of ₹ 62.57 lakh and 75 projects remained incomplete even after expenditure of ₹ 2.66 crore.

During joint physical inspection of check dams by the GP and PS officials along with Audit, it was found that sluice gates for conservation of water and irrigation field channels were not constructed in any of the check dams. The possibility of irrigation through field channels was remote as cultivated land on both the sides of the nallah (stream) was higher than the height of the check dams.



Incomplete Check Dam at Sagnal of Naktideul PS of Salebhata GP

Non-completion of projects are due to lack of coordination with Minor Irrigation Division, wrong selection of site, defective planning, non-provision of plastic sheets during construction of irrigation field channels.

3.1.12 Drinking water

To provide adequate safe drinking water to rural people, National Rural Drinking Water Programme (NRDWP) was implemented in the district from April 2009. Executive Engineer (EE), Public Health (PH) Division, Sambalpur is responsible for implementation of urban drinking water schemes while EE, Rural Water Supply and Sanitation Division, Sambalpur is responsible for implementation of rural water supply schemes in the district.

Indian Standards IS 1172: 1983 as well as 'Manual on Water Supply and Treatment' (GoI), prescribed the *per capita* water supply in urban areas as 70 lpcd¹² for towns provided with piped water supply but without sewerage system and 135 lpcd for towns with piped water supply where sewerage system is either existing or contemplated.

Urban water supply

3.1.12.1 Availability of adequate drinking water in urban areas

Audit noticed that out of five urban areas of the district, *per capita* supply of piped water to one urban area *i.e.*, Rairakhol was 40 lpcd as against the prescribed norm of 70 lpcd.

Further examination revealed that supply of piped water in urban areas remained inadequate as under:

¹² Litre *per capita* per day

- **Partly covered and uncovered areas:** Despite availability of 213 lpcd water supply in Sambalpur town which was above the norm of 135 lpcd, four wards¹³ remained partly covered. Similarly, in the remaining four urban areas, 25 wards¹⁴ remained partly covered while nine wards¹⁵ remained fully uncovered. Action to provide piped water supply to these wards is awaited (March 2015).
- To augment the water supply and cover the uncovered areas of Sambalpur town, a project 'Improvement of water supply to Greater Sambalpur including fringe area' with project cost of ₹ 38.81 crore was sanctioned (October 2013). Central assistance of ₹ 15.53 crore was released in February 2014. State and Urban Local Body (ULB) share of ₹ 3.88 crore was also released by the State Government (March 2014). However, entire fund remained blocked with the concerned ULB (Sambalpur Municipal Corporation) as of March 2015 due to delay in administrative approval, preparation of detailed estimates, design, tendering, etc.
- **Daily water supply:** Despite availability of adequate water (145 to 213 lpcd), water supply in two towns (Burla and Hirakud NAC) was restricted to 12 hours daily while the same in Sambalpur town was provided for 2.64 hours per day. In the remaining two urban areas, water supply was restricted to 1.5 to 2 hours per day against the national benchmark of 24 hour water supply.
- **Low coverage of water supply connections:** Service level benchmark required 100 per cent water supply connections. However, such connections remained above 50 per cent in one urban area (Sambalpur: 57.56 per cent) while the same in the remaining four towns remained below 50 per cent and ranged between 1.50 (Rairakhol) and 42 per cent (Burla).
- **Poor metering arrangements:** Against the norm of 100 per cent metering arrangement, while no metering was available in three urban areas (Hirakud, Kuchinda and Rairakhol), the same remained very low in Burla (0.03 per cent) and Sambalpur (0.19 per cent).
- **High non-revenue water and wastage:** Against the norm of restricting non-revenue water within 20 per cent, the same remained as high as 90.87 per cent in Rairakhol, 66.55 per cent in Sambalpur and 52.31 per cent in Kuchinda. The same, however, remained at 16 and 18 per cent in Burla and Hirakud respectively.
- **Non-completion of water supply work by scheduled date:** As 9 out of 13 wards of Rairakhol NAC remained partly covered and the remaining four wards remained uncovered, the project 'Supply of drinking water to Rairakhol and its adjoining areas' from river Mahanadi at Kiakata was sanctioned and was awarded (November 2012) to a contractor at ₹ 23.81 crore with stipulation to complete by

¹³ Ward No. 2, 7, 24 and 25 (Sambalpur Municipality)

¹⁴ Burla NAC (nine wards), Rairakhol NAC (nine wards) and Kuchinda NAC (seven wards)

¹⁵ Ward No. 4, 5, 6 and 17 (Hirakud NAC), Ward No. 1, 2, 6 and 9 (Rairakhol NAC), Ward No. 1 (Kuchinda NAC)

November 2014. However, due to slow pace of construction by the contractor, work valuing ₹ 9.78 crore¹⁶ (41 *per cent*) only was executed as of December 2014.

Thus, despite availability of adequate water in four out of five towns of the district, sustainable and equitable water supply to all urban population has not been achieved.

3.1.12.2 *Drinking water quality monitoring and surveillance*

Chief Engineer, PH (Urban) instructed (May 2009 and September 2013) all PH Divisions to conduct water quality test for both physical, chemical including bacteriological test regularly. Audit, however, noticed that:

- No PH Testing Laboratory was available in PH Division Sambalpur for testing water samples in five urban areas of the district. Though water testing kits were available in the Division and were supplied to the sub-divisions of the district for regular testing of water samples, neither was any report thereof sent to EE nor was any record in support of water testing maintained by the concerned Engineers at sub-division level. The H&UD Department assured (May 2015) to build PH Divisional Laboratory in PPP mode.
- Water samples of 25 sources were sent to Central PH Laboratory, Bhubaneswar during 2011-14 and in 13 cases contamination of water was reported due to high iron, turbidity, hardness, alkalinity, *etc.* beyond the permissible limit with recommendation from the laboratory for rejection of the sources. However, these sources were not rejected and supply of unsafe drinking water continued (September 2014) thereby increasing the risk of water borne diseases and outbreak of jaundice cases (3,010) during May 2014 to February 2015.
- State Pollution Control Board (SPCB), which conducts random testing of water samples of rivers, reported (May 2009) significant presence of Biochemical Oxygen Demand (BOD) and Total Coliform in the water of river Mahanadi downstream from where water was drawn by PH Division for supply to Sambalpur town. But, no remedial measures were taken by the EE on such report of SPCB.
- Water quality testing equipment worth ₹ 15.69 lakh though procured (March 2014) by the EE for setting up of testing laboratories in each of the three PH sub-divisions were left idle due to want of adequate infrastructure and technical staff. H&UD Department stated (May 2015) that the Assistant EEs, Assistant Engineers and Junior Engineers were instructed to utilise the equipment for testing the water quality.

In reply, the EE attributed (August 2014) the fact to non-availability of Analyst in the Division and stated that the Chief Engineer had been moved for the same.

¹⁶ 2012-13: ₹ 2.12 crore; 2013-14: ₹ 6.34 crore and 2014-15 (up to July 2014): ₹ 1.32 crore

Rural water supply

In Sambalpur district, there are 5,386 rural habitations with 1,79,411 households of which 97,586 (54.39 *per cent*) households were covered under piped water supply and 81,825 (45.61 *per cent*) households still remained uncovered as of March 2014 even after implementation of National Rural Drinking Water Programme (NRDWP). These uncovered households had to depend upon traditional source of water supply like tube wells/ sanitary wells, *etc.*

3.1.12.3 Non-completion of Rural Piped Water Supply Projects (RPWS)

Audit noticed that out of 171 RPWS projects taken up during 2009-14 to provide piped water supply to 2.36 lakh population, only 102 projects were completed and 69 projects remained incomplete despite availability of ₹ 5.71 crore by the State Government under the programme. Following deficiencies were, however, noticed in implementation of the programme:

- **Lack of synchronisation:** 27 RPWS projects commenced during 2011-13 for providing safe drinking water remained incomplete or could not be commissioned (December 2014) even after incurring an expenditure of ₹ 2.66 crore due to lack of synchronisation in execution of different components of works, though the projects were required to be completed within one year of commencement.
- **Non-commencement of projects:** 37 RPWS projects taken up for execution during 2013-14 for providing piped water to 0.45 lakh rural population could not be commenced (December 2014) due to non-finalisation of water sources (6), non-finalisation of tenders (19), non-execution of agreements (2) and reasons for non-commencement of work in the remaining 10 cases were not available on record.
- **Non-prioritisation of projects:** Though NRDWP guidelines envisage prioritisation for partially covered/ quality affected/ SC, ST and Minority dominated habitations, incomplete projects, *etc.*, no such prioritisation was given. Out of 1,961 partially covered habitations prior to launching of NRDWP, 1,883 (96.02 *per cent*) habitations and out of 58 quality affected habitations identified as of 1 April 2009, 36 (62 *per cent*) habitations were yet to be covered under the programme.
- **Defunct projects:** Six RPWS projects¹⁷ commissioned during 2009-13 at a cost of ₹ 1.53 crore became defunct between March and October 2014 due to failure of water sources (two) and breakdown of electricity supply (four). Alternative water sources were neither provided nor the electrical problems sorted out to restore water supply to the affected habitations. Due to non-revival of projects, water supply to 5,845 rural populations remained disrupted for a period ranging from 3 to 12 months as of December 2014.
- **Non-formation of Village Water and Sanitation Committee (VWSC):** VWSCs were not formed in any of the 204 RPWS villages of the district

¹⁷ Baradunguri; G. Badami; Khaliabandh; Meghapat; Tureiniktimal; Uchkapat

for monitoring the progress of ongoing projects, revival of defunct projects, etc.

RD Department stated (May 2015) that the projects would be taken up gradually subject to availability of fund.

3.1.12.4 Testing, monitoring and surveillance of water quality

Audit scrutiny revealed that quality of water of all the RPWS was tested only once/ twice since the date of their commissioning and periodical testing was not conducted. As regards testing of water quality of tube wells/ sanitary wells, 35 to 90 per cent of the existing sources were tested during 2009-14.

- Out of the 10,480 spot sources (TWs/ SWs) tested during 2013-14, 837 (8 per cent) tube well sources were found to have iron content beyond the prescribed limit of 0.30 mg/l and content ranging between 0.31 mg/l and 8.0 mg/l were not safe for human consumption as per BIS standards.
- Bacteriological tests of the sources (TWs/ SWs/ PWSs) were not conducted during 2009-14.
- Data furnished by the Directorate of Health showed that 98,310 rural people of the district were affected by water borne diseases viz. diarrhoea (89,535), jaundice (21) and typhoid (8,754) which claimed seven lives during 2010-14.

RD Department stated (May 2015) that it was decided to test all RPWS projects both from chemical and bacteriological parameter twice a year and even more in exigencies from 2015-16.

3.1.13 Total Sanitation Campaign/ Nirmal Bharat Abhiyan

The programme Total Sanitation Campaign (TSC)/ Nirmal Bharat Abhiyan (NBA) is implemented in Odisha by the RD Department. Odisha State Water and Sanitation Mission (OSWSM) and District Water and Sanitation Missions (DWSM) are to oversee implementation of TSC/ NBA at State and District levels respectively.

DWSM, Sambalpur received ₹ 6.89 crore during 2009-14 and out of the available fund of ₹ 10.37 crore¹⁸, the district could utilise ₹ 6.42 crore (62 per cent) only. Against the target of 1.45 lakh toilets, 0.35 lakh toilets (24 per cent) could be constructed during 2009-14. The targets for construction of toilets could not be achieved due to various deficiencies like non-conduct of baseline survey, inadequate institutional arrangement, inadequate IEC activities, inadequate monitoring as discussed below:

- **Non-conduct of baseline survey:** As per NBA guidelines, base line survey (BLS) is to be conducted in a periodical manner to assess the impact of implementation of all components of the scheme uniformly after a certain/ specific interval and arrive at the actual status of

¹⁸ Opening balance: ₹ 2.73 crore + Central Share: ₹ 5.04 crore+ State share : ₹ 1.85 crore+ Interest: ₹ 0.75 crore

sanitation and hygiene practices.

Audit noticed that BLS was not conducted during 2009-14 but commenced in December 2014. Though Project Implementation Plan (PIP) was required to be revised consequent upon renaming of TSC as NBA with revised funding as well as eligibility norms, the same could not be prepared due to non-conduct of BLS and GoI assistance was not sought for as of December 2014.

- DWSM prepared annual implementation plan (AIP) without obtaining GP level and block level AIPs. Thus, the targets set in the district AIP were not realistic as they were not based on grassroots level data.

RD Department stated (May 2015) that periodical baseline survey was not done due to non-availability of budgetary provision between 2009 and 2014. However, such survey would be ensured to analyse the impact of implementation of the scheme.

- ***Inadequate institutional arrangements:*** As envisaged in NBA guidelines, Block Resource Centre (BRC) and Village Water and Sanitation Committee (VWSC) are to be set up in each Block and GP respectively for motivation, mobilisation and implementation of the programme. But, BRCs were set up only in two out of nine blocks and VWSCs in 10 out of 148 GPs in the district during 2009-14.

RD Department stated (May 2015) that BRCs had been set up in all blocks and formation of VWSCs had been started.

- ***Capacity building of grassroots functionaries:*** Against 192 activities planned for imparting training to PRI members, VWSC, block officials, Anganwadi workers/ Auxiliary Nursing Mothers, motivators, etc., 127 (66.15 per cent) activities were conducted during 2009-14.
- ***Inadequate inspections:*** TSC/ NBA guidelines emphasise that monitoring through regular field inspections by officers from the district level¹⁹ is essential for effective implementation of the programme. To monitor implementation of TSC/ NBA, though Member Secretary, DWSM claimed that regular field inspections were conducted, no records like inspection notes containing number of individual household latrines (IHHL) inspected, IHHLs used by beneficiaries, etc. could be produced to Audit. Team of experts to review the progress of implementation of TSC/ NBA was also not constituted as of December 2014.

3.1.14 Integrated Child Development Services Scheme

Integrated Child Development Services (ICDS), a centrally sponsored scheme was launched throughout the State in October 1975 to promote holistic development of children in the age group of 0 to 6 years, expectant and lactating mothers and adolescent girls of 11 to 18 years. Anganwadi Centres (AWCs) are the vital ICDS platforms for implementation of different schemes.

¹⁹ Collector, Member Secretary of DWSM, etc.

- **Inadequate infrastructure facilities:** As per ICDS guidelines, adequate infrastructure facilities including safe and *pucca* buildings, baby friendly toilets, drinking water facilities *etc.* should be provided to all AWCs so that beneficiaries avail the benefits under a safer environment. There were 1,842 AWCs (including 376 mini AWCs) functioning in the district as of March 2014 as given in the table below:

Table 3.1.5: Showing functioning of AWCs in different places

Place of functioning of AWCs	Number of AWCs
Own buildings	878
School building	299
Rented/ private houses	237
Community centres	422
Open spaces	6

(Source: Data furnished by DSWO, Sambalpur)

Audit further noticed that out of 878 (48 *per cent*) AWCs functioning in own buildings, 122 AWCs were in damaged conditions. During joint physical inspection of AWCs, it was noticed that toilets, electricity and drinking water facilities were not available in any of the 10 AWCs²⁰ visited. Due to absence of required infrastructure in AWCs, beneficiaries including girl children could not be provided a safe environment.

3.1.15 Payment of Old Age Pension

Under National Old Age Pension (NOAP) scheme, central assistance²¹ is provided to old people belonging to BPL category who are of 60 years of age and above. Besides, State Government is also implementing 'Madhu Babu Pension Yojana' (MBPY)²² for old people of 60 years and above. W&CD Department is the nodal Department for implementing both the schemes in the State through DSWOs at district level and BDOs at block level.

During 2009-14, an amount of ₹ 77.11 crore was received for disbursement of pension under OAP and MBPY of which ₹ 73.53 crore was utilised leaving an unspent balance of ₹ 3.58 crore. As of March 2014, 62,335 beneficiaries were receiving old age pension under the above programmes.

Audit test checked records of DSWO, three Sub-Collectors²³, five Blocks²⁴ and noticed various deficiencies like delay in disbursement of pension, payment to ineligible beneficiaries, *etc.* as discussed below:

- **Delay in sanction/ disbursement of pension:** As per MBPY guidelines, on receipt of application from BDO, Sub-Collector is required to

²⁰ Chouldipo, Debra, Gandhinagar, Ghosramal, Gudrapada-I, Kahapani, Kundrabahal, Larpank, Nuadihi, Kshetrapur

²¹ Under NOAP: ₹ 300 per month per beneficiary aged between 60 and 79 years and ₹ 500 per month per beneficiary aged 80 years and above.

²² Under MBPY, the assistance is ₹ 300 per beneficiary per month for aged 60 years and above.

²³ Kuchinda, Rairakhol and Sambalpur

²⁴ Bamra, Dhankauda, Jamankira, Naktideul and Rengali

examine the same within 15 days. But, in three out of five test checked Sub-Collectors, it was noticed that sanction of pension cases was delayed by more than 30 days in 867 cases.

In reply, Sub-Collectors stated that sanction of pension was delayed due to shortage of manpower and their busy schedule.

- ***Non-maintenance of priority list:*** Priority list based on the date and time of receipt of application was not maintained. Instead, pension was sanctioned as and when applications were sent by BDOs. No computerised database of pensioners as instructed (May 2011) by Government was maintained.
- ***Payment of pension from the date prior to sanction:*** Pension to the tune of ₹ 1.01 crore was paid to 7,629 beneficiaries before 1 to 24 months of sanction of their pension, though it was to be paid from first of the month following the month of sanction.
- ***Payment of pension to under aged/ ineligible/ deceased beneficiaries:*** Under NOAP and MBPY, age of the applicant was required to be verified from electoral roll of GP/NAC/Municipality or school leaving certificate or birth registration certificate. Audit noticed that, in two blocks²⁵ and one sub division²⁶, old age pension amounting to ₹ 3.42 lakh was sanctioned in favour of 55 applicants who had not attained the age of 60 years as on the date of sanction, as per their Electoral Voter Identity Cards. Similarly, in five test checked blocks, pension amounting to ₹ 0.94 lakh was shown as paid to 82 deceased pensioners during 2009-14 even after their death, for a period ranging from 1 to 29 months.

BDOs stated that appropriate steps would be taken after inquiry of the matter.

3.1.16 Members of Legislative Assembly Local Area Development (MLALAD) Scheme

Main objectives of MLALAD scheme were to increase participation of local people and their representatives in the planning process, create small but essential public assets/ projects/ works based on the felt needs of the local public.

During 2009-14, out of available fund of ₹ 20.76 crore under the scheme during 2009-14, DRDA released ₹ 20.36 crore to different executing agencies and retained the balance of ₹ 0.40 crore in PL and Bank Accounts as of 31 March 2014. Audit, however, noticed the following deficiencies in implementation of the programme.

- ***Selection of inadmissible works:*** As per scheme guidelines, new works within the place of worship and on land belonging to or owned by religious, economic services, faith/ group are prohibited. But, repair and

²⁵ Bamra, Naktideul

²⁶ Sambalpur

maintenance works are permitted. Audit scrutiny revealed that 21 works not fulfilling the admissibility criteria were executed with expenditure of ₹ 24.75 lakh during 2009-14.

Planning & Coordination (P&C) Department stated (May 2015) that the sanctioned works were admissible under the MLALAD guidelines. The reply is not acceptable as the works were new constructions which are not admissible under the guidelines.

- **Incomplete assets:** 31 works shown as completed in five test checked executing agencies remained incomplete and unusable even after investment of ₹ 18.15 lakh under the scheme due to paucity of funds.

P&C Department stated (May 2015) that all the executing agencies were instructed to take steps to complete the incomplete projects.

- **Non-withdrawal of funds from delayed projects:** Scheme guidelines stipulated that in case no expenditure was incurred in respect of a project for which funds were provided within six months from the date of release of funds, the amount allocated for this project should be withdrawn and utilised for the next project waiting for funds in the priority list. Audit noticed that funds allocated for 284 works with estimated cost of ₹ 2.40 crore were not withdrawn though these works were not started within the prescribed period.

P&C Department stated (May 2015) that all the executing agencies were instructed for utilisation of sanctioned funds.

3.1.17 Irrigation

The district had a total cultivable land of 1,93,674 hectares with irrigated potential of 65,334 hectares as of March 2014. As per the perspective plan, irrigation potential of the district was to be increased by 7 to 10 *per cent* every year. As such, irrigation potential for 98,964 hectares²⁷ was to be created by 2013-14 against which irrigation potential of 65,334 hectares (69 *per cent*) was created resulting in shortfall of 33,630 hectares. Shortfall in achievement was mainly due to the following:

- **Non-installation of lift irrigation points:** Against the target of 450 new LI points to be installed during 2009-14 as per Perspective Plan 2008-13, 146²⁸ (32 *per cent*) LI points were installed. The target could not be achieved due to non-receipt of funds from the Government.
- **Maintenance of irrigation projects:** Out of 113 Minor Irrigation Projects (MIPs) in the district, 64 MIPs were operational, 27 completely derelict, 13 partly derelict and the remaining nine ongoing MIPs commenced during 2006-09 for irrigating an ayacut area of 1,315 hectares remained incomplete as of January 2015.

²⁷ Calculated at 7 *per cent* growth every year over existing irrigation potential of 75,499 hectares in 2009-10

²⁸ 2009-10: 42 (47 *per cent*), 2010-11: 12 (13 *per cent*), 2011-12: 23 (26 *per cent*); 2012-13: 20 (22 *per cent*) and 2013-14: 49 (55 *per cent*)

- Four new MIPs involving ayacut area of 35.88 hectares²⁹ could not be commenced for want of forest clearance.
- Besides, repair and modernisation work of 49 MIPs with estimated cost of ₹ 10.05 crore taken up by the EE during March 2011-April 2012 involving ayacut area of 1,631 hectares could not be completed as of January 2015 despite incurring expenditure of ₹ 8.03 crore.
- **Defunct lift irrigation projects:** Out of 458 LI projects in the district, 110 LI projects with irrigation potential of 2,409 hectares were lying defunct since 1989-2004 due to headwork damage, non-supply of electricity, theft of electrical transformer, etc.

Water Resources Department stated (May 2015) that renovation and revival work of projects were ongoing and would be completed soon.

3.1.18 Agriculture

To increase production in rice, wheat, pulses etc. through area expansion, creation of employment opportunities and enhancing farm level economy, the district received ₹ 32.12 crore during 2009-14 from GoI under major schemes like National Food Security Mission (NFSM) and Rashtriya Krishi Vikash Yojana (RKVY). These schemes were implemented in the district through constitution of Agriculture Technology Management Agency (ATMA). However, the district utilised ₹ 29.14 crore (91 per cent) under these schemes.

Test checked records of Deputy Director of Agriculture (DDA), Sambalpur and three³⁰ District Agriculture Officers (DAOs) revealed following:

- **Non-involvement of farmers in planning process:** As per RKVY guidelines, each district has to prepare Comprehensive District Agriculture Plan (C-DAP) which should be initiated at grassroots (village/GP) level. The Block Action Plan (BAP) should involve Block Farmers Advisory Committee (BFAC) and Farmers Friend (FF) at village level at preparatory stage for preparation of District Agriculture Action Plans (DAAPs). However, the district plan was prepared during 2009-14 without participation of all stakeholders. Though DAAP were prepared by consolidating the BAPs, BFAC and FF were not involved. As DAAP had missed bottom-up approach involving farmers, the district level planning was not realistic to address the actual needs of the people.
- **Seed Village Scheme:** The Seed Village Scheme (SVS) guidelines envisage that the seed village programme for a particular crop is implemented in a selected area and the area should ideally be adopted by the Odisha State Seeds Corporation Limited (OSSC). For any reason, if the OSSC is not able to take up the area as grower village for commercial production of seed, the trained farmers should be induced to register themselves as seed growers and required foundation/

²⁹ Sunatungiri:11.36 Ha; Karandijore: 6.12 Ha; Badjharan: 17.51 Ha and Kadalijharan:0.89 Ha

³⁰ Sambalpur, Kuchinda and Rairakhol

certified stage-1 seed should be made available to them in subsequent years so that the seed production would continue.

During Kharif 2009-10 and 2010-11, 4,320 farmers were trained as seed growers and 14,381.02 quintal seed were distributed to them as mini kits at subsidised rate covering 25,588.06 hectare land. But, OSSC neither adopted the area for registration of farmers nor did the DDA induce the farmers to be registered as a result of which production of certified seed by the trained farmers could not be ensured and this led to short supply of 55,486 qtl. certified seeds during 2009-14.

- **Poor achievement under Jalanidhi programme:** To create additional irrigation facilities, Government provided subsidy to farmers for digging of bore wells, dug wells, purchase of pump sets, etc. Achievement in digging of bore well ranged from 1 to 62 *per cent* during 2009-14 whereas in case of dug well, it was 26 (2010-11) to 99 *per cent* (2011-12).

DDA stated (January 2015) that the achievement under bore well for the year 2013-14 was low as farmers had been availing 90 *per cent* subsidy for Lift Irrigation under RKVY.

3.1.19 Connectivity

As of March 2014, there are 63 kilometre (km) of National Highways, 302.74 km of State Highways, 116.17 km of major district roads and 178.351 km of other district roads existing in the district. Out of 1,477 habitations existing in the district, 770 habitations were connected with rural roads and 707 habitations remained unconnected.

During 2009-14, the district received ₹ 488.36 crore³¹ towards construction and maintenance of urban/ rural roads of which 473.42 crore³² was utilised and ₹ 14.94 crore remained unutilised. Audit noticed that construction/ improvement work of roads and bridges taken up during 2009-14 to provide all weather road communication to the people could not be completed due to the following reasons:

Urban roads

- **State Highways/ District roads:** Improvement works of 11 roads awarded during 2009-14 to nine contractors at ₹ 72.27 crore for completion by January 2011-November 2014 remained incomplete as of January 2015 even after expenditure of ₹ 58.88 crore (81 *per cent*).
- **Bridge works:** Construction work of two High Level bridges³³ awarded (July-September 2013) at ₹ 4.43 crore for completion by September/

³¹ NH Division: ₹ 14.66 crore (NH); R&B Division: ₹ 201.92 crore (SH/ MDR/ ODR), Rural Works (RW) Division: ₹ 271.78 crore (PMGSY roads)

³² NH Division: ₹ 14.66 crore; R&B Division: ₹ 201.92 crore, Rural Works (RW) Division: ₹ 256.84 crore

³³ (1) Bridge over Gaikhai Nallah at 1st km on Maneswar-Kolpada Road and (2) Bridge over Dhruba Nallah at 3rd km on Sendha-Andhari Road

November 2014 could not be completed even after expenditure of ₹ 1.09 crore (25 per cent).

Works Department stated (May 2015) that roads and bridges could not be completed within the stipulated time due to various reasons like delay in eviction of encroachment, shifting of electrical utility and PHD pipelines, naxal effect, change in the design of bridges, etc.

Rural roads (PMGSY)

Out of 234 PMGSY roads sanctioned during 2009-14, 125 roads (53 per cent) were completed, 46 roads remained incomplete and 63 roads were not taken up as of March 2014.

- 43 roads of 140.44 km length (***Appendix 3.1.2***) taken up between September 2011 and November 2013 for completion by August 2012-August 2014 remained incomplete even after 5 to 28 months of the scheduled date of completion and after incurring expenditure of ₹ 27.91 crore.

Rural Development (RD) Department stated (May 2015) that steps had been taken to complete all these projects by December 2015.

- Seven roads completed between December 2010 and November 2014 after incurring expenditure of ₹ 10.59 crore could not provide connectivity due to non-construction of bridges over nallahs/ rivers crossing these roads simultaneously with the road works.

RD Department stated (May 2015) that the link bridges had got the sanction from Government GoI India and would be completed by March 2016.

- ***Connectivity not established due to reduction in length of roads:*** Audit noticed that 15 roads with total length of 104.71 km were envisaged for completion at a cost of ₹ 32.17 crore. Out of these 87.14 km road (83.22 per cent) was constructed and remaining 17.57 km road was curtailed due to non-obtaining forest clearance.

RD Department stated (May 2015) that actual length of roads had been reduced as per site requirement and the roads coming under forest area would be developed after getting forest clearance.

3.1.20 Rural electrification

GoI launched (March 2005) RGGVY with the objective of supplying electricity to all villages and habitations with population of more than one hundred and families Below Poverty Line (BPL) free of charge by 2012. Besides, GoO also introduced (September 2007) BGJY for covering the habitations left out under RGGVY. NTPC Electrical Supply Company Limited was entrusted with execution of works under RGGVY while the Collector through concerned electricity distribution company implemented the BGJY. Under BGJY, ₹ 16 crore was provided to the district during 2007-14 for

electrification of 487 villages.

Audit scrutiny revealed the following deficiencies:

- **Shortfall in achieving target under RGGVY:** As against target of supply of electricity to 1,239 villages/ habitations and 96,884 BPL households by April 2010, 1,173 villages/ habitations were electrified and were handed over to WESCO³⁴ and service connections were provided to 54,018 BPL households leaving 58 villages and 42,866 BPL households (44 *per cent*) without electricity, even after six years of implementation of the programme in the district.
- **Inadequate coverage under BGJY:** Out of 487 villages/ habitations planned for electrification under BGJY by March 2014, 315 villages (65 *per cent*) were electrified as of March 2014 with an expenditure of ₹ 10.15 crore. The reason for less coverage was due to improper planning and lack of proper monitoring by the district administration.

Energy Department stated (May 2015) that BPL households were scattered and could not be electrified as per guidelines. However, these villages were proposed to be electrified under RGGVY during 12th Plan period (2012-17).

3.1.21 Industry

The perspective plan 2008-13 of Sambalpur district set the target of setting up of 420 small scale industries during this period. Regional Industries Centre (RIC) is responsible for promoting SSI units. Audit, however, noticed that:

- Against the target for setting up of 822 Micro, small and Medium Enterprises (MSME) during 2009-14, achievement was 93 *per cent* (766) resulting in shortfall of 56 enterprises.
- Orissa Infrastructure Development Corporation applied (February 2007 to December 2010) to Tahasildars of Sambalpur and Rengali for alienation of 342.61 acre Government land and acquisition of 11.83 acre private land in different locations for creating a land bank for MSME against which only 100 acres were allotted by September 2014.
- Four entrepreneurs who applied for land during December 2008-August 2010, were not allotted the same. Similarly, six entrepreneurs who applied for industrial shed in the industrial estate were not provided due to non-availability. Thus, preparedness to promote MSMEs remained deficient to that extent.
- As per Section 5 of Orissa Industrial (Facilitation) Act 2004, District Level Single Window Clearance Authority (DLSWCA) was to be created in each district which was to examine the proposal for setting up industrial units and grant approvals for the same. Out of 13 applications received by DLSWCA during 2009-14, eight applications

³⁴ Western Electricity Supply Company of Odisha Limited

were not cleared as of August 2014 and reasons thereof were not on record.

- Under Prime Minister Employment Generation Programme, against targeted employment generation of 2,676 achievement was 1,349 (50 *per cent*) during 2009-14. Out of 287 units availing bank credit, only 241 were set up. The Regional Manager, RIC Sambalpur did not monitor the same for which reason 46 units could not be set up which adversely affected the employment generation in the district.
- Though Industrial Policy Resolution 2007 envisaged development of industrial park for promotion of thrust and priority sector industries and Government already decided to promote Sambalpur-Jharsuguda-Rourkela as industrial corridor, proactive measures for development of ancillary and downstream industries were not taken up by the RIC.
- Though 17 units were identified as sick during 2009-14, no action was taken for their revival (August 2014).

Industries Department stated (May 2015) that development of industrial park for promotion of thrust and priority sector industries were under their active consideration.

3.1.21.1 Inadequate air and water pollution control measures

As per Section 21 of the Air (Prevention and Control of Pollution) Act, 1981 and Section 25 of the Water (Prevention and Control of Pollution) Act, 1974, no person shall without previous consent of the SPCB, establish or operate any industrial plant which is likely to discharge sewage or trade effluent. Audit noticed that:

- Out of 211 units, 76³⁵ were functioning in the district without obtaining consent from the SPCB.
- Eight³⁶ out of ten large industries did not create required green belt to the extent of 33 *per cent* of allotted land.
- As revealed from the proceedings (January 2014) of Rehabilitation and Periphery Development Advisory Committee, two industries *viz.* Hindustan Aluminum Company Limited (HINDALCO), Hirakud and Bhushan Power and Steel Limited (BPSL), Thelkoloi had not taken required pollution control measures to combat air and water pollution even after six years of starting production. Further, in case of HINDALCO there was crop damage due to gas leakage and breach of ash pond. BPSL had not installed Waste Water Treatment Plant as of

³⁵ Rice mills (22), crusher units (47), fixed chimney brick units (1) and fly ash brick units (6)

³⁶ (1) Aryan Ispat and Power Limited, (2) Vishakha Industries Limited, (3) Viraj Steel and Energy Limited, (4) Aditya Alumina Hindalco Industries Limited, (5) Bhushan Power and Steel Limited, (6) Shyam Metallic and Energy Limited, (7) Jai Jagannath Steel and Power Limited and (8) Talabira I Hindalco Industries Limited

August 2014, though the same was targeted for completion by March 2014.

Thus, control of air and water pollution by large industries still remained unachieved (August 2014).

3.1.22 Tourism

As per Paragraph 6.3.1 of Odisha Tourism Policy 2013, Department of Tourism and Culture, District Tourism Promotion Council³⁷ shall *prima facie* identify lands/ sites appropriate for tourism development through site visits, site studies and assessment of tourism development potential in the area. Audit noticed that the number of tourists visiting the district increased from 7.89 lakh in 2009 to 9.16 lakh (16 *per cent*) in 2013. Audit noticed following:

- **Non-completion of tourist circuits:** For development of ‘Sambalpur-Hirakud-Dhama-Pradhanpat-Khandadhar-Vedvyas-Pitamahal-Khinda-Deogarh tourist circuit, GoI sanctioned (January 2009) ₹ 6.16 crore and released ₹ 4.93 crore (80 *per cent*) with stipulation to complete the project within 60 months. Though the same was placed (February 2010) with Odisha Tourism Development Corporation Limited (OTDC) for execution of the project, it could utilise ₹ 2.83 crore (57.40 *per cent*) by June 2013.
- Similarly, for development of Bargarh- Papanga- Sambalpur- Ghanteswari- Budharaja- Gudugudia- Jharsuguda- Kuilighar- Bikramkhola tourist circuit, GoI sanctioned ₹ 4.34 crore and released (August 2010) ₹ 3.47 crore with stipulation to execute works within 24 months. However, OTDC could utilise ₹ 0.89 crore (25.64 *per cent*).
- Due to non-alienation of suitable land, delay in processing of tender, delay in supply of electricity, *etc.*, the projects could not be executed and amount of ₹ 4.68³⁸ crore was surrendered (September 2013) to GoI.

Tourism and Culture Department stated (May 2015) that incomplete components would be completed out of State resources.

- **Use of Public Convenience and Tourist Interpretation Centres for commercial purposes:** As a part of ‘Sambalpur-Hirakud-Dhama-Pradhanpat- Khandadhar- Vedvyas- Pitamahal- Khinda- Deogarh- Debrigarh’ tourist circuit, Public Convenience and Tourist Interpretation Centres at Samaleshwari Temple were constructed at an expenditure of ₹ 68.26 lakh. On joint physical inspection (February 2015) of the temple site with the District Tourist Officer, it was noticed that the centre was being used for social and cultural functions/ activities.

Tourism and Culture Department stated (May 2015) that appropriate action would be taken against the temple committee.

³⁷ Under the chairmanship of the District Collector and District Tourist Officer as Member Secretary

³⁸ (₹ 4.93 crore less ₹ 2.83 crore) + (₹ 3.47 crore less ₹ 0.89 crore)

3.1.23 Forest

As per Forest Survey of India Report 2011 and 2013, the forest area of Sambalpur district increased from 3,309 sq. km in 2011 to 3,358 sq. km in 2013. Plantation activities in forest areas are carried out by the Afforestation and Social Forestry Divisions.

3.1.23.1 Implementation of compensatory afforestation

GoI, Ministry of Environment and Forest diverted 157.66 ha forest land in favour of two companies³⁹ for which compensatory afforestation was to be raised over 157.66 ha land who deposited (2008 to 2012) ₹ 1.25 crore⁴⁰ with Compensatory Afforestation Fund Management and Planning Authority (CAMPA).

Audit noticed that out of 157.66 ha, afforestation programme 38.39 ha and 119.27 ha of land was included under Divisional Forest Officer (DFO), Rairakhol and Sambalpur respectively. In respect of DFO Rairakhol, though the same was included in the Annual Plan of Operation (APO) 2014-15 fund was not placed with the DFO as of September 2014. In case of DFO, Sambalpur though afforestation programme over 119.26 ha was included in APO 2011-12 for plantation during 2012-13, only 81.26 ha could be done.

Principal Chief Conservator of Forests stated (May 2015) that alternative non-forest land was identified for plantation programme and the same would be included in the coming annual plan of operations for plantation.

3.1.24 Police: Law and Order

For maintenance of law and order in the district, there are 23 police stations and 19 police outposts under the administrative control of the Superintendent of Police (SP), Sambalpur. The district is under the jurisdiction of Deputy Inspector General of Police Northern Range, Sambalpur.

- **Law and order scenario:** Crime scenario in the district during 2009-2013 was as under:

Table 3.1.6: Crime scenario during 2009-2013

Year	Number of crimes					
	Murder	Theft	Rape	Rioting	Others	Total
2009	43	298	35	85	2172	2633
2010	45	323	27	84	2131	2610
2011	37	409	30	79	2616	3171
2012	54	426	57	74	2355	2966
2013	48	513	81	70	2989	3701
Total	227	1969	230	392	12263	15081

(Source: Superintendent of Police Sambalpur)

It would be observed from the above table that during 2009-14, the percentage of crime has increased by 41 per cent. Audit noticed that:

³⁹ M/s Aditya Aluminium (119.264 ha), Shyam DRI Power Limited (38.393 ha)

⁴⁰ M/s Aditya Aluminium (₹ 1.10 crore), Shyam DRI Power Limited (₹ 0.15 crore)

- In the district, 736 cases⁴¹ were pending for investigation as of December 2013 of which 25 cases were pending for more than five years.
- Number of unnatural death (UD) cases pending for disposal increased during 2009-10 and 563 cases were pending for disposal as of 2013, of which 39 cases remained pending prior to 2009.
- 1,679 non-bailable warrants (NBWs) were pending for execution as of December 2013 and execution of NBW ranged from 16 to 23 *per cent* during 2009-2013.
- SP, Sambalpur provided police guards to three Government and non-Government organisations during 2009-14, but deployment cost of ₹ 4.63 crore was not realised (December 2014).
- Skill development training for police staff was inadequate as out of 193 Investigating Officers of the district, only 23 personnel were imparted specialised training to deal with crime cases.

Mobility support

Audit noticed that:

- Of 203 vehicles available, 38 vehicles (15 light vehicles and 23 motor cycles) remained defunct and off road during March 2005 to September 2013. Against 79 operational vehicles⁴², only 51 drivers were available which affected the mobility of operational vehicles.
- Shortage of two Police Control Room vans forced the District police to restrict patrolling to two shifts (7 AM to 11 PM). Proposal sent (August/September 2009) by the concerned Deputy Inspector General of Police was not sanctioned by the Department till the date of Audit.

Human resources

- Against the sanctioned strength of 1,020, actual personnel in position was 894 as of March 2014 and 126 posts in different cadres including 59 posts in the cadre of investigating officers were lying vacant which adversely affected the investigation process as discussed in the preceding paragraph.
- Against the requirement of 2,359 home guards (HGs) for the district, only 650 posts were created and 576 were in position as of March 2014. This resulted in shortage of 1,783 (76 *per cent*) HGs in the district.
- Though two police stations⁴³ of the district were selected (February 2013 and July 2013) for implementation of community policing scheme, such scheme was not introduced in these police stations as of July 2014.

3.1.25 e-Governance

Vision of National e-Governance Plan approved by GoI in 2003 was to make

⁴¹ Less than one year: 591; one year to less than three years: 89; three years to less than five years: 31; five years to less than 10 years: 24 and above 10 years: 1

⁴² Court van: 2, heavy vehicle: 6, medium vehicle: 15 and light vehicle: 56

⁴³ Hirakud Police Station and Sadar Police Station

all Government services accessible to the common man in his locality through common service delivery outlets and ensure efficiency, transparency and reliability of such services at affordable costs to realise the basic needs of the common man. Government has approved six services (issuance of Income, Residence, Caste, SEBC/ OBC, Legal heir and Solvency certificates) under e-District mission mode project for implementation in 28 districts including Sambalpur. Audit, however, noticed the following:

- ***Non-delivery of services under e-District:*** As per the State e-Governance Apex Committee meeting, at least one Common Service Centre (CSC) was to be set up in each GP at Rajiv Gandhi Seva Kendra (RGSK) for delivery of services. Audit noticed that 149 CSCs were set up in the district as of August 2014 which included 22 CSCs in Urban Local Bodies and 127 CSCs in the GPs out of 148 GPs in the district. It was noticed that 39 CSCs were functioning out of 89 CSCs verified by the District e-Governance Manager. But, operational status of remaining 60 CSCs was not on record. Thus, delivery of service through CSCs remained unfulfilled (February 2015). Further, during joint physical inspection of nine CSCs, Audit noticed that none of them were functioning in the RGSKs.
- ***Non-delivery of Government to Citizen (G2C) services:*** Department of Information Technology instructed (August 2013) signing of Memorandum of Understanding (MoU) between Village Level Entrepreneur (VLE) of CSC and District Administration for delivery of six services known as Government to Citizen (G2C) services under e-District Mission Mode Project (MMP). Audit found that in the district, Collector had signed MoU with only 63 VLEs out of 149 VLEs of CSCs as of March 2015. Thus, delivery of G2C services was not ensured in the district.
- ***Awareness programme and publicity:*** No awareness programme and publicity was conducted on delivery of G2C services on the ground of non-availability of fund. District e-Governance Society was to meet once in every quarter, but it met only once (August 2012) during 2011-14. As a result, implementation of e-governance project lacked monitoring.

3.1.26 Conclusion

Perspective Plan though prepared for 2008-13 was not prepared for 2013-18 as of September 2014. Annual targets were not fixed for achieving the goals set in the Perspective Plan 2008-13. District Planning and Monitoring Unit remained non-functional during 2009-14. Despite intervention of SSA, schools did not have required infrastructure facilities including toilets, drinking water, playgrounds, etc. Rationalisation of placement of teachers in all schools was not done due to which some schools were running with single teacher. Adequate infrastructure and manpower were not available in DHH/CHC/PHCs. Implementation of different health programmes was not effective and the objective to provide assured, effective, affordable and accessible healthcare was defeated. Houses taken up under IAY remained incomplete. Inadequate awareness led to poor demand for work under MGNREGS. Only 22 per cent of check dams taken up under the programme were completed.

Providing safe, sufficient and potable drinking water to the people of the district was defeated as drinking water projects remained unexecuted/ incomplete/ defunct. Testing of quality of water was not conducted regularly. Against the target of 1.45 lakh toilets, 0.35 lakh toilets (24 *per cent*) could be constructed during 2009-14. Anganwadi Centres lacked basic infrastructure facilities.

Irrigation potential could not be increased to the desired level for increasing agricultural productivity in the district. There was short supply of certified seeds to the farmers. Road and bridge works were not completed within the stipulated period for providing connectivity to unconnected habitations. Land bank for promotion of Micro, Small & Medium Enterprises in the district could not be created due to non-alienation/ acquisition of land. There was delay in execution of tourist circuits in the district despite availability of funds.

There was shortage of police infrastructure, vehicles and human resources for management of law and order in the district. Delivery of Government to Citizen services under e-Governance was not ensured. Deficient monitoring and supervision was noticed in implementation of various schemes/ programmes as designated committees neither held required number of meetings nor deliberated upon progress of implementation of various schemes.

3.1.27 Recommendations

- Adequate infrastructure/ amenities may be provided in schools to improve quality of education.
- Government may strengthen functioning of DHH, CHCs and PHCs by providing adequate manpower and infrastructure.
- District Administration may take measures for early completion/ revival of drinking water projects and ensure quality of water by effective remedial measures and follow-up action taken on adverse quality results by concerned agencies.
- Steps may be taken for timely completion of Rural roads.
- District Authorities may ensure timely completion of houses sanctioned under IAY, works sanctioned under MLALAD, check dams under MGNREGS and tourist projects in the district.
- Adequate number of meetings may be held for efficient monitoring of different programmes implemented in the district.

Government, while accepting (June 2015) the recommendations, assured to issue necessary instructions to the Departments to follow the recommendations made in Audit.

Home Department

3.2 Functioning of Commissionerate of Police, Bhubaneswar-Cuttack

3.2.1 Introduction

Commissionerate Police System was introduced (January 2008) in the State under Section 4 of Orissa Urban Police (OUP) Act, 2003 in two Urban Police Districts (UPD) of Bhubaneswar and Cuttack with 45⁴⁴ Police Stations (PS). The objective of Commissionerate system *vis-a-vis* traditional policing controlled by Superintendent of Police at district level was to create a superior system of policing under a unified professional command to deal with modern, organised/ un-organised crimes, law and order, ensure traffic discipline apart from being people-friendly, *etc.*

The Commissionerate Police is headed by a Commissioner of Police (CP), who is assisted by one Additional Commissioner of Police, six Deputy Commissioners of Police (DCsP) and 20 Assistant Commissioners of Police (ACsP). CP functioned under the technical control of Director General and Inspector General of Police (DGP) of the State and administrative control of Home Department. Under Section 58 1(a) of OUP Act, the State Government entrusted (December 2007) powers and duties of an Executive/ District Magistrate⁴⁵ to CP.

Audit was conducted during February to June 2014 covering the period 2008-13 with the objective to assess the adequacy and effectiveness of the operational preparedness and operational efficiency of the Commissionerate police, inspection and monitoring mechanism as well as availability of adequate human resources and physical infrastructure *etc.*

3.2.1.1 Limitations to Audit

Though production of records to Audit is mandatory, records relating to public grievance, public petition and Headquarters grievance *etc.*, VVIP's and Chief Minister's security arrangement, number of cases instituted, disposed and pending in the courts of CP-cum-District Magistrate were not produced. As a result, Audit was unable to give assurance on pace and quality of disposal of grievances filed with CP and their pendency, exercise of magisterial powers by CP and whether the VVIP security system in place was adequate and robust.

3.2.2 Audit findings

The objectives of establishment of Commissionerate, *inter alia*, were to establish a superior system of policing in urban areas to ensure efficient crime management to deal with modern, organised and well armed criminals and to

⁴⁴ Out of 45 PSs three *viz.*, Uttara PS, Airport PS and CDA, Cuttack PS not yet functioning (March 2014)

⁴⁵ Such power as defined under Sections 106 to 124 of Chapter VIII and Sections 129 to 148 of Chapter X of the Code of Criminal Procedure, 1973

apprehend, arrest and get them convicted to maintain peace and law and order in urban centres.

Audit findings on the operational efficiencies like crime management, timeliness in registration of First Information Reports (FIRs), pace of investigation, traffic management by the Commissionerate Police along with operational preparedness like striking capabilities, mobility support, human resources management, *etc.* are discussed below.

Operational efficiency

3.2.3 Crime management

Effective crime management requires prevention, detection and investigation of crime in an efficient and effective manner.

3.2.3.1 Non-fixation of Key Performance Indicators and benchmarks

To measure operational proficiency of police, Key Performance Indicators⁴⁶ (KPIs) are prescribed in Bureau of Police Research and Development (BPRD) guidelines and GoI instructions and benchmarks need to be fixed for efficient performance. State Government had agreed to finalise few indicators from Annual Plan 2012-13. However, such KPIs had not been prescribed (May 2015). In absence of any such KPI, Audit relied on the norms prescribed by Government of India as well as State average as the indicative benchmark for some audit observations.

3.2.3.2 Increase in crime incidence

Incidence of different crimes in Commissionerate area during 2008-13 are indicated in the table below which showed increasing trend with sizeable increase of 20 *per cent* in 2012 and 35 *per cent* in 2013 over that in 2011.

Table 3.2.1: Trend of crime incidence (category wise) in the Commissionerate area

Type of crime cases reported	2008	2009	2010	2011	2012	2013
Murder	65	51	63	61	82	83
Theft	1797	1593	1663	1703	1953	2378
MV Accident	818	918	929	936	949	875
Dacoity	47	49	36	30	34	44
Robbery	172	155	119	130	138	143
Burglary	472	391	387	316	432	507
Swindling	294	154	134	164	252	381
Rioting	95	91	82	68	96	102
Rape	54	46	60	54	84	81
Miscellaneous	2822	3487	3344	3303	4127	4515
Total	6636	6935	6817	6765	8147	9109
No. of crime per 1000 population	3	3	3	3	3	3
Total Population	2160126	2269358	2312093	2501238	2658577	2889802

(Source: White papers of DCP, Bhubaneswar and Cuttack for crime rate and information furnished by CP on population)

⁴⁶ Response time to reach the crime place, time to register first information report (FIR), average time taken for detection of different categories of crime, number of investigations of different kinds to be conducted by a police official per day and per month, *etc.*

As could be seen, compared to the growth of population, crime rate of three per 1,000 population in commissionerate area, remained 50 *per cent* more than that of the State average⁴⁷ during 2008-13. CP stated that increase in crime incidences is a pan state phenomenon and commissionerate area being more urbanised and industrialised, had higher number of crime incidences. But commissionerate system was supposed to be a superior system in tackling crime.

3.2.3.3 Crime against women and children

To address the issues relating to women and children effectively, two women Police Stations were functioning in CP area while *Mahila* and *Sishu* desks were available in remaining 10 test checked PSs. Audit noticed that 3,572 cases of crime against women⁴⁸ and 146 cases of crime against children⁴⁹ were registered in the Commissionerate area during 2008-2013. Further analysis revealed that:

- Molestation cases increased from 79 in 2008 to 119 in 2013 while kidnapping of women also increased from 41 in 2008 to 104 in 2013.
- While dowry cases increased from 62 in 2008 to 183 in 2013, non-dowry torture cases increased from 58 in 2008 to 210 in 2012.
- Rape of minor child also increased from nine in 2008 to 53 in 2013.
- Out of 2,362 cases relating to women and children registered in both the test checked women police stations during 2008-13, 1,242 were disposed off while 1,120 cases (47 *per cent*) remained pending for investigation for one to five years⁵⁰ as of March 2014. The Inspector-in-Charge (IIC) of Mahila Police Station attributed the huge pendency to negligence on the part of Investigating Officers (IOs) as well as their inadequate skill in writing case diary.

3.2.3.4 Crime prevention

The increase in crime incidence is contributed to by lack of crime prevention measures which include timely intelligence gathering, effective patrolling and implementation of people friendly scheme like community policing. Audit, however, noticed that while proposal for creation of separate intelligence wing remained pending with the Home Department (2008), community policing system was also not implemented (March 2013). Patrolling was, however, being done through Police Control Room (PCR) Vans.

⁴⁷ Two crimes per 1,000 population

⁴⁸ Molestation: 507; Sexual harassment: 19; eve teasing: 95; kidnapping of women: 330; Murder of women: 153; Dowry cases: 710; Dowry homicide: 177; Dowry torture: 824; dowry suicide: 56; non-dowry torture: 682; gang rape: 19

⁴⁹ Rape of minor: 113; refuse for remarriage: 32; child marriage: 1

⁵⁰ Within one year but above 30 days: 338; one to two years: 286; two to three years: 145; three to four years: 136; four to five years: 117; above five years: 98

3.2.3.5 *Delay in first spot visit: Norm for response time not fixed*

The Department had not fixed any norm for response time⁵¹ for operational efficiency.

On scrutiny of cases registered at test checked police stations in two test checked months (July 2012 and March 2013), Audit noticed that out of 473 cases registered, response time for first spot visit by police after registration of FIR was not mentioned in the crime index register in 343 cases (73 per cent) though required under Police Manual (Form 177). Out of remaining 130 cases, in 27 cases (21 per cent) there was delay ranging from more than one hour to 10 hours 15 minutes as per recording made in crime index register.

Department stated (January 2015) that on receipt of information through dial 100 system on incidence of any crime, PCR vans reached crime spot within five to ten minutes in 90 per cent cases. But, Audit test check had shown otherwise.

3.2.3.6 *Timeliness in registering FIRs and issue of copies of FIR*

Section 143 (a) & (b) and 116 of Orissa Police Manual as well as BPRD norm required immediate registration of FIRs including those received orally. Orissa Police Manual (OPM) also requires every occurrence brought to the notice of Officer-in-charge of Police Stations, be entered in Station diary (SD) and all cognizable offenses shall immediately be converted to FIR. Section 143(b) of OPM also requires immediate handing over of FIRs to the complainant. Besides, as per Odisha Right to Public Service (ORTPS) Act 2012, copies of FIRs are also to be handed over to the complainant within 24 hours free of cost.

Audit test checked 473 FIRs filed during two test checked months (July 2012 and March 2013) in 10⁵² out of 12 PSs and noticed that:

- In 48 cases, FIRs were lodged with a delay of 1 to 56 days from the time of the entry in the station diary of Police Station. The maximum delay of 56 days⁵³ was noticed in Badambadi PS.
- In 53 cases (*Appendix 3.2.1*), the complaints were not recorded in SD as revealed on cross checking entries made in crime index register with SD maintained at test checked PSs.
- In 17 cases, FIRs were lodged first and then the incident was entered in SD after two to three days with maximum delay of three days in Khandagiri PS.
- In one sampled PS (Khandagiri PS), though five cases of cognizable offences were recorded in the SD in July 2012 (three cases) and March

⁵¹ Time taken from the time of making First Information Report to the time the police actually reaching the crime scene

⁵² Excluding two traffic police stations, where no FIR is entertained

⁵³ Reported at PS on 23 May 2012 at 2.30 PM but the FIR was registered on 18 July 2012 at 12.40 PM

2013 (two cases), they were not converted to FIRs at all even after two to three years.

- In 88 out of 473 test checked cases, FIRs were not handed over to the complainant as of March 2014 as required under Rule 143 (b) of OPM with maximum (41 cases) in Khandagiri PS. In 13 cases, copies of FIRs were issued timely while in one case the same was issued with delay of 22 days. In remaining 371 cases copies of FIRs were acknowledged by the complainants without indicating date of receipt due to which associated delay could not be assessed in Audit.

Department stated (January 2015) that though target was fixed for closure of cases, the same could not be achieved by both the UPDs due to their various engagements.

3.2.4 Submission of final reports/ charge sheets less than State average

During 2008 to 2013, submission of charge sheets and final report by CP ranged from 47 to 59 *per cent*⁵⁴ of FIRs found true⁵⁵. It was less than the State average of 73 to 76 *per cent*⁵⁶ during the same period. Besides, analysis of crime data for 2013 also revealed that submission of charge sheets and final report⁵⁷ remained much higher in districts like Ganjam (79 *per cent*), Sundargarh (83 *per cent*), Sambalpur (84 *per cent*) and Balasore (71 *per cent*).

Further examination revealed that:

3.2.4.1 Delay in submission/ filing of charge sheets/ final reports

BPRD norm as well as OPM requires filing of charge sheets/ final report within 120 days of filing of FIR in specially reported cases while in other cases, same was to be filed within 60 days.

Audit noticed that:

- Though FIR was filed in 44,409 cases during 2008-2013, in 935 cases (2.10 *per cent*) the same were not filed for over five years as of March 2014.
- Out of 473 FIRs filed in test checked months, charge sheets (214) and final reports (98) were submitted in 312 cases as of March 2014. In remaining 160 pending cases investigation was not completed even after 395 to 725 days.
- In 167 (54 *per cent*) out of 312 disposed cases where charge-sheets or final reports were filed, there were delays ranging from one to 300 days⁵⁸ beyond the prescribed timeline.

⁵⁴ 2010: 52 *per cent*; 2011: 54 *per cent*; 2012: 59 *per cent* and 2013: 47 *per cent*

⁵⁵ Those FIRs which have evidence of being based on actual occurrence

⁵⁶ 2010: 73 *per cent*; 2011: 75 *per cent*; 2012: 76 and 2013: 75 *per cent*

⁵⁷ FIRs filed to charge sheets files and final form submitted

⁵⁸ One to 100 days: 120 cases, 101-200 days: 26 cases and above 200 days: 21 cases

- In 47 cases⁵⁹ in the three test checked PSs⁶⁰, there were 1 to 355 days of delay between framing the charges and filing the charge-sheets in Courts.

3.2.4.2 *Delay in following up of complaint cases after registration of FIR*

All complaints received in a PS are recorded in SD while cognizable offences are converted to FIR. Besides, when any person becomes aggrieved, he puts forth his/ her grievances before CP and other authorities which are to be recorded in a register and are enquired into.

Audit noticed that no time limit was prescribed by the Department/ CP for disposal of grievance petitions. Out of 5,496 grievance petitions received by CP during 2008-2013, files relating to only 14 were produced to Audit on grounds of privacy of petitioners. Test check of these 14 cases revealed that these included six cognizable cases relating to inaction of Police despite registration of FIR and four cognizable cases relating to non-registration of FIR. Audit noticed that in these four cases FIR was filed after delay of 5 to 51 days from the receipt of grievance petition.

Besides, examination of grievances registers of CP revealed that in three cases (complaint received in March-April 2010) no report was received (December 2014) from Enquiry Officers, while in five cases (received during June 2008 to November 2010), reports from Enquiry Officers were received after a delay ranging from one year three months to two years 10 months. In the absence of more records, Audit could not get assurance about the quality and the swiftness or delay in disposal of grievances of citizens who approached the CP during this period.

On scrutiny of records of test checked PSs, Audit noticed that five⁶¹ PSs and two ACP offices (ACP III and ACP IV of Bhubaneswar UPD) received 2,715 grievance petitions from ACP (Grievance) and DCP Bhubaneswar during 2008-13, of which 1,533 grievances (56 *per cent*) remained pending for disposal as of March 2014.

Besides, delay ranging between 1 and 36 months was noticed in disposal of grievances in the test checked cases. Department admitted (January 2015) that the enquiry into the grievance petitions could not be completed expeditiously due to inadequate number of field staff and their engagement in other important duties.

3.2.5 **Investigation of crime**

Norms for investigation of crime per officer per month were neither prescribed by the Department nor by the CP, though BPRD norms provided for conducting 50 investigations by a party of three officials⁶² per annum. No

⁵⁹ One to 100 days: 42 cases, 101-200 days: 2 cases and above 200 -355 days: 3 cases

⁶⁰ Infocity PS, Mahila PSs, Bhubaneswar and Cuttack

⁶¹ Khandagiri, Laxmisagar, Badagada, Chauliaganj and Mahila PS, Cuttack

⁶² One Sub-Inspector, one head constable and one constable

target was fixed for disposal of cases on the ground that investigation and law and order wings were not separated and hence, investigating officers were engaged in multiple works. Audit, however, noticed the following deficiencies:

3.2.5.1 *Slow pace of investigation leading to huge pendency*

During 2008-2013, cases pending under investigation in the commissionerate area ranged between 41 and 53 *per cent* of FIRs found true and remained much more than the State average of 24 to 27 *per cent* during the same period. Besides, cases pending under investigation for 2013 in both the UPDs under the jurisdiction of CP remained much higher than that of districts having more urban areas like Ganjam (21 *per cent*); Sundargarh (17 *per cent*), Sambalpur (16 *per cent*) and Balasore (29 *per cent*). This is indicative of slow pace of investigation by the Commissionerate.

Audit also noticed that:

- Out of 7,767 cases pending for investigation with the CP as of March 2014, 935 cases (12 *per cent*) were pending for more than five years. Besides, out of pending 5,969 Unnatural Death (UD) cases, 303 cases (five *per cent*) were rolling prior to 2008 and reason thereof could not be stated to Audit.
- In 10 sampled PSs, 1,000 (38 *per cent*) out of 2,640 pending cases were lying with the IOs who had already been transferred to other PSs or even retired from service.
- Out of 114 test checked cases pertaining to theft and burglary, *etc.* involving stolen property of ₹ 76 lakh, only in 29 cases articles involving ₹ 14.88 lakh (20 *per cent*) were recovered.

Department, while admitting the fact, stated (January 2015) that increase in registration of crime is a pan state phenomenon.

3.2.5.2 *Non-separation of investigation wing from law and order wing*

Home Department emphasised (April 2007) creation of an exclusive wing of police for investigation and its separation from law and order wing. Audit noticed that such separation had not been initiated as of March 2015. This also resulted in piling up of cases pending under investigation which increased from 573 at the beginning of 2008 to 7,767 at the end of March 2014.

Department stated (January 2015) that because of shortage of staff at officers' level i.e. ASI and above, creation of separate wings for investigation and law and order could not be made possible.

3.2.5.3 *Pending ICC cases referred by court of law*

In ICC cases complainants lodge complaint directly in the Court and Court instructs the concerned PS to investigate into the matter. Audit noticed that 636 ICC cases relating to period prior to March 2013 were pending for

investigation in Commissionerate area as of March 2014, which included 193 cases relating to eight⁶³ out of 12 sampled PSs.

Department stated (January 2015) that the pendency as well as delay in enquiry was due to pressure of work on the enquiry officers.

3.2.5.4 *Crime control: Non-execution of non-bailable warrants*

Non-bailable warrants (NBWs) issued by the Courts of law are to be executed by the police within the time limit allowed by the Court. Audit, however, noticed that though 7,906 NBWs were executed during 2008-14, 4,190 such warrants (Bhubaneswar: 1,817 and Cuttack: 2,373) (53 *per cent*) remained non-executed as of March 2014 on the ground of absconding of warrantee, change of address of warrantee, unknown addressee, absence of warrantee at the time of raid, etc., despite instruction (January 2013/ March 2013) of CJM, Khurda and Cuttack in the coordination meetings to execute them.

Department stated (January 2015) that periodical and special drive was being undertaken to execute NBWs.

3.2.6 Traffic management

3.2.6.1 *Deficient traffic control*

Traffic control and patrolling was an important operational area for CP. Audit noticed that the trend of road accidents in Commissionerate area was ascending⁶⁴ as it increased from 818 in 2008 to 949 in 2012. Audit also noticed that such accidents had increased despite deployment of 152 more policemen and home guards beyond the sanctioned strength of 371⁶⁵.

Audit further noticed that, during January 2008 to March 2013, CP fixed a target of 30 challans per traffic police officer per day and accordingly a total of 6,91,576 traffic violations were registered and compounding charges of ₹ 7.10 crore were collected and deposited with Regional Transport Offices. But, following deficiencies existed.

- ***Non-accrual of intended benefits out of installation of Closed Circuit Televisions (CCTVs):*** For efficient crime and traffic management, CP prepared (May 2010) a detailed project for installation of CCTVs at 83 locations of Bhubaneswar at an estimated cost of ₹ 20.61 crore. The work was entrusted (November 2012) to Odisha State Police Housing and Welfare Corporation (OSPHWC) Limited. OSPHWC installed CCTVs at 28 locations at a cost of ₹ 7.06 crore through an agency⁶⁶. It was inaugurated in February 2015, but not yet handed over to the CP (June 2015). CP intimated OSPHWC in May 2015 that the cameras failed to recognise number plate/ face of the offender and insisted on installation of Pan Tilt Zoom cameras. Meanwhile, 116 batteries had

⁶³ Khandagiri, Laxmisagar, Badagada, Mahila PS Cuttack, Dargabazar, Badambadi, Lalbagh and Infocity

⁶⁴ 2008: 818; 2009: 918; 2010: 929; 2011: 936; 2012: 949 and 2013(Up to March): 254

⁶⁵ Traffic police: 371 and home guards: Nil

⁶⁶ Honeywell Automation India Limited (HAIL)

already been stolen. Joint physical inspection with OSPHWC official also confirmed (May 2015) theft of batteries from UPS boxes at four locations while the CCTV at one location remained non-functional due to want of connectivity. There was, therefore, no review of the footage generated by these CCTVs and not a single challan had been issued. Thus, despite utilising ₹ 7.06 crore, traffic police was deprived of the intended benefits of CCTV cameras for effective traffic management and crime control.

- **Idle cranes:** Mention was made in Paragraph 2.2.8.7 of Audit Report (Civil) for the year ended 31 March 2011 regarding idling of 10 cranes supplied by National Highway Authorities including one each with DCP, Cuttack and DCP, Bhubaneswar due to want of operator-cum-drivers. While one remained off road since August 2008 due to non-repair, the other remained idle since January 2013 due to want of operator-cum-driver.
- **Non-collection of compounding charges towards misuse/unauthorised use of red beacon lights:** Use of red beacon light was prohibited for non-entitled users under Section 177 of 'The Motor Vehicle Act 1988' attracting imposition of penalty for any such violation. Though four violators were apprehended by the CP during February-March 2010, however, no penalty was collected from them. Such unauthorised use is fraught with serious security risks.

Department stated (December 2014) that despite serious manpower crunch, CP had taken various steps which have tremendous positive impact on traffic behavior and traffic management.

3.2.7 Deficient operational preparedness

Modern weapons, mobility support, adequate and skilled trained human resource, *etc.* are indicators to depict operational preparedness of police to handle any crime and law and order situation efficiently and effectively. Audit, however, noticed several deficiencies in operational preparedness of Commissionerate of police as discussed under:

3.2.7.1 Striking capabilities: Shortage of sophisticated weapons

Audit noticed that against requirement of 5,568 modern weapons at the BPRD norm⁶⁷, only 1,381 weapons (25 *per cent*) were available with the CP as of March 2014. Only 61 AK 47 rifles were available against 892 required and 135 SLR were available against 1,013 required. Similarly, against the requirement of 557 INSAS rifle, only 170 were available. However, Audit could not find any evidence of regular physical drill by police personnel deployed at PSs and military drill by personnel posted at Reserve Office.

⁶⁷ AK 47 rifles at 20 *per cent* of constable strength and 100 *per cent* of head constable strength; 7.62 mm rifles/ 5.56 mm INSAS rifles at 80 *per cent* of constable strength and 25 *per cent* of ASIs and above; Pistols at 50 *per cent* of ASIs and above; carbine sten: 25 *per cent* of strength of ASIs and above as well as tear gas gun (3); VL pistol (2); Grenade launcher (one), *etc.*

Audit also observed that such modern weapons available, were retained at district armoury level citing security reasons. Shortage of modern weapons and its impact on striking capabilities in crime control and maintenance of law and order were required to be correlated.

3.2.7.2 Mobility support

Audit noticed that against the requirement of 456 vehicles as per BPRD norm⁶⁸, 495 vehicles were available with the CP as of March 2014 with an excess (42 *per cent*) number of light vehicles like Jeep, PCR van, cars, *etc.* However, there was shortage of seven heavy vehicles and 21 motorcycles which are mostly used by PSs.

Table 3.2.2: Requirement vis-à-vis availability of vehicles with CP as of March 2014

Type of vehicle	Required as per BPRD norm (in number)	Actual availability (in number)	Shortage (-)/ Excess (+)	Percentage
Heavy vehicle	18	11	(-) 7	(-) 39
Medium vehicle	34	37	3	(+) 9
Light vehicle	154	218	64	(+) 42
Motor cycles	250	229	(-) 21	(-) 8
Total	456	495		

(Source: Information furnished by CP)

Audit also noticed that:

- **Idle vehicles:** 12 vehicles remained idle for a period ranging between nine months and 8 years three months during 2008-13 due to want of repair on account of non-assessment of repair cost/ approval of competent authority.
- **Non-repair of Police Control Room (PCR) vans:** As of March 2014, five out of 50 PCR vans deployed for patrolling purposes remained off road for period ranging from five to 26 months for want of repair.

Department stated (January 2015) that due to inadequate funds, repair of PCR vans could not be done. But, Audit noticed that fund requirement was not even assessed and no estimates were prepared (March 2014).

- **Shortage of drivers:** As per BPRD norm, two drivers are required for each light vehicle and one driver each for medium/ heavy vehicles. Thus, as against requirement of 484 drivers for 266⁶⁹ vehicles, the sanctioned strength of drivers was 114 and men-in-position was 105 (March 2014) i.e. less by 78 *per cent*. As a result, 161 vehicles could not be fully utilised for this reason. The sanctioned strength was not revised despite increase in fleet of vehicles by 133 during April 2008 to March 2014.

⁶⁸ Per PS: Three light vehicles and three motor cycles, OP: Two motor cycles, Police district: nine heavy, 17 medium, 14 light and seven motor cycles

⁶⁹ Heavy vehicles: 11, medium vehicle: 37 and light vehicles: 218 as of March 2014

Department stated (January 2015) that the vehicles were operated by constable/ home guards. But, CP and DCsP had already viewed (January 2011, August 2011, August 2012) that there were some issues with home guard drivers.

3.2.7.3 Police human resources

Category-wise Sanctioned strength (SS) and Person-in-Position (PIP) in the PSs under CP during 2008-13 is indicated in table below:

Table 3.2.3: Manpower position as of March 2014

Name of the Offices	SS	PIP	Vacancy	Percentage of vacancy
Commissionerate Headquarters, Bhubaneswar	191	111	80	42
Bhubaneswar Urban Police District	1984	1826	158	8
Cuttack Urban Police District	1611	1459	152	9
Special Security Battalion, Bhubaneswar	1161	986	175	15
OSAP, 7 th Battalion, Bhubaneswar	1263	1079	184	15
UPTTI, Bhubaneswar	56	47	9	16
Grand Total	6266	5508	758	12

(Source: Information furnished by CP office)

CP, however, did not furnish SS and PIP in respect of Odisha Auxiliary Police Force under their command. Audit, however, noticed from the records of Home Department that 691 constables were appointed in Odisha Auxiliary Police Force on 21 January 2013 and were also available with the CP as of March 2014.

Audit noticed that against the State average of one police personnel for serving 762 population, the same in Commissionerate area was 525 per policeman as of March 2014.

As of March 2014, cadre-wise sanctioned strength *vis-à-vis* person in position, as furnished by CP is indicated in table below:

Table 3.2.4: Year-wise Sanctioned strength and Men in position in PSs under the UPDs of Bhubaneswar and Cuttack

Year	Inspector			Sub-Inspector			Asst. Sub-Inspector			Havildar/ constable		
	SS	PIP	Vacancy (percentage)	SS	PIP	Vacancy (percentage)	SS	PIP	Vacancy (percentage)	SS	PIP	Vacancy (percentage)
2008-09	40	31	9 (23)	146	132	14 (10)	255	101	154 (60)	1387	1062	325 (23)
2009-10	44	41	3 (7)	149	131	18 (12)	264	261	3 (1)	1423	1038	385 (27)
2010-11	45	41	4 (9)	152	138	14 (9)	264	277	-13 (-5)	1429	1168	261 (18)
2011-12	47	46	1 (2)	155	140	15 (10)	266	262	4 (2)	1456	1244	212 (15)
2012-13	47	45	2 (4)	155	137	18 (12)	266	256	10 (4)	1456	1289	167 (11)

(Source: Information furnished by CP)

Audit scrutiny further revealed that:

- Staff in position in 42 functional PSs was found to be 1205 as of March 2014 which was 124 more than the sanctioned strength of 1081, but the same was 1315 (52 *per cent*) less than that required as per the norm of 60 per PS recommended by the Ministry of Home Affairs in April 2010. The average staff-in-position in 42 PSs was found to be 29 against the norm of 60 per PS. Sanctioned strength fixed prior to establishment of CP was not revised by Government to match the above norm of MHA despite several requests (2010 to 2013) by CP to the DGP.
- Moreover, only 66 Special Police Officers (SPOs) were engaged as of March 2014 against requirement of 150 required to man 50 Police Control Room (PCR) vans.
- Out of 2,546 constables/ havildars available as of March 2014 in two UPDs (Bhubaneswar and Cuttack), CP could provide information regarding deployment of only 1,779 in PSs (1,289) and traffic duty (490). In absence of records regarding deployment of remaining 767 constables/ havildars (30 *per cent*) as well as that of ‘follower orderlies’, Audit could not ascertain rationality in deployment.
- Out of 884 Sepoys (750) and Havildars (134) available in Odisha State Armed Police (Seventh Battalion) kept under the disposal of CP from 2011, average deployment remained around 70 *per cent* and the reason for short deployment was stated to be establishment and welfare work.

Department stated that shortage was met by mobilising staff from PSs, Reserve Offices, *etc.* But, available manpower too has not been deployed for proper crime control and investigation related activities.

3.2.7.4 Ineffective capacity building

One of the mission objectives of the Commissionerate of Police was to make continuous attempt to enhance professional capabilities of police personnel and adopt scientific processes for expeditious investigation of cases and better service delivery.

Audit noticed that training schedule, assessment of training need, regular drills to make the police personnel physically fit, training to use modern weapons and preparation of specific training calendar was not ensured for police personnel at each level of the Commissionerate as no budget provision was made in CP’s budget for training. Out of 5508 personnel with CP, only 278 personnel received training other than basic training during 2008 to March 2013. Besides, there was no training cell in the Commissionerate Police to formulate, implement and monitor such activities as of March 2015.

Department admitted (January 2015) absence of training cell in Commissionerate to carry out independent in-house training programmes.

3.2.7.5 Discharging magisterial powers by CP: Gun licenses

After creation of Commissionerate, powers of District Magistrate available

under Sections 106 to 124 of Chapter VIII (Security for keeping the peace and for good behavior) and Sections 129 to 148 (Maintenance of public order and tranquility) of Chapter X of the Code of Criminal Procedure, 1973 were conferred (December 2007) on the CP by the State Government under Section 58 1(a) of OUP Act. These powers included issue of summons to witnesses or warrant on accused not present in the Court, issue and renewal of gun licenses, licences of hotels/ lodge/ guest houses/ cinema halls and school buses and proclamation of Section 144 to regulate breach of peace, *etc.* Similarly, magisterial powers were available to deal with offences under other various State/ Central Legislations as well. On the basis of whatever records made available in test checked PSs and other sources, Audit noticed the following deficiencies:

- ***Non-renewal of gun licenses:*** Gun licenses are to be issued and renewed from time to time as per the provisions of Sections 13, 14 and 15 of Arms (Amendment) Act, 1983. Possessing gun without valid license is liable to prosecution. During 2009-15, 93 new gun licenses were issued by the CP exercising the powers analogous to that of the District Collector.

Audit noticed that 141 out of 649 gun licenses issued under six test checked PSs⁷⁰ were not renewed (March 2014), beyond their validity period (***Appendix 3.2.2***) with maximum non-renewal in Chauliaganj PS (72) followed by Laxmisagar PS (51). But, no action was taken against violators for retaining guns without renewal of licenses. Besides, photographs of licensees were not affixed in the Gun license registers in 88 cases with maximum in Chauliaganj PS (70) followed by Laxmisagar PS (13) indicating risks of misutilisation of non-renewed guns. Further, despite instructions (January 2014) of MHA, centralised database on gun licenses issued and renewed had not been maintained (March 2015) at CP office and was stated (June 2015) to be under preparation.

- ***Registration/ issue of license to Hotels/Guest Houses and Cinema Halls and School Buses:*** Under the provisions of Sarai's Act, 190 hotels/ lodge/ guest house in Bhubaneswar UPD (129) and Cuttack UPD (61) were registered during 2009-13 by CP. Besides, license was issued to 13 cinema halls and buses of 85 educational institutions in both the UPDs during the same period.
- ***Law and order as well as imposition of section 144 of IPC:*** Out of 534 riot cases registered in both the UPDs during 2008-13, 533 cases were found true of which in 119 cases (22 *per cent*) final report was furnished with charge-sheets in 117 cases and 'fact true and no clue' in two cases. Latest status of remaining 414 cases was not furnished by the CP to Audit.

Both the CP and the Special Secretary stated that such magisterial power was given to CP without any extra manpower and the same is being managed with existing staff.

⁷⁰ Khandagiri, Badagada, Laxmisagar, Chauliaganj, Infocity and Daragha Bazar

3.2.7.6 *Constraints in delivering a superior policing system*

Audit noticed that except entrusting magisterial power and placing two battalions (one for security of various installations and persons and the other armed police for law and order related activities) under the command of CP, no further effort was made by the Department to improve functioning of CP as discussed below:

- The qualification criteria for recruitment of ASI, SI and Inspectors were not revised to ensure recruitment of qualified personnel. Besides, direct recruitment in the cadre of ACPs was not introduced.
- Despite manifold increase in responsibility of CP, the sanctioned strength had not been reviewed. In 42 test checked police stations, the same remained less than MHA norm. Besides, there was no provision for specialised training to enable police to discharge responsibilities entrusted under OUP Act.

CP and Special Secretary while admitting (June 2015) the audit observation in the exit conference stated that except for magisterial powers both UPDs under the commissionerate are in no way different from district police as no extra manpower was provided.

3.2.8 *Asset management*

3.2.8.1 *Commissionerate building*

Audit noticed that:

- First floor of the Commissionerate building proposed to be used for housing two courts, remained unused as of December 2014 resulting in idling of constructed floor area for more than three years.

Department stated (January 2015) that the court rooms would be made functional in near future only after sanction of required manpower.

- Although the third floor was occupied during May 2013, the same was left unutilised as of December 2014. Thus, the proposed modern control room could not be made operational in the premises of CP as of December 2014.

Department stated (January 2015) that construction of a Control Room-cum-Database Centre at Commissionerate building was under progress.

3.2.9 *Financial Management*

During the period 2008-14, ₹ 522.27 crore was allotted to the CP of which ₹ 508.35 crore (97 per cent) was utilised. Audit examined the financial management in the Commissionerate and noticed deficiencies as indicated in the following table:

Table 3.2.5: Deficiencies in financial management

Nature of irregularity	Rule/ orders violated	Observation in brief	Amount involved (₹ in lakh)	Reason
Belated surrender of funds	Rule 144 of Orissa Budget Manual	Surrendered after the due date 10 March of the year	829.50	Improper budget management
Non-collection and non-remittances of fees and fines	Section 65 to 83 of OUP Act 2003	Remitted to treasury in 105 cases with delay ranging between 30 and 646 days against maximum permissible period of three days.	15.58	Inadequate oversight over timely remittances of fee and fines to Government account
Delay in remittances of fees and fines to treasury	Section 177, 179, 180, 181, 183, 184 and 192 of Motor Vehicle Act 1988	Compounding fees collected by the officers during April 2010 to April 2013 were remitted to treasury after delay of 3 to 330 days	26.59	
Non-realisation of deployment charges from various Government and Non-Government organisations	Instructions (June 2004) of Home Department	Charges for deployment of police guard not realised from 22 organisations during 2008-14	903.98	Lack of oversight over collection of deployment charges
Total			1775.65	

(Source: Records of CP)

Audit further noticed that:

- Out of total 75 RC Books⁷¹ issued during 2010 to 2012 to different IsIC for collection of compounding charges under OUP Act, 66 books were received back in the Commissionerate, six books were in use and three numbers of books were not traceable. In reply, Department stated (January 2015) that amount collected against RC Book of Kandarpur PS of Cuttack UPD and Jatani PS of Bhubaneswar UPD have been received in CP office but the counter foil of the RC Books were not readily traceable and for the remaining three untraced RC books, show cause notices had already been issued to the IsIC of concerned PSs.
- **Payment of inadmissible allowances:** Executive police personnel were entitled to various allowances like Special Diet Allowance, Kit Maintenance Allowance, Cycle and Motorcycle Allowance, Special Pay, etc. However, their services were being utilised in establishment sections of the Commissionerate for routine establishment works like preparation of salary bills, other bills, sanction of leave, maintenance of service books, etc. in both the UPDs and CP office due to shortage of ministerial staff as no new post of ministerial staff was sanctioned after

⁷¹ Each RC book contains 50 money receipts and ₹ 500 to ₹ 1,000 is to be collected in each money receipt

up-gradation of the office of DIG (Bhubaneswar range) to CP. During March 2009 to March 2013, 65 executive police personnel posted in establishment sections of CP and DCP offices were paid various allowances amounting to ₹ 12.88 lakh as per the orders of CP though they did not perform the executive policing work.

Department admitted (January 2015) that these executive officers were being utilised because of inadequate ministerial staff.

3.2.10 General civic measures

Audit noticed the following:

- **Reception counters/ Help Desks:** Reception counter/ help desks functioned in 11 out of 12 test checked PSs. However, a register to record the name of visitors and their grievances was not maintained (except *Mahila* PS, Cuttack). Besides, out of three Reception Centre-cum-Waiting Rooms constructed at a cost of ₹ 30 lakh in three PSs (Khandagiri, Laxmisagar and Chauliaganj), two were found to be non-functional (March 2014) and the other one (Laxmisagar) was utilised as barrack for police staff.



Reception centre and Waiting Room for public utilised as Police Barrack in Laxmisagar PS

Department attributed (January 2015) the same to non-sanction of specific staff for the purpose.

- **Senior Citizen Security Cell:** Senior Citizens Security Cells (SCSC) were opened in 13 PSs to co-ordinate safety and security of senior citizens. Audit, however, noticed that:
 - In three PSs (Laxmisagar, Badagada and Chauliaganj), identity cards were issued only to 85 out of 116 senior citizens enrolled.
 - In Chauliaganj PS, no photograph was affixed in respect of 51 senior citizens enrolled resulting in non-identification of the senior citizens.
 - No records were maintained in Khandagiri PS regarding availability of SCSC and conducting of various activities like types of help extended, etc.

Department stated (January 2015) that all the records including visiting register were being maintained by the Nodal Officer of the test checked PSs⁷². However, documentary evidence in support of the same

⁷² Khandagiri, Laxmisagar, Badagada, Infocity, Chauliaganj Darghabazar, Badambadi and Purighat

could not be produced to Audit by any of the nodal officers of the test checked PSs.

3.2.11 *Inspection and grievances redressal*

3.2.11.1 *Inadequate Inspection*

Although OPM prescribes inspection by DGP, SP *etc.*, no norm was prescribed for CP/ Additional CP, which were new posts created under OUP Act, for inspection and monitoring of offices/ establishments under their jurisdiction as of March 2013 even after five years of its creation. Audit noticed that Annual inspection programme was prepared during 2008-2013 for CP, Additional CP and DCP (Headquarters) by allocating different units amongst different officers. However, as against 332 units programmed, 293 were inspected during 2008-13 resulting in shortfall of inspection by 12 *per cent*.

Besides, though as per Rule 35 of Orissa Police Rules, the DGP is required to inspect every district/ establishment at least once in every two years, no such inspection was conducted and thus, crime scenario in both the twin cities and the extent of effective functioning of CP system remained unmonitored by the DGP.

Department stated (January 2015) that shortfall was due to retirement and transfer of officers entrusted with inspection assignment.

3.2.11.2 *Monitoring of heinous and professional crime cases*

CP ordered (August 2011) the crime section of Commissionerate of police headquarters to closely monitor heinous and professional crimes *viz.*, murder, professional dacoity (excluding preparation), dowry death, offences against foreigners, gang rivalry, death in police custody, serious rioting, arson, offences against the State, crimes adversely affecting security of VVIPs/ important dignitaries, gang rape/rape of minors, sensational cases of robbery, burglary, theft, kidnapping, *etc.*, both during investigation as well as trial stage. Progress made in investigation of these cases including detection, arrest of accused, collection of evidence, various technical aspects of investigation, *etc.* were also to be monitored and reviewed by senior Police Officers of Commissionerate Headquarters from time to time. Opinion of Law Officer for strengthening the quality of investigation of the cases was also to be taken, as and when required. Besides, copies of FIR in all such cases were to be submitted by the IIC concerned to CP's office within three days of registration of the case. Further, copies of supervision notes in all such cases were to be submitted to CP's office directly by the Supervising Officer soon after release, so that timely instructions for strengthening the quality of investigation could be issued.

On examination of copies of Specially Reported (SR) cases Index register furnished to Audit, it was observed that though all SR cases of both the UPDs were recorded in such register, no evidence could be produced to Audit about compliance with the above instructions of the CP and monitoring of the same by the CP's office. Number of such cases monitored by senior Police officers

of the Commissionerate Headquarters to strengthen the quality of investigation and cases where opinion of Law Officer was taken were also not furnished to Audit. Audit observed that no mechanism was in place for exclusive monitoring of the specified cases as mentioned in the above orders.

3.2.12 Conclusion

Operational efficiency of the commissionerate system remained unevaluated as Key Performance Indicators had not been fixed to assess efficiency in functioning of policing system. Despite introduction of Commissionerate system, crime rate in commissionerate area during 2008-13 was three per 1000 population, which was 50 *per cent* more than that of the State average. Crime prevention measures like timely intelligence gathering and effective patrolling as well as implementation of community policing needed improvement.

Enforcing and maintaining promptitude in responding to crime were lacking as out of 473 registered cases test checked, in 343 cases (73 *per cent*) time of first spot visit by police was not mentioned in the crime index register and in 27 cases (21 *per cent*) there was delay ranging from more than one hour to 10 hours 15 minutes. Besides in 48 cases, FIRs were lodged with a delay of 1 to 56 days from the time of the entry in the station diary and in 88 cases, FIRs were not handed over to the complainant as of March 2014. Out of 7767 cases pending for investigation with the CP as of March 2014, 935 cases (12 *per cent*) were pending for more than five years.

Operational preparedness of Commissionerate of police was marred by shortage of modern weaponry, shortage of staff in PSs much below the norm prescribed by the GoI, inadequate mobility support due to non-availability of adequate number of drivers, SPOs, *etc.* and non-separation of investigation from law and order. The Department did not revise the sanctioned strength of police personnel in the Commissionerate as per BPRD norm to equip the Commissionerate to effectively handle the crimes. Inspection and grievance redressal system remained weak; disposal of complaints received from complainants were not given due importance.

Revenue and Disaster Management Department

3.3 Receipts from Minor Minerals

3.3.1 Introduction

The Orissa Minor Minerals Concession (OMMC) Rules, 2004 notified (August 2004) by the State Government, *inter alia*, empowered Revenue and Disaster Management (R&DM) Department to either grant leases⁷³ (Rule 26-29) and permits⁷⁴ (Rule 30-34) in respect of quarries of minor minerals⁷⁵ or dispose the source of the same through public auction through wide publicity

⁷³ Leases granted on tenure basis

⁷⁴ Permits granted for a period not exceeding one year

⁷⁵ Ordinary clay, silt, rehmatti, ordinary sand other than the sand used for industrial and prescribed purposes, brick-earth, ordinary earth, moorum, laterite slabs, ordinary boulders, road metals including ballasts, chips, bajri and rock fines generated from stone crushers, gravels of ordinary stones and river shingles and pebbles.

(Rule 37 and 38). Rule 56 (xii) also required the auction holder to keep correct monthly account of minor mineral quarried and despatched and furnish monthly as well as annual returns to the competent authority⁷⁶.

Audit on “Receipt from Minor Minerals” was conducted during December 2014 to February 2015 covering the period of 2011-14, in 18⁷⁷ Tahasils of eight districts to assess whether sources were identified and recorded properly, auction of minor mineral sources was fair, levy and collection of auction price were proper, process of vigilance through monitoring, reporting and evaluation was effective to check unauthorised transportation of minor minerals.

Audit Findings

3.3.2 Identification of sources

3.3.2.1 Non-identification of minor mineral sources

As per Rule 50 of Tahasil Accounts Manual (TAM), the Revenue Inspector (RI) should identify a new source when it comes into being, record it in Register No VII and bring this fact to the notice of the Tahasildar concerned, who in turn records the same in Register No. 5.

Audit noticed that in 18 test checked Tahasils, 710 sources with total area of 3,816.19 acre were recorded as of March 2014. However, joint physical inspection conducted by the representatives of the Tahasildars in presence of Audit revealed that in five out of 18 test checked Tahasils, 2.65 lakh cubic metre (cum) of minor minerals such as laterite stone, granite and sand, involving royalty of ₹ 3.12 crore had been extracted and removed from 23 sites covering an operating area of 25.893 acre approximately, as detailed in *Appendix 3.3.1*. But these sources were neither identified nor recorded in the Registers of the RIs/ Tahasildars.

R&DM Department stated (June 2015) that steps would be taken to reiterate the earlier instructions and Collectors and Tahasildars concerned would be asked to ensure collection of requisite certificate from RIs, so that no source would be left unreported.

3.3.2.2 Irregular declaration of extinct sources

As per Rule 50A of TAM, when a source does not fetch any income continuously for three years and the RI sees no prospect of the source fetching income in future, he should submit a report to the Tahasildar explaining said reasons to declare the source to be extinct.

Audit noticed that during 2012-14, 23 minor mineral sources with an area of 17.300 acre under Tangi-Choudwar Tahasil and last sale/ upset price of ₹ 26.31 lakh were declared as extinct/ closed. However, documentary evidence in support of the reason declaring the sources as closed/ extinct was not on record.

⁷⁶ Tahasildars where upset price is up to ₹ 50,000 and Sub-Collectors where the same exceeds this limit

⁷⁷ Bolagarh, Darpan, Dharmasala, Hinjilicut, Jatani, Kanisi, Kaptipada, Khaira, Khariar, Nilagiri, Nischintakoili, Nuapada, Paralakhemundi, Rayagada, Samakhunta, Sukinda, Tangi, Tangi-Choudwar

Joint physical inspection of one such extinct quarry (Mahisalanda Laterite stone Quarry B) (February 2015) revealed that there was evidence of unauthorised extraction of 20,612.27⁷⁸ cum of laterite stone from the site involving royalty of ₹ 20.20 lakh.



Photograph of unauthorised extraction of laterite stone from Mahisalanda Laterite Stone Quarry (B) of Tangi-Choudwar Tahasil though declared extinct

Confirming the facts, the Tahasildar, Tangi-Choudwar stated (April 2015) that frequent raids would be conducted in future to prevent unauthorised extraction.

3.3.2.3 Non-settlement of minor mineral sources with upset price of ₹12.00 crore and unauthorised extraction of minerals valuing ₹76.82 lakh

As per Rule 53 of TAM read with Rule 35 of OMMC Rules 2004, each *sairat*⁷⁹ source including quarries should be disposed of through public auction. In case of non-responsive auctions, Rule 46 of OMMC Rules, 2004, requires the Tahasildar to refer the matter to the higher authority suggesting low upset price based on prevailing local conditions for re-auction.

Audit noticed that during 2011-14, while in 1,322 cases, minor mineral sources were disposed through auction, 424 cases with upset price of ₹ 12 crore remained un-disposed in 15 tahasils due to non-response by the bidders. However, the Tahasildars concerned neither brought this fact to the notice of higher authorities nor took any action suggesting lower upset price for re-auction.



Photograph of unauthorised quarry operation in Rangibhole Stone Quarry of Samakhunta Tahasil despite its non-settlement

Joint physical inspection of 42 such un-disposed sources revealed that minor minerals worth ₹ 76.82 lakh were unauthorisedly extracted from the sources (**Appendix 3.3.2**) with maximum unauthorised extraction in Sukinda, Tangi-Choudwar and Dharmasala tahasils.

The Tahasildars assured (January 2015) collection of royalty and depositing of the same in Government account.

⁷⁸ 6,758.12 square metre with a depth of 3.05 metre

⁷⁹ All fisheries, quarries, hats and fairs, ferry ghats, orchards and stray trees on Government land

3.3.2.4 *Non-assessment of quantum of minor mineral before auction*

R&DM Department instructed (March 2012) all the Revenue authorities viz. Collectors, Sub-Collectors and Tahasildar to keep close watch on the quarrying operation and indicate dimension of the quarry in terms of permitted length, width and depth in the agreement along with quantity of minor minerals permitted for extraction and removal.

Audit noticed that out of 594 agreements examined in 18 test checked Tahasils, dimension of the quarry in terms of permitted length, width and depth was mentioned only in 13 agreements of Nilagiri Tahasil. In all other cases, only area of quarry was mentioned without mentioning depth. As a result, permissible quantum of minerals to be extracted could not be assessed.

3.3.2.5 *Absence of clear demarcated source area*

The R&DM Department instructed (January 2011) Collectors that all the sairat sources should be clearly demarcated and signboards should be displayed at the site by the auction holder giving full information on quantity authorised, area and the period for which the source has been settled.

Joint physical inspection conducted in 35 settled sources of 13 test checked tahasils revealed that in 34 cases area of each source was not clearly demarcated and in no case, were display boards containing the required information displayed.

Non-demarcation of the quarry area and non-installation of display boards, facilitated the auction holders in unauthorised extraction from adjacent areas in five cases of two Tahasils⁸⁰. Excess extraction over 9.16 acre beyond the authorised area of operation (40.34 acre) was noticed during joint physical inspection wherein approximately 53,193.55 cum. of laterite stone, sand and boulder valuing ₹ 16.15 lakh (*Appendix 3.3.3*) were found unauthorisedly extracted and removed.

R&DM Department stated (June 2015) that instructions would be again issued to all the Tahasildars for clear demarcation of quarry area and displaying of signboards at the site.

3.3.3 *Award and operation of sources*

3.3.3.1 *Irregular award of contract to defaulters*

As per Rule 40 (c) of the OMMC Rules, no person shall be allowed to participate in the auction who is a defaulter in payment of Government dues under the Act and the rules framed there under.

Scrutiny of the sairat case records revealed that defaulters who had arrears of auction money pending on the date of auction were allowed to participate in the auction process in two⁸¹ out of 18 test checked tahasils and awarded the sources in their favour, which was irregular.

⁸⁰ Bolagarh and Nischintakoili

⁸¹ Dharmasala (Case No. 17/10-11) and Khaira (Case No. 19/11-12)

R&DM Department stated (June 2015) that the Tahasildars had been instructed to take remedial action in the matter.

3.3.3.2 *Non-execution of agreement with the auction holders*

As per Rule 53 of OMMC Rules, 2004, an agreement containing the terms and conditions of auction sale, quarrying operations, *etc.* shall be executed by the successful bidder and the competent authority within seven days from the date of payment in full under the provisions of Registration Act 1908 and Stamp Act 1899.

Audit noticed that in 15 out of 18 test checked Tahasils, minor mineral sources were disposed through auction in 1322⁸² cases during 2011-14. In 286 cases (disposed at a total price of ₹ 4.15 crore), the Tahasildars did not execute any agreements with the successful bidder despite realisation of the bid amounts in full. As a result, the State sustained a loss of revenue of ₹ 20.76 lakh (*Appendix 3.3.4*) by way of stamp duty.

R&DM Department stated (June 2015) that in cases of sairat sources with smaller value, the auction holders might have skipped registration. The reply is not acceptable since no exemption was permissible under rules.

3.3.3.3 *Operation of sources without Environmental Clearance*

R&DM Department instructed (December 2012) that the lessee shall utilise the sources after obtaining environmental clearance (EC) from the State Environmental Impact Assessment Authority (SEIAA).

Audit noticed that in six test checked Tahasils, 56 sources auctioned during 2013-14 at ₹ 46.83 lakh were operated by the bidders without EC from SEIAA as detailed below. Of this, in eight cases, the bidders had not applied for EC and in 48 cases EC was not granted.

Table 3.3.1: showing sources being operated without EC

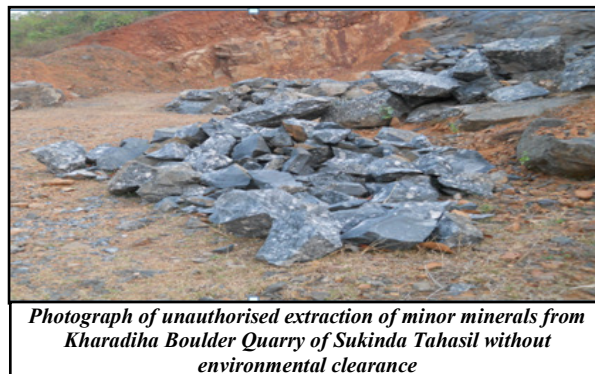
Sl. No.	Name of the Tahasil	No of cases operated without EC	Auction value (₹ in lakh)
1	Bolagarh	19	4.93
2	Nuapada	8	1.87
3	Samakhunta	8	22.11
4	Sukinda	3	3.31
5	Tangi	13	10.44
6	Tangi-Choudwar	5	4.17
Total		56	46.83

(Source: Records of Tahasildars)

⁸² 2011-12: 540, 2012-13: 438 and 2013-14: 344

Three sources⁸³ were found to be in operation as revealed in the joint physical inspection indicating non-compliance of environmental issues.

R&DM Department stated (June 2015) that in case of non-receipt of environment clearance from the SEIAA, steps were being taken for refund of the bid amount.



3.3.4 Non-recovery of royalty/ penalty/ other dues

3.3.4.1 Non-recovery of royalty/ penalty for unauthorised extraction

As per Rule 68 of OMMC Rules, 2004, unlawful/ unauthorised extraction of minor minerals without any valid permit is an offence and empowers the competent authority to realise cost of materials or royalty along with penalty from the persons involved. Under Rule 56 (xii), the auction holder is required to submit a monthly return in Form-‘Y’ by 15th of the succeeding month showing the quantum of mineral extracted and removed.

Audit noticed that:

- As per Form ‘Y’ submitted by the auction holders under five Tahasils 1,61,602 cum of black stone had been extracted in excess of the permissible quantity during 2011-14. However, Tahasildars concerned did not impose additional royalty of ₹ 1.06⁸⁴ crore for reasons not on record.
- Joint physical inspection in four out of 18 test checked tahasils found that in 15 sources though minor minerals of 6.87 lakh cum were unauthorisedly extracted and removed both from Government and private land during 2011-14, no royalty amounting to ₹ 8.86 crore (**Appendix 3.3.5**) was levied or recovered.

Department stated (June 2015) that the Collectors had been instructed to issue notices to the auction holders for payment of royalty against excess lifting of minor minerals.

- **Non-payment of royalty by contractors of NHAI projects:** From the information furnished to Audit by National Highways Authority of India (NHAI), collected from concessionaire of one NHAI work, it was revealed that contractors had not paid royalty of ₹ 3.51 crore up to December 2014 to State Government on minor minerals like soil, sand, moorum and stone aggregates used in the said work as given in the Table 3.3.2:

⁸³ Aradapala Laterite Stone Quarry (0.80 acre), Garamian Laterite Stone Quarry (5.64 acre) and Kharadiha Boulder Quarry (4 acre)

⁸⁴ Angul: ₹ 9,03,450; Banarpal: ₹ 49,99,216; Konisi: ₹ 30,52,708; Samakhunta: ₹ 1,44,366 and Dharmasala: ₹ 14,74,422

Table 3.3.2: Royalty due and paid by the contractors

Concessionaire	Royalty to be Paid (₹)	Royalty Paid (₹)	Royalty Due (₹)
Simplex Infrastructure Limited	145294993	120080634	25214359
RKD Construction	25553739	15624536	9929203
Total	170848732	135705170	35143562

(Source: Information furnished by NHAI)

The source of minor mineral used, for which royalty was due, was not furnished by the contractors to NHAI. Moreover, the Tahasildars under whose jurisdiction such work was being executed viz. Cuttack and Bhubaneswar were not aware of such use of minor mineral and consequently had not raised any demand for royalty. Tahasildar, Cuttack informed that Simplex Infrastructure Limited paid royalty of ₹ 20 lakh on being pointed out in audit.

Government agreed that there is a need to have a mechanism to monitor use of minor minerals in big infrastructure projects.

3.3.4.2 Non-recovery of other dues

As per Rule 47, 48 and 49 of OMMC Rules, 2004, the successful bidder is required to deposit 25 *per cent* of the bid amount immediately after the bid is finalised and the balance amount within 30 days from the date of confirmation of bid failing which the competent authority is empowered to cancel the confirmation order and forfeit the amount deposited including the EMD. As per Rule 65, interest at a rate of 24 *per cent* per annum shall be leviable on such dues in case the auction holder fails to make payment within the stipulated period. As per Rule 77 of OMMC Rules, 2004, all dues remaining unpaid under the OMMC rules would be recovered as arrears of land revenue under Orissa Public Demands Recovery Act 1962 (OPDR Act).

Audit noticed that:

- **Receipt of bid value in installments:** In 132 cases relating to 13 Tahasils, though the auction holders deposited 25 *per cent* of the bid values instantly on confirmation of bids, the remaining amount of ₹ 4.25 crore was paid in one to six installments after 2 to 387 days of the stipulated date. The Tahasildars instead of forfeiting the earnest money and initial deposit irregularly allowed such installment payments. Besides, interest amounting to ₹ 22.96 lakh was also not charged on such sum paid belatedly and reason for the same was not recorded.
- **Non-deposit of bid value in time:** In 25 cases, in seven out of 18 test checked Tahasils, though the successful bidders failed to deposit the remaining bid value of ₹ 9 lakh within 30 days from the date of confirmation of the bids, the Tahasildars did not take any action to realise the remaining dues or forfeit the initial deposit made by the auction holder for 650 to 1,340 days as of December 2014. In these

cases, auction holders were however, allowed to extract the minor minerals without depositing the required dues timely.

- **Non-recovery of outstanding dues:** In 188⁸⁵ cases in eight out of 18 test checked Tahasils, part of bid value/ auction proceeds aggregating ₹ 2.12 crore due for payment during 1974-75 to 2013-14, remained unrealised (December 2014) due to allowing extraction before paying full bid value. However, certificate cases under Orissa Public Demands Recovery Act, 1962 were instituted only in 30 cases (16 *per cent*) during 1974-75 to 2013-14 for recovery of ₹ 0.20 crore.

Thus, inaction of the Tahasildars in recovering the Government dues resulted in non-realisation of ₹ 2.12 crore.

R&DM Department assured (June 2015) that Tahasildars would take expeditious steps for realisation of the dues as arrears of land revenue under OPDR Act, 1962 through initiation of certificate cases.

3.3.5 Inspection, monitoring and internal controls

3.3.5.1 Inadequate monitoring

Rule 72 of OMMC Rules 2004 empowers the competent authority to inspect any area, survey and take measurement in any such workings, examine the registers for weighing and taking measurement of the stocks of minor minerals lying in any quarry to ensure systematic, scientific and safe quarrying operations. In case, any deficiency is observed, the lessee or the auction holder shall be prohibited to operate the quarry.

Audit noticed that no Inspection Report and tour diary in support of inspection was produced by any of the Tahasildars of 18 test checked Tahasils. Register No. 5 prescribed under Rule 109 of TAM and maintained in 18 test checked Tahasils indicated the area of minor mineral source, but there was no provision to record dimensions of the quarry before auction so as to keep a close watch on the quantum of minerals lifted subsequently.

The Tahasildars also neither checked/ measured the quantity of minor minerals extracted and lifted by the auction holders during 2011-14, nor furnished an annual return to the Director of mines showing mineral-wise production and despatch required as per Rule 73 (5) of OMMC Rules, 2004.

R&DM Department stated (June 2015) that the field officers would be instructed to constitute squads at their level to conduct surprise raids, maintain tour diary and collect royalty dues outstanding from the defaulters.

3.3.5.2 Non-issue of transit pass to auction holders

As per Rule 73 (1) of OMMC Rules 2004, no licence/ lease or permit holder or auction holder shall lift and despatch any minor minerals from an area without a valid transit pass issued by the competent authority in Form 'R'.

⁸⁵ 1974-84 (1 case), 1984-94 (6 cases), 1994-2004 (83 cases), 2004-14 (82 cases), year not available (16 cases)

Audit noticed that during 2011-14, Tahasildars of 18 test checked Tahasils did not issue transit pass to the auction holders in 75 (six *per cent*) out of 1322 cases and the reasons thereof were not stated to Audit. During joint physical inspection, Audit noticed that two tractors were transporting sand from Auri river sand quarry and Sundar river sand quarry (Baddohel mouza) of Khariar Tahasil without any transit pass. Blank transit pass was also issued for removing sand from the *Sunder* River Sand quarry (Kusumal mouza) of Duajhar RI Circle of Khariar Tahasil. In absence of transit pass, quantum of minerals actually lifted from these sources could not be ascertained in Audit. It also facilitated the auction holders for unauthorised extraction and removal of minerals from the sources.

3.3.6 Conclusion

There were cases where sources were neither identified nor recorded in the tahasils. Sources were sometimes declared closed/ extinct without assessing existence of minor minerals. Non-demarcation of the quarry area and non-installation of display boards, enabled auction holders to extract minor minerals unauthorisedly from the adjacent areas. Minor minerals were extracted without environmental clearances. Despite unauthorised extractions, Tahasildars neither levied royalty nor imposed penalty and adequate steps were not taken for realisation of outstanding Government dues. Further, poor inspection of quarries coupled with non-issue of transit pass also facilitated unauthorised extractions.

Housing and Urban Development Department

3.4 Availability of adequate and safe drinking water in urban areas of the State

3.4.1 Introduction

In Odisha, water supply to 106 urban areas⁸⁶ is the responsibility of Public Health Engineering Organisation (PHEO) functioning under the Housing & Urban Development (H&UD) Department. While Commissioner-cum-Secretary is the administrative head, Chief Engineer, Public Health (Urban) is the functional head of PHEO who is assisted by six Superintending Engineers and 13 Executive Engineers (EE) as of March 2014.

Audit was conducted during June 2014, August-September 2014 and February 2015 covering the period 2009-14 with the objective to assess adequacy and effectiveness in planning and implementation of projects for supplying adequate and safe drinking water in urban areas of the State. Audit test checked records of the Chief Engineer (CE), Public Health (Urban) and eight⁸⁷ Public Health (PH) Divisions providing piped water to 78 urban areas.

Audit findings are discussed in the succeeding paragraphs.

⁸⁶ Municipal Corporations: 3, Municipalities: 35 and Notified Area Councils: 68

⁸⁷ Berhampur, Bhanjanagar, Balangir, Cuttack I, Koraput, Puri, Rourkela and Sambalpur

Audit findings

3.4.2 Policy and planning

3.4.2.1 Policy framework not translated to action

Orissa State Water Policy (OSWP) 2007 notified in March 2007, *inter alia*, mandated to provide adequate safe drinking water for human beings both in urban and rural areas. The policy while emphasising supply of adequate quantity of water also envisaged maintaining water quality through regular monitoring and surveillance.

Audit, however, noticed that long term planning to ensure availability of adequate drinking water in all urban areas of the State as per the norm⁸⁸ prescribed by Government of India and for setting water testing laboratories in each PH Division for monitoring water quality to ensure piped water conform to the norm prescribed by the Bureau of Indian Standards (BIS) in Indian Standard (IS 1172:1993), within a definite timeframe, was not done by the Department.

It was only in October 2013 that the State Government framed the 'Odisha State Urban Water Supply Policy 2013' (OSUWSP) with the objective to improve the service delivery in urban water sector in a time bound manner. The policy committed to provide adequate quantity of safe drinking water to urban population round the clock at an affordable price and in an equitable, sustainable and eco-friendly manner with verifiable service level benchmark. It also aimed to achieve the desired service level at par with national level benchmark in a phased manner within a 12 year period from 2015 with a proposed outlay of ₹ 4,380 crore. This policy, *inter alia*, targeted to achieve 100 *per cent* water quality by 2016-17, minimum supply of 70 lpcd water in all cities by 2019, 135 lpcd by 2023, 70 *per cent* metering by 2019 and 100 *per cent* by 2023, non-revenue water was to be reduced from 50 to 15 *per cent* by 2027.

Audit, however, noticed:

- **Non-preparation of Plan of action as per 2007 policy:** During 2007-2013, the Department did not prepare any plan of action though GoI prescribed (July 2008) Service Level Benchmark (SLB) for urban water supply, which was to be achieved by Urban Local Bodies (ULBs) within four to six year time period on self set target basis to ensure adequate coverage (70/ 135 lpcd) and quality (100 *per cent*).
- **Non-implementation of urban reform relating to urban water supply:** Department resolved (November 2006) to transfer operation and maintenance of water supply system and collection of water tariff to ULBs along with personnel (of PH Engineering Wing) on deputation basis by 2009-10 and notified (March 2010) transfer of function of water supply and sanitation to ULBs. On the basis of such assurance

⁸⁸ *Per capita* water supply of 135 lpcd in towns where sewerage system was either in place or contemplated and 70 lpcd in other towns as prescribed in Manual on Water Supply and Treatment prescribed by the Central Public Health and Environmental Engineering Organisation (CPHEEO)

for administrative reform, the State Government received central assistance of ₹ 259.13 crore⁸⁹ through ULBs for execution of 18 water supply projects under centrally sponsored schemes like Jawaharlal Nehru National Urban Renewal Mission (JNNURM) (one) and Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) (17) during 2009-14. But, the urban water supply function was not transferred to ULBs (May 2015). However, the State Government reported (May 2010 and October 2010) implementation of the urban reform to GoI. As a result, SLB parameters to make available water supply as per norm, quality, coverage, metering and reduction of non-revenue water *etc.* in urban areas remained unmonitored by the ULBs.

- **Detailed action plan under 2013 policy not prepared:** Specific action plan such as preparation of long term plan, detailed guidelines, baseline survey, preparation of Detailed Project Reports and water supply master plans, *etc.* had not been formulated (May 2015) for transformation of the 2013 policy to concrete action and only a preliminary meeting was held in January 2014.
- **Non-conducting of household survey:** Out of 15.17 lakh urban households of the State, only 3.10 lakh households (20.44 *per cent*) availed water supply connections as per Census 2011. Household survey, required as per Paragraph 9.3.1 of OSUWSP 2013, was not conducted by PHEO in urban areas except in three⁹⁰ as of March 2015, to assess the consumer need, paying capacity, creation of baseline database, identify households in need of water supply connections as well as unauthorised connections, *etc.* which are basic requirements for formulation of long term plans.
- **Standard Operating Procedure not prescribed:** Standard Operating Procedure (SOP) for implementation of water supply projects including planning, ground work detailing, supervision and quality control with due importance to transparent procurement process had not been developed (March 2015) by the Department despite provision in OSUWSP 2013.

Department stated (May 2015) that transfer of water supply function to ULBs would be made after improvement of infrastructural facilities in ULBs. It was also stated (May 2015) that the water policy 2013 is at inception stage and appropriate plan of action would be prepared in due course.

3.4.3 Inadequate water supply in urban areas

Indian Standards IS 1172:1993 as well as 'Manual on Water Supply and Treatment'⁹¹ prescribed (May 1999) the per-capita water supply in urban areas as 70 litre per capita per day (lpcd) for towns provided with piped water supply but without sewerage system. For urban areas having or contemplated

⁸⁹ JNNURM: ₹ 61.74 crore and UIDSSMT: ₹ 197.39 crore

⁹⁰ Bhubaneswar, Cuttack and Berhampur

⁹¹ Prepared by Central Public Health and Environmental Engineering Organisation (CPHEEO)

to have sewerage system, it was prescribed to supply 135 lpcd. OSUWSP 2013 required preparation of separate master plan for each city relating to water supply along with the expansion proposals taking into account factors like cost of house connection, cost of metering for existing and new consumers, water demand on realistic basis, water accountability, *etc.* in order to map the thrust areas to achieve the targets set in the policy progressively. Out of 106 urban areas of the State, 101 urban areas had piped water supply system without sewerage system and five⁹² urban areas had contemplated both.

Audit noticed that:

- Per capita water supply in only 11 out of 106 urban areas of the State (10 *per cent*) including 10 test checked urban areas remained 135 lpcd or more with minimum in Kendrapara (138 lpcd) and maximum in Sambalpur (213 lpcd). However, out of five urban areas requiring supply of 135 lpcd water as per GoI norm, one urban area *viz.* Puri was supplied 124 lpcd of water due to delay in completion of the water supply works.
- Per capita water supply in remaining 95 urban areas of the State including 68 sampled urban areas remained below 135 lpcd with highest in Balasore (128 lpcd) and lowest in Belpahar (16 lpcd). Such water supply remained less than the prescribed limit of 70 lpcd in 37 out of 73 test checked urban areas (51 *per cent*) not having sewerage system and remained less than half of this norm in four urban areas *viz.* Belpahar (16 lpcd), Kotpad (23 lpcd), Pipili (26 lpcd) and Banapur (25 lpcd). However, master plan/ Detailed project Report (DPR) had been prepared for 14 out of 68 urban areas only.
- DPRs in respect of only 18 out of 106 urban areas were prepared and submitted to GoI during 2009-14, of which 17 projects with total project cost of ₹ 407.03 crore were sanctioned by GoI under UIDSSMT while that of the remaining (Berhampur Phase II: ₹ 98.94 crore) was not sanctioned, reason for which was not found on record. Further scrutiny revealed that selection of these ULBs was not based on any prescribed criteria as urban areas⁹³ with higher population were neither included nor any plan of action prepared for areas where *per capita* water supply remained below 70 lpcd. Department stated (May 2015) that preparation of DPR for 22 such urban areas has been entrusted to empanelled agencies.
- ***Partly covered and uncovered areas for piped water:*** Out of 1321 wards of 78 test checked urban areas, 404 (31 *per cent*) were partly covered while 104 wards (8 *per cent*) remained totally uncovered depriving urban population of potable piped water.

⁹² Sewerage system partly available: Bhubaneswar, Cuttack, Puri; Sewerage system contemplated: Sambalpur and Rourkela

⁹³ Nabarangpur (37,042: 62 lpcd), Brajarajnagar (80,370: 38 lpcd); Rajgangpur (48,200:63.49 lpcd); Biramitrapur (33,410: 43.14 lpcd)

Non-achievement of above targets was mainly due to deficient planning process and non-completion of various water supply works as discussed at **Paragraph 3.4.2** and **3.4.5** respectively.

Department assured (May 2015) to draw up action plan to provide potable water to all uncovered and partly covered wards, simplify the procedure for service connection and ensure metering of such connections.

3.4.4 Non-monitoring of water quality

SLB prescribed (July 2008) by GoI required supply of 100 *per cent* quality water to the urban population. Further, Chief Engineer, PH (Urban) instructed (May 2009 and September 2013) all EEs to conduct water quality test for both physical, chemical including bacteriological test regularly and submit report. Besides, discharge of wash water in Water Treatment Plants (WTPs) without recirculation was to be avoided as it adds to turbidity.

Audit, however, noticed:

- **Non-setting up of water testing laboratory:** Engineer-in-Chief, PH prepared (February 2014) 'Water quality monitoring Protocol' indicating infrastructure and manpower requirement as well as quality parameters for water supply in urban areas through setting up PH testing laboratory in each PH Division, which were under consideration of Department (April 2015). Four urban areas of Cuttack, Sambalpur, Balangir and Bhubaneswar had suffered water borne diseases in November 2014 to April 2015. The Department initiated action for setting up water testing laboratories in PPP mode which were in Request for Proposal stage (May 2015).
- **Inadequate water treatment plant:** There were no WTPs in 44 out of 78 test checked urban areas as of March 2014. Water quality testing equipment worth ₹ 27.10 lakh procured (March 2014) by EE of PH Division Puri for setting up water testing laboratories, were kept idle (December 2014) due to want of adequate infrastructure and technical staff.
- Out of four test checked divisions having no laboratory, in two PH Divisions (Balangir and Bhanjanagar), testing kits were not available to test quality of water supplied to 29 ULBs while in two other PH Divisions (Puri and Sambalpur), though testing kits were available and supplied to the PH sub-divisions, no record in support of water testing was maintained by the concerned Engineers at sub-Division level.
- Water testing reports of PH Division, Berhampur, Koraput and Rourkela confirmed presence of 'Alkalinity', 'Hardness', 'Total Iron' and 'Turbidity', specific gravity beyond the prescribed limit indicating supply of unsafe water to urban population.
- In PH Division, Cuttack, the laboratory confirmed (2009-14) contamination in water samples of 90 sources. Besides, examination of water test reports of three⁹⁴ PH Sub-Divisions of Cuttack PH Division for August 2014 revealed bacterial contamination in four out of 60,

⁹⁴ PH Sub Division, Water supply PH Sub-Division and Medical PH Sub-Division

four out of 76 and 10 out of 57 samples respectively. Despite adverse test report, the concerned Executive Engineers did not take action for sealing/ rectification of those contaminated sources. Audit further noticed that in absence of WTP in Cuttack city, water purification was done through bleaching powder. In four sections of the division, however, bleaching powder was not available for two to 28 months during August 2011 to March 2014. Eighteen out of 64 water samples tested by Health and Family Welfare Department (November 2014 to April 2015) were found to have bacterial contamination.

- Water samples of 13 out of 25 sources of Sambalpur town tested by Central PH Laboratory, Bhubaneswar indicated high iron, turbidity, hardness, alkalinity beyond permissible limit and were recommended for rejection of sources, but the same was not done (September 2014).
- In PH Division, Bhanjanagar not having any PH laboratory, though poor water quality was noticed (July, October 2013 and January 2015) in water samples sent to other testing laboratories, no action was taken by the EE to rectify the same (February 2015).
- Physical, chemical and bacteriological tests of water supplied to 78 ULBs covered under eight test checked PH Divisions were not conducted at regular intervals⁹⁵.
- In PH Testing laboratory, Sunabeda under PH Division, Koraput, 48 out of 61 types of laboratory equipment/ materials supplied during 2009-10 remained unutilised as of September 2014 due to vacancy of post of Laboratory Technician since 2012-13.
- Leakage in water pipe lines and water mixing with other waste in unhygienic condition in Old Town area of Berhampur was noticed during joint physical inspection conducted (February 2015) by concerned Assistant Engineer in the presence of Audit.
- In respect of 11 WTPs⁹⁶ of four divisions pertaining to 11 urban areas, WTPs with capacity ranging from 1.13 ML to 129 ML each executed (7)/ contemplated (4) during 2009-14 did not have any provision of recirculation sump and pump house in the estimates/ DPRs. This resulted not only in wastage of water but also indicated supply of unsafe water.
- To ascertain quality of drinking water supplied in test checked PH Divisions, at the request of Audit, joint water samples were taken from 28 places in eight⁹⁷ urban areas and same were tested (September 2014



Leakage in water pipeline of Berhampur town

⁹⁵ Twice for bacteriological contamination and once for chemical parameters

⁹⁶ Bargarh, Balimela, Gunupur, Jharsuguda, Rairakhol, Malkangiri, Kotpad, Cuttack, Paralakhemundi, Choudwar, Athgarh

⁹⁷ Berhampur, Balangir, Cuttack, Phulbani, Sambalpur, Sonapur, Sundargarh and Rourkela

and January-March 2015) in laboratories of PHEO (2) and SPCB (26). Out of 28 test reports received, water samples of six locations relating to two urban areas (Berhampur and Phulbani) were found to be unsafe due to high turbidity (four samples) and high iron content (three samples).

Department while confirming (May 2015) that 'Water quality monitoring protocol' is under consideration of the Department since November 2014, assured to take step to provide provision for recirculation of backwash water in WTPs. It also stated that action for setting up of water testing laboratories in five PH divisions in PPP mode has been initiated.

3.4.5 Execution of water supply projects

Paragraph 3.4.21 (c) of OPWD code envisaged norms prescribed in Manual of Practices on water supply services by the Union Ministries, to be followed. Accordingly, Manual on Water Supply and Treatment issued (May 1999) by Central Public Health and Environmental Engineering Organisation (CPHEEO), Ministry of Urban Development, required close monitoring and contract management to avoid time and cost overrun in water supply projects.

As on 1 April 2009, there were 31 works under execution in eight test checked PH divisions. Besides, Government approved 29 works during 2009-14. As of March 2014, 20 works (₹ 38.75 crore) were completed while eight projects were not commenced and remaining 32 works remained incomplete⁹⁸. The reasons for delay in completion are discussed below.

3.4.5.1 Delay in finalisation of tender and execution of agreements

OPWD code required finalisation of tender process within a maximum period of 10 days where tender is to be finalised by the EE and 50⁹⁹ days from the date of opening of tender where the approval requires scrutiny and disposal at higher level and prescribed time limit at each level for finalisation. Besides, the EE has to issue work order and execute agreement within seven days of finalisation of tender. Where, prolonged negotiation is required, another 15 days can be allowed.

Audit, however, noticed that

- In six cases involving contract value of ₹ 56.16 crore, there was delay ranging from 128 to 255 days in finalisation of tender beyond the prescribed maximum limit of 57 days from date of opening of tender to the date of issue of work order. Reason for such delay was not found on record.
- In case of one project (Augmentation of water supply to Keonjhar town: contract value ₹ 49.88 crore) though tender was opened (20 April 2013) and finalised by the tender committee (22 October 2013), the same was, however, intimated by the Department to the CE after 75 days *i.e.*, on 7 January 2014. Work order was also issued on 27 January

⁹⁸ Under execution: 24, civil works completed but not commissioned: 7 and left incomplete for years: one (1)

⁹⁹ EE: 15 days, SE: 10 days: CE: 10 days, Tender Committee at Government: 15 days

2014 and total delay was 199 days. In another case¹⁰⁰ finalisation of tender was delayed by 165 days at Department level.

Department stated (May 2015) that all the EEs would be instructed to adhere to the time schedule as prescribed in OPWD Code while scrutinising tenders.

3.4.5.2 Execution of work without prior acquisition of land

EEs of three PH Divisions awarded seven projects with contract value of ₹ 42.89 crore without ensuring availability of required land as required under Paragraph 3.7.4 of OPWD Code Volume-I. An amount of ₹ 8.48 crore (*Appendix 3.4.1*) was spent on these projects as of December 2014, which could not be completed due to non-availability of land.

3.4.5.3 Non-completion of water supply projects leading to blockage of fund

Audit examined 60 water supply works executed in eight test checked Divisions and noticed that 20 works were completed, 32 works remained incomplete and eight works were not commenced. Audit further noticed that:

- In four test checked PH Divisions¹⁰¹ eight water supply works (*Appendix 3.4.2*) with contract value of ₹ 24.93 crore commenced during March 2008 to March 2014 remained incomplete even after eight to 47 months of expiry of scheduled completion date and after incurring an expenditure of ₹ 22.11 crore due to slow pace of execution by the contractors.
- In respect of five, out of six, incomplete projects under three PH Divisions (Bhanjanagar, Sambalpur and Cuttack) with estimated cost of ₹ 1.27 crore, though civil works were completed at a cost of ₹ 87.16 lakh during July 2011 to August 2014, four projects constructed departmentally remained non-functional due to non-installation of required electrical sub-station by EE while the other project was left incomplete due to non-response by the contractor for installation of turbine in intake well. However, EE neither rescinded the contract nor executed the remaining work through other agency.
- In one case of project ‘Augmentation of water supply to Kotpad NAC’ under PH Division, Koraput with project cost of ₹ 6.50 crore, contractor awarded with executing two vital components of the project viz. intake well (March 2013) and WTP (January 2014) did not commence the work (December 2014). No action was taken by EE to rescind the contract or to impose penalty and execute the project through other agencies though stipulated completion date has already expired since September 2013 (intake well) and December 2014 (WTP). As a result, three other components of the project (pipeline, service reservoir, raw water rising main) completed during May 2010, March 2011 and October 2013 at a cost of ₹ 3.98 crore, remained idle.

¹⁰⁰ Improvement of water supply to Balangir Town from alternative source at Tarava Phase 1 (Estimated cost ₹ 32.22 crore)

¹⁰¹ Balangir, Bhanjanagar, Berhampur and Rourkela

Similarly, in case of Water supply project for Jeypore Municipality with project cost of ₹ 2.60 crore, Underground reservoir and elevated service reservoir were completed during March to May 2014 at a cost of ₹ 2.20 crore, yet the same could not be used due to non-completion of distribution pipeline by the contractor.

- EE, PH Division, Cuttack awarded (December 2008) the work of 'Design, construction, testing and commissioning of conventional type Iron Removal Plant (IRP) including all mechanical and electrical arrangements' at Sector 6 and Sector 7, Cuttack to a contractor at ₹ 56.98 lakh each for completion within seven months. Though IRP at Sector 7 was completed (December 2012) at a cost of ₹ 56.98 lakh, the same remained non-functional due to non-availability of required staff for operation. The contractor commenced (December 2008) the work of Construction of IRP at Sector 6 but left (December 2012) the same after executing work valuing ₹ 33.59 lakh and did not commence the work even after repeated instructions of the EE. Despite this, no further action was taken by the EE to close the contract and complete the work through other contractors/ agencies leading to unfruitful expenditure of ₹ 90.57 lakh.



IRP at Sector 6 left incomplete since Dec 2012

3.4.5.4 Avoidable extra cost on water supply projects

Audit noticed avoidable extra cost on water supply projects due to delay in according administrative approval and technical sanction, faulty design, execution of work in disputed site, etc. in two works as discussed below:

- The work for improvement of water supply to Malkangiri town with project cost of ₹ 2.19 crore scheduled for completion by 1999 was completed in March 2009 at a cost of ₹ 3.25 crore. Overrun was mainly due to delay in according administrative approval (May 2001) and faulty design of the project.
- The work for improvement of water supply to Jeypore Municipality which was sanctioned (March 2010) at ₹ 1.97 crore was revised to ₹ 2.60 crore mainly due to centralised purchase of materials, award of laying work in piecemeal by the EE and execution of work on disputed land. Underground reservoir and elevated service reservoir were completed during March to May 2014, but distribution pipeline had not been completed till the date of audit. This led to avoidable extra cost of ₹ 64.33 lakh.

Department while confirming the extra cost (May 2015) stated that in respect of Malkangiri project, the contractor left the work halfway which resulted in

delay and assured that in case of Jeypore, steps would be taken to complete the work.

3.4.5.5 *Extra expenditure due to creation of excess capacity of WTP*

Paragraph 2.2.6 of CPHEEO Manual, *inter alia*, provides for designing Water Treatment Plants considering population projection for intermediate stage (next 15 years) and that of intake well for ultimate stage (30 years). It also prescribed design of water supply projects considering the water demand of 70 lpcd plus 15 *per cent* for unaccounted flow of water (UFW) for towns where sewerage system was neither available nor contemplated.

Audit noticed that while planning and designing WTPs for six urban areas (Bargarh, Choudwar, Jharsuguda, Keonjhar, Paralakhemundi and Rairakhol), where sewerage system was neither available nor contemplated, water demand for intermediate stage was calculated at 135 lpcd instead of 70 lpcd plus 15 *per cent* for UFW. This resulted in designing and construction of WTPs and intake wells of higher capacity far ahead of requirement which led to avoidable extra cost of ₹ 9.28 crore.

Besides, in case of WTP, Choudwar though Water Resources Department assured (December 2013) the Department to allocate 6.07 million litre per day (MLD) water from Mahanadi river during 2013 to 2028, 8.47 MLD during 2028 to 2043 and 8.50 MLD from 2043 onwards for this drinking water supply project, yet WTP of capacity 9 MLD was provided, which indicated that extra capacity MLD created would remain unutilised. Similarly, for water supply project to Cuttack city, provision for 129 MLD WTP was made against 116 MLD permissible as per CPHEEO norm based on projected water demand of intermediate stage (next 15 years). This resulted in creation of WTP of excess capacity at an avoidable extra cost of ₹ 4.50 crore.

Department stated (May 2015) that Indian Oil Corporation Limited would bear the entire cost of WTP for Cuttack city.

3.4.6 Funds management

3.4.6.1 *Non-availment of central assistance*

UIDSSMT gave priority to water supply projects and provided for cost sharing between the Central Government, State Government and ULB concerned at 80:10:10 respectively. Paragraph 7.2 of the GoI Guidelines provided for release of 50 *per cent* of central assistance on approval of project by the GoI and execution of Memorandum of Agreement for implementing the urban reform agenda while second instalment was to be released on release of State share and submission of utilisation certificate for 70 *per cent* of fund released¹⁰² earlier, within 12 months of the closure of the financial year in which the first installment was released.

During 2009-14, 17 water supply projects with project cost of ₹ 407.03 crore were sanctioned by the GoI under UIDSSMT and central assistance for

¹⁰² Both Central and State share

₹ 197.39 crore was received. However, for six projects¹⁰³, central assistance of ₹ 28.95 crore was not released as the PHEO failed to utilise 70 per cent of the scheme fund in time¹⁰⁴, while in respect of five projects¹⁰⁵, central assistance for ₹ 99.28 crore could not be availed due to non-commencement of projects and the scheme was closed in March 2014. As of March 2015, only ₹ 92.36 crore was utilised and only two projects were completed. While 10 projects are under execution, five are at tender stage.

Thus, due to delay in preparation of estimates, tendering, award of work as well as timely utilisation of fund by PHEO, the State was deprived of central assistance of ₹ 128.23 crore and the State would have to bear the same out of its own resources for completing these projects.

3.4.6.2 Other irregularities

Following irregularities were noticed in management of fund released under UIDSSMT by EEs of test checked PH Divisions and ULBs concerned.

- **Non-retention of scheme fund in interest bearing account:** Paragraph 19.2 of UIDSSMT Guidelines required each implementing agency to maintain separate bank account for each project in a commercial bank for all money to be received and spent under the scheme. Besides, separate account for Central and State share was also to be maintained. EEs of eight test checked PH Divisions received ₹ 120.28 crore under UIDSSMT during March 2008 to March 2014 from concerned ULBs for execution of 12 water supply works and the fund was kept in non-interest bearing deposit account with the treasury (8443 Public Work Deposits). Separate account for State and central share as well as project wise account were also not maintained.

Similarly, Choudwar Municipality retained scheme fund of ₹ 4.95 crore in non-interest bearing personal ledger account with treasury (29 March to 26 June 2014) and current account with banks (27 June to 8 July 2014) for 102 days resulting in loss of interest.

- Scheme fund of ₹ 54.25 crore released for two projects relating to test checked PH Divisions remained locked with ULBs (Jharsuguda and Rourkela) and were not released to PHEO as the works were not commenced (March 2015).
- **Misutilisation of interest from scheme fund:** Interest earned was to be treated as additional scheme fund to be utilised as per scheme Guidelines concerned. Out of interest of ₹ 4.07 crore earned by five ULBs (Bargarh, Cuttack, Choudwar, Jharsuguda and Rourkela) on unutilised scheme fund during August 2009 to March 2015, one ULB (Bargarh Municipality) had utilised such interest of ₹ 25.18 lakh towards payment of leave salary, group insurance premium of

¹⁰³ Angul (₹ 5.09 crore); Berhampur (₹ 2.08 crore); Bhawanipatna: ₹ 3.89 crore); Jharsuguda: ₹ 12.79 crore; Paralakhemundi (₹ 2.11 crore) and Phulbani (₹ 2.99 crore)

¹⁰⁴ within 12 months of closure of the financial year in which such assistance was released

¹⁰⁵ Baripada, Choudwar, Cuttack, Rourkela, Sambalpur Phase II

municipality staff, purchase of dozer, *etc.* The Executive Officer (EO) assured (April 2015) to recoup it from municipal fund. Remaining interest of ₹ 3.82 crore remained with the said ULBs.

- Paragraph 19.1 of UIDSSMT Guidelines required maintenance of asset register to keep inventory of assets created under the scheme by each implementing agency, but none of the seven test checked PH Divisions executing projects under UIDSSMT maintained any such Register.

3.4.7 Inspection, monitoring and grievances redressal

Paragraph 2.2.55 of OPWD Code, Volume I provides that EE should inspect every important work under his jurisdiction at least once a year and furnish a report on its condition to the SE with suggestions for improvement, repair or otherwise as specified in the statutory or executive instructions issued by the Department.

However, test check of records of eight PH Divisions revealed that:

- No Register of inspection was maintained at Division level as required under Paragraph 2.2.9 and 2.2.23 of OPWD code Volume-I. In absence of these, the number of works inspected by the EE and remarks/ recommendation made, if any, could not be ascertained in Audit.
- As per Manual on Water Supply and Treatment, the materials used in the projects should conform to the prescribed Indian Standards. However, quality control test of materials used in water supply works were not conducted by the EEs at Government approved laboratory even on test check basis. In respect of concrete works, the EE relied on the test reports submitted by the contractors.
- No grievances register/ file were available in eight test checked PH Divisions. Audit noticed that in the 'Annual Outcome based review Report' of PH Divisions, percentage of grievances redressal was indicated by them to be 80 to 100. Audit could not cross check the correctness of such data as well as quality of their disposal in the absence of any documented list of grievances received and disposed off.

Department stated (May 2015) that EEs were instructed to maintain register of inspection and grievances registers and to conduct quality tests.

3.4.8 Conclusion

Safe drinking water in adequate quantity was not supplied to all urban population in 95 out of 106 urban areas of the State as envisaged. Despite a State policy being in place, planning to make safe drinking water available remained deficient. Water quality monitoring and surveillance was weak, unsafe water were supplied in many urban areas. Tendering and contract management as well as execution of water supply works were marred by inordinate delay ranging from 8 to 47 months in completion of projects, avoidable extra cost (₹ 10.98 crore), unfruitful expenditure of ₹ 38.55 crore on incomplete works. Central assistance of ₹ 128.23 crore could not be availed due to such delay in tendering, execution and utilisation of funds.

Rural Development Department

3.5 Implementation of Biju Setu Yojana

3.5.1 Introduction

Government of Odisha launched (October 2011) Biju Setu Yojana (BSY) to bridge the missing links on roads of Rural Development (RD) Department and strategically important Panchayat Samiti roads belonging to Panchayati Raj (PR) Department. Under BSY small bridges with reasonable approach road are to be constructed to provide instant connectivity to the people in inaccessible areas. Accordingly 600 bridges were planned for construction during 2011-14 under the scheme. The Engineer-in-Chief (EIC), Rural Works under the administrative control of Rural Development Department, is responsible for execution of works.

Audit was conducted (January-February 2015) to assess adequacy of planning, efficiency in utilisation of funds, selection of works, tendering and economy in execution of works through test checked records of EIC, Rural Works (RW) and eight¹⁰⁶ RW Divisions relating to the period 2011-14.

Audit Findings

3.5.2 Planning

During 2011-14, Government planned construction of 600 bridges at an estimated cost of ₹ 2078.13 crore of which only 156 bridges were completed as on March 2014. The year-wise number of bridges planned for construction, estimated cost, budgetary provision and amount of expenditure is tabulated below:

Table 3.5.1: Financial and physical status of BSY during 2011-14

Year	No. of bridges planned	No. of bridges taken up	No. of bridges completed				Estimated cost	Budgetary allotment	Expenditure incurred
			2011-12	2012-13	2013-14	Total			
2011-12	100	100	2	41	45	88	260.98	78.51	54.60
2012-13	300	300	0	3	52	55	1227.15	140.00	135.78
2013-14	200	147	0	0	13	13	590.00	175.00	172.19
Total	600	547	2	44	110	156	2078.13	393.51	362.57

(Source: Data furnished by EIC)

Audit noticed that during 2011-14, out of 600 bridges planned for construction, only 547 bridges were taken up, of which only 156 were completed leaving 391 bridges incomplete. In the test checked eight Divisions, out of 93 bridges taken up for construction, 65 were to be completed by February 2015. Of these 65 bridges, construction of only 18 was completed, of which 12 were completed on time. The delay in completion of projects was due to change in General Alignment Drawing (GAD), non-availability of land,

¹⁰⁶ Angul, Bargarh, Jagatsinghpur, Kendrapara, Nabarangpur-II, Phulbani, Rayagada, Rourkela

delay in approval of tender and execution of agreement as discussed in the subsequent paragraphs.

3.5.2.1 *Selection of sites in deviation from guidelines*

BSY guidelines provide that bridges should be constructed on such sites of the river/ nallah where no other bridge is existing within 10 km upstream or downstream of the proposed site and length of bridge should not be less than 25 metres.

Audit noticed that selection of sites for construction of 13 bridges as detailed in **Appendix 3.5.1** with estimated cost of ₹ 20.62 crore were made violating the above guidelines and ₹ 10.58 crore were expended as of January 2015. Audit further noticed that construction of 12 bridges, which were earlier proposed under other plan schemes including three under PMGSY and not taken up for execution were included without examining their eligibility under BSY guidelines.

Government stated (May 2015) that bridges were taken up on the basis of total population served and for providing all weather connectivity to tribal people. It, further assured to review existing criteria to make necessary changes.

3.5.2.2 *Award of work without acquisition of land/ improper site survey*

Paragraph 3.4.9 of OPWD Code, Volume-I stipulates that when a public works officer prepares plan and estimates for a work, the execution of which is likely to affect or interfere with the works of other Departments like Railways, Post and Telegraph, *etc.*, the latter should be consulted well in advance with necessary plans and drawings. Paragraph 3.7.4 of OPWD Code Volume-I stipulates that no work should be commenced on land which has not been duly made over to the executing department. Paragraph 16 of Appendix-XI of OPWD Code Volume-II prohibits starting of any work on the land which has not been physically possessed and Paragraph 3.4.17 of OPWD Code envisages that before estimates for bridges are prepared, preliminary investigation is to be carried out, and as many trial pits or borings as considered necessary should be taken for each pier and abutment. Audit noticed that the works were awarded without acquisition of land, site verification, improper site investigation, *etc.* as discussed below:

- In RW Division, Rourkela, the work of “Construction of small bridge over Jamsara Nallah at 3.700 km on Bandhamunda-Jhirpani Road” was awarded (June 2012) at ₹ 1.22 crore with stipulation to complete the work by May 2013. However, the work could not be commenced due to non-availability of land. As a result, the contract was terminated (January 2015) on the request of the contractor. Further, the estimate was prepared after conducting preliminary site survey and investigation, but the survey report did not indicate non-availability of land.

Government stated (May 2015) that the work had been awarded in anticipation of acquisition of land.

- Four works were awarded at an agreement value of ₹ 7.68 crore for completion during October 2012 to December 2014. However, GAD of the bridges were revised requiring change of foundation from isolated footing to combined footing, open foundation to raft foundation due to poor soil strata and different soil conditions encountered during execution. This resulted in midway change in design and the works were under progress even after 2 to 26 months from the stipulated date of completion.

Government stated (May 2015) that though GAD was prepared on the basis of initial survey and investigation report, the change of design was unavoidable.

- The work of 'Construction of Bridge over Dolposh on Jhiripani-Dolposh Road' under RW Division, Rourkela was awarded (March 2014) at an agreed cost of ₹ 5.31 crore with stipulation to complete the work by September 2015. During execution of work, existence of high tension electricity line on the bridge site was noticed. However, the survey report did not indicate existence of such line. As a result, the GAD was revised (December 2014) reducing the length of the bridge. Thus, due to deficient survey report, the GAD of the bridge which is required to be finalised prior to award of work, was finalised after nine months of award of work.

Government stated (May 2015) that as the shifting of high tension line was time consuming and involved high cost, the GAD was revised.

3.5.3 Preparation of estimate

OPWD code envisages that correct assessment of required items of work for completion along with rates fixed following appropriate analysis is the basic requirement for an accurate estimate. Audit, however, noticed that preparation of estimates was not accurate due to various deficiencies like excess provision of cement, inclusion of unwarranted items, provision of wider carriage way, etc. as discussed below:

Table 3.5.2: showing deficiencies in preparation of estimates

Nature of irregularity	Audit observation
Excess provision of cement	Para 3.4.17(vi) of OPWD Code Volume-I provides that while preparing estimate for bridges, the code of practice prescribed by the Indian Road Congress (IRC) should be followed. But in estimates of four works ¹⁰⁷ , the item rates were provided in the Concrete-Cement (CC) items of strength M 15, M 20, M 25, and M 30 with cement content of 275 kg, 347 kg, 403 kg and 404 kg per cum respectively based on the SAR. However, as per Section 302.6.2 of IRC-21-2000, the requirements of cement for such works were of 250 kg, 310 kg, 360 kg and 380

¹⁰⁷ (1) Bridge over Lingiria Nallah (Angul Division); (2) Bridge over Arjunda Nallah (Bargarh Division); (3) Bridge over Baldia Nallah (Rayagada Division); (4) Bridge over Amrudhi Nallah (Rourkela Division)

Nature of irregularity	Audit observation
	kg respectively. As a result, excess quantity of 2,253.28 quintals of cement was used in execution of 5,987.16 cubic metre of CC work which led to extra expenditure of ₹ 12.68 lakh.
Preparation of estimate for bridges with wider carriageway	According to Paragraph 7.2.1 of IRC: SP: 20 - 2002, on rural roads with road way width of 7.5 metre, the overall width of small bridge should be six metre having carriageway width of 5.5 metre. But, estimates for three bridges ¹⁰⁸ under three RW Divisions were prepared for ₹ 9.63 crore considering the carriage way width of 7.5 metre instead of 5.5 metre though the formation width of the roads were 7.5 metre. Accordingly, expenditure of ₹ 5.10 crore was incurred as of December 2014. Thus, the bridges were constructed with excess width of two metre which was not required as per the IRC standards of specification.
Construction of a bridge with reduced length	As per hydraulic particulars of the bridge over Banjari Nallah on Nileswarpur to NH-6 via Patharla Road, the linear waterway at high flood level was 86.79 metre. Accordingly, the length of the bridge was required to be minimum 86.79 metre which was also proposed by the EE, RW Division, Bargarh to the CE. However, the CE prepared and approved (February 2012) GAD for 53.85 metre length which was not in conformity with specification as prescribed by the Ministry of Road Transport and Highways (MORTH), GoI.
Inclusion of unwarranted items	In RW Division, Angul, estimates of four ¹⁰⁹ bridges included provision of ₹ 7.58 lakh for construction of diversion roads which were of temporary nature despite the fact the cost of such diversion road was to be borne by the contractor as per Clause 16 of the contract. This resulted in extension of undue favour to the contractors.

(Source: Records of sampled Rural Work Divisions)

Government stated that estimates were prepared as per actual requirement. The reply is not acceptable as estimates were not in conformity with OPWD codes, IRC/ MORTH specifications and also involved extra expenditure.

3.5.4 Award and execution of works

Audit test checked records relating to award and execution of works, and noticed various deficiencies in invitation and processing of tender, selection of contractor, execution of agreement, *etc.* as discussed below:

3.5.4.1 Delay in finalisation of tender

CE, RW, Bhubaneswar invited tender for the work of “Construction of HL bridge over River Devi near Dahanikhia on Machhagaon-Asilo Road” with an estimated cost of ₹ 22.73 crore in July 2011. After evaluation (August 2011) of the tender, the CE sought (September 2011) approval of Government which

¹⁰⁸ (1) Bridge over Naktideul Nallah (Angul); (2) Bridge over Banjari Nallah (Bargarh) and (3) Bridge over Jhanjabati River (Rayagada)

¹⁰⁹ (1) SB over Bauli Nallah; (2) HL bridge over Lingara Nallah; (3) SB over Nadaka Nallah; (4) SB over Rukuna Nallah

was accorded in July 2012 for ₹ 25.19 crore after nine months. Due to delay in approval of tender, the price validity of the tender had expired (November 2011) and the lowest bidder did not turn up to sign the agreement. As a result, the work was re-tendered (March 2013) and awarded at ₹ 28.23 crore leading to avoidable expenditure of ₹ 3.04 crore. Thus, delay in approval of tender by the Government after lapse of validity of tender led to avoidable expenditure.

Government stated (May 2015) that the delay in approval of tender was due to inter-departmental correspondence with Finance Department.

3.5.4.2 *Bridges remained incomplete due to invitation of part tender*

EE, RW Division, Rayagada proposed (June 2013) to take up five Steel Decking Bridges with estimated cost of ₹ 9.72 crore to provide connectivity in hilly terrain and inaccessible areas. The work involved construction of civil structure (foundation and substructure) and Steel deck span (super structure). The EIC instructed (October 2013) EE to invite tender for civil structure only excluding construction of steel structure. Accordingly, the civil works were awarded (January-February 2014) for ₹ 4.14 crore with stipulation to complete the work by April-May 2014. Out of five bridges, civil works for three bridges were completed by June 2014 and in two other cases, the works were completed by December 2014. Though, civil works for all the five bridges were completed, tender for super structure was not finalised due to which the bridges could not be completed.



Incomplete bridge over local nallah on K.Dhamini-Bethiapada Road

Government stated (May 2015) that the steel super structure works were awarded to a Central Public Sector Undertaking after completion of civil works. The fact, however, remained that the tender was finalised only in February 2015 after a delay ranging from two to eight months from completion of civil works which ultimately delayed completion of the bridges.

3.5.4.3 *Delay in execution of agreement*

As per Paragraph 3.5.18 (vii) of OPWD Code, Volume-I and instruction of RD Department (July 2010), agreement should be executed within 15 days of approval of tender.

Audit noticed that in two out of eight RW Divisions (Angul and Rayagada), tenders for five¹¹⁰ works were accepted during March 2012 to October 2013, but the concerned EEs executed agreements between July 2012 and January

¹¹⁰ Angul: (1) Bridge over Ullani Nallah at 4th km on Derang-Ghantinalli Road; Rayagada: (2) Bridge over Karanja Nallah at 38th km on Kutraguda-Jagadalpur-Ambadola Road; (3) Bridge over River Sannai at 6th km from Khaira-Jhumpapur-Phulputi Road; (4) Bridge over Kampar Nallah at 1st km on PWD road to Kampar Road; and (5) Bridge over Kanijodi Nallah at 11th km on Bisam Katak-Kutraguda Road

2014 i.e., with a delay ranging from 85 to 250 days. Thus, delay in execution of agreement contributed to delay in commencement of work.

Government stated (May 2015) that all the EEs were instructed to draw the agreement in time to avoid delay.

3.5.4.4 Idle expenditure due to non-construction of approach road

Test check of records of eight test checked Divisions revealed that in RW Division, Rourkela, construction of the bridge over Turturi Nallah including approach road was awarded (November 2011) at ₹ 1.28 crore. Although the construction of bridge was completed in December 2012 at an expenditure of ₹ 1.23 crore, due to non-construction of approach road by EE, the bridge could not be made trafficable rendering the entire expenditure idle.



Bridge constructed over Turturi Nallah without approach road

Government stated (May 2015) that the approach road was already taken up in other scheme.

3.5.5 Monitoring and supervision

Paragraph 7 of BSY Guidelines prescribes two tier quality assurance mechanism for bridges. The field officers form the first-tier and independent State Quality Monitors (SQMs) who form the second tier are to be appointed by the Government to ensure quality. Audit, however, noticed that though the scheme was implemented in October 2011, the Department initiated the process of engaging independent SQM only during 2013-14 which is yet to be finalised (January 2015) due to which no inspection was done by SQM. Further, though EEs are required to conduct minimum prescribed 10 per cent check measurement, no such check measurement was done in eight test checked divisions.

Government stated (May 2015) that one independent SQM would be established soon for monitoring quality of the bridges and instructions were being issued to EEs to conduct required check measurement.

3.5.6 Conclusion

Out of 600 bridges planned for construction during 2011-14, only 547 bridges were taken up and 156 were completed. There was deviation from the guidelines in selection of sites for construction of 13 bridges with estimated cost of ₹ 20.62 crore of which ₹ 10.58 crore was expended. Inadequate feasibility study of the identified sites led to closure of contract as well as delay in execution of works. Preparation of estimates was not accurate. Delay in invitation of tender, approval of tender and execution of agreement also contributed to delay in completion of works. Delay in approval of tender by the Government after lapse of validity of tender in one case led to avoidable

expenditure of ₹ 3.04 crore. Monitoring and supervision was weak as State Quality Monitors were not appointed rendering second tier quality assurance mechanism defunct.

Revenue and Disaster Management Department

3.6 Land governance in Tahasils

State Government, being custodian of land in the State is responsible for management of land fulfilling the need of individuals, communities, industry, agriculture, *etc.* In pursuance of this, it passes the right of utilisation of land to the individuals, bodies, authorities, industries, *etc.* either on lease for a definite period or bestows ownership without any such condition *i.e.* freehold right.

In case, Government land is occupied by an individual, organisation, community, *etc.* unauthorisedly, it is treated as 'encroachment'. While the terms of lease stipulate the tenure of the lease as well as nature of utilisation coupled with a punitive clause for resumption of land in the event of breach of condition, in case of freehold land, there is permanent and absolute tenure of land or property with freedom to dispose it off at will. Mutation is necessary to register and record the name(s) of the owner(s) in the event of change in ownership. Further, the nature of utilisation of land is dependent upon the category of the land *i.e.*, *kissam*, which are homestead, agricultural, forest, *gochar*, *anabadi*, *etc.* In case, the owner desires to use land for other purpose, the category of land is required to be changed through a process called Conversion.

The District Collector is the chief revenue authority of a district, who is assisted by Sub-Collector and Tahasildar. For maintenance of land records including area, ownership, *kissam*, *etc.*, there is a Tahasil office in each Block of the State, which is headed by a Tahasildar. Besides, the Tahasil office is responsible for safeguarding Government land, assessment and collection of land revenue, *etc.* For the purpose of revenue administration at the grassroots level, each Tahasil has been divided into Revenue Circles headed by Revenue Inspectors (RI). The Acts and Rules framed by the State Government for grant of lease, allowing mutation, conversion and dealing with encroachment as well as powers of Tahasildars and Collectors are indicated in the following table:

Table 3.6.1: Functions of revenue officers under different Acts/ Rules

Sl. No.	Subject	Relevant Act/ Rules	Duties of functionaries
1.	Encroach-ment	The Orissa Prevention of Land Encroachment (OPLE) Act 1972 and Rules made thereunder in 1985; Orissa Public Premises (Eviction of Unauthorised	<ul style="list-style-type: none"> • Tahasildar: Initiates cases, issues show cause notices, assesses rent, levies penalty and evicts. • Sub-Collector: Appellate Authority. • Collector: Revision Authority • Estate Officer initiates and evicts

Sl. No.	Subject	Relevant Act/ Rules	Duties of functionaries
		Occupants) {OPP (EUO)} Act 1972	
2.	Lease	Orissa Government Land Settlement (OGLS) Act, 1962 and Rules, 1983	<ul style="list-style-type: none"> • Tahasildar: Responsible for receiving all lease applications, making field verification, assessing premium and recommending the case to Sub-Collector. • Sub-Collector: Recommends cases to Collector and is Appellate Authority • Collector: Sanctions the lease for the applied area if it is within the power delegated to him or forwards the case to Revenue Divisional Commissioner (RDC)/ Government for sanction and is Revisioning Authority
3.	Conversion	The Orissa Land Reforms (OLR) Act, 1960; Orissa Land Reforms (OLR) Amendment Rules, 1997	<ul style="list-style-type: none"> • Tahasildar: Initiates cases, assess conversion fee and finalises • Sub-Collector: Appellate Authority • Collector: Revision Authority
4.	Mutation	The Orissa Mutation Manual (OMM) 1962 under the Orissa Survey and Settlement (OSS) Rules 1962	<ul style="list-style-type: none"> • Tahasildar: Initiates and finalises mutation cases • Sub-Collector: Appellate Authority • Collector: Revision Authority

To assess whether adequate steps were taken to prevent encroachment of Government land and cases of detected encroachments were followed up with eviction/ settlement following the prescribed procedure, lease of Government land was made in a fair and transparent manner, leased land was utilised for intended purpose, permission for conversion was granted keeping in view the development plan of the locality and Mutation proceedings were initiated and disposed timely, *etc.*, Audit test checked records of 40 Tahasils of 10 districts of the State during December 2014 and January 2015. Observations of Audit based on records made available by the Department and Tahasildars are discussed below.

3.6.1 Encroachment of Government land

The OPLE Act 1972 and Rules made there-under in 1985 authorised the Tahasildars to prevent the Government land from encroachment by unauthorised persons or organisations. Similarly, OPP (EUO) Act 1972 authorised Estate Officers to deal with the encroachment cases pertaining to the land situated within Municipality/ Notified Area Council/ Industrial area. Section 7 of OPLE Act 1972 stipulates that persons unauthorisedly occupying Government land are liable to pay penalty, rent and cess as assessed under

Section 4 of the Act and be summarily evicted by the Tahasildar after giving reasonable notice to remove the unauthorised construction, crops raised on the land, *etc.* However, encroached land can be settled in favour of landless or homestead less person.

3.6.1.1 *Undetected unauthorised occupied Government land*

As per Rule 3 (1) of OPLE Rules 1985, the Revenue Inspectors (RIs) were required to send a certificate within fifteen days of the close of each financial year to the Tahasildar to the effect that, except the encroachment already reported, there was no further encroachment in the area under their jurisdiction.

Audit noticed that none of the RIs of the test checked Tahasils (except Darpan Tahasil) had submitted such certificates during 2011-14. However, concerned Tahasildars neither insisted on submission of such certificates nor took action against the erring RIs. The Certificates submitted by RIs of Darpan Tahasil were found to be incorrect as random physical inspection (April 2015) of 19 Government plots by the representatives of the Tahasildar, in presence of Audit revealed that these plots remained under unauthorised occupation for periods ranging from one to sixteen years

Audit selected 824 Government plots/ sites randomly (774 from revenue maps and 50 from pending lease cases) for joint physical inspection (JPI) which were inspected by the representatives of Tahasildar concerned in the presence of Audit wherein it was revealed that in 622 (75 *per cent*) cases, 1,919.663 acre of Government land valuing ₹ 1,113.32 crore at benchmark value¹¹¹ of 2013-2014 remained under unauthorised occupation for periods ranging from 3 months to 67 years¹¹² as reported by the RI/ Tahasildar concerned. The manner of utilisation of such land is indicated in following chart:

¹¹¹ Minimum value of land fixed by district valuation committee and approved by Government for charging registration fees.

¹¹² Encroached below 1 year (5 cases: 52.48 acre valuing ₹ 3.73 crore), 1 to less than 2 years (28 cases: 80.15 acre valuing ₹ 4.30 crore), 2 to less than 5 years (87 cases: 97.985 acre valuing ₹ 26.21 crore), 5 to less than 10 years (94 cases: 290.915 acre valuing ₹ 166.38 crore), 10 to less than 20 years (82 cases: 312.445 acre valuing ₹ 454.56 crore), 20 to 67 years (87 cases: 219.855 acre valuing ₹ 147.92 crore) and period of encroachment could not be ascertained in 239 cases involving 865.833 acre valuing ₹ 310.22 crore

Chart 3.6.1: Manner of utilisation of unauthorisedly occupied land as detected during JPI

Purposes for which utilised	No. of cases	Area in acre	Benchmark value of land (₹ in crore)
Commercial	62	224.755	430.01
Cultivation	74	397.97	32.71
Educational institution	89	271.915	96.54
Industrial	20	229.57	35.45
Others	35	73.956	48.52
Religious	23	29.27	15.29
Residential	319	692.227	454.80
Total	622	1919.663	1113.32

(Source: Results of JPI, records of Tahasildar and Sub-Registrar)

As may be seen from above chart, 79 per cent of undetected unauthorisedly occupied land in terms of value of land was used for residential and commercial purpose. A list of 46 major unauthorised occupants of five acre or more land is indicated at **Appendix 3.6.1**.

Audit further noticed that:

- **Running of lodge/ hotel on Government land:** Government land unauthorisedly used for commercial purpose included running of ten¹¹³ lodges/ hotels in 3.824 acre land (valuing ₹ 11.33 crore for 5 to 20 years) in four test checked Tahasils.
- **Construction of road to apartment on Government land:** Three real estate developers¹¹⁴ unauthorisedly used Government land of 0.245 acre (worth ₹ 19 lakh) and utilised those as road to their apartments.

Department assured (May 2015) that they would issue comprehensive guidelines so that such cases do not go undetected in future and to file encroachment cases. Some such instances are discussed below.

- **Construction of a non-Government college on Government land**

Government land of 18.38 acre¹¹⁵ remained under unauthorised occupation of Kamakhyanagar College under Kamakhyanagar Tahasil for last 27 years by constructing building, making plantations, etc. Instead of taking action against college authorities, Tahasildar, Kamakhyanagar issued (2001) a possession certificate in favour of the Principal of that college mentioning that the college

¹¹³ Gop (Subhadra Lodge, Konark: 0.25 acre; Tarini Lodge: 0.08 acre; Labanya Lodge: 0.83 acre); Puri (Hotel Holiday Resort: 0.834 acre; Hotel Mayfair Wave and Heritage: 0.609 acre; Vijaya International: 0.566 acre; Jamindar Palace: 0.115 acre); Vyasnagar (Hotel Raman, Dolipur: 0.500 acre); Tangi-Chowdar (Hotel Jyoti: Jagatpur: 0.02 acre; Hotel Rajkumar, Jagatpur: 0.02 acre)

¹¹⁴ Acrux Realcon Private Limited, Sequel Infra Promoters & Developers Limited, OM Sai Arcade

¹¹⁵ Khata No. 549, Plot No. 2300/1, area 12.00 acre, Village Altuma and Khata No.166, Plot No. 921/1 area 2.20 acre, and 1011/1 area 4.180 acre, Village Saradhapur

was in occupation of the 18.38 acre of land. Based on the same, the college obtained recognition and grants-in-aid.

Department stated (June 2015) that the unauthorisedly occupied land is not leasable in nature and action will be taken to make the land encroachment free.

- ***Manufacturing of bricks on Government land***

JPI of (December 2014) of a site¹¹⁶ revealed that bricks were manufactured on Government land of 5.34 acre under Dhenkanal Tahasil by a person, though it was shown to have been evicted¹¹⁷ on realisation of assessment and penalty earlier. However, eviction seemed only on paper and the land remained under occupation of the said agency. Besides, the brick kiln was functioning unauthorisedly without obtaining required permission from the Tahasildar.

Department stated (June 2015) that penalty of ₹ 50,000 has been realised for such illegal manufacture of bricks. Reply is not convincing as it did not state that such land has been evicted.

- ***Construction of hotel on Government land***

JPI (December 2014) of one¹¹⁸ plot revealed that one hotel¹¹⁹ was constructed on said plot over an area of 0.50 acre of Government land. Such unauthorised construction was also admitted by the representative of Tahasildar during joint inspection.

Though *kissam* of said plot was Jungle and the hotel was constructed about three to four years ago as per the Tahasildar's representative and was recorded in the joint physical inspection report, neither the RI reported such encroachment to the Tahasildar nor did the latter book any case for such unauthorised construction over Government land under the provisions of OPLE Act.

Department stated (June 2015) that encroachment case was filed against the hotel during 2015-16 and action would be taken for eviction.

- ***Unauthorised occupation of 143.775 acre of Government land in pending lease cases***

Rule 5 (3) of OGLS Rules 1983 provides that only encroachment-free land can be leased, while Section 7 of OPLE Act 1972 provides that any person unauthorisedly occupying land should summarily be evicted by the Tahasildar.

In 50 pending lease cases where joint physical inspections were conducted, it was noticed that in all cases Government land involving 143.775 acre remained under unauthorised occupation of the applicants of lease. Audit further noticed that:

¹¹⁶ Khata No. 252, Plot No. 589, 598 and 590 (part), Village Bimbol, RI circle Bhapur of Dhenkanal Tahasil

¹¹⁷ Encroachment case No. 2351/05-06

¹¹⁸ Khata No. 126, Plot No. 1, Village Umapada, RI circle Kantajhari of Vyasnagar Tahasil

¹¹⁹ Hotel Raman, Dolipur

- In 20 cases period of such unauthorised occupation ranged from 2 to 56 years, as intimated by the RIs concerned to Audit during JPIs, while in 30 cases such period could not be ascertained by RIs.
- In 6 out of 50 cases, such unauthorised occupation included 32.715 acre common use land (*Gochar*: 30.115 acre; *Gramya Jungle*: 2.60 acre) which were not leasable.
- Though these 50 lease cases were pending since 1 to 34 years¹²⁰ the Tahasildars concerned neither rejected the lease cases nor initiated action for eviction of unauthorised occupants.

Department stated (May 2015) that encroached land can be settled only in favour of landless persons and in other cases it was to be evicted and no application for lease would be entertained. It also assured to take special drive in this regard.

3.6.1.2 Non-eviction of unauthorised occupants

R&DM Department instructed (November 2005) that all encroachment cases should normally be disposed of within a time frame of 90 days except the contested cases or where there is a restriction or stay order imposed by any Court of law. The Sub-Collectors, Collectors and RDCs while inspecting Tahasils should verify the cases pending for more than three months and suitably instruct the Tahasildars for expeditious settlement of such pending cases.

As of March 2014, 37,528 encroachment cases involving 11,159.39¹²¹ acre land were pending for disposal in 40 test checked Tahasils. Ten Tahasils¹²² had more than 1,000 encroachment cases pending as of March 2014 with highest pendency (5,751) in Sambalpur, followed by Rourkela (5,328).

- **Irregular submission of Monthly Progress Reports (MPRs):** Audit observed that the Tahasildars were not reporting such cases correctly in MPRs submitted to Collectors. MPRs of eleven Tahasils showed discrepancy in figures ranging from 19 to 908 encroachment cases with that indicated in the Encroachment Register with maximum discrepancy in Jajpur Tahasil.

Audit test checked 789 out of 37,528 encroachment cases involving 1,200.095 acre of Government land booked by Tahasildars which were pending for finalisation. The age-wise pending cases are given in the following table:

¹²⁰ Up to 2 years: 20 cases (30.69 acre); 3 to 5 years: 8 cases (48.639 acre); 6 to 10 years: 7 cases (20.67 acre); 11 to 20 years: 6 cases (13.906 acre); above 20 years: 9 cases (29.87 acre)

¹²¹ Except Gop, Jatani and Puri Tahasils where records relating to area of land under encroachment had not been maintained

¹²² Angul (1,365), Balangir (3,416), Bhubaneswar (1,230), Cuttack (2,344), Dhenkanal (1,314), Jajpur (1,068), Gop (1,142) Rourkela (5,328), Sambalpur (5,751) and Sundargarh (2,243)

Table 3.6.2: Age-wise analysis of test checked pending encroachment cases

Periodicity of pendency	Number of cases	Area involved (in acre)	Benchmark value of land (₹ in crore)
Less than one year	4	3.92	0.44
One year to less than two year	233	478.474	48.94
Two year to less than five year	378	522.381	54.54
Five year to less than 10 year	63	85.326	25.87
10 years to 39 years	47	77.254	53.07
Could not be ascertained	64	32.74	3.39
Total	789	1200.095	186.25

(Source: Records of test checked Tahasils)

It would be observed from the above table that 721, out of 789 cases were pending for 1 to 39 years, which comprised of 110 cases which were pending for more than five years. The nature of utilisation of lands encroached as per records of the Tahasildars are given in the following chart:

Chart 3.6.2: Category wise utilisation in test checked cases where encroachment cases were booked by the Tahasildars

Purposes for which utilised	No. of cases	Area in acre	Benchmark Value of land (₹ in crore)
Commercial	17	98.991	15.38
Cultivation	383	629.864	19.52
Educational Institution	29	110.34	46.89
Industrial	12	112.39	12.01
Others	47	54.513	49.93
Religious	7	1.34	1.49
Residential	294	192.657	41.03
Total	789	1200.095	186.25

(Source: Records of test checked Tahasils)

As may be seen from above, in 112 cases involving 377.574 acre i.e., 31 per cent of such land was utilised for purposes other than residential/ agricultural and cannot be settled in favour of the encroachers under Section 7 of the OPLE Act. Though, Government land remained under encroachment for period ranging from three months to 39 years, as per the records of Tahasildars, the Tahasildars concerned had not taken effective steps for eviction. In remaining 677 cases utilised for cultivation and residential purposes, further investigation by Tahasildar is required to determine eligibility of the encroachers for settling land in their favour, which has not been done.

Audit examined stages of action taken in 470 out of these 789 cases and noticed that:

- Show cause notice was issued by Tahasildars in 107 cases (116.71 acre) while penalty was also assessed with issue of such notices in 116 cases (166.367 acre).
- Eviction notice was served in 205 cases (44 per cent) involving 277.244 acre land while no action was taken in 33 cases (77.137 acre).

These 205 cases included 15 cases involving unauthorised occupation of 52.177 acre land under Dhenkanal tahasil where acknowledgement of unauthorised occupants was obtained on blank eviction notice forms. In only three cases involving 48.815 acre, stop construction notices were issued.

- In six¹²³ cases (0.215 acre), proclamation was issued for settling land in favour of unauthorised occupation.
- **Processing of lease cases despite booking of encroachment cases:** In 14 cases involving 63.67 acre (valuing ₹ 29.45 crore), Tahasildars concerned booked (1996-2013) encroachment cases for unauthorised occupation but processed lease applications of such encroachers instead of evicting them for one to 18 years¹²⁴. As a result, the encroachers continued to remain under unauthorised possession of Government land on the pretext of pending lease application. One such instance is discussed below:
- The Secretary of Parimal College (a non-Government College) under Kamakhyanagar Tahasil, applied (2005 and 2014) for lease of 8.40 acre land to Tahasildar who initiated the lease case in 2014. However, prior to applying for lease, the college had unauthorisedly occupied the land. Instead of evicting, the Tahasildar issued (2001) a possession certificate for 7.85 acre land in favour of the college, though Rule/orders do not provide for issue of any such certificate. The Department stated that it would take steps for regularisation of land under unauthorised occupation subject to realisation of premium.

Department stated (June 2015) that all Collectors have been instructed to take effective steps for eviction of encroached Government land.

3.6.1.3 Non-institution of encroachment cases in respect of public premises by Estate Officers in urban areas

Section 2(f) OPP (EUO) Act 1972 authorised the Estate Officers to deal with encroachment cases relating to land situated in Municipal/ NAC/ Industrial Area. R&DM Department also clarified (January 2014) that all such encroachment cases are to be dealt under OPP (EUO) Act and not under OPLE Act 1972 and directed for transfer of all such cases initiated but pending by that date with original or appellate authorities, to the Estate Officers (EOs) concerned. Sub-Collectors, were also designated as EOs.

Audit noticed that contrary to the above provisions, in 32 test checked Tahasils having urban areas, the Tahasildars irregularly booked cases of encroachment of Government land in urban areas under the provisions of OPLE Act 1972 though such cases were required to be dealt under OPP (EUO) Act as Tahasildars are not competent authorities to deal with such cases. However, due to non-maintenance of separate records in respect of land encroached in urban area, the details of cases instituted and disposed of during

¹²³ Encroachment case Nos.: 124/10-11 (0.03 acre); 1199/08-09, (0.04 acre); 1030/07-08 (0.005 acre); 208/07-08 (0.04 acre); 229/08-09 (0.04 acre), 209/07-08 (0.06 acre)

¹²⁴ 1 year: 1 case (0.12 acre); 2 to 5 years: 4 cases (8.08 acre); 6 to 10 years: 6 cases (39.27 acre); 15 to 18 years: 3 cases (16.20 acre)

2011-14 could not be ascertained in Audit except in six Tahasils. In these six test checked Tahasils 11,812 cases involving 2263.156 acre of land (including opening balance of 2011) were instituted during 2011-2014 out of which 2839 cases involving 1547.03 acre land were disposed off leaving 8973 cases involving 716.126 acre of land pending with the Tahasildars without transfer to EOs. Sub-Collectors despite being EOs did not initiate proceedings to guard the Government land from encroachment.

Department stated (June 2015) that all Collectors were suitably instructed to deal with encroachment cases relating to public premises under OPP (EUO) Act instead of OPLE Act.

3.6.1.4 Repeated encroachments

Rule 5(iv) of OPLE Rules 1985 provides that if the encroacher has re-encroached after eviction, no reduction or remission of dues/penalty shall be allowed.

Audit noticed that during the year 2013-14, the RIs of Megha and Khandasahi of Athgarh and Gop Tahasil respectively certified that 11 encroachers had vacated the encroached Government land in 2013. Both the RIs again booked (November and April 2014) encroachment cases against the same persons for encroachment of same patch of Government land raising apprehension that the land actually may have remained under their continuous unauthorised possession. Besides, rent and penalty assessed by the RI Megha for encroachment in subsequent years was less than that assessed for the first year (2012-13), reason for which was not found on record.

Department stated (June 2015) that all Collectors had suitably instructed Tahasildars and RIs to take effective steps to stop the repeated encroachments.

3.6.1.5 Non-initiation of encroachment cases by Tahasildars despite the same being reported by RIs

According to Rule 3(1) of OPLE Rules 1985, the RIs were required to furnish report on encroachment of land under their jurisdiction in Form-G to the Tahasildars. On getting the report, encroachment cases were to be instituted by the Tahasildar against the encroachers and proceedings were to be initiated in all such cases.

Audit noticed that:

- In Pallalahada Tahasil, though the RI, Pallalahada reported 24 encroachments involving 7.463 acre land during 2013-14, no encroachment case was instituted against the encroachers. In 12 such plots, shops were constructed while in 11 cases, such land was used for cultivation and in remaining one case for garage purpose.

In reply, the Tahasildar while confirming the fact stated (December 2014) that due to non-appearance of the encroachers, cases were not filed against them and the same will be initiated during 2014-15. Reply is not acceptable since notice to encroachers for appearance could be issued only after institution of case under Rule 3(2) of OPLE Rules.

- In Rairakhol Tahasil, instead of reporting cases of unauthorised occupation of land to the Tahasildar in form 'G' as and when those cases were noticed, RIs submitted such reports after close of financial year (reports on encroachment of 2012-13 was submitted during 2013-14) resulting in delay in initiation of encroachment cases by the Tahasildar. Tahasildar stated that due to non-availability of adequate staff in the revenue circles, RIs could not conduct field visits frequently.

3.6.1.6 *Improper maintenance of register of encroachment*

Rule 3 of OPLE Rules, 1985 stipulates that on receipt of report on encroachment in Form G from RIs, Tahasildar shall cause to enter the details chronologically in the prescribed register in Form 'H' and initiate proceeding for eviction under the provisions of the OPLE Act. The Register would indicate details like market value of encroached land, date of vacation/eviction, date of settlement, if any, remarks of the Tahasildar with details like appeals, if any filed, date of such appeal and decision of the Appellate Court *etc.*

Audit noticed that in all 40 test checked Tahasils, registers maintained by the Tahasildars did not contain above details. Due to such improper maintenance, complete information on period of pendency of such cases, the cases for which appeals made, eviction/ settlement processes followed, market value of such unauthorisedly occupied land, *etc.* could not be ascertained in Audit. However, value of land, period of occupation, action taken in test checked cases *etc.* were mentioned in joint physical inspection reports of sites, obtaining bench mark value from registration offices and check of individual case records.

Department stated (June 2015) that all Collectors were instructed to ensure proper maintenance of register of encroachment so that all encroachment cases would be booked without fail.

3.6.2 Lease of Government land

3.6.2.1 *Delay in finalisation of lease cases*

For sanction of lease of Government land, Rule 5 of OGLS Rules requires filing of applications in prescribed format before the Tahasildar having jurisdiction over the area in which the land is situated. As per Rule 5(3) of OGLS Rules, 1983, verification of applied plots shall be completed within a period of fifteen days from the date of receipt of the application by the Tahasildar who would recommend the case to the Sub-Collector. As per instruction (November 2005) of Government, cases relating to encroachment, mutation, lease cases, *etc.* should be finalised within 90 days of receipt of application.

<i>Pendency in lease cases</i>	
<i>Beyond three months to one year</i>	52
<i>More than one year to five years</i>	240
<i>More than five years to 10 years</i>	84
<i>More than 10 year to 20 years</i>	13
<i>Beyond 20 years</i>	11
<i>Total</i>	400

Audit noticed that in 38¹²⁵ out of 40 test checked Tahasils, 4270 lease cases were pending for finalisation as of 31 March 2014. Test check of 400 pending lease cases involving 2576.084 acre of land revealed that these cases were pending for periods ranging from three months to 34 years. Audit further noticed that:

- In 181 out of 400 test checked cases, 34 Tahasildars took 16 days to two years and eight months¹²⁶ to initiate lease cases against requirement of 15 days (after receipt of application) for completion of field verification while in 107 cases the Tahasildars initiated the cases within 15 days and in 112 cases, the extent of delay could not be ascertained due to non recording of dates by the applicants in their application and non recording of dates by the Tahasildar on receipt of application/ initiation of cases.
- Similarly in 126 out of 400 cases, the RIs have taken 16 days to 7 years¹²⁷ for completion of field verification against stipulation of 15 days. Such verification was made within 15 days in only 51 cases while in remaining 223 cases, time taken for such verification could not be ascertained in Audit due to non-recording of dates in the RI reports/non availability of orders for such verification.

Thus, delay in initiation of lease cases coupled with delay in completion of field verification contributed to delay in finalisation of lease cases leading to non-disposal of lease cases for 2576.084 acre land applied for by 400 applicants. Moreover, such non-disposal of applications also contributed to encroachment in 64 test checked pending lease cases where JPI was conducted as discussed under *Paragraphs 3.6.1.1 and 3.6.1.2*.

Department stated (June 2015) that Collectors concerned were being instructed to dispose of the pending lease cases in time and ensure timely field verification by RIs.

3.6.2.2 Irregular sanction of lease in favour of unauthorised occupants

R&DM Department instructed (November 2010) all revenue authorities that in exceptional cases, where land was unauthorisedly occupied without prior approval of the competent authority, Government may sanction lease in favour of the encroacher but in such cases, concessional rates of premium, if any available under any policy of Government for the specified purpose, would not be applicable and land premium at market rate would be payable.

Audit noticed that such instruction of R&DM Department was not provided for in the provisions of OPLE Act and OGLS Rules. This facilitated sanction of lease in favour of the unauthorisedly occupied Government land as discussed below:

¹²⁵ Except Balangir and Patnagarh Tahasils as no lease cases were pending

¹²⁶ 16 to 30 days: 26 cases; 31 to 90 days: 74 cases; 91 to 365 days: 61 cases; one year to two years eight months: 20 cases

¹²⁷ 16 days to 180 days :96 cases; 181 days to 365 days: 17 cases and more than one year to seven years: 13 cases

- Adhunik Metaliks Limited, Sundargarh unauthorisedly occupied 60.11 acre Government land since 2002 for which the Tahasildar instituted an encroachment case as late as 2008. However, the Collector, Sundargarh sanctioned (March 2012) lease of the said land in favour of the industry. Department stated (June 2015) that the said land had been subleased to the company by IDCO and steps had been taken to realise the differential amount from the company.
- Government land measuring 4.99 acre valuing ₹ 15.95 lakh remained under unauthorised occupation of Mathakaragola College under Kamakhyanagar Tahasil since 2002. Collector, Dhenkanal sanctioned (January 2014) lease of such land in favour of the Secretary of the College, though he was not empowered to sanction lease exceeding one acre in rural area. Department stated (June 2015) that Collector Dhenkanal had advised the Tahasildar to resubmit the case record for *post facto* sanction of lease by the competent authority after reassessing the land premium.

3.6.2.3 Irregular settlement of land

Nazul land, a type of Government land in urban area, is to be settled in favour of sub-lessee on production of stamped receipt in Form 1 prescribed in Rule 5 (B) of OGLS Rules subject to submission of proof of payment of compensation to the lessee.

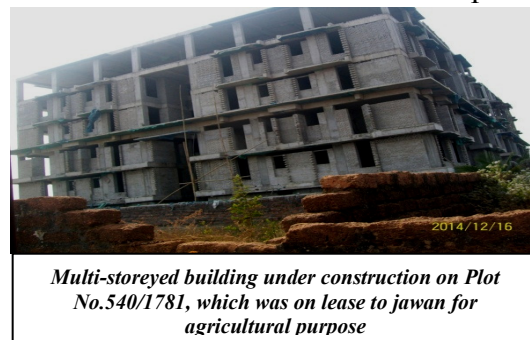
In three cases¹²⁸ involving 0.316 acre *Nazul* land under Jharsuguda Tahasil, such land was settled (December 2009) in favour of two persons without submission of proof of payment of compensation and all connected documents. Further, in two of these cases the report of RI and copy of sale deed produced before Tahasildar by the applicant in support of claim for settlement, were contradictory regarding ownership of actual lessee.

Tahasildar stated (March 2015) that opinion would be provided after scrutiny of next higher authority.

3.6.2.4 Misutilisation of leased land

As per the R&DM Department instruction (September 2013), land leased to landless jawans¹²⁹ are to be utilised only for the purpose for which lease has been sanctioned failing which such leased land would be liable for resumption. Similarly, land remaining unutilised beyond the stipulated period is to be resumed by the Collector under Section 3-B of OGLS Act 1962.

Audit noticed that in 50 lease cases, 213.382 acre land under four Tahasils (Bhubaneswar, Jatani, Khurda and Puri) was



¹²⁸ Nazul case No.4/2008; 5/2008: 0.204 acre and case No.06/2008: 0.112 acre

¹²⁹ who had served in the forward areas during the period from 26th October 1962 to 31st January 1964, landless ex-servicemen and landless gallantry award winner in recognition of their service for the country

leased (1967 to 2000) to jawans for agriculture purpose. Examination of related lease, mutation and conversion records in concerned Tahasils and joint physical inspection of these leased plots revealed that in none of the cases was the same utilised for agricultural purposes.

- In 20 cases involving 87.260 acre land (with bench mark value of ₹ 90.55 crore), the lessees divided the plots into sub-plots and sold such sub plots. Out of this, in 12 cases involving 45.446 acre, houses including multi-storied buildings were constructed.
- Remaining 26 lease plots with 111.936 acre (with benchmark value of ₹ 43.86 crore) remained vacant without being utilised for agriculture purpose.
- In seven out of 50 cases, 7.161 acre land with (benchmark value of ₹ 15.07 crore) was converted by the lessees to homestead and Bagayat-III though the land was allotted to be utilised for agriculture. The reason for such conversion by Tahasildar in deviation from the terms of lease was not found on record.

Besides above, in four cases of two Tahasils, land measuring 13.890 acre leased for agricultural purposes was utilised for non-agricultural purposes as noticed during joint physical inspection of these sites/ plots.

Although the R&DM Department instructed, as late as September 2013, to issue notice to the converttee and present land owners, recalling the conversion order and resuming the lease due to violation of lease conditions, the Tahasildars had not taken any action (March 2015) to streamline the system.

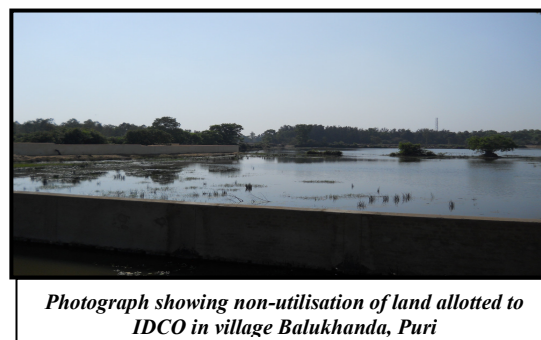
Department stated (June 2015) that lease land would be cancelled and resumed, if the land leased out is not utilised for intended purpose.

3.6.2.5 *Non-utilisation of allotted land*

As per conditions of sanction order and lease deed read with Section 3 (B) of OGLS Act, the allotted land was to be utilised for the purpose for which the lease was sanctioned within three years, failing which the land was to be resumed.

Audit noticed that:

- In eight out of 40 test checked Tahasils, 180.101 acre of Government land was handed over to 12 allottees by the Tahasildars concerned during 1985 to 2012 for industrial/ commercial purposes. Scrutiny of records and physical inspection of land use revealed that 180.101 acre of land with



Photograph showing non-utilisation of land allotted to IDCO in village Balukhanda, Puri

benchmark value of ₹ 86.64 crore (*Appendix 3.6.2*) though leased since 3 to 29 years, were left vacant.

- Besides above, based on a Memorandum of Understanding signed (July 2008) with Jagadguru Kripaluyog Trust, the Government sanctioned (September 2009) 100 acre of land for establishment of a university at a concessional price at ₹ 1 crore against the then market value of ₹ 11.20 crore and granted physical possession of land in April 2010 without assessing the land requirement. As per the terms and conditions of lease, land should be utilised for setting up the university within a period of five years failing which the same would be reverted back to Government. Though the validity of MoU expired in July 2013 and the stipulated period for utilisation of land expired in September 2014, land had not been utilised for the prescribed purpose. Joint physical inspection (June 2015) revealed utilisation of only about 10 *per cent* of land and the Tahasildar had issued (May 2015) show cause notice for non-utilisation of remaining 90 acre of land.

Department stated (June 2015) that necessary step would be taken in the matter.

3.6.2.6 Non/ short realisation of Government dues

Audit noticed loss of Government revenue of ₹ 21.58 crore towards non/ short realisation of land premium, incidental charges, ground rent, cess, capitalised value, *etc.* as discussed below.

- ***Short/non-levy of incidental charges, ground rent and cess of ₹ 16.57 crore***

As per Provisions of OGLS Amendment Rules 2002 read with Amendment 2010, fees for incidental charges like establishment cost, contingencies, *etc.* at the rate of 10 *per cent* of the market value of land are chargeable in case of lease of Government land in favour of (i) any Department of Government for commercial purpose, (ii) any Company, Corporation or other organisation for industrial, mining, or commercial purpose and (iii) any individual for the purpose of industry, mining or purposes other than Agriculture and homestead. Similarly, in case of allotment of land on concessional rates of IPR, ground rent and cess is to be charged on the market value of land.

Audit noticed that in 47 lease cases relating to eight test checked Tahasils, the R&DM Department/ Collectors concerned sanctioned (2005-13) lease of 934.62 acre of Government land on the recommendation of Tahasildars concerned in favour of Odisha Infrastructure Development Corporation (IDCO)/educational institutions at concessional rate under IPR. But ground rent, cess and incidental charges were charged at ₹ 3.40 crore on concessional rate of premium under IPR instead of ₹ 19.97 crore on market value of land resulting in loss of Government revenue of ₹ 16.57 crore¹³⁰ towards incidental charges (₹ 15.40 crore), ground rent (₹ 0.67 crore) and cess (₹ 0.50 crore)

¹³⁰ Banarpal (3 cases: ₹ 0.06 crore); Hindol (9 cases: ₹ 0.48 crore); Jharsuguda (11 cases: ₹ 12.39 crore); Odapada (16 cases: ₹ 1.20 crore); Puri (2 cases: ₹ 2.21 crore); Sundargarh (3 cases: ₹ 0.01 crore); Vyasagar (one case: ₹ 0.03 crore); Jatani (2 cases: ₹ 0.19 crore)

from the lessees¹³¹. The Department stated (June 2015) that lease was sanctioned in favour of IDCO at IPR rate but, ground rent *etc.* were to be levied at market rate. It assured that any short levy would be recovered from IDCO.

- **Short levy of capitalised value ₹ 4.54 crore**

Section 3 of OGLS Act 1962 read with Rule 3 and 5 of OGLS Rules and Government orders/ instructions issued from time to time¹³² in respect of lease/alienation of Government land require that in case of land alienated in favour of Central Government Departments, capitalised value at the rate of 25 times of ground rent and cess¹³³ would be recovered.

Test check of records at Khurda Tahasil revealed that in respect of two lease cases¹³⁴, R&DM Department alienated (April 2010) Government land measuring 109.025 acre in Taratua mouza in favour of Director General Indo Tibetan Border Police (ITBP) with the direction to the Tahasildar to realise capitalised value at 25 times of 0.25 *per cent* of market value of land instead of 1.75 *per cent* resulting in short realisation of ₹ 4.54 crore.

Department stated (June 2015) that capitalised value was recovered at 25 times of annual ground rent at a rate of 0.25 *per cent* of market value and cess at 75 *per cent* of ground rent was charged since ITBP is under Government of India. But there was no extant provision to recover capitalised value less than 25 times of 1.75 *per cent* of market value towards alienated land.

- **Charging of concessional rate under IPR to ineligible project**

As per clarification issued (July 2008) by R&DM Department, the concessional rates of premium prescribed under Industrial Policy Resolution (IPR) 2007 would not be applicable to stand-alone projects of social infrastructure like schools/ colleges/ hospitals *i.e.*, the projects which are not complementary to the process of industrialisation in the area.

Audit noticed that R&DM Department sanctioned (March 2008) 20 acre of land on payment of premium of ₹ 1.47 crore at ₹ 7.35 lakh per acre at market value of land in Alkar Village under Jatani Tahasil in favour of a Math for setting up of a school and technical institution. Subsequently, the Department modified (January 2009) its sanction order and revised premium to ₹ 1 crore at ₹ 5 lakh per acre at concessional rate of IPR though the institution was one stand-alone project and not eligible for concessional rate. Due to such sanction, premium of ₹ 47 lakh was short charged and undue favour to that extent was extended to the institution. Department stated that reply would be furnished after obtaining report from the Collectors concerned.

¹³¹ Orissa Industrial Infrastructure Development Corporation Limited (45 cases: short realisation of ₹ 16.38 crore); Millenium Education Trust, Jatani (₹ 0.03 crore); a Matha, Jatani ₹ 0.16 crore)

¹³² 4 September 1964 and 22 January 2005

¹³³ Ground rent is one *per cent* of market value of land and cess is 75 *per cent* of ground rent

¹³⁴ Lease case No. 12/2008 and 13/2008

3.6.2.7 Non-maintenance of separate registers for urban and rural area

Rule 5(3) of OGLS Rules requires maintenance of two separate registers for urban and rural area. Tahasildars of 31 Tahasils, did not maintain separate registers. Besides, none of the Tahasildars of 40 test checked Tahasils had authenticated the entries made in the Registers raising doubt on correctness of the entries made therein. These registers were seen by higher authorities, but no instruction in this regard has been issued by them.

3.6.3 Conversion of agricultural land

The nature of utilisation of land is specified in the Records of Right of the land. Section 8 of OLR Act, 1960 provides that a *raiyat* is liable for eviction, if the land is used for non-agricultural purpose. However, Section 8-A of the Act read with Rule 12-A of OLR (General) Amendment Rules, 1997 while permitting conversion of agricultural land for non-agricultural purpose, provided that the ownership over the converted land shall be on lease hold basis. This was further amended in 2006 making provision that there shall not be any change in nature of ownership over the converted land.

Check of MPR and information furnished to Audit by 35¹³⁵ out of 40 test checked Tahasils revealed that 13,064 conversion cases involving 2,917.616 acre land were pending for disposal as of March 2014. Audit test checked 456 finalised conversion cases relating to the period 2011-14 and 236 conversion cases pending as of March 2014. Besides, Audit also scrutinised the records of Director of Town Planning, Odisha. The Audit findings are discussed below:

3.6.3.1 Unplanned conversion of land in urban areas

Section 8 of OLR Act and Rule 12 of OLR Rules, 1997 make it mandatory for Tahasildars to obtain views of the Development Authority (DA)/ Town Planning Authority (TPA)/ Improvement Trust (IT) prior to conversion in respect of conversion of land coming under jurisdiction of DA/ TPA/ IT. In case such opinion is not received within 30 days, then Tahasildar is to finalise the conversion cases as if the DA/ ITs did not have any objection to the proposed conversion.

As of March 2014, nine Development Authorities (DAs), seven Regional Improvement Trusts (RIT) and 39 Special Planning Authorities were constituted in the State. As per Section 9, 10 and 11 of the Orissa Development Authorities Act (ODA) 1982, Comprehensive Development Plan (CDP) is to be prepared indicating urban land use map for physical development, which is to be further subdivided into Zonal Development Plan. In urban areas not covered under any DA, Directorate of Town Planning created under Odisha Town Planning and Improvement Trust Act, 1956 is responsible for preparation of Master Plans.

¹³⁵ Except Cuttack, Athgarh, Sambalpur, Sundargarh and Talcher Tahasils, which could not provide such information to Audit

Audit noticed that during 2011-12 to 2013-14, Tahasildars of 39 out of 40 test checked Tahasils disposed off 1,04,695 conversion cases involving 9,219.026¹³⁶ acre of agricultural land.

On test check of 280 conversion cases (163.015 acre) relating to urban areas in 27 Tahasils, Audit noticed:

- **Non-preparation of development plan for urban area:** No CDP/master plan had been prepared in respect of areas involved in 64 test checked cases (12.257 acre) pertaining to urban areas under six test checked Tahasils.

CDP for only two cities (Bhubaneswar and Cuttack) were prepared and approved by two DAs. However, 351 new villages included (March 2009) in Bhubaneswar Development Plan Area (BDPA) were yet to be covered under CDP of BDA (March 2015). Besides, Zonal Development Plans for only 12 out of 205 villages covered under CDP were prepared (March 2015). Out of 106 urban areas in the State, the master plan for only 56 had been prepared. Test check of 20 conversion cases involving 1.921 acre land in BDA also revealed that though Tahasildar, Bhubaneswar referred the applications to BDA for opinions in six villages, no opinion could be given by BDA due to non availability of CDP. The Tahasildar allowed (June 2010 to August 2012) such conversion after waiting for the statutory time limit of 30 days. Thus, DAs were not equipped with development plans to offer opinion on the conversion proposals.

- **Conversion without obtaining views of DA/ IT/ TPA:** Test check revealed that 16 Tahasildars, while allowing conversions in 151 out of 177 cases (85 per cent) involving conversion of 85.735 acre land did not refer the cases to the DAs/ ITs/ TPAs concerned to obtain their views. However, the reasons for non-referring such cases were not on record.
- **Conversion ignoring the views of Dhenkanal Regional Improvement Trust (DRIT):** In 18 cases involving conversion of 15.576 acre land under jurisdiction of Dhenkanal Tahasil, DRIT allowed conversion subject to conditions that there must be minimum 20 feet approach road to the applicants plot and prior to conversion that road should have been handed over to the NAC/ Municipality/ Revenue Authority/ GP for development and maintenance; the plot/ land should not be obstructing a natural drainage and not be low lying area; the plot/ land should not be good for agriculture and the land/ plot which would not satisfy the above conditions should not be converted to non-agriculture purpose. But the Tahasildar had allowed conversions ignoring the views of DRIT.
 - Joint physical inspection (December 2014) of four such cases¹³⁷ involving conversion of 7.75 acre land revealed that one

¹³⁶ Except Bhubaneswar, Jatani and Rairakhol Tahasils as the Tahasildars did not furnish information on area involved in finalised conversion cases

¹³⁷ OLR case nos. 637/13, 638/13, 639/13 and 651/13 of Sivani Educational Trust

portion of the converted area was in low lying land and construction of building over said plot had obstructed natural drainage, passage of human beings, animals and agricultural implements. Said land was also likely to cause inconvenience/difficulty to the neighbouring land owners as the plot was surrounded by agricultural land on three sides. Similarly, the 22 converted plots had availability of land for 12 feet road against 20 feet and such road had also not been handed over to Municipality concerned.

- Similarly, physical inspection of another site¹³⁸ by RI Sadar, Dhenkanal revealed that an apartment was constructed over the said plot with a 14 feet wide road and a portion¹³⁹ of above road constructed on Government land to connect the existing Dhenkanal-Saptasajya Road. Besides, the available road had also not been handed over to the Municipality concerned.

- ***Conversion of land without fulfilling the conditions for conversion:***

Joint physical inspection of four other sites involving 5.879 acre¹⁴⁰ land in two Tahasils (Puri, and Bhubaneswar) revealed that though there were no approach roads to the converted plots, the Tahasildars allowed conversion of the agricultural land for non-agricultural use. In case of Royal College of Science and Technology, the Tahasildar, Bhubaneswar allowed (2007) conversion even though such land is situated in Environmental Sensitive zone as well as part of river bed and is inside river embankment obstructing natural water course, which violated Rule 2(d) of OLR Rules *i.e.*, obstructing natural water course. In case of Om Sai Arcade, BDA approved the plan (September 2010) mentioning that the land over which construction was proposed, is accessible by an approved means of access of 40 feet width. However, there was no approved road.



*Royal College of Science and Technology,
Keshara inside river bed*

Thus, in absence of comprehensive development plan/ master plan/ city development plan, conversion of agricultural land took place in an unplanned manner. During exit conference, the Department assured to furnish specific reply to the points raised by Audit and further stated that action to amend Section 8(A) of OLR Act has been initiated to overcome such deficiencies.

¹³⁸ OLR case No.40/12, converted an area of 0.16 acre (RI circle-Sadar, Village Mahisiapat, Khata No. 291/792 Plot no. 229/3382/5697)

¹³⁹ 0.015 acre, Khata No.309, Plot No 304, area 1.32, Kisam Nayanjori, village Mahisiapat

¹⁴⁰ 1.07 acre (Village: Kalarahang, Bhubaneswar for Om Sai Arcade), 2.755 acre (Village: Kesora, Laxmisagar, Bhubaneswar for Royal College of Science and Technology), 0.388 acre (Village: Kesora, Laxmisagar, Bhubaneswar for Panchanan Jena Memorial trust) and 1.666 acre (Village: Bharatipur, Biraharekrishnapur, Puri for Shreehari Bihar Apartment)

3.6.3.2 *Irregular conversion of agricultural land for non-agricultural purpose*

Test check showed that:

- In 273 conversion cases (60 *per cent*) involving conversion of 300.707 acre agricultural land in 21 Tahasils, no map showing approach road to the converted plots was attached to the case records, though same was required to examine the fulfilment of required conditions for conversion of land use. Examination of converted plots/ land from revenue maps revealed that in 27 cases, no approach road was available for the converted plots/ site.
- In 223 cases (49 *per cent*) involving conversion of 223.659 acre land, the fact of availability of approach roads was not mentioned in the case records. Joint physical inspection of 103 such cases conducted by the RI concerned in presence of Audit revealed that in 19 cases, there was no approach road to the converted plots.
- In 206 cases involving conversion of 208.241 acre of agricultural land to non-agriculture, the fact that such conversions would not cause any inconvenience or difficulty to the neighbouring land owners was not recorded.
- In 80 cases involving conversion of 45.249 acre land, the fact that conversions would not obstruct natural water courses like stream, *nala*, *nayanjories* or any drainage channel and irrigation channel was not mentioned. In 274 cases involving conversion of 271.246 acre land the fact that such conversion would not obstruct the passage of human beings, animals and agricultural implements was not mentioned. Joint physical inspection revealed that in 39 cases, the conversions obstructed the natural water courses as well as passage of human beings, animals and agricultural implements

Thus, the Tahasildars irregularly converted the agricultural lands to non-agriculture.

The Tahasildars, while confirming the facts (December 2014/ January 2015) assured taking care of observations of Audit.

3.6.3.3 *Non-initiation of action for unauthorised use of agricultural land for non-agricultural purpose*

Section 8 of OLR Act 1960 provides that a *raiya*t shall be liable to eviction if (i) land has been used in a manner which renders it unfit for the purposes of agriculture; (ii) has leased out the land in contravention of the provisions of Section 6 or has failed to cultivate the land personally and (iii) has used the land for any purpose other than agriculture. In such a case, the *raiya*t is liable to eviction after giving three months' notice in writing. However, such eviction shall not take effect in case the *raiya*t, within a period of one year from the date of service of such notice, restores the land to a condition fit for agriculture.

Audit noticed that 33 cases were booked under Section 8 (1) (C) of the OLR Act 1960 by Tahasildars, Bhubaneswar (19) and Baliana (14) for unauthorised use of agricultural land for non-agricultural purpose and show cause notices were issued in March 2011 and July 2013 respectively. Only Tahasildar Bhubaneswar had issued (December 2011) eviction notices in respect of seven¹⁴¹ cases while in respect of balance 26 cases no eviction notice was issued. The cases were pending with the Tahasildars, for one to three years after issue of show cause notices/ eviction notices. Reason for non-disposal of these cases was not found on record.

On this being pointed out, the Tahasildars stated (December 2014) that action had been taken to dispose these cases under the provisions of Section 8 (1) (C)/ 8 (4) of OLR Act, 1960. But, no evidence was shown to Audit.

3.6.3.4 *Non-detection of unauthorised use of agricultural land for non-agricultural purpose*

As per instructions (October 2006) of R&DM Department, the authorised officer, while conducting field inquiry of the land for conversion, shall also verify the physical status of neighbouring lands and initiate cases under section 8(1) (C) of OLR Act against such neighbouring *raiya*s, if they have unauthorisedly converted agricultural land for non-agricultural purposes.

Audit noticed that in none of the 456 finalised test checked conversion cases, was the fact of verification of physical status of neighbouring plots mentioned by the Tahasildar/ officer delegated for physical verification. Joint physical inspection of neighboring plots of such finalised conversion cases revealed that 75 agricultural plots/ sites involving 302.456 acre agricultural land were being utilised for non-agricultural purpose without conversion.

Audit further noticed that in 32 out of 75 agricultural plots/ sites (64.531 acre), residential multi-storeyed housing buildings had been constructed.

¹⁴¹ Kalinga Institute for Industrial Training (2.140 acre); Vigyan Bharati Charitable Trust (3.030 acre); Odisha Education Trust (1 acre); Samrudhi Educational Trust (0.920 acre); Oxford Engineering College (3.472 acre); Synergy Institute of Technology (3 acre) and EAST Engineering College (3.250 acre)

3.6.3.5 *Unauthorised use of agricultural land for non-agricultural purpose pending finalisation of conversion cases.*

In nine cases involving 3.575 acre land relating to four¹⁴² Tahasils, though conversion of agricultural land applied by the land owners were pending, the applicants utilised it for non-agricultural purpose. Concerned Tahasildars neither finalised conversion cases nor took action for such unauthorised use of agricultural land.

Audit observed that due to failure of RIs/ Tahasildars in verifying the manner of land use, unauthorised use of agricultural land for non-agricultural purposes continued.

3.6.3.6 *Short realisation of conversion fee*

As per Section 8-A (b) of OLR Act, 1960 read with instructions issued from time to time, in every case where the authorised officer allows conversion of the land use of any agricultural land, the *raiyat* is required to pay conversion fees for such land calculated at the rate specified¹⁴³ in sub-section (2). In 60 cases involving conversion of 44.16 acre land in 10 Tahasils, the Tahasildars realised conversion fee¹⁴⁴ of ₹ 18.77 lakh against ₹ 30.28 lakh resulting in short realisation of ₹ 11.51 lakh due to charging of conversion fee below the rate prescribed by Government.

3.6.3.7 *Delay in finalisation of conversion cases*

As per provisions of Odisha Right to Public Service Act 2012 read with notification (March 2013) of General Administration Department, disposal of OLR 8(A) cases were to be made within 60 days excluding the time taken for deposit of premium. Non-delivery of service within this timeframe attracts penalty not exceeding ₹ 250 per each day of delay subject to maximum ₹ 5,000 on appeal by the applicant.

Audit test checked 236 pending cases and 289 finalised conversion cases in 19 Tahasils to ascertain timeliness in finalisation of conversion cases and noticed that:

- The cases were pending for disposal for periods ranging from 68 days to 3,229¹⁴⁵ days with RIs, Tahasildars and Record Keepers, reasons for which were not found on record. Such delay in finalisation of conversion cases would possibly also attract penalty of ₹ 11.75 lakh (*Appendix 3.6.3*) calculated at ₹ 250 per day subject to maximum ₹ 5000 per case if appealed within 30 days of the expiry of given time limit.

¹⁴² Brahmagiri (2.265 acre: four cases), Gop (0.12 acre: two cases), Odapada (0.40 acre: one case), Kamakhyanagar (0.79 acre: two cases)

¹⁴³ ₹ 1,000 to ₹ 3,00,000

¹⁴⁴ Premium, ground rent at 1 *per cent* of premium and cess at 75 *per cent* of ground rent

¹⁴⁵ 68-less than 80 days: 3 cases; 80-365 days: 90 cases; 1 to 2 years: 77 cases; 2 to 3 years: 59 cases; more than 3 years: 7 cases

- Out of 289 finalised conversion cases test checked in 19 Tahasils, 159 were finalised beyond the stipulated time of which 135 attracted maximum penalty.
- Audit noticed that there was no correlation between date of institution of cases and their disposal with some being disposed off in two months and some taking several months e.g. in Dhenkanal Case No.86/2013 instituted in January 2013 was finalised in March 2013 where as for clearance of case No. 42/2013, it took 399 days. Reasons were not on record. Tahasildars attributed the pendency of cases to shortage of staff. Thus, no system of chronology seems to have been followed.

3.6.3.8 Other irregularities

- ***Improper maintenance of register***

Audit noticed that the register for conversion of agricultural land was not maintained properly in six (Banarpal, Dhenkanal, Gop, Hindol, Odapada and Sambalpur) Tahasils. Instances of institution of conversion cases after payment of premium were also noticed which indicated that applications for conversions of agricultural land were not entered in the register chronologically and only those cases where premium was paid, were entered in the register. A few such examples pertaining to Dhenkanal Tahasil are given below:

Table No. 3.6.3 showing institution of cases after payment of premium

Case number	Date of payment of premium	Date of institution of case
01/12-13	07 April 2012	10 April 2012
02/12-13	07 April 2012	10 April 2012
03/12-13	07 April 2012	10 April 2012
04/12-13	07 April 2012	10 April 2012
28/12	21 April 2012	24 April 2012
39/12	02 May 2012	02 May 2012

(Source: Compiled by Audit from records of Tahasildars)

3.6.4 Mutation of Land

Mutation of land is required to change the title of land in the Record of Rights from the seller to buyer. As per paragraph 75 of the Mutation Manual read with government instruction of September 2004 and November 2005, Registering Officers are to submit¹⁴⁶ Form-3 to the concerned Tahasildar within eight days of registration of a land and Tahasildars were to initiate mutation proceedings within one week. Tahasildars have to finalise uncontested mutation cases within 90 days and correct record-of-rights (RoR) in next 45 days. This timeline remained unchanged under ORTPS Act 2012 where Mutation of land was declared (March 2013) as a public service attracting penalty in case of delay beyond 135 days in disposal of such cases along with RoR.

¹⁴⁶ From February 2013, downloading of Form 3 by the Tahasildars from the designate website (www.igorissa.gov.in) was made available

3.6.4.1 Pending mutation cases

Test check of records of 40 Tahasils in Audit revealed as follows:

Table 3.6.4: Status of pending mutation case in test checked Tahasils

No. of cases pending as of 31 March 2011	54733
No. of cases initiated during 2011-14	460525
No. of cases disposed during 2011-14	465382
No. of cases pending as of 31 March 2014	49876

(Source: Records of test checked Tahasildars)

From the Tahasil-wise number of mutation cases received, disposed and pending, Audit noticed that less than 100 cases were pending in five Tahasils¹⁴⁷ while 12,928 cases were pending for disposal in Bhubaneswar Tahasil followed by Jatani (6,281), Khurda (3,645), Tangi-Choudwar (2,994) and Cuttack (2,069). Audit noticed following deficiencies in disposal of mutation cases:

Detailed scrutiny of 198, out of 49,876 pending mutation cases revealed pendency at the level of various functionaries as follows:

Table 3.6.5: Level of pendency of mutation case

Particulars	Pendency in days	Period of pendency at different levels in days			
		Bench clerk	RI	Tahasildar	Record keeper
Average Pendency	588	109	92	312	212
Maximum time taken	1767	1207	686	1251	823

(Source: Records of test checked Tahasildars)

As can be seen from above, the average pendency at each level exceeded 90 days. While total time limit for finalisation of mutation cases is prescribed by Government, time limits for different levels was neither prescribed by Government nor internally fixed which lead to such delays. Besides, Audit also noticed that 127 cases (64 per cent) were pending for more than one year as detailed below:

Table 3.6.6: Pendency of mutation case

Pendency in days	
Time	No. of cases
below one year	71
1 year to less than two years	58
2 year to less than 3 years	49
Above 3 years	20
Total	198

(Source: Records of test checked Tahasildars)

Department attributed (June 2015) the delay in finalisation of mutation cases to shortage of staff and non-availability of trained manpower (data entry operator) and assured to take steps to re-engineer the mutation process by use of software to make it faster.

¹⁴⁷ Angul, Likera, Kuchinda, Panposh and Rajgangpur

3.6.4.2 Delay in finalisation of disposed mutation cases

Audit test checked 362 out of 4,65,382 mutation cases finalised during 2011-14 and noticed that against prescribed period of 135 days required for finalisation, 329 cases (90.88 *per cent*) were finalised with delay ranging from 1 to 2,020 days¹⁴⁸ beyond the prescribed period, while only 33 cases (9.12 *per cent*) were finalised within 135 days. The average time taken for finalisation of a mutation case was 431 days and average time taken at different level in respect of such cases where dated signatures were available is depicted in the Chart below:

Chart 3.6.3: showing average time taken at different levels for finalisation of mutation cases

Stages	Initiation of case	Sending of case to RI	RI to issue public notice	RI to allow the mutation after proclamation period (15 days) is over	RI to submit the case record to Tahasildar for final order	Approval of mutation after receipt from RI	Sending the case record to record room for correction of RoR	Correction of RoR by record keeper	Web hoisting of RoR
Average time taken at various levels	32	42	36	44	17	45	90	107	17

(Source: Records of test checked Tahasildars)

Department attributed (June 2015) such delay in finalisation of mutation cases to constraint of staff and non-availability of trained manpower.

3.6.4.3 Non-initiation of suo motu mutation case

As per Government instruction (September 2004) mutation cases are to be instituted based on Form 3 received from Sub-Registrars office and no person is required to file a separate application for mutation. Prior to introduction (February 2013) of e-registration in the State, the registration offices used to send Forms-3 to Tahasils manually once in every week. Thereafter, scanned copies of Form 3 were electronically transmitted to concerned Tahasildar for initiating mutation proceedings *suo motu*.

Audit noticed that out of 2,48,538 Form 3 sent by Sub-Registrars to 33 Tahasildars including 95,969 received by 28 Tahasils electronically, only 15,216 mutation cases (6.12 *per cent*) were initiated *suo motu* by nine Tahasildars, while 24 Tahasildars (**Appendix 3.6.4**) had not initiated any case *suo motu*. In remaining 2,33,322 cases, the Tahasildars waited till the buyers applied for mutation.

Department stated (June 2015) that due to shortage of computer trained manpower at Tahasil level, there were delays in initiation of *suo motu* mutation proceedings and steps were being taken to make the process of initiation of mutation cases automatic after every transaction.

¹⁴⁸ Delay up to one year: 219 cases, one to less than two years: 79 cases, two to less than three years: 17 cases and three years and more: 14 cases

3.6.4.4 Delay in service delivery under ORTPS Act and non-levy of penalty

As per ORTPS Act, 2012, non-delivery of service within the timeframe attracts penalty not exceeding ₹ 250 per each day of delays subject to maximum ₹ 5,000 on appeal by the applicant.

- **Delay in finalising mutation cases and non-levy of penalty:** Audit noticed that in 198 test checked pending cases penalty of ₹ 9.90 lakh would be leviable due to not providing the service within the stipulated period of 135 days if appealed within 30 days of the expiry of given time limit.
- **Improper maintenance of records to enforce penalty:** As per Rule 35 of Orissa Survey and Settlement Rules 1962, Mutation Register should contain serial number, name of the petitioner or nature of document occasioning the case, abstract of the case, date of institution, date of order, abstract of orders and remarks. Audit noticed that in 17 out of 40 test checked Tahasils such registers were not maintained properly. Further, 362 test checked cases did not indicate dated signature at various stages as depicted in Chart below:

Chart 3.6.4 showing non recording of dated signature at different levels

Stages	Initiation of case	Sending of case to RI	RI to issue public notice	RI to allow the mutation after proclamation period (15 days) is over	RI to submit the case record to Tahasildar for final order	Approval of mutation after receipt from RI	Sending the case record to record room for correction of RoR	Correction of RoR by record keeper	Web hoisting of RoR
Number of cases where calculation of delay not possible because of undated signature	138	93	211	144	174	200	104	142	350

(Source: Records of test checked Tahasildars)

As can be seen from above, in 138 cases Tahasildars did not put their dated signature during institution of the cases while RIs did not put the same in 200 cases (55 per cent) before submission of case record to Tahasildar for approval.

Department stated (June 2015) that one mutation software has been developed by National Informatics Centre (NIC) and would be put to use very soon to facilitate disposal of mutation cases within the fixed time frame in the light of ORTPS Act 2012.

3.6.4.5 Monitoring of Mutation cases

Audit noticed the following deficiencies in monitoring and supervision:

- **Non-review of field inquiry reports of Amin by Tahasildars:** As per Rule-60 of Orissa Mutation Manual, measurement of field enquiry was to be done by Naib Tahasildars/ Amins and Tahasildars are to check not less

than 10 *per cent* of such measurement of field enquiry report on the spot. Test check of 362 mutation cases revealed that no such check measurement of field enquiry report of Amins' was made by the Tahasildars. The Department stated (June 2015) that due to multifarious responsibilities entrusted with the Tahasildars and shortage of staff such measurement of field inquiry could not be made.

Health and Family Welfare Department

3.7 Implementation of National Ambulance Service in the State

3.7.1 Introduction

With the objective of providing free pre-hospital emergency transportation care services across the State round the clock, the State Government decided (October 2009) to introduce Odisha Emergency Medical Ambulance Service (OEMAS) through financial assistance from the GoI under National Health Mission (NHM) scheme. As per instruction (January 2013) of GoI, the nomenclature of the service was changed (November 2014) to "National Ambulance Service" (NAS). NAS was being implemented by Mission Directorate, NHM under the H&FW Department.

Audit of implementation of NAS was conducted during May-July 2014 covering period from October 2009 to March 2014 through test check of records of H&FW Department, Mission Directorate, NHM, Patient Transport Cell, Capital Hospital, Bhubaneswar and District Headquarters Hospital Balangir, Bhadrak, Jagatsinghpur, Kalahandi, Kandhamal, Khurda and Nuapada. Besides, joint physical inspection of ambulances with equipment was conducted by the representatives of the Department in the presence of Audit.

The Audit findings are discussed in succeeding paragraphs.

3.7.2 Implementation through Public Private Partnership mode

Based on similar initiatives taken by some other States (Andhra Pradesh, Gujarat and Rajasthan) under NHM to provide Emergency Response Service in Public Private Partnership (PPP) mode, the State Government also decided (October 2009) to implement OEMAS in PPP mode. Under this arrangement, the private partner was to procure ambulances on behalf of the State Government and operate the same and contribute 20 *per cent* of the capital cost of ambulances, call centre, information technology and other physical infrastructure initially which were to be reimbursed by the State Government in the next four years in four equal annual instalments and the entire cost of software.

In the first phase, NAS was implemented (January to September 2013) in 15 districts through deployment of 280 ambulances through PPP mode comprising 56 advance life support (ALS) and 224 basic life support (BLS) ambulances. In the second phase, the remaining 15 districts were covered

(November 2013 to February 2014) through deployment of 140 BLS ambulances.

Audit noticed that there was no document on record indicating due diligence carried out by the Government to assess the economy and efficiency in implementation of the scheme under PPP.

H&FW Department stated (March 2015) that OEMAS was a high end and specialised service requiring expertise and experience in call centre management, fleet management, GPS based tracking, *etc.*, which would have been nearly impossible for any of the Directorates of the HFW Department to handle. The fact, however, remains that the Government had not assessed the pool of resources available with it, in shape of fleet of ambulances and operational staff before deciding to implement OEMAS in PPP mode.

3.7.3 Selection of private partner

In order to select private partner for operation of 280 ambulances to be launched in the first phase, the Mission Directorate, NHM invited expression of interest (EoI), followed by short-listing, issue of request for proposal (RFP) to shortlisted parties and evaluation of commercial bid. Accordingly, Ziqitza Healthcare Private Limited (ZHL), Mumbai, being the lowest bidder for operational cost was selected out of four firms who were found to be technically qualified and participated in the commercial bid. The contract was executed in August 2012, valid for a period of five years.

As per the terms of the contract, for operations of ALS and BLS, ZHL would be paid ₹ 1,39,000 and ₹ 1,26,499 per month per ambulance respectively. Further, ZHL would operate the control room round the clock through a dedicated toll free call centre under 'Dial 108' and monitor movement and position of vehicles.

Further, for operation and maintenance of the remaining 140 BLS ambulances in the second phase, ZHL was also selected (May 2013) being the lowest bidder and was to be paid ₹ 1,11,360 per month per ambulance. The Memorandum of Understanding (MoU) was signed in July 2013 having validity for five years.

The deficiencies noticed in the process of short-listing and selection of the private partner are discussed below:

3.7.3.1 Change in eligibility criteria

The Mission Directorate, NHM invited (May 2010) EoI from prospective bidders through advertisement in newspapers, which stipulated, *inter alia*, that (i) the bidder should have minimum of three years of experience in implementation and maintenance of similar kind of project preferably in public domain, (ii) should not be involved in any litigation, (iii) should not have been black listed and (iv) should have average annual turnover of at least ₹ 20 crore in three preceding financial years (2007-10) from similar line of activities. In case of a consortium, the turnover of the lead agency would be taken into consideration. Subsequently, ZHL, one of the bidders, requested

(June 2010) for reduction in the turnover to ₹ 3 crore and experience to one year on the ground that there were only three¹⁴⁹ entities in India that could meet three out of four criteria and two of them (National Network of Emergency Services and ZHL) could not meet the turnover criteria. In order to increase participation, the Commissioner-cum-Secretary, H&FW Department revised (June 2010) the eligibility criteria of minimum experience to one year and minimum average annual turnover to ₹ 10 crore. The bidders who had already submitted bids were also required to furnish fresh bids as per the revised criteria.

Audit noticed that:

- Prior to revision of the eligibility criteria, seven bids were received, out of which five¹⁵⁰ bidders were found to be eligible as they had required experience as well as average turnover exceeding ₹ 40 crore.
- In response to the revised bid condition, none of five eligible bidders submitted fresh bids; other four bidders and ZHL participated in the revised bid of which four were ineligible including ZHL.
- Besides, the reason for imposing a new condition like experience in managing a fleet of 40 ambulances was also not found on record when the Government had decided to operate a fleet of 280 ambulances in the first phase.

Therefore, revision of eligibility criteria merely on the basis of representation of one agency and without evaluating the eligibility of bids already received defeated the intended purpose of increased participation.

H&FW Department stated (March 2015) that in view of limited knowledge and evidence about Emergency Ambulance Service in the country at the time of issuing EoI, revision was made to eligibility criteria for attracting genuine players. The contention is not convincing as revision of eligibility criteria relying on the representation of one of the bidders and without actually ascertaining the facts made the selection process arbitrary and non-transparent.

3.7.3.2 Short-listing of ineligible private party

In response to the revised EoI, five parties including ZHL participated, of which, only one party (LGS Global Limited) fulfilled the eligibility criteria for short-listing. The bid evaluation committee also opened (August 2010) seven bids received in response to pre-revised EoI and shortlisted seven¹⁵¹ out of 11 parties who had participated in response to both pre-revised and revised EoI.

¹⁴⁹ Emergency Management and Research Institute (EMRI), National Network of Emergency Services (NNES) and ZHL

¹⁵⁰ Flack (India) Private Limited, GVK EMRI, LGS Global Limited-Sai Ambulance Services, Apollo Hospital Enterprise Limited and Jain Video on Wheels Limited

¹⁵¹ Flack (India) Private Limited, GVK EMRI, Jain Video on Wheels Limited, Ziqitza Healthcare Private Limited, Apollo Hospital Enterprise Limited, Academy of Health Safety Private Limited; LGS Global Limited-Sai Ambulance Services

Audit noticed that the average turnover of ZHL for three years (2006-09) was ₹ 8.81 crore based on copies of income and expenditure accounts furnished by ZHL. However, as per certified Annual Accounts of ZHL, as made available to Audit by the Registrar of Companies, Mumbai, the average annual turnover during 2006-09 and 2007-10 were ₹ 2.27 crore and ₹ 3.87 crore respectively. ZHL's offer indicated consortium without furnishing any consortium agreement, authorisation as lead partner and assurance by the other partner for not leaving the consortium for a minimum lock-in-period in case of selection.

ZHL mentioned that its consortium firm had average annual turnover of ₹ 106 crore. However, it being the lead partner and its annual turnover being less than stipulated threshold limit of ₹ 10 crore, was not eligible for short listing as per the conditions of EoI. Despite non-fulfilment of conditions of EoI, Commissioner-cum-Secretary, H&FW Department shortlisted ZHL for RFP and the firm was eventually awarded the contract.

HFW Department stated (March 2015) that ZHL was short-listed on the basis of the annual turnover of its joint venture (JV) firm. But, the bid had been submitted by ZHL on behalf of itself only and not on behalf of the JV. The contract was also awarded to ZHL and not to any JV firm.

3.7.4 Assessment of requirement of ambulances

As per terms of contract, ZHL would procure ambulances as well as equipment to be utilised for OEMAS. Accordingly, ZHL facilitated the procurement of 364 BLS and 56 ALS ambulances along with equipment at a cost of ₹ 80.33 crore during December 2012 to October 2013. Audit noticed that the Department had not taken into consideration the existing fleet of ambulances before procuring new ambulances as discussed below.

3.7.4.1 Non-consideration of existing fleet before procurement of new ambulances

Prior to the decision (October 2009) of the State Government to implement OEMAS, there were 421 ambulances available in Government health institutions. Besides, under Janani Express scheme of NHM, free transportation through ambulances hired on monthly basis was available for pregnant mothers to encourage institutional deliveries.

Audit noticed that:

- Net requirement of ambulances was not worked out taking into account 421 ambulances available in Government health institutions of the State with operational staff. Further, availability of ambulances at trauma care centres was also not considered to arrive at net requirement.
- Though EoI prepared (8 February 2010) by the Odisha Technical and Management Support Team envisaged considering the feasibility of integrating the existing ambulances into the scheme, the same was not included in the RFP and eventually remained excluded from the agreement with the private partner. Reasons for non-inclusion of the condition in the RFP and the agreement for conducting feasibility

study of integrating the existing departmental ambulances into the NAS were not on record.

- Besides, the Commissioner-cum-Secretary of H&FW Department also proposed (October 2010 and August 2011) that the service provider should take over 169 ambulances already procured under Odisha Health System Project as well as 300 ambulances under Janani Express to avoid the possibility of duplication. However, on both the occasions, implementation of OEMAS was approved by the Government without any such requirement.
- Although all ambulances were meant for emergency purposes, in test checked eight hospitals of seven districts, the old fleet of ambulances were idle for months together after operation of NAS and used occasionally for protocol duty, medicine transportation, attending health camps, attending rallies and kept as standby at the place of *Mela, Mahotsavs, etc.* besides patient transportation on referral basis.

H&FW Department stated (March 2015) that the existing fleet of ambulances lacked internal moulding for conditioning temperature and prevention of infection. Besides, the ambulances were of different make, model, age and condition, which would have posed difficulty in specifying a standard service parameter for vehicles having different conditions and age. The reply is not convincing as the Government had not even attempted to make an assessment of the economy involved in refurbishment of the existing pool of vehicles to match with the new ones sought to be procured under OEMAS.

3.7.4.2 *Non-provision of Advanced Life Support (ALS) in second phase of implementation*

Empowered Committee and Steering Committee decided that the ALS and BLS ambulances should be in the ratio of 20:80.

Audit noticed that in the first phase, though Government had maintained this proportion while procuring 280 ambulances, this was, however, not observed while implementing the scheme in second phase in remaining 15 districts as all 140 ambulances purchased were of BLS type. As a result, ALS ambulances facility could not be made available in these 15 districts which included seven¹⁵² backward districts of the State with low health index. Thus, the objective of providing advanced life support system to trauma patients during transit could not be ensured.

H&FW Department stated (March 2015) that reallocation of ALS to remaining 15 districts on the basis of trauma incidents had been worked out, which would be executed soon. However, no reallocation was done by the department even after one year of operation of second phase.

¹⁵² Health Index as per Human Development Report 2004- Kandhamal:30; Malkangiri: 29, Gajapati: 28; Jagatsinghpur:25; Nabarangpur: 23; Boudh: 20; Bargarh: 17

3.7.5 Operation and maintenance of ambulances

In order to ensure quality and consistency of services, a standard operating procedure (SOP) was devised (December 2011) and mutually agreed to by H&FW Department and ZHL. The provisions contained in the SOP *vis a vis* performance of ZHL are discussed below.

3.7.5.1 Non-adherence to stipulated response time

Clause 3 (ix) (a) of SOP stipulated average response time for urban, semi-urban and rural locations as 20, 25 and 35 minutes respectively. In case of deviation, clause 16 (ii) envisaged levy of penalty as per rate prescribed in Schedule I of SOP. However, there was no provision for imposing penalty for not attending to calls.

During 2013-14, the call centre received 50,61,986 calls, out of which, ambulances were despatched in 2,75,243 cases (5.43 *per cent*). Audit noticed that although details regarding calls attended were recorded in the database, details about calls not attended were not on record. Out of 2,75,243¹⁵³ calls attended during 2013-14, there was delay in responding to 1,13,632 calls (41 *per cent*) beyond the stipulation as mentioned below:

- in urban areas 23,668 calls (44 *per cent*) were attended beyond 20 minutes;
- in semi-urban areas 15,944 calls (44 *per cent*) were attended beyond 25 minutes; and
- in rural areas, 74,020 calls (40 *per cent*) were attended beyond 35 minutes.
- Out of 2,75,243 calls in which ambulances were despatched, in 27,575 cases patients did not avail the service due to late arrival of ambulances.

Thus, more than 40 *per cent* patients in the rural as well as urban areas were deprived of the free ambulance service within the stipulated time.

H&FW Department stated (March 2015) that considering factors like communication, mobile connectivity, availability of secondary health facility, terrain, *etc.*, Government had decided to calculate performance parameter on entire fleet average instead of individual ambulance. However, response time should be case specific to address the distress calls timely

3.7.5.2 Mismatch between Call Centre records and OPD registers

To ascertain the veracity of patients being carried to various hospitals by the 108 emergency medical ambulances, Audit cross checked ambulance records of transportation in 619 cases with Casualty Register of the eight test checked hospitals¹⁵⁴ where the patients were shown as admitted for treatment as per record of ambulances. In 142, out of these 619 cases, OPD/ casualty

¹⁵³ 53,212: Urban area, 36,484: Semi-urban area and 1,85,547: Rural area

¹⁵⁴ DHHs, Balangir (95 cases), Bhadrak (149 cases), Jagatsinghpur (98 cases), Kandhamal (36 cases), Kalahandi (78 cases), Khurda (34 cases), Nuapada (38 cases) and Capital Hospital, Bhubaneswar (91 cases)

registration numbers matched with call centre records but in 35 cases there was no match between names of the patients indicated in call centre records and OPD/ casualty records while in 442 cases there were mismatch between OPD numbers and those indicated in Call Centre records. Due to this, number of patients actually transported to hospitals under NAS could not be ascertained.

H&FW Department stated (March 2015) that the mismatch of data could be due to inappropriate maintenance of records.

3.7.5.3 Non-conduct of stipulated trips

As per clause 15 (vi) of SOP, the average performance level of each ambulance (which has completed six months of induction) should be minimum five trips per day. Failure to maintain performance level would attract penalty as per clause 16 (iv).

Test check of monthly payment details for the months of August and September 2013 in Audit revealed that 12 ambulances had undertaken less than two trips per day and 180 ambulances had less than five trips per day. Despite under performance, NHM released full payment without recovering the penalty of ₹ 22.59 lakh violating clause 16 (iv) of SOP.

H&FW Department stated (March 2015) that as utilisation of ambulances varied across the region due to difference in health seeking behaviour of population, distance of health facilities, etc. average trip per ambulance was calculated considering entire fleet of 420 ambulances. But this was not in consonance with SOP.

3.7.6 Inspection and Monitoring

In order to monitor implementation of OEMAS and evaluate performance of ZHL, clause 9 of the contract envisaged that OEMAS Management Committee, State Steering Committee on OEMAS as well as District level Monitoring Committee on OEMAS would review the performance of service provider every month. Besides, the contract envisaged evaluation of performance of ZHL by an independent external agency annually.

Audit noticed following deficiencies in inspection and monitoring of implementation of OEMAS.

- Despite provision in the contract as well as instruction (August 2012) of H&FW Department to all District Collectors to hold meeting of district level OEMAS monitoring cell in each month and submit report by 7th of succeeding month, except in Ganjam district, none of the District Collectors had conducted such meetings as of March 2014.
- No steps had been taken to engage an external agency to evaluate performance of ZHL even after lapse of two years of operation of the service.

H&FW Department stated (March 2015) that the District Collectors had been instructed to conduct meetings regularly and steps had been initiated to engage an external agency to evaluate performance of ZHL.

3.8 Collection, accounting and utilisation of user fee in Government hospitals

The H&FW Department, with the objective to generate additional resources to extend additional medicare facilities at Government hospitals, introduced (June 1997) levy of user fees for accommodation, transportation, radio-diagnostic and pathological investigations. The Government also decided (June 1997) that a society would be formed at the level of each such hospital to collect, retain and utilise the fund so collected and issued a procedure to that effect.

Audit examined transparency in fixation, manner of accounting, efficiency and economy in collection and utilisation of user fee covering the period 2011-12 to 2013-14 during July-September 2014 through test check of records of H&FW Department, three¹⁵⁵ Government Medical College Hospitals (MCHs), Capital Hospital Bhubaneswar, Government Hospital Rourkela and District Headquarters Hospitals (DHHs) of five sampled districts (Bargarh, Balangir, Jajpur, Khurda and Koraput).

The collection and utilisation of user fees by the 10 sampled units during 2011-14 were as follows:

Table 3.8.1: Receipt and utilisation of user fees during 2011-14 in test checked hospitals

Hospitals	Opening balance as on 1 April 2011	Collection during 2011-14	Other receipts during 2011-14	Total	Utilisation during 2011-14	(₹ in lakh)
						Closing balance as on 31 March 2014
Three MCHs	220.92	5506.90	287.38	6015.20	5537.38	477.82
Capital Hospital Bhubaneswar and Government Hospital Rourkela	312.24	644.51	0.00	956.75	693.61	263.14
Five DHHs	58.31	665.63	0.00	723.94	543.13	180.81
Total	591.47	6817.04	287.38	7695.89	6774.12	921.77

(Source: Compiled by Audit from records of sampled hospitals)

3.8.1 Non-maintenance of records of exempted patients

Procedure (f) and (i) of the Guidelines (June 1997) required maintenance of a slip book for patients exempted from paying user fees and maintenance of a 'register of exempted patients' indicating date wise number of such patients and the services for which fees were exempted respectively.

¹⁵⁵ SCB Medical College Hospital Cuttack, VSS Medical College Hospital Burla and MKCG Medical College Hospital, Berhampur

Audit noticed that five¹⁵⁶ test checked hospitals neither maintained slip books nor separate registers in respect of exempted patients during 2011-14 though during the same period, 24,969 patients had been exempted from payment of user fee as noticed from daily collection registers of different departments in the hospitals. Basis on which the exemption was granted to the patients was not recorded in the daily collection register due to which grant of exemption to ineligible patients could not be ruled out by audit.

Special Secretary H&FW Department assured (February 2015) maintenance of such register in future.

3.8.2 Non-displaying of the rate of user fee at prominent places in the hospital

As per the Resolution of H&FW Department (October 2003), patients are to be encouraged to use the facilities available in hospitals at lower rates.

Audit noticed that in order to make the patients aware of the facilities available and rate of each service, no awareness activity was taken up and no display board was installed in the hospitals showing the facilities available along with the rate chart. During joint physical inspection of test checked hospitals by the representatives of Medical Officers/ Chief District Medical Officers (CDMOs) in presence of Audit, it was noticed that in 3¹⁵⁷ out of 10 hospitals, the availability of user fees services along with the rate were not displayed.

MD NHM assured (February 2015) to ensure displaying of user fees in prominent places of the health institutions.

3.8.3 Lack of internal control leading to suspected/ temporary misappropriation of user fee collection

As stipulated in procedure (c) of Government Guidelines (June 1997), daily collection of user charges from patients should be recorded in a cash book daily and the money receipt book and cash book is to be countersigned daily by the controlling officer. As per instruction (June 2006) of Superintendent SCB Medical, user fees collected by different persons are to be deposited in the accounts section on the next day of collection and checked daily by the Accounts Officer (User) with due signature.

Audit noticed that:

- In SCB Medical College Cuttack, 300 receipt books were issued to three employees during July 2009 to March 2014. Out of these, 186 receipt books were returned (July 2009-March 2014) by them, but ₹ 19.34 lakh collected on the said receipt books were not deposited with the Accounts Officer in charge as of May 2015. Further, the balance 114 receipt books were not returned as of May 2015 due to which amount collected by the officials could not be quantified by

¹⁵⁶ Capital Hospital, Bhubaneswar; DHHs at Khurda, Bargarh and Balangir; RGH, Rourkela
¹⁵⁷ Rourkela Government Hospital, DHH Khurda and DHH Jajpur

Audit and the possibility of misappropriation of user fees cannot be ruled out.

- In SCB MCH, Cuttack user fees of ₹ 39.64 lakh collected on 329 receipt books during April 2009 to June 2013 was deposited after 5 days to 54 months of collection. This resulted in delayed deposit of user fees leading to temporary misappropriation of cash collections.

Special Secretary H&FW Department assured (February 2015) imposition of restriction on issue of new money receipt books till return of completed ones.

3.8.4 Utilisation of user fees for unauthorised purposes

Para 5 of the user fee guidelines (November 1998) stipulates that user fees so collected should be utilised for maintenance and improvement of the respective hospitals as well as for day-to-day expenditure of the hospitals to ensure qualitative health care services to the patients in the respective hospitals. Further, H&FW Department issued instruction (November 2006) and clarification (November 2011) specifying the list of services on which the user fees could be utilised.

Audit noticed on a test check basis that 9 out of 10 sampled hospitals utilised user fee proceeds of ₹ 92.39 lakh, out of ₹ 58.97 crore, during 2011-12 to 2013-14 for purposes not related to extending quality health care services to the patients (*Appendix 3.8.1*).

Special Secretary assured (February 2015) to take appropriate action and investigate into the matter.

3.8.5 Non-adjustment of outstanding advance

As per Finance Department Notification (December 1985) read with Supplementary Rule 509 of Orissa Treasury Code Volume I, advances granted to Government servants should be adjusted within the month in which they are disbursed and the salary of the concerned Government servant be held back from being disbursed if any advance for departmental or allied purpose is outstanding against him by the end of that month.

Audit noticed that an amount of ₹ 2.38 crore towards advance paid to staff and suppliers during July 2001 to March 2014 remained unadjusted as of September 2014. Out of this, a sum of ₹ 0.31 lakh remained unadjusted for more than 10 years and ₹ 9.66 lakh for more than three to nine years. However, concerned hospital authorities did not initiate any action to adjust or recover the said outstanding advances. Delay in adjustment of advances may lead to misappropriation and misutilisation of fund.

Special Secretary H&FW Department stated (February 2015) that appropriate action on the matter would be taken.

3.9 Selection and functioning of medicine shops inside the campus of Government health institutions

Health and Family Welfare (H&FW) Department framed guidelines (January 2004, November 2012 and July 2013)¹⁵⁸ prescribing parameters for selection of pharmacists to open 24 hours day and night medicine shops inside the campus of all Government Health institutions and other operational parameters. A model agreement format for the same was prescribed in May 1993. The Guidelines, *inter alia*, provided for selection of interested parties through open tender process and issue of computerised cash memo to patients with effect from the date of issue of resolution on 17 November 2012.

To assess transparency and fairness in selection of pharmacists as well as adherence to functional parameters by them, Audit was conducted during June-September 2014 through test check of records of H&FW Department, three Government Medical College Hospitals (GMCHs)¹⁵⁹, five District Headquarter Hospitals (DHHs)¹⁶⁰ and two special hospitals (Capital Hospital, Bhubaneswar and Rourkela Government Hospital, Rourkela) and two Community Health Centres (CHCs) at Balakati and Tangi covering the period 2011-14. Out of the 12 test checked health institutions, no such medicine stores were found in three hospitals while 17 such shops were found in the remaining nine¹⁶¹ test checked hospitals. Test check of records of nine hospitals relating to 14¹⁶² shops revealed deficiencies like irregular extension, renewal of lease, *etc.* which are discussed in succeeding paragraphs.

3.9.1 Irregular extension/ renewal of earlier leases of medicine shops

The guidelines issued (January 2004, November 2012 and July 2013) by H&FW Department, *inter alia*, required selection of pharmacist/ medicine store through publication of advertisement at least in two prominent local daily Odia newspapers, displaying at prominent places of the locality and Government website. Guidelines also required that if any encroachment of land/ space comes to notice, the lease/ licence would be cancelled and licence fee paid would be forfeited.

Audit noticed that:

- Out of 14 cases, in five cases where earlier lease expired after November 2012, the hospital authorities instead of selecting medicine

¹⁵⁸ 28 January 2004 (valid from 28 January to 16 November 2012); 17 November 2012 (valid from 17 November 2012 to 30 June 2013); 1 July 2013 (valid from 1 July 2013 onwards)

¹⁵⁹ Sriram Chandra Bhanja Medical College and Hospital (SCB MCH), Cuttack; Veer Surendra Sai Medical College and Hospital (VSS MCH), Burla; Maharaja Krishna Chandra Gajapati Medical College and Hospital (MKCG MCH), Berhampur

¹⁶⁰ Bargarh, Balangir, Jajpur, Khurda, Koraput

¹⁶¹ Three GMCHs; Capital Hospital Bhubaneswar; RGH, Rourkela; DHHs of Bargarh, Balangir, Jajpur and Koraput

¹⁶² Records of one shop was not examined as the matter was under *sub judice* and other two shops did not produce records to Audit

shops on open tender basis, renewed (February to May 2013) the lease with existing shop owners, which was irregular and amounted to extension of undue favour to these shop owners. Besides, one shop was operating without renewal as of January 2015 despite lapse of lease period since March 2014.

- As per the physical verification report (November 2012 and May 2013) of a high level committee¹⁶³, three¹⁶⁴ medicine stores functioning inside Capital Hospital premises continued to violate the conditions of agreement such as encroachment, non-eviction of unauthorised structure, non-issue of computerised cash memo, non-availability of air-conditioners, *etc.* However, instead of cancelling the leases under Clause 16 of the agreements, the lease periods were extended through execution of fresh agreements (February to May 2013). Joint physical inspection conducted (June 2014) by the representatives of Director, Capital Hospital in presence of Audit revealed that these medicine stores were functioning unauthorisedly from the existing shops in the said hospital premises instead of from shop rooms allotted in Utility Complex of the hospital as per terms of the lease agreements. However, neither were the temporary sheds dismantled as per the terms of agreement nor was the lease cancelled (March 2015).

H&FW Department (February 2015) assured to investigate into the matter and take appropriate action.

3.9.2 Non-deployment of registered pharmacist in Medicine Store

Paragraph 13 of Government Guidelines (November 2012 and July 2013) provided that the allottee should appoint at least three Pharmacists to supervise the sale of drugs.

Audit noticed that contrary to the provision of Guidelines, agreements executed (March to May 2013) by authorities of Capital Hospital and DHH, Balangir and Jajpur with the shop owners provided that either the shop owner should be a registered pharmacist or deploy one or more pharmacists.

During joint physical inspection of six medicine shops¹⁶⁵, it was noticed that one medicine shop was functioning without any pharmacist.

Drug Controller stated (February 2015) that registered pharmacists were deployed in each and every medicine shop. The reply is not acceptable as concerned hospital authorities confirmed such deficiencies and assured to issue show cause notice to the proprietor of the medicine store.

¹⁶³ Headed by Deputy Chief Medical Officer, Capital Hospital

¹⁶⁴ Ashirvad: Room No. 4 and 5; Seva: Room No. 11 and 12; Shanti: Room No. 7 and 8

¹⁶⁵ Ashirvad in the campus of Capital Hospital, Bhubaneswar and Kishore Medicals inside the campus of DHH, Jajpur; Laxmi Medicals (RGH, Rourkela); Hospital Campus Medicine Hall (DHH, Bargarh); Panda Medicals and Rajalaxmi Medicals (DHH, Balangir)

3.9.3 Non-issue of computerised cash memo to the public

Paragraph 14 of the Guidelines (November 2012) stipulated that the allottee should issue computerised cash/ credit memos to the patients/ public on purchase of drugs. But no such conditions were included in the agreements executed with the lessees.

On physical inspection of medicine shops conducted by the hospital authorities concerned in presence of Audit, it was noticed that manual cash memos were issued to the public/ patients instead of computerised cash memos indicating price, expiry date, batch number, *etc.*, by 13 medicine stores, while one medicine store¹⁶⁶ was found to be not issuing any receipts on sale of medicines and other consumables to patients. No computer was noticed in the counters of any of these medicine stores. However, three such medicine stores¹⁶⁷ functioning in the campus of two test checked hospitals were issuing computerised cash memos to the patients. No action was taken by the hospital authorities concerned to set right the irregularity.

H&FW stated (February 2015) that process of online licensing system and generation of cash memo is underway after which there would not be any scope of manipulation of cash memos.

School and Mass Education Department

3.10 Non-transparent procurement of computers and accessories

Computer Aided Learning (CAL) programme was implemented in the State in 2004-05 by Odisha Primary Education Programme Authority (OPEPA) under Sarva Shiksha Abhiyan (SSA). Setting up of computer laboratories with desktop computers and servers, uninterrupted power supply (UPS), accessories, multimedia digital contents and required furniture, extension of electrical connection and providing necessary training to teachers of schools concerned were major interventions under the programme.

Out of 3045 Upper Primary (UP) Schools of the State identified for the purpose, 1593 UP Schools were covered under the programme at a cost of ₹ 42.62 crore as of March 2012. During 2012-13, additional 1042 UP schools were taken up at a cost of ₹ 25.62 crore. Audit examined transparency and fairness in selection of suppliers as well as economy, efficiency and effectiveness in procurement of computers, accessories and furniture for implementation of CAL programme in 1042 schools. Audit findings are discussed in the following paragraphs.

¹⁶⁶ Vijaya Krishna Medicals run in the campus of District Headquarter Hospital, Koraput

¹⁶⁷ RGH, Rourkela: Laxmi Medicals; VSS MCH: Choudhury Medical Store and Campus Medical Store

3.10.1 Irregular selection of supplier for procurement of computer and accessories

Paragraph 12 of Guidelines for Procurement of Goods (February 2012) issued by Finance Department under Rule 96 and Appendix 6 of Orissa General Financial Rules (OGFR) prescribes invitation of tenders by advertisement for procurement of goods of estimated value of ₹ 5 lakh and above.

Audit noticed that for procurement of computers for 1042 schools, the Technical Committee¹⁶⁸ (TC) of OPEPA approved (February 2012) technical specification of computer as a high-end¹⁶⁹ desktop and six¹⁷⁰ nodes for each school. Accordingly, the State Project Director (SPD) of OPEPA, with the approval of State Level Purchase Committee (SLPC¹⁷¹), invited two¹⁷² expressions of interest (EoI) with last dates of submission of offers as 9 and 26 November 2012 respectively. While the tender process was on and last date of first bid was not over, one agency viz. Stalco Consultancy and Systems Private Limited (SCSPL) submitted (19 September 2012) detailed proposal for supplying a model with higher configuration, i.e., workstation¹⁷³ model computer (one workstation and six dump nodes linked with share computing device) at DGS&D rate amounting to ₹ 1.83 lakh. SCSPL also proposed supply of Godrej computer furniture and requested for placing order for UPS of specific make on another firm¹⁷⁴. SPD, OPEPA invited (5 October 2012) SCSPL to demonstrate the model on the next day (6 October 2012) before TC, though by that time five firms had already purchased the bid document and eight¹⁷⁵ firms had attended (24 September 2012) the pre-bid conference wherein technical points relating to the bid were clarified by the TC, involving two external experts¹⁷⁶.

After demonstration of the model by the firm, the TC¹⁷⁷ headed by its Assistant Director (Planning) recommended (6 October 2012) the model. SPD then proposed (22 November 2012) to the Commissioner-cum-Secretary for decentralising the procurement process, so that computers and accessories could be procured at the district level at DGS&D rate. While approving

¹⁶⁸ Comprised of SPD, OPEPA; Director, IIIT; Technical Director, NIC; representatives of Software Technology Park of India; S&ME Department; Additional Director (Planning) and other four officers of OPEPA

¹⁶⁹ Intel Core-i3 (3.1 GhZ, 3 MB cache, 2 core), 4 GB RAM

¹⁷⁰ Intel Atom D2500/N2600 (1.6 GhZ)/1 GB RAM

¹⁷¹ Comprising of Principal Secretary, School and Mass Education (S&ME) Department; SPD, OPEPA; Additional Secretary, Law Department; Joint Secretary, Finance Department; Under Secretary, IT Department and FA-cum-Joint Secretary S&ME Department

¹⁷² 14 September and 11 October 2012 for 290 and 752 schools respectively

¹⁷³ Intel Xeon E3-1240/1245, 3.3 GhZ, 8MB cache, 16 GB RAM

¹⁷⁴ Uniline make UPS from Anil Enterprises, Bhubaneswar

¹⁷⁵ (1) CMC Limited, (2) Core Education & Technologies Limited, (3) Asmacs Systems Solutions Private Limited, (4) Novell, (5) Benzfab Technologies Limited, (6) Kestone IMS Private Limited, (7) E-Square Technologies Limited and (8) Vakrangee Softwares Limited

¹⁷⁶ Technical Director, National Informatics Centre, Bhubaneswar and representative of Software Technology Park of India

¹⁷⁷ Technical Director, National Informatics Centre, Bhubaneswar; Representative of Software Technology Park of India and Assistant Director (Management Information System), OPEPA and Finance Officer, OPEPA

cancellation of tender process, the Chief Secretary-cum-Chairman, OPEPA ordered (23 November 2012) that a technical committee under the chairmanship of the SPD, OPEPA with representatives from Information Technology Department, Finance Department and National Informatics Centre would recommend the make, model and configuration in order to ensure the quality. The SPD cancelled the tenders on 24 November 2012 and without constituting the TC, instructed on the same day all DPCs to place purchase orders on firms as proposed by SCSPL for supply of computers, UPS and furniture valued at ₹ 2.46¹⁷⁸ lakh per UP school.

Audit noticed:

- **Change in technical specification:** Although specification of computers proposed by SCSPL was higher than that specified by the TC of OPEPA in February 2012, there was no justification to accept its proposal. Further, though TC is required to specify technical configuration of computers with reference to the requirement, it approved the specification *i.e.*, Dell make workstation, as proposed by SCSPL.
- **Selection of vendors not being a DGS&D contract holder:** Neither SCSPL nor agency for UPS purchase were DGS&D Rate Contract holders. SCSPL was only an authorised business partner of Dell India Private Limited (DIPL). Agmatel India Private Limited (AIPL), New Delhi was the only DGS&D rate contract firm for DELL Make workstations. Though SCSPL supplied computers at DGS&D rate, it quoted the rate contract number of AIPL without any authorisation. Further, SCSPL had also not quoted the price in respect of furniture at DGS&D rate.
- **Decentralised purchase without approval of State Level Procurement Committee:** As per the instruction (April 2006) of Finance Department, purchases exceeding ₹ 2 crore shall require approval of SLPC. Since the purchase orders placed on SCSPL amounted to ₹ 25.62 crore on the revised specification, approval of SLPC was required.

Government stated (February 2015) that due to poor participation of the bidders and utilisation of fund, procurement process was decentralised. The reply is not acceptable as five firms had already purchased bid documents. Further, there was virtually no decentralised procurement as selection of model with price and supplier was made centrally by SPD, OPEPA.

3.10.2 Deficient purchase order led to unfruitful expenditure of ₹ 17.12 crore on idle assets

As per condition of supply order, cost of each workstation (₹ 1,82,531) included free supply of six N-computing devices¹⁷⁹ per UP school to be supplied by SCSPL. The said devices were essential to make the computer system functional. Audit noticed that:

¹⁷⁸ Computers: ₹ 1,82,531, UPS: ₹ 20,573 and computer furniture: ₹ 42,779 and six N Computing devices being a non-DGS&D item to be supplied at free of cost

¹⁷⁹ N-Computing device enable multiple users to simultaneously share a single operating system

- Though SCSPL supplied computer to 1,042 schools, it did not supply N-computing devices to 814 schools of 27¹⁸⁰ districts resulting in non-functioning of computers in these school. However, as against cost of ₹ 1.63 crore¹⁸¹ of 814 N-computing devices, only ₹ 1.03 crore was withheld.
- Further, due to absence of enabling provision in the supply order for imposition of penalty on account of non-supply, OPEPA could not impose penalty on SCSPL.

As a result, computers, accessories and furniture purchased at ₹ 17.12 crore for 814 UP schools during November 2012 to April 2013 remained non-functional and were kept in packed/ uninstalled condition as of April 2015.

Department stated (May 2015) that Government had black listed the DIPL and issued order on Odisha Knowledge Corporation Limited (OKCL) to make these computers/ workstations and CAL laboratories functional.

3.10.3 Extra expenditure due to purchase of accessories of higher capacity

As CAL programme was already functioning in 1,593 UP schools through OPEPA with desktop model computers with 4 GB Random Access Memory (RAM), same specification was mentioned in the EoI floated during September-October 2012. However, SCSPL in its offer (19 September 2012) mentioned the specification as 16 GB RAM (4 numbers of 4 GB RAM) at a cost of ₹ 52,000 (*i.e.*, ₹ 13,000 per RAM) at DGS&D rate which was also accepted by OPEPA (6 October 2012).

Audit noticed that purchase of 16 GB RAM was much in excess of its requirement of 4 GB as mentioned in EoI (September and October 2012). Besides, Odisha Computer Application Centre used 4GB RAM in CAL laboratories in other 1,593 UP schools of the State using same graphic software. Further, OKCL, providing e-teaching with flash file base animation and graphic at class 9 and 10 standard in 4000 secondary schools under S&ME Department under Rastriya Madhyamik Shiksha Abhiyan also used computer system with 4 GB RAM for teaching 40 students at a time. Thus, it is evident that for teaching 21 students at a time under CAL, 4 GB RAM would have been sufficient. But, RAM of higher capacity (16 GB) was purchased which led to incurring avoidable extra expenditure of ₹ 4.06 crore¹⁸² for 1,042 schools.

Government stated (February 2015) that capacity of RAM was preferred to be 16 GB by the TC in their meetings held during October 2012 to January 2013.

¹⁸⁰ Except Balasore, Jajpur and Malkanagiri districts

¹⁸¹ ₹ 20,000 for six units at local market rate

¹⁸² Extra expenditure of ₹ 39,000 per school (*i.e.* cost of three RAMs at a rate of ₹ 13,000) for 1,042 UP schools

Food Supplies and Consumer Welfare Department

3.11 Allocation and distribution of wheat under Public Distribution System

Government of India (GoI) issued Public Distribution System (PDS) (Control) Order 2001 for maintaining or increasing supplies of essential commodities for securing their equitable distribution and ensuring availability at fair prices. In pursuance of the above order, GoI allocates wheat to States for distribution to card holders of Above Poverty Line (APL) category of people. State in turn allocates wheat to districts based on APL card holders and also fixes rate and scale of distribution.

District Collectors and Civil Supplies Officers-cum-District Managers, Odisha State Civil Supplies Corporation Limited (OSCSC) are responsible for smooth distribution of APL wheat and for making necessary arrangements for lifting from Food Storage Depot (FSD) of Food Corporation of India (FCI), storage at the Rice Receiving Centre-cum-Departmental Storage Centre (RRC-cum-DSC) and transportation to fair price shops (FPSs) for distribution.

Audit was conducted during February-March 2015 to assess whether the existing mechanism for distribution of PDS wheat to eligible beneficiaries was efficient and effective. Audit test checked records at Food Supplies and Consumer Welfare (FS&CW) Department and five¹⁸³ selected Civil Supplies Offices, 10 RRC-cum-DSCs and 30 FPSs covering the period 2011-14. Beneficiary interview was conducted in presence of Audit, wherever required.

3.11.1 Distribution of PDS wheat to un-authorised/ bogus card holders

As per Paragraph 2 (6) of Annexure to PDS (Control) Order 2001, State Government was required to conduct periodical checking of ration cards to weed out ineligible and bogus ration cards. Chief Secretary of the State issued instructions (September 2010) to Collectors to take up verification drive annually to find out false/ bogus/ ghost/ duplicate ration cards. Accordingly, a verification drive for the year 2010-11 was conducted by Civil Supplies Officers (CSOs) between November and December 2010. Out of 11,30,792 APL cards in five test checked districts, CSOs validated 9,66,863 APL cards, cancelled 51,041 bogus/ ghost/ duplicate cards as indicated below:

Table 3.11.1: showing details of APL cards validated and cancelled

Sl. No.	Name of the District	Number of cards as of November 2010	Number of cards validated after verification	Number of bogus/ ghost cards cancelled
1	Khurda	261933	246518	15415
2	Puri	119539	119323	216
3	Cuttack	311966	196848	2230
4	Jagatsinghpur	204375	191490	12885
5	Sundargarh	232979	212684	20295
Total		1130792	966863	51041

(Source: Verification reports furnished by district authorities to Audit)

¹⁸³ Cuttack, Jagatsinghpur, Khurda, Puri and Sundargarh

Audit noticed that:

- There was no annual verification of ration cards for the years 2011-2014 as required under PDS (Control) Order 2001. It was noticed that 1.13 lakh cards related to Cuttack Municipal Corporation were not verified.
- After the verification drive, 88,488 more cards were found to be in circulation in Cuttack (45,138 cards) and Puri (43,350 cards) districts as these cards were neither reported for verification during the verification drive nor were verified later and were thus unverified. As allotment of PDS wheat was made based on the validated card strength, inclusion of these card holders in the beneficiary list resulted in distribution of less quantity of wheat ranging from 3-6 kg per month to each card holder as against norm of 10 kg per card per month.
- Due to issue of PDS wheat to these unauthorised APL card holders, 3.21 lakh quintals of wheat involving Government subsidy of ₹ 37.35 crore was diverted to non-entitled beneficiaries.
- During joint physical inspection of six FPSs in Puri district conducted by department officials in the presence of Audit, it was found that wheat was distributed to 1,724 card holders against 1,294 card holders for whom wheat was allocated.

Department stated (May 2015) that Government had instructed all the district authorities to weed out unauthorised/ bogus ration cards in circulation in the field and a massive drive was conducted during 2010-11 to eliminate the bogus cards. As such existence of bogus ration cards is not expected in these districts. However, after December 2010, annual verification was neither conducted nor were excess cards identified/ authenticated.

3.11.2 Avoidable expenditure on lifting and delivery of PDS wheat

In pursuance of recommendations (November 2009) of the Wadhwa Committee¹⁸⁴ report, State Government introduced two level system for transportation of PDS items *i.e.*, from Food Storage Depot (FSD) of FCI/ base RRC to RRC-cum-DSC and there from to FPS through handling and transport contractors engaged by the CSOs. As per operational guidelines for departmental storage operations, lifting plan shall be made by the district indicating name of FSD from which wheat will be lifted and district authority would assign task of transportation in such a manner that less distance is covered to minimise the transportation cost.

Audit, however, noticed that based on the release order issued by FCI, CSO-cum-DM, Khurda made transportation programme for lifting of 3.15 lakh quintals of wheat during 2012-14 from FSD, Jatani for RRC-cum-DSCs at

¹⁸⁴ Justice Wadhwa Committee recommended replacement of private storage agency with Departmental Storage System (DSS) made effective from 1 November 2011 in four districts (Boudh, Deogarh, Nuapada and Subarnapur) and from 1 April 2012 in rest 26 districts

Mancheswar (29 km), Baliana (54 km) and Balipatna (84 km) instead of lifting from FSD, Bhubaneswar which was nearer to above RRCs¹⁸⁵ and had adequate stock. Due to lifting of wheat from FSD, Jatani, CSO-cum-DM incurred an extra expenditure of ₹ 62.74 lakh towards transportation charges. Similarly, for six¹⁸⁶ RRC-cum-DSCs, CSO-cum-DM, Sundargarh, lifted 2.11 lakh quintals of wheat during 2011-14 from FCI, Balijori involving distance ranging from 96 to 253 kms. However, the distance of these six RRC-cum-DSCs from FSD, Rourkela ranged from 38 to 14 km. Therefore, non-lifting of wheat from FSD, Rourkela resulted in extra expenditure of ₹ 1.17 crore.

Had the Department/ CSO-cum-DMs taken up the matter with FCI to lift wheat stock from nearby FCI depots, transportation charges to the extent of about ₹ 1.80 crore could have been avoided.

Department stated (May 2015) that FCI did not heed its request to release stock from the nearest FSDs.

3.11.3 Excess expenditure on transportation

Food grains are transported from RRC-cum-DSC to FPSs by engaging H&T contractors. Further, as per instructions of Finance Department (September 2011), financial negotiation should not result in increase in cost as originally quoted while outsourcing services.

CSO-cum-DM, Cuttack invited tenders (November 2011) for selection of H&T contractors for transportation of food grains from CWC Cuttack, OSWC Jagatpur and Sadar Nuabazar of Cuttack district to different FPSs for 2012-13. As per Clause 4 of Annexure-IV of the bid, the quoted price per quintal shall be inclusive of cost on all the services like loading, unloading, weighment of stocks, *etc.* In response to the tender, 12 bids were received. Tender Committee¹⁸⁷ (TC) did not accept (February 2012) the rates quoted by bidders as workable on the ground that the rates quoted by them only included transportation charges and did not include other charges like loading, unloading, weighment, *etc.* As against rate quoted by the lowest tenderer for each such locations (₹ 19, ₹ 19.50 and ₹ 24 per quintal), the TC fixed workable rates for these locations at ₹ 38, ₹ 40 and ₹ 27 per quintal respectively with loading, unloading charges, *etc.* and awarded H&T contract to eight bidders for three places.

Audit noticed that although the TC adjudged the price bids as incomplete, it did not cancel the same as per Clause 2.8 of the bid conditions to call for fresh bid. Further, the action of TC in considering the rate quoted by bidders as unworkable lacked justification as is evident from the fact that for the years 2013-14 and 2014-15, the price discovered through bid for the aforesaid three locations for the same work were ₹ 18, ₹ 18 and ₹ 16 respectively.

¹⁸⁵ Mancheswar (6 km); Baliana (9 km); Balipatna (23 km)

¹⁸⁶ Rajgangpur, Nuagaon, Lahunipada, Koida, Bonai and Gurundia

¹⁸⁷ Comprising of District Collector, District Labour Officer, District Social Welfare Officer, Regional Transport Officer and CSO-cum-DM

Thus, award of H&T contract at rates fixed by the TC instead of lowest price discovered through bid resulted in undue favour to the contractor as well as extra expenditure of ₹ 69.39 lakh incurred towards transportation of PDS commodities.

Department stated (May 2015) that the rate of transportation had been finalised by the District Tender Committee following the guidelines. However, rates were finalised without scientific basis and were awarded to the firms despite submission of incomplete bids.

3.11.4 Non-adherence to provisions of PDS (Control) Order

As per Clause 6 (3) and 6 (4) of the PDS (Control) Order 2001, the person engaged in distribution and handling of essential commodities under PDS shall not willfully indulge in diversion or theft of stocks. Further, it is the responsibility of the district authority to ensure that the stocks allocated to the FPSs are physically delivered by the authorised nominee within the stipulated time.

Audit noticed that:

- As per Clause 29.26 of operational guidelines for departmental storage operations, Global Positioning System (GPS) Tracking System is required to be installed in the vehicles of contractors used for transportation of PDS wheat and loading of wheat was not to be allowed in vehicles if GPS was defective. Though the terms of contract executed with the contractors provided for supply of GPS equipment and subsequent recovery of cost from them, no such equipment were provided to the contractors. Thus, district authorities allowed the contractors to transport wheat in vehicles without having GPS system.
- As required under Clause 4.3.1 of operational guidelines, Level-2 contractor was required to deliver PDS commodities to FPS as per pre-approved route chart to check possible diversion for non-PDS purposes. But, this was not followed by the handling and transport contractors as no such route charts were found to be prepared in test checked districts.
- In two¹⁸⁸ blocks of Cuttack district, the district authorities allowed Level-2 contractors to lift PDS wheat for transportation from RRC-cum-DSC to FPSs by engaging trucks for which authorisation was not issued.

Department stated (May 2015) that all the officials as well as the persons engaged in PDS operation are being impressed upon for adherence of the provisions of the control order to ensure proper functioning of the system and to check diversion of subsidised PDS material.

3.11.5 Non/ delay in distribution of PDS wheat

As per the GoI allotment order, it is mandatory for the State Government to deposit the cost of food grains with FCI latest by 15th of each allocation

¹⁸⁸ Athgarh, Mahanga

month. Further, APL wheat was to be distributed to consumers on days fixed *i.e.*, 11th and 12th in the first fortnight, 23rd and 24th in the second fortnight of every allocation month.

Audit noticed that:

- Out of total allocation of 42.11 lakh quintals of wheat by GoI during 2011-14, the test checked districts could not lift 24,007.13¹⁸⁹ quintals due to non-availability of vehicle and labour problems resulting in allotted wheat not being distributed to the beneficiaries.
- Further, out of 4.63 lakh quintals of wheat distributed during 2012-14 in five test checked districts, 1.76 lakh (38 *per cent*) quintals of wheat was supplied to FPSs on or after the stipulated date for distribution *i.e.*, 24th of allocation month. Due to delayed supply, the consumers could not get their entitlement timely and this was also fraught with the risk of diversion of PDS wheat to black-market.

Department stated (May 2015) that the districts could not lift the allotted quantity of wheat due to poor demand, non-availability of vehicles, *etc.*, further there was occasional delay in distribution of wheat due to delay in issue of release order by FCI, labour strike, non-availability of wheat stock in FCI depot, *etc.* But there was enough demand for wheat. Besides, the delay was not occasional as 38 *per cent* of total wheat distributed in test checked districts was supplied after the scheduled dates.

3.11.6 Inadequate monitoring and grievance redressal mechanism

As per Clause 6 (1) and 6 (2) of PDS (Control) Order 2001, State Government was to ensure a proper system of monitoring of FPSs and that regular inspections were to be done not less than once in six months by designated authority. FS&CW Department issued instructions (February 2013) to all Collectors to digitalise the issue and sale registers of all FPS dealers. Audit, however, noticed that:

- For effective monitoring of transactions at FPS level, the districts had not digitalised sale and issue registers at FPS level even after two years of issue of instructions.
- In three test checked districts¹⁹⁰, designated authorities conducted 19,002 inspections of FPSs against the requirement of 24,312 inspections during 2011-14 with a shortfall of 5,310 (22 *per cent*). Records relating to conduct of inspections made in Khurda and Cuttack districts were not made available to Audit.
- As per the allotment orders, the FPS owners were required to furnish mandatory declaration to CSO through Retailer Level Advisory

¹⁸⁹ Khurda: 12,007.58 quintals; Puri: 56.39 quintals; Cuttack: 1,226.08 quintals; Jagatsinghpur: 6,855.49 quintals and Sundargarh: 3,861.59 quintals
¹⁹⁰ Jagatsinghpur: 4,008; Puri: 10,092, Sundargarh: 4,902

Committees (RLAC) after obtaining certificate from Inspector of Supplies to the effect that APL wheat allotted was distributed to consumers properly. However, RLACs were neither formed in 30 test checked FPSs nor did FPS owners furnish any declaration.

- During 2011-14, the Department received 153 grievances/ complaints regarding non-availability of wheat, short/irregular supply, higher price charged by FPSs, *etc.* through Sanjog Helpline. During beneficiary interview also, all 49 beneficiaries of six FPS interviewed, stated that the dealers were charging higher rate (at ₹ 7.50 to ₹ 8 per kg) than the prescribed rate of ₹ 7.00 per kg and 44 beneficiaries stated that wheat was distributed to them at lower scale (5-6 kg) than the prescribed scale of 10 kg. But, only eight grievances/ complaints (five *per cent*) were addressed by CSOs as of February 2015.
- Though District/ Block/Town/GP Level Advisory Committees were required to be formed to oversee PDS operations as per PDS (Control) Order 2001, District Level Advisory Committees were not formed in test checked districts except Puri. Further, against the requirement of 79 Block (60) and Town (19) level Committees, only 22 committees (Block: 18 and Town: 4) were formed (February 2015) in test checked districts indicating inadequate monitoring of PDS operations.
- Operational guidelines for Departmental Storage Operation stipulate that citizen's participation was to be ensured by providing transportation information through SMS alerts to those who give their mobile phone numbers in transparency portal of website of the Department i.e., www.foododisha.in. But only 8,698 (0.77 *per cent*) beneficiaries were registered against 11.31 lakh card holders in five test checked districts.

Thus, inspection and monitoring of PDS system was not adequate and effective.

Department stated (May 2015) that instructions had been issued to field functionaries to inspect the FPS as per guidelines and the district CSOs had been reminded in time intervals to attend to the complaints on priority basis.

Finance Department

3.12 Lack of response to Audit

Timely response to audit findings is one of the essentials of good governance as it provides assurance that the Government takes its stewardship role seriously.

Section 13 of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act 1971 mandates the Comptroller and Auditor General (C&AG) to audit all expenditure incurred by the State Government.

Section 18 of the said Act mandates the C&AG to inspect various offices of the State Government responsible for keeping of initial or subsidiary accounts. Regulations on Audit and Accounts 2007, issued by the C&AG under Section 23 of the Act, serve to operationalise the provisions of the Act in so far as the scope, extent and procedure of audit is concerned. Audit conduct periodical inspection of Government departments and their field offices according to the procedure laid down in the Regulations on Audit and Accounts 2007 (Chapter 13 and 14) to test check a few transactions on sample basis. During these inspections, the quality and timeliness of maintenance of important accounting and other records as per prescribed rules and procedures is verified and opinion not only on the truthfulness and fairness of the accounts so maintained but also on the economy, efficiency and effectiveness aspects of the transactions connected with such accounts is expressed. Such comments and opinion are incorporated in Inspection Reports (IRs) which are sent to the Heads of Offices and next higher authorities.

Regulations on Audit and Accounts 2007 require each audited entity to maintain proper record relating to receipt of IRs and progress of their settlement and also initiate action for settlement of audit observations with reference to audit memos issued during audit without waiting for formal receipt of IRs from the Audit Office. Regulation 197 requires that the officer-in-charge of the audited entity send the reply to IR paragraphs to the respective Audit Office within four weeks of its receipt. Even if it is not feasible to furnish the final replies to some of the observations in the audit note or IR within the aforesaid time limit, the first reply should not be delayed on that account and an interim reply may be given indicating the likely date by which the final reply would be furnished. Thus, all defects and acts of omissions and commission are expected to be attended to promptly and compliance reported to the Accountant General (G&SSA) after taking due executive/ administrative action to set right/ remedy such defects/ acts.

A review of IRs issued upto March 2014 pertaining to 24 departments showed that 42,736 paragraphs relating to 10,395 IRs were outstanding at the end of June 2014. Year wise position of outstanding IRs and paragraphs are detailed in **Appendix 3.12.1**. Of these, 3,685 IRs containing 11,271 paragraphs were outstanding for more than 10 years (**Appendix 3.12.2**). Of the above outstanding IRs, even the first reply from the Heads of offices was not received in respect of 1,655 IRs. The departments from whom major replies were awaited were R&DM, W&CD, S&ME, H&UD and H&FW.

Serious irregularities commented in these IRs like non compliances with rules and regulations, improper expenditure and expenditure without justification, persistent/ pervasive irregularities and failure of oversight/ governance have not been settled as of June 2014. Details are in **Appendix 3.12.3**.

3.12.1 Follow up action on earlier Audit Reports

Serious irregularities noticed in audit are included in the Audit Reports of the C&AG that are presented to the State Legislature. According to the instructions (December 1993) of the Finance Department (FD), the Administrative Departments are required to furnish the explanatory notes on

the transaction paragraphs, Performance Audits (PA) *etc.* included in the Audit Reports within three months of their presentation to the State Legislature. Regulations on Audit and Accounts 2007 (Regulation 212) issued by the C&AG outlines the manner in which the Departments should furnish replies to the Public Accounts Committee (PAC). The explanatory notes to paragraphs/ Performance Audits featured in the C&AG's Audit Reports should carry the approval of the Secretaries and state:

- whether a written reply on the draft audit paragraph was sent to the Accountant General and if not, the reasons for not doing so;
- whether the facts and figures stated in the audit paragraph are acceptable and if not, the reasons for not pointing this out when the draft paragraph was received by the Secretary;
- the current status of recovery of any amount due to Government as pointed out in the audit paragraph;
- the action taken or proposed to be taken on the suggestions and recommendations made in the audit paragraph;
- the result of review of similar other cases, and the action taken; and
- remedial action taken or proposed to be taken to avoid occurrence of similar cases in future, to streamline the systems and to remove system deficiencies, if any.

In seventh Apex Committee meeting (11 April 2012) a work plan for submission of outstanding compliance notes to the recommendations of PAC and paragraphs featured in the C&AG's Audit Reports was prescribed. The PAC during 2012-13, in its 24th meeting (20 November 2012) expressed serious concern over inadequate response from some departments. The Chief Secretary instructed (January 2013) all the departments to ensure submission of outstanding compliance notes to the C&AG's Reports as well as Action Taken Notes (ATNs) on recommendations of PAC by March 2013. He further directed that:

- Departments should avoid furnishing compliance to the PAC on the date of PAC meeting or a day before the meeting as such last minute compliances do not give sufficient time for the AG to brief the PAC;
- Secretaries of departments have to pay adequate attention to the compliances furnished by the departments instead of routinely forwarding the replies of subordinate officers to PAC/ AG; and
- Secretaries should take proactive action in addressing issues raised by the AG at the draft para stage so that submission of compliance can be made much before the prescribed time limit.

The above measures have been reiterated by the Apex Committee in the eighth meeting (09 April 2013). The Committee decided that the FD would monitor

the position on submission of compliances by the departments to AG, Odisha and Odisha Legislative Assembly (OLA) Secretariat.

However, it was noticed that 11 out of 24 departments did not submit explanatory notes as of September 2014 in respect of 26 paragraphs (16 individual and 10 PAs/Review paragraphs) featured in the C&AG's Audit Reports in respect of Audit Reports from the year 2000-01 to 2011-12 (**Appendix 3.12.4**). The 16 individual transaction audit paragraphs to which compliance was not furnished by seven¹⁹¹ departments can be categorised under (i) Non-compliance with rules and regulations (6), (ii) Audit against propriety/ expenditure (6), (iii) Persistent/ Pervasive irregularities (1) and (iv) failure of oversight and governance (3). The departments largely responsible for non-submission of explanatory notes were H&UD, P&C, Higher Education and R&DM.

The above outstanding position was brought (November 2014) to the notice of the Chief Secretary demi-officially by the AG (G&SSA) Odisha for remedial action.

3.12.2 Response of the departments to the recommendations of the Public Accounts Committee

The OLA constitutes a Committee on Public Accounts (PAC) every year to examine the Reports of C&AG and the Reports of such examination are presented to the Assembly. The Reports/ recommendations of PAC are the principal medium by which the Legislature enforces financial accountability of the executive to the legislature and it is appropriate that they elicit timely response from the departments in the form of ATNs. On the basis of recommendation of the High Powered Committee headed by Sri S.L. Shakdher, Finance Department instructed (December 1993) all the departments to submit ATNs on the recommendations of the PAC/ COPU within six months after presentation of the reports to the Legislature. The time limit for submission of ATNs had since been reduced to four months by OLA (April 2005)¹⁹². As per the work plan of the seventh meeting of Apex Committee (April 2012), all the departments should ensure disposal of outstanding ATNs on Recommendations of PAC and C&AG's paragraphs between July 2012 and September 2012. The Chief Secretary, Odisha instructed all the departments (January 2013) to submit the ATNs on PAC recommendations by 31 March 2013 without fail.

It was noticed that out of 624 recommendations (**Appendix 3.12.5**) made by the PAC from the 3rd Report of tenth assembly (1990-95) to 10th Report of fourteenth Assembly (2009-14) final action on 33 recommendations from

¹⁹¹ Higher Education, Health and Family Welfare, Housing and Urban Development, Rural Development, Culture, Food Supplies and Consumer Welfare and Revenue & Disaster Management.

¹⁹² Rule 213-B (1) of Rules of Procedure and Conduct of Business in the Odisha Legislative Assembly

seven¹⁹³ departments were awaited (September 2014). The departments largely responsible for non-submission of ATNs were RD, Law, H&FW and W&CD.

3.12.3 Monitoring

The following Committees were formed at Government level to monitor the follow up action on C&AG's Audit Reports and PAC Reports.

3.12.3.1 Departmental Monitoring Committee

Departmental Monitoring Committees (DMCs) have been formed (between May 2000 and February 2002) in all departments of the Government headed by the Departmental Secretaries with Financial Advisor (FA) as convener to monitor the follow up action on submission of compliances/ replies to AG's Inspection Reports, Draft Audit Notes/ Draft Paragraphs, C&AG's Audit Reports and recommendations made in PAC Reports. The Apex Committee decided (April 2012) in its seventh meeting that the DMC meetings should be convened each month on a fixed date and the proceedings should be sent to AG, Odisha.

It was observed that, eight¹⁹⁴ out of 24 departments did not send any proceeding for the year 2013-14 as of September 2014. There was also shortfall in submitting the proceedings which ranged between 1 and 11 in respect of remaining 16 departments.

3.12.3.2 Review Committee

A Review Committee had been formed (December 1992) comprising Principal Secretary, Finance Department, erstwhile Accountant General (Audit-I), Accountant General (Audit-II) and concerned Departmental Secretaries to review the progress as well as the adequacy of action taken on C&AG's Audit Reports and Report of PAC in order to facilitate the examination of such Reports by the State PAC.

The Chief Secretary suggested in the PAC meeting held on 20.11.2012 to conduct more Triangular Committee (TC) meetings in order to remove large number of IR/ paragraphs on which compliance notes have already been furnished. The Review Committee meeting chaired by the Additional Chief Secretary, Finance Department was convened on 24 January 2013 in which five Departments having heavy pendency of outstanding paragraphs agreed to have an advance annual calendar to hold TC meetings. It was decided in the meeting, *inter alia*, that:

- (i) the calendar would come into action from the month of February 2013;

¹⁹³ Higher Education (1), Health & Family Welfare (3), Revenue & Disaster Management (1), Law (6), Housing & Urban Development (1), Rural Development (19) and Women & Child Development (2).

¹⁹⁴ Public Enterprises, Higher Education, Information Technology, Parliamentary Affairs, Planning & Coordination, Public Grievance & Pension Administration, Science and Technology and Sports & Youth Services

- (ii) the Department would choose the area for TC meeting giving priority to adequacy of compliances available;
- (iii) Departments of Government should monitor the convening of TC meetings as an agenda item in the DMC meeting every month;
- (iv) any doubt arising on quality of reply/ settlement of para may be solved with the help of Video/ Online Conference with AG, Odisha; and
- (v) submission of ATNs to the outstanding PAC Recommendations/ C&AG paragraphs and replies to the Draft Notes/ Draft paragraphs should be discussed in the DMC meeting every month.

Only 109 TC meetings were held by ten departments during 2013-14 and the review of proceedings of Meetings revealed that only 2272 paragraphs and 403 Inspection Reports were settled as detailed in the *Appendix 3.12.6*. However, 14 Departments did not conduct any T.C. meeting even though 726 IRs containing 5167 paragraphs were pending against them (*Appendix 3.12.7*).

3.12.3.3 Apex Committee

An Apex committee comprising eight members was formed (December 2000) at the State level under the chairmanship of the Chief Secretary with the Secretary, Finance Department as permanent member and Secretaries of five other departments (Water Resources, Home, Panchayati Raj, Agriculture and Revenue) as members and Additional Secretary, Finance (Audit & Accounts) as member convener. The committee was to (i) review functioning of the DMC, ensure timely submission of compliance to Accountants General, Odisha and to the Public Accounts Committee, (ii) review periodically the action taken on C&AG's Reports by the departments and (iii) sort out bottlenecks for prompt action to be taken by all the departments of the Government on audit observations. The Committee would sit half-yearly.

While reviewing the work plan for disposal of pendency position relating to ATN, C&AG paragraphs, IRs and paragraphs in the eighth meeting (April 2013), the Committee expressed its displeasure over poor response of the departments. Besides, the following decisions were taken in the said meeting:

- Departmental Monitoring Committee (DMC) meeting should be convened every month on a specific date and the proceedings of the meetings should be sent to A.G, Odisha with a copy to Finance Department without fail;
- First replies to the AGIRs should be attempted and sent to AG, Odisha within one month and should be monitored in DMC meetings;
- A Calendar has been prepared for convening Triangular Committee Meetings (TCM) for the year 2013 in respect of five¹⁹⁵ Departments. Besides, other Departments should also take up the matter with AG,

¹⁹⁵ Panchayati Raj, Health & Family Welfare, School and Mass Education, Water Resources and Women and Child Development Departments.

Odisha for holding of TCM for settlement of outstanding AGIRs and paragraphs;

- Departments should take care of submitting the compliance notes on the outstanding Audit Paragraphs of C&AG Report and ATNs on PAC recommendations without further delay and report compliance to Finance Department every month;
- The up-to-date pending position should be reconciled with AG on regular basis.
- Finance Department should monitor the position on submission of compliance notes to AG, Odisha and OLA Secretariat by the Departments.

Further, despite decision of Apex Committee to take stringent action against non-production of records, 213 records and 185 compliances to preliminary observation memos were not furnished by four and six departments respectively as on 31 August 2014 for which the Chief Secretary was intimated (September 2014) demi-officially. The position did not improve since 229 records and 244 compliances to preliminary observation memos were still to be furnished by six and 14 departments respectively as on 31 March 2015.

Bhubaneswar
The

(R. Ambalavanan)
Accountant General (G&SSA)
Odisha

Countersigned

New Delhi
The

(Shashi Kant Sharma)
Comptroller and Auditor General of India

Appendices

Appendix 2.1.1
(Reference Paragraph 2.1.7.3)

Statement showing list of idle/ defunct equipment

Name of GMCH	Name of equipment (Department)	Date of installation	Usage of equipment	Cost (₹ in lakh)	Date from which remained idle	Reason of idling/ defunct
VSS MCH	Mammography (Radiology)	25 April 2008	Detection of breast cancer at early stage	28.11	25 April 2008	Poor X-ray image quality
	High Performance Thin Layer Chromatography (Pathology)	June 2007	Measurement of drug concentration	25.16	June 2007	HoD requisitioned (22 January 2007) the equipment without assessing requirement
	Cavitron Ultrasonic Surgical Aspirator	Not installed	For Hepatobiliary and pancreatic resection surgery	99.75	--	No trained personnel available in specialised gastroenterology surgery unit
MKCG MCH	Treadmill (Cardiology)	10 January 2006	Measurement of heart beats	1.34	10 January 2006	Constraints of space
	Polymerase Chain Reaction (Micro-Biology)	September 2011	Quick detection of HIV	45.00	September 2011	Required kits and reagents as well as manpower for operation were not available
	Fundus Camera (Ophthalmology)	9 July 2008	Treatment for eye disease	13.24	November 2012	Pending for repairs for want of funds
	B Scan (Ophthalmology)	30 April 2010		6.50	November 2012	
	Mammography (Radiology)	December 2007	Detection of breast cancer at early stage	28.11	March 2014	Lying idle due to supply of machine procured without requisition by the Principal
	Central Nursing Station	March 2014	To monitor patients of cardiac condition	5.20	March 2014	Lying idle due to lack of manpower and infrastructure
	Bed side monitors	January 2014		6.65	January 2014	
	Blood Gas Analysers	January 2014	Equipment for Coronary Care Unit	3.29	January 2014	
	ICCU Ventilator	March 2014		58.53	March 2014	Due to lack of manpower, infrastructure and central oxygen supply.
	Intra Aortic Balloon pump	May 2014		52.50	May 2014	Due to lack of trained staff
	Bird Ventilator	December 2005		10.59	December 2005	Due to lack of centralised oxygen supply
	Total			383.97		

(Source: Records of concerned GMCHs)

Appendix 2.1.2
(Refer Paragraph 2.1.8.1)

Statement showing GMCH-wise vacancies in the cadre of teaching and non-teaching staff

Cadre	Name of the GMCH	Staff Position as on 31 March 2014			Percentage of vacancies
		Sanctioned strength	Men in position	Vacant	
Professor	SCB MCH	49	47	2	4.08
	VSS MCH	36	29	7	19.44
	MKCG MCH	40	32	8	20.00
	Total	125	108	17	13.60
Associate Professor	SCB MCH	95	80	15	15.78
	VSS MCH	70	60	10	14.28
	MKCG MCH	75	62	13	17.33
	Total	240	202	38	15.83
Assistant Professor	SCB MCH	141	99	42	29.78
	VSS MCH	142	81	61	42.95
	MKCG MCH	110	80	30	27.27
	Total	393	260	133	33.84
Tutor / Senior Resident	SCB MCH	137	123	14	10.21
	VSS MCH	117	59	58	49.57
	MKCG MCH	112	79	33	29.46
	Total	366	261	105	28.68
Grand total of teaching staff		1124	831	293	26.06
Non-teaching staff (Technician, Laboratory Attendants, Store keeper, etc.) in college	SCB MCH	274	172	102	37.22
	VSS MCH	238	157	81	34.03
	MKCG MCH	235	143	92	39.14
	Total	747	472	275	36.81
Doctors in attached hospitals	SCB MCH	89	49	40	44.94
	VSS MCH	53	20	33	62.26
	MKCG MCH	68	27	41	60.29
	Total	210	96	114	54.28
Nursing personnel in attached hospitals	SCB MCH	1029	843	186	18.07
	VSS MCH	684	406	278	40.64
	MKCG MCH	650	442	208	32.00
	Total	2363	1691	672	28.43
Other paramedical staff in attached hospitals (Pharmacists, Radiographers, Laboratory Technicians, Investigators, etc.)	SCB MCH	107	85	22	20.56
	VSS MCH	96	68	28	29.17
	MKCG MCH	79	63	16	20.25
	Total	282	216	66	23.40

(Source: Information furnished by the Government/ Medical Colleges)

Appendix 2.1.3
(Refer Paragraph 2.1.10.6)

Statement showing utilisation and balance stock of medicines at the time of being declared as Not of Standard Quality (NSQ)

Year	Name of the medicines reported as NSQ	Quantity of such medicines received with date	Batch No. of such medicines	Date of expiry of such medicines	Date of Medicines reported as NSQ	Time taken from date of receipt of medicines to date of report of NSQ medicines (in days)	Quantity (per cent) used by the time it was reported as NSQ	Balance quantities of such NSQ medicines
1	2	3	4	5	6	7	8	9
SCB MCH, Cuttack								
2010-11	Inj-Rabeprazole (IV) 20 mg	200 vials (21 September 2010)	EB 01081	30 June 2012	20 December 2010	90	200 vials (100)	Nil
	Inj-Rabeprazole (IV) 20 mg	800 vials (21 September 2010)	EB06102	August 2012	20 December 2010	90	220 vials (28)	580 vials
2013-14	Tab. Aceclofenac IP 100 mg	10000 Tab. (24 August 2013) 6000 tab (21 September 2013)	ACL-006	January 2015	31 December 2013	129	16000 Tab. (100)	Nil
	Inj-Tranexamic Acid 500 mg/ 5 ml (14 March 2014)	800 Amps (17 December 2013)	ZL 2180 (10 December 2013)	August 2015	14 March 2014	87	800 Amps (100)	Nil
	Inj-Tranexamic Acid 500 mg/ 5ml (14 March 2014)	500 Amps (17 December 13)	ZL 2180 (10 December 2013)	August 2015	14 March 2014	87	500 Amps (100)	Nil
	Inj-Tranexamic Acid 500 mg/ 5 ml	1000 Amps (09 January 2014)	ZL 2180 (10 December 2013)	August 2015	14 March 2014	64	1000 Amps (100)	Nil
	Syrup Cetirizine Dihydrochloride 5 mg/ 5 ml	480 Ph. (21 February 2014)	03103-BG41	September 2015	2 April 2014	59	94 Ph. (20)	386 Ph.

Year	Name of the medicines reported as NSQ	Quantity of such medicines received with date	Batch No. of such medicines	Date of expiry of such medicines	Date of Medicines reported as NSQ	Time taken from date of receipt of medicines to date of report of NSQ medicines (in days)	Quantity (<i>per cent</i>) used by the time it was reported as NSQ	Balance quantities of such NSQ medicines
1	2	3	4	5	6	7	8	9
VSS MCH, Burla								
2012-13	Oint. Nitrofurazone (0.2% w/v)	120 jars 05 January 2013	N-1218	31 October 2014	21 February 2013	47	29 jars (24)	91 jars
	Tab. Ciprofloxacin 250 mg	2000 Tab. 02 March 2013	UULT04	31 October 2015	1 June 2013	91	270 Tab. (14 %)	1730 Tab
2013-14	Syp. Salbutamol Sulphate 100 ml Bots.	9920 Bot. 08 October 2013	1305	31 August 2015	2 April 2014	176	480 Bot. (5)	9440 Bot.
	Inj- Diazepam, 5mg/ml	6100 Amps 12 August 2013	3A05121	31 May 2015	23 December 2013	133	1040 Amps. (17)	5060 Amps.
	Tab. Rabeprazole	5400 Tab. 30 September 2013	T5-13319	30 April 2015	23 December 2013	23	4230 Tab. (78)	1170 Tab.
MKCG MCH, Berhampur								
2010-11	Inj-Dexamethasone	22980 vial	I-4652	01 October 2009	7 April 2011		6914 vial (30)	16066 vial
2012-13	Cap. Omeprazole	6000 cap. 15 February 2013	1469	01 December 2013	17 May 2013	91	0	6000 cap.
2013-14	Povidone Iodine Lotion	520 Bot. 10 September 2013	O-117	30 June 2015	23 December 2013	104	0	520 Bot.
	Tab. Ciprofloxacin 250 mg	5000Tab. 15 February 2013	UULT04	01 November 2012 31 October 2015	1 June 2013	106	2400 Tab. (48)	2600 Tab.
	Inj-Amikacin Sulphate (2 ml)	10000 vial 18 May 2013	VI 3003	01 January 2013 01 December 2014	24 December 2013	220	9418 vial (94)	582 vial

(Source: Records of concerned GMCHs)

Appendix 2.2.1
(Refer Paragraph 2.2.9.1)

Statement showing shortage in receipt of NT Books

Name of the District	Academic year	Total requirement of books	Actual receipt of books	Shortage (per cent)
Balangir	2009-10	1264701	546800	717901 (56)
	2010-11	1726877	1064433	662444 (38)
	2011-12	1401364	1116765	284599 (20)
	2012-13	1368164	1210365	157799 (11)
	2013-14	1281563	1258888	22675 (2)
Cuttack	2009-10	NA	NA	NA
	2010-11	NA	NA	NA
	2011-12	1399992	1390949	9043 (0.64)
	2012-13	1326339	1315074	11265 (0.85)
	2013-14	1276658	1296206	19548 (1.53)
Khurda	2009-10	1908119	1291192	616927 (32)
	2010-11	1790303	1083065	707238 (40)
	2011-12	1012606	1043150	-30544 (3)
	2012-13	1516452	1112821	403631 (27)
	2013-14	1551782	NA	NA
Nabarangpur	2009-10	880037	884406	-4369
	2010-11	1070208	984195	86013 (8)
	2011-12	NA	971018	NA
	2012-13	NA	984195	NA
	2013-14	887452	826531	60921 (7)
Nuapada	2009-10	661705	582472	79233 (12)
	2010-11	630756	540717	90039 (14)
	2011-12	548792	544339	4453 (1)
	2012-13	529660	519723	9937 (2)
	2013-14	612336	601395	10941 (2)
Rayagada	2009-10	739956	609226	130730 (18)
	2010-11	809383	632704	176679 (22)
	2011-12	659923	627379	32544 (5)
	2012-13	733283	713074	20209 (3)
	2013-14	680066	614503	65563 (10)

(Source: Records of District Project Coordinators)

NB: NA- Not available

Appendix 2.2.2
(Refer Paragraph 2.2.15)

Statement showing unspent MDM fund with BDOs/ DSWOs

Name of the sample district	Name of the Office	Unspent MDM fund (₹ in lakh)
Balangir	DSWO Balangir	34.86
	BDO Balangir	40.74
	BDO Gudvella	3.78
	BDO Loisinga	15.37
	BDO Muribahal	11.87
Cuttack	DSWO Cuttack	1162.68
	BDO Athgarh	54.72
	BDO Cuttack Sadar	74.31
	BDO Mahanga	78.12
	BDO Tigiria	81.06
Kandhamal	DSWO Kandhamal	171.05
	BDO Tikabali	113.71
	BDO G. Udayagiri	60.75
	BDO K. Nuagaon	154.26
Kendrapara	DSWO Kendrapara	26.78
	BDO Pattamundai	218.43
	BDO Marshaghai	118.87
	BDO Aul(kitchen shed)	59.40
	BDO Mahakalapara	213.20
Puri	DSWO Puri	27.02
	BDO Astaranga	84.05
Total		2805.03

(Source: Records of Block Development Officers and District Social Welfare Officers)

NB: The unspent balance of BDO Puri Sadar and Nimapara not included as cash books was not made available to audit

Appendix 3.1.1
(Refer Paragraph 3.1.9.1)

A. Statement showing non-availability of equipment in the O.T. of DHH Sambalpur

Sl. No.	Name of the equipment	Requirement as per IPHS norm	Availability	Shortage
1	Autoclave H P Horizontal	1	Nil	1
2	Auto Clave H P vertical (2 bin)	4	1	3
3	Operation table Hydraulic major	4	2	2
4	Operation table Hydraulic Minor	4	Nil	4
5	Operation table non-Hydraulic field type	2	Nil	2
6	Operation table orthopedic	1	Nil	1
7	Autoclave vertical single bin	2	1	1
8	Shadow less lamp ceiling type major	2	1	1
9	Shadow less lamp ceiling type minor	1	Nil	1
10	Shadow less lamp stand model	3	Nil	3
11	Focus lamp ordinary	4	Nil	4
12	Steriliser (Big instruments)	3	1	2
13	Steriliser (Medium instruments)	5	Nil	5
14	Steriliser (Small instruments)	5	Nil	5
15	Bowl steriliser Big	3	Nil	3
16	Bowl steriliser Medium	1	Nil	1
17	Suction Apparatus-Electrical	5	1	4
18	Suction Apparatus Foot operated	4	1	3
19	Dehumidifier	1	Nil	1
20	Ultra violet lamp Philips model 4 feet	8	Nil	8
21	Ethylene oxide steriliser	1	Nil	1
22	Microwave steriliser	1	Nil	1

B. Statement showing non-availability of equipment in the labour room of DHH Sambalpur

Sl. No.	Name of the equipment	Requirement as per IPHS norm	Availability	Shortage
1	Room warmer	2	Nil	2
2	Cardio Toco Graphy Monitor	3	Nil	3
3	Crainotomy	2	Nil	2
4	Vaccum extractor metal	2	Nil	2
5	Pulse oxymeter baby and adult	2	Nil	2
6	Cardiac Monitor baby and adult	2	Nil	2
7	Haemoglobino metre	1	Nil	1
8	Glucometer	1	Nil	1
9	Public Address System	1	Nil	1
10	Emergency Resuscitation kit baby	4	3	1
11	Radiant Warmer	3	2	1
12	Foetal Doppler	2	1	1
13	Delivery kit	15	6	9
14	Episiotomy kit	10	6	4
15	Nebulizer baby	4(ICU/ wards)	1	3
16	Weighing machine adult	6	1	5
17	Weighing machine infant	4	1	3
18	Head box for oxygen	6	2	4
19	BP Apparatus and Stethoscope	3+3	1+1	2+2

(Source: Records of CDMO Sambalpur)

Appendix 3.1.2
(Refer Paragraph 3.1.19)
Statement showing details of PMGSY roads that remained incomplete as of August 2014
(Length in km and ₹ in lakh)

Sl. No.	Package No.	Name of road	Awarded value	Date of commencement/ Stipulated date of completion	Length of road awarded	Length of road completed	Expenditure incurred
1	OR-28-63	NH-42 to Barloi	134.95	19 September 2011/ 18 August 2012	3.57	2.267	88.25
2	OR-28-69	NH-42 to Hatibari health home	102.18	19 September 2011/ 18 August 2012	3.50	2.800	83.54
3	OR-28-70	NH-42 to Khandual	123.76	29 September 2011/ 28 September 2012	3.30	2.817	95.24
4	OR-28-76	Keutabeni to Basaloi	157.69	20 September 2011/ 19 August 2012	4.50	0.080	60.54
5	OR-28-94	Ghenupali to Sansahir upto Pebali	127.70	29 October 2011/ 28 September 2012	3.40	1.735	112.17
6	OR-28-96	PWD Road to Arda	119.20	19 September 2011/ 18 August 2012	4.20	3.910	108.70
7	OR-28-97	PWD Road to Phalsapali	99.46	24 August 2012/ 23 August 2013	3.80	2.071	86.83
8	OR-28-107	RD Road to Tileimal	209.91	01 November 2011/ 30 September 2012	6.40	6.085	178.73
9	OR-28-109	Lipinda to Maramjori	180.34	29 October 2011/ 28 September 2012	6.00	5.680	147.94
10	OR-28-112	SH-24 to Saradhapur	183.75	20 September 2011/ 19 August 2012	5.60	5.085	161.44
11	OR-28-116	RD road to Balasingha	27.18	22 December 2011/ 21 December 2012	1.000	0.000	12.51
12	OR-28-119	Pratappur to Kutasingha	194.82	17 March 2012/ 16 March 2013	6.000	0.450	151.14
13	OR-28-129	RD road to Thurupali	53.23	15 March 2012/ 14 March 2013	1.600	1.552	35.92
14	OR-28-129	Tabdabahal to Bhoimunda	70.10	15 March 2012/ 14 March 2013	2.430	2.462	65.41
15	OR-28-139	PWD road to Badmal (Jujumura PWD Road to Badmal)	59.13	22 December 2011/ 21 December 2012	1.950	0.390	18.00

Sl. No.	Package No.	Name of road	Awarded value	Date of commencement/ Stipulated date of completion	Length of road awarded	Length of road completed	Expenditure incurred
16	OR-28-139	PWD road to Tentelkurla	95.40	22 December 2011/ 21 December 2012	3.310	0.940	52.44
17	OR-28-140	PWD road to Debeipali	63.30	02 April 2012/ 01 April 2013	1.950	1.490	53.01
18	OR-28-140	SH-10 to Pardhiapali	55.27	02 April 2012/ 01 April 2013	1.750	1.461	42.95
19	OR-28-145	SH-24 to Kendumal	68.84	24 August 2012/ 23 May 2013	2.200	1.675	37.64
20	OR-28-146	Kaliadihi Kandhkulei	102.76	02 April 2012/ 01 April 2013	3.200	0.000	74.90
21	OR-28-147	Kaliadihi Betjharan	96.17	02 April 2012/ 01 April 2013	3.050	0.240	40.73
22	OR-28-148	RD road to Khokopada	51.12	22 December 2011/ 21 December 2012	1.400	0.240	29.32
23	OR-28-149	RD road to Tiurposh	62.56	23 December 2011/ 22 December 2012	2.310	0.295	32.99
24	OR-28-154	Tabalakata to Khadipali	49.74	02 April 2012/ 01 April 2013	1.860	1.680	40.65
25	OR-28-169	Badfiringibahal to Sandumermunda	111.71	02 March 2012/ 01 March 2013	3.890	0.050	51.34
26	OR-28-170	Marihagarposh to Junani	116.61	02 March 2012/ 01 March 2013	3.330	0.200	92.40
27	OR-28-172	Lolobira Sangiringibahal road	114.49	23 December 2011/ 22 December 2012	3.360	0.000	78.66
28	OR-28-174	NH-06 to Dandeipali	30.22	31 October 2013/ 30 July 2014	1.000	0.000	0.00
29	OR-28-174	NH-06 to Kudopali	43.27	31 October 2013/ 30 July 2014	1.400	0.000	15.14
30	OR-28-176	NH-06 to Kenghati	133.11	31 October 2013/ 30 July 2014	3.300	0.000	38.47
31	OR-28-177	PWD Road to Badipali (Via Phalsapadar)	93.18	07 October 2013/ 06 July 2014	3.100	0.000	10.81
32	OR-28-178	NH-06 to Daspada (Upto Harpriya bahal)	42.16	07 October 2013/ 06 July 2014	1.500	0.000	16.71

Sl. No.	Package No.	Name of road	Awarded value	Date of commencement/ Stipulated date of completion	Length of road awarded	Length of road completed	Expenditure incurred
33	OR-28-178	RD Road to Jhargulunda	87.65	07 October 2013/ 06 July 2014	2.800	0.000	13.40
34	OR-28-179	Tampergarh to Panposi	152.90	31 October 2013/ 30 July 2014	4.250	0.000	34.43
35	OR-28-180	NH-42 to Brisingharh	182.49	31 October 2013/ 30 July 2014	4.000	0.250	44.67
36	OR-28-181	Dhama to Subanpur	185.03	31 October 2013/ 30 July 2014	4.800	0.549	102.54
37	OR-28-182	RD Road to Sadapali	112.99	31 October 2013/ 30 July 2014	3.130	0.430	61.27
38	OR-28-183	NH-42 (Phuljharan) to Mahulpali	82.40	29 October 2013/ 28 July 2014	2.900	0.320	36.13
39	OR-28-184	Laida to Dehuripali	161.80	08 November 2013/ 07 August 2014	5.010	0.300	88.91
40	OR-28-187	Brahmnidihi to Bandabahal	144.67	08 October 2013/ 07 July 2014	4.200	2.240	104.80
41	OR-28-190	Jamujori to Angabira	179.37	07 October 2013/ 06 July 2014	5.000	0.000	113.13
42	OR-28-191	NH-06 to Chhemunda	111.85	31 October 2013/ 30 July 2014	3.600	0.000	55.42
43	OR-28-191	NH-06 to Arjampali	47.92	31 October 2013/ 30 July 2014	1.590	0.050	21.57
Total			483.81		140.44	49.794	2790.79

(Source: Records of RW Division Sambalpur)

Appendix 3.2.1
(Refer Paragraph 3.2.3.6)

Statement showing consolidated figure of test checked 473 cases in 10 Police Stations

Month and year of test checked cases	July 2012	March 2013	Total
Total no. of cases registered (Test checked)	248	225	473
Charge sheets filed	112	102	214
Final Report True but no clue	61	37	98
Pending investigation	75	85	160
Amount of property stolen (in ₹)	5160800	2439896	7600696
Amount of property recovered (in ₹)	1280500	208000	1488500
Received FIR Acknowledgement with signature	188	194	382
Received FIR Acknowledgement with signature and date	11	3	14
Received FIR Acknowledgement with signature without mentioning time	186	194	380
No. of FIRs not entered in the Station Diary	36	17	53
FIRs not handed over to complainant	57	31	88
Response time not noted	177	166	343
Time of registration of FIR not mentioned in the crime index register	4	0	4

(Source: Compiled by Audit from records of test checked Police Stations)

Appendix 3.2.2
(Refer Paragraph 3.2.7.5)

Statement showing position of gun licenses in the test checked PSs

Sl. No.	Name of PS	Total number of licenses	Total number of licenses not renewed	Photographs not pasted against the licensee (No.)
1.	Khandagiri PS	134	1	1
2.	Badagada PS	98	16	4
3.	Laxmisagar PS	176	51	13
4.	Chauliaganj PS	191	72	70
5.	Infocity PS	21	0	NA
6.	Darghabazar PS	29	01	0
Total		649	141	88

(Source: Records of test checked Police Stations)

Appendix 3.3.1
(Refer Paragraph 3.3.2.1)

Statement showing unauthorised extraction of minor minerals from unidentified sources

Sl. No.	Name of the Tahasil	Name of the Circle	Nature of quarry	Name of Mouza	Plot No./ Khata No.	Area involved (in acre)	Quantity of minerals extracted (in cum.)	Rate per cum. (₹)	Royalty recoverable (₹)
1	Bolagarh	Bankoi	Stone (granite)	Benagadia	9/NA	0.025	273	98.78	26967
2	Bolagarh	Bolgarh	Earth	Panchukote	735/233	4.942	40000	27.44	1097600
3	Khariar	Duajhar	Stone (granite)	Kusumal	1352/250	1.230	1000	98.78	98780
4	Khariar	Tukula	Sand	Risigaon	1852/358	5.000	4937	27.44	135471
5	Nuapada	Khariar Road		Bhaisadal	166/667	2.680	350	27.44	9604
6	Nuapada	Sarabanga	Stone (granite)	Haldi	1348/175	0.062	100	98.78	9878
7	Nuapada	Nuapada	Sand	Sakhatara	1691/221	1.470	494	27.44	13555
8	Samakhunta	Rangamatia	Stone (granite)	Rangibhole	75/159	0.300	375	98.78	37043
9	Samakhunta	Rangamatia		Rangibhole	159/9	0.070	960	98.78	94829
10	Samakhunta	Rangamatia		Mahulkorkochia	263/154	0.060	960	98.78	94829
11	Tangi	Bhusandapur		Rasulpur	465/288	1.500	32000	137.20	4390400
12	Tangi	Bhusandapur		Rasulpur	464/286	2.000	60000	137.20	8232000
13	Tangi	Achyutpur		Kuanrakalipatana	1/130	1.600	37740	137.20	5177928
14	Tangi	Achyutpur		Arisal	320/266	0.800	9600	137.20	1317120
15	Tangi	Achyutpur		Krupasindhupur	135/215	0.129	1750	137.20	240100
16	Tangi	Achyutpur		Krupasindhupur	135/215	0.300	3600	137.20	493920
17	Tangi	Achyutpur		Krupasindhupur	135/215	0.350	4200	137.20	576240
18	Tangi	Achyutpur		Krupasindhupur	135/215	0.375	6000	137.20	823200
19	Tangi	Achyutpur		Dudhiajhar	141/76	0.300	3600	137.20	493920
20	Tangi	Achyutpur		Dudhiajhar	2/76	0.300	6000	137.20	823200
21	Tangi	Achyutpur		Dudhiajhar	2/76	0.300	4800	137.20	658560
22	Tangi	Achyutpur		Kamaguru	275/391	0.100	400	137.20	54880
23	Tangi	Bhusandapur		Rasulpur	460/288	2.000	45900	137.20	6297480
Total							25.893	265039	31197504

(Source: Joint Physical Inspection Reports and records of Tahasildars)

Appendix 3.3.2
(Refer Paragraph 3.3.2.3)

Statement showing extraction of minor minerals from unsettled sources

Sl. No.	Name of Tahasil	Revenue Circle	Name of the source	Type of mineral	Mouza	Area in acre	Quantum of minerals extracted/ dumped (in cum)	Rate per cum. (in ₹)	Loss of revenue (in ₹)
1	Bolagarh	Bankoi	Benagadia Black stone quarry B	Black stone	Benagadia	0.500	0		
2	Bolagarh	Manikgoada	Challanpada Black stone quarry	Black stone	Chalanpada	0.5	5	98.78	494
3	Dharmasala	Aruha	Aruha I	Black stone	Aruha	3	2	98.78	198
4	Dharmasala	Aruha	Aruha II	Black stone	Aruha	19.9	1	98.78	99
5	Dharmasala	Balarampur-II	Bichhakhandi 4	Black stone	Bichhakhandi	6.25	2	98.78	198
6	Dharmasala	Balarampur-II	Anjira 12	Black stone	Anjira	6	2	100.78	202
7	Dharmasala	Balarampur-II	Tentol laterite	Lateritestone	Tentol	1.14	2500	137.2	343000
8	Dharmasala	Balarampur-II	BaghuabenaLateriteand moorum	Lateritestone	Tentol	1	4000	137.2	548800
9	Dharmasala	Dankari	Dunkari 7	Black stone	Dankari	7	2	138.2	276
10	Sukinda	Nijigada	Kharadiha	Black stone	Kharadi	4	20	98.78	1976
11	Sukinda	Nijigada	Gundichiposi 1	Black stone	Gundichiposi	8	3	98.78	296
12	Sukinda	Kankadapala	Garamia	Lateritestone	Garamia	5.64	2	137.2	274
13	Sukinda	Nijigada	Ambasara	Lateritestone	Ambasara	2	3	137.2	412
14	Sukinda	Haripur	Naliajhar	Lateritestone	Karadapala	3.94	24000	137.2	3292800
15	Sukinda	Haripur	Bartanda	sand	Bartanda	4	200	27.44	5488
16	Sukinda	Nijigada	Barapala	Lateritestone	Barapala	NA	1600	137.2	219520
17	Kaptipada	Sarat	Sukhapata Hill Stone Quarry (SQ) No.21	Black stone	Sukhapata hill	1	34	98.78	3359
18	Samakhunta	Rangamatia	Mahulikarkachia SQ 'C'	Black stone	Mahulikarkachia	3	13	98.78	1284
19	Samakhunta	Rangamatia	Mahulikarkachia SQ 'A'	Black stone	Mahulikarkachia	3.08	10	98.78	988
20	Samakhunta	Rangamatia	Mahulikarkachia SQ 'B'	Black stone	Mahulikarkachia	3	6	98.78	593
21	Samakhunta	Rangamatia	Rangibhole SQ 'B'	Black stone	Rangibhole	3.2	5	98.78	494
22	Samakhunta	Rangamatia	Rangibhole SQ 'A'	Black stone	Rangibhole	3.2	5	98.78	494
23	Nilagiri	Nilagirisadar	Mirgini SQ No.1	stone	Mirgini	40	225	98.78	22226
24	Nilagiri	Nilagirisadar	Mirgini SQ No.2	stone	Mirgini	40	225	98.78	22226

Sl. No.	Name of Tahasil	Revenue Circle	Name of the source	Type of mineral	Mouza	Area in acre	Quantum of minerals extracted/dumped (in cum)	Rate per cum. (in ₹)	Loss of revenue (in ₹)
25	Nilagiri	Nilagirisadar	Balichua SQ	stone	Sajanagada	1.15	18	98.78	1778
26	Khaira	Kupari	Sarisua SQ No. 99	stone	Sarisua	2	6	98.78	593
27	Khaira	Kupari	Sarisua SQ No. 88	stone	Sarisua	2	6	98.78	593
28	Khaira	Kupari	Sarisua SQ No. 87	stone	Sarisua	2	12	98.78	1185
29	Khaira	Kupari	Sarisua SQ No. 86	stone	Sarisua	2	18	98.78	1778
30	Khaira	Kupari	Sarisua SQ No. 84	stone	Sarisua	2	18	98.78	1778
31	Khaira	Kupari	Sarisua SQ No. 95	stone	Sarisua	4	60	98.78	5927
32	Khaira	Kupari	Sarisua SQ No. 19	stone	Sarisua	19	60	98.78	5927
33	Khaira	Kupari	Sarisua SQ No. 20	stone	Sarisua	10	60	98.78	5927
34	Khaira	Kupari	Sarisua SQ No. 23	stone	Sarisua	1	30	98.78	2963
35	Khaira	Kupari	Sarisua SQ No. 31	stone	Sarisua	2	6	98.78	593
36	Khaira	Kupari	Sarisua SQ No. 100	stone	Sarisua	0.5	60	98.78	5927
37	Khaira	Kupari	Sarisua SQ No. 101	stone	Sarisua	0.5	60	98.78	5927
38	Khaira	Kupari	Sarisua SQ No. 33	stone	Sarisua	2.5	60	98.78	5927
39	Khaira	Kupari	Sarisua SQ No. 14	stone	Sarisua	2	36	98.78	3556
40	Tangi-Choudwar	Mangarajpur	Macchapangi	Lateritestone	Machhapangi	0.33	2123	137.2	291276
41	Tangi-Choudwar	Mangarajpur	Berhampur	Lateritestone	Berhampur	0.5	19822	137.2	2719578
42	Tangi	Achyutpur	Damanbhuin	Lateritestone	Damanbhuin	2.00	1128	137.22	154762
	Total					151.96			7681692

(Source: Joint Physical Inspection Report and records of Tahasilddars)

Appendix 3.3.3
(Refer Paragraph 3.3.2.5)

Statement showing excess extraction of minor minerals

Sl. No.	Name of the Tahasil	Revenue Circle	Name of the source	Authorised area (in acre)	Area of operation (in acre)	Quantum of minerals unauthorisedly extracted (cum.)	Rate per cum. (in ₹)	Loss of revenue (in ₹)
1	Bolagarh	Pichukuli	Nuagaon Laterite stone quarry	1.00	1.50	1419.00	137.20	194687
2	Nischintakoili	Kalamshree	Chitrotpala river sand Jaladia	12.00	14.00	14811.21	27.44	406420
3	Nischintakoili	Bishnupur	Luna River sand Kulasukarpada	10.00	12.00	12327.42	27.44	338264
4	Nischintakoili	Bishnupur	Luna River sand Kulagaonisalo	15.00	17.00	4937.07	27.44	135473
5	Nischintakoili	Bishnupur	Luna River sand Sadhakanagar	2.34	5.00	19698.85	27.44	540536
Total				40.34	49.50	53193.55		1615380

(Source: Joint Physical Inspection of sources and records of Tahasildars)

Appendix 3.3.4

(Refer Paragraph 3.3.3.2)

Statement showing loss of stamp duty due to non-execution and non-registration of agreement deeds

Sl. No.	Name of the Tahasil	No. of sources in which agreement not executed	Sale price of those sources (in ₹)	Loss of stamp duty (in ₹)
1	Bolagarh	33	1184400	59220
2	Dharmasala	2	1124000	56200
3	Hinjilicut	21	5831200	291560
4	Kanisi	35	1880700	94035
5	Kaptipada	32	1567600	78380
6	Khaira	26	1680900	84045
7	Khariar	31	1554200	77710
8	Nilagiri	11	11688100	584405
9	Nischintakoili	6	1750601	87530
10	Nuapada	10	212450	10623
11	Paralakhemundi	19	2004320	100216
12	Rayagada	1	133000	6650
13	Samakhunta	8	2008000	100400
14	Sukinda	5	699000	34950
15	Tangi	24	5613116	280656
16	Tangi-Choudwar	22	2589780	129489
Total		286	41521367	2076069

(Source: Records of Tahasildars)

Appendix 3.3.5
(Refer Paragraph 3.3.4.1)

Statement showing unauthorised extraction and removal of minor minerals both from Government and private land

Name of the Tahasil	Name of source (Mouza)	Plot No./ Khata No.	Revenue Circle	Volume of unauthorised minerals removed (in cum.)	Name of minor mineral	Rate per cum. (₹)	Amount involved (₹)
Tangi-Choudwar	Jemadeipur	1/ 335	Mangarajpur	7642	Laterite stone	137.20	1048482
Tangi-Choudwar	Raghunathprasad	495/ 179	Mangarajpur	17830.97	Laterite stone	137.20	2446409
Tangi-Choudwar	Raghunathprasad	785/938 of 175/38 and 765/934/978 of 175/97	Mangarajpur	16444.53	Laterite stone	137.20	2256190
Nuapada	Haldi	1527/ 50	Sarabanga	368.72	Earth	27.44	10118
Nuapada	Nandapur	1696/ 91	Sarabanga	245.81	Earth	27.44	6745
Nuapada	Dumerpalli	NA	Sarabanga	491.62	Earth	27.44	13490
Nuapada	Parkod	1146/ 79	Parkod	3682.64	Moorum	27.44	101052
Nuapada	Sakhata	452/ 87	Nuapada	245.81	Moorum	27.44	6745
Jatani	Goudakasipur	184/308	Chhatabar	8000	Laterite stone	137.20	1097600
Jatani	Niranjanpur	854/ 551	Kudiyari	270000	Laterite stone	137.20	37044000
Jatani	Kantia	3651 & 3655/ 1543	Kudiyari	315000	Laterite stone	137.20	43218000
Jatani	Harapur	193(70)/ 3	Janla	16000	Moorum	27.44	439040
Darpan	Charinangal	846/ 10	Balichandrapur	28350	Moorum	28.00	793800
Darpan	Manduka	3835/1349	Balichandrapur	2775	Moorum	28.00	77700
Darpan	Manduka	3838/1349	Balichandrapur	300	Moorum	28.00	8400
Total				687377.1			88567771

((Source: Joint Physical Inspection of sources and records of Tahasildars))

Appendix 3.4.1
(Refer Paragraph 3.4.5.2)
Statement showing execution of work without prior acquisition of land

Sl. No.	Name of the Division	Name of the work	Estimated cost (Scheme)	Date of commencement	Scheduled date of completion	Expenditure incurred	Reason for which left incomplete	Remarks
1	Sambalpur	Improvement of water supply to uncovered area of Mahanadi Vihar Dhama road Bhatra in ward no.1 Sambalpur	15.00	16 November 2013	15 January 2014	4.62	Due to land dispute	Balance allotment received during 13-14 surrendered due to non-availability of land.
2	Sambalpur	Improvement of water supply to Padmapur town	692.00	30 March 2013	March 2014	0.70	Alienation of Government land awaited	
3	Sambalpur	Augmentation of water supply to Deogarh town	1965.35	17 July 2011	March 2014	1.50		
4	Sambalpur	Water supply to Barapali town from river Ranj	639.00	20 March 2013	March 2014	0.90		
5	Bhanjanagar	Design, construction, testing and commissioning of 6 MLD capacity conventional water treatment plant at Phulbani Municipality under UIDSSMT	228.62	14 January 2013	14 December 2013	186.09	Due to site problem for approach road.	Land neither alienated nor handed over
6	Bhanjanagar	Design, drawing commissioning and testing including soil testing for construction of 1.50 litres capacity RCC Elevated Storage Reservoir with 18 mtrs staging at G Udayagiri NAC- 2 nos.	50.00	23 March 2013	22 January 2014	22.05	Due to site problem for approach road.	Land neither alienated nor handed over
7	Berhampur	Shifting of water supply pipe line from Dakshinpur WTP to First Gate of Berhampur town.	699.00	31 March 2011	30 September 2011	632.10	Due to land acquisition problem.	Land neither alienated nor handed over
Total			4288.97			847.96		

(Source: Test checked Public Health Divisions)

Appendix 3.4.2
(Refer Paragraph 3.4.5.3)

Statement showing unfruitful expenditure on incomplete works

Sl. No.	Name of the Division	Name of the work	Estimated cost	Date of comment	Scheduled date of completion	Time of expiry from scheduled date of completion	Expenditure incurred	Reason for non-completion
1	Bhanjanagar	Design, construction, testing and commissioning of 3.5 mtr. inside dia RCC intake well with M/S foot bridge pump house and approach road in connection with Augmentation of water supply to Phulbani municipality under UIDSSMT	19.78	24 November 2010	23 July 2011	43 months	17.71	No response from the contractor after several correspondences
2	Berhampur	Design, construction, testing and commissioning of 10 MLD capacity conventional water treatment plant Raw water intake well pump house at Paralakhemundi Municipality	444.12	09 March 2010	8 March 2011	47 months	387.11	No response from the contractor after several correspondences
3	Berhampur	Supply, erection, installation, testing and commissioning of two numbers of vertical turbine raw water pump sets inside intake well at river Mahendra Tanaya near B.N. Palace Paralakhemundi (UIDSSMT)	52.74	04 March 2014	3 May 2014	9 months	19.71	No response from the contractor after several correspondences
4	Berhampur	Laying of 350 mm dia raw water rising main and 200 mm 150 mm and 100 mm dia distribution network in uncovered area of Paralakhemundi town under UIDSSMT	28.45	16 September 2011	15 March 2012	35 months	21.84	No response from the contractor after several correspondences
5	Berhampur	Design, construction, testing and commissioning of 3.50 lakh capacity OGR at hill top near P.M. High School Gopalpur NAC	12.19	15 January 2013	14 May 2013	21 months	10.99	Non response of the contractor

6	Balangir	Improvement of water supply to Bhawanipatna Municipality under RL.TAP (PH-I) (3 Pkgs. in PH-I) (provisions: intake well WTP ESR/ UGR-3 nos. and pump house)	1079.15	18 March 2008	March 2011 (as per revised Estimate)	47 months	1079.00	Due to non-synchronisation of all packages under this project. As such expenditure of ₹ 1079 lakh though incurred on ancillary incomplete works like-WTP ESR etc. intake well was also not completed with expenditure of ₹ 39.93 lakh till January 2015.
7	Balangir	Improvement of water supply to Bhawanipatna Municipality under RL.TAP (PH-I &II) (3 Pkgs. in PH-I & 3 Pkgs. in PH-II)	819.43	3 March 2011 to 3 March 2014	16 May 2011 to 2 June 2014	8 to 45 months	651.23	Slow progress by agencies leading to non-completion of laying of rising main and distributor.
8	Rourkela	Design, construction, testing and commissioning of RCC/MS Footbridge from river bank to pump house over intake well, chowkidar shed, compound wall (60 mtr. long) approach road development and protection of river bank with toe wall levelling and stone patching, etc. relating to the work of Improvement of water supply to National Institute of Technology Rourkela	36.67	16 December 2013	15 June 2014	8 months	23.65	Slow progress due to Poor performance of the contractor
Total			2492.53				2211.24	

(Source: Records of test checked Public Health Divisions)

Appendix 3.5.1
(Refer Paragraph 3.5.2.1)

Statement showing bridges taken up for construction deviating from the BSY guidelines

Sl. No.	Name of the bridge	Name of the concerned Division	Estimated cost	Expenditure incurred	Remarks
			(₹ in lakh)		
1	Bridge over Pathurimunda Nallah at 1 st Km on NH-6 to Bhoipura	Bargarh	139.77	100.49	Existence of bridge within 1.2 Km
2	Bridge over Turturi Nallah on Lathikata Girjatola”	Rourkela	120.07	122.76	Existence of bridge within 2.5 Km
3	Bridge over River Bhaskel at 2 nd km on Dhodra Telkonadi Road	Nabarangpur -II	437.00	0	Existence of bridge within 3.00 km
4	Bridge over Bauli Nallah at 2/700 km on Sankhapur Kaleipada Road	Angul	142.53	129.10	Cross Drainage/Vented Causeway were in existence
5	Bridge over Nadaka Nallah at 3/70 km on Sankhapur-Kaleipada PMGSY Road	Angul	73.15	66.10	Cross Drainage/Vented Causeway were in existence
6	Bridge over Rukuna Nallah at 0/750 km on Kaleipada-Maranda Road	Angul	160.24	147.27	Cross Drainage/Vented Causeway were in existence
7	Bridge over Kharmunda Jore at 2nd km on Kalangapali to Main Canal Road	Bargarh	237.95	201.54	Cross Drainage/Vented Causeway were in existence
8	Bridge over Poloma at 1 st km on Rakhalguda-Papikona Road	Rayagada	102.00	88.53	Length of bridge 20 metre
9	Bridge over local nallah on Kashipur Sikarpai Road	Rayagada	81.00	83.36	Length of bridge 10.77 metre
10	Bridge over local nallah on Telengapadar Dangasorada Chandrapur Road	Rayagada	174.43	0	Length of bridge 21.39 metre
11	Bridge over local nallah at 3 rd km on Naira-Bainguda Road	Rayagada	230.89	46.57	Length of bridge 8.77 metre
12	Bridge over Godadi Nallah	Phulbani	86.72	0	Length of bridge 10.77 metre
13	Bridge over local nallah at 4 th km at Sombapadar Nuagaon Road	Phulbani	75.99	72.09	Length of bridge 22.17 metre
Total			2061.74	1057.81	

(Source: Records of test checked Rural Work Divisions)

Appendix 3.6.1
(Refer Paragraph 3.6.1.1)

Statement showing details of major unauthorised occupations noticed during plots/ sites inspected by RIs in presence of Audit

Sl. No.	Name of Tahasils	Name of RI circle/ village	Encroacher	Area encroached (in acre)	Purpose for which utilising	Period of encroachment (in years)	Bench mark value of land (₹ in lakh)
1	Athgarh	Nidhipur/ Madhabpur	Individual	8	Plantation	15	40.00
2	Athgarh	Nidhipur/ Rahangol	Maheswari Ispat Limited	8.8	Industry	4	61.60
3	Balianta	Pratapsasan/ Pratapsasan	Orissa Power Transmission Corporation Limited	15.000	Commercial Grid Substation	6	1800.00
4	Banarpal	Kumanda	Orissa Power Transmission Corporation Limited	12.9	Commercial	5	258.00
5	Banarpal	Gotamara	Panchagarh Somanath Singh Jagadev Mahavidyalaya Banarpal	13.96	Educational institution	29	279.20
6	Barang	Ramdaspur Ratagarh	Individual	7.47	Religious	NA	224.10
7	Bramhagiri	Torana/ Kapileswarpur	Yuvaparishad of Torana village	5	Plantation of acasia.jhaun	NA	2.80
8	Bramhagiri	Sunamuihi Keutakudi	Individual	7.22	Plantation	2	43.32
9	Danagadi	Telkoni	Jhadeswar Degree College Telkoni	7.2	Educational Institution	NA	15.84
10	Darpan	Darpanigarh	Individual	7	NA	4.42	17.787
11	Darpan	Sailpada	Banamali College	5.2	Educational institution	NA	41.47
12	Dharmasala	Mahiswara/ Dankari	Individual	7.07	Cultivation	6	8.13
13	Dhenkanal	Bhapur/ Bimbol	Individual	5.34	Chimney Bricks	8	8.81
14	Dhenkanal	Bhapur/ Uparnatakata	Individual	5.56	Plantation	7	7.78
15	Dhenkanal	Bhapur/ Koilipangi	Debendra Satapathy Memorial College Koilipangi Dhenkanal	6.25	Educational institution	NA	17.19
16	Dhenkanal	Kankadapal/ Bebartakateni and Kashipada	Panchayat College of Science & Technology Gengutia Dhenkanal	7.92	Educational institution	24	57.87

Sl. No.	Name of Tahsils	Name of RI circle/ village	Encroacher	Area encroached (in acre)	Purpose for which utilising	Period of encroachment (in years)	Bench mark value of land (₹ in lakh)
17	Dhenkanal	Sadar/ Mahisiapat	Montfort School	7.97	Educational institution	Since long	569.86
18	Hindol	Paika Puruna Kote/ Sarapa	M/s Bhusan Steels and Strips Limited	19.82	Industry	0.66	119.91
19	Hindol	Paika Puruna Kote/ Raghunathpur	M/s Bhusan Steels and Strips Limited	30.46	Industry	0.66	184.28
20	Hindol	Babandha/Jamuchakada	Seven individuals	42.44	Plantation	8.33	163.39
21	Jatani	Jatani Badanugaon	Individual	5.000	Boundary wall and building	3	406.25
22	Jatani	Jatani Ramachandarapur	Jatani College, Jatani	10.000	Educational Institution	29	812.5
23	Jatani	Gangapada/ Paniora	Mahavir Institute of Engineering, Paniora	26.455	Educational institution	7	1775.13
24	Jatani	Uttarmunda Muhan	Janla M.E. School	6	Educational institution	56	468.00
25	Kamakhyanagar	Kamakhya Nagar/ Saradhapur and Altuma	Kamakhya Nagar College	18.38	Educational institution	27	257.32
26	Khurda	Khurda/ Jajarsingh	Seven Day Adventist Higher Secondary School	5.775	Educational institution	20	825.83
27	Odapada	Mangalpur	GMR Energy Limited	7.5	Industrial Road and Main gate	8	131.25
28	Odapada	Sibapur	Bhusan Steel & Strips Limited	8.14	Industrial Dumping Yard	5	73.26
29	Odapada	Motonga/ K. Prasad	Brahmani Public School	8.75	Educational institution	6.08	127.75
30	Odapada	Motonga/ K. Prasad	M/s Rabiram Vinimay	10.61	Industry	5.08	154.9
31	Odapada	Motonga/ Narendrapur	M/S Bhusan Steel & Strips Limited	16.32	Industry	14	301.92
32	Odapada	Motonga/ K. Prasad	M/s VP Lanco	21.02	Industry	6.08	306.89
33	Panposh	Kuarmunda/	Deepak Sponge Limited	7	Industry	11	294.00

Sl. No.	Name of Tahasils	Name of RI circle/ village	Encroacher	Area encroached (in acre)	Purpose for which utilising	Period of encroachment (in years)	Bench mark value of land (₹ in lakh)
34	Panposh	Kuarmunda/ Chardihariharpur	Adhunik Metalik Limited	63.31	Industry	1	316.55
35	Rajgangpur	Mandiakudar	Purusottam College of Engineering & Technology	11.499	Educational Institution	12	379.46
36	Rairakhol	Barbank/ Rampur	Balaji Info tech	10.88	Stone crusher	NA	152.32
37	Saintala	RI Circle Belgaon Mouza- Kusumkhal	UG Mohavidyalaya	5	Educational institution	13	2.30
38	Saintala	RI Circle Ghunsar Mouza-Deuli	PS Junior College Ghunsar	5	Educational institution	7	5.45
39	Saintala	RI Circle Belgaon Mouza- Bhikabahal	Individual	6.1	Residential	NA	1.04
40	Saintala	RI Circle Ghunsar Mouza-Dumermunda	Individual	6.6	Cultivation	NA	1.25
41	Sundargarh	Kundukela	Vesaj Rambhabati College Kendukela	9.08	Educational Institution (College)	16	19.97
42	Tangi-Choudwar	Narasinghpur	Mahanta Jalouka Ashram	5.140	Religious place	25	10.28
43	Tangi-Choudwar	Agrahat	Agrahat Sports Club Agrahat	5.300	Club	10	106.00
44	Tangi-Choudwar	Tangi Choudwar	Individual	6	Cultivation	26	780.00
45	Tangi-Choudwar	Tangi Choudwar	Individual	6.86	Boundary	31	891.80
46	Tangi-Choudwar	Tangi Choudwar	Individual	11.2	Others	31	1456.00

(Source: Records of test checked Tahasils and results of joint physical inspection)

Appendix 3.6.2
(Refer Paragraph 3.6.2.5)

Statement showing details of non-utilisation of allotted land

Sl. No.	Lease case No./ year	Name of lessee/ Tahasil	Sanction order No. and date	Date of handing over of land	Stipulated period for utilisation as per sanction order/ lease deed	Name of circle/ Village	Khata/ Plot No./ <i>Kissam</i>	Area sanctioned (in acre)	Purpose for which lease was sanctioned
1	5/83 448/83	Shiba Mechanical Bricks Private Limited/ Bhubaneswar	5848/ 28 July 1986	26 November 1987	3 years	Paikarapur/ Bidyadharpur	32/18/ Jungle	5.000	Preparation of bricks
2	1/95	Bharat Petroleum Corporation Limited/ Bhubaneswar	2415/ 28 September 2001	02 November 2001	Cannot be used for other purpose	Darpan Tahasil R.I. Chhatia, Vill- Chhatia	402/1470/ 1101 patita	0.600	Petrol pump
3	49/09	Orbit Motors/ Jharsuguda	416/ 24 March 2008	08 June 2011	3 yrs	Jharsuguda- TU No.7	503/1029/ 7011(P)	4.000	Infrastructure Development
4	1985	IDCO/ Patnagarh	1155/ 21 May 1985	23 May 1985	NA	Patnagarh	606/4277 607608/42 78798563/ 378760660 860961161 8/A610	10.291	Industrial purpose
5	05/06	IDCO/ Puri	908/ 20 March 2007	22 February 2008	NA	Balukhanda- 151	533/1439(P)1560(P)	36.820	Industrial development
6	02/08	M/s Adhunik Metaliks Limited/ Rourkela	670/ 09 March 2010	06 May 2010	3 years	RTU-42	111/32P 33P 34P 70P 76P 77P 71/336P	1.000	R&D Centre and hostel
7	67/05	Pluto Plaza Private Limited/ Rourkela	476/ 03 June 2009	24 December 2009	3 years	RTU-4 Chhend	3/9510510 610794P 96P	3.880	Construction of Multiplex & Shopping Complex

8	02/07	IDCO/ Sambalpur	268/ 29 March 2007	25 November 2008	NA	Basantapur	68/402 391/598 403/651/ Patita	100.000	Industrial
9	24.02.11	IDCO/ Vyasagar	31 July 2009	24 February 2011	NA	Mandapada	106/178/ AJA	14.200	NA
10	14.08. 2009	VITTSE Motors/ Rajgangpur	1884/ 12 August 2009	09 October 2009	3 years	Kansbahal	128/10991 1001098/1 4251212P/ Goda-1 and Patita	3.390	Auto mobile body building repair and service
11	19.1.12	Indian Oil Corporation/ Rajgangpur	3374/ 19 November 2011	19 January 2012	3 years	Rumabahal	119/429/ Goda-II	0.610	Motor operated valve station
12	19.1.12	Indian Oil Corporation/ Rajgangpur	2822/ 17 September 2011	19 January 2012	3 years	Laing	361/ 1179 3145 Patita	0.310	Motor operated valve station
Total								180.101	

(Source: Records of test checked Tahasils/ Sub Registrar office concerned and results of joint physical inspection)

Appendix 3.6.3
(Refer Paragraph 3.6.3.7)

Statement showing details of pending conversion cases in test checked Tahasils

Sl. No.	Name of Tahasil	Number of cases checked	Period of pendency		Penalty leviable (in ₹)
			Minimum (in days)	Maximum (in days)	
1.	Balianta	11	821	1068	55000
2.	Banrpal	10	510	867	50000
3.	Baranga	10	180	480	50000
4.	Bhubaneswar	14	365	730	70000
5.	Balangir	11	132	964	55000
6.	Brahmagiri	7	98	1075	35000
7.	Dhenkanal	7	86	336	35000
8.	Gop	7	75	327	32500
9.	Hindol	8	86	448	40000
10.	Jatani	14	84	587	70000
11.	Jharsuguda	5	68	1004	22000
12.	Kamakhyanagar	10	88	438	50000
13.	Khurda	11	973	1165	55000
14.	Nimapara	10	231	595	50000
15.	Odapada	10	522	1046	50000
16.	Panposh	10	102	3229	50000
17.	Patnagarh	11	196	865	55000
18.	Puri	9	270	856	45000
19.	Rajgangpur	10	483	964	50000
20.	Rairakhol	9	98	993	45000
21.	Rengali	2	1465	1474	10000
22.	Rourkela	10	139	871	50000
23.	Sambalpur	20	230	1083	100000
24.	Vyasnagar	10	86	1066	50000
	Total	236			1174500

(Source: Compiled from records of Tahasildars)

Appendix 3.6.4
(Refer Paragraph 3.6.4.3)

Statement showing details of non-initiation of *suo motu* mutation cases by Tahasildars

Sl. No.	Name of Tahasils checked	Number of Form 3 sent by sub-registrars to Tahasildar			No. of mutation cases initiated <i>suo motu</i> by the Tahasildars
		Online	Offline	Total	
1.	Angul	1468	10610	12078	0
2.	Athgarh	2694	6562	6562	80
3.	Balangir	1060	6412	7472	6412
4.	Balianta	2027	0	2027	0
5.	Banarpal	1792	0	1792	1792
6.	Baranga	1279	1019	2298	0
7.	Bhubaneswar	21289	0	21289	0
8.	Brahmagiri	625	3806	4431	0
9.	Cuttack	8898	1893	10791	0
10.	Danagadi	190	137	327	0
11.	Darpan	157	1759	1916	130
12.	Dharmasala	366	4254	4620	0
13.	Dhenkanal	5803	18332	24135	0
14.	Gop	0	58	58	58
15.	Hindol	3002	6690	9692	0
16.	Jajpur	2220	5222	5222	0
17.	Jatani	6039	8349	14388	0
18.	Kamakhyanagar	2265	5259	5259	4373
19.	Khurda	3606	8933	12539	0
20.	Likera	624	0	624	0
21.	Nimapara	839	6003	6842	383
22.	Odapada	1495	8205	9700	0
23.	Pallahada	0	1498	1498	1285
24.	Patnagarh	1540	2130	3670	703
25.	Pipili	9161	0	9161	0
26.	Puri	5179	18439	18482	0
27.	Rajgangpur	456	1732	1732	0
28.	Rairakhol	NA	NA	462	0
29.	Rengali	0	507	507	0
30.	Rourkela	1075	16	1091	0
31.	Sambalpur	5786	11236	11236	0
32.	Tangi-Chowdwar	NA	NA	21547	0
33.	Vyasnagar	5034	10056	15090	0
Total		95969		248538	15216

(Source: Records of Tahasildars and Sub-Registrars)

Appendix 3.8.1
(Refer Paragraph 3.8.4)

Statement showing utilisation of user fee for unauthorised purposes

Name of the hospital	Type of expenditure	Period	Amount (in ₹)
Capital Hospital Bhubaneswar	Regular remuneration	2011-12 to 2013-14	1495431
	Printing expenses	2011-12 to 2013-14	1048030
	Advertisement	2011-12 to 2013-14	169483
	Toner for Xerox machine	2011-12 to 2013-14	35239
	Opening of hospital website	2011-12 to 2013-14	27640
	Furniture	2011-12 to 2013-14	326622
	Telephone	2011-12 to 2013-14	3392
	Sub Total		3105837
District Headquarter Hospital Khurda	Printing charges	2011-12 to 2013-14	265055
	Broadband connection	2011-12 to 2013-14	13035
	Construction of entrance gate	2011-12 to 2013-14	37980
	Cartridge refilling	2011-12 to 2013-14	12950
	Furniture	2011-12 to 2013-14	165706
	Sub Total		494726
Rourkela Government Hospital Rourkela	Transport charges given to RSBY patients	2011-12 to 2013-14	202000
	Diesel payment	2011-12 to 2013-14	7635
	Travelling allowance	2011-12 to 2013-14	1800
	Sub Total		211435
District Headquarter Hospital Bargarh	Printing	2011-12 to 2013-14	411483
	Telephone and internet	2011-12 to 2013-14	29003
	Furniture	2011-12 to 2013-14	46645
	Painting and advertisement	2011-12 to 2013-14	19299
	Sub Total		506430
District Headquarter Hospital Balangir	Printing charges	2011-12 to 2013-14	491505
	Painting and signage	2011-12 to 2013-14	19364
	Repair of CDMO quarter and partition wall	2011-12 to 2013-14	27256
	Furniture	2011-12 to 2013-14	12110
	Sub Total		550235
District Headquarter Hospital Jajpur	Printing charges	2011-12 to 2013-14	558215
	Beautification of hospital	2011-12 to 2013-14	2532
	Signage	2011-12 to 2013-14	1200
	Office contingency	2011-12 to 2013-14	18912
	Advertisement	2011-12 to 2013-14	27625
	Sub Total		608484
District Headquarter Hospital Koraput	Printing charges	2011-12 to 2013-14	566902
	Remuneration of telemedicine technicians.	2011-12 to 2013-14	165000
	Telephone bill of hospital	2011-12 to 2013-14	81290
	Audit charges	2011-12 to 2013-14	92054
	Postage stamp	2011-12 to 2013-14	3000
	LCD TV at Seminar Hall	2011-12 to 2013-14	51300
	Sub Total		959546

SCB MCH Cuttack	Hire charges of vehicle	2012-13	58979
	Hire charges of vehicle	2013-14	248017
	Sub Total		306996
VSS MCH Burla	MCI inspection charges	2011-12	2400000
	Hire charges	2011-12	8000
	Hire charges	2012-13	34500
	Hire charges	2013-14	42881
	Labour license fee of outsourcing agency	2012-13	10000
	Sub Total		2495381
	Grand total		9239070

(Source: Compiled by Audit from records of audited entities)

Appendix 3.12.1
(Refer Paragraph 3.12)

**Statement showing year-wise break up of outstanding Inspection Reports/ Paragraphs
issued up to March 2014 but not settled by June 2014**

Year	Inspection Reports	Paragraphs
	No.	No.
1980-81	5	25
1981-82	3	11
1982-83	5	8
1983-84	7	19
1984-85	11	37
1985-86	10	28
1986-87	27	81
1987-88	32	78
1988-89	48	80
1989-90	42	102
1990-91	61	149
1991-92	115	290
1992-93	107	270
1993-94	122	358
1994-95	191	535
1995-96	217	628
1996-97	225	701
1997-98	253	819
1998-99	323	880
1999-00	324	1028
2000-01	325	1000
2001-02	354	1032
2002-03	372	1267
2003-04	506	1845
2004-05	486	1806
2005-06	467	1463
2006-07	660	2377
2007-08	935	3539
2008-09	1041	4861
2009-10	1176	5831
2010-11	1326	7610
2011-12	457	2420
2012-13	106	962
2013-14	56	596
Total	10395	42736

Appendix 3.12.2
(Refer Paragraph 3.12)

**Statement showing Inspection Reports/ Paragraphs issued up to March 2014
but not settled by June 2014**

Sl. No.	Name of the Department	Reports awaiting settlement (up to June 2014)		Reports awaiting settlement for more than 10 years		Reports to which first reply not received
		No. of Reports	No. of paragraphs	No. of Reports	No. of paragraphs	No. of Reports
1	Culture	28	94	9	24	0
2	Finance	22	49	4	4	2
3	Food Supplies & Consumer Welfare	152	408	6	6	30
4	General Administration	10	28	3	11	0
5	Health & Family Welfare	1093	3158	465	1292	201
6	Higher Education	331	1557	89	267	89
7	Home	114	279	20	38	3
8	Housing & Urban Development	321	3844	48	677	237
9	Information & Public Relations	70	211	25	57	14
10	Information Technology	10	75	3	15	1
11	Labour and Employees' State Insurance	31	121	1	1	0
12	Law	100	268	30	86	27
13	Panchayati Raj	3636	18176	1193	4303	70
14	Parliamentary Affairs	15	40	5	9	1
15	Planning & Coordination	62	220	9	28	16
16	Public Enterprises	2	6	0	0	0
17	Public Grievances & Pension Administration	2	3	0	0	2
18	Revenue & Disaster Management	1707	4407	600	1282	313
19	Rural Development	431	1570	110	181	53
20	School & Mass Education	1068	3305	488	1272	250
21	Science & Technology	14	80	7	29	1
22	ST & SC Development Minorities & Backward Classes Welfare	366	1738	122	254	48
23	Sports & Youth Services	39	128	20	62	36
24	Women & Child Development	771	2971	428	1373	261
Total		10395	42736	3685	11271	1655

Appendix 3.12.3
(Refer Paragraph 3.12)

Statement showing serious irregularities noticed and reported in the Inspection Reports

Sl. No.	Name of the objection	Number of paragraphs	Amount (₹ in crore)
A. Non-compliance with rules and regulations			
1.	Infructuous/Unfruitful/Avoidable expenditure/ extra liability/ excess expenditure	520	561.50
2.	Inadmissible/irregular payment	185	188.53
3.	Advance payment/less recovery of advance	141	1903.11
	Sub-total (A)	846	2653.14
B. Audit against propriety/ expenditure without justification			
4.	Excess payment to firms/contractors	44	10.07
5.	Loss misappropriation and shortage of stores	253	261.39
6.	Unauthorised expenditure	51	103.26
7.	Undue financial aid to contractors/firms	54	86.34
	Sub-total (B)	402	461.06
C. Persistent and pervasive irregularities			
8.	Idle store/ surplus/ unserviceable store/ blockage of Government money	188	219.02
9.	Non-submission of Utilisation Certificates	16	280.11
10.	Amount retained in Civil Deposits	9	4.03
11.	Retention of undisbursed amount	154	78.44
12.	Demurrage/ penalty	23	16.08
13.	Miscellaneous/ doubtful expenditure/ non-submission of vouchers/ overdrawals, etc.	36	320.55
14.	Stamped receipt/ acknowledgement wanting	3	0.12
15.	Loans/ advances not recovered	22	47.04
16.	Short/ non-realisation of Government dues	404	693.50
	Sub-total (C)	855	1658.89
D. Failure of oversight/ governance			
17.	Irregular purchase/ non-accountal of stock/ non- adjustment of cost of materials	22	0.88
18.	Non-recovery of dues from firms/ contractors and others	54	360.33
19.	Under utilisation of departmental machinery	106	11.23
	Sub-total (D)	182	372.44
	Grand total (A+B+C+D)	2285	5145.53

Appendix 3.12.4
(Refer Paragraph 3.12.1)
Statement showing Department-wise analysis of non-submission of explanatory notes in respect of paragraphs including Performance Audit/ Reviews included in the Audit Reports as on 30 September 2014

Sl. No.	Department	2000-01	2001-02	2003-04	2004-05	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	Total (in numbers)
1	Higher Education	3.16	3.8	-	-	-	-	-	3.4.2.1 2.4 (R)	-	-	03 R-01
2	Health & Family Welfare	-	-	-	-	-	-	-	-	-	3.3	01
3	Housing & Urban Development	-	-	-	-	-	3.3 (R)	3.1.3 3.2.2 8.8 (RR)	3.2.2 3.2.4	3.8	2.2 (R)	06 R-02
4	Planning & Coordination	-	-	3.3 (R)	-	KBK (R) (SA)	-	-	-	-	2.2 (R) Boudh (SA)	R-04
5	Rural Development	-	-	3.3 (R)	-	-	-	-	-	3.2	-	01
6	Culture	-	-	-	-	-	-	-	-	3.13	-	01
7	Finance	-	-	-	-	-	-	-	-	8.2 (R) (RR)	-	R-01
8	Food Supplies & Consumer Welfare	-	-	-	3.1 (R)	-	-	-	-	-	3.5	01 R-01
9	General Administration	-	-	-	-	-	-	-	-	-	2.1(R)	R-01
10	Revenue & Disaster Management	-	-	-	-	-	-	-	-	-	4.3.1.1 (RR) 4.3.1.2 (RR) 4.3.2(RR)	03
11	School & Mass Education	-	-	3.3(R)	-	-	-	-	-	-	-	0
Total		01	01	R-01	R-01	R-01	R-01	03	03 R-01	03 R-01	05 R-04	16 R-10

R –Performance Reviews; RR-Revenue Receipt; Coml.- Commercial; SA-Stand Alone
Para 3.3 (R)/ 2003-04 relates to S&ME, H&FW, PR, P&C and RD Department and taken as one para under P&C Department.

Appendix 3.12.5

Refer Paragraph 3.12.2

Statement showing Department-wise position of Action Taken Notes (ATNs) on Recommendations of PAC (10th Assembly to 14th Assembly) including pending for discussion as on 30 September 2014

(Recommendations and ATNs: in number)

Sl. No.	Name of the Department	10 th Assembly (1990-1995)		11 th Assembly (1995-2000)		12 th Assembly (2000-2004)		13 th Assembly (2004-2009)		14 th Assembly (2009-2014)		Total	
		Total recom-mendations	ATNs not received	Total recom-mendations	ATNs not received	Total recom-mendations	ATNs not received	Total recom-mendations	ATNs not received	Total recom-mendations	ATNs not received	Total recom-mendations	ATNs not received
1	Finance	Nil	Nil	4	Nil	Nil	Nil	Nil	Nil	Nil	Nil	4	4
2	Food Supplies & Consumer Welfare	Nil	Nil	Nil	Nil	23	Nil	17	Nil	Nil	Nil	40	40
3	General Administration	13	Nil	5	Nil	Nil	Nil	7	Nil	Nil	Nil	25	25
4	Health & Family Welfare	23	Nil	35	3	11	Nil	17	Nil	Nil	Nil	86	83
5	Higher Education	20	1	5	Nil	11	Nil	Nil	Nil	Nil	Nil	36	35
6	Home	8	Nil	23	Nil	13	Nil	Nil	Nil	Nil	Nil	44	44
7	Housing & Urban Development	30	1	28	Nil	5	Nil	18	Nil	Nil	Nil	81	80
8	Information & Public Relations	2	Nil	7	Nil	Nil	Nil	Nil	Nil	Nil	Nil	9	9
9	Labour & ESI	Nil	Nil	Nil	Nil	15	Nil	1	Nil	Nil	Nil	16	16
10	Law	5	Nil	6	1	Nil	Nil	18	5	Nil	Nil	29	23
11	Panchayati Raj	4	Nil	1	Nil	2	Nil	2	Nil	4	Nil	13	13
12	Planning & Coordination	9	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	9	9

Sl. No.	Name of the Department	10 th Assembly (1990-1995)		11 th Assembly (1995-2000)		12 th Assembly (2000-2004)		13 th Assembly (2004-2009)		14 th Assembly (2009-2014)		Total		
		Total recom-mendations	ATNs not received	Total recom-mendations	ATNs not received	Total recom-mendations	ATNs not received	Total recom-mendations	ATNs not received	Total recom-mendations	ATNs not received	Total recom-mendations	ATNs not received	ATNs pending for discussion
13	Public Enterprises	Nil	Nil	Nil	Nil	3	Nil	Nil	Nil	Nil	Nil	3	Nil	3
14	Revenue & Disaster Management	10	Nil	18	1	Nil	Nil	11	Nil	Nil	Nil	39	1	38
15	Rural Development	51	4	18	4	Nil	Nil	16	7	4	4	89	19	70
16	ST & SC Development and Minorities & Backward Welfare	Nil	Nil	8	Nil	Nil	Nil	Nil	Nil	Nil	Nil	8	Nil	8
17	School & Mass Education	25	Nil	4	Nil	16	Nil	Nil	Nil	Nil	Nil	45	Nil	45
18	Science & Technology	Nil	Nil	7	Nil	Nil	Nil	Nil	Nil	Nil	Nil	7	Nil	7
19	Sports & Culture	Nil	Nil	5	Nil	Nil	Nil	Nil	Nil	Nil	Nil	5	Nil	5
20	Women & Child Development	33	Nil	1	Nil	Nil	Nil	Nil	Nil	2	2	36	2	34
Total		233	6	175	9	99	0	107	12	10	6	624	33	591

Appendix 3.12.6
(Refer Paragraph 3.12.3.2)

Statement showing number of IRs/ Paragraphs settled during TC meetings

Sl.No.	Name of the Department	No. of TC meetings held during 2013-14	No. of IRs settled in TC meeting	No. of Paragraphs settled in TC meeting
1	Food Supplies and Consumer Welfare	4	1	19
2	Health & Family Welfare	14	181	691
3	Higher Education	5	8	73
4	Home	5	10	35
5	Panchayati Raj	23	82	968
6	Revenue and Disaster Management	30	58	182
7	Rural Development	1	0	6
8	ST & SC Development Minorities & Backward Classes Welfare	2	2	24
9	School & Mass Education	13	23	121
10	Women & Child Development	12	38	153
Total		109	403	2272

Appendix 3.12.7
(Refer Paragraph 3.12.3.2)

**Statement showing Departments which did not conduct TC meetings and IRs/
 Paragraphs remaining unsettled**

Sl.No.	Name of the Department	Reports awaiting settlement (up to June 2014)	
		No. of Reports	No. of paragraphs
1	Culture	28	94
2	Finance	22	49
3	General Administration	10	28
4	Housing & Urban Development	321	3844
5	Information & Public Relations	70	211
6	Information Technology	10	75
7	Labour and Employees' State Insurance	31	121
8	Law	100	268
9	Parliamentary Affairs	15	40
10	Planning & Coordination	62	220
11	Public Enterprises	2	6
12	Public Grievances & Pension Administration	2	3
13	Science & Technology	14	80
14	Sports & Youth Services	39	128
Total		726	5167

Glossary

Glossary of abbreviations

ACP	Assistant Commissioner of Police
AIDS	Acquired Immune Deficiency Syndrome
AIP	Annual Implementation Plan
AIPL	Agmatel India Private Limited
ALS	Advance Life Support
APL	Above Poverty Line
ASER	Annual Status of Education Report
ASI	Assistant Sub-Inspector
ATMA	Agriculture Technology Management Agency
ATN	Action Taken Note
AWC	Anganwadi Centre
BAP	Block Action Plan
BDO	Block Development Officer
BDPA	Bhubaneswar Development Plan Area
BEO	Block Education Officer
BFAC	Block Farmers Advisory Committee
BG	Block Grant
BGJY	Biju Gram Jyoti Yojana
BIS	Bureau of Indian Standards
BLS	Base Line Survey
BoD	Bio Chemical Oxygen Demand
BOR	Bed Occupancy Rate
BPL	Below Poverty Line
BPRD	Bureau of Police Research and Development
BRC	Block Resource Centre
BSY	Biju Setu Yojana
C&AG	Comptroller and Auditor General
CAL	Computer Aided Learning
CAMPA	Compensatory Afforestation Fund Management and Planning Authority
CBD	Common Bile Duct
CC	Concrete-Cement
CCE	Continuous and Comprehensive Evaluation
CCTV	Closed Circuit Television
CD	Cross Drainage
CDA	Cuttack Development Authority
C-DAP	Comprehensive District Agriculture Plan
CDMO	Chief District Medical Officer
CDP	Comprehensive Development Plan
CE	Chief Engineer
CHC	Community Health Centre
CP	Commissioner of Police
CPHEEO	Central Public Health and Environmental and Engineering Organisation
CPU	Clinical Pharmacology Unit
CRCC	Cluster Resource Centre Coordinator
CRL	Central Research Laboratory

CRSP	Central Rural Sanitation Programme
CSC	Common Service Centre
CSO	Civil Supplies Officer
CSP	Centrally Sponsored Plan
CTVS	Cardio Thoracic and Vascular Surgery
DA	Development Authority
DAAP	District Agriculture Action Plan
DAO	District Agriculture Officer
DAP	District Annual Plan
DBCS	District Blindness Control Society
DCP	Deputy Commissioner of Police
DDA	Deputy Director of Agriculture
DEC	District Electrical Committee
DEE	Directorate of Elementary Education
DEO	District Education Officer
DFO	Divisional Forest Officer
DGP	Director General and Inspector General of Police
DGS&D	Director General of Supplies and Disposal
DHH	District Headquarters Hospital
DHS	Director of Health Service
DIPL	Dell India Private Limited
DLMC	District Level Monitoring Committee
DLMRC	District Level Monitoring and Review Committee
DLSWCA	District Level Single Window Clearance Authority
DLVMC	District Level Vigilance and Monitoring Committee
DMC	Departmental Monitoring Committee
DMET	Director of Medical Education and Training
DPC	District Project Coordinator
DPMU	District Planning and Monitoring Unit
DPR	Detailed Project Report
DRDA	District Rural Development Agency
DRIT	Dhenkanal Regional Improvement Trust
DSC	Departmental Storage Centre
DWSC	District Water and Sanitation Committee
DWSM	District Water and Sanitation Mission
EC	Environmental Clearance
EE	Executive Engineer
EI	Educational Institution
EIC	Engineer-in-Chief
EMRI	Emergency Management and Research Institute
ENT	Ear Nose and Throat
EO	Executive Officer
EOI	Expression of Interest
FCI	Food Corporation of India
FF	Farmers Friend
FIR	First Information Report
FPS	Fair Price Shop
FS&CW	Food Supplies and Consumer Welfare

FSD	Food Storage Depot
G2C	Government to Citizen
GA	General Administration
GAD	General Alignment Drawing
GB	Giga Byte
GER	Gross Enrolment Ratio
GIA	Grants-in-Aid
GMCH	Government Medical Colleges and Hospital
GoI	Government of India
GoO	Government of Odisha
GP	Gram Panchayat
GPS	Global Positioning System
GS	Gana Sikshyak
H&FW	Health and Family Welfare
H&UD	Housing & Urban Development Department
HFL	High Flood Level
HG	Home Guard
HIV	Human Immuno-deficiency Virus
HoD	Heads of Department
HPC	High Power Committee
IAY	Indira Awaas Yojana
ICAR	Indian Council of Agricultural Research
ICCU	Intensive Coronary Care Unit
ICDS	Integrated Child Development Services
ICU	Intensive Care Unit
IDCO	Odisha Infrastructure Development Corporation
IHHL	Individual Household Latrines
IIC	Inspector-in-Charge
IMCA	Indian Medical Council Act
IO	Investigating Officer
IPC	Indian Penal Code
IPHS	Indian Public Health Standards
IPR	Industrial Policy Resolution
IR	Inspection Report
IRC	Indian Road Congress
IRP	Iron Removal Plant
IS	Indian Standard
IT	Improvement Trust
ITBP	Indo Tibetan Border Police
JNNURM	Jawaharlal Nehru National Urban Renewal Mission
JPI	Joint Physical Inspection
KPI	Key Performance Indicator
LI	Lift Irrigation
LPCD	Litre per capita per day
MBBS	Bachelor in Medicine and Bachelor in Surgery
MBPY	Madhu Babu Pension Yojana
MCH	Medical College Hospital
MCI	Medical Council of India

MCR	Modern Control Room
MD	Mission Director
MDM	Mid Day Meal
MDR	Major District Road
MET	Medical Education Teaching
MEU	Medical Education Unit
MFPS	Model Fair Price Shop
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MHA	Ministry of Home Affairs
MIP	Minor Irrigation Project
MKCG MCH	Maharaja Krishna Chandra Gajapati Medical College and Hospital
MLALAD	Members of Legislative Assembly Local Area Development
MLD	Million Litre per Day
MORTH	Ministry of Road Transport and Highway
MoU	Memorandum of Understanding
MPR	Monthly Progress Report
MRI	Magnetic Resonance Imaging
MS	Master in Surgery
MSRR	Minimum Standard Requirements for Medical College Regulations
NAC	Notified Area Council
NACP	National Aids Control Programme
NAS	National Ambulance Service
NBA	Nirmal Bharat Abhiyan
NBW	Non-bailable Warrant
NER	Net Enrolment Ratio
NFSM	National Food Security Mission
NGO	Non-Government Organisation
NH	National Highway
NHAI	National Highways Authority of India
NHARSS	National Highway Accident Relief Service Scheme
NHM	National Health Mission
NIC	National Informatics Centre
NIOS	National Institute of Open Schooling
NLEP	National Leprosy Eradication Programme
NOAP	National Old Age Pension
NOC	No Objection Certificate
NP-NSPE	National Programme of Nutritional Support to Primary Education
NRDWP	National Rural Drinking Water Programme
NREGA	National Rural Employment Guarantee Act
NRHM	National Rural Health Mission
NSQ	Not of Standard Quality
O&G	Obstetrics and Gynaecology
ODR	Other District Road
OEMAS	Odisha Emergency Medical Ambulance Service

OGFR	Orissa General Financial Rules
OGLS Act	Orissa Government Land Settlement Act
OLA	Odisha Legislative Assembly
OLR	Orissa Land Reforms
OLR Act	The Orissa Land Reforms Act
OMM	Orissa Mutation Manual
OMMC	Orissa Minor Minerals Concession
OPD	Out Patient Department
OPDR	Orissa Public Demands Recovery
OPEPA	Odisha Primary Education Programme Authority
OPLE Act	The Orissa Prevention of Land Encroachment Act
OPM	Orissa Police Manual
OPP (EUO) Act	Orissa Public Premises (Eviction of Unauthorised Occupants) Act
OPWD	Odisha Public Works Department
ORTPS Act	Odisha Right to Public Service Act
OSCSC	Odisha State Civil Supplies Corporation Limited
OSIHP	Orissa State Integrated Health Policy
OSPHWC	Orissa State Police Housing and Welfare Corporation Limited
OSS	Orissa Survey and Settlement
OSSC	Odisha State Seeds Corporation Limited
OSTF	Odisha State Treatment Fund
OSUWS	Odisha State Urban Water Supply Policy
OSWP	Odisha State Water Policy
OSWSM	Odisha State Water and Sanitation Mission
OT	Operation Theatre
OTC	Orissa Treasury Code
OTDC	Odisha Tourism Development Corporation Limited
OUP	Orissa Urban Police
P&C	Planning & Coordination
PA	Performance Audit
PAB	Project Appraisal Board
PAC	Public Accounts Committee
PCR	Police Control Room
PDS	Public Distribution System
PG	Post Graduate
PHC	Primary Health Centre
PHEO	Public Health Engineering Organisation
PIP	Project Implementation Plan
PMGSY	Pradhan Mantri Gram Sadak Yojana
PP	Perspective Plan
PPP	Public Private Partnership
PR	Panchayati Raj
PS	Police Station
R&DM	Revenue and Disaster Management
RAM	Random Access Memory
RBI	Reserve Bank of India
RDC	Revenue Divisional Commissioner

R&DM	Revenue and Disaster management
RFP	Request For Proposal
RGGVY	Rajiv Gandhi Grameen Vidyutikaran Yojana
RGSK	Rajiv Gandhi Seva Kendra
RHTC	Rural Health Training Centre
RI	Revenue Inspector
RIC	Regional Industries Centre
RIT	Regional Improvement Trust
RKS	Rogi Kalyan Samiti
RKVY	Rashtriya Krishi Vikash Yojana
RMSA	Rastriya Madhyamik Shiksha Abhiyan
RoR	Record of Rights
RPWS	Rural Piped Water Supply
RRC-cum-DSC	Rice Receiving Centre-cum-Departmental Storage Centre
RTE	Right of Children to Free and Compulsory Education
RW	Rural Works
S&ME	School and Mass Education
SC	Scheduled Caste
SCB MCH	Sriram Chandra Bhanja Medical College and Hospital
SCERT	State Council of Education, Research and Training
SCSC	Senior Citizen Security Cell
SCSPL	Stalco Consultancy and Systems Private Limited
SD	Station Diary
SDH	Sub-Divisional Hospital
SDMU	State Drug Management Unit
SDP	School Development Plan
SE	Superintending Engineer
SEAC	State Expert Appraisal Committee
SEIAA	State Environmental Impact Assessment Authority
SI	Sub-Inspector
SLB	Service Level Benchmark
SLSC	State Level Sanctioning Committee
SMC	School Management Committee
SMS	Short Messaging Service
SNCU	Special New-born Care Unit
SNO	State Nodal Officer
SOP	Standard Operating Procedure
SPCB	State Pollution Control Board
SPD	State Project Director
SPO	Special Police Officer
SQM	State Quality Monitor
SS	Sikshya Sahayak
SSA	Sarva Shiksha Abhiyan
ST	Scheduled Tribe
SVS	Seed Village Scheme
SW	Sanitary Well
TA	Transport Agent

TAM	Tahasil Accounts Manual
TC	Technical Committee
TCC	Trauma Care Centres
TCM	Triangular Committee Meeting
TPA	Town Planning Authority
TSC	Total Sanitation Campaign
TW	Tube Well
UC	Utilisation Certificate
UD	Unnatural Death
UG	Under Graduate
UHTC	Urban Health Training Centre
UIDSSMT	Urban Integrated Development Scheme for Small and Medium Towns
ULB	Urban Local Body
UP	Upper Primary
UPD	Urban Police District
UPS	Upper Primary School
VD	Venereal Disease
VEC	Village Education Committee
VER	Village Education Register
VLE	Village Level Entrepreneur
VSS MCH	Veer Surendra Sai Medical College and Hospital
VVIP	Very Very Important Person
VWSC	Village Water and Sanitation Committee
W&CD	Women and Child Development
WESCO	Western Electricity Supply Company of Odisha Limited
WTP	Water Treatment Plant
ZHL	Ziqitza Healthcare Private Limited
ZSS	Zilla Swasthya Samiti

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