

## CHAPTER-III PERFORMANCE REVIEW

### HOME (POLICE) DEPARTMENT

#### 3.1 Modernisation of State Police Force

##### *Highlights*

*The scheme for Modernisation of police force was revamped with enhanced allocation from 2000-01 for increasing the efficiency and striking capability of the State police forces. The scheme envisaged increase in operational efficiency of the State police forces to enable them to meet the challenges of internal security environment, extremists activities and law and order situation in the State. Due to inadequate planning and delayed issue of sanctions, the scheme was unable to bridge the gap in infrastructure relating to mobility, arms, communication and training. Salient points are mentioned below:*

**The State Government was deprived of Rs 121.02 crore of GOI share during 2001-06 due to low spending of funds caused by delay in issue of sanctions by Home Department.**

*(Paragraph 3.1.6)*

**Rupees 77.23 crore for the year 2003-04 was not approved by MHA due to delayed submission of annual plans.**

*(Paragraph 3.1.7)*

**Only 1045 housing units were completed against the total requirement of 59614 units for the State police force.**

*(Paragraph 3.1.8)*

**Wireless sets costing Rs 4.61 crore were purchased without required accessories hence they remained unutilized.**

*(Paragraph 3.1.9.1)*

**The infructuous expenditure of Rs 4.96 crore on POLNET was mainly attributable to the failure of State Government to abide by its contractual obligation.**

*(Paragraph 3.1.9.2)*

**Extra expenditure of Rs 3.10 crore was incurred during 2002-06 on purchase of vehicles and arms at higher rates due to delay in finalization of purchase procedure.**

*(Paragraph 3.1.11.1)*

**The State Level Empowered Committee met only for approval of purchase proposals and did not monitor the implementation of scheme.**

*(Paragraph 3.1.15)*

##### **3.1.1 Introduction**

The Ministry of Home Affairs (MHA), Government of India (GOI) introduced the scheme of “Modernisation of State Police Force (MPF)” (1969) with the objective to improve the functional efficiency of the State Police Force in controlling the crime, terrorism and naxal activities. After periodical reviews,

the GOI extended it for a further period of ten years w.e.f. 2000-01. The central assistance was enhanced from fifty to seventy five per cent in 2003-04 to strengthen the existing infrastructure viz. buildings, mobility, weapons, communication systems, training, Forensic Science Laboratory (FSL), office automation and equipment.

### **3.1.2 Organisations set up**

At the Government level, Secretary, Home (Police) Department was responsible for implementation of the scheme. Director General of Police (DGP) with the assistance of the ADG (Training and Modernisation), the IG (Provision), the DIG (Administration), the DIG (Technical Services and Communication), the Director, Forensic Science Laboratory (FSL) were responsible for execution and implementation of the scheme. Construction of Police buildings was executed by Bihar Police Building Construction Corporation (BPBCC). At the district level Senior Superintendents of Police/ Superintendents of Police (Sr.S.Ps/S.Ps) were responsible for implementation of the scheme in 840 police stations in the state.

At the apex level the State Level Empowered Committee (SLEC) was constituted with the Chief Secretary as Chairman and the Home Secretary, Development Commissioner, Finance Commissioner and DGP as members among others to approve the annual action plan and to evaluate the monitoring of implementation of the scheme.

### **3.1.3 Audit objectives**

Audit objectives were to examine whether:

- the annual plans formulated reflected the needs of the State Police Force;
- the funds provided for the scheme were optimally utilised;
- the deficiencies in existing infrastructure assessed during 2000-01 were removed and upgraded infrastructure was created and provided to the police force to improve its operational efficiency;
- the modernisation scheme was effective in promoting quick response and reducing investigation time;
- the implementation of scheme was monitored closely and effectively.

### **3.1.4 Audit criteria**

The audit criteria used to evaluate the scheme were:

- GOI norms for incurring expenditure on different components of the scheme;
- Purchase procedure of Bihar Financial Rules;
- Norms prescribed by the Bureau of Police Research and Development (BPR&D), New Delhi and GOI instructions;
- Monitoring system provided in the scheme.

### 3.1.5 Audit coverage and methodology

Performance review of Modernisation of State Police Force was conducted during February to May 2006 covering the period 2001-06. Entry conference was held (April 2006) with IG (Provision) and DIG (Provision). The records of Secretary, Home Department, DGP, ADG (Modernisation), IG (Provision), IG (Homeguard), IG (Technical Services and Communication), Director (FSL), Central Store (Weaponry), Central Store (Vehicles & Equipment) and Chairman-cum-Managing Director (BPBCC) along with its four Divisions<sup>1</sup>, Constable Training School (CTS) Nathnagar, Bhagalpur and nine<sup>2</sup> out of 40 police districts which includes five<sup>3</sup> naxal affected were test checked in course of review. Records relating to preparation and implementation of Annual plans, purchase of arms, equipment, vehicles, construction of police buildings and their utilisation were reviewed. Audit findings were discussed in an exit conference (October 2006) with IG (Provision) and Additional Secretary of Home Department. Their views have been taken into account in this review.

### 3.1.6 Financial management

During 2000-03 the scheme was financed by GOI and the State Government in the ratio of 50:50. The funding pattern was modified from 2003-04 and the ratio was changed to 75:25 between the Centre and State. A condition was imposed to release the funds for subsequent years only after receipt of utilisation certificate of previous years failing which the sum equivalent to unutilised amount would be deducted from the central share of next year. In order to expedite the modernisation process, GOI decided (November 2003) to provide funds directly to suppliers agencies except buildings from 2003-04.

The details of plan approved, funds released by the GOI, State share and expenditure incurred under the scheme during 2001-06 were as under:

*(Rupees in crore)*

Year	Approved plan	Budget Provision	Central share	Funds released by		Total available funds	Expenditure during the year
				Centre	State		
1	2	3	4	5	6	7	8
2001-02	118.99	108.00	59.49	54.00	54.00	108.00	23.24
2002-03	101.17	108.00	50.59	10.93	76.83 <sup>#</sup>	87.76	23.59
2003-04	Nil	108.00	Nil	Nil	Nil	Nil	35.19
2004-05	108.31	108.00	81.23	46.49	43.61	90.10	101.32*
2005-06	106.55	108.00	81.00	39.87	36.00	75.87	67.96 <sup>^</sup>
<b>Total</b>	<b>435.02</b>	<b>540.00</b>	<b>272.31</b>	<b>151.29</b>	<b>210.44</b>	<b>361.73</b>	<b>251.30</b>

<sup>#</sup> It includes Rs 65.90 crore kept in P/L Account for buildings construction work of plan year 2000-01.

<sup>\*</sup> It includes Rs 45.01 crore, value of materials supplied by GOI during 2004-05;

<sup>^</sup> It includes Rs 30.87 crore, value of materials supplied by GOI during 2005-06.

<sup>1</sup> Patna, Bhagalpur, Darbhanga and Muzaffarpur.

<sup>2</sup> Aurangabad, Bhagalpur, Darbhanga, East Champaran, Gaya, Jamui, Muzaffarpur, Patna and Saharsa.

<sup>3</sup> Aurangabad, East Champaran, Gaya, Jamui and Patna.

The following was observed:

**State Government deprived of GOI share of Rs 121.02 crore**

- GOI provided only Rs 151.29 crore out of its share of Rs 272.31 crore depriving State Government of Rs 121.02 crore. Delay ranging from five to 13 months in issue of sanction orders by the Home Department was responsible for slow utilization of funds.
- Considering the inability of State Government in utilising funds of central grant, GOI itself purchased materials\* costing Rs 75.88 crore and supplied to State Government during 2004-06.
- Rupees 88.11 crore was spent during 2001-05 on purchase of items proposed in the previous year plan (2000-03) out of the allocation of current year budget though renewed budget provision in the current year for incurring expenditure out of approved plan of previous year was not made.

The component-wise breakup of the Annual Plan funds which includes central and state share both and expenditure thereagainst were as under:

*(Rupees in crore)*

Sl. No.	Components	Approved plan 2000-06	Expenditure during 2001-06	Shortfall
1.	Buildings	227.57	59.62	167.95
2.	Communication	38.96	15.17	23.79
3.	Office automation and equipment	59.71	27.23	32.48
4.	Mobility	165.49	94.95	70.54
5.	Weapons	52.21	51.44	0.77
6.	Forensic Science Laboratory	1.13	0.22	0.91
7.	Training	5.12	2.67	2.45
	<b>Total</b>	<b>550.19<sup>#</sup></b>	<b>251.30</b>	<b>298.89</b>

# It includes Rs 115.17 crore of Annual plan approved by GOI in 2000-01 from which expenditure was incurred during 2001-06.

The above table shows substantial shortfall in expenditure vis-à-vis approved plan which has been commented in subsequent paras.

### 3.1.7 Planning

**Requirement not assessed on the basis of BPR&D norm**

The annual plans were to be prepared on the basis of BPR&D norms in order to provide adequate sophisticated arms, buildings, training and communication network to enhance the striking capacity of Police force. The norms of the BPR&D were not considered and inputs from field offices were not obtained while preparing the plans.

The following shortcomings were noticed in plans:

- requirement of High Frequency (HF) wireless sets as per BPR&D norms alongwith battery; cable, antenna, etc were neither assessed nor included in plan.

\* Vehicles, Arms and POLNET

- only 3421 (six *per cent*) housing units were included in the plan (2000-06) against requirement of 59614 units;
- only 4892 vehicles (58 *per cent*) were included in the plan (2000-06) against requirement of 8383;
- requirement of arms was not assessed;

Perspective plan (2000-05) was not submitted to GOI. In respect of annual plan the GOI (MHA) directed (April 2001) the State Government to submit annual plan in the month of April every year. It was noticed that the annual plans were not being submitted timely to MHA, GOI. The details of annual plans from preparation to sanctioning stage were given in **Appendix-XXVI**.

**Delayed issue of sanctions by the Home Department**

The analysis of **Appendix-XXVI** shows that there was persistent delay ranging from two to nine months in preparation of annual plans at Police headquarters level. The Home Department delayed issue of sanction by five to thirteen months even after receiving approval from MHA. The annual plan of Rs 77.23 crore pertaining to the year 2003-04 was not approved by the MHA as it was submitted after delay of 17 months out of which eight months were taken by the Home Department to process the proposal. Similarly, proposals (Rs 8.97 crore) for purchase of explosive detector, VHF hand sets, bullet proof jacket, passive night vision devices and providing water supply and electric supply at CTS Nathnagar were pending with the Home Department in 2005-06 leading to surrender of Rs 8.31 crore despite submission of the proposals by IG (Provision) well in time.

**3.1.8. Shortage of buildings**

**Only six per cent buildings included in plan against requirement**

The National Police Commission had recommended (1977) hundred *per cent* accommodation for police personnel. Against the requirement of 59614 housing units<sup>4</sup> for the entire police force at the beginning of 2001-02, the units included in the plan of 2000-06 was 3421<sup>5</sup> (six *per cent*). The actual requirement based on BPR&D norms was not calculated by the BPBCC.

Out of 3421 units included in the plan, only 1608 units were taken up for construction. The physical and financial target, achievement, expenditure both on completed and incomplete work of buildings construction during 2001-06 were detailed in **Appendix-XXVII**. It was observed that out of 1608 works of construction of housing units taken up during 2001-06 at a cost of Rs 78.52 crore, only 1045 units (65 *per cent*) could be completed at a cost of Rs 34.38 crore. The construction work of four police stations was not started as of June 2006 as the land was not made available by the Government.

<sup>4</sup> Requirement: PS 523, P/Line-17, DCR-40, SP Office-23, RDG-9, Zonal IG-4, SDPO Office-56, Rest room/ Women barrack 893, LSQrs 50142, USQrs 7907.  
(Source: BPR&D book and DGP's Report submitted to MHA).

<sup>5</sup> Approved Plan: PS-146, P/Line-8, DCR-40, SDPO Office-2, Rest room/Women barrack-24, LSQrs-2137, USQrs-1064.

**BPBCC failed to enforce the clause of agreement with contractor**

- The construction of 559 housing units were awarded to contractors during 2001-03 with stipulated completion period of ten months to one year. The constructions were incomplete even after lapse of three years, reportedly due to dispute on construction site, delay in retendering for the incomplete left over works, and non supply of materials (iron & cement) by BPBCC to the contractors. Moreover, as per clause of agreement, the Corporation did not impose any penalty on the defaulting contractors. However, Rs 18.97 crore was paid to the contractors as of August 2006. The Chairman-cum-Managing Director, BPBCC, Patna, stated that delay in release of sanction orders for schemes of 2001-02 and notification for liquidation (July 2003) of the Corporation by the Government affected the execution of the scheme. The reply was not tenable as the works awarded to the contractors in the year 2001 and 2002 (Scheme of 2000-01) were lying incomplete (June 2006).

**Buildings of PS remained unused due to lack of US and LS quarters**

- 67 housing units were stated to be completed in three test-checked divisions<sup>6</sup> at a cost of Rs 3.36 crore between August 2004 and December 2005 but remained unallotted as they were not handed over by BPBCC as of June 2006;
- Four police stations without any quarter, one with ten lower subordinate quarters and one police line were constructed at a cost of Rs 1.61 crore during January 2001 to March 2005 were transferred to the concerned SPs<sup>7</sup>, but the buildings remained unused due to lack of lower subordinate and upper sub-ordinate quarters and boundary wall for proper security. Out of five police stations (PS), four PS buildings at Simra (Aurangabad)-1, Tilouthu (Rohtas)-1, Chhabilapur (Nalanda)-1 and Aanti (Gaya)-1 constructed at a cost of Rs 27.01 lakh were destroyed (2004-05) by extremists. The lower sub-ordinate quarters constructed for Delha Thana (Gaya) and police line of Rohtas district remained unused till date as the SPs of both districts did not take action to shift in the new buildings despite handing over the buildings in November 2002 and April 2005 respectively by BPBCC. The reasons for non-shifting of police line into the new building was mainly attributable to the non-provision of boundary wall, water supply, drainage system and naxal problem.

### **3.1.9 Communication**

To improve the response time, a plan for modernisation of communication system for linking headquarters with police station level was approved for Rs 38.96 crore against which only Rs 15.17 crore (39 per cent) was spent during 2001-06.

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<sup>6</sup> Patna, Muzaffarpur and Bhagalpur.

<sup>7</sup> Rohtas (PS-2, LS-10, P/Line-1), Aurangabad (PS-1), Nalanda (PS-1), Gaya (PS-1)

### 3.1.9.1 Wireless sets remained non-functional

The requirement of VHF, HF, HH sets along with battery as per BPR&D norms and availability thereagainst as of June 2006 were as shown in the table:

	Requirement as per BPR&D norms (in number)					Available					Shortage (in number)					
	Total VHF Sets	Static VHF Sets	HH Sets	HF Sets	Battery		VHF Sets	HH Sets	HF Sets	Battery		VHF Sets	HH Sets	HF Sets	Battery	
					13 Plate	25 Plate				13 Plate	25 Plate				13 Plate	25 Plate
<b>Test checked districts</b>	1418	526	949	NA	1052	NA	964	636	50	397	9	454	313	NA	655	91
<b>Bihar</b>	4561	1558	4699	191	3116	382	3542	3330	102	1127	40	1019	1369	NA	1989	164

(As per BPR&D norms two batteries are required for each static VHF sets and all HF sets)

Against the availability of VHF sets (68 per cent) and HF sets (53 per cent) with respect to requirement the availability of batteries was only 38 per cent and nine per cent respectively. 3542 Very High Frequency (VHF) sets (Rs 4.59 crore), 3330 Hand Held (HH) sets (Rs 3.77 crore), 102 High Frequency (HF) sets (Rs 48.34 lakh) and 677 (12 volt 13 plate) batteries (Rs 14.58 lakh) for VHF sets were procured during 2003-06 for police stations of 40 police districts.

**VHF sets worth Rs 3.60 crore remained non-functional**

Out of 3542 VHF sets, 2896 VHF sets (Rs 3.60 crore) were procured and supplied without required accessories<sup>8</sup> as they were not included in the plan. Further, 280 VHF sets (Rs 52.87 lakh) supplied (2004-05) with eliminator by Motorola were returned (February 2005) to the company with the request to replace the eliminator with batteries but they were not supplied as of June 2006. 102 HF sets (Rs 48.35 lakh) supplied without batteries or eliminator and distributed to field offices were lying idle. The DGP replied that all the VHF and HF sets were functional in the State, but the fact remains that the department did not make provision of accessories and adequate number of batteries.

1127 batteries were available against requirement of 3116 batteries. The operational life of 667 batteries were expired (April 2006). Shortage of batteries affected adversely the operation of VHF-HF sets.

Thus, wireless sets purchased at a cost of Rs 4.61 crore remained unutilized and failed to augment the communication network of Police Force. Further, against the sanctioned strength of 997 Literate Constables (Operators), 225 personnel were available in Bihar (March 2006) which adversely affected the functioning of communication system. The proposal for procurement of batteries (April 2006) was sent by wireless wing of IG (Modernisation) as stated by the DGP. The DGP replied that procurement of batteries and the proposal for recruitment of literate constables has been sent.

<sup>8</sup> Two adapters, Cockcell cable, Grout plain antenna, Bracket, Battery charger and Tower Mast.

### **3.1.9.2 POLNET**

Satellite based integrated police communication network (POLNET) sanctioned under 10<sup>th</sup> plan (2002-07) was included in the Annual Plan of the year 2002-03 under police modernisation scheme to provide voice, data and message communication from the Headquarters office to Police Station level with the help of 36 Very Small Aperture Terminal (V-SAT) and 840 Multi Access Radio Telephone (MART).

The work for execution of POLNET project was awarded (2002) to Bharat Electronics Ltd. (BEL) Gaziabad by GOI for completion upto March 2005.

As per terms and condition the installation of V-SAT, Computer, Fax Machine, Antenna, Base Subscriber Unit (BSU) of MART, at district level and Remote Subscriber Unit (RSU) of MART, Antenna and Telephone set at PS level were to be provided by BEL. 120 feet tower for V-SAT (36), generators, voltage stabilisers, air conditioning machines, 60 feet triangular lattice MAST for each MART units (840), furniture and batteries with charger were to be provided by the State Government.

It was observed that:

- Though BEL completed installation and commissioning of V-SATs during 2005-06, State Government did not provide air conditioners despite being informed by BEL (November 2005) that probability of break down increases due to high temperature. As on March 2006 out of 36 V-SATs, 11 V-SATs were completely non-functional and 14 were partially functional.
- Multi Access Radio Telephony equipment supplied by BEL (December 2004) was lying unutilized in district stores as State Government failed to construct towers in 840 PS though Rs 1.60 crore and Rs 11.43 crore was provided in the budget for the years 2004-05 and 2005-06 respectively as funds were not released by the department.

**Non-construction of tower led to infructuous expenditure of Rs 4.96 crore on POLNET**

Thus, POLNET remained non-functional and amount of Rs 4.96 crore paid to BEL proved infructuous. The DGP accepted (October 2006) the audit findings.

### **3.1.10 Office automation and equipment**

Twelve Fire Arms Training Simulators (FATS) were purchased at a cost of Rs 1.73 crore during 2001-02 for imparting training to police personnel out of which five were supplied to test checked districts. Two FATS at CTS, Nathnagar, one at Bihar Military Police (BMP)-18, Gaya were defective and remaining two at BMP-6, Muzaffarpur and BMP-1, Patna could not be utilised due to absence of trained personnel to handle the equipment. The DGP stated (October 2006) that the commandants were instructed to get it repaired.



**Generator sets purchased at a cost of Rs 72.56 lakh were lying unutilized**

In view of erratic electric supply position in Bihar 145 Gen Sets (2005-06) were purchased at a cost of Rs 72.56 lakh and distributed to the PS of test checked districts but they remained unutilized due to non-provision of kerosene oil for its operation. The DGP stated that Secretary, Food and Civil Supply had been requested (July 06) to allot the district wise kerosene oil quota.

### 3.1.11 Mobility

The expenditure incurred under Mobility during 2001-06 was Rs 94.95 crore. The requirement of different categories of vehicles as per norms of BPR&D and availability there against as on March 2006 were as under:

Types of Vehicles	Requirement as per BPR&D norms	Included in the plan 2000-06	Purchased during 2001-06	Total available as on March 2006	Shortfall in	
					Number	Percent
1	2	3	4	5	6	7
Heavy	805	296	137	223	582	72
Medium	817	337	192	577	240	29
Light	3404	1433	703	2809	595	17
Motor Cycle	3357	2826	829	1197	2160	64
<b>Total</b>	<b>8383</b>	<b>4892</b>	<b>1861</b>	<b>4806</b>	<b>3577</b>	<b>43</b>

The analysis of aforesaid table indicated that against the requirement of 8383 vehicles, only 4806 (57 per cent) vehicles were available as of March 2006. The shortage of 43 per cent with respect to requirement was mainly due to short utilisation of funds as well as delay in finalisation of purchase. Shortage of different kind of vehicles was accepted (October 2006) by the DGP and stated that proposal for procurement of vehicles is under process.

It was observed that :

**Availability of drivers was very low compared to vehicles.**

- The sanctioned strength of drivers in Bihar was 2342 against which only 1037 drivers were available for operation of 4806 vehicles in the State as of March 2006.
- In nine test-checked districts 329 (53 per cent) drivers were available (June 2006).
- 60 Commander Jeeps and 16 Tata Spacio vehicles procured during 2004-05 and 2005-06 for Left Wing Extremists (LWE) districts<sup>9</sup> were provided to non-LWE districts<sup>10</sup>. The DGP's reply that vehicles were provided to non-LWE districts in the interest of law and order is not tenable as these vehicles were meant for LWE districts.

<sup>9</sup> Arwal, Aurangabad, Bhojpur, East Champaran, Gaya, Jamui, Jahanabad, Kaimur, Nawada, Nalanda, Patna, Rohtas, Sitamarhi and West Champaran.

<sup>10</sup> Hqr:12+0, Naugachhia:6+0, Buxar:6+2, Bhagalpur:8+1, Banka:7+0, Muzaffarpur:3+3, Begusarai:2+0, Vaishali:2+0, Sheohar:1+0, Siwan:3+0, Darbhanga:3+4, Madhepura:1+0, Shekhpura:1+2, Khagaria:1+0, Purnea:1+1, Gopalganj:1+0, Samastipur:1+0, Saharsa:1+1, Saran:0+1 and Munger:0+1.

- Out of 386 motorcycles purchased for outposts and town outposts 273 were deployed at other places like SP residence (13), Police Line (260) etc in test checked districts.

### **3.1.11.1 Extra expenditure on purchases**

**Extra expenditure of Rs 3.10 crore due to delay in purchase**

The proposal for purchase of six types of vehicles and three types of arms (*Appendix-XXVIII*) were approved in annual plans of 2000-03. The total cost of purchase was Rs 19.35 crore. These items could not be purchased during the respective plan years due to delay in issue of sanction by the Home Department and consequent delay in placement of supply orders by IG (Provision). These items were purchased during 2002-06 at a cost of Rs 22.45 crore leading to extra expenditure of Rs 3.10 crore. The DGP accepted (October 2006) the audit findings.

### **3.1.11.2 Wasteful expenditure due to non-execution of after sale service contract**

**Motorboats remained defective**

Twenty-one boats valued Rs 1.05 crore were purchased during 2001-02 for 19 districts from an Okhla based company. The option of signing after sales service contract was not exercised by the provisioning branch. It was observed that SPs of 13 districts informed the IG (Provision) between November 2002 and July 2005 that 15 boats were non-functional due to mechanical defects with simultaneous request to the company also. One boat in Bagha districts became defective during guarantee period but was not repaired by the company. Neither penal action was initiated against the company nor was its bank guarantee of Rs 5.34 lakh withheld. Though 15 Motor Boats costing Rs 74.91 lakh were lying defective, no action was taken by the department for repair. In absence of after sale service contract the motor boats could not be repaired which became defective between November 2002 and May 2005. The DGP informed that SP's have been directed to get the motorboats repaired.

### **3.1.11.3 Avoidable payment**

**Avoidable payment due to delay in release of purchase order**

Empowered Committee approved the proposal for purchase of 12 Vehicle Mounted Water Cannons (VMWC) and 41 Riot Control Vehicles (RCV) during the year 2001-03. Proforma invoice was obtained from Defence Research Development Organisation (DRDO) (July 2003) in which the quoted rates for VMWC (Rs 25.90 lakh) and RCV (Rs 8.40 lakh) were valid till December 2003, later extended upto March 2004. However, Home Department delayed the release of sanction order and placement of purchase order was issued in April 2004 by the IG (Provision) for 11 VMWC and 41 RCV but by that time DRDO increased the rate of VMWC to Rs 28 lakh and RCV to Rs 8.90 lakh leading to avoidable extra payment of Rs 43.60 lakh.

### **3.1.12 Weaponry**

**AK-47 deployed for personal security**

Rupees 51.44 crore was spent on procurement of weapons (AK-47: 1500; INSAS: 9660; LMG: 100; Carbine: 50 and 9 mm Pistol: 972) during 2001-06 against approved plan size of Rs 52.21 crore. The deployment of AK-47 rifles in test-checked districts disclosed that, 39 rifles (out of 363) were provided to

bodyguards by the concerned SPs in violation of instructions of Ministry of Home Affairs which strictly prohibited use of AK-47 rifles for personal security. Intensive training required for handling of AK-47 and INSAS was also not imparted.

The DGP informed that direction have been issued to SPs for imparting training. Further, SPs have been asked to explain the circumstances under which AK-47 were deployed with bodyguards.

### 3.1.13 Forensic Science Laboratory

Forensic Science Laboratory was providing technical and scientific assistance to the Police Department by analyzing samples received/collected from the crime site. MHA approved (2000-01) plan of Rs 1.13 crore for purchase of equipment but only Rs 22 lakh could be spent till date (June 2006). 32 persons were posted against sanctioned strength of 65 technical staff<sup>11</sup>.

**Pending cases increased from 824 to 3007**

The number of pending cases of samples received during modernization period (2001-06) increased from 824 (2001) to 3007 (2005). The samples received in 2001 were not analysed till June 2006. The Director, FSL, stated that shortage of manpower was adversely affecting the routine work resulting in low disposal of cases.

#### 3.1.13.1 Non-utilisation of forensic equipment

**Equipment non-functional due to voltage fluctuation**

Three machines<sup>12</sup> valuing Rs 21.99 lakh provided to FSL Patna during 2002-03 were commissioned between February 2003 and January 2006 in order to provide speedy scientific aid to investigation. All the three machines were remained non-functional during 2003-06 due to software problem and voltage fluctuation. Director, FSL, stated that the software problem could not be solved due to non allotment of funds. Further, scrutiny revealed that DNA isolation machine (Rs 53 lakh) remained packed since June 2002 due to lack of building to be provided by State Government as of June 2006.

#### 3.1.13.2 Non-functional Regional Forensic Science Laboratory (RFSL)

The RFSL at Muzaffarpur, located in a rented building was without equipment required for sample testing. It was working only as a collection centre of samples. The samples collected were being sent to FSL Patna for analysis. Non-working of RFSL was adversely affecting the police investigation process.

### 3.1.14 Training

**Police Academy not yet constructed**

Training is necessary to address the changing needs of Police Force in order to introduce the modern technological applications and to develop skills. Six

<sup>11</sup>

Position of staff	Sr. Scientific Officer	Sr. Scientific Assistant	Technician/Lab Assistant
Sanctioned strength	24	13	28
Men-in-position	3	4	25

<sup>12</sup>

*Distillation Analyser, Viscosity Analyser, Polygraph*

training institutions<sup>13</sup> of undivided Bihar except Constable Training School (CTS) Nathnagar, Bhagalpur institutions are now in Jharkhand. State Government was yet to acquire land for construction of Police Academy despite approval of proposal in 2002-03.

Test check of records of ADG (Training) and CTS, Nathnagar disclosed that neither training requirement was assessed nor annual targets fixed during 2001-06. The Department simply issued order (May 2005) for relieving of police personnel for training on the basis of date of appointment.

**Even basic training not imparted**

Only 4076 (10 per cent) were trained against total strength of 36995 Police personnel in the CTS Nathnagar. Basic training was imparted to 936 personnel in 2000-01 which was further declined to 233 in 2005-06. Reasons for decline was stated to be reluctance of SPs to relieve the personnel for training. Improper training was imparted to six fresher DSPs as no Police Academy was available. BPR&D norms for refresher training on every five year were not followed. The existing infrastructure in the training school was inadequate and requirement was not fulfilled despite provision in Modernisation plan of 2002-03. Only 37 arms were available against the required 558 arms for training as detailed in **Appendix XXIX**.

### **3.1.15 Monitoring**

**Monitoring was not done by State Level Empowered Committee**

State Level Empowered Committee was responsible for approval of annual plans for onward submission to MHA. The progress of implementation of approved annual plans was to be monitored by the SLEC by holding one meeting every month and by deputing teams of officers who will visit fields and make periodic assessment regarding implementation of the scheme. It was, however, noticed that SLEC met 17 times only during 2001-06 though 60 meetings should have been held. This affected adversely in submission of annual plans to MHA for approval and implementation of the plan. Scrutiny of minutes of these 17 meetings disclosed that the implementation of the scheme was never reviewed and met only for approval of purchase proposals of vehicles, arms and communications equipment etc.

### **3.1.16 Conclusion**

State Government was deprived of central assistance due to low spending caused by delay in issue of sanctions by the Home Department. Planning was inadequate as input from field offices was not available and BPR&D norms were not considered while assessing the requirement. Consequently targets fixed in the plan were low when compared to the actual requirement. Incomplete housing units due to deficient contract management by BPBCC led to denial of housing facilities to police personnel. Striking capability of the force was not augmented as motorcycles meant for outposts and vehicles procured for LWE districts were deployed elsewhere. Scientific investigation of crime did not improve as the forensic science laboratory suffered from shortage of manpower

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<sup>13</sup> Police Training College, Hazaribagh; Military Police Training College, Hazaribagh; Traffic Training School, Jamshedpur; Automatic Indoor Firing Range, Bokaro; Granade Firing Range, Deoghar and Wireless Repeater Station at Parasnath Hills.

and non-utilisation of equipment. Skill enhancement of personnel could not be achieved as there was no officer training academy and infrastructure at constable training school was inadequate. Schemes were never reviewed by SLEC indicating a weak monitoring mechanism.

Thus, scheme of Police modernisation had a marginal impact in bridging the gap in infrastructure and upgradation of skills of Police personnel.

***Recommendations***

- Proposals should be processed by the Home Department within a fixed time limit.
- Plans should correctly assess the requirement as per BPR&D norms as well as inputs from the field offices ;
- Efforts should be made to bridge gaps in infrastructure especially buildings and mobility;
- FSL should be strengthened in terms of equipment and technical manpower to aid scientific investigation of crime;
- The Government should upgrade the training infrastructure including setting up new training academy for officers and also ensure it's optimum utilisation;
- Monitoring of implementation of scheme should be made effective both at the level of Departmental and State Level Empowered Committee.

The above points were reported to Government (July 2006); their reply has not been received (October 2006).

## PRIMARY SECONDARY AND ADULT EDUCATION DEPARTMENT

### 3.2 Sarva Shiksha Abhiyan

#### *Highlights*

*Sarva Shiksha Abhiyan (SSA), a programme aimed at universal elementary education, was launched to provide primary education for all children in the six to 14 age groups by 2010. The major interventions were directed towards creation of basic physical infrastructure like construction of new school buildings, additional class rooms, toilets, provision of drinking water etc. Despite provision of Rs 130.41 crore on civil works in nine test-checked districts, most of the works remained incomplete. Rupees 61.60 crore spent on teaching and learning materials (TLM), teaching and learning equipments (TLE), school development grant (SDG), training to teachers, purchase of computer and others failed to provide quality education as teacher pupil ratio was far in excess of the prescribed norms. Drop out rate was as high as up to 63 per cent in test-checked districts. There were 33.15 lakh out-of-school children in the entire State in 2004 against the target of universal enrolment to be achieved by 2003.*

**State failed to get Rs 865.29 crore as grant from GOI during 2001-05 due to low spending. Bihar Shiksha Pariyojana Parishad sent utilisation certificate of Rs 421.43 crore (69 per cent of GOI funds) to GOI without receipt of utilisation certificates from the districts.**

*(Paragraph 3.2.6.2 & 3.2.6.4)*

**Rupees 14.37 crore was provided to District Programme Co-ordinators during 2004-05 in violation of the guidelines of SSA for payment to Panchayat Shiksha Mitras and Rs 1.41 crore were unauthorisedly spent on Mid-day Meal Scheme.**

*(Paragraph 3.2.6.5)*

**Annual as well as perspective plans were prepared without household survey. As such plans did not reflect the true picture of the State.**

*(Paragraph 3.2.7.1)*

**As of September 2004, 33.15 lakh children continued to remain out of school in the State. Drop out rate from Class-I to Class-IV in the test-checked districts ranged between 20 and 63 per cent while over all drop-out rate in the state was 52 per cent.**

*(Paragraph 3.2.7.2 & 3.2.7.4)*

**Pupil teacher ratio (PTR) in the test-checked districts was far in excess of the norms. Vacant posts of teachers were not filled and appointment of additional teachers required to achieve the PTR 40:1 as envisaged in SSA was not made. Even in upgraded schools sanctioned post of teachers were not filled in.**

*(Paragraph 3.2.10.2 & 3.2.7.3)*

**No monitoring and evaluation system at any level was in place. Management Information System (MIS) and Programme Management Information System (PMIS) was not available in any block and buildings,**

**computers, software, trained manpower and other infrastructural facilities were not provided to block and cluster resource centres.**

*(Paragraph 3.2.11)*

### **3.2.1 Introduction**

Sarva Shiksha Abhiyan (SSA) was launched in 2001-02 by the Government of India (GOI) with a view to provide useful and relevant elementary education to all children in the age group of six to 14 years by 2010. Community participation at planning as well as implementation level was to be ensured. The main objectives of SSA are as follows:

- To enroll all children in the age group of six to 14 in schools, education guarantee centres, alternative and innovative schools by 2003;
- To ensure primary education to all children by 2007;
- To focus on quality elementary education with emphasis on education for life;
- To bridge all gender and social category gaps at primary stage by 2007 and elementary education level by 2010;
- To ensure that all children complete eight years of elementary schooling by 2010.

### **3.2.2 Organisational set-up**

Bihar Shiksha Pariyojana Parishad (Parishad) a registered society under Society Registration Act in 1991-92, was made the implementing agency of SSA. The General Council (GC) of Parishad under the Chairmanship of Chief Minister was responsible for overall policy guidance and review of implementation of SSA. Executive Committee (EC) under the Chairmanship of Commissioner and Secretary, Primary, Secondary and Adult education was responsible for administration of implementation of programme. The State Project Director, Parishad was member Secretary of GC and EC. The Zila Karyakarini (ZK) headed by the District Magistrate with District Superintendent of Education (DSE) as Programme Coordinator supervised the implementation of the programme at the district level. Programme implementation at block, cluster and school level was supervised by the Block Education Extension Officer (BEEO), Headmaster of Middle school as cluster in charge and Vidyalaya Shiksha Samitee (VSS) respectively.

### **3.2.3 Audit Objectives**

The audit objectives were to examine and assess:

- the efficacy of planning for implementation of various components of the programme;
- whether the funds were utilised efficiently and effectively;
- how far the objective of all children in school, education guarantee centres, alternative schooling facility and 'back to school' camp by 2003 has been achieved;

- Whether major interventions were carried out as per the norms fixed and whether the efforts of the Government to improve the quality of educational standards have been effective and economical.

#### **3.2.4 Audit criteria**

The audit criteria used for the performance audit covered following aspects of the scheme:

- the norms as per the SSA guidelines for preparation of annual work plans (AWP);
- the comparison of infrastructure facilities provided to schools, availability of teachers, provision of teaching and learning equipment, training of teachers vis-a-vis the norms laid down in the guidelines;
- the number of 'out of school' children enrolled, the increase in number of schools to improve accessibility in habitations;
- the pupil teacher ratio as per norms was also taken into account while assessing the impact of the programme.

#### **3.2.5 Audit coverage and Methodology**

Audit test-checked the records for the period 2001-05 of Bihar Shiksha Pariyojana Parishad, nine out of 37 District Programme Co-Ordinators (DPCs) in the state and 27 out of 159 block resource centres (BRCs) in nine test-checked districts. Besides, in 27 test-checked blocks, records of 54 primary schools (PS) out of 2215, 54 upper primary schools (UPS) out of 1030 and 27 education guarantee centres out of 764 centres were seen in audit. An entry conference was held in April 2005 with State Project Director, Bihar Shiksha Pariyojna Parishad. Exit conference was also held with State Project Director in December 2005. The replies of State Project Director on the audit observations have been received in December 2005, which has been incorporated in the succeeding paragraph.

The Social and Rural Research Institute (SRI), a specialist unit of IMRB International was engaged by the Comptroller and Auditor General of India to conduct the survey of the impact of SSA from the perspective of beneficiaries and their parents. SRI carried out (December 2005 to February 2006) survey in 740 primary sampling units (Rural: 592; Urban: 148)\*. A total of 66,072 households were listed out of which 41,418 were found eligible and a total of 14,631 households were covered for the study. The Executive summary of the survey is annexed to the review (**Appendix-XXIX**). Review with SRI issued to Government in September 2006, no reply has been received (October 2006). SRI findings have been included in this review at appropriate places.

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\* About two schools were covered under each primary sampling unit.



## Audit findings

### 3.2.6 Financial management

#### 3.2.6.1 Funding pattern

SSA was funded by the GOI and the State in the ratio of 85:15 and 75:25 during the IX and X<sup>1</sup> Plans respectively and would be 50:50 sharing thereafter. The State Government was to transfer its share to the Parishad within 30 days of the receipt of Central share. Subsequent instalments to the Parishad were to be released by GOI only after the State Government had transferred its matching share and Parishad had spent at least 50 per cent of available funds.

#### 3.2.6.2 Budget and expenditure

Funds received and expenditure incurred during the period 2001-05 were as under:

*(Rupees in crore)*

Year	Approved Annual Work Plan by GOI	Opening balance	Funds made available by GOI	Funds made available by State Govt.	Total funds available during the year	Expenditure	Saving	Savings (in per cent)
2001-02	56.99	2.38	28.50	--	30.88	2.43	28.45	92
2002-03	212.00	28.45	79.15	62.00	169.60	80.99	88.61	52
2003-04	573.57	88.61	194.49	64.83	347.93	279.19	68.74	20
2004-05	626.87	68.74	302.00	80.00	450.74	421.24	29.50	07
<b>Total</b>	<b>1469.43</b>		<b>604.14</b>	<b>206.83</b>		<b>783.85</b>		

In addition to Rs 604.14 crore, Rs 2.38 crore received (September 2000) from GOI for pre-project activities for 17 districts<sup>2</sup> not covered under DPEP remained unspent.

As per the balance sheet prepared by Chartered Accountant receipt of State share was shown less by Rs 18.64 crore during 2001-04.

Against the total sanctioned amount of Rs 1469.43 crore, only Rs 604.14 crore was made available by the GOI during 2001-05, as the State was unable to spend 50 per cent of available funds. State share was provided after a delay of six months against prescribed period of 30 days during 2002-05 whereas State share was not provided during 2001-02.

The Director, Parishad, attributed the slow spending to lack of infrastructural facilities, teachers training facilities, shortage of skilled accountants, in-house engineers and non posting of teachers etc. and stated that release of State share has since been regularized.

#### 3.2.6.3 Transfer of funds

Of total available funds of Rs 813.35 crore during 2001-05, Rs 783.71 crore were transferred to various agencies for execution of schemes (*Appendix-XXX*) and Rs 13.96 lakh was spent (2001-03) to meet the establishment expenditure of the Parishad.

<sup>1</sup> IX Plan (1997 to 2002) and X plan (2002-07)

<sup>2</sup> Aurangabad, Begusarai, East Champaran, Gopalganj, Jehanabad, Katihar, Khagaria, Madhepura, Madhubani, Nawada, Nalanda, Patna, Saharsa, Saran, Samastipur, Siwan and Supaul

### 3.2.6.4 Irregular booking of expenditure

**Rs 783.85 crore was booked as expenditure without receipt of UCs**

Out of Rs 813.35 crore, Rs 783.85 crore was booked as expenditure by Parishad during 2001-05 though the amount was actually advanced to District Programme Co-ordinators and other agencies. Utilisation certificates of Rs 421.43 crore against the GOI funds of Rs 606.52 crore<sup>3</sup> were sent by the Parishad to the GOI between September 2004 and July 2005 though utilisation certificates were not received from the concerned Districts Programme Co-ordinators.

The Director, Parishad, stated that transfer of funds to DPCs is not booked as expenditure. However, audit noticed that transfer of funds was booked as expenditure.

In nine districts test checked the position of funds is given in **Appendix-XXXI**. Out of total available funds of Rs 242.63 crore, Rs 192.01 crore<sup>4</sup> was spent by nine districts. Rupees 157.70 crore was transferred to Vidyalaya Shiksha Samitees under different interventions<sup>5</sup> but utilisation certificates of only Rs 4.50 crore (three per cent) was received (August 2005). In addition six<sup>6</sup> District Programme Co-ordinators disbursed Rs 2.10 crore directly to teachers for purchase of teaching learning materials through cheques instead of routing the funds through Vidyalaya Shiksha Samitee. Balance Rs 50.62 crore remained unspent with District Programme Co-ordinators.

The Director, Parishad, stated that school development, TLM, and R&M grant are treated as expenditure on receipt of UCs from VSS before release of grants for subsequent years. The reply is not tenable as out of Rs 28.61 crore provided on these grounds to VSS in nine test-checked districts UCs of only Rs 1.90 crore were received from the districts. This shows that grants for subsequent years had been released without receipt of utilisation certificates.

### 3.2.6.5 Diversion of SSA funds

**Inadmissible provision of Rs 14.37 crore for payment of salary**

A sum of Rs 14.37 crore was provided to 37 District Programme Co-ordinator during 2004-05 for making payment of salary to Panchayat Shiksha Mitra appointed in 2003-04. Against this, payment of Rs 1.80 crore only was made in Aurangabad to 1440 PSMs (September 2005).

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<sup>3</sup> Rs 604.14 crore for programme implementation and Rs 2.38 crore for pre-project activities provided by GOI.

<sup>4</sup> VSS:Rs 157.70 crore; Training: Rs 24.34 crore; Computer and others: Rs 9.97 crore (TLM directly to teachers: Rs 2.10 crore; Desk & benches purchased by DPC, Motihari: Rs 2.18 crore; PSM salary: Rs 1.80 crore; Mid-day meal: Rs 1.41 crore; Computer and project management: Rs 2.48 crore) Total: Rs 192.01 crore.

<sup>5</sup> Construction of school buildings, additional class rooms (ACR), toilets, provision of hand pumps, repair and maintenance of school buildings (R&M), teaching and learning equipment (TLE), teaching and learning material (TLM), school development grant (SDG), construction of BRCs, Cluster Resource Centres (CRCs)

<sup>6</sup> Aurangabad: Rs 37.76 lakh; Begusarai: Rs 37.07 lakh; Muzaffarpur: Rs 34.83 lakh; Patina's 13.27 lakh; Saharsa: Rs 29.62 lakh and Samastipur: Rs 57.12 lakh

The Director, Parishad, in his reply stated that as per instructions of the Government, salary to PSM was paid from SSA funds which was to be adjusted/ reimbursed from Government.

**Irregular diversion of Rs 1.41 crore to mid-day meal scheme**

Out of SSA funds District Programme Co-ordinator Patna irregularly diverted (January 2005) Rs 1.41 crore to District Superintendent of Education, Patna for mid-day meal scheme. The Parishad had not submitted the claim of reimbursement of this amount from the State Government (October 2005).

The Director, Parishad, stated that as per instruction of Government funds was provided for arranging mid-day meal which is to be adjusted. The adjustment of the expenditure has not been carried out as yet.

### **3.2.6.6 Non-maintenance of records**

Scrutiny of records of Parishad revealed that basic accounting records like cashbook, ledger, cheque issue register, asset register etc. were not maintained by the Parishad though prescribed in Manual on Financial Management and Procurement. Financial Management Information System (FMIS) was non-existent as software had not been developed (September 2005).

The Director, Parishad, stated that steps were being taken by appointing professionally skilled accounts personnel by the end of February/March 2006 for making the books of accounts upto mark.

### **3.2.7 Programme management**

#### **3.2.7.1 Programme planning under the SSA**

The planning under SSA involved review of the existing educational scenario in the State. The perspective plan and annual plan at the State, district and habitation levels were to be prepared based on household surveys, the district information system for education (DISE) data and research studies. In addition, community participation from planning to implementation level was to be ensured. There was no evidence of undertaking village wise household survey in the test-checked districts. Rupees 2.38 crore made available by GOI in 2001-02 for pre-project activities remained unspent. However, the plans were prepared for 2002-03 without any survey or need-based assessment.

**Community participation in district level plans was not ensured**

Sarva Shiksha Abhiyan works on a community based approach to planning with habitation as a unit of planning and habitation plans form the basis for formulating the district plans. Although the habitation level educational plans for macro planning and school mapping<sup>7</sup> were stated to have been prepared before launching the programme to assess the actual number of 'out-of-school' children in the age group of six to 14 years, none of the DPCs in the test-checked districts could produce these plans to Audit. Household baseline surveys to identify the out-of-school children were not conducted till September 2005.

<sup>7</sup> Denotes the location of schools and habitations in the district

Beneficiary survey by SRI revealed that as of February 2006, out of 226.02 lakh children in the age group of 6-14 years, 40.08 lakh children were out of school. Thus, about 177 children per thousand in the age group of 6-14 years were out of schools.

Data validation checks were not being exercised at any level as there was discrepancy noticed in number of blocks, villages, school, teachers available as shown in Annual Work Plan of the test checked districts with those collected in audit from Census and District Superintendent of Education (*Appendix-XXXII*).

Thus, the planning process was not in accordance with the guidelines of SSA and the plans formulated for implementation of SSA also did not reflect the real needs of the State.

The Director stated that the household survey was carried out and data were collected through well-designed data capture format. However, no household survey register was produced to Audit in any of the districts test-checked and the data on which AWP were prepared were neither correct nor authenticated.

### 3.2.7.2 State profile of enrolment of children and infrastructure

The State had 1.77 crore children in the age-group of 6-14 years as of September 2000 of which 47.12 lakh children (27 per cent) were out of school. The primary objective of the programme was to enrol all children of the above age group in schools by 2003. However, as of September 2004, 33.15 lakh children remained out of school in the State. In nine districts, test-checked, the number of out of school children was as high as 19.71 lakh.

The Director, Parishad, stated that all possible steps were being taken to bring all children in schools.

According to perspective plan and the annual working plans prepared for the SSA, the infrastructure for primary/elementary education available in the State as of 2001 comprised of 51454 primary (41442) and upper primary (10012) schools. Of these, 2537 schools had no buildings, 25831 schools were without toilets, 12792 schools did not have drinking water provision and 44761 schools were without girls' toilets.

### 3.2.7.3 Target and achievement

According to the annual working plans the targets set under the various components of SSA and achievements made thereagainst upto March 2005 were as under:

(Figures in number)

Components	Target	Works in progress	Works not yet taken up
Construction of school building	2469	1158	1301
Toilets	18130	13583	4547
Additional class rooms	23783	16710	7073
Drinking water	9074	5640	3434
Resource centres (BRCs/CRCs)	1258	825	433
Up-gradation of primary schools	10709	5360	--

**33.15 lakh children remained out of school in the state while 19.71 lakh were out of school in nine test-checked districts**

None of the civil works was shown as completed in the AWP. The achievement in respect of upgradation of primary schools was shown as upgradation of 5360 primary schools to upper primary schools against the target of 10709 schools to be upgraded. No teacher was, however, appointed for upgraded schools.

The position obtained in the test checked districts as of March 2005 were, however, as under:

Components	Target	Works completed	Works in progress	Works not yet taken up
Construction of school building	752	Nil	464	288
Toilets	6476	356	6044	76
Additional class rooms	9794	94	7300	2400
Drinking water facilities	2874	191	2385	298
Resource centres (BRCs/CRCs)	458	6	414	38
Up-gradation of primary schools	3449	1573	NA	NA

**Creation of basic infrastructure facilities were far behind the targets**

Thus the creations of basic infrastructure facilities were far behind the target.

#### 3.2.7.4 Gross Enrolment Ratio, Net Enrolment Ratio and Retention Rate

Gross Enrolment Ratio (GER), Net Enrolment Ratio (NER) and Retention Rate (RR) of the children in the school system are performance indicators to the programme objective of (i) bringing all children into the fold of education by 2003, (ii) completion of five years of primary education by 2007 and eight years of elementary education by 2010 and (iii) universal retention by 2010.

GER is the percentage of total enrolment in primary level of education to the population, which is supposed to be in primary schools. NER indicates the percentage of enrolment corresponding to the targeted child population. According to the information obtained from the department, the GER, NER and RR at the State level were as under:

GER: 90                      NER: 77                      RR: 48

**Drop out rate from Class-I to Class-IV in the test-checked districts ranged between 20 and 63 per cent**

Thus, there was a significant shortfall of 52 per cent in retention of children in primary schools after their enrolment and about 68<sup>8</sup> per cent of eligible children were either not enrolled or could not complete education at the primary level.

In the 108 schools, test-checked it was also observed that against enrolment of 37990 students in Class-I, only 23013 students (61 per cent) continued up to the last day of the session. The Drop out rate from Class-I to Class-IV in the test-checked districts ranged between 20 and 63 per cent during 2001-05.

<sup>8</sup> Drop-out rate:  $100-48=52\%$ , Percentage of drop out to total child population =  $52/90 \times 100 = 58$  per cent + 10 per cent were not enrolled = 68 per cent.

Thus, the existing level of efforts of the Government for achieving the objective of ensuring primary education to all children by 2007 was inadequate.

### Major interventions

With a view to achieving the objective of providing quality education to each and every child between the age group of six to 14 years, different interventions like civil works relating to construction of new school buildings, additional class rooms, toilets, block resource centres, cluster resource centres, drinking water facilities, provision of teaching and learning equipment and supply of teaching and learning materials were proposed.

#### 3.2.8 Civil works

##### 3.2.8.1 Target and achievement

The position of physical target, achievement and funds provided to Vidyalaya Shiksha Samitees under civil works in seven interventions in nine test-checked districts during 2001-05 and status of utilization certificates furnished were as follows:

#### Statement of Physical Financial Target vis-a-vis achievement under civil works during 2001-05

Name of intervention	Number of works undertaken	Works completed	Funds provided (Rupees in crore)	UC furnished (Rupees in crore)
<b>Civil Works</b>				
1. Block Resource Centres	83	4	3.91	0.56
2. Cluster Resource Centres	337	2	4.95	0.06
3. Additional Class Room	7394	94	82.44	1.70
4. New School Buildings	464	Nil	10.89	Nil
5. Drinking water facilities	2576	191	2.50	0.34
6. Toilet	6400	356	9.45	0.53
7. Repair and Maintenance	32692	839	16.27	0.42
<b>Total</b>	<b>49946</b>	<b>1486</b>	<b>130.41</b>	<b>3.61</b> <b>(3 per cent)</b>

**Note:** In addition Rs 31.57 crore\* were provided for teaching and learning material (TLM), teaching and learning equipment (TLE) and school development grant (SDG).

It would thus be seen that out of 49946 works undertaken only 1486 works (3 per cent) were completed as of August 2005 although substantial amount of funds were available with the VSSs.

SRI in its report revealed that 12.5 per cent of PS, 13.3 per cent of UPS and 0.5 per cent of HS in the State had utilised SSA funds to construct water supply installations in schools.

The Director, Parishad attributed the slow progress in civil works to lack of infrastructure facilities, in-house Engineers, convergence with other departments at initial stage, knowledge and training/capacity building of VSS

\* TLE: Rs 17.05 crore through VSS and Rs 2.18 crore by DPC; TLM: Rs 2.08 crore through VSS and Rs 2.10 crore by DPCs; SDG: Rs 8.16 crore.

members etc. and added that steps were being taken to accelerate the creation of basic infrastructure facilities.

### 3.2.8.2 *Repair and maintenance grant (R&M)*

**Rs 20 lakh was provided for repair and maintenance to 397 buildingless schools**

Yearly grant of Rs 5,000 per school was to be provided to those schools having their own buildings on the specific proposal of Vidyalaya Shiksha Samitee towards repair and maintenance of school buildings. A sum of Rs 16.27 crore was provided to 32692 schools during 2002-05 without any specific proposal from Vidyalaya Shiksha Samitee, irrespective of number of rooms and their requirements. Out of Rs.16.27 crore, an amount of Rs 20 lakh was given to 397 buildingless<sup>9</sup> schools. Utilisation certificates of only Rs 42 lakh were received from 839 schools as of August 2005.

The Director, Parishad, stated that instructions were being issued to district offices for refund of R&M grant from buildingless schools.

### 3.2.9 *Teaching and learning material (TLM)*

#### 3.2.9.1 *Non-assessment of requirements and untimely distribution of text books*

The printing and distribution of free textbooks for the children of class I to VIII belonging to scheduled caste, scheduled tribes and girls was one of the major interventions proposed under Sarva Shiksha Abhiyan. The assessment of class wise, books wise and language wise requirement was to be sent to Parishad by District Programme Co-ordinators six months in advance of the commencement of academic year. The books were to be distributed in January-February through District Programme Co-ordinators, block resource centre, cluster resource centre and Headmasters of schools for which stock and distribution registers were to be maintained.

**The books were distributed after delay ranging from six to nine months each year and 19.33 lakh books were not distributed in five districts**

Scrutiny of records of test checked districts revealed that neither requirement was sent to Parishad nor stock and distribution registers were maintained at block resource centre, cluster resource centre and school level. The books were distributed after delay ranging from six to nine months each year. Complete set of books was never made available in any school. Further, in five test-checked districts<sup>10</sup> it was noticed that 19.33 lakh books out of total 1.16 crore books were lying undistributed as of December 2004.

In three test checked districts<sup>11</sup> it was noticed that against the receipt of 50.08 lakh books during 2003-05 payments for 56.80 lakh books were made by Parishad resulting in excess payment for 6.72 lakh books. The amount of excess payment could not, however, be worked out in audit.

<sup>9</sup> Aurangabad: 58 schools: Rs 2.90 lakh; Begusarai: 4 schools: Rs 0.20 lakh; East Champaran: 46 schools : Rs 2.30 lakh; Patna: 100 schools: Rs 5 lakh; Purnea: 84 schools: Rs 4.20 lakh; Muzaffarpur: 37 schools: Rs 1.85 lakh and Saran: 68 schools: Rs 3.60 lakh.

<sup>10</sup> Aurangabad, East Champaran, Purnea, Samastipur and Saran

<sup>11</sup> Aurangabad, Purnea and Samastipur

The Director, Parishad, stated that action was being taken to improve the situation and ensure timely distribution of text books. He also stated that excess payment made to BSTPC was being examined.

### 3.2.9.2 Utilisation of TLM grant

UC for Rs 28 lakh received against TLM grant of Rs 4.18 crore

For teaching and learning material such as books, work books, teachers' guide, teaching aid, educational kits, supplementary reading material, black boards etc. grant at the rate of Rs 500 each year were to be provided to all trained teachers for the purchase of the educational kits. In nine test-checked districts, Rs 4.18 crore (including Rs 2.10 crore directly disbursed to teachers) was disbursed during 2002-05 whereas utilisation certificates of only Rs 28 lakh were received.

In 108 schools test-checked it was noticed that the teaching and learning material grant was neither taken in the cash book of the school nor in the account of Vidyalaya Shiksha Samitee. Vouchers for the expenditure and stock register of material were not made available to audit.

It was further noticed that in three districts (Saharsa, Samastipur and Saran) a sum of Rs 5.30 lakh was disbursed to 1059 teachers<sup>12</sup> in excess of teachers available in the districts during 2003-05.

### 3.2.9.3 Provision of teaching and learning equipment (TLE)

UCs for Rs 11.50 lakh received from 23 schools against TLE grant of Rs 17.05 crore disbursed to 3410 schools

One time teaching and learning equipment grant of Rs 50,000<sup>13</sup> per upper primary school was to be provided. The mode of procurement was to be determined by Vidyalaya Shiksha Samitee. In nine test-checked districts, Rs 17.05 crore were given to 3410 upper primary schools during 2003-05 of which utilisation certificates of only Rs 11.50 lakh were received from 23 schools as of August 2005.

The Director stated that necessary steps are being taken for collection of UCs.

Teaching and learning equipment grant was provided to 52 buildingless upper primary schools<sup>14</sup> (Rs 26 lakh) and 262 upper primary schools<sup>15</sup> having only one or two rooms (Rs 1.31 crore) without ensuring space for accommodation of desk and benches in such school.

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<sup>12</sup> Saharsa:716 teachers: Rs 3.58 lakh; Samastipur:127 teacher: Rs 0.64 lakh and Saran:216 teachers: Rs 1.08 lakh

<sup>13</sup> Equipment: Rs 1000, teaching material, Rs 1000, library books, Rs 5000 playing equipment and materials, Rs 3000 and desk & bench Rs 40000

<sup>14</sup> Purnea:2 UPS: Rs 1 lakh; Aurangabad: 5 UPS: Rs 2.50 lakh; Muzaffarpur: 4 UPS: Rs 2.00 lakh; Patna:23 UPS: Rs 11.50 lakh; Saharsa: 6 UPS: Rs 3.00 lakh; Samastipur: 12 UPS: Rs 6 lakh.

<sup>15</sup> Aurangabad: 43 UPS: Rs 21.50 lakh; Begusarai: 9 UPS: Rs 4.50 lakh; Muzaffarpur: 20 UPS 10 lakh; Patna: 122 UPS 61 lakh; Samastipur: 28 UPS: Rs 14 lakh; Saran: 40 UPS: Rs 20 lakh.



**In Motihari district Rs 37.30 lakh were paid in excess on substandard purchase of desk and benches**

### 3.2.9.4 *Purchase of desks and benches without ensuring quality*

Although the purchase of desks and benches were to be made by the Vidyalaya Shiksha Samitee, the District Working Committee headed by District Magistrate, Motihari placed orders with 11 firms for supply of 24124 sets of desks and bench at the rate Rs 1080 per set for 652 upper primary schools in February 2004 although rate approved by the State level office was Rs 900 per set. Scrutiny also revealed that minutes of the meeting held on 24 February 2004, in which the purchase was decided, recorded the samples given by these firms at the time of tender as substandard. Despite that, the payments were made without receipt of quality certificates from Headmasters and Vidyalaya Shiksha Samitee concerned. A sum of Rs 2.24 crore was paid between June 2004 and June 2005 for 20720 sets, which involved excess expenditure of Rs 37.30 lakh<sup>16</sup> compared to Government approved rate.

In Aurangabad, the District Working Committee approved (February 2005) the tender for supply of desk and benches from a Printing press subject to proper physical verification of the firm. District Programme Co-ordinator, however, issued (March 2005) the supply order for 18128 sets at the rate of Rs 900 per sets valuing Rs 1.65 crores for 412 upper primary schools before receipt of physical verification report (June 2005) from the police, which was found to be against the firm. No action was taken for cancellation of order. In four schools, test-checked, desks and benches were received, payment for which were, however, not made as of September 2005.

### 3.2.9.5 *School development grant (SDG)*

**SDG grant of Rs 44 lakh was provided to 1275 buildingless schools**

School development grant at the rate of Rs 2000 per school was to be provided every year, which was to be utilised for improving the quality of education, medical aid to children and other developmental activities to attract the children towards school. In nine test-checked districts school development grant of Rs 8.16 crore was made available to 40789 schools during 2001-05 against which utilisation certificates of only Rs 49 lakh from 2438 schools were submitted to respective District Programme Co-ordinators. It was also noticed that grant of Rs 44 lakh was provided to 1275 buildingless schools.

The Director, Parishad justified the grant given to buildingless schools as the amount were utilised for sports and games material.

### 3.2.9.6 *Upgradation of primary school to upper primary school*

For keeping pace with growing requirement of upper primary level education, the primary schools were required to be upgraded to upper primary school in the ratio of 2:1. The parameters fixed for upgradation were enrolled number of students in Class V, availability of adequate land and distance of at least three kilometers between two upper primary schools.

<sup>16</sup> 560 schools X 37 = 20720 desk & bench; Excess payment = 20720 X Rs 180 = Rs 37,29,600 i.e. Rs 37.30 lakh.

**Primary schools were upgraded without provision of infrastructure facilities and teachers were not appointed**

In nine test-checked districts against the target of upgradation of 3449 primary schools, to upper primary schools, 1573 primary schools<sup>17</sup> were upgraded in eight districts during 2003-05 to achieve the ratio 2:1. These schools were upgraded without ensuring the adequate number of class room and availability of teachers and thus the upgradation did not serve the intended purpose. Against the prescribed norms of primary schools and upper primary schools ratio (2:1) the actual ratio ranged between 2.2:1 to 3:1 in nine test checked districts. Further it was also observed that the ratio in rural area (2:1 to 7:1) was much lower than the urban area (0.76:1 to 3:1).

The Director, Parishad stated that district authorities had been asked to ensure availability of six rooms in upgraded UPSs on priority basis.

Besides, no appointment of Headmaster and Graduate trained teacher was made during 2002-05 though 3761 and 7522 posts of Headmaster and Graduate trained teacher for 3761 upper primary schools were sanctioned in the state (February 2004) by the Government. In Aurangabad district out of SSA funds salary amounting to Rs.9.08 lakh was paid by the District Programme Co-ordinator to Matric trained teachers who were on the payroll of the State Government.

The Director, Parishad stated that post of HMs and Graduate teachers were to be filled up by promotion. As the matter of promotion of teacher was sub judice, the matric trained or under graduate teachers were taken in such upper primary schools on provisional basis.

### **3.2.10 Quality of educational standards, research and development**

#### **3.2.10.1 Training**

As per intervention proposed under Sarva Shiksha Abhiyan (SSA) 20 days in-service course for all teachers each year, 60 days refresher course for newly recruited teachers and 30 days orientation course for freshly trained recruits were to be imparted. The training was to be imparted by State Institute of Management and Training (SIEMAT) and District Institute of Education and Training (DIET) at State and district levels respectively. Though one time assistance of Rs three crore for effective functioning of SIEMAT was required to be released under SSA but only a meager amount of Rupees two lakh was provided to SIEMAT during 2001-02 for training purpose and no training was organised in the State as of September 2005.

District Institute of Education and Training was non functional in all the nine test-checked districts, the training (Ujjala-1 and Ujjala-2, Samajh, PSM) to teachers was given by block resource personnel. No qualified professionals were engaged for imparting training. Sixty days refresher course was not incorporated in annual plan of any year. Barring a few appointments on compassionate ground no appointment of teachers except Panchayat Shiksha Mitra was made during 2001-05.

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<sup>17</sup> Aurangabad: 209; Begusarai: 63; East Champaran:312; Muzaffarpur: 293; Patna:221; Purnea:67; Samastipur:183; Saran:225.

### 3.2.10.2 Pupil teacher ratio

**Pupil teacher ratio in primary and upper primary schools during 2001-05, ranged between 63:1 and 130: 1 while in 108 test checked schools it was between 56:1 and 94:1 respectively**

In test-checked districts, the pupil teacher ratio in primary and upper primary schools during 2001-05, ranged between 63:1 and 130: 1 while in 108 test checked schools it was between 56:1 and 94:1 respectively against the norms of 40:1.

Out of 11559 primary schools and 4690 upper primary schools in test-checked districts 344 primary schools and 37 upper primary schools were without teachers while 345 upper primary schools were having one teacher for each class. Of 54 upper primary schools in 27 test checked blocks only 14 were having one teacher for each class. 4367 schools (113 upper primary schools; 4254 primary schools) in nine test checked districts were having only one teacher/ panchayat shiksha mitra.

The Director, Parishad stated that PTR had improved after appointment of 57938 PSMs and the situation will further improve after appointment of 80512 PSMs against total sanctioned strength.

### 3.2.10.3 Development of curricula under the SSA

In nine test-checked districts it was noticed that no curriculum was developed. Teachers' training package was not prepared and classroom teaching was same as pre SSA situation. Due to frequent deputation of teachers on duties other than teaching like census, preparation of electoral roll, polio drop campaigns etc., schools were closed frequently. The syllabus was not framed as per curricula. There was no evaluation and grading system like monthly and quarterly evaluation except half yearly and annual examination in test-checked districts.

No research and development activities were undertaken and no periodicals and research papers were published in the nine test-checked districts. In Aurangabad district Rs 9.79 lakh was spent during 2004-05 on research and development activities, but no report was on record.

### 3.2.10.4 Coverage of special focus groups

**Disabled children were not identified**

Model schools for girls were neither proposed nor opened in the districts test-checked. Retention drive was not undertaken in any of the districts to retain the girls student. No retention register was maintained in any school to watch the attendance of weaker section and it was never monitored. The process of identification of disabled children was not carried out as of July 2005. Under the scheme of integrated education for disabled (IED) disabled children were identified for distribution of aids but no arrangements for educating the disabled children was made under SSA in the test-checked districts.

The Director, Parishad, in his reply stated that establishment of model schools specially for girls were being done under National Programme for Education of Girls at Elementary Level (NPEGEL) as well as under Kasturba Gandhi Balika Vidyalaya.

### 3.2.10.5 *Habitations without schools*

As per report of test-checked districts, 4655 alternative schools were opened against 5488 identified schoolless habitations as of August 2005. However, no records were available to show that the survey was done for identification of schoolless habitations.

While 1557 primary school and 175 upper primary schools had only one room without verandah against the minimum requirement of two rooms with verandah and 1275 schools (PS: 1184; UPS:91) were buildingless. Out of 4690 upper primary schools 4398 schools had no Headmaster room. No education guarantee centres were upgraded to regular primary school in any of the nine test-checked districts as of August 2005.

SRI, in its report has further revealed that 1.6 *per cent* PS and 2.1 *per cent* UPS were operating in "Kuccha Structures" while 11.2 *per cent* PS, 21.2 *per cent* UPS and 24.3 *per cent* HS were being operated in semi-pucca structures.

### 3.2.10.6 *Procurement of computers*

In four test-checked districts (Saharsa, Saran, Aurangabad, Purnea) 247 computers were purchased at a cost of Rs 1.68 crore during March 2004 and March 2005 at varying rates without assessing requirement. The deficiencies noticed in purchases were as follows:

**247 computers were purchased at a cost of Rs 1.68 crore in four districts without assessing their requirements**

District Magistrate, Saharsa purchased 60 computers with accessories valuing Rs 36.06 lakh (unit price: Rs. 35,900) without inviting tenders, in March 2005. Rule 30 of Bihar Financial Rules stipulates that purchase on nomination basis can be made only by the State Cabinet after consulting Finance Department. Though the computers were being purchased for block and cluster resource centres, their buildings did not exist on the date of procurement. In fact, the funds for construction of these buildings was released only in May 2005. The purchase order was issued on 30 March 2005 and payment was made to the supplier on 31 March 2005 without actually receiving the computers in violation of Rule 394 of Bihar Treasury Code (BTC). Computers had not been received till the date of audit (May 2005). Thus the District Magistrate showed unwarranted haste in executing the transaction.

District Magistrate, Saran purchased (March 2005) 97 computers and other allied accessories valuing Rs. 75.87 lakh (unit price: Rs. 39,159/-) on single tender basis. Rule 30 of Bihar Financial Rules prescribes that the authority who is one level higher than the authority issuing NIT should dispose off cases of single tender. Computers were purchased without the approval of purchase committee and without reference to higher authority. The computers were not sent to block and cluster resource centres as of August 2005.

District Magistrate, Aurangabad purchased 72 computers and its accessories (March 2005) at a cost of Rs. 42.45 lakh (unit price: Rs. 35,900/-) for twelve middle schools and twelve block resource centres. No block resource centres building has been constructed as yet.

District Magistrate Purnea purchased 18 computers and allied accessories (March 2004) valued Rs. 13.71 lakh (unit price: Rs. 57,016) for imparting computer education to students in six middle schools without availability of computer trained teachers. As a result all the 18 computers remained unutilized as of August 2005.

Thus 247 computers in four districts purchased at a cost of Rs 1.68 crore at varying rates without properly assessing their requirement for schools, BRCs and CRCs were lying unutilized.

The Director, Parishad, in his reply stated that comments from DPC Saharsa, Saran and Aurangabad were called for and that in Purnea 18 computers were installed in six different schools and at the time of installations, basic computer training was imparted to selected teachers. However, Headmasters of the schools stated that computers were out of order and no computer training had been imparted to teachers.

SRI, in its report further revealed that only 1.0 *per cent* PS, 1.7 *per cent* UPS and 0.1 *per cent* HS in the state had utilised SSA funds in purchase of computers to create facilities for better learning environment for children.

### **3.2.11 Monitoring and evaluation**

Test check of nine districts and BSPP revealed that monitoring of schemes was not carried out by any officers of the department from Block Education Officers' level to Director, Primary Education's level as envisaged in the guidelines. Quarterly internal audit of accounts was also not done.

Management Information System (MIS) and Programme Management Information System (PMIS) was not available in any Block/Cluster Resource Centres as buildings, computers, software, trained manpower and other infrastructural facilities were not provided in these centres. The MIS/ PMIS started functioning at the district and the State level from 2002-03.

### **3.2.12 Conclusion**

Annual as well as perspective plans were prepared without household survey and survey of street, disabled and deprived children. As such plans did not reflect the true picture of the State

Despite availability of funds to upgrade infrastructure facilities viz additional classrooms, toilet for girls, drinking water facilities and construction of school buildings the infrastructural facilities remained woefully inadequate and only a small fraction of civil works targeted was completed.

Pupil teacher ratio (PTR) was far in excess of the norms. Vacant posts of teachers were not filled and an additional teacher required under SSA was not appointed. Overall drop-out rate was as high as 52 *per cent* and against the target of enrolling all children in the age group of six to 14 in primary schools by 2003, 33.15 lakh children remained out of school in the State.

Monitoring of the implementation of the programme was non-existent. BRCs and CRCs were not maintaining any data as required under the programme as they lacked basic infrastructure like buildings, computers, software and skilled manpower.

The Director, Parishad in his reply stated that the audit observations had been noted and all points had been shared with component in charge at State level, DPCs and DSEs. Necessary steps were being taken for improvement and making the system transparent.

***Recommendations***

- Government should pay attention to the primary objective of enrolling all out of school children with special focus on girls and SC/ST children.
- Timely utilisation of funds by the agencies should be ensured particularly in provisioning of infrastructure facilities.
- Micro level monitoring needs to be strengthened and DIETs should be made functional.

The above points were reported to Government (September 2006); their reply has not been received (October 2006).

## FOOD, SUPPLY AND COMMERCE DEPARTMENT

### 3.3 Targeted Public Distribution System

#### *Highlights*

*Targeted Public Distribution System was introduced in June 1997 to provide subsidised foodgrains to population living below poverty line. Dilution of criteria for identification of BPL / AAY families combined with absence of authenticated records of distribution of ration cards in the blocks shows poor programme management. Unauthenticated records of distribution at the level of fair price shops, inadequate inspections by district officials, non functional vigilance committees along with low per capita availability of foodgrains for BPL category provided low assurance regarding distribution of foodgrains to intended families.*

**The identification of BPL families as required under Government of India guidelines was not carried out. Ninety two BPL lists in test-checked districts containing 14614 families were finalized in the absence of designated government officials.**

*(Paragraph 3.3.5.1)*

**In case of 7825 AAY families important details like income, age and father's name were missing.**

*(Paragraph 3.3.5.2)*

**Ration cards were sent to districts in excess of the identified families. In Rohtas district eleven thousand ration cards were distributed to ineligible families.**

*(Paragraph 3.3.6.1)*

**Department weeded out 21 lakh BPL families and also included equal number in the list but the correctness of these figures were not ascertainable in the absence of any records.**

*(Paragraph 3.3.6.2)*

**Average lifting of foodgrains of BPL families was much below the norms.**

*(Paragraph 3.3.7.1)*

**Quality check of foodgrains was not being carried out.**

*(Paragraph 3.3.9)*

**Inspection of fair price shops was far below the norms. Vigilance committees were non-functional in the State**

*(Paragraph 3.3.10)*

#### 3.3.1 Introduction

The Government of India (GOI) launched (June 1997), the Targeted Public Distribution System (TPDS) by issuing guidelines for distribution of special ration cards to identified families living below poverty line (BPL) to provide them foodgrains at subsidized prices. Antyodaya Anna Yojana (AAY) was launched by the GOI (December 2000) to ensure food security to the poorest of the poor of the society by providing wheat and rice at specially subsidised price under TPDS. States were required to formulate and implement fool proof arrangements for identification of the poor for distribution of foodgrains in a

transparent manner at public distribution system (PDS) dealers' level. GOI allocates foodgrains to states based on estimates of BPL households. Under TPDS, each BPL household was entitled to 20 kg up to June 2001, 25 kg from July 2001 to March 2002 and 35 kg from April 2002 of foodgrains per month at subsidised rates i.e. Rs 4.85 per kg wheat and Rs 6.35 per kg rice. AAY families were entitled to 25 kg foodgrains upto March 02 and 35 kg from April 2002 per month at the subsidised rate of Rs 2 per kg wheat and Rs 3 per kg rice.

### **3.3.2 Organizational set up**

The department headed by Secretary at apex level; the District Magistrate (DM) and District Supply Officer (DSO) at district level; the Sub Divisional Officer (SDO) / Additional District Supply Officer (ADSO) at subdivision level and Marketing Officer and Supply Inspector at block level are responsible for monitoring the process of allotment, lifting and distribution of foodgrains.

### **3.3.3 Audit Objectives**

The objectives of the performance audit were to assess whether:

- the procedure adopted for identification of BPL/AAY households conformed to the GOI guidelines;
- the distribution arrangement was effective and transparent to ensure that all targeted people have access to foodgrains;
- the delivery mechanism was effective at the level of PDS shops;
- the monitoring arrangement was adequate.

### **3.3.4 Audit coverage and methodology**

The records of the Food, Supply and Commerce Department, District Supply Officers in eight districts<sup>1</sup>, Block Supply Officers in 24 blocks and 96 PDS shops for the period 2001-2006 were test checked during December 2005 to February 2006 and information was updated in July 2006. The audit commenced with entry conference (December 2005) with Secretary, Food Civil Supplies and Commerce Department in which the audit objectives, criteria and methodology were explained. The exit conference was also held (October 2006) and reply of the Department has been incorporated at appropriate places.

### **3.3.5 Identification**

#### **3.3.5.1 BPL families**

**Identification of BPL families was not made as per GOI guidelines**

GOI had issued guidelines (June 1997) for identification of BPL families by involving the Gram Panchayats and Nagar Panchayats. The thrust was to include really poor and vulnerable sections of the society such as landless,

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<sup>1</sup> Patna, Muzaffarpur, Bhagalpur, Bettiah, Gaya, Rohtas, Kishanganj and Lakhisarai



agricultural labourers, marginal farmers, rural artisans, craftsmen etc. in rural areas and slum dwellers and persons carrying their livelihood on daily basis in the informal sectors in urban areas. The identification of the families was based on estimates of the Planning Commission.

As against the estimation for identification of 65.23 lakh BPL families made by the expert group of planning commission (1997), 61.63 lakh BPL families were identified in 1997 which was subsequently reduced to 51.53 lakh after identification of about 10 lakh AAY families in October 2001. In the test checked districts it was, however, noticed that no household survey was conducted for identification and list of BPL prepared for Integrated Rural Development Scheme was adopted.

The Food Supply and Commerce department issued order (April 2002) for re-survey to identify 73.94 lakh BPL including AAY families (based on census of 2001) in the State and decided that the identification should be done through Gram Shabha in which any designated block officials was supposed to be present. The identification process started in April 2002 was still underway (July 2006) though it was to be completed by December 2002. As a result the State was receiving foodgrains for only 61.63 lakh BPL/AAY households. The actual lifting of wheat was 25.62 lakh MT and rice was 4.50 lakh MT against allotment of wheat 64.73 lakh MT and rice 45.5 lakh MT during 2001-06. The families were identified on the basis of single criteria of annual income below Rs 20,000 though GOI had observed that income approach of identification of BPL families was inferior to the revised normative approach.

92 BPL lists containing 14614 families of seven test-checked districts (except Patna district) showed that the lists of families were finalized without the presence of any designated official<sup>2</sup>.

### 3.3.5.2 AAY families

GOI launched the Antyodaya Anna Yojana (AAY) for the poorest of the poor on 25 December 2000. The families of this scheme were to be identified out of list of the BPL families. The verification was to be done within two months by carrying out household survey. About 10 lakh AAY families were identified in the State. The Government extended the scheme (June 2003) to cover an additional five lakhs families from the following priority groups.

- Households headed by widows or terminally ill persons or disabled persons or persons aged 60 years or more with no assured means of subsistence or social support.
- All primitive tribal households proportionately to their population in the State.

The scheme was further extended in September 2004 and June 2005 to cover additional ten lakh families in each extension.

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<sup>2</sup> Gram Panchayat Supervisor, Block Agricultural officer, Animal Husbandry officer, Co-operative Extension officer, Block Welfare Officer, Block Supply Officer, Supply Inspector and Circle Inspector.

**Incorrect identification of Antyodaya families**

Records of test checked districts disclosed that list was prepared and finalised in the meeting of Gram Shabha without conducting household survey for identification of families.

100 AAY lists containing 7825 families in eight districts showed that details of 266 families, age and income of 4363 families and father's name of 1100 families were not recorded and 2096 person in age group of 19 to 40 years were identified without specifying reasons.

Thus, in the absence of household survey inclusion of ineligible persons in the list could not be ruled out.

**3.3.5.3 Excess burden on AAY families**

**Delay in identification led to excess burden on AAY families**

The identification of 10 lakh AAY families was completed up to September 2001 after delay of six months. Another identification of five lakh families was completed in February 2006 after delay of 29 months. Identification in respect of second extension (4.8 lakh households) and third extension (5.20 lakh households) was under process though it was required to be completed in November 2004 and August 2005 respectively. Thus, delay in identification forced the AAY families to purchase the foodgrains at prescribed rate for BPL leading to extra burden on AAY families.

**3.3.6 Ration cards**

**3.3.6.1 Issue of ration cards**

Under the PDS (Control) Order 2001, the ration cards were required to be issued within one month of the date of receipt of applications. Also, separate ration cards were required to be issued for different categories of consumers. The following was noticed in issue of ration cards:

**Cost of ration cards could not be realised in six districts**

- Distinct ration cards were to be issued to the identified families on realisation of Rs two per card within a month of their identification. In the test-checked districts, 31.41 lakh ration cards were distributed for which Rs 62.82 lakh at the rate of Rs two each was to be collected from the families but only Rs 4.65 lakh<sup>3</sup> was realised in Patna and Bhagalpur districts against actual distribution of 6.40 lakh ration cards. The department stated (October 2006) that DMs had been directed to recover the cost of ration cards.
- The details of families were to be printed on ration cards by the department after obtaining full information of identified families in the districts and after printing the details the ration cards were to be sent to districts for distribution. It was noticed that department sent blank ration cards to the districts without recording name and other details of BPL households. Reasons for not printing the details of families in the ration cards were not stated.

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<sup>3</sup> Patna: Rs 1.87 lakh and Bhagalpur: Rs 2.78 lakh.

**Cards distributed in excess of identified BPL families**

- Against 61.63 lakh identified BPL/ AAY families, 66.45 lakh ration cards were sent to districts for distribution to families without collecting back the old ration cards. Department, thus issued about 10 *per cent* cards in excess of the target. Excess issue of blank ration cards was fraught with the risk of misuse of cards.
- In Rohtas district, the department sent 1.92 lakh BPL ration cards against 1.63 lakh identified house holds of which 1.74 lakh ration cards were distributed. Thus, 0.11 lakh ration cards were distributed to unidentified families. The department stated (October 2006) that extra ration cards were sent on the basis of estimated families which could be different from the actual number. The reply is not acceptable, as the actual number of families should have been ascertained before sending the ration cards to the districts.

**Records of distribution of ration cards not maintained**

- BPL ration cards were sent to the sub-divisions and blocks for further distribution to the families but neither any certificate regarding their distribution was obtained nor records of distribution of ration cards were maintained in the blocks.

### 3.3.6.2 Weeding out of ration cards

The Government directed all the Divisional Commissioners and DMs to start a campaign (September 2000) for survey of BPL/AAY list in their districts for deletion of ineligible families and addition of eligible families who were not identified earlier.

**There were no records to show the basis for inclusion and deletion of names in all test checked districts as well as in the department**

Scrutiny of the list furnished by the department of Food, Supply and Commerce disclosed that names of 2106526 families were deleted and equal number of families were included in the list. The correctness of these figures could not be ascertained in audit in the absence of any initial record on the basis of which the department had prepared the final list.

In the test checked districts (Muzaffarpur, Bhagalpur and Lakhisarai) 31363 BPL families were excluded and 12163 BPL families were included in the list whereas the number of inclusion and exclusion as furnished by the department was shown as 191993 in these districts.

The department stated (October 2006) that the departmental figures were based on rough estimation of 30 *per cent* of BPL families. The reply of the department is not tenable because rough estimation cannot lead to deletion of ineligible and inclusion of eligible families in absence of specific information relating to individual beneficiary.

### 3.3.6.3 Annual revision of ration cards

**Annual revision of BPL and AAY list not conducted in seven out of eight districts**

As per norms defined in the PDS (Control) Order 2001, State government was to specify a time frame for making addition and alteration of identified households. For this purpose, yearly revision of BPL and AAY households lists was to be carried out by the district authorities. However this was not done in seven out of eight test checked districts. In Masaurhi block of Patna

district, out of 42304 BPL families 6491 AAY families were selected (October 2001) but the number of selected AAY families were not deleted from the list of BPL families.

The department stated (July 2006) that review of addition and deletion are made at district level but no specific reply was given either by the department or by the district authorities.

### 3.3.7 Lifting of foodgrains

#### 3.3.7.1 BPL Families

Despite instructions of the government to ensure cent per cent lifting of foodgrains, there was short lifting of 39.11 lakh MT wheat and 41.03 lakh MT rice in the State during the period 2001-06 as per details in following table :

(Figures in lakh MT)

Year	Allotment		Lifting		Short lifting (per cent)		Average per month per family lifting	
	Wheat	Rice	Wheat	Rice	Wheat	Rice	Wheat	Rice
2001-02	13.31	8.88	3.11	0.66	10.20 (77)	8.22 (93)	5.01	1.06
2002-03	13.31	8.88	4.02	0.45	9.29 (70)	8.43 (95)	6.48	0.73
2003-04	13.31	8.88	6.03	0.60	7.28 (55)	8.28(93)	9.74	0.96
2004-05	13.31	8.88	6.72	1.32	6.59 (49)	7.56 (85)	10.85	2.14
2005-06	11.49	10.01	5.74	1.47	5.75 (50)	8.54 (85)	9.26	0.96
<b>Total</b>	<b>64.73</b>	<b>45.53</b>	<b>25.62</b>	<b>4.50</b>	<b>39.11 (60)</b>	<b>41.03 (90)</b>		

(Figures shown in bracket indicate percentage)

#### Denial of foodgrains due to non-lifting of allotted quota

As a result of short lifting of foodgrains, 23 lakh to 40 lakh BPL families were deprived from subsidised wheat and 45 to 50 lakh families from subsidised rice in the state during 2001-06.

The department stated (October 2006) that most of the BPL families were either marginal farmers or agricultural labourers and they do not require foodgrains for larger part of the year. The reply was not acceptable because department requested for enhancement of allocation of foodgrains.

#### 3.3.7.2 AAY Families

The details of lifting of foodgrains under AAY during 2001-06 was as under:-

(lakh MT)

Year	Allotment		Lifting		Short lifting	
	Wheat	Rice	Wheat	Rice	Wheat	Rice
2001-02	0.90	0.60	0.69	0.46	0.21	0.14
2002-03	2.52	1.68	1.53	0.98	0.99	0.70
2003-04	2.52	1.68	2.43	1.57	0.09	0.11
2004-05	2.52	1.68	2.37	1.55	0.15	0.13
2005-06	2.73	1.82	2.58	1.67	0.15	0.15
<b>Total</b>	<b>11.19</b>	<b>7.46</b>	<b>9.60</b>	<b>6.23</b>	<b>1.59</b>	<b>1.23</b>

It may be seen from the table that lifting during initial year was not good but picked up later except during 2004-05. The lifting of foodgrains under AAY was better than BPL which can be attributed to low price paid by PDS dealers for AAY foodgrains.

### 3.3.7.3 Discrepancy between figures of SFC and PDS dealers

Scrutiny of the foodgrains statement furnished by the SFC and PDS of test check districts, (Muzaffarpur, Bettiah and Rohtas) showed difference in off-take and distribution figures during 2001-06 as detailed in table given below:

(Figure in lakh MT)

Year	Lifting by SFC		Distributed to PDS dealers		Difference	
	Wheat	Rice	Wheat	Rice	Wheat	Rice
2002-03	0.52	0.07	0.48	0.07	0.04	0.00
2003-04	0.80	0.17	0.79	0.16	0.01	0.01
2004-05	0.86	0.31	0.76	0.29	0.10	0.02
2005-06	0.56	0.27	0.55	0.27	0.01	0.00
<b>Total</b>	<b>2.74</b>	<b>0.82</b>	<b>2.58</b>	<b>0.79</b>	<b>0.16</b>	<b>0.03</b>

The reasons of discrepancy between lifting and distribution by SFC could not be ascertained as monthly statements of off-take and distribution was not available. District Manager, SFC Muzaffarpur stated that the difference in quantities of BPL foodgrains were diverted by transfer of stock to other schemes such as mid day meal and flood relief but no supporting documents were shown to audit. Department has sought clarification from SFC on this point.

### 3.3.8 PDS shops

#### 3.3.8.1 Functioning of PDS shops

A network of PDS dealers was envisaged in TPDS for effective distribution of foodgrains. The responsibility for distribution of opening of PDS shops rested with the State Government. Norm of one PDS shops for 1900 persons (307 households) for rural area and 1350 persons (219 households) for urban area was fixed by the State government to ensure economic viability of fair price shops. It was also to be ensured that no household should travel more than three kilometers to reach the PDS shops. Altogether 44317 PDS shops were functioning in the State.

As required in PDS (Control ) order 2001 none of the 96 PDS dealers test checked, submitted the stock statement in form -A. Ration cards register, unit register, complaint register, stock register, distribution register and inspection-cum-advise register were not maintained. PDS dealers did not display the details of available stock of foodgrains and number of ration card holders. The stock and distribution registers had not been authenticated by supply inspectors. Cash memos were either not issued or issued without machine number.

A test check of 23 blocks revealed that 352 PDS shops (Urban: 250 and Rural: 102) were found in excess in 10 blocks and 339 PDS shops in eight blocks (Urban: 45 and Rural: 294) were in lesser number than the norms. Further, in five blocks, 62 PDS shops (Urban: 26 and Rural: 36) were in excess and 52 shops (Urban: 13 and Rural: 39) were found in lesser number than the norm.

In Muzaffarpur, Bhagalpur, Gaya and Rohtas districts, 6992 MT (Wheat 3458.37 and rice 1565.44 MT) foodgrains valuing Rs 26.72 lakh under BPL category was seized by the officials. FIR (during 2004-05 and 2005-06) had been lodged against 74 dealers for misappropriation/black marketing of foodgrains. The Department directed (January 2006) that the records should be properly maintained by PDS shops dealers failing which their licenses would be cancelled.

### 3.3.8.2 *Viability of PDS dealers*

Test check of eight districts disclosed that the monthly income of 96 PDS dealers ranged from Rs 200 to Rs 1000 per month through their commission on the sale of BPL/AAY foodgrains. Low financial viability of PDS shops would encourage malpractices by fair price owners. The team of Programme Evaluation Organisation's (PEO) study of the Planning Commission also showed (2005) that Public Distribution System shops are inherently non-viable in villages with population less than 500 and are poorly connected. There are many such villages in the State. The system in such villages was virtually non-functional as dealers do not open their shops regularly. Department stated (October 2006) that the commission on kerosene has been enhanced to improve their viability.

### 3.3.9 *Quality test of foodgrains*

**Quality test of foodgrains was not carried out**

State Government was to ensure distribution of good quality of foodgrains through fair price shops by carrying out quality test of samples drawn by the Supply Inspector from SFC godowns and PDS dealers. The facility of quality test of foodgrains was not in existence at any level during 2001-06.

The department stated (July 2006) that DMs have been directed to carry out sample check of foodgrains and this will be monitored at the State level. The reply was not acceptable as there was no such facility in the state.

### 3.3.10 *Monitoring and Evaluation*

State Government was responsible for efficient network of PDS for distribution and its monitoring. Vigilance Committees were to be constituted at each level. The DMs were to hold weekly review meetings.

The records of eight districts showed that inspection at each level was far below the norms. The percentage fall of inspection during 2001-06 was between 93 and 100 *per cent* in eight test checked districts. Vigilance committees were non-functional in the state. The department stated (October 2006) that it was considering training of Panchayati Raj representatives for monitoring of public distribution system.

Minutes of monthly review meeting of department showed that the department had frequently expressed concern over low lifting, inadequate inspection and monitoring. Directions were not complied by the districts because authorities at districts were not under the administrative control of the department.

Reporting of functioning of PDS in prescribed format was not furnished by the districts for consolidation at department level as prescribed under PDS Control Order 2001. Monitoring the functioning of PDS dealers through computer network by installing NIC centre at districts were not implemented by the department.

Study by Programme Evaluation Organisation of Planning Commission of PDS revealed (2005) that a larger part of the subsidized food grains (75 per cent) did not reach the target group in the State. Thus, objectives of the TPDS to provide benefit to poor households could not be achieved.

### **3.3.11 Conclusion**

The department deviated from the norms prescribed by Government of India regarding household survey for identification of BPL families. The re-survey based on 2002 guidelines is still underway indicating government's failure in devising an effective mechanism for identification of families. The records supporting the distribution of ration cards to the BPL/AAY families were not available in the blocks. BPL families were deprived of foodgrains due to short lifting. Fair price shops were not inspected to verify the genuineness of entries made. No laboratory was available in the State for quality test of foodgrains. The vigilance committees were non functional in the state. Monitoring by the department was ineffective.

#### **Recommendations**

- The identification of BPL/AAY should be done in accordance with the guidelines issued by Government of India.
- The stock and distribution records at the level of PDS dealers and SFC godowns should be periodically inspected and authenticated by Government officials to prevent any unauthorised diversion of subsidised foodgrains.
- Facility of laboratory needs to be provided for quality test of foodgrains.
- To strengthen vigilance mechanism, training should be imparted to panchayat representatives.
- Functioning of PDS should be monitored through NIC computer network as required under the PDS (Control) Order 2001.

The above points were reported to Government (July 2006); the reply (October 2006) has been incorporated in the review at appropriate places.

## ENVIRONMENT AND FOREST DEPARTMENT

### 3.4 Valmiki Tiger Project

#### *Highlights*

*Valmiki Project Tiger a Centrally Sponsored Scheme is implemented in Bihar to ensure a reasonable population of tigers in Bihar. The conservation and protection measures initiated by the department in the reserve, however, remained by and large ineffective due to deficiencies in planning, inadequate release of funds and non observance of scheme guidelines*

**There was no management plan for four years from 2000-01 to 2003-04. The management plan for the year 2004-14 is under revision to incorporate the suggestion of Project Directorate as of June 2006.**

*(Paragraph 3.4.5.2)*

**No action has been taken to get the encroached land (2152 hectares) vacated from the Nepalese, since 1988.**

*(Paragraph 3.4.7.4)*

**Tiger estimation was not done annually. Tiger population in VTP in 2002 was 56 which declined to 33 in 2005. Male/ Female ratio in 2002 was 2:1 which reversed in 2005 to 1:2 indicating the unreliability of data of tiger population in the reserve. Reporting mechanism of tiger sighting (fortnightly report) was non-existent.**

*(Paragraph 3.4.8.6)*

**Micro planning for eco-development was not initiated.**

*(Paragraph 3.4.12)*

**State Board of Wildlife (SBWL) was also non-functional. Tiger Conservation Cell was not constituted as of June 2006.**

*(Paragraph 3.4.13)*

#### **3.4.1 Introduction**

Tiger is one of the major predators in India which keeps the population of herbivores under control which in turn allows growth of vegetation thereby saving land from denudation. Its existence also helps in checking the impairment of ecological conditions of a given area and maintaining the balance in nature. The animal has been on the brink of extinction since the middle of twentieth century due to shrinkage of its habitats, destruction of its prey animals and its poaching for skin and body parts.

Government of India (GOI) launched (April 1973) the scheme "Project Tiger" to ensure the maintenance of a sustainable population of tiger in India and to preserve for all times such areas as part of our national heritage for the benefit, education and enjoyment of future generation. The GOI approved (January 1990) the establishment of Valmiki Tiger Project over 840 sq Km with 336 sq Km as core area and the remaining 504 sq Km as buffer area. In Bihar, the Project Tiger was managed by Bihar State Forest Development Corporation till 1994 and there after by the Environment and Forests Department. The Project Tiger Directorate (PTD) in Ministry of Environment and Forest



(MoEF) at New Delhi is responsible for providing technical guidance, budgetary support, coordination, monitoring and evaluation of Project Tiger while the management and implementation of Project lies with the State Government.

### **3.4.2 Organisational set-up**

The Environment and Forest Department is headed by the Secretary-cum-Commissioner at apex level and Principal Chief Conservator of Forest (PCCF) at departmental level. The PCCF is assisted by Chief Conservator of Forest (CCF)/ Chief Wildlife Warden (CWLW). The Field Director holds the overall charge of VTP located at Bettiah. Two Deputy Directors, six range officers, foresters and forest guards assist the Field Director.

### **3.4.3 Audit objectives**

The performance audit of conservation and protection of tigers in Tiger Reserve seeks to assess:-

- allocation of resources as per the identified needs and approved prioritization of various activities of the Tiger Reserve;
- adequacy of planning, conservation and protection measures;
- the efforts made to reduce the biotic disturbance for the tiger habitats caused by human settlements and other land uses were effective;
- adequacy of promotional activities in accordance with the guidelines of Project Tiger and
- effectiveness of the monitoring and evaluation system.

### **3.4.4 Audit coverage and Methodology**

An entry conference was held with Secretary, Environment and Forest Department, PCCF, CCF-cum-CWLW in January 2006 in which audit objectives and methodology was explained. The records of Principal Chief Conservator of Forest, Chief Wildlife Warden, Field Director (Project Tiger), VTP Bettiah and Deputy Directors at Bettiah and six range offices for the year 2000-05 (figures were updated by including for 2005-06) were scrutinized between December 2005 and June 2006. The exit conference was held in July 2006 to discuss findings and recommendations of the audit. The views of the department were incorporated in the review.

### **3.4.5 Planning**

#### **3.4.5.1 Preliminary studies**

VTP was declared as Tiger Reserve by Government of India, Ministry of Environment and Forest (MoEF) in 1990. No separate survey/ studies were under taken by the Field Directorate to ascertain the need for continuation of the Project Tiger during the Ninth and Tenth plan periods. However, the Tenth Five Year Plan of project tiger justified the continuation of the scheme for preservation of endangered species, establishment of network of protected areas, their maintenance and development.

**Separate survey/ studies were not undertaken to ascertain the need for continuation of PT during Ninth & Tenth Plan period**

### 3.4.5.2 Management Plan and Annual Plan of Operations

**No Management Plan for four years was prepared and MP for 2004-14 was still under process of revision**

It was noticed that Management Plan for the period 1990-2000 was prepared at the time of inception of VTP in 1990. There was no evidence that MP for the year 2000-04 had been prepared. However, MPs for the period 2004-14 was prepared but the approval of GOI has not been obtained (March 2006). The reasons for non preparation of management plan were not on record of the Field Directorate.

The Management Plan is prepared by the Tiger Reserve and is to be approved by the State Government and MoEF. As per Wildlife Institute of India (WII), Dehradun, the MP is an instrument which ensures policy based actions for managing resources within the Tiger Reserve. In the absence of an MP there could be a possibility of undertaking several activities which do not fall in the ambit of priority. During 2000-06 annual plan of operations were sent to GOI for approval with delay ranging from three to nine months by the State Government. The delay in submission for approval of the APOs had adverse effect on timely completion of the works and release of funds.

### 3.4.6 Financial management

#### 3.4.6.1 Funding pattern

Project Tiger was launched in 1973 with 100 per cent Central Assistance. From 1980-81 onwards recurring expenditure was shared by Central and States in equal proportion. However, the Centre continued to meet 100 per cent of the non-recurring expenses. The Central Government also meets the entire cost of Project Allowance introduced during the IX Plan of the staff working in the Tiger Reserve as well as the entire cost of relocation of families from the Tiger Reserve. The funds sanctioned by GOI to the State Government were released to the project through State Budget.

#### 3.4.6.2 Release of funds

Allotment of funds and expenditure during the year 2000-06 of the project was as under:

Year	Funds approved in APO		Funds released		Total	Expenditure	Savings (-) Excess (+)
	Central	State	Central	State			
2000-01	1.13	0.44	1.07	0.22	1.29	0.35	(-)0.94
2001-02	0.84	0.40	0.50	0.35	0.85	0.62	(-)0.23
2002-03	0.57	0.06	0.25	0.06	0.31	0.96	(+)0.65
2003-04	0.81	0.10	0.50	0.05	0.55	0.67	(+) 0.12
2004-05	1.19	0.13	0.85	0.13	0.98	0.49	(-)0.49
2005-06	0.96	0.30	0.45	0.28	0.73	0.92	(-)0.19
<b>Total</b>	<b>5.50</b>	<b>1.43</b>	<b>3.62</b>	<b>1.09</b>	<b>4.71</b>	<b>4.01</b>	<b>(-)0.70</b>

**During 2000-06 the project failed to utilize funds**

It may be seen from the table that against eligible Central assistance of Rs 5.50 crore, only Rs 3.62 crore was released during the period 2000-06 and the expenditure was Rs 4.01 crore.

#### 3.4.6.3 Short release of matching contribution

As per the funding pattern of Project Tiger, the recurring expenditure was to be shared by the States and Central Government in equal proportion.

However, against the State share of Rs 1.43 crore, Rs 1.09 crore was made available by State Government during 2000-06. The short release of matching contribution worked out to 24 per cent.

### **3.4.7 Biotic Pressure**

#### **3.4.7.1 Norms for tiger reserves**

Tiger population breeds well and grows rapidly in habitats without incompatible human uses. They cannot co-exist with people particularly in a situation where both human impacts and live stock grazing is continuously on the increase. The long-term survival of the tiger therefore depends on how secure and inviolate are the Protected Areas they live in. Thus, for management purposes, each Tiger Reserve is broadly divided into two parts namely core and buffer. In the core area, forestry operations, collection of forest produce, grazing, human settlement and other human disturbances are not allowed. In the buffer zone, strictly controlled wildlife oriented forestry operations and grazing are allowed.

VTP had an area of 840 sq. km and the boundaries were legally notified but, international boundaries (70 km) and the boundaries shared with private land were not separated by laying boundary pillars.

#### **3.4.7.2 Biotic pressure owing to activities of other departments**

Madanpur range was fragmented by three canals and agricultural fields from rest of forest of VTP and natural corridor does not exist. As per Wildlife Institute of India (WII) non-existence of corridor will insulate a habitat. If this habitat is small, it will have small population of large mammals or top carnivores like tigers. Smaller populations have a chance of inbreeding within their own numbers and therefore vulnerable in the long run due to inadequate genetic diversity.

Fifty nine hectares of VTP land was transferred to Indian Railways in 1992 for construction of Bagaha-Chhitauni rail lines through buffer zone. The construction of railway line has led to inundation of large area of land causing obstruction in movement of wildlife. PCCF stated (July 2006) that a case was filed in Hon'ble Supreme Court by the State Government for construction of cross drainage to clear water logging. The decision of the court is pending (March 2006).

National highway was also passing through sanctuary area. However, no traffic census has been carried out to assess the impact so far (June 2006).

No measures were taken to minimize the adverse impact on habitat on account of fires, poaching, diseases, timber felling, grazing and to protect TR from biotic interference by arranging periodical patrolling, timely immunization of cattle and awareness camp for the local people.

### **3.4.7.3 Relocation of families residing in Tiger Reserve**

**There was no plan for rehabilitation of villages near the core and buffer zone**

149 villages were situated within one km of the periphery of protected area (which included both core zone and buffer zone) of VTP. Inhabitants of these villages have to traverse the protected area as no alternative routes are available. These villagers have been grazing their cattle in the forests as the grazing lands along the forest separating the same from village lands are non-existent. The population of these villages is also engaged in illicit felling of trees and other illegal forest activities like poaching. No time bound programme was framed for relocation and rehabilitation of these villages and the habitat.

### **3.4.7.4 Encroachment of Protected Area**

As per Section 27 of the Wildlife Protection Act 1972, no person other than that specified in the Section shall enter or reside in a Sanctuary or a National Park except and in accordance with the conditions of a permit granted under Section 28 of the Act. Section 34A *ibid* vested powers in an officer not below the rank of Assistant Conservator of Forests to evict any person who occupies Government land in contravention of the provisions of the Act from the National Park. Such Officer was also delegated powers to remove unauthorized structures, buildings or constructions erected on any Government land.

Out of 186 hectare encroached land, 67 hectares land was restored and encroachment cases for 50 hectares were pending with the court but no action seems to have been taken to restore the remaining 69 hectare encroached land. Apart from that, 5380 acres (2152 hectare) of forest land has been encroached (since 1988) by the Nepalese but no action has been taken to get it vacated.

### **3.4.7.5 Restoration of degraded habitats**

**VTP has not been declared as an eco fragile zone**

CCF-cum-CWLW Bihar identified area of 149 villages covering 500 sq. km on the fringes of protected area as ecologically fragile but the proposal has not been approved by the State Government (March 2006). However, during 2003, planting of local species was done over a small area of 150 hectares (1.5 sq. km) of degraded forests.

### **3.4.8 Protection of tigers**

#### **3.4.8.1 Assessing and monitoring illegal activity**

In order to assess the magnitude of illegal activities in VTP, department had not taken any concrete steps to strengthen the protection measures. Even recommendation of Subramaniam Committee (set up in May 1994 by GOI, MoEF) relating to monitoring and disposal of wildlife related cases, setting up of wildlife crime cell as envisaged in National Wildlife Action Plan (NWAP) were not implemented.

### 3.4.8.2 *Inadequate patrolling*

For protecting ecosystem from threats of fire, illicit felling, poaching, trading of parts of wild animal and to control biotic disturbances, patrolling camps were to be constituted. As per guidelines of WII patrolling area coverage for each patrolling camp was 25-30 sq. km per day. Keeping in view of reserve area of 840 sq. km (approx) 34-35 camps were required to be constituted in TR. It was observed that only seven patrolling camps were in operation in the reserve and no vehicle was provided to them for patrolling during 2000-06. As a result, effective patrolling was not possible.

### 3.4.8.3 *Arms and ammunitions*

The forest staff is required to be armed with sophisticated weapons and other equipment to combat poaching and illicit trade effectively. Arms and ammunitions were not provided to the forest guards.

### 3.4.8.4 *Absence of communication network*

**Wireless station were inadequate for communication**

Communication is the key to protection from fires, poaching, timber felling, grazing, encroachments and other illegal activities. In absence of specific norms, the adequacy of communication equipment could not be assessed. Thirty one wireless stations were required to be established for six ranges, 20 beats and five check posts against which only 11 wireless stations were established, of which only nine (eight at field level and one at headquarter) were functioning. Out of 77 wireless handsets amounting to Rs 7.79 lakh procured during 1998-99 to strengthen the communication network only 27 sets were distributed among ranges and the remaining 50 handsets were lying unutilised in the divisional office as of March 2006. The VTP also did not utilise Rs 3.20 lakh provided during 2004-05 for procurement of 40 mobile sets (March 2006).

**Mobile sets were not purchased**

### 3.4.8.5 *Fireline protection*

**Fire lines were insufficient to protect the project area and there was no fire fighting equipment**

Against required length of 848 km, only in 460 km (54 *per cent* ) fire lines were in existence. The creation of remaining fire lines (388 km) was not proposed in the APO during 2000-06. Moreover, during 2004-05 a meager amount of Rs 0.66 lakh was spent for maintenance of 100 km of fire line. There were instances of fire resulting in soil stratum damage, humus loss, regeneration loss, spreading of weeds and xerophytes species and soil erosion. However, no expenditure was incurred on damage control. No fire fighting equipment was available with VTP. The VTP management accepted the aforesaid facts (March 2006).

### 3.4.8.6 *Tiger estimation*

As per guidelines of MoEF, tiger census was to be carried out annually. The guidelines were to be scrupulously followed for estimation of tigers and other prey species in all Tiger Reserves. The estimation was done only thrice during 2000-05.

**Wide variation in male/ female ratio was noticed**

As per the estimates there were 56 tigers in VTP during 2002 which reduced to 33 in 2005. In 2005 out of 33 pugmark sightings, 80 per cent were located in buffer zone and the habitat areas outside the tiger reserve. As per estimation of 2002, number of male, female and cubs were 35, 17 and 4 respectively where as in 2005 the respective estimation figures were 10, 22 and 01. The ratio of male and female in 2002 was 2:1 which reversed in 2005 to 1:2. The wide variation in the ratio within a short period of three years is indicative of unreliability of the data on tiger population in this reserve. Further, this was noticed that regular tiger sighting (fortnightly reports) was non-existent, offence books, seizure reports, observation of key wild species (predator and prey) were not maintained at the level of sub-beat guards, beat guards and range officers. Consequently, monthly reports regarding field observation of tigers and other species as well as tiger mortality were not submitted by Range Officers to DFOs. Field Director, VTP admitted (February-2006) that these records were not maintained due to lack of regular operations.

**3.4.8.7 Herbivores estimation**

Herbivores in Tiger Reserves contribute more than 70 per cent of tiger diet and are an important determinant of presence of tiger. The guidelines of MoEF (June 2001) also provides for estimation of herbivores annually. However, estimation of herbivores was done only once in 2002. Based on the formula developed by Dr. Ullhas Karanth<sup>1</sup>, only 12 tigers could have been sustained by the herbivores population in VTP.

**3.4.8.8 Conservation of tigers**

Conservation efforts include efforts at habitat restoration and improvement works. This involves water management, grasslands development, weeding out lantana, soil conservation works, habitat manipulation, management of wetlands and unique habitats, etc. The action plans envisaged in National Wildlife Action Plan were directed towards corrective measures to improve the consolidation, protection and habitat restoration in the Tiger Reserve lagged behind the identified milestone.

**3.4.8.9 Tiger mortality**

Project Directorate instructed (September 2001) to conduct half yearly mortality survey of tiger habitats to determine the age/ sex, specific mortality of tiger and other wild animals and to furnish a report in this regard. Though there exists a mechanism to report on tiger mortality at all levels but no mortality survey was conducted during 2000-06.

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<sup>1</sup> Ullhas Karanths method i.e.  $T_j = AU_j^b \delta_j$  method habitat could have sustained 12 tigers  $(0.247 \times 39952) / 840$  where  $T_j$ =tiger population estimate,  $A$ =co-efficient ; value=0.247,  $U_j$ =prey density (animals/sq km.),  $b=\rho^*(\sigma_T/\sigma_U)$ ; value=1 and  $\delta_j$ =mean on random variable; value = 1

### 3.4.9 *Promotional activities and manpower issues*

#### 3.4.9.1 *Promotion of tourism*

Tourism management plan was not prepared till 2003-04. In the MP 2004-2014, tourism management plan was prepared which is awaiting approval. However, tourist carrying capacity was not computed though required as per guidelines of Project Tiger Directorate. Neither Eco-tourism Advisory Board was constituted nor regulations were framed.

Regulated, low impact tourism has the potential to act as vital tool for gaining support for wild life conservation. The objective of wildlife tourism is to inculcate the importance of wildlife amongst the visitors, develop empathy for nature, both animate and inanimate and provide a communion with nature, rather than to merely ensure sighting of animal species. Eco-tourism was to primarily benefit local communities in the form of generation of employment.

**Tourist Guides for briefing the tourists about the forest and wild life as per GOI guidelines were not provided**

The GOI evolved (1998) Revised Guidelines for Wildlife Tourism in protected areas including TR. Records revealed that the guidelines for waste disposal and water and energy consumption were not issued. Tourist guides for briefing the tourists about the forest and wildlife were also not provided. The tourist carrying capacity and vehicle carrying capacity had not been prescribed. The Dos and Don'ts to regulate the activities of visitors were also not prescribed.

Thus the promotion of wildlife tourism was not carried out as envisaged in the guidelines.

#### 3.4.10 *Manpower management*

National Wildlife Action Plan (NWAP) envisaged that each state should have adequate trained personnel to man all position right from Director to Forest guards.

**Norms for deployment of personnel were not fixed and 93 foresters and forest guards were over 45 years of age**

No norms were fixed for deployment of personnel. The men in position (120) were in excess of sanctioned strength (109). However, the CF submitted a proposal for enhancing the strength to 159. Against 109 ground level forester and forest guards, 93 were over 45 year of age. The required age was 18-35 years for effective patrolling as per guidelines of Wildlife Institute of India.

#### 3.4.11 *Training*

**No training was imparted to frontline staff**

No training centre was in place for providing training to staff on wildlife activities like unarmed combat, tracking, handling special training on intelligence gathering techniques, analysis and forecasts, report writing, preparing FIRs, seizures etc., and lessons in court procedure and evidence gathering. No pre-service training was provided for field staff before deployment.

### **3.4.12 Eco-development**

**Funds under Eco-Development Project remained unutilised and physical progress ranged from nil to 76 per cent**

The Eco-Development project conceived by GOI (1983) aimed to improve the socio-economic status of the people dependent on protected area for sustenance. Scrutiny of records relating to eco-development in tiger reserve revealed that no expenditure was incurred out of the funds of the Rs 29.98 lakh during 2000-01 and no proposal was sent to GOI for the year 2001-02. However, against the total funds of Rs 91.54 lakh available, an expenditure of only Rs 56.20 lakh was incurred and the utilisation of fund ranged between 20 and 76 per cent during 2000-06. Audit scrutiny revealed that the various activities under eco-development were either non-starter or implementation was very poor due to lack of adequate initiative and improper planning.

The Field Director stated (February 2006) that micro planning for eco-development had not been initiated.

### **3.4.13 Monitoring and evaluation**

**The SBWL set up after a delay of one year since the commencement of the Wildlife Protection Act 2002, was non-functioning**

According to section 6 of wild life protection Act, the State Government shall constitute a State Board of Wildlife (SBWL) within period of six months from the date of commencement of the Wildlife Protection Amendment Act (WPAA), 2002 to advise the State Government in formulating policy for protection and conservation of Wildlife and specified plan etc. The Board was constituted only in November 2003 after a delay of one year. The Act specifies that the Board should meet at least twice in a year but only one meeting was held in November 2004 as of June 2006 and nothing was discussed regarding Project Tiger.

According to the affidavit submitted by MoEF to the Hon'ble Supreme Court of India in August 2000, a Tiger conservation cell was to be constituted in the States for monitoring and evaluation of the implementation of the project. It was noticed that government had not constituted Tiger conservation cell as of June 2006.

### **3.4.14 Conclusion**

VTP had not prepared a management plan for the period 2000-04 and the MP for subsequent period was not approved. Biotic pressure on the reserve could not be reduced due to failure to relocate 149 villages in the vicinity of core and buffer zone. No action was taken to restore the 2152 hectare of land under encroachment by the Nepalese. The declining tiger population together with reversal of Male-Female ratio within a short time indicated unrealistic estimation. Vehicles were not provided to patrolling camps. No specific norms were fixed to assess the adequacy of communication equipment and no training was imparted to frontline staff. State Board of Wild Life was non-functional.

#### **Recommendations**

- Comprehensive Management Plan need to be drawn up for each reserve covering all areas of conservation and protection which should be followed by time bound Annual Plans of operation.



- Steps should be taken to minimize biotic pressure in core and buffer zone through relocation/rehabilitation and eco-development activities.
- GOI should take concrete steps to vacate the land encroached by the Nepalese.
- Estimation of tiger population should be carried out on a regular and scientific basis to be able to put in place realistic protection and conservation measures.
- Deficiencies in communication network need to be removed for effective protection of the protected areas. Action should be initiated for training wildlife protection staff and train them in the use of sophisticated fire arms.

The matter was reported to Government (July 2006); their reply had not been received (October 2006).

**CABINET SECRETARIAT AND CO-ORDINATION  
DEPARTMENT (ELECTION BRANCH)**

**3.5 Election Expenses**

**3.5.1 Introduction**

The Election expenses for conducting the election of Lok Sabha and Vidhan Sabha are borne by the Central Government and the State Government respectively. The expenditure on establishment, preparation and printing of electoral rolls, issue of photo identity cards to the voters are shared equally between the Centre and the State.

The Chief Electoral Officer (CEO) is overall incharge for conducting elections of Lok Sabha and Vidhan Sabha in the State and is assisted by District Magistrate-cum-District Election Officer in the district.

A test check of records maintained in 11 districts<sup>1</sup> offices and in the office of CEO was conducted between March 2006 and July 2006 to examine the expenditure incurred during Lok Sabha election 2004 and two Vidhan Sabha elections held in February 2005 and October / November 2005. The important points noticed are given in the following paragraphs.

**3.5.2 Financial management**

Allotment of funds and expenditure during the years 2004-06 of the State *vis-a-vis* under different components were as under:

*(Rupees in crore)*

Head/ Year	Establishment		Preparation and printing of electrol roll		Lok Sabha Elections		Vidhan Sabha Election		Photo Identity Cards		Total	
	Allot ment	Expen diture	Allot ment	Expen diture	Allot- ment	Expen- diture	Allot- ment	Expen- diture	Allot ment	Expen diture	Allot ment	Expen diture
2015												
<b>2004-05</b>	2.96	2.96	4.35	4.35	63.05	63.03	72.52	72.62	4.30	4.27	147.18	147.23
<b>2005-06</b>	5.18	3.40	6.09	1.20	0.51	0.12	100.50	83.00	25.43	12.96	137.71	100.68
<b>Total</b>	<b>8.14</b>	<b>6.36</b>	<b>10.44</b>	<b>5.55</b>	<b>63.56</b>	<b>63.15</b>	<b>173.02</b>	<b>155.62</b>	<b>29.73</b>	<b>17.23</b>	<b>284.89</b>	<b>247.91</b>

It may be seen from above that expenditure incurred for election of Lok Sabha and Vidhan Sabha was Rs 63.15 crore and 155.62 crore respectively (excluding expenses of Establishment, Photo Identity Cards etc.).

As per Bihar Treasury Code Vol.-I, DC bills against drawal made in advance on Abstract Contingent (AC) bills from treasuries during a month were required to be prepared and submitted duly countersigned by controlling Officer to the Accountant General (A&E) before 25<sup>th</sup> of the following month in which AC bills were drawn.

**Non-submission of  
DC bills for  
Rs 57.29 crore**

Out of total expenditure of Rs 247.91 crore, Rs 70.75 crore was drawn on AC bills in the State during 2004-06 but DC bills for Rs 13.46 crore only were submitted (October 2006) to the Accountant General (A&E). The utilisation of balance amount of Rs 57.29 crore could not be verified in audit for want of detailed contingent bills.

<sup>1</sup> Banka, Bhagalpur, Gaya, Katihar, Madhubani, Munger, Muzaffarpur, Nawada, Patna, Saran and Vaishali

**Unauthorised retention of Rs 8.69 crore in banks**

In the districts test checked against available amount of Rs 107.45 crore expenditure of Rs 99.57 crore was incurred on different components and Rs 41.97 crore drawn on AC bills, DC bills for Rs 39.00 crore were not submitted to the Accountant General (July 2006) due to non-receipt of vouchers from field offices, private parties. There was unspent amount of Rs 8.69 crore as of March 2006 which should have been surrendered, was kept in banks (SBI: Rs 7.22 crore, Allahabad Bank: Rs 0.29 crore, Punjab National Bank: Rs 1.18 crore) in violation of Bihar Treasury Code. Amount of Rs 4.90 crore advanced during 2004-06 was booked as expenditure in violation of Government directions (April 1996). Advance of Rupees 13.95 crore were lying unadjusted with government official as well as private parties as of August 2006. No effective steps were taken to recover/adjust the advances.

**Advance of Rs 4.90 crore irregularly booked as expenditure**

### **3.5.3 Irregular expenses**

#### **3.5.3.1 Wasteful expenditure on purchase of digital camera**

Four thousand digital cameras were purchased at a cost of Rs 2.56 crore drawn from contingency fund of state for the purpose of preparing the Electoral Photo Identity Card (EPICs) but the scrutiny disclosed that these cameras were not used for the preparation of EPICs rather private agencies were engaged for this purpose on which an avoidable payment of Rs 3.42 crore was made. The drawal of fund from contingency fund of state could only be made in case of emergent nature of work but the same was not followed by the CEO.

Further, the purchase was made through National Informatics Centre Services (NICS) for which an avoidable payment of Rs 16.89 lakh as administrative charge was also made due to non-purchase of cameras directly from the manufacturing company.

The reply of CEO (April) 2006 that these cameras were used at sensitive booths to prevent bogus voting was not acceptable as the specific purpose of preparation of photo identity card was not fulfilled.

#### **3.5.3.2 Purchase of articles of permanent nature**

Chief Secretary directed (1989) that election fund should be utilized for election purpose only. Purchase of articles of permanent nature from the election fund was strictly prohibited.

In test checked districts and CEO's office amount of Rs 9.08 lakh was incurred on purchase of permanent assets such as digital communicator, charger, cell phones, stabilizer, fax machine, TV, sofa sets, steel almirah etc. 17 mobile phones valuing Rs 0.78 lakh were not available in stock.

### 3.5.3.3 Irregular Payment

Rupees 9.52 crore<sup>2</sup> was paid for hiring of tent, shamiyana, and preparation of electoral photo identity cards (EPIC) between December 2004 and March 2006 to agencies which did not have any Bihar Sales Tax number and Service Tax number. In the absence of disclosure of registration number on the bills/ challans / invoices loss of sales tax and service tax revenue could not be ruled out.

The CEO stated (July 2006) that disclosure of service tax registration number on the bills was effective from 10 September 2004 and payer is not responsible to deduct/retain the service tax under the Finance Act, 1994, hence deduction and transfer of tax amount was not made. However the fact remains that purchases were made from such agencies during December to March 2006 when disclosure of service tax registration in bills was required under the Act.

### 3.5.3.4 Large variation in rates

During 2004-05, EPIC were prepared after inviting tender centrally by the CEO office at the rate of Rs 12.90 per card for on line<sup>3</sup> and Rs 10.90 per card for off line<sup>4</sup>. However, in the assembly election (2005-06), the task for preparation of EPICs was decentralised to DEOs. It was noticed that there was large variation (Rs 6.10 to Rs 10.90 for off-line and Rs 8.25 to Rs 11.00 for on-line) in rates approved centrally or by different DEOs.

Similarly, in nine test checked districts<sup>5</sup> it was noticed that the rate of photocopying of electoral rolls ranged between 45 paise and Rs one per copy. The rates were approved by the Divisional Commissioners for Lok Sabha election 2004 based on rates submitted by District Magistrates. These rates were also made applicable for two Vidhan Sabha elections. As there was huge number of pages for photocopying, suitable instruction should have been issued from CEO to bring down the rates.

### 3.5.3.5 Hiring of vehicles

**Excess payment of Rs 5.19 crore on hiring of vehicles at higher rates**

In pursuance of High Court order, Transport Department fixed (October 2005) the rate of various types of vehicles. The excess payment of Rs 8.40 lakh was made in four test checked districts<sup>6</sup> as vehicles were hired at higher rates between April 2004 and October/November 2005. Rupees 6.41 crore was paid

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<sup>2</sup> Banka : Rs 61.95 lakh; Bhagalpur : Rs 90.49 lakh; CEO, Patna : Rs 362.77 lakh; Chapra : Rs 53.08 lakh; Gaya : Rs 17.18 lakh; Katihar : Rs 32.71 lakh; Madhubani : Rs 25.26 lakh; Munger : Rs 33.67 lakh; Muzaffarpur : Rs 59.06 lakh; Nawada : Rs 11.57 lakh; Patna : Rs 103.15 lakh; Vaishali : Rs 101.35 lakh

<sup>3</sup> Online : EPIC issued to the voters on the day of photography.

<sup>4</sup> Offline : EPIC issued to the voters after the day of photography.

<sup>5</sup> Bhagalpur, Vaishali, Patna, Banka, Chhapra, Nawada, Katihar, Munger and Muzaffarpur.

<sup>6</sup> Bhagalpur: Rs 1.96 lakh, Gaya: Rs 2.93 lakh, Madhubani: Rs 2.57 lakh and Nawada: Rs 0.94 lakh

as hiring charges by 10 districts for hiring of vehicles against the norm of Rs 13.03 lakh per district resulting in excess payment of Rs 5.11 crore<sup>7</sup>.

**Excess payment of Rs 5.59 crore due to excess retention of vehicles**

The CEO decided (March 2004) that vehicles needed during election would be requisitioned only for five days. It was noticed that though fuel was supplied for five days but 957 vehicles were retained for 20 days resulting in excess payment of Rs 1.05 crore in Patna District (as per expenditure report March 2006). The CEO also decided (March 2004) that expenditure on fuel should be restricted to Rs 1.25 lakh per assembly constituency. In 272 assembly constituencies (last three elections) of 11 districts, expenditure of Rs 7.94 crore was incurred on fuel against admissible limit of Rs 3.40 crore resulting in excess expenditure of Rs 4.54 crore<sup>8</sup>. The reason for excess retention was not on record.

### 3.5.3.6 *Excess purchase of power pack batteries*

**14500 power pack batteries costing Rs 15.02 lakh lying idle in stock**

One lakh power pack batteries were purchased by CEO, Patna for Vidhan Sabha (February 2005) election of which, 62370 batteries were issued to 49684 booths. Again 53,000 batteries were purchased for Vidhan Sabha, (October/November 2005) election raising the stock position of batteries to 90630 against which, 76130 batteries were issued to 57177 booths. Thus, the remaining 14500 batteries valued at Rs 15.02 lakh were still lying idle in the stock (March 2006).

### 3.5.4 *Other points of interest*

#### 3.5.4.1 *Holograms*

10.08 lakh<sup>9</sup> holograms valuing Rs 1.61 lakh were not returned by the vendors in eleven districts in violation of the terms of agreement. Misuse of holograms for preparation of bogus EPIC cards may not be ruled out. Out of 11 test-checked districts, the proof of distribution of EPIC was shown in three blocks (Taraiya, Masarakh, Lahladpur of Saran district) only. It was noticed that against 95461 EPIC prepared, distribution records was available in respect of 14155 (15 per cent) cards only. The concerned DEO's issued reminder to vendors for return of holograms but none of the vendors returned holograms as of August 2006.

<sup>7</sup> Patna: Rs 152.38 lakh, Katihar: Rs 25.14 lakh, Bhagalpur: Rs 27.02 lakh, Vaishali: Rs 22.20 lakh, Banka Rs 14.04 lakh, Gaya: Rs 109.91 lakh, Muzaffarpur: Rs 51.25 lakh, Chapra: Rs 68.55 lakh, Nawada: Rs 32.92 lakh and Munger: Rs 7.53 lakh.

<sup>8</sup> Patna: Rs 77.25 lakh, Katihar: Rs 35.02 lakh, Bhagalpur: Rs 55.23 lakh, Vaishali, Rs 34 lakh, Banka: Rs 80.18 lakh, Gaya: Rs 31.96 lakh, Muzaffarpur: Rs 33.55 lakh, Madhubani: Rs 1.38 lakh, Chapra: Rs 51.34 lakh, Nawada: Rs 21.98 lakh and Munger: Rs 32.17 lakh.

<sup>9</sup> Banka (0.52 lakh), Bhagalpur (0.64 lakh), Gaya (0.13 lakh), Katihar (0.06 lakh), Madhubani (0.58 lakh), Munger (0.07 lakh), Muzaffarpur (0.06 lakh), Nawada (2.12 lakh), Patna (2.21 lakh), Saran (2.11 lakh) & Vaishali (1.58 lakh)

**Rupees 57 lakh  
outstanding as  
security deposit with  
BSNL**

### **3.5.4.2 Security deposit with BSNL not received back**

For installation of temporary telephone connections, Rs 57 lakh was paid as security deposit to BSNL between April 2004 and October 2005 by CEO's office and 10 districts. Rs 57 lakh<sup>10</sup> was outstanding as of August 2006 with BSNL though, temporary telephones connections were withdrawn.

The Dy. C.E.O. stated (July 2006) that BSNL had been requested to refund the security deposits but BSNL did not refund the amount as of October 2006.

### **3.5.4.3 Forfeited security deposits not credited to Government account**

Under Section 34 of the People Representative Act, 1951 security deposits by the contestant to Parliament and State Legislature, is to be forfeited who fails to secure one sixth votes of the total votes polled and was to be credited to the revenue of the Government (August 2006).

**Forfeited security  
deposit amounting to  
Rs 29.37 lakh not  
credited to  
Government account**

In eight districts, Rs 29.37 lakh<sup>11</sup> was not credited to Government Account. Retention of forfeited security by District Election Officer in their Cash Books was in contravention of rules.

### **3.5.5 Conclusion**

Financial management was deficient as reflected in booking of advances as expenditure, advances remained unadjusted, non-preparation of DC bills and payments to suppliers without any BST/CST and Service tax number. There was no uniformity in rates for preparation of photo identity cards and photocopying in test-checked districts. Thus, monitoring of election expenses by the CEO office was weak and deficient.

#### **Recommendations**

- Advances should not be booked as expenditure and unadjusted advances should be adjusted either through submission of voucher or recovery of outstanding amount.
- Payments should be made only to suppliers having BST/CST/Service Tax number.
- Documentation especially in case of hiring of vehicles and expenditure on fuel should be improved to authenticate payments.

The matter was reported to the Government (July 2006); their reply has not been received (October 2006).

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<sup>10</sup> Banka: Rs 3.00 lakh, Bhagalpur: Rs 2 lakh, CEO Patna: 24 lakh, Chapra: Rs 1 lakh, Gaya:Rs 4 lakh, Katihar: Rs 2 lakh, Munger: Rs 3 lakh, Muzaffarpur: Rs 2 lakh, Nawada: Rs 2 lakh, Patna: Rs 11 lakh and Vaishali: Rs 3 lakh.

<sup>11</sup> Muzaffarpur Rs 8.88 lakh, Madhubani Rs.6.71 lakh, Munger Rs 5.05 lakh, Nawada Rs 3.02 lakh, Banka Rs 0.90 lakh, Gaya Rs 1.98 lakh, Bhagalpur Rs 0.70 lakh, Saran Rs 2.13 lakh

## BUILDING CONSTRUCTION DEPARTMENT

### 3.6 Working of the Building Construction Department

#### 3.6.1 Introduction

The activities of Building Construction Department (BCD) are mandated for construction and maintenance of residential and non-residential buildings for all Government departments excluding Irrigation, Forest and Police Department. The department also executed construction works of buildings under Centrally Sponsored Schemes (CSS), Finance Commission grants and funds received from other administrative department under deposit works at headquarter and division level.

Department is headed by a Secretary and he is assisted by an Engineer-in-Chief (EIC) cum Special Secretary who is responsible for execution of the schemes with the support of three Chief Engineers (CE), 14 Superintending Engineers (SE) and 77 Executive Engineers (EE).

The accounts and relevant records of the offices of the Engineer-in-Chief, two out of three Chief Engineers, 14 buildings works divisions<sup>1</sup> out of 42 works divisions for the period 2001-06 were test-checked during April 2006 to June 2006. Besides, information was obtained from Finance and Building Construction Department at Secretariat level. Important points noticed are given in the following paragraphs:

#### 3.6.2 Funding Pattern

**Ad-hoc budgeting led to financial mismanagement**

The State Government allocated funds to BCD under State Plan Head (4059-Public Works and 4216-Housing). For construction of judicial buildings, Government of India (GOI) also provided 50 *per cent* of plan provision. The funds for Eleventh Finance Commission (EFC) grants were given by GOI to administrative departments which in turn allocated to BCD. Besides, funds for construction of buildings under deposit works were also made available to the Secretary, BCD as well as directly to the divisions at district level by various administrative departments. The BCD prepared budget estimates for plan on the basis of outlay fixed by the State Planning and Development Department. These were not prepared on the basis of quantum of work planned for execution by the Department in a particular year which entailed risks of unnecessary provision and savings. The Department did not maintain budget control register due to which realistic assessment of expenditure and savings could not be made.

<sup>1</sup> Ara, Bhagalpur, Chapra, Darbhanga, Gaya, Hajipur, Katihar, Khagaria, Munger, Muzaffarpur, Construction Division No.I & II, Patna, Sasaram and Samastipur

### 3.6.3 Financial Management

#### 3.6.3.1 Allotment of funds and expenditure

**Huge savings of  
Rs 321.50 crore**

Against budget provision of Rs 490.62 crore (State Plan-Rs 96.79 crore, EFC-Rs 83.26 crore, CSS Rs 45.42 crore and deposit works-Rs 265.15 crore), expenditure of only Rs 169.12 crore (State plan-Rs 25.96 crore, EFC-Rs 40.49 crore, CSS-Rs 42.48 crore and Deposit works-Rs 60.19 crore) occurred resulting in savings of Rs 321.50 crore (State Plan Rs 70.83 crore, EFC-Rs 42.77 crore, CSS Rs 2.94 crore and deposit works Rs 204.96 crore) ranging from 34 to 79 per cent during 2001-06. Reasons for huge savings were not on record.

Under Deposit Works, funds allocated to divisions (Rs 60.19 crore) have been treated as expenditure of BCD. The Secretary stated (October 2006) that necessary instructions are being issued to budget section to ascertain correct expenditure figure.

#### 3.6.3.2 Reconciliation of expenditure

The expenditure figures of the department did not tally with that booked in the accounts of the AG (A&E). Only five divisions had reconciled their works accounts with the figures of Accountant General up to March, 2006. The discrepancies occurred mainly due to non-maintenance of budget control register and non-reconciliation of figures by the department. This indicated that the accounting management of the department was poor. The Secretary stated (October 2006) that necessary steps would be taken to ensure reconciliation of accounts.

### 3.6.4 Execution of works

#### 3.6.4.1 Physical progress

The physical progress of works of various departments during 2001-06 was as under:

(Rupees in crore)

Sl. No.	Name of the Department	Target		Completed works		Incomplete works		works not taken up
		Number	Value	Number	Value	Number	Value	Number
1	Law	92	53.43	53	20.33	20	13.23	19
2	Personnel	63	33.53	17	6.66	31	11.45	15
3	Jail	456	98.66	210	24.46	198	18.54	48
4	Youth, Art & Culture	8	6.69	5	2.55	3	4.14	--
5	Police	423	7.68	347	4.69	26	1.21	50
6(A)	Health	25	8.33	15	5.45	6	1.44	4
6(B)	PMGY, :Referral , PHC	70 395	29.08	21 101	12.50	43 125	9.20	6 169
7	Education	40	5.92	36	4.53	4	1.39	--
8	Welfare (OBC hostel)	25	62.98	3	2.95	13	7.59	9
9	Welfare (SC hostel)	2	2.30	--	--	2	1.85	--
	<b>Total</b>	<b>1599</b>	<b>308.60</b>	<b>808</b>	<b>84.12</b>	<b>471</b>	<b>70.04</b>	<b>320</b>

Note : The above table excludes deposit works and Rashtriya Sam Vikas Yojana (RSVY), as department was not aware of the funds made available directly to divisions by administrative departments for these works.



Out of 1599 works amounting to Rs 308.60 crore, 471 works (29 per cent) remained incomplete with an expenditure of Rs 70.04 crore as on March 2006. Besides, 320 works (20 per cent) valued Rs 154.44 crore were not taken up due to non-finalisation of tenders (80) and non-availability of site (240). In test checked districts, out of 1188 works<sup>2</sup> valued Rs 153.59 crore, 429 works (36 per cent) remained incomplete due to non according of technical sanction and delay in allocation of fund by department. 97 works were not undertaken due to non-finalization of tender and non-availability of site.

### 3.6.4.2 Works without technical sanction

As per provisions contained under para 126 of BPWA code, execution of work without Technical Sanction (TS) was not permissible.

#### Irregular payment on execution of works without technical sanction

However it was noticed in test checked division that out of 1188 works 305 works (26 per cent) valued Rs 64.80 crore were undertaken without T.S during 2001-06 on which payment of Rs 39.13 crore was made as of March 2006 as detailed below :

(Rupees in crore)

Name of Deptt	Total works	Works executed without T.S.		
		Number of works	Value	Payment
Jail	189	72	11.93	8.83
Law	33	10	2.94	2.00
Police	138	14	0.56	0.47
Health	416	141	14.16	9.55
Welfare	189	16	8.32	7.29
Personnel	112	8	1.96	1.78
Education	96	39	8.04	5.49
Youth Art & Culture	8	5	16.89	3.71
Animal Husbandry	7	-	-	-
<b>Total</b>	<b>1188</b>	<b>305</b>	<b>64.80</b>	<b>39.13</b>

The Chief Engineer (Design) issued (June 2005) instructions to obtain Technical Sanction before inviting tenders for which a complete check list for submission of proposals was issued. The execution of work without TS resulted in cost overrun and mid course change in the works design leading to delay in completion of work.

### 3.6.4.3 Unauthorised payment

#### Unauthorised payment of Rs five crore beyond contracted quantity

As per Government's instruction (August 1982), the work executed beyond contracted quantity by 10,15 and 25 per cent in particular item required sanction of Superintending Engineer, Chief Engineer and Government respectively.

In test checked divisions, Rs five crore<sup>3</sup> was paid by Executive Engineers unauthorisedly to the contractors during 2001-06 for execution of 41 works beyond contracted quantity ranging from 10 to 2351 per cent without approval

<sup>2</sup> It includes works for which funds were made available directly to divisions under deposit works and RSVY from administrative departments.

<sup>3</sup> Katihar: Rs 27.06 lakh, Khagaria: Rs 107.98 lakh, Muzaffarpur: Rs 80.35 lakh, Samastipur: Rs 26.27 lakh, Const Div I Patna: Rs 95.42 lakh, Const Div II Patna: Rs 49.02 lakh, Sasaram: Rs 7.27 lakh, Chapra: Rs 11.09 lakh, Ara:Rs 4.56 lakh, Gaya:Rs 26.41 lakh, Munger:Rs 22.07 lakh, Bhagalpur:Rs 4.23 lakh, Hajipur: Rs 30.94 lakh and Darbhanga: Rs 6.94 lakh.

of competent authority. The Secretary stated (October 2006) that the payments were made for works within 10 per cent above the contracted amount. The reply is not tenable as Codal Provisions envisaged that particular items executed beyond 10 per cent required sanction of the Competent Authority.

#### 3.6.4.4 Cost escalation

**Cost escalation of Rs 21.66 crore due to change in design and time overrun**

Cost escalation of Rs 21.66 crore was noticed in works due to commencement of work without approval of technical sanction, necessitating revision of administrative approval and mid-course change in design and drawings as detailed below:

(Rupees in crore and nos. in bracket)

Name of Division	Name of the work	Period	Estimated Cost	Revised cost	Cost escalation	Payment (as on 10/2006)	Remarks
BCD Khagaria	14 Court Buildings.	02/2001 to 08/2005	1.41	2.36	0.95	2.11	Due to change in design and change in site.
BCD Muzaffarpur	16 Court buildings	05/2002 to 05/2005	1.77	2.76	0.99	2.23	Due to change in design from load bearing to framed structure.
Construction Div. I, Patna.	Haj Bhawan	03/2002 to 08/2006	3.30	5.56	2.26	2.46	Change in design
Construction Division-II, Patna	Sports complex	11/2002 to 06/2006	15.99	32.57	16.58	0.45	Non-submission of design and drawings by architect and non-approval of rates of unscheduled items.
BCD, Ara	Babu Kunwar Singh Sangrahalya, Jagdishpur	07/2003 to 05/2004	0.99	1.64	0.65	0.74	Change in design and drawings
BCD Katihar (60), Ara (26), Sasaram (20), Gaya (45), Patna (60), Samastipur (44)	Toilets in Jail	03/2002 to 03/2006	0.26	0.49	0.23	0.40	Time overrun
<b>Total</b>			<b>23.72</b>	<b>45.38</b>	<b>21.66</b>	<b>8.39</b>	

The Secretary accepted (October 2006) that revised estimates of Rs 32.57 crore for Sports Complex, Patna and Rs 5.56 crore for Haj Bhawan, Patna has been

submitted for revision of administrative approval by the administrative departments.

#### 3.6.4.5 *Undue financial benefit*

**Undue financial benefit of Rs 15.82 lakh to a consultant**

An architect was engaged in January 1999 by Commissioner, Patna Division to prepare architectural, structural and other allied designs and drawings at a cost of 2.69 per cent of project cost which was to be paid in phases according to submission of various designs and drawings for construction of sports complex at Patna decided by Cabinet in April 1998. The consultant carried out design and drawing of boundary wall only for which Rs 12.31 lakh was payable as per contract provision. However, the EE paid Rs 28.13 lakh in February 2005. This resulted in undue financial benefit amounting to Rs 15.82 lakh to the consultant as of March 2006.

#### 3.6.4.6 *Unfruitful expenditure*

Test-check disclosed that there was unfruitful expenditure of Rs 1.95 crore on the following works due to abandoning works in mid-course by the contractors.

(Rupees in crore)

**Unfruitful expenditure of Rs 1.95 crore on incomplete projects**

Name of Division	Name of the work	Agreement value	Payment (as on 10/2006)	Reason
BCD Sasaram and Ara	DIET buildings	1.51	0.79	Contractor abandoned the work (2003) due to non-availability of fund
BCD Sasaram	---do---	0.87	0.73	Contractor abandoned the work (June 2003, September 2005) No action was taken against the contractor.
BCD Muzaffarpur	Minority hostel	0.97	0.19	Contractor abandoned the work (July 2004) due to site problem.
BCD Katihar	Circuit House	0.31	0.24	Contractor abandoned the work (October 2002) due to increase in schedule of rates.
<b>Total</b>		<b>3.66</b>	<b>1.95</b>	

The Secretary stated (October 2006) that the concerned administrative departments have been asked to provide funds for completion of these projects.

#### 3.6.4.7 *Incomplete works despite availability of funds*

A test-check disclosed that despite availability of funds, the following works remained incomplete due to delay in release/allocation of fund for the work.

(Rupees in crore)

**Works valued Rs 38.11 crore remained incomplete despite availability of funds.**

Name of Division	Name of works	Agreement value	Payment (as on 10/2006)	Remarks
BCD, Ara	Conversion of TB Sanatorium Koilwar into Mental hospital	2.50	1.78	Rs 1.22 crore lapsed (March 2005) due to failure of the department to draw it in time.
BCD Katihar (2), Munger (4), Purnea (2), Bhabhua (1),	10 Ayurvedic centres and three deaf and dumb schools under EFC	5.81	0.80	Rs 5.81 crore was provided (2001-02) by GOI for Special Problem Grant under EFC for 10 Ayurvedic Centres and three Deaf and Dumb schools,

Name of Division	Name of works	Agreement value	Payment (as on 10/2006)	Remarks
Sasaram (1)	grants.			Department kept Rs 2 crore in Civil Deposits out of which only Rs 80 lakh was released in March 2006.
14 test checked Division	Renovation of 25 RH 104 PHCs under PMGY	29.80	9.76	13 RHs (52 per cent) and 40 PHCs (38 per cent) remained incomplete due to delay in allocation of fund by the Department.
	<b>Total</b>	<b>38.11</b>	<b>12.34</b>	

The Secretary accepted (October 2006) that fund of Rs 1.22 crore lapsed due to communication gap and assured that such lapses shall not take place in future.

### 3.6.4.8 *Doubtful payment on carriage of material*

**Doubtful payment of Rs 1.95 crore for carriage of materials without challans**

As per provision contained under para 84 of BPWA code, every payment must be supported by a voucher setting forth full and clear particulars of the claim.

In test check, it was observed that six divisions<sup>4</sup> made payment of Rs 1.95 crore for carriage of materials without obtaining supporting Challans. Besides, Form M & N were not submitted for procurement of stone chips from authorised lease holder, as required. Thus there was doubtful payment of Rs 1.95 crore for carriage of materials during 2001-06 besides possibility of illegal mining cannot be ruled out. The Secretary stated (October 2006) that necessary instructions would be issued to Divisions to obtain from M and N and challans for carriage in future.

### 3.6.4.9 *Sub-standard execution of work*

**Sub-standard execution of work of fast track court at Hajipur : Rs 20.43 lakh**

Payment of Rs 20.43 lakh was made (March 2004) to the contractor for construction of fast track court at Hajipur. At the instance of District and Sessions Judge, Hajipur the materials used in construction were tested in the Central Test and Investigation Laboratory, Patna (March 2003) and the test report indicated that sub-standard materials were used. The quality of work was approved by Sub-Divisional Officer, Quality Control Sub-division, Hajipur. Action taken for furnishing quality certificate against the Sub-Divisional Officer was not on record.

**Sub-standard execution of work of Minority hostel, Gaya : Rs 71.39 lakh**

Construction of 100 bed minority hostel at Gaya was allotted (December 2001) to a contractor at a cost of Rs 72.53 lakh. The work commenced in February 2001 to be completed in one year. Quality test report (August 2002) disclosed that materials used in construction were of sub-standard quality. However, Executive Engineer made payment of Rs 71.39 lakh to the contractor in March 2003 and the work remained incomplete. The Secretary stated (October 2006) that necessary rectification of substandard work would be carried out and if necessary deduction from contractor's bill would be ensured.

<sup>4</sup> Construction Division I, Patna (Rs 54.48 lakh); Khagaria (Rs 32.54 lakh); Muzaffarpur (Rs 15.99 lakh); Samastipur (Rs 49.60 lakh); Ara (Rs 19.33 lakh) and Construction Division II, Patna (Rs 23.23 lakh).

### 3.6.5 Manpower management

Scrutiny of records of the sanctioned strength and men in position of officers at headquarter and test checked divisions disclosed that there was inadequate manpower in the Department.

Name of post	Sanctioned Strength		Men-in-position		Remarks
	Hqr.	test checked Division	Hqr.	test checked Division	
Engineer-in-Chief	1		Nil		Due to inadequate strength the work was adversely affected as commented in para 3.6.5 and 3.6.6
Chief Engineer	3		Nil		
Superintending Engineer	19		2		
Executive Engineer	77	14	71	13	
Assistant Engineer	302	50	183	33	
Junior Engineer	422	128	492	87	
Estimating Officer		11		4	
<b>Architect Wing</b>					
Chief Architect	1		Nil		
Sr. Architect	1		Nil		
Asstt. Govt. Architect	5		2		
Architect Assistant	5		4		
<b>Quality Control Wing</b>					
Assistant Director	2	14	2	2	

In the absence of adequate manpower, technical work such as according technical sanction, quality control and monitoring suffered. The Secretary admitted (October 2006) that there is shortage of manpower in the department and design works would be done through outsourcing manpower.

### 3.6.6 Quality control

Quality Control Wing headed by Superintending Engineer at headquarters level with the assistance of Assistant Director at division level was responsible to conduct quality testing of materials. Assistant Directors were not posted in 12 divisions out of 14 test checked divisions. Sub Divisional Officers were entrusted the responsibility of quality control as regular Assistant Directors were not posted. The quality testing laboratory existed in three divisions<sup>5</sup> out of 14 test-checked lacked infrastructure facilities for testing. Funds were not provided to quality control sub-divisions of test checked divisions for purchase of testing equipments and chemicals. Thus, the quality testing certificates issued by the Quality Control Sub-divisions were doubtful. There was nugatory expenditure of Rs 77.26 lakh on pay and allowance of staff and officials of four non functional quality control sub-divisions<sup>6</sup> during 2001-06.

The Secretary stated (October 2006) that necessary steps for setting up Quality Control Wing at circle level would be taken to improve the system.

### 3.6.7 Monitoring

The monitoring cell headed by Director under EIC was responsible for coordination and monitoring of schemes with the assistance of two Deputy Directors. The works were executed without approval of technical sanction on

<sup>5</sup> Muzaffarpur, Construction-I Patna and Sasaram

<sup>6</sup> Samastipur: Rs 4.29 lakh, Muzaffarpur :Rs 25.33 lakh, Construction Division 1 Patna: Rs.38.15 lakh and Hajipur:Rs 9.49 lakh .

the basis of approved BOQ, unauthorized payment was made to the agency for beyond the agreement quantity of works and works remained incomplete which indicated lack of monitoring by the department. At audit instance, the Secretary directed the Chief Engineer to monitor construction works of the department at every six month.

### **3.6.8 Conclusion**

Financial control was non-existent as reflected in huge savings and unrealistic assessment of expenditure figure in deposit works. Planning and Development Department fixed targets for construction of buildings under different schemes to be implemented by BCD. Against completion target of 1599 works, only 808 works were completed leaving 471 works incomplete and 320 works were not taken up. Three hundred five works in test-checked division valuing Rs 64.81 crore were executed without technical sanction resulting in cost escalation of about Rs 21.66 crore. Unfruitful expenditure of Rs 1.95 crore was noticed in test checked divisions on abandoned buildings. Design wing of the department was almost non-existent due to shortage of technical manpower at headquarter and division levels. The equipment and infrastructure required for quality testing were not available in the laboratories as such the certificates of quality issued by quality control sub divisions were doubtful.

#### ***Recommendations***

- Assessment of actual expenditure under various deposit works should be ensured to make budget provision realistic.
- Technical sanction of detailed estimates should be obtained before commencement of work.
- Incomplete works should be completed on a priority basis and works should be undertaken only after site selection and availability of funds.
- Quality control mechanism and monitoring mechanism should be strengthened.

The above points were reported to Government (July 2006); their reply (October 2006) has been incorporated in the report at appropriate places.

## WELFARE DEPARTMENT

### 3.7 Educational Development of SC/ST

#### 3.7.1 Introduction

Various educational schemes are being implemented by the Union and State Governments to enable the SCs/STs to upgrade their educational levels. The objective of these schemes is to increase enrolment and retention of SCs/STs in educational institutions and increase their representation in higher educational and professional institutions, and in jobs. The State government had not implemented the welfare schemes effectively in regard to payment of scholarship to post matric students, supply of uniform to SC/ST girls and utilization of hostels. The following schemes were implemented by State Welfare Department.

Centrally Sponsored Schemes: Post Matric Scholarship; Pre Matric Scholarship to the children of those engaged in unclean occupation; Book bank scheme; Pre-examination training centers (PETC) and Hostel for SC/ST Community;

State Schemes: Technical Scholarship; High School Scholarship; Middle and Primary Schools scholarship; Scholarship to students of Musahar community; Maintenance of SC/ST residential schools and hostels; Supply of uniform to girls students and running of Industrial school.

Department is headed by Commissioner and Secretary who is assisted by Director at Headquarter level, Deputy Directors at divisional level and 37 District Welfare Officers (DWO) at district level. The implementation of schemes was reviewed by test check of records of 10 districts<sup>1</sup>. The important points noticed are given in the following paragraphs:

#### 3.7.2. Planning

**No survey conducted to ascertain the targeted students**

Department had not carried out any survey to ascertain the number of SC/ST students under each scheme. As such the actual number of students to be covered under different scheme was not available with the department except for the age groups 6 to 11, 6 to 14 and 11 to 14 for the year 2005-06. In the absence of these figures the projection of funds for implementation of various schemes was without any basis. Secretary accepted (October 2006) the audit contention and assured to create a data base of all the beneficiaries in the state.

#### 3.7.3 Financial management

##### 3.7.3.1 Budget and expenditure

Budget provisions vis-a-vis, expenditure incurred on educational schemes by the department during 2001-06 was as under:

<sup>1</sup> Bhagalpur, Darbhanga, Gaya, Jamui, Muzaffarpur, Nawada, Patna, Purnia, Sasaram and Siwan

(Rupees in crore)

Year	Cate gory	Budget	Central assistance released by the GOI	Funds provided by the State Government	Total funds available	Total expenditure	Savings	percentage of saving
2001-02	SC	50.07	0.43	47.57	48.00	30.25	17.75	37
	ST	5.67	-	5.51	5.51	3.77	1.74	32
2002-03	SC	46.66	0.20	42.80	43.00	36.55	6.45	15
	ST	5.68	-	5.19	5.19	3.91	1.28	25
2003-04	SC	50.22	0.06	44.96	45.02	38.92	6.10	14
	ST	5.68	-	5.26	5.26	4.21	1.05	21
2004-05	SC	60.64	10.21	49.06	59.27	46.00	13.27	23
	ST	5.90	-	5.70	5.70	4.37	1.33	24
2005-06	SC	61.98	0.13	54.63	54.76	36.70	18.06	33
	ST	7.39	-	7.13	7.13	4.49	2.64	37
<b>Total</b>		<b>299.89</b>	<b>11.03</b>	<b>267.81</b>	<b>278.84</b>	<b>209.17</b>	<b>69.67</b>	<b>25</b>

(Figure furnished by the Welfare Department)

**Huge saving due to late release of funds**

It may be seen from the table that the savings ranged between 14 and 37 per cent in case of SC, and 21 to 37 per cent in case of ST, during 2001-06. Savings were mainly due to release of funds in the month of March by the State Government during 2001-02 and late release of funds during 2002-06. In six test-checked districts against the available funds of Rs 4.59 crore Rs 2.91 crore\* (63 per cent) was lapsed due to late receipt of funds during 2001-04.

**3.7.3.2 Non submission of Utilization certificates**

**Utilisation certificate in respect of Rs 33.72 crore not furnished.**

In ten test-checked districts, the DWOs released Rs 33.72 crore to the 10 Block Development Officer<sup>2</sup> (BDO) during 2001-06, for disbursement of scholarships to Pre-Matric (High school, Primary and middle school) students for SC/ST, scholarship to the children of those engaged in unclean occupation and scholarship to the student of Mushar Community but the utilization certificate were not furnished by the BDOs as of July 2006.

**3.7.4 Implementation of schemes**

**Denial of scholarship due to shortage of funds.**

**3.7.4.1 Non-payment of scholarship to post matric students**

The total number of students enrolled in post matric classes/courses and total number of applications received for scholarship were not available in test-checked districts, except in Gaya and Muzaffarpur. In the absence of these figures, audit could not ascertain the extent of coverage of the students. Amount of Rs one crore pertaining to above scheme for the period 2004-05 was lying unspent in Patna, Jamui, Purnea and Siwan districts as of August 2006 whereas in Muzaffarpur district 1301 SC students were denied scholarship due to shortage of funds during 2004-06. In Gaya district, 2300 SC and 19 ST students were also deprived of scholarship during 2001-02 and 124 SC students in 2003-04 due to shortage of funds.

\* Darbhanga :Rs 7.67 lakh; Gaya: Rs 102.49 lakh; Jamui: Rs 18.47 lakh; Muzaffarpur: Rs 49.71 lakh; Sasaram: Rs 76.02 lakh and Siwan: Rs 36.61 lakh.

<sup>2</sup> Patna: Rs 5.18 crore; Muzaffarpur: Rs 3.72 crore; Gaya : Rs 6.37 crore; Nawada : Rs 2.55 crore; Siwan Rs 2.20 crore; Darbhanga: Rs 3.24 crore; Purnea : Rs 2.69 crore; Bhagalpur: Rs 3.23 crore; Jamui : Rs 1.80 crore and Sasaram: Rs 2.74 crore.



**3.7.4.2 Non-supply of uniform to SC/ST girls**

The objective of the scheme is to supply two sets of uniforms at the rate of Rs 250 per set to school going SC/ST girls of class I to VIII who were not covered under any other scheme. Only Rs 0.14 crore (70 per cent) was spent against the available funds of Rs 0.20 crore in the test checked districts. Thus the department did not provide uniforms to all the targeted SC/ST girl students despite availability of funds.

**3.7.4.3 Closure of Industrial School**

**Defunct industrial school**

The Government established (1958) an Industrial School at Patna for providing free training to the SC/ST students for development of skills and self employment. Though 34 students were on roll in 2003-04 for training but the trainers were transferred (January 2004) by the department and consequently industrial school became non functional. Thus the department denied the intended benefit to the SC/ST students.

**3.7.4.4 Utilisation of hostels**

**Non functional hostels**

Out of available 131 SC/ST hostels, only 71 hostels (54 per cent) were functional in the state. A test check of records disclosed that against the capacity of 15220, 11589 were provided the accommodation. Short utilisation of hostel facilities was attributable to the location of hostels in remote areas, lack of basic infrastructure facilities like water, electricity, toilets, dilapidated buildings as well as non-deployment of staff.

**3.7.4.5 Inadequate deployment of teaching staff in residential schools**

**Residential schools without adequate teaching staffs**

A test check of records of 22 residential schools out of 66 disclosed that the teaching staff posted was inadequate. It ranged between 28 and 46 per cent of sanctioned strength only. Thus the students were deprived of quality education due to shortage of teaching staff.

**3.7.4.6 Unfruitful expenditure on the scheme for pre examination coaching**

**Unfruitful expenditure on pre examination coaching**

This scheme has been in operation since the 4<sup>th</sup> Five Year Plan period. The objective of the scheme aimed to provide pre-examination coaching (PEC) to the students belonging to SCs/STs/OBCs/Minority communities for improving their representation in services for which examinations are conducted by Public Service Commissions, SSC, Recruitment boards, Public sector undertakings and other Central Government agencies.

During the period 2001-06, 709 students were provided coaching in different courses by spending Rs 48.57 lakh on account of running of three institutions in Patna, Bhaglpur and Darbhanga. Following interesting points were noticed:

- During the years 2001-06, 255 students were trained for pre examination training in Patna. However, categorywise data of students who secured jobs were not available on record.
- The centre at Bhagalpur was closed from 2001-04 due to non-allotment of funds. 96 students were enrolled against which 30 students have secured jobs in Technical Departments.

- In Darbhanga, 358 students were trained and only 17 students have secured job in Medical and Engineering during the years 2001-05. Further no enrollment was shown for any courses in 2005-06.
- Out of 454 students who have obtained training, only 47 students could secure job except Patna. However, not even a single student could succeed in Union Public Service Commission examination.

#### **3.7.4.7. Book bank scheme**

The objective of the centrally sponsored scheme is to provide access to the latest books to all SC/ST students of professional courses. One set of books are to be purchased for two students for all under graduate courses and one set for each student for post graduate course and chartered accountancy. Expenditure of Rs.19.83 lakh only was incurred against available funds of Rs 52.46 lakh (State Rs 45.08 lakh; Centre Rs 7.38 lakh) during 2001-06. The separate figures of SC/ST students regarding issue of books were not maintained in the book-bank.

#### **3.7.5 Monitoring**

The guidelines of Welfare Directorate prescribed monthly monitoring and inspection of subordinate offices and schemes by the individual officers from Director to Block Welfare Officer level. This included monthly inspection of colleges and schools, residential schools and hostels regarding distribution of scholarship and evaluation of hostel facilities including accommodations. Scrutiny of records relating to monitoring and supervision of schemes showed that the inspections were not carried out.

#### **3.7.6 Conclusion**

The Planning was deficient as no survey had been conducted for ascertaining the targeted students under each scheme. In absence of these figures the projection of fund for implementation of various schemes was without any basis and the extent of coverage of each scheme could not be ascertained. A large number of students belonging to SC/ST were deprived of scholarships due to non-utilisation of funds. Industrial school closed down due to non deployment of staff.

#### **Recommendations**

- Survey of targeted population should be carried out and targets should be fixed for each scheme.
- Effective steps should be undertaken for creation of awareness among the targeted people regarding benefits and other aspects of ongoing schemes.
- Effective monitoring at school, college, blocks, sub-division and district levels at regular intervals should be introduced.

The above points were reported to Government (September 2006); their reply has not been received (October 2006).