

OVERVIEW

This Report includes three chapters containing performance audit reports of four selected programmes/schemes, 19 transaction audit paragraphs and an integrated audit report of the Disaster Management Department.

The audit has been conducted in accordance with the Auditing Standards prescribed for the Indian Audit and Accounts Department. Audit samples have been drawn based on statistical sampling methods as well as on judgment basis. The audit conclusions have been drawn and recommendations made taking into consideration the views of the Government.

Audit comments on the performance of some Government departments and programmes as well as the working of the Disaster Management Department are given below:

Health And Family Welfare Department

The National Rural Health Mission was launched by the Government of India in April 2005 for strengthening rural health care institutions by providing adequate infrastructure facilities and funds. The Mission sought to provide universal access to equitable, affordable and quality health care facilities in rural areas. A review of the implementation of the National Rural Health Mission in the State revealed improvement in flow of funds to rural health institutions and better health awareness among rural population. However, the objectives of the Mission were not achieved due to inadequate surveys, non-preparation of Perspective Plan, ineffective financial management, inappropriate community participation, lack of basic infrastructure facilities, inadequate equipment and human resources. Accredited Social Health Activists selected were not imparted training in four out of five prescribed modules. Delivery of services under different disease control programmes also suffered due to improper planning, poor quality of services, non-achievement of targets etc. Functioning of Rogi Kalyan Samities was not effective and Village Health and Sanitation Committees were not formed.

Mukhya Mantri Gram Sadak Yojana

The Government of Bihar launched the Mukhya Mantri Gram Sadak Yojana in 2006-07 for providing improved connectivity through all-weather roads to villages and habitations having populations ranging from 500 to 999, which were not covered under the Pradhan Mantri Gram Sadak Yojana. This scheme was aimed at boosting the rural economy by facilitating better transportation of agricultural produce for better and competitive prices and easy accessibility to education, medical and banking facilities for the rural people. There were delays in selection of roads as well as in procedural formalities like tendering and issuing of work orders. Despite the availability of funds, the utilisation of funds by divisions was not adequate and ranged between 10 to 47 *per cent*. The poor utilisation of funds was mainly due to lack of technically capable contractors, allotment of more than one work to contractors, procedural delays etc. Against 982 road works taken up for execution during 2006-08, only

40 per cent were completed up to March 2009. None of the roads selected for the year 2008-09 could be taken up. The durability of completed roads was affected due to non-adherence to the Indian Road Congress specifications. The quality of roads was also compromised due to violation of mining rules and the scheme guidelines. Monitoring by higher authorities and the District Steering Committees was inadequate. Thus, the objective of improved connectivity envisaged under the scheme could not be achieved.

Rashtriya Sam Vikas Yojana

Government of India introduced the Backward Districts Initiative under the Rashtriya Sam Vikas Yojana in 2003-04 for addressing the problems of low agricultural productivity and unemployment and filling the critical gaps in the physical and social infrastructure of the State. The main objective of the implementation of the Rashtriya Sam Vikas Yojana suffered due to defective planning and thin spreading of resources in more than three to four focussed areas coupled with delays in utilisation of funds. Up to March 2009, out of 11015 schemes initiated, only 60 per cent were completed. Although infrastructural schemes were taken up under all the District Plans, sufficient emphasis was not given to agricultural and employment generation programmes. Monitoring at the State level as well as in the districts was not adequate. There were instances of deviations from approved District Plans, improper inclusion of schemes, etc. which diluted the achievement of the objectives of the scheme.

Information Technology Audit of Computerisation of Land Records

Computerisation of Land Records, a centrally sponsored Scheme was initiated in the year 1988-89 and aimed at providing the landowners, computerised copies of Records of Rights at a reasonable price. Government of India provided the necessary funds and support to State governments for implementing the scheme by proper maintenance of land records in an efficient and effective manner through the use of Information and Communication Technology. However, the State was not able to utilise this support due to defective planning and inadequate capturing of data in the State which was under process even after 20 years. Contrary to the scheme guidelines, the computerisation was attempted at the district level and not at the *anchal* level where primary records of land were available. Data entered in the system was captured from 37 year old revisional *khatiyani*. The project suffered due to deficient software, inadequate input controls, absence of validation checks, use of inconsistent codes, lack of supervision of data entry work and proper verification of the data entered. The computerisation of land records in the State was tardy and was required to be monitored regularly by the Revenue and Land Reforms Department (Nodal agency) with technical support of the National Informatics Centre/vendors.

Audit of Transactions

Audit of financial transactions, subjected to test check, in various departments of the Government and their field formations, revealed instances of

misappropriation, loss, fraudulent payment and excess and infructuous, avoidable, idle and unfruitful expenditure of Rs 18.04 crore as mentioned below:

In six cases, misappropriation, losses and fraudulent payments amounting to Rs 3.11 crore were noticed in the Environment and Forest Department (Rs 25.34 lakh), Human Resources Development Department (Primary, Secondary and Adult Education Department) (Rs 1.60 crore), Rural Development Department (Rs 89.21 lakh) and Water Resources Department (Rs 36.61 lakh).

(Paragraph 2.1.1 to 2.1.6)

Excess payment and infructuous expenditure of Rs 1.84 crore were noticed in the Human Resources Development Department (Higher Education Department) (Rs 44.65 lakh), Road Construction Department and Rural Works Department (Rs 77.13 lakh) and Water Resources Department (Rs 61.83 lakh).

(Paragraph 2.2.1 to 2.2.3)

Cases of avoidable and unfruitful expenditure of Rs 4.42 crore were noticed in the Human Resources Development Department (Higher Education Department) (Rs 1.32 crore), Minorities Welfare Department (Rs 95.02 lakh) and Urban Development and Housing Department (Rs 2.15 crore).

(Paragraph 2.3.1 to 2.3.3)

Cases of under-utilisation of machines, idle expenditure and blocking of funds of Rs 8.67 crore were noticed in the Health Department (Rs 2.56 crore), Human Resources Development Department (Higher Education Department) (Rs 30.59 lakh) and Rural Works Department (Rs 5.80 crore).

(Paragraph 2.4.1 to 2.4.4)

Integrated Audit of Disaster Management Department

The State Government is responsible for coping with natural disasters. The role of the Government of India is supportive in terms of physical and financial resources. The State had been facing natural calamities regularly and the Department of Disaster Management was required to take adequate steps for preparation of a State Disaster Management Plan. The department failed to create a State Disaster Management Authority, mandated to give overall guidance and support in the event of a disaster in the State. The department's efforts to ensure co-ordination with the line departments were not satisfactory. District Disaster Management Authorities, though created, were still to be fully functional as evident from the non-preparation of District Disaster Management Plans. Although the department was able to provide rescue and relief to flood victims during 2006-08, the management of relief camps, distribution of relief materials etc. required further improvement. The reconstruction and rehabilitation programme did not show progress at the desired level. Thus, the objective to initiate prevention, mitigation and preparedness efforts were not achieved.