

WATER RESOURCES DEPARTMENT

2.1 Functioning of Water Resources Department

Executive Summary

The Water Resources Department of Government of Chhattisgarh is responsible for proper and overall development of surface and ground water resources in the State. Functioning of Water Resources Department for the period 2009-14 was reviewed in audit. The major audit findings are as below:

Though the Water Resources Department embarked (2001) on an ambitious target of irrigating 75 per cent of Gross Sown Area (GSA), the created irrigation potential of the State was increased from 13.28 lakh hectare (ha) (23 per cent of GSA) as of November 2001 to 19.04 lakh ha (33 per cent of GSA) as of March 2014. At the average rate of creation of 0.27 lakh ha irrigation potential per year, the targets may be achieved only after 91 years.

(Paragraph No. 2.1.6)

- During 2009-14, the Water Resources Department was able to achieve only 23 to 68 per cent of the targets fixed for creation of irrigation potential. Further, there was gap of 48 to 66 per cent between created and utilized irrigation potential during 2009-14.

(Paragraph No. 2.1.8)

- Short drawal of loan from Asian Development Bank for implementation of Chhattisgarh Irrigation Development Programme resulted in payment of commitment charges of ₹ 6.70 crore.

{Paragraph No. 2.1.9.1(a)}

- The delay in acquisition of land for construction of projects resulted in cost overrun of ₹ 472.11 crore in 13 projects besides non creation of 70,421 hectare projected irrigation potential even after incurring expenditure of ₹ 697.10 crore.

{Paragraph No. 2.1.9.2 (a)}

- Eighty six irrigation projects sanctioned with projected irrigation potential of 1,17,938 hectare were held in abeyance for want of forest clearance.

{Paragraph No. 2.1.9.2(b)}

- Expenditure of ₹ 74.30 crore incurred on six irrigation projects for creation of 12,205 hectare irrigation potential rendered unfruitful as the projects were held in abeyance due to non availability of land, cultivable command area and protest by villagers.

{Paragraph No. 2.1.9.2(c)}

- There were instances of inadequate survey and deficiency in preparation of estimates, expenditure beyond sanction, non-recovery of extra cost from the contractor and irregular payment of price adjustment claim to the contractor.

(Paragraphs No. 2.1.9.3 and 2.1.9.4)

- The arrears of water charges increased from ₹ 118.24 crore at the end of March 2009 to ₹ 558.78 crore by the end of March 2014, i.e., an increase of 473 per cent.

{Paragraph No. 2.1.9.5 (a)}

- Internal audit of the divisions was never conducted as no separate internal audit wing was in existence in the Water Resources Department.

(Paragraph No. 2.1.11.1)

2.1.1 Introduction

The Water Resources Department (department) of Government of Chhattisgarh (State Government) is responsible for proper and overall development of surface and ground water resources in the State. The main functions of department include assessment of water resources in the State, to make policy for comprehensive planning of water sector, to issue guidelines for enforcing the integrated use of water and to construct irrigation projects¹ and their maintenance.

The Gross Sown Area² (GSA) of the State is 58.30 lakh hectare (ha), 75 per cent of which the department has planned to irrigate with proper use and management of available water resources in the State Water Resources Development Policy, 2001.

At the time of formation of the State of Chhattisgarh (November 2000), three major, 29 medium and 1945 minor irrigation projects were completed with total created irrigation potential of 13.28 lakh ha (23 per cent of GSA). As of March 2014, the State has eight major, 35 medium and 2390 minor completed irrigation projects with total created irrigation potential of 19.04 lakh ha (33 per cent of GSA). In addition, the State has also constructed 383 Anicuts³ on different rivers for agriculture, industrial, *Nistari*⁴ and ground water recharge purposes.

2.1.2 Audit objectives

The Performance Audit was conducted to assess whether-

- the department has been able to fulfill its mandate of creating adequate irrigation potential;
- financial management was efficient and effective;
- the irrigation potential created was utilized efficiently and effectively;
- the projects were executed in economic, efficient and effective manner and
- internal control and monitoring mechanism was in existence and was effective.

2.1.3 Audit criteria

The audit criteria was derived from the following sources:

- State Water Resources Development Policy 2001;

¹ Major irrigation projects are those which create irrigation potential greater than 10,000 ha of cultivable command area, medium irrigation projects which create irrigation potential greater than 2,000 ha and less than 10,000 ha cultivable command area and minor irrigation projects which create irrigation potential less than 2,000 ha of cultivable command area

² This represents the total area sown once and/or more than once in a particular year, i.e., the area is counted as many times as there are sowings in a year

³ Anicut is a dam made in the course of a stream for the purpose of regulating the flow of a system of irrigation

⁴ Use of water by the villagers and their domestic animals for daily needs

- Detailed Project Reports/Stage-I estimates⁵ of the irrigation projects in selected divisions;
- Technical Sanction (TS), detailed estimates, Notice Inviting Tender/contract documents;
- Provisions of Works Department (WD) Manual and Unified Schedule of Rates (USORs);

2.1.4 Audit scope and methodology

The Performance Audit was conducted during March 2014 to June 2014 covering the period 2009-10 to 2013-14. For detailed scrutiny, we selected 24 divisions⁶ (40 per cent) out of 61 divisions of the department on the basis of Simple Random Sampling Without Replacement (SRSWOR) method. Apart from this, information was also collected from the Engineer-in-Chief's (E-in-C) office, Chief Engineer's (CE) and Superintending Engineer's (SE) offices under whose control the divisions are working.

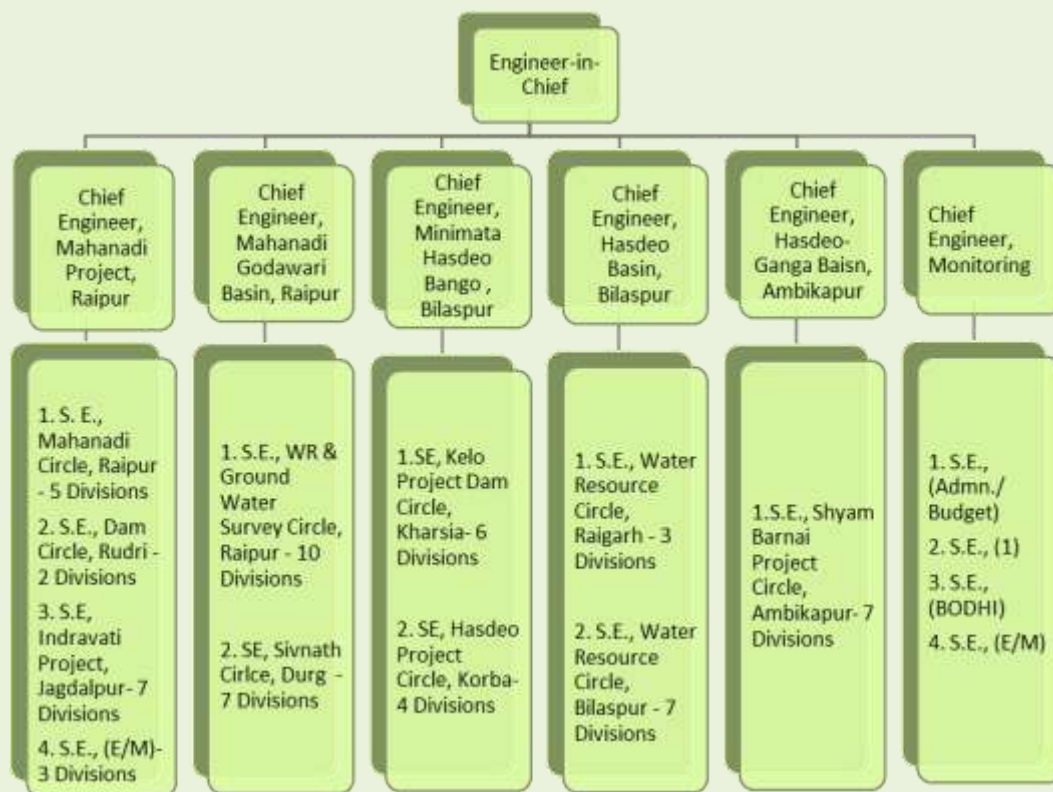
The entry conference with the Secretary of the department was conducted on 29 April 2014 where audit objectives, scope and methodology of performance audit was discussed. An exit conference with the Secretary and other officials of the department was held (January 2015) to discuss the various issues raised by audit. The replies furnished by the Secretary during discussion have been incorporated in this report.

2.1.5 Organizational setup

The organisational structure of Water Resources Department is depicted in the following organogram:

⁵ Stage-I estimate is the estimate on which Administrative Approval was accorded by the State Government.

⁶ (i) Water Resources Department (WRD), Kharung, Bilaspur, (ii) MRP Phase-II, Raipur, (iii) MRP Dam-2, Rudri, (iv) WM Dn.1, Raipur (v) WRD, Kondagaon, (vi) WRD, Kanker, (vii) WRD, Bemetera, (viii) WRD, Tandula, Durg (ix) WRD, Mungeli, (x) WRD, Dhamtari, (xi) WRD, Janjgir-Champa, (xii) WRD No.1, Raigarh, (xiii) WRD, Baikunthpur, (xiv) WRD No.1, Ambikapur, (xv) WRD No.2, Ramanujganj, (xvi) WRD, Rajnandgaon, (xvii) WRD, Kawardha, (xviii) WRD Bairaj, Dongorgaon, (xix) WRD, Raipur, (xx) TDPP, Jagdalpur, (xxi) Hasdeo-RBC, WM Barrage, Rampur (Korba), (xxii) Kelo Project Construction, Lakha, Raigarh, (xxiii) WRD Survey, Research and Construction, Kharsia and (xxiv) Kelo Project Survey, Raigarh.



Audit findings

2.1.6 Planning

The department did not finalise the Integrated Water Resources Development Master Plan even after lapse of 14 years of the State Water Resources Development Policy

The State Government notified the State Water Resources Development Policy in November 2001 with the objective of sustainable development of water resources in a planned way with special emphasis on drought affected and rain shadow areas. For fulfillment of its objectives, the department planned to prepare an “Integrated Water Resources Development Master Plan”. However, even after lapse of 14 years, the same was not finalised.

The Secretary stated (January 2015) that the agency engaged for preparation of Master Plan has submitted a tentative plan, on which few improvements have been suggested by the department and it would be finalised by the end of October 2015.

Planning for creation of irrigation potential

Under State Water Resources Development Policy 2001, the department planned to create 30.45 lakh ha of new irrigation potential with an investment of ₹ 25,000 crore without fixing any time frame. Out of this, as of March 2014, the department created only 5.76 lakh ha of irrigation potential incurring expenditure of ₹ 11,152.40 crore.

At the time of formation of Chhattisgarh State (November 2000), the created irrigation potential of the State was 23 per cent of GSA, whereas the National average was 38 per cent. It has been noted from the draft “State Water

Resources Development Policy 2012” (yet to be notified) that the created irrigation potential of the State was 31.83 *per cent* of GSA, whereas the National average was 48.90 *per cent*. Thus, the percentage gap of created irrigation potential of the State against National average went up from 15 *per cent* to 17 *per cent*.

At the average rate of creation of 0.27 lakh ha irrigation potential per year, the department may be able to provide irrigation to 75 *per cent* of the GSA in 91 years

We observed that during the review period (2009-14), the department was able to create only 1.33 lakh ha irrigation potential (average 0.27 lakh ha per year). In previous five year period (2004-09), the irrigation potential created by the department was 2.21 lakh ha. Thus, the creation of irrigation potential during last five years period was almost 60 *per cent* of the irrigation potential created during the previous five year period. The left out targeted irrigation potential as of March 2014 was 24.69 lakh ha (targeted *minus* achieved: 30.45 lakh ha *minus* 5.76 lakh ha).

In the exit conference, the Secretary stated that though the department estimated for creation of irrigation potential over 75 *per cent* of the GSA, the irrigation potential created every year was based on the year-wise targets fixed by the department. The year-wise targets were fixed considering the projects under progress. The short fall in creation of irrigation potential was due to delay in getting forest clearance and acquisition of land required for the projects, which resulted in less creation of irrigation potential.

The fact remains that at the average rate of creation of 0.27 lakh ha irrigation potential per year, the targets may be achieved only after 91 years⁷. Though the department embarked on an ambitious target of irrigating 75 *per cent* of the GSA, it could not achieve the goal as no Master Plan was finalised for identifying the probable projects and the pace of creation of irrigation potential showed lack of preparedness of the department.

The department was not able to achieve the year-wise targets fixed for creation of irrigation potential as commented in succeeding paragraph No. 2.1.8. The reasons for slow pace of creation of irrigation potential as noticed in audit are discussed in paragraph No. 2.1.9.2.

We recommend that the Government may give priority for preparation of Master Plan for ensuring better management of water resources and achieving the estimated targets.

2.1.7 Financial management

The budget allocation to department during 2009-10 to 2013-14 under Revenue head (2700 to 2702) was ₹ 882.97 crore, whereas under Capital head (4700 to 4702), it was ₹ 7710.02 crore, against which, an expenditure of ₹ 868.93 crore and ₹ 6889.41 crore respectively was incurred as detailed in following table:

⁷ Irrigation potential created during 2009-14 : 1.33 lakh ha, an average of 0.27 lakh ha per year. Period to create 24.69 lakh ha : $24.69 \text{ lakh ha} \div 0.27 = 91$ years.

Table-2.1.1: Details of allotment and expenditure

(₹ in crore)

Year	Capital head			Revenue head		
	Allotment	Expenditure (Percentage)	Excess (+)/ Savings (-)	Allotment	Expenditure (Percentage)	Excess (+)/ Savings (-)
2009-10	1054.94	1035.33 (98)	(-) 19.61	130.68	134.62 (103)	(+) 3.94
2010-11	1296.58	1102.17 (85)	(-) 194.41	146.51	142.94 (98)	(-) 3.57
2011-12	1472.70	1296.19 (88)	(-) 176.51	185.95	186.26 (100)	(+) 0.31
2012-13	1883.07	1721.39 (91)	(-) 161.68	198.14	189.72 (96)	(-) 8.42
2013-14	2002.73	1734.33 (87)	(-) 268.40	221.71	215.39 (97)	(-) 6.32
Total	7710.02	6889.41 (89)	(-) 820.61	882.97	868.93 (98)	

(Source: Water Resources Department)

As evident from the above table, the department spent ₹ 6889.41 crore during 2009-14 which was 89 per cent of the total budget provision under Capital head. On the other hand, the department spent ₹ 4.25 crore in excess of budget provision under revenue head during 2009-10 and 2011-12.

Though significant amount of budget provision were utilised by the department, the achievement of targets for creation of irrigation potential were not satisfactory as commented in paragraph No.2.1.8.

2.1.7.1 Deficiencies in accounting

The deficiencies in accounting in respect of transactions of the divisions are discussed below:

(a) Non adjustment of Miscellaneous Public Works Advances.

According to Para 13.4.1 of the Central Public Works Account (CPWA) code, the items under head 'Miscellaneous Public Works Advance' (MPWA) should be cleared either by cash recovery or by transfer to some other head of account.

Scrutiny of records revealed that a sum of ₹ 22.30 crore was outstanding in 19 divisions under MPWA for the period 1954-55 to 2013-14 against 1980 items as detailed in **Appendix-2.1.1**. Since amount was pending for adjustment for long periods, it shows lack of concerted efforts on the part of the department to adjust/clear the outstanding amount.

(b) Non-crediting of lapsed deposits to Government account

As per para 15.5.1 and 15.4.3 of the CPWA Code, a record of the transactions relating to Public Works Deposits⁸ should be maintained in the Divisional office in a register and balances unclaimed for more than three complete account years should be credited to State Government as lapsed deposits.

Scrutiny of records revealed that a total amount of ₹11.29 crore was outstanding in 12 divisions under the deposit head for more than three years. The deposits register was not maintained by the Executive Engineers (EE) of four divisions (**Appendix-2.1.2**). In the absence of deposit register, the exact amount of lapsed deposits could not be ascertained. It was, therefore, evident that the divisions were not taking requisite action for crediting the lapsed

⁸ Security deposit, penalty for slow progress and bad work etc. deducted from contractor's bills should be credited to Major Head "8443-Civil Deposits.

deposits to the Government account. In the absence of maintenance of deposit register, it was not possible to ascertain the incidence of duplicity in refunds, which indicates inadequate monitoring of the departmental authorities.

(c) Non-reconciliation of cheques and remittances with treasury

Para 22.3.1 of the CPWA code provides that each divisional officer should reconcile with the treasury, the encashment of cheques issued and remittances to the bank. A reconciliation statement should, thereafter, be prepared in Form-51. Reconciliation is a critical control which ensures that all receipts have actually been remitted to the Government account and that there is no scope of encashment of cheques by manipulating the amounts after the cheques have been issued by the divisions.

Scrutiny of records revealed that only six test-checked divisions⁹ prepared the statements in Form-51 up to March 2014. In remaining test-checked divisions, the statements were in arrears for varying period from May 2009 to February 2014. Moreover, there was significant differences between the department's and the Treasury's figure to the tune of ₹ 36.26 crore in cheques of 23 divisions and ₹ 83.75 crore in remittances of 21 divisions as detailed in **Appendix-2.1.3**.

(d) Non recovery of excess expenditure on deposit works

Scrutiny of records (May 2014) of EE, Ramanujganj division revealed that expenditure of ₹ 4.32 crore on deposit works over and above the deposited amount incurred during the period 2009-10 to 2013-14 had not been recovered/adjusted till date (June 2014).

In the exit conference, the Secretary stated that efforts will be made and directions will be issued to the EEs for settlement of these cases. As regards, excess expenditure on deposit works, the Secretary directed the E-in-C to initiate action against the erring officials.

We recommend that the State Government may issue stringent directions to the Executive Engineers for recovery/adjustment of amounts outstanding under MPWA, timely credit of unclaimed deposits, timely preparation of Form-51 and reconciliation of difference.

2.1.7.2 Unauthorised diversion of fund

We observed from the records of eight test-checked divisions that an amount of ₹ 34.94 crore provided for the construction of irrigation projects was diverted for construction of different blocks of Engineer-in-Chief's office, department's office building, arrangements at Rajyotsavas¹⁰, Construction of Tar road over canal bank, work beyond scope of sanctioned estimates, work not included in the original scope of work etc. as detailed in **Appendix-2.1.4**. This included an amount of ₹ 22.77 crore¹¹ provided for construction of *Rajiv*

⁹ EE, TDPP, Jagdalpur; EE, Raigarh, EE, Tandula, Durg, EE, Bemetera, EE, Kondagaon and EE, Raipur.

¹⁰ State formation day (1 November every year).

¹¹ RSND: ₹ 21.75 crore and Dulna diversion scheme: ₹ 1.02 crore

An amount of ₹ 34.94 crore provided for the construction of irrigation projects was diverted for construction of Engineer-in-Chief's office, Rajyotsav etc.

Samoda Nisda diversion project and Dulna diversion scheme, the works of which were held in abeyance for want of land acquisition.

In the exit conference, while accepting the audit observation, the Secretary stated that due to insufficient budget provisions in other heads, the project funds were utilised as per requirement and assured to restrict the diversion of funds in future.

The reply indicates inappropriate budget estimation of the department inducing the department for diversion of funds.

We recommend that the State Government may take stringent action for violation of financial rules and may put an adequate monitoring mechanism in place to restrict the diversion of funds.

2.1.8 Irrigation potential

The status of creation and utilisation of irrigation potential during 2009-14 are discussed as follows:

(a) Creation of irrigation potential

The irrigation potential created every year was based on the year-wise targets fixed by the department. The status of year-wise achievement of targets in respect of creation of irrigation potential of the department during 2009-10 to 2013-14 is as below:

Table-2.1.2: Details of target and achievement of creation of irrigation potential

Year	Creation of irrigation potential (in ha)		
	Target	Achievement (percentage)	Shortfall
2009-10	80000	18000 (23)	62000
2010-11	75000	20000 (27)	55000
2011-12	75000	35000 (47)	40000
2012-13	50300	34000 (68)	16300
2013-14	66000	26000 (39)	40000

(Source: Information provided by the department)

As evident from table, the department could achieve only 23 to 68 per cent annual targets during 2009-10 to 2013-14. Though the achievement during 2012-13 was 68 per cent, it was because of lowering of targets from 75,000 ha in previous year to 50,300 ha rather than increasing potential of irrigation. The achievement of targeted potential again came down to 39 per cent in 2013-14.

In the exit conference, the Secretary stated that the reason for less creation of irrigation potential was construction of Anicuts during previous years, which did not add new irrigation potential as they were constructed for recharging ground water and Nistari purposes.

The fact remains that though annual targets have been fixed for creation of irrigation potential by the department, concerted efforts were not made to achieve them.

We recommend that the Government may accelerate the creation of irrigation potential so as to achieve the targeted irrigational potential in fixed time-frame.

The achievement of targets for creation of irrigation potential during 2009-14 ranged between 23 to 68 per cent only

(b) Utilisation of irrigation potential

In addition to shortfall in creation of irrigation potential, there was a wide gap between created and utilised irrigation potential as detailed below:

Table-2.1.3: Details of utilisation of irrigation potential

Year	Created irrigation potential	Utilised irrigation potential	Shortfall
2009-10	17.89	8.52 (48)	9.37
2010-11	18.09	11.70 (65)	6.39
2011-12	18.44	11.51 (62)	6.93
2012-13	18.78	12.45 (66)	6.33
2013-14	19.04	12.60 (66)	6.44

*(Area in lakh ha)**(Source: Water Resources Department)*

As evident from the table, the utilisation was limited to 48-66 per cent in the State during 2009-10 to 2013-14. Further, in 24 test-checked divisions the utilization of irrigation potential created through six¹² major projects ranged from 75 to 100 per cent, while in case of one major project (Pari project), the utilization ranged from 48 to 62 per cent during 2009-14. It was noted that the irrigation potential created through the minor and medium schemes were not adequately utilised and ranged between nine and 96 per cent as detailed in **Appendix-2.1.5**.

Since the irrigation potential created through these minor irrigation schemes could not be adequately utilised, the benefits envisaged in the schemes did not materialize fully.

In the exit conference, the Secretary stated that the gap was due to failure in utilisation of irrigation potential of minor schemes. The minor schemes were not able to irrigate the design area as the tanks constructed were not fully filled up during rainy season. The farmers were also not interested in signing agreements.

We recommend that Government may identify reasons for gap in created and utilized potential under each minor irrigation projects so that intended benefits reaches to end user.

2.1.9 Execution of projects/schemes**2.1.9.1 Status of major programmes taken up by the department**

The status of major programmes implemented by the department related to construction work of irrigation projects/schemes for creation of irrigation potential were as detailed below:

(a) Chhattisgarh Irrigation Development Programme

Chhattisgarh Irrigation Development Programme (CIDP) was implemented by the State Government with the loan assistance from Asian Development Bank (ADB) with the aim to improve the ability of Water Resources Department to develop and manage irrigation systems; develop the capacity of Water User

¹² Mahanadi Reservoir Project, Sondur Reservoir Project, Kharang Tank, Tandula Project, Hasdeo (Minimata) Bango project and Maniyari tank.

Associations (WUAs) to play a meaningful role in the rehabilitation, management, operation and maintenance of irrigation systems; rehabilitate and upgrade (R&U) minor and medium irrigation systems through a participatory process directed by WUAs.

As against sanctioned loan of US \$ 46.10 million for implementation of CIDP, the State Government had drawn US \$ 32.44 million (equivalent to ₹ 153.67 crore) between April 2007 and June 2013. The department was able to execute rehabilitation and upgradation work of 144 schemes out of 175 schemes targeted under the programme. The shortfall was due to delay in implementation of the programme which had also resulted in avoidable accrual of commitment charges as discussed below.

As per Section 2.03 (a) of the loan agreement with ADB for implementation of CIDP, the borrower shall pay a commitment charge at the rate of 0.75 per cent per annum on loan amounts sanctioned less amounts withdrawn from time to time, during successive periods commencing sixty days after the date of the loan agreement (i.e., 20 March 2006).

Defective loan agreement with Asian Development Bank had resulted in payment of avoidable commitment charges of ₹ 6.70 crore

We observed that the programme was planned to be implemented within seven years (i.e., May 2006 to April 2013) and the department was committed to draw the entire loan amount within four years from the effective date. However, the department could draw 10.12 million US \$ (22 per cent of committed loan) within the loan validity period (up to April 2010). The failure to draw the committed loan in specified period resulted in avoidable accrual of commitment charges of US \$ 1.05 million (equivalent to ₹ 6.70 crore)¹³ in the loan account.

Further, we observed that as a result of shortfall in drawal of loan and cost escalation, the department decided not to take further schemes for implementation and 31 schemes¹⁴ of 34,343 ha irrigation potential were left unexecuted.

In the exit conference, the Secretary accepted the audit observation and stated that it was due to impractical/defective loan agreement.

The fact remains that non co-ordination between the Finance and Water Resources Department had resulted in payment of avoidable commitment charges.

We recommend that in order to avoid under-utilization of external assistance and payment of consequential commitment charges, Government may assess the requirement realistically before commitment of drawal.

(b) Accelerated Irrigation Benefit Programme (AIBP)

With the objective to accelerate the completion of on-going major, medium and minor irrigation projects and to realise bulk benefits from the completed projects, the Government of India (GoI) launched (1996-97) Accelerated

¹³ As worked out by department taking value dated 22 August 2013.

¹⁴ As against targeted 175 R&U works, the department could take up 144 R&U works.

Irrigation Benefit Programme (AIBP) to provide assistance to the States for accelerating the implementation of the irrigation projects.

Against the projected creation of 94,692 ha irrigation potential through three major, one medium and 85 minor irrigation projects sanctioned for ₹ 1131.04 crore under AIBP during 2008-09 to 2013-14, the department could create 31,468 ha (33.23 per cent) irrigation potential as of March 2014 after incurring expenditure of ₹ 773.60 crore.

(c) Rural Infrastructure Development Fund (RIDF) Programme

The department undertook 437 irrigation projects under Rural Infrastructure Development Fund (RIDF) Programme during 1996-97 to 2013-14 with the financial assistance from National Bank for Agriculture and Rural Development (NABARD) for ₹ 3028.63 crore. Out of this, 306 irrigation projects have been completed as of March 2014 after incurring expenditure of ₹ 1330.32 crore.

2.1.9.2 Delay in execution of irrigation projects

Audit scrutiny revealed instances of delay in execution of projects due to delay in acquisition of land and forest clearances, which resulted in cost overrun and non-creation of projected irrigation potential as discussed in succeeding paragraphs.

(a) Delays in land acquisition for execution of the projects

Delay in execution of projects due to pending land acquisition cases had resulted in non-creation of 70,421 ha irrigation potential and cost overrun of ₹ 472.11 crore

Scrutiny of records of 24 test-checked divisions revealed that as of March 2014, 22 projects sanctioned with the objective to create 70,421 ha irrigation potential were delayed due to delay in acquisition of land. As a result even after incurring expenditure of ₹ 697.10 crore against approved cost of ₹ 1100.11 crore¹⁵, these projects were left incomplete pending land acquisition as detailed in *Appendix-2.1.6*. Out of 22 projects, 14 projects were sanctioned between 2001-02 and 2009-10, seven projects were sanctioned between 2010-11 and 2012-13 and one project was sanctioned in 1981-82. This not only led to failure in creation of 70,421 ha irrigation potential, but the cost of 13 projects also increased by ₹ 472.11 crore¹⁶.

In the exit conference, while agreeing to the facts, the Secretary stated that the works were started in anticipation of acquisition of land. At the time of approval of the projects, the villagers gave no objection certificate for acquisition of land by the department. At a later stage, they did not accept the award and it created delay in finalisation of the projects. In most of the cases, the villagers moved the court for settlement of the land compensation. The Secretary also stated that efforts are being made by the department to finalise the land acquisition issues and complete the pending projects.

(b) Delay in forest clearance

As per clause 2.111 of WD Manual and Para-2 (Part-A) of the Forest (Conservation) Act 1980, all proposals for diversion of forest land to any non-

¹⁵ Revised cost of 13 projects : ₹ 1013.08 crore + Initial cost of nine projects : ₹ 87.03 crore

¹⁶ Initial cost of 13 projects of ₹ 540.97 crore were revised to ₹ 1013.08 crore.

forest purpose (including irrigation work) would require the prior approval of the Central Government.

Eighty six projects sanctioned for creation of 1,17,938 ha irrigation potential were pending for want of forest clearance which includes 17 projects that was sanctioned more than 20 years ago

We observed that 86 projects sanctioned by the State Government (during 1976 to 2013) were pending for want of forest clearance as of March 2014. The projects on completion would create 1,17,938 ha irrigation potential. The pending status of these projects is shown in **Appendix-2.1.7**. Against 86 cases, 47 cases are still pending at the Water Resources Department level indicating inadequate efforts in getting forest clearance from the GoI. The pending projects include 17 such projects which were sanctioned more than 20 years ago. Thus due to delay in obtaining forest clearance, the department failed to create additional irrigation potential of 1,17,938 ha.

Scrutiny of records in three¹⁷ test-checked divisions revealed that five projects with design potential of 3891 ha were pending for want of forest clearance after incurring expenditure of ₹ 46.07 crore. The proposals for forest clearance were submitted with a delay ranging between 13 and 35 months after receipt of administrative approval as detailed in **Appendix-2.1.8**.

We further observed that although one post of Conservator of Forest was sanctioned in the approved set-up of the department, the same was not filled in by the department. Since most of the forest cases were pending with the department, it indicated lack of concerted efforts on the part of department in obtaining forest clearance.

In the exit conference, while accepting the fact, the Secretary stated that efforts were going on for forest clearance and most of the cases come under Forest Act due to revision of the Act.

The fact remains that most of the forest cases were pending and the department did not fill the vacant post of Conservator of Forest, it indicates lack of concerted efforts on the part of the department.

We recommend that the Government may expedite land acquisition processes and forest clearance cases for timely completion of ongoing projects.

(c) Unfruitful expenditure on unviable projects

Expenditure of ₹ 74.30 crore incurred on six irrigation projects for creation of 12,205 ha irrigation potential rendered unfruitful

Scrutiny of records revealed that four irrigation projects (Dulna diversion scheme, Hatkul diversion schemes, Makri diversion scheme and Telgara diversion scheme) in two divisions (EE, Kanker and Water Management-1, Raipur) projected to irrigate 11,184 ha command area were taken up for ₹ 147.28 crore without ascertaining the availability of land for canal work. As a result, after executing weir¹⁸ and partial canal work, the water resources available in the weir were not put to use for the intended purposes and the department could not create the projected irrigation potential rendering the expenditure of ₹ 67.43 crore unfruitful.

In the exit conference, the Secretary accepted the fact and stated that the Dulna project did not serve the purpose for which it was constructed. The water of

¹⁷ (i) EE, Kondagaon; (ii) EE, Kanker and (iii) EE, Kharang, Bilaspur

¹⁸ A weir is a barrier/dam across a river designed to alter its flow.

Dulna Diversion Scheme would be utilized for meeting water requirement of New Raipur and adjacent villages. As regards, Hatkul, Makri and Telgara diversion schemes, the Secretary stated that the three schemes were taken up only after obtaining the consent of Collector for land acquisition. However, at the time of execution, the villagers denied to provide the land for construction of canal. As a result the water available in the headwork were not put to use for irrigation through canal.

Similarly, scrutiny of records of two irrigation projects (Kurlidih tank scheme and Saken *nalla* diversion scheme) in two divisions (EE, Ambikapur and Ramanjuganj) revealed that after partial execution of weir and canal work, the projects were held in abeyance due to non availability of cultivable command area in former scheme (Kurlidih tank scheme) and protest by villagers against construction of weir in later scheme (Saken Nalla diversion scheme). As a result, the department could not create the projected 1021 ha irrigation potential even after incurring expenditure of ₹ 6.87 crore. The details of the projects are given in *Appendix-2.1.9*.

In the exit conference, the Secretary accepted the audit observation. As regards the Kurlidih tank scheme, the Secretary expressed his thanks to the audit for bringing the issue to the notice of department and directed the E-in-C for initiating disciplinary proceedings against the erring officials within one week. Further, as regards, Saken *nalla* diversion scheme, the Secretary stated that efforts will be made for completion of the headwork and directed the E-in-C for taking help of Collector for finalising the dispute.

The reply confirms that the projects constructed did not serve the intended purposes rendering the expenditure unfruitful.

2.1.9.3 Non adherence to manual provisions

According to the provisions 2.017 and 2.028 of WD Manual, estimates for works were required to be prepared as accurately as possible on the basis of detailed surveys. The officer according technical sanction to the estimate is responsible for the soundness of design and for incorporating all the items required in the estimate with reference to drawing.

Instances of non adherence to the above provisions by the EEs of three Chief Engineers (Mahanadi Reservoir Project, Raipur; Mahanadi Godawari basin, Raipur and Hasdeo Ganga basin, Ambikapur) are discussed below:

(a) Scrutiny of records (April 2014) pertaining to execution of Samoda barrage¹⁹ revealed that the work was awarded to a contractor on lumpsum contract based on Stage-I estimates with the provision to execute 9205.46 cubic metre (cum) quantity of the concrete item for construction of diaphragm wall. The site of execution was revised by shifting the axis of barrage towards upstream site. However, the estimates were not revised according to the new site.

Non revision of estimates even after change of site of work resulted in extra expenditure of ₹ 44.18 lakh

¹⁹ The work was awarded (February 2012) to a contractor for ₹ 76.50 crore under lumpsum contract and payment of ₹ 67.25 crore was made (February 2014).

As a result, though the contractor had executed 8777.68 cum quantity of concrete item for construction of diaphragm wall, he was paid for 9205.46 cum quantity in accordance with the clause²⁰ of contract resulting in extra expenditure of ₹ 44.18 lakh (9205.46 cum – 8777.68 cum = 427.78 cum at the rate of ₹ 10,327 per cum).

In the exit conference, the Secretary stated that estimating exact quantity of concrete work for construction of diaphragm wall is not possible and the quantity differs as per actual site conditions.

The reply is not acceptable because estimates were not revised even after change of site.

Expenditure of ₹ 21.36 crore in 27 works was incurred in excess of the permissible limit without obtaining sanction for the revised estimates

(b) Scrutiny of records (March-June 2014) of 24 divisions revealed that in five test-checked divisions expenditure of ₹ 21.36 crore in 27 works was incurred in excess of 10 per cent of the administratively approved amount (*Appendix-2.1.10*) without obtaining sanction for the revised estimates.

Besides the above, as per information provided by the department revised estimates of 80 works for ₹ 2718.62 crore pertaining to four CEs were pending with the department and State Government for sanction as of December 2014 as detailed in *Appendix-2.1.11*. Similar information from the CE, Hasdeo Ganga Basin, Ambikapur though requisitioned, has not been furnished.

On being pointed out by audit, the EEs of five test-checked divisions stated (April-May 2014) that expenditure was incurred in anticipation of revised approval and the revised estimates are under submission.

(c) The sanctioned estimates and schedule of items appended with the agreement for the work of construction of Bodra Anicut-cum-causeway provided an item of “Providing 22 cm thick grouted stone pitching without quarry spalls with individual stone of 22 cm depth and minimum size 0.014 cum with cement for 1120.50 cum”. The unit rate of the item as per contract was ₹ 1000 per cum, costing ₹ 11.21 lakh.

Extra item of ₹ 47.19 lakh was sanctioned beyond the administratively approved amount

We observed that at the time of execution, the above item was substituted with the item of “cement concrete cube block 1:3:6 with 40 mm metal”. The reason of substitution of item as recorded was non-availability of pitching stone. The cost of substituted item sanctioned (June 2010) by the CE was ₹ 47.19 lakh and accordingly paid to the contractor. The substitution of item at post tender stage indicates inadequate survey by the department. Further, we also observed that the extra item sanctioned and paid to the contractor was beyond the administratively approved amount for which no revised administrative approval was obtained from Government.

In the reply, the department stated that the extra item was sanctioned by the CE due to non availability of rock required for the work. Proposal for revised administrative approval was submitted (June 2010) to Government and

²⁰ As per Clause 4.35 of contract, when executed quantity is 90 per cent or above, full payment of estimated quantity will be paid and when executed quantity is less than 90 per cent, the payment will be restricted to actual quantity executed.

sanction is awaited. However, the revised sanction was awaited from Government (December 2014).

(d) In the estimates for construction of Samoda Barrage under Mahanadi Reservoir Project (MRP) division-2, Raipur, provision for excavation of soil of 2,99,625.63 cum at a cost of ₹ 83.79 lakh was made. Of which, provision for disposal of 71,906.41 cum soil beyond two km was made. However, provision for utilization or disposal of balance quantity of 2,27,719.22 cum (2,99,625.63-71,906.41) of soil was not made in the estimates.

Further scrutiny revealed that estimates included provision for transportation of 1,81,277.35 cum²¹ additional soil from borrow area costing ₹ 1.16 crore for earth work on approach roads. It is pertinent to mention that 2,27,719.22 cum soil was already available, therefore, provision for acquisition of additional 1,81,277.35 cum soil was unwarranted.

In the reply, the department stated that 2,27,719.22 cum soil has been provided for use in cofferdam, backfilling, etc., in various reaches. Besides, additional 1,81,277.35 cum soil required for construction of approaches was also provided in the estimate.

The reply is not acceptable because provision of 14,076.95 cum soil with a cost of ₹ 30.46 lakh was already made in the estimate for use in cofferdam.

2.1.9.4 Contract management

During 2009-10 to 2013-14, 950 works agreement have been executed in 24 test-checked divisions, out of which execution of 384 works agreement were reviewed in audit. The instances of non-adherence to contract provision are detailed in succeeding paragraph.

(A) Instance of non adherence to contract provisions by the EEs of four Chief Engineers (Mahanadi Reservoir Project, Raipur; Mahanadi Godawari Basin, Raipur, Minimata Hasdeo Bango Project, Bilaspur and Hasdeo Basin, Bilaspur) is discussed in following paragraphs:

(i) Non-accountal of Hard Rock

Clause 4.56.1 of the contract stipulates that excavated rock received from excavation will be available with the department which may be used by the contractor for construction work under this contract. The material shall be issued to the contractor at the rates indicated in the contract.

Scrutiny of records (April-June 2014) of 17 works in three divisions²² revealed that 1,31,253 cum hard rock found in the excavation were neither taken into account nor issued to the respective contractors. In two works (EE, Kelo Project Survey Division, Raigarh and EE, Janjgir-Champa division) the cost of the hard rock not issued to the contractor was ₹ 91.60 lakh. The issue rate in rest 15 works was not provided in the agreement to ascertain the cost of excavated hard rock as detailed in *Appendix-2.1.12*.

Cost of hard rock (1,31,253 cum) found from excavation of 17 works was not recovered from the contractors

²¹ Page-15:11270 cum, Page-18:75556 cum, Page-23:80374.40 cum and Page-24:14076.95 cum of the estimates.

²² (i) EE, Kondagaon; (ii) EE, Tandula, Durg and (iii) EE, Kelo Project Survey, Raigarh.

On being pointed out by audit, the EE, WRD, Janjgir-Champa and Kelo Project Survey Division stated (April/May 2014) that hard rock utilized for execution will be recovered from the contractor's bill. The EE, WRD (Tandula) Division, Durg stated (May 2014) that excavated hard rock was taken in material at site account of concerned Sub Engineer and will be issued to the contractor or to other works as per site requirement. However, action for recovery of cost of hard rock was awaited (December 2014) in all the above cases.

(ii) Non-recovery of extra cost from the defaulting contractors

As per Clause-4.3.3.3 of agreement, for breach of contract by the contractor, EE shall measure up the work of the contractor and take such part thereof as shall be unexecuted out of his hands and give it to another contractor to complete. In which case, any expenses which may be incurred in excess of the sum which would have been paid to the original contractor, if the whole work had been executed by him shall be borne and paid by the original contractor and may be deducted from any money due to him by Government under the contract or otherwise or from his security deposit or the proceeds of sale thereof.

An amount ₹ 12.05 crore incurred towards balance works as extra expenditure were not yet recovered from the default contractors

Scrutiny of records (April-June 2014) of 20 works pertaining to period from 2004-05 to 2009-10 in five divisions revealed that the works were rescinded by the EE due to breach of the contract. The balance works were executed by another contractor involving extra expenditure of ₹ 12.05 crore, which was not yet recovered (June 2014) as detailed in *Appendix-2.1.13*.

On being pointed out by audit, the EE, Rajnandgaon and Barrage Division, Dongargaon stated (May 2014) that efforts are being made to recover the extra cost from the contractor. The EE, Raipur stated (June 2014) that recovery will be made after finalization of new contract. The EE, Jashpur stated (December 2012) that the case was pending with the SE for finalisation, therefore, action will be taken after finalization by the SE.

(B) Instances of non adherence to contract provisions by the EE of Chief Engineer, Mahanadi Godawari basin are discussed below:

(i) Irregular payment of price adjustment claim to the contractor

As per clause 2.40.2 of the standard agreement, "the price adjustment clause shall be applicable only for the work that is carried out within the stipulated time or extended time due to reasons not attributable to the contractor."

The work orders for construction of Khanutola barrage was awarded to two contractors by the EE, Barrage division, Dongaragaon as detailed in following table:

Table-2.1.4: Details of agreements

Sl. No	Agreement No. (work order date)	Stipulated date of completion	Actual date of completion	Delay (in months)	Amount of price adjustment claim paid (₹ in crore)	Reasons for delay
1	7/DL, 2005-06 (November 2005)	May 2007	Rescinded on July 2012	62	1.06	Due to default on the part of the contractor, the contract was terminated without extension of time.
2	9/DL, 2005-06 (December 2005)	June 2007	Work in progress (May 2014)	84	0.64	The delay was on the part of the contractor and extension of time accorded imposing penalty on the contractor.
Total					1.70	

(Source: Compiled in audit from the information provided by the department)

Irregular payment of ₹ 1.70 crore was made to two contractors towards price adjustment claim, though the delay was attributable to the contractors

As evident from above table, payment of ₹ 1.70 crore was made to the contractor towards price adjustment claim though the delay in execution of the works was attributable to the contractor. The price adjustment claim was contrary to the codal provisions.

In the reply, the department stated that departmental action has been proposed against the officials who made the payment.

(ii) Delay in providing design, drawing and layout resulted in avoidable expenditure towards price adjustment claim

As per clause 4.3.13.2 of the contract, the time for completion of the work shall be extended in the proportion that the altered additional or substituted work bears to original contract work. Similarly as per clause 2.40.1 of the contract, the amount paid to the contractor for the work shall be adjusted quarterly for increase or decrease in the rate of labour, material, Petrol, Oil and Lubricants etc.

Delay in provision of design, drawing and layout had resulted in avoidable expenditure towards price adjustment claim of ₹ 3.91 crore

Scrutiny of records of EE, Barrage Division, Dongargaon and EE, Raipur Division revealed that in two agreements the contractor failed to complete the work within stipulated time due to delay on the part of the Division in providing the drawing, design and layout and extensive changes in the scope of work. As a result of delay, stipulated period of contract was extended and the contractor was paid ₹ 3.91 crore towards price adjustment claim for the extended period as detailed below:

Table-2.1.5: Statement showing avoidable payment of price adjust claim

Sl. No.	Name of work	Agreement No. (work order date)	Stipulated date of completion	Actual date of completion	Delay (in months)	Price adjustment claim paid for the extended period (₹ in crore)
01.	Construction of Sukha Nalla Barrage	8/DI, 2005-06 (November 2005)	17.05.2007	25.10.2010	41	2.84
02.	Construction of Rajim Anicut	8/DI, 2008-09 (February 2009)	27.08.2010	27.03.2012	19	1.07
Total						3.91

(Source: Water Resources Department)

In the reply, the department stated that price adjustment claim for construction of Rajim Anicut was paid as per decision of arbitrator. As regards, price

adjustment claim for construction of *Sukha nalla* barrage, the E-in-C stated that departmental action has been proposed against the EE.

(C) Instances of non adherence to contract provisions by the EEs of Chief Engineer, Mahanadi Reservoir Project, Raipur are discussed below:

(i) Non recovery of outstanding mobilisation advance of ₹ 57.58 lakh.

During scrutiny of the records (April 2014) of the work (agreement no. 3DL/2006-07) for construction of earth and masonry structures of Samoda project between RD 12.25 to 31.33 km, in EE, Mahandi Reservoir Project Phase-II division, Raipur, we observed that mobilization advance of ₹ 80 lakh was paid (August 2006) to a contractor, of which an amount of ₹ 54 lakh (principal) and ₹ 6.82 lakh (interest) was recovered. The balance amount of ₹ 57.58 lakh (principal: ₹ 26 lakh and interest: ₹ 31.58 lakh) was still (November 2014) pending for recovery since eight years of its payment. Although bank guarantee amounting to ₹ 80 lakh was available with the division, no efforts were being made for encashment of the same.

In the reply, the department stated that directions were issued to the CE concerned for immediate recovery of advance from the Bank Guarantee.

We recommend that Government may put proper monitoring mechanism for ensuring the robustness of contract management and execution of works in accordance with the Manual provisions and contractual terms and conditions.

2.1.9.5 Recovery of water charges

The State Water Resources Development Policy envisaged regular revision of water rates so that part of expenditure incurred on the project along with the maintenance cost could have been realized. However, the water rate for agriculture sector was not revised since 15 June 1999. Similarly, the water rates for industrial purposes were not revised after 1 May 2010. Further, committee for revision of water rates as required under State Water Resources Development policy (2001) was not yet formed. However, on being pointed out by audit (July 2014), a proposal for constitution of the same was submitted (September 2014) by the department to State Government. Approval of State Government is still awaited (November 2014). Further, instances of failure of the department in recovery of water charges from farmers, industries and other sources are discussed below.

(a) Non recovery of water charges from farmers and industries

The department could realise water charges of ₹ 3667.91 crore (87 per cent) during 2009-14 against the total recoverable water charges of ₹ 4226.69 crore. Due to non-recovery of water charges, the arrears of water charges increased from ₹ 118.24 crore at the end of March 2009 to ₹ 558.78 crore by the end of March 2014, i.e., an increase of 473 per cent.

We observed that there was discrepancy in the information on outstanding water charges provided by E-in-C office and 24 selected divisions. The outstanding water charges as of March 2014 provided by the E-in-C office pertaining to 61 divisions was ₹ 558.78 crore, while an amount of ₹ 630.15 crore was outstanding in 24 test-checked divisions.

The arrears of water charges increased from ₹ 118.24 crore at the end of March 2009 to ₹ 558.78 crore by the end of March 2014

Scrutiny of recoverable water charges in 24 test-checked divisions (*Appendix-2.1.14*) revealed that the arrears as a percentage of amounts recoverable were highest (more than 80 *per cent*) in Bemetera, Rajnandgaon, Kawardha, Mungeli, Jagdalpur and Raigarh divisions at the end of March 2014. Recovery of more than 50 *per cent* water charges was outstanding in Kharang-Bilaspur, Kanker, Dam(2)-Rudri, Kondagaon, Barrage-Dongargaon, Dhamtari and Champa divisions.

Since the *Amins* are responsible for preparation of initial records of irrigation and assessment, vacancy in this cadre (as discussed in paragraph No.2.1.10) was also responsible for short realisation of water charges. Further, this also indicates poor monitoring by the department.

In the exit conference, the Secretary stated that efforts are being made to realise the outstanding water charges.

The fact remains that the increase in arrears of water charges and vacancy in posts of *Amins* indicates lack of concerted efforts on the part of the department.

(b) *Non recovery of advance water tax*

As per policy of the department for construction of structures for water storage on rivers, the power generation companies were required to deposit advance water tax proportionate to water reserved for their institution in two installments. First installment of 40 *per cent* of the amount of approved cost was to be deposited before initiation of the tender process and within one month from the date of issuing the demand letter while second installment was to be deposited within one month from the date of issuing the demand letter. The amount payable in the second installment was equal to the contract cost of the project after lessening the previously paid amount.

We observed that the department had not recovered ₹ 588.56 crore due as advance water tax from 23 industries towards second installment of construction cost of structures for water storages on rivers. The department also failed to realize water charges amounting to ₹ 47.86 crore from two industries, which were using water without executing agreements. Further, ₹ 2.57 crore was due from one industry towards arrears arising out of revision of water rates. The details are given in *Appendix-2.1.15*.

In addition, the department raised (May-December 2014) demand of ₹ 50.13 crore towards water charges against South East Central Railways, Bilaspur zone. However, the same has not yet been realized (January 2015).

In the exit conference, the Secretary stated that extension has been given to the industries due to delay in land acquisition and other ancillary works.

We recommend that the Government should ensure that the arrears in collection of water charges are recovered at the earliest.

2.1.10 Manpower management

The status of men-in-position of the department against sanctioned strength is as below:

Table-2.1.6: Sanctioned strength and men-in-position of the department

Sl. No.	Designation	Sanctioned strength	Men-in-position	Vacancy	Excess
01.	Class-I	135	133	10	08
	Details of posts as below :				
	(i) Engineer-in-Chief	01	01	--	--
	(ii) Chief Engineer	06	04	02	--
	(iii) Conservator of Forest	01	--	01	--
	(iv) Dy. Director (Finance)	01	01	--	--
	(v) Superintending Engineer (Civil)	20	21	--	01
	(vi) Superintending Engineer (E/M)	02	--	02	--
	(vii) Executive Engineer (Civil)	80	87	--	07
	(viii) Executive Engineer (E/M)	09	08	01	--
	(ix) Research Officer	05	02	03	--
	(x) Engineer Administrative Officer	05	05	--	--
	(xi) Senior Geologist	03	03	--	--
	(xii) Senior Geophysicist	01	01	--	--
	(xiii) Senior Geochemist	01	--	01	--
02.	Class-II	509	489	53	33
03.	Class-III	4688	4181	1043	536
04.	Class-IV	771	724	94	47
Total		6103	5527	1200	624

(Source: Water Resources Department)

As evident from above table, there was vacancy of 1200 posts in various cadres, whereas 624 incumbents on various posts were in excess of the sanctioned strength. The cadre-wise manpower position is detailed in **Appendix-2.1.16**.

Against sanctioned strength of 735 *Amins*²³, who are responsible for preparation of initial records of irrigation and assessment, only 420 *Amins* have been deployed. Though 43 *per cent* *Amin* posts were vacant in the approved set-up, the department deployed 30 *Amins* in excess of the sanctioned strength in five divisions. The excess was 17 in EE, WM Division-I, Raipur and three in EE, Dhamtari division. The vacancy to some extent has been responsible for short realisation of water charges as commented in paragraph No. 2.1.9.5.

Although 86 projects with 1,17,938 ha design potential were held in abeyance pending Forest clearance, the department failed to fill the post of Conservator of Forest. Similarly, 18,825 LA cases are pending but only one Land Acquisition Officer (LAO) has been deployed against sanctioned strength of seven posts. Moreover, the men-in-position of the cadre viz., Draughtsman,

²³ As per WD Manual, Appendix 1.32-A, the duties, functions and responsibilities of irrigation *Amin* are to prepare initial records of irrigation and assessment, deliver *parchas* to cultivators in accordance with executive instruction of the Irrigation Act and to maintain a record of gauges in the canals.

Assistant Grade, Peon etc., was in excess of their sanctioned strength. This indicates poor manpower management of the department.

In the exit conference, the Secretary expressed concern over surplus of Assistant Grade staff and shortage in *Amin* post and stated that most of the Assistant Grade staff were absorbed into state cadre during bifurcation of State of Chhattisgarh. He also agreed to look into the distribution of manpower to make it more balanced.

We recommend that the Government may make adequate efforts to fill the vacant posts and deployment of excessive staff at suitable places.

2.1.11 Internal control and monitoring

As per clause 4.113 and 4.114 of WD Manual, the Division and Sub-Division Office should be inspected once during each financial year by the SE and EE respectively. In addition, CE should inspect Division and Sub-Division office respectively once in four years.

Further, internal audit is an important instrument to examine and evaluate compliance with the department's rules and procedures.

Scrutiny of records revealed the following:

2.1.11.1 Lack of internal audit and shortfall in inspection

We observed that internal audit was not conducted in 24 test-checked divisions as no separate internal audit wing was in existence in the department.

Further, scrutiny of inspection of SEs during 2009-10 to 2013-14 revealed that the SEs never inspected seven divisions during the period against requirement of annual inspection by them. Similarly, the CEs also never inspected these seven divisions though they are required to inspect the divisions once in four years. Further, in case of another eight divisions, the SEs inspected the offices less than the stipulated frequency.

In the exit conference, the Secretary stated that audit cell has been constituted by the Finance Department in September 2014.

Fact remains that the audit cell has been constituted only at the instance of audit. However, internal audit of the divisions are yet to be conducted.

2.1.11.2 Lack of monitoring of Water Users Associations

The Chhattisgarh *Sinchai Prabhandhan me Krishakon ki Bhagidari Adhiniyam* 2006 (Act) was notified in May 2006 for adequate maintenance of the irrigation systems, efficient and economical utilization and equitable distribution of water among users by WUAs. As per the Act, the funds are provided by the Government to the WUAs for maintenance of the irrigation system. Further, they are also responsible for submission of Audited accounts annually.

We observed that an amount of ₹ 10.98 crore was paid to the WUAs in 20 test-checked divisions during 2009-10 to 2013-14. Out of these, in five divisions only the WUAs had submitted accounts of utilization of the amount of ₹ 3.57 crore (*Appendix-2.1.17*). In remaining 15 divisions, the WUAs not

submitted accounts for utilization of the amounts. This indicates lack of monitoring by the department on the functioning of WUAs.

We recommend that the Government may strengthen the monitoring mechanism and internal control for effective implementation of the projects.

2.1.12 Conclusion

- Though the Water Resources Department embarked (2001) on an ambitious target of irrigating 75 per cent of Gross Sown Area, the created irrigation potential of the State was increased from 13.28 lakh ha (23 per cent of GSA) as of November 2001 to 19.04 lakh ha (33 per cent of GSA) as of March 2014. No Master Plan was prepared for identifying the probable irrigation projects.
- Utilization of irrigation potential was also not adequate as there was gap between created and utilized irrigation potential, which ranged between 48 and 66 per cent during 2009-14.
- Inadequate realisation of water charges resulted in significant increase in the arrears of water charges from ₹ 118.24 crore at the end of March 2009 to ₹ 558.78 crore by the end of March 2014.
- The irrigation projects were delayed due to delay in acquisition of land and forest clearance, which also resulted in cost overrun of ₹ 472.11 crore in 13 projects. In six irrigation projects, expenditure of ₹ 74.30 crore incurred for creation of 12,205 hectare irrigation potential was rendered unfruitful, as projects were held in abeyance due to non availability of land, cultivable command area and protest by villagers.
- Non-adherence to the Manual provisions and contract terms and conditions resulted in avoidable expenditure on projects, besides irregular payments to the contractors.
- Internal audit of the divisions was not conducted as no separate internal audit wing was in existence in the Water Resources Department. There was shortfall in prescribed inspections of divisions by Superintending Engineers and Chief Engineers.

ENERGY DEPARTMENT

2.2 Development of Renewable Energy Sector in Chhattisgarh

Executive Summary

For promotion of renewable energy resources in the State, the Government of Chhattisgarh (GoCG) established (2001) Chhattisgarh State Renewable Energy Development Agency (CREDA) as State Nodal Agency. The Performance Audit was conducted for the period 2007-14 to examine the effectiveness of planning process for development of renewable energy generation, fund management and implementation of the programmes pertaining to Renewable Energy (RE) sources. The main audit findings are:

- Against the availability of ₹ 687 crore during the period 2007-14, CREDA had incurred expenditure of ₹ 554 crore (₹ 442 crore on solar and ₹ 112 crore on non-solar) for implementation of renewal energy programme. CREDA did not maintain separate bank account for central financial assistance (CFA) although Ministry of New and Renewable Energy (MNRE) guidelines provided for maintaining separate bank account for CFA and accrued interest was to be credited towards CFA.

(Paragraph 2.2.7.1 and 2.2.7.2)

- CREDA executed 104 Memorandum of Understanding with various developers in 2012 for installation of Solar Photo Voltaic Power Plants (SPVPP) of 5530 Megawatts (MW). Since 2001, CREDA had also sanctioned 50 Small Hydro Power (SHP) projects for 612 MW on the sites identified by private developers. However, none of the SPVPP/SHP was installed as of November 2014. The monitoring over functionality of solar power plants and solar pumps in the villages were inadequate.

(Paragraph 2.2.8.1 and 2.2.8.2)

- Fourteen developers were issued 'No Objection Certificates' during 2006-11 for establishing Biomass based power generation plants of estimated capacity of 128 MW, out of which only one project of 15 MW could be commissioned.

(Paragraph 2.2.8.3)

- Sixty-one obligated entities defaulted in compliance of Renewable Purchase Obligation (RPO) and did not procure Renewable Energy Certificates (REC) of ₹ 810.36 crore. Despite this, no direction was issued to these defaulting entities for maintaining separate fund as required under RPO & REC framework implementation regulation which resulted in undue benefit of minimum ₹ 810.36 crore to these entities.

(Paragraph 2.2.10.2)

- Evaluation study of the completed Remote Village Electrification (RVE) projects was also not carried out, as required under RVE guidelines.

(Paragraph 2.2.11)

2.2.1 Introduction

For promotion of renewable energy resources in the State, Chhattisgarh State Renewable Energy Development Agency (CREDA) was established (May 2001) as State Nodal Agency by the Government of Chhattisgarh (GoCG) under the Energy Department. Apart from grant from Government of India (GoI), GoCG provides budgeted funds for implementation of projects based on renewable energy sources and for Direction and Administration expenditure of CREDA. The agency is responsible for implementation of various schemes pertaining to renewable energy (RE) sources and performs energy conservation activities. Major Central and State sponsored schemes/programmes implemented in the State are Jawaharlal Nehru National Solar Mission (JNNSM), Remote Village Electrification (RVE) programme, National Biogas Manure Management programme (NBMMP) and Free distribution of solar task light and study lamps.

2.2.2 Power scenario of Chhattisgarh

In Chhattisgarh, total installed capacity (March 2014) of power from all sources was 9805.61 MW of which power from non-conventional (renewable) energy sources constituted only 289.60 MW (2.95 per cent). Details of estimated potential and installed capacity under various RE sources in the State were as follows:

Table 2.2.1:- Details of estimated potential and installed capacity of RE power

Type of RE	Potential (MW)	Installed capacity (MW)
Solar	1000	9.6
Small Hydro	1000	20
Biomass Power	1000	260
Wind Energy	300#	Nil
TOTAL	3300	289.60

(Source: Information furnished by Chief Electrical Inspector, Raipur)

as per estimation of Centre for Wind Energy Technology, GoI the potential is 314 MW

From the above it is evident that against the total estimated potential of 3300 MW from various renewable energy sources, current installed capacity achieved was mere 289.60 MW (8.77 per cent). The generation of biomass power was highest among all RE sources. Even this was only 26 per cent of the estimated potential. No wind power project has been installed in the State despite assessed potential of 300 MW. Keeping in view the potential of RE, more efforts are required to increase the contribution of the RE sources in the State.

2.2.3 Organisational set up

CREDA is registered under *MP Society Registrickaran Adhinyam 1973*. Energy Minister is the Chairman of its governing body. At Government level, Principal Secretary, Energy Department is the head of the department of Energy. Chief Electrical Inspector, Energy Department acts as the Drawing and Disbursing Officer (DDO) for drawal of budget released by the State Government to CREDA.

Chief Executive Officer (CEO) cum Director is the administrative head of CREDA and is responsible for implementation of the projects, programmes and schemes of the Government, and is assisted by two Chief Engineers and three Superintending Engineers. Execution and monitoring of the projects are mainly done by seven¹ Regional offices with the help of respective District offices.

2.2.4 Audit objectives

The performance audit examined the role of the State Government and CREDA in order to assess whether

- the planning process for development of Renewable Energy (RE) generation was effective;
- the financial management was adequate and funds were made available for effective and economic utilization;
- the implementation of scheme and programme management was efficient and effective;
- the mechanism for monitoring and evaluation of the programmes were adequate and effective.

2.2.5 Audit criteria

The following were the source of audit criteria:

- Scheme guidelines and instructions issued by the Ministry of New and Renewable Energy (MNRE) and GoCG from time to time,
- Policies, Acts and Regulations made by GoI/GoCG for promotion of RE sector,
- Relevant Financial rules/regulations of GoCG.

2.2.6 Audit scope and coverage

The Performance Audit examined the activities of CREDA with respect to the resources assessment and development of RE, promoting and implementing the MNRE/State's programmes and monitoring the implementation of the programmes.

The period of audit coverage was from 2007-08 to 2013-14. Scrutiny of records of Head office and Regional Offices (ROs) of CREDA was conducted during June-September 2014. Two ROs (Raipur² and Dhamtari³) out of seven ROs were selected for detailed audit. Selection of villages and beneficiaries for physical verification of the selected projects was done from among the districts covered by audit. The details are given in *Appendix-2.2.1*. The entry conference with the Principal Secretary, Energy Department was held on 13 August 2014 wherein the audit methodology, objectives and coverage were

¹ Bilaspur, Dhamtari, Jagdalpur, Raigarh, Raipur, Rajnandgaon and Surguja

² RO, Raipur covers Raipur, Mahasamund, Gariyaband and Baloda Bazar districts

³ RO, Dhamtari covers Dhamtari, Kanker and Balod districts

discussed. The findings of audit were brought to the notice of the Government and the replies received have been suitably incorporated wherever applicable.

Audit Findings

2.2.7 Financial management

2.2.7.1 Release of funds and expenditure incurred

For the implementation of various programmes like JNNSM, RVE programme, NBMMP etc., in the State, funds are received from the GoI/MNRE as central financial assistance (CFA) and from the State Government as per the budget demands/actual expenditure. Position of fund received and expenditure incurred during 2007-08 to 2013-14 is as follows:

Table 2.2.2: Details of expenditure incurred by CREDA

(₹ in crore)

Year	Government of India/ MNRE				Government of Chhattisgarh			
	Opening Balance	Fund available	Expenditure	Closing Balance	Opening Balance	Fund available	Expenditure	Closing Balance
2007-08	0.39	3.77	2.73	1.04	29.02	58.47	39.89	18.58
2008-09	1.04	15.40	11.24	4.16	18.58	50.94	38.44	12.50
2009-10	4.16	24.12	22.09	2.03	12.50	43.26	36.65	6.61
2010-11	2.03	35.54	30.95	4.59	6.61	46.18	34.36	11.82
2011-12	4.59	54.94	39.80	15.14	11.82	63.67	38.99	24.68
2012-13	15.14	78.75	88.92	-10.17	24.68	112.79	46.54	66.25
2013-14	-10.17	5.59	51.21	-45.62	66.25	93.71	72.18	21.53
TOTAL		218.11	246.94			469.02	307.05	

(Source: Information furnished by CREDA and compiled by Audit)

From the above table it is evident that during 2007-08 to 2013-14, total funds available from GoI and GoCG was ₹ 687.13 crore against which expenditure incurred was ₹ 554 crore comprising of ₹ 442 crore on solar and ₹ 112 crore on non-solar. Further, CFA of ₹ 218.11 crore was released by MNRE against which an expenditure of ₹ 246.94 crore was incurred by CREDA. Thus, expenditure in excess of ₹ 28.83 crore was incurred mainly due to non/short admittance of claims by MNRE. The excess expenditure was incurred out of the fund available with CREDA as beneficiary share, Earnest Money Deposit (EMD), Security Deposit (SD) of suppliers etc.

On being pointed out, Government stated (December 2014) that the excess expenditure was due to non-admittance of few claims and non-reimbursement of sanctioned funds despite submission of utilization certificates (UCs)/Statement of Expenditure (SOEs).

Non/short admittance of claims by MNRE indicates that projects were executed without adhering to the sanction orders.

2.2.7.2 Non-maintenance of separate account for GoI and GoCG fund

Funds provided by GoI and GoCG for implementation of various programmes and schemes are deposited into the bank accounts of CREDA. As per instructions of the Finance Department, GoCG, the interest earned from their fund should be deposited into the account of the State Government. The CFA released by MNRE should be kept in interest bearing accounts and the interest earned from CFA was to be utilised as MNRE share.

Interest earned from GoI and GoCG fund could not be apportioned as separate bank accounts were not maintained

During scrutiny of the audited accounts/balance sheets for the period 2007-08 to 2013-14 of CREDA, it was observed that funds received from MNRE, GoCG, share of beneficiaries, SD/EMD of suppliers and other receipts were all deposited into one bank account. All payments were made from this account and funds were transferred for Fixed Deposit (FDs) from this account. During 2007-14, interest earned from such FDs was ₹ 16.97 crore. Since CREDA did not maintain separate bank accounts for each category of receipt, the interest attributable to MNRE and GoCG fund could not be apportioned. Since different funds have different usage of the interest earned, a separate bank account was a prerequisite for this.

On being pointed out, Government stated (December 2014) that State Government provides funds for Direction and Administration after adjusting incomes. Thus, the interest earned is deemed to be credited to the GoCG. Since MNRE funds were never kept idle, interest earned on FDs are not from their fund. The operation and maintenance (O&M) fund created would be utilised for replacement of batteries and other components.

Reply is not acceptable because the amount of FDs includes unspent balances of fund provided by MNRE and GoCG as subsidy of Bio-gas, SWHS (Solar Water Heating Systems) and other schemes. As MNRE releases first installment alongwith the sanction order and payment to suppliers are made only after completion of the works, the available funds during the intervening period is kept in FDs.

We recommend that Government should ensure timely release of the fund for the sanctioned projects and schemes. Separate bank accounts should be maintained for GoI and GoCG funds.

2.2.8 Policy implementation and project execution

State Policies for promotion of Renewable Energy sources

Government of Chhattisgarh has issued (2002) a general policy for promoting generation of power through non-conventional energy sources. CREDA was the nodal agency for development and promotion of RE resources viz. solar, small hydro, Bio mass and wind energy in the State. The responsibility for identification of sites, surveys, allotment of sites to developers, execution of Memorandum of Understanding (MoU) etc., rests with CREDA.

Power generation from RE sources has been declared as priority industry under the Industrial Policy (2009-14) by the State Government and GoCG provides various incentives to the RE developers.

2.2.8.1 Solar policy

(a) Tardy implementation of Chhattisgarh Solar Policy

A comprehensive “Chhattisgarh Solar Energy Policy - 2012” was issued with objectives to encourage, develop and promote solar power generation, enhance private sector participation and create favourable environment for development of solar manufacturing capabilities within the State.

CREDA was to facilitate and assist the developers and undertake following activities:

- Identification of suitable locations and creation of land bank.
- Facilitating all clearances, approvals, permissions and consents from State Government and its agencies.
- Facilitating allotment of land by State Government or its agencies.

During 2012, 104 MoUs were executed with developers for installation of SPVPP, however, none of them has yet been installed

During “Credible Chhattisgarh Global Investors Meet 2012” organized by GoCG in 2012, CREDA had executed 104 MoUs with various developers for installation of Solar Photo Voltaic Power Plants (SPVPP) having capacity of 5530 MW. However, despite lapse of two years, none of the projects have been established till date (November 2014). The reason was due to non-availability/allotment of land by the State Government.

Government had set a policy target of solar power generation capacity between 500 MW and 1000 MW by March 2017. Against this target, present installed capacity of solar power projects (grid connected) in the State was only 9.6 MW and only three projects having capacity of 4.5 MW was commissioned during the policy period (2012-17). CREDA has neither prepared any action plan for achievement of the policy targets nor were any solar manufacturing facilities established in the State. This indicates lack of initiative on the part of the Government to walk the talk despite a declared policy and a large number of MoUs.

On being pointed out, Government stated (December 2014) that the investors are not coming forward to set up RE projects as they have alternative sites and better tariff all over India.

The reply corroborates the fact that the State Government failed to take necessary steps to achieve the objectives of the Solar Policy.

(b) Irregular expenditure on installation of solar water heating systems

In 2012-13, capital subsidy of ₹ 2.22 crore was sanctioned by MNRE for installation of domestic solar water heating system (SWHS) with collector area of 7000 square metre (sqm) out of which an amount of ₹ 1.55 crore was released as first installment. The system was to be installed for domestic purpose only.

Audit scrutiny revealed that out of ₹ 1.55 crore released by MNRE, an amount of ₹ 52.58 lakh (**Appendix- 2.2.2**) was utilized for installation of SWHS with collector area 1706 sqm. The installations were made for commercial, industrial and institutional purposes instead of domestic purpose as mentioned in the sanctions, which accounts to diversion of funds.

On being pointed out Government stated (December 2014) that the systems were installed in various sectors like industries, hospitals and educational institutes etc., within the overall targets.

Reply is not acceptable as the sanction was only for domestic purposes and the changes in purpose were not approved by MNRE.

We recommend that necessary prior approval should be obtained for any diversion of funds for purposes not envisaged in the sanctions.

(c) Non-functioning of solar pumps

Under Solar Photo Voltaic Programme (SPVP), solar pumps were installed from 2004-05 onwards with contribution of CFA and beneficiary share for drinking water and agriculture work in the State. Assistance at the rate of ₹ 2.75 lakh per beneficiary was payable under this programme. The objective of the scheme was to provide water at remote areas where conventional source of energy was not available.

**Unfruitful
expenditure
due to non-
function of
solar pumps**

During test check of the record of the EE, Regional Office Raipur, it was observed that out of 69 solar pumps installed during 2004-05 to 2012-13, 32 pumps were not in working condition for last three to four years due to theft of solar modules and other components. Thus, assistance amounting ₹ 88 lakh provided by MNRE was rendered unfruitful.

On being pointed out, Government stated (December 2014) that most of the pumps were installed by Forest Department and only subsidy was released by CREDA, the responsibility of maintenance and watch and ward of the pumps rests with the beneficiaries.

Reply is not acceptable as CREDA was responsible for overall promotion of RE in the State and should have coordinated with other departments and beneficiaries for achieving its desired objectives. It also remains that due to non-functioning of the pumps, the beneficiaries were deprived of safe drinking water facility.

(d) Inadequate monitoring over functionality of power plants in villages

In Gariyaband district, 81 villages were electrified through Solar Photo Voltaic Power Plants (SPVPP) commissioned during 2004 to 2008. Work order for operation and maintenance of the power plants in these clusters was issued to M/s Friends Solar Private Limited, Raipur. As per conditions, the street lights (SLS) were to be operational for a minimum of 25 days and 90 per cent home lights (HLS) should be operational in a month.

Scrutiny of monitoring reports and payment vouchers for the period 2010-11 to 2013-14 revealed that the HLS and SLS as well as the power plant remained non-functional for three-10 months continuously. For instance, SPVPP at Paylikhand⁴, Kochenga⁵, Kurrubhata⁶ and Gajimuda⁷ were not functional due to theft of modules, inverter and battery problems. Thus, there was no electricity in these villages continuously for five to six months. Due to lack of proper maintenance of the systems, regular supply of electricity to the villagers could not be ensured.

On being pointed out, Government accepted (December 2014) the fact and stated that annual maintenance mechanism shall be further strengthened.

⁴ June 2012 to Oct 2012

⁵ Oct 2010 to Jan 2011 & June 2012 to Dec 2012

⁶ Sept 2013 to Nov 2013

⁷ June 2012 to Dec 2012

We recommend that necessary steps may be initiated immediately to make the systems functional as the villages are dependent only on the solar plants for electricity.

(e) Distribution of solar lamps with inadequate testing

With a view to provide basic lighting facilities, GoCG launched (May 2013) a scheme named ‘Free distribution of Solar task light and solar study lamps’ for the families residing in the villages and to the students of class four to class 12 of the schools.

In order to ensure distribution of quality products as per specifications, a MoU between CREDA and Electronics Regional Test Laboratory (ERTL), Kolkata was made (July 2013) for testing of the solar task lights and study lamps at manufacturer’s outlet and at the place of actual distribution. During 2012-14, CREDA procured a total of 6.75 lakh lamps (2.46 lakh task lights and 4.29 lakh study lamps) from six suppliers. Testing norms and status were as follows:

Table 2.2.3: Testing norms and actual tests conducted.

Type of Testing as per norms	No. of lamps to be tested as per norms	Actual tested
Testing at ERTL premises (during manufacturing process) at the rate of 0.01 per cent of sample from a batch of every 10000 lamps	67	22
Testing at Manufacture’s Plant (Factory process audit and verification of manufacturer’s measured data) at the rate of 100 per cent of lot of 10000 lamps	676027	Nil
Testing at Field Level (Functionality test and illumination performance test at District level) at the rate of 0.5 per cent of lamps	3380	17

(Source: Information furnished by department and compiled by Audit)

From above it is evident that the norm for testing of the lamps was not adhered. In absence of adequate testing, the quality of the product and its proper functionality could not be ensured.

Government accepted the fact and stated (December 2014) that due to insufficient infrastructure, ERTL was not able to meet the requirements of testing in time. Hence keeping in view the urgency of distribution of the lamps, the supplies were made without testing in the interest of the scheme.

We recommend that necessary arrangements by way of establishing sufficient infrastructure be ensured for complying with the norms of testing of the lamps.

(f) Undue benefit to suppliers due to less deduction of security deposit

CREDA invited (January 2013) tender for standardisation of rates for supply of solar lamps. In order to ensure that the lamps of desired specifications are supplied, the empowered committee constituted under the Chairmanship of Chief Secretary, GoCG decided (April 2013) that 90 per cent payment was to be released to the suppliers and remaining 10 per cent was to be kept as security deposit (SD). Further, another five per cent of the total amount was to be deducted from the bills as additional SD (ASD) else the order value was to be restricted to ₹ two crore.

Less deduction of security deposit resulted in undue aid to suppliers

During scrutiny of work orders and payment records it was noticed that work orders for supply of the lamps in excess of ₹ two crore at a time was issued to two firms, but the SD as per decision of the empowered committee was not deducted from the bills of the suppliers, as detailed in **Appendix-2.2.3**. An amount of ₹ 31.89 crore was paid to these firms for supply of the lamps. However, instead of deducting ₹ 4.78 crore (15 per cent) as SD/ASD only ₹ 2.62 crore (8.2 per cent) was deducted from the bills. This was not only violation of the instructions of the Government but also resulted in extension of undue benefit to the suppliers amounting ₹ 2.16 crore as detailed in **Appendix -2.2.4**.

On being pointed out, Government stated (December 2014) that the suppliers insisted that the terms of payment must be adhered to or revision of rates considered. In order to expedite supplies, orders were issued as per Letter of Intent (LoI) and tender conditions. However, CREDA had held enough security of the contractors to indemnify its interest.

Reply is not acceptable, as the work orders were issued only after decision of the committee (April 2013) hence the condition of ASD was to be included in the work orders or else fresh tenders could have been invited. Further, LoI cannot be considered as an obligation for issue of supply order. Moreover, only 8.2 per cent SD was deducted from the supplier's bills as against required 15 per cent, which was even below the rate of 10 per cent prescribed in the original tender.

2.2.8.2 Small Hydro Power policy

As per Small Hydro Power (SHP) policy issued (August 2002, August 2007 and February 2012) by the State Government, CREDA was responsible for promotion and development of SHP projects of capacity up to 25 MW in Chhattisgarh. CREDA was also responsible for conducting surveys, identification of sites and its allotment to developers.

Non-establishment of identified small hydro power (SHP) projects

Audit noticed that CREDA had identified (2010) about 70 potential sites for development of small/micro hydro power projects having capacity of 2997 KW. For their development, detailed survey was required to be conducted. However, neither detailed survey was conducted nor the projects were established till date (November 2014).

During 2001-14, 50 SHP projects of about 612 MW were sanctioned which have not been established

During the period from 2001-14, CREDA had sanctioned 50 SHP projects having capacity of 612.25 MW on the sites identified by private developers. However, due to delay in getting clearances, none of the projects were installed as of December 2014. Apart from the identified 70 sites, two SHP with 20 MW (10 MW each) capacity was established by Chhattisgarh State Power Distribution Company Limited in the State.

The Government stated (December 2014) that though sites have been allocated to private developers, due to delay in obtaining No Objection Certificate (NOC), Maoist activities etc., the projects could not be established. However, no reply was furnished as regards non-installation of identified SHP.

We recommend that the State Government may make concerted efforts for development and promotion of generation of power through non-conventional energy sources by coordinating with various Government agencies to achieve the desired objectives.

2.2.8.3 Biomass power

Non commissioning of the Biomass power plants.

Due to lack of response by CREDA to act as facilitator, Biomass power projects of 128 MW were not established

For establishment of Biomass based power generation plants, 14 developers were issued (2006 to 2011) NOCs by CREDA. The estimated capacity of these Biomass based power generation plants was 128 MW. The NOC issued to the developers clearly indicated that the developers were to obtain all necessary permissions/NOCs from competent authorities under the norms of Electricity Act and were to start installation work within one year from the date of issue of NOC by CREDA.

It was however, observed that even after lapse of three to eight years a single project of 15 MW could only be commissioned by one developer. As a result, of delay in commissioning of the biomass projects, the objective of promoting RE were not achieved. Reasons for non-commissioning of rest of the projects were not available on records.

In reply, Government stated (December 2014) that the responsibility of getting various clearances and approval rests with the developers, CREDA only issues permissions after studying the Detailed Project Reports, and cannot be held responsible for non- commissioning of the plants.

Reply is not acceptable, as CREDA being the nodal agency for promotion of RE sector in the State should have assisted the developers by coordinating with various departments for early commissioning of the projects.

We recommend that institutional mechanisms must be developed for better coordination among the MNRE, CREDA and other agencies/departments in order to facilitate the RE developers.

2.2.8.4 Wind policy

Government had notified (August 2006) policy for development of wind energy projects and declared CREDA as the nodal agency.

Non- identification of sites for Wind Energy projects

According to the policy, for identification of wind power potential in the State, CREDA shall carry out the wind monitoring itself or through any renowned wind energy consulting firm or manufacturer of wind energy generators. Participation of private sector was also to be encouraged. After receiving the verified and certified 'monitored data' the site will be declared as an "eligible site". The wind energy developer will be selected on the basis of an open tender for the installation of wind energy generators at "eligible site".

Despite potential of 314 MW, no site was identified by CREDA for installation of wind energy projects in the State

As per estimation of Centre for Wind Energy Technology (CWET, GoI) the wind energy potential in Chhattisgarh was 314 MW at 80 metres and 23 MW at 50 metres height level. However, wind monitoring as required under the policy for development of wind energy projects was not conducted. Thus,

despite lapse of eight years from notification of policy, no site could be identified by CREDA, as a result no wind energy projects were installed in the State as of December 2014.

On this being pointed, out Government intimated (December 2014) that CREDA has no infrastructure to assess the wind energy potential. Process for installation of 56 anemometers at 100 m height has been started by CWET in the State.

The fact remains that non-availability of infrastructure with CREDA resulted in non-installation of wind energy projects in the State, which subsequently led to non-utilisation of the potential RE source.

2.2.8.5 National Biogas and Manure Management Programme

(a) Non-adherence to the NBMMP scheme guidelines

As per National Biogas and Manure Management Programme (NBMMP) guidelines issued by MNRE (GoI), turnkey job fee (₹ 1500 per plant) was payable to each turnkey worker (TKW⁸). This fee was to be linked with five years warranty for trouble free functioning of biogas⁹ plants set up on turnkey basis and payable on the condition that the TKW would visit the plants twice in a year at least during the warranty period. In first year ₹ 700 and subsequently ₹ 200 per year was payable after completing the inspection and providing satisfactory warranty services.

During scrutiny of records of Executive Engineer, RO Raipur, it was observed that CREDA had issued (2012-13) instruction to pay ₹ 850 per plant for first year and ₹ 200 per plant for next two years for regular maintenance. Thus, total fee payable was ₹ 1250 as against the GoI norms of ₹ 1500. However, this reduced the warranty coverage period of the biogas plants to three years against the GoI norms of five years.

The NBMMP guidelines did not provide for engagement of any personnel for monitoring of plants. It was however, observed that from 2010-11 CREDA appointed Biogas Executives (BGE) to coordinate with the TKWs and submit reports to CREDA. The remuneration to the BGE was payable at the rate of ₹ 8000 pm and up to ₹ 4000 pm for TA/DA. Each BGE was required to ensure construction of minimum 300 biogas plants each year. Details of target and achievement and payment made to BGE are as follows:

Table 2.2.4: Details of BGE appointed and remuneration paid

Year	Target of biogas plants (units)	Achievement (units)	BGEs appointed	Total Annual payment (in ₹)
2010-11	3700	3782	10	10,80,000
2011-12	5000	4783	16	17,28,000
2012-13	5000	3933	16	21,12,000
2013-14	3600	3911	13	17,16,000
TOTAL	17300	16409	-	66,36,000

(Source: Information furnished by CREDA and compiled by Audit)

⁸ Turnkey workers include corporate bodies, registered societies identified by the State Government and approved trained entrepreneurs. The role of TKW is to conduct survey, supervise the work of masons, execution of plant and submit reports to CREDA.

⁹ Any gas fuel derived from the decay of organic matter

Thus, expenditure of ₹ 66.36 lakh incurred on the remuneration of BGEs out of the MNRE fund was irregular as the NBMMP guidelines did not provide for appointment of BGEs.

Irregular payment to BGEs out of MNRE fund provided for payment to TKWs

On being pointed out, Government stated (December 2014) that spending the TKW fees is purely at the discretion of the State nodal agency as component wise expenditure was not fixed by MNRE. Thus, CREDA has engaged masons, bio-gas executive, Self Employed Workers and spent within the financial limit of ₹ 1500 per plant. The balance amount is payable after receipt of functionality report of the plants. Further, in order to facilitate TKWs and for achieving the target BGEs were deployed.

Reply is not acceptable as MNRE guidelines provided for maintenance of plants for five years. Further, as the fund was provided by MNRE, approval for deployment and payment to BGE out of CFA should have been obtained from MNRE.

We recommend that sanctioned projects should be completed within the time line with provision of funds and effective monitoring. Government should adhere to the provisions of the scheme guidelines and not make unauthorized changes.

(b) Under-utilization of bio-gas bottling plant

Under MNRE's Research Design and Development (RD&D) policy and scheme for demonstration of integrated technology package on medium size Bio-Gas Fertilizer Plant (BGFP), for generation, purification, enrichment, bottling and piped distribution of bio-gas, MNRE had sanctioned (September 2009) a project of a firm. The generation capacity of the plant was 1000 cum of bio-gas and three metric tonnes (MT) of bio-fertilizer per day. The sanctioned project cost was ₹ 1.36 crore with MNRE share of ₹ 67.83 lakh. The project was to be completed by September 2010.

MNRE grant of ₹ 50.87 lakh remained unfruitful due to under-utilization of bio-gas bottling plant

Scrutiny revealed that MNRE had provided (December 2011) ₹ 50.87 lakh to the firm and ₹ 1.01 lakh as service charges to CREDA. MNRE had granted time extension for completion of the project up to 14 September 2012. However, due to delay in commissioning of the project, MNRE asked (January 2012) CREDA to submit the monitoring reports on regular basis and ensure the successful commissioning of the project within the approved time duration. Reasons for delay in commissioning though called for (July 2014) was not furnished by CREDA.

During scrutiny of records, it was observed that the license from Petroleum and Explosive Safety Organisation (PESO) was obtained and the plant was commissioned in August 2014. Monthly 30000 cum Bio-gas and 90 MT organic manure were to be produced. The details of month wise Bio-gas and manure production was as follows:

Table 2.2.5.: Details of generation of bio-gas and organic manure

Month	Enriched Bio-gas (in cum)	Organic Manure (Metric Tonnes)
August 2014	7300	60
September 2014	10200	66
October 2014	11400	72
November 2014	10600	67
TOTAL	39500	265

(Source: Information furnished by Department and compiled by audit)

From the above it is evident that the monthly generation of bio-gas ranged between 24 and 38 *per cent* of its capacity and against generation of 1.20 lakh cum bio-gas, total of 39500 cum bio-gas (33 *per cent*) was only generated. Further, total 265 MT organic manure was only produced against the capacity of 360 MT. This indicated under-utilisation of the plant. Thus, even after three years of initiating the construction and incurring expenditure of ₹ 50.87 lakh, the intended purpose could not be achieved.

2.2.9 Remote Village Electrification Programme

The objective of the Remote Village Electrification Programme (RVEP) was electrification through renewable energy sources of those un-electrified remote census villages and hamlets of electrified census villages where grid connectivity is neither feasible nor cost effective. MNRE provides CFA upto 90 *per cent* of the approved project cost under the programme. As per census 2011, there are 20,126 villages in Chhattisgarh, out of which 19,567 are habitant villages. As of March 2014, 18,938 villages have been electrified including 1003 villages through CREDA.

2.2.9.1 Non-electrification of villages despite release of fund by MNRE

As per proposal sent by CREDA, MNRE had sanctioned (September 2009) an amount of ₹ 3.68 crore as CFA for electrification of 53 *Naxal* affected villages of Bijapur, Bastar, Dantewada and Narayanpur districts. The project was to be completed within one year. Even after a lapse of four to five years, no electrification work was taken up in any of the village. Similarly, in four more cases, MNRE had released CFA as its share of approved project cost, however the electrification works was not completed. The details are as follows:

Table 2.2.6: Details of fund released and unspent amount

(₹ in lakh)

Sl. No.	Sanction No /Date	No of villages	Completed work	Fund sanctioned	Fund Released	MNRE fund utilized	Unspent amount
1	No.1/6/4/2008-09-RVE-16.1.09	20	17	183.25	128.27	99.96	28.30
2	No.1/6/3/2008-09-RVE-04.2.09	33	25	212.24	148.56	139.71	30.27
3	No.1/6/5/2008-09-RVE-11.2.09	42	9	241.98	169.36	35.69	133.66
4	No.1/6/6/2008-09-RVE-28.2.09	21	11	116.49	81.54	69.54	11.99
5	No.1/6/4/2009-10-RVE-14.9.09	53	0	367.71	257.4	0	257.4
	TOTAL	169	62	1121.67	785.13	344.9	461.62

(Source: Information compiled by Audit)

Naxal affected villages were not electrified through renewal energy despite sanction of funds

From scrutiny of statement of expenditure (SOEs) and utilisation certificates (UCs), it was observed that an amount of ₹11.21 crore was sanctioned by MNRE as its share and it had already released ₹ 7.85 crore. But against electrification of 169 villages, CREDA has electrified only 62 villages. Thus, CREDA failed to electrify the targeted villages even after lapse of four-five years despite availability of fund by MNRE.

Government stated (December 2014) that the villages were not approachable due to *naxal* activities in the area due to which electrification work could not be done.

Reply is not acceptable because CREDA had sent the proposal to MNRE precisely because these are *naxal*-affected areas and more conventional sources would be difficult to be provided.

We recommend that CREDA should find alternative methods and modalities for electrifying these villages instead of keeping the fund idle.

2.2.9.2 Irregular expenditure on electrification of unsanctioned projects

As per RVE guidelines, MNRE releases the fund for electrification of approved projects and it should be utilised for the sanctioned projects only.

Audit noticed that for electrification of 11 villages in Korba district, MNRE had sanctioned (June 2007) an amount of ₹ 2.14 crore, out of which ₹ 1.50 crore was released. From scrutiny of Statement of Expenditure/UCs, it was noticed that in place of village Kachhar (LC 517700) the electrification work at three villages (Arsiya, Lalpani, Tumnar) was done by utilising MNRE share of ₹ 59.40 lakh without taking consent from MNRE. Thus, incurring expenditure out of MNRE share without approval was irregular.

In reply, Government stated (December 2014) that as per site requirement, some changes were made.

Reply is not acceptable, as approval for the changes against the original sanction was not obtained from GoI.

2.2.10 Compliance with regulations

2.2.10.1 Non-compliance to Renewable Purchase Obligation (RPO) regulations by the Obligated Entities (OE)

As per Chhattisgarh State Electricity Regulatory Commission (RPO-REC) Regulations¹⁰, all distribution licensees, open access consumers and captive users having consumption of more than one megawatt (MW) within the State should procure a minimum quantum of electricity through RE sources as percentage of total consumption. In Chhattisgarh, there are 72 obligated entities which includes three distribution licensees (two public sector

¹⁰ Chhattisgarh State Electricity Regulatory Commission (Renewable Purchase Obligation and Renewable Energy Certificate framework Implementation) Regulations came into effect from March 2011.

undertakings and one private sector) and 69 open access consumers/Captive users (all in private sectors) The details of the year wise minimum percentage required to be procured are as follows:

Table 2.2.7: Details of minimum Renewable Energy to be procured

(Figures in per cent)

Year	Solar	Non-Solar	Total
2010-11	0.25	4.75	5.00
2011-12	0.25	5.00	5.25
2012-13	0.50	5.25	5.75
2013-14	0.50	5.75	6.25

(Source: Information furnished by CREDA)

Audit noticed that the RPO compliance status of all the obligated entities i.e., Distribution Licensees (DISCOMs) and Captive/Independent Power Producers (CPP/IPPs) was not available with CREDA for 2010-11 and 2013-14. However, the said information was available for 2011-13, which is detailed below:

Table 2.2.8: Position of RPO fulfilled by the OE

(Figure in Million Units)

Year	DISCOMs			CPPs/IPPs			Total RPO fulfilled by all OE
	Energy consumed	RPO fulfilled		Energy consumed	RPO fulfilled		
		Solar	Non-solar		Solar	Non-solar	
2011-12	19174.345	2.469 (0.01%)	524.898 (2.73%)	NA	NA	NA	527.367 (2.75 %)
2012-13	21926.72	5.74 (0.02%)	652.341 (2.97%)	14710.35	2.543 (0.01%)	178.381 (1.21%)	839.005 (2.29%)
Total	41101.07	8.209	1177.239	14710.35	2.543	178.381	1366.37

(Source: Information furnished by CREDA and compiled by Audit) (NA= not available)

From above, it is evident that total energy consumption was 55811.42 Million Unit¹¹ and only 1366.37 Million Unit (2.44 per cent) were achieved from RE sources. Against this, the achievement of solar RPO was mere 0.01 to 0.02 per cent whereas non-solar RPO was 1.2 to 2.97 per cent. Thus, the OEs could not fulfill the RPO obligations. The objective behind imposition of RE obligation was in the greater public interest as this would have long impact on protection of environment and reducing the emissions of green house gases, which however, was not achieved.

2.2.10.2 Undue benefit to defaulting obligated entities

As per the CSERC (RPO-REC) Regulations, every OE may meet its RPO target (as detailed in Table 2.2.7) by way of its own generation or procurement of power from RE developer or way of purchase of Renewable Energy Certificate (REC). If any OE does not fulfill the RPO, a separate fund is to be maintained for such amount as the Central Electricity Regulatory Commission (CERC) may determine on the basis of the shortfall in units of RPO and the forbearance price. As per CERC regulations, the forbearance price is ₹ 13400 per megawatt hour (MWh) for solar REC and ₹ 3300 per MWh for non-solar REC.

¹¹ 41101.07 MU +14710.35 MU

The RPO compliance status of defaulting three DISCOMs for 2011-13 and 58 CPP/PPs for 2012-13 in the State are as follows:

Table 2.2.9: Details indicating shortfall in RPO compliance by OEs

Year	Name of DISCOM	Energy consumed (MU)	Shortfall (MU)		REC not purchased by defaulting obligated entities (₹ in crore)		
			Solar	Non-solar	Solar	Non Solar	TOTAL
2011-12	CSPDCL	18325.00	43.3435	461.24	58.08	152.21	210.29
	JSPD-D	648.63	1.6215	-26.89	2.17	0.00	2.17
	BSP-TEED	200.715	0.5017	0	0.67	0.00	0.67
2012-13	CSPDCL	19124.00	89.88	376.79	120.44	124.34	244.78
	JSPD-D	686.52	12.993	128.88	17.41	42.53	59.94
	BSP-TEED	204.12	1.0206	0	1.37	0.00	1.37
TOTAL (DISCOMs)		41101.065	149.36	940.01	200.14	319.08	519.22
TOTAL (CPPs/PPs)		14710.35	71.008	593.912	95.15	195.99	291.14
GRAND TOTAL		55811.42	220.36	1533.92	295.29	515.07	810.36

(Source: Information furnished by CREDA and compiled by Audit)

From the foregoing table, it is evident that total energy consumption by the DISCOMs and CPP/PPs was 55811.42 MU. As per CSERC regulations, the solar RPO of 231.12 MU was to be achieved but only 10.75 MU was achieved. Likewise, against the total non-solar RPO of 2882.16 MU, only 1355.61 MU was achieved. Thus, there was shortfall in fulfilling both the solar and non-solar RPO. For non-fulfilling the RPO, 61 defaulting entities were required to purchase RECs aggregating ₹ 810.36 crore.

It was, however, observed that these 61 OEs neither procured the required quantum of RE nor purchased the RECs aggregating ₹ 810.36 crore. Further, no direction was issued to the OEs for maintaining a separate fund, as required under RPO/REC Regulation, which led to undue benefit to the defaulting OEs by a minimum of ₹ 810.36 crore.

Government stated (December 2014) that imposing penalty is under the purview of CSERC and CREDA is not in a position to impose penalty on the defaulters.

Fact remains that even after default in RPO compliance and procurement of RECs, no separate fund aggregating ₹ 810.36 crore was maintained by defaulting OEs which resulted in extension of undue benefit to these entities.

2.2.10.3 Non submission of RPO compliance reports by Obligated Entities

As per the RPO-REC Regulations, every OE shall have to submit necessary details regarding total consumption of electricity and purchase of energy from renewable sources for fulfillment of RPO on monthly basis to the State Agency. The summary statement of RE procurement and RPO compliance by different OEs shall be published by CREDA on cumulative basis quarterly by 15 of next month on its website and submit to the CSERC and suggest appropriate action for compliance of the RPO.

Audit noticed that during 2010-11, 2011-12 and 2013-14, none of the 69 CPP/PPs having captive power plants in Chhattisgarh, provided information of power consumed and RE power/REC procured to CREDA. In the absence of such information, compliance to RPO regulations by these entities could not be ascertained for the period.

Even after default in RPO compliance and procurement of RECs, separate fund aggregating ₹ 810.36 crore was not maintained by defaulting OEs which resulted in extension of undue benefit to these entities

On being pointed out, Government stated (December 2014) that action is required to be taken by the CSERC against the defaulting entities. CREDA has from time to time informed CSERC about non-compliance by the defaulters. CSERC however, stated (January 2015) that the Commission is a quasi-judicial body and that all proceeding shall be deemed to be judicial proceedings. Proceeding and decision in the matter of RPO compliance of OEs are decided as per mandate of section 95 of the Electricity Act through petition.

We recommend that Government should install more solar, biomass and small hydro projects in a time bound manner so as to increase the percentage of RE in the energy mix to at least above the obligated demand fixed by the CSERC. We further recommend that department should ensure that the defaulting obligated entities maintain a separate fund as required under the CSERC Regulations for non-fulfillment of RPO.

2.2.11 Monitoring and evaluation

As per RVE guidelines, MNRE was required to conduct monitoring and evaluation of the projects directly or through independent agencies appointed by it.

Audit noticed that monitoring and evaluation of the completed RVE projects was not conducted either through any agency/organization or by MNRE.

On being pointed out, Government stated (December 2014) that third party inspection as suggested by MNRE was done in time. CREDA collects monthly monitoring and evaluation reports from the service providers regularly. Evaluation would be conducted as suggested by Audit.

Reply of the Government is not acceptable as only physical verification of the projects was done by the third party agency after completion of the installation works which cannot be considered as an evaluation of the projects.

We recommend that provisions regarding monitoring and evaluation explicitly mentioned in the scheme guidelines must be adhered to and corrective actions taken based on the findings.

2.2.12 Conclusion

For promotion of renewable energy sector, State Government had made policies for solar, wind and small hydro power projects. We however noticed that:

- Against the availability of ₹ 687 crore during the period 2007-14, CREDA had incurred expenditure of ₹ 554 crore (₹ 442 crore on solar and ₹ 112 crore on non-solar) for implementation of renewal energy programme. CREDA did not maintain separate bank account for central financial assistance (CFA), although Ministry of New and Renewable Energy (MNRE) guidelines provided for maintaining separate bank account for CFA and accrued interest was to be credited towards CFA.
- Despite formulation of policies and regulations for promotion of RE sector in the State, the potential of power generation from RE sources could not be

utilized. CREDA executed 104 Memorandum of Understanding with various developers in 2012 for installation of Solar Photo Voltaic Power Plants (SPVPP) of 5530 Megawatts (MW). Since 2001, CREDA had also sanctioned 50 Small Hydro Power (SHP) projects for 612 MW on the sites identified by private developers. However, none of the SPVPP/SHP was installed as of November 2014.

- Fourteen developers were issued 'No Objection Certificates' during 2006-11 for establishing Biomass based power generation plants of estimated capacity of 128 MW, out of which only one project of 15 MW could be commissioned.
- Non-adherence to the provisions of guidelines was noticed in respect of payment to turnkey workers resulting in reduction in the warranty coverage of bio-gas plants to three years against the norm of five years. There was irregular appointment and expenditure of ₹ 66.36 lakh on remuneration to biogas executives from MNRE fund.
- Sixty-one obligated entities defaulted in compliance of Renewable Purchase Obligation (RPO) and did not procure Renewable Energy Certificates (REC) of ₹ 810.36 crore. Despite this, no direction was issued to these defaulting entities for maintaining separate fund as required under RPO & REC framework implementation regulation, which resulted in undue benefit of minimum ₹ 810.36 crore to these entities.
- The monitoring over functionality of solar power plants and solar pumps in the villages were inadequate. Evaluation study of the completed Remote Village Electrification (RVE) projects was not carried out as required under RVE guidelines.

SCHOOL EDUCATION DEPARTMENT AND HEALTH & FAMILY WELFARE DEPARTMENT

2.3 Tribal Sub Plan

Executive Summary

The policy of Tribal Sub Plan (TSP), initiated in the Fifth Five Year Plan period (1974-1979), is a critical initiative in closing the development gap between the Scheduled Tribe (ST) as compared to others. The strategy was to direct plan resources across Central Ministries in Government of India and departments in states at least in proportion to their population at the National and State level respectively. In the present performance audit of TSP, nine Education and Health related schemes implemented by two departments, School Education and Health & Family Welfare were covered for the period 2011-12 to 2013-14. The major audit findings are:

- TSP funds released by Government of India and State Government were mixed at implementing agency level with General & Scheduled Caste Sub Plan funds. Due to this, segregation and tracking of expenditure of TSP funds was not possible. No mechanism was established by the departments to monitor the category wise expenditure to ensure that the TSP funds are being spent for intended purpose.

(Paragraph 2.3.6.2)

- Contrary to *Sarva Siksha Abhiyan* scheme guidelines, no special training for non-tribal teachers to work in tribal areas, including knowledge of tribal dialect was provided. School text books were not prepared in local languages.

(Paragraph 2.3.7.2)

- Enrolment of student in *Sarva Siksha Abhiyan* was inadequate as compared to ST population in the five test-checked blocks. Uniforms were not provided to any ST students in 17 test-checked Secondary Schools under *Rashtriya Madhyamik Shiksha Abhiyan*.

(Paragraphs 2.3.7.3 and 2.3.7.4)

- There was shortfall in achieving targets set for National Rural Health Mission programme of Immunization and Institutional deliveries. In 24 blocks, First Referral Units, set up for obstetrics and new born care, were functioning without gynecologist (12), anesthetist (18) and blood storage facility (10). Further, no specialist was posted in nine community Health Centres against 51 sanctioned posts.

{Paragraphs 2.3.8.2, 2.3.8.3 (1) and(2), 2.3.8.4(2)}

- Out of 722 works, 349 were in progress and 143 could not be started which resulted into blockage of funds of ₹ 24.06 crore in test-checked districts.

{Paragraph 2.3.8.4 (1)}

2.3.1 Introduction

The Government of India (GoI) initiated the policy of Tribal Sub Plan (TSP) in the Fifth Five Year Plan period (1974-1979). TSP is seen as a critical initiative in closing the development gap between the Scheduled Tribe (ST) and others and the strategy was to direct plan resources across Central Ministries in GoI and departments in the states at least in proportion to the ST population both at the National and State level for development of tribal population. TSP is a key instrument for fulfilling the objectives of inclusive growth in India. TSP funds are given as a component of the regular schemes. As per the census 2011, the population of ST in the State is 78,22,902 which constitutes 30.59 per cent of the total population of the State (2,55,45,198). Thus, the State had to earmark at least 30.59 per cent of the total plan outlay for the development of the TSP area.

2.3.2 Audit scope and coverage

Nine Education and Health related schemes, which have TSP components, are selected for review since these focus on human resource development. The performance audit was conducted for the period from 2011-12 to 2013-14 and was taken up in districts selected according to sample selection. The department-wise details of selected schemes are as under:

Table 2.3.1: Details of departments and schemes covered

Department	Name of the Selected Schemes
School Education	<ul style="list-style-type: none"> • <i>Sarva Shiksha Abhiyan (SSA)</i> • <i>Rashtriya Madhyamik Shiksha Abhiyan (RMSA)</i> • <i>Mid-Day Meal (MDM)</i>
Health and Family Welfare	<p>four health schemes relating to National Rural Health Mission</p> <ul style="list-style-type: none"> • <i>Infrastructure Maintenance Scheme (IMS)</i> • <i>Immunization</i> • <i>Reproductive and Child Health (RCH) Flexible Pool</i> • <i>Mission Flexible Pool (MFP)</i> <p>two health schemes relating to non-communicable diseases</p> <ul style="list-style-type: none"> • <i>National Programme for Prevention and Control of Cancer, Diabetes, Cardiovascular Diseases and Stroke (NPCDCS)</i> • <i>National Programme for Health Care for the Elderly (NPHCE)</i>

2.3.3 Audit objectives

The performance audit of TSP has been taken up with the objective of assessing whether:

- planning process of the TSP for implementation of various educational and health programmes were well designed, need based and targeted towards the intended beneficiaries;
- adequate financial outlay was earmarked for TSP and were utilised economically and efficiently;
- education and health sector schemes for development of STs were delivered efficiently;
- effective mechanism was in place for monitoring and evaluation of the outcomes of the schemes/programmes.

2.3.4 Audit criteria

The performance audit of TSP in respect of education and health components were assessed with reference to:

- Planning Commission Guidelines with respect to TSP.
- Guidelines issued by Ministry of Human Resource Development (MoHRD) and Ministry of Health and Family Welfare (MoH&FW) regarding selected schemes.
- Circulars/instructions issued by Central Government from time to time in this respect.
- Periodical reports/returns prescribed by Central and State Government.
- Impact evaluation and other Reports/Statistics from authentic sources.

2.3.5 Audit methodology and sampling

Audit was conducted from May to September 2014 covering the period from 2011-12 to 2013-14. Out of total 27 districts, eight¹ districts and 17 blocks of these districts (**Appendix 2.3.1**) were selected based on tribal population. For the performance audit of the implementation of education related schemes, 101 schools in the test-checked blocks were selected. For Health related schemes, 15 Community Health Centres (CHC) and 34 Primary Health Centres (PHC) of selected blocks were test checked. Scrutiny of records was also conducted at Directorate of Public Instructions (DPI), Chhattisgarh, Mission Director, *Rajiv Gandhi Shiksha Mission* (RGSM) and Managing Director, *Rashtriya Madhyamik Shiksha Abhiyan* (RMSA), Director, Health Services (DHS), Chhattisgarh and Mission Director, National Rural Health Mission (NRHM), Chhattisgarh.

An entry conference to discuss the audit methodology, objectives, and coverage was held in June 2014 with Secretary, School Education Department and with the Principal Secretary, Health & Family Welfare Department in August 2014. The outcome of review was discussed in an exit conference held with the Secretary of the School Education Department in January 2015. The replies furnished by the department during discussion have been incorporated in this report.

The request for holding an exit conference was sent to the Health and Family Welfare Department (January 2015) and the audit observations pertaining to Health Department have been brought to the notice of Government, however, reply is awaited.

Audit findings

2.3.6 Financial management

2.3.6.1 Earmarking of funds for TSP

As per the TSP Guidelines (December 2006), earmarking of funds for TSP should at least be proportionate to the ST population. The percentage of ST population in the State is 30.59 *per cent*. The total plan outlay and outlay of

¹ Bastar, Balrampur, Bilaspur, Jashpur, Kondagaon, Raigarh, Surguja and Surajpur

Tribal Sub-Plan funds for Medical & Public Health and Elementary Education during years 2011-12 to 2013-14 in the State were as under:

Table 2.3.2: Details of Plan Outlay as per Annual Plan of the State

(₹ in crore)

Plan Outlay for	Annual Plan 2011-12		Annual Plan 2012-13		Annual Plan 2013-14	
	Total Outlay	TSP component (per cent)	Total Outlay	TSP component (per cent)	Total Outlay	TSP component (per cent)
State	16169.25	5561.44 (34)	21184.35	7356.45 (35)	23298.17	7951.85 (34)
Elementary Education	2537.66	978.76 (39)	2866.13	1211.42 (42)	3296.19	1225.98 (37)
SSA	925.75	315.80 (34)	775.05	336.00 (43)	945.20	389.80 (41)
Mid Day Meal	234.66	88.62 (38)	127.87	82.50 (64)	153.44	92.62 (60)
RMSA	175.00	50.00 (29)	185.80	65.80 (35)	124.00	47.00 (38)
Medical and Public Health	835.39	297.77 (36)	914.13	328.05 (36)	1241.50	511.12 (41)
NRHM	94.00	41.16 (44)	85.00	32.30 (38)	180.00	80.00 (44)
Non-NRHM (NPCDCS & NPHCE)	3.20	0.00	3.20	0.00	7.34	2.79 (38)

(Source: Annual Plan of the State for the years 2011-12, 2012-13 and 2013-14)
(Figures shown in parenthesis represent percentage to Total Outlay)

It is evident from the above table that the funds earmarked for TSP ranged from 34 to 64 per cent under Medical and Public Health and Elementary Education against 30.59 per cent ST population of the State. However, no provision for TSP was made under NPCDCS and NPHCE during 2011-12 and 2012-13. The funds earmarked for TSP under RMSA during 2011-12, was less than the prescribed norm.

2.3.6.2 Availability and utilisation of funds under School Education and Health and Family Welfare department

No separate planning and segregation of expenditure of funds earmarked for TSP funds

Under the SSA, MDM and RMSA schemes, the districts prepared an Annual Work Plan and Budget (AWP&B) which were consolidated into State AWP&B and were approved by GoI every year. Similarly, the State Health Society (SHS) prepares the Project Implementation Plans (PIPs) for NRHM which were approved by GoI every year. On the basis of PIP, GoI approves the plan in the form of Record of Proceedings (RoP) and releases the funds. However, it was observed that there was no separate planning for TSP categories in the AWP&B, PIP and RoP.

GoI and State Government release their respective shares of TSP fund directly to the implementing agencies (SSA, RMSA, MDM and SHS). However, State Implementing Agencies mixed the TSP fund with General and Scheduled Caste Sub-Plan (SCSP) funds. Funds were released to districts without earmarking TSP funds separately. As a result, separate records of expenditure under TSP were not maintained at any level.

The expenditure against available funds during 2011-14 under SSA, RMSA and MDM (*Appendix-2.3.2*), NRHM (*Appendix-2.3.3*), NPCDCS and NPHCE (*Appendix-2.3.4*) schemes is detailed in following table:

Table 2.3.3: Funds available and expenditure incurred under SSA, RMSA, MDM, NRHM, NPCDCS and NPHCE schemes during 2011-14

(₹ in crore)

Name of the Scheme	Available (including balance & interest)	Fund opening	Fund released under TSP (per cent w.r.t. release during the period)	Overall expenditure	Fund not utilised (per cent)
SSA	4633.27		1002.92 (23)	4448.30 (96)	184.97 (4)
RMSA	1228.06		85.49 (08)	980.00(80)	248.06 (20)
MDM	1585.39		555.00 (35)	1445.74 (91)	139.65 (09)
NRHM ²	1761.32		331.35(33)	1478.50 (84)	282.82(16)
NPCDCS & NPHCE	16.53		2.39(21)	3.49 (21)	13.04(79)

(Source: Information provided by the concerned departments)

As evident from above table, the TSP fund released by GoI and State under SSA and RMSA was 23 and eight *per cent* respectively, which was lower than the tribal population (30.59 *per cent*).

During the period 2011-14, total available fund under four programmes (Infrastructure Maintenance Scheme, Immunization, Reproductive and Child Health and Mission Flexible pool) of NRHM scheme was ₹ 1761.32 crore, out of which ₹ 1478.50 crore (84 *per cent*) was utilised. No TSP funds released by GoI during 2012-13 and 2013-14 under NPCDCS and in 2011-12 under NPHCE.

The State share of TSP funds for implementation of various programmes under NRHM was released in a lump sum to State Health Society (SHS). Hence, the release of fund by State Government under four programmes (Infrastructure Maintenance Scheme, Immunization, RCHFP and MFP) could not be bifurcated.

Thus, though the intents of creating a separate scheme for tribal people was to ensure that money allocated to them should be spent on them, lack of any mechanism for segregation and tracking of expenditure defeats the very purpose of TSP. Further, in the absence of such a mechanism, diversion or non-utilisation of TSP funds could not be ascertained.

During exit conference Secretary, School Education Department stated (January 2015) that since all types of beneficiaries including tribal beneficiaries have got benefitted from the schemes, segregation and tracking of expenditure of TSP funds at districts and blocks level was not possible and no instructions have been issued from GoI for maintaining separate expenditure records for TSP funds at district and block level. Further, he stated that the percentage of TSP funds was above the percentage of tribal population in the State under MDM and there are not much infrastructure components under RMSA in tribal areas.

State Finance Manager (SFM), SHS, NRHM stated that there was no instruction for maintaining separate expenditure records against the allotted TSP/SCSP/General funds. The records were maintained as per programme and its component.

The matter has been brought to the notice of the Health and Family Welfare Department. Reply is awaited (December 2014).

² Four programmes covered under review of NRHM schemes (Infrastructure Maintenance Scheme, Immunization, Reproductive and Child Health and Mission Flexible Pool)

We recommend that the allotment, release and expenditure from TSP funds should be maintained separately.

Execution of schemes

2.3.7 School Education Department

Sarva Shiksha Abhiyan (SSA) was launched (2000-01) by the GoI to universalise elementary education and ensure that all children complete five years of primary schooling. The main components of SSA *inter alia* included opening of new primary school (PS) and upper primary school (UPS), construction of additional classrooms, provision of free text books to all children, appointment and training of teachers.

With a view to enhance enrolment, retention and attendance and simultaneously improving nutritional levels among children, Mid Day Meal (MDM) was launched (1995) as a Centrally Sponsored Scheme. The scheme initially covered children in Primary Schools (PS) but was extended to cover the children of Upper Primary Schools (UPS) from the year 2008-09.

GoI launched (June 2009) a Centrally Sponsored Scheme *Rashtriya Madhyamik Shiksha Abhiyan* (RMSA) for universalisation of access to and improvement of quality of education at secondary and higher secondary stage.

Sarva Shiksha Abhiyan

2.3.7.1 Distribution of uniform to students

Rule 9 of the Chhattisgarh Right of Children to Free and Compulsory Education Rules, 2010 provides that a child attending a school of the appropriate Government or local authority shall be entitled to free uniforms. Further, clause 2.5.6 of SSA guidelines stipulates for provision of two sets of uniform to all girls, Scheduled Caste (SC), ST children and below poverty line children wherever State Government have incorporated provision of school uniform as a child entitlement in their State Right to Education (RTE) rules.

Scrutiny of records of 76 test checked schools revealed that uniforms were not distributed to 188 students of two schools of Makdi block (95 students out of 192 students) in Kondagaon district and one school of Bagicha block (93 students out of 258 students) in Jashpur district during 2011-12. Further, only one set of uniform against the norm of two uniforms was distributed to 1915 students of 26 schools during 2011-12, 2007 students of 23 schools during 2012-13 and 1684 students of 20 schools during 2013-14.

During exit conference Secretary, School Education Department stated (January 2015) that due to delay in release of installments from the GoI, funds could not be provided to the implementing agency in time. He further stated that due to cost difference in uniforms, many schools could not provide uniforms in time. He also stated that this has been sorted out for this year onwards and the distribution of uniforms to the students would be ensured in future.

2.3.7.2 Availability of Teachers & educational material in local language and training for non-tribal teachers

Clause 3.8.2.12 of SSA guidelines suggested the list of interventions in order to prevent a sense of alienation among dispersed tribal students which

Distribution of Uniforms to students was not as per norm

interalia includes (i) Development of educational material in local languages using resources available within the community and (ii) Special training for non-tribal teachers to work in tribal areas, including knowledge of the tribal dialect.

There was lack of study material in local dialect and special training for non-tribal teachers was not conducted

Scrutiny of records revealed that although one to seven text books were prescribed for Class I to Class VIII, no text book of local languages such as *Halbi, Kurukh, Sadari* etc., were prepared by the Government. Moreover, it was observed that no special training for non-tribal teachers to work in tribal areas, including knowledge of the tribal dialect was provided in the test checked schools.

Thus, lack of study materials in local dialect and lack of teachers training in local culture indicates that the alienation issue was not addressed at all.

During exit conference Secretary, School Education Department stated (January 2015) that text books in local languages and training materials for teachers for class one and two have been developed and same would be provided in some areas on pilot study basis from 2015-16.

We recommend that effective measures may be taken to develop study materials in local dialect and trainings of local dialect as well as to work in tribal areas are provided to the teachers.

2.3.7.3 Inadequate enrolment of ST students in tribal dense areas

Enrolment of ST children was 12 to 42 per cent as against ST population of 39 to 65 per cent in five test checked Blocks

One of the main objectives of TSP includes the Human resource development of the STs by providing adequate educational services. For this the audit checked the enrolment of tribal students in 68 Primary Schools and Upper Primary Schools of 17 tribal dense blocks. During scrutiny, it was noticed that in five blocks (districts) namely Ramanujganj (Balrampur), Kota (Bilaspur), Kondagaon (Kondagaon), Lailunga (Raigarh) and Pratappur (Surajpur) the enrolment of ST students was quite less in comparison to percentage of ST population in the block. In these blocks the percentage of enrolled ST students ranged from 12 to 42 per cent as against 39 to 65 per cent of ST population of the block. The block wise details of enrolled ST students versus ST population during 2011-14 are given in **Appendix 2.3.5**.

Thus, the less percentage enrolment of ST children in the schools indicated that the broad objectives of TSP i.e. ensuring the share of resources spent for the benefit of the STs in proportion to their share in population of that area and human resource development of the ST through specifically providing adequate educational service were not achieved.

During exit conference Secretary, School Education Department stated (January 2015) that opening of new private schools could be a reason of less enrolment of ST students.

Reply is not acceptable as the department did not provide specific data of enrolment of ST students in the private schools of tribal dense blocks.

Rashtriya Madhyamik Shiksha Abhiyan

2.3.7.4 Lack of facilities to the students under RMSA

Clause 6.2.8 of Framework for Implementation of RMSA provides for special focus on ST students to be ensured through enrolment drive in ST concentration areas. RMSA recognizes the need for extending interventions

and resource support to the children belonging to SC/ST/OBC/Educationally Backward Minorities including differently abled children at secondary and higher secondary stage through providing textbooks, workbook and stationeries, uniforms, footwear, bicycle/wheelchair and stipend for day scholars.

Scrutiny of records of 17 test checked secondary schools under RMSA revealed that the above facilities were provided partially. The details of facilities provided to ST students are as follows:

Table 2.3.4: Details of facilities provided to ST students

Year	Total No. of ST students	Number of ST students provided			
		Textbooks, workbooks and stationeries	Uniforms, footwear	Bicycle/wheelchair	Stipend for day scholars
2011-12	454	454 (100)	0 (0)	157 (35)	447 (98)
2012-13	822	822 (100)	0 (0)	189 (23)	799 (97)
2013-14	1068	1068 (100)	0 (0)	232 (22)	1003 (94)
Total	2344	2344	0 (0)	578 (25)	2249 (96)

(Source- Information furnished by the Department)

(Figures shown in parenthesis represent percentage to total no. of ST students)

From the above table, it is evident that textbooks, workbooks and stationeries were distributed to the entire ST student whereas stipend was given to 94 to 98 per cent of ST student. It was observed that bicycle/wheel chair was distributed to only 22 to 35 per cent of ST student. Thus, facility of bicycle and wheelchairs to the students was provided partially whereas students were deprived of the facility of uniform and footwear etc., in all the three years.

During exit conference Secretary, School Education Department stated (January 2015) that though these items (such as uniforms, footwear and charges of boarding and lodging) have been included in the RMSA guidelines but no instructions were given during meetings of Project Approval Board (PAB). No funds were also provided for these items by GoI. He further stated that the cycle is being provided to the girls of ninth class only under State's own scheme.

Reply is not acceptable as the uniform, footwear and charges of boarding and lodging etc. were to be provided to the students under RMSA guidelines.

2.3.7.5 Loss of interest of ₹ 1.37 crore due to non-operating of saving account under RMSA

As per the clause 4.3.1 of the Manual on Financial Management and Procurement for RMSA, savings bank accounts with public sector scheduled commercial banks were to be opened at the State, District and School levels. Further, clause 6.7.3 provided that the interest earned was to form a part of corpus.

It was noticed that in two³ out of eight test checked districts, current bank accounts were being operated in contravention to the provisions. A minimum of balance ranging from ₹ 2.05 lakh to ₹ 15.51 crore was kept in the current account during April 2011 to March 2014 in these districts. Thus there was an

³ Bilaspur and Jagdalpur

interest loss of minimum ₹ 1.37 crore due to maintaining of funds in Current Account instead of Savings Bank Account (**Appendix 2.3.6**).

During exit conference Secretary, School Education Department stated (January 2015) that necessary instructions have been issued to convert all the current bank accounts into savings bank account.

We recommend that the department may review all bank accounts of RMSA in the State and close current accounts within reasonable time frame in order to prevent loss of interest.

2.3.8 Health and Family Welfare Department

The National Rural Health Mission was launched in April 2005 by GoI to provide accessible, affordable, accountable, effective and reliable healthcare facilities in the rural areas of the country especially to poor and vulnerable sections of the population. The key strategy of NRHM was to bridge gaps in health care facilities, facilitate decentralised planning in the health sector. Four schemes under NRHM viz. Infrastructure Maintenance Scheme, Immunization, RCH Flexible Pool and Mission Flexible Pool were covered.

National Programme for Prevention and Control of Cancer, Diabetes, Cardiovascular Diseases and Stroke (NPCDCS) was launched by GoI for reducing the burden of Non Communicable Disease (NCDs) such as cancer, diabetes, cardiovascular diseases and stroke which are major factors in reducing potentially productive years of human life.

National Programme for Health Care of the Elderly (NPHCE) was launched to provide separate and specialized comprehensive health care to the senior citizens.

NRHM schemes

2.3.8.1 Infrastructure Maintenance Scheme

Infrastructure Maintenance Scheme (IMS) is a Centrally Sponsored Scheme implemented by the MoH&FW, GoI, through State Government set ups. The infrastructural set up consist of Family Welfare Bureaus at State & District level, Sub-centres, Urban Family Welfare Centres, Urban Health Posts, Training Schools and Centres to impart basic training to medical and para-medical health professionals. Urban Health Posts, launched under the Urban Revamping Scheme (URS), were to execute an integrated service delivery system including antenatal and postnatal care of mothers, immunization of children, treatment of minor ailments, and advices and services to family planning acceptors.

Scrutiny of records revealed that an amount of ₹ 2.19 crore (₹ 1.25 crore and ₹ 0.94 crore in 2012-13 and 2013-14 respectively) was released as TSP component under URS. However, no expenditure was incurred during 2012-13 and 2013-14.

The matter has been brought to the notice of the Department. Reply is awaited (December 2014).

We recommend that the funds under the IMS should be utilised for the prescribed purposes.

2.3.8.2 Immunization

To prevent infant mortality, morbidity (death and disease) of children immunization programme comprising vaccine for preventable diseases viz., Diphtheria, Pertussis and Tetanus (DPT), Bacillus Calmette-Guerin (BCG), Oral Polio Vaccine (OPV), Hepatitis B and Measles was implemented. These vaccines were to be given to infants before one year of age for full immunization. The targets and achievement of Immunization during 2011-12 to 2013-14 in test check districts are as under:

Table 2.3.5: Details of target and achievement of test checked districts under Immunization

Year	Targets of full immunization (Numbers)	Fully Immunized (Numbers) and (per cent)
2011-12	185364	139913 (75)
2012-13	196867	175218 (89)
2013-14	207831	171236 (82)

(Source: Information furnished by the Department and compiled by audit)

From the above table, it is evident that the objective of 100 per cent immunization could not be achieved in the test checked district. The details of the achievement of target of Immunization in test checked districts have been shown in **Appendix 2.3.7**.

On this being pointed out, District Immunization Officer, Surguja stated that the main reasons for shortfall in achievement of targets were due to illiteracy, lack of awareness of parents, no proper movement/ mobilisation of children by *Mitanin*, period of immunization overlaps the working time of parents.

The matter has been brought to the notice of the Department. Reply is awaited (December 2014).

We recommend that, in view of shortfall in achievement of immunization targets, the department may review its strategy and make it more focused so that target of full immunization is achieved.

2.3.8.3 Reproductive and Child Health (RCH) Flexi Pool

The Reproductive and Child Health (RCH) programme includes maternal health, child health and family planning services. The aim of the programme is that every pregnant woman receives care at delivery, the deliveries are institutional and other family planning services are rendered. *Janani Suraksha Yojana* (JSY) is a component of RCH Flexi Pool under maternal health.

2.3.8.3(1) Non achievement of targets under Janani Suraksha Yojana

The *Janani Suraksha Yojana* (JSY) was introduced in 2005-06 as key intervention to enable women to access institutional deliveries and thereby effect reductions in Maternal Mortality Rate (MMR) to 100/100000 by 2012. At present the MMR of the State is 230 which is higher than the all India average of 178. The objective of the scheme was to achieve the target of 70 per cent institutional deliveries.

The target and achievement of institutional deliveries under JSY in the test checked districts during 2011-12 to 2013-14 is as follows:

Table 2.3.6: Details of institutional deliveries in test checked districts

Year	No. of pregnant women registered	No. of institutional deliveries		Percentage of achievement against target	Per cent of institutional deliveries to pregnant women registered
		Target	Achievement		
2011-12	172431	156435	89310	57.11	51.79
2012-13	179566	141622	94368	66.63	52.55
2013-14	197719	140793	109894	78.05	55.58

(Source: Information furnished by the Department and compiled by audit)

From the above table, it is evident that only 52 to 56 per cent of institutional delivery was achieved as compared to the number of pregnant women registered in the test checked districts. This may also be one of the reasons attributable for high MMR in the State as compared to the national average. It was further noted that the target set for institutional deliveries had a declining trend, even though the number of pregnant women registered increased considerably during the same period. As against the targets for institutional deliveries, achievement was 57 to 78 per cent during 2011-14.

The matter has been brought to the notice of the Department. Reply is awaited (December 2014).

We recommend that the awareness about the scheme should be increased and effort should be made to encourage the population for institutional delivery.

2.3.8.3(2) Inadequate facilities in health centers

First Referral Unit

As per the guidelines issued by MoH&FW, an existing facility (District Hospital, Community Health Centre etc.) can be declared as First Referral Unit (FRU) if it is equipped to provide round-the-clock services for emergency obstetric and new born care in addition to other emergency services. The emergency obstetrics care included surgical intervention, blood storage facility and availability of at least one Gynecologist and Anesthetist. There should be one FRU in each Block.

FRUs were not established in 33 blocks (having 20.39 lakh ST population), out of 57 blocks in eight test checked districts (**Appendix 2.3.8**). Out of 24 FRUs, 12 FRUs were functioning without Gynaecologist, 18 FRUs without any Anesthetist and 10 FRUs did not have blood storage facility.

Other Obstetrics Services

Further, New Born Care Corner (NBCC), Special Newborn Care Unit (SNCU) and New Born Stabilisation Unit (NBSU) were to be established at all 24x7 PHCs/CHCs/District hospitals which provide basic emergency obstetric care.

The target and achievement of establishing of NBCCs, SNCUs and NBSUs in the test check districts are given below:

Table 2.3.7: Targets and achievements of establishing NBCCs, SNCUs, NBSUs in test checked districts

Facility	Number of Health facilities								
	2011-12			2012-13			2013-14		
	T	A	S	T	A	S	T	A	S
NBCC	54	41	24	87	62	28	59	21	64
SNCU	1	0	100	3	1	67	3	2	33
NBSU	8	2	75	7	4	43	7	4	43

(Source- Information furnished by the Department and compiled by audit)

T= Target, A=Achievement and S=Shortfall percentage

Institutional delivery in test checked districts was 52 to 56 per cent of registered cases, as against the target of 70 per cent

12 FRUs were functioning without Gynecologist, 18 without Anesthetist and 10 without blood storage facility

It is evident from the above that there was a shortfall in creating the NBCCs, SNCUs and NBSUs against the targets in the test check districts. Non-setting up of required number of facilities deprived the tribal population of intended benefits.

The matter has been brought to the notice of the Department. Reply is awaited (December 2014).

We recommend that Government may take immediate concrete measures to establish new FRUs in blocks and improve the infrastructure facilities in existing FRUs.

2.3.8.4 Mission Flexible Pool

Mission Flexible Pool is a component of NRHM under which activities such as, construction of buildings, development of human resources corpus grant to different health facilities etc., are undertaken.

2.3.8.4(1) Non-completion of works and blockage of funds

Revamping of health infrastructure is one of the important requirements under NRHM. The infrastructure includes construction of Sub Health Centres (SHC), construction of Labour Rooms, up-gradation of CHCs and PHCs and construction of Staff Quarters.

In test checked districts, ₹ 24.06 crore was released for execution of 722 works for creation of NRHM infrastructure. Out of which, 349 works (48 per cent) were in progress and 143 works (20 per cent) could not be started. These works were being executed by Public Works Department, Rural Engineering Services, Panchayats etc., and could not be completed mainly due to delay in tender finalisation, naxal problem, non availability/dispute of land etc.

Non-completion of infrastructure works resulted in blockage of funds totaling ₹ 24.06 crore, besides it deprived tribal population of intended benefits.

We recommend that works should be strictly monitored to ensure its timely completion for extending the intended benefits to the targeted beneficiaries.

2.3.8.4(2) Human Resources

The details of manpower at key posts in District Hospital, CHCs and PHCs of test checked districts are given below:

Table 2.3.8: Status of sanctioned, MIP and vacancies in test checked districts

Particulars	Sanctioned	MIP	Vacancy (per cent)
Specialist	187	54	133 (72)
Medical Officer (MO)	183	124	59 (32)
Staff Nurse	424	261	163 (38)

(Source: Information furnished by department and compiled by audit)

It is evident from the above table that 72 per cent posts of Specialists, 32 per cent of Medical Officers (MO) and 38 per cent of Staff Nurses were vacant in test checked districts. Against the sanctioned 51 posts of specialists for the nine⁴ CHCs, no specialist was appointed. In test checked PHCs, 15 PHCs had no MO while 16 PHCs had no Rural Medical Assistant (RMA).

Non-completion of works and blockage of funds

Shortage of specialists, doctors and other medical staff

⁴ Ramanujanj, Wadrafanagar, Makdi, Gorella, Marwahi, Bagicha, Dhorpur, Bishrampur, Vijaynagar

Similarly, 10 PHCs had no Lab Technician (LT) and 14 PHCs had no Staff Nurse.

Thus, shortage of Doctors, Specialists and other medical staff at DH/CHC/PHCs deprived the health services to tribal and non-tribal rural population and the objectives of the NRHM could not be achieved.

The matter has been brought to the notice of the Department. Reply is awaited (December 2014).

We recommend that the vacant posts at all levels should be filled up for smooth implementation of various schemes/programmes and improving the health care delivery.

2.3.8.5 National Programme for Prevention and Control of Cancer, Diabetes, Cardiovascular Diseases and Stroke (NPCDCS)

National Programme for Prevention and Control of Cancer, Diabetes, Cardiovascular Diseases and Stroke (NPCDCS) was launched by GoI for reducing the burden of Non Communicable Diseases (NCDs) such as cancer, diabetes, cardiovascular diseases and stroke which are major factors in reducing potentially productive years of human life. In Chhattisgarh, NPCDCS started from 2010-11. The scheme is being implemented in three⁵ districts.

NCD cell and NCD Clinics

As per guidelines of NPCDCS, NCD Cells established at State level and district level will be responsible for overall planning, implementation, monitoring and evaluation of activities. Further, NCD clinics were to be established at District Hospital and CHC level for comprehensive examination (screening, diagnosis and management including diet counselling, lifestyle management). District NCD clinic shall also be responsible for screening the women of the age group 30-69 years for early detection of cervix cancer and breast cancer. These NCD Cells and NCD Clinics would also promote public awareness through Information Education and Communication (IEC).

2.3.8.5(1) Manpower at NCD Cells and NCD Clinics

During test check of records it was observed that State and District NCD Cell (in test checked districts of Bilaspur and Jashpur) are functioning without State/District Programme Managers.

The details of manpower at NCD clinics in test checked districts against the norms are as under:

Table 2.3.9: Status of manpower in NCD Clinics

Name of Post	NCD Clinics in two selected district Hospital			NCD clinics at five selected CHCs		
	Required as per norms	Working	Shortage	Required as per norms	Working	Shortage
Doctor	2	0	2	5	0	5
Medical Oncologist	2	0	2	-	-	-
Cyto-pathologist	2	0	2	-	-	-
Cyto-pathology Technician	2	0	2	-	-	-
Nurses	8	4	4	10	1	9
Physiotherapist	2	0	2	-	-	-

(Source: Information furnished by department and compiled by audit)

⁵ Bilaspur (from 2010-11) and in Jashpur, Raipur (from 2011-12).

It is evident from above table that there were no Doctors, Medical Oncologists, Cyto-pathologists, Cyto-pathology technicians at NCD clinics. Further, there were no Doctors at any NCD clinics at CHCs.

Shortage of specialists/doctors and para-medical staff in the clinics adversely impacted the implementation of the programmes.

2.3.8.5(2) Shortfall in activities under NPCDCS

For early diagnosis of chronic NCDs, opportunistic screening was to be carried out at DH, CHC and SHC level and suspected cases were to be either investigated or referred to higher level health facility centre. To prevent the risk factors to NCD, general awareness about the NCD was to be created through mass media, community education and interpersonal communication for behaviour change. During test check of records in selected districts, following points were noticed:-

- In case of opportunistic screening and patients care, it was observed that no activities were done by NCD Clinics at DH Bilaspur and Jashpur during 2011-12 to 2012-13 as these were established in 2013-14 except some screenings done by the regular out patient departments (OPD). Further, no activities were done by NCD clinics at CHCs of any block except Pathalgaon during 2011-12 to 2012-13. Thus, there was high shortfall in screening activities at all levels.
- No IEC campaigns were conducted in the year 2011-12, whereas 16 and eight campaigns were conducted in 2012-13 and 2013-14 respectively at State level. No campaign was conducted in Jashpur during 2011-12 to 2013-14 while in Bilaspur district only three campaigns were conducted in 2013-14. In test checked blocks, only one campaign in Marwahi was conducted in 2013-14.

We recommend that the vacant posts should be filled up in time bound manner for smooth functioning of clinics and IEC activities may be intensified with proper supervision from the higher authority in order to disseminate information effectively.

2.3.8.6 National Programme for Health Care of the Elderly

The basic aim of the National Programme for Health Care of the Elderly (NPHCE) is to provide separate and specialized comprehensive health care to the senior citizens. A 10 bedded Geriatric ward was to be set up in District Hospital (DH) and Geriatric Clinics/ Rehabilitation centre units were to be formed at CHCs/PHCs level. The prescribed equipment was also to be made available at these centres. The scheme was launched in three districts (Bilaspur, Jashpur and Raipur) in Chhattisgarh.

During scrutiny of records in test checked districts (Bilaspur and Jashpur), it was found that 10 bedded Geriatric ward was not established at DH Bilaspur. Further, no prescribed equipments for geriatric services were purchased in DH Jashpur and Bilaspur while only five items were purchased out of the prescribed 14 items at CHCs/PHCs level.

It was also observed that public awareness programmes under IEC activities were not carried out at district level. Banners and posters were published only in one block (Pathalgaon) out of five test checked blocks.

On this being pointed out, CMHO Jashpur stated that purchase of machinery and equipment is under process.

The matter has been brought to the notice of the Department. Reply is awaited (December 2014).

We recommend that all the activities under the programme should be carried out as per the guidelines to achieve the intended objectives.

2.3.9. Conclusion

- The review of various schemes under Education and Health revealed that the TSP funds released by Government of India and State Government were mixed at implementing agency level with General and Scheduled Caste Sub Plan funds, due to which it was not possible to segregate the expenditure out of TSP funds. Further, no mechanism was established by the department to monitor the category-wise expenditure to ensure that the TSP fund has been spent on tribal people.
- Optimum utilization of funds were not ensured and persistent savings during the period 2011-14 was observed in *Sarva Shiksha Abhiyan*, *Rashtriya Madhyamik Shiksha Abhiyan*, Mid Day Meal, National Rural Health Mission National Programme for Prevention and Control of Cancer, Diabetes, Cardiovascular Diseases and Stroke and National Programme for Health Care of the Elderly schemes.
- Under *Sarva Shiksha Abhiyan*, special training for teachers to work in tribal areas and knowledge of local dialect were not provided. Text books were not developed in local languages and enrolment of ST students was inadequate as compared to their population in the five test-checked districts. Enrolment of student in *Sarva Shiksha Abhiyan* was not commensurate with ST population in the five test-checked blocks. Under *Rashtriya Madhyamik Shiksha Abhiyan*, uniforms were not provided to any ST students in 17 test-checked Secondary Schools.
- Under *Rashtriya Madhyamik Shiksha Abhiyan*, loss of ₹ 1.37 crore was incurred on account interest due to maintaining funds in Current Account instead of Savings Bank Account in respect of funds received.
- Under National Rural Health Mission (NRHM), there was shortfall in achieving targets set for immunization and institutional deliveries. In 24 blocks, First Referral Units were functioning without Gynecologist, Anesthetist and Blood Storage Facilities. Out of 722 works related to health infrastructure, 349 were in progress and 143 could not be commenced in the test-checked districts.
- Information, Education and Communication activities for general awareness of non-communicable diseases were carried out in only one Block out of five test-checked Blocks. Similarly, screening of patients for prevention and control of Cancer, Diabetes, Cardiovascular Diseases and Stroke etc. were conducted in one out of five test check Blocks.

PUBLIC HEALTH ENGINEERING DEPARTMENT

2.4 Total Sanitation Campaign/ *Nirmal Bharat Abhiyan*

Executive Summary

Government of India (GoI) launched in the year 1999 the Total Sanitation Campaign (TSC), a community-led comprehensive programme to ensure sanitation facilities in rural area. To provide a boost to the programme, a post achievement award scheme, the *Nirmal Gram Puraskar* (NGP) was introduced in 2003 as an incentive scheme for fully sanitized and open-defecation-free *Gram Panchayats*, blocks and districts. Encouraged by the success of NGP, TSC was renamed as *Nirmal Bharat Abhiyan* (NBA) with effect from 01 April 2012 with the objective to accelerate the sanitation coverage to achieve the vision of *Nirmal Bharat* by 2022 with all *Gram Panchayats* (GPs). The performance audit of the implementation of the Scheme in Chhattisgarh was conducted between June 2014 and October 2014 covering the period from 2009 to 2014 (five years). Some of the major audit findings are discussed below:

- The inputs for Annual Implementation Plans (AIPs) were not taken from beneficiaries as envisaged in the Scheme. Thus, AIPs of districts remained a target oriented top-driven planning document, which defeated the demand-driven approach of the Scheme.

(Paragraph 2.4.6)

- During 2009-14, implementing agencies could not utilize 29 to 83 *per cent* of available fund. The unutilized/unadjusted advance with executing agencies and staff was ₹ 171 crore and ₹ 8.95 crore respectively as of March 2014. Fund of ₹ 7.95 crore was sanctioned in 16 districts for establishing Revolving fund to finance Rural Sanitary Marts, however, revolving fund was established in only one district.

(Paragraph 2.4.7, 2.4.7.1, 2.4.7.2 and 2.4.7.4)

- Contrary to Scheme stipulation for construction of household toilets by BPL households themselves, implementing agencies constructed toilets in targeted manner by engaging petty contractors or labourers. During 2009-14, implementing agencies could construct 5,08,293 household toilets for BPL categories, which was 42 *per cent* of target set for the period. Non-release of fund amounting to ₹ 13.34 crore under Mahatma Gandhi National Rural Employment Guarantee Scheme affected the timely completion of construction of 29,674 toilets through convergence.

(Paragraph 2.4.8.2, 2.4.8.3 and 2.4.9.1)

- It was noted during beneficiary survey that 60 *per cent* toilets were defunct due to reasons such as lack of super structure, roof or door over the plinth level. Further, 258 out of the 1,025 toilets covered in beneficiary survey existed only on paper. Seven *Gram Panchayats* failed to maintain the *Nirmal Gram Puraskar* awarded status, as they could not sustain their open defecation free status.

(Paragraph 2.4.10.1 and 2.4.12)

- Due to non-setting up of State/District Review Mission and panel of experts, periodical reviews of the scheme were not conducted to evaluate the project implementation and take corrective measures.

(Paragraph 2.4.14.1)

2.4.1 Introduction

Government of India (GoI) launched in the year 1999 the Total Sanitation Campaign (TSC), a community-led comprehensive programme to ensure sanitation facilities in rural area with broader goal to eradicate the practice of open defecation. The objective was to accelerate the sanitation coverage in the rural areas to access toilets to all by 2017. TSC is demand-driven and gives emphasis on information, education and communication (IEC), capacity building and hygiene education for effective behavior change. The key intervention areas are Individual household latrines (IHHL), School toilets, Community sanitary complex, *Anganwadi* toilets supported by Rural Sanitary Marts (RSMs) and Production Centres (PCs).

To provide a boost to the programme, a post achievement award scheme, the *Nirmal Gram Puraskar* (NGP) was introduced in 2003 as an incentive scheme for fully sanitized and open-defecation-free *Gram Panchayats*, blocks and districts. Encouraged by the success of NGP, the TSC was renamed as *Nirmal Bharat Abhiyan* (NBA) with effect from 01 April 2012. NBA envisages covering the entire community for saturated outcomes with a view to create *Nirmal Gram Panchayats*. The objective of NBA was to accelerate the sanitation coverage in the rural areas so as to comprehensively cover the rural community to achieve the vision of *Nirmal Bharat* by 2022 with all *Gram Panchayats* in the country attaining Nirmal Status and to cover the remaining schools not covered under *Sarva Shiksha Abhiyan* (SSA) and *Anganwadi* Centres.

2.4.2 Organisational set up

For implementation of TSC/NBA (the Scheme), State Water and Sanitation Mission (SWSM), a registered society was constituted in 2003. Government of Chhattisgarh, Public Health Engineering Department (PHED) and Secretary, PHED were Nodal Department and Nodal Officer respectively for implementation of the scheme in the State. District Water and Sanitation Committees (DWSCs) are responsible for implementation of Scheme at district level. Collectors function as president of the DWSCs, who are assisted by the Member Secretaries cum Executive Engineer, PHE Divisions. Besides, Chief Executive Officers (CEO), *Janpad Panchayats* (JPs) lead the scheme at block level and Village Water Sanitation Committees (VWSCs) at the GPs level. The organogram of administrative set up for implementation of programme in Chhattisgarh is detailed in *Appendix –2.4.1*.

2.4.3 Audit Objectives

The performance audit of the Scheme was conducted with the objective to verify whether:

- the planning for implementation of the scheme at different levels was adequate and effective;
- funds were released, accounted for and utilized by State Government in compliance with the Scheme guidelines;
- the targets set under various components of the Scheme were sufficient to achieve the Scheme objective;
- the information, education and communication strategy under the Scheme was effective in generation of demand of TSC/NBA services through community mobilisation;
- the mechanism in place for monitoring and evaluation of the outcome of the programme was adequate and effective.

2.4.4 Audit scope and methodology

The performance audit was conducted between June 2014 and October 2014 covering the period from 2009 to 2014 (five years). Audit was carried out in the offices of SWSM, four DWSCs¹, 12 blocks² and 102 GPs (VWSCs) which were selected out of 16 undivided districts³ identified for implementation upto March 2014. Beneficiary survey of the 1,025 selected beneficiaries along with physical verification of toilets constructed in 102 test-checked GPs was carried out by the Joint Team (members of Audit Team and *Sarpanch/Sachiv*).

An entry conference with the Secretary, Public Health Engineering Department was held on 12 September 2014 to discuss the audit objective, criteria and scope of audit. The request for holding an Exit Conference was sent to the Department (January 2015), response is however awaited.

2.4.5 Audit criteria

Following would be the source of criteria for the performance audit.

- TSC guidelines, IEC guidelines, NBA guidelines and *Nirmal Gram Puraskar* guidelines issued by Government of India,
- Notifications and circulars issued by Ministry of Drinking Water and Sanitation for implementation of scheme,
- Provisions of Financial Rules.

¹ Bastar, Kabirdham, Raipur and Surguja

² Bastar district-Bakawand, Bastar and Tokapal, Kabirdham district- Kawardha and Pandariya, Raipur district-Abhanpur, Pallari and Kasdol, Surguja district-Lakhanpur, Rajpur, Bhaiyathan and Shankargarh

³ State has been re-organised in 2008 and 2012 into 18 districts and 27 districts respectively, however, over all monitoring and implementing of the scheme is being done by the old 16 districts.

Audit Findings

2.4.6 Preparation of Annual Implementation Plans

The AIPs were not prepared at the level of the GPs and JPs which was inconsistent with the demand driven approach of the scheme

As per the Scheme guidelines, an Annual Implementation Plan (AIP) should be prepared first by the GPs based on the anticipated progress in sanitation coverage. The plan of GPs should be consolidated into Block Implementation Plans. The DWSC should prepare the District Implementation Plan by suitably consolidating the Block TSC Plans.

Contrary to the scheme guidelines, we found that none of the 12 test-checked JPs and 102 GPs had prepared AIP. DWSCs were preparing AIPs at the District level, which were being consolidated at the State level by SWSM and sent to GoI for approval.

In the absence of preparation of AIPs at the grass root level, the AIPs of DWSCs and SWSM remained a target oriented top-driven planning document, which does not contain any inputs from the beneficiaries. Thus, the basic concept of implementing the Scheme in demand driven approach was defeated.

We recommend that the SWSM should take necessary steps for preparation of AIP at the GP and Block level respectively so as to ensure beneficiary inputs in planning process.

2.4.7 Financial management

TSC/NBA is a centrally sponsored scheme. The Scheme fund released to SWSM consists of component-wise Central Share, State Share and contribution from Households/GPs (in case of Individual Household Latrines and Community Sanitary Complexes). The unit cost of construction of IHHL was revised under NBA and it was raised to ₹ 5,500 for normal area and ₹ 6,000 for hilly & difficult area, as against ₹ 1,500 and ₹ 4,000 respectively under TSC.

The funds released to SWSM during 2009-10 to 2013-14, expenditure incurred and unspent balances are as below.

Table-2.4.1: Fund flow of TSC/NBA in SWSM during 2009-14

(₹ in crore)

Year	Opening Balance	Receipts	Available Fund	Expenditure	Balance (per cent)
2009-10	57.89	85.57	143.46	101.44	42.02 (29)
2010-11	42.02	71.44	113.46	37.75	75.71 (67)
2011-12	75.71	48.27	123.98	50.22	73.76 (59)
2012-13	73.76	69.04	142.80	23.71	119.09 (83)
2013-14	125.53	2.90	128.43	22.52	105.91(82)
Total		277.22		235.64	

(Source: Financial progress provided by the SWSM and the web site of the GoI)

It could be seen from the above table, out of ₹ 335.11 crore⁴ available with the SWSM during 2009-14, an expenditure of ₹ 235.64 crore had been incurred. The unspent balance was ranging from 29 per cent to 83 per cent. Further, SWSM had

⁴ Includes total receipts during 2009-10 to 2013-14 and opening balance at the beginning of 2009-10

During 2009-14, the SWSM received ₹ 335.11 crore, out of that ₹ 235.64 crore (70 per cent) were utilized

taken the opening balance of 2013-14 as ₹ 125.53 crore against the unspent balance of ₹ 119.09 crore during 2012-13.

The expenditure on the Scheme came down from ₹ 101.44 crore in 2009-10 to ₹ 22.52 crore in 2013-14. Thus, despite availability of fund, implementing agencies could not incur expenditure on programme implementation due to slow progress in achievement of physical targets in the construction of toilets, as discussed in Para 2.4.8.2 and 2.4.8.4.

Fund released by SWSM to four test-checked DWSCs, expenditure incurred by DWSCs and unspent balances with DWSCs are given as below:

Table-2.4.2: Availability of fund in test checked four districts during 2009-14

(₹ in crore)

Year	Opening Balance	Central share	State share	Beneficiary Contribution	Total Receipts	Total Available Funds	Total Expenditure	Closing Balance (in per cent)
2009-10	21.28	16.64	9.67	1.83	28.14	49.42	36.31	13.11(73)
2010-11	13.11	16.42	2.39	0.28	19.09	32.20	10.97	21.23(34)
2011-12	21.23	7.28	5.62	0	12.90	34.13	9.79	24.34(29)
2012-13	24.34	15.86	0	0	15.86	40.20	5.74	34.46(14)
2013-14	34.46	0	0	0	0	34.46	3.46	31.00(10)
Total		56.20	17.68	2.11	75.99		66.27	

(Source: Financial progress provided by the SWSM/DWSCs and web site of the GOI for the period 2009-14)

It could be seen from the above table, funds were not released by either the GoI or the State Government during 2013-14. Even during 2012-13, no State share has been released to these four districts, whereas ₹ 15.86 crores were received as Central Share. Even though availability of funds was not a constraint during this five year period, uneven release of State and Central shares is indicative of poor financial discipline affecting the targets.

2.4.7.1 Advance for construction of toilets

During 2009-10 to 2013-14, for construction of toilets in Below Poverty Line (BPL) Households, School, Anganwadi and IEC activities, funds were given in advance to the executing agencies. The details of advances remaining unadjusted/un-utilized are indicated in **Table-2.4.3**;

Table-2.4.3: Details of advance to Implementing Agencies in State

(₹ in crore)

Executing Agency	In the State	In the test checked four Districts
VWSCs	98.02	31.75
Service Organisations (SO)/ Service Agency	61.73	21.53
Other Implementing Agencies	11.19	0.93
Total	170.94	54.21

(Source: CA reports of the SWSM for the period 2009-14)

Advances totaling ₹ 170.94 crore remained unadjusted/unutilised with the Executing Agencies

As indicated above, advances of ₹ 170.94 crore remained unadjusted/unutilised with the executing agencies such as VWSCs, SO, Service agencies and other implementing agencies in the State. Out of this, unadjusted advance of ₹ 54.21 crore pertains to four test-checked districts. Audit scrutiny revealed that entire amount of advances was treated as final expenditure by the DWSCs, though the amount of advances should have been shown as outstanding in the cash books of

the DWSCs till final adjustment. No mechanism has been developed for submission of UCs by VWSCs against the advance disbursed to them. There is no mechanism to ascertain the amount unspent at GP level.

2.4.7.2 Non recovery of outstanding temporary advance from the staff ₹8.95 crore

Chhattisgarh Treasury rules 53(4) stipulates that advances should be adjusted within three months or before closing the financial year, whichever is earlier.

Scrutiny of records relating to TSC/NBA revealed that the 15 DWSCs had given temporary advance to the officials/staffs to the extent of ₹ 9.58 crore for construction of toilets and IEC activities etc, as detailed in **Appendix-2.4.2**. Out of this, advance of ₹ 8.95 crore remained unadjusted as of March 2014.

On being pointed out in audit, Member Secretary, DWSC, Raipur, Bastar, Surguja and Kabirdham had accepted the facts and replied that letters were issued from time to time during 2011-14 for submission of detailed bills for adjustment of temporary advances.

2.4.7.3 Irregular cash payment of ₹2.31 crore on construction of IHHLs by the DWSC and GPs.

Rule 39 of the *Gram Panchayats (Accounts) Rules, 1999* stipulates that all payments exceeding ₹ 1,500 or such higher amount as may be prescribed by the State Government, shall be made through cheque only. Payment of ₹ 10,000 or more must be made through “Account Payee” cheque only. Further, as per GoCG orders (August 2005), any payment exceeding ₹ 2,000 should be made through bank draft/cheque.

Scrutiny of records revealed that during 2009-14, DWSC, Bastar had made payments aggregating ₹ 0.94 crore⁵ to the suppliers and advances to staffs in cash instead of cheque whereas the individual amount of payment ranging ₹ 2,000 to ₹ 5,00,000 . Further, out of 102 GPs test checked, 37 GPs had made payments aggregating ₹ 1.37 crore to suppliers and labour contractors in cash while the amounts ranged between ₹ 2,200 and ₹ 5,00,000. Thirteen GPs had made payments through cheques as per rule. The remaining 52 GPs have not produced records of payments to audit. The details of payment are as follows.

Table-2.4.4: Details of cash payment by the VWSCs during 2009-14

Name of District	No. of GPs where survey conducted	GPs which made payment through cheques	GPs which did not produce details of payment	GPs making cash payment	Total Cash payment made (₹ in crore)	Sanctioned amount (₹ in crore)
Kabirdham	22	-	10	12	0.28	0.58
Bastar	18	03	07	08	0.52	0.80
Sarguja	35	10	08	17	0.35	0.61
Raipur	27	-	27	-	-	-
Cash Payment to Petty contractors	-	-	-	-	0.22	-
TOTAL	102	13	52	37	1.37	1.99

(Source: Cash book of DWSC and VWSCs)

⁵ DWSC, Bastar had made cash payment in 2009-10 ₹ 0.63 crore, in 2010-11 ₹ 0.04, in 2011-12 ₹ 0.06 crore and in 2012-13 ₹ 0.21 crore)

Payment of ₹ 2.31 crore exceeding ₹ 2,000 were made in cash instead of cheque

This indicates that codal provisions were violated under the scheme at various levels.

2.4.7.4 Non creation of revolving fund aggregating ₹7.95 crore

Only one, out of 16 DWSCs created revolving fund for financing rural sanitary marts

As per scheme guidelines, a revolving fund was to be created at the district level for providing cheap finance for establishing Rural Sanitary Marts (RSMs), Production Centres (PCs) and to Above Poverty Line (APL) households not covered for incentives under the guidelines. The revolving fund was to be given to Cooperative Societies of Self Help Groups whose credit worthiness was established. Five *per cent* of the District project outlay, subject to limit of ₹ 50 lakh, was to be used as revolving fund.

Audit scrutiny revealed that ₹ 7.95 crore was sanctioned for 16 districts, but only DWSC, Bilaspur had created a revolving fund of ₹ three lakhs and the remaining 15 DWSCs have not created any revolving fund till November 2014. However, there was no beneficiary of revolving fund created in DWSC, Bilaspur.

We recommend that the SWSM should ensure the optimum utilization of available funds under the scheme, besides timely adjustment of advances given to the Implementing Agencies and Staffs.

2.4.8 Programme implementation

2.4.8.1 Demand driven approach not followed

The SWSM implemented the scheme in target oriented mode instead of demand driven approach

As per clause 5.6.1 of the TSC and 5.4.1 of the NBA, a duly completed household sanitary latrine shall comprise of a Basic Low Cost Unit with a super structure. The programme is aimed to cover all the rural families. The approach of scheme is demand driven, it is important to assess demand for an IHHL by household. It was envisaged to be achieved through community mobilization and motivating people through VWSC. Since VWSCs have remained largely defunct, there was no mechanism for mobilizing demand. The GPs followed a quantitative target oriented approach, which was sanctioned for the GP by the DWSC. During test check of records in 102 GPs in 12 JPs of four districts it was observed that the GPs have selected all the BPL/APL beneficiaries from the GP wise list provided through the Base Line Survey under the scheme as per guidelines.

2.4.8.2 Physical progress of construction of IHLL

As per approved PIP, 15,68,600 units of IHHLs for BPL and 18,23,853 units of IHHLs for APL were to be constructed. Out of which 11,36,606 (72.56 *per cent*) units of IHHLs for BPL and 8,92,085 (48.91 *per cent*) units of IHHLs for APL were actually constructed in the State till 2013-14.

The physical targets and achievements of construction of IHHLs during 2009-10 to 2013-14 are detailed in **Table-2.4.5:**

Table-2.4.5: Physical achievements of the State against the targets during year 2009-14

Year	IHHLs for BPL		IHHLs for APL	
	Target	Achievement	Target	Achievement
2009-10	318294	257149(81)	431858	203171(47)
2010-11	431168	149902(35)	658607	86262(13)
2011-12	200608	48320(24)	224811	34176(15)
2012-13	139736	30222(22)	129911	21823(17)
2013-14	114484	22700(20)	127593	15637(12)
TOTAL	1204290	508293(42)	1572780	361069(23)

(Source: AIPs and web site of the GoI)

As can be seen from the above table, the progress of IHHL construction under BPL for the last three years (2011-12 to 2013-14) has been slow and ranged between 20 and 24 *per cent* of the target. Similarly, the construction of IHHL under APL category during last four years ranged from 12 to 17 *per cent*. Further, the targets set for IHHL constructions were tapered in successive years from 2011-12 onwards. The targets set for 2013-14 was 27 *per cent* under BPL category and 19 *per cent* under APL category of targets for 2011-12, indicating reduction in activities.

The test-checked DWSC, Raipur attributed the reason for slow progress of physical targets to low demand for IHHL from GP and JP. Beneficiary survey further revealed that implementing agencies could not bring adequate behavior change in intended beneficiary for generation of demand. The less achievement of targets were also due to non-receipt of MNREGA share under convergence as discussed in Para 2.4.9.

2.4.8.3 Mode of execution of IHHL

The construction of household toilets was to be undertaken by the BPL household themselves and on completion and use of the toilet by the BPL household, the cash incentive can be given to the BPL household in recognition of its achievement. Involvement of agencies in case of IHHLs has not been envisaged in the scheme guidelines.

Audit scrutiny revealed that SWSM/DWSCs have not followed the TSC guidelines for construction of IHHLs. During beneficiary survey and scrutiny of records in 102 GPs covering 12 JPs in four districts revealed that contrary to the above guidelines not a single toilet was constructed by the BPL beneficiaries. Instead, GPs constructed the IHHLs by engaging petty contractors or labourers. In no case, incentives were given to the beneficiary.

Scrutiny of procurement of material and labour payment vouchers revealed that the beneficiary contribution of 10 *per cent* either in cash or in labour has not been collected from any beneficiary. The executing agencies simply utilized the available incentive in constructing the toilets without involving the household. This resulted in the BPL family not owning up the toilet, which is reflected in large scale abandonment of IHHLs mentioned in Para-2.4.10.

2.4.8.4 Targets and achievements in Schools/Anganwadi/CSC

As per approved PIPs, toilets of 52,338 units in School, 10,211 units in *Anganwadi* and 618 unit of Community Sanitary Complex (CSC) were to be constructed. Out

of that, toilets of 51,969 unit in School, 10,595 units in *Anganwadi* and 307 units of CSC were actually constructed till October 2014. The targets and achievements for construction of toilets in *Anganwadi*, school and CSC during 2009-10 to 2013-14 are as detailed below.

Table- 2.4.6: Physical achievements against the targets for the period from 2009-14

Year	<i>Anganwadi</i>		Schools		Community Sanitary Complex	
	Target	Achievement	Target	Achievement	Target	Achievement
2009-10	3728	3192(86)	7520	6867(91)	175	38(22)
2010-11	815	262(32)	3389	616(18)	269	41(15)
2011-12	601	365(61)	3682	1918(52)	247	60(24)
2012-13	259	220(85)	2345	1387(59)	129	24(19)
2013-14	0	18	0	0	202	5(2)
Total	5403	4057(75)	16936	10788(64)	1022	168(16)

(Source: AIP and Web site of the GoI)

As is evident from above table, during 2009-10 to 2012-13 toilets were constructed under TSC/NBA in *Anganwadi* and schools and the achievements against the target was 32-86 *per cent* and 18-91 *per cent* respectively. There was no target for year 2013-14 though 18 toilets were constructed in *Anganwadi* Centres.

In case of CSCs, the achievement ranged between two *per cent* and 24 *per cent*. However, the progress for the last five years (2009-10 to 2013-14) has been really slow at below 25 *per cent*. Slow progress in construction of CSCs was attributed to inadequate water supply facility and non-availability of maintenance facilities.

2.4.8.5 Non maintenance of Measurement Books (MBs)

Scrutiny of records in 102 VWSCs showed that even though large number of toilets in IHHLs (BPL/APL), School/*Anganwadi* and Solid and Liquid Waste Management were constructed, the physical progress of earth works, brick masonry works etc were not written in the MBs or any other records to establish that works had actually been executed. However, in Bastar district, MBs were maintained only for those works taken under convergence with MNREGA. Further, large quantities of construction materials like bricks, cement, sand and metal etc., were procured by the VWSCs from the local market and consumed in the toilet works but material consumption statement along with receipts and issue of materials were not maintained. During beneficiary survey in selected 102 GPs, 258 beneficiaries reported that toilets were not constructed in their houses. In the absence of MBs, the GPs failed to establish the fact of construction.

2.4.8.6 Execution of works below specification

Under convergence scheme with MNREGA, cost of an IHHL has been fixed at ₹ 10,000. As per approved estimate 1.96 cum quantity (@ ₹ 2265.70 per cum) of brick work (by using 1,000 number of bricks) with a cement and sand ratio of 1:6 is to be executed along with other items of work i.e., earth work, plastering etc., for construction of a toilet.

During beneficiary survey in Bakawand Block (GP Badedewda and Bajawand), Bastar Block (GP Fafni and Turpura) and Tokapal Block (GP Singhanpur), it was brought to the notice that only 500 to 600 number of bricks were used for

Under convergence with MNREGA, toilets were constructed by using less quantity of materials like bricks, cement etc.

construction of a toilet. Physical verification of 1,025 number of toilets also corroborated the fact. Further, against two, only one soak pit was found constructed and most of these soak pits were not covered.

Above status indicates that for 2,110 completed toilets, against the required quantity of 4135.6 cum (2,110 X 1.96 cum) brick works, only 1,688 cum (2,110 X 0.80 cum) of brick masonry was actually consumed and remaining 2447.6 cum quantity was not executed. Thus less consumption of 59 *per cent* of bricks is an indicator of poor quality of construction. This combined with the faulty selection of site as found during beneficiary survey and physical verification resulted in abandonment of 85 *per cent* of toilets (Para-2.4.10.1).

Thus, due to poor construction quality, 1,281 toilets in GP Bajawand, Badadewada, Fafni, Turpura, Lenda and Kakaner constructed at a cost of ₹ 1.16 crore remained unutilized.

On being pointed out the CEO, Bastar and Bakawand replied that matter will be examined and necessary action will be taken.

2.4.8.7 Blockage of fund due to excess procurement of toilet pan ₹0.85 crore

Scrutiny of records revealed that 10,716 no. of toilet pans (costing ₹ 28.60 lakh) were lying unused in store of DWSC, Raipur (for district Gariyaband). Similarly, 16,593 no. of toilet pans (costing ₹ 44.00 lakh) and 41,681 no. of footrests (costing ₹ 12 lakh) were lying in the store of DWSC, Surguja. These were kept in open place and large number of pans/footrests got damaged due to lack of proper storage and watch and ward. The procurement of toilet pans/footrest in large quantity without their immediate requirement resulted in blockage of funds aggregating ₹ 84.60 lakh. It was further noted during beneficiary survey in Surguja district that footrests were not fixed with pans in 132 out of 766 toilets.

On being pointed out, DWSC, Surguja accepted the facts and replied that the pans were not utilized as sanction for expected numbers of BPL toilets were not received during 2010-11 to 2012-13.



Toilet Pans and separate foot rest lying idle

2.4.9 Convergence with other scheme

During 2012-14, construction of APL/BPL toilets was taken up with convergence of Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA) and *Nirmal Bharat Abhiyan* (NBA). The estimated unit cost of each toilet was ₹ 10,000 which were to be shared by NBA ₹ 4,600, MNREGA ₹ 4,500 and

Beneficiary Contribution ₹ 900. As per orders of PHED (September 2013), the share of NBA and MNREGA was to be released to the bank account of the VWSC within 15 days of the sanction of the Chief Executive Officer, *Zila Panchayat (ZP)*.

2.4.9.1 Non providing of MNREGA share ₹13.34 crore

Scrutiny of records in four test checked districts revealed that, construction of 29,674 number of toilets at the total cost of ₹ 29.67 crore was sanctioned by the respective DWSCs/*Zila Panchayats* during 2012-14, as detailed below:

Table-2.4.7: Details of fund under the MNREGA during 2012-14

(₹ in crore)

Year of sanction	Districts	No of toilets	Sanction cost @ ₹10,000	NBA share @ ₹4,600	MNREGA Share @ ₹ 4,500	Beneficiary contribution @ ₹ 900
2012-13 and 2013-14	Kabirdham	6824	6.82	3.14	3.07	0.88
	Raipur (Gariyaband)	3086	3.09	1.42	1.39	0.28
2012-13	Bastar	5144	5.14	2.98	2.31	0.46
	Bastar (Kondagaon)	2227	2.23	0.53	1.00	0.20
	Surguja	7321	7.32	3.37	3.29	0.66
	Surguja (Balrampur)	5072	5.07	1.92	2.28	0.46
Total		29674	29.67	13.36	13.34	2.94

(Source: Sanction orders of DWSCs and fund release orders)

Construction of toilets through convergence could not be completed due to non-release of MNREGA share of ₹ 13.34

As per guideline, the NBA share aggregating ₹ 13.36 crore was released by DWSCs to the VWSCs through the JP, whereas the MNREGA share aggregating ₹ 13.34 crore were not released to the VWSCs/JPs till November 2014. In 10 test checked GPs, only 49 per cent of the works taken under this convergence scheme were actually completed and balance works could not be started due to non-receipt of MNREGA share. Thus, due to non-release of funds by MNREGA 51 per cent of the sanctioned works could not be completed.

2.4.9.2 Non recovery of beneficiary contribution ₹2.67 crore

As per scheme guidelines a minimum beneficiary contribution of ₹ 900 should be collected in an estimated work cost of ₹ 10,000.

During 2012-13 to 2013-14 work of construction of 29,674 toilets at a cost of ₹ 29.67 crore was sanctioned by the DWSCs. The beneficiary share of ₹ 2.67 crore should have been recovered from these works. Scrutiny of records revealed that the DWSCs neither recovered the beneficiary share nor adjusted the amount under wage component. This had resulted in construction of 1,281 toilets with ₹ 9,100 per unit.

2.4.9.3 Diversion of fund ₹ 0.79 crore from one beneficiary to other by the VWSCs

Scrutiny of records and physical verification in 10 villages in four blocks revealed that 2,995 units of toilets under the convergence scheme were sanctioned. However, due to non-release of MNREGA share, only 1,281 toilets (50 per cent)

could be constructed with money released from NBA sources. The details of sanctioned amount and construction of toilets are given in **Appendix-2.4.3**.

As can be seen from the *appendix 2.4.3*, the NBA share of ₹ 1.38 crore has been released for all 2,995 beneficiaries, whereas the construction of toilets were undertaken in 1,281 households only. Since the incentive from NBA meant for the total number of households has been utilized by 1,281 households only, the remaining households cannot get any incentive in case MNREGA share does not materialize. Since, the incentive has been given to all households under NBA there is a need to report the actual beneficiaries to the DWSC by the GPs, so that the deprived beneficiaries could be covered later on.

We recommend that the MNREGS share should be released within time.

2.4.10 Results of beneficiary survey and physical verification

2.4.10.1 Wasteful expenditure of ₹ 2.97 crore on construction of IHHLs

As per the guideline of TSC/NBA scheme a duly completed household sanitary latrine shall comprise of a Basic Low Cost Unit with a superstructure. The programme is aimed to cover all the rural families. Incentive as provided under the scheme may be extended to BPL families, if the same is considered necessary for full involvement of the community. The construction of household toilets should be undertaken by the BPL household itself and on completion and use of the toilet by the BPL household, the cash incentive can be given to the BPL household in recognition of its achievement.

During 2009-14 in 102 selected GPs 16,947 toilets were constructed under the scheme by incurring an expenditure of ₹ 4.48 crore in the individual Households and out of these 1,025 (6 per cent) toilets of selected beneficiaries were physically test checked. The results of physical verification are as follows.

Table-2.4.8: Statement of non functional IHHLs of test checked GPs

(₹ in crore)

Name of District	No. of Blocks Selected	No. of GPs surveyed	Total No. of IHHLs (BPL)	No. of IHHLs Surveyed	No. of Defunct IHHLs	No. of toilets not constructed	Percentage of toilets either defunct or not constructed	Expenditure on Defunct toilets
Raipur	03	27	2406	263	117(45)	100(38)	83	0.28
Kabirdham	02	22	3409	232	108(47)	68(29)	76	0.51
Bastar	03	18	4797	185	136(73)	41(22)	95	1.36
Sarguja	04	35	6335	345	255(74)	49(14)	88	0.83
Total	12	102	16947	1025	616(60)	258(25)	85	2.97

(Source: Beneficiary survey)

As can be seen from the above table that 616 toilets (60 per cent) valuing ₹ 2.97 crore were found defunct due to reasons such as lack of super structure, roof or door over the plinth level etc. In many cases toilets were not in place or were damaged due to substandard work. This had resulted in wasteful expenditure of ₹ 2.97 crore besides non-achievement of objective.

Out of physically checked 1,025 toilets, 616 were defunct rendering expenditure of ₹ 2.97 crore wasteful

2.4.10.2 Mode of construction

The households neither participated in construction work of toilets nor was any incentive given to them

It was conveyed by the beneficiaries during physical verification that the toilets were constructed by the GP either by engaging petty contractors or casual labourers. Construction materials like bricks, sand, metal, cement and other materials were procured by the VWSCs from the open market. The households neither participated in construction work of toilets nor were any incentive given to them.

The Base Line Survey 2011-12 also indicates that 10,31,760 (60 per cent) toilets were defunct and could not be sustained under the scheme. Thus, it is evident that the SWSM/DWSCs/ Blocks/VWSCs were not implementing the scheme as per guidelines and with the technical standards to minimize the percentage of defunct toilets.



2.4.10.3 Fraudulent expenditure on construction of IHHLs ₹ 0.91 crore

Out of 1,025 toilets physically verified, 258 toilets were not available at the ground indicating fraudulent expenditure of ₹ 0.91 crore

In physical verification of 1,025 beneficiaries, 258 beneficiaries (25 per cent) reported that neither toilets were constructed in their houses nor any incentive was given to them whereas in the records of the VWSCs toilets were shown as constructed for these beneficiaries. On actual joint verification with the GP officials, the toilets were not found constructed which proved that fraudulent expenditure aggregating ₹ 0.91 crore was incurred as detailed below;

Table-2.4.9: Statement showing fraudulent expenditure during 2009-14

(₹ in crore)

Name of District	No. of Blocks Selected	No. of GPs surveyed	Total No. of IHHLs (BPL)	No. of IHHLs Surveyed	No. of not constructed IHHLs	Percentage of non construction	Sanction Amount	Expenditure on non construction
Raipur	03	27	2406	263	100	38	0.55	0.19
Kabirdham	02	22	3409	232	68	29	1.07	0.25
Bastar	03	18	4797	185	41	22	1.78	0.32
Sarguja	04	35	6335	345	49	14	1.11	0.14
Total	12	102	16947	1025	258	25	4.50	0.91

(Source: Beneficiary survey)

2.4.10.4 Other finding of Beneficiary Survey

Some other important findings of beneficiary survey are as follows:

- Eighty five per cent beneficiaries were using open defecation,
- Eighty five per cent beneficiaries were not given incentive.

- Fifteen *per cent* beneficiaries were given incentive and by adding their own money for *pucca* toilets were constructed by them, which were functional.
- None of the beneficiaries were either provided with or using bucket toilet.
- Hundred *per cent* beneficiaries have knowledge for washing hands before eating and after defecation.

2.4.11 Information, Education and Communication (IEC) Activities

The scheme relies heavily on Information, Education and Communication (IEC) activities for demand creation, motivation and behavior change. In fact, the central emphasis of NBA is to strengthen IEC so that necessary environment for demanding IHHLs could be created and after creation those are fully utilized with suitable change in beneficiary preference. IEC activities should be conducted at the State, District and GP level.

2.4.11.1 Fund utilization under IEC component

Scrutiny of records revealed that as per approved PIPs, the project outlay on IEC component was ₹ 72.38 crore, out of which an expenditure of ₹ 46.94 crore (65 *per cent*) was incurred by the SWSM till September 2014. Similarly, in test checked four districts against the approved cost the percentage of expenditure ranged between 62 and 112 as detailed below.

Table-2.4.10: Status of sanction and expenditure in test checked districts on IEC

(₹ in crore)

Sl.No	Name of districts	Approved cost	Expenditure
1	Bastar	7.10	7.97(112)
2	Kabirdham	2.34	1.46(62)
3	Raipur	6.75	4.55(67)
4	Surguja	4.91	3.18(65)
Total		21.10	17.16(81)

(Source: Web site of the GoI)

Despite incurring expenditure of 81 *per cent* of approved outlay on IEC activities in the test-checked districts, implementing agencies could not achieve the desired result of educating beneficiaries for demand generation, which also resulted in the low achievement of targets as stated in Para 2.4.8.2 This also led to abandonment of already constructed toilets and use of open defecation as was found during beneficiary survey. It was also observed that in Baster district, there was excess expenditure of ₹ 0.87 crore over the approved cost, which was irregular.

On this being pointed out, Member Secretary, DWSC, Bastar replied that information had been received from the concerned officers and facts and figures have been already brought to the notice of the Government.

Reply is not in order because neither any information has been furnished by DWSC nor specific reason been explained.

We recommend that SWSM should provide priority to the IEC activities so that demand generation of sanitary facility and behavior change may be achieved.

Against project outlay of ₹ 72.38 crore for IEC component, 65 *per cent* was utilized

2.4.11.2 Excess expenditure on erection of hoardings and banners

As per approved State AIP for the period from 2010-11 to 2013-14, total of 81 hoardings and banners under IEC activities in DWSCs, Bastar were to be executed with estimated cost of ₹ 1.46 crore. However, 25 hoardings and banners were actually executed by incurring expenditure of ₹ 1.24 crore. During approval of AIPs for the districts, the SWSM had not issued a general dimension or design of hoardings and banners along with unit costs.

Scrutiny of records revealed that the estimated unit rate of hoarding and banner worked out between ₹ 0.50 lakh and ₹ 7.76 lakh. Against which, actual payments were made by adopting higher unit rate between ₹ 0.91 lakh and ₹ 10 lakh resulting into lesser execution of works and excess expenditure of ₹ 28.14 lakh, as detailed below.

Table-2.4.11: Status on excess expenditure on hoardings and banners during 2009-14

(₹ in lakh)

Year	Estimated		Unit Rate	Executed Nos.	Paid unit rate	Actual Expenditure	Payable amount	Excess expenditure
	No	cost						
2010-11	11	85.40	7.76	11	7.76	85.40	-	-
2011-12	20	10.00	0.50	11	0.91	10.00	5.50	4.50
2012-13	3	10.00	3.34	1	10.00	10.00	3.34	6.66
2013-14	47	41.00	0.87	2	9.36	18.72	1.74	16.98
Total	81	146.40		25		124.12	10.58	28.14

(Source: As per AIP 2009-14 of SWSM)

Moreover, these hoardings and banners did not relate to the scheme directly, as fund was utilised for erection of welcome gates at different places in Bastar.

2.4.12 Nirmal Gram Puraskar

The GoI had launched (October 2003) *Nirmal Gram Puraskar* (NGP) which is given to those *Gram Panchayats*, Blocks, and Districts who have become fully sanitized and open-defecation free. The guideline of NGP envisaged that every award winning GP is entitled to put up an “NGP Board/Logo declaring the Open Defecation Free (ODF) status of the GP. However, this right will be withdrawn if the GP fails to sustain the ODF status.

2.4.12.1 Failure of GPs to sustain the NGP status

The guidelines for NGP envisage that there will be random checks by the State Government to ensure that GPs maintain their ODF status after getting the *Puraskar*. If an awarded GP is found to be persistently failing in its efforts to retain the status of NGP, the award of NGP would be withdrawn. There will be a public announcement of de-recognition.

Out of 9,726 GPs in the State, 817 (8.4 per cent) were given NGP award till 2013-14. During beneficiary survey and joint physical verification (with the *Sarpanch/Sachiv*), it was observed that seven GPs⁶, which were given NGP award, were not found to be free from open defecation. Out of 1,656 number of IHHL BPL constructed in these GPs, 70 toilets were physically verified and

⁶ Belputti, Binkara Kamthi Kuwarpur Limo Mudpar and Raikot

survey was conducted with the related beneficiaries. Of the 70 toilets, 62 (89 per cent) were either defunct or not in existence and 89 per cent of beneficiaries reported that open defecation is being practiced by them. However, no action as envisaged in the guidelines was initiated by the SWSM/ DWSCs for de-recognising the NGP status of these GPs.



Non-functional toilet of NGP awarded Gram Panchayat of Belputti (Bastar)

2.4.12.2 Irregular payment of ₹2.58 crore under Nirmal Gram Puraskar

The guidelines of *Nirmal Gram Puraskar* (NGP) envisages that 25 per cent of award money is to be released in cash on declaration of award and 75 per cent of the award money is to be kept as a fixed deposit for two year in the *Gram Panchayat*'s name.

Scrutiny of records in 817 NGP awarded GPs and SWSM/DWSCs revealed that the entire amount of NGP award was released to the concerned GPs by the DWSCs instead of keeping part of it (75 per cent) in fixed deposits.

In test check districts ₹ 3.44 crore was released as NGP award to the 316 GPs while as per guideline only 25 per cent amount i.e., ₹ 0.86 crore was payable and remaining amount of ₹ 2.58 crore was to be kept as fixed deposits. However, no fixed deposit with 75 per cent amount was operated.

2.4.13 Manpower deployment

Guideline of the scheme stipulates that temporary staff should be deployed during project period. Audit scrutiny revealed that there were 139 vacancies as against 210 sanctioned posts of District Programme Co-ordinators (DPCs), District Coordinators (DCs), Block Co-ordinators (BCs), Computer Operators(CO), Cluster Co-ordinators (CCs) and Assistant in the test-checked districts during 2013-14. The sanctioned posts of temporary staff in test checked districts and men-in-position are detailed in *Appendix-2.4.4*.

On being pointed out in audit the DWSC, Kabirdham stated that implementation of the scheme had been done by using the regular staff working under the Division, however, appointment against the sanctioned posts is in progress. The DWSC Surguja, Bastar and Raipur have not offered any specific reply.

The State Nodal Officer had replied (November 2014) that the PHED is not an implementing unit and only plays the role of facilitator. It was further stated that information on sanction and working strength may be treated as nil.

The replies were evident that necessary appointments were not done against the sanctioned posts which adversely affected the proper implementation and monitoring the scheme.

2.4.14 Monitoring and evaluation

2.4.14.1 State/District Review Mission

As per para 17.1 of NBA guidelines, Review Mission arrangements at State Government level were made mandatory. State Review Mission was to be headed by Joint Secretary level officer of the State Government with at least three members from other linked departments like Rural Development, Water Conservation Department, *Panchayati Raj* Institution and Human Resource Department and independent representatives from reputed organisations in the field of sanitation. The State was also required to set-up a panel of experts at State level for conducting reviews into various NBA districts periodically.

During test check of records of SWSM, it was found that the State Review Mission was not constituted. Further District Review Mission (DRM) was also not setup against the requirement of 16 districts and no panel of experts was set-up at the State level.

Due to non-setting up of State/District Review Mission and panel of experts, periodical reviews of the scheme not conducted to evaluate the project implementation and take corrective measures.

2.4.14.2 Functioning of institutional arrangements

The bye-laws of SWSM provided for its meeting at least four times in a financial year. We however, observed that against the required minimum total of 20 meetings during 2009-14, only six meetings (30 *per cent*) of SWSM were held. Further, DWSCs did not hold the requisite monthly meetings and as against the requirement of 240 meetings during 2009-14, only 27 meetings (11 *per cent*) were held in the four test-checked districts.

The scheme guidelines stipulated for establishment of Block Resource Centre (BRC) in each Block for creating awareness, motivating people, mobilization and hand-holding of village communities, GPs and Village Water and Sanitation Committee (VWSCs). However, BRCs were established in 130 out of 146 blocks in the State. Out of these established BRCs, 126 were functional till 2013-14.

VWSCs were to be constituted as a sub-committee of GPs for providing support in terms of motivation, mobilization, implementation and supervision of programme. We found in audit that none of 102 test-checked GPs had guidelines of the scheme, IEC Guidelines, estimated cost of toilets, the options available with the beneficiary and orders and modifications issued from time to time. In the absence of such documents, the GPs have neither maintained appropriate AIPs, report of the Chartered Accountant, Utilisation and Completion Certificate, physical and financial progress and details of complaints and grievances. No input was given from the GP level to the DWSC for planning and implementation process. Thus, this vital gap in flow of information among various tiers resulted in

Due to non setting up of State Review Mission, periodical reviews and evaluation of the scheme was not conducted

less achievement of targets and failure in behavior modification of the beneficiaries.

2.4.14.3 Social Audit of the scheme

With a view to provide 'social audit' as a means of continuous and comprehensive public vigilance, NBA guideline envisages that the GP will have a 'Swachhata Diwas' (Sanitation Day) every month and will also convene 'Gram Swachhata Sabha' (GSS) every six months. This will be used as means to strengthen the elements of transparency, participation, consultation and consent, accountability and grievance redressal of the implementation of NBA. The GSS was to undertake mandatory review of progress made under various monthly plans and proceedings of *Swachhata Diwas* that were held in the GP.

We noticed during scrutiny of records of 102 test checked GPs that *Swachhata Diwas* and *Gram Swachhata Sabha* was not convened in any of the GPs. Thus, the objective of social audit envisaged in the scheme remained unfulfilled.

2.4.14.4 Lack of grievance redressal mechanism

Under the TSC/NBA scheme mechanism to redress the grievances, complaints relating to selection of beneficiary, physical and financial progress, IEC and other components/activities etc should be stream lined.

Scrutiny of records for the period from 2009-10 to 2013-14 in test-checked 102 GPs, 12 blocks, four DWSCs and SWSM, it was revealed that appropriate complaint registers or related records were not maintained at the any level i.e. GPs to SWSM to address the complaint cases. No grievance redressal mechanism was in existence.

2.4.15 Conclusion

- Annual Implementation Plans (AIP) were not prepared at grass root level. District level AIPs remained a target oriented top-driven planning document without any inputs from the beneficiaries.
- During 2009-14, implementing agencies could utilize ₹ 235 crore, which was 70 per cent of available fund. The unutilized/unadjusted advance with executing agencies and staff was ₹ 171 crore and ₹ 8.95 crore respectively as of March 2014. Further, payments to suppliers and advances to staff in excess of prescribed limits were made in cash in contravention to codal provisions.
- Fund of ₹ 7.95 crore was sanctioned in 16 districts for establishing Revolving fund to finance Rural Sanitary Marts, however, revolving fund was established in only one district.
- State implemented the scheme in a target oriented approach and involvement of beneficiary was totally ignored. The achievements of Individual House Holds Latrines for below poverty line and above poverty line beneficiaries' were 73 and 50 per cent respectively as of 2013-14. Non-release of fund amounting to ₹ 13.34 crore under Mahatma Gandhi National Rural Employment Guarantee Scheme

affected the timely completion of construction of 29,674 toilets through convergence.

- It was noted during beneficiary survey that 60 *per cent* toilets were defunct due to reasons such as lack of super structure, roof or door over the plinth level. Further, 258 out of the 1,025 toilets covered in beneficiary survey existed only on paper. Seven *Gram Panchayats* failed to maintain the *Nirmal Gram Puraskar* awarded status, as they could not sustain their open defecation free status.
- Despite incurring ₹ 46.94 crore on information, education and communication activities, which was 65 *per cent* of planned outlay on Information Education and Communication, desired result of educating beneficiaries for demand generation could not be achieved which led to abandonment of already constructed toilets and use of open defecation.
- Due to non-setting up of State/District Review Mission and panel of experts, periodical reviews of the scheme were not conducted to evaluate the project implementation and take corrective measures.

WOMEN AND CHILD DEVELOPMENT DEPARTMENT

2.5 Schemes for Welfare and Protection of Girl Child

Executive Summary

The Women and Child Development Department is responsible for implementing schemes of *Kishori Shakti Yojana* (KSY) and Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (*Sabla*) for welfare and protection of girl child in the State. The Performance Audit of both schemes was conducted covering the period 2009-14 to assess whether the objective of empowerment of adolescent girls were achieved through implementation of KSY and *Sabla*. The major audit findings are:

- Baseline survey at the *Anganwadi* Centre (AWC) level for identification of beneficiaries was not conducted under KSY.

(Paragraph 2.5.6.1)

- In six out of 22 test-checked projects, prescribed six-days training for adolescent girls were imparted for one to five days under KSY. Training slots for imparting training remained vacant due to short coverage of eligible adolescent girls under KSY (by 10-50 *per cent*) and *Sakhi* and *Saheli* under *Sabla* (by 40-87 *per cent*).

{Paragraph 2.5.6.3(a) and (b), 2.5.7.3(b)}

- Vocational training was imparted to ineligible under-aged girls in six KSY projects. No vocational training was conducted in 12 projects under *Sabla*.

(Paragraph 2.5.6.4 and 2.5.7.7)

- Department did not organise *Kishori Diwas* for health check up and other informative activities in two KSY projects and in two *Sabla* projects. Exposure visits to public institutions for adolescent girls were not conducted in three projects under KSY.

{Paragraph 2.5.6.5(a), 2.5.7.5 and 2.5.6.6(a)}

- *Kishori Samooh*, a Self Help Group of girls, as prescribed in the Annual Action Plan of KSY, was not formed.

(Paragraph 2.5.6.7)

- Annual Action Plan for *Sabla* did not mention duration for vocational training leaving the target open ended, which led to widespread variation in duration of training.

(Paragraph 2.5.7.1)

- Training kits were not provided to AWCs and *Kishori* cards were not maintained in ten *Sabla* projects.

{Paragraph 2.5.7.4(a) and 2.5.7.6(a)}

- In six project offices under *Sabla*, 12 to 75 *per cent* of the eligible adolescent girls were not provided Ready-to-Eat food for improving their health status.

(Paragraph 2.5.7.9)

- Monitoring and internal audit were not conducted in any of the test checked project offices during 2009-14.

(Paragraph 2.5.10 and 2.5.11)

2.5.1 Introduction

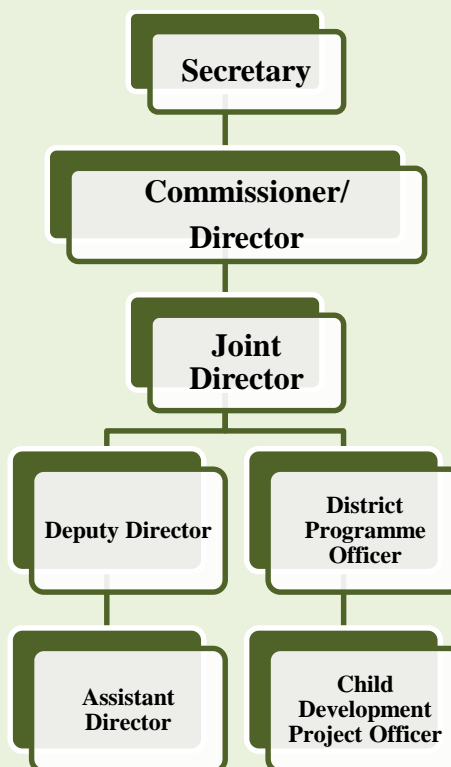
The specific schemes implemented in Chhattisgarh for Welfare and Protection of Girl Child (for adolescent girls) are *Kishori Shakti Yojana* (KSY) and *Rajiv Gandhi Scheme for Empowerment of Adolescent Girls-Sabla*. The Ministry of Women and Child Development, Government of India (GoI), in the year 2000, launched a scheme called *Kishori Shakti Yojana* (KSY), which was implemented by using the infrastructure of the Integrated Child Development Services Scheme (ICDS). The main aim of KSY is to empower adolescent girls in terms of nutritional, health and family care, learning life skills and bringing back out-of-school girls into formal education or non-formal education. Thereafter, the Nutrition Programme for Adolescent girls (NPAG) was initiated as a pilot project in the year 2002-03 in 51 districts across the country to address the problem of under nutrition among adolescent girls (AGs).

Though, both these schemes have influenced the lives of AGs to an extent, but have not shown the desired impact. Therefore, a new comprehensive scheme, called *Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (Sabla)* was formulated (2010-11) by merging the erstwhile KSY and the NPAG to address the multidimensional problems of adolescent girls. The *Sabla Yojana* was implemented in 200 districts across the country by using the infrastructure of ICDS. In Chhattisgarh, *Sabla* has been implemented in 10 districts.

2.5.2 Organisational set up

The Women and Child Development Department (W&CDD) is the nodal Department for implementation of KSY and *Sabla Yojana* in Chhattisgarh. The organizational set up of the Women and Child Development Department is as follows:

Organisational Chart of the Women and Child Development Department



The Child Development Project Officers head the Project Offices which are responsible for implementation of the schemes at the block and village level.

2.5.3 Audit objectives

A Performance Audit was conducted in order to assess whether:

- planning, monitoring and institutional arrangement for implementation of the schemes were adequate and effective to achieve the intended objectives;
- schemes were effectively and efficiently implemented as envisaged;
- funds received under the schemes were utilised economically efficiently and effectively;
- convergence with different departments at all level was achieved for effective implementation of schemes and
- internal control and monitoring mechanism is in place.

2.5.4 Audit criteria

The following were the sources of the audit criteria:

- Scheme guidelines of KSY and *Sabla* and instructions issued by Government of India and State Government from time to time.
- Annual Action Plans of KSY and *Sabla* during 2009-10 to 2013-14.
- Chhattisgarh Treasury Code and Financial Code.

2.5.5 Audit scope and methodology

A Performance Audit was conducted during April to September 2014 for the period from 2009-10 to 2013-14. 16 Districts¹ (KSY-11 and *Sabla*-5) out of 27 covering 39 Project offices (KSY-22² and *Sabla*-17³) were selected from all the four⁴ Divisions of the State. The entry conference was held in August 2014 and the exit conference to discuss the audit observation was held with Secretary, Women and Child Development Department (W&CDD) on 24 November 2014. Reply of the Government (December 2014) has been suitably incorporated.

Audit findings

2.5.6 *Kishori Shakti Yojana*

The *Kishori Shakti Yojana* (KSY), a centrally sponsored scheme, is being implemented in 92 Project offices of 17 districts in the State. The objectives of the scheme were to improve the nutritional and health status of girls, provide literacy and numeracy skills, improve/upgrade home-based and vocational skills, promote awareness of health, hygiene, nutrition and family welfare, home management and child care.

¹ Balod, Balodabazar, Bastar, Bemetara, Dantewara, Janjgir-Champa, Jashpur, Kabirdham, Kanker, Korba, Korla, Mahasamund, Mungeli, Raipur, Rajnandgaon and Surajpur

² Baikuntpur, Balod, Bemetara, Bodla, Charama, Dantewada, Dondilohara, Geedam, Kanker, Katghora, Korba rural, Kunkuri, Mahasamund rural, Manendragarh, Mungeli-1, Nawagarh, Nawagarh-1, Patharia, Pathalgoan, Pithora, Sahaspur-lohara and Sakti,

³ Arang, Balodabazar, Bastar, Dharsiwa-1, Dharsiwa-2, Dongargaon, Kasdol, Khairagarh, Palari, Pratappur, Raipur Urban-1, Raipur Urban-2, Rajnandgaon rural, Simga, Surajpur, Tilda and Tokapal

⁴ Bastar, Bilaspur, Raipur and Surguja

2.5.6.1 Planning

As per the guidelines for implementation of scheme, an Annual Action Plan (AAP) was to be prepared by the Women and Child Development Department (W&CDD) of State. A base line survey was to be conducted at the *Anganwadi* Centre (AWC) level for identification of beneficiaries for preparation of AAP. As per AAP, six days training, *Kishori Diwas*, exposure visits to public institutions, vocational training were to be conducted through convergence with the other departments for selected adolescent girls. In addition to this *Kishori Samooh* were to be formed with the help of *Anganwadi* workers on the line of Self Help Group (SHG) and a written oath in respect of not getting married before attaining the age of 18 years has to be taken from the adolescent girls during training programme.

We noticed in audit that no survey was conducted at AWC level for training. Department, however, informed (December 2014) that 300 girls per project (one from each AWC) were identified for training.

The department prepared AAP for each year during 2009-10 to 2013-14. However, duration for vocational training was not clearly spelt out in AAP. Audit noted that project offices conducted vocational training for one or two days, which was not sufficient to hone the skills for getting employment. On this being pointed out, Department stated (August 2014) that it was not possible to maintain uniformity in training by project offices due to limited availability of fund for vocational training component.

AAP envisaged for one day training for trainers who were required to train the adolescent girls in six days training, but no such training was imparted to trainers in the entire test checked project offices. Government stated (December 2014) that training for trainers could not be imparted as no funds were allotted in this regard.

The audit findings on various planned activities of KSY are discussed in succeeding paragraphs 2.5.6.3 to 2.5.6.8.

2.5.6.2 Financial management

The GoI releases hundred *per cent* funds to the State Government on submission of AAP along with report on physical progress of previous year. On receipt of funds, the State Government releases funds to the W&CDD.

Detail of fund allocation and expenditure under KSY during the period 2009-14 is indicated in Table 2.5.1:

Table-2.5.1: Allotment and Expenditure

(₹ in crore)		
Year	Allotment	Expenditure
2009-10	1.74	1.70
2010-11	0.91	0.85
2011-12	0.56	1.00
2012-13	1.01	0.96
2013-14	0.62	0.98
Total	4.84	5.49(113%)

(Source: Information provided by department and compiled by audit)

The above table indicates that overall 13 *per cent* excess expenditure was incurred against the allotment received by the Department during 2009-14.

Vocational training was conducted for one or two days only. Training for trainers was not conducted

On this being pointed out, Director, W&CDD stated (August 2014) that KSY was a re-imbusement based scheme for which State Government provides funds at the beginning of year. And whenever funds are received from GoI during the year, the adjustments are made accordingly.

2.5.6.2(a) Non- adjustment of temporary advance

As per rule 53(4) of Chhattisgarh Treasury Code, the temporary advances given to any official should be adjusted within three months.

Scrutiny of records in 22 test checked project offices revealed that ₹ 72.35 lakh was given as advances to sector supervisor⁵ for implementing the scheme in 14 project offices during 2009-14. Out of these, ₹ 16.45 lakh was lying unadjusted as of March 2014 even after lapse of one to five years in violation of codal provision, as detailed in *Appendix-2.5.1*.

Though Government stated (December 2014) that substantial amount of advances have been adjusted and notices have been issued to officials concerned for recovery of outstanding amount, the same was however, not done within the stipulated period.

We recommend that timely and effective utilization of funds should be ensured by fixing accountability at various levels.

Implementation of various activities under scheme

2.5.6.3(a) Shortfall in six days training to adolescent girls

As per AAP for KSY, 300 adolescent girls were to be selected for training at project level. The training was to be imparted to the adolescent girls in the age group of 11 to 18 years on nutrition, health, hygiene, family care, life skills, Adolescent Reproductive and Sexual Health (ARSH) and home management. The training was to be imparted for six days in a period of six months by selecting one day in each of six months. The training was to be imparted by the *Anganwadi* workers, representatives of health and education departments and by other expert trainers under supervision of sector supervisors.

Scrutiny of records of test checked 22 project offices revealed that against the prescribed six day training to be imparted to adolescent girls, training provided in six projects which ranged from one to five days, as detailed in *Appendix-2.5.2*. Thus, due to non-conducting of the complete six day trainings, the adolescent girls could not be imparted training in entire syllabus of the training programmes.

Government attributed (December 2014) the shortfall in training in one project to non-availability of sector supervisors either due to resignation or absence due to leave. Government further stated that in five projects, suitable action against the official responsible for lesser days of training is being proposed, besides recovery of unspent amount.

2.5.6.3(b) Coverage of less number of adolescent girls

During the scrutiny of records, it was observed that against the target of 300 adolescent girls for six days training, the coverage in Baikuntpur was 270 girls

Six-days training were imparted for one to five days in six project offices

⁵ Sector supervisors are responsible for supervising the implementation of schemes at the village and block level.

in 2009-10 indicating a shortage of 10 *per cent*. Similarly, in Nawagarh the shortage was 150 girls (50 *per cent*) during the year 2011-12.

On this being pointed out, Government stated (December 2014) that notices have been issued to officials concerned in case where adolescent girls were covered less for training.

Fact remains that shortfall in number of girls covered in the training resulted in less adolescent girls getting the benefit of the training on the topics of nutrition, health, hygiene, family care, life skills and home management.

2.5.6.4 Vocational training imparted to ineligible girls

As per AAP for KSY, the district/project offices were required to provide vocational training to selected adolescent girls of the age group of 16 to 18 years to hone their skills for getting employment. The training was to be provided on the topic of interest of the adolescent girls by locally available trainers. The Vocational Training Providers (VTPs) registered under Chhattisgarh State Skill Development Mission (CSSDM) were to impart the training through convergence with the other departments.

Test check of records revealed that the girls below 16 years were also selected for vocational training despite the availability of eligible girls in six⁶ projects during 2011-12 and 2013-14.

Vocational training was imparted to ineligible girls

Government stated (December 2014) that eligible girls could not be covered for training due to their engagement with study in school. It was further stated that amount spent on ineligible girls has been recovered from the official concerned and deposited in to Government Account.

We recommend that concerted efforts may be undertaken by project offices to motivate the eligible adolescent girls for enrollment in vocational training programme.

2.5.6.5 Kishori Diwas

As per AAP of KSY, *Kishori Diwas* was to be organized twice during the period of six day training programme i.e. preferably at the beginning and at the end of the six days training programme. On *Kishori Diwas*, health checkups of adolescent girls was to be conducted and other activities like information on keeping hygiene during menstrual cycle, vaccination, non-formal education, education on nutrition, preparation and demonstration of nutritious diet were to be provided to girls.

2.5.6.5(a) Non /Incomplete observance of Kishori Diwas

Scrutiny of records of test checked project offices revealed that:

- *Kishori Diwas* was not organised in Nawagarh project during 2011-13 and Bemetara during 2012-13. Due to non- conducting of *Kishori Diwas*, the adolescent girls were deprived of the intended benefits.
- *Kishori Diwas* was organized only once instead of two times in Dondilohara during 2011-13 as well as in Kathgora, Kunkuri and Patharia during 2011-14. Thus the guideline of the scheme was not followed due to which overall

Kishori Diwas was either not conducted or conducted only once instead of two times

⁶ In 2011-12- Mungeli-1: 14 girls, Nawagarh-1: 32girls, Patharia: 22 girls. In 2013-14-Bodla: 29 girls, Kunkuri-39 girls, Mungeli-1:21 girls, Pathalgoan: 30 girls, Patharia: 25 girls.

intended benefits could not be provided to the targeted beneficiaries.

- In all projects, the activities conducted on *Kishori Diwas* were limited to health checkups only during 2011-14.

Government stated (December 2014) that amount has been recovered from the officials concerned for non-conducting *Kishori Diwas* and also stated that instructions would be given for conducting *Kishori Diwas* as prescribed in AAP.

2.5.6.6 Exposure visits

As per AAP, exposure visits to public institutions viz., Public Health Centre, Community Health Centre, Police Station, Post Office, Bank, Panchayat etc. were to be conducted for adolescent girls for making them aware about the working of such institutions/offices/bodies. In this connection prior intimation should be given to institutions/offices/bodies where exposure visits were to be conducted to ensure the availability of concerned officials.

2.5.6.6(a) Non conducting of exposure visits

Scrutiny of records of test checked project offices revealed that the exposure visits were not conducted in three projects in different periods during 2011-14 as detailed below:

Table-2.5.2: Statement showing non-conducting of exposure visits

Sl. No.	Name of Project	Period for which exposure visits not conducted
1.	Bemetara	2012-13 and 2013-14
2.	Nawagarh	2011-12 and 2012-13
3.	Patharia	2011-12

(Source: Information provided by department and compiled by audit)

Exposure visits were not conducted in three projects during 2011-14

Due to non-conducting exposure visits, the adolescent girls were deprived of the intended benefits of the visits and the funds earmarked for the same remained unutilized.

Government stated (December 2014) that amount has been recovered from the officials concerned of the projects where exposure visits were not conducted and also stated that necessary instructions would be issued for conducting exposure visits properly.

We recommend that necessary instructions may be issued to Project Officers for ensuring adequate exposure visits for eligible adolescent girls.

2.5.6.7 Formation of Kishori Samooh

As per AAP, 25 *Kishori Samooh* has to be formed per year in each project on the line of Self Help Groups (SHGs). Each *Samooh* will consist of 10-15 girls and should maintain all the records in respect of savings of the participants, internal transactions, office bearers, monthly meetings etc. By using this platform girls may develop and become aware about the dealing of the financial transactions and discharging the social responsibility such as slogan writing, participate in regular activities of *Anganwadi* Centres like providing pre-school education, growth monitoring etc.

Kishori Samooh was not formed as prescribed in AAP

During scrutiny of 22 project offices, it was observed that in seven⁷ projects

⁷ Bametara, Bodla, Kanker, Kunkuri, Manendragarh, Nawagarh, and Pithora

Kishori Samooh was not formed. In respect of 11⁸ projects, the number of *Kishori Samooh* created ranged between one to 110 during the period 2009-14 which was less than the prescribed 125 *Kishori Samooh* (at the rate of 25 *Samooh* each year).

Government stated that necessary instructions would be issued for effective formation of *Kishori Samooh* as prescribed in AAP.

2.5.6.8 Written oath not taken from adolescent girls

As per AAP, written oath in respect of not getting married before attaining the age of 18 years from the adolescent girls has to be taken during training programme. It would promote the social responsibility and check the bad custom of child marriage and to make aware the adolescent girls about the consequences of child marriage. Consent of their parents was also to be taken on the oath.

Scrutiny of records of test checked project offices revealed that in only five⁹ projects written oath were taken along with the parents' consent. In two projects¹⁰ no oath was taken from adolescent girls. In remaining 15 projects, the oath was taken orally.

Government stated (December 2014) that necessary action would be taken for taking written oath from the adolescent girls during training programme.

2.5.7 Sabla Yojana

Sabla Yojana is being implemented in 88 project offices of 10 districts of the State. The objectives of the scheme were to empower the adolescent girls for self-development, improve their nutritional and health status, promote awareness about health, hygiene, nutrition, Adolescent Reproductive and Sexual Health (ARSH) and family and child care, upgrade their home-based skills, life skills, bringing back the school dropout adolescent girls into formal/non formal education and provide information/guidance about working of various public institutions. In addition to these, nutrition supplementary diet is providing to eligible adolescent girls.

2.5.7.1 Planning

As per the guidelines of *Sabla Yojana* prepared and forwarded by the Ministry of Women and Child Development, GoI to the States, number of girls and suitable training modules for vocational training may be decided by the respective State so that an enabling environment is created for informed and skilled adolescent girls to help them seek appropriate livelihood options.

As per the guidelines for implementation of scheme, an Annual Action Plan (AAP) was to be prepared by the W&CDD of State. A base line survey for identification of beneficiaries for preparation of AAP was to be conducted at the *Anganwadi* Centre (AWC) level. As per AAP, six days training, *Kishori Diwas*, exposure visits to public institutions, vocational training were to be conducted through convergence with the other departments for selected adolescent girls. In addition to this *Kishori Samooh* has to be formed at the AWC level. Under the

⁸ Baikunthpur-22, Charama-15, Dantewara-26, Dondilohara-41, Geedam-29, Katghora-25, Korba rural-12, Mahasamund Rural-110, Nawagarh-1: 109, Pathalgoan-1 and Sahaspur- Lohara-18.

⁹ Kanker, Manendragarh, Mungeli-1, Patharia and Sahaspur-lohara.

¹⁰ Baikunthpur and Korba Rural.

scheme, nutrition diet was to be provided to eligible adolescent girls. For better implementation of scheme, monitoring of various trainings was to be conducted on regular basis by the District and Project level authorities. We noticed in audit that:

- The surveyed numbers of adolescent girls were 6,30,152 and 6,52,865 in 2012-13 and 2013-14 respectively which included both school going and dropout girls of age group of 11-18 years. The numbers of girls covered under nutrition component were 3,73,906 (2012-13) and 4,11,849 (2013-14) which included both school dropout girls and school going girls.
- Test check of documents pertaining to planning at the Project level revealed that base line data such as number of adolescent girls and their age profile were available and are supplied to the department for planning purposes.
- The department prepared AAP for each of the year under review period. However, the department did not mention number of girls and duration for vocational training in AAP leaving the target open ended and the deviation unspecified. This led to wide spread variation in number of girls as well as duration of training.

Number of girls and duration for vocational training were not mentioned in AAP

Government stated (December 2014) that instructions have been given to District Offices for conducting vocational training through convergence with other departments.

Non inclusion of number of girls and duration for vocational training indicated lack of planning in the preparation of AAP.

2.5.7.2 Financial management

The scheme (*Sabla*) had two components i.e., nutrition and non-nutrition. The GoI provides hundred *per cent* funds for non-nutrition component and 50:50 funds were to be borne by GoI and State for nutrition component

Funds allocated and expenditure incurred under scheme for the period 2010-11 to 2013-14 was as follows:

Table-2.5.3: Allotment and Expenditure

(₹ in crore)				
Year	Central	State	Total Allotment	Expenditure
2010-11	9.39	6.68	16.07	0
2011-12	17.42	13.31	30.73	3.47
2012-13	16.99	20.00	36.99	35.53
2013-14	12.57	26.97	39.54	53.04
Total	56.37	66.96	123.33	92.04 (74.63 %)

(Source: Information provided by department and compiled by audit)

From above table it may be seen that department had utilized 75 *per cent* of funds allotted during the period 2010-14. No expenditure was incurred during 2010-11 and in 2011-12, only ₹ 3.47 crore (11 *per cent*) was incurred against the total allotment of ₹ 30.73 crore.

On this being pointed out, Director, W&CDD stated (August 2014) that funds could not be utilized during 2010-11 because the same was received from GoI only in March 2011. Further, due to introduction of ready-to-eat food for adolescent girls in 2011-12, substantial time was taken for initiating essential steps for it. Thus, the available funds could not be utilized.

2.5.7.2(a) Non-adjustments of temporary advance

As per rule 53(4) of Chhattisgarh Treasury Code, the temporary advances given to any official should be adjusted within three months.

During the scrutiny of records in 17 test checked project offices, it was observed that the advances totalling ₹ 50.68 lakh were given to sector supervisors of project offices for implementing the scheme during 2011-14. Out of these ₹ 15.83 lakh was lying unadjusted as of March 2014 in 12 test checked project offices even after lapse of one to three years as details shown in **Appendix-2.5.3**.

Though Government stated (December 2014) that substantial amount of advances have since been adjusted and notices have been issued to officials concerned for recovery of outstanding amount. However, the same was not done within the stipulated period which led to violation of rules of Treasury Code.

Timely and effective utilization of funds should be ensured by fixing accountability at various levels and unutilized funds should be deposited into Government account within the prescribed period.

Implementation of various activities under scheme

2.5.7.3(a) Non conducting of six days training to Sakhi and Saheli

As per AAP of Sabla, six days training has to be imparted each year to selected adolescent girls (one *Sakhi*¹¹ and two *Saheli*¹²) from every *Anganwadi Centre* (AWC) for making them master trainers. The training of *Sakhi* and *Saheli* were to be imparted on health and nutrition education, adolescent reproductive and sexual health (ARSH), child caring with home management and life skills. The coverage for training was limited to 750 adolescent girls in a year per project.

Six days training was not conducted in two projects

During the scrutiny of records of 17¹³ project offices, it was observed that in Raipur Urban-2 and Simga projects (Damakhera and Hathband sectors), no training was imparted to *Sakhi* and *Saheli* during 2012-13 and 2011-12 respectively due to delayed receipt of fund. Non-conducting of training deprived the adolescent girls of the intended benefits.

Government while accepting the audit observation stated (December 2014) that training could not be conducted due to surrender of funds.

We recommend that effective action should be taken to conduct the six days training for all eligible adolescent girls as prescribed in the AAP.

2.5.7.3(b) Coverage of less number of Sakhi and Saheli

During the scrutiny of project offices, it was observed that eligible *Sakhi* and *Saheli* were not adequately covered in the six day training in two project offices during 2011-13 as detailed in Table 2.5.4:

¹¹ *Sakhi* (one girl) is the adolescent girl of their choice selected for a year within the *Kishori Samooh* and selection may be based on age, education level, maturity, willingness of the girl and her acceptability within the group.

¹² *Saheli* (two girls) is selected by adolescent girls of their choice for a year within the *Kishori Samooh*.

¹³ Arang, Balodabazar, Bastar, Dharsiwa-1, Dharsiwa-2, Dongargaon, Kasdol, Khairagarh, Palari, Pratappur, Raipur Urban-1, Raipur Urban-2, Rajnandgaon Rural, Simga, Surajpur, Tilda and Tokapal.

Table-2.5.4: Statement showing less coverage of Sakhi and Saheli in six days training

Sl. No	Name of Project Office	Year	No. of AWC	No. of Sakhi and Saheli to whom training was to be imparted	Actual no. of trained Sakhi and Saheli	No. of Sakhi and Saheli to whom training was not imparted	Per cent of less coverage
1.	Raipur Urban-1	2011-12	121	363	47	316	87
		2012-13	121	363	60	303	83
2.	Simga	2011-12	203	609	366	243	40

(Source: Information provided by department and compiled by audit)

40 to 87 per cent Sakhi and Saheli were not covered in the six days training in two projects

From the above table, it is evident that the short fall ranged between 40 and 87 per cent. Due to inadequate coverage of eligible *Sakhi* and *Saheli*, the purpose of providing training could not be achieved, as many eligible girls were deprived of the benefits of the training.

On this being pointed out, Government stated (December 2014) that in respect of Raipur Urban-1, the unspent amount would be recovered from the officials concerned.

We recommend that effective action should be taken to cover eligible Sakhi and Saheli for training.

2.5.7.4 Distribution of training kits

As per AAP, training kits were to be provided annually to 150 *Anganwadi* Centres (AWCs) under each project office to assist adolescent girls in understanding various health, nutrition, social and legal issues. The kit consists of various games and activities so that the adolescent girls may enjoy while learning. *Sakhi* and *Saheli* have to be trained to use kits for imparting peer education.

2.5.7.4(a) Non-distribution of kits

Training kits were not distributed to 450 AWCs in three projects

During the scrutiny of records of test checked project offices, it was observed that training kits as required in the guidelines were not provided to 450¹⁴ AWCs in three project offices for the period as detailed below:

Table-2.5.5: Statement showing non-providing of training kits

Sl. No.	Name of Project	Year in which kits were not provided
1.	Arang	2011-12
2.	Khairagarh	2012-13
3.	Raipur Urban-1	2011-12

(Source: Information provided by department and compiled by audit)

Non-distribution of training kits to *Sakhi* and *Saheli*, as per scheme guidelines, deprived targeted beneficiary of easy learning.

Government stated (December 2014) that action would be initiated for proper distribution of training kits.

We recommend that training kits should be provided to AWCs for distributing it to adolescent girls for ensuring easy learning during the training program.

¹⁴ 3 x 150 AWCs=450 AWCs

2.5.7.5 Non-conducting of *Kishori Diwas*

As per AAP for *Sabla*, *Kishori Diwas* would be celebrated as a special health day once in each quarter. On this day health checkups covering Haemoglobin tests and Sickle Cell Anemia tests were to be conducted with the assistance of health department. Also, information was to be provided on keeping hygiene during menstrual cycle, vaccination to children, non-formal education, education on nutrition preparation and demonstration of nutritious diet, conducting sports activities etc.

***Kishori Diwas* was not celebrated in two projects during 2011-14**

During the scrutiny of records of test checked project offices, it was observed that *Kishori Diwas* was not celebrated in various years during the period 2011-14 in two project offices as detailed below:

Table-2.5.6: Statement showing non-conducting of *Kishori Diwas*

Sl. No.	Name of Project	Year (wherein <i>Kishori Diwas</i> were not conducted)
1.	Balodabazar	2011-12 to 2013-14
2.	Pratappur	2011-12

(Source: Information provided by department and compiled by audit)

Due to non-celebration of *Kishori Diwas*, adolescent girls were deprived of the various facilities planned on *Kishori Diwas*.

Government while accepting (December 2014) the audit observation stated that *Kishori Diwas* could not be conducted due to surrender of funds in Balodabazar and non-drawal of funds in Pratappur.

We recommend that effective action should be taken to ensure the conduct of *Kishori Diwas* for adolescent girls for their health checkups and other valuable knowledge purposes.

2.5.7.6 *Kishori card*

As per AAP of *Sabla*, a card for each adolescent girl to be called “*Kishori card*” was to be maintained at AWC. This card contains information regarding weight, height, Body Mass Index (BMI) of adolescent girl, Iron Folic Acid (IFA) supplementation, referrals and services received under *Sabla*. The card also contains important milestones in the girls’ life like joining of school, leaving school, marriage etc. *Sakhi* and *Saheli* have to assist the adolescent girls in filling up cards.

2.5.7.6(a) Non-maintaining of *Kishori card*

During the scrutiny of records of test checked project offices, it was observed that *Kishori card* was not maintained for adolescent girls at AWCs in 10 project offices in various years during the period 2011-14 as follows:

***Kishori card* was not maintained for adolescent girls in 10 projects**

Table-2.5.7: Statement showing non-maintenance of *Kishori card*

Sl. No.	Name of Project	Year (wherein <i>Kishori card</i> were not maintained)
1.	Balodabazar	2011-14
2.	Bastar	2011-12
3.	Kasdol	2013-14
4.	Palari	2011-12 and 2013-14
5.	Pratappur	2011-12
6.	Raipur Urban-1	2011-12 and 2013-14
7.	Raipur Urban-2	2012-14
8.	Simga	2011-12 and 2013-14
9.	Surajpur	2011-14
10.	Tokapal	2011-14

(Source: Information provided by department and compiled by audit)

Due to non-maintenance of *Kishori* cards, important information in respect of adolescent girls could not be collected and accessed at the project level.

Government while accepting (December 2014) the audit observation stated that *Kishori* cards would be maintained for all eligible adolescent girls.

2.5.7.6(b) *Kishori card maintained for less number of adolescent girls*

During scrutiny of records, it was observed that *Kishori* cards were maintained for less number of adolescent girls in six project offices as detailed below:

Table-2.5.8: Statement showing card maintained for less number of adolescent girls

Project Office	Year	No. of Adolescent Girls	Adolescent girls for whom <i>Kishori</i> cards maintained	Adolescent girls for whom cards were not maintained
Kasdol	2011-12	20993	18204	2789 (13)
	2012-13	20663	19667	996 (5)
Palari	2012-13	14049	233	13816 (98)
Raipur Urban-1	2011-12	9883	5200	4683 (47)
Raipur Urban-2	2012-13	5732	1100	4632 (81)
Simga	2012-13	11847	1500	10347 (87)
Tilda	2013-14	8335	2470	5865 (70)

(Source: Information provided by department and compiled by audit)

(Figures in parenthesis represent the percentage of girls for whom *kishori* cards were not maintained)

***Kishori* cards were not maintained for five to 98 per cent adolescent girls**

From the above table it is evident that *Kishori* cards were not maintained for all eligible adolescent girls for varying periods during 2011-14 and the deficiency ranged between five to 98 *per cent* in six test checked project offices. The problem is especially severe in four project offices where the deficit was more than 70 *per cent*.

Government while accepting the audit observation stated (December 2014) that *Kishori* cards would be maintained for all eligible adolescent girls.

2.5.7.7 *Non-conducting of vocational training*

As per Para 6.8 of *Sabla* guidelines, vocational training for girls in the age group of 16 to 18 years for their skill development and employment was to be imparted by Vocational Training Providers (VTPs) through co-ordination with Chhattisgarh State Skill Development Mission (CSSDM).

Vocational training was not conducted in twelve projects

During the scrutiny of records of test checked project offices, it was observed that no vocational training was conducted for adolescent girls in seven Projects (Arang, Balodabazar, Kasdol, Pratappur, Raipur Urban-2, Simga and Tilda) during 2011-14 and in Palari during 2011-13. Similarly, no such training was conducted in Rajnandgaon Rural during 2011-12 and in Bastar, Raipur Urban-1 and Tokapal Project offices during 2013-14. As a result, the adolescent girls were deprived of the intended benefits of vocational training

Government stated (December 2014) that vocational training could not be conducted in most of the Projects due to non-availability of registered Vocational Training Provider (VTP) at the local level, non-drawal of funds in respect of some projects and surrender of funds in other projects. It was further stated that explanations have been called from the officials concerned for non-conducting of training.

We recommend that vocational training should be conducted for all eligible girls.

2.5.7.8 Less achievement in bringing back school dropout girls to education

One of the main objectives of the scheme was to bring back school dropout adolescent girls into mainstream of education through convergence with the Education and Tribal Development Department.

During the scrutiny of records of test checked project offices, it was observed that no school dropout girls were brought back into main stream of education in Rajnandgaon Rural (925 dropout girls) and Tokapal (3574 dropout girls) during 2011-14 and also in Khairagarh (2620 dropout girls) during 2011-13. Similarly, no school dropout girls had rejoined the school in Raipur Urban-1 (505 dropout girls) during 2012-13 and in Simga (5202 dropout girls) during 2011-13.

Further, it was observed that department could bring back 0.24 to 41 per cent of dropouts back to school in 10 Projects. However, in case of Kasdol, the department could bring back all dropouts to school during 2013-14. The details are shown in **Appendix-2.5.4**. It was also observed that no records relating to convergence with the other departments were available in these project offices.

Thus, due to lack of convergence with education department, the department could not bring back majority of school dropout girls to main stream of education.

Government while accepting the audit observation stated (December 2014) that effective steps would be taken for bringing back school dropout adolescent girl into main stream of education through convergence with the Education and Tribal Development Department.

We recommend that convergence should be made with the other department for all school dropout adolescent girls for bringing them back into main stream of education.

2.5.7.9 Less coverage of adolescent girls under nutrition programme

As per the guidelines of the scheme, ready-to-eat (RTE) food had to be provided through AWC to adolescent girls for improving their health status. RTE food packets had to be provided to school dropout girls between 11-14 years of age and all girls between 14-18 years.

During the scrutiny of records of test checked project offices, it was observed that RTE food was not provided to 12 to 75 per cent eligible adolescent girls in six project offices during 2012-14 as follows:

Table-2.5.9: Statement showing less coverage of girls under nutrition programme

Name of Project	Year	No. of adolescent girls to be provided RTE food	Actual no of adolescent girls provided with RTE food	No. of adolescent girls not provided with RTE food
Dongargaon	2012-13	4441	3918	523 (12)
	2013-14	4932	4015	917 (19)
Khairagarh	2012-13	9625	6764	2861 (30)
Raipur Urban-1	2012-13	3866	965	2901 (75)
	2013-14	3522	956	2566 (73)
Raipur Urban-2	2012-13	6463	2111	4352 (67)
	2013-14	5548	1732	3816 (69)
Simga	2012-13	9846	7435	2411 (24)
	2013-14	9291	7192	2099 (23)
Tilda	2012-13	7803	5086	2717 (35)
	2013-14	8363	5433	2930 (35)

(Source: Information provided by department and compiled by audit)

(Figure in parenthesis represents the percentage of girls to whom RTE food was not provided)

In five projects, no school dropout adolescent girls rejoined the mainstream of education

RTE food was not provided to 12 to 75 per cent eligible girls in six projects

Thus, due to non-distribution of RTE food to all eligible girls, the intended purpose of the scheme could not be achieved.

On this being pointed out, Government stated (December 2014) that less coverage was due to non-allotment of wheat under nutrition programme.

Reply of the Government indicated lack of coordination amongst various agencies in implementation of the scheme.

We recommend that necessary coordination may be established with other agencies to ensure RTE food on regular basis to all the eligible adolescent girls.

2.5.8 Convergence with other departments

With a view of effective implementation of the schemes, convergence was to be made with the other departments for executing various components of the schemes.

Test check of records of 39 project offices (22 KSY project offices and 17 Sabla project offices) revealed that no convergence was made either at project level or at DPO level with the School Education/Tribal Department for bringing school dropout girls back to school during the period 2009-14. As per AAP, vocational training was to be imparted through coordination with Tribal, Panchayat and Rural Development, Labour, Agriculture, Veterinary, Fisheries and Forest department. Test check of records revealed that no such convergence was made with any of these departments for vocational training during 2009-14. Due to non-convergence with other departments, it could not be ensured that the vocational training was imparted effectively.

Government stated (December 2014) that necessary instructions were given to district offices for conducting various activities under different schemes through convergence with the other department.

Reply is not acceptable as no convergence with any department was found to have been made for imparting vocational training. As a result, the benefit of convergence with other department could not reach the adolescent girls.

We recommend that convergence with other departments should be ensured to execute various components of the schemes effectively.

2.5.9 Manpower management

The *Kishori Shakti Yojana* and *Sabla Yojana* are mainly training oriented schemes and the Sector Supervisors are the key persons for its implementation. The sanction and working strength of Sector Supervisors in 39 project offices of 16 districts were as follows:

Table-2.5.10: Statement showing vacant position of Sector Supervisors during 2009-14

Year	Sanctioned strength of Sector Supervisor	Working strength of Sector Supervisor	Vacant post of Sector Supervisor
2009-10	361	233	128
2010-11	397	342	55
2011-12	397	339	66
2012-13	356	303	53
2013-14	342	278	64

(Source: Information provided by department and compiled by audit)

From the above table, it is evident that 53 to 128 posts of Sector Supervisor were vacant in test checked project offices during 2009-14. The shortage of

No convergence was made with other departments for bringing school dropout girls into main stream of education or for vocational training

53 to 128 posts of Sector Supervisors were vacant during 2009-14 in test checked projects

Sector Supervisors would invariably affect the supervision work at the field level.

Government stated (December 2014) that all the vacant posts of sector supervisors would be filled at the earliest.

2.5.10 Monitoring

For effective implementation of scheme, monitoring of various training was to be conducted on regular basis by the District Programme Officer (DPO)/District Women and Child Development Officer (DWCDO). Monitoring was to be done through inspection of the training programmes as well as through quarterly progress reports.

Monitoring of implementation of the schemes was not conducted by DPOs/DWCDOs

During scrutiny of records of test project offices, it was observed that no such monitoring was conducted by the DPOs/DWCDOs during implementation of the schemes. Due to lack of monitoring there were deficiencies like incomplete/non-conducting of six days training, *Kishori Diwas* and exposure visits, as discussed in preceding paras.

Government stated (December 2014) that monitoring of implementation of the schemes would be conducted and in this regard necessary instruction would be given to district authorities for strict adherence.

We recommend that monitoring of implementation of the schemes should be conducted at various levels.

2.5.11 Internal audit

Internal Audit was not conducted in any of the test checked projects

Test check of project offices revealed that no internal audit was conducted by the department during 2009-14. No system of Internal Audit existed in the department.

Due to non-conducting of the internal audit from time to time, the proper implementation of the scheme could not be monitored by the Department. As a result, the training programmes and other activities could not be conducted as per the guidelines.

Government stated (December 2014) that due to shortage of staff Internal Audit could not be conducted during the review period.

We recommend that internal audit should be conducted for effective and efficient implementation of the schemes.

2.5.12 Conclusion

- Baseline survey at the *Anganwadi* Centre level for identification of beneficiaries for the preparation of Annual Action Plan for KSY was not conducted.
- Six-days training programme for adolescent girls was conducted in one to five days in six KSY projects, besides coverage under training was less than stipulated target of 300 girls each year in two projects.
- Vocational training was imparted to ineligible under-aged girls in six KSY projects. No vocational training was conducted in 12 projects under *Sabla*.
- Department did not organise *Kishori Diwas* for health check up and other

informative activities in two KSY projects and two *Sabla* projects. Exposure visits to public institutions for adolescent girls were not conducted in three projects under KSY.

- *Kishori* cards were not maintained and training kits were not provided in *Sabla* projects. In six project offices under *Sabla Yojana*, 12 to 75 *per cent* of the eligible adolescent girls were not provided Ready-to-Eat food for improving their health status.
- Steps taken to motivate girls to rejoin main stream of education was inadequate as department could bring back 0.24 to 41 *per cent* of dropouts brought back to school in ten Projects and no school dropout adolescent girls rejoined the school in five *Sabla* projects.
- Monitoring and internal audit were not conducted in any of the test checked project offices during 2009-14.

PUBLIC WORKS DEPARTMENT

2.6 Development of roads in Left Wing Extremism affected areas under the Special Programme of Government of India

2.6.1 Introduction

With the objective of improving connectivity in Left Wing Extremism (LWE) areas of the State under a special programme, the Government of India (GoI) approved (February 2009) the Road Requirement Plan (RRP). The Ministry of Road Transport and Highways (MORT&H) was entrusted with the responsibility of developing roads under this special programme. The MORT&H set up LWE division under the Chief Engineer for sanctioning and implementing the above programme through respective State Public Works Departments (PWD).

Under this special programme, 53 works comprising length of 2021.73 kilometres (Kms) were sanctioned for ₹ 2897.09 crore in Chhattisgarh during 2009-14. The development of the above roads under the programme was scheduled to be completed by March 2015. However, till March 2014, the physical progress was 618.34 km (31 per cent) and financial progress was ₹ 805.04 crore (27 per cent).

2.6.2 Organisational set-up

The Public Works Department (PWD) is responsible for execution and supervision of these works in the State of Chhattisgarh. The PWD is headed by the Principal Secretary (PS) at Government level. Engineer-in-Chief (E-in-C) is the administrative head of the PWD and is assisted by five Chief Engineers (CE), 12 Superintending Engineers (SE) and 46 Executive Engineers (EE).

The LWE works are being executed by nine Divisions in nine districts (Bastar, Bijapur, Dantewada, Kanker, Kondagaon, Narayanpur, Rajnandgaon, Surguja and Sukma). The map showing LWE affected districts in Chhattisgarh State is depicted below.



LWE affected areas of the State indicated in shades

2.6.3 Audit Objective

Audit of the road works sanctioned and being executed was conducted in order to assess whether-

- the roads included in the scheme are as per actual requirement;
- execution of projects was carried out economically, efficiently, effectively;
- all the relevant rules and norms were followed while executing the projects.

2.6.4 Audit scope and methodology

During Audit, we examined (April-July 2013 and August 2014) records relating to development of roads under the special programme in the offices of E-in-C and Executing Divisions. For detailed scrutiny, we reviewed the records of eight divisions (out of nine Divisions executing LWE works) and examined 32 works out of total number of 39 works executed under LWE programme during 2009-14. An entry conference with the Principal Secretary (PS), PWD was held (May 2013) to discuss the objective, scope and methodology of audit. Request for holding an exit conference has been sent to the PS, response of the same is awaited (December 2014).

The audit criteria was derived from Administrative Approval (AA), Technical Sanction, detailed estimates, Notice Inviting Tender/contract documents, Provisions of Works Department (WD) Manual, Schedule of Rates (SORs), Specifications for Road and Bridge works issued by Ministry of Road Transport and Highways (MORT&H) and Indian Road Congress (IRC).

2.6.5 Funding pattern

The PWD, GoCG is responsible only for execution and supervision of LWE projects and expenditure on these works is being incurred directly by GoI through Engineer Liaison Officer (ELO), National Highways of the State.

The year-wise expenditure on these roads during 2009-14 is as given below:

Table-2.6.1 : Details of Expenditure

<i>(₹ in crore)</i>		
Year	Sanction	Expenditure
2009-10	1251.36	Nil
2010-11	1254.92	163.00
2011-12	180.58	265.00
2012-13	210.23	265.00
2013-14	Nil	112.04
Total	2897.09	805.04

(Source: Information furnished by Engineer-Liaison-Officer)

It is evident from the Table 2.6.1 that despite sanction of projects worth ₹ 2897.09 crores, only ₹ 805.04 crore could be spent in five years indicating slow progress of the works.

2.6.6 Implementation and execution of the project

Status of Works

Fifty three road works covering 2021.73 km were included in the special programme between 2009 and 2014. Out of these, agreements were signed for execution of 39 road works covering 1463.13 km, 11 road works could not be started due to non-participation of contractors/participation of single bidders and no process was initiated in case of three road works.

Against the 39 agreement works, 14 road works covering 428.05 km (21 per cent of sanctioned roads) could be completed (March 2014) involving an expenditure of ₹ 348.47 crore (22 per cent of the total agreement amount of ₹1600.30 crore) and the rest 25 road works awarded to different contractors were in progress (March 2014) which ranged from five to 98 per cent and expenditure of ₹ 451.80 crore was incurred against the tender value of ₹ 1455.11 crore.

Scrutiny of records revealed the following:

2.6.6.1 Slow progress in execution of road works

The works proposed under Road Requirement Plan were divided into three categories by the State Government on perception criteria.

Category-I: Roads where the agencies may be able to carry out the construction without much security arrangement.

Category-II: Roads where agencies may face some sort of problem and need some protection for carrying out the work.

Category-III: Roads where there is high risk of security and execution activities need special protection from the State Government.

Number of roads under different category is given in the table below.

Table-2.6.2: Category wise status of selected work

Type of category	Total road works proposed	Road works completed	Road works in progress	Road works in tender stage	Balance road work where no process yet started
Category- I	19	12	7	--	--
Category- II	9	2	7	--	--
Category-III	25	--	11	11	3
Total	53	14	25	11	3

(Source: Information furnished by Engineer-in-Chief)

It can be seen from the above table, out of total number of 19 road works selected under Category-I, only 12 works could be completed by the department. Balance seven works which were to be completed by 2011-12 remained incomplete even after two-three years of commencement. The percentage of progress of these seven works ranged between 21 and 97 per cent.

Out of these, in two works (Wadrafnagar-Janakpur-Balangi road and Bishunpur-Surajpur-Odgi road) the delay was due to slow progress by the

contractor, in one case (Balarampur–Chando-Samri Road) the slow progress was due to burning of plant and machinery by the *naxalites* and in case of another work (High level bridge at Balarampur-Chando-Samri road) work order was issued in March 2014, which was 40 months after receipt of sanction (November 2010), as the finalisation of tender could be done after twelve bids. No specific reason for delay could be ascertained in remaining three works.

In Category-II, out of nine road works, two road works were completed and seven works are under progress. These seven works were to be completed by 2012-13, however, the progress as of March 2014 ranged between 16 and 48 *per cent*. The reason for slow progress in respect of three works was due to burning of plant and machinery by *naxalites*. In one case (Chotebetia-Rengawahi-Tarawaki road) the delay was due to pending forest clearance. Out of remaining three, in case of two roads the delay was due to slow progress by the contractor and in one case (Jagdulpur-Konta road, New NH-30 Jeeram-Tongpal) no reason for delay could be ascertained from the records.

In Category-III road works, the progress in respect of nine roads ranged from five to 51 *per cent* and progress of two other roads was more than 80 *per cent*. Eleven works were at the tender stage as no agency participated in the bidding process even after issue of several bids and in respect of three other road works, the tenders was not yet finalised.

Thus, the department could not complete the roads selected under Category-I and II within the stipulated period of contract even though security perception was not of higher risk. The progress of Category-III road works was slow, which resulted in failure to improve connectivity in the LWE affected areas.

2.6.6.2 Non-recovery of mobilisation advances from the contractors

As per Clause-32 (part–III) of the agreement, every contractor is eligible to get 10 *per cent* of contract amount as interest free mobilization advance and five *per cent* as equipment advance. In turn an unconditional bank guarantee needs to be submitted by contractor against these advances. As per clause 33 of the agreement, the advance is to be repaid with percentage deductions from the interim payment certified by the Engineer under the contract. Deductions is to be commenced in the next Interim Payment Certificate following that in which the total of all such payments to the contractor has reached not less than 20 *per cent* of the contract price or six months from the date of payment of first instalment of advance, whichever is earlier, provided that the advance is to be completely repaid prior to the expiry of the original time for completion.

Scrutiny of records of EE, PWD (Building & Road), Dantewada and Bhanupratappur revealed that in five agreement works an amount of ₹ 17.06 crore towards mobilisation advance and under one agreement, equipment advance of ₹ 2.48 crore was paid to the contractors. However, within the original time for completion of these works, mobilisation advance of ₹ 9.06 crore and equipment advance of ₹ 1.09 crore only was recovered from the contractors which was against the contract provision mentioned above. The balance amount of ₹ eight crore (mobilisation advance) and ₹ 1.39 crore

(equipment advance) remained unrecovered beyond the original contract period as detailed in **Appendix-2.6.1**. In addition, in one agreement, the bank guarantee of ₹ 38.82 lakh provided by the contractor (agreement no.4/DI, 2010-11) against the mobilisation advance was also not renewed beyond its expire date.

This not only was against the provision of contract, it also had resulted in extension of undue benefit to the contractor.

On these being pointed out (August 2014) the EEs of Dantewada and Bhanupratappur divisions stated that due to *naxalite* incidents and heavy rain, the progress of the works was hampered. As such, the recovery of the advances is being made in proportion to the progress of the work. The EE, Bhanupratappur Division also stated that the bank guarantee were not forfeited in public interest.

The reply is not acceptable as stipulated period of contract was fixed after considering the period of rainy season. Besides, the area being *naxalite* affected was well known to the contractors before entering the contract. Therefore, non-recovery of the advances timely, as per agreement clause, was an extension of undue benefit to the contractors.

Action of the department should be guided by the clauses of the agreement. The work should be completed within the stipulated time and in case of hindrance in execution, effective decision should be taken promptly. In any case, mobilization advance must be recovered within the stipulated period.

2.6.6.3 Application of tack coat over freshly laid bituminous surface resulted in avoidable extra expenditure of ₹ 4.99 crore

As per clause 503.1 of MORT&H specifications, tack coat shall consist of application of a single coat of low viscosity liquid bituminous material to an existing bituminous road surface preparatory to the superimposition of a bituminous mix. MORT&H specification (Clause 503.4.3) also specifies that where the material to receive an overlay is a freshly laid bituminous layer and the overlay is completed within two days that has not been subjected to traffic, or contaminated by dust, a tack coat is not mandatory.

We observed that the provision for widening of the roads from single to two lanes and application of tack coat over freshly laid bituminous surface was made in the sanctioned estimates of 13 roads. Further, scrutiny revealed that at the time of execution of road work, the bituminous layers Bituminous Macadam(BM) were laid separately in each lane leaving the other lane for passage of traffic. However, the second layer of bituminous course (SDBC)¹ was laid after two days of earlier bituminous course (BM). Since the traffic was already diverted through other lane of the road while laying first layer of bituminous course, the second layer of bituminous course could have been laid simultaneously within two days period. Thus, improper planning in execution of road works resulted in avoidable application of tack coat over freshly laid

¹ Semi Dense Bituminous Concrete

bituminous surface, which resulted in extra expenditure of ₹ 4.99 crore, as detailed in *Appendix-2.6.2*.

On this being pointed out in audit, the EE of Ramanujganj and Surajpur divisions replied that the tack coat work was executed as per sanctioned estimates, whereas, the EE, Dantewada division replied that due to high intensity of traffic and contamination of dust, additional tack coat was applied.

The reply is not acceptable as the road work was executed by diverting traffic to the adjacent lane and the second layer of bituminous course (SDBC) could have been laid simultaneously with the first layer (BM) within two days. Thus, in view of MORT&H specification, the application of additional tack coat was avoidable.

2.6.6.4 Execution of work beyond specification resulted in extra cost of ₹47.28 lakh

As per provisions of Indian Road Congress (IRC-37) specification, for designed traffic up to five Million Standard Axles (MSA) and for sub-grade soil of six *per cent* California Bearing Ratio (CBR), the composition of bituminous items for crust should be 50 mm of Dense Bituminous Macadam (DBM) and 25 mm of Semi Dense Bituminous Concrete (SDBC).

Scrutiny of records of work of Dhanora- Mahadabri Lohattar Road (agreement No 6 DL/2010-11) in Rajnandgaon district revealed that crust was designed by the EE with provision of 75 mm thick bituminous items, where the required thickness of SDBC was showed as 25 mm and no specific item for the remaining 50 mm thick bituminous course was mentioned. Against the proposal of EE, MORT&H sanctioned the work with provision of 75 mm BM and 25 mm SDBC and the work was accordingly executed. However, as required under IRC-37 specifications, for 4.8 MSA design traffic and six *per cent* CBR for sub sub-grade soil, the road was to be designed with 50 mm DBM and 25 mm SDBC items.

Similarly, scrutiny of records of work of Dhanora- Moorungaon Road (agreement No 14 DL/2010-11) in Rajnandgaon district revealed that the crust was designed with the provision of DBM (50 mm) and SDBC (25 mm) as required under specifications of IRC-37 for 4.8 MSA designed traffic and six *per cent* CBR value of the sub-grade soil. However, the design was changed by the MORT&H with the provision of 75 mm Bituminous Macadam (BM) and 25 mm SDBC and was accordingly executed.

Thus, the design of road works contrary to the specification and subsequent execution had resulted in extra expenditure of ₹ 47.28 lakh, besides execution of work costing ₹ 3.58 crore not as per specification (*Appendix-2.6.3*).

On being pointed out in audit, the EE stated that the BM (75 mm) was executed as per technical sanction and there was no extra cost.

The reply is not acceptable as crust design prepared by the EE was in accordance with the provision of IRC-37, where provision of 25 mm SDBC and 50 mm DBM was correctly proposed. However, change in the

specification without appropriate reason had resulted in avoidable extra cost and execution of work not as per specification.

Specifications and provisions relating to execution should be strictly adhered in order to complete the works in an economic, efficient and effective manner.

2.6.6.5 Excess payment of ₹ 11.11 lakh due to execution of work without sensor paver finisher

As per general note-15 of Schedule of Rates (SOR), 2009, the BM and SDBC item should be executed with Sensor Paver Finisher² (SPF) to achieve better riding quality and if the SPF is not used, rate of the items should be reduced by three *per cent*.

Scrutiny of records of Rajnandgaon district revealed that in “widening of Dhanora Moorungaon Road and Kahdabri-Lohattar Road” the invoice of SPF was not available. The certified list of Plant and Machinery deployed, as submitted by the contractor, also did not include the SPF. Non-availability of any proof of utilisation of SPF indicated that the same was not used for execution of BM and SDBC. However, the rates of BM and SDBC were not reduced by three *per cent* resulting in excess payment of ₹ 11.11 lakh (**Appendix-2.6.4**).

On being pointed out in audit, the EE, PWD (Building & Road), Rajnandgaon stated that the works were carried out using SPF hence the rates were not reduced.

The reply is not acceptable as the contractor had not submitted proof of availability of SPF for the road work. This was in contravention to Clause 4.5.5 of the contract, according to which contractor was required to own or to have assured ownership of key items of equipment including paver finisher with electronic sensor. Further, the invoice furnished by the contractor in support of ownership of tools and plant indicated availability of mechanical paver finisher instead of SPF.

The provision of schedule of rates should be followed to ensure quality of work.

2.6.6.6 Excess payment of ₹ 1.45 crore towards less use of bitumen and execution of work not as per specification

The SOR-2009 of PWD, GoCG was prepared on the basis of rate analysis based on the Standard Data Book of MORT&H specifications. As per this specification, the density of bitumen for execution of SDBC and BM items should not be less than 2.3 gm/cc and 2.2 gm/cc respectively. As per Clause 507.3.3 of MORT&H specification, the contractor should inform the Engineer-in-charge in writing at least 20 days before the start of the work of the Job Mix Formula (JMF)³. The E-in-C, PWD, GoCG had in September 2011 clarified in an 'amendment' that the consumption of bitumen

² Sensor Paver Finisher is a computerized paver machine which provides better riding quality than Mechanical Paver Finisher

³ Job Mix Formal is the recommended mixture of aggregate gradation, asphalt type and binder content.

should be either with density derived from JMF or as per MORT&H specification, whichever is higher. If the density is found to be lower than that of required standard, the rate should be deducted proportionately for lesser densities of the mix.

We observed from the records of six agreement works (*Appendix-2.6.5*) pertaining to three divisions that in two agreement works, the JMF for SDBC was prepared. Out of this, JMF was prepared according to MORT&H specification in one agreement (14/DL 2010-11), however, work was executed with lesser density mix. In respect of another agreement (11/DL 2010-11), JMF was approved with lesser density mix than as prescribed by MORT&H. Further scrutiny of the measurement books revealed that the density of bitumen utilised in six road works ranged between 2.0 gm/cc to 2.048 gm/cc for BM items and 2.0 gm/cc to 2.23gm/cc for SDBC items. The use of lesser density of mix resulted in execution of bituminous work costing ₹ 27.43 crore below the MORT&H specifications. Further, the payment to contractor was not deducted proportionately despite less consumption of 385 MT bitumen as compared to MORT&H specification, which resulted in excess payment of ₹ 1.45 crore.

On this being pointed out in audit, the EEs of Rajnandgaon and Surajpur stated that the work was executed as per JMF. The EE, Jagdalpur stated that the agreements were executed before the issue of amendment in September 2011.

The reply is not acceptable as the amendment issued by E-in-C was a clarification for the use of bitumen either with density derived from JMF or as per MORT&H specification, whichever is higher and therefore, minimum density of mix as per MORT&H specification was required to be adhered to. Further, the measurement book of EE, Rajnandgaon recorded the use of lesser density mix as compared to JMF. EE, Surajpur did not provide the JMF used in the road work, however, as per measurement book, the use of bitumen was lesser than the prescribed standard.

The department should ensure follow up of various provisions and specification to ensure quality of the work executed.

2.6.7 Conclusion

- The department could complete 31 *per cent* of the sanctioned road works within the five year period defeating the objective of improving connectivity in LWE affected areas. Roads works in the areas having no security risks were also not completed in time indicating lack of concerted efforts of the department.
- Interest free Mobilisation and equipment advances paid to the contractor amounting ₹ 9.39 crore were not recovered within the original contract period as required under contract provisions.
- Execution of works not as per specification resulted in avoidable expenditure on road works. In addition, instances of excess payments to the contractor were also noticed in audit.

PUBLIC WORKS AND PUBLIC RELATION DEPARTMENT

2.7 *Vikas Yatra*

2.7.1 Introduction

Vikas Yatra programme was introduced in the State during the State election year 2013-14. Under this programme, a journey of 6000 km by the Chief Minister of Chhattisgarh throughout the State was envisaged with the stated objective of giving an account of the works done by the State Government for public welfare, to motivate people for taking benefit from the public welfare schemes and policies of State Government and to develop direct communication between farmers, labourers, villagers and other sections of society thereby creating a positive environment of trust and development across the State.

The *Yatra* was inaugurated on 6 May 2013 from Dantewada and concluded at Ambikapur on 7 September 2013. During *Yatra*, the Chief Minister addressed about 91 public gatherings and attended various programmes organized at more than 100 places. In various phases of *Vikas Yatra*, the Chief Minister inaugurated and laid foundation stones for nearly 6200 development and construction works worth ₹ 6200 crores. During the journey, Chief Minister also distributed free bicycles, sewing machines, solar lamps, paddy and tendupatta bonus and other incentives worth crores of rupees to thousands of beneficiaries, under various public welfare schemes.

A provision for allotment of ₹ 2.25 crore was made in the year 2013-14 by the Government in the supplementary budget under Grant number 01-2052-090-8920-*Vikas Yatra* pertaining to General Administration Department (GAD) and the same was allotted to District Collectors against which 100 *per cent* expenditure was incurred. No further funds were allotted under the programme in subsequent year *i.e.* 2014-15.

In audit (April to June 2014) we examined the records related to Budget provision, allotment and expenditure for *Vikas Yatra* and related records of 10 divisions¹ of Public Works Department (PWD) and Director, Public Relation Department (PRD). The exit conference was held with the Principal Secretary, PWD and PRD on 28 November 2014. The replies received from the Government have been appropriately incorporated.

2.7.2 Audit findings

The results from scrutiny of records relating to the *Vikas Yatra* are discussed in the following paragraphs:

¹ EE, PWD, Dn. Balod, EE, WRD, Kota, EE, PWD, Dn. No. 2 Raipur, EE, PWD, Dn no. 1, Jagdalpur, EE, PWD, Dn. Kondagaon, EE, PWD, Dn. Kanker, EE, PWD, Dn. Durg, EE, PWD, Dn. Khairagarh, EE, PWD, Dn. Bemetara and EE, PWD, Dn. Dantewada.

2.7.2.1 Irregular expenditure of ₹ 9.58 crore on Vikas Yatra

(i) Expenditure without budget provision

Para 4.133 of the Works Department (WD) Manual stipulates that the schedule of expenditure as authenticated by the Governor comprising the grants made by the Assembly will be communicated by the WD to the Engineer-in-Chief (E-in-C), who is responsible for the control of expenditure under each grant in the WD Budget. Further Para 4.142 and 4.144 of the WD Manual stipulates that expenditure can only be incurred on a work or other object, if funds to cover the charge during the financial year have been provided by the competent authority and when an allotment or appropriation has been sanctioned.

During scrutiny of records of 10 divisions of PWD it was observed that contrary to above provisions, an expenditure of ₹ 2.33 crore was incurred (2013-14) towards erection of tent houses and other arrangements for Chief Minister's programme for *Vikas Yatra* without any budget allotment for that purpose. The expenditure was charged to the 'Annual repair and Maintenance' head for road/building works (**Appendix-2.7.1**). Further, no rate analysis of the items of expenditure was done and no guidelines regarding items or materials to be used during *Vikas Yatra*, mode of execution or any financial limit of expenditure were found on record.

Similarly in Public Relation Department (PRD) it was observed that the department had incurred (2013-14) an amount of ₹ 7.25 crore during *Vikas Yatra* from the budget received under Grant No. 32-2220-101-2320-08 (Publication) and 32-2220-101-2320-09 (Promotion and Advertisement) and 41-9797-09 (Promotion and Advertisement in Tribal areas). No separate budget proposal for *Vikas Yatra* was sent to finance department and the expenditure was incurred from the regular budget received under Grant no. 41 and 32. It was also noticed that the percentage of allotment and expenditure under 'Publicity and Promotion' was increased by 68 and 64 *per cent* during the year 2013-14 in comparison to the year 2012-13.

On being pointed out, PW Department while accepting the audit observation stated (November 2014) that there was no separate budget provision for *Vikas Yatra*, due to which expenditure was met from the annual repair and maintenance head of road and building works and the same would be debited to the correct head of account whenever allotment would be received from the PRD. On the other hand, Principal Secretary, PRD stated (November 2014) that *Vikas Yatra* is not a regular programme for which separate budget proposal be made or budget allotment be obtained. In the mid financial year, when the Government decides to advertise Government schemes, it is not possible to obtain separate budget for the purpose. Hence, from the regular budget the expenditure was incurred for advertisement of Government scheme.

Reply of PRD is not acceptable as supplementary budget provision of ₹ 2.25 crore for *Vikas Yatra* was made by the Government during 2013-14.

(ii) Expenditure without inviting tenders

As per Section II, Para-8 of Chhattisgarh Finance Code, no Government servant may incur any item of expenditure from public funds unless the expenditure has been sanctioned by a general or special order of the authority competent to sanction such expenditure. Further, as per Government of Chhattisgarh order No. 8231/8275/04/19/nivida/B, Raipur dated 31 October 2005, tender must be invited for all works proposed to be given on contract unless the amount of work proposed to be given on contract is ₹ 50,000 or less.

It was however, observed that the tent arrangement works for *Vikas Yatra* were executed by PWD after incurring an expenditure of ₹ 2.33 crore without any specific guidelines/standards and tenders. The firms were selected on the basis of quotation and payment was made to them on the basis of bills submitted.

On this being pointed during audit, PWD while accepting the audit observation stated that due to important and contingent nature of work, the formalities of inviting tender could not be followed.

2.7.2.2 Undue benefit to the advertisement agency due to acceptance of offer rate of the agency

Para-35 of Advertisement Rules 2010 stipulates that as per the requirement and availability of budget, advertisement may be given on electronic media: TV channels, local cable and websites/news portal, but there was no provision for advertisement through Voice/Text SMS and Truck Mounted LED Screen. Para-18 stipulates that the purpose of government advertisement is not to help newspapers and magazines but is to make balance in publications of different categories. Further as per Government of Chhattisgarh order No. 8231/8275/04/19/nivida/B, Raipur dated 31 October 2005, tender must be invited for all works unless the amount of work is ₹ 50,000 or less.

During scrutiny of records of advertisement made through electronic media, it was observed that PRD accepted (April 2013) a proposal for advertisement of government schemes through Voice/Text SMS from M/s Konsole Indya Communications Private Limited, Raipur for an amount of ₹ 40.53 lakh without observing any tendering process. Further scrutiny revealed that after advertisement of government schemes during *Vikas Yatra* (May 2013), department issued (August 2013) *ex-post facto* work order for ₹ 23.54 lakh against which an amount of ₹ 20.73 lakh was paid in August 2013 and ₹ 13.18 lakh was paid in November 2013 against the original proposal of ₹ 40.53 lakh (May 2013). The total payment to the firm (₹ 33.91 lakh) is also excess by ₹ 10.37 lakh as compared to the work order issued (₹ 23.54 lakh).

It was also observed that the advertisement was done through bulk Text/Voice SMS in the mobile phone of different categories of mobile users, but there was no mechanism in place to check the details of SMS and mobile numbers to whom Text/Voice SMS were forwarded. The agency had also not submitted any such details to the department in support of its claim. Thus, without

ascertaining the actual work done, the payment against the bill submitted by the firm was irregular.

Similarly, a proposal from M/s Digital Screen Private Limited, Mumbai was received in April 2013 for advertisement of various government schemes through Truck Mounted LED Screen during Chief Minister's *Aam Sabha* at different places for the *Vikas Yatra*. The department without inviting tender accepted (April 2013) the proposal at the rate of ₹ 60,000 per day on rental basis with the condition that payment would be made at the lowest rate received from subsequent tendering process. Thus, the department had finalised the agency even before tender notice was issued with a unique condition for payment as aforesaid which made the entire process of award of work dubious and irregular.

The work was got executed through the same agency (May 2013 and August 2013) and an amount of ₹ 84.59 lakh was paid to the agency between August and September 2013 at the rate of ₹ 59,000 per day as rent, being the lowest rate communicated by *Samvad* (Government facilitating agency) which was obtained in a subsequent tender (July 2013). Thus, the award of work for advertisement through Voice/Text SMS and Truck Mounted LED Screen was made in clear violation of the Advertisement rules and without inviting tender.

On this being pointed out, Government stated (November 2014) that Voice/Text SMS advertisement was used as a new technique for the advertisement of the government schemes. As this was a new tool of advertisement of government scheme, it was not mentioned in the advertisement policy of the State. It was further stated that due to urgent requirement of advertisement during *Vikas Yatra*, work was allotted to M/s Konsole Indya, empanelled with the *Samvad* on their proposal. Since the work was done according to the prescribed rate of *Samvad*, negotiation of rate was not done. Regarding advertisement of government schemes through LED Truck Mounted Screen, it was stated that the decision was taken few days before commencement of *Vikas Yatra*. The process of tender was not done due to time constraints and work was carried out on the proposal of M/s Digital Screen under the condition that payment will be made according to the lowest rate received later on based on tendering.

The reply is not acceptable as Text/Voice SMS and advertisement through Truck Mounted LED screen was not provided in the Advertisement Rules. Department's contention that the firm was empanelled with the *Samvad* is also not acceptable as three other firms having similar rates were also empanelled with *Samvad*. Thus, awarding work without tendering was not only in contravention to the codal provisions, it also resulted in non-obtaining competitive rates besides indicating lack of transparency in the entire process.

We recommend that tendering process should be followed before awarding of contract for execution of any work in order to maintain transparency and to obtain competitive rates.

2.7.3 Conclusion

- Funds totalling ₹ 2.33 crore allotted for annual repair and maintenance of road/building works to PWD and ₹ 7.25 crore allotted for Publication, Promotion and Advertisement to PRD was irregularly diverted for *Vikas Yatra* by the department.
- The work of erection of tent houses and advertisement through Text/Voice SMS and Truck Mounted LED screen was awarded to agencies without inviting tenders in violation of codal provisions.

HOME (JAIL) DEPARTMENT

2.8 Infrastructure in Jails

2.8.1 Introduction

Adequate infrastructure is an important pre-requisite for the efficient management of prisons and humane living conditions for inmates. In the State of Chhattisgarh, Jails are governed according to the Chhattisgarh Jail Manual (hereinafter called the Manual). As per Rule 30 (A) of the Manual, each prisoner is to be provided with a minimum ground space of 41.806 square metre. The Manual (Rule 33) also stipulates that there should be sufficient number of toilet seats in each enclosure cell and for every five prisoners one toilet seat would be required. Further, the Manual provides that there should be one hospital in each Jail (Rule 39) and all subordinate officers are to reside in Jail quarters (Rule 266).

2.8.2 Organisational setup

The Principal Secretary, Home (PS) is the administrative head of the Jails and Correctional Services (JCS) Department at the Government level. Director General, Prisons and Correctional Services (DGP) is the head of the Department (Jail Headquarter, Raipur) who is assisted by the Inspector General of Prisons and Correctional Services (IGP) and the Additional Inspector General, Prisons (AIGP). There are five Central Jails¹ at Division level, 10 District Jails² at District level and 12 functional Sub-Jails³ at District and *Tehsil* level. The CJs and DJs are managed by Jail Superintendents (JSs) while the Sub-Jails are managed by Deputy Superintendents/ Deputy Jailors.

2.8.3 Audit objectives

The audit objectives were to assess whether:

- infrastructure in Jails was adequate for the prisoners in order to reduce congestion and provide humane living condition;
- implementation of the schemes and projects related to improvement in infrastructure of prisons was efficient and effective;
- prisoners were kept in a safe and secure environment;
- facilities and privileges to prisoners, as mentioned in the Acts and Rules were being provided for;

2.8.4 Scope and methodology of audit

The audit criteria was drawn from the Chhattisgarh Jail Manual as well as from the circulars issued by the Government for infrastructure creation. The audit was conducted (March to July 2014) by test check of records of the

¹ Ambikapur, Bilaspur, Durg, Jagdalpur and Raipur

² Baikunthpur, Dantewada, Dhamtari, Jangir, Jashpur, Kanker, Korba, Mahasamund, Raigarh and Rajnandgaon.

³ Balod, Baloda Bazar, Bemetara, Dongargarh, Gariyaband, Kabirdham, Katghora, Manedragarh, Pendra road, Ramanujganj, Sarangarh, and Surajpur

offices of the DGP, three out of five Central Jails,⁴ five out of 10 District Jails⁵ and six out of 12 Sub-Jails⁶ covering the period from 2009-10 to 2013-14. It also included physical verification of the test checked units.

Audit findings were discussed during the exit conference held with the Additional Secretary of Home Department on 17 September 2014. Reply of the Government was received (September 2014) and the views of the Government have been incorporated at appropriate places

Audit Findings

2.8.5 Financial management

Funds are provided to the department through budget (Major Head 2056) sanctioned by the State Government. Funds were also made available to the department as grants (Grant No 48-7416) on the recommendations of the 13th Finance Commission.

Provisions made and expenditure incurred for creation of infrastructure in Jails during the year 2009-10 to 2013-14 are detailed below:

Table 2.8.1: Details of allotment and expenditure on Jails infrastructure as of September 2014

(₹ in crore)

Year	Head of Account	Allotment received and transferred to executing agency (PWD)	Expenditure by PWD (As of September 2014)	Balance with PWD	Percentage of expenditure
2010-11	Navin Head (From State Head)	8.57	5.26	3.31	61.37
2011-12	13 th Finance Commission	37.50	7.55	29.95	20.13
2012-13	13 th Finance Commission	29.67	6.53	23.14	22.00
	Navin Head (From State Head)	3.40	1.81	1.59	53.24
2013-14	13 th Finance Commission	18.15	0.39	17.76	2.14
Grand Total		97.29	21.54	75.75	22.13

(Source: Information furnished by Department and compiled by audit)

From the above table, it is evident that only ₹ 21.54 crore could be utilised against total allotment of ₹ 97.29 crore, which constituted mere 22 per cent of the available funds. It was also observed that substantial funds totalling ₹ 70.85 crore (83 per cent) allotted under 13th Finance Commission to PWD could not be utilised due to lack of planning by the department and inability to provide or finalise land.

Under Jail Modernisation Plan, grants were provided by Government of India during 2002-07 of which the Centre and State share was 75 and 25 per cent respectively. The funds for subsequent years were based on the utilisation of funds in the current year. Audit observed that funds were being provided to the executing agency (PWD) for creating Jail infrastructure. However, due to non-utilisation of funds by PWD, ₹ 8.31 crore pertaining to Jail modernisation (₹ 0.82 crore for 2004-06 and ₹ 7.49 crore for 2006-07) were released by GoI in 2009-10 and accordingly transferred to PWD. Out of this, ₹ 2.80 crore remained un-utilised as of July 2014.

⁴ Ambikapur, Bilaspur and Raipur

⁵ Dantewada, Dhamtari, Jashpur, Raigarh and Rajnandgaon

⁶ Balod, Dongargarh, Kabirdham, Koriya, Pendra road and Surajpur,

On this being pointed out, Government admitted the factual position and stated (September 2014) that out of the funds (₹ 8.31 crore) allotted to PWD, expenditure of ₹ 6.07 crore has been incurred and the balance fund would be utilised completely in next three to six months on the extension work of Ambikapur Central Jail.

We recommend that necessary measures should be taken to utilise the funds efficiently so as to ensure timely receipt of funds.

2.8.6 Staff Position of Selected Jails

(a) Shortages of staff in the Jails

During the period of audit, the staff position against sanctioned post of selected Jails was as follows:

Table 2.8.2: Details of staff Position

Sl. No	Name of Jails	Sanctioned Post		Working Post		Shortfall (Percentage)	
		Overall Staff	Wardens / security	Overall Staff	Wardens / security	Overall Staff (per cent)	Wardens/ security (per cent)
Central Jail							
1	Ambikapur	149	93	58	28	91(61)	61(66)
2	Bilaspur	192	123	84	41	108(56)	82(67)
3	Raipur	316	246	162	131	154(49)	115(47)
District Jail							
4	Dantewada	63	47	28	20	35(56)	27(57)
5	Dhamtari	59	47	27	20	32(54)	27(57)
6	Jashpur	54	41	27	19	27(50)	22(54)
7	Raigarh	57	42	25	18	32(56)	24(57)
8	Rajnandgaon	58	43	27	21	32(55)	22(51)
Sub-Jail							
9	Balod	30	29	25	15	15(50)	10(34)
10	Dongargarh	43	34	22	15	21(49)	19(56)
11	Kabirdham	40	33	6	3	34(85)	30(91)
12	Koriya	52	41	27	20	25(48)	21(51)
13	Pendra Road	34	25	18	13	12(35)	22(88)
14	Surajpur	43	29	26	21	17(40)	8(28)

(Source: Information furnished by Department and compiled by audit)

From the above table, it is evident that vacant posts of staff in 14 Jails ranged between 35 and 85 per cent and wardens and security staff essential for safe and secured custody of prisoners ranged between 28 and 91 per cent as a result of which infrastructure created could not be utilised.

On this being pointed out Department stated (September 2014) that the recruitment process of wardens and security staff is in progress.

Due to inadequate effort to timely appoint the wardens and other staff, the created infrastructure could not be put to use, as discussed in following para.

(b) Non-utilisation of barracks due to shortage of Wardens

During physical verification of four⁷ selected District Jails and two⁸ Sub Jails, it was observed that the construction of the seven new barracks valuing ₹ 1.40

⁷ Dhamtari, Rajnandgaon, Raigarh and Baikuntpur

⁸ Balod and Dongargarh

crore in these Jails were completed during the period 2009-12. However, due to shortage of wardens, these newly constructed barracks were not put to use. The vacant post of wardens in these Jails ranged between 50 and 60 *per cent*.

On this being pointed out, Government stated (September 2014) that the recruitment process of wardens were in progress.

Reply confirms that the construction of Jail barracks was done without ensuring the availability of wardens which resulted in non-utilisation of the created infrastructure.

We recommend that steps should be taken to fill the vacant post at the earliest for proper administration of the functioning of the Jails as well as to ensure safety inside the Jails.

2.8.7 Condition of prisoners

(a) Overcrowding in Jails

As per Rule 30 (A) of the Jail Manual, each prisoner is to be provided with a minimum ground space of 41.806 square metre.

The number of prisoners and accommodation of prisoners in Jails of Chhattisgarh during the year 2009-10 to 2013-14 are detailed below:

Table 2.8.3: Details of overcrowding in the State Jails

Year	Capacity of jails			Number of prisoners			Excess prisoners (Percentage)
	Male	Female	Total	Male	Female	Total	
2009-10	4842	427	5269	11654	572	12226	6957 (132)
2010-11	4743	426	5169	12690	573	13263	8094 (157)
2011-12	4984	446	5430	13457	640	14097	8667 (160)
2012-13	5476	474	5950	14358	686	15044	9094 (153)
2013-14	5744	498	6242	15355	779	16134	9892 (158)

(Source: Information furnished by Department and compiled by audit)

It is evident from the above table that during the year 2009-10, the total capacity of prisoners in all Jails was 5269 in the State which increased to 6242 by the year 2013-14 due to construction of three new sub-Jails⁹ and barracks. However, the number of prisoners against the capacity during the last five year shows persistent overcrowding ranging from 132 to 160 *per cent*. As of March 2014, the position of overcrowding in various Jails are given in **Appendix--2.8.1** which exhibit that in 20 out of the 27 Jails/sub-Jails in the State, the overcrowding of prisoners was more than 100 *per cent* of the capacity. It is also observed that overcrowding was maximum in District-Jail Kanker (526 *per cent*) and minimum in District Jail Baikunthpur (seven *per cent*).

⁹ Sub-Jail Kabirdham, Saranggarh and Sakti

Photographs showing overcrowding in Jails



Photograph of Central Jail Ambikapur showing 157 prisoners accommodated in 50 capacity barrack



Photograph of District Jail Jashpur showing 132 prisoners accommodated in 30 capacity barrack



Photograph of District Jail Raigarh showing 118 and 80 prisoners accommodated against barracks of capacity of 40 and 20 respectively



For enhancing the capacity of Jails by constructing additional barracks 179 works were sanctioned by the department during the years 2010-14. The status of these barracks are as under:

Table 2.8.4: Status of barracks sanctioned during the years 2010 to 2013-14

Year	Number of Barracks Sanctioned	Completed	Incomplete
2010-11	28	11	17
2011-12	17	04	13
2012-13	56	00	56
2013-14	78	00	78 (work not started)
Total	179	15	164

(Source: Information furnished by Department and compiled by audit)

It is evident from the table that against 179 barracks sanctioned, 15 barracks could only be completed. Further, out of these 179 barracks, 23 were sanctioned for the security personnel. Even the remaining 156 new barracks for prisoners are not sufficient to mitigate the overcrowding in the State Jails as it would facilitate accommodation of only 3120 prisoners¹⁰ against overcrowding of 9892 prisoners.

On this being pointed out, Government stated (September 2014) that steps were being taken to reduce the overcrowding, Four new Sub-Jails with 260 prisoners capacity have already been sanctioned and a proposal for one Central Jail in New Raipur with capacity of 1500 prisoners is under consideration by the Government.

We recommend that sufficient infrastructure should be created to increase the capacity of Jail in order to avoid the overcrowding of the prisoners.

¹⁰ 156*20=3120

(b) Reduction in living space

The Jail Manual (Rule 22) specifies superficial area of 10.972 meters and 152.400 cum space for each sleeping ward in the barracks. Rule 28 *ibid* specifies separate sleeping berths for each prisoner with a minimum width of 0.7620 meter and height of 1.9812 metre so that the prisoners do not touch each other.

It was seen that new barracks were constructed without provision of sleeping berths in all the Jails. Moreover, sleeping berths in old barracks were dismantled in six test checked Jails¹¹ for providing extra space (50 to 70 prisoners against the barrack capacity of 20 prisoners) to adjust the overcrowding of prisoners. Thus, due to overcrowding, prisoners were forced to lay down/sleep on floors of barracks during all seasons creating potential health hazards.

On this being pointed out, Government stated (September 2014) that new barracks were being constructed in the vacant space available in Jails along with construction of new Sub-Jails and extension works of three Central Jails, five District and two sub-Jails are in progress. The problem of overcrowding would be overcome once these works are completed.

The reply of the Government is not acceptable. Fact remains that due to overcrowding in the prisons, the elementary and basic right of every prisoner for having stipulated grounding, sleeping and breathing space in the prison has been denied which was a violation of the provisions of Jail Manual. It also has adverse implications on the health and hygiene of the prisoners.

(c) Inadequate sanitation facilities

The Jail Manual stipulates (Rule 33) that there should be sufficient number of toilet seats in each enclosure cell and for every five prisoners one toilet seat would be sufficient.

During scrutiny of records of Director General, Jails, it was observed that in the entire State, due to shortage of barracks, there was overcrowding of prisoners which has been discussed in earlier Para 2.8.7(a). It was further observed that the State had 16,134 prisoners and to cater to this sizeable number of prisoners, there were only 1382 toilets (as of April 2014). This implied that on an average only one toilet seat was available for every 12 prisoners. Test check in 14 Jails, revealed that only 863 toilet seats were available for 10,213 prisoners, indicating one toilet seat for every 12 prisoners. This was far below the prescribed norm of one toilet seat for every five prisoners as prescribed in the Manual. Shortage of toilets in the test checked Jails are shown in the following table:

¹¹ Central Jail Ambikapur and District Jail Dhamtari, Rajnangaon, Raigarh Sub-Jail Balod and Dongargarh.

Table 2.8.5: Details of shortage of toilet seats against the norms

Name of Jail	Total number of Prisoners (both male & female)	Total number of toilets/seats required as per norms	Actual number of toilet seat available (both male & female)	Shortage percentage
Central Jail				
Raipur	2863	573	303	89
Bilaspur	2701	540	160	237
Ambikapur	1874	375	157	139
District Jail				
Dhamtari	133	26	12	116
Rajnandgaon	274	55	27	103
Raigarh	620	124	55	125
Jashpur	384	77	28	175
Dantewada	539	107	34	214
Sub-Jail				
Dongargarh	107	22	18	22
Balod	102	21	14	50
Surajpur	212	43	22	100
Pendra Road	135	27	09	200
Kabirdham	105	21	15	40
Koria	125	25	27	0

(Source: Information furnished by Department and compiled by audit)

From the above table, it is evident that there was wide variation in the availability of toilet seats. While there was no shortage of toilet seats in Koria District, the shortage ranged between 22 and 237 per cent in the other 13 test checked Jails. Shortage of toilet seats invariably affects the sanitation and hygienic accommodation of the prisoners.

On this being pointed out, Government stated (September 2014) that during period 2011-14, 490 toilets were sanctioned from 13th Finance Commission grants and the construction works were in progress. A provision for construction of 800 toilets has been made in State budget 2014-15.

The reply of the Government does not address the issue of remaining shortages. Even though provision for construction of 1200 toilets has been made, there will still be a shortage of about 600 toilets as per the norms. Moreover, the construction works on the toilets sanctioned has not been started yet.

Steps shall be taken to construct adequate number of toilets at the earliest in order to provide proper sanitation and hygienic accommodation to the prisoners.

2.8.8 Creation of Infrastructure

Blockage of funds amounting to ₹ 62.04 crore due to incomplete/slow progress of work

The Jail Department has allotted all infrastructure works to the executing agency Public Works Department (PWD) as deposit work which were to be completed in a time period of 18 months for minor works and 24 months for major works from the date of transfer of funds to them.

(a) During scrutiny of records it was observed that in respect of 36 construction works of Jail infrastructure (barracks, boundary wall, hospital building) an amount of ₹ 40.36 crore (**Appendix-2.8.2**) was provided to the executing agencies (PWD) during the period 2009-10 to 2012-13. Further scrutiny revealed the following:

- Construction of 15 works costing ₹ 20.12 crore could not be commenced due to non-completion of tendering process, mainly due to non-participation of contractors.
- Three works costing ₹ 5.65 crore could not be taken up for want of revised estimates.
- Construction of 18 works costing ₹ 14.60 crore were sanctioned during 2006-07 to 2012-13 and accordingly funds were transferred to the executing agencies during March 2010 to October 2012. However, the tendering process was delayed due to non-participation of contractors. Further, even after award of the works, these were not completed by the contractor within the prescribed time and remained incomplete as of September 2014, with delays ranging from six to 24 months.

Thus, even after a lapse of six months to three years, an amount of ₹ 4.70 crore (11 *per cent*) could only be utilised on these works and none of the works was completed as of March 2014.

(b) For construction of nine works relating to creation of staff amenities (staff quarter and staff training centre), an amount of ₹ 21.68 crore (**Appendix-2.8.3**) was provided to the executing agencies during the period 2011-12 to 2012-13. However, even after a lapse of one to three years, only ₹ 0.85 crore (four *per cent*) could be utilised on the works and the same were not completed as of March 2014. Further scrutiny revealed the following:

- In Central Jail, Raipur, the work of construction of 14 multi-storey buildings for staff quarters was sanctioned during 2011-12 for ₹ 13.28 crore. Out of these, construction of two buildings was in progress (June 2014). Construction of seven buildings was stopped (December 2012) due to land dispute and construction of five buildings could not be started due to non-availability of land.
- Construction of six works of one District and four Central Jails in the State costing ₹ 4.79 crore could not be commenced due to non-completion of tendering process and owing to non-participation of contractors.
- Two construction works of District Jail, Dantewada and Central Jail Raipur costing ₹ 3.62 crore were sanctioned during 2010-11 to 2011-12 and accordingly funds were transferred to executing agencies in March 2011 and October 2012. However, the tendering process was delayed ranging from six months to two years due to non-participation of contractors in the tender. Further, after awarding these works, there was no progress in one work and 35.88 *per cent* progress in respect of the other work as of March 2014.

On this being pointed out, Government stated (September 2014) that meetings were held 14 times with PWD officials since year 2012 and instructions were issued for early completion of the works.

We recommend the following:

- *Department may take the matter at Government level for timely action by the executing agency (PWD) for intended results so that required facilities can be provided to Jail staff and prisoners.*
- *Steps must be taken immediately to complete the ongoing construction works to create infrastructure and staff amenities in jails within a stipulated time.*

2.8.9 Non-utilisation of created infrastructure /Idle expenditure

(a) Idle expenditure of ₹ 1.09 crore due to non-construction of boundary walls

During audit, the following instances of non-utilisation of infrastructure created/idle expenditure were observed.

For mitigating the problems of overcrowding in Jails, Jail Headquarter Raipur had released ₹ 29 lakhs in 2006-07 under the State scheme for construction of four barracks in District Jail Jashpur. It had also released ₹ 40 lakh for construction of two barracks in Sub-Jail Surajpur from 13th Finance Commission grant in 2011-12. Scrutiny revealed that due to non-availability of space inside the Jails, Director General, Jails instructed (2008-09 and 2012-13) to construct the sanctioned barracks outside the Jail premises. This required construction of compound walls around the newly sanctioned barracks for security purpose.

During physical verification of District Jail, Jashpur and Sub-Jail, Surajpur we found that though the sanctioned barracks were constructed, the same were, however, not being utilised due to non-construction of boundary wall. It was also found that these newly constructed barracks were getting damaged (roof, wall and column etc.) due to their non- maintenance.

Further scrutiny revealed that proposals for construction of boundary wall for District Jail, Jashpur and Sub-Jail, Surajpur, at an estimated cost of ₹ 1.17 crore and ₹ 1.52 crore respectively were sent (March 2013 and March 2014) to Jail Headquarters, Raipur for Administrative approval but the same was not accorded till date (July 2014).

- Similarly, in District Jail, Jashpur, for construction of one Juvenile Cell (Kishor Jail for prisoners under 16 years of age) along with two barracks, ₹ 40.00 lakh was released in 2007-08 to minimise overcrowding in prisons. Though the Juvenile Cell along with two barracks were constructed (2009-10), the same were not being utilised (September 2014) as the height of existing boundary wall was not as per the prescribed norms (13 feet as against the prescribed norm of 21 feet).

Thus, either due to non-construction of boundary wall or construction of boundary wall without sufficient height, infrastructure valuing ₹ 1.09 crore created since 2009-10 (Jashpur) and 2011-12 (Surajpur) could not be utilised.

On this being pointed out, Government Stated (September 2014) that extension work of main boundary wall of Jashpur Jail had been sanctioned from the savings out of the provisioned works of 2012-13 under the 13th Finance Commission and in respect of sub-Jail, funds have since been sanctioned for the extension of boundary wall.

Fact remains that both the created infrastructures could not be utilised for last five years and one year respectively due to lack of proper secured environment owing to non-construction of boundary wall. Moreover, even though funds, as stated by Government, have been sanctioned for extension of boundary walls works were not taken up as of July 2014.

(b) Idle expenditure of ₹ 1.17 crore on construction of Sub-Jail, Mungeli

Under the scheme of Modernisation of Jails, Sub-Jail, Mungeli was constructed (June 2006) at the cost of ₹ 1.17 crore without making provision for staff quarters. Due to non-availability of residential quarters in the Jail premises, the same was however, not taken over by the department. Subsequently, for construction of residential quarters in the Sub-Jail Mungeli, ₹ 82.00 lakh was provided to the executing agency by the department during the year 2010-11. During inspection (July 2010) of the Sub-Jail, the Members of the Public Accounts Committee, they had objected to the sub-standard quality of construction. Chief Engineer, PWD had also accepted the sub-standard construction of the sub-Jail building. Due to this, department did not take the possession of the Sub-Jail and requested (November 2011) the Collector and District Magistrate, Bilaspur to allot separate land for construction of new Jail at Mungeli. Thus, infrastructure created at a cost of ₹ 1.17 crore was not being utilised for the intended purpose and it remained idle since June 2006.

On this being pointed out, Government stated (September 2014) that Sub-Jail Mungeli would be taken into use after completion of repairing works by the PWD.

Reply of Government is not acceptable as utilisation of the Sub-Jail is unlikely since the department have already requested the District Magistrate for a new land for this.

(c) Non-utilisation of infrastructure for intended purpose

Scrutiny of records revealed that the Sub-Jails of Sukma and Narayanpur were in operation till 2006. Thereafter, in compliance to the State Government order to vacate these Jails for accommodating Central Reserve Police Force (CRPF) personnel, the prisoners and existing staff were shifted to other Jails. Later, as per the orders (November 2007) of the State Government, the CRPF personnel were to be vacated for taking over the Narayanpur Sub-Jail but the same was not done due to security reasons and was continued to be utilised for accommodating CRPF personnel. Thus, the sub-Jail was not being utilised for the intended purpose as of July 2014.

On this being pointed out, Government stated (September 2014) that these Sub-Jails have security problems from the *naxalites*. However, it would be taken back from CRPF by constructing adequate number of barracks with all facilities for more number of security forces. After completion of construction of barracks for security personnel it would be utilised for the Jail purpose.

Reply is not acceptable as funds totalling ₹ 1.67 crore was sanctioned during 2012-13 for construction of barracks in Sukma and Narayanpur sub-Jails and for accommodating CRPF personnel. However, the same has not yet been completed due to non-participation of contractors in the tendering process.

(d) Hospital building costing ₹ 56 lakh remained un-utilised

As per Rule 39 of the Manual, every Jail should have a Hospital or provision for reasonable space for the treatment and comfort of sick inhabitants.

Accordingly, a 40 bedded hospital was sanctioned for Central Jail, Ambikapur in 2011-12 at an estimated cost of ₹ 56 lakh. After completion (December 2013) of construction of Hospital building, the Jail Headquarters had supplied 40 beds for the said Hospital. Similarly, a five bedded hospital and a Pharmacist room each were constructed in Kabirdham and Surajpur Sub-Jail at the time of construction of these Sub-Jails.

During scrutiny of the records and joint physical verification along with departmental officials (June 2014), we found that the Hospital in Central Jail, Ambikapur, was never utilised (December 2013) due to non-posting of nursing staff and lack of mattress, medical equipments etc. Further, in the absence of a full-time Pharmacist in the hospital in Sub-Jail, Kabirdham since 2011-12 and Sub-Jail Surajpur after its completion (1998), the same were also non-functional. They were instead being utilised for keeping fodder and under-trial prisoners respectively. Hospitals in other selected Central, District and Sub-Jails were functioning.

On this being pointed out, Government stated (September 2014) that the construction of Hospital building of Central Jail, Ambikapur has been completed and has been made functional.

Reply is not acceptable as during physical verification, it was not found to be functional. Besides, Government did not furnish sufficient proof of it becoming operational either during the exit conference or along with the reply.

We recommend that a time bound plan for making use of idle infrastructure and completing the incomplete work must be devised in order to reduce overcrowding. Steps should be taken to fill the vacant posts to optimise utilisation of hospitals in Jails.

2.8.10 Conclusion

- Due to lack of infrastructure, the prisons were overcrowded (132-160 per cent) causing health hazards and denying basic amenities to inmates. Shortage of toilets in all the Jails affects the sanitation and hygienic accommodation to the prisoners.

- Non-construction/delay in construction of Jail buildings/barracks resulted in overcrowding in Jails. The progress of 45 construction works was extremely slow due to lack of monitoring and supervision.
- Sub-standard quality of construction of one work, non-construction of two boundary walls and not making provision for staff amenities led to non-utilisation of the infrastructure created for the intended purpose.
- Due to vacant post of Wardens and Pharmacist, seven barracks and the Hospital in Central Jail Ambikapur as well as Sub-Jails of Kabirdham and Surajpur could not be utilised. As a result assets worth ₹ 4.22 crore created remained idle for one and five years.

HEALTH AND FAMILY WELFARE DEPARTMENT, ANIMAL HUSBANDRY AND VETERINARY SERVICES DEPARTMENT AND HOUSING AND ENVIRONMENT DEPARTMENT

2.9 Management of Bio-Medical Waste in Government Medical Establishments

2.9.1 Introduction

Bio-Medical Waste (BMW) generated during diagnosis, treatment and immunization of human and animals and during research is harmful to human health. Therefore, proper management and disposal of such waste has become an integral part of health care systems. The Government of India (GoI) has framed the Bio-Medical Waste (Management & Handling) Rules, 1998 (henceforth BMW Rules) under the provisions of Environment (Protection) Act, 1986. The Rules apply to all such occupiers generating or handling BMW in any form are required to obtain authorization from the prescribed authority for dealing with BMW. The BMW shall not be mixed with other wastes and should be segregated into labeled containers/bags at the point of generation prior to its storage, transportation, treatment and disposal. If a container is transported from the point of generation to storage or site of disposal, apart from the label, it should carry information in respect of BMW it contains. Untreated BMW shall only be transported in vehicles authorized for such purpose by the prescribed authority.

2.9.2 Scope of audit and methodology

In order to verify compliance with the BMW Rules, 11 District Hospitals (DHs) and 11 District Veterinary Hospitals (DVHs) out of 27 DHs and DVHs respectively, 27 Community Health Centres (CHCs) out of 149 and two out of three Medical College Hospitals (MCHs) were selected for audit. A sample of Physical verification of all these selected units was also conducted to check compliance of BMW Rules and the audit findings were discussed during the Exit Conference held on 30 September 2014. Audit criteria adopted are the norms, standards, procedures etc., laid down in Environment (Protection) Act, 1986, Bio-Medical Waste (Management & Handling) Rules 1998, Guidelines issued by Central Pollution Control Board and Chhattisgarh State Nursing & Clinical Establishment Act, 2010.

Audit findings

2.9.3 Role of Chhattisgarh Environment Conservation Board

Under Rule 7(1) of the BMW Rules, every state government is required to establish a prescribed authority for granting authorisation and implementing BMW Rules. In compliance with this codal provision, Chhattisgarh Environment Conservation Board (CGECB) was constituted in 2001. CGECB is responsible for enforcement and monitoring the implementation of these rules in respect of all Health Care Establishments (HCEs), veterinary institutions, animal houses, pathological laboratories and blood banks etc. and to initiate penal action against any contravention.

2.9.3.1 Identification of the Bio-Medical Waste generating establishments

According to Rule 8 (1) of BMW Rules, HCEs dealing with not less than 1000 patients per month, were require to obtain authorisations from CGECB for the management and disposal of BMW. We observed that CGECB did not conduct any survey of such HCEs and therefore, the mode of treatment of BMW generated by them remained unascertained. Directorate of Health Services (DHS) and CGECB were not aware of the number of Private Nursing Homes/Clinics/Pathologies etc. Similarly, the Director of Animal Husbandry and Veterinary Services (DAVS) was not aware of the number of private poultry, Dairy farms, Pig farms, Hatchery etc., in the State.

2.9.3.2 Assessment of the Bio-Medical Waste generation

Physical verification of the selected test-check 51¹ HCEs, revealed that in all the HCEs, no system for assessing the quantum of waste generated is in place. No record is being maintained from which the quantum of BMW generated could be ascertained. The HCEs, those in contract with any of the Common Bio-Medical Waste Treatment Facility (CBMWTF) for disposal of BMW are making payments on the basis of number of beds and not on actual quantum of BMW disposed of.

CGECB, the nodal authority for implementation of BMW Rules in the State has not evolved any mechanism for assessment of the BMW generated in the State. As a result, the number of CBMWTF required in the state could not be assessed.

On this being pointed out, Government stated (October 2014) that CGECB is the main regulatory body which looks after the volume of biomedical waste generated in the State. The generation of BMW is presumed to be 0.5 kg to 1 kg per bed per day and the rule is applicable to both private and government HCEs. In order to establish more number of CBMWTF, tenders have been called for in May 2013. DAVS accepted that they did not have any mechanism to assess the total quantum of BMW generated. CGECB stated that 4.5 tonnes per day BMW is generated in the State. However, it did not provide any basis or details in support of such assessment.

Even though Rule 10 of BMW Rules provides for the HCEs to furnish the generation data annually to the CGECB, non-compliance to this rule coupled with absence of any assessment mechanism and non-identification of units led to CGECB and the State Government remaining unaware of the total number of HCEs in the state, number of HCEs required to obtain authorisation and exact quantum of BMW generated.

2.9.4 Issue of authorisation by Chhattisgarh Environment Conservation Board

As per the BMW Rules, every establishment coming under the purview of BMW Rules shall make an application in Form-I of BMW Rules to the prescribed authority (CGECB) for grant of authorisation for the management and disposal of BMW.

CGECB intimated (July 2014) that there was 490 government as well as private HCEs against which 444 HCEs were issued authorisation by the end of 2012-13. During exit conference, CGECB intimated (September 2014) that 631

¹ 11 DHs, 27 CHCs, 11 DVHs and two Medical College Hospitals

authorisations were issued and further 613 applications pertaining to government HCEs were pending.

2.9.4.1 Delay in issue/renewal of authorisation by Environment Conservation Board

Rule 7(7) of BMW Rules requires that every application for authorisation shall be disposed of by the prescribed authority within 90 days from the date of receipt of the application.

During audit it was noticed that five² HCEs (one MCH and four DHs), though deposited the requisite fee have not been issued/renewed authorisation by the CGECB even after a delay ranging from two years to 14 years.

On this being pointed out, Government accepted (October 2014) that presently 613 applications of government HCEs for grant of authorisation/renewal are pending with the CGECB.

This indicates that CGECB did not visit or identify these HCEs for this purpose and was unable to coordinate the enforcement of BMW Rules through its seven Regional Offices.

2.9.4.2 Operation of Health Care Establishments (HCEs) without BMW authorisation

Scrutiny of records in test check units revealed that out of 40 DHs/MCHs/CHCs, 33 HCEs and 11 DVHs had never obtained authorisation from the CGECB. Four³ DHs and two CHCs (Pali and Katghora) had authorisation but did not renew the same after 2008-09 and 2010 respectively. Hence, all these DHs/CHCs were operating without authorisation (October 2014). Late Baliram Kashyap Memorial Medical College-cum-Maharani Hospital, Jagdalpur (380 bedded) obtained a provisional authorisation in 2009, but did not renew it till date (October 2014). Thus, out of the 51 test checked HCEs, none was having a valid authorisation.

On this being pointed out, Government stated (October 2014) that in 2013-14 funds were transferred from NRHM for this purpose and various meetings were held with CGECB besides instructing CMHOs to get the authorisation. It has also been stated that CGECB had granted authorisation to 631 HCEs.

The reply is not acceptable as the CGECB failed to provide the list of 631 units and none of the 51 government units test checked had a valid authorisation.

Since, authorisation specifies the compliance criteria and is subject to verification by CGECB, those HCEs running without authorisation indicates that the compliance criteria had not been monitored and adhered to by the CGECB, which might result in hazards to public health as well as pollution of the environment.

CGECB being the nodal agency should ensure strict implementation of the BMW Rules, so that no HCE can operate without a valid authorisation.

² (1) Dr.BR Ambedkar M.H.Raipur paid ₹.60000 in Jan.2000 (2) DH Jashpur ₹.17000 in July 2008+17500 in May 2014 (3) DH Dantewara ₹.40000 in June 2012 (4) DH Korba ₹.4000 in Jan-2012 (5) DH Durg ₹.90000 in Aug-2012 paid to the CGECB .

³ Durg, Bilaspur, Kondagaon and Korba

2.9.4.3 No penal action against HCEs for violations

Rule 19 of the Environment Conservation Act 1986, provides for legal action against the occupier (any HCE generating BMW) for non compliance with the BMW Rules.

During audit we observed that none of the 51 test checked units had a valid authorization. However, CGECB had issued notices to only 20 HCEs during 2010-11, but none to the test checked HCEs. Information in respect of later years was not provided by the CGECB. Hence, it is evident that there was lack of initiation on the part of CGECB in implementation of BMW Rules. Similarly, the DHS did not have any mechanism to check violation of the Rules.

On this being pointed out, Government stated (October 2014) that CGECB had initiated steps to issue notices to ensure that corrective measures are being taken.

Reply is not acceptable as the entire test checked HCEs were operating without a valid authorisation.

2.9.4.4 Non-maintenance of record

Rule 11 of BMW Rules provides that every authorised occupier shall maintain records relating to generation, collection, reception, storage, transportation, treatment and/or any form of handling of BMW.

During test check of 51 HCEs, it was noticed that though these units were responsible for generation, collection, segregation, handling and disposal of BMW, they however, did not maintain any records. Due to non-maintenance of records, assessment of waste in each unit and in the State as a whole was not ascertainable. As a result, neither a proper management plan could be developed nor pollution of environment be assessed.

In reply, Government stated (October 2014) that audit findings would be made available to all the seven Regional Offices for taking necessary corrective measures.

CGECB should enforce upon the HCEs to maintain records in proper format so as to facilitate actual assessment of BMWs in the State.

2.9.4.5 Non-submission of Annual Report to Central Pollution Control Board

Rule 10 of BMW Rules requires that every occupier/operator of BMW shall submit an annual report to the prescribed authority in Form 11 by 31 January every year to include information about the categories and quantities of BMW handled during the preceding year. CGECB shall send this information in a compiled form to the Central Pollution Control Board (CPCB).

During audit, it was observed that 46 out of 51 test checked HCEs did not submit such annual reports to the CGECB. It was also observed (July 2014) that CGECB had not submitted the consolidated Annual Report for the year 2011-14 to the CPCB. In previous years, the reports were sent on the basis of data received from a few major private HCEs.

On this being pointed out, the Government stated (October 2014) that the Annual Reports for submission to CPCB for the period 2011-14 were under compilation.

CGECB should obtain the report and where found necessary issue legal notice or file legal cases against those HCEs which are not submitting the annual report.

2.9.5 State Advisory Committee

Rule 9 of BMW Rules required that the government of every State/UT shall constitute an Advisory Committee to aid and advise the government and the prescribed authority on matters related to implementation of these Rules. The committee will include expert in the field of medical and health, animal husbandry and veterinary sciences, environmental management, municipal administration, and any other related department or organization including non-governmental organizations and representative from the environmental conservation board.

The State Government constituted (March 2002) a State Advisory Committee headed by Additional Chief Secretary, Public Health and Family Welfare Department. However, its first meeting was held only in May 2014, i.e., after a lapse of 12 years. Thus, the Department of Health and Family Welfare and the CGECB was functioning without any guidance from the Advisory Committee.

On this being pointed out, though Government had stated that their first meeting was held during April 2006, no documentary evidence was however, furnished to this effect. It was also stated that meetings of the committee could not take place in the past few years.

The state advisory committee should meet at regular intervals to advise the Government as well as the CGECB for the effective implementation of the BMW Rules.

2.9.6 Segregation of Bio-Medical Waste

Proper segregation of category wise BMW at the point of generation is a must for its appropriate treatment and disposal. However, we observed the following shortcomings:

2.9.6.1 Mixing of Bio-Medical Waste with general waste

Rule 6 (1) of BMW Rules provides that BMW shall not be mixed with other wastes. However, joint physical inspection of 40 HCEs revealed that in three CHCs⁴, BMW was being thrown into the municipal garbage tank provided inside the hospital premises. Except five⁵ units availing CBMWTF, in remaining 32 units all categories of waste are being disposed of in the same deep-pit. Mixing of BMW with municipal garbage has direct adverse effect on human health as well as on the environment.

On this being pointed out, the Government stated that detailed instructions had been issued to the HCEs. It was also stated that the department would organise workshop/ seminars/ training programmes at regular intervals for all the staff of government HCEs, for proper implementation of BMW Rules.

2.9.6.2 Non-segregation of Bio-Medical Waste

Rule 6 (2) of BMW Rules provides that BMW shall be segregated into containers/ bags at the point of generation in accordance with Schedule II to the

⁴ Katghora (district Korba), Akaltara (district Janjgir champa), Pallari (district Baloda Bazar)

⁵ Dr. B R Ambedkar Memorial Hospital, Raipur; DH, Durg; DH, Korba; DH, Bilaspur and DH, Raigarh

Rules, prior to its storage, transportation, treatment and disposal. It also prescribes that there should be four types of color coded containers each for different categories of wastes and the containers shall be labeled as 'BIO-HAZARD' & 'CYTOTOXIC'.

During joint physical verification of 40⁶ HCEs, we found that in five DHs and 15 CHCs, only one to three colour coded containers were being used resulting in improper segregation of BMWs. Only paper labelling on the containers were found in three DHs and seven CHCs. In case of DVHs, no container was found in use for collection of BMWs.

On this being pointed out, Government stated that funds for purchase of color coded bins at ₹ 3700 per block along-with necessary IEC and other training materials were provided to the DHs and other HCEs. However, the CGECB stated that all the staff of government hospitals needs adequate training and knowledge of the said Rules so as to ensure proper compliance.

CGECB should ensure proper segregation of waste at the point of generation by the HCEs before their disposal, so that BMW does not go untreated, causing health hazard.

2.9.7 Disposal of Bio-Medical Waste

2.9.7.1 Non-mutilation/shredding of Bio-Medical Waste

Rule 5 (Schedule I) of BMW Rules provides that BMW such as waste sharps (Needles, syringes, scalpels, blades, glass etc) and solid waste (wastes generated from disposable items other than the waste sharps such as tubings, catheters, intravenous sets etc.) requires to be mutilated/shredded before its final disposal.

During physical verification of 11 DHs, 27 CHCs and two Medical College Hospitals, it was noticed that un-mutilated/shredded needle, syringes, glass, plastic, bottles, IV sets, catheters etc., were being collected and disposed of in deep pits. In DHs, Bemetara and Janjgir Champa as well as CHCs, Pamgarh, Akaltara and Katghora we also noticed that the un-treated waste were scattered in the hospital building premises.

None of the test checked HCEs, including DHs and Medical College Hospitals were having a shredding machine.

On this being pointed out, Government stated (October 2014) that detailed instructions have been issued to the HCEs and the audit findings would be made available to all the seven Regional Offices for taking necessary corrective measures.

2.9.7.2 Idle expenditure on incinerators

Rule 5, Schedule-I BMW Rules provides that incinerator is the most preferred way for disposal of BMW, as five⁷ out of ten types of waste can be disposed of with the help of an incinerator.

During audit of DH, Korba it was found that an incinerator in the hospital premises, which was established prior to 2007-08 by the DHS, remained unutilised. The details like year of establishment, source of fund, work agency

⁶ Two medical colleges, 11 District Hospitals and 27 Community Health Centers

⁷ 1. Human Anatomical Waste 2. Animal Waste 3. Microbiology & Biotechnology waste 4. Discarded medicines and cytotoxic drugs and 5. Solid waste are disposed of with the help of Incinerator.

etc., though called for (April 2014) were not made available to audit. It was, however, noted from records that a private firm approached (July 2008) the Civil Surgeon DH, Korba for running and maintaining the incinerator, but the hospital administration did not consent to the proposal. DH, Korba stated that though the plant was established in its premise, it was never handed over to the DH, hence was not made use of.

Similarly, the incinerator in the premise of DH, Jagdalpur was taken over (2006) by the Medical College-cum-Maharani Hospital, Jagdalpur in a non-working condition and the status remained same even after a lapse of seven years. Details regarding year of construction, cost, construction agency etc. was not made available to audit.

In Kanker district, the incinerator established in 2011-12 at a cost of ₹ 20.48 lakh remained non-functional as CGECB refused to award authorisation on the ground that the height of the chimney is less than the prescribed norms, resulting in idle investment and non-achievement of intended objective.



Incinerator lying idle in the premises of DH- Korba

On this being pointed out, Government replied that the incinerator in Kanker will be taken into use shortly, however no comments were offered in respect of the idle incinerators at Korba and Jagdalpur.

Fact remains that the CGECB did not initiate adequate measures to utilise the available infrastructure rendering them idle and the State is forced to manage with only one incinerator at Durg district, which was inadequate.

2.9.7.3 Non-utilisation of deep burial pit

Rule 5 Schedule-V of BMW Rules provides the standard for digging and utilization of deep burial pit, which is an option for disposal of BMW other than liquid and chemical waste, in towns with population less than five lakh and in rural areas. The Standard Operating Procedure by the DHS, prescribe that a deep burial pit should be a ditch of minimum two metre each length, width and depth, the pit should be fenced from all sides and should be covered to prevent entry of street dogs, rodents and other scavengers. After every burial, the pit should be closed with 10 cm of soil layer and 10 cm of lime layer.

Physical verification of DH, Mungeli and Janjgir Champa revealed that there is no provision of deep pit, BMW including syringes, needles, gloves etc., were thrown in open field within the hospital campus. In another 33 units we found that the available deep pits were not as per the prescribed standard and BMW was dumped in a single open pit within the hospital premises and burnt in irregular intervals. Hence, such violation of BMW Rules possesses threat not only to human health but also to surface/ground water and environment as a whole. Only five units were availing the services of CBMWTF.



BMW thrown in open field behind the hospital building DH- Janjgir champa.

During visit of eleven test checked DVHs, it was observed that in 10 units, the BMW were thrown in open ground as the hospitals neither had a deep pit nor any other facility for disposal of such waste. In DVH, Baloda Bazar, the BMW was being collected in a Jute bag and card board box and thrown in an un-designated place in violation of the BMW Rules.

On this being pointed out, Government stated (October 2014) that detailed instructions have been issued to the HCEs and audit findings would be made available to all the seven Regional Offices for taking necessary corrective measures.

2.9.7.4 Irregular disposal of Radio-Active Waste

Although the BMW Rules 1998 includes waste such as chemical waste (from laboratory cultures etc.) and infectious waste (vaccines, human and animal cell culture used in research and infectious agents), it does not include radioactive waste. X-Ray films are developed with the help of multi user liquid called Hypo-fixer and Developer. The used Hypo-fixer contains radio-active particles which are washed off from X-ray films.

During audit of Maharani Medical College, Jagdalpur, DHs of Raigarh, Durg, Korba, Mungeli and five CHCs, it was noticed that such radio-active wastes were sold to a private firm without ensuring whether the firm was a registered/authorised one to handle such hazardous waste. In four other DHs of Bemetara, Dantewara, Kondagaon and Dhamtari as well as six CHCs, the hypo-fixer was being collected in drums or in open buckets where the possibility of them being sold cannot be ruled out. In rest of the units these hazardous waste are either being flushed out in the open drains or thrown in open ground/deep-pit, which may have serious health problems to the local people.



Hypo-fixer stored in open bucket, DH- Bemetara

On this being pointed out, Government stated (October 2014) that instructions received from CPCB regarding disposal of X-Ray films and Hypo solution were conveyed (December 2012) to all seven Regional Offices.

Fact remains that the radio-active wastes were not being disposed of in appropriate manner posing threat to health workers as well as common people. This also indicates that no action on CGECB's instructions was being initiated by the Regional Offices.

2.9.8 Conclusion

- Chhattisgarh Environment Conservation Board, the nodal agency did not conduct any survey to identify the actual number of HCEs at public and private sectors as well as number of Veterinary units in the State requiring authorisation for the management and disposal of BMW. Due to this, the quantum of BMW generated could not be assessed.
- 51 test-checked HCEs were operating without valid authorisation for handling of BMWs. Legal action against such HCEs for not adhering to BMW Rules was not being initiated by CGECB.
- In none of the test checked HCEs, segregation of BMWs and disposal of wastes were being done as per the BMW guidelines.
- Government should provide shredding machines to HCEs to ensure proper disposal of BMW.
- Despite incinerator being the most preferred way for disposal of BMW, the State has one private incinerator which is in operation whereas three government owned incinerators at Korba, Jagdalpur and Kanker remained idle.