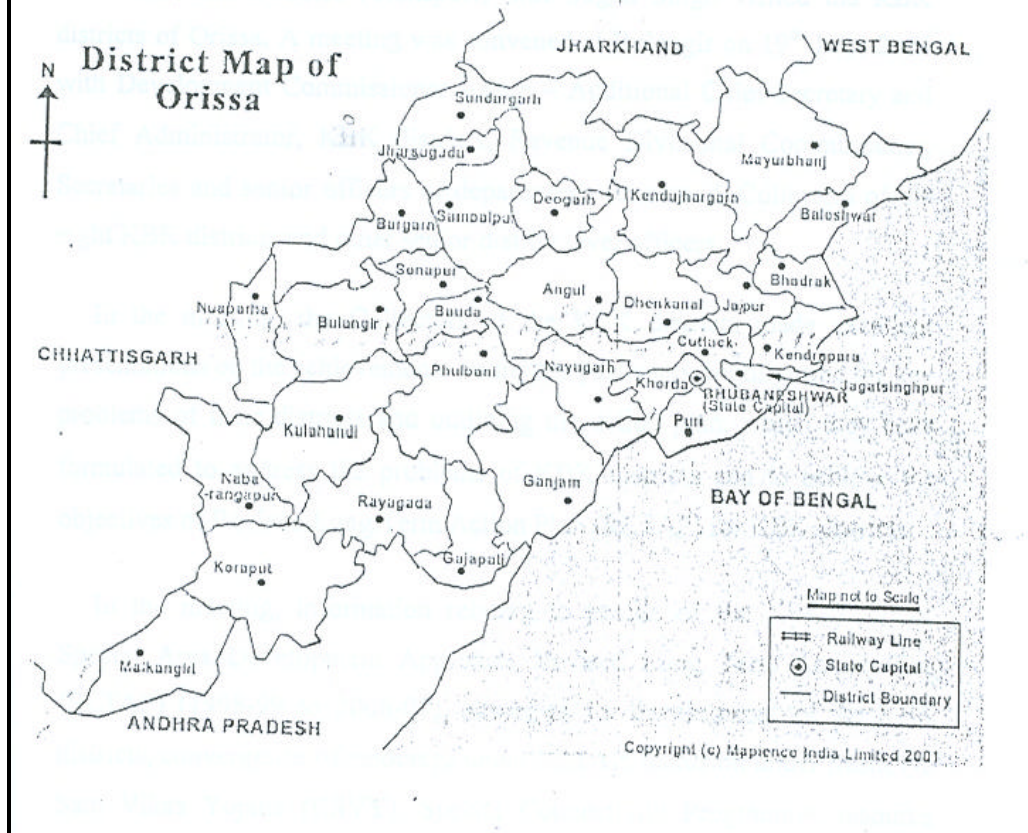


**REPORT OF TOUR OF
THE KBK DISTRICTS
On 19th July, 2005 and 20th July, 2005.**

**Chandra Pal, Adviser (MLP),
A. Sekhar, Adviser (Water Resources)
and
Sugan Singh Director (Transport).**

PLANNING COMMISSION

Orissa District Map



D)Introduction

As desired by Deputy Chairman, Planning Commission, team comprising of Chandra Pal Adviser (MLP & SP {E}), Adviser (Water Resources) Shri A. Sekhar and Director (Transport) Shri Sujan Singh visited the KBK districts of Orissa. A meeting was convened at Bolangir on 19th July, 2005 with Development Commissioner – cum – Additional Chief Secretary and Chief Administrator, KBK districts, Revenue Divisional Commissioner, Secretaries and senior officers of departments concerned, Collectors of the eight KBK districts and other senior district level officers.

In the meeting, the Collectors of the KBK districts made excellent presentations on the achievements during the past years, highlighting the key problems of their districts and outlining the action plan, which they have formulated to address the problems of KBK districts and to achieve the objectives of Revised Long Term Action Plan (RLTAP) for KBK districts.

In the meeting, information relating to profile of the KBK districts, Special Area Development Approach, Revised Long Term Action Plan (RLTAP) (1998-99 to 2006-07), strategies for development of the KBK districts, convergence of resources under RLTAP, inclusion under Rashtriya Sam Vikas Yojana (RSVY), Special Connectivity Programme, resource mobilization, present status of implementation, recent State initiatives for effective implementation of schemes, improved allocation, utilization of funds and submission of utilisation certificates was furnished. The details of the information furnished are as under.

II) The KBK Districts: A Profile

The undivided districts of Koraput, Bolangir and Kalahandi (popularly known as KBK districts) have since 1992-93 been divided into eight districts: Koraput, Malkangiri, Nawrangpur, Rayagada, Bolangir, Sonapur, Kalahandi and Nuapada. These eight districts comprise of 14 Sub-divisions, 37 Tehsils, 80 CD Blocks, 1,437 Gram Panchayats and 12,293 villages. Geographical and administrative divisions of these districts are summarized in Table 1.

Table 1: Geographical and Administrative Divisions of the KBK districts								
Sl. No.	District	Area (Sq. Km)	Number of					
			Blocks	TSP	Sub-div	Tehsils	GP	Villages (2001 Census)
1.	Koraput	8,807	14	14	2	7	226	2028
2.	Malkangiri	5,791	7	7	1	3	108	1045
3.	Nawrangpur	5,291	10	10	1	4	169	901
4.	Rayagada	7,073	11	11	2	4	171	2,667
5.	Bolangir	6,575	14	-	3	6	285	1,794
6.	Sonapur	2,337	6	-	2	4	96	959
7.	Kalahandi	7,920	13	2	2	7	273	2,236
8.	Nuapada	3,852	5	-	1	2	109	663
Total		47,646	80	44	14	37	1,437	12,293

Note: TSP-Tribal Sub-Plan Blocks. GP-Gram Panchayats. Sub-div – Sub- divisions

Note: Popu-density – population density (persons / sq. km).

i) Socio Economic Status: The KBK districts account for 19.80% population over 30.60% geographical area of the State. 89.95% people of this region still live in villages. Lower population density (153 persons / sq. km) in comparison to 236 for Orissa indicates difficult living conditions and an underdeveloped economy. Tribal communities dominate this region. As per 2001 Census, about 38.41% people of these districts belong to the Scheduled Tribes (ST) communities including four primitive tribal groups (PTG), i.e., Bondas, Dadai, Langia, Sauras and Dangaria Kandhas. 44 CD blocks are included in Tribal Sub Plan (TSP). In addition, 16.25% population belongs to the Scheduled Castes (SC) communities as per 2001

Census. The distribution of villages as per SC and ST population during 2001 is given in Table 2. Literacy rates are also far below the State as well as National averages. Female literacy is only 29.1%. Some demographic and literacy indicators are summarized in Table 3. Table 4 summarizes the number of schools functioning in KBK districts.

Table 2: Distribution of inhabited Villages as per SC & ST Population in KBK districts – 2001					
Sl. No.	District	Inhabited Villages	No. of Villages with SC & ST Population		
			More than 75%	50% to 75%	Less than 50%
1	Koraput {80.39}	1,922	1,163(60.51)	382 (19.88)	377 (19.61)
2	Malkangiri (91.93)	979	796 (81.31)	104 (10.62)	79 (8.07)
3	Nawarangpur {83.22}	876	475(54.22)	254 (29.00)	147 (16.78)
4	Rayagada (88.24)	2,467	1,931 (78.27)	246 (9.97)	290 (11.76)
5	Bolangir {35.94}	1,764	280 (15.87)	354 (20.07)	1,130 (64.06)
6	Sonepur {23.28}	829	96 (11.58)	97 (11.70)	636 (76.72)
7	Kalahandi {62.84}	2,099	924 (44.02)	395 (18.82)	780 (37.16)
8	Nuapada {55.40}	648	194 (29.94)	165 (25.46)	289 (44.60)
Total KBK {67.82}		11,584	5,859 (50.58)	1,997 (17.24)	3,728 (32.18)
Figures given in parentheses indicate percentage					
Figures in curly brackets indicate percentage of village having more than 50% SC & ST population					

Table 3: Demographic and Literacy indicators in the KBK districts: 2001								
.District	Population Density	Population Indicators					Literacy Rate	
		Total (000)	Female (%)	Rural (%)	ST (%)	SC (%)	Total (%)	Female (%)
1. Koraput	134	1,181	49.96	83.19	49.6	13.0	35.7	24.3
2. Malkangiri	87	504	49.92	93.13	57.4	21.4	30.5	20.9
3. Nawrangpur	194	1,026	49.78	94.22	55.0	14.1	33.9	20.7
4. Rayagada	118	831	50.69	86.11	55.8	13.9	36.1	24.6
5. Bolangir	203	1,337	49.60	88.46	20.6	16.9	55.7	39.5
6. Sonepur	232	542	49.14	92.61	9.8	23.6	62.8	46.2
7. Kalahandi	169	1,335	50.02	92.50	28.6	17.7	45.9	29.3
8. Nuapada	138	531	50.18	94.34	34.7	13.6	42.0	25.8
KBK Districts	153	7,287	49.91	89.95	38.41	16.25	43.3	29.1
Orissa	236	36,805	49.30	85.01	22.13	16.53	63.1	50.5

Table 4: Category-wise Number of Schools in KBK districts									
District	Primary Schools			Up-graded Primary Schools			High Schools		
	SM&E Deptt	ST & SC Deptt	Total	SM &E Deptt	ST & SC Deptt	Total	SM &E Deptt	ST & SC Deptt	Total
1.Koraput	1,637	115	1,752	400	11	411	82	23	105
2.Malkangiri	783	51	834	193	2	195	50	11	61
3.Narangpur	1,010	55	1,065	283	10	293	86	15	101
4.Rayagada	1,272	91	1,363	316	11	327	55	21	76
5.Bolangir	1,587	23	1,610	464	6	470	252	6	258
6.Soneput	638	10	648	229	0	229	97	1	98
7.Kalahandi	1,343	20	1,363	414	11	425	204	12	216
8.Nuapada	632	35	667	215	6	221	99	4	103
KBK Districts	8,902	400	9,302	2,514	57	2,571	925	93	1,018

Table 5: Number of Schools in KBK Districts under ST & SC Dev. Deptt..										
Sl No	District	High Schools (No)			Up Graded Primary Schools (Asram Schools) (No)			Primary Schools (No)		
		Boys	Girls	Total	Boys	Girls	Total	Residential Sevashrams	Seva Shrams	Total
1	2	3	4	5	6	7	8	9	10	11
1	Koraput	17	6	23	9	2	11	10	105	115
2	Malkangiri	8	3	11	1	1	2	6	45	51
3	Nabarangpur	14	1	15	5	5	10	12	43	55
4	Rayagada	15	6	21	9	2	11	16	75	91
5	Balangir	5	1	6	5	1	6	2	21	23
6	Sonepur	1	0	1	0	0	0	2	8	10
7	Kalahandi	10	2	12	6	5	11	6	14	20
8	Nuapada	4	0	4	5	1	6	5	30	35
	TOTAL	74	19	93	40	17	57	59	341	400

Table 6: District wise it is and Polytechnics/ Engg. School in KBK District								
Sl No	Name of District	No of ITIs		No of Polytechnics/ Engg School		Total Institutions		
		Govt	Private	Govt	Private	Govt	Private	Total
1	2	3	4	5	6	7	8	9
1	Koraput	1	4	0	1	1	5	6
2	Malkangiri	0	0	0	0	0	0	0
3	Nawarangpur	1	0	0	0	1	0	1
4	Rayagada	0	3	1	0	1	3	4
5	Bolangir	2	0	0	1	2	1	3
6	Sonepur	0	0	0	0	0	0	0
7	Kalahandi	1	0	0	0	1	0	1
8	Nuapada	1	1	0	0	1	1	2
	Total	6	8	1	2	7	10	17

This region is considered one of the poorest regions in the country. As per an estimate (based on 1999-2000 NSS data) 89.14% people in Southern Orissa are below poverty line (BPL) 1. As per the 1997 census² of BPL families, about 72% families below poverty line live in this region. District-wise information about the number of BPL families as per 1992 and 1997 census are summarized in the Table 5.

Table 7: Census of Families Below Poverty Line (BPL): 1992 & 1997										
Sl. No	District	HRC (%)	1992 BPL Census			1997 BPL Census				
			Total	BPL	(%)	Total	BPL	(%)		
			(lakh families)			(lakh families)				
1	Kalahandi	80.19	2.41	2.07	85.77	3.08	1.93	62.71		
2	Nuapada		0.94	0.79		83.64	1.27		0.99	78.31
3	Bolangir	48.89	2.39	1.81	75.82	3.30	2.01	61.06		
4	Sonepur		0.92	0.57		62.29	1.10		0.80	73.02
5	Koraput	92.24	1.88	1.63	86.59	2.65	2.22	83.81		
6	Malkangiri		0.80	0.68		84.81	1.09		0.89	81.88
7	Nawarangpur		1.52	1.38		90.56	2.15		1.59	73.66
8	Rayagada		1.42	1.22		86.04	1.88		1.36	72.03
Total (Southern Orissa)		87.14	12.28	10.14	82.60	16.52	11.79	71.40		

Note: HRC – Headcount ratio as per 1999-00 NSS data (Manoj Panda: 2002)

Several socio-economic indicators highlight the backwardness of this region:

- The literacy rate at 43.3% is much lower than the State average of 63.1%. The female literacy rate 29.1% also compares unfavorably with the State average of 50.5%.
- The population suffers from high morbidity on account of under-nutrition as well as endemic malaria and other localized diseases.
- 48.23% of all children born are the 3rd or higher birth order children in the family.

iii) Geographic status: The old Koraput and Kalahandi districts are portions of Bolangir districts are mainly hilly. Severe droughts and floods also often visit this region and some areas in quick succession. Therefore, backwardness of this region is multi-faceted: (i) tribal backwardness, (ii) hill area backwardness and (iii) backwardness due to severe natural calamities.

III) Special Area Development Approach

Removal of regional disparities has been one of the important planks of the development strategies adopted by Government of India as well as the State Government during successive Five Year Plans. However, due to several economic, social and institutional obstacles, this region in Orissa has not shared gains of development in an equitable manner and continues to languish in abject poverty. Heavy incidence and persistence of poverty in this region has been a cause of concern for the State Government as well as the Government of India. Therefore, in consultation with the Government of India, State Government has adopted a special area development approach for this region with a view to focusing attention on it and accelerating its

development. A Long Term Action Plan (LTAP) for the KBK districts was formulated in consultation with the Government of India for a period of seven years from 1995-96 to 2001-2002 and was formally launched by the then Prime Minister on 18.08.1995. LTAP was formulated with two principal objectives in view: (i) drought and distress proofing, and (ii) poverty alleviation and development saturation. However, only a meager allocation of Rs. 20.49 crore was received as additional assistance during the first three years from 1995-96 to 1997-98 against the State Government demand of Rs. 389.21 crore. Therefore, LTAP: 1995-2002 did not take off for want of availability of sufficient funds.

IV) Revised Long Term Action Plan (RLTAP): 1998-99 to 2006-07

A Revised Long Term Action Plan (RLTAP) for the KBK districts was submitted to Government of India for their advice in 1998. The project was prepared in a sub-plan mode to address the peculiar socio-economic problems of this chronically poor region. This project envisaged an integrated approach for speeding up the socio-economic development of this region by synergizing effectively various developmental activities and schemes under implementation both in Central as well as State sectors. The critical gaps in the development efforts as well as resources bridged through Special Central Assistance (SCA) as a special dispensation.

- i) Therefore, there was a pooling of resources from different sources like:
- (i) normal flow of funds to KBK districts under Central Plan and Centrally Sponsored Plan Schemes, (ii) additional funds from Government of India exclusively for programmes in KBK districts as agreed by the Planning Commission; and (iii) Central assistance under

programmes of Government of India to be implemented in KBK districts with some relaxation in norms such as Accelerated Irrigation Benefit Programme for earmarked irrigation projects. A total requirement of funds to the extent of Rs. 5,527.41 crore (Rs. 4,787.11 crore Central Share and Rs. 740.30 crore State Share) was projected over the entire project period of nine years from 1998-99 to 2006-07.

ii) The objectives of the RLTA are:

- Drought proofing,
- Poverty alleviation and development saturation, and
- Improved quality of life for local people.

V) Strategies For Development Of KBK Districts

In order to achieve the aforesaid objectives, the following strategies are being followed:

- Building rural productive infrastructure (e.g., roads, bridges, irrigation projects, tanks, watershed development, markets, warehouses) and conserving natural resources (e.g., forests, soils and water).
- Development programmes for income generation on sustainable basis (e.g., productive rural infrastructure, SGSY, SGRY, EAS, agriculture development, and micro-credit support).
- Mobilizing and energizing the rural poor (e.g., Self Help Groups, Vana Samrakshana Samities, Pani Panchayats, and Bhumi Panchayats).
- Restructuring and energizing social security system (e.g., emergency feeding programme, special nutritional programme for children under

3 years, mobile health units, promotion of education among ST/SC girls).

VI) Convergence Of Resources Under RLTA For KBK Districts

The State Government is striving to increase flow of funds from different sources with a view to accelerating the pace of development in KBK districts. Total flow of funds under CP, CSP, SP, RLTA and from other sources to the KBK districts was of the order of Rs. 1,117.32 crore, Rs. 940.97 crore during 2003-04 and 2004-05 respectively. The total flow of funds to KBK districts during 2005-06 is projected at Rs. 1294.65 crore. Total flow of funds under CP, CSP, SP, and RLTA and from other sources to the KBK districts during 2003-04 and 2004-05 and the projected flow of funds during 2005-06 are summarized in Table 6.

Sl. No.	Sector	Flow of Funds (Rs. in Lakh)		
		2003-04	2004-05	2005-06
1.	Watershed Development Horticulture & Agriculture	5,321.33	5321.74	9,740.97
2.	Animal Resources Development	503.60	320.91	524.93
3.	Fisheries Development Programme	309.10	171.21	200.00
4.	Forest Regeneration and Development	3,365.21	2,545.69	2,397.53
5.	Health and Family Welfare Programme	3,162.37	2,427.08	5,013.70
6.	Drinking Water Supply	6,058.65	3,363.01	4,794.13
7.	Connectivity in KBK district	28,859.01	16,858.19	35,556.34
8.	Welfare of ST & SC	6,697.58	6,111.52	7,158.37
9.	Textiles and Handloom	317.74	450.15	339.98
10.	Irrigation	29,295.00	21,911.00	13,657.00
11.	Safety Net for Old / Infirm, Women and Children	6,137.08	7,767.54	10,078.99
12.	Anti-poverty Programme	17,984.70	17,733.87	18,040.96
13.	Other Programmes	3,720.52	9,115.19	21,961.92
Total		111,731.89	94,097.10	129,464.82

VII) Inclusion Under Rashtriya Sam Vikas Yojana (RSVY)

Effective from 2002-03, RLTA forms an integral component of Rashtriya Sam Vikas Yojana Yojana (RSVY), a new initiative launched by the Planning Commission, Government of India during the Tenth Plan period with a view to accelerating development of identified backward areas as well as reducing regional imbalances through grant from Government of India. The Government of India sanctioned and released Special Central Assistance (SCA) of Rs. 200 crore during 2002-03 and Rs. 250 crore during 2003-04 and 2004-05 under RSVY for implementation of programme contents of RLTA for the KBK districts.

VIII) Special Connectivity Programme For KBK Districts

There has been a growing realization within both the Government of India as well as State Government that the problem of rural connectivity in KBK districts must be adequately addressed as expeditiously as possible. With this end in view, the State Government in consultation with Government of India, had conceptualized a Special Connectivity Programme for the KBK districts. The programme shall be implemented in three phases.

- i) Phase I proposal envisages new construction of 4,327 km rural roads (including 11,275 CD works) and 133 bridges to provide all-weather connectivity to 607 unconnected habitations with population 1000+ and 347 unconnected Gram Panchayat headquarters at a total outlay of Rs. 875.72 crore (Rs. 828.10 crore under Work Component and Rs. 47.62 crore under Programme Implementation Support) to be implemented over a period of three years commencing from 2003-04.

- ii)** Phase II proposal envisages total outlay of Rs. 1,594.23 crore (Rs. 1,507.55 crore under Work Component and Rs. 86.68 crore under Programme Implementation Support) for construction of 5,000.48 km of new road and 120 bridges to provide all-weather connectivity to 1,932 habitations with population between 500 and 1,000 and up gradation of badly damaged arterial roads of 2,177.12 km length to be implemented over a period of three years commencing from 2004-05.

- iii)** Phase-III proposal envisages total outlay of Rs. 841.60 crore (Rs. 795.84 crore under Work Component and Rs. 45.76 crore under Programme Implementation Support) for construction of new roads of 6,477.55 km length and 81 bridges to provide all weather connectivity to 2,111 habitations with population between 250 and 500 to be implemented over a period of three years commencing form 2005-06. The detailed project proposals in respect of Phase II and III will be submitted to the Planning Commission shortly.

IX) Resource Mobilization

The total cost of Special Connectivity Programme has been estimated to be Rs. 3,311.55 crore. This includes Rs. 3,131.49 crore for Work Component and Rs. 180.06 crore towards Programme Implementation Support (@5.75% of the cost of the Work Component) mainly in the form of engagement of professional consultants to supplement organizational capacities of the State Rural Development and Works Departments.

Funds to the extent of Rs. 700.93 crore (Rs. 349.99 crore from PMGSY and Rs. 350.94 crore from SCA under RLTA) are expected to be available to the State Government over a period of five years from 2003-04 to 2007-

08 for construction / up-gradation of roads including CD / bridge works in KBK districts from PMGSY and SCA under RLTA. There is an additional requirement of funds of the order of Rs. 2,610.62 crore. The Government of India has been requested to provide Special Assistance over and above the funds in sight.

Out of the total outlay of Rs. 875.72 crore envisaged for Phase-I component of the Programme, Rs. 440.93 crore (Rs. 299.99 crore from PMGSY and Rs. 210.94 crore from SCA under RLTA) are expected to be available to the State Government over a period of three years commencing from 2003-04. The Government of India has been requested to provide, as Special Assistance, the balance amount of Rs. 434.79 crore.

X) Present Status Of Implementation

Currently, Phase I of the Special Connectivity Programme is being implemented under RLTA and PMGSY schemes. 204 new roads of 806.86 km have been identified to be implemented at a cost of Rs. 167.93 crore through Phase-III and Phase-IV of PMGSY during 2003-04 and 2004-05. During 2003-04, funds to the extent of Rs. 27.76 crore have been utilized.

The State Government has committed to provide at least Rs. 70 crore per year out of SCA under RLTA to begin the implementation of this programme. Accordingly, the State Government has already earmarked SCA of the order of Rs. 75.94 crore for implementation of Phase-I component during the year 2003-04. A work programme for taking up new roads of 1,411.67 km with a cost of Rs. 225.85 crore and 111 bridges with a cost of Rs. 84.35 crore has been drawn to execution from 2003-04 and 2004-05 under Phase-I of the programme. The balance work will be taken up

during 2005-06. Work allocation among the Rural Development and Works Departments for execution of the programme has been made.

A High Power Authority, called “Special Area Rural Connectivity Authority (SARCA)” has been constituted by the State Government with a view to ensuring formulation, effective implementation, supervision and monitoring of the Special Connectivity Projects, other than PMGSY projects. This Authority has been located in the State Planning & Co-ordination Department and chaired by the Hon’ble Chief Minister who is also the Minister, Planning & Co-ordination.

M/s RITES Limited, a Government of India enterprise has been engaged as a consultant for preparation / up-gradation of Detailed Project Reports, preparation of tender documents, evaluation of tenders, supervision of construction and quality management of works for effective implementation of Special Connectivity Programme in KBK districts. M/s RITES Limited has already submitted the Inception Report.

XI) Recent State Initiatives For Effective Implementation Of RLTA

The State Government has taken several initiatives to improve governance and to monitor the implementation of RLTA programmes in the KBK districts. Some such initiatives are summarized below.

- (i) The Revenue Divisional Commissioners, Southern and Northern Divisions have been made ex-officio Deputy Chief Administrators, KBK to strengthen the office of the Chief Administrator, KBK. The State Government has conferred higher administrative and financial powers on these officers as well as on KBK Collectors with a view to

avoid procedural delays and further improve programme implementation.

- (ii)** The Chief Administrator (KBK) and Deputy Chief Administrators (KBK) have been delegated with higher financial powers to accord administrative approval for infrastructure projects RLTA P up to Rs. 5.00 crore and Rs. 1.00 crore respectively. Further, the KBK Collectors have been vested with higher financial powers to accord administrative approvals for projects up to Rs. 20.00 lakh in each case.
- (iii)** For booking of receipt and expenditure under RLTA P, a separate Head of Account has been put in place with specific stipulation that the Letter of Credit issue for RLTA P Programme shall not be diverted otherwise.
- (iv)** The KBK Collectors have also been made responsible for effective implementation of RLTA P programmes. Achieving financial and physical targets under RLTA P has been made one of the indicators to assess their performance.
- (v)** A State Level Committee (SLC) under the chairmanship of Hon'ble Chief Minister has been constituted to periodically review and monitor the progress of implementation of RLTA P.
- (vi)** A State Level Steering Committee (SLSC), under the chairmanship of Chief Secretary, has also been constituted to periodically review and

monitor the progress of implementation of RLTA P and BDI under RSVY.

- (vii) For each KBK district, a District Level Committee (DLC) under the chairmanship of the concerned Revenue Divisional Commissioner and ex-officio Deputy Chief Administrator, KBK has been constituted to formulate Action Plans for the District as well to review and monitor the implementation of RLTA P schemes / programmes.
- (viii) An MIS format has been prescribed for better monitoring of implementation of RLTA P schemes.
- (ix) The Chief Administrator, KBK, Deputy Administrators, KBK and all senior officers have been requested to hold public hearings in the KBK districts, hear grievances of local people and help redress their grievances including irregularities, if any, committed in programme implementation.
- (x) With a view to increase direct interaction with local people at Gram Panchayat and Block levels, Gramsat pilot project has been launched in the KBK districts. This initiative has also helped video-conferencing with rural people of the region. The Hon'ble Prime Minister and Chief Minister have also participated in videoconferences. Chief Secretary and Development Commissioner-cum-Additional Chief Secretary are periodically interacting with Collectors, district level officials and people of the KBK districts through video-conferencing. Eight such videoconferences have been held during 2003-04 and three during 2004-05. Besides, one Gramsat

programme was conducted under the Chairmanship of DC-cum-ACS and Chief Administrator, KBK. Secretaries of important Departments, like Health & Family Welfare, Forest & Environment, Agriculture, Rural Development and Women & Child Development Department also participated in the programme.

- (xi) The programme content of RLTA P are monitored intensively by the Chief Secretary, the Development Commissioner-cum-Chief Administrator, KBK, and the Deputy Chief Administrators, KBK at regular intervals. Rigorous efforts are being made to ensure the quality implementation of various programmes / schemes under RLTA P as well as to improve the utilization of funds.

XII) Improved Allocation And Utilization Of SCA Under RLTA P

The allocation as well as utilization of SCA under RLTA P for the KBK districts has also been increasing over the years as a result of sustained efforts made by both the Government of India and the State Government. SCA, which were of the order of Rs. 100 crore during 2001-02, have increased to Rs. 250 crore during 2003-04. Similarly, the utilization of SCA, which was merely, Rs. 131.99 crore during 2002-03 increased by 241% to about Rs. 318.54 crore during 2003-04. The reported expenditure during 2004-05 (Provisional) stands at Rs. 279.11 crore. Table 7, given below, indicates continuous improvement in utilization of funds under RLTA P in KBK districts.

Sl. No.	Year	SCA Received from GOI (Rs. in Crore)	SCA Utilized (Rs. in crore)	Percentage of Utilisation
1	1998-99	46.00	10.51	22.84
2	1999-00	57.60	55.91	97.06
3	2000-01	40.35	57.14	141.61
4	2001-02	100.00	61.37	61.37
5	2002-03	200.00	131.99	66.00
6	2003-04	250.00	318.54	127.41
7	2004-05	250.00	279.11	111.64
Grand Total		943.95	914.57	96.89

NB: Utilisation of ACA/SCA includes unspent balance of previous years

XIII) Submission Of Utilisation Certificates For RLTA P Funds

The State Government has submitted utilization certificates to the extent of Rs. 660.36 crore against the reported expenditure of Rs. 914.57 crore from 1998-99 to 2004-05 under RLTA P for KBK districts.

Some of the major achievements reported by the state governments in different sectors are as follows:

- Two lakh old infirm and indigent persons are being covered annually under emergency feeding programme.
- 9.42 lakh children under the age group 0-6 yrs and other beneficiaries have been covered under special nutrition programme annually.
- 90 mobile health units are functioning in 80 blocks of the KBK districts providing treatment to nearly 13lakh patients annually at their doorsteps.
- Out of 1324 watersheds, 314 watersheds are taken up under RLTA P. 39,520 hectare of area has been treated so far.
- Afforestation over an area of 1.25-lakh hectare has been made through 644 VSS and 144.13 lakh man-days have been generated.

- 400, forty seated residential hostels for girls have been constructed and operationalized. All the hostels have been provided with basic amenities.
 - Pre matric scholarships have been provided to 16,000 girl students annually.
 - To enhance access to growth and service centers, 266 roads have been improved, 407 culverts and 44 bridges have been constructed.
 - 13,151 tubewells / sanitary wells have been installed to provide safe drinking water to the rural poor.
 - 645 LIPs and 26 MIPs have been constructed. As a result additional irrigation potential of 16,480 hectare have been created.
- i) As a result of the above the following outcomes/ impacts have been possible:**
- Enrolment rate in primary schools in KBK districts has gone up to 110.36% in 2004-05 from 75.89% in 1996-97 and in upper primary schools it has gone up to 65.32% in 2004-05 from 56.39% in 1996-97.
 - Dropout rate in primary schools has reduced to 28.93% in 2004-05 from 57.13% in 1996-97 and in upper primary schools it has reduced to 43.73% in 2004-05 from 79.10% in 1996-97.
 - Female literacy rate has increased to 29.10 in 2001-02 from 15.87 in 1991. The overall literacy rate has increased to 43.30 in the same period.
 - Irrigation potential has increased to 33.71% in 2002-03 from 28.56% in 1998-99.
 - Milk collection per day has increased to 12,930 ltr in 2003-04 from 7,814 ltr in 1998-99.

XIV) Observations Of The Visiting Team:

i) Sri A. Sekhar, Adviser Water Resources:

- The utilization of AIBP funds by the state government was very poor and firm steps are required for utilization of funds particularly in KBK districts.
 - The state govt should take full advantage of the Bharat Nirman Programme.
 - The support to the Biju Krishak Vikas Yojana needs to be reconsidered and subsidy to the extent of 90% may be provided under the special plan.
 - Liberal subsidy schemes for promotion of farm equipments like tractor, pumping sets, cultivators and seed drills may be introduced.
 - Drip and sprinkler programmes should be linked with lift irrigation scheme especially for horticulture and cash crops.
 - Extension programmes for water management has to be strengthened.
- Detailed tour report of Adviser Water Resources is also attached.

ii) Sri Sujan Singh, Director Transport made the following observations:

- Roads serving smaller villages may be constructed at a lesser cost (Bricks kharanja) and the funds so saved may be utilized for creating other assets especially homes for homeless.
- NH-217 needs to be made at least two lane and proper maintenance should be ensured.
- Railways poorly connect the KBK districts and this issue needs serious consideration by the ministry of railways.

- For the rural road program, the following prioritization is suggested:
 - a) construction of missing links, b) construction of ongoing projects, c) last priority to new projects
- While preparing the master plan for the construction of rural roads MPs, MLAs and PRIs should be taken into confidence.
- For checking quality of construction a monitoring task force may be set up under the chairmanship of the Collector of the concerned district wherein experts i.e the Executive Engineers should be made members.

iii) My observations and recommendations, based on the field visits, are as under:

- Such prearranged short visits by the implementing agency i.e. the State Government; covering long distances like 350 km in a day by roads and visiting two to three sites could not provide the insight in the actual quality and quantity of the implementation of the schemes. The State Government would intentionally like to show the best-implemented parts of the schemes / projects. **A visiting team does not have any choice for making random inspection especially in the interiors.** For surprise and in depth inspections, computerized scheme wise, village wise and block wise verified lists by the task force of district level officers under chairmanship of District Collector (as suggested in annexure A) should be made available before the inspecting team in advance. The inspecting team would then choose out the projects / schemes to be inspected by them. The Advisors team may hold verification camps in which beneficiaries and verification officers should be present. This way

even in short time devoted by the Advisors, real implementation status, quality and quantity can be assessed. This will put a psychological pressure in the minds of the implementing staff not to make false, advanced and forged reports. Corruption will be curbed, will ensure people's participation; bring about transparency and accountability in the system.

- While inspecting the constructional activities, it was observed that **the estimates are on the higher side. The quality of construction did not seem to be satisfactory.** The estimates should be prepared by competent authority authorized to make such estimates, which need to be evaluated by project evaluation units at district and state level as required. This will curtail cushioning in the estimates.
- The team was shown various fishery projects maintained by Self Help Groups (SHG). The income accruing to them was insignificantly low e.g. Rs. 3000/- per annum per person. This was justified as being additional income. **The income output is not commensurate with the inputs.** For fishery projects SHG should not comprise of more than three to five persons. Instead there should be more of such projects to accommodate the large number of beneficiaries. Each village should have such type of one or two fishery projects depending upon availability of land and water.
- We were shown an animal husbandry project maintained by a 15 women SHG financed under SGSY. Project seemed to be good but again the income per day is as low as Rs. 150/- to be shared by 15 members. **Economics of the project are not viable and will eventually leave them indebted.** The SHG should not consist of more than five women. There should be a one is to two member to

cow ratio. High milk producing cows should be purchased with due care and caution.

- 6.9 km village connectivity road financed under PMGSY for Rs. 153.38 lakh is out of tune with the one-room jhuggi hamlets of tribals. There is an acute housing problem with maximum of the rural SC/ST people living in kucha houses. Sometimes a one room set accommodates two to three families. In the same village there was a school without any proper infrastructure like blackboard, student-sitting provision etc. **The children were under nourished and very poor. Standard and level of education was very dismal.** As per decision of the Cabinet Secretary meeting, the village connectivity roads under PMGSY in tribal villages were to be of the same specifications as elsewhere in the country. This however, seems to be wrongly prioritized and misdirected expenditure, which can be used more fruitfully elsewhere for the tribals especially for providing housing for the homeless. For example, in this village Lakhana project, the cost of the road could be reduced to half saving approximately Rs. 75 lakhs. In one-village 300 houses @ Rs. 25,000/- could be provided. Therefore, **it is recommended that in village connectivity road programmes, the specifications should be reduced to half and the money saved should be provided for construction of free houses to the tribals.** This money could also be utilized to provide better infrastructure to schools and provisions to the children. The resources should be utilized for local area specific need programmes rather than generalized programmes.
- Almost 55% of the population of the KBK districts belongs to SC/ST category but commensurate upliftment measures have not been

undertaken due to non-formulation of special component plan and tribal sub plan from village to district level.

- Not giving suitable forestland to the tribals due to various reasons, has not rehabilitated the tribal population. This requires special attention
- The marginal and small farmers especially SC/ST have not been able to gain access to the irrigation and other agricultural input facilities.
- Literacy rate in the KBK districts is only 43.3% as against 63.1% for the State as a whole. Female literacy in the KBK districts is only 29.1% as against 50.5% for the State as a whole (as per 2001 census). All the SC/ST children up to junior high school level have not been provided 100% scholarship as practiced in other states.
- 71.40% of the families living in the KBK districts are in the BPL category.
- Total number of villages in the KBK districts is 11584. 68% of these villages accommodate 50% and above SC/ST population.
- There are only 9302 primary schools in the KBK districts. It means that most of the villages do not even have primary schools. Similarly, there are 2571 upgraded primary schools and only 1018 high schools.
- All these schools are run by Mass Education Department and ST & SC Development Department. Total number of schools run by ST & SC Development Department is only 550. It seems that the responsibility of education of ST & SC population is on the SC & ST Development Department. **The number of schools run by this department is highly insufficient** for 55% of the SC/ST population of the districts.
- **Total number of ITIs and polytechnics / engineering schools** in the KBK districts are only 17 out of which 7 institutions are Government

institutions and 10 are private institutions. This number is **highly insufficient**.

- Employment opportunities for younger people are very less in these districts. There is also lack of infrastructure for vocational training and coaching cum guidance centers.
- There is a problem of deficient health infrastructure. There is also a problem of large number of vacancies in hospitals.
- There is a lack of productive infrastructure particularly, irrigation facilities and all weather connectivity for all the villages, in interior tribal villages in different districts.
- There exists a deficit administrative infrastructure especially in newly created districts like Malkangiri, Naurangpur, Rayagada, Sonapur and Nuapada.

XV) Recommendations:

i) Administrative structure –

- a) At present Addl Chief Secretary is the Ex officio Chief Administrator KBK. His office is situated in the state capital. It is recommended that for effective, speedy monitoring and implementation of the KBK programmes , the Chief Administrator of KBK headquarter should be located in Kalahandi, in the middle of the KBK area. He should be given all powers of Chief Secretary for this region.
- b) There should be two Revenue Divisional Commissioners cum Deputy Chief Administrators exclusively for these eight districts, each

responsible for four districts. The state government should suitably decide office location of these Dy. Chief Administrators. Their offices should also be strengthened.

- c) Geographical and administrative divisions of the KBK districts should be reconsidered on rational basis. Koraput, Rayagada and Kalahandi still comprise of very large geographical area. They could be further trimmed and smaller adjacent districts like Sonapur and Nuapada could have increased geographical areas. This will lead to better, effective & efficient administration and easy accessibility to the public.
- d) As reflected in Table 1, at present number of blocks, sub divisions and tehsils are not based on some uniform rational criteria. It is suggested that for speedy development, better accessibility to the people and quick grievance redressal, a block should comprise of 100 villages. A tehsil should consist of two to three blocks. A sub division should be co-terminus with the assembly constituency.
- e) The blocks, tehsils and sub divisions should have adequate manpower as per laid down criteria.

ii) Plan Formulation-

- a) A Perspective Plan of 2020 should be developed for the KBK districts to rigorously monitor the annual achievements with a view to realize the objectives of the proposed Perspective Plan 2020.

- b)** There should be a district planning committee/ board for each district as envisaged in the constitution. This committee will be responsible for making district plan on the basis of village and block plans. For each village plan should be formulated by the village panchayats and schemes prioritized as per local requirement. Consolidation of village plans should be the basis for the block and district plan formulation. Village plan should give emphasis on roads, culverts, rural electrification, solar power, minor irrigation, drinking water, primary schools, sanitation, ponds, check dams, water harvesting system, playground and multi purpose community center for primary health activities, for training of the youth for self employment, anganwadi kendra and other educational, social and cultural activities.
- c)** **Special Component Plan and Tribal Sub Plan-** Funds at least in proportion to the SC/ST population of the district, block and village should be earmarked out of the total plan outlay of the district, block and village. This SCP and TSP should be separately prepared, monitored and evaluated to fulfill the constitutional obligation towards SC/ST population.

iii) Land Reforms-

- a)** 80% of the SC/ST population lives on agriculture; therefore, there is a need to distribute agricultural surplus land to SCs/STs in the KBK districts on priority basis. Although the State Government has conferred the land rights in some cases the actual possession of surplus land has been marred by legal complications. This problem is required to be solved the way Malaysia has transferred the land assets

to its bhumiputras i.e Malaye people. The State Government should create a pool of State land, acquired under ceiling laws and other public land like waste land, free from any litigation, legal problems and place such pool of State land under the control of a specific authority to be created for this purpose. Once the State Common Land Pool is created under the State Government, this land can be distributed to the landless SC/ST households. This may be one of the ways of distributing land, bypassing the legal obstacles. For this purpose, the method of compensation needs to be used. Under a one-time settlement, the SC/ST households should be given minimum agricultural land, as compensation for denial of land rights for several centuries.

- b) **Forestland**-Thousands of sq. Kms of forestland is under active shifting cultivation by the tribals in the KBK districts. These lands being cultivated by the tribal people for the last so many generations have over the period got declared as Government land or forest areas. Thus, the cultivators without patta (title deeds) are under a constant threat of being evicted by the State as encroachers of forestland. The threat has intensified with the recent judicial interpretation of “forest” expanding even to revenue areas consisting of tree cover. The figures relating to regularization of encroached forestland submitted by the State Government to the Supreme Court is highly under estimated and hides the actual situation.

As per the decision of the Hon’ble Supreme Court on the two applications filed in this regard, ineligible category of pre-1980 encroachers

and all post-1980 encroachers need to be evicted. It has been clarified by the Ministry of Environment and Forest that the State Government shall not resort to eviction of forest developers including tribals other than ineligible encroachers, till the complete verification is done for the recognition of such people and their rights on forestlands.

Thus, this matter is under litigation and the poor tribals are suffering as the danger of eviction continues.

This matter needs to be settled expeditiously so that the poor tribals are not termed as encroachers to the forestlands where they have been living and working for generations.

To operationalize the objectives of National Forest Policy, 1988, Government of Orissa adopted the Joint Forest Management (JFM) approach in 1993 on the lines of approach adopted in other States. This approach was also adopted in the KBK districts. As per this approach, JFM offered 50% share in any major / final harvest and 100% of intermediate products to forest protection committee. Experiences at the ground level reveals that JFM does not go along with the efforts and spirits of local community as the local communities are not the co-managers or the equal partners. JFM has resulted in increasing the powers of forest department and powers of communities are shrinking. The concept of Community Involvement or Participation is being used as a strategy to help the forest department in protecting forests in a cost effective manner. Reserved forests still continue to remain reserved though the concept of being reserved for National Forestry needs is obsolete in current context. The tribal communities working under the JFM concept doesn't benefit in terms of income immediately. They remain workers and not the owners of the forestland.

- c) To give legal status to the occupants/possessors of the forest villages and the land cultivated by them, they should be converted into revenue villages in all seriousness within a timeframe. Without the legal ownership proof, the tribals are unable to avail benefit of Indra Awas yojana, irrigation schemes and financial assistance under various schemes.
- d) To solve this problem, it is suggested that forestland should be allotted to self-help groups of 20-30 landless SC/ST. This group should be provided a package of small tractor with accessories, a tube well in the electrified villages and pump sets in non-electrified villages. They should also be provided other agricultural inputs timely like seeds, pesticides, fertilizers, etc.

iv) Education/ Training:

- a) There is an urgent need for establishing an agricultural college in KBK region for imparting education in agricultural practices. It could be a government-private venture. One time subsidy may also be given to a private person to establish the institute.
- b) There should be a school say up to the 7th standard in every village. Such schools should have the scope of up gradation up to the high school level. Running the schools in two shifts can do this. Morning shift can be run up to the 7th Standard and evening shift up to the high school level. This way, education can be given to all the population particularly all the SC/ST population. Local educated youth should be

employed in these schools to reduce the problem of non-availability of teachers.

- c)** There was a need of good quality ITIs for imparting employable skill to the unemployed youth for creating employment opportunities for them within and outside the State. Such institutions should have at least 75% seats for SC/ST students keeping in view their population in the region. These funds should come from special component plan meant for SC/ST welfare. 25% seats should be for others funds for which will come from general pool.
- d)** The statistics of Scheduled Tribe and Scheduled Caste youths who have already completed graduation level studies and are aspirant of their employment in different sectors should be collected and tried to be accommodated in government jobs, if not, they must be trained for quality self employment through vocational training.
- e)** Each block headquarter should have an educational institute consisting of a residential intermediate college/ sports college with provision for future expansion. There should also be a vocational college and coaching guidance center in the same campus.
- f)** There is a need for providing a medical training centers for nurses, ANMs, physiotherapists, technicians, radiologists etc in each district.
- g)** The buildings and roads constructed in the KBK districts appear to be costly and there is a need for taking of a consensus decision to create

economical road and building infrastructures in these districts. This would release some funds for other activities such as creation of employable skills among unemployed youths and for good quality primary and +2 level education of the students of deprived communities

v) Employment:

- a)** To provide quality self employment to educated trained youth, group of 2-3 such educated unemployed youth should be provided interest free loan of Rs 5 –15 lakh. The interest subsidy should be borne by the state from the RSVY funds. There should be exhibition cum shopping complex constructed out of KBK RSVY special component tribal funds in each district headquarter to provide a shop to such groups, which will be an avenue for marketing their produce.
- b)** Urban upgraded skill trained persons of SC/ST should be provided house cum working shed for manufacturing of handicrafts with a multi purpose hall which may also work as an handicrafts exhibition center.
- c)** There should be a trading center in every city in each of the KBK districts for the purpose of self-employment of educated youth.
- d)** More focus should be given to livelihood schemes so that incomes of very poor SC/ST and other disadvantaged groups substantially rise to make a dent on poverty.

vi) Others:

- a)** There is a felt need for more cluster houses in KBK districts so that the village level Government officials can find accommodation in a community environment. HUDCO should come forward for providing loan for rural housing / cluster houses for the village officers.
- b)** The State Government should improve the mechanism for sharing information with people representatives such as MPs, MLAs, PRIs and public in general to enhance the transparency and monitoring and implementation of schemes of RLTA. For this purpose, the model adopted by the Government of Uttar Pradesh should be adopted.
- c)** The State Government should place a strong incentive mechanism for officers and staff working in the KBK districts so that right kind of motivation is created for them to ensure their timely joining in the KBK districts and to discharge their duties smoothly and efficiently.
- d)** Detailed information with regard to beneficiary oriented programmes should be compiled and maintained by the district authorities so that it could be shared with all members of public. This would also fulfill the purpose of implementation of schemes and Right to Information Act.
- e)** The implementation of different schemes need to be verified by district level officers for which the concerned collectors should assign 20 villages to each district level officer and should designate him as Verification Officer / Nodal Officer.

- f)** In view of the large number of villages inhabiting 55% and above of the SC/ST population, all such villages should be saturated first with physical and social infrastructure.
- g)** There is a need felt for total transparency and accountability in the implementation of the beneficiary and construction oriented schemes. A board should be displayed at the sites indicating names of the schemes, name of the implementing agency, funds involved, source of funding, specification and duration for completion of work to enable the local people to know about the schemes. A village, block and district level list of all the beneficiary oriented schemes and construction oriented schemes should be prepared and verified by a nodal officer/ verification officer for 10-20 villages from a task force under the chairmanship of the Collector consisting all the district level officers. A punishment and reward mechanism should be inbuilt in the system.
- h)** Emergency feeding should be done twice a day and two dhotis to each beneficiary should also be provided per annum.
- i)** For KBK region it is recommended that evaluation by PEO should be done of the following programmes
- i) Emergency feeding programme
 - ii) Joint forest management programme
 - iii) Water shed development programme

GRIEVANCE REDRESSAL SYSTEM &
EFFECTIVE PUBLIC EXPENDITURE AND
OUTCOME MONITORING

In the regular and routine process, grievance redressal takes a back seat. Hence, a specific package to concentrate on grievance redressal at various levels has been formulated as below:

Tehsil level

- **Tehsil Divas:** Tuesdays to be declared Tehsil Divas. DM & SP to visit one tehsil each Tuesday by rotation. They would monitor and review developmental activities for the first three hours of the day, the next three hours would be dedicated to janta grievance redressal. After a brief working lunch, problems relating to law & order and revenue would be dealt with. If the district has more than 4 tehsils, then, ADM shall hold the tehsil divas. All applications received shall be computerized for tracking and follow up.
- **Joint teams:** Nayab tehsildar & sub inspector teams to jointly redress the revenue disputes on the spot in order to increase effectiveness.

District Level

- **Jila divas:** One day in a month to be declared as Nyay Divas at district level. DM & SP alongwith all SDMs and all district level officers of all development departments to be present in this open for all grievance redressal forum.
- **Accessibility:** Every district level officer will be open to public from 10-1pm everyday for grievance redressal.

Division Level

- **Mandal Divas:** Divisional Commissioner alongwith division level officers of all departments will be available to the general public for their grievance redressal on a declared and widely publicized day every month.

State Level

- **Nyay Divas:** First of each month is to be declared as Nyay Divas wherein the Governor/ Chief Minister will meet public for grievance redressal as the highest order in the state. All state level officials would also be present for quick response and decision on the spot .

IV) REVIEW SYSTEM:

District Level

- **District level task force:** A district level task force with DM as chairman and other district level officers as members would be constituted. Each member would be allocated equal no of villages of the district or two contiguous nyay panchayats. The member shall visit his area five days in a month to review & verify the work done alongwith his regular departmental work i.e. he will effectively become a multi departmental functionary.
- **Inspection:** DM to inspect tehsil /block compulsorily every month. He would hold one camp in anyone village of each block. CDO & ADM would also do the same. All officers of the district would accompany to inform and educate the public about ongoing / new schemes of their departments.
- **Surprise inspections:** DM/CDO/ BSA(Distt Education Officer)/SDM/ BDO/Nayab Tehsildar to make surprise inspections of basic and higher secondary schools to report absenteeism of teachers .
- **Surprise inspections:** DM/CDO/ADM/SDM/CMO to make surprise inspections of Public Health Centres and district hospitals to check attendance of doctors and availability of provisions in hospitals.
- **Gram vikas evam panchayat adhikari:** Each village to have one village level functionary to work as multi functionary after training.

Beside inspection , verification of the following listed major works should also be done:

- Entry in Record of Rights(Khatauni)

- Availability of crop loans/ other agricultural inputs/ irrigation/ cleaning of canals/ replacement of tube wells etc.
- Distribution of kisan bahi
- Land reforms: availability of surplus gram sabha & ceiling land, its distribution and possession.
- Payment of minimum wages
- Mid day meals, distribution of scholarship
- ICDS activity inspection
- Vaccination, mother & child care
- PDS inspection
- Natural calamity relief work, if any
- PHC: availability of supplies/ medicines

DIVISION LEVEL

- **Divisional level task force:** A divisional level task force to be constituted under the Divisional Commissioner. Surprise and regular inspections to be conducted by division level officers.

STATE LEVEL

At the state level, the Governor or the CS may review the following:

- State plan formulation for all departments-Plan outlay distribution to all the departments/ HODs / district level
- Corresponding budget allocation/ provision
- Financial sanction status and concurrence
- Release of funds/ matching share release
- Utilisation of funds

Monitoring to be done at three stages i.e. at the district level the DM shall review progress of ongoing schemes by 7th of each month. Divisional Commissioner will hold a similar review meeting of all district collectors by 10th of each month. HODs shall hold a review meeting of division level officers by 15th and Secy to the govt shall hold review meeting of his department by 20th of each month. Reports to reach CS/ Gov by 25th of each month.

Governor to review performance department wise on 30th of each month in which Secy/HOD only to participate..

Our excellent plan formulations have failed to yield desired objectives causing regional and inter community economic imbalances. This has occurred because of skewed investment unrelated to the requirement, poor/delayed and tardy implementation, lack of transparency and accountability, people's non participative target setting, lack of quality control and rampant corruption. To ensure actual implementation, a system has been devised with in built time schedule for work completion and monitoring, transparency, people's participation and quality control. It would also help in prevention of corruption.

Some ground work needs to be done before implementation of this system like:

- Fixation of practical physical and financial targets well in advance/ in the beginning of the financial year by all departments for timely implementation of programs. The plan formulation should be from below as per local people requirement.
- Plan outlay must correlate to the available budgetary resources in the state.
- Schedule of new demands i.e. SND should be carefully scrutinized by a committee comprising of Finance Secretary, Planning Secretary and concerned departmental Secretary. Once the SNDs are included in the budget, the budgeted fund should be placed at the disposal of administrative ministry to reduce sanction and execution time. The power to issue sanctions for the continuing schemes should be with the administrative ministry. The Finance department should indicate the availability of resources for each quarter department wise. This will reduce sanction time.
- Selection of beneficiaries in open Gram Sabha meetings with nomination coming from locals present.
- Timely provision of finances for execution of schemes.
- Regular updation/preparation and publicity of beneficiary oriented schemes and construction works.
- Procurement system should be made corruption and mafia free. All tenders should have technical and financial bids separately. Technical bids should be finalised within a fixed timeframe. There should also be facility for submitting bids through the internet.

A) **PREPARATION OF LIST OF ALL BENEFICIARY ORIENTED AND CONSTRUCTION SCHEMES:** Outcome achieved during the previous month under all beneficiary oriented and construction schemes is listed at three levels i.e. village, block and district level by the 10th of each month.

- **VILLAGE LEVEL LIST** : Maximum beneficiaries belong to this category and most are ignorant about the schemes implemented for their benefit.
- **By 4th of the month:** Concerned Pradhans to receive all sanction letter copies (for cases sanctioned in previous month) from village functionaries and other sanctioning level officers.
- **By 9th of the month:** Pradhan to call a mandatory meeting of villagers to inform about the schemes implemented during the previous month.
- **Construction schemes:** All construction schemes to be made public by printing on the walls of prominent building, schools, panchayat ghars etc. A board detailing costing, construction agency, specifications, name of officers along with completion time period has to be installed at the site of construction activities costing more than rupees one lakh.
- **BLOCK LEVEL LIST** – A composite of all village wise lists would constitute the block level list.
- **By 7th of the month:** Block Development Officer to receive sanction letter copies from all departments to be maintained village wise at the Block Office.
- **DISTRICT LEVEL LIST** – A composite of all Block level lists would constitute the district level list to be maintained by Chief Development Officer (CDO) at the district. - **By 10th of the month:** To be distributed to people's representatives like the area's Member of Parliament, Members of Legislative Assembly and Council, Jila Parishad and Nagar Palika Adhyaksha and the press by 10th of each month detailing the outcomes achieved during the previous month. Constituency wise lists also to be prepared & provided to the people's representatives to ease in verifying the implementation in their constituencies.

B) **100% SPOT VERIFICATION OF ALL SCHEMES** - System of random sampling has not yielded desired results, hence, alternatively,

100% spot verification is recommended. Existing staff should be used to avoid additional expenditure.

- **District Level Task Force:** All district level officers of all departments to be members of task force headed by the District Officer (DM).
- **Sector Formation:** Each Block is to be divided into 3 to 4 sectors, with 20-25 villages
- **Verification Officer:** . Each sector will have a nodal/verification officer (VO) i.e. a district level officer. These VOs will be trained at the district level by CDOs and given a list of all developmental activities i.e. beneficiary and construction oriented, implemented in his sector in the previous month.
- **Spot Verification:** VO will make spot inspections along with one or two of his subordinates between 11th and 15th of each month. Verification will be done in presence of all villagers and beneficiaries. A duly signed verification report in the prescribed format will be submitted to the CDO.
- **Compilation:** Verification reports of all VOs in a district will be compiled at the district level and submitted to the Programme Implementation Department latest by 20th of each month.
- **Divisional Level Task Force:** For supervisory crosscheck verification, a divisional level task force under chairmanship of Divisional Commissioner will be constituted. It will have all divisional level officers as members. Each divisional level VO will be assigned a block to be supervised during the year.
- **State Level Task Force:** A state level task force under the chairmanship of Principal Secretary, Program Implementation will be constituted with five Secretaries, a few Head of the Departments and some specialists as members. This team will verify on receiving complaints and make surprise checks.
- **Action Taken Reports:** ATRs will also need to be sent to the state level task force on the complaints forwarded by them.
- The implementation progress and Action Taken Reports (ATR) received by the Program Implementation Department

from the various districts will be processed and submitted to the Chief Secretary, Minister for Program Implementation Department and Chief Minister every month for perusal and further orders.

C) SCHEME OF INCENTIVES AND DISINCENTIVES - A system of punishment and reward has also been inbuilt in the scheme. From village to division each officer concerned will be either suitably punished or rewarded according to his performance. This system of punishment and reward is based on objective criteria to maintain uniformity and prevent any complaints.

- **DISINCENTIVES:** Strict punishments are required to act as deterrents. However, they need to be implement able to be effective.
- **False reporting:** If, the district level VO detects any false and advance reporting while verifying, cognisance needs to be taken at the district level itself, where the responsible village level/block level/district level functionary will be suitably punished according to the punishments prescribed by special Government Orders issued under signatures of Chief Secretary. This will maintain uniformity in punishments throughout the state. If the Divisional level VO on verification detects any false reporting, district level VO will be suitably punished.
- **Misuse of funds:** If misuse of funds is detected, First Information Report (FIR) will be filed with the police against the guilty implementing officers. ATRs giving details of punishments imposed on various guilty officers will be sent to the Program Implementation Department by the Divisional Commissioner positively by the end of the month.
- **Surprise checks:** Surprise checks by the state level task force will create psychological fear in the minds of all VOs and all the implementing officers.
- **Suspension:** If any of the district level officer does not cooperate at any stage of the entire exercise, he will be directly punished by the Chief Minister by way of suspension of services.

- **INCENTIVES** – Incentives should be considerable to act as motivators. Like disincentives, incentives should also be administered immediately to have effect.
- **Gold Medal:** The DMs and CDOs having first three positions in the state as per marks awarded according to the practice established by Government of India for evaluation of 20 point program will be rewarded by a gold medal along with an appreciation letter by the CM to be recorded in their character rolls (CRs). In an annual function of all IAS officers, district level officers and VOs alongwith their good workers will be suitably rewarded.

D) ADVANTAGES OF THE SYSTEM :

- System implemented without any additional financial burden on the exchequer by scientifically utilising the existing financial and human resources.
- Resultant enhanced transparency and completion of work in time according to specification due to peer and psychological pressure.
- Positive participation of people resulting in improvement of schemes by quality feedback.
- Corruption will be reined to considerable extent.
- Credibility and prestige of administration enhanced in the eyes of the people.
- Prevention of embezzlement by officers in beneficiary schemes like pensions, scholarships etc.
- Government of people at the doorstep of people.
- Stoppage of mafias getting full payment for partial work by threat or duress due to fear of verification.
- Personal mental horizon broadening and development for all VOs due to exposure to activities of other departments.
- DM and CDOs powers enhanced resulting in better coordination of district level activities, more control and power. Position of district level officers enhanced in the eyes of the public

Verification Report (For schemes relating to construction work)

Rashtriya Sam Vikas Yojana

Name of the district:

Name of the Block:

Period of the Verification Report:

Sl. No.	Name of the Scheme	Details of the Scheme (including location)	Cost of the Scheme	Standard of Quality	Date of starting the work	Date of completion the work	Date of release of funds	Target		Progress		Name of the implementing agency	Actual position Completed/Incomplete	Quality of work Satisfactory / Not Satisfactory	Remarks of the Verification Officer
								Financial	Physical (including units)	Financial	Physical				
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.

Note: 1. Columns 1 to 13 should be filled in by the implementing department.
2. Columns 14 to 16 should be filled in by the verification officer.

Signatures of the Verification Officer

Verification Report (For beneficiary oriented schemes)

Rashtriya Sam Vikas Yojana

Name of the district:

Name of the Block:

Period of the Verification Report:

Sl . No.	Name of the Schem e	Name of the implemen ting agency	Detail s of the sche me	Cost of the sche me	Date of releas e of funds	Name of the village	No. of benefici aries	Positio n of the grant of benefit receiv ed / not receiv ed	Bank loan taken / not taken	Remarks of the Verificat ion Officer
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.

Note: 1. Columns 1 to 7 should be filled in by the implementing department.

2. Columns 8 to 10 should be filled in by the verification officer.

Signatures of the Verification

Officer

Annexure - I

Rashtriya Sam Vikas Yojana
Quarterly Progress Report on financial/physical achievement

Quarter ending.....

Name of the State:

Name of the District:

Total amount received:

S l. N o.	Na me of the sch em e	Allo catio n of fund s	Rel ease of fun ds	Target for the Quarter		Target for the Quarter		Cumula tive expendi ture up to the end of the Quarter	Finan cial achie veme nt (%ag e)	Physi cal achie veme nt (%ag e) (App rox.)	Imple menti ng agenc y	Whe ther verif ied (Yes/ No)	Rem arks
				Finan cial	Phy sica l	Fina ncial	Phy sica l						
1	2	3	4	5	6	7	8	9					