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Chapter-V
Individual Paragraphs

CHAPTER – V

PARAGRAPHS

ROAD CONSTRUCTION DEPARTMENT AND RURAL WORKS DEPARTMENT

5.1 Unfruitful expenditure

Construction of High Level Bridges without ensuring land for approach roads led to unfruitful expenditure of ₹ 11.70 crore.

Article 7.5 of Resolution No. 948 (July 1986) of Cabinet Secretariat and Coordination Department (Confidential Cell), Government of Bihar stipulates that the tender process should be initiated only after approval of technical sanction and ascertaining of allotment of fund. In cases where acquisition of land is required, the same should be completed in advance.

A. Scrutiny of records (December 2019) of Executive Engineer, Roads Division, Hilsa disclosed that-

- The Chief Engineer (CE), South Bihar Wing, Patna granted (July 2015) technical approval of ₹48.78 crore for construction/ improvement-cum-maintenance of Badimatth (Parwalpur) to Devariya Road including construction of High Level (HL) Bridge. Road Construction Department accorded (August 2015) administrative approval for ₹48.78 crore and technical sanction (TS) of the work was accorded (March 2016) for ₹ 53.35 crore⁵² by the CE, Central Design Organisation, Patna.
- The Superintending Engineer, Central Circle, RCD, Patna approved (July 2015) the Bill of Quantity (BoQ) of Road work for ₹37.87 crore and BoQ (April 2016) of ₹4.85 crore for the construction of HL bridge having length of 55.80 metre and approach roads on both sides in 90 metre and 120 metre length, in the 3rd km of the aforesaid road.
- The Executive Engineer (EE), Road Division, Hilsa had executed (November 2015) agreement for road work valuing ₹34.30 crore⁵³ with an agency (M/s Dayan and Prasad Sinha & Co., Patna) and supplementary agreement (July 2016) for HL bridge valuing ₹4.36 crore⁵⁴ (to be completed up to November 2016) with the same agency.
- The roadwork was completed (June 2017) by the agency for ₹32.02 crore and work of HL bridge was completed in December 2017 at cost of ₹ 3.74 crore. However, the bridge was not being used till September 2021 after lapse of four years due to lack of approach roads as the required land for the same was not available for constructions.

⁵² Road work ₹33.28 crore, Bridges and culverts ₹12.85 crore, Price escalation ₹3.92 crore and others (including land acquisition 0.11 crore) ₹3.30 crore.

⁵³ 10 per cent below BOQ rate i.e. ₹37.87 crore (₹38.09 crore - ₹0.22 crore provision for emergency work).

⁵⁴ 10 per cent below BOQ rate i.e. ₹4.85 crore.



Physical status of both sides of new bridge (April 2022)

On being pointed out by Audit, the EE, Hilsa stated (December 2019) that the construction of bridge work was initiated in anticipation of availability of land but it could not be made available till structure of bridge had been completed. He also stated that efforts were taken to initiate with perpetual lease but land could not be acquired.

He further stated (October 2021) that the road of another existing old bridge was being used and construction work of approach roads had not started (April 2022).

The replies of the EE were not tenable as availability of land should have been ensured prior to the commencement of work. Also, the usage of road through an old bridge reflected that there was improper planning in construction of new bridge.

Thus, starting of work without ensuring availability of land for approach roads led to unfruitful expenditure of ₹ 3.74 crore on the construction of HL Bridge.

B. Scrutiny of records (December 2021) of the office of Executive Engineer (EE), Rural Works Department (RWD), Samastipur revealed that a High Level RCC Bridge (HL Bridge⁵⁵) across river old Baghmati under Khanpur Block (Samastipur) was to be constructed under NABARD Scheme. The construction aimed to provide connectivity to Balha and Dagarua villages in the north and Rajwara and other villages in the south. Rural Works Department (RWD), GoB provided administrative approval for ₹ 779.91 lakh (September 2012). The Chief Engineer-3, RWD, Patna provided technical sanction (December 2012) for this work for ₹ 9.35 crore. Further, as per estimate, approach roads of 75 metre in the south direction (A1 side) and of 120 metre in the north (A2 side) were to be constructed (the requirement of total land for bridge and approach roads was 51.25 decimal). An agreement was executed (August 2013) with a contractor⁵⁶ for ₹ 8.66 crore⁵⁷ (including ₹ 39.11 lakh for construction of approach roads) with completion of work by February 2015.

⁵⁵ With dimension 5m X 24.75 m X 126.8m.

⁵⁶ Vinay Kumar Singh, Kanti Factory, Kankarbagh.

⁵⁷ At the rate of 1.10 per cent below BoQ rate of ₹8.75 crore.

Due to non-availability of land for construction of bridge and approach road, work was stopped in June 2014 with payment (September 2014) of ₹ 86.01 lakh to the contractor. The contractor intimated (November 2014) that construction of several portions of bridge involved private land and owners of the land were opposing construction of bridge on their land. On recommendation of a land/ site selection committee, the EE communicated (December 2016) requirement of 51.25 decimal land for construction of HL Bridge to District Magistrate, Samastipur. After obtaining details of amount to be paid as compensation to landowners, the EE sought (June 2017) funds amounting to ₹ 18.04 lakh from the Department. After receipt of funds in September 2017, work started again (February 2018). For work done till August 2019 and total payment of ₹ 7.96 crore (including first payment of ₹ 86.01 lakh) was made to the contractor. No work was executed on approach roads and some portions of superstructure of bridge were yet to be completed. To complete the remaining work, further requirement of 0.4799 acre of land was assessed and the EE requested (February 2020) additional ₹19.93 lakh fund from the Department. Joint physical verification (December 2021) with Assistant Engineer of the concerned division also confirmed that work on approach roads was not executed. There was issue of private land on north side of the bridge.

Thus, without ensuring availability of land, expenditure on construction of bridge without construction of approach roads rendered expenditure of ₹ 7.96 crore unfruitful. Work on approach roads is yet to be started (December 2021).

On being pointed out, EE accepted (November 2021) that a part of the plot falling in the alignment, had not been acquired.

The matter was reported (November 2021 and February 2022) to Government; the reply is awaited (April 2022).

PUBLIC HEALTH ENGINEERING DEPARTMENT

5.2 *Infructuous expenditure*

Provision of water meters in the village water supply scheme without any plan for their use, rendered the expenditure of ₹1.99 crore infructuous.

Operation and Maintenance (O&M) Manual's paragraph 14.4 of Rural Water Supplies prepared (May 2013) by the Ministry of Drinking Water and Sanitation, Government of India stipulated that in case of the Multi Village Water Supply Scheme, the water agency/Village Water Sanitation Committee (VWSC)/agency will raise the bill every month to each of the *Gram Panchayat* (GP) based on the bulk water meter reading. For the water supply through schemes implemented by Public Health Engineering Department (Department) in the State, the GP concerned would pay water charges to VWSC/agency and in turn will collect the water charges from the consumers.

Scrutiny of records (November 2021) of the Executive Engineer (EE), Public Health (PH) Division, Begusarai revealed that for a Multi Village Water Supply

Scheme at Cheria Bariyarpur, the EE, PH Division, Begusarai entered into an agreement (July 2014) with an agency⁵⁸ at a cost of ₹ 66.71 crore to design and build all system components of the scheme and operation and maintenance (O&M) for five years after commissioning of scheme including billing and supply of water.

The design and build work was completed in July 2020 and the agency was paid (November 2021) ₹ 43.87 crore. Agreement provided for connections to 9,480 houses at the rate of ₹ 6,400 per house, which included cost of installing water meter in each house at the rate of ₹ 3,500 per meter. Total payment of ₹ 43.87 crore made to the agency for design and build included payment of ₹ 1.99 crore⁵⁹ (November 2021) for supply of water meters.

As per agreement, the GP had to collect the user charges as per the bill generated by the agency. The bills were to be raised as per tariffs fixed by the GP or Government of Bihar on the basis of water meter fixed at each household. Accordingly, the domestic water meters were required to be installed at each house hold level.

It was further observed that the Department did not have any use of domestic water meter as no plan was available with it for calculation of user charges in this scheme or any other scheme executed simultaneously in the division. The Department fixed (June 2021) ₹ 30.00 as monthly charges to be recovered from all the households having home connection from the water supply scheme, irrespective of the quantity of water consumed by the consumer. This rendered expenditure valuing ₹ 1.99 crore on purchase of water meters infructuous.

On being pointed out, the EE, PH Division, Begusarai accepted (November 2021) that initially there was a provision to charge water cost on the basis of water meter, but it was not implemented by the Department. The reply itself endorsed the audit observation regarding installation of idle water meter.

The matter was reported (February 2022) to Government; the reply is awaited (April 2022).

SOCIAL WELFARE DEPARTMENT

5.3 Inadmissible payment

In violation of guidelines, payment of ₹45.43 lakh as cash incentive was made by Child Development Project Officers to ineligible beneficiaries.

Pradhan Mantri Matru Vandana Yojana (PMMVY) a centrally sponsored and funded scheme (Ministry of Women and Child Development, GoI) was implemented (January 2017) with aim to provide partial compensation for the wage loss in terms of cash incentive to pregnant women and lactating mothers who had their pregnancy on or after initiation of this scheme for first child. The

⁵⁸ M/s Gannon Dunkerley & Co. Ltd.

⁵⁹ Payment was limited to 60 per cent of total cost i.e. ₹3500 x 9480 x 60%= ₹1.99 crore.

scheme facilitates the women to take adequate rest prior/post-delivery of the first child to improve their health through cash incentive. The total cash incentive of ₹ 5,000 per beneficiary was to be transferred directly into the beneficiary's account in three instalments⁶⁰.

A test-check (October 2021- January 2022) of records relating to payments under PMMVY to beneficiaries of eight⁶¹ Child Development Project Officers (CDPOs) operated under three District Programme Officers (ICDS) and their cross- verification with the records of respective Labour Room Registers of Primary Health Centres (PHCs)/Community Health Centres (CHCs) revealed that the benefits of cash incentive of the scheme were extended to the women with even second, third or more pregnancies for the birth of a living child during the period 2017 to October 2021. The details of such total inadmissible payment of ₹45.43 lakh to 1,006 ineligible beneficiaries in violation of the provision are as under:-

Details of inadmissible payment

Sl. No.	District	CDPO	No. of women who received inadmissible cash incentive	Amount (in ₹)
1.	Madhubani	Harlakhi	148	7,16,000
2.		Ladania	132	6,32,000
3.		Benipatti	37	99,000
4.		Pandaul	22	88,000
5.	Muzaffarpur	Kanti	38	1,20,000
6.	Aurangabad	Hanspura	323	15,18,000
7.		Rafiganj	258	12,07,000
8.		Obra	48	1,63,000
Total			1,006	45,43,000

Thus, the neglect of the provision by concerned CDPOs resulted in inadmissible payment including deviation from the intended objective of the scheme.

The matter was reported (February 2022) to Government; the reply is awaited (April 2022).

5.4 Idle expenditure

The Department could not utilise Aadhaar Enrolment Kits valuing ₹ 6.26 crore due to lack of required manpower resulting in idling of kits.

In order to complete Aadhaar seeding and data validation of beneficiaries of all DBT schemes by March 2018, Ministry of Women and Child Development (MWCD), Government of India (GoI) decided (July 2017) to set up Aadhaar

⁶⁰ ₹1,000 on early registration of pregnancy at the Anganwadi Centre/approved Health facility, ₹2,000 after six months of pregnancy on receiving at least one ante-natal check-up and ₹ 2,000 after child birth was registered and the child had received the first cycle of BCG, OPV, DPT and Hepatitis-B or its equivalent/substitute.

⁶¹ Aurangabad district- Hanspura, Rafiganj and Obra Madhubani district-Benipatti, Harlakhi, Ladania and Pandaul Muzaffarpur district-Kanti.

enrolment facility in the Child Development Project Offices (CDPOs). The decision was taken to give impetus for continued and uninterrupted enrolment of children. Further, MWCD sanctioned (December 2017) Grants-in-Aid (Grant) of ₹24.48 crore⁶² for procurement of 1,632 *Aadhaar* enrolment kits⁶³ and released ₹14.69 crore (December 2017) as the amount of central share. After two years of this sanction order, Directorate, Integrated Child Development Services (ICDS), Social Welfare Department, Government of Bihar allotted (August 2019) ₹6.65 crore and released (December 2019) ₹6.27 crore for purchase of only 544 kits.

Test-check (July and August 2021) of records of the Directorate, ICDS revealed that a tender for procurement and installation of 544 kits was floated (May 2019) by the Directorate on GeM Portal, against which the selected agency⁶⁴ supplied 544 kits (December 2019- March 2020) and a payment of ₹6.26 crore was made (June 2020) to the agency. Scrutiny further disclosed that even after lapse of nearly two years of procurement of kits, *Aadhaar* enrolment work could not be started in any of the CDPOs as required manpower for their operation was not available and the kits remained unutilised in the CDPOs.

Further, information regarding utilisation of kits was also gathered (October-December 2021) from test-checked 18 CDPOs⁶⁵ of three districts, which disclosed that the entire kits were lying unutilised (kept in seal packed condition having warranty period upto three years i.e. March 2023) due to unavailability of required manpower.

Due to non-commencement of this facility at CDPO offices, the enrolment of the age group of 0-5 years was completely stopped (after 9.91 *per cent* of enrolment) in the State as communicated (January 2021) by the Unique Identification Authority of India (UIDAI). Thus, permanent *Aadhaar* enrolment facility could not even start in the CDPOs till the date of audit (December 2021) against the targeted date of March 2018, even though the funds were made available in December 2017.

In his reply, the Director, ICDS stated (September 2021) that Lady Supervisors were imparted training for operating kits through UIDAI and at present, kits were being used by them as per the requirement. Further, the Director, ICDS in its subsequent reply stated (February 2022) that presently some of the projects had started the *Aadhaar* enrolment and its present status of enrolment was 9.91 *per cent*.

Reply of Director, ICDS was not tenable as the *Aadhaar* Enrolment of children

⁶² *Central Share: ₹14.69 crore and State Share ₹9.79 crore.*

⁶³ *Three sets each for 544 CDPOs at the rate of ₹1.50 lakh per kit.*

⁶⁴ *M/s Urvashi Computer, Delhi.*

⁶⁵ *(i) Muzaffarpur: Aurai, Bandra, Kanti, Katra, Kudhni and Paru, (ii) Madhubani- Benipatti, Harlakhi, Jhanjharpur, Ladania, Pandaul and Madhvapur (iii) Aurangabad- Dev, Haspura, Goh, Nabinagar, Obra and Rafiganj.*

with the use of kits was not started even after imparting training to Lady Supervisors as observed in 18 test-checked CDPOs in three districts. Further, the reply itself vindicates the fact regarding non-enrolment of age group of 0-5 years as achievement of 9.91 *per cent* was already mentioned in letter of UIDAI in January 2021.

The matter was reported (February 2022) to Government; the reply is awaited (April 2022).

Patna
The 21 October 2022



(RAMAWATAR SHARMA)
Accountant General (Audit), Bihar

Countersigned

New Delhi
The 27 October 2022



(GIRISH CHANDRA MURMU)
Comptroller and Auditor General of India

