

CHAPTER 3 INSTITUTIONAL FRAMEWORK

To ensure effective delivery of public services to the rural people under various flagship programmes at the district level, different bodies and committees were stipulated to be constituted with the Collector either chairing or being the Chief Executive of these bodies/committees. These Committees/bodies, as mentioned below, were responsible for planning, execution, monitoring and evaluation of these developmental programmes in the district.

Table 2: Committees and bodies of the district

Sl No	Name of the sector	Names of the committees/bodies	Role of the collector
1	Planning	District Planning Committee (DPC)	Member Secretary
		District Planning and Monitoring Unit (DPMU)	Chairman
2	Health	General Body (GB) of Zilla Swasthya Samiti'	Chief Executive Officer
		Executive Committee (EC) of ZSS	Chairman
		GB of District Hospital Rogi Kalyan Samiti	Chairman
3	Education	District Sarva Shiksha Abhiyan (SSA) Committee	Chairman
		District Level Monitoring Committee (DLMC)	Member Convener
4	Food and Nutrition	District Level Coordination Committee (DLCC)	Chairman
5	Rural Employment	Government designated one officer as District Programme Co-ordinator (DPC)	DPC
6	Drinking water	District Water & Sanitation Mission (DWSM)	Member Convener
		District Water & Sanitation Committee (DWSC).	Chairman
7	Agriculture	GB of Agricultural Technology Management Agency (ATMA)	Chairman
		District Security Mission Executive Committee (DFSMEC)	Chairman
8	Energy	District Electrical Committee (DEC)	Chairman
9	Other District level bodies involved in developmental works	District Rural Development Agency (DRDA)	Chief Executive Officer (CEO)
		Zilla Parishad (ZP)	CEO
		District Level Vigilance and Monitoring Committee (DLVMC)	Member Secretary

(Source: Information collected from each line Department)

Review of the functioning of Committees indicated that such Committees were set up only to fulfil the mandatory requirement. The Committees held inadequate number of meetings without achieving the desired outcome as discussed below:

3.1 Inadequate number of meetings of Zilla Swasthya Samiti

The National Rural Health Mission (NRHM) scheme was launched (2005) by the GoI to bridge gaps in healthcare facilities in rural sector. The guidelines stipulated constitution of Zilla Swasthya Samiti (ZSS) whose Governing Body (GB) was to be headed by the President of Zilla Parishad (ZP) with the Collector as the CEO. The Committee was responsible for approval of Annual Action Plan (AAP) and review the implementation of programmes. At least two meetings were to be conducted in a year. There was another Executive Committee (EC) headed by the Collector with the CDMO as the (CEO) which was to sit once in every two months to review the implementation of different programmes in the district.

As against requirement of 10 GB and 30 EC meetings, only one GB and 5 EC meetings were held respectively during last five years (2007-12). The Annual Action Plan known as the Project Implementation Plan (PIP) under NRHM was approved at the district level by the Collector without conducting GB meetings. The Collector while admitting the fact stated (September 2012) that due to constraints of vacant posts, the GB and EB meetings of ZSS could not be held as per the mandate.

3.2 Ineffective functioning of Rogi Kalyan Samitis (RKS)

The NRHM provided for creation of Rogi Kalyan Samitis (RKS) in each public health institution to manage the affairs of hospitals comprising members from local Panchayati Raj Institutions, NGOs, local elected representatives and officials from Government sector. The Collector was the Chairperson and the CDMO was the co-Chairperson of the GB of the RKS of the district hospital which was to meet once in every quarter. It was seen that only three GB meetings were held against required 20 meetings and only five EC meetings as against 60 meetings due, during 2007-12.

The CDMO stated (April 2012) that it was not practicable to hold the meetings regularly due to vacancy of officers under different wings of the hospital.

3.3 Non-functioning of District Level Monitoring Committee under Education sector

To secure 'Right to Basic Education' to all children in the age group of 6-14 years, the Sarva Shiksha Abhiyan (SSA) scheme was launched (2002) by the GoI which stipulated for constitution of the SSA Committee with the Collector as the Chairman and the District Project Co-ordinator (DPC) as the Member Convener to plan, monitor and implement all activities under SSA.

A District Level Monitoring Committee (DLMC) chaired by the senior most Member of Parliament (MP) present in the meeting with Collector as the Member Convener was to meet once in a quarter to be apprised of the progress of implementation of the SSA in the district on key outcome indicators like enrolment, dropout, learning achievement level of students etc.

Audit noticed that only four SSA Committee meetings were held, during 2007-12 as against 10 meetings due, mainly to approve Annual Work Plan and Budget only. DLMC was first constituted in June 2009 only after seven years

of implementation of SSA and conducted two meetings jointly with SSA by March 2012. The DLMC practically did not have any meeting since they did not function in a separate forum and no line department officials were represented in the meeting, leading to the conclusion that the Committee remained only on paper. The Collector intimated (September 2012) that the DLMC meeting would be held very soon to appraise the progress of the SSA implementation in the district.

3.4 Non-existence of District Level Coordination Committee under Integrated Child Development Services scheme

For the integrated development of children and women especially expectant and nourishing mothers, the GoI launched (October 1975) the Integrated Child Development Services (ICDS) scheme. As per the scheme, one District Level Coordination Committee (DLCC) with the District Collector as its Chairman and the District Social Welfare Officer (DSWO) as the Convener was to meet once in a quarter to ensure convergence⁴ of schemes with the Departments of Health & Family Welfare, Panchayati Raj and Rural Development.

Scrutiny revealed that no such Committee was formed for which convergence of other programmes with ICDS activities was completely absent. The reason of non-constitution of DLCC, as asked by Audit, could not be stated by the DSWO.

3.5 Absence of meeting under District Water & Sanitation Mission and District Water & Sanitation Committee

The District Water & Sanitation Mission (DWSM) headed by the President of the ZP with the Collector as the CEO was to meet at least twice in a year to approve Annual Action Plan (AAP), review and monitor its implementation. Similarly, the District Water & Sanitation Committee (DWSC) under the Chairmanship of the Collector and the EE, Rural Water Supply and Sanitation (RWS&S) was the Member Secretary and responsible for successful implementation of the Rural Water Supply Programme by holding quarterly meetings. It was seen that none of the Committees held any meetings during 2007-12.

The Collector while admitting the fact, stated (September 2012) that such meetings were proposed to be taken up during 2012-13 for approval of AAP, review and monitoring of the implementation.

3.6 Ineffective functioning of Governing Body under Agriculture Technology Management Agency (ATMA)

Under agriculture sector, Agricultural Technology Management Agency was an autonomous institution at the district level to ensure timely delivery of extension services to the farmers. The activities of ATMA were to be carried out through its Governing Body (GB) and Management Committee (MC).

⁴ Convergence means making fund available from two or more departments for two or more schemes to individual beneficiaries/works.

The GB, in the district headed by the Collector as the Chairman and the Project Director (PD), ATMA as the Member Secretary was to meet frequently in every quarter. The GB was to provide overall policy direction, review and approve Strategic Research & Extension Plan (SREP), encourage and facilitate private sector firms, organizations and farmers to provide technical support, marketing services, agricultural lending facilities and to function for overall development of agriculture in the district.

Audit scrutiny revealed that the GB meeting was held only four times against required 19 meetings during 2007-12. As observed from the proceedings, the GB meetings were only restricted to approve the Action plan. The institutional mechanism was thus, rendered ineffective.

3.7 Non-functioning of District Food & Security Mission under Agriculture sector

For implementation of National Food & Security Mission (NFSM), a centrally sponsored scheme aimed at enhancing production of rice and pulses stipulated constitution of one District Security Mission Executive Committee (DFSMEC) under the chairmanship of the Collector with Deputy Director of Agriculture (DDA) as the Member Secretary. The Committee was responsible for project formulation, implementation and monitoring of the scheme and was to meet at least twice in a year.

Audit scrutiny revealed that DFSMEC was constituted only on paper as the GB, ATMA was discharging the responsibility of DFSMEC and its meetings were shown as conducted simultaneously with that of the proceedings drawn with ATMA GB meetings.

3.8 Lack of regular review meetings by District Electrical Committee

For implementation of *Rajiv Gandhi Grameen Vidyutikaran Yojana* (RGGVY) and *Biju Gram Jyoti Yojana* (BGJY), the District Electrical Committee (DEC) was constituted under the chairmanship of the Collector. The functions of the committee were to look after electrification, quality of power supply and to monitor the implementation of programmes in rural areas. It was seen that only five schedule meetings were held against required 12 meetings during 2009-12.

3.9 Inadequate and ineffective DLVMC meetings

Besides the sectoral committees, District Level Vigilance and Monitoring Committee (DLVMC) was constituted under the orders of Ministry of Rural Development with the objective of monitoring the execution of schemes in the most effective manner and within the given time frame, so that public funds were put to optimal use and programme benefits trickled down to the rural poor in full measure. The Committee was to be headed by the MP or a Minister as the Chair Person with the Collector as the Member Secretary and meet at least once in a quarter.

It was found that the DLVMC though constituted, met only seven times as against 20 meetings scheduled during 2007-12. Its proceedings were issued

after 17 to 140 days for information and suitable action. Instructions of the Committee were neither carried out by the implementing agencies nor periodic follow up made by the Collector/ PD, DRDA for improving the implementation.

Discussions in the meetings centred mainly on targets and achievements of various schemes/activities and non utilisation of funds with a routine directions to the implementing agencies to expedite the expenditure.

It was, thus, seen that the district level meetings conducted were inadequate, discussions in the meetings were routine and advisory. Implementing agencies could not furnish any reason for the shortfall in meetings. These indicated that the Committees existed and functioned more to comply with the mandatory requirements rather than ensuring delivery of expected outcomes under the various programmes/schemes

Recommendations

- The Committees constituted under flagship programmes should hold regular meetings as per norms prescribed.
- The Committees should discuss the deficiencies, problems, bottlenecks encountered during implementation of the programmes and ensure appropriate steps for quality delivery of services.
- Proceedings should be drawn for all meetings and intimated timely to the concerned officers for necessary compliance.