

*PRESENTED TO THE ASSEMBLY
ON THE 9th MARCH, 2006.
Placed Before the Hon'ble Speaker
on Dated March, 2006.*



ORISSA LEGISLATIVE ASSEMBLY

THE DEPARTMENTALLY RELATED STANDING COMMITTEE. IX 2005 - 06

**FIRST
REPORT
ON
SCRUTINY OF DEMAND FOR GRANTS FOR THE YEAR , 2006 - 07
RELATING TO RURAL DEVELOPMENT DEPARTMENT**

"DEMAND NO. 28"



**SECRETARIAT
OF
THE ORISSA LEGISLATIVE ASSEMBLY, BHUBANESWAR**

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**COMPOSITION OF THE DEPARTMENTALLY RELATED
STANDING COMMITTEE. IX - 2005-06 ON
RURAL DEVELOPMENT DEPARTMENT**

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Shri Narasingh Mishra, M.L.A.

MEMBERS

Shri Pradeep Maharathy, M.L.A.

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SECRETARIAT

Shri Balakrishna Sahoo, I.A.S. ,Secretary

Shri B.S. Senapati, Joint Secretary

Shri S.C. Singh, Under Secretary

Shri A.K. Binakar, Section Officer

Shri Mansingh Soren, Sr. Assistant

(ii)

INTRODUCTION

I, the Chairman of the Departmentally related Standing Committee. IX on Rural Development Department have been authorised by the Committee to present the Report on their behalf, present this Report on Scrutiny of Demand for Grants for the year, 2006-07 relating to Rural Development Department in the Seventh Session of the thirteenth Assembly.

In accordance with the Provision of Rule-174-(H) of Rules of Procedure and Conduct of Business in the Orissa Legislative Assembly, the Departmentally related Standing Committee. IX was constituted on the 19th August, 2005.

The Departmentally related Standing Committee. IX for the year 2005-06 examined the demand for grants for the year 2005-06 and 2006-07 relating to R.D. Department in their sitting held on 24.9.2005 , 8.11.2005 and 27.2.2006 and finalised the report in their sitting held on 6.3.2006. The findings and conclusion which were based on the result of the examination of the Committee constitute the Report which is presented herewith.

The Committee appreciates the Officers of the Rural Development Department for their Co-operation in supplying the required data regarding demand for grants for the year 2006-07 alongwith Departmental activities and Budgetary allocation for the year 2005-06 in connection with their examination.

The Committee wish to express their thanks to the Officers and Staff of the Orissa Legislative Assembly Secretariat for their Secretarial assistance.

BHUBANESWAR
DATE:06.03.2006

(NARASINGH MISHRA)
CHAIRMAN
STANDING COMMITTEE-IX

REPORT

RURAL DEVELOPMENT DEPARTMENT

In order to improve the quality of life in rural areas where approximately 80% of the total population live and to address the multi-dimensional problem of the people living in those areas, the Rural Development Department was created on 1st of July, 1990 to deal with minor irrigation, lift irrigation, rural road, rural water supply and sanitation sectors. Later on, minor irrigation and lift irrigation were transferred to Water Resources Department. At present, the Department deals with Rural Road, Water supply and sanitation. Besides construction and maintenance of Government buildings in rural areas, it now consists of two organisation (i) Rural Works and (ii) Rural Water Supply and Sanitation.

(i) **RURAL WORKS**

Rural works organisation implements rural connectivity programme, programmes with NABARD assistance under R.I.D.F., Pradhan Mantri Gramya Sadak Yojana, R.L.T.A.P. for K.B.K. districts, constituency wise Allotment to improve rural connectivity. The Department has received funds from the 12th Finance Commission for development of rural roads. This organisation also looks after the maintenance and up-keep of public buildings in rural areas. For the financial year 2006-07, it appears no fund has been provided for rural connectivity under K.B.K. Scheme. Amount received for Pradhan Mantri Gramya Sadak Yojana is also not reflected in the Demand. Funds placed at the disposal of this organisation i.e. . Rural Works in the Budget 2006-07 are as follows under State Plan :-

(i)	NABARD Assistance R.I.D.F.	--	Rs. 60.00 Cr.
(ii)	C.W.A.	--	Rs. 14.50 Cr.
(iii)	Externally Aid Project (In the pipe line)	--	Rs.1.00 Cr.
(iv)	One time A.C.A.	--	Rs.1.00 Cr.
(v)	Others (Including Decreetal dues)	--	Rs. 1.00 Cr
	Total	--	Rs. 77.50 Cr.

Non-Plan

(i)	Maintenance of non-residential buildings	--	Rs.17.03 Cr.
(ii)	Direction and Administration	--	Rs.18.51 Cr.
(iii)	12th Finance Commission Award for Buildings.	--	Rs.41.78 Cr.
(iv)	Suspense	--	Rs.5.00 Cr.

(v)	Maintenance of Govt. residential buildings.	--	Rs.14.30 Cr.
(vi)	Stipend for students	--	Rs.0.08 Cr.
(vii)	Rural road maintenance	--	Rs.86.38 Cr.
(viii)	12th Finance Commission Award for roads.	--	Rs.135.00 Cr.
(ix)	Completion of incomplete roads and bridges.	--	Rs.5.00 Cr.
(x)	Construction of Treasury and sub-treasury buildings etc.	--	<u>Rs. 1.33. Cr.</u>
		Total --	Rs.324.41 Cr.
	(-) Deduct prorata charges		<u>Rs.48.13.Cr.</u>
	Total non-plan		Rs.276.28.Cr.

The Department is supposed to develop, improve and maintain 27,882 kms. Of roads besides bridges. The district wise status report of roads are given below as on 31.03.2005-

Surface Status of R.D Roads as on 31.3.2005

		Name of Surface Status (length in km)						
Sl No.	District	BT	MT	MSB	Earthen	CC	M.link	Total
1	2	3	4	5	6	7	8	9
1	Angul	256.371	275.191	1.000	166.141	0.955		699.658
2	Balasore	377.808	346.627	136.004	335.713	7.583		1203.735
3	Bargarh	489.675	508.928	33.275	80.385	0		1112.263
4	Bhadrak	196.051	333.088	15.030	275.579	0.550		820.298
5	Bolangir	515.098	471.953	2.105	253.114	0		1242.270
6	Boudh	123.674	205.616	1.000	171.710	0		502.000
7	Cuttack	732.107	413.322	4.460	119.723	3.420	1.545	1274.577
8	Deogarh	126.681	131.049	0.350	54.870	1.950		314.900
9	Dhenkanal	382.064	303.828	3.695	41.482	1.431		732.500
10	Gajapati	312.730	85.349	0.528	53.950	0.731	8.090	461.378
11	Ganjam	1202.996	832.588	5.313	272.262	6.036	21.986	2341.181
12	Jagatsinghpur	335.789	336.251	26.840	98.670	9.610	0.000	807.160
13	Jajpur	411.980	401.645	11.565	144.334	10.090		979.614
14	Jharsuguda	313.135	79.170	22.245	63.160	1.215		478.925
15	Kalahandi	411.971	581.324	7.510	59.320	1.168		1061.293
16	Kendrapara	291.217	316.248	5.872	111.502	19.195	1.750	745.784
17	Keonjhar	643.381	297.695	80.010	203.089	0.000		1224.175
18	Khurda	592.628	191.147	1.400	78.115	2.295		865.585
19	Koraput	381.171	273.452	3.596	106.481	0		778.700
20	Malkanagiri	186.928	330.749	34.425	267.663	0	0.315	820.080
21	Mayurbhanj	981.494	1006.502	14.329	416.872	1.188		2420.585
22	Nawarangpur	512.398	428.714	0.500	76.963	0		1018.575
23	Nayagrah	289.122	207.416	3.100	43.662	0		543.300

24	Nupapada	101.569	151.171	1.390	7.470	0.500		262.100
25	Phulbani	406.972	191.776	6.000	175.727	0		780.475
26	Puri	386.711	295.105	10.861	175.970	14.566		883.213
27	Rayagada	406.030	250.740	11.000	263.120	0		930.890
28	Sambalpur	434.517	351.487	10.950	105.576	0.700		903.230
29	Sonepur	150.997	175.487	0	67.016	0		393.500
30	Sundargarh	619.751	372.875	121.821	175.149	0.561	3.870	1294.027
	Total	12573.216	10146.493	576.174	4464.788	83.744	37.556	27881.971

BT: Black Topped, MT: Metalled, MSB: Moorum sub-base,
CC: Cement Concrete, M. Link: Missing Link

Besides these roads, from time to time additional roads are also transferred to the Department every year. Even though the official figures provided by the Department show that 12,537.216 km. Are B.T road, in reality those roads are in damnedbad condition. Though technically they are B,T. roads, practically both of the roads are damaged. More then 50%of the roads are not motorable. *It is submitted by the Department that with the meagre allocation of funds, the Department finds it extremely difficult to maintain the rural roads properly with reference to the present deteriorated condition of the roads. It is not also possible to cover ordinary repair of entire road in course of the years.*

Maintenance of road are classified into three categories :-

- (a) Routine maintenance each year
- (b) Periodical maintenance (at an interval of 3 years)
- (c) Rehabilitation of strengthening of distress stretches (at an interval of 5 years)

For repair and maintenance of rural roads I.R.C have laid down certain norms vide its manual under special publication-20 which are indicated below :

MAINTENANCE NORM OF RURAL ROADS

(As per IRC: SP: 20.2002)

SINo.	Category	Ordinary Repairs (Annual) (Rs. In lakhs/ K.M	Periodical Renewal required at 3 years interval (Annual requirement) (Rs. In lakhs / Km.)	Maintenance and renewal required at 5 years interval (Annual requirement (Rs in lakhs.Km.)
1	2	3	4	5
1	Gravel & Earth	0.22 to 0.36	0.45 to 1.00	0.75 to .1.20
2	WBM	0.15 to 0.3	0.34 to 0.92	0.66 to 1.65
3	Surface dressing	0.23 to 0.32	0-.55 to 0.70	0.92 to 1.28
4	C.C. Road	0.06 to 0.08		0.1 to 0.2

Going by the above norms, it is calculated that for annual repair and maintenance of the R.D. Road, funds to the tune of Rs.852.00 cr. Are required per annual including prorated charges. The aforesaid I.R.C norms can only be valid for rural road only when the same are brought to a maintainable standard as stated earlier. Presently, the R.D. roads are not in maintainable standard and hence need one time major repair after which only annual and periodical maintenance can be taken up following I.R.C norms. For bringing R.D. roads to a maintainable standard a sum of Rs. 1160 cr. May be required as one time investment as per the following details:

Sl No.	Surface Condition	Length (in Km.)	Rate proposed (Rs. In lakhs.Km.)	Amount (Rs.in lakhs)
1.	Gravel & Earthen	5040.962	2	10081.92
2.	WBM	10146.493	3	30439.48
3.	B.T	12573.216	6	75439.30
4.	C.C	83.744	-	-
5.	Missing link	37.556	-	-
	Total	27882.000		115960.70

Or say Rs 1160.00 Crore

Thus, besides a sum of Rs. 1160.00 cr. One time investment for bringing R.D. roads to a maintainable standard, a sum of Rs. 850.00 cr. Is required only for maintenance of roads. As against that provision has been made in the budget for Rs. 253.05 cr. Thus , there is a huge gap between annual requirement of funds and the budgetary provision.

The Committee, therefore, recommends that the Department should take steps for providing a sum of Rs.1160.00 cr at a time for bringing the R.D. roads to a maintainable standard and thereafter make annual provision of Rs. 852.00cr. for their maintenance, provided the road length under the Department remains as it is to day. Depending upon the change in road length, the budgetary provision should also be modified accordingly. While allocating central grants and making budgetary provision, R.D. department should be given due weight age because as stated above, approximately 80% of the population live in villages. The rural population should not be treated as 'B' class citizens while allocating funds to different Departments, received from the Central Government. Huge amount is diverted to works Department.

The aforesaid recommendation holds good only if out of 27.882 Km of roads, 12,573.916 Km. Of roads are only to remain as B.T. road. In case all the R.D. roads are converted to B.T roads, a further sum of Rs. 1500.00 cr. Is required. Government should do well to take steps by availing loans from different agencies to convert non-B.T. roads to B.T. roads.

Earlier, funds were provided under the K.B.K scheme for construction of roads and bridges in K.B.K areas. But it appears, no fund has been provided during the year 2006-07. In view of the fact that K.B.K. districts are most backward areas, not only in the State, but in the whole of the country, sufficient funds should be provided for development of communication by constructing roads and bridges in that area. ***The Committee is in dark whether the central Government while providing funds under the K.B.K scheme has given any instructions to the State Government not to make any provision for construction of roads and bridges under that scheme. Whatever be the position, the Central Government should be impressed, not only to continue the scheme but also to provide funds under the scheme "For development of Roads and construction of Bridges in the Rural areas in K.B.K. districts". The western Orissa Development Council also provide funds for development of roads and bridges, a part of which is provided at the disposal of Rural Development department. Unfortunately, in the Budget of 2006-07 details of the projects proposed to be taken up do not find place. The committee is of the view that details of the roads and bridges proposed to be taken up during the year 2006-07 by the W.O.D.C should be placed before the Orissa Legislative Assembly indicating therein the funds placed at the disposal of R.D . Department.***

Maintenance and repair of Government buildings in the rural areas is also the responsibility of R.D Department and for this purpose a sum of Rs.32.652 cr. has been provided in the budget for the year 2006-07. *The Committee is of the view that this amount is quite insufficient for repair and maintenance of the buildings which are in a dilapidated condition. With the amount provided in the budget, it is just not possible to maintain or repair the Government buildings. Fortunately, during the year 2006-07, 12th Finance commission has provided a sum of Rs. 41.78 cr for repair and maintenance of Government buildings in rural areas. Even if this amount is taken into account, the fund provided as a whole is quite insufficient. The Department should do well to submit detailed report for the amount required for maintenance and repair of Government buildings, so that can be included in the First supplementary.*

On perusal of the detailed list of plan schemes of different districts, as mentioned in the Demand of the R.D. Department, it appears that projects have not been taken up as per the requirement. The backward areas of the state and their problems remain unattended. Keeping in view that these projects have already got approval of NABARD, the committee does not propose to suggest any alteration or modification. However, the committee is of the view that in future while selecting projects, whatever funds are available should be utilised, given priority to the backward areas so that regional imbalance can be removed.

It appears from the Demand that in the district of Bhadrak provision has been made for 8 projects which are located only in one Assembly segment, even though the District has 5 Assembly seats. Out of the 8 projects, 4 projects are old ones and are yet to be complete. So this work should continue and the provision made in the Budget for these projects Viz. Asurali Kotha, Baligaon, Bhagabanpur, Sendhatira should not be disturbed. So far as the rest 4 projects are concerned, token grant may be provided, and in addition to the projects mentioned in the Demand, the following projects may be included in the Demand of 2006-07.

1. Kanpada
2. Bodak
3. Mahusudha
4. Nalagohira

Further, the following Projects may be included in the Demand of 2006 – 07. If project reports and estimate are available.

Cuttack District

Bentakar - (Cuttack Sadar Block)

Phulpokhari (Barang Block)

Rayagada District

Kalyansinghpur (Augmentation of the existing Pipe water supply Scheme)

New Pipe Water supplied Project

1. Majhiguda (K.Singpur Block)

New Project

2. Gobardhan (Muniguda Block)
3. Paiko Dakuluguda Bisam Cuttack
4. Betyapada & Sikumpadar Block

The Committee feels that in many parts of the State maintenance and repair of tube-wells are not up to expectation and requirement. Many tube-wells are shown as functioning in the Department record, but are defunct. The Committee therefore recommends that a survey be made and accordingly steps may be taken to replace the defunct tube-wells while distributing tube –wells to different districts, and special care should be taken about the requirement of drought affected area and the tribal area of the State. The provision made in the Budget of 2006-07 for providing drinking water to the rural area is not sufficient. Steps may be taken for providing more funds, so that safe drinking water can reach the people throughout the State.

In a State like Orissa where most of the rural population live below poverty line, contributing 10% of the total cost of the project may not be possible. The Committee therefore recommends to do away with this provision.

Steps should be taken to procure Water Takers for providing drinking water in remote areas where there is acute scarcity of drinking water.

It appears that 4 out of 6 posts of Superintending Engineers are lying vacant and the Chief Engineer is in additional charge of 2 Circles. One of the posts is lying vacant for more than 2 years. 6 Posts of Assistant Executive Engineers 10 posts of Assistant Engineer & 25 posts of Junior Engineer are lying vacant. There is no post of Superintending Engineer in the Office of Chief Engineer to assist him in programme monitoring, as a result of which, the Chief Engineer is facing difficulty. The Committee is of the opinion that in view of mounting pressure of work in the department, immediately steps should be taken to fill up these vacancies. Unless the Vacancies are immediately filled up, the Department may not be in a position to fully utilize the funds made available to them in the budget.

Water quality monitoring is a thrust area. National Water Quality Monitoring is a thrust area. National Water Quality Monitoring and Surveillance Programme will be implemented particularly with the support of Government of India. The district level laboratories will play a key role in this programme. There are only 5 posts of Junior Laboratory Assistants for 30 laboratories. The Committee therefore recommends that the Department should be allowed to immediately out-source 25 Junior Laboratory Assistants to make the district Laboratories functional.

The Committee recommends that instead of utilizing the funds available in any particular area, it should take note of requirement of different areas of the State, particularly the backward areas and the area where tribal people live. It is really unfortunate that even after 58 years of independence, we have not been able to provide pollution free drinking water to the people of the State. The Central Government and different agencies should be impressed about this basic necessity of providing drinking water through out the year and impress them to provide more funds. The Committee expects that by 2009 no village should cry for pure drinking water.

**MINUTES OF THE MEETING OF THE STANDING COMMITTEE
IX HELD ON 6th MARCH 2006 AT 11.00 A.M. IN THE
COMMITTEE ROOM OF O.L.A BUILDINGS.**

P R E S E N T :

Shri Narasingha Mishra, M.L.A , Chairman

Shri D. Ulaka, M.L.A.

Shri Netrananda Mallick , M.L.A.

Smt. Ajayanti Pradhan, M.L.A.

Shri Arun Kumar Sahoo, M.L.A.

Shri Rama Ranjan Baliarsingh, M.L.A.

Shri Pravat Ranjan Biswal, M.L.A.

SECRETARIAT

Shri S. Singh,

Under Secretary.

Reports of both the Departments i.e Rural Development and Panchayati Raj are approved. Copy of the reports may be sent to the concerned departments for necessary action at their end. The Committee authorised its Chairman to place the reports in the House on 9th March, 06.

The meeting ajourned sine die.

NARASINGHA MISHRA

CHAIRMAN

