

CHAPTER III

REVENUE AND DISASTER MANAGEMENT DEPARTMENT

3.1 Audit of Karaikal District

Highlights

Karaikal district in the Union Territory of Puducherry was formed in May 2005. The district comprises two revenue taluks. A review of the significant socio-economic developmental activities carried out in the district revealed deficiencies in planning, financial management and implementation of socio-economic schemes. Some of the important audit findings are as under:

- **The District Planning Committee, which was responsible for consolidating the Plans prepared by the local bodies in the district, was not constituted as the committee members had not been elected.**

(Paragraph 3.1.6.2)

- **The District Rural Development Agency, which was responsible for planning and coordinating with other agencies in implementation of schemes and enabling the rural community to participate in the decision-making process, had not been set up, even though the district was formed in 2005.**

(Paragraph 3.1.6.3)

- **Drawal of funds, earmarked for implementation of the various Plan schemes of the Animal Husbandry Department, far in advance of requirements and parking the same in bank accounts facilitated misappropriation of cash of ₹ 41.57 lakh.**

(Paragraph 3.1.7.2(iii))

- **For grants-in-aid released by Government up to March 2009, utilisation certificates for 788 items were not furnished (September 2010) by the grantees in the district for an aggregate amount of ₹ 62.77 crore.**

(Paragraph 3.1.7.6)

- **Inpatient services and 24 hour delivery and emergency services were not available in three out of the 11 Primary Health Centres in the district.**

(Paragraph 3.1.8.1)

- **Basic amenities such as permanent classroom buildings, urinals, lavatories, compound walls, playgrounds, etc were not available in a majority of the Government primary schools in the district.**

(Paragraph 3.1.8.2)

- **Due to slow progress in construction of a fishing harbour at Karaikal, berthing facilities to mechanized boats of Karaikal fishermen could not be provided even after five years from the date of sanction.**

(Paragraph 3.1.9.3)

- **There was a 99/100 *per cent* shortfall in providing legally guaranteed 100 days' wage employment to registered households under the National Rural Employment Guarantee Act.**

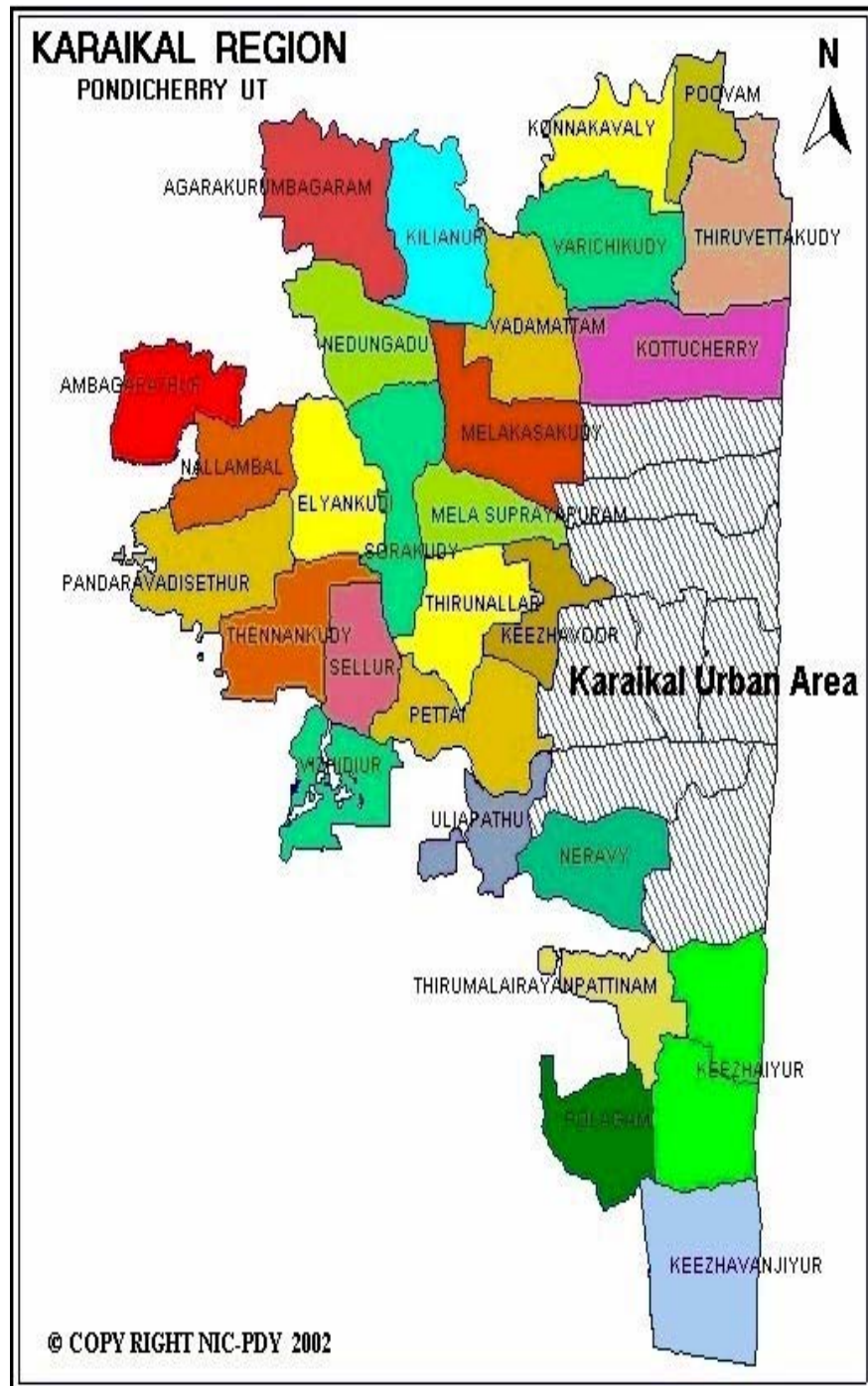
(Paragraph 3.1.9.5)

- **Provisions of the Municipal Solid Waste (Management and Handling) Rules, 2000 relating to collection, storage, segregation, transportation and processing of solid waste were not complied with by the Karaikal Municipality.**

(Paragraph 3.1.10.1)

3.1.1 Introduction

The Union Territory of Puducherry (UT) comprises four regions, viz. Puducherry, Karaikal, Mahe and Yanam, lying geographically isolated from one another. All the four regions of the UT are under one district viz., Puducherry. The Karaikal region was declared as a separate district in May 2005. Karaikal district is surrounded by the Nagapattinam District of Tamil Nadu. The district has an area of 161 sq.km. (35 *per cent* of the UT area). As per the 2001 census, Karaikal had a total population of 1,70,640 which constituted 18 *per cent* of the total population of the UT. The rural population of the district was 96,307.



3.1.2 Organisational set up

The Development Commissioner, who is also the Principal Secretary to Government (Finance) is in charge of the Department of Revenue and Disaster Management. Earlier the Regional Administrator was the administrative head of the district and the post was upgraded as District Collector (DC) after formation of the district. Programmes and schemes in the district are implemented by the district level units of various departments which are under the direct control of the concerned directorates at Puducherry. The implementation of various programmes is monitored locally by the DC and at the UT level by the Development Commissioner.

3.1.3 Audit objectives

The objectives of Audit were to assess whether:

- the annual planning process for different programmes was adequate;
- funds allocated in the budget under Plan schemes were properly utilised;
- various schemes were implemented effectively by departments; and
- proper monitoring of implementation of schemes was in place.

3.1.4 Audit criteria

The criteria adopted in conducting the audit were:

- Five Year and Annual Plans and Karaikal District Plans.
- General Financial Rules, 2005 and Receipt and Payment Rules, 1983.
- Scheme guidelines and instructions issued by Government of India and UT Government from time to time.

3.1.5 Scope of audit and audit methodology

Audit was conducted from April to August 2010 in the District Collectorate and district level offices of 11¹ departments selected on the random sampling method, besides the Block Development Office, Karaikal, local bodies² and the District Rural Development Agency (DRDA), Puducherry.

¹ Agriculture, Adi Dravidar Welfare, Animal Husbandry, Education, Fisheries, Health and Family Welfare, Home, Revenue, Social Welfare, Town and Country Planning and Women and Child Development

² Karaikal Municipality and Kottucherry, Nedungadu, Neravy, Thirunallar and T.R.Pattinam Commune Panchayats

Records relating to implementation of schemes under social and economic sectors during the period 2005-10 were test-checked in audit. Audit objectives and criteria were discussed with the Development Commissioner and the District Collector in entry conferences held separately in March and April 2010. Audit findings were discussed with the District Collector and the Development Commissioner in exit conferences held in October and November 2010 and their replies have been included in the report at appropriate places.

Audit findings

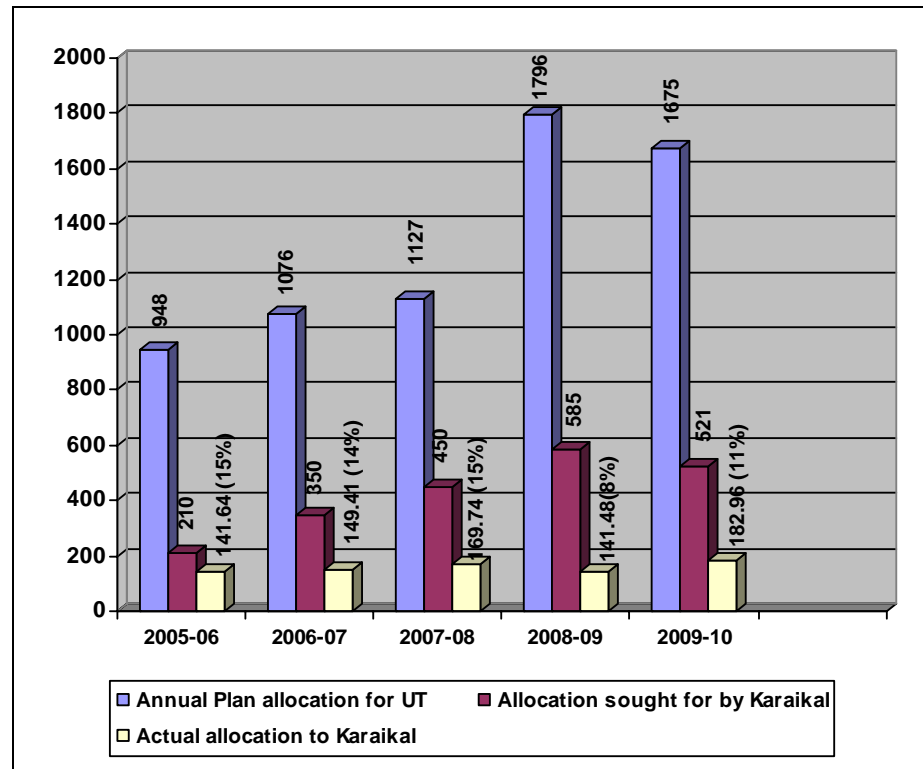
3.1.6 Planning and community participation

3.1.6.1 Annual Plans

Details of Annual Plan outlays for the UT, allocations sought by Karaikal District and Plan funds allocated to the district by the Government for the period from 2005-06 to 2009-10 are given in **Chart-1**.

Chart:1 Details of plan fund allocation to Karaikal

(₹ in crore)



Source: Regional Unit of Planning and Research Department, Karaikal

The district Draft Eleventh Five Year Plan document prepared by the Planning and Research wing at Karaikal had sought for not less than 25 per cent of the total Plan allocation of the Union Territory as the district constitutes 35 per cent of the UT by area and 18 per cent by population. The UT Plan document envisaged that funds would be allocated to various

regions in proportion to their population. However, the Annual Plan allocations for Karaikal district during the period 2007-10 were short by three to 10 *per cent* when compared to the population percentage (18 *per cent*). To an audit query, the Director, Planning and Research Department, replied (July 2010) that sectoral allocations were made to implementing departments on the basis of population of the district and also in keeping with regional needs. The reply was not acceptable as the Plan allocation to the District was even less than the percentage of population (18 *per cent*) during 2005-10.

3.1.6.2 District Plans

**District Planning
Committee was not
constituted**

Article 243 ZD of the Constitution of India provides for constitution of a District Planning Committee (DPC) to consolidate the Plans prepared by the panchayats and the municipalities in the district and to prepare a draft district Plan. Government notified (October 2007) the Pondicherry District Planning Committee (Election of Members to the District Planning Committee) Rules, 2007. The DPC was required to prepare a draft development Plan before 30 September of every year for the next financial year. Members of the DPC were to be elected from the members of the councils of local bodies. Since the post of State Election Commissioner, who was to conduct the election, was vacant from February 2007, the members of the Committee could not be elected and the DPC was not constituted (October 2010).

In the absence of the DPC, the district level unit of the Planning and Research Department called for proposals from district level officers and instructed them to send the proposals to their directorates at Puducherry for finalization of the Annual Plans for the period 2005-06 to 2009-10. The Plans were scrutinized by the concerned directorates at Puducherry and the schemes and proposals were prioritised taking into consideration the needs and requirements of the district and included in the Plan and submitted to the Planning and Research Department for approval. Thus, the grass root level participative process in preparation of development plans for the district was not in place.

Even though it was contemplated in the Eleventh Five Year Plan (2007-12) and Annual Plan document for 2007-08 that Annual Plans from the year 2008-09 would be processed through the DPC, it was noticed that the subsequent Annual Plans were also not formulated as envisaged.

During the exit conference, the Development Commissioner instructed (November 2010) the District Collector to convene meetings of representatives of local bodies for formulation of Plans for the district.

Even though the district was formed in 2005, DRDA was not formed

3.1.6.3 District Rural Development Agency

As per the guidelines of the Ministry of Rural Development, GOI, each district was to have its own District Rural Development Agency (DRDA) registered under the Societies Registration Act under the chairmanship of the District Collector. The DRDA is an important organ at the district level to oversee the implementation of various developmental programmes. It is responsible for planning of programmes, coordinating with other agencies for successful implementation of the programmes, enabling the community including the rural poor to participate in the decision making process and reporting to the concerned authorities and GOI at prescribed intervals. Even though the district was formed in May 2005, a separate DRDA for the district was not established. In the absence of a DRDA, the rural development and poverty alleviation schemes were continued to be implemented in the district by the DRDA, Puducherry through the Block Development Officer at Karaikal. As a result, delays ranging from two to 17 months during 2005-09 in release of funds to BDO, Karaikal for the Indira Awaas Yojana and Sampoorna Grameen Rozgar Yojana were noticed in the transfer of funds to Karaikal. The District Collector stated (April 2010) that action had already been initiated to obtain permission of the UT Government to establish a separate DRDA for Karaikal. During the exit conference, the Development Commissioner stated (November 2010) that the DRDA for Karaikal would be formed at the earliest.

3.1.7 Financial Management

Funds are allocated to the district through the UT budget for various developmental activities. In addition, funds are directly released to district level implementing agencies by GOI for implementation of Centrally sponsored schemes. The Deputy Director of Accounts and Treasuries (DDAT), Karaikal is responsible for compiling the accounts except Public Works accounts, which are submitted directly by Public Works Divisions to the Director of Accounts and Treasuries at Puducherry for compilation.

3.1.7.1 Receipts and Expenditure

The details of revenue receipts and expenditure of the district for the period from 2005-10 were as in **Table: 2**

Table:2 – Details of receipts and expenditure of Karaikal District

(₹ in crore)

Year	Revenue receipts (Tax and non-tax)	Expenditure		
		Revenue	Capital	Total
2005-06	36.23	285.56	23.37	308.93
2006-07	46.16	301.35	40.37	341.72
2007-08	54.55	336.90	38.40	375.30
2008-09	63.80	338.91	37.58	376.49
2009-10	74.45	407.95	43.96	451.91
Total	275.19	1,670.67	183.68	1,854.35

Source: Accounts compiled by Deputy Director of Accounts and Treasuries and Public Works Divisions in Karaikal

It may be seen from the table that revenue expenditure had increased from ₹ 301 crore in 2006-07 to ₹ 408 crore in 2009-10 (36 per cent) whereas the capital expenditure had increased from ₹ 40 crore in 2006-07 to ₹ 44 crore in 2009-10 (10 per cent), indicating the low priority given by the Government for asset creation.

In respect of direct transfer of funds by GOI to implementing agencies in the district, the details of funds received and expenditure incurred were not available with the District Administration as well as in the Finance Department and the implementing agencies furnished utilisation certificates directly to the Ministries concerned. The details of funds received and expenditure incurred as furnished by the implementing agencies in the district under the control of test-checked departments during 2005-10 are given in **Table: 3**.

Table:3 – Details of direct transfer of funds and expenditure

(₹ in lakh)

Department	Scheme	Receipt	Expenditure
Health	National Rural Health Mission	274.54	205.84
	Strengthening of emergency facilities of hospitals located on NH	146.50	116.19
Rural Development (DRDA)	MP Local Area Development	246.15	211.94
	Indira Awaas Yojana	25.00	25.00
	National Rural Employment Guarantee Act*	427.51	437.49
	PM Employment Guarantee Programme	4.03	4.03
	Sampoorna Gramin Rozgar Yojana	92.40	92.40
	Swarnajayanthi Gram Swarozgar Yojana	60.80	60.58
	Total Sanitation Campaign*	7.00	8.11
Social Welfare	District Disability Rehabilitation Centre	6.07	2.90
Education	Sarva Shiksha Abhiyan	461.58	430.48
Revenue and Disaster Management	Disaster Management Programme	11.00	11.00
Total		1,737.58	1,605.96

* In addition to the funds received from GOI, the agency had opening balance and received interest on bank deposits.

Audit findings on implementation of some of the above-mentioned schemes were discussed in paragraphs 3.1.8.1, 3.1.8.4 and 3.1.9.5.

3.1.7.2 Drawal of funds far in advance of requirements

As per Rule 100(2) of the Receipts and Payments Rules 1983, no money should be drawn from the Government account unless it is required for immediate disbursement. Further, it is not permissible to draw money from the Government account in anticipation of demands or to prevent the lapse of budget grants. Audit findings on non-compliance of the rule are discussed below:

(i) The Deputy Director of Fisheries and Fishermen Welfare, Karaikal withdrew (April 2005 to February 2008) ₹ seven crore from the Government account for payment of compensation to landowners for acquisition of land for construction of houses for tsunami-affected fishermen families and paid the amount to the Deputy Collector (Revenue). The amount was kept in a savings bank account maintained by the Deputy Collector. Out of ₹ seven³ crore deposited, ₹ 3.97 crore was lying (July 2010) in the bank account of the Deputy Collector for more than three years. In reply, it was stated (September 2010) that the amount had been kept in the account to meet payment of enhanced compensation to landowners, if any, in future. The reply is not acceptable as budget provisions could be made for such liabilities and paid as and when the need arose. During the exit conference, the Development Commissioner instructed (November 2010) the District Collector to remit the amount into the Government account.

(ii) For construction of a multi-speciality hospital in Karaikal, an allocation of ₹ 24 crore was made in the budget under the health sector for the year 2007-08. Accordingly, the Government sanctioned (March 2008) ₹ 24 crore under the scheme 'Tsunami Reconstruction Programme'. Rupees 6.66 crore was deposited with the Deputy Collector, Karaikal towards payment of compensation to the owners of the land identified for acquisition. The balance amount of ₹ 17.34 crore, meant for construction, was withdrawn on 28 March 2008 and credited to the deposit head (Deposits of local funds) under the Public Account by book transfer. As the lands were not acquired and it was not possible to establish a multi-speciality hospital with the unspent balance available, it was decided in a High Level Committee meeting (September 2008) chaired by the Chief Minister to take up new works and to settle the pending bills of tsunami works in Karaikal with the unspent amount. Rupees 16 crore was withdrawn (February 2009) from the public account and provided through the budget for other tsunami works in Karaikal District. As the identified lands were not acquired (September 2010) the compensation amount of ₹ 6.66 crore was lying in the savings bank account of the Deputy Collector and ₹ 1.34 crore was still lying in the Public Account (October 2010).

Funds were drawn far in advance of requirements and parked in bank account

(iii) The Animal Husbandry Department implemented plan schemes such as distribution of milch animals and goat units, construction of cattle sheds, poultry units, etc at subsidised cost to beneficiaries to be identified as per the scheme guidelines. It was noticed in audit that before identification of the beneficiaries for the schemes, the Joint Director of Animal Husbandry (JD) withdrew funds from Government account as advances and kept in the cash chest or deposited in a bank account opened (June 2007) in his official capacity. During the period 2005-09, the JD had drawn 123 advances for ₹ 4.67 crore from the funds provided for the schemes. During a surprise check (March 2009) of records by the officials of the Directorate of Animal Husbandry it was found that the JD had not rendered accounts for the advances and the number of unadjusted advances was on the rise. Based on the findings of the surprise check, the Secretary to Government directed

3 ₹ three crore in April 2005, ₹ three crore in November 2006 and ₹ one crore in January 2008

(24 March 2009) the department to lodge a police complaint at Karaikal. The matter was referred to the Department of Vigilance and Anti Corruption and a police complaint was lodged on 31 March 2009, the date on which the JD was due to retire. The FIR copy was received on 2 April 2009 and investigation by the police was in progress. Thus, the department had failed to initiate disciplinary action against the JD before retirement. As per the orders of the Director of Animal Husbandry, department officials from Puducherry scrutinised (May 2009) the connected records and found that ₹ 41.57 lakh out of the advances were misappropriated by the then JD. Thus, drawal of funds earmarked for implementation of schemes far in advance of requirements and keeping the same in a bank account facilitated the misappropriation. Even after the detection of the misappropriation, the irregular procedure of drawal of funds in advance and keeping them in bank account continued.

3.1.7.3 Non-utilisation of tsunami grants-in-aid

Under the scheme 'Financial Assistance to Municipalities/Commune Panchayats for creation of infrastructural facilities in tsunami affected areas', grants-in-aid of ₹ 56 lakh each to Karaikal Municipality and Kottucherry Commune Panchayat were released (March 2006) for construction of one community hall in each local body. As instructed by the Government, the local bodies deposited (April 2006) the amounts with the Project Implementation Agency (PIA) to execute the works. It was noticed that the PIA had already constructed the community halls out of the Member of Parliament Local Area Development scheme funds and kept ₹ 1.12 crore unutilised for more than four years (September 2010). The PIA stated that the amount would be refunded on receipt of orders from the Government (March 2010). The fact, however, remained that the PIA retained the funds outside Government account for a long period.

3.1.7.4 Payment of cash compensation to farmers

During the period from December 2005 to July 2008, the Government sanctioned ₹ 6.42 crore (Non-Plan : ₹ 4.54 crore and Plan : ₹ 1.98 crore) for payment of cash compensation to farmers affected by rain/cyclone. The Additional Director of Agriculture, Karaikal drew the funds⁴ and deposited the amount in a bank account for making payments. Out of the amount, cash compensation of ₹ 5.99 crore was paid (February, March 2006 and February 2008 to July 2009) to 23,623 farmers whose crops were damaged in the heavy rains. The ADA remitted ₹ 18 lakh⁵ out of the unspent amount and the remaining ₹ 27 lakh including accrued interest was not remitted (October 2010) into Government Account.

It was further noticed in audit that ₹ 1.80 crore out of ₹ 1.98 crore Plan funds, meant for meeting developmental expenditure, was diverted (July 2008) by Government for disbursing cash compensation to farmers.

⁴ ₹ 2.58 crore in 2005-06, ₹ 0.66 crore in 2007-08 and ₹ 3.18 crore in 2008-09

⁵ ₹ 6 lakh in July 2010 and ₹ 12 lakh in October 2010

3.1.7.5 Pending advances

As per Rule 292 (2) of the General Financial Rules, adjustment bills for advances drawn should be submitted by the Drawing and Disbursing Officers (DDOs) along with vouchers for disbursement made and challans for remittance of unspent advances, if any, within 15 days of the drawal of advances. In Karaikal District, the advances pending adjustment by 56 DDOs as on 1 October 2010 was ₹ 17.29 crore.

The age-wise pendency in adjustment of advances is summarised in **Table 4**.

Table:4: Age-wise pendency in adjustment of advance

Sl No	Pendency in number of years	Number of Advances pending	Amount (₹ in Crore)
1	0-1	133	7.57
2	1-2	49	6.72
3	2-3	14	1.50
4	3-4	18	0.60
5	4-5	17	0.75
6	Above 5	14	0.15
Total		245	17.29

Source: Deputy Director of Accounts and Treasuries, Karaikal

Out of ₹ 17.29 crore adjustment advances for ₹ 5.76 crore, ₹ 2.09 crore and ₹ 1.86 crore were pending adjustment by the DDOs of Agriculture and Animal Husbandry departments and the Block Development Officer respectively. The pendency indicated the laxity on the part of the departmental officers in submitting adjustment bills.

Review of four out of 14 items pending adjustment for more than five years revealed the following:

(i) Three items for ₹ 2.14 lakh were pending adjustment by the Junior Town Planner, Karaikal due to non-receipt of challans for remittance of unutilised advances made by the officials in Puducherry.

(ii) As against an advance of ₹ 10 lakh paid (March 1996) to the Pondicherry Tourism & Transport Corporation (PTTC) to beautify and improve the beach at Karaikal, PTTC spent only ₹ four lakh on the work and the unspent advance of ₹ six lakh was not refunded to Government.

3.1.7.6 Pending Utilisation Certificates

Rule 212(1) of the General Financial Rules stipulates that for grants released during a year for specific purposes, utilisation certificates (UCs) should be obtained by departmental officers from the grantees within 12 months of the closure of the financial year. In Karaikal District, for the grants paid up to

March 2009, UCs for 788 items were not furnished (September 2010) by the grantees for an aggregate amount of ₹ 62.77 crore.

The age-wise pendency in submission of UCs is summarised in **Table 5**.

Table: 5 – Age-wise pendency in submission of UCs

Sl No	Pendency in number of years	Number of UCs	Amount (₹ in crore)
1	0-1	326	20.71
2	1-2	160	6.37
3	2-3	165	13.88
4	3-4	34	8.27
5	Above 4	103	13.54
Total		788	62.77

Source: Deputy Director of Accounts and Treasuries, Karaikal

UCs for 696 items amounting to ₹ 42.96 crore were pending from local bodies and the remaining items were pending from six departments. Non-receipt of UCs for huge amounts indicated that the DDOs of seven departments⁶ failed to monitor the adherence to the terms and conditions governing the release of grants by the grantee institutions as well as implementation of the schemes.

3.1.8 Social Services

A review of implementation of schemes under health, education, housing and water supply and sanitation sectors revealed deficiencies in providing proper infrastructure and adequate manpower to achieve the intended objectives of providing health care, education, water supply and basic amenities to the people of the District as may be seen from the audit findings discussed below:

3.1.8.1 Health

The Medical Superintendent of the Government General Hospital, Karaikal and the Deputy Director (Immunisation) are responsible for providing health care services in urban and rural areas of the district respectively. The health care services are delivered through one hospital, one Community Health Centre (CHC), 11 Primary Health Centres, (PHC) and 17 Sub-Centres (SC).

- **National Rural Health Mission**

Government of India launched (April 2005) the National Rural Health Mission (NRHM) throughout the country for providing accessible, affordable, effective and reliable health care facilities in rural areas.

⁶ Town & Country Planning, Adi Dravidar Welfare, Agriculture, Animal Husbandry, Co-operation, Local Administration and Fisheries

A performance audit on implementation of NRHM in the UT was included in Para 1.1 of the Report of the Comptroller and Auditor General of India, for the year ended 31 March 2009. Comments on non-preparation of Perspective Plan and Village Health Plans, lack of infrastructure in health centres, non-availability of basic health care services, inadequate man power, decline in the number of deliveries in health centres, etc., were included in the Report. The status of implementation of NRHM in Karaikal district as of March 2010 was updated and the deficiencies noticed in infrastructure, manpower and provision of health care services are discussed below.

(i) *Infrastructure*

Indian Public Health Standards (IPHS) prescribed population norms for establishment of SC, PHC and CHC as one for 5,000, one for 30,000 and one for 1,20,000 respectively. By applying the norms prescribed for providing health centres based on rural population (96,307), the district should have 20 SCs, five PHCs and one CHC. However the district had 17 SCs, 11 PHCs and one CHC to cater to the needs of rural people.

As per norms, each CHC/PHC should have a waiting room for patients, operation theatre, labour room, emergency/casualty room, clinic room, residential facilities for staff and separate utility for male and female. It was noticed that waiting room for patients was not available and the operation theatre of the CHC was not functioning from June 2007 as it required renovation. Number of PHCs which lacked basic infrastructure is given in **Table 6**.

Table – 6: Details of PHCs where infrastructure was not available

Sl.No.	Infrastructure required	Number of PHCs where infrastructure was not available
1	Operation theatre	8
2	Emergency/Casualty Room	5
3	Residential facilities for staff	3
4	Waiting room for patients	2
5	Separate utility for Male and Female	2

Source: Data furnished by PHCs

(ii) *Basic health care services*

As per IPHS each CHC/PHC was required to provide basic health care services such as inpatient, 24 hours emergency and delivery and diagnostic services. It was noticed that child health care, family planning (tubectomy and vasectomy), ultra-sound scan and blood storage facilities were not available in the CHC. Number of PHCs in which basic health care services were not available is given in the **Table 7**.

Table – 7: Details of non-availability of basic health care services

Inpatient services and twenty-four hour delivery emergency services were not available in three PHCs.

Sl.No.	Basic health care service	PHCs where service was not available
1	Family Planning (Tubectomy and Vasectomy) and Ultra sound	11
2	Pediatrics	10
3	X-rays and ECG	9
4	New born care	8
5	Intra-natal examination of gynaecological conditions	4
6	Inpatient services and 24 x 7 deliveries/emergency services	3
7	Obstetric care	2

Source: Data furnished by PHCs

Even though the NRHM was implemented in the district from the year 2005, the basic infrastructure and health care services were not provided despite availability of sufficient funds under NRHM.

(iii) *Manpower Resources*

NRHM aimed at providing adequate medical and para medical staff at all health centres as per the IPHS. Scrutiny of records of CHC, Thirunallar revealed that one post each of General Surgeon, Anesthetist, Obstetrician and Gynaecologist, and Eye Surgeon were not sanctioned. Thus due to non availability of specialized man power, the bed occupancy rate in the CHC was poor and it declined from 8.62 in 2006-07 to 4.65 in 2009-10 as against the bed strength of 30.

Details of shortage of manpower noticed in three out of 11 PHCs are given in the **Table 8**.

Table - 8: Details of shortage of manpower

Name of PHC	Medical officer			Staff nurse			Lab technician			Lady Health Visitor / Assistant		
	R	S	F	R	S	F	R	S	F	R	S	F
Kovilpathu	2	1	1	2	1	1	1	1	1	1	1	1
Nallathur	2	1	1	2	1	1	1	1	1	1	1	Nil
Nallambal	2	1	1	2	1	1	1	1	Nil	1	1	Nil

R: Required; S: Sanctioned; F: Filled in

Even though NRHM contemplated appointment of medical and para medical staff on contract basis, the required man power was not provided in the above three PHCs.

(iv) *Achievement against performance indicators*

Performance indicators quantifying the targets for reducing infant mortality rate (IMR), maternal mortality rate (MMR) and total fertility rate (TFR) fixed for the UT and achievement in respect of Karaikal district are given in **Table 9**.

Table: 9 Details of achievement in performance indicators

Indicator	Target for UT 2010-11		Achievement in Karaikal				
			2005-06	2006-07	2007-08	2008-09	2009-10
MMR	10/10000	live births	41	38	39	36	25
IMR	16/1000	live births	10	10	13	14	9

Source: Records of Deputy Director (Immunisation), Karaikal

The district fared well in the reduction of IMR. Even though the district could reduce MMR from 41 in 2005-06 to 25 in 2009-10, it was not able to achieve the target of 10/10000 live births for 2010-11. The data regarding total fertility rate of the district was not available with the Health Department.

(v) *Janani Suraksha Yojana*

Janani Suraksha Yojana is one of the important components of the Reproductive and Child Health (RCH) programme to encourage pregnant women to have institutional delivery rather than domiciliary delivery in order to reduce maternal and neo-natal mortality. Under this programme, all the pregnant women belonging to the SC, ST and BPL categories above 19 years of age, are entitled to mothers' package of ₹ 700 in rural areas and ₹ 600 in urban areas for institutional delivery up to two live births.

- *Institutional Deliveries*

The details of institutional deliveries in the District are given in **Table – 10**.

Table :10: Details of institutional deliveries

Year	Institutional deliveries in				Percentage of deliveries in CHC and PHCs
	District Hospital	CHC and PHCs	Others	Total	
2005-06	3,297	275	1,594	5,166	5
2006-07	3,664	282	1,580	5,526	5
2007-08	3,493	215	1,816	5,414	4
2008-09	3,311	107	1,577	4,995	2
2009-10	3,333	81	1,278	4,692	2

Source: Data furnished by Health Department

Out of the total institutional deliveries during 2005-10 in the district, the percentage of deliveries in CHC and PHCs ranged between two and five only, indicating that the pregnant mothers preferred deliveries at District Hospital or in private hospitals in view of lack of basic infrastructure, man power and health care services in CHC and PHCs as discussed in sub paragraphs (i), (ii) and (iii).

- *Extension of cash assistance to ineligible mothers*

Under the scheme of providing cash assistance to mothers, ₹ 18.11 lakh was reported as distributed to 2,934 beneficiaries during the period 2005-10.

The category-wise details of cash assistance provided during 2005-09 were not maintained by the CHC/PHCs. In absence of the details, the possibility of extension of cash assistance to ineligible mothers could not be ruled out. It was noticed in audit that cash assistance of ₹ 0.61 lakh was extended to ineligible mothers belonging to APL categories in 2009-10.

- *Non-maintenance of data base on pregnant women*

With a view to monitor ante-natal care check ups, institutional deliveries, post natal care and immunisation of children, GOI instructed (November 2009) UT to maintain the above data in digital format in respect of pregnant women and children born since April 2009. The data base was still not created. To an audit query, the Deputy Director (Immunisation) stated (November 2010) that on receipt of computers, the data base would be created in digital format.

(vi) *Ante-natal care*

Pregnant women are required to have a minimum of three ante-natal check ups. Scrutiny revealed that the percentage of pregnant women in the district who had received three antenatal check ups (ANCs) during 2005-10 ranged between 83 and 98 per cent as of March 2010.

(vii) *National Vector Borne Disease Control Programme*

The National Vector Borne Disease Control Programme (NVBDCP) aims at controlling vector borne diseases by reducing mortality and morbidity due to malaria, filaria, dengue, chikungunya etc., in endemic areas through close surveillance, controlling breeding of mosquito and fly by spraying larvicides and insecticides and improving diagnostic and treatment facilities at health centres.

Details of blood smear collected and tested, annual blood examination rate (ABER) and annual parasitic incidence (API) in the district are given in **Table 11**.

Table 11: Prevalence of Malaria in Karaikal

Year	Population (in lakh)	Blood smears collected (BSC) and tested	Malaria positive (MP) cases	ABER ⁷	API ⁸
2005	1.82	59,060	7	32.45	0.04
2006	1.85	43,480	17	23.50	0.09
2007	1.88	16,505	12	8.78	0.06
2008	1.91	16,950	38	8.87	0.20
2009	1.94	16,223	18	8.36	0.09

Source: Data furnished by Health Department

⁷ ABER = BSC/Population x 100

⁸ API = MP/Population x 1000

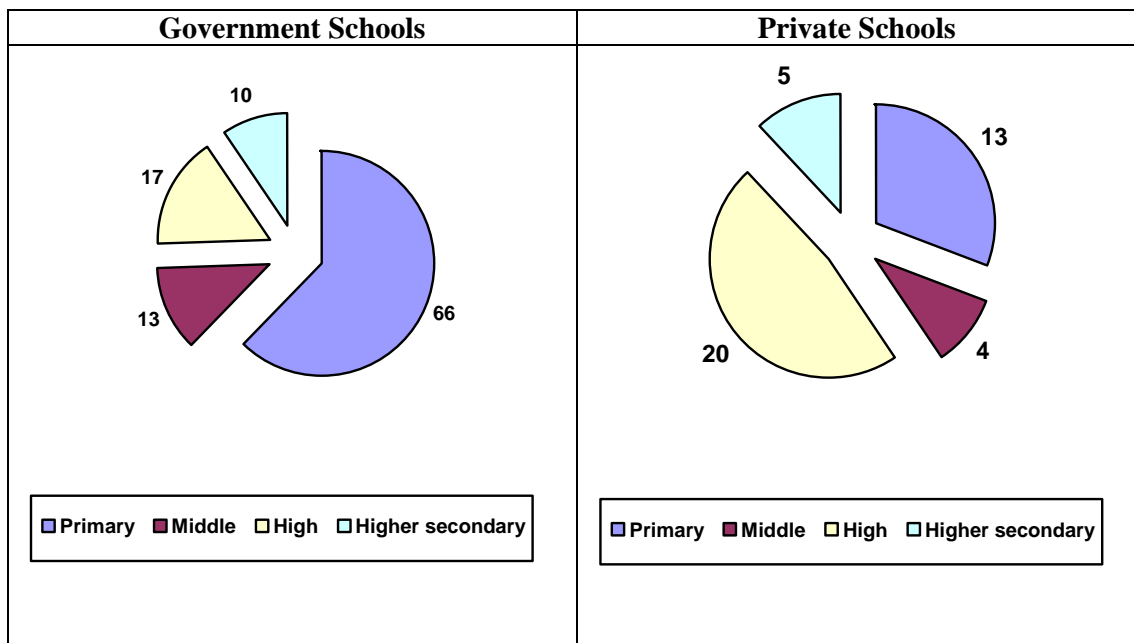
No annual targets were fixed for collection and testing of blood smears. It was noticed in audit that the number of blood smears collected declined from 59,060 (32.45 per cent) in 2005 to 16,223 (8.36 per cent) in 2009 whereas the number of malaria positive cases were on the rise from seven to 38 during the period indicating higher incidence of malaria.

3.1.8.2 School Education

Education is one of the most important indicators of social progress of a nation. Both the UT and the Central Governments have been spending large amounts on increasing the enrolment and retention of children in schools, especially in the primary and elementary segments. The Sarva Shiksha Abhiyan (SSA) is one of the flagship programmes of the Government for universalisation of primary education.

The district had 148 schools⁹ under Government (106 schools) and private (42 schools) sectors as of 2008-09 as given in **Chart – 2**.

Chart – 2: Details of Government and Private Schools in Karaikal



• **Enrolment in Government schools**

As per Government of India norms prescribed in the guidelines of SSA in regard to access to schools, every habitation should have a primary school within a distance of one kilometre and upper primary school within three kilometres.

⁹ Primary school has classes from one to five, middle school has classes from one to eight and secondary school has classes from one to 10 and higher secondary school has classes from one to 12 or from six to 12.

There are 125 habitations in the district and all the habitations were provided with primary and upper primary schools. It was noticed that 25 out of 66 primary and seven out of 13 middle schools were within a distance ranging from 100 metres to 1,000 metres. As a result, both primary and middle schools were functioning in the same areas and it was noticed in audit that the enrolment of students was very poor in these schools. Out of the 25 primary schools which were functioning within a distance of one kilometre, the total student strength was 50 or less in 15 schools and it was between 51 to 100 in seven schools. It was further noticed that the total student strength was below 20 in six primary schools resulting in higher teacher student ratio of 1:17 as against the national ratio of 1:40 and the UT ratio of 1:22. The names of schools are given in **Appendix-3.1**.

It was further noticed in audit that the number of students enrolled in Government schools had declined from 24,539 in 2005-06 to 23,508 in 2008-09 whereas the enrolment in private schools increased from 13,422 to 16,396. The decline in enrolment in Government schools could be due to lack of infrastructure and basic amenities as discussed in the subsequent paragraph.

- **Infrastructure and basic amenities**

Each school is required to have basic amenities such as adequate reinforced cement concrete roofed classrooms, water supply, urinals, lavatories, power supply, compound wall and play ground. The details of Government schools which lacked these amenities as of October 2010 are given in **Table 12**:

Table 12: Details of Government schools which lacked basic amenities

School	No. of schools	Classrooms in temporary sheds		Lack of facilities				
		Schools	Class rooms	Urinals	Lavatory	Electricity	Compound wall	Play ground
Primary	66	11	17	13	19	2	26	30
Middle	13	6	22	1	1	0	2	8
High	17	3	16	4	0	0	1	3
Hr. Sec.	10	4	16	0	0	0	0	1
Total	106	24	71	18	20	2	29	42

Source: Data furnished by schools in the district

Basic amenities were not available in a majority of the Government primary schools

It may be seen from the above table that basic amenities such as permanent classroom buildings, urinals, lavatories, compound walls, playgrounds, etc were not available in a majority of the Government primary schools where boys and girls under the age of 10 years were studying.



- ***Dilapidated buildings***

The number of undismantled dilapidated buildings in the Government school campuses was as follows:

Sl. No.	School	No. of schools	No. of buildings
1	Primary	17	18
2	Middle	5	7
3	High	8	18
4	Higher Secondary	2	4
	Total	32	47



These old buildings posed potential threats to the lives of children studying in the schools.

- ***Board results***

The data on performance of students in Board examinations conducted during 2005-06 to 2009-10 in respect of Government as well as private schools in Karaikal is given in **Table 13**.

Table 13: Details of Board results

(Percentage)

Year	Secondary Examination		Higher Secondary Examination	
	Government	Private	Government	Private
2005-06	64	96	74	88
2006-07	69	95	82	87
2007-08	72	97	78	96
2008-09	73	97	80	86
2009-10	77	98	73	95

Source: Chief Educational Officer, Karaikal

It may be seen from the table that the performance of secondary and higher secondary students (pass percentage) of Government Schools was lower than that of private schools in all the years.

3.1.8.3 Housing

Housing is one of the basic requirements and one of the major indicators of economic growth. For a citizen, owning a house provides significant economic security and dignity in society. Village-wise indicators on basic amenities appended to the Eleventh Five Year Plan document showed that out of 24,703 houses in the rural areas, 13,339 houses were thatched as of March 2007. The Plan document stressed that all thatched houses (huts) in the district should be converted into *pucca* houses during the plan period (2007-12).

The following three schemes are implemented by the Adi-Dravidar Welfare Department (ADW), the Block Development Office (BDO) and the Pondicherry Slum Clearance Board (PSCB) in the district for extending housing subsidies to the identified beneficiaries to enable them construct houses.

Implementing agency	Name of scheme	Targeted beneficiaries	Maximum housing subsidy per unit (₹)
ADW	Grant of house construction subsidy	Shelterless SC people	1,00,000 (upto 2008-09) 2,00,000 (from 2009-10)
BDO	Indira Awaas Yojana (IAY)	BPL families in rural areas	1,00,000
PSCB	Perunthalaivar Kamarajar Housing Scheme (PKHS)	Shelterless poor families in urban and rural areas.	1,00,000

The details of beneficiaries and houses constructed under the above schemes during 2005-06 to 2009-10 are given in **Table 14**.

Table:14: Details of number of beneficiaries and houses completed

Year	Number of beneficiaries				Number of houses completed under			
	ADW	IAY	PKHS	Total	ADW	IAY	PKHS	Total
2005-06	163	57	1,355	1,572	75	31	1,126	1,232
2006-07	0	34	1,480	1,537	0	21	1,054	1,075
2007-08	486	15	1,799	2,319	11	8	1,176	1,195
2008-09	416	10	NA	431	98	1	NA	99
2009-10	362	0	NA	362	61	0	NA	61
Total	1,427	116	4,634	6,177	245	61	3,356	3,662

Source: Details furnished by implementing agencies concerned

It may be seen that out of 6,177 beneficiaries for whom subsidy was released, only 3,662 beneficiaries completed construction of houses. The details of the remaining 2,515 beneficiaries, who received subsidy amounting to ₹ 10.97 crore and had not completed (July 2010) the houses are given in **Table – 15**.

Table15: Details of incomplete houses

Year	ADW		BDO		PSCB		Total beneficiaries	Total amount (₹ in crore)
	No. of beneficiaries	Amount (₹ in lakh)	No. of beneficiaries	Amount (₹ in lakh)	No. of beneficiaries	Amount (₹ in lakh)		
2005-06	88	25.10	26	6.35	229	50.25	343	0.82
2006-07	---	---	13	10.65	426	100.50	439	1.11
2007-08	475	233.50	7	4.90	623	330.80	1,105	5.69
2008-09	318	173.70	9	4.60	---	---	327	1.78
2009-10	301	157.10	---	---			301	1.57
Total	1,182	589.40	55	26.50	1,278	481.55	2,515	10.97

Source: Details furnished by ADW, BDO and PSCB

On this being pointed out by audit, the Block Development Officer stated (July 2010) that the beneficiaries belonged to below poverty line category and due to increase in cost of construction materials, the beneficiaries were unable to complete the houses within the estimated costs. The reply is not acceptable as the subsidy under IAY was enhanced from ₹ 50,000 to ₹ one lakh from 2006-07 onwards on par with the subsidy admissible under the schemes implemented by ADW and PSCB and the PSCB could complete 3,356 out of 4,634 houses during 2005-08. The Director of Adi-Dravidar Welfare constituted (June 2009) a monitoring Committee to inspect the houses under construction every month and submit status reports about the beneficiaries who had failed to complete the construction with

solutions to mitigate the hardships faced by them. The Committee had neither visited the houses nor submitted any report so far to the Directorate.

It was noticed that annual targets were not fixed for the housing schemes implemented by ADW and PSCB. In respect of housing schemes implemented by the BDO, the annual targets fixed for the years 2005-09 ranged between 25 and 75 and no target was fixed for the year 2009-10. Out of 13,339 thatched houses at the beginning of the Eleventh Plan period, only 1,355 (10 *per cent*) thatched houses were converted into *pucca* houses during 2007-10, leaving 90 *per cent* to be covered in the next two years.

3.1.8.4 Water Supply and Sanitation

- ***Water Supply***

The Public Works Department (PWD) is responsible for providing drinking water supply to Karaikal town. In the rural areas, water supply schemes, on completion by PWD, were handed over to the Commune Panchayats concerned for operation and further maintenance for which grants-in-aid were released by Government. Water supply was provided to the urban and rural population as per the norms¹⁰ prescribed by the Central Public Health Engineering and Environmental Organisation.

Testing of water samples

In order to ensure supply of safe drinking water to the public, water samples from the supply points in Karaikal town area are collected by PWD for bacteriological analysis in PWD laboratory. Consequent on the outbreak of diarrhoea in Karaikal (July 2005), a water testing laboratory was established (October 2006) in the Government General Hospital by Health Department, for analyzing water samples taken from the rural areas. Primary Health Centres are responsible for collection and analysis of samples and to advise the local bodies concerned for taking remedial action. No targets were fixed for taking water samples by PHCs for analysis and it was noticed that the number of samples tested declined from 380 in 2007-08 to 152 in 2009-10. It was stated by (September 2010) Deputy Director (Immunisation) that due to non-filling up of 21 out of 23 posts of Health Assistants sanctioned for PHCs, less number of water samples were taken for analysis and that targets would be fixed since the vacancies were filled in November 2010.

The details of water samples tested during 2005-10 are given in **Table-16**.

¹⁰ 135 litres per capita daily in urban areas and 70 lpcd in rural areas

Table 16 – Details of water samples tested during 2005-10

Year	Urban area			Rural area		
	No. of samples tested	Samples found unfit for consumption	Percentage of unfit samples	No. of samples tested	Found unfit for consumption	Percentage of unfit samples
2005-06	510	18	4	---	---	---
2006-07	327	21	6	192	54	28
2007-08	207	12	6	380	178	47
2008-09	587	10	2	199	128	64
2009-10	441	42	10	152	96	63
Total	2,072	103		923	456	

Source: Data furnished by the Health Department

The percentage of water samples found bacteriologically unfit for human consumption in respect of rural area ranged between 28 and 64 out of the samples tested. It was further noticed that the number of acute diarrhoea cases treated in District Government Hospital, Karaikal increased from 2,833 in 2006-07 to 5,107 in 2009-10 and supply of unsafe drinking water could be one of the reasons for higher incidence of diarrhoea in Karaikal.

- **Sanitation programmes**

Government of India launched the Total Sanitation Campaign (TSC) in 2001-02. The major components of the scheme were start up activities, information, education and communication (IEC), community sanitary complex, individual household latrines, rural sanitary mart, school sanitation, alternative delivery mechanism and anganwadi toilets. The District Rural Development Agency implements the scheme through Block Development Officer. The quantum of subsidy for construction of individual toilet was enhanced from ₹ 500 to ₹ 1,500 from 2007-08 and to ₹ 2,500 from 2008-09 onwards. The start-up activities included conducting a baseline survey, preparation of a Project Implementation Plan, initial orientation and training of key programme managers at the district level.

The BDO, Karaikal had an unspent balance of ₹ 3.27 lakh (March 2005) and received a sum of ₹ seven lakh in 2005-06. The BDO had incurred a total expenditure of ₹ 8.11 lakh during 2005-10. Under TSC 267¹¹ individual toilets were constructed during 2005-10 and the BDO had an unspent amount of ₹ 2.16 lakh as of March 2010.

In March 2005, the UT Government introduced ‘The Pondicherry Chief Minister’s Sanitation Scheme for Grant of Financial Assistance to Below Poverty Line Families for Construction of Sanitary Latrines’. The Town and

¹¹ 95 in 2005-06, 68 in 2006-07, 48 in 2007-08, 29 in 2008-09 and 27 in 2009-10

Country Planning Department released grants-in-aid to the Pondicherry Slum Clearance Board (PSCB) for implementation of the scheme. As per the scheme guidelines, a BPL family who owned a house and completed the construction in all respects and did not have a sanitary latrine was eligible for a subsidy of ₹ 10,000. The PSCB released the subsidy in two instalments of ₹ 5,000 each.

Out of the grants-in-aid of ₹ 4.30 crore received by PSCB during 2005-08, a total subsidy of ₹ 2.42 crore was released to 2,134 beneficiaries who had completed their toilets (₹ 10,000 each) and 572 had availed only the first instalment of ₹ 5,000 each (October 2010).

In the fifth meeting of the District Vigilance & Monitoring Committee held in February 2009 to monitor the progress of rural development programmes, it was stated that the drop in construction of individual toilets were (i) on account of lesser subsidy than the State Plan scheme implemented (ii) lack of reputed non-Government organisations to undertake baseline survey and information, education and communication activities and (iii) lack of space for the rural poor in their homesteads.

As per the details appended to the Eleventh Five Year Plan document of Karaikal District, individual toilets were available only in 7,991 out of 24,703 rural households. The National Rural Health Mission Document (2005-12) stipulated that the District Health Mission would guide activities of sanitation at the district level and promote joint IEC for public health, sanitation and hygiene, through Village Health & Sanitation Committees and promote household toilets and the school sanitation programme. Though Village Health Sanitation Committees were formed at Sub-centres, PHC level and untied funds of ₹ 10,000 each were released every year, 2,401 individual latrines were constructed under the two schemes during 2005-10. Thus, 14,311 rural households lacked individual toilet facilities.

- ***Testing of food samples***

Food inspectors in the Food and Drug Administration wing are empowered to inspect hotels, shops etc., take samples for analysis and take legal action against the defaulters under the provisions of the Prevention of Food Adulteration Act, 1954. Food samples taken in Karaikal were sent to the Public Health Laboratory, Puducherry for analysis since testing facilities were not available in Karaikal.

Test check of the records of the Food and Drugs Administration wing revealed that no annual target was fixed for taking food samples for analysis. Test analysis reports for 97 samples sent during the period 2005-10 were pending with the Public Health Laboratory, Puducherry for periods ranging between one and four years. Due to the delays of more than the prescribed 40 days for receipt of reports, action against the defaulters

could not be taken. The DC stated (October 2010) that necessary instructions would be issued to fix the targets for taking food samples.

3.1.8.5 Other Welfare Schemes

Schemes for improving the socio-economic status of women, grant of pension to the aged, the destitute and widows were implemented by the Child Development Project Officer (CDPO) of the Women and Child Development Department. For overall development and rehabilitation of the disabled, welfare schemes were being implemented by the Assistant Director of Social Welfare Department. Test check of records maintained by the Women and Child Development and Social Welfare departments revealed the following:

- **Pension schemes**

Financial assistance in the form of pension at ₹ 600 per month per beneficiary was extended to the aged, destitute and widows by the Child Development Project Officer (CDPO). Further financial assistance to the disabled ranging from ₹ 750 to ₹ 1,500 per month per beneficiary based on the percentage of disability was also extended by the Assistant Director of Social Welfare. Fishermen aged 50 years and above who opted to avail of pension from the Fisheries Department were paid pension at ₹ 750 per month through the Deputy Director of Fisheries. A total of 20,539 beneficiaries were covered under the three schemes during 2005-10 and financial assistance of ₹ 16.10 crore was provided to them.

- (i) **Old Age Pension Scheme**

Scheme guidelines stipulate that BPL families whose annual family income from all sources is up to ₹ 24,000 are eligible for pension under the scheme.

Scrutiny of applications for sanction of old age pension revealed that financial assistance was extended to applicants whose annual family income was more than ₹ 24,000 and were issued above poverty line (APL) family ration cards by the Department of Civil Supplies and Consumer Affairs. Field level verification required to be made as per the scheme guidelines were not carried out by the departmental officials before recommending the applications for sanction of financial assistance resulting in inclusion of ineligible beneficiaries. Test check of 679 applications in audit revealed that financial assistance was irregularly extended to (i) 231 persons belonging to APL (ii) five applicants whose annual family income as per the verification reports enclosed was more than ₹ 24,000 (iii) one applicant whose annual family income was ₹ 48,000 as certified by the Revenue Officer.

(ii) *Centrally sponsored pension schemes*

GOI extended financial assistance under the Indira Gandhi National Old Age Pension Scheme for persons aged 65 years and above and belonging to BPL families in November 2007 and the Indira Gandhi National Widow Pension Scheme for widows aged between 40 and 64 years in February 2009, which were to be implemented by the Department of Women and Child Development. It also extended financial assistance under the Indira Gandhi National Disabled Pension Scheme to disabled persons in February 2009. The assistance under the above three schemes was ₹ 200 per month per beneficiary and the list of persons identified was to be cleared by GOI. The UT Government had to ensure that accounts of the beneficiaries were opened either in banks or post offices for availing of the Central assistance directly by transfer of the pension in the beneficiaries' accounts.

The CDPO, Karaikal had identified (2007-09) 9,697 beneficiaries under the schemes for the aged (6,131) and widows (3,566). However, accounts in post offices or banks were not opened (October 2010). In reply, the Director of Women and Child Development stated (October 2010) that once the number of beneficiaries was finalised with GOI, bank accounts would be opened by the beneficiaries for availing of the assistance. As the list of BPL families enumerated as per GOI guidelines was not available with the UT Government, GOI had not approved the list of beneficiaries submitted (October 2009) by the UT. The Social Welfare Department was still to identify the beneficiaries for the pension scheme for the disabled even after 20 months from the date of introduction of the scheme. The reason for delay in implementing the scheme was not furnished by the Department.

• *Supply of free rice to the disabled*

Regular supply of free rice to the disabled was not ensured

Distribution of 15 kg of rice every month free of cost to each of those disabled persons, who were in receipt of financial assistance through Anganwadi Centres was implemented by the Social Welfare Department from April 2002. Test check revealed that free rice was not distributed regularly every month to eligible beneficiaries. During the last five years, rice was not distributed to 2,491 beneficiaries (average per month) for 18 months¹². The department stated that free rice was not distributed to the disabled persons due to insufficient provision of funds in the budget and delays in receipt of sanctions. The DC stated (October 2010) that such lapses would be avoided in future.

¹² 2007-January, December; 2008-January to March, June to August; 2009: January to April, October to December; 2010-January to March

3.1.9 Economic Services

3.1.9.1 Agriculture

Karaikal District has coastal alluvial soil suitable for cultivation of paddy and pulses. Paddy accounted for 61.72 *per cent* of the total cropped area. The Agriculture Department implements Plan schemes for agricultural education, research, extension needs, marketing facilities, etc. Audit findings on test-checked schemes are discussed below:

- ***Decline in cropped area***

The details of classification of land area in Karaikal District for the years 2005-06 to 2008-09 are given in **Table: 17**.

Table: 17 - Classification of land area in Karaikal District

(Area in hectares)

Year	Land put to non agricultural use	Land under miscellaneous tree crops	Culturable waste	Other fallow lands	Current fallow lands	Net area sown	Area sown more than once	Total cropped area
2005-06	4,747	188	2,456	1,584	548	6,489	3,698	10,187
2006-07	4,800	203	2,528	1,457	374	6,650	4,348	10,998
2007-08	4,905	207	2,628	1,293	591	6,388	4,153	10,541
2008-09	5,008	204	2,724	1,180	634	6,262	2,902	9,164

Source: Season and Crop Reports of the Department of Economics and Statistics

It may be seen from the table that the land used for non-agricultural purposes was on the rise and the total cropped area declined from 10,998 ha 2006-07 to 9,164 ha in 2008-09. The Agriculture Department stated (October 2010) that shortage of agricultural labour, water constraints, lack of remunerative prices for the produce and conversion of agricultural land to non-agricultural purposes were the reasons for the decline in the cropped area. However, the department had no specific plan of action to address those issues.

3.1.9.2 Animal Husbandry and Animal Welfare

Animal Husbandry and Animal Welfare Department implements various schemes with the objectives of increasing cattle population, milk and egg production and supplementing income of BPL families in rural areas. Audit findings on implementation of these schemes by the department are discussed below:

Delays ranging from seven to 30 months were noticed in implementing schemes

- ***Inordinate delay in selection of beneficiaries***

Even though the schemes relating to distribution of milch animals, goats, construction of cattle sheds, poultry development etc., were planned to be implemented within 12 months, delays ranging from seven to 30 months were noticed in identifying the beneficiaries and implementing the schemes. It was further noticed that selection of beneficiaries for the year 2009-10 was still (September 2010) not completed.

The Joint Director, Karaikal attributed (October 2010) the delay in selection of beneficiaries to non-receipt of applications in time, non-remittance of beneficiary share and time taken in identification and purchase of cattle.

- ***Milk Production***

The details of livestock population and production of milk are given in **Table 19.**

Table:19: Details of milk production during 2005-10

Details	Unit	2005-06	2006-07	2007-08	2008-09	2009-10
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Projected Population of Karaikal	Numbers	1,84,911	1,87,872	1,90,881	1,93,938	1,97,043
Milch animals	Numbers	17,959	17,959	17,959	17,959	17,959
Milk produced	MT	9,520	9,592	10,909	10,292	10,781
Milk availability	Grams/person/day	141	140	157	145	150
Per capita availability (National)	Grams/person/day	216	216	216	216	216
Deficit	Grams/person/day	75	76	59	71	66

Source: Animal Husbandry Department

It may be seen from the above that the milk availability in the district was between 140 and 157 grams *per capita* daily as against the 216 gms prescribed by the Indian Council for Medical Research. The district was not self-reliant in milk production. In spite of implementing schemes for increasing the cattle population in the district, there was no addition in the number of milch animals during 2005-10 and reasons for the same were not furnished by the department.

- ***Distribution of milch animals, goat units, etc.***

As per scheme guidelines, beneficiaries who availed of subsidies for purchase of milch cows, goat units, poultry units, cattle sheds etc. were to maintain the animals, cattle sheds etc., at least for three years to achieve the

desired objectives *viz.*, to increase the animal population, production and productivity to supplement income for BPL farmers in rural areas. Physical verification conducted by the Animal Husbandry Department in November 2008 revealed that out of 1,490 beneficiaries who availed of the subsidies during 2006-07, only 355 beneficiaries retained their animals/cattle sheds.

Subsidies for 164 goat units and 144 milch cow units were provided during 2007-08 by the department. Physical verification of 42 goat and 32 milch cow units by the department revealed that 18 goat and 13 milch cow units alone were retained (July 2010) by the beneficiaries. The department failed to take proper follow up action after disbursement of subsidy which had resulted in non-achievement of the objectives of the schemes. Though the guidelines stipulated recovery of subsidy from the defaulters, the department had not taken any action to recover the amounts. The department stated (October 2010) that action would be initiated to recover the amounts from the defaulters.

3.1.9.3 Fisheries

The district has a coastline of 20 km and 400 ha of inland and brackish water areas. In order to improve the socio-economic status of fishermen and to increase the fish production, the Fisheries and Fishermen Welfare Department, implements various schemes *viz.*, imparting necessary training, providing infrastructural facilities, extending financial assistance.

- ***Fish production***

The details of fish production as furnished by the Department of Economics and Statistics in the district are given in **Table 20**.

Table:20 - Details of fish production during 2005-09
(In metric tonnes)

Year	Karaikal	
	Marine	Inland
2005-06	12,297	1,287
2006-07	11,765	1,570
2007-08	8,478	1,570
2008-09	9,299	832

Source: Fisheries Department

Marine fish production of the district declined from 2005-06 due to lack of berthing facilities¹³. The department (November 2010) stated that low marine fish production was due to environmental changes, non-availability of fish varieties such as oil sardine and mackerels. In respect of inland fish production, it was stated that fish seeds were washed away due to heavy rainfall and inundation of water in low-lying areas. The reply is not

¹³ To anchor the fishing boats and vessels in the sea shore

acceptable as the reasons stated were regular phenomena all the years and the department should have formulated schemes to address these issues.

- ***Non-creation of data-base on fishermen***

Government of India introduced (2003-04) a Centrally-sponsored scheme to create a database on the number of fishermen, fishing boats, vessels, etc. Government released (March 2007) ₹ 4.50 lakh to the Fisheries Department for procurement of information technology equipment. The Directorate of Fisheries procured the equipment only in March 2009 and sent (June 2009) one set of equipment to Karaikal. No data base was created in the district as of July 2010. The department stated (September 2010) that the data base would be created after filling up of posts sanctioned for which approval of Ministry of Agriculture, GOI was pending from June 2008.

- ***Distribution of life jackets to fishermen***

With a view to save the lives of fishermen during natural calamities, Government introduced (October 2007) a scheme viz., 'distribution of life jackets to all fishermen in the UT free of cost'. Under this scheme 13,418 life jackets for the entire UT were procured (March 2008) at a cost of ₹ 1.21 crore by the Director. Out of the total procurement, 2,018 life jackets were transferred (September and November 2008) to the Deputy Director of Fisheries, Karaikal for distribution to fishermen of Karaikal. Up to June 2010, only 756 life jackets were distributed and the balance 1,262 life jackets (cost ₹ 9.51 lakh) were lying idle. The reasons for non-distribution of the remaining life jackets to fishermen were not furnished by the Deputy Director. During the exit conference, the Development Commissioner instructed (November 2010) the departmental officers to distribute the life jackets to the eligible fishermen.

- ***Fish Farmers' Development Agency***

A Fish Farmers' Development Agency (FFDA) had been functioning in Karaikal since 1989 for development of inland fisheries through intensive fish farming and culture practices; bringing all cultivable fishing resources under optimum fish production; popularizing new avocation by way of fish culture to the people; contributing to strengthening of the rural economy through viable fish farming activity by implementing various schemes etc. The FFDA received total grants-in-aid of ₹ 72 lakh from the UT Government and GOI to implement various schemes. Test check of records of the FFDA revealed the following:

- ***Construction/renovation of fish ponds***

Financial assistance in the form of subsidy at 20 per cent of the cost of construction of a new pond subject to a maximum of ₹ 60,000 was granted to each beneficiary under the Centrally Sponsored Scheme of 'Development of Inland Fisheries and Aquaculture'. The FFDA had an unspent balance of

₹ 1.81 lakh as of March 2005. It submitted (2005-10) proposals to GOI for construction of new ponds in 13 ha area annually. GOI released ₹ three lakh (March 2007) for the period 2005-10. FFDA utilised ₹ 3.46 lakh during 2005-06 and 2008-10 towards subsidy payment for 44 beneficiaries.

It was noticed in audit that an area of 15.35 ha only was brought under inland fish cultivation by FFDA during the five-year period as against the targeted 75 ha. FFDA stated that it could not achieve the annual targets due to poor response from the farmers and grant of higher subsidy by Agriculture Department under the farm pond scheme. Thus, the achievement under the scheme was not satisfactory.

- ***Construction of fishing harbour***

Due to lack of berthing facilities for mechanised boats in Karaikal, it was reported that many fishermen from Karaikal were berthing their mechanized boats at Jagathapattinam in Pudukottai district of Tamil Nadu, which was 200 km away from Karaikal. For safe landing, berthing of fishing fleets and providing infrastructural facilities in Karaikal, it was proposed to construct a fishing harbour and fish landing centre with GOI assistance. GOI sanctioned (August 2005) ₹ 34.07 crore for the above project and released the entire assistance between August 2005 and January 2009 in six instalments. The Fisheries Department, as and when it received funds from GOI, deposited the amount with PWD for execution of the project.

The project was taken up for execution in three phases (Phase I in January 2006, Phase II in March 2008 and Phase III in July 2010) by PWD. The works were in progress (October 2010) and expenditure of ₹ 42.99 crore was incurred on them as against the estimated cost of ₹ 34.07 crore. A revised estimate for ₹ 47.76 crore prepared (April 2009) due to escalation of cost was under sanction. The additional funds were availed of by negotiated loan from National Bank for Agriculture and Rural Development (NABARD). Even though the project was programmed to be completed within three years from the date of sanction i.e., by August 2008, there was slow progress in works due to paucity of funds and poor response to tender calls for Phases II and III. The project was rescheduled for completion by March 2011. As a result, the Karaikal fishermen continued to berth their mechanised boats outside Karaikal. During the exit conference, the Development Commissioner stated (November 2010) that there was no co-ordination between the PWD and the Fisheries Department and that the work would be completed soon.

- ***Fishermen Training Institute***

To impart training to fishermen, the Project Implementation Agency of the Tsunami Reconstruction Programme constructed a Fisheries Training Institute (FTI) in Karaikal under the Member of Parliament Local Area Development scheme fund at a cost of ₹ 92.50 lakh. The building was completed in June 2008 and handed over to the Fisheries Department in

August 2009. Only one training programme on 'Value Added Fish Products' for 30 fisherwomen was conducted in November 2009. Due to non-creation of administrative and academic posts, the FTI constructed was not utilised and the objectives of imparting training to fishermen of Karaikal was not achieved.

3.1.9.4 Road connectivity

The total length of roads in Karaikal as per the data available in the Directorate of Economics and Statistics was 612.03 km. It was reported that all the villages in the district had road connectivity and only upgradation and improvement works were carried out in the district. There was no addition in the length of roads during 2005-10.

Out of 285 km of rural roads under the control of five commune panchayats in the district, roads for a total length of 14 km remained unsurfaced as of March 2010. In Nedungadu commune panchayat, roads for nine km remained unsurfaced out of the total 48 km.



Free house site *pattas* were issued to SC people in Dr. Ambedkar Nagar (South) in Nedungadu Commune Panchayat by Government. About 15 SC families resided in that area. Land was to be acquired to provide road

facilities to the SC habitation. The MLA of the constituency requested (October 2000) the Government to acquire land for providing road connectivity to the habitation. A committee constituted for identifying required land, submitted (November 2000) a proposal to the Deputy Collector, Karaikal for acquisition but the land had not been acquired (October 2010) and the habitation remained unconnected for more than 10 years.

3.1.9.5 Rural Employment Generation

- *Survey on Below Poverty Line families*

The Government has to conduct various surveys relating to below poverty line (BPL) families and the DRDA is responsible for overseeing the surveys. As BPL families are the targeted beneficiaries in all welfare and subsidy schemes, the BPL data requires to be updated regularly. BPL survey in the UT was last conducted in 2003 and completed in 2005. The details of BPL families in the district as of March 2010 were not updated after 2003. In the absence of an updated list of BPL families, beneficiaries under self and wage employment programmes were selected, based on the certificates of income furnished by the Revenue Department.

- **Self and wage employment schemes**

For providing self and wage employment in the rural areas as a means of poverty alleviation, the Swarnajayanthi Gram Swarozgar Yojana and the National Rural Employment Guarantee Act were being implemented in the district.

(i) *Swarnajayanthi Gram Swarozgar Yojana (SGSY)*

With a view to uplift the poor families from below the poverty line by ensuring increase in their income over a period of time through a process of social mobilization, it was proposed to organise Self-Help Groups (SHG). The SHGs were to be trained, provided funds in the form of revolving fund, subsidy and loan and motivated for collective participation in group activity. Each SHG was eligible for a revolving fund (RF) of ₹ 15,000 after six months from the date of formation, and subsidy, after availing of a bank loan.

The details of SHGs to be formed, formed, revolving fund released, bank loan availed, etc. are given in **Table 21**.

Table 21 : Details of self-help groups formed

Details	2005-06	2006-07	2007-08	2008-09	2009-10	Total
Number of SHGs to be formed	--	50	50	50	50	200
Number of SHGs formed	104	52	65	40	27	288
No. of SHGs received revolving fund	55	60	48	38	53	254
Amount of Revolving fund (RF) released (₹ in lakh)	4.97	9.00	7.20	5.70	7.95	34.82
Total number of members availed of RF	825	900	720	570	795	3,810
Number of SHGs availed of loan	19	35	22	37	55	168

Source: Block Development Office, Karaikal

Out of 254 SHGs received revolving funds during the period, only 168 had commenced their economic activities, as they had availed of bank loans but the remaining SHGs had not commenced their activities.

The products of SHGs were sold in exhibitions, trade fairs etc. as and when such fairs were conducted and no regular marketing facilities were available for the SHGs to market their products. The BDO stated (September 2010) that a proposal was in the pipeline to construct four shops for the SHGs. Construction of only four shops for the SHGs formed in the district would not be sufficient to market their produce.

(ii) *National Rural Employment Guarantee Act (NREGA)*

For enhancing the livelihood security in rural areas by guaranteeing 100 mandays per household per year, GOI notified the National Rural

Employment Guarantee Act (NREGA) in September 2005 and the scheme was implemented in the UT from 2008-09.

The year-wise position relating to the funds received from the DRDA, Puducherry by the BDO, Karaikal and its utilization during 2008-10 is given in **Table 22**.

Table 22 : Details of funds received and expenditure

(₹ in crore)

Year	OB	Funds received			Total	Funds utilised	Unspent balance (Percentage)
		GOI	UT	Other receipts			
2008-09	Nil	2.30	Nil	0.01	2.31	1.32	0.99(43)
2009-10	0.99	1.98	0.50	0.02	3.50	3.05	0.45(12)
Total		4.28	0.50	0.03		4.37	

Source: Block Development Office, Karaikal

Out of ₹ 4.81 crore made available to the BDO, Karaikal for NREGA, ₹ 4.37 crore was spent during 2008-10.

The BDO reported 5.39 lakh mandays generation during 2008-10. The details of job card holders registered those who demanded employment and those who were provided employment in the district during 2008-10 are given in **Table 23**.

Table 23: Details of shortfall in providing employment

Year	Number of Households registered	Number of households provided 100 days of employment	Shortfall in providing 100 days of employment (in percentage)
2008-09	14,982	Nil	14,982 (100)
2009-10	15,547	125	15,422 (99)

Source: Block Development Office, Karaikal

There was 100 per cent shortfall in providing legally guaranteed 100 days' wage employment

A total of 15,547 households had been registered in the district up to March 2010. Even though 5.38 lakh mandays were reported to have been generated during 2008-10, there was 99/100 per cent shortfall in providing the legally guaranteed 100 days' wage employment.

(a) *Non-creation of durable assets*

As per the NREG Act, durable assets were to be created in rural areas. It was, however, noticed that out of 986 works carried out during 2008-10, 787 (80 per cent) were de-silting works which were taken up for execution violating the guidelines. The Senior Advisor to Government of India, during inspection, observed (December 2009) that huge investment was being made on de-silting works and advised the officials concerned to utilise the funds for activities which would lead to creation of permanent assets. The BDO stated (September 2010) that only works for creation of durable assets would be taken up under the programme in future.

(b) *Delay in payment of wages*

The Act states that payment of wages should be made to beneficiaries on a weekly basis or in any case, not later than a fortnight after the date on which such work was done. However, it was noticed that in all the 986 works carried out under NREGA, payments were made to the beneficiaries only after completion of the works and the delay in disbursement of wages ranged between one and three months. The delay in payment would be a demotivating factor for the beneficiaries to take up such employment opportunities in future.

3.1.10 Provision of basic amenities by local bodies

Local bodies in the district are responsible for carrying out public health and sanitation activities. There is one municipality and five commune panchayats in the district. Audit findings on public health and sanitation are discussed below:

3.1.10.1. Solid Waste Management

Karaikal Municipality is responsible for collection, storage, segregation, transportation, processing and disposal of municipal solid waste in the municipal area. Per capita waste generation per day in the municipal area was reported as 468 gms.

- ***Collection and segregation of waste***

In Karaikal Municipality, door-to-door collection of waste was done only in some areas. Generally waste was being collected from community dust bins. Non-segregation of waste in Karaikal Municipality led to dumping of biodegradable and non-biodegradable waste together in the dumping yards. Even though the municipality engaged private contractors for clearing of garbage, no action was taken to involve private participation in processing of waste.

- ***Waste processing and disposal facility***

Even though MSW Rules stipulated that every municipal authority has to obtain authorisation from the Pondicherry Pollution Control Committee (PPCC) for setting up of waste processing and disposal facilities including landfills. The Karaikal Municipality continued to dispose off the municipal solid waste in violation of rules without obtaining authorisation from PPCC. There was also no proposal for setting up of a landfill site at Karaikal. During the exit conference, the Development Commissioner assured (September 2010) that the mandatory requirements would be complied with without fail.



During joint inspection of the Paravaipet dumpsite in Karaikal, by the Audit party and the department, it was seen that the waste was burnt continuously emitting smoke and odour. Neither the municipality nor the PPCC had taken any action to prevent burning of waste including plastic produce which posed serious environmental and

health hazards. During the exit conference, the Development Commissioner instructed (September 2010) the Director of Local Administration to take steps to avoid burning of waste in the dumping yard.

- ***Transportation of waste***

As in the case of other regions of UT, in Karaikal also, the work of cleaning, collection and transportation of garbage to the dumpsites was privatized. Contractors/SHG/service associations were engaged to undertake the work at rates specified in the estimates prepared by the municipalities. In Karaikal Municipality, the contractors were selected every year on lot basis. Collection and transportation of waste was done by contractors/SHG/NGOs in 12 out of 18 wards in Karaikal Municipality. In the remaining wards, it was done by the municipality.

The agreements executed with the contractors for collection and transportation of garbage provided for (i) weighment of garbage by the contractor at their cost once in a week, and (ii) carrying three trip loads of garbage everyday, failing which an amount of ₹ 750 was to be deducted from the contractor's bills per trip. However, it was seen in audit that weighment records were not maintained by the municipality and, in the absence of such records, the actual quantum of waste generated and cleared per day in the municipal area could not be furnished to Audit. For calculation of fines to be deducted from the amounts payable to the private contractors for their failure to carry three loads of garbage everyday, the Sanitary Inspector of Karaikal Municipality did not take into account the report sent by the sanitary staff posted at the dumping yard. Comparison of the register maintained at the dumpsite with the bills paid to the contractors revealed that there was a short recovery of fines to the tune of ₹ 9.52 lakh during 2009-10. During the exit conference, the Development Commissioner instructed (September 2010) the Director, LAD to take corrective measures.



As stipulated in MSW Rules, vehicles used for transportation of waste should be covered to prevent scattering and exposure of waste to open environment. Even though this condition was included in the agreements, it was seen during joint inspection that vehicles transporting

garbage were not covered with net. The Municipality, instead of complying with the MSW rules, imposed fines for transporting the garbage without net and the contractors continued to follow the same practice. During the exit conference, the Development Commissioner stated (September 2010) that the Commissioner of the Karaikal Municipality would be instructed to adhere to the agreement conditions without deviations.

- ***Non-recovery of charges from bulk generators of waste***

As per recommendations of Supreme Court Monitoring Committee, municipalities have to make arrangements for collection of waste from marriage halls, community halls, health care establishments etc., daily on a full-cost-recovery basis. To an audit query, Karaikal Municipality replied that charges for bulk clearance of waste had not been fixed. During the exit conference, the Development Commissioner instructed (September 2010) the Director, LAD to give suitable instructions to the municipality to collect the charges.

3.1.10.2 Bio-medical Waste Management

As per BMW Rules, 1998 (amended in 2003), it is the duty of every hospital/health care establishment to take all steps to ensure that biomedical waste is handled without any adverse effect on human health and environment. As per Rule 8 of BMW Rules, every occupier of an institution generating, collecting, receiving, storing, transporting, treating, disposing and/or handling bio-medical waste in any other manner, except such occupier of clinics, dispensaries, pathological laboratories, blood bank providing treatment/service to less than 1,000 patients per month, shall make an application in Form I to the Pondicherry Pollution Control Committee for grant of authorisation. But it was noticed that the Government Hospital and Primary Health Centres (PHCs)/ Community Health Centre (CHC) functioning in Karaikal region were functioning without valid authorisation.



The biomedical waste generated by the Government and private hospitals in the municipal area and collected by Karaikal Municipality was mixed with municipal solid waste and dumped in the dumpsite. Stray cattle were also noticed at the dumping sites.

The bio-medical waste generated by PHCs at Karaikal was transported once in a week to incinerators installed at Government General Hospital, Karaikal (GH). It was noticed that the vehicles were transporting the biomedical waste without obtaining authorization from PPCC. During the exit conference, the Special Secretary (Science, Technology and Environment) assured that (August 2010) authorization would be issued soon.

As per rules, untreated bio-medical waste shall not be stored beyond 48 hours without permission from PPCC. In Karaikal GH, the biomedical waste to be incinerated was stored in the hospital premises whenever the incinerator was not functioning. During the period of audit (2005-10) the incinerator was not functioning on seven occasions with breakdown periods ranging from three days to 21 days. The hospital authorities stated that the biomedical waste was kept in the hospital itself whenever the incinerator remained out of order. Permission for storing the biomedical waste beyond 48 hours on such occasions was not obtained from PPCC.

In Karaikal, the biomedical waste generated by Community Health Centres (CHCs)/PHCs was brought to GH for disposal through incineration once in a week. The permission for storing the biomedical waste beyond 48 hours was not obtained from PPCC by the CHC/PHCs.

BMW Rules stipulate that the temperature of the primary and secondary chambers of the incinerators should be 800 ± 50 degree centigrade and $1,050 \pm 50$ degree centigrade respectively at least for one second so as to contain the emission of toxic pollutants. During joint inspection of incinerator at GH, Karaikal, by audit and the department, it was noticed that the maximum temperature attained by the chambers during entire incineration process was 616 degree centigrade and 515 degree centigrade respectively. As the prescribed maximum temperature was not achieved by the incinerators, the possibility of emission of toxic pollutants like dioxins, furans, heavy metals from these incinerators could not be ruled out.

3.1.10.3 Slaughterhouses

(i) As per Section 25/26 of Water (Prevention and control of Pollution) Act, 1974 every municipality should obtain 'Consent for Operation' (CFO) to slaughter animals in the slaughterhouse. Slaughtering of animals generates waste consisting of non-edible offal like lungs, large intestines, various glands, animal's tissues, organs etc and stomach/intestinal contents, dung, sludge from waste water treatment, bones etc. Guidelines prescribe that all these wastes should be disposed off by adopting methods like rendering/controlled incineration/burial/composting/anaerobic digestion,

etc. Liquid waste water from slaughterhouses should not be allowed to mix with the municipal drains system without pre-treatment as they cause severe pollution. The municipality had not obtained CFO for the slaughterhouse functioning in Karaikal.

(ii) The Joint Director of Animal Husbandry inspected (July 2004) the existing slaughterhouse of Karaikal municipality and observed that the slaughterhouse was not maintained in hygienic condition and it had no compound wall.

Under the scheme 'Financial assistance to Municipalities for creation of assets in Tsunami affected areas' grant-in-aid of ₹ 73.52 lakh was released (November 2006) to the Karaikal Municipality to construct a new slaughter house in Karaikal. Work order to a contractor by the Commissioner, Karaikal Municipality was issued in September 2007 at a tendered cost of ₹ 62.61 lakh with a direction to complete the work by May 2008. As of June 2010, the civil work was completed at a cost of ₹ 58.16 lakh. The slaughterhouse was inaugurated in July 2010 by the Minister for Local Administration but due to delay in completion of electrical works, the same could not be utilised. In reply, the Commissioner, Karaikal Municipality stated (October 2010) that the new slaughterhouse would be put to use from December 2010 on completion of electrical works, for which expenditure sanction was awaited from the Local Administration Department to call for tenders.

During scrutiny of records of the Animal Husbandry Department, it was observed that 17,608 animals were slaughtered in the existing slaughterhouse during 2007-08 to 2009-10 and slaughtering of animals continued to be done in the old unhygienic slaughterhouse.

3.1.10.4 Non-enforcement of provisions of the Public Health Act

The responsibility of enforcing the provisions of the Public Health Act in the district rests with the Health Officer of the Karaikal Municipality. The Health Officer has to look after the sanitation of the municipal area and functions of waste management, maintenance of latrines, arrangement of scavenging, control of nuisances under Chapter XIV of the Pondicherry Municipalities Act, maintenance of slaughterhouse, fish market, etc. The post was kept vacant since July 1999 and the efforts made to fill up the vacant post had not materialised so far. The Commissioner, Karaikal Municipality stated (September 2010) that the Medical Officers of the Karaikal Government General Hospital were also reluctant to take over the additional charge of the post of health officer of the municipality. Hence there was no official in the district to implement the provisions of the Act, and no system was in place to monitor the public health in the District. The District Administrator stated they were not able to fill up the post of Health Officer for the Municipality (October 2010).

3.1.11 General Services

Audit findings on law and order, road accidents and e-governance are discussed below:

3.1.11.1 Law and Order

Eleven police stations were functioning in Karaikal under the control of a Senior Superintendent of Police to maintain law and order in the district. The number of crimes and crime detection percentage in the UT and in Karaikal during period 2006 to 2009 are given in **Table 24**:

Table 24: Details of crimes and crime detection percentage

Year	No of crimes		Crime detection percentage	
	UT	Karaikal	UT	Karaikal
2006	NA	772	NA	95
2007	5,054	769	89	94
2008	4,989	726	88	89
2009	4,591	723	87	89

Source: Police Department

It could be seen from the above that the crime detection percentage in Karaikal was high.

- ***Non-availability of fingerprint experts***

Fingerprint experts play a significant role in investigation of various crimes. It is the duty of police personnel at the scene of crime to preserve the scene and see that any latent prints left by the perpetrators of crimes are not meddled with or disturbed until they are inspected by fingerprint experts. As the district had no Finger Print Unit, the officials of the Finger Print Bureau (FPB) Puducherry had to visit the scenes of crimes. During 2006-09, out of 182 scenes of crimes FPB could visit only 35 scenes of crimes (20 per cent). It was also noticed that officials from Puducherry visited the scene of crimes after a delay of about four hours as the distance between Puducherry and Karaikal is more than 135 km. During the period of delay the possibility of the fingerprints available in the scene of offence vanishing or being tampered with resulting in loss of evidence could not be ruled out.

- ***Coastal Police Station***

In order to check infiltration of anti-social elements and foreign boats entering Indian Territory and territorial waters and to patrol the coast waters with the objective of preventing disputes in fishermen's villages of Karaikal and in the adjoining areas of Tamil Nadu, a coastal police station (CPS) was

established in Karaikal in November 2006 with Central assistance of ₹ 5.45 crore. The assistance was provided in the form of three boats costing ₹ 5 crore and a cash assistance of ₹ 0.45 crore for construction of a police station, purchase of vehicles, etc. Out of the three boats received, two boats were handed over to CPS, Karaikal (June 2009 and July 2010) and one was berthed (August 2009) at the Fishing Harbour, Puducherry. Even though GOI's financial assistance for petrol, oil and lubricants to operate the vessels was available, the boats were mostly used for trial run purpose only. Patrolling activities in the coast in full swing were not commenced.

The CPS was functioning in a rented building from November 2006 due to non-commencement of construction of the building despite provision of funds by GOI. Even though the jurisdiction limit up to one km from the seashore in Karaikal was fixed for the CPS, powers to register first information reports (FIRs), to investigate, apprehend and prosecute offenders under the Criminal Procedure Code and the Indian Penal Code were not delegated.

- **Road accidents**

As per the details of road accidents in the district furnished by the Police Department, the number of accidents during the calendar year 2005-09 ranged between 118 and 198. A meeting was held in April 2010 to discuss the prevention of road accidents. The Senior Superintendent of Police, Karaikal requested, during a meeting held in April 2010, the Executive Engineer, (B&R) to have a joint inspection of burning and non-burning of street lights, as about 50 fatal accidents occurred every year in Karaikal and approximately 70 per cent of the cases occurred at various critical stretches of NH 45A alone. A joint inspection carried out (June 2010) in six areas by the department revealed that 92 out of 213 sodium vapour lamps were not burning and that in Vikram Sarabhai Road, all the 13 lamps were not burning.

It was noticed that the Buildings and Roads Division, Karaikal, which was responsible for erection and maintenance of high mast lamps, had no electrical maintenance staff to maintain them properly.

3.1.11.2 Disaster Management

Karaikal district is prone to frequent natural calamities such as flood, cyclone, etc. The district was affected by a tsunami in December 2004. In order to have a state of preparedness and the ability to respond quickly to a natural calamity, mitigate loss of life and property and human suffering and to restore normalcy at the earliest a District Disaster Management Authority was established (August 2007) in Karaikal.

GOI released ₹ 8.85 lakh to the UT Government during 2005-10 for (i) for capacity building in earthquake management (ii) establishment of a hazard safety cell and (iii) risk mitigation programme. The UT Government also

released a sum of ₹ 88.50 lakh to the Puducherry authority. The Disaster Management Authority, Puducherry deposited (June 2010) ₹ 83.59 lakh with the Project Implementation Agency (PIA) for carrying out risk mapping and the PIA awarded the work to a firm in July 2010 only. Awareness programmes and training were conducted in Karaikal at a cost of ₹ 11 lakh, but the district disaster management plan was not prepared. Thus, the district was not in preparedness to meet any natural calamity even after six years from the occurrence of the tsunami.

- ***Bio-wall Plantation***

With a view to protect the coastal areas from onslaught of natural calamities, the Forest Department proposed to raise plantations such as casuarina, coconut trees, etc. The department raised bio-wall plantation for a length of 7.52 km in Karaikal coast during 2005-06 to 2007-08 at a total cost of ₹ 2.39 crore and maintained them upto March 2008. Further maintenance was not done and it was noticed that the survival rate of plants, except casuarina and coconut trees, was very low and it ranged between six and 18 *per cent*.

3.1.11.3 e-governance

In October 1988, UT Government constituted a District Co-ordination Committee for Karaikal with the assistance of National Informatics Centre (NIC) to co-ordinate and to identify the areas for computerization, output requirements, data flow etc. Since then, e-governance applications developed by Central, State, District units of NIC were being implemented and maintained by NIC, Karaikal.

In order to administer the implementation of e-governance projects in a speedy and time-bound manner, a society viz., the Pondicherry e-governance Society was constituted at Puducherry in February 2006 with the objectives of assisting the Department of Information Technology of GOI in formulating policies and procedures, administering the implementation of e-governance and collecting revenue and issuing receipts on behalf of various departments and organization.

Based on the guidelines issued by the Department of Information Technology, New Delhi, UT opted to establish a State Data Centre with the NIC as the prime implementation agency for the State Wide Area Network for establishment, operation and maintenance of the network with appropriate end-to-end service level agreement. There were two parts in the Pondicherry State Wide Area Network viz., (i) Vertical backbone network connecting UT centres with the block centres through district centres comprising 12 Points of Presences (four in Karaikal District) and ii) horizontal connectivity for 326 Government offices (60 in Karaikal).

Government of India accorded administrative approval for establishment of a State Data Centre viz., Pondicherry State Wide Area Network at a total

estimated outlay of ₹ 10.09 crore over a period of five years to be implemented by NIC with an estimated contribution of ₹ 7.24 crore from the Department of Information Technology and UTs share of ₹ 2.85 crore. The entire amount received from the GOI contribution of ₹ 3.29 crore (₹ 2.38 crore in 2006-07 and ₹ 0.91 crore in 2007-08) was released to the Pondicherry e-governance Society which was to establish the State Data Centre.

As seen from the target and achievements of the Society for the year 2009-10, as against connectivity to 326 horizontal locations, connectivity to only 60 locations were established. In Karaikal 20 locations were identified (October 2010). Thus, Pondicherry State Wide Area Network proposed to connect 60 Government offices in Karaikal by December 2008 was not completed.

3.1.12 Monitoring

There should be an effective system to monitor the functions of all departments, implementation of various schemes/programmes and achievement of intended objectives. The District Collector at the district level and the Development Commissioner and the Heads of Departments at the UT level, are responsible for monitoring implementation of the schemes in the district. Government has to prescribe the extent of supervision (number or percentage of inspection) to be carried out by officers at various levels with regard to the developmental works/projects.

It was noticed in audit that the UT Government had not prescribed the number of inspections or percentage of inspections to be carried out by district level and state level departmental officers. Moreover, the District Level Monitoring Committee which was to monitor the progress of implementation of various schemes in the district was not constituted. Even though the implementing units in the district furnished periodical reports to their administrative heads, a consolidated report for the district as a whole was not compiled by the District Collector and submitted to Government for assessing the overall performance of the schemes implemented in the District.

3.1.13 Conclusion

The District Planning Committee was not constituted and the District Rural Development Agency for the district was not formed. Funds provided for implementation of schemes were drawn far in advance of requirements and kept outside the Government account. Delays in implementation of schemes were noticed. Adequate basic infrastructure and the required manpower were not provided in the rural health centres. Government schools lacked basic amenities. The provisions of the Municipal Solid Waste Management Rules were not complied with by the Karaikal

Municipality. There was a 99/100 *per cent* shortfall in providing the legally guaranteed 100 days' wage employment to registered households under the National Rural Employment Guarantee Act.

Recommendations

- A District Planning Committee should be constituted and district plans based on inputs from the local bodies and other stakeholders should be prepared.
- A District Rural Development Agency for effective planning and monitoring of schemes implemented by the district should be constituted.
- Compliance with the provisions of the Receipts and Payments Rules and General Financial Rules by the Drawing and Disbursing Officers should be ensured through continuous monitoring to avoid drawal of funds far in advance of requirements and keeping them in bank accounts.
- Proper infrastructure and adequate manpower should be provided in Government health centres and schools.
- Reasonable targets should be fixed for housing subsidy schemes so as to achieve the targets envisaged in the Eleventh Five Year Plan.
- Provisions of the Municipal Solid Waste (Management and Handling) Rules should be complied with by the Karaikal Municipality.
- Implementation of the National Rural Employment Guarantee Act should be made more effective to provide the guaranteed 100 days' wage employment to registered households under the scheme.