

CHAPTER-IV

4.1 District-centric Audit of North Goa District

Highlights

Recognising the importance accorded by the Planning Commission, Government of India for a district-centric approach to devolution of finances for integrated local area development, a district-centric audit of North Goa district was carried out to assess the status and impact of implementation of various socio-economic developmental activities in the district during 2006-11 and to evaluate whether the quality of life of the people had improved as a result of the same.

The review covered key social sector programmes relating to education, health, water supply, social welfare and security as well as economic sector programmes relating to creation of roads and other infrastructure, employment generation and poverty alleviation, tourism, provision of basic amenities to the public etc.

While Audit brought out many positive findings in the social sector programmes relating to health and education, it was noticed that in the areas of employment generation, housing, waste management etc, more focussed attention was needed to achieve the objectives of the programmes in these sectors.

The District Planning Committee constituted for preparation of overall planning for the district remained non-functional. The Village Panchayats also did not prepare any development plans for their respective areas. This contributed to the failure to address grass-root requirements.

(Paragraph 4.6)

There was no authority to monitor the flow of funds and expenditure incurred in the district. The departments did not keep separate statistics for district-wise expenditure on the schemes implemented.

(Paragraph 4.7)

All the functions prescribed under the Panchayati Raj Act 1994 and the State Finance Commission, had not been devolved to the Panchayati Raj institutions. The sanctioning authorities failed to watch the utilisation of the grants sanctioned to the Zilla Panchayat and Village Panchayats.

(Paragraph 4.8)

Deficiencies were found in infrastructure and basic amenities in the test-checked schools across the three selected blocks in the district.

(Paragraph 4.9.1.1)

The Mid-Day Meal programme ran the risk of sub-standard food being served to the children as no sample analysis of the food was conducted.

(Paragraph 4.9.1.2)

The targets for infant mortality, maternal mortality and total fertility had been achieved. The achievements against targets fixed for vaccination, interventions for maternal health and birth control methods during the period of audit ranged from 15 to 136 *per cent*.

(Paragraph 4.9.2.1)

Thirteen *per cent* of the habitations in North Goa district remained uncovered under schemes for supply of drinking water.

(Paragraph 4.9.3)

While the improvement in road length was negligible, there was a 48 *per cent* increase in traffic density in the roads over the last four years. The funds provided by the Government of India under the Prime Minister's Gram Sadak Yojana had not been utilised for the last five years, with the task of implementation shifting between the District Rural Development Agency and the Public Works Department.

(Paragraph 4.10.1.1)

The execution of the Mahatma Gandhi National Rural Employment Guarantee Act in the district was hampered due to delay in approval and commencement of works and inadequate planning. The scheme was operated more as a supply-driven one than a demand-driven one in the district. Despite the availability of funds, no jobs were provided in the year 2008-09. Only three *per cent* households were provided with 100 days' employment. A total of 1,043 households received wages after delays ranging up to 80 days in three test-checked blocks. A total of 828 job-card holders were above 60 years of age in the test-checked blocks. The priority of taking up the works was not observed in the district.

(Paragraph 4.10.2.1)

The coverage of Below Poverty Line families was only 16 *per cent* against 30 *per cent* to be covered in five years under Swarnajayanti Gram Swarozgar Yojana. Only 39 *per cent* of Self Help Groups had started economic activities in the district.

(Paragraph 4.10.2.2)

Under the Indira Awas Yojana (IAY), 862 new constructions and 302 repair works of houses sanctioned up to 2008-09 had not been completed. The Village Panchayats had recommended IAY houses for 13 *per cent* of BPL families only. A total of 386 BPL families in the waitlist had been deprived of houses for the last four years.

(Paragraph 4.10.3.1)

Under the Rajiv Awas Yojana, 42 *per cent* of new houses and 31 *per cent* of repair cases had not been completed.

(Paragraph 4.10.3.2)

Waste processing and disposal facilities in three test-checked Municipal Councils had not been commissioned due to delays in land acquisition.

(Paragraph 4.11.1.1)

The crime rate in the district increased by 59 per cent from the year 2006 to 2011.

(Paragraph 4.11.2)

District-centric Audit of North Goa District

Introduction

4.1 General Profile of the District

The North Goa district covers an area of 1,736 sq km and is headquartered at Panaji. The district accounts for 56 per cent (8.18 lakh) of the population of the State (14.58 lakh¹) with 55 per cent of them residing in rural areas. The decadal population growth rate of the district was 7.80 per cent as compared to the State average of 8.17 per cent and the national average of 17.64 per cent. The district has been divided into six development blocks covering 120 Village Panchayats (VPs) with 209 inhabited and four uninhabited villages. The literacy rate is 88.85 per cent (women: 83.74 per cent and men: 93.77 per cent) which is above the national average of 74.04 per cent (women: 65.46 and men: 82.14 per cent). The number of Below Poverty Line (BPL) families in the district stood at 14,824 as on March 2011, which was only 1.81 per cent of the total population.

4.2 Administrative Structure

The District Collector is the revenue head of the district. The State Planning Department prepares the development plans of the State as a whole. The Director of Panchayats is the sanctioning authority for the Panchayati Raj Institutions (PRIs). He is assisted by seven Block Development Officers (BDOs) to exercise control over 120 Village Panchayats (VPs) in the district. The State has two-tier PRIs (Zilla Panchayats headed by Chief Executive Officers and VPs headed by Panchayat Secretaries). The Director of Municipal Administration is the sanctioning authority for seven Municipal Councils/Corporation (MCs) in the district. The Project Director, District Rural Development Agency (DRDA) is the sanctioning authority for the rural development schemes of the Central and State Governments and executes these schemes through BDOs, ZP and VPs in the district.

The developmental schemes are implemented by VPs, BDOs, MCs, Deputy Directors of Education, Public Works Divisions, etc; and the progress of the schemes is reported to the respective departmental heads. Apart from these, the DRDAs, the Directors of Social Welfare and Municipal Administration, etc. also execute some schemes directly and supervise the schemes under their jurisdiction.

¹ Census 2011.

4.3 Audit objectives

The objectives of audit were to assess whether:

- the annual planning process for the district was adequate;
- funds allocated to the district in the State budget and those released by the Government of India directly to the implementing agencies were properly utilised and accounted for;
- various schemes were implemented effectively; and
- proper monitoring systems for the implementation of schemes was in place.

4.4 Audit criteria

The audit findings were bench-marked against the following criteria;

- State Annual Plans and Five Year Plan 2007-12;
- Scheme guidelines and Government orders;
- General Financial Rules 2005 and Receipt and Payment Rules 1983;
- The prescribed monitoring mechanism of the State.

4.5 Scope of Audit and Methodology

Discussions were held with the stakeholders, inter alia, the Finance Secretary; the Directors of Panchayats, Municipal Administration, Education, Social Welfare and Animal Husbandry; the Commissioner of Labour and the Chief Engineer, PWD in an entry conference on 6 May 2011.

Three out of six blocks were selected for detailed scrutiny on the basis of being semi-urban (Bardez block) and remoteness from the district headquarters (Pernem and Sattari blocks). Further, 26 (20 *per cent*) out of 120 VPs were also selected for extensive audit based on simple random sampling without replacement method. The audit was conducted during March 2011 to July 2011 by reviewing the records of the selected units of three blocks, the DRDA, the Zilla Panchayat, the Sarva Shiksha Abhiyan Society, the Public Works Department, the Directors of Planning, Panchayats, Social Welfare, Education, Tourism, Municipal Administration and Transport departments. The period of scrutiny of the records of these departments was for five years (2006-11).

The exit conference was held on 10 August 2011 with the Secretaries of Finance, Education and Rural Development departments and the Directors of Health Services, Panchayats, Municipal Administration, DRDA, Social Welfare and Principal Chief Engineer, PWD. Their views on the audit findings are incorporated in the respective paragraphs.

4.6 Planning

The Government of India (GOI) envisages an inclusive and participative planning process for the development of districts. The 74th amendment of the Constitution mandated the establishment of District Planning Committees (DPC) for consolidating the plans prepared by the Village Panchayats and Municipal Councils in each district into an integrated district plan. The North Goa DPC² was constituted in October 2003 and reconstituted periodically according to the changes in the constitution of the local administration from time to time after elections. At the beginning of every Five-Year Plan, the local bodies at the grass-root level were to prepare a five-year plan. An annual plan had to be prepared by the beginning of January every year, for submission to the DPCs. The DPCs were to consolidate the plans prepared by the ZP/VPs and MCs in the district and prepare draft development plans for the districts as a whole.

DPC had not prepared any district plans and VPs had not prepared any Village Plans

Audit observed that the DPC of North Goa had met only twice during the last five years. No development plans had been prepared (June 2011) due to non-preparation of development plans by the ZP/VPs/MCs. In order to mobilise the VPs for preparation of development plans with the help of Village Ward Committees, the Director of Panchayats (DOP) convened a meeting in September 2009 and held (February 2010) a workshop of the DPC members, Sarpanchas, Deputy Sarpanchas and Secretaries of VPs to guide them in the preparation of village development plans. The work of preparation of model annual plans and imparting training was given (October 2009) to the Goa Institute of Rural Development and Administration (GIRDA). GIRDA imparted training to the Ward Development Committees and Secretaries of three selected (Majorda, Anjuna and Ambaulim) VPs for preparation of village plans. GIRDA was to prepare model annual plans for VPs based on the development plans of these three VPs. As no development plans were prepared by the VPs, no model plans could be prepared by GIRDA.

In the absence of holistic perspective plans for the district involving the local bodies, implementing departments and beneficiaries of the programmes, a proper well-defined development strategy for North Goa district could not be prepared. This resulted in developmental schemes being implemented in an adhoc manner without community participation.

Since records of district level allocation of plan outlays and expenditure were not maintained, the utilisation of the plan allocation for North Goa district could not be ascertained.

² Chairman-Zilla Panchayat Adhyaksha, Members-Member of Parliament (LS), Mayor of City Corporation of Panaji, Nine ZP members and one councilor each of 6 Municipal Councils, 23 MLAs of North Goa district are the permanent invitees. The Chief Executive Officer of ZP is the Secretary to the DPC.

4.7 Financial Management and Accounting Framework

Funds are allocated to each department through the State budget for implementation of various developmental activities. In addition, funds are released directly to DRDA and implementing agencies for various socio-economic programmes by the State and Central Governments. The DRDA and DOP, release funds to the ZPs, VPs and other executing agencies, based on the approved allocations for individual schemes.

Details of the district-wise flow of funds during the period 2006-11 and the expenditure incurred during the period were not available with the district authorities or with the department heads. The DRDA, ZP, VPs and MCs in the district, however, provided statistics in respect of the limited number of rural and infrastructural development schemes implemented by them in the district. In respect of major State and Central schemes, no separate allocation for the district was provided. The expenditure for North Goa district was also not ascertainable from the accounts of the State as compiled and maintained by the Director of Accounts.

During the exit conference, the Finance Secretary admitted (August 2011) the position and stated that the Government would consider maintaining district-wise expenditure figures in the individual administrative departments. The compilation of these figures will be carried out by the Planning Department.

4.8 Functioning of Panchayati Raj Institutions in the District

The Village Panchayats (VPs) came into existence in Goa under the provisions of the Goa, Daman & Diu Village Panchayat Regulation 1962. As per the 73rd amendment of the Constitution, a two-tier structure of PRIs was prescribed and the North Goa Zilla Panchayat (ZP) came into existence under the provisions of the Panchayati Raj Act 1994. The Secretaries of the VPs and the Chief Executive Officer of the ZP were the administrative heads of these institutions. The DOP exercised administrative control over the ZPs and VPs at the State level.

The Panchayati Raj Act 1994 provides for entrustment of 26 and 29 functions listed in Schedule XI of the Constitution (**Appendix-4.1**) to ZPs and VPs respectively. Though the Second State Finance Commission had recommended devolution of all these functions, only 12 functions each had been devolved partly to the ZPs and VPs respectively (**Appendix-4.2**). While the VPs generated their own revenue by collection of taxes etc. the ZPs were fully dependent on grants from the Government. The total grants received and spent during the last five years by the North Goa ZP were as shown in **Table 1**.

Devolution of functions to PRIs was incomplete

Table-1
Statement showing grants received and utilised by Zilla Panchayat

(₹ in crore)

Year	Opening balance	Grant received	Bank interest and other receipts	Total available funds	Expenditure incurred	Balance
2006-07	6.87	4.32	0.73	11.92	6.40	5.52
2007-08	5.52	3.79	1.79	11.10	6.87	4.23
2008-09	4.23	5.58	1.59	11.40	7.17	4.23
2009-10	4.23	6.70	0.26	11.19	9.56	1.63
2010-11*	1.63	7.15	0.23	9.01	6.58	2.43
Total		27.54	4.60		36.58	

*Unreconciled figures

(Source: Furnished by ZP)

The functioning of the ZP was fully dependent on the grants sanctioned by the Government. Budgets, five-year and annual plans had not been prepared so far. A scrutiny of the various works executed by the ZP during the period 2008-11 revealed that it undertook 593 works during the period 2008-11 which included 105 works executed for construction, renovation and development of temples and churches as shown in **Table 2**.

Table-2
Statement showing details of works executed by Zilla Panchayat

Year	Total number of works executed	Cost (₹ in crore)	Number of works executed for temples and churches	Cost of these works executed (₹ in crore)	Percentage
2008-09	121	3.49	20	0.55	16
2009-10	232	8.04	43	1.31	16
2010-11	240	7.82	42	0.96	12
Total	593	19.35	105	2.82	15

(Source: Compiled by audit)

It was observed that the ZP spent ₹ 2.82 crore (15 per cent) out of ₹ 19.35 crore for the construction and development of places of worship, which was not included under the 12 entrusted functions.

The details of grants given to the VPs in the district by the State Government are shown in **Table 3**.

Table-3

Statement showing grants released to Village Panchayats

(₹ in crore)

Year	Grants released by Director of Panchayats to VPs				Total
	Grant in lieu of octroi	Grant for infrastructure development	Finance Commission grants	Salary and other administrative grants	
2006-07	1.71	6.27	2.17	0.88	11.03
2007-08	1.67	4.67	0.79	0.88	8.01
2008-09	6.12	7.22	2.18	1.41	16.93
2009-10	6.66	5.83	0.72	1.97	15.18
2010-11	6.26	6.30	1.63	2.03	16.22
Total	22.42	30.29	7.49	7.17	67.57

(Source: Furnished by DoP)

As per Rule 212 of the GFR 2005, Utilisation Certificates (UCs) should be insisted upon from institutions receiving grants for ensuring actual utilisation of the grants for the purposes for which they were sanctioned. No UCs were furnished to the Director of Panchayats in respect of the grants in lieu of octroi and salary and other administrative grants sanctioned to VPs. Grants for infrastructure development were provided to financially weaker panchayats by the State Government against sanctioned infrastructure development works. It was seen that UCs in respect of ₹ 10.56 crore sanctioned during the period from 2006-07 onwards for this purpose were pending as on March 2011.

The XII Finance Commission had sanctioned ₹ 18 crore during 2005-10 for the PRIs of the State. Due to delay in utilisation of the grants by the PRIs, GOI released grants totalling only ₹ 12.60 crore during the period 2005-10. The balance funds totalling ₹ 5.40 crore were allowed to lapse. As of March 2011, UCs relating to ₹ 1.47 crore in respect of Finance Commission grants to GOI were pending.

4.9 Social Services Sector

4.9.1 Education

Education is one of the most important indicators of social progress of a nation. Both the State and Central Governments have been spending enormous amounts on increasing the enrolment and retention of children in schools, especially in the primary and elementary segments. Focus is also on inclusive progress, with special attention to girls, SC/ST communities, other vulnerable sections of the society and remote and backward areas.

During the period 2006-11, the State had incurred a total of ₹ 2,179.37 crore on elementary and school education; ₹ 437.21 crore on higher education and ₹ 35.18 crore on technical education. As the figures relating to district-wise allocation and expenditure had not been maintained, the funds allocated and spent for education in North Goa district was not ascertainable. The numbers of educational institutions that catered to the education needs of the population of North Goa district as on March 2011 is shown in **Table 4**.

Table-4

Statement showing numbers of educational institutions in North Goa

Type of institution	Government	Non-Government (Aided and Unaided)	Total
Primary school	462	180	642
Middle school	34	15	49
High school	46 ³	177	223
Higher Secondary school	5	41	46
Professional colleges	12	11	23
Non professional colleges	3	9	12

(Source: Education Report 2010-11)

Two main schemes, viz., the Sarva Shiksha Abhiyan and the Mid-Day Meal Scheme were reviewed to assess the impact of the implementation of the schemes in the district.

4.9.1.1 Sarva Shiksha Abhiyan

The Sarva Shiksha Abhiyan (SSA) is one of the flagship programmes of GOI for universalisation of primary education. SSA was launched in 2000-01 with the following objectives (a) schooling for all children (b) primary schooling for all children completing five years, by 2007 (c) elementary schooling for all children completing eight years, by 2010 (d) elementary education of satisfactory quality with emphasis on education for life (e) bridging all gender and social category gaps at the primary and upper primary stages by 2007 and (f) universal retention by 2010. The scheme was being implemented in the State by the SSA Society since October 2005. The details of grants received and expenditure incurred under the scheme in the State⁴ during the period 2006-11 are shown in Table 5.

Table-5

Statement showing grants received and expenditure incurred

(₹ in crore)

Year	Opening balance	Amount released				Expenditure	Balance
		Central	State	Miscellaneous receipts ⁵	Total		
2006-07	5.45	7.24	3.44	0.25	16.38	13.39	2.99
2007-08	2.99	9.00	4.85	0.23	17.07	11.36	5.71
2008-09	5.71	8.04	5.83	0.58	20.16	12.87	7.29
2009-10	7.29	5.51	4.56	0.21	17.57	13.77	3.80
2010-11	3.80	6.71	5.94	0.57	17.02	14.25	2.77
Total	25.24	36.50	24.62	1.84	88.20	65.64	

(Source: Furnished by the Director SSA)

³ Include four Kendriya Vidyalayas

⁴ The Director, SSA did not maintain district-wise figures separately.

⁵ Interest on saving bank/interest on deposit on girls education/tender fees/receipt from NCERT/refund by VEC/refund from IGNOU.

- **Enrolment in Government and Government-aided schools**

A review of the enrolment of children in the district for primary and upper primary schools (up to Standard VIII), especially in the context of implementation of SSA in Government and Government-aided schools, revealed a decreasing trend in the number of Government schools and increase in Government-aided schools. Over the last five years, while the enrolment of children in Government schools decreased by 11.40 *per cent* it increased by 13.77 *per cent* in Government-aided schools as shown in **Table 6** below:

Table-6

Statement showing enrolment of children in Government and Government-aided schools in North Goa district

Year	Number of schools		Number of children	
	Government	Government-aided	Government school	Government-aided school
March 2007	651	263	31,675	57,070
March 2008	649	267	32,376	50,307
March 2009	649	261	31,150	50,314
March 2010	647	263	30,169	62,296
March 2011	644	275	28,061	64,932

(Source: Furnished by DoE)

The decrease in enrolment in Government schools was due to the people's inclination towards English medium schools, insufficient infrastructure and basic amenities etc. as discussed in the subsequent paragraphs.

Audit test-checked the enrolment of students in schools in 20 selected Cluster Resource Centres⁶ (CRCs) of three blocks (Bardez, Pernem and Sattari). It was observed that though there was an increase in enrolment in the upper primary section in all the three blocks, the enrolment in the primary section in Pernem and Sattari blocks showed a decreasing trend over the last five years (Pernem decreased from 1,773 to 1,766 and Sattari decreased from 1,609 to 1,381 as on March 2006 and March 2011 respectively). The State Project Director replied (August 2011) that the decrease could be on account of parents' preference to enrol their wards in city schools, migration of labourers to other areas etc.

- **Intervention for Out-of-School children**

The scheme provides for intervention for out-of-school children⁷ by way of non-residential bridge courses, mobile schools, remedial teaching, alternative and innovative education centres, residential bridge courses, etc.

⁶ Cluster resource centres were formed (2005-06) in the district to complement and supplement every two school complexes comprising of six to 14 primary/middle/high (Government and Government-aided) schools.

⁷ Working children, street children, deprived children in urban slums, children of sex workers, etc.

The details of out-of-school children during the last five years were as shown in **Table 7**.

Table-7
Statement showing out-of-school children

(Physical in numbers and financial in lakh of rupees)

Year	Target for North Goa		Achievement		Percentage achievement	
	Physical	Financial	Physical	Financial	Physical	Financial
2006-07	65	22.40	13	14.03	20	63
2007-08	1385	27.58	100	2.39	7	9
2008-09	1057	34.50	281	23.14	27	67
2009-10	931	26.27	712	11.25	76	43
2010-11	659	17.32	404	9.59	61	55

(Source: Furnished by Project Director, SSA)

255 children were out of school as on March 2011

The department failed to achieve the targets fixed by GOI as 255 children remained out of school in the district at the end of March 2011. The State Project Director replied (May 2011) that many children had migrated to other States. However, maximum efforts were being made for achievement of the targets.

- **Drop-out level in the elementary schools**

The status of drop-out level of children after enrolment in respect of North Goa was as shown in **Table 8**.

Table-8

Statement showing number of children dropping out from schools

Year	Number of children who dropped out during the year	
	Primary school	Upper primary school
2006-07	210	697
2007-08	0	0
2008-09	0	0
2009-10	66	172
2010-11	0	0

(Source: Furnished by SSA)

The reporting on drop out children was incorrect

The State Project Director stated (April 2011) that the number of children who dropped out in the years 2007-08, 2008-09 and 2010-11 was not available. Test check by audit in the selected 20 CRCs of three blocks found that 39 children had left schools midway between 2007-09 and 2010-11, due to migration.

Further, the household survey for identification of out-of-school children in Goa conducted between March to June 2009 through the Centre for Development Planning and Research, Pune showed that 55 school children in the above three blocks and 238 in the district had dropped out mainly because

of no interest in further education, migration and poor economic condition of families.

- **Intervention for disabled school children under SSA**

Block and cluster resource persons collect data for disabled children by visiting the schools. The status of intervention for disabled school-children during the years from 2006-11, by way of inclusive education in the district is shown in **Table-9**.

Table-9

Statement showing intervention for disabled school children

(Physical in numbers and financial in lakh of rupees)

Year	Target		Achievement		Percentage achievement	
	Physical	Financial	Physical	Financial	Physical	Financial
2006-07	1245	14.94	759	10.64	60.96	71.22
2007-08	1519	18.23	794	2.99	52.27	16.40
2008-09	899	7.19	794	3.01	88.32	41.92
2009-10	915	7.78	453	5.72	49.51	73.52
2010-11	559	12.86	472	14.77	84.44	100.00

Coverage of disabled children was only 49 to 88 per cent during the five years

(Source: Furnished by SSA)

The targets fixed were never achieved during the last five years. The State Project Director attributed (May 2011) the non-coverage to lack of interest of parents, unwillingness of children etc. It was further stated (August 2011) that the actual estimate for the year 2007-08 was 900 but the target fixed by GOI was 1,519.

- **Community training/mobilisation**

As the community members/leaders are familiar with the problems of the target group, their training/mobilization helps the planning team to propose intervention accordingly. The SSA envisaged three days' block level residential training and three days' cluster level non-residential training to the community leaders, such as members of village education committees, parent teacher associations and local representatives. The targeted number of community members to be trained in the district was never achieved during the last four years 2007-11 as shown in **Table 10**.

Table-10
Statement showing community training/mobilisation

(Physical in numbers and financial in lakh of rupees)

Year	Target		Achievement		Percentage achievement	
	Physical	Financial	Physical	Financial	Physical	Financial
2007-08	5136	3.08	1500	0.90	29.21	29.22
2008-09	2760	1.66	0	0.67	0	40.36
2009-10	2658	1.59	1777	1.07	66.85	67.30
2010-11	5570	9.41	2953	3.96	53.01	42.08

(Source: Furnished by SSA)

The State Project Director replied (June 2011) that community training programmes were conducted on working days and hence, the participation of the village education committee members and community members including parents was not to the expected level.

- **Teachers' training**

The SSA envisaged 10 days' in-service training for all teachers each year and 30 days' induction training for newly recruited teachers. The training helped to improve the quality of the education imparted. The targets fixed in the district for the teachers' training module and achievements are shown in **Table 11**.

Table-11

Statement showing targets and achievements of teachers' training

(Physical in numbers and financial in lakh of rupees)

Year	Target		Achievement		Percentage achievement	
	Physical	Financial	Physical	Financial	Physical	Financial
2006-07	3450	184.06	2961	97.35	85.82	52.89
2007-08	3432	48.06	1500	20.35	43.70	42.34
2008-09	3329	41.40	1458	21.48	43.81	51.88
2009-10	3573	53.60	1433	8.60	40.10	16.04
2010-11	3600	45.00	1938	9.33	53.83	20.73

(Source: Furnished by SSA)

The targets fixed were never achieved during the last five years. The State Project Director, SSA attributed (July 2011) the shortfall to delays in releasing the amounts to the block level; deputing teachers for election duty; census duty etc. The reply is not tenable as the elections were held in 2007 and 2009 and the census was conducted in 2011, for which limited number of days were utilised. Lack of training would adversely affect the quality of education.

• **Infrastructure**

The SSA norms prescribe a minimum of two classrooms with verandahs for each primary school and separate rooms for every section (three classrooms with a verandah) of upper primary schools. During the period 2006-08, total funds of ₹ 1.58 crore were given by SSA to PWD for construction of 84 additional classrooms in 70 schools. The PWD constructed 71 classrooms in 57 schools and the balance 13 additional classrooms were incomplete (June 2011). In the selected CRCs of the three blocks, the position of infrastructure in the primary and upper primary schools as of March 2006 and 2011 was as shown in **Tables 12 and 13**.

Table-12
Statement showing infrastructure in primary schools

(Figures in numbers)

Year	Primary schools	Children enrolled	Schools without accommodation	Schools having one room only	Schools having two rooms	Schools having two rooms & verandah	Schools having three rooms & verandah	Schools having more than three rooms & verandah
2006-07	130	5746	1	19	8	57	38	7
2010-11	131	6144	1	13	7	61	42	7

(Source: Furnished by concerned CRCs)

Table-13
Statement showing infrastructure in upper primary schools

(Figures in numbers)

Year	Upper primary schools	Enrolled children	Schools having two rooms & verandahs	Schools having three rooms & verandahs	Schools having more than three rooms
2006-07	48	6389	1	15	32
2010-11	48	7527	0	13	35

(Source: Furnished by concerned CRCs)

Though there were seven *per cent* and 18 *per cent* increases in the enrolment in the primary and upper primary schools respectively, the increase in construction of additional rooms and verandahs was negligible. One primary school⁸ was functioning without accommodation. As the State Project Director had not proposed construction of any additional classrooms during the period 2008-11 no funds were allocated by the GOI for additional classrooms during 2008-11.

• **Basic amenities**

As per SSA norms, every primary and upper primary school should have a separate toilet for girls, access ramp, drinking water, etc. During 2006-11, a total of 89 common toilets, 55 toilets for girls and 44 drinking water facilities in 44 schools were constructed in Government schools. The status of basic amenities in the schools of selected CRCs as on March 2011 was as shown in **Table 14**.

⁸ GPS, Trop, Sodiem in Bardez block is functioning in a temple.

Table-14
Statement showing basic amenities in the schools

(In numbers)

Primary/upper primary	Total schools	Schools having girls toilet	Drinking water available	Access ramp available	Boundary wall available	Play ground available
Primary school	131	88	121	65	80	32
Upper primary School	48	48	43	11	32	29

(Source: Furnished by Director of Education)

Facilities like girls' toilets, drinking water and access ramps were not provided in all primary and upper primary schools.

During test check (April 2011) of 21 schools by Audit⁹, the team found unhygienic toilets in eight schools; non-availability of water in toilet in one school; non-availability of toilet in one school; no access ramp in three schools; improper access ramp and improper floor level of class-rooms in one school; non-availability of child-friendly equipment¹⁰ in six schools; dumping of obsolete materials in the class-rooms in eight schools and non-covering of verandahs with iron grills in seven schools. The headmasters of the schools stated (May and June 2011) that, the village education committee had failed to complete the access ramp and verandah grills. Besides, toilets were not being repaired by PWD promptly. SSA society did not sanction child-friendly equipment, the floor was not executed properly by the contractor, no space was available for dumping of obsolete material etc.

The basic amenities are not provided in all schools

- **Availability of teachers in schools**

As per the norms, the minimum number of teachers in a primary school should be two and there should be one teacher for every class in the upper primary. It was observed that 247 out of 658 primary schools in the district had only one teacher. Test check in 20 Cluster Resource Centres (CRCs) of three blocks revealed that the number of schools without the required number of teachers had increased during 2006-11 as shown in the **Table 15**.

Table-15
Statement showing number of primary schools with one teacher

(Figures in numbers)

Year	Bardez		Pernem		Sattari	
	Primary schools	Primary schools having one teacher only	Primary schools	Primary schools having one teacher only	Primary schools	Primary schools having one teacher only
2006-07	39	13	40	14	51	26
2007-08	39	13	40	14	51	27
2008-09	39	13	40	14	52	29
2009-10	40	16	40	17	51	30
2010-11	40	17	40	17	51	28

(Source: Furnished by the BRCs)

⁹ Test-check conducted along with Block resource co-ordinators and Block resource persons.

¹⁰ Equipment like swing and slide.

Forty-eight per cent (62 schools) schools in the selected CRCs (124 schools) had one teacher only

It was observed that out of 131 primary schools selected, 62 schools had one teacher only. Inadequate teaching staff in the schools was bound to affect the quality of education in the district. Proper co-ordination between implementing agencies would have ensured that these minimum facilities were provided to children.

4.9.1.2 Mid-Day Meal scheme

The Mid-Day Meal (MDM) scheme was launched (1995) by GOI with the objective of giving a boost to universal primary education by increasing the numbers of enrolment, attendance and retention and simultaneously improving the nutritional status of students in primary classes. Under the scheme, cooked meals comprising 100 and 150 grams of food grains with calorific value of 450 and 700 and protein content of 12 and 20 grams was being supplied to students of Government and Government-aided primary and upper primary schools respectively. In Goa, the MDM scheme was being implemented from June 2005. The scheme guidelines provide for meals to be prepared within the school premises. In the absence of space for providing separate kitchens and cook-cum-helpers in schools, the Director of Education allocated the work of providing cooked meals to Self Help Groups (SHGs) having valid licences from the Food and Drugs Administration and registered under the Societies Registration Act 1860.

The details of grants sanctioned and that utilized under the scheme during the period 2006-11 are shown in the **Table 16**.

Table-16
Statement showing grants received and their utilization

(₹ in crore)

Year	Grant received			Grant utilised	Unspent balance
	GOI	State	Total grant		
2006-07	2.07	4.27	6.34	5.71	0.63
2007-08	2.59	3.19	5.78	5.70	0.08
2008-09	5.66	1.90	7.56	4.58	2.98
2009-10	7.94	4.53	12.47	10.32	2.15
2010-11	13.47	5.35	18.82	15.48	3.34
Total	31.73	19.24	50.97	41.79	

(Source: Furnished by DoE)

The details of the number of primary and upper primary schools and students covered in North Goa district under the scheme are shown in **Table 17**.

Table-17
Statement showing number of schools and children covered

Year	Number of schools		Number of students		Attendance of students	
	Primary	Upper Primary	Primary	Upper Primary	Primary	Upper Primary
2006-07	659	NA	42100	NA	41956	NA
2007-08	661	NA	42765	NA	42698	NA
2008-09	664	NA	42561	NA	42514	NA
2009-10	674	259	41968	49888	41875	49770
2010-11	676	256	54834*	37991*	52467	36467

**The Primary school section has been changed to Class I to V from 2010-11 onwards
(Source: Furnished by DoE), NA=Not applicable*

The scheme was being implemented in the State since 2005. The attendance of students over the last five years had decreased from 99 *per cent* in 2006-07 to 95 *per cent* in 2010-11.

- **Short-serving of mid-day meal**

As per the norms, the number of school working days was 200 and 220 days for primary and upper primary schools respectively. Further, as per the norms of MDM, the children of primary schools and upper primary schools were to be served each school day, meals having 100 and 150 grams of foodgrains of rice/wheat respectively, excluding other ingredients (pulses, vegetables, oil, fat, salt and condiments) prepared by Self Help Groups (SHGs).

*Non-utilisation of
653.72 metric tonnes
of foodgrains*

Audit observed that, during 2009-10, the MDM was served for 180 days and 169 days covering 41,968 and 49,888 children of primary and upper primary schools respectively. The reduction in the number of days of MDM resulted in non-utilization of the allocated 653.72¹¹ metric tonnes of foodgrains in the year 2009-10 for primary and upper primary schools.

The year-wise position of foodgrains required and that consumed for the MDM during the period 2006-11 are shown in **Appendix-4.3**.

It may be seen from the Appendix that the actual quantities of foodgrains utilised were less than the required quantities. Supply of foodgrains for the meals served to children ranged from 79 to 95 grams in primary schools and 140 to 143 grams in upper primary schools, as against the prescribed quantity of 100 and 150 grams of foodgrains respectively in the district, indicating that the prescribed nutrition was not provided to the children of the district.

The Director attributed (August 2011) less consumption during 2006-09 to short-release of foodgrains by GOI. During 2009-10, the implementation of the scheme was delayed by one and a half months due to delay in approval of the State Government and during 2010-11, the full foodgrain quota was not

¹¹ Quantity allocated = 2520.36 MT (936.96 MT for primary school and 2583.40 MT for upper primary school *minus* Quantity lifted = 1866.64 MT (662.44 MT for primary school and 1204.20 MT for upper primary school).

released by the Food Corporation of India (FCI) for the fourth quarter due to labour problems.

The reply is not acceptable as there was no short supply of foodgrains by GOI during 2006-09. Further, the administrative delay in implementation during 2009-10 and non-release of full quota by FCI during 2010-11 impacted the implementation of the scheme in the State.

- **Monitoring**

The State Government constituted (June 2005) monitoring committees at the State, district, block and school levels under the scheme. The monitoring committees were to guide implementing agencies as well as monitor and assess the impact of the programmes and action taken on the reports of independent monitoring/evaluation agencies.

Monitoring committees at State, district, block and school level were non-functional

The State level committee was expected to meet at least once every six months, district and block level committees were to meet at least once a quarter and school level committees, every month. It was however, observed that these committees never met during the period 2006-11.

The work of external monitoring and evaluation had been entrusted to the Directorate of Planning, Statistics and Evaluation in 2008-09 and its report was awaited (October 2011).

- **Sample selection for quality**

Assistant District Education Inspectors (ADEIs) were required to pay surprise visits to primary schools and to collect 100 grams of food samples supplied by each SHG in each month. These were to be submitted for chemical analyses to the Goa College of Home Sciences, Panaji. The position of sample collection in the district is given in **Table 18**.

Table-18

Position of sample collection in the district

Year	Number of SHGs	Number of samples to be taken ¹²	Number of samples actually taken	Number of samples found to be of poor quality	Percentage of poor quality samples	Percentage shortfall in collection of samples
2006-07	17	170	15	2	13	91
2007-08	16	160	40	2	5	75
2008-09	16	160	54	0	0	66
2009-10	20	520	67	7	10	87
2010-11	52	520	0	0	0	100

(Source: Furnished by DoE)

¹² Every month one sample to be taken for 10 months (June to March of the academic year) from every SHG.

There were huge shortfalls in sample collection and analysis in food supplied by SHGs

Test check by Audit in the three selected blocks revealed that as against the prescribed minimum number of 630 samples to be collected, the actual collection was 71 (11 per cent) (Bardez: seven per cent, Pernem: 18 per cent and Sattari: 19 per cent). It was also noticed that due to shortage of faculty staff, the College of Home Sciences had refused (August 2010) to accept the food samples for analyses during the academic year 2010-11. Hence, there were no samples collected for check during the year 2010-11.

Non-collection and non-testing of food samples were serious lapses as there were no checks on the quality of food being supplied to students across the district. Absence of quality control checks would result in supply of substandard/adulterated food to school children.

4.9.2 Health Services

Health care services for the people of North Goa district are provided by the Health Department through a network of a district hospital, three Community Health Centres, two Urban Health Centres, seven Primary Health Centres, 95 Sub-Centres and 20 Rural Medical Dispensaries. The Goa Medical College, Goa Dental College and the Institute of Psychiatry and Human Behaviour are also situated in the North Goa district and cater to the entire State. To achieve health care objectives, a flagship scheme 'The National Rural Health Mission' (NRHM) was launched (April 2005) by GOI for all States.

4.9.2.1 National Rural Health Mission

The key strategy of NRHM was to bridge gaps in health care facilities, facilitate decentralised planning in the health sector and provide an overarching umbrella to the existing programmes of Health and Family Welfare.

As against ₹ 36.96 crore received from the Central and State Governments, the State Health Society had incurred a total expenditure of ₹ 32.79 crore during the period 2006-11. NRHM envisaged the constitution of a District Health Society and preparation of perspective and annual health plans at the village, block and district levels, based on inputs from the baseline facility and household surveys conducted each year. No District Health Society had been constituted in the district. District, block and village level health action plans had also not been prepared till 2010-11.

The targets of Infant Mortality Rate (IMR), Maternal Mortality Ratio (MMR) and Total Fertility Rate (TFR) and achievements thereagainst in the State are shown in **Table 19**.

Table-19

Statement showing achievements in IMR, MMR and TFR

Indicators	Target as per NRHM	Achievement	
		As on March 2006	As on March 2011
IMR	30 per 1,000 live births by the year 2012	15	11
MMR	100 per 1,00,000 live births by the year 2012	N A	40 per lakh
TFR	2.1 by the year 2012	N A	1.8

(Source: Furnished by State Health Society)

The above health indicators show that the State had not only achieved but substantially exceeded the targets prescribed under NRHM.

• **Maternal and Child Health**

The important services for ensuring maternal health care, *inter-alia*, include ante-natal care (ANC), institutional deliveries, post-natal care, referral services etc. The relative targets fixed and achievements therein reported in the year 2010-11 against those reported five year ago on various Reproductive Child Health (RCH) programmes in North Goa district are shown in **Table 20**.

Table-20

Statement showing achievements reported on various RCH programmes in North Goa district over the last five years

SI No	RCH programmes	2006-07			2010-11		
		Target (in numbers)	Achievement (in numbers)	Percentage Achievement	Target (in numbers)	Achievement (in numbers)	Percentage Achievement
Vaccination							
1	BCG ¹³	16035	17491	109	13090	14340	110
2	Measles	12435	13350	107	13090	12392	95
3	DPT ¹⁴	12235	13796	91	13090	9752	74
4	OPV ¹⁵	12235	13795	113	13090	12672	97
5	Hepatitis B	12235	12946	106	13090	9376	72
6	Quadivalent	NA	NA	NA	3645	1398	38
7	Rubella	NA	NA	NA	6810	5928	87
8	MMR ¹⁶	NA	NA	NA	13090	11144	85
9	TT ¹⁷	16439	15022	91	14400	11420	78

¹³ Bacillus Calmette-Guerin

¹⁴ Diphtheria Pertusis Tetanus

¹⁵ Oral Polio Vaccine

¹⁶ Measles, Mumps and Rubella

¹⁷ Tetanus Toxoid

Maternal Health							
10	ANC checkups	NA	NA	NA	17358	15159	87
11	IFA ¹⁸ tablets	15746	13090	83	14400	13581	94
12	JSY ¹⁹	NA	349	-	838	684	82
Birth Control							
13	Vasectomy	24	17	71	32	5	15
14	Tubectomy	3320	3185	96	2140	2047	95
15	Oral pill users	2051	2113	103	1738	2153	124
16	IUD ²⁰ insertions	1896	1507	79	1460	1198	82
17	Condom users	6145	6820	111	5195	7059	136

(Source: Monthly performance bulletin of State Family Welfare Bureau)

While the targets in respect of six out of 12 programmes under implementation during 2006-07 were achieved fully, the targets in respect of only three out of 17 programmes implemented during 2010-11 were achieved fully.

4.9.2.2 Mediclaim

The State Government introduced (August 1999) the Goa Mediclaim Scheme for the residents of Goa to provide them special medical facilities²¹ in recognised hospitals within and outside Goa, in super-specialities, for which facilities were not available in the Government hospitals of the State. The scheme extended to permanent residents of the State figuring in the voter's list or holding permanent ration cards including minor dependants, whose family income did not exceed ₹ 1.50 lakh *per annum*. Retired Government servants were exempted from any income ceiling. The scheme was not applicable to Government employees or employees of Banks, State and Central Government Undertakings or other institutions owned by the State/Central Government.

On recommendations from the Superintendent of the Goa Medical College or the Senior Consultants of the hospitals attached to the Director of Health Services (DHS), the DHS issued reference letters to the respective private recognised hospitals that reimbursement would be provided to them under the scheme. If patients underwent treatment in recognised hospitals without obtaining the required medical certificates of non-availability of treatment in Government hospitals, they could apply directly to the DHS for relaxation of the prescribed procedures. The hospitals preferred their claims to DHS for settlement of bills.

The expenditure incurred and the numbers of beneficiaries under the scheme for the last five years was as given in **Table 21**.

¹⁸ Iron Folic Acid

¹⁹ Janani Suraksha Yojana

²⁰ Inter Uterine Device

²¹ (i) Neurological disorders (ii) Cardio-Thoracic surgery (iii) Kidney transplantation (iv) Plastic surgery (v) Radio therapy (vi) Replacement of joints (vii) Any other major illness/diseases for which treatment facilities as certified by the GMC are not available in Govt. Hospitals in the State.

Table-21

Expenditure incurred and number of beneficiaries

Year	Number of beneficiaries in the State	Expenditure (₹ in crore)	Number of beneficiaries in North Goa
2006-07	1634	15.63	816
2007-08	2034	11.64	990
2008-09	1638	16.61	763
2009-10	1527	16.40	999
2010-11	1461	16.30	664
Total	8294	76.58	4232

(Source: Figures supplied by the DHS. Expenditure for North Goa district was not available separately)

The Government relaxed several conditions of the scheme

There were no provisions in the scheme for maintenance of registers/ledgers by the DHS to record the cases referred to hospitals, patient-wise records to show claims sanctioned to each patient etc. Fourteen private hospitals in Goa and 24 private hospitals outside Goa were recognised under the scheme. As no registers/ledgers were maintained by the DHS, the hospital-wise and patient-wise payments made, if any, over and above the limits prescribed for each patient and for each disease were not ascertainable. However, year-wise details of claims sanctioned by relaxation of the prescribed procedure and the total amounts paid each year in respect of these cases in the State were available and shown in **Table 22**.

Table-22

Statement showing relaxation cases under the scheme

Year	Number of relaxation cases in the State	Amount paid (₹ in lakh)	Number of relaxation cases in North Goa district	Amount paid (₹ in lakh)
2006-07	160	151.40	88	80.50
2007-08	143	149.39	84	86.86
2008-09	239	250.05	110	97.55
2009-10	122	120.02	53	61.54
2010-11	153	168.00	64	63.22
Total	817	838.86	399	389.67

(Source: Supplied by the DHS)

Although there was no provision in the original scheme of year 1999 for payments in excess of the maximum ceiling limits²² to patients, the DHS made payments in excess of the limits to 33 patients to the extent of ₹ 38.64 lakh during the period 2005-10. It was also seen that the DHS made payments to unrecognised hospitals to the extent of ₹ 98.50 lakh in 96 cases during the period 2005-10 by relaxation of the prescribed procedure.

²² ₹ 1.50 lakh in all cases, ₹ 3 lakh in cases of kidney transplantation, open heart surgery, neuro-surgery, ₹ five lakh for cancer patients and ₹ eight lakh for bone marrow cancer/disease.

The DHS stated at the exit conference (August 2011) that the matter of streamlining the scheme guidelines was under consideration of the Government.

4.9.3 Water Supply

Provision of adequate and safe drinking water to all citizens, especially those living in rural areas, has been a priority area for both the Central and State Governments. In North Goa district, seven major water supply schemes were implemented for providing drinking water through the Public Works Department (PWD). These schemes together catered to a total population of 8.46 lakh as shown in **Table 23**.

Table-23

Statement showing water supply schemes in North Goa district

Sl No	Name of the scheme	Talukas	Water supply in MLD ²³		Number of users	
			As on March 2006	As on March 2011	As on March 2006	As on March 2011
1	15 MLD WTP ²⁴ at Chandel	Pernem	15	15	73737	82709
2	30 & 12 MLD WTP at Assonora	Bardez and part of Bicholim	45	80	227695	255400
3	New 50 MLD WTP at Assonora	Bardez				
4	40 MLD WTP at Podocem	Bicholim and part of Bardez	40	40	90734	101774
5	5 and 7 MLD WTP at Sanquelim	Bicholim and parts of Tiswadi and Sattari	12	12		
6	5 MLD WTP at Dabose	Sattari	5	5	58613	65745
7	Opa Water Supply Scheme	Ponda and Tiswadi	115	115	309535	340488
	Total		232	267	760314	846116

(Source: Furnished by PWD)

A total of ₹ 142.06 crore was spent by the PWD on its various water supply schemes during the years 2006-11. Apart from the budgetary provision of the State Government, the PWD received a total amount of ₹ 3.74 crore from the Central Government during the same period.

Out of 255 habitations in the district 223, i.e. 87 per cent were fully covered with drinking water facilities as on March 2011 against the coverage of 195, i.e.76 per cent in March 2006.

²³ Million litres per day

²⁴ Water Treatment Plant

4.10 Economic Services

4.10.1 Infrastructure

Proper infrastructure goes a long way in enhancing the growth potential of a district and bridging the gap between urban and rural areas. A review of rural connectivity by roads revealed that all the villages in the district were connected with good all-weather roads and though in limited frequency, all the villages were connected with public transportation facilities. The audit findings in this regard are discussed below:

4.10.1.1 Pradhan Mantri Gram Sadak Yojana

The Pradhan Mantri Gram Sadak Yojana (PMGSY) is a 100 *per cent* Centrally sponsored scheme implemented from funds earmarked out of 50 *per cent* of the cess collected on high speed diesel. The scheme aims to provide connectivity by way of all-weather roads to eligible unconnected habitations in rural areas. The State Government received funds to the tune of ₹ 10.04 crore from GOI, Ministry of Rural Development for implementation of the scheme.

Initially, the PWD was identified as the implementing agency for the works but in May 2003 the scheme was transferred to the DRDAs for implementation. GOI sanctioned 17 new roads in the district covering 18.18 km, under the scheme. Out of the seven works tendered (₹ 1.50 crore) in the year 2004 for the Sattari block, only two roads were completed. The remaining five roads were not completed by the agency due to non-availability of road-width and roads falling within a wild life sanctuary. The other road works had not been tendered so far (June 2011) due to non-availability of land as per the scheme guidelines. As such, only 1.87 km of road could be executed by the DRDA against 18.18 km sanctioned by the GOI. The reasons for getting these works sanctioned from GOI in anticipation of availability of land were not furnished by the PWD.

The DRDA proposed upgradation of 245.64 km²⁵ of village roads in five blocks of the district during 2005-08. Considering the lack of infrastructure with DRDAs, the Government transferred the scheme back to the PWD in December 2007. Accordingly, the DRDA transferred the scheme along with the project proposals for upgradation of 245.64 km of roads to the PWD for execution. GOI relaxed (May 2008) the minimum width requirements for new connectivity and upgradation. Subsequently, in May 2010, the National Rural Roads Development Agency (NRRDA), the nodal agency of the scheme at the Central level, forwarded an advisory withholding upgradation proposal under PMGSY pending finalisation of new targets under the second phase of the scheme. As such, the PWD could not execute any works under the scheme and, the scheme was again retransferred to DRDA in January 2011. The DRDA, in turn, requested (February 2011) the Sewerage and Infrastructural Development Corporation of Goa Ltd. to explore the possibilities of

²⁵ Tiswadi – 8 km (7 roads), Ponda – 29.51 km (14 roads), Bicholim – 117.16 km (76 roads), Sattari – 43.63 km (16 roads) and Pernem – 47.35 km (28 roads).

undertaking the PMGSY scheme by that office and their reply was awaited (August 2011). Due to frequent changes in the implementing authority and lack of a coordinated approach to implement the scheme, the fund remained unutilised for the last five years and grew to ₹ 8.08 crore with accumulated interest as of March 2011. At present, due to the advisory of NRRDA, the upgradation of the roads under PMGSY is at a standstill (October 2011).

4.10.2 Employment Generation

The most important schemes sponsored by GOI for providing employment in rural areas as a means of poverty alleviation are Sampoorna Gramin Rozgar Yojana (SGRY) and Swarna Jayanthi Gram Swarozgar Yojana (SGSY). On implementation of the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), the SGRY was subsumed in the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) in 2008.

4.10.2.1 Mahatma Gandhi National Rural Employment Guarantee Scheme

The Mahatma Gandhi National Rural Employment Guarantee Act-2005 (MGNREGA) is being implemented in the district since April 2008. The basic objective of the Act is to enhance security of livelihood in rural areas by providing at least 100 days of guaranteed wage employment to every household, whose adult members volunteer to do unskilled and manual work. Under MGNREGA, the wages of unskilled workers are to be provided by GOI. In the case of skilled and semi-skilled workers, the wages and cost of material were to be shared in the ratio of 75:25 by GOI and the State Governments. In addition, the State Government was to bear the unemployment allowance and the administrative expenses of the State Employment Guarantee Council. The year-wise position of funds received by DRDA, North Goa and utilised during 2006-11 is shown in **Table 24**.

Table-24

Statement showing funds received and utilised by DRDA

(₹ in crore)

Year	Opening balance	Funds received		Bank interest and Misc receipts	Total	Funds utilised	Unspent balance (percentage)
		GOI	State				
2007-08	Nil	0.68	Nil	0.002	0.68	0.07	0.61 (90)
2008-09	0.61	4.70	0.41	0.26	5.98	1.09	4.89 (91)
2009-10	4.89	Nil	3.40	0.24	8.53	4.72	3.81 (105)
2010-11	3.81	4.10	1.49	0.12	9.52	5.56	3.96 (95)
Total		9.48	5.30	0.62		11.44	3.96 (35)

(Source: Furnished by DRDA)

Out of the amount shown as utilised during 2008-09, ₹ 75.86 lakh was spent on salaries and the rest towards printing, stationery, travelling allowances, refreshment, bank charges, office expenses, advertisements etc. During

2008-09, the DRDA transferred ₹ 1.62 crore to VPs for implementing the scheme. As the works under the scheme proposed by the VPs were not approved by the BDOs/DRDA in time, the VPs could not incur any expenditure from the funds during the year. The unspent balances included the amount lying with VPs (₹ 1.80 crore) and with DRDA (₹ 2.16 crore) as on March 2011. The reasons for non-utilisation were delay in according approvals to works, non-availability of job seekers etc. as discussed in the succeeding paragraphs.

- **Planning**

Planning is critical to the successful implementation of MGNREGA. A key indicator of success is the timely generation of employment within 15 days while ensuring that the design and selection of works are such that good quality assets are developed. The need to act within a time limit necessitates advance planning. The basic aim of the planning process is to ensure that the district is well prepared in advance to offer productive employment on demand. Each VP has to prepare an annual work plan (development plan) which comprises a shelf of projects with administrative and technical approvals so that work can be started as soon as there is a demand for the same.

At the block level, the Programme Officer (PO) is responsible for ensuring that Gram Sabhas are held on 2 October of each year for identification and recommendation of works. All the VP development plans have to reach the PO by October 15th. Once all the VP Plans have been received, the PO has to scrutinize the development plan for its technical feasibility. This entire process of scrutiny, re-reference to VP, if necessary, consolidation and submission to the DRDA has to be completed by the PO by 15 November.

VPs had not prepared development plans

Scrutiny revealed that the VPs had not prepared any development plans. The works identified by the VPs were sent to the PO on a staggered basis. No shelf of works to be executed in a year was prepared. The PO had to work out the estimate and prepare the labour budget²⁶ and submit individual estimates to the DRDA for sanction. As the process of identification, submission of proposals to the PO, submission of estimates and approval of works was delayed by the VPs, the VPs could not execute the works in time and failed to provide employment to job-card holders according to their demand. It was also seen that the VPs had not maintained job demand registers as required under the guidelines of the scheme. Instead, the Gram Rozgar Sevaks (GRS) of VPs approached the job-card holders as and when the works were sanctioned and amounts were transferred to their accounts by the DRDA. Most of the job-card holders were generally not available for the work due to their pre-occupation with some other seasonal jobs when the works were offered by the VPs. Hence, the scheme was operated in the district more as a supply-driven than a demand driven one, violating the scheme guidelines.

The scheme was operated as supply-driven than demand driven in the district

²⁶ Anticipated demand for unskilled manual work for the next financial year.

Inadequate planning and delays in approval of the works resulted in non-fulfilment of the objective of providing jobs to the households as and when demanded by them. The Sampoorna Gramin Rojgar Yojana (SGRY) scheme was closed from April 2008 and subsumed under MGNREGA which commenced operations in 2009. The gap of a year resulted in households being deprived of employment for a full year.

- **Employment generation under MGNREGA**

During 2008-11, 3.57 lakh mandays were generated by providing employment to 10,190 job-card holders. Of these, the mandays provided to women workers constituted 2.36 lakh (66 *per cent*), indicating a positive response to the scheme from the female population in rural areas.

Despite availability of funds, no jobs were provided in the year 2008-09

During the years 2007-08 and 2008-09, though funds of ₹ 5.80 crore were received by the DRDA from GOI and the State Government, no works were executed due to the delay in processing and issue of job-cards and delays in preparation of estimates by BDOs. The details of job-card holders registered, those who demanded employment and those who were provided employment in the district during the period 2008-11 are shown in **Table 25**.

Table-25

Statement showing employment demanded by the job-card holders

Year	Total number of job-card holders registered	Job-card holders who demanded and were provided employment	Job-card holders provided with 100 days employment	Percentage of job-card holders who were provided with jobs	Percentage of shortfall with respect to job-card holders who demanded but were not provided 100 days employment
2008-09	0	0	0	0	0
2009-10	6941	3931	108	56.63	97.25
2010-11	10319	6259	252	60.65	95.97
Total	17260	10190	360		

(Source: Compiled by Audit)

Only four per cent households were provided with 100 days job

The shortfall in providing the guaranteed 100 days' wage employment was approximately 96 *per cent*. The percentage of shortfall with regard to providing 100 days' employment is an indication of the key objective of the scheme having been defeated in the district.

- **Delay in payment of wages**

The operational guidelines of MGNREGA prescribe that the payment of wages should be made on a weekly basis. In the event of any delay in wage payments, workers are entitled to compensation as per the provisions of the Payment of Wages Act, 1936. The compensation cost has to be borne by the State Government. Scrutiny of selected blocks revealed that there were delays in payment of wages ranging up to 80 days as shown in **Table 26**.

Table-26

Statement showing delays in payment of wages

1,043 households received wages after delays ranging up to 80 days in the three selected blocks

Block	Number of job-card holders received delayed wages	Number of days delayed
Bardez	388	2 to 80 days
Pernem	410	2 to 34 days
Sattari	245	2 to 28 days
Total	1043	

(Source: Compiled from records of BDOs/VPs)

It was, however, seen that no compensation under the Payment of Wages Act was paid to any worker under the scheme.

A review of the register of applications for job-cards maintained by the sampled VPs revealed that there were 828 job-card holders above the age limit of 60 years (up to 96 years of age).

• **Implementation of projects**

During the period 2008-11, out of 1,205 works sanctioned under MGNREGS costing ₹ 10.54 crore, only 509 works costing ₹ 4.83 crore were completed (42 per cent). It was observed that 120 works sanctioned in the year 2008-09 and 108 works sanctioned in the year 2009-10 were not started at all (March 2011). In respect of 64 works sanctioned, the implementing agencies refunded ₹ 50.65 lakh after keeping the funds for periods ranging up to one year. The reasons for the refund were (i) households not being ready to work (nine works), (ii) excess funds sanctioned (44 works), (iii) opposition by villagers (three works) and non-feasible works (eight works). Thus, creation of durable assets for strengthening livelihood of rural poor was not ensured to the desired level.

Test check by Audit revealed that though the VPs proposed 997 works under the scheme, only 23 per cent of these proposals were approved by DRDA. Out of those approved, 80 per cent had been taken up for execution by the VPs till March 2011. The test check also revealed that there were considerable delays in approval of works by the DRDA and commencement of works by VPs as shown in **Appendix-4.4**.

The delays in submitting proposals by VPs after approval by Gram Sabhas and delays in processing of proposals by BDOs resulted in delay in sanction of works by the DRDA/BDOs. The reasons for the delays in commencement of the works after the allotment of funds to the VPs were i) works sanctioned during farming season, ii) approvals given in rainy season, iii) job-card holders not ready to work at the low rate of wage provided under the scheme etc.

The priority of taking up the works was not observed in the District

The operational guidelines prescribe that the works were to be taken up in order of priority. Scrutiny revealed that only 3.25 per cent and 0.45 per cent of the total expenditure for the years 2009-10 and 2010-11 respectively were reported against the first four priority items as shown in **Table 27**.

Table-27

Statement showing expenditure incurred on priority items of work

Order of priority	Name of work	Cost of the work (₹ in lakh)	
		2009-10	2010-11
1	Water conservation and water harvesting	10.49	2.19
2	Drought proofing including afforestation and tree plantation	0	0
3	Irrigation canals including micro and minor irrigation works	0	0.14
4	Provision of irrigation facilities to Schedule Castes/Schedule Tribes, Land reforms and Indira Awas Yojana beneficiaries	0	0
5	Renovation of traditional water bodies including desilting of tanks	23.71	31.20
6	Land development	77.14	154.90
7	Flood control and protection works including drainage in water logged areas	96.19	140.07
8	Rural connectivity	114.57	155.73
9	Other works	0	0
	Total	322.10	484.23

(Source: Furnished by DRDA)

MGNREGA indicates the kinds of works that may be taken up for providing basic employment guarantee in rural areas. It was observed that VP, Parcem had executed development works not included in the list of permissible works such as construction of sitting platforms, laying of chequered tiles, compound wall for temples etc.

- **Inspection and monitoring**

The scheme guidelines prescribe the number of quarterly inspections to be conducted by the district level (10 per cent) and block level (100 per cent) officers in respect of the works executed under the scheme. It was stated that 139 and 580 inspections were conducted by the district and block level officers respectively of the 523 works executed in the three test-checked blocks. The VPs had not maintained any records to show that district and block level officers, namely engineers, project officers and the village monitoring committees inspected the works. In the absence of any inspection reports, inspection notes or registers with the VPs and BDOs, Audit could not test check the figures furnished by the BDOs and analyse the follow-up action taken on the observations of the inspecting and monitoring committees.

4.10.2.2 Swarnjayanti Gram Swarozgar Yojana

The Swarnjayanti Gram Swarozgar Yojana (SGSY), a self-employment programme, was launched by GOI on 1st April, 1999. The programme aimed at development of micro-enterprises in rural areas. SGSY envisaged a target of covering at least 30 per cent of Below Poverty Line (BPL) rural families.

The funds under SGSY were to be contributed by GOI and the States in the ratio of 75:25. The subsidy under the scheme was 30 per cent of the project cost, subject to a maximum of ₹ 7,500 for individuals and up to 50 per cent of

the project cost subject to a maximum of ₹ 10,000 for SC/ST and disabled individuals. In the cases of Self Help Groups (SHGs), the subsidy was to be 50 per cent of the cost of the project, subject to a maximum of ₹ 10,000 per capita or ₹ 1.25 lakh, whichever was less. The details of funds allocated, released and expenditure incurred are shown in **Table 28**.

Table-28

Statement showing funds received and expenditure incurred under SGSY

(₹ in lakh)

Year	Opening balance	Funds received			Total available fund	Expenditure	Balance
		GOI	State	Other receipts			
2006-07	1.74	35.30	11.76	2.37	51.17	44.25	6.92
2007-08	6.92	45.99	8.82	2.31	64.04	50.15	13.89
2008-09	13.89	63.60	21.20	2.26	100.95	59.66	41.29
2009-10	41.29	69.83	29.76	5.95	146.83	68.96	77.87
2010-11	77.87	70.60	34.12	8.80	191.39	63.44	127.95
Total		285.32	105.66	21.69		286.46	

(Source: Furnished by DRDA)

• **Under-utilisation of funds**

The available SGSY funds were to be utilised for providing subsidy on economic activities (60 per cent), expenditure on infrastructure (20 per cent), revolving funds (10 per cent) and training (10 per cent). The component-wise expenditure under the scheme is shown in **Appendix-4.5**.

As against ₹ 414.41 lakh²⁷ (including opening balance of ₹ 1.74 lakh) received during the period 2006-11, the utilisation for subsidy on economic activities, infrastructure, revolving funds and training was only 43 per cent, 7.7 per cent, 10 per cent and four per cent respectively. The department stated (March 2011) that the under-utilisation of funds was mainly due to non-availability of required space for providing market support for which the response from VPs and MCs had not been received. The reply of the department indicated poor co-ordination with implementing agencies. Further, a major portion of the funds was to be utilised for providing subsidy on economic activities, training etc. The shortfall in utilisation of funds for infrastructure and training would have an adverse impact on the achievements under the scheme.

• **Coverage of BPL families**

SGSY envisaged a target of covering 30 per cent of BPL families in five years of its operation. The number of 'swarojgaris'²⁸ assisted during the last five years 2006-11 was as shown in **Table 29**.

²⁷ Opening balance ₹ 1.74 lakh + Fund received from GOI ₹ 285.32 lakh + State ₹ 105.66 lakh + Other receipts ₹ 21.69 lakh = ₹ 414.41 lakh.

²⁸ Self-employed persons

Table-29

Statement showing 'Swarozgaris' assisted and coverage of BPL families during 2006-11

Year	BPL families	Swarozgaris assisted				
		Self Help Groups (SHGs)			Individual BPL swarozgaris	Total BPL swarozgaris (col. No. 4+6)
		Number of SHGs	BPL members	APL* members		
1	2	3	4	5	6	7
2006-07	4035	40	235	72	187	422
2007-08	NA	47	294	110	72	366
2008-09	NA	66	410	122	67	477
2009-10	NA	80	524	174	49	573
2010-11	14824	59	407	133	114	521
Total		295	1874	61611	495	2359

(Source: Furnished by DRDA), *APL: Above poverty line

The coverage of BPL families was only 16 per cent against 30 per cent to be covered in five years

As of March 2011, the total number of BPL families in the district was 14,824. The DRDA could cover only 2,359 (16 per cent) of the BPL families in the district as against the required 4,447 (30 per cent).

Only 39 per cent of SHGs started economic activities in the district

The SHGs, which were in existence for about six months and which demonstrated the potential of being viable groups, were eligible for getting revolving funds of ₹ 10,000 each in the first stage. At the end of six months from the date of receipt of the revolving funds, the SHGs, if they functioned effectively, were eligible for getting loan-cum-subsidy of ₹ 1.25 lakh to start economic activities (Stage II). Hence, the SHGs were expected to start economic activities within one year of their formation. It was observed that out of 807 SHGs formed during 1999 to 2011, only 311 SHGs had started economic activities, which represented only 39 per cent of the total SHGs in the district. The DRDA had not conducted any survey to ascertain the present position of the remaining 496 SHGs.

• Monitoring and evaluation

As against the 12 meetings required for monitoring the scheme implementation every year, at the district level and block level, the district committee met two to four times only and block committees met only one to nine times during 2006-11, which demonstrated poor monitoring of the scheme. Further, the DRDA had not made any impact evaluation studies of the scheme to ascertain the number of families brought above the poverty line.

4.10.3 Shelter

4.10.3.1 Indira Awas Yojana

The Indira Awas Yojana (IAY) was launched in 1985-86 as a sub-scheme of the National Landless Employment Guarantee Programme (NLEGP). The objective of the scheme was to help construction/upgradation of dwelling units

of members of SC/ST, freed bonded labourers and BPL non SC/ST rural households by providing them lump sum financial assistance. GOI and the State Government financed the scheme in the ratio of 75:25.

The details of funds received and expenditure under IAY in respect of North Goa district during the years 2006-11 are shown in **Table 30**.

Table-30

Statement showing funds received and expenditure incurred under IAY

(₹ in lakh)

Year	Opening balance	Funds received		Other receipts	Total funds available	Expenditure	Closing balance
		GOI	State				
2006-07	2.74	111.12	57.04	0.94	171.84	162.12	9.72
2007-08	9.72	154.33	25.72	1.32	191.09	81.95	109.14
2008-09	109.14	201.16	62.23	3.47	376.00	324.38	51.62
2009-10	51.62	326.95	252.70	3.13	634.40	442.25	192.16
2010-11	192.16	273.30	179.77	8.34	653.57	486.36	167.21
Total		1066.86	577.46	17.20	2026.90	1497.06	

(Source: Annual accounts of DRDA)

The year-wise targets fixed and achievements made (excluding credit-cum-subsidy scheme) in the district are given in **Table 31**.

Table-31

Targets and achievements of completion of houses under IAY in the district

Year	New houses				Upgradation			
	Physical		Financial (₹ in lakh)		Physical		Financial (₹ in lakh)	
	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement
2006-07	471	457	118.53	117.68	118	318	37.22	37.21
2007-08	548	260	144.00	56.16	110	198	27.01	15.66
2008-09	648	407	210.71	270.02	120	247	39.51	47.37
2009-10	1275	1429	371.27	393.31	239	277	69.61	39.24
2010-11	880	499	274.56	456.83 ²⁹	165	83	51.48	12.57

(Source: Furnished by DRDA)

862 new houses and 302 repair of houses sanctioned two years ago were not completed

As per the scheme guidelines, the houses sanctioned under the scheme were to be completed within two years. It was, however, observed that 862 new IAY houses and 302 upgradation cases sanctioned up to 2008-09 were still to be completed till March 2011. This included 298 new construction cases and 101 upgradation cases sanctioned prior to 2006-07. The year-wise details of IAY houses sanctioned and pending completion are given in **Table 32**.

²⁹ Financial performance is higher due to release of second instalment of old sanctioned cases during the year.

Table-32
Statement showing houses sanctioned and pending completion as of
March 2011

(Figures in numbers)

Year	Construction		Upgradation	
	Sanctioned	To be completed	Sanctioned	To be completed
2006-07	597	208	292	67
2007-08	247	117	126	20
2008-09	1272	239	357	114
2009-10	994	374	252	89
2010-11	1045	706	197	169
Total	4155	1644	1224	459

(Source: furnished by DRDA)

It was observed that almost 35 per cent of the houses (208) to be constructed in the year 2006-07 remained incomplete up to March 2011. In respect of the subsequent years, i.e. 2007-08, 2008-09, 2009-10 and 2010-11, the percentages of incomplete houses as of July 2011 were 47, 19, 38 and 68 respectively. Similarly, in respect of financial assistance given for upgradation of houses, it was observed that out of 1,224 beneficiaries, 459 beneficiaries had not completed their upgradation work.

The audit team along with VP functionaries visited 58 IAY houses in the test-checked VPs. It was observed that in respect of nine cases, the houses had been completed but the second instalments had not been given by DRDA; in two cases, the houses had been constructed as extensions of existing houses and were being used as garages etc. in five cases, the houses were incomplete for want of the second instalment, in six cases, construction of houses had not been started even after completion of more than a year of sanction of one first instalment. Some of the cases test-checked are depicted in the photographs below:

Photograph 1



Photograph 2



1. IAY house in Morlem VP. Second instalment not received. The work remained incomplete till May 2011.
2. IAY House in Poriem VP. Second instalment not received till May 2011.

As per the IAY guidelines, the DRDA, on the basis of allocations made and targets fixed, was to decide the number of houses to be constructed/upgraded panchayat-wise under IAY during a particular year. The same was to be intimated to the VPs. The selection of beneficiaries was, however, done by Gram Sabhas and no further approval was necessary. The panchayat-wise

details of beneficiaries selected by the Gram Sabhas during the last five years (2006-11) in respect of the test-checked VPs are shown in **Appendix-4.6**.

The VPs had recommended IAY houses for 13 per cent of BPL families only

386 BPL families in the waitlist were deprived of houses for the last four years

It was observed that out of 4,076 BPL families in these VPs, the VPs proposed 532 cases which constituted only 13 *per cent* of BPL families. GOI had instructed the State to prepare a permanent IAY wait-list based on the BPL Census of 2002. Accordingly, the DRDA had prepared a wait-list comprising 3,683 BPL families in the district in the month of February 2007. The verification of the 519 cases sanctioned during the years 2007-08 to 2010-11 in the test-checked VPs revealed that out of 466 cases in the permanent wait-list, only 80 families were sanctioned IAY houses. The remaining 439³⁰ IAY houses sanctioned during this period were from the new additions made to the BPL list during 2008-11. Hence, 386³¹ families existing in the wait-list prepared by the DRDA in February 2007, remained deprived of IAY houses for the last four years.

The scheme guidelines called for conducting of evaluation studies regarding the implementation and impact of the IAY in the State. No impact evaluation studies had, however, been conducted in the State so far (July 2011).

4.10.3.2 Rajiv Awaas Yojana

The Rajiv Awaas Yojana (RAY) for Construction and Repair of Houses scheme, 2005 was notified by the State Government in June 2006. The objective of the scheme was to provide financial assistance of ₹ 25,000 for construction of new houses and ₹ 12,500 for repair of old houses to economically weaker sections of the society who were just above poverty line but whose total family income did not exceed ₹ 1.20 lakh per annum.

The scheme was superceded by the new amendments in the year 2008. The major amendments included the following:

- (i) The income limit was reduced to ₹ one lakh,
- (ii) The scheme was to be implemented by the Directorate of Panchayats (DOP) with regard to beneficiaries from rural areas and the Directorate of Social Welfare (DSW) for beneficiaries from urban localities.

The year-wise budget allocation and actual expenditure under the scheme shown in **Table 33**.

³⁰ Total cases sanctioned 519 minus cases sanctioned from IAY waitlist 80 = 439.

³¹ 466-80 = 386.

Table-33

Statement showing budget allocation and actual expenditure

(₹ in crore)

Year	Budget estimates			Expenditure			Saving/ Excess
	DSW	DOP	Total	DSW	DOP	Total	
2006-07	0.69	0	0.69	0.69	0	0.69	0
2007-08	3.69	0	3.69	0.89	0	0.89	2.80
2008-09	3.27	0.25	3.52	2.72	0	2.72	0.80
2009-10	2.00	3.20	5.20	0.98	3.16	4.14	1.06
2010-11	1.05	2.28	3.33	1.04	1.74	2.78	0.55
Total	10.770	5.73	16.43	6.32	4.90	11.22	

(Source: Furnished by DoP and DSW)

44 per cent of new RAY houses and 37 per cent of repairs cases were not completed

During the period 2006-11, the DOP and DSW had sanctioned 990 construction cases and 8,261 repair cases under RAY. In 436 new construction cases (44 per cent) and 3,067 repair cases (37 per cent) for which the first instalments were released, the work had not been completed up to March 2011. The block-wise details of total cases sanctioned and cases where completion was pending as on March 2011 in the district are given in Table 34.

Table-34

Statement showing RAY houses sanctioned and pending completion

(Figures in numbers)

Name of block	Sanctioned		Not completed	
	Construction	Repairs	Construction	Repairs
Bardez	26	757	24	375
Bicholim	15	980	9	380
Pernem	458	3789	99	581
Ponda	206	1599	135	1228
Sattari	285	894	169	329
Tiswadi	0	242	0	174
Total	990	8261	436	3067

(Source: Furnished by DoP and DSW)

As per para 16 of the notification (June 2006) the officers dealing with RAY at the State level were to visit the districts regularly. Further, the district and block level officers were also to visit the sites. However it was observed that no schedule of inspections was formulated. The BDOs stated that no schedule of inspection had been prescribed by the DSW/DOP and there were no regular staff members to deal with the cases of RAY. The DSW and DOP had not furnished the details of inspections conducted by the State level officers. In the absence of regular inspections and supervision, the efficient and effective implementation of the scheme was hampered.

The scheme implementation was tardy due to poor monitoring at the Directorate level and BDO levels. Achievement of the objectives of the scheme for providing financial assistance to the economically weaker sections of the society could not be ensured due to non-utilisation of the major portion of the first instalment of assistance and non-completion of the houses.

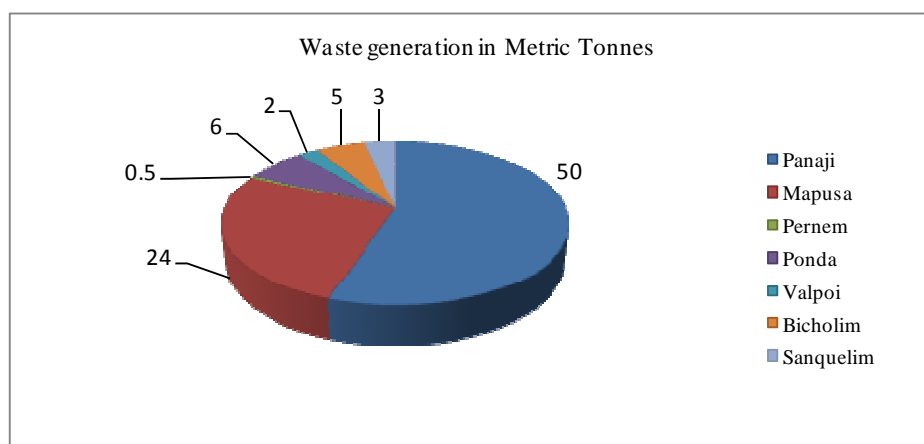
4.11 General Services

4.11.1 Civic Amenities and Municipal Administration

4.11.1.1 Solid waste management in municipal towns

Municipal Councils (MCs) are responsible for collection, storage, segregation, transportation, processing and disposal of municipal solid waste within the municipal limits. Households and establishments including hospitals, private nursing homes, restaurants etc., deposit their wastes in communal waste storage bins, for subsequent collection (manual) and transporting to dumping sites. North Goa district has six MCs and one Corporation with a total urban population of 1.67 lakh (2008). The estimated daily solid waste generated in the city of Panaji and the six towns of the district is shown in **Chart 1** below:

Chart 1



(Source: Assessment Report 2010 of Goa State Pollution Control Board)

The Municipal Solid Waste Management and Handling Rules, 2000 envisaged the setting up and commissioning of waste processing and disposal facilities by December 2003. However, the same were not completed (June 2011). The bio-degradable waste was treated at composting units constructed by the Councils and non-biodegradable waste was disposed off at the authorised sites in the possession of the MCs. During the period 2006-11, expenditure of ₹ 26.16 crore was incurred under this scheme.

All three test-checked MCs had not commissioned waste processing and disposal facilities due to reasons such as delay in land acquisition, delay in construction of processing plant, delay in approval of proposal by State Government etc. The details are as shown in **Appendix-4.7**.

4.11.2 Law and order

Law and order of the district is controlled by the District Superintendent of Police who is assisted by five Deputy Superintendents. There are 12 police stations and 27 out-posts in the district, with a total staff strength of 1,058 as

on July 2011 against 1064 in March 2006. Details of crime statistics in North Goa district during the period 2006-11 are given in **Table 35**.

Table-35**Statement showing crime statistics in North Goa district**

Year	No. of cases reported	No. cases charge sheeted	No. of cases convicted	No. of cases acquitted	No. of cases compounded/withdrawn	No. of cases pending investigation	No. of cases closed
2006-07	1169	628	121	306	16	04	537
2007-08	1363	776	150	312	18	13	574
2008-09	1446	868	111	282	29	31	547
2009-10	1866	925	89	195	22	124	817
2010-11	1863	781	43	52	04	592	490
Total	7707	3978	514	1147	89	764	2965

(Source: Furnished by Superintendent of Police (crime))

The crime rates in the district increased by 59 per cent over the last five years

It may be seen from the above table that the crime rate in the district increased by 59 per cent over the last five years. The number of cases pending investigation in 2010-11 registered a sharp jump of over 377 per cent over the figures of 2009-10. The types of crimes reported in the district over the last five years and their rates of increase are shown in **Table 36**.

Table-36**Statement showing increase in different crimes reported in North Goa district**

Types of crimes	2006-07 (in numbers)	2010-11 (in numbers)	Percentage increase
Rioting	28	40	43
Murder/Attempt to murder/Culpable homicide	35	45	29
Decoity, robbery and house breaking	159	213	34
Thefts	282	553	96
Cheating and criminal breach of trust	36	96	166
Kidnapping/Abducting	8	13	62
Rape	6	13	116
Other crimes	615	890	44
Total	1169	1863	

(Source: Furnished by SP, North)

The District Superintendent of Police replied (September 2011) that the increase observed in criminal cases was due to hassle free registration of crime, increase in migrant population, unemployment etc. The steep increase in crimes, compounded with fewer convictions in 2010-11 required more effective policing.

4.12 Inspection and supervision

No single authority existed in the district to perform overall supervision and monitoring of the various developmental programmes in the district and ensuring that these were executed within the specified time frame and approved budget. While most of the Central and State Plan schemes specified monitoring requirements, the monitoring committees constituted for the purpose were either non-functional or not performing to the desired level. The District Planning Committee, required to perform the role of the planning and monitoring was also non-functional. Due to inadequate devolution of functions, the Zilla Panchayat also had no role in the inspection and monitoring of any of the programmes implemented in the district.

4.13 Conclusion

To ensure efficiency and effectiveness in delivery of key services like education, health, employment, shelter etc., GOI has increasingly been entrusting the responsibility at the local level, especially the PRIs. This is also intended to ensure that the local Government at the district, block and VP level are empowered to discharge the functions that are constitutionally assigned to them. Absence of adequate participation from these levels in the planning process is hindering the planned progress of the district. While the PRIs are empowered to prepare specific plans for an integrated development of their area, lack of structured annual action plans from these levels and absence of capacity building have resulted in their inability to spend the funds provided to them for implementation of various programmes.

4.14 Recommendations

- Holistic perspective and integrated annual plans should be prepared for the district based on a structured process of obtaining inputs from village panchayats and other stakeholders.
- A uniform accounting system should be put in place for showing utilisation of funds as distinct from mere release of funds to implementing agencies. The sanctioning authorities should keep records of district-wise allocation and utilisation of funds.
- Infrastructure and basic amenities need to be provided in all schools after conducting proper surveys and calling for need based proposals from heads of schools.
- Efforts should be made to reduce drop-out rate of school children in coordination with the other departments such as, Social Welfare and DRDA by extending benefits of poverty alleviation schemes to the families of drop-out children.
- More efforts should be made to mobilise more members for community training under the Sarva Shiksha Abhiyan.

- The mechanism for proper sample collection, testing of food supplied by SHGs and inspection of the cooking infrastructure needs to be strengthened by exploring the possibility of involving more institutions such as FDA.
- In view of the large number of relaxations given to patients under the Mediclaim Scheme, there is a need to streamline the scheme guidelines to help needy citizens.
- Employment generation and poverty alleviation schemes need to be prioritised for the benefit of poor. Priority needs to be extended to families of the BPL list for providing housing. Surveys to determine the poorest among the poor should be carried out to ensure access to the benefits under the scheme.
- Setting up of waste management facilities in municipal areas needs to be expedited.
- To counter the increase in crimes, the police force needs to be strengthened by induction of more personnel and modernisation of the existing force.