

CHAPTER-III PERFORMANCE REVIEWS

This Chapter presents five performance reviews, covering the Rajiv Gandhi Sidhmukh Nohar Irrigation Project, Pradhan Mantri Gram Sadak Yojana, District Primary Education Programme- Phase-I, Implementation of Child Labour (Prohibition and Regulation) Act, 1986 and the Secondary Education Department.

Irrigation Department

3.1 Rajiv Gandhi Sidhmukh Nohar Irrigation Project

Highlights

The Rajiv Gandhi Sidhmukh Nohar Irrigation Project for Culturable Command Area (CCA) of 84170 hectare (ha) under aid programme of European Economic Community was declared complete at a total cost of

Rs 258.39 crore in December 2001. Besides, sub-project for construction of Sidhmukh and Ratanpura distributaries for irrigation in CCA of 13600 ha, sanctioned under loan assistance of NABARD due to be completed by March 2001 was still under progress (March 2004) after incurring an expenditure of Rs 18.60 crore. The flow of water in the canal system of Sidhmukh Project under rotation system of Bhakra Beas Management Board (BBMB) started from May 2002 but water was not being utilised for irrigation purpose due to non-completion of micro-canalisation survey, non-preparation of chak planning and non-construction of water courses. Significant points noticed were:

Due to non-construction of water courses the irrigation potential was not being utilised, despite expenditure of Rs 290.94 crore on construction of canals. Thus the intended objectives were not achieved.

(Paragraph 3.1.16)

Expenditure of Rs 18.60 crore on construction of Sidhmukh and Ratanpura distributaries, much before construction of lined water courses, was not only unfruitful but also created unnecessary liability of interest of more than Rs 3.25 crore.

(Paragraph 3.1.11)

Expenditure of Rs 5.97 crore on acquisition of land for plantation on both sides of canals was unfruitful owing to non-plantation due to lack of coordination between Forest and Irrigation Departments.

(Paragraph 3.1.12)

Unfruitful expenditure of Rs 4.50 crore was incurred on construction of canals of higher discharge despite lesser requirement.

(Paragraph 3.1.13)

An expenditure of Rs 81.18 lakh incurred on construction of residential and non-residential buildings proved unfruitful as the buildings remained unoccupied.

(Paragraph 3.1.15)

3.1.1 Introduction

Out of Rajasthan's share^[1] of 8.6 Million Acre Feet (MAF) surplus flow of Ravi and Beas waters, Government of India (GOI) allocated (January 1982) 0.47 MAF water (Sidhmukh Project : 0.315 MAF; Nohar Project : 0.125 MAF and losses in carrier channel: 0.03 MAF) at Nangal for use on Sidhmukh and Nohar Projects. The Sidhmukh and Nohar Projects for irrigation in Culturable Command Area (CCA) of 1,12,000 ha (Sidhmukh-80,000; Nohar-32,000) were administratively sanctioned (August 1990) by State Government for Rs 103 crore and Rs 40.59 crore respectively. The European Economic Community (EEC) approved (June 1993) the combined Sidhmukh Nohar Project reducing the CCA to 84170 ha^[2] excluding the Sidhmukh distributary and its system (CCA - 28000 ha approximate) for grant under their aid programme. A sub-project for Rs 27.53 crore for construction of Sidhmukh and Ratanpura Distributaries for irrigation in an additional area of 13,600 ha, was also got approved (October 1998) by Government of Rajasthan with loan assistance from NABARD.

The canal system under EEC aided project was completed at a cost of Rs 272.34 crore (Rs 279.09 crore – Rs 6.75 crore on Forestry, Agriculture and Animal Husbandry) for an irrigation potential of 94170 ha³. Besides, under sub-project irrigation potential in 13596 ha was also created by construction of 107 km canals at a cost of Rs 18.60 crore.

The flow of water in canal system of Sidhmukh Nohar Project under rotation system of Bhakra Beas Management Board (BBMB) started from May 2002. The water discharge during May 2002 to November 2003 ranged between 16 and 598 cusecs as against total share of 897 cusecs (new allotment: 791 cusecs (January 1982); existing share for Bhakra Command: 106 cusecs) at Rajasthan Haryana Border. The water was not at all being utilised for irrigation purpose as water courses were not at all constructed and despite expenditure of Rs 290.94 crore (EEC aided project : Rs 272.34 crore, Sub-project : Rs 18.60 crore) on construction of canals the intended objectives of the irrigation project were not achieved so far.

3.1.2 Aims and objectives of the project

The project aims to bring an area of 97,770 ha⁴ of desert land under irrigation in northern part of Rajasthan in order to achieve following objectives:

- To reduce rural poverty by raising farm income in drought prone area of Sidhmukh and Nohar region.
- To help slow down and reverse the current rate of degradation of environment due to factors such as wind erosion and increasing population pressure on the land.
- To reduce the risk of famine and contribute to improved food security in villages of project area by providing guaranteed water supply.

3.1.3 Organisational set up

Government of Rajasthan (GOR) is responsible for implementation of project through a Project Control Board (Board) established for the purpose. The Chief Secretary and the Secretary, Irrigation are the Chairman and Vice Chairman of the Board respectively. For daily management of project implementation, a Project Management Unit (PMU) headed by Chief Project Director (CPD) is headquartered at Hanumangarh. The project activities are being looked after by an Additional Chief Engineer assisted by two Superintending Engineers⁵ (Quality Control and Construction) and the actual implementation is done through four Executive Engineers.

3.1.4 Audit objectives

Audit was conducted to ascertain :

- Whether the project was executed economically and efficiently.
- Whether the potential created by the project resulted in its optimum utilisation.
- Whether the project objectives of all round development of the region including improving the environment, reducing rural poverty and risk of famine was achieved.

3.1.5 Audit coverage

Records of Chief Project Director (CPD), Project Management Unit (PMU) at Hanumangarh and all the three construction Divisions⁶ for the period 1999-2004 including forestry, agricultural and animal husbandry activities in respective departments were test-checked during November 2003 to March 2004. The important audit findings are discussed in succeeding paragraphs.

3.1.6 Financial arrangements

As per financial agreement with EEC the project cost was 65 Million ECU⁷ (MECU) (Rs 195 crore⁸) of which EEC grant was for execution of works including forestry, agriculture and animal husbandry restricting it to 45 MECU (Rs 135 crore). Funds received from EEC and GOR were deposited by the PMU in the interest bearing Personal Deposit (PD) account of the PMU. Out of total funds of Rs 285.93 crore including EEC grant Rs 164.54 crore⁹, the expenditure upto March 2004 was Rs 279.09 crore as per table given below:

(Rupees in crore)			
Year	Received from GOR	EEC grant (Out of GOR)	Total expenditure
Upto 1998-99	195.93	139.63	163.10
1999-2000	50.00	-	28.93
2000-2001	40.00	-	52.55
2001-2002	-	24.91	20.97
2002-2003	-	-	4.06
2003-2004	-	-	9.48
Total	285.93	164.54**	279.09*

* As intimated by CPD, PMU, Hanumangarh

** Excluding interest of Rs 5.89 crore earned on EEC grant.

Under sub project an amount of Rs 14.06 crore was reimbursed by NABARD through loan out of total expenditure of Rs 18.60 crore¹⁰ during 1999-2004. As against the total expenditure of Rs 297.69 crore (Rs 279.09 crore + Rs 18.60 crore) as intimated by CPD, PMU, Hanumangarh the expenditure as per books of Accountant General (Accounts and Entitlement) was Rs 319.412 crore. The reasons for difference were not intimated.

Besides, against allocated grant of 45 MECU including 2 MECU to be paid directly by EEC to consultants, the grant to the extent of 38.52 MECU only was availed by the project authorities. The reasons for availing less grant were not intimated.

Programme Management

3.1.7 Planning

An irrigation project was required to be planned in such a manner that canals could carry requisite water from its source of supply to the fields of farmers for its proper utilisation for irrigation purpose. Due to inadequate planning the department could not ensure the availability of required quantity of water and the available water could also not be properly utilised for irrigation as pointed out in succeeding sub-paragraphs:

3.1.8 Remodelling of Bhakra Main Line

The allocated water for Sidhmukh Nohar Project was to be carried from Nangal head to project area through Nangal Hydel Channel (NHC), Bhakra Main Line (BML) and feeder canals in Haryana. As per award (15 January 1982) of GOI, BML was required to be remodelled to restore its original capacity of 12500 cusecs. The Secretary, BBMB pointed out (November 2000) that in case of 12500 cusecs water availability in BML the capacity of ex-NHC (feeder channel for BML) would also require to be increased to 13500 cusecs to cater for additional diversion of water. The BML was remodelled in 142 km (out of 164.177 km) length for required capacity (12500 cusecs) for which Rajasthan had paid Rs 8.35 crore to Punjab. No action however, was taken, to remodel ex-NHC.

The test-check of gauge record of NHC and BML for June 2002 to March 2004 revealed that the discharge received in BML was 7298 to 11050 cusecs as against 12350 to 12500 cusecs water released in NHC. This indicated that despite remodelling of BML it was not receiving discharge as per its increased capacity. As against discharge capacity of BML at its tail for 6774 cusecs, the total capacity of various canals (including Sidhmukh Nohar Feeder) off taking from tail of BML was 8421 cusecs. As the BML was not remodelled in its tail reaches for remaining 22 km, the canals off taking from tail of BML would not get water as per their designed capacity.

Thus, in absence of remodelling of NHC for increased capacity and remodelling of BML in its tail reaches, remodelling of BML did not serve the purpose of carrying required discharge.

3.1.9 Increase in length of canals without additional benefit of CCA resulted in increase in construction cost

The originally sanctioned project estimate of Nohar Irrigation Project envisaged construction of distributaries (length : 75.86 km) and minors (length: 80.25 km) for a CCA of 32536 ha. These were revised (March 1997) to 81.545 km and 120.660 km respectively with the same CCA. Scrutiny revealed that detailed survey for canalisation was not done and tentative length of canals was adopted for estimation purposes owing to which length of canal was increased while approving L-section. This resulted in significant increase of construction cost without additional benefit of CCA.

The CPD replied (April 2004) that in the original estimate the length of water courses was taken to be 6 to 7 km, but adequate water was not reachable beyond 4 km in its tail owing to excessive seepage in *Katcha* water courses, hence the distributaries had to be re-aligned and length of distributaries/minors increased. The reply was not tenable as proposal for construction of lined water courses instead of *Katcha* water courses was under consideration even before 1995 i.e. before the preparation of revised estimates. As such increase in length of distributaries/minors on the ground of *Katcha* water courses was not justified.

3.1.10 Non-construction of water courses

The sanctioned estimate and financial agreement contained provision of Rs 5.88 crore and Rs 8.93 crore respectively for on farm development works including construction of *Katcha* water courses. However, in overall implementation plan (OIP) approved in IInd meeting (April 1995) of Project Control Board construction of water courses was considered farmers contribution and survey and design of water courses, construction of structure on water courses were to be executed by PMU. Accordingly, survey and design of water courses at a cost of Rs 4.20 crore were phased to be completed in five years from 1995-96 to 1999-2000.

Micro-canalisation survey, a preliminary requirement for construction of water courses was initially allotted to WAPCOS¹¹ in November 2000 in compliance of decision of 8th Board Meeting (June 2000) but subsequently withdrawn in January 2001. Tenders called for survey work in July 2001 were not finalised and decision to get the survey work done departmentally was taken at Government level in October 2001. Three divisions from Kota, Baran and Jaipur were deputed (October 2001) for survey work. The divisions conducted survey in 15031 ha (13 *per cent*) only as against 115200 ha as per norms¹² fixed by SE, Sidhmukh Circle, Bhadra but chak plans were not prepared. An expenditure of Rs

63.68 lakh was incurred on pay and allowances of Executive Engineers (EEs), Assistant Engineers (AENs), ministerial staff and Junior Engineers (JENs) (12 to 13). Due to joining of 12-13 JENs only against posting orders of 74 JENs, the survey work was not conducted satisfactorily and the work was taken away from these divisions (June 2002). Thus, the expenditure on departmental survey was unfruitful.

On the recommendations (December 2002) of the CPD to get the balance survey work of command area executed through CAD Department to avail 50 *per cent* subsidy of GOI, the Secretary, Irrigation conveyed (January 2003) administrative sanction to carry out micro-canalisation survey by Irrigation Department as Deposit work for which funds were to be provided by CAD. The Area Development Commissioner, CAD, Bikaner, however, expressed (February 2003) inability to make any payment for survey work due to non-availability of budget for that work. The water courses were not constructed as of March 2004 due to non-completion of micro-canalisation survey obviously due to vacillating stand of the Government/Department in allotment of survey work which thereby resulted in non-utilisation of potential created by construction of canals at a cost of Rs 290.94 crore.

Thus, the provision (Rs 8.93 crore) contained in EEC agreement for on farm development works like construction of reliable chak outlet, water courses, *naka* outlets etc. was not utilised whereas funding of EEC ended in December 2001. The total expenditure on these works will now be the liability of the State Government.

3.1.11 Imprudent decision for taking up the work of Sidhmukh Ratanpura sub-project without ascertaining the availability of water

A sub-project for construction of Sidhmukh and Ratanpura distributaries for irrigation in additional area of 13600 ha was got approved (October 1998) with loan assistance from NABARD on the assumption that 15 *per cent* of total 707 cusecs of the water would be saved with lining of water courses. As water for Sidhmukh and Ratanpura distributaries could be available only after construction of lined water courses, which has not yet started, it was imprudent to construct the distributaries/minors without ascertaining availability of additional water. The expenditure of Rs 18.60 crore on construction of Sidhmukh and Ratanpura distributaries and minors was not only unfruitful but created unnecessary liability of interest of more than Rs 3.25 crore upto March 2004 (likely to increase in future) on the loan component by NABARD.

3.1.12 Land acquisition

To reduce and reverse the current rate of degradation of environment, provision for plantation in 666 ha on both sides of the canals was made in EECs agreement. Scrutiny revealed that 563.578 ha of land was specifically acquired for plantation on both sides of distributaries and minors. The plantation in 91.508 ha only was done during 1996-1998 leaving 472.07 ha of land valuing of Rs 5.97 crore unutilised. The reasons for non-plantation in balance area were attributed to delay in acquisition of land by Irrigation Department and non-availability of water for plantation. This indicated lack of co-ordination between Forest and Irrigation Departments.

Thus, non-raising of plantation in the land, specifically acquired for the purpose resulted in not only unfruitful expenditure of Rs 5.97 crore but also defeated the very objective of reducing the bio-degradation of environment.

- Section 34 of Land Acquisition Act, 1894 stipulated that payment of compensation is required to be made to the entitled person after passing of the award or before taking possession of the land and in case the payment of such compensation is not made immediately, interest thereon from the date of taking possession to the date of payment is payable at the rate of 9 *per cent* per annum for the first year and at 15 *per cent* per annum thereafter.

Scrutiny of records revealed that for construction of 6 minors¹³ and 4 sub-minors¹⁴ possession of 916.57 *bighas* land coming in the alignment of channels was taken (January 1997 - August 2000) but the awards were passed in May 2000-December 2001 after periods ranging from 7 months to 44 months from the date of possession. Even the action under Section 4 was initiated after taking possession of land. Since the projects were initially sanctioned in August 1990 and estimates of these minors/sub-

minors were sanctioned during 1996-2000 there was no proper justification for not initiating timely action for acquisition of land. The delay resulted in avoidable payment of interest of Rs 41.25 lakh.

Execution

As per general principles of Irrigation Engineering the canals should be constructed in most economical manner of the capacity according to availability of water and on direct alignment avoiding deep cutting and high embankment. During review of the project it was observed that despite creation of irrigation potential for 107766 ha of land the irrigation facilities to the farmers could not be extended due to non-completion of micro-canalisation survey, *chak* plans and non-construction of water courses. Cases of extra, unfruitful expenditure on canals of higher discharge/high embankments and construction of buildings in project area were noticed. Some of the important audit findings are given as under:

3.1.13 Extra expenditure/cost of Rs 4.50 crore due to construction of canal of higher discharge

The sanctioned estimates for Nohar Project envisage construction of canals for discharge of 348 cusecs. Against this, the canals of Nohar project were constructed for the discharge of 391 cusecs, although discharge of only 333 cusecs was available. The CPD intimated (February 2004) that the canals of 391 cusecs would be utilised by running the canals on rotation basis but the contention was not tenable in view of fact that the area actually irrigable will either be less or the delta¹⁵ will be less than the requirement.

- Thus, four canals¹⁶ constructed for total discharge of 59.25 cusecs at the tail reaches of Nohar Distributary were in excess of available discharge and expenditure of Rs 4.50 crore incurred on their construction was unfruitful.

3.1.14 Avoidable expenditure due to construction of canal of high embankment

As per sanctioned project estimates, Karamsana Minor was to off-take at RD 66 of Nohar Distributary for a CCA of 11370 acres. Subsequently, its off-take point was changed (November 1995) to tail of Nohar Distributary (RD 76) and CCA revised to 3920 acres. The approved alignment of Karamsana Minor indicated that between km 1 and 3, Natural Surface Level (NSL) was 4 to 7.5 metres lower than the Canal Bank Level and involved high filling. There was no outlet in canal between km 1 and 3. The CWC while scrutinising the revised estimate recommended (May 1999) for construction of syphon to avoid high filling and structures so that there could be reduction in cost and time. Meanwhile, Karamsana Minor was already constructed. An avoidable expenditure of Rs 72.20 lakh was incurred on construction of minor/ structures between km 1 to 3 due to non-construction of syphon at lesser cost. The EE's reply that due to construction of syphon the performance as achieved from canal was not possible was not convincing because construction of syphon was not even considered.

3.1.15 Unfruitful expenditure of Rs 81.18 lakh on residential/non-residential buildings

The sanctioned project estimates of Sidhmukh and Nohar Irrigation Project contained provision for construction of 248 buildings (Residential : 205, Non-residential :43). As against it, 125 buildings (Residential : 109, Non-residential : 16) were got constructed. Of these, 41 permanent/temporary buildings (completed during August 1991 to August 1992) were not at all utilised, whereas one permanent and one temporary building at Phephana were utilised for one year only.

Thus, expenditure of Rs 81.18 lakh incurred on construction of unoccupied 43 buildings remained unfruitful. No action to dispose off/transfer these buildings was initiated.

Overall performance

3.1.16 Non-utilisation of potential created

As per approved (April 1995) OIP the targeted command area of project was 84000 ha during 1995-2003. The potential created upto March 2003 was 94170¹⁷ ha (Sidhmukh : 59626 ha and Nohar : 34544 ha) for which anticipated revenue was Rs 2.87 crore (@ Rs 62 per ha) as depicted in [Appendix-XVIII](#). Besides, irrigation potential in 13596 ha was also created under sub-project.

The created potential could not be utilised due to non-completion of micro canalisation survey, non-preparation of chak plans and non-construction of water courses, which resulted in not only the loss of Rs 2.87 crore on account of irrigation charges but also deprived the benefit of irrigation facilities to the farmers and caused set back to the growth of national agricultural production. The entire expenditure of Rs 290.94 crore on construction of canal system was of no use due to non-construction of water courses.

3.1.17 Loss of water and non-utilisation/mis-utilisation of available water in Sidhmukh Project

Rajasthan's water share of 564.34 cusecs¹⁸ (0.315 MAF) for Sidhmukh project was to be received at Rajasthan Haryana Border i.e. CP No.5. As against it, only 266 cusecs water was diverted for Sidhmukh feeder at Kajal Head (in Haryana - 38 km away from CP-5) as additional water of 0.17 MAF (300 cusecs) allotted for Sidhmukh Nohar Project has not yet been diverted to Project. The project authorities indented 266 cusecs of water for Sidhmukh feeder (off taking from Kajal Head) instead of CP-5. The scrutiny of gauge record revealed that only 33 to 235 cusecs of water were actually received at CP-5.

Thus, the Rajasthan suffered loss of water ranging between 31 to 233 cusecs due to wrong indent for release of 266 cusecs water at Kajal Head instead of CP-5.

Even the water released from CP-5 was not utilised for authorised irrigation as no outlets were provided in the canals of Sidhmukh project. Only 22 cusecs of water was utilised for drinking purpose through Public Health Engineering Department and balance water was either unauthorisedly syphoned by the adjacent cultivators or had gone waste by evaporation and seepage. The department's contention that 266 cusecs water indented was utilised for construction, drinking purpose for human and livestock was not tenable as only 22 cusecs water was utilised for drinking purpose and construction activities were almost over except few reaches of Sidhmukh and Ratanpura Distributaries for which water required for construction was nominal.

Other related activities

3.1.18 Forestry

As per financial agreement a provision of 1.2 MECU (Rs 3.60 crore) for forestry works was made, of which Rs 42 lakh was to be contributed by the farmers in the form of plantations. However, Rs 5.91 crore were utilised by the Forest Department, of which major expenditure of Rs 4.80 crore was incurred on village fuel wood plantation (VFP) only. The details of works executed as against the project targets were as under:

S. No.	Activity	Targets as per financial agreement	Work executed
1.	Canal side plantation (CSP)	666 ha	113.682 ha
2.	Sand dune stabilisation (SDS)	3380 ha	100 ha
3.	Plantation in strips along water courses	42000 ha	Nil
4.	Village Fuel wood plantation	Nil	862 ha
5.	Distribution of sapling (in number)	Nil	7,50,000

A test-check of record of distribution of sapling revealed that only 41.61 *per cent* saplings were distributed to the farmers and balance saplings were distributed to schools and Government Departments which, too, was not covered under project activity.

Thus, an expenditure of Rs 5.91 crore as against the provision of Rs 3.60 crore was incurred by Forest Department but the very objective of improvement of environment by sand dune stabilisation and prevention of wind erosion was defeated. The Government in Forest Department stated (November 2004) that CSP and plantation for SDS was done in lesser area due to limited availability of land along canal side and due to non-consent of the farmers for plantation on their private land. Instead, VFP was got done which fulfilled the objective of improvement of environment and sand dune stabilisation. The reply was not tenable as the land acquired for CSP was not fully utilised as commented at sub-para 3.1.12 and VFP was not substitute for CSP and SDS plantation as VFP was done in centralised area near villages and hence could not fully serve the objective of sand dune stabilisation and prevention of wind erosion.

3.1.19 Agriculture

For diversification and intensification of cropping pattern to improve food security and cash crop production extensive agriculture development activities were to be taken up. These would cover (i) 240 adaptive trials in a 120 ha area, (ii) 122 crop demonstrations in 1220 ha, (iii) distribution of 5200 minikits (input packages) and (iv) farmers' training for 1800 days. Besides, an extension centre at Bhadra to train extension service staff/contact farmers and an adaptive trial centre was to be established. As against these, adaptive trials 140 nos. in 70 ha area, crop demonstration 75 nos. in 750 ha area, distribution of minikits 2399 nos. and farmers training 2050 days were carried out at an expenditure of Rs 16.35 lakh as against provision of Rs 69 lakh provided in EEC agreement. These activities were carried out in non-project area due to non-availability of water, hence the very objective of diversification and intensification of cropping pattern in project area was not achieved. Extension centre at Bhadra and adaptive trial centre in project area were not established. Due to non-providing water for irrigation the objective of reducing the risk of famine and improving food security in project area was not fully achieved.

3.1.20 Animal Husbandry

For improving the breed and animal care the strategies of the project were (i) formation of dairy co-operatives, (ii) establishment of 45 saving groups of women, (iii) imparting training to saving groups in animal health care including artificial insemination (AI), (iv) construction of 45 *verandas* to centralise the veterinary activities by saving group, (v) providing one travis and one medical kit to each saving group and (vi) to boost animal production genetically superior bulls and revolving funds to each saving group were to be provided. As against it the achievements were as under:

- Of the 45 dairy cooperatives and saving groups established, the revolving funds to 40 was not provided.
- Although the training to saving groups was provided, AI kits were not made available.
- *Verandas* at 5 places were not constructed due to land dispute and 40 *verandas* (Rs 27.65 lakh) were not fully utilised as the monitoring and follow up action of saving groups was not being done by Animal Husbandry Department after closure of the project.
- The component of improving the breed of animal remained unachieved as cow bulls/bufallow bulls were not provided to any saving group.

Since the projected activities to achieve the ultimate objectives of the project were not carried out and water in the area was not made available as such expenditure of Rs 68.22 lakh incurred on all those activities remained unfruitful. The Deputy Director, Animal Husbandry, Hanumangarh admitted (May 2004) that due to lack of water and thereby shortage of green fodder most of the cattle of the project area were sold out or taken away and hence the activities relating to Animal Husbandry could not be accelerated.

3.1.21 Monitoring and evaluation

Monitoring and evaluation programmes were to be done in accordance with the EEC's criteria. The PMU was responsible to prepare half yearly reports on physical and technical progress. These reports were to be submitted to Project Control Board, with a copy to the delegation of the EEC and the CPD and EC Project Coordinator. Though physical and financial progress reports of the works were prepared and submitted to the higher authorities and also discussed in the Board meetings yet project activities were mainly centralised on construction of canals and stress was not given towards the expected outputs and end objectives of the project for utilisation of irrigation potential created, which clearly indicated inadequate monitoring at higher level. Effective monitoring of works executed by Forest, Animal Husbandry and Agriculture Departments was also not done as the executed works deviated from project provisions as commented in preceding paragraphs. From the available records it was noticed that the evaluation of the project was neither done by the Irrigation Department nor by any external agency, whereas the position of evaluation done was not supplied by PMU (March 2004).

3.1.22 Conclusion

Expenditure on execution of project was in excess of estimates. The provision (Rs 8.93 crore) in EEC agreement for construction of water courses was not utilised and EEC grant was not availed to the extent agreed upon though EEC funding was over in December 2001. The total expenditure on construction of water courses would have to be borne by the State Government. Potential created in an area of 94170 ha was not utilised for irrigation due to non-construction of water courses due to vacillating stand of the Government/Department in execution of micro-canalisation survey. This resulted in not only the loss of revenue i.e. water charges of Rs 2.87 crore but also deprived the benefit of irrigation facilities to farmers. In absence of water courses the water was going waste/being pilfered by the farmers. Although expenditure of Rs 290.94 crore was incurred on construction of canal, the intended objective of irrigation in desert areas was not achieved.

Besides, the objectives of (a) improvement of environment, (b) improve food and crop production and (c) improving breed of animals were not fully achieved.

3.1.23 Recommendations

- State Government should ensure receipt of due share of water at Rajasthan Haryana Border i.e. at CP-4 and 5.
- Time frame should be decided for construction of water courses for early utilisation of irrigation potential created.
- Surplus pipes and machineries should be expeditiously disposed off.
- Buildings constructed from project funds and lying unoccupied should be transferred/disposed off early.
- State Government may take action for afforestation in the land specifically acquired for plantation purpose.

The matter was reported to Government in July 2004; reply in respect of Irrigation and Agriculture Departments has not been received (November 2004).

Public Works Department

3.2 Pradhan Mantri Gram Sadak Yojana

Highlights

The spirit and the objective of the Pradhan Mantri Gram Sadak Yojana (PMGSY) is to provide good all weather road connectivity to the un-connected rural habitations with population of 1000 and above upto March 2003 and of 500 and above by the end of X five year plan (March 2007). Targets stipulated in the programme were not achieved even one year after the stipulated period of completion (March 2003). Significant points noticed were:

Only 25 per cent connectivity was provided upto March 2003 (targeted period) to unconnected habitations of 1000 and above population.

(Paragraph 3.2.7)

Avoidable expenditure of Rs 5.32 crore (stacking charges: Rs 2.36 crore, sub-base construction: Rs 2.58 crore and primer coat : Rs 0.38 crore) was incurred.

(Paragraph 3.2.8)

Irregular expenditure of Rs 5.88 crore (on non-permissible carriage of soil : Rs 4.36 crore, excess over approved STA estimates : Rs 1.32 crore and on existing Black Topped roads : Rs 0.20 crore)

was incurred.

(Paragraph 3.2.8)

Extra/excess expenditure of Rs 3.08 crore (due to poor evaluation of tenders : Rs 1.90 crore, allotment of work without inviting competitive bidding : Rs 0.29 crore, adoption of higher rates for construction of shoulders : Rs 0.78 crore and application of unrequired tack coat : Rs 0.11 crore) was incurred.

(Paragraphs 3.2.9 to 3.2.13)

Delayed transfer of funds to bank led to loss of interest Rs 1.07 crore.

(Paragraph 3.2.5)

Rupees 59.78 lakh were spent from interest without instructions from Government of India.

(Paragraph 3.2.6)

3.2.1 Introduction

The Pradhan Mantri Gram Sadak Yojana (PMGSY) - a 100 *per cent* Centrally sponsored scheme was launched in Rajasthan in December 2000. The scheme was formulated as an anti-poverty programme focusing on providing connectivity, by way of an all weather road to the unconnected habitations in the rural areas. Of 2504 roads sanctioned (2000-2004) by the State Government, only 1867 were completed and an expenditure of Rs 735.64 crore was incurred upto March 2004.

3.2.2 Planning and implementation set up

Ministry of Rural Development (MORD), Government of India (GOI) is implementing this scheme at central level through National Rural Road Development Agency (NRRDA). The Public Works Department (PWD) of the State was the Nodal Department as well as executing agency and a State Level Standing Committee (SLSC) headed by Chief Secretary was constituted (April 2001) to vet the core networks, project proposals and for close and effective monitoring of the programme. Rajasthan

Rural Road Development Agency (RRRDA¹⁹) was set up (February 2003) under the Presidentship of Minister of Public Works, Rajasthan with Chief Engineer (CE), PWD, Rajasthan, as Secretary to extend support to the programme through advice on technical specifications, project appraisal, management of monitoring system and submission of periodic reports to the GOI and Government of Rajasthan (GOR). For implementation of the programme at district level, Programme Implementation Unit (PIU) was formulated in each district under the Chairmanship of Collector and membership of Project Director, District Rural Development Agency (DRDA) and Additional Collector (Revenue) alongwith Superintending Engineer (SE) (in 22 districts) or Executive Engineer (EE) (in 10 districts) as Member Secretary as well as heads of PIUs.

3.2.3 Audit objectives

Audit was conducted to ascertain whether:

- the objectives of the programme to provide connectivity by way of an all weather road to targeted unconnected rural habitations were fulfilled.
- the project was executed in economic and efficient manner.
- mechanism for monitoring the programme i.e. On-line Management and Monitoring System was efficiently working.

3.2.4 Audit coverage

Records for the period December 2000 to March 2004 were test-checked in the offices of the CE, PWD

and 13 (nine headed by SE²⁰ and four by EE²¹) out of 32 PIUs during March 2004 to July 2004. Important findings are discussed in the succeeding paragraphs.

3.2.5 Financial management

As per guidelines (December 2000), State Government had to transfer funds to the concerned DRDAs within 15 days of release by GOI. Against the release of Rs 140.09 crore in 2000-01 by GOI Rs 4.57 crore was adjusted against expenditure incurred during 2000-01 on erstwhile Basic Minimum Services Programme (BMSP) roads transferred to PMGSY and Rs 135.52 crore (Rs 88.58 crore on 31 March 2001 and Rs 46.94 crore on 8 May 2001) was transferred by the State Finance Department to the Personal Deposit (PD) account of concerned DRDAs. Later on, DRDAs transferred these funds to bank account, opened (April to June 2001) by PIUs for PMGSY funds separately. The entire procedure delayed by two to three months. The delayed transfer led to loss of interest of Rs 1.07 crore worked out at the saving bank account rate 3.5 per cent per annum, unjustified irregular increase of ways and means of the State during February to April 2001.

Further, according to guidelines MORD had to indicate the manner of release of funds, possibly including an 'on-line payment system' from the financial year 2001-02. But, GOI transferred the funds to the bank account of PIUs directly during April 2001 to January 2003. As per revised guidelines (January 2003), the State Level Agency had to select a branch with internet connectivity at the State Headquarter for maintaining an account of PMGSY. The concerned branch had to maintain internet connectivity and enter data into the relevant module of the On-line Management and Monitoring System. The bank account was opened at Jaipur by RRRDA in February 2003 and internet system was installed by the bank, but it was not functional due to non-obtaining permission by the bank from Reserve Bank of India.

3.2.6 Funding and allocation

PMGSY is a 100 per cent centrally sponsored scheme (CSS), 50 per cent of the cess on high-speed diesel is earmarked for rural roads. The year-wise allocation and release of funds by GOI and expenditure incurred by GOR was as under:

Year	As per administrative sanction of GOI				Funds released by GOI				Expenditure			
	BMSP	PMGSY phase	PMGSY	Total	BMSP	PMGSY phase	PMGSY	Total	BMSP	PMGSY phase	PMGSY	Tot
2000-01	29.84	I	110.51	140.35	29.84	I	110.25	140.09	4.57	-	-	4.5
2001-02	-	II	321.73*	321.73*	-	II	150.00	150.00	12.83	I II	62.90 14.92	90.1
2002-03	-	III	679.45	679.45	-	II III	140.64	241.74	3.02	I II	12.36	190.
							101.10				174.84	
							241.74				187.20	
2003-04	-	IV	302.81	302.81	-	III	190.16	190.16	1.02	I II III	4.24 50.56 394.38	450.
Total	29.84		1414.50	1444.34	29.84		692.15	721.99	21.44		714.20	735.6

* Including Rs 58.68 crore against saving of 2000-2001.

** Rs 13.65 crore (Rs 735.64 crore - Rs 721.99 crore) was met from Security Deposit of contractors and interest of PMGSY funds.

It was observed that:

- Even after adjustment of Rs 0.26 crore towards short release of funds for phase-I, MORD released Rs 27.33 crore²² in excess of amount sanctioned for phase-I and II works by the GOI.
- Rupees 339.73 crore (50 per cent) only were released by GOI for phase-III during March 2003 to April 2004²³. Audited statement of account and balance sheet duly reconciled with bank balance and correct utilisation certificates were not submitted by the State Government for obtaining the balance funds for completion of the works within the prescribed period of 12-13 months.

- Interest accrued on PMGSY funds Rs 14.19 crore (upto 2002-03) and Rs 13.44 crore (in 2003-04) was not taken as closing and opening balances in utilisation certificates, thus not reflecting the correct position. PIU, Churu incurred Rs 59.78 lakh (upto March 2003) from interest accrued on PMGSY funds, though no instructions were issued by MORD/NRRDA in this regard.

Programme Management

The programme was to be managed by State PWD through one PIU in each district. RRRDA was responsible for timely and proper execution and vetting the core net works alongwith project proposals to ensure that they have been formulated in accordance with the guidelines.

3.2.7 Inadequate planning

In Rajasthan, 14345 habitations of 1000 or more population were reported by the CE on the basis of projected population of 2001. Of these 2636 (excluding 271 habitations required upgradation of roads) habitations were reported as unconnected at the time of launching the scheme. Habitation and road-wise details of all the PIUs in Rajasthan were not available in CE office/RRRDA. As per CE's information physical performance for connectivity of habitations having population of 1000 and above was as given in table below:

Year	Phase	Sanctioned by GOI		Sanctioned by GOR			Actual execution			
		No. of works	Road length (km)	No. of works	No. of habitations to be connected	Road length (km)	Phase	No. of works	No. of habitations connected	Road length (km)
2000-01	I	385	1547.13	339*	339	1185.95	-	-	-	-
2001-02	II	671	2568.88	662	677	2529.46	I	259	259	836.00
2002-03	III	1512	5491.93	1503*	1530	5462.52	I	60	60	142.00
							II	329	329	1357.00
							Total	389	389	1499.00
2003-04							I	20	20	132.08
							II	309	324	936.57
							III	890	912	2972.38
							Total	1219	1256	4041.03
Grand Total		2568	9607.94	2504	2546	9177.93		1867	1904	6376.03

* Including 265 and 6 road upgradation works during 2000-01 and 2002-03 respectively.

Scrutiny of records revealed that:

- Sixty roads either already constructed or not covered under PMGSY norms were got irregularly approved by sending incorrect existing status of the roads to GOI were later on withdrawn by the State Government during the period from 27 April 2001 to 1 June 2004. Liability of Rs 28.99 lakh created due to faulty planning on construction of 5 of these roads was irregularly cleared from PMGSY interest amount.
- Annual physical targets were not fixed by the State Government. Only 1478 (59 per cent) works were completed within the prescribed period of 12-13 months. Completion of 369 works was delayed by one to 12 months, 20 works by 12 to 24 months and 633 works (24 works of phase-II and 613²⁴ works of phase-III) were in progress. Out of 2636²⁵ unconnected habitations of 1000 and above population to be covered in three years (2000-2003), connectivity for 2546 (97 per cent) was sanctioned by GOR. Of these, only 648 (25 per cent) were actually connected upto March 2003. Thereafter, 1256 more habitations were connected during 2003-04. The total habitations connected upto 2003-04 were only 72 per cent of the total unconnected habitations in Rajasthan. Thus, there was a shortfall in achievement by 28 per cent even after lapse of one year. The shortfall in achievement was due to submission of defective proposals to GOI, delayed arrangement of land, tender process and slow execution by the contractors. While accepting the facts State Government stated (November 2004) that late clearance of proposals by MORD (October 2001 and March 2002) was also one of the reasons. This was not tenable because proposals were sent by GOR in October 2001 itself (Rs 263.05 crore) and the sanction of March 2002 (Rs 58.68 crore) was accorded by GOI against the savings due to non-execution of roads

sanctioned in 2000-01.

- The PMGSY permitted transfer of earlier road works which had remained incomplete in the BMSP launched in 1996-97. It was observed that State Government thus, transferred 188 roads to PMGSY involving an expenditure of Rs 29.84 crore. Against this only 165 roads were constructed by spending Rs 21.44 crore (23 roads were not taken up under PMGSY) leaving an unspent balance of Rs 8.40 crore. While reporting to GOI the CE, PWD however misreported (March 2004) and stated that 183 roads of erstwhile BMSP have been completed under PMGSY. It was also observed that GOR in deviation to scheme of transfer of BMSP roads to PMGSY also included 19 roads of erstwhile BMSP costing Rs 7.08 crore in which the work has not been started till March 2000 although the scheme of transfer was only meant for transfer of roads where the work had commenced under BMSP and remained incomplete.

Execution

The roads constructed under PMGSY must meet the technical specifications and geometric design standards prescribed in Ministry of Road Transport and Highways specifications and Rural Road Manual (RRM) in a most economic manner and should be completed within the prescribed time frame. The review revealed that the targets under the *Yojana* envisaged to be completed by March 2003 were not achieved even after one year. Audit check also revealed cases of irregular, avoidable and extra expenditure besides defects in quality control and tendering process. Some of the important audit findings are as under:

3.2.8 Irregular expenditure on non-permissible carriage of soil, excess over STA approved estimates and on existing BT roads

- PMGSY guidelines did not permit lead of earth work from PMGSY funds. Contrary to this, Rs 4.36 crore²⁶ were spent for carriage of earth (soil) on 329 roads in 14 districts. State Government stated (November 2004) that carriage of earth was unavoidable at the locations of habitation areas, near school and dispensary premises etc. The reply was not tenable because the lead of earth work was not permissible as per guidelines. As per Basic Schedule of Rates (BSR) initial lead upto 50 metres is included in the rate of earth work excavation as such whenever extra lead is payable along with the earth work in excavation, the lead charges should be paid after deduction of charges of 50 metres initial lead given in Chapter G-5 of BSR. But this was not done. This resulted in extra and avoidable expenditure of Rs 1.84 crore²⁷ (included in Rs 4.36 crore) on 239 roads²⁸.

- As per guidelines (January 2003) if the value of tender accepted is above the estimate cleared by Central Road Research Institution (CRRI) or State Technical Agency (STA) on behalf of the MORD, the difference (tender premium) was to be borne by the State Government. Contrary to this, revised administrative sanction of Rs 14.03 crore for 32 works in seven districts²⁹ was accorded (June 2003) by GOR due to tender premium against the sanction of Rs 12.71 crore approved by CRRI/STA. Thus, excess expenditure of Rs 1.32 crore was irregularly sanctioned from PMGSY funds. The State Government replied that in view of GOI letter dated 10 January 2002, inter-work adjustment to accommodate the excesses/savings within total amount approved by CRRI/STA was admissible. Reply was not tenable because guidelines were issued after the GOI letter of January 2002. Moreover, the details of roads against which savings and excesses adjusted was not indicated in revised sanction.

- The scheme did not permit the work on existing black topped (BT) road. Despite this, an expenditure of Rs 19.90 lakh was incurred irregularly on construction of existing BT roads (460 m) at *Dhamun Kalan* in Sawaimadhapur and at *Taken* in Udaipur (5.800 km).

- As per BSR, 1998 the stacking charges are included in rates of collection as well as in carriage of road material. While taking the rates of collection and carriage of gravel/quarry rubbish and spreading it including compaction, only one stacking was payable because stacks for measurement were required at site only. But double stacking charges were paid firstly with the items of collection and secondly with carriage instead of one either in collection or in carriage. This resulted in avoidable expenditure of Rs 2.36 crore³⁰. The contention of State Government that rates of carriage of material in BSR included

loading and unloading charges only was not tenable as rate analysis of BSR item was not given in support of the reply.

- According to RRM, gravel sub-base is not required where California Bearing Ratio (CBR) of soil is more than 15 *per cent*. Contrary to this, gravel sub-base was laid and Rs 77.37 lakh³¹ was incurred on nine roads without requirement. The Government stated (November 2004) that there were very few stretches where CBR of the soil is more than 15 *per cent* in Rajasthan and accordingly it was customary to provide sub-base layer in the road construction throughout the State. The reply was not tenable as the objection is based on actual test results where CBR value was more than 15 *per cent* and to ensure economy, provisions of RRM were to be followed. Further gravel mix material could be used in place of hard stone metal in base and sub-base of the road. Contrary to this, costlier ballast (90-45 mm) was used in sub-base on 107 roads of 33 packages in Churu and Dausa districts. It was observed that the gravel was being used in shoulders of these roads and sub-base of other packages. Had the gravel been used in sub-base the extra expenditure Rs 1.81 crore³² incurred for ballast could have been saved.
- As per MORTH specification/RRM, requirement of bitumen for primer coat application on Water Bound Macadam (WBM) surface was 7.5 kg per 10 sqm whereas the department used 10.5 kg bitumen per 10 sqm on WBM surface which was in excess of prescribed norms and resulted in excess consumption of bitumen on 112 roads of phase-I thereby excess/avoidable expenditure Rs 38.19 lakh³³ on road area of 11.84 lakh sqm.

3.2.9 Poor evaluation of tenders

Road construction works in phase-II were allotted at abnormally higher rates in comparison to rates of road works of the same nature, conditions and area of district allotted at lower rate in the same month for other works.

District	Package No.	NIT no. and date of receipt of tender	Schedule -G amount (Rupees in lakh)	Percent -age tender premium (TP)	Tender accepted		Package no. of prevailing highest TP rate	Date of acceptance	Schedule-G amount (Rupees in lakh)	Percent -age tender premium (TP)	Difference	
					by	on					In TP percent-age	Amount (Rupees in lakh)
Churu	RJ 11-04	9/01-02 (4.12.01)	103.51	11.25(+)	SE, Churu	27.12.01	RJ 11-06	27.12.01	89.60	4.25(+)	7.00	7.25
-do-	RJ 11-05 & 07	9/01-02 (4.12.01)	143.74	14.25(+)	ACE, Bikaner	31.12.01	RJ 11-06	27.12.01	89.60	4.25(+)	10.00	14.37
Dungarpur	RJ 14-04	9/01-02 (4.12.01)	158.10	4.10(+)	ACE, Udaipur	29.12.01	RJ 14-05	18.12.01	140.19	13.51(-)	17.61	27.84
Total												49.46

Thus, without taking into account the prevailing tender premium rates and giving detailed justifications, allotment of tenders at abnormally higher rates had resulted in excess expenditure of Rs 49.46 lakh of which Rs 48.83 lakh was already incurred upto March 2004.

Guidelines (Para 4.2) stipulated that the project would be tendered in packages of appropriate size (between Rs 1 crore to Rs 5 crore). Joint Secretary, MORD also instructed (September 2002) that the works would be finalized by suitable splitting the packages and, if necessary, contracting each road work individually to avoid delay in finalising tenders for want of bids. Contrary to these, one to 9 packages were clubbed and tenders invited for 136 works on 12 March 2003 through Notice Inviting Tenders (NIT) 4 of 2002-03 by CE, PWD with stipulated date of receipt of tenders on 9 April 2003. Without passing this date, tenders for 233 packages clubbed in 46 works (of 136 works) in NIT 4 were again invited on 29 March 2003 through NIT 5 of 2002-03 by splitting 46 works of NIT 4 into 189 works in NIT 5. This again involved clubbing of one or more packages. Re-invitation of tenders for some of the works of NIT 4 without passing the date of receipt of tenders as per this NIT and without cancellation of earlier NIT for the works of re-invited tenders was against the provision of PWF&AR. Thus, clubbing of packages in a work of larger amount instead of splitting the package even upto individual road, as suggested in guidelines resulted in excess expenditure of Rs 71.15 lakh incurred upto March 2004 out of the anticipated excess expenditure of Rs 97.52 lakh as compared to the works of 9,3 and 2 packages with that of 3,1 and 1 packages respectively for the same nature of the roads in same districts as per details below:

District	Package	NIT no.	Schedule	Percent-	Tender accepted	Package	Schedule-	Percent-	Date	Difference
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	no. (Package No. for clubbed packages for larger amount)	and date of receipt of tender	-G amount (Rupees in lakh)	age tender premium (TP)	by		no. of prevailing highest TP rate for smaller amount	G amount (Rupees in lakh)	age tender premium	of acceptance	In TP percentage	
						on					In TP percentage	Amount (Rupees in lakh)
Bikaner	9 (RJ 08/17,21,29,30,31,33,42,46 and 47)	4/02-03 (9.4.03)	1192.90	14.00(+)	Empowered Board	26.5.03	3 (RJ-08/24,25 and 34)	426.88	9.00(+)	26.5.03	5.00	59.64
Dungarpur	3 (RJ 14/13,14,15)	4/02-03 (9.4.03)	274.12	6.00(+)	Departmental Committee	28.5.03	1 (RJ 14/10)	128.77	1.02(-)	9.5.03	7.02	19.24
-do-	2 (RJ 14/8 and 9)	5/02-03 (22.4.03)	202.13	8.21(+)	-do-	24.7.03	1 (RJ 14/07)	121.25	1.01(-)	15.7.03	9.22	18.64
Total												97.52

3.2.10 Avoidable expenditure due to non-observation of prescribed procedure

In accordance with para 4 of Appendix XI to PWF&AR, any person, who submits percentage rate tender, should fill up usual printed form stating only one rate of percentage, above or below, on all the Schedule-G rates. Contrary to the provision two rates (i) ranging between 47.11 and 64 per cent above in respect of WBM part and (ii) ranging between 5.11 and 9.71 per cent below for remaining parts of Schedule-G were quoted by the contractors and accepted (December 2001 and January 2002) by the CE, PWD in 4 tender cases of PMGSY packages numbers 3,4,5 and 6 of Hanumangarh district. Scrutiny revealed that the tenders of package number 01 and 02 were accepted (March and May 2001) at the single percentage rate of 4 and 5.11 per cent below. Further, ceiling rates for acceptance of tender premium in this district fixed by the CE, PWD (June 2002) was only 10 per cent above, whereas the overall tender premium percentage worked out was ranging between 20.64 and 38.51 per cent for these 4 tender cases. Thus, acceptance of two rates for the same work and abnormally higher rates in comparison to even ceiling rates fixed by the CE, PWD resulted in excess expenditure of Rs 69.68 lakh. Moreover, items of brick soling and edging alongwith lead charges were erroneously included in WBM part of Schedule-G, which were accepted at higher rates and paid, whereas low tender premium (ranging between 5.11 and 9.71 per cent below for remaining parts) were paid to the contractors as extra items for similar nature of brick work for construction of shoulders of these roads. This resulted in extra expenditure of Rs 46.06 lakh on brick soling and edging work only as per details given below:

S. No.	PMGSY Package No. RJ-15	Name of road	Payment of Brick soling and edging in Part B-WBM				Excess expenditure (Rupees in lakh)
			Total amount of Schedule-G (Rupees in lakh)	Tender premium (Percentage)			
				WBM part	Remaining parts	Total work	
1.	03 - (i)	A/R to Dansar	10.58	55	5.11	60.11	6.36
		Rajsar to Serasar	8.88	55	5.11	60.11	5.34
2.	04 - (i)	A/R to Maral	10.66	47.11	5.11	52.22	5.57
		Dasser Todisar to Balasar	15.20	47.11	5.11	52.22	7.94
3.	06 - (i)	A/R to Chandari	7.34	62.11	9.71	71.82	5.27
		Parlia to Rajpuria	21.70	62.11	9.71	71.82	15.58
	Total					46.06	

3.2.11 Irregular allotment of work without competitive bidding

Guidelines of PMGSY did not permit agency charges and has laid down procedure for tendering through competitive bidding for all works. Rajasthan State Road Development and Construction Corporation Ltd. (RSRDCC) had to participate in open competitive tenders. But CE (Roads), Jaipur, without competitive bidding, allotted (May 2002) the road works of packages RJ-27/4,5,6,8 and 10 in Sawaimadhapur to RSRDCC on actual cost plus 7.5 per cent overheads subject to the maximum of 15 per cent above the amount approved by STA. It was noticed that RSRDCC sublet the work of each packages to various contractors at the rates ranging between 0.20 per cent below and 5.99 per cent above Schedule-G. RSRDCC was paid at BSR, 1998 rates plus 15 per cent instead of 7.5 per cent overheads on actual cost. This resulted in extra expenditure of Rs 28.74 lakh (7.5 per cent of Schedule-G amount for work done Rs 383.26 lakh) and the works remained incomplete (August 2004).

3.2.12 Adoption of higher rates for construction of shoulders

As per BSR, 1998 the rates for construction of shoulders (i.e. collection of quarry rubbish with Plasticity Index value less than 6 and extra lead multiplied by 20/15 plus charges for spreading and compaction) works out to Rs 107.87 per cum (for 100 *per cent* proctor density and 5 km lead) and Rs 143.87 per cum (for 95 *per cent* proctor density and 20 km lead). In three PIUs (Bikaner, Sikar and Dungarpur) the department paid for construction of shoulders at higher rates which were applicable for construction of granular sub-base (Rs 160/157/162 per cum). Thus, adoption of higher rates for construction of shoulders in sanctioned estimates and Schedule-G resulted in extra expenditure of Rs 77.71 lakh³⁴. The State Government in his reply (November 2004) stated that shoulders to the pavement is an important component which provided adequate site support to the main carriageway and drains of surface water from the main carriageway to the road side drains. For extensive use in overtaking and crossing of vehicles in single lane roads, hard shoulders having granular material of sub-base was preferred. It was customary to use sub-base material in shoulders construction as well in hard shoulders to achieve better quality standards. Reply was not tenable because activity of construction of shoulders by costlier material of granular sub-base was against the provision of RRM as well as economy norms.

3.2.13 Extra expenditure on unrequired tack coat

Provision of MORTH specifications as well as RRM did not permit application of tack coat on the surface of 20mm PMC. It was observed that tack coat on 3,09,157 sqm area of BT surface for 27 roads in 3 districts (Dausa, Karauli and Sikar) was applied and payment at the rate of Rs 3.50 per cum with specified tender premium was made to contractors. This resulted in extra expenditure of Rs 11.03 lakh. While accepting the facts State Government intimated (November 2004) that each such case was being examined and action for legitimate recovery would be initiated.

3.2.14 Delayed tender process

As per guidelines, all state level formalities for acceptance of tenders and award of work were to be completed within 120 days of clearance of project proposals, failing which the work was deemed to be cancelled. Contrary to this tender formalities in 69 packages (199 roads, costing Rs 85.31 crore) were delayed by 1 to 6 months, (15 months abnormal delay in package no. 15/08, costing Rs 2.13 crore) although the works were not cancelled by GOI. While accepting the facts State Government replied that in some exceptional cases tender formalities were delayed due to non-receipt of any bid, higher rates quoted by the lowest bidder, non-submission of performance security, commencement of electioneering process etc.

3.2.15 Quality control

State Government was responsible to ensure the quality of road works. Guidelines issued (September 2003) by the State Government stipulated periodical inspections of works by State Quality Control Monitors (SQMs). Monthly schedules for inspection of Quality Control (QC) divisions were to be drawn by State Quality Control Coordinator (SQC) in such a way that every work would be inspected at least at three stages. However, these schedules were not drawn. During 2003-04, total 1119 inspections were carried out by SQMs against 3868 required. Thus, there was a shortfall of 71 *per cent* in inspection. While accepting the facts (November 2004) the State Government stated that number of QC divisions has been increased.

PMGSY guidelines also stipulated that the roads should qualify the standard of at least 'good' during execution and 'very good' when completed. During the years 2001-02 to 2003-04 the NQMs inspected 1686 road works of which 19 were graded as 'poor', 119 as 'average', 847 as 'good'. Twenty two completed works were graded 'good' by NQM, instead of 'very good'. This reflected that the quality of roads constructed was not as per the standards in most of the cases.

The analysis of performance of State Quality Monitoring System Based on the SQM reports, system deficiencies, defects and remedies was not conducted.

3.2.16 Training

With a view to ensure effectiveness of testing process and accuracy of results, regular training programmes were to be organised for staff of QC laboratories. It was, however, observed that during the year 2003-04 no workshops of quality control were organised in 14 districts and only one half yearly work shop was organised in 10 districts.

3.2.17 Monitoring

The SLSC was responsible for close and effective monitoring. It was observed that:

- The manual system of accounting was being adopted instead of on line system because software for on-line accounting was not developed by MORD. Accounting records, at Nodal agency/State level, such as monthly/annual account, balance sheet and ledgers were not maintained in CE office.
- An On-line Management and Monitoring System was to be adopted for monitoring the programme. But preparation of reports/information regarding quality control, accounting, photograph and video clips of works, etc. were not started in this arrangement.
- Data information of PMGSY works and their progress on the internet were not reliable because information downloaded by audit on 14 July 2004 was not correct in respect of date of completion of roads and expenditure incurred.

3.2.18 Conclusion

Targets stipulated in programme were not achieved even one year after the stipulated period of completion (March 2003). Financial mis-management led to loss, avoidable, extra/excess and irregular expenditure of Rs 23.32 crore, which worked out to three *per cent* of Rs 735.64 crore spent on the programme upto March 2004. On-line Management and Monitoring System was not developed for quality control reports, accounting, photographs and video clips of works etc.

3.2.19 Recommendations

- Deficiencies/irregularities in execution should be watched by State Government through close monitoring of technical, financial, physical performance and quality controls.
- An on-line monitoring system in respect of accounting, quality control, physical performance etc. should be arranged by State Government to get immediate information of the programme.
- Annual physical and financial targets should specifically be fixed by the State Government.
- Annual statements of accounts, balance sheet and utilisation certificates should be correctly prepared and submitted promptly to GOI, so as to obtain the funds in time.

Education Department

3.3 District Primary Education Programme - Phase-I

Highlights

To provide access for all children to Primary Education (Classes I to V) by 2007 and reduce overall primary dropout rates to less than 10 per cent for all students, the State Government undertook the District Primary Education Programme (DPEP) with the assistance of Government of India (GOI) and the World Bank in two phases. First phase was launched in 10 districts (October 1999) and the

second phase in 9 districts (September 2001) (each phase being of 5 years). The department failed to fully achieve the objectives of DPEP Phase-I. The total expenditure incurred during 1999-2004 on DPEP Phase-I was Rs 287.63 crore. Important findings were as under:

Out of total expenditure of Rs 287.63 crore incurred upto March 2004, Rs 38.46 crore were diverted to the activities not covered under DPEP scheme/State Plan and hence, did not qualify for reimbursement from World Bank.

(Paragraph 3.3.6)

Teachers' guide and work books were not provided to teachers and students. Besides, there was a shortfall in induction and refresher trainings for teachers. Training to teachers of private schools was neither financed nor arranged.

(Paragraph 3.3.14)

Splitting of purchase of stores for Rs 2.26 crore was made against procurement guidelines to avoid sanction of higher authorities.

(Paragraph 3.3.17)

In order to show timely release of matching share, the State Government released matching share of Rs 3.53 crore for the year 2002-03 by crediting non-interest bearing Personal Deposit (PD) account and simultaneously also banning its withdrawal.

(Paragraph 3.3.7)

Appointment of Junior Engineers and Assistants on regular basis as deputationist instead of on contract basis at fixed payment resulted in excess charging of Rs 1.18 crore to programme funds on account of salary.

(Paragraph 3.3.16)

Excess payment of Rs 73.34 lakh was made on account of honorarium to additional para-teachers.

(Paragraph 3.3.9)

3.3.1 Introduction

The National Policy of Education (NPE), 1986 (as updated in 1992) resolved that free and compulsory education be provided to all children upto 14 years.

To provide access for all children to Primary Education (class 1 to V) by 2007 the State Government undertook the District Primary Education Programme (DPEP) with the assistance of Government of India (GOI) and the World Bank in first phase in 10³⁵ backward districts (October 1999- December 2004) and the second phase in 9³⁶ districts (September 2001- August 2006)³⁷. The programme implementation was entrusted by the State Government to a registered society namely Rajasthan Council of Primary Education (RCPE).

3.3.2 Objectives of the DPEP Phase-I

The objectives of the programme were:

- to reduce differences in enrolment, dropout and learning achievement among genders and social groups, to less than 5 per cent,
- to reduce overall primary dropout rates for all students to less than 10 per cent,

- to raise average achievement levels by at least *25 per cent* over measured baseline levels and ensuring achievement of basic literacy and numeric competencies and a minimum of *40 per cent* achievement levels in other competencies by all primary school children, and
- to provide access for all children to primary education classes (I-V) wherever possible, or its equivalent non-formal education.

3.3.3 Organisational set up

Policy decisions on DPEP are taken by the Governing Council headed by the Education Minister and the Executive Council under the Secretary, Education Department. The Programme is implemented by the State Project Office (SPO) headed by the Director, DPEP through District Project Officers and the State Institute of Educational Research and Training (SIERT) under the charge of Director (Research and Training).

3.3.4 Audit objectives

The main objectives of the Audit were to examine:

- Extent to which the department efficiently and effectively implemented the programme.
- The extent of objectives of the scheme achieved.
- Quality of programme management in terms of utilisation of funds.
- Efficiency of financial control and procurement guidelines.
- Quality of human resource management in terms of recruitment and deployment of staff.

3.3.5 Audit Coverage

The records of DPEP Phase-I maintained in the SPO, Jaipur and District Project Offices (DPOs) of 5 districts (Alwar, Bhilwara, Nagaur, Sikar and Tonk) out of 10 districts for the years 1999-2000 to 2003-04 were test checked during October 2003 to April 2004. Important findings are discussed in the succeeding paragraphs.

Financial Management

The baseline cost of the DPEP Phase-I was estimated in March 1999 to be Rs 409.96 crore by the GOI. The ratio of funding pattern between GOI and the State Government was 85 and 15 *per cent*. The year-wise breakup of the World Bank grant released by the GOI and the State Government vis-à-vis actual expenditure is given below:

Year	Project Budget (GOI + State)	Grant received			Expenditure	Saving lying in bank
		GOI	State	Total		
1999-2000	36.83	30.50	2.10	32.60	1.87	30.73
2000-01	54.68	15.00	8.20	23.20	35.60	18.33
2001-02	118.82	65.00	8.00	73.00	73.40	17.93
2002-03	108.92	59.00	11.60	70.60	67.58	20.95
2003-04	143.60	90.00	15.88	105.88	109.18	17.65
Total	462.85*	259.50	45.78	305.28	287.63	

* This is due to spill over of savings of earlier years.

Review of Financial Management revealed cases of diversion, delayed release of funds besides excess payment and double re-imburement of expenditure as under:

3.3.6 Diversion of funds : Rupees 38.46 crore were diverted for salary of existing regular teachers (Rs 30.52 crore), building constructed for Rural Development and Panchayati Raj Department and *Shiksha Karmi* Board (SKB) (Rs 7.22 crore), schools running under other schemes (Rs 0.47 crore) and other activities (Rs 0.25 crore) not covered under the programme.

3.3.7 Delay in release of funds by State Government: The State Government notionally released their matching share of Rs 3.53 crore in March 2003 for the year 2002-03 by crediting non-interest bearing Personal Deposit (PD) Account of SKB with the condition that the amount would be withdrawn with prior approval of Finance Department. The amount remained in PD Account till December 2003.

3.3.8 Accounts were not properly maintained: The prescribed procedure for maintenance of accounts and internal control system was not followed, expenditure was not identified, categorised and reimbursement claim was not based on actual expenditure. It was seen that in three districts³⁸ the RCPE lodged claim in excess of expenditure booked by districts by Rs 78.37 lakh with the World Bank.

3.3.9 Excess payment of honorarium: Honorarium to Additional Para Teachers (APT) of primary schools, *Rajiv Gandhi Swaran Jayanti Pathshalas* (RGSJPs), and six hourly Alternative Schooling (AS)/*Madarsas* was payable @ Rs 1200 and for four hourly AS @ Rs 600 per month as per Annual Work Plan and Budget 2003-04 and an increment of Rs 200/Rs 100 per year was payable on completion of one year. However, from October 2003 the honorarium was increased to Rs 2000 per month/Rs 1000 per month by the Director, RCPE without obtaining approval of the World Bank and GOI. Total excess payment made in test-checked districts from October 2003 to March 2004 worked out to Rs 73.34 lakh.

3.3.10 Other points

- Instead of transferring the funds activity/component-wise to the District Project Coordinators (DPCs), lump sum amount was released to DPCs and activity/component-wise expenditure incurred out of the funds transferred was also not being monitored/watched by RCPE.
- Funds were being released without obtaining Utilisation Certificates (UCs) for the previous instalments. Year-wise position of pending UCs were not available either in test-checked districts or in RCPE.
- As per condition no. 6 of the grant released by GOI, a certified copy of register of assets acquired up to the end of the period was to be sent to the Government of India along with the annual account every year. But at district/state level no such registers were being maintained and no information regarding assets was sent to GOI along with the accounts.

Programme management

3.3.11 Programme components

The programme is structured to provide additional inputs over and above the provisions made by the State Government for expenditure on elementary education. DPEP fills in the existing gaps in the development of primary education and seeks to revitalise the existing system.

The Programme components included community mobilisation, creation of community based structure, construction of classrooms and new schools, opening of non-formal and AS centres, appointment of new teachers, setting up of Cluster Resource Centres (CRCs), and Block Resource Centres (BRCs), teacher training, development of Teaching Learning Material (TLM), distance education and special intervention for education of girls, the disabled children and Scheduled Caste (SC) and Scheduled Tribe (ST) Children.

Scrutiny of records revealed deficiencies in implementation of programme like delayed execution,

failure in reduction of differences in enrolment/ dropouts, shortfall in imparting training besides defective purchases and irregular expenditure as under:

3.3.12 *Delay in execution*

Functioning of DPEP Phase-I started from September 2000 instead of October 1999 due to non-transferring of funds to DPOs though funds were available with the RCPE which resulted in delayed execution of the programme.

3.3.13 *Failure in reduction of differences in enrolment, dropout and learning achievement among genders and social groups*

The difference in “out of school” male and female children could not be reduced to less than five *per cent* in any of the five districts covered in audit.

The difference in male and female enrolment was not reduced to less than five *per cent* in the districts mentioned against the following categories:

All boys and girls	-	in four districts ³⁹
SC boys and girls	-	all test-checked districts
ST boys and girls	-	in four districts ⁴⁰

For encouraging enrolment of children 1783 *Shiksha Mitra* Centres and for girl children 272 Bridge Course Centres (BCC) were targeted to be opened during 2002-03 and 2003-04 respectively. Against this, only 970 (54 *per cent*) *Shiksha Mitra* Centres and 134 (49 *per cent*) BCCs were opened. Short opening of BCC was attributed to unwillingness of parents to send their daughters to residential centres.

The difference in dropout rates among gender could not be reduced to less than five *per cent* in the districts mentioned against the following categories:

All boys and girls	-	in three districts ⁴¹
SC boys and girls	-	in four districts ⁴²
ST boys and girls	-	in three districts ⁴³

Reduction in overall primary dropout rate to less than 10 *per cent* could not be achieved in any of the test-checked districts. The reasons of non-enrolment of children and high dropout rate were child labour, sibling and household work by girls, social evils like child marriage, cattle grazing, nomadic character of life of specific communities, illiteracy, poverty etc.

3.3.14 *Inadequacies in training and availability of learning aids*

Induction training was to be given in the first year to all the teachers. Out of 39,018 teachers induction training was not given to 9180 teachers (24 *per cent*) of the eight districts⁴⁴ (March 2004). Refresher training was to be given each year to those who undertook induction training in previous year. Refresher training was not given to 13,911 teachers during 2001-02 to whom induction training was given in the year 2000-01 due to non-preparation of modules.

The DPEP was to finance training of teachers of primary schools (private and aided) in project districts but this was not done.

- Though Project Appraisal Document (PAD) envisaged creation and distribution of instructional **Non-distribution of teachers guides and work books.**

material for teachers and work books (estimated cost: Rs 16.83 crore) to all children, no teacher guides for class I and class II to V were distributed till December 2002 and August 2003 respectively and no work books were provided to children as of March 2004.

No record of learning achievement gender-wise and social group-wise was maintained either at districts or at RCPE.

Training to III grade teachers was imparted by the III grade teachers which adversely affected in learning achievement as it ought to have been given by teachers of higher grade.

3.3.15 Execution of related public works

Following points were noticed in audit regarding execution of related public works:

- As per State Plan, the civil works were to be completed in first three years of the project period i.e. upto November 2001 but these were not completed as of March 2004 which resulted in adverse effect on retention of children because in inclement weather condition they may not be able to sit in open space. Non-completion of works was reportedly due to non-posting of required technical manpower in districts.
- As per PAD and State Plan, *Shiksha Swayam Sevi Vidyalayas* (SSVs) were to be constructed at buildingless schools identified in baseline survey. Instead, *Rajiv Gandhi Swaran Jayanti Pathshalas* buildings which were sanctioned under the scheme of Panchayati Raj Department (PRD) were constructed at places other than identified in the base line survey. As a result, Rs 1.08 crore were spent on construction of buildings at 47 places of three test checked districts⁴⁵ where the number of children were less than 40.

3.3.16 Excess charging to programme funds

**Excess charging of
Rs 1.18 crore due to
non-appointment of
Junior Engineers and
Assistants as per
provision in the State
Plan .**

As per provision in the Budget approved (1999-2001) by the GOI and World Bank the Junior Engineers (JENs) and Assistants⁴⁶ were to be appointed on contract basis at fixed payment of Rs 5000 and Rs 1750 (revised to Rs 2550 from January 2001)⁴⁷ per month respectively. The eligibility for JEN was diploma in civil engineering and experience in building construction in rural areas. Instead of recruiting JENs/Assistants on fixed salary on contract basis 94 surplus JENs and 8 surplus Assistants of the Irrigation Department were taken on deputation from October 2000 and February 2001 respectively. Appointment on regular basis as deputationist resulted in excess charge of Rs 1.09 crore from October 2000 to March 2004 to DPEP excluding pension contribution compared to contract salary of Rs 5000 per month in case of JENs. In case of Assistants the excess charges worked out to Rs 8.90 lakh as compared to fixed salary of Rs 2550 per month. It was observed that while taking these personnel on deputation it was agreed that remuneration up to the amount provided in the budget will be paid from DPEP budget and rest of the money will be paid out of their parent department funds. In disregard to the agreement, full payment was charged to DPEP budget. The Finance Department also advised (October 2000) that the case may be referred to the GOI for full reimbursement of the salary of JENs because a large number of surplus JENs was available in the State. However, no action was taken to refer the case to GOI for regularisation.

3.3.17 Split up of purchases to avoid invitation of tenders and approval of World Bank and GOI

The RCPE was responsible for all procurement activities with the assistance of staff working on procurement matters. Purchases are to be made in the most economical manner and not in piece meals or split to avoid sanction of higher authority. For goods above the value of Rs 1.20 crore, the International Competitive Bidding procedure of IDA guidelines was to be followed and for goods between the value of Rs 20 lakh to Rs 1.20 crore, National Competitive Bidding (NCB) procedure was to be followed. The rationale behind centralised procurement through competitive bidding was to avoid arbitrary purchases and to ensure better delivery. Scrutiny of purchase records revealed the following deficiencies:

In violation of RCPE procurement guidelines in the following cases purchases were split:

- Furniture worth Rs 1.15 crore were purchased by DPCs in 2001-02 from Director General of Supplies and Disposals (DGS&D) rate contract firms by splitting up the order ranging from Rs one lakh to Rs 14 lakh in nine districts so as to avoid National Competitive Bidding (NCB) procedure and approval of the World Bank. The RCPE accepted the facts.
- During the year 2001-02, the RCPE procured books worth Rs 1.11 crore and these were not made under a centralized system but the purchases were made indirectly by five districts by splitting of purchases without following NCB procedure and obtaining prior approval of GOI/World Bank. Also Rs 65.58 lakh were distributed to School Management Committees (SMCs) through Block Resource Centre Facilitators (BRCF) for purchase of additional Teaching Learning Material (TLM) in Bhilwara, Nagaur, Sikar and Tonk districts by splitting up the order so as to avoid NCB procedure.

3.3.18 Monitoring

Though Governing Council meeting, Executive Council meetings, monthly review and planning meetings by SPO with DPC and DPC with BRCF were regularly arranged during the project period (1999 – 2004), there was no evidence on record that in these meetings the programme objectives were discussed specifically to take up follow up action. As a result, shortcomings like late start of activities, shortage in induction/refresher training, non-providing of teachers' guides to teachers and work books to children reflected that monitoring was not effective. The year-wise position of training given to para teachers of schools run by DPEP was also not monitored by RCPE.

3.3.19 Evaluation

State Institute of Educational Research and Training in its mid term review conducted in March 2003 and a joint review mission (representing GOI and World Bank) conducted in April 2003 of Phase-I of DPEP in Rajasthan, *inter-alia*, found that in urban areas of three districts 50 *per cent* or more teachers were not given any in-service training during last three years, average drop out rate of girls in one district was 42 *per cent*, retention of students of class I to III was 43 *per cent* only, only 39 *per cent* students reported that TLM were used even when it was available in the class, only 23 *per cent* of teachers were satisfied with BRC training, 40 *per cent* children were not attending schools regularly, teachers were not paying attention to 49 *per cent* of children, and chinks and dusters were not available in 100 *per cent* sample schools of seven districts⁴⁸.

3.3.20 Conclusion

Audit observed that the DPEP Phase-I was started belatedly by 11 months. The funds of Rs 38.46 crore were diverted to the activities not covered under the scheme, and purchases worth Rs 2.26 crore were split up. There was delay in release of State share of Rs 3.53 crore in the year 2002-03 and excess charging of Rs 1.18 crore was made on salary of JENs/Assistants. No monitoring was done to achieve the programme objectives.

3.3.21 Recommendations

- Faculty for training should be Grade I teachers and competent in the subject. Accounting staff also needs regular training on maintenance of accounts.
- Terms and conditions of Project Appraisal Document regarding appointment of APTs, distribution of work books, construction of school buildings, lodging of claim with World Bank for re-imburement should be followed strictly and diversion of funds should not be permitted.
- Purchases should be made as per procurement guidelines given in Budget, Financial and Accounts Rules.
- Monitoring process should be in place to achieve the programme objectives.

Labour Department

3.4 Review on Implementation of Child Labour (Prohibition and Regulation) Act, 1986

Highlights

The Child Labour (Prohibition and Regulation) Act was enacted on 23 December 1986 to prohibit the engagement of Children in certain employments and to regulate the conditions of work of children in certain other employments. Government of Rajasthan framed Rajasthan Child Labour Rules in 1996 for carrying into effect the provisions of the Act. However, the provisions of the Act and the Rules were not implemented effectively in the State as was noticed in test-check.

Against 712 prosecution cases filed in courts, 300 were decided, of which 273 resulted in acquittal. Scrutiny of 40 acquittal cases revealed that court pointed out serious irregularities and lapses on the part of Labour Department.

(Paragraph 3.4.6)

In 1298 offences of child labour identified in hazardous and non- hazardous establishments, no prosecution was preferred in courts even after lapse of seven years.

(Paragraphs 3.4.6 and 3.4.8)

Out of Rs 6.05 crore recoverable from employers of 3026 child labourers, Rs 2.80 lakh was recovered in respect of 14 child labourers only. Demand notices in respect of 903 child labourers for recovery of penalty were not issued.

(Paragraph 3.4.12)

No financial relief to the guardians of 2803 child labourers was provided out of interest of Rs 41.88 lakh earned on Rs 1.40 crore being the share of the State Government deposited (September 1998) in Child Labour Rehabilitation and Welfare Fund.

(Paragraph 3.4.13)

Out of 3026 child labourers required to be admitted in formal education centres, the fate of 736 children was not known to the Labour Department, in 6 districts the admission of children ranged between 5 and 88 per cent.

(Paragraphs 3.4.10 and 3.4.14)

Out of 783 teachers engaged in 235 special schools, 472 (60 per cent) were untrained.

(Paragraph 3.4.17)

2467 children (70 per cent) out of 3500 enrolled in 70 special schools of 4 National Child Labour Project Societies were not mainstreamed in VI standard in formal education centres which defeated primary objective of the project.

(Paragraph 3.4.20)

Mainstreaming of 3450 children of 69 special schools in Jodhpur and Udaipur was not done in formal education centres even after completion of non-formal education for the prescribed period of three years.

(Paragraph 3.4.20)

In 11 test-checked districts, shortfall of 75 and 89 per cent in inspection of establishments during 2002-03 and 2003-04 respectively was noticed.

(Paragraph 3.4.24)

3.4.1 Introduction

Parliament enacted the Child Labour (Prohibition and Regulation) Act on 23 December 1986, hereinafter referred to as 'Act'. There are a number of Acts which prohibit the employment of children below 14 years and 15 years in certain specified employments. It is an Act to prohibit the engagement of children in certain employments and to regulate the conditions of work of children in certain other employments. Government of Rajasthan framed "Rajasthan Child Labour Rules, 1996" hereinafter referred to as Rules for carrying into effect the provisions of the Act.

3.4.2 Organisational set up

In Rajasthan, Labour Department is entrusted with the task of implementation and enforcement of the Act and the Rules made thereunder. The Secretary to Government, Labour Department is the Administrative head. At the departmental level, the Labour Commissioner (LC), Rajasthan is assisted by one Additional Labour Commissioner, two Joint Labour Commissioners (JLCs), three Deputy Labour Commissioners (DLCs), three Assistant Labour Commissioners (ALCs), and at district level seven JLCs⁴⁹, six DLCs⁵⁰, five ALCs⁵¹ and 13 Labour Welfare Officers (LWOs)⁵². The National Child Labour Projects (NCLPs) are executed through Project Societies headed by the District Collectors as Chairman and controlled by the full or part time Project Directors (PDs).

3.4.3 Audit objectives

The broad objectives of the review were to look into:

- Adequacy of Legislative framework and enforcement of the Act.
- Extent to which regulatory functions were performed and to ascertain the achievements of a cluster of other parameters like implementation/ compliance of Supreme Court's judgement.
- Performance of NCLP schools.
- Departmental Monitoring Mechanism.

3.4.4 Scope and coverage of Review

The review, which covers the period 1999-2004, summarises the significant findings of Audit (March-August 2004) based on the sample check of records maintained at the office of Secretary Labour Department Jaipur, Labour Commissioner, Rajasthan, Jaipur, 11 District Labour Officers⁵³ out of 31 Offices, six Project Directors of all the NCLP's⁵⁴, 180 special schools and seven Non-Governmental Organisations (NGOs) engaged in rehabilitation works in four Non-NCLP districts⁵⁵ involving Rs 14.90 crore i.e. 100 *per cent* of the budgeted expenditure. The important audit finding on infirmities and enforcement of the Act/Rules, identification of Child Labour/offending employers, rehabilitation and education of children, working of NCLP schools and management of manpower etc. are discussed below:

Inadequacy in the Legislative frame work

3.4.5 Difficulties in implementing certain provisions of the Act and Rules

Under Section 3 of the Act prohibitory action can be initiated but the proviso to the Section prohibits action to be taken in respect of processes being carried on with the aid of Employer's family. This *proviso* limited the scope of enacted Section. By taking recourse to this proviso employers engaging child labour in hazardous works and schools established by or recognised by Government manage to escape the prohibitory action. Section 9 (3) of the Act also has the same import of modifying the intended clause for child labour engaged in non-hazardous establishments. On many occasions child labourers also conceal and do not provide correct information due to fear, favour or fiduciary relationships.

- Further, under the Act the Labour Inspector is not empowered to prove the identification of a child labour and to produce him/her for medical check up for age certification. In the event of dispute of age of the child labour, though there are provisions for certification of age by the prescribed medical authority, who at times, may not be available at the time of identification, subsequently, possibility of producing another child exceeding 14 years of age by the employer, for age certification could not be ruled out.
- Furthermore, child labourers engaged on handcarts, roadside eating shops, kiosks etc. have not been brought under the purview of the Act. JLC, Alwar confirmed (May, 2004) that the above difficulties were highlighted to State Government in various departmental meetings from time to time with no result, though the LC stated (April 2004) that no infirmities in the Act and Rules had come to the notice of the Labour Department.

Enforcement of the Act

3.4.6 Prohibitory provisions: an assessment

Section 3 of the Act prohibits employment of children in certain occupations and processes. Read with Section 14 and the Schedule, it empowers the enforcing agencies to prosecute the offenders with imprisonment or fine or both but it was observed that in 11 districts, total 2562 child labour (1997-2003) engaged in various hazardous occupations and processes were identified. 712 employers were prosecuted ([Appendix-XIX](#)), of which 27 employers (9 *per cent*) were convicted and 273 employers (91 *per cent*) were acquitted out of 300 cases decided and decision in respect of 412 cases was still pending (August 2004). Scrutiny of 40 acquitted cases revealed that courts had pointed out serious irregularities and lapses on the part of Labour Department, like providing incomplete information about employers, non collection of age proof certificates of child labourers and treating prosecutions as mere formality, Labour Department's staff turning hostile in favour of child labour employers etc. No action was taken against negligent/defaulting officials inspite of instructions of the Courts. In reply to audit query JLC, Ajmer and ALC, Tonk confirmed (May 2004) the Court's observations and stated that since Surveyors and Labour Inspectors failed to collect age certificates and complete address of employers, therefore, Assistant Public Prosecutor did not found it fit to file prosecution cases. The departmental lapses and

negligence are further evident from the fact that in 67 cases⁵⁶ true copies of court judgments were not received and examined for necessary action. DLC Bhilwara stated (July 2004) that copies of judgments are obtained only if appeal is preferred by the department. No action was taken by the JLC, Alwar, Ajmer and ALC, Tonk or Labour Commissioner against surveyors and Labour Inspectors in compliance to courts decisions. Furthermore, scrutiny of 27 cases of conviction out of 712 prosecutions revealed that except in one case of Bhilwara, in all the cases the fine was less than rupees ten thousand, in apparent contravention of section 3 read with section 14 of the Act according to which offenders are punishable with imprisonment or fine which shall not be less than ten thousand rupees but which may extend to twenty thousand rupees or with both. The Prosecution and Labour Department failed to appeal against such orders and reasons for this failure were not furnished to audit.

- As per Section 468 (2) (b) of Criminal Procedure Code, no prosecution can be started after lapse of one year from the date of detection of case (punishable with imprisonment up to one year). Scrutiny revealed that action for prosecution was not initiated in 526 child labour offences even after lapse of seven years. In reply, LWO, Dausa stated that 135 case files lying with Sub-Divisional Officer (SDO), Bandikui were not received in his office. JLC, Alwar, Ajmer, DLC, Bharatpur and ALC, Tonk stated (May-August 2004) that due to incomplete information available about the age proof of children, address of employers etc. cases could not be filed. All this reflected the slackness and indifferent attitude of the Labour Department against instituting prosecutions in respect of those who employ children in hazardous occupation and processes.

3.4.7 Regulatory functions

Part III of the *Act* (Sections 6 to 13) contain provisions dealing with regulation of conditions of work of children. Section 6 applies to an establishment in which none of the occupations and processes referred to in Section 3 is carried on. Scrutiny of records revealed the following:

- Section 7 prescribes working hour for a child labour. Section 8 lays down that a weekly holiday should be allowed to every child labour. These provisions are mandatory and not merely directory since sanctions for their enforcement are provided in the Act but despite the Rules, framed by the State Government enshrining the above provisions, it was observed that the format prescribed for inspection note of the inspector was of a general nature and did not provide for specific comments of the inspector on violation of Act. In most of the cases inspectors pointed out violation of provisions contained in Section 10 and 12 which did not reflect true picture of working conditions of child labour.

- Section 9 provides for furnishing of written notice to the Labour Inspector about situation, management, nature of occupation or processes carried out in an establishment by the Employer regarding employment of a child labour but no such notices were furnished by employers in respect of 2004 child labourers identified by district administration and Labour Department in non-hazardous establishments (1997-2003). No such record was maintained separately under Section 9. JLC, Ajmer and Jaipur DLC, Bhilwara stated (June-July 2004) that neither there was any provision/directions for furnishing such notices to the area Inspectors nor any notice was received from any employer. This showed crucial lack of awareness of the Act by implementing agencies.

- DLOs, Jaipur, Kota, Bharatpur, Tonk and Sawaimadhopur stated (April-August 2004) that no mechanism was devised to ensure employment of child labour in the case of non-furnishing of notice by employer to Labour Inspector.

- Section 11 prescribes maintenance of register by employers in respect of children employed or permitted to work showing name and date of birth, period and nature of work for inspection by an Inspector but in case of 2004 child labourers identified in non-hazardous establishments (1997-2003) no information was available with the District Labour Officers with regard to maintenance of register by the employers. JLC, Kota stated (July 2004) that no specific instructions to inspect the non-hazardous occupations and to see the register under the Act were received from the LC. In view of codal provisions the reply was not correct.

- Section 12 prescribes display of notice in a conspicuous place at every railway station or port or

place of work regarding prohibition of employment of child labour, penalties, etc. in vernacular and English language but no such notices containing an abstract of Sections 3 and 14 was displayed by employers in Jaipur, Alwar and Bharatpur during period under review.

3.4.8 Prosecutions and Penalties in respect of child labourers identified in non-hazardous establishments

Section 14 provides for penalties for contravention of the provisions of the Act and the Rules made thereunder. Scrutiny revealed that out of 463 prosecution cases filed in courts under Section 14 of the Act against the employers of child labourers identified in non-hazardous establishments in 11 districts (1997), 177 cases were decided in favour of the State Government imposing penalty of Rs 0.21 lakh and imprisonment to one Employer, 43 in favour of employers and 243 cases were still pending ([Appendix-XIX](#)). No prosecution was initiated in 772 identified cases of child labourers (Jaipur 101, Alwar 338, Ajmer 229 and Bharatpur 104) within the prescribed time limit of one year as necessitated. Information in respect of number of cases decided was not made available by JLC, Udaipur and Jodhpur. For non-starting prosecutions while JLC, Jaipur and Alwar, DLC, Bharatpur and ALC, Sawai Madhopur attributed (May-August, 2004) deficiencies in prosecutions like incomplete addresses of employers, age of the child being 14 years or more or survey forms not signed by the supervisors. JLC, Ajmer stated (May 2004) that the then Officer In charge had issued instructions for starting prosecutions against employers of child labourers identified engaged in hazardous occupations only. Thus improper enforcement of law defeated the very purpose of the statute and intentions of the legislature.

3.4.9 Implementation of Supreme Court decision by the State Government

The Supreme Court of India, in its judgement dated 10 December 1996 gave directions regarding the manner in which the children working in hazardous occupations are to be withdrawn and rehabilitated and working conditions of the children working in the non-hazardous occupations are to be regulated and improved upon. The judgement which include; *inter-alia*, survey within six months, compensation of Rs 20000 by offending employer per child, alternate employment to adult family member of the child withdrawn or payment of Rs 5000 per child by the State Government, providing education to the child so withdrawn. The extent of implementation of Supreme Court's decision examined by audit revealed the following shortcomings :

3.4.10 Identification Survey not reliable and complete

3026 child labourers engaged in hazardous occupations and processes were identified in survey conducted during April to June 1997 under the overall supervision of District Collectors.

Child labourers found engaged in hazardous and non-hazardous establishments in the State as identified during different surveys were as under:

Survey conducted during	No. of child labour identified in		Total	Agency conducting the survey
	Hazardous occupations	Non-hazardous occupations		
1	2	3	4	5
1971	NA	NA	587389	Census Department
1981	NA	NA	819605	Do
1991	NA	NA	774199	Do
April and June 1997	3026	5064	8090	District Collectors
1999-2000 (Only in Jaipur)	9673	-	9673	SERVE, Jaipur for ILO (IPEC)
January to April 2002	297	Not done	297	Labour Department and Department of Factories and Boilers
2000-2001	-	-	9000	As per Administrative Report of Labour Department for 2000-01

The table indicated drastic variations in total number and also in number of child labourers engaged in hazardous and non-hazardous establishments for which no reasons were advanced (April 2004) by the

LC. The data were, thus, not fully reliable. While 36,305 and 1,98,601 hazardous and non-hazardous establishments respectively were covered in survey 1997, only 5870 hazardous establishments were covered in survey 2002. Variation in coverage of establishments in survey also minimised reliability of statistics. DLOs Ajmer, Jodhpur, Sawaimadhopur and Tonk informed (June-August 2004) that coverage of lesser number of establishments in 2002 was due to inadequate transport facilities and shortage of manpower.

- LC stated that jobs were provided to family members of 223 child labourers⁵⁷ in the State. Audit Scrutiny revealed that no jobs were provided to family members of 112 children in Bharatpur as stated (August 2004) by the DLC. Thus, the data available with the LC is not reliable.

3.4.11 Maintenance of statistical data

Scrutiny revealed that no statistical position of hazardous and non-hazardous establishments in Jaipur, Udaipur, Tonk and Dausa was available/known to the respective DLOs. Area-wise and establishment-wise distribution of work amongst Labour Inspectors was not done in Jaipur, Tonk, Jodhpur, Udaipur, Alwar, Sawaimadhopur and Kota offices. In reply to audit query, the JLC, Ajmer, Kota, DLC, Bharatpur, Bhilwara and ALC, Sawaimadhopur stated (April - August 2004) that exact number of units in the district was not known to them.

3.4.12 Non-recovery from offending employers

Penalty of Rs 20,000 per child labour for 3026 child labourers totalling to Rs 6.05 crore was recoverable from employers of identified cases, against which only Rs 2.80 lakh was recovered from 14 defaulting employers. For balance recovery, State Government issued instructions (March 2002) to the District Labour Officers to issue demand notices to the employers of hazardous occupations through District Collectors under Public Demand Recovery (PDR) Act, 1956. Audit scrutiny revealed that the demand notices had not been issued in case of 903 child labourers⁵⁸ out of 2343 cases identified in 11 districts in 1997. The JLCs/DLC/ALC stated (April-July 2004) that demand notices could not be issued due to insufficient number of Inspectors, non-receipt of clarifications from LC office, non-receipt of files from District Collector, files lying in Court etc. The JLC, Alwar and ALC, Sawaimadhopur stated (May-August 2004) that action in this regard was being taken. In 11 cases demand notices put up (November 2002) were approved by JLC, Jaipur (April 2004) after expiry of 16 months. The reasons for delay in issuing instructions to DLOs for effecting recovery were not tenable in the light of clear directions of Supreme Court. They only reflected administrative apathy as even the notices for penalty were not issued after more than seven years of the identification of the child engaged in hazardous occupation.

3.4.13 Contribution towards Child Labour Rehabilitation and Welfare Fund

State Government deposited (September 1998) amount of Rs 1.40 crore as its contribution towards Child Labour Rehabilitation and Welfare Fund (CLRWF) at the rate of Rs 5,000 per child for 2803 identified children, in interest bearing Personal Deposit (PD) account of each district CLRWFs. LC intimated (April 2004) that interest to the extent of Rs 41.24 lakh was earned on the deposits in 20 districts out of 24. Scrutiny of records revealed that Rs 41.88 lakh ([Appendix-XX](#)) was earned in 11 test-checked districts only. Interest so earned was required to be utilised on educating the children through the parents, but no relief was provided (April 2004) in 2803 cases by the District Labour Officers/District Collectors due to non-laying down of detailed procedure by the State Government.

Rehabilitation and mainstreaming functions

3.4.14 Enrolment in formal educational institutions

Labour Commissioner stated (April 2004) that all the available identified children in hazardous occupations had been enrolled in formal educational institutions. The fact remained that actual number of enrolled children was not available with the LC. During audit scrutiny it was observed that the fate of 736 children was not known to ALC, Tonk (420), JLC, Kota (52) and LWO, Dausa (264) in absence of maintenance of record. In case of six districts admission of identified children ranged from 5 to 88 *per cent* (Udaipur 5 *per cent*, Jaipur 21, Jodhpur 22, Alwar 34, Ajmer 47 and Bhilwara 88 *per cent*) but no

record was maintained to watch the continuance of study of children admitted to formal educational institutions as stated (May 2004) by JLC, Jaipur, Alwar, Ajmer and ALC, Tonk. This showed that there was a poor compliance of Supreme Court decision.

3.4.15 Functioning of project societies

NCLP scheme aims at withdrawing children working in hazardous occupations and rehabilitating them through education in special schools and provides for a package of welfare measures including non-formal education, skill/craft training, stipend, supplementary nutrition etc. 180 special schools under six NCLP societies are running (March 2004) in Jaipur, Ajmer, Alwar, Tonk, Jodhpur and Udaipur fully financed by the Ministry of Labour, Government of India (GOI). One of the primary objectives of the special school is to mainstream as many children as possible into formal system of education in VIth standard. During the period under review Rs 13.04 crore were provided by GOI to NCLPs ([Appendix-XXI](#)).

Scrutiny of records of six NCLP Societies revealed :

- that no agreement, regulating grant-in-aid as required in the sanctions was executed by the Project Societies, Jaipur, Alwar, Tonk, Ajmer and Jodhpur with the Ministry of Labour.
- Twenty five special schools (Tonk-11, Jodhpur-11 and Jaipur-3) out of 60 (20 each for Tonk, Jodhpur and Jaipur NCLP) sanctioned by the Ministry of Labour were started with abnormal delay of period ranging between 6 and 20 months from the date of sanction. Thus, mainstreaming of the child labourers was delayed correspondingly. The PD, NCLP, Tonk stated (May, 2004) that there were no reasons on record regarding delay as pointed by Audit while PD, Jodhpur attributed (June 2004) completion of procedural formalities and non-availability of vehicle in the project as main reason for the delay.
- A register of permanent assets acquired by GOI grants was required to be maintained by each NCLP society but no such assets register was maintained by any of the six NCLP's societies. Therefore, correctness of the value of assets of Rs 19.39 lakh⁵⁹ shown in the Annual Accounts of the societies as on 31.3.2004 could not be verified in audit. The PDs intimated (April-June 2004) that assets registers would be maintained now.
- Full time PD was posted only at NCLP, Udaipur and in other five NCLP's additional charge of the post of PD was assigned to the departmental officers. The LC stated (June 2004) that, junior most district level officer of Labour Department is entrusted with additional charge of NCLP who is also responsible for implementation of the Act. But the requirement of posting of regular PD as per guidelines of Ministry of Labour have not been adhered to.
- Project vehicles purchased out of project funds were utilised to the extent of 30279 km (Tonk-10918 km, Jodhpur - 14601 km and Udaipur - 4760 km) for purposes other than project work like elections, pulse polio programme, famine relief, Gujarat earthquake, visits of MPs and MLAs and in other protocol duties in violation of clear instructions (1998 and 7 September 1999) and rejoinders issued by the Ministry from time to time. This reduced administrative efficiency. The facts were admitted by the respective PDs.
- At NCLP, Jaipur, Alwar, Tonk and Ajmer one inspection of special schools per month was conducted but due to not filling the sanctioned post of two Field Officers at NCLP, Jodhpur no inspection was conducted during 1999 and 2000 whereas during 2001 to 2003 the inspections by the PD varied from 7 to 62 *per cent*. PD attributed (June 2004) the shortfall to non-availability of the project vehicle as the same remained under control of District Collector.

3.4.16 Functioning of NCLP special schools

For rehabilitation of child labourers 244 special schools were functioning in six NCLP districts during 1999-2004. Audit scrutiny of 235 schools revealed the following:

3.4.17 Deficiencies in education and training

- Since the Education Department of State Government, State Council for Education, Research and Training (SCERT) and State Institute for Education and Training (SIET) had not yet finalised any special non-formal course, the students of these special schools were imparted with formal education course as applicable in general educational institutions.
- Out of 783 teachers engaged in 235 special schools 472 teachers (60 *per cent*) were not imparted any training from District Institute for Education and Training (DIET) etc., for which reasons were awaited.
- Against enrolment of 50 children per special school, attendance in 40 schools during 1999-2004 ranged between 8 and 40. Out of 11,750 children enrolled in 235 special schools during the period under review, 2,093 (18 *per cent*) were dropouts. The PDs attributed migration by the guardians to other States, re-joining their earlier occupation by the child labourers etc. as main reasons for dropouts. Individual profiles were not maintained in 223 special schools.

3.4.18 Wasteful expenditure/improper maintenance of subsidiary records

- Sixteen special schools in Jaipur (7), Ajmer (3), Jodhpur (4) and Udaipur (2) had to be closed before completion of prescribed period of 3 years due to serious irregularities like poor attendance of children, non/insufficient distribution of nutrition, schools found closed during inspections, special school being run parallel to private school of the NGO (at Jodhpur), maintaining same staff for NCLP school, non-payment of stipend to students and honorarium to staff etc. Despite poor performance and non-functioning of 16 schools as per fixed norms they were allowed to run till date of closure thus resulting into wasteful expenditure of Rs 49.64 lakh. First Information Reports had been registered in Police Station in respect of three schools by PD, NCLP, Jodhpur for irregularities like non payment of stipend to students and honorarium to teachers, maintaining private school parallel to NCLP schools by the NGOs. The matter is under investigation (Chandrakh, Shergarh and Bornada) against 2 NGOs. The PD, NCLP, Jodhpur accepted (July 2004) that first inspection of these schools was done after a period of 9 to 14 months and subsequent inspections at an interval of three months due to the project vehicle remaining under the control of District Collector for other purposes. The poor monitoring on the part of PD, thus, led to improper functioning and subsequent closure of these schools.
- The Bank accounts of 100 children enrolled in special schools at Sodala and Pratap Nagar (Jaipur), for the purpose of payment of stipend, were got opened at a distance of 8 to 13 km away from the place of special schools which was inconvenient for the children or their guardians despite other banks in the vicinity of the special schools. The PD, NCLP, Jaipur stated (July, 2004) that Bank accounts at Punjab National Bank, Raja Park were opened at the instance of its Manager to promote its business. Thus, the welfare of the students was neglected.
- Test-check of records in Punjab National Bank, Raja Park, Jaipur revealed that instead of disbursement of amount of stipend to the children or their guardians a sum of Rs 0.20 lakh in respect of 32 children was withdrawn from the Bank by a teacher and peon employed in the special school of Sodala, Jaipur by signing the withdrawal forms after getting them signed by the guardians. The payment of stipend to the children, thus, could not be verified in audit. The PD, NCLP, Jaipur stated (July, 2004) that the Field Officer had been directed to collect all the facts in this matter. Misutilisation of funds could not be ruled out.
- In the absence of proper maintenance of subsidiary records viz. stock register and distribution registers in respect of nutrition, educational and vocational material, the expenditure of Rs 22.23 lakh incurred in 37 special schools during the period under review could not be verified.

3.4.19 Poor and inadequate facilities

- No camp was organised in 32 schools for medical check up of the children.
- In respect of 155 child labourers engaged in Gem polishing work and studying in special schools at Jaipur detailed medical check up done by National Institute of Occupational Health (NIOH), Ahmedabad during January 2003 which revealed that 42 children (14 male and 28 female) were suffering from Tuberculosis (TB) for which the Institute had offered (July 2003) to assist the NGO in further treatment of the ailing children at Jaipur. PD, NCLP, Jaipur stated (July 2004) that due to paucity of funds, treatment could not be done at NGO/Project Society level. In these circumstances, possibilities of other communicable diseases in children studying in other schools also would not be ruled out.
- In 36 schools, children covered a distance ranging from 3 to 6 km to reach the schools. Nine schools were managed in single room accommodation wherein it was not feasible to run five classes simultaneously. No skill/crafts training were imparted to children in six special schools. No drinking water and toilet facilities were available in seven (3 per cent) and 46 schools (20 per cent) respectively, uniform was not arranged to children in 183 special schools, while 209 schools were without classroom furniture.

3.4.20 Mainstreaming - Performance of NCLP schools

- The special schools impart education through a non-formal mode with a condensed syllabus for a maximum period of three years, after which the children are expected to reach a level of V class standard and join formal stream of education in VI standard. Analysis of this performance of mainstreaming of children during the period 1999-2004 revealed that out of 3500 children enrolled in 70 special schools of four NCLP Societies⁶⁰, only 1033 children (30 per cent) were mainstreamed in VI standard whereas 2139 children (61 per cent) were re-admitted in classes I to V in formal schools ([Appendix-XXII](#)). This defeated the primary objective of the project. There were 328 (9 per cent) dropouts. Information of performance of children mainstreamed during 1999-2004 was not furnished by PD, NCLP, Jodhpur.
- 850 child labourers of 17 special schools under NCLP society, Jodhpur and 2600 of 52 special schools under NCLP, Udaipur were not main-streamed after completion of three years study and the batches still (June 2004) continued. As no afresh batches of child labourers were allotted, expenditure of Rs 2.28 crore through 47 NGOs during January 1999 to March 2004 beyond prescribed limit of three years was irregular. Reply given (July 2004) by the PD, NCLP, Jodhpur that in the absence of clear instructions for mainstreaming of children after completion of three years and allotting new special schools, the action was not taken and that no officer was responsible for this lapse, was not tenable in view of provisions contained in GOI guidelines. The schools had since (July 2004) being discontinued. The PD, NCLP Society, Udaipur stated (July 2004) that the main-streaming was not done after three years in view of instructions of the State Education Department, which was not acceptable. This indicated poor performance of the NCLP programme. The project should be area specific, time bound, result oriented and cost effective and should not be continued indefinitely since it ought to have a clear objective and a fixed mandate and realisation of this on the part of Project Managers is extremely important.

3.4.21 Special schools run by NGOs in non-NCLP districts

Scrutiny of records of all the 19 special schools⁶¹ being run by seven NGOs working in the field of rehabilitation of child labourers in non-NCLP districts and receiving grant-in-aid (Rs 0.33 crore as per [Appendix-XXI](#))⁶² directly from Ministry of Labour on 75: 25⁶³ basis during 2001-04, revealed following irregularities:

- Sanction for release of Rs 2.72 lakh for 2001-02 was accorded (September, 2001) by the Ministry of Labour in favour of Secretary, Jan Jati Mahila Vikas Sansthan, Sawaimadhopur for running

four special schools. The schools remained operational only for 18 months up to March 2003 without completing prescribed period of three years and without giving education to 200 children up to Vth standard. Payment on account of stipend (@ Rs 100 per child per month) was not made to the children as the amount for this purpose was not included in budget proposals by the NGO, as such amount was not sanctioned by the Ministry. Survey lists of 200 children revealed that 29 children were more than 15 years and 133 from non-hazardous occupations.

- Stipend at the rate of Rs 100 per month per child was paid to the guardians of the students in cash by all the seven NGOs against instructions of GOI for payment through banks or Post Offices.
- Stock and distribution registers of educational and vocational training material had not been maintained properly except in Social Welfare Charitable Trust, Bharatpur.
- Medical check up of children could not be ascertained in audit in the absence of maintenance of proper record. Only consolidated report of all of the children checked up medically was recorded under the signature of the Medical Officer, which was not sufficient.

3.4.22 Lack of co-ordination among the State Government, NCLPs and NGOs

The LC was unable to provide (March 2004) information with regard to number of NGOs, grant-in-aid received by the NGOs and NCLPs from GOI, indigenous/foreign agencies working in the State in the field of child labour welfare, vis-à-vis expenditure etc. This not only indicated lack of co-ordination among various agencies involved in the implementation of the programme but also in monitoring on the part of LC.

3.4.23 International Labour Organisation - Implementation of International Programme on the elimination of Child Labour (IPEC)

For the rehabilitation of 9673 identified child labourers working in Gem cutting and polishing, carpet weaving, Brick kilns, Automobile udyog and electric goods manufacturing udyog, an agreement was entered into (December 1999) between International Labour Organisation (ILO) and Chairman, NCLP Society, Jaipur with the target of (i) community supported drives for the enrolment of children of the age group of 5-7 years, (ii) providing full time education in Transitional Education Centers (TECs) to child labourers of the age group of 8-12 years, (iii) imparting skill training to children of the age of 13-16 years and (iv) organising self help groups of the mothers of child labourers so that they could generate their own income. Out of Rs 136.73 lakh ([Appendix-XXI](#)) released by ILO during March 2000 to April 2003, Rs 122.04 lakh was utilised and the balance of Rs 16.91 lakh (including interest of Rs 2.22 lakh) was refunded (December 2003) by the NCLP, Jaipur. The programme was initially sanctioned for two years from January 2000 to December 2001 but was extended up to June 2003. During audit scrutiny following shortcomings were noticed:

- Against the target of admitting 5,000 child labourers of the age group of 5-7 years identified in Gem cutting and polishing industries and other hazardous occupations, only 3,375 children (68 *per cent*) were actually admitted in formal educational centres. Reasons for shortfall were not intimated.
- Out of 2000 child labourers of 8-12 years age group admitted in 80 TECs, there were 261 dropouts and none of the 1739 children were admitted in VIth standard in formal education centres after completion of primary level education in 18 months. Instead 133, 352, 434, 393 and 427 children were readmitted in I to Vth standard respectively. Reasons for their readmission in I to Vth standard were not made available to Audit.
- To organise self help groups of the mothers of child labourers, programme of imparting training to the mothers was evolved. A target of 20 self help groups each comprising of 60 women was fixed for imparting training. Out of 1200 mothers of rehabilitated children 1100 were to be identified and imparted entrepreneurial training and assistance for setting up income generation activities. In the scrutiny it was observed that only 23 self help groups comprising 371 (31 *per cent*) mothers were

formed, and assistance of Rs 2.40 lakh provided to them. While no training was given to any of 371 mothers covered under the programme, although Rs 11 lakh was provided, the self-help groups were also discontinued and amounts available in their Bank accounts were withdrawn immediately after closure (June 2003) of the ILO programme. The intended purpose of supplementing the family income of the child labourers was, thus, defeated.

- Unutilised amount of Rs 16.91 lakh was surrendered (December 2003) to the ILO. The PD NCLP Jaipur stated (April 2004) that the amount was surrendered due to closure of the programme. This was not tenable in view of three extensions for the period up to June 2003 given by the ILO, although the project was to run initially for two years up to December 2001.

3.4.24 Personnel Management

- The gross inadequacy of manpower led to heavy shortfall in achieving targets of inspection and tardy enforcement of law. For the implementation of Child Labour Act neither any staffing norms were fixed by the State Government nor any special proposal therefor was sent by Labour Department to the State Government (April 2004).
- No separate posts of Inspectors for enforcement of the Act had been sanctioned by the State Government. 97 posts of Inspectors sanctioned in 1999-2000 were reduced to 94 in 2003-04, against which 94 Inspectors in 1999-2000 and 77-80 in 2000-04 were in position in the State.

The JLC Jaipur, Alwar, Ajmer, Jodhpur, DLC Bhilwara, Bharatpur, ALC Tonk, Sawaimadhopur and LWO Dausa stated (April-August 2004) that in comparison to quantum of work, not only the number of posts of Inspector always remained insufficient but were also reduced due to economy cut.

- No norms for inspection by the Inspectors of the hazardous/non-hazardous establishments in respect of the Act were fixed by the State Government. Monthly target of 20 inspections (10 each hazardous and non-hazardous establishments) were fixed (September 2001) by the LC. In the 11 test-checked districts a shortfall of 75 and 89 *per cent* was noticed in the inspections during the years 2002-03 and 2003-04 respectively. While admitting the shortfall in achieving targets of inspections, the JLC, Jaipur and DLC, Bhilwara attributed (April-July 2004) frequent changes in the Government policy/instructions about inspection as main reason. They further stated that inspections are undertaken generally on receipt of complaints.
- Taking into account the monthly targets of 20 inspections by each inspector, the inspections of 1,43,561 hazardous and non-hazardous units in seven (out of 11) test-checked districts would be completed in 12 years and 5 months to 36 years and 8 months. This showed gross inadequacy of the field staff on one hand and fixing target of 20 inspections per month on the other hand.

3.4.25 Monitoring and evaluation

In order to ensure effective implementation of the Act neither State Level Monitoring Committee nor any Monitoring Cell had been constituted at departmental level. As such, no mechanism was evolved for monitoring and evaluation of inspection, prosecution, penalties levied etc. (April 2004). Database of establishments where child labourers were working had not been developed or compiled for the State as a whole. The State Level NCLP Monitoring Committee was constituted in August 2000. While no meeting of the monitoring committee was held in 2003, only one meeting each in 2000, 2004 and two each in 2001 and 2002 were held. This showed negligible monitoring at the State level. Evaluation of implementation of the Act had not been carried out by the State Government (April 2004). No evaluation of the activities carried out by the Project Societies Alwar and Ajmer was done so far (May 2004) since their inception (February 2001). Out of required 107 quarterly meetings of Project Societies only 41 meetings were held in all the six NCLPs. Purpose of rigorous monitoring of the pace of implementation of the project through these desired meetings was, thus, defeated.

3.4.26 Conclusion

The Act has not been implemented effectively in the State. The provisions of the Act regarding

prohibition and regulation read with penalty to the defaulting employers were not implemented strictly. There was shortfall in conducting inspections of establishments and action against child labour employers was inadequate. There was not proper co-ordination among the State Government, NCLPs and NGOs. While performance of mainstreaming the child labourers in VIth standard in the formal education centers after completion of three years non-formal education in special schools was poor in four districts, norms of mainstreaming were not followed in two districts. A large number of children admitted in special schools were from non-hazardous occupations. Target of admitting children of the age group of 5-7 years in formal education centers as fixed by the ILO was also not achieved. The judgement of the Hon'ble Supreme Court was not implemented with zeal. In this alarming situation, the incidence of child labour not only remained uncontrolled but also diversified in various occupations and processes.

3.4.27 Recommendations

- Since children are compelled to work due to economic necessities Government should ensure that not only education but vocational skill is also imparted to them with zeal. The stipend should be paid to ensure that the child is no longer an economic burden to family.
- To ensure enforcement of the Act, all the prosecutions instituted should not only be followed but also be taken to the logical conclusion.
- Focus should be given on awareness generation. The objective should be sensitisation of parents, children and employers. The strategy should be to transmit the message to the targeted group in simple and effective manner.
- NCLP should be time bound, result oriented and cost effective. It should have a prime objective of mainstreaming. Elements of extravagant or waste expenditure must be fully arrested. Individual perceptions, attitudes and approaches of project functionaries should aim at achieving the results.

Secondary Education Department

3.5 Review on Secondary Education Department

Highlights

Education forms the bedrock of all fields of development - political, economical, technical, scientific, social and environmental. It is also the foundation for growth, productivity, employment opportunities and for the development, application and adaptation of science and technology to enhance the quality of life. The Secondary Education Department covers education up to +2 level and specifically aims to provide vocational, science and professional education with special emphasis on training and orientation of teachers, education for girls, minorities and other educationally backward sections and areas and delinking degrees from job etc. as envisaged in the National Policy on Education (NPE).

However, the scrutiny of records revealed that the State Government had not yet framed its own education policy. The expenditure on establishment was very high ranging from 93 to 95 per cent. 1508 schools were upgraded at Government level without mooted proposals from the department. Conspicuous shortfalls ranging between 51 and 70 per cent were noticed in-service training to teachers. Due emphasis was also not given on promotion of vocational and science education.

The State Government had not yet framed its own education policy, which would suit the specific needs of the state of Rajasthan.

(Paragraph 3.5.8)

The expenditure on establishment ranged from 93 to 95 per cent of the total expenditure leaving little room for effective implementation of educational schemes.

(Paragraph 3.5.6)

Unfruitful expenditure of Rs 6.59 crore was incurred due to improper utilisation of girls' hostels.

(Paragraph 3.5.9)

Unjustified payment of grants-in-aid of Rs 139.47 crore was made on provisional basis to 286 non-government educational institutions as reimbursement of expenditure on their establishment without conducting review of admissible posts.

(Paragraph 3.5.10)

Equipment worth Rs 3.54 crore were lying idle after closure of the vocational education scheme.

(Paragraph 3.5.12)

Secondary Education Department did not open a single school in science and commerce faculties during 1995-2004.

(Paragraph 3.5.8)

In the districts test-checked, in 252 cases, schools/faculties were intimated as being uneconomical by the concerned District Education Officers to Director, Secondary Education Department but in absence of any decision at Government level to discontinue them, services of 1665 teachers were not being properly utilised. This involved an annual expenditure of Rs 16.49 crore incurred on their minimum pay and allowances from 2003-04 and onwards.

(Paragraph 3.5.8)

There was shortage of working strength of teachers and other staff ranging between eight and 26 per cent during 2002-03 and 5 to 46 per cent in 2003-04 due to non-recruitment of staff by the Government.

(Paragraph 3.5.13)

Shortfall of in-service training to teachers with reference to number of courses targeted and held and number of teachers called for and actually who attended training, ranged between 7 and 30 per cent and 51 to 70 per cent respectively.

(Paragraph 3.5.14)

3.5.1 Introduction

After formation of Rajasthan (1949) the Directorate of Primary and Secondary Education Rajasthan was set up in the year 1950 at Bikaner. To bring qualitative improvement in Secondary Education the above office was bifurcated and a separate office of the Director Secondary Education, Rajasthan Bikaner was established in January 1998.

The secondary education serves as a bridge between the elementary and higher education. Secondary Education Department (SED), Rajasthan imparted education to 18.04 lakh students (2002-2003)⁶⁴ through 3337 Secondary and 2057 Senior Secondary schools.

3.5.2 Objectives of the department

The prime objectives of SED are as follows:

- Formulation of State Education Policy and its execution.
- Academic management and administration.
- Extension of Secondary Education in Rajasthan.
- To provide education/training facilities to teachers.

3.5.3 Organisational set up

The Secretary to the Government, Education Department (Secondary) is the administrative head of SED, Rajasthan, who is assisted by the Director, SED, Six Deputy Directors⁶⁵ and 40 District Education Officers⁶⁶ (DEOs) the programme implementing officers at divisional and district level respectively.

3.5.4 Audit objectives

- To examine financial management, efficiency of financial control system and optimal utilisation of departmental resources.
- To look into the scope of activities of SED for estimating the quality of personnel management and administrative control.
- To examine the execution/training facilities to teachers.
- To examine the efforts made by the department for enhancement of science education, vocational education and computer education.
- To examine whether the new schools are opened/upgraded as per prescribed norms leaving no room for running of uneconomical/non-viable schools.
- To ascertain how efficiently, economically and effectively various academic activities and educational schemes were being implemented.

3.5.5 Audit coverage

The review is based on the sample check of records relating to the period from 1999-2004 maintained at the office of Secretary, SED at Jaipur, Director, SED at Bikaner, Deputy Directors offices at three divisions of Ajmer, Kota and Udaipur out of 6 divisions and 12 DEOs in eight districts⁶⁷ out of 40 DEOs during March 2004 to August 2004. Important findings are discussed in succeeding paragraphs.

3.5.6 Financial management

During the period under review, budgetary outlays of the SED were as under:

(Rupees in crore)								
Year	Budget estimates	Supplementary grant	Re-appropriation	Surrenders	Final allotment	Actual expenditure	Expenditure on pay and allowances (Percentage)	Excess(+) Saving(-) over the final allotment
1999-2000	1047.02	-	38.12	46.89	1038.25	1037.84	983.97 (95)	(-)0.41
2000-01	1105.92	7.42	17.15	29.64	1100.84	1073.40	1001.32 (94)	(-)27.44

2001-02	1205.69	0.07	24.86	92.85	1137.75	1123.20	1039.62 (93)	(-)14.55
2002-03	1258.51	0.09	2.41	150.69	1110.32	1110.43	1046.73 (94)	(+)0.11
2003-04	1300.85	-	7.42	80.58	1229.11	1229.54	*	(+)0.43
Total	5917.99	7.58	89.96	400.65	5616.27	5574.41		(-)41.86

* Data not made available by the department.

The above table is a pointer to the fact that there were persistent large unspent provisions/savings totalling Rs 42.40 crore for three years from 1999-2002. It reflected ill-planning and slackness in implementation of educational and related schemes by the SED. In 10 sub-heads savings of Rs 21.72 crore were effected despite the surrenders amounting to Rs 83.83 crore ([Appendix-XXIII](#)). Further, there was an excess expenditure of Rs 0.54 crore during 2002-04. The Government in their reply however, stated (November 2004) that above savings were mainly under salary head because while preparing the budget estimates minimum salary element in respect of the vacant posts in the department was also included.

The expenditure on establishment ranged from 93 to 95 *per cent* of the total expenditure. This reflected little or no room for effective implementation of schemes despite greater attention being given by the department towards the underprivileged and the marginalised in the programme of extension of secondary education. Thus, the department needs to review their budgetary assumptions and programme management.

3.5.7 Programme Implementation

The State Government implemented various programmes relating to academic management and other educational schemes to meet various objectives and cover target groups in the field of secondary education. The main activities were construction of girls hostels promoting girls education, grants-in-aid to non-government schools, establishment of computer training centres, vocational education, computer literacy and studies in schools, improvement of science education, scholarships and student safety insurance scheme. The total expenditure on these schemes during 1999-2004 was Rs 296.68 crore.

Scrutiny of various academic activities and implementation of schemes revealed the following deficiencies:

3.5.8 Academic Management

The State Government not only failed to formulate its own education policy suiting to its peculiar needs but also did not follow the spirit of National Policy on Education (NPE) viz. exposing students to the science, the humanities and social sciences stream, to widen the access to the secondary education with emphasis on enrolment of girls, weaker sections particularly in science, commerce and vocational streams, to provide computer literacy for competing with the emerging technological world and to impart ethos and values of a humane and composite culture. Following irregularities/ shortcomings were also noticed during the test check of the records:

- During 1999-2004, the percentage increase of girls' Secondary and Senior Secondary schools was only 15 as against 60 *per cent* in boys schools which was not in conformity with the objectives of NPE which emphasised promotion of girls education.
- During 1999-2003, the boys and girls schools in tribal areas decreased from 431 to 424 and 55 to 50 respectively although the enrolment of boys and girls actually⁶⁸ increased from 86,000 to 1,04,000 and 37,000 to 52,000 during this period. The allotment of schools needs to be rationalised and more schooling facilities created in tribal areas.
- The SED did not open a single school in science and commerce streams during 1995-96 to 2003-04. Their number remained static at 541 and 440 despite increase in enrolment during 2000-03 from 61858 to 70063 and from 27406 to 29361 respectively. The Government in their reply (November 2004) stated that in absence of financial resources science and commerce faculties in schools could not be opened. The reply was not correct as during 1999-2004 the Government had opened (upgraded) 1760 schools in faculties other than science and commerce. The fact remains that due importance to

promote science and commerce education was not given by SED.

- During 1999-2004, against the target of 1380 schools, 1760 schools were upgraded from middle to Secondary and Secondary to Senior Secondary level. The achievement exceeded the targets because during 2002-03 (State Assembly elections) 780 schools were upgraded against the target of 400 schools for which no reasons were either available on records or intimated to Audit albeit called for specifically.

Further scrutiny revealed that against the total upgradation of 1760 schools only 76 schools were upgraded as per norms and 176 schools were upgraded without following the norms. The remaining 1508 schools were upgraded by the Government at its own level on the basis of recommendations made by the elected representatives without routing proposals from the department which was not justified as the Government did not adhere to its prescribed procedures.

- The Government prescribed norms (January 1998) for declaring/ closing down uneconomic/paper schools and directed (October 2001) that all such schools having insufficient/negligible number of students should be closed down immediately. The complete details in this regard for State as a whole were called for in audit but not supplied by the department. However, in six⁶⁹ out of eight districts test checked, it was found that in 252 cases⁷⁰, schools/faculties were intimated as being uneconomical by the concerned DEOs to the Director, SED. As no decision by the department/Government has been taken to close down these schools/faculties, services of 1665 teachers were not being properly utilised. This involved an annual expenditure of Rs 16.49 crore on their minimum pay and allowances from 2003-04 and onwards.

3.5.9 Improper utilisation of girls' hostels

As per proposals sent by the State Government and approved by the Tenth Finance Commission (TFC), 25 girls hostels were constructed (1999-2001) at a cost of Rs 12.76 crore for promotion of girls' secondary education in areas where girls education is low. Scrutiny of records revealed that:

- Out of 25 hostels with a total bedded capacity of 1250 girls, only 310 students were residing in 12 hostels thereby utilising only 25 *per cent* of the capacity. Further, there was delay ranging from 16 to 46 months in utilisation of these hostels since their handing over to the department. The department failed to take any steps for meaningful utilisation of hostel accommodation.
- Nine hostels were lying vacant (August 2004) since their handing over to department thus, rendering an expenditure of Rs 4.47 crore unfruitful. Further, in six out of above nine hostels lying vacant, an expenditure of Rs 2.98 lakh was also incurred for purchase of furniture lying unutilised.
- Four hostels constructed at a cost of Rs 2.09 crore for promoting girls education and lying vacant were transferred to other departments. The department's contention that transfer of hostels was made in compliance of orders of District Collectors concerned was not tenable because utilisation of hostels by other departments instead of promoting girls education was not in conformity with the purpose for which the hostels were constructed.

The Government in their reply (November 2004) accepted the facts and stated that efforts are being made for improving the occupancy. The Government further attributed lack of staff, electricity, water and mess facilities, remote locations, etc. for non-utilisation of hostels. The fact remains that due to lack of proper administration and mooting proposals for construction of girls' hostels without proper assessment resulted in defeating the intended objectives.

3.5.10 Grants-in-aid to Non-Government Educational Institutions without conducting review of admissibility of posts

Government of Rajasthan laid down norms for teacher student's ratio for the staff in June 1998 for determination of number of posts in Non-Government Educational Institutions (NGEIs) for the purpose of grants-in-aid. The Government issued (March 2000) revised norms and instructed that the existing strength of teachers/staff in NGEIs was to be reviewed and final strength of teachers/staff got sanctioned by the Government. Pending such sanction of posts as per revised norms after review, grants were to be released provisionally subject to adjustment in subsequent grants (February 2001). Grants-in-aid

amounting to Rs 215.38 crore were paid to 286 NGEIs during 1999-2004.

It was observed that :

- Even after a lapse of more than three years, the final decision regarding admissibility of post in NGEIs was pending at the level of the Government, although the review of posts was conducted and forwarded by the Director, SED to the Government in September 2000. During 2001-2004, a sum of Rs 139.47 crore was paid to these aided institutions on provisional basis as reimbursement of expenditure on their establishment without assessing the excess/short payments. Grants released to 12 NGEIs out of 32 test-checked were examined in audit and 44 excess employees were identified on the basis of prescribed norms. Taking into consideration the actual pay and allowances of the junior most employee in that cadre in concerned NGEIs, overpayment of Rs 25 lakh was calculated. The Government may therefore take decision early because by passage of time the over payments would mount and it would be difficult to recover it from concerned NGEIs.
- Further, as per provisions of rules framed under Rajasthan Non-Government Educational Institutions Act, 1999, internal audit of all such institutions was to be conducted by the Directorate internal audit wing. Scrutiny revealed that no such internal audit was conducted during the period under review.

3.5.11 Delay in implementation of Computer Training for School children

The Eleventh Finance Commission (EFC) recommended grants of Rs 13.76 crore to computer training to school children during 2000-2005. The Government of India (GOI) released Rs 5.53 crore (2000-01: Rs 2.77 crore, 2001-02 : Rs 2.76 crore), against which the State Government sanctioned Rs 11.07 crore during 2003-04. The scheme envisaged setting up of 32 computer training centres one in each district at a cost of Rs 43 lakh. As per EFC recommendations the scheme was to become functional by March 2001. The SED transferred Rs 2.86 crore to Public Works Department (November 2003) and Rs 8.21 crore (February 2004) to 32 DEOs for construction of buildings, and purchase of computer hardware and furniture for centres respectively against which expenditure of Rs 3.75 crore⁷¹ only has been incurred (December 2004). Balance amounting to Rs 7.32 crore remained unutilised.

A scrutiny of records revealed that there was delay in releasing GOI funds by the State Government ranging from 19 to 32 months. Besides the PWD also did not complete the construction of centre buildings within stipulated time (December 2003) while the purchase of computer hardware was also under progress by DEOs concerned (November 2004).

Thus, the scheme envisaged to become functional up to 31 March 2001 was yet to take off the ground depriving the students of this facility in time. The Government in their reply has stated (November 2004) that in view of delay in construction of buildings by PWD efforts are now being made to make the scheme functional by March 2005.

3.5.12 Equipment purchased under vocational education scheme lying idle

After closure of the Vocational Education scheme (1999-2000) the equipment worth Rs 3.54 crore purchased under the scheme were lying idle in 156 schools for more than a period of six years although, the decision to utilise the same in science labs of secondary schools or to transfer the equipment to Technical Education Department had already been taken at Government level in March 1998. The Government in their reply (November 2004) accepted the facts and informed that the transfer of equipment to Technical Education Department was still under progress.

National Policy on Education gives emphasis on introduction of systematic, well planned and rigorously implemented programmes of vocational education and delinking of degrees from jobs to reduce the mismatch between the demand and supply of skilled manpower and to provide alternative for those not intending to pursue higher education without particular interest or purpose. But with the discontinuance of the vocational education scheme from 1999-2000 the objective of linkage of Secondary education

passed students not pursuing the higher education to gain full employment was also not achieved.

Personnel Management

To ascertain the quality of personnel management in terms of manpower planning, assessment of requirements and utilization of manpower, expenditure on training and utilization of trained manpower, etc. records for the period of (1999-2004) were test-checked. Following observations summarise the findings:

3.5.13 Shortage of staff

The sanctioned and working strength under the various categories during 2002-2004 was as under:

Category of Staff	2002-2003				2003-2004			
	Sancti- oned	Actual	Excess (+) Shortage(-)	Percent- age	Sanctioned	Actual	Excess(+) Shortage(-)	Percent- age
Administrative	70	52	(-) 18	26	70	38	(-) 32	46
Academic	77521	65690	(-) 11831	15	79858	65692	(-) 14166	18
Office Staff	12099	11064	(-) 1035	9	12503	11425	(-) 1078	9
Subordinate staff	18376	16931	(-) 1445	8	18376	17422	(-) 954	5
Total	108066	93737	(-) 14329	13	110807	94577	(-) 16230	15

The above table would indicate that, shortage of working strength ranged between nine and 26 *per cent* during 2002-03 and five to 46 *per cent* in 2003-04. There was conspicuous shortfall in academic staff during 2002-2004 ranging from 11831 to 14166 teachers. The reasons for shortfall were attributed by the department to continuous ban imposed by the Government on new recruitments of all categories of staff.

3.5.14 Insufficient training to teachers

The NPE envisaged the need for in-service & special training for teachers to bring out qualitative improvement in education. For this purpose four Institution of Advance Studies in Education (IASE)⁷² and seven College of Teachers Education (CTEs)⁷³ have been set up by the State Government under Centrally sponsored scheme. "In Service training to teachers". As per information supplied by the department, the position in respect of training courses held by the above institutions and number of teachers attending these courses during 1999-2004 was as under.

Year	Agency providing training	Targeted No. of courses	Actual No. of courses completed	Short-fall/ excess	Percentage of shortfall	Total No. of participants called for	Total No. of participant attended the courses	Shortfall	Percentage of shortfall
1999-2000	4 IASE and 7 CTE	161	112	49	30	6652	2015	4637	70
2000-2001	-do-	217	162	55	25	7973	3036	4937	62
2001-2002	-do-	264	217	47	18	11428	3852	7576	66
2002-2003	-do-	338	314	24	7	13702	6677	7025	51
2003-2004	-do-	348	308	40	11	13427	5128	8299	62
Total		1328	1113	215	16	53182	20708	32474	61

It was observed that shortfall of in-service training to teachers during 1999-2004 with reference to number of courses targeted and actually held and number of teachers called for training and who attended the training courses ranged from seven to 30 *per cent*, and 51 to 70 *per cent* respectively. Non-imparting of training to above extent affected the quality of education since the teachers were not extensively exposed to the use of specialised teaching materials and methodologies. The reasons for shortfall in number of teachers called for and who attended the training programmes were attributed (June -July 2004) by the heads of training institutions to (i) non-relieving of teachers by the head of institutions, (ii) lack of interest to attend the courses held in vacations, (iii) delayed receipt of information by the incumbents, and (iv) repeated nomination of candidates etc. Thus, while on one hand the staff of training institutions was under utilised on the other hand the aspect of training of teachers

was taken very lightly by the employees as well as the department. The Government in their reply (November 2004) accepted the facts and stated that instructions to all DEOs have been issued (October 2004) for ensuring maximum attendance of teachers called for training.

3.5.15 Non-framing of policy for transfer/rotation of staff

No transfer/rotation of staff policy was framed by the Government/ Department even after a lapse of a period of more than 50 years. As a result, while the number of court cases increased, there were considerable number of teachers having long stays at one place of posting. The position of long stay (more than five years) of teachers for the State as a whole was called for but the Directorate did not supply the same. In test-check conducted in districts of Bundi and Dungarpur there were 502 (out of 639) and 562 (out of 1233) teachers respectively who remained posted at one place for period ranging from five years to more than 30 years. The Government in their reply (November 2004) have accepted the facts and stated that efforts are being made to formulate the transfer/rotation policy.

3.5.16 Non-conducting of rationalisation of staff on regular basis

Due to regular up gradation of schools, non-closure of uneconomical schools and long stay of teachers at one place, the prescribed teacher taught ratio is disturbed which is to be sorted out by conducting rationalisation of staff every year. As per instructions (August 1999) of the Government the department undertook an exercise of rationalisation of teachers and identified 12645 teachers/ employees short or in excess of requirement in various schools. After rationalisation, 9065 teachers/employees were adjusted through internal adjustments and the remaining 3580 posts were abolished effecting notional saving of Rs 96.90 crore. In above context the Government decided (January 2000) to conduct rationalisation of teachers and other staff on regular basis to be completed by the end of October every year.

It was observed that contrary to Government instructions no rationalisation of teachers/employees was conducted during 2001-02 and 2003-04. During 2002-03 rationalisation of 3228 posts in schools in rural areas was however carried out but rationalisation for 2600 posts in urban areas though simultaneously finalised by the department could not be carried out for want of Government approval. Reasons for this were not available on record. Thus, the rationalisation of teachers as decided by Government was not carried out on regular basis.

3.5.17 Shortage of staff in rural areas

In six out of eight districts test checked bifurcation of vacancies of academic staff during 2002-04 was as under:

S. No.	Name of District	Year 2002-2003					Year 2003-2004				
		Sanctioned Strength	Actual	Vacancies			Sanctioned Strength	Actual	Vacancies		
				Urban	Rural	Total			Urban	Rural	Total
1.	Ajmer	2991	2573	132	286	418	3017	2492	140	385	525
2.	Baran	1138	941	59	138	197	1144	902	73	169	242
3.	Bhilwara-II	1430	1113	46	271	317	1492	1165	79	248	327
4.	Bundi	1404	1247	10	147	157	1433	1226	9	198	207
5.	Kota	2119	1861	124	134	258	2141	1964	61	116	177
6.	Udaipur	3623	3120	115	388	503	3721	3048	118	555	673
Total		12705	10855	486	1364	1850	12948	10797	480	1671	2151
Percentage of rural and urban vacancies with reference to total vacancies		-	-	26.27 Per cent	73.73 Per cent	-	-	-	22.32 Per cent	77.68 Per cent	

The above table revealed that the vacancies during 2002-04 in academic staff in rural area ranged between 74 and 78 per cent compared to 26 and 22 per cent in urban area. Secondly while the position of vacancies in urban area reduced from 26 per cent in 2002-03 to 22 per cent in 2003-04, the same has risen from 74 to 78 per cent in rural areas. It indicated that due to non-framing of transfer/rotation policy of staff, allowing long stay of teachers at one place of postings and non-conducting of rationalisation of staff on regular basis, lesser emphasis was given on promoting education in rural areas. The Government in their reply (November 2004) accepted the above facts.

3.5.18 Conclusion

The State Government has neither been able to frame its own education policy nor could implement the NPE satisfactorily. Due to indifferent attitude towards science and commerce education, not a single school in science and commerce faculties was opened during last five years. Further the aspect of training of teachers was taken lightly by the employees as well as the department. Government thus, failed to introduce a systematic and well planned vocational education to make the secondary education job oriented. State policy for transfer/rotation of staff was also not yet finalised.

3.5.19 Recommendations

- The State Government may frame its own Education Policy and guiding principles for transfer/rotation of staff thus, improving quality of education.
- Government should consider allotting more schools for girls' education and education for tribal students.
- Emphasis may be given on science and technology and vocationalisation of education as envisaged in NPE.
- Rationalisation of staff as per actual requirement and prescribed norms should be carried out.
- Upgradation of schools may strictly be made as per prescribed norms and procedure (August 1999) so as to avoid growth of uneconomical schools.

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- [1]. Of December 1981
- [2]. Difference of 170 ha in rounding.
3. Represents CCA actually created against targeted CCA of 84170 ha.
4. Including additional area of 13,600 ha approved under sub-project in October 1998. Initially, CCA of 1,12,000 ha was administratively sanctioned (August 1990).
5. Hanumangarh and Bhadra respectively.
6. Irrigation Construction Division, Nohar (renamed as Rajasthan Water Sector Restructuring Project), Sidhmukh Project Irrigation and Survey and Investigation Division, Bhadra.
7. ECU: Erstwhile Currency of European Economic Community
8. Prevailing exchange rate is Rs 30 per ECU as of June 1993.
9. Due to change of exchange rate of ECU *vis-à-vis* Indian currency.
10. 1999-2000 : Rs 0.005 crore, 2000-01 : Rs 0.062 crore, 2001-02 : Rs 9.929 crore, 2002-03 : Rs 4.706 crore and 2003-04 : Rs 3.898 crore.
11. Water and Power Consultancy Services (India) Ltd. - a Government of India Undertaking
12. For 16 JENs per division and norms of 300 ha per month by a JEN.
13. Raisinghpura, Charanwali, Appuwala (Nohar Division), Meghana, Badbirana and Nathwania (Bhadra Division)
14. Charanwali (Nohar), Karoti, Kanau, Lalania (Bhadra).
15. The total depth of water required by a crop to come to maturity is called its delta.
16. Birkali minor and its sub minor (Lalpur), Karamsana minor and its sub minor (Maliya).
17. Excess potential creation due to construction of canals of higher discharge.
18. $564.34 \text{ cusecs} \times 0.76 \times 2 \times 365 = 0.315 \text{ MAF}$ (including 0.002 MAF for carrier losses).
19. A society registered under Rajasthan Societies Registration Act, 1958.
20. Alwar, Barmer, Bikaner, Churu, Jhalawar, Nagaur, Sawaimadhopur, Sikar and Udaipur.
21. Dausa, Dungarpur, Jaisalmer and Karauli.
22. Sanctioned: Rs 462.08 crore – Rs 58.68 crore; Releases: Rs 430.73 crore.
23. Rs 48.47 crore in April 2004
24. Includes four cement concrete roads to be constructed by National Council for Cement and Building Material, New Delhi.
25. Excludes 271 roads of upgradation.
26. Alwar : Rs 0.07 crore, Barmer : Rs 0.04 crore, Bikaner : Rs 0.18 crore, Jhalawar: Rs 0.07 crore, Sawaimadhoupr, Sikar and Nagaur : Rs 0.02 crore each, Udaipur : Rs 2.51 crore, Dausa : Rs 0.01 crore, Dungarpur : Rs 0.98 crore, Karauli : Rs 0.08 crore, Bhilwara (upto August 2004) : Rs 0.08 crore, Sriganganagar (upto September 2004): Rs 0.03 crore and Rajsamand (upto August 2004) : Rs 0.25 crore.
27. Alwar, Barmer, Jhalawar and Karauli : Rs 0.03 crore each, Sawaimadhopur, Sikar and Nagaur : Rs 0.01 crore each, Udaipur : Rs 1.21 crore, Dungarpur : Rs 0.44 crore and Rajsamand (upto August 2004) : Rs 0.04 crore.
28. Churu and Bikaner PIUs were adopting the correct method.

29. Alwar, Baran, Bharatpur, Bhilwara, Dholpur, Kota and Udaipur.
30. Alwar : Rs 0.16 crore, Barmer : Rs 0.76 crore, Bikaner : Rs 0.14 crore, Churu : Rs 0.09 crore, Sawaimadhopur : Rs 0.17 crore, Sikar : Rs 0.13 crore, Udaipur : Rs 0.14 crore, Nagaur : Rs 0.34 crore, Dausa : Rs 0.02 crore, Dungarpur : Rs 0.06 crore, Karauli : Rs 0.20 crore and Jaisalmer : Rs 0.15 crore.
31. Alwar : Rs 15.04 lakh, Nagaur : Rs 8.15 lakh, Karauli : Rs 29.05 lakh and Jaisalmer : Rs 25.13 lakh.
32. Churu : Rs 97.20 lakh and Dausa : Rs 83.98 lakh.
33. Alwar : Rs 1.25 lakh, Churu : Rs 2.91 lakh, Jhalawar : Rs 3.55 lakh, Sawaimadhopur: Rs 2.14 lakh, Udaipur : Rs 7.20 lakh, Dungarpur : Rs 4.84 lakh, Dausa : Rs 0.73 lakh, Karauli : Rs 4.42 lakh and Sikar : Rs 11.15 lakh.
34. Bikaner : Rs 62.14 lakh, Sikar : Rs 2.20 lakh and Dungarpur : Rs 13.37 lakh
35. Alwar, Bhilwara, Jhalawar, Jhunjhunu, Kota, Nagaur, Sikar, Sirohi, Sriganganagar and Tonk.
36. Bharatpur, Bundi, Churu, Dausa, Dholpur, Hanumangarh, Jaipur, Karauli and Sawaimadhopur
37. Remaining 13 districts out of 32 districts were already covered under Lok Jumbish.
38. Alwar Rs 43.80 lakh; Nagaur Rs 6.71 lakh and Sikar Rs 27.86 lakh
39. Alwar, Bhilwara, Nagaur and Sikar
40. Bhilwara, Nagaur, Sikar and Tonk
41. Bhilwara, Sikar and Tonk
42. Bhilwara, Nagaur, Sikar and Tonk
43. Bhilwara, Sikar and Tonk
44. Bhilwara (3230), Jhalawar (1299), Kota (430), Nagaur (80), Sikar (2150), Sirohi (912) , Sriganganagar (637) and Tonk (442).
45. Bhilwara (13 places, Rs 33.09 lakh), Sikar (14 places, Rs 25.06 lakh) and Tonk (20 places, Rs 50.06 lakh).
46. Peons
47. In subsequent budget
48. Alwar, Bhilwara, Jhalawar, Jhunjhunu, Nagaur, Sirohi and Tonk
49. Ajmer, Alwar, Bikaner, Jaipur, Jodhpur, Kota and Udaipur.
50. Bharatpur, Bhilwara Chittorgarh, Sriganganagar, Pali and Sirohi
51. Banswara, Nagaur, Sawaimadhopur, Sikar and Tonk
52. Beawar, Balotra, Baran, Bundi, Churu, Dausa, Dholpur, Dungarpur, Hanumangarh, Jalore, Jhalawar, Jhunjhunu and Rajsamand
53. Jaipur, Alwar, Tonk, Ajmer, Jodhpur, Udaipur, Bhilwara, Kota, Dausa, Bharatpur and Sawaimadhopur.
54. Jaipur, Alwar, Tonk, Ajmer, Jodhpur and Udaipur.
55. Kota, Dausa, Bharatpur and Sawaimadhopur.
56. Jodhpur-6, Udaipur-7, Kota-8, Bharatpur-3, Bhilwara-8, Sawaimadhopur-1 and Tonk-34.
57. Bharatpur:112, Chittorgarh:85, Dungarpur:4, Dholpur:5, Jhunjhunu:8, Sirohi:2 and Udaipur:7.
58. Jaipur 20, Alwar 352, Ajmer 69, Udaipur 24, Kota 52, DLC, Bhilwara 61, Bharatpur 112 ALC, Tonk 66, Sawaimadhopur 12 and LWO, Dausa 135.
59. Ajmer- Rs 3.15 lakh, Alwar- Rs 3.68 lakh, Jaipur- Rs 3.25 lakh, Jodhpur- Rs 2.93 lakh, Tonk- Rs 4.66 lakh and Udaipur- Rs 1.72 lakh
60. Jaipur, Tonk, Ajmer and Udaipur.
61. Kota (4 NGOs, 10 schools), Dausa (1 NGO, 3 schools), Bharatpur (1 NGO, 2 schools) and Sawaimadhopur (1 NGO, 4 schools)
62. (i) Jan Jati Mahila Vikas Sansthan, Sawaimadhopur - Rs. 2.72 lakh in 2001-02, (ii) Navodaya Bal Vidyalaya Samiti, Kota - Rs. 7.60 lakh in 2002-04, (iii) Kota Shikshan Sansthan, Kota - Rs. 7.57 lakh in 2001-04, (iv) Deep Vidya Mandir Samiti, Dausa - Rs. 7.62 lakh in 2002-04, (v) Social Welfare Charitable Trust, Bharatpur - Rs 2.29 lakh in 2003-04, (vi) Karma Bal Vidya Niketan Samiti, Kota - Rs. 2.29 lakh in 2003-04 and (vii) Divya Jyoti Vidya Mandir School Samiti, Kota - Rs. 2.29 lakh in 2003-04.
63. 75 : GOI, 25 : NGO
64. Data for 2003-04 were not available
65. Ajmer, Churu, Jaipur, Jodhpur, Kota and Udaipur.
66. In 32 districts (in 24 districts one DEO each and in 8 districts 2 DEOs each).
67. Ajmer, Alwar, Baran, Bhilwara, Bikaner, Bundi, Kota and Udaipur
68. Figures have been taken from *Shiksha ki Pragati*
69. Ajmer, Alwar, Baran, Bhilwara, Kota and Udaipur.
70. 126 Secondary schools and 126 faculties (13 Science, 4 Commerce and 109 Arts streams).
71. Rs 2.86 crore transferred to PWD for construction of centres and Rs 0.89 crore spent on purchases of computer hardware. .
72. Four IASEs at Ajmer, Bikaner, Sardarshahar (Churu) and Udaipur
73. Seven CTEs at, Bagar (Jhunjhunu), Bhusawar (Bharatpur), Dabok (Udaipur), Hatundi (Ajmer), Jamdoli (Jaipur), Jodhpur and Sangaria (Hanumangarh)