

CHAPTER-IV

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**DISTRICT-CENTRIC
AUDIT**

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4.1 District-centric Audit of Gondia

CHAPTER IV

Planning Department

4.1 District centric audit of Gondia

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 Gondia district was carried out to assess the status and impact of implementation of various socio-economic developmental activities in the district during 2006-11.

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

Some of the significant findings are as follows:

The District Planning Committee had not prepared a five year perspective plan or an integrated district plan covering all the activities for overall development of the district

(Paragraph 4.1.6)

There was lack of facilities and skilled manpower in the health institutions.

(Paragraph 4.1.8.1)

In the education sector despite huge expenditure on the Mid-Day Meal scheme the objective of increasing enrolment in primary and upper primary schools could not be achieved and the drop-out increased.

(Paragraph 4.1.8.2)

Water supply schemes were not put to use as Gram Panchayats did not take them over.

(Paragraph 4.1.8.3)

The housing sector served by Indira Awas Yojana suffered due to non-completion of work.

(Paragraph 4.1.8.4)

There was short-utilization of foodgrains under the Public Distribution System.

(Paragraph 4.1.8.5)

Only eight out of 13 roads under the Central Road Fund were completed between 2001 and 2011.

(Paragraph 4.1.9.1)

There were unutilized funds under the Member of Legislative Assembly Local Area Development Programme and Backward Region Grant Fund. There were shortfalls in generation of mandays under the wage employment schemes.

(Paragraph 4.1.9.2)

The Municipal Council, Gondia and Tirora did not have an integrated waste management plan for processing and disposal of municipal solid waste.

(Paragraph 4.1.9.3)

4.1.1 Introduction

District Gondia is located in the easternmost part of Maharashtra. It is bounded on the West by district Bhandara, in the South by Gadchiroli district, by the State of Chhattisgarh in East and by Madhya Pradesh in the North.

The district accounts for about 1.23 *per cent* (12 lakh) of the population of the State (968.80 lakh) with 88 *per cent* (10.57 lakh) of them residing in rural areas. Scheduled Caste/ Scheduled Tribe (SC/ST) population comprises 30.32 *per cent* of the total population of the district. The district comprises two¹ revenue divisions and eight² Tahsils. For the purpose of rural development, the district has been divided into eight blocks; covering 556 Gram Panchayats (GPs) with 950 villages as per census 2001. There are two³ Municipal Councils (MCs) in the district. The district development schemes are undertaken through three channels i.e. District Planning Committee (DPC), Chief Executive Officer of Zilla Parishad (CEO) and District Rural Development Agency (DRDA)

4.1.2 Administrative set-up

The District Planning Committee (DPC) is the apex body at the district level for preparation of the schemes for the development of the District. The District Collector (DC) is Member Secretary of the DPC and the sanctioning authority for all the development programmes in the district. The DC is assisted by the District Planning Officer (DPO) for preparation, implementation and monitoring of the schemes.

The Chief Executive Officer (CEO), Gondia is the administrative head of the Zilla Parishad (ZP) as well as the executive committee head of the District Rural Development Agency (DRDA). The CEO is assisted by the Project

¹ Deori and Gondia

² Amgaon, Arjuni-Morgaon, Deori, Gondia, Goregaon, Sadak-Arjuni, Salekasa and Tirora

³ Gondia and Tirora

Director (PD), DRDA who ensures co-ordination with the Panchayat Raj Institutions (PRIs) viz. Block Development Officers (BDOs) of Panchayat Samitis (PSs) and Secretaries of GPs.

The DRDA is a registered society and is the principal organ at the district level to oversee the implementation of various schemes for eradication of poverty in rural areas. DRDA schemes are directly executed through the line departments i.e. PRIs.

4.1.3 Audit Objectives

The objectives of audit were to assess whether:

- the planning process for various programmes was adequate and effective;
- the financial management for various programmes was adequate and effective;
- the implementation of schemes/programmes was effective, efficient and economical, and,
- an effective monitoring and internal control mechanism was in place

4.1.4 Audit Criteria

Audit findings were benchmarked against the following criteria:

- District Annual plans,
- Guidelines of the concerned programmes/schemes, and
- State Government rules and regulations

4.1.5 Scope and methodology of audit

The audit was conducted during January to July 2011 for the period 2006-11. Records of activities relating to health, education, water supply, housing, public distribution system, roads, e-governance *etc.*, were covered under test check. The offices of the District Collector, DRDA, ZP, Executive Engineers (EEs) of Public Works (PW) Divisions, District Statistical Officer and five Block Development Officers along with 79 GPs of these blocks were selected by using the random sampling technique. The Municipal Council, Gondia and Tiroda were also selected by adopting the same method.

An entry conference was held in March 2011 with the Principal Secretary (Finance), Mantralaya, Mumbai wherein the audit objectives; audit criteria and scope of audit were discussed. An exit conference was held in November 2011 with the Divisional Commissioner, Nagpur Division, Nagpur along with other departmental functionaries, wherein the audit findings were discussed. The responses of the officers of various departments have been incorporated at appropriate places in this Report.

Audit findings

4.1.6 Planning

The 74th Amendment to the Constitution made in 1992 mandated establishment of a District Planning Committee (DPC) for consolidating the plans prepared by the Panchayats and Municipalities in the district into an integrated District Plan covering all activities such as health, education, irrigation, buildings and roads, *etc.*, into an Integrated District Plan. In addition, all the three tiers of local administration *viz.* DRDA, Blocks and GPs were to prepare Annual Action Plans (AAP) at the beginning of each financial year and no work was to be taken up unless it is a part of the Annual Action Plan (AAP).

Audit scrutiny of the records revealed that though the DPC was constituted in March 1999, the Five -Year Perspective Plan for overall development of the district was not prepared. The DPC had not consolidated the plans prepared by the Panchayats and Municipalities in the district into an integrated District Plan. However, Annual Action Plans at the block and district level were prepared.

In the absence of a Perspective Plan and Integrated District Plan, inputs from blocks and GPs for various activities such as health, education, public health, irrigation, buildings and roads *etc.*, the felt needs of the society and the disparities between various regions and communities within the district remained unidentified and unresolved.

The District Health Society (DHS) is required to prepare a Perspective Plan and Annual Plan for the district with inputs from the lower tiers of Government. However, no Perspective Plan for all the components of National Rural Health Mission (NRHM) activities was prepared.

Similarly, the District Education Officer has to prepare a consolidated Perspective Plan to provide Elementary education under Sarva Shikshya Abhiyan (SSA). However, the District Education Officer did not prepare the required perspective plan during the period 2006-11.

In the exit conference it was stated (November 2011) that a detailed reply would be submitted shortly.

4.1.7 Financial management and accounting framework

Funds are allocated to the district through the State budget for various developmental activities. In addition, funds are directly released to DRDA and implementing agencies for implementation of various socio-economic programmes by the State and Government of India (GOI). The DC, CEO and DRDA release funds to the blocks and other executing agencies.

The details of funds received and expenditure incurred thereagainst in respect of certain significant schemes/activities for the period 2006-11 in the district are given in **Table 1**.

**Table -1: Funds provided and expenditure under certain significant schemes/ activities
(₹ in crore)**

Name of Scheme	Funds provided	Expenditure incurred	Unspent amount
District Collector			
Other Road Sector Schemes	179.05	179.05	0
District Development Plan	310.31	300.50	9.81
Member of Parliament Local Area Development Scheme	20.19	16.15	4.04
Member of Legislative Assembly Local Area Development Scheme	34.04	23.61	10.43
Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)	88.32	86.83	1.49
Swarna Janynti Shahri Rozgar Yojna	4.40	4.36	0.04
Public Distribution System (PDS)	210.00	177.89	32.11
Chief Executive Officer , Z.P.			
National Rural Health Mission (NRHM)	42.29	41.90	0.39
National Aids Control Programme (NACP)	1.40	1.22	0.18
Sarva Shiksha Abhiyan (SSA)	84.54	84.37	0.17
Pre-matric Scholarship	7.77	6.61	1.16
Post-matric Scholarship (GOI)	77.99	74.02	3.97
Mid-Day Meal (MDM)	31.97	28.05	3.92
Integrated Children Development Scheme (ICDS)	37.32	37.91	-0.59
Rural Water Supply (RWS)	20.39	18.85	1.54
Total Sanitation Campaign (TSC)	21.40	19.45	1.95
District Rural Development Agency			
Indira Awaas Yojana (IAY)	61.48	61.11	0.37
Rajiv Gandhi Gramin Niwara Yojna-I	5.69	5.69	0
Backward Region Grant Fund (BRGF)	32.80	26.22	6.58
Swarnjaynti Gram Swarozgar Yojana (SGSY)	35.18	34.82	0.36
Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY)	13.31	39.41	-26.10
Total	1319.84	1268.02	51.82
Source: Departmental figures			

As is evident from the above table, against the provision of ₹ 1,319.84 crore, ₹ 1,268.02 crore was spent and ₹ 51.82 crore remained unspent with the implementing agencies. Audit scrutiny revealed that under Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY), the Superintending Engineer, Maharashtra State Electricity Distribution company created a liability of ₹ 26.10 crore by incurring excess expenditure over the sanction to cover additional BPL households. The revised proposal submitted (August 2008) to GOI was yet to be sanctioned (July 2011).

4.1.7.1 Non-refund of interest

Interest earned on funds for Centrally sponsored schemes kept in nationalized banks was to be passed on to the DRDA by the concerned BDOs for utilizing it as an additional source of funds for the schemes. It was observed that accumulated interest of ₹ 55.11 lakh earned under various schemes during the year 2006-11 was not refunded to the DRDA by the selected BDOs⁴.

While accepting the observation, it was stated in the exit conference that out of five BDOs, two BDOs (Arjuni Morgaon and Deori) had not refunded the interest amount till date (November 2011).

4.1.7.2 Non-reconciliation of cash book balances with bank balances

Non-reconciliation of cash book balances with bank balances resulted in unreconciled differences of ₹ 3.15 crore

Rule 57 of the Maharashtra Zilla Parishads and Panchayat Samitis (MZP&PS) Account Code 1968, stipulates that the closing balance as per the cash book shall be compared with the balance as per bank or treasury records and a reconciliation statement shall be drawn up on the last day of the month for analysing the differences between the cash book and the bank balance. Where the differences are due to any errors, immediate and effective steps shall be taken to rectify these errors or otherwise clear the differences.

It was observed that reconciliation of cash book balances with the bank balances, as on 31 March, was not carried out in Gondia block during the period 2006-11. In Arjuni-Morgaon, Deori and Tirora blocks, the reconciliation was done only upto March 2010. In Sadak-Arjuni block, no reconciliation was done in respect of the Indira Awas Yojna (IAY) during 2006-11 and in respect of accounts of the Swarnajayanti Gram Swarozgar Yojana (SGSY) and Rajiv Gandhi Gramin Niwara Yojana – I (RGGNY-I), the last reconciliation was done in March 2009. Audit observed a total unreconciled difference of ₹ 3.15 crore between the balances of the cash books and bank Pass Books as of March 2011, as detailed in **Appendix 4.1.1**.

In the absence of reconciliation of accounts, the BDOs were not in a position to identify the reasons for differences in the two sets of accounts and take immediate effective steps to rectify the errors. In the exit conference, it was stated (November 2011) that reconciliation would be done shortly.

Implementation of Schemes

Audit reviewed some of the schemes implemented during 2006-11 in the district for socio-economic development under Social services, Economic services and General services. The findings are discussed below:

4.1.8 Social services

The Social Services sector has been receiving priority in funding both by the Central and the State Governments. Under this sector, flagship programmes

⁴ Arjuni-Morgaon, Deori, Gondia, Sadak-Arjuni and Tirora

like National Rural Health Mission (NRHM), Sarva Shiksha Abhiyan (SSA), Mid Day Meal (MDM), Accelerated Rural Water Supply Programme (ARWSP), Indira Awas Yojna (IAY) and Public Distribution Scheme (PDS) were implemented in the district. Audit findings related to this sector are discussed below:

4.1.8.1 National Rural Health Mission

The National Rural Health Mission (NRHM) was launched by GOI in April 2005 with a view to provide accessible, affordable, effective and reliable health care facilities in rural areas, especially to poor and vulnerable sections of the population. NRHM is a Centrally sponsored scheme to be implemented by the District Health Officer (DHO) under the control of the CEO, ZP. The health care services to the people are provided through a network of 12 Community Health Centres (CHCs), 39 Primary Health Centres (PHCs) and 237 Sub-centres (SCs). Out of these, five⁵ CHCs, seven⁶ PHCs and 14⁷ SCs were test-checked.

• Facility Survey

As a first step towards the provision of accessible, affordable and equitable health care under NRHM, a facility survey was required to be carried out to identify the gaps in the health care facilities in rural areas. The position of such survey conducted in the district as of March 2011 was as detailed in **Table -2**.

Table -2 : Statement showing the position of facility survey in district as of March 2011

Health centres	No of health centres	Facility survey not conducted	Percentage of facility survey not conducted
CHCs	12	5	42
PHCs	39	25	64
SCs	237	222	94

The DHO, while accepting the point, stated (June 2011) that even though the facility survey was not conducted, thrust areas could be located as per requisitions/complaints placed by the Medical Superintendent, Rural Hospital (RH), Medical Officers, Primary Health Center (PHC), Auxiliary Nurse and Midwives (ANM) (SC).

In the exit conference, it was stated that the facility survey had been conducted in October 2011.

⁵ 1.Rajegaon, 2.Tirora, 3.Arjuni Morgaon, 4.Sadak Arjuni and 5.Deori

⁶ 1.Rawanwadi, 2.Dawniwada,3.Indora 4.Mahagaon, 5.Dhabepauni 6.Soundad and 7.Mulla

⁷ 1.Nagara, 2.Garra 3.Dhapewada 4.Kawlewada 5.Karati 6.Mahurkuda, 7.Tadagaon 8.Bonde, 9.Navegaonbandh 10.Palasaon/Raka, 11.Khodshivani 12.Surtoli, 13.Fukkimeta and 14.Pindkepar

• **Infrastructure**

As per the Indian Public Health Standards (IPHS), for every 1, 20,000 population (80,000 in tribal/desert areas), there should be a CHC, for a population of 30,000 (20,000 in tribal/desert areas) there should be a PHC and for a every 5,000 people (3,000 in tribal areas) there should be one SC. In terms of these norms, there were no shortages in the case of CHCs but there was a shortage of four PHCs and 31 SCs as noticed by audit as of March 2011.

It was further noticed that in respect of the test-checked units, the following PHCs and SCs were overburdened compared to the IPHS norms as detailed in **Table 3**.

Table 3: Workload of PHCs and SCs

Name of PHC	Population covered	Name of Sub-centre	Population covered
Rawanwadi	58,000	Dhapewada	9,226
Indora	45,993	Nagara	8,276
Mulla	45,824	Kawlewada	7,428
Soundad	37,897	Garra	6,139

Source: Departmental figures

It was stated (November 2011) in the exit conference that the PHCs & SCs were overburdened due to shortages. The matter regarding creation of new PHCs and SCs had already been taken up with the Government.

Further, there was inadequate infrastructure as on 31 March 2011 in CHCs, PHCs and SCs in the district as detailed in **Table-4**.

Table 4 : Non-availability of infrastructure in CHCs, PHCs and SCs

Particulars	No. of centres where infrastructure were not available		
	CHCs	PHCs	SCs
Total number of centres test-checked	5	7	14
Designated Government building	1	1	1
Waiting room for patients	1	2	NA
Labour Room	--	--	1
Operation Theatre	--	1	NA
Clinic room	--	1	1
Emergency / Casualty Room	1	4	NA
Residential facilities for staff	1	1	2
Separate utility for Male and Female	1	2	5
Waste disposal system	1	--	3
Suggestion Box	--	1	10

Source : Departmental figures

NA- Not Applicable

RH at Sadak Arjuni Tehsil, started functioning from the year 2004 in a PHC building. Since then the RH was operating with only six beds though it had a sanctioned bed strength of 30. Moreover, the designated building for the RH

costing ₹ 1.44 crore which was to be completed and handed over in August 2010 remained incomplete (June 2011). This delay deprived the rural people of Sadak Arjuni the health care infrastructure supposed to be provided by RH.

The DHS received ₹ 8.83 crore during 2006-11 for upgrading all types of health institutions to IPHS norms, but, none of them were upgraded to IPHS in terms of skilled manpower and infrastructure, despite of incurring expenditure of ₹ 8.80 crore (March 2011)

It was stated in the exit conference (November 2011) that due to poor response to advertisements for recruitment, the CHCs, PHCs and SCs could not be upgraded. As regards the RH at Sadak-Arjuni, it was stated that the hospital would start functioning shortly with 30 beds.

- **Basic health care services**

Basic health care services were not provided in CHCs and PHCs

The basic health care services required to be provided in the health centres were not available in many centres. The details in this regard as on 31 March 2011 in CHCs and PHCs are given in **Table 5**.

Table-5: Health care services

(in numbers)

Particulars	No. of centres where services were not available	
	CHCs	PHCs
Blood storage	2	NA
New born care	0	1
24 X 7 deliveries	0	1
In-patient department (IPD) services	0	1
X-rays	1	NA
Ultra-sound	3	NA
ECG	1	7
Obstetric care	4	0
Emergency services (24 hours)	0	2
Family Planning (Tubectomy and Vasectomy)	1	NA
Medical Termination of Pregnancy(MTP) services	2	6
Intra-natal examination of gynaecological conditions	4	4
Paediatrics	1	NA
Source Departmental figure	NA- Not applicable	

In the absence of the above basic services, the rural population remained deprived of these services.

While accepting the observation, it was stated in the exit conference (November 2011) that efforts were being made to provide facilities as per IPHS norms.

There was a shortage of key health care personnel

• **Manpower management**

The quality and efficiency of medical care largely depends upon the availability of manpower resources. Audit scrutiny showed shortages of manpower at test- checked health centres as given in **Table 6**.

Table 6: Availability of manpower at test checked health centres

Sl. No.	Particulars(Norm)	Requirement as per IPHS norms	Present position (March 2011)	Shortfall
Community Health Centres (Total : 5)				
1	General Surgeon (1 per CHC)	5	0	5
2	Physician (1 per CHC)	5	0	5
3	Obstetrician/ Gynaecologist (1 per CHC)	5	0	5
4	Pediatrics (1 per CHC)	5	3	2
5	Anaesthetist (1 per CHC)	5	0	5
6	Eye surgeon (1 per five CHC)	1	0	1
7	General Duty Officers (6 per CHC+ 7 for SDH)	31	14	17
8	Staff Nurse (15 per CHC+ 18 for SDH)	78	31	47
9	Pharmacist/ Compounder (3 per CHC+ 4 for SDH)	16	7	9
10	Lab Technician (3 per CHC+ 4 for SDH)	16	6	10
11	Radiographer (2 per CHC/SDH)	10	3	7
12	Ophthalmic Assistant (1 per CHC/SDH)	5	3	2
Primary Health Centres (Total : 7)				
1	Medical Officer (2 per PHC)	14	13	1
2	Pharmacist (1 per PHC)	7	5	2
3	Staff Nurse (3 per PHC)	21	1	20
4	Laboratory Technician (1 per PHC)	7	5	2
Sub-centres (Total : 14)				
1	Health Worker (One per SC)	14	11	3
Source Departmental figures				

It is evident from the above table that there were acute shortages of manpower at the health centres.

It was stated at the exit conference that due to poor response of medical staff to working in rural areas, there was a shortage of staff. Efforts to fill the required posts were under process at the Government level.

No permission was granted by the Maharashtra Nursing Council to run a Nursing School as the premises were not as per the prescribed norms

- **Non-running of Nursing School**

As per the framework for implementation of NRHM issued by GOI, strengthening of Nursing Schools is one of the essential components of NRHM. For this purpose, DHS, NRHM, Gondia had released a grant of ₹ 64.11 lakh for a Nursing School in the years 2007-08 to 2010-11 to Civil Surgeon, Kunwar Tilak Singh General Hospital, Gondia, out of ₹ 64.11, expenditure of ₹ 19.31 lakh was incurred till March 2011.

In audit, it was noticed that the classroom and hostel for 20 trainee nurses was under construction but after inspection by the Maharashtra Nursing Council the permission to run the Nursing School was not granted as the premises were not as per the prescribed norms.

It was stated at the exit conference that the Nursing School would start functioning in 2012-13.

- **Immunization Programme**

The overall achievement with regard to immunization of children between zero to one year age group, covering BCG, DPT and OPV was 88 to 100 *per cent* during 2006-11. Similarly, the overall achievement of targets in the secondary immunization of children ranged between 98 and 100 *per cent* for DT, 93 and 100 *per cent* for TT (10 years age group) and 90 and 100 *per cent* for TT (16 years age group). A total of 126 cases of Acute Respiratory Infections (ARI) were detected during 2006-08 (information for 2008-11 not provided), which needed to be addressed.

- **National Programme for Control of Blindness (NPCB)**

The programme envisaged free distribution of spectacles to students suffering from refractive errors. The data regarding refractive error cases and distribution of spectacles is detailed in **Table 7**.

Table 7: Shortfall in supply of spectacles

Year	Refractive error detected	Spectacles supplied	Shortfall	Percentage shortfall
2006-07	788	609	179	22.72
2007-08	1227	1103	124	10.11
2008-09	1273	762	511	40.14
2009-10	957	775	182	19.02
2010-11	831	631	200	24.07
Source Departmental figures				

All the students who had refractive errors were not provided with free spectacles and the shortfall ranged between 10 *per cent* and 40 *per cent* during last five years.

There was no eye bank in Gondia district. However, an eyeball collection centre was sanctioned in the year 2007-08 and from the year 2009-10, eyeballs were being collected and transferred to other banks.

It was stated in the exit conference that due to non-availability of specialists, the eye balls were being collected and transferred to a private eye bank.

- **National Leprosy Eradication Programme**

The aim of the National Leprosy Eradication Programme (NLEP) is to eliminate leprosy by the end of the Eleventh Plan and ensure that the leprosy prevalence rate is less than one per 10,000. The rate of prevalence of leprosy and the total number of leprosy patients undergoing treatment with the incidence of new cases in the district during 2006-11 was as given in **Table 8**.

Table 8 : Prevalence rate of Leprosy patients

Year	Prevalence rate	Patients undergoing treatment	New cases registered
2006	0.76	100	270
2007	0.85	112	199
2008	1.22	165	241
2009	2.05	283	400
2010	2.92	264	377
2011	2.11	303	382

Source Departmental figures

Except in the years 2006 and 2007, the district failed to achieve the target of the prevalence rate of less than one per 10,000 and there was increase in the number of new cases registered.

It was stated at the exit conference that the ratio of detection of hidden cases increased during the current year and the target would be achieved in future.

- **Revised National Tuberculosis Control Programme**

As per the framework for implementation of NRHM, it was decided to maintain an 85 *per cent* cure rate throughout the entire Mission period by implementing Tuberculosis DOTS series and also sustain the planned case detection rate. However, the desired level of cure rate of 85 *per cent* could not be maintained during 2006-11 as detailed in **Table 9**.

Table-9: Cure rate of TB patients

Year	TB patients registered	Cured + treatment completed	Cure rate
2006-07	1,901	1,551	83.81
2007-08	1,652	1,363	83.40
2008-09	1,513	1,245	80.73
2009-10	1,439	1,150	72.50
2010-11	330	120	75.69

Source Departmental figures

Average detection of new sputum positive cases during 2006-11 worked out to 84 *per cent* which was much higher than the prescribed target of 70 *per cent*.

It was stated at the exit conference that due to lack of community participation in health awareness camps and illiteracy in the tribal community, the cure rate could not be achieved at the desired levels.

- **Community Participation in Health Management**

As per the guidelines of NRHM, Rogi Kalyan Samitis (RKS) are to be constituted for health care centres at PHC, CHC and DH levels under the Panchayat Raj framework for the management of the hospitals, to review the performance of the outpatient department (OPD), in-patient department (IPD) services and facilities at the hospital and for outreach work. The RKS has to redress the complaints of the beneficiaries and ensure access to quality health care service. For this, a Citizen Charter is to be developed for every level of health facility with a definite commitment in writing to the citizens for delivering standardized services within a specified time-frame.

Out of five CHCs, seven PHCs and 14 SCs test checked, the citizens' charter was not displayed in one CHC, one PHC and eight SCs. Thus, the health care campaign through the citizens' charter was only partial and the grievances of the community regarding delivery of health care remained largely unaddressed.

While accepting the observation, it was stated in the exit conference that necessary instructions to display the citizens' charter in all CHCs, PHCs and SCs in the districts were being issued.

4.1.8.2 Elementary Education

Sarva Shiksha Abhiyan (SSA) is a comprehensive and integrated flagship programme of GOI which was started in 2001-02. The SSA is a Centrally sponsored scheme, to be implemented by the District Education Officer (DEO) under the control of the CEO, ZP. The main objective of SSA was to attain elementary education in the country in a mission mode. SSA aimed to provide useful and relevant education to all children in the age group of six to 14 years.

Decrease in Enrolment

A review of the status of education in the district revealed that despite an increase in number of primary and upper primary schools, the enrolment of children in the targeted age group of 6-14 years in these schools had decreased during 2006-11, as detailed in **Table 10**.

Table 10: Enrolments in schools

Year	No. of schools (Government/aided)	No. of enrolments in Government/aided schools)	No. of private unaided schools	Enrolments in unaided schools	Total schools	Total enrollments
2006-07	1,164	1,89,623	95	13,127	1,259	2,02,750
2007-08	1,164	1,86,410	101	14,378	1,265	2,00,788
2008-09	1,272	1,83,990	99	16,090	1,371	2,00,080
2009-10	1,334	1,81,194	105	17,140	1,439	1,98,334
2010-11	1,422	1,74,818	138	19,870	1,560	1,94,688

There was decrease in enrolment in the targeted group of 6-14 years though there was an increase in the number of schools

An overall review of the status of schools showed that the number of schools had increased from 1,259 to 1,560. Though the number of primary and upper primary Government/ZP/Nagar Parishad and aided schools had increased marginally (22.16 *per cent*) from 1164 to 1422, the enrolment of children in the targeted age group of 6-14 years in these schools decreased (7.80 *per cent*) from 1,89,623 to 1,74,818. It was also observed that the number of private unaided schools had increased from 95 to 138 (45 *per cent*) and enrolment of students in these schools had increased from 13,127 to 19,870 i.e. by 51 *per cent*.

Out of the 100 Government/aided schools test-checked in five blocks, it was seen that there was decrease in enrolment in 72 schools during 2006-11 while in 15 schools, increase in enrolment was noticed.

The District Education Officer (Primary) stated (August 2011) that as Gondia district was adjacent to State of Chhattisgarh and Madhya Pradesh, most of the tribal population of the district migrated to those States for earning.

Mid-Day Meal Scheme

The National Programme of Nutritional Support to Primary Education, commonly known as the 'Mid Day Meal' (MDM) scheme was launched in August 1995 with the principal objective of boosting the universalization of primary education by increasing enrolment, retention and learning levels of children and simultaneously improving the nutritional status of primary school children in the age-group of six to 10 years. The scheme was subsequently extended (2008) to upper primary students.

During 2006-11, the Education Officer (Primary), Gondia received ₹ 31.97 crore towards cooking cost and other miscellaneous expenditure. Out of this, an amount of ₹ 28.05 crore was spent, leaving an unspent balance of ₹ 3.92 crore as of March 2011. The deficiencies noticed are discussed below:

- **Underutilization of Mid-Day Meals**

Against the total requirement of 2,014.67 MT rice, based on 100 gm/per student per day for primary school students during 2008-09, only 1,947.58 MT of rice was utilized by the schools serving MDM, resulting in a shortfall of 67.09 MT against the requirement.

The under-utilization of rice defeated the very objective of the scheme to provide 100 gm/per student per day to the students. The Education Officer (Primary) stated (July 2011) that as per the utilisation certificate received from the Panchayat Samiti, 1947.58 MT rice was utilized. However responsibility would be fixed on verification of the facts.

There was discontinuity in supply of MDM to the students in 18 test-checked schools

- **Discontinuation in supply of Mid-Day Meals**

Test check of 18 schools in the sampled five blocks revealed that there was a discontinuity in the supply of MDM to the students. The break periods were ranging from two and 74 days during 2006-11. The reason for the break periods was non availability of foodgrains with the Fair Price Shops. This defeated the objective of providing continued nutritional support to children.

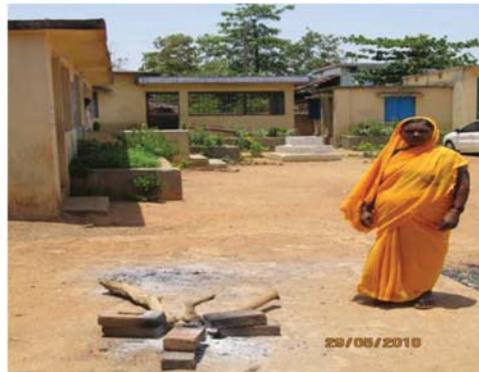
Kitchen utensils were not available in 666 schools

- **Infrastructure**

Infrastructure facilities such as kitchen-cum-store, kitchen utensils *etc.*, and clean drinking water are to be provided under MDM scheme.

It was observed that out of 1,947 schools, 1,624 schools were not having kitchen sheds for preparation of MDM. In the absence of separate kitchens, the meals were being prepared either in classrooms or in the open, which was not only unhygienic but could also affect the concentration of the students as well as the teachers. Further, the 666 schools were not having kitchen utensils as of March-2011.

Physical verification of selected schools revealed that classrooms were utilized for storage purposes and food preparation was done in open spaces as evident from the following photographs.



Preparation of meal in open space at ZP UP School Gudhri Block Arjuni-Morgaon



Utilization of classroom for storage purpose at Pragati PS, Village Sarandi Block Tirora

Targeted beneficiaries were deprived of scholarship benefits due to insufficient number of proposals and shortage of funds

- **Scholarship scheme**

For promoting the educational and economic interest of the weaker sections of the society and in particular, the Scheduled Castes (SC) and Scheduled Tribes (ST), the State Government is implementing various scholarship schemes with financial support from GOI. At the district level, schemes are being implemented by the Special District Social Welfare Officer.

Audit scrutiny revealed that information regarding enrolment of eligible students was not called for by the Special District Social Welfare Officer either from the Education Department or educational institutions to ensure that the entire targeted group was covered with due financial assistance. Scholarships were given only on the basis of proposals received from the institutions.

- **Pre-matric scholarship**

The scheme is implemented by the Central and State Government in the ratio of 50:50 for the children of those engaged in unclean occupation with the aim to provide financial assistance for pre-matric education.

During 2006-11, out of 10,393 eligible students in the district, 9,544 were paid scholarships of ₹ 1.27 crore and 849 students remained deprived of the benefit under the scheme due to insufficient proposals and funds. The demand was placed on the basis of the number of students who were paid scholarships during the previous year.

At the exit conference, it was stated that due to non-receipt of funds, some students did not receive scholarships. Thus, students were deprived of scholarships for which they were entitled.

- **Savitribai Phule Scholarship Yojna**

The scheme was implemented to provide financial assistance to girl students of V-X standards belonging to SC/Vimukata Jati (VJ)/Nomadic Tribes (NT) and Special Backward Class (SBC) category, through the Social Welfare Officer, ZP in the district.

Against the target of 61,983 students, only 54,467 were paid the scholarship during 2006-11 resulting in deprivation of 7,516 students from the benefits of the scheme. During 2008-09, grant of ₹ 7.45 lakh was surrendered due to non receipt of proposals of 193 eligible students from respective schools. During 2010-11, 7,323 students were not paid scholarships due to short receipt of funds from the Government.

It was stated at the exit conference that due to late receipt of proposals from schools and less provision of grant from government, scholarships could not be given to all eligible students. The reply is not acceptable as the department did not make adequate efforts to get proposals from all schools in time.

- **e-scholarship scheme**

Government of India launched (January 2010) an e-scholarship scheme, with a view to avoid the procedure of verification and approval of proposals and delay in disbursement of scholarships to the students through respective institutions, and to make payment of scholarships to the eligible students directly through their bank account.

The procedure of e-scholarships was to be completed in all respects, covering all the eligible students by opening accounts in nationalized banks having

core banking facilities upto 30 June 2010. The payment of the scholarships was to be made through Electronic Clearing System (ECS) from July 2010 onwards, to the eligible students.

Out of 49,958 eligible students from 272 colleges in the district, 46,402 students were sanctioned scholarship, and 42,296 students received scholarship through their bank accounts. The remaining 7,662 students had not received scholarship, as wrong bank account numbers in respect of 4,106 students were submitted by the respective colleges to the Special District Social Welfare officer, and scholarship proposal of 3,556 students were not submitted by the colleges within due date.

In reply, Special District Social Welfare Officer, Gondia stated that the scholarship amount in respect of students whose account numbers were incorrect were retained in Special District Social Welfare Officer's bank account. Besides, due to non-receipt of proposals in time ₹ 52 lakh was surrendered to Government. This deprived 7,662 students of scholarship during 2010-11.

In four test-checked institutes, 323 students were deprived of scholarships due to non-sending of proposals by the institutes to the Special District Social Welfare Officer and also due to non-opening the bank accounts during the academic year.

At the exit conference, it was stated that out of 46,402 students, 7,662 did not receive scholarships as they had intimated wrong bank account numbers. Proposals of some students were not submitted in time by the respective colleges. The reply is not acceptable as the department did not make adequate efforts to get the correct bank account numbers and proposals for scholarships in time.

4.1.8.3 Water supply

Provision of adequate and safe drinking water to all citizens, especially those living in the rural areas, has been a priority area for both the Central and the State Governments. In Gondia district, two Centrally sponsored schemes and two State Plan schemes were implemented for providing drinking water, through two agencies viz. Zilla Parishad and Maharashtra Jeevan Pradhikaran (MJP). The per capita consumption of water for drinking as well as other purposes was determined as 40 litres per day. Against a grant of ₹ 20.39 crore, expenditure of ₹ 18.85 crore was incurred on the water supply scheme during 2006-11. The audit findings in this regard are discussed below.

- **Blocking of Government funds**

As instructed (April 1998) by the Government, the completed Regional Water Supply Schemes under the Accelerated Rural Water Supply Programme (ARWSP) were to be transferred to the concerned GPs within a period of one month for further operation and maintenance from its own resources.

However, seven works completed in 2006-11, were not functioning since the date of commissioning as these schemes were not taken possession by the GP as of March 2011. Hence, the expenditure of ₹ 38.78 crore, incurred by the MJP on these schemes remained unfruitful, and the schemes were not put to use.

The MJP stated (March 2011) that correspondence for handing over these schemes was carried out with the ZP. However, the EE, Rural Water Supply ZP, stated (September 2011) that the schemes completed by MJP were unable to provide adequate quantity of water with required pressure to the villagers and were not self-supporting.

In the exit conference, it was stated (November 2011) that a detailed reply would be submitted shortly. However, the fact remains that scarce Government funds were blocked and the rural population was deprived of good quality drinking water.

- **Unfruitful expenditure on Rampuri Regional Water Supply Scheme**

The work of construction of a Regional Water Supply Scheme for Rampuri and nine other villages in Taluka- Arjuni-Morgaon, having population of 4,988 was awarded (April 1999) at an estimated cost of ₹ 2.49 crore to a contractor for completion within 18 months.

Scrutiny of audit revealed that the work was completed (December 2010) after incurring an expenditure of ₹ 3.59 crore. The State Government accorded (April 2010) revised administrative approval for ₹ 4.28 crore. However, the scheme was not made operational (March 2011). It was observed from the records that the non-operation of the water supply scheme was mainly due to non-laying of electric cables on forest land, meant for a pump house already constructed, for which permission had not been given by the Forest department. Thus, Government funds of ₹ 3.59 core remained blocked and the rural population of 10 villages were deprived of drinking water.

In the exit conference, it was stated (November 2011) that the matter would be verified and a detailed reply would be submitted shortly.

- **Contaminated supply of water**

Under the Jalswaraj project, a survey to check quality of water in the Gondia district was conducted during 2005-06 by a private agency appointed by the ZP, Gondia. The analysis of the survey reports revealed that water quality of total 216 habitations was found contaminated due to various types of chemical contaminants. Out of these, 157 habitations were treated and made safe for drinking purposes till March 2011. No measures were taken in respect of the remaining 59 habitations.

In reply, it was stated (March 2011) that treatment for contaminated water was included in the Action Plan under National Rural Drinking Water Programme during 2011-13.

4.1.8.4 Housing

Shelter is one of the basic needs of a human being. The Government has taken several initiatives to revitalize the rural as well as the urban sector through the Integrated Housing and Slum Development Programme (IHSDP), the Indira Awas Yojana (IAY) and the Rajiv Gandhi Gramin Niwara Yojana (RGGNY) which primarily focus on slum dwellers and the rural poor.

- **Indira Awas Yojna**

The Indira Awas Yojna (IAY) a Centrally sponsored scheme, with cost sharing ratio of 75:25 between the Centre and the State, was introduced as an independent scheme in January 1996. The objective of the scheme was primarily to help construction/upgradation of dwelling units of members of Scheduled Castes / Scheduled Tribes, freed bonded labourers and other below the poverty line (BPL) non-SC/ST rural households, by providing them lump-sum financial assistance. The physical and financial targets and achievements for the district during 2006-11 under the scheme were as detailed in **Table 11**.

Table 11: Physical and financial targets and achievements during 2006-11

Year	Physical targets	Achievements (completed)	In progress	Not started	Funds available	Actual expenditure
	(in numbers)			(₹ in crore)		
2006-07	1,320	1,320	-	-	4.73	4.17
2007-08	1,555	1,555	-	-	5.57	4.48
2008-09	6,220	6,220	-	-	14.21	9.86
2009-10	2,340	2,338	2	-	32.95	32.90
2010-11	2,081	1,685	360	36	10.06	9.69
Total	13,516	13,118	362	36	67.52	61.10

Source: DRDA Gondia

During test-check, the following irregularities were noticed:

- **Misreporting of the number of houses completed**

As per, the progress reports submitted (March 2011) by DRDA to the Government, the construction of 362 houses under IAY pertaining to the year 2009-11 were in-complete. However, Audit observed in the test-checked blocks, that 1,289 houses were still to be completed. Thus Government was mis-reported. Thus inflated report of completed houses was reported by DRDA to Government.

IAY beneficiaries were deprived of the benefits under the RGGVY Scheme

While accepting the facts, PD, DRDA stated (September 2011) that the correctness of figures would be rectified with the records of the concerned blocks.

- **Non-providing of benefit of free electricity connection**

GOI instructed (September 2008) that implementation of IAY was to be dovetailed with the Rajiv Gandhi Gramin Vidhutikaran Yojna (RGGVY). It further directed that the Government should create awareness among IAY beneficiaries about the benefits available under the scheme, so that they can derive the full benefits available to them. However, no action was initiated either at the district level or the block level for providing the benefits of free electricity connections. As per the feedback collected from 354 beneficiaries in 61 test-checked GPs, only 185 beneficiaries had availed of the benefit of RGGVY scheme.

- **Undisbursed cheques**

Rule 27 of the MZP&PS Code, stipulates that no cheque shall be signed unless it is required for immediate delivery to the payee.

In BDO, Deori it was observed that 114 cheques amounting to ₹ 10.17 lakh drawn in March (₹ 15 thousand) and September 2010 (₹ 10.02 lakh) on account of the Indira Awas Yojna were not delivered to the individuals. However, in the accounts, the entire grant was shown as spent.

The BDO stated (June 2011) that the cheques were not disbursed due to non-completion of miscellaneous works by the beneficiaries.

While accepting the audit observation, it was stated (November 2011) in the exit conference that action would be initiated against the officials responsible and a reply would be submitted shortly.

4.1.8.5 Public Distribution System

Availability of foodgrains at reasonable prices to the poor is the prime responsibility of the Central as well as State Government. The responsibilities of procurement, storage, transportation and bulk allocation of foodgrains, *etc.*, lies with the Central Government while creating a network of Fair Price Shops, allocation and distribution of food grains, identification of BPL families, issue of ration cards, supervision and monitoring the functioning of Fair Price Shops rest with the State Government. In Gondia district, the above activities are managed by the District Supply Officer through 981 fair price shops.

Audit scrutiny revealed that, due to non-lifting of foodgrains within the stipulated period of 50 days, 33,601 MT foodgrains quota lapsed under AAY/APL/BPL schemes during 2006-11 as detailed in **Table 12**.

Table 12 : Foodgrains lifted and distributed (Quantity in MT)

Name of scheme	Allocation of foodgrains	Food grains lifted	Distribution of foodgrains	Foodgrains quota lapsed
AAY	1,36,799	1,23,374	1,20,551	13,425
APL	29,209	27,021	24,296	2,188
BPL	1,82,339	1,64,351	1,70,032	17,988
Total				33,601
Source: District Supply Officer, Gondia				

It is evident that the department failed to lift the entire allocation made by the Government under different schemes.

The department accepted the observation and stated (September 2011) that the lifting of allocated foodgrains was not done in time due to non-availability of godowns with sufficient capacity at the time of lifting against the demand placed. Thus adequate arrangements had not been made to lift the entire quota of foodgrains.

4.1.9 Economic services

The availability of basic infrastructure is essential for enhancing the growth of the district and bridging the gap between urban and rural areas. It also helps in bringing the remote area closer to the District headquarters for inclusive growth of the economy. Infrastructure includes provision of all weather roads, railway connectivity, air services and irrigation needs. The district headquarter Gondia, is connected by both rail and road.

4.1.9.1 Road connectivity

Maharashtra has very good road connectivity across the State. The status of road connectivity in Gondia district as of March 2010 as detailed in **Table 13**.

Table 13 Status of road connectivity

Type of road	Road length (in kilometres)
National Highways	34
State Highways	401
Major district Roads	777
Other district Roads	1226
Village roads	3384
Source: Departmental figures	

- **Central Road Funds**

The Central Road Fund (CRF) Act, 2000 was passed by the Government of India in the year 2000. The rules for implementation of the CRF scheme for development of State roads including roads of inter-State connectivity and

economic importance were notified by the Ministry of Road Transport and Highway vide notification dated 10 July 2007.

Accordingly, during 2001 to 2010, 13 works costing ₹ 73.58 crore were undertaken in Gondia District under CRF to be executed by a EE PW Division. As of March 2011, the total expenditure incurred on these works was ₹ 61.90 crore. It was, however, observed (June 2011) that out of 13 works, eight were completed at a cost of ₹ 29.30 crore. In respect of the remaining four works, although they were stated (June 2011) to have been completed by the Executive Engineer, Public works Division, Gondia, the final bills were not paid and completion certificates were not issued. It was further observed that one work estimated to cost ₹ 24.71 crore, for which administrative approval was given on 20 February 2009, was not commenced as of June 2011. Executive Engineer, PW Division (EGS), Gondia (EE) stated (June 2011) that the work was in estimation stage. The reasons for delay in taking up the work were not furnished by the EE.

The following further observations on the CRF works are discussed in the succeeding paragraphs.

- **Change in scope of work**

It was noticed that the division had altered the scope of work and incurred additional expenditure without obtaining permission from the Central Government in respect of two works as detailed in **Appendix 4.1.2**.

- **Irregular diversion of Central Road Funds**

It was noticed from the monthly progress report (MPR)⁸ of March 2011, that the expenditure reported in MPR was much higher than the actual expenditure incurred by the division on CRF works. The division irregularly diverted the Central Road Funds to the extent of ₹ 5.70 crore to other works as detailed in **Appendix 4.1.3**.

On this being pointed out, the EE accepted the observation and stated that the expenditure on works which were not sanctioned under CRF was also incurred from CRF fund and therefore, the same were included in MPR. Further, the expenditure booked under CRF funds in respect of works not sanctioned under CRF would be got regularized in the subsequent year's grants.

In the exit conference, it was stated (November 2011) that a detailed reply would be submitted shortly. However, the fact remains that the expenditure on works not sanctioned under CRF was booked under CRF.

⁸ As per Rule 11 of the CRF (States Roads) Rules 2007, the executing agency has to submit the quarterly progress report and monthly expenditure report to the Central Government.

- **Undue benefit to contractor**

The work of “Improvement to Maramjob Masulksa Ghonadi road Km 7/00 to 21/00 in Gondia District” was awarded (February 2009) to a contractor at 18.25 *per cent* below the estimated cost of ₹ 5.20 crore.

In the original estimate as well as in agreement, item number 14 “Providing and constructing 75 mm thick BBM road surface” was included. The division, in lieu of this item, sanctioned and got executed an extra new item “Providing and laying Hot Mix Hot Laid Bituminous Macadam”, which was outside the sanctioned agreement. This resulted in extra expenditure of ₹ 2.40 crore compared to the original sanctioned item, as detailed in **Table 14**.

Table 14: Extra expenditure

Execution in particular KM	Quantity Executed	Rate given in Contract for Item No. 14	Rate as per new item in lieu of Item No 14	Difference (4-3)	Amount (5 X 2)
1	2	3	4	5	6
KM 2-5	509.255	230.30	7,606.60	7,376.30	37,56,418
KM 6-8	223.395	232.45	7,663.30	7,430.85	16,60,015
KM 9-11	571.725	234.65	7,717.75	7,483.10	42,78,275
KM 12-14	626.835	236.80	7,763.85	7,527.05	47,18,218
KM 15-17	640.800	238.90	7,809.75	7,570.85	48,51,401
KM 18-20	627.879	240.05	7,855.05	7,615.00	47,81,299
Total					2,40,45,626
Source: Departmental figures					

The justification given for the sanction of the EIRL was that the road was passing through a Naxal-affected area and execution of the item of BBM manually would take more time. In such a scenario, it would be very difficult and risky for workers to execute the work.

This was not in order because the contractor was well aware of the location and condition of road while accepting the tender. The Division was also aware of this fact, as it was evident from the note given in the estimate that the road was passing through tribal and Naxal-affected areas and it was necessary to provide a fair commutable road to the public and accordingly, the estimate had been made.

4.1.9.2 Other development activities and employment generation

Member of Legislative Assembly(MLA) / Member of Legislative Council Local Area Development Programme (MLC-LADP)

Under the MLA/MLC local area development programme, developmental works based on the local needs of the people are to be taken up on the recommendations of the concerned MLA and MLC for execution through various agencies/departments in the Assembly constituencies of the MLA/MLCs concerned. Audit scrutiny revealed as under:

- **Non-utilization of funds**

The MLA/MLC-LADP funds allotted by the Government to each Assembly constituency was increased from ₹ 80 lakh to ₹ 1 crore (2007-08). The budget provision and expenditure incurred on MLA/MLC-LADP during the years 2006-11 and targets and achievements of works were as in **Table 15**.

Table 15: Utilisation of MLA/MLC Local Area Development fund (₹ in crore)

Period	No of MLA/ MLC Whose account maintained	Provision	Expenditure	Percentage of utilization
2006-07	6	5.51	4.16	75
2007-08	6	6.47	5.72	88
2008-09	6	6.21	4.76	77
2009-10	6	7.53	5.38	71
2010-11	6	8.32	3.59	43
Total		34.04	23.61	

No effective steps were taken by the DC to utilize the funds provided during 2006-11, whereby the full benefits of the programme could not be derived. The District Planning Officer (DPO) did not have any information regarding the number of works allotted, works completed/incomplete and works not started pertaining to year 2010-11.

In reply, the DPO stated (August 2011) that the relevant information was still to be received from the implementing agency.

In the exit conference, it was stated that the current status report would be submitted shortly. However, the fact remains that the full benefits of the programme did not reach to common population of the district.

- **No work for the benefit of SC population**

Under this scheme, 10 *per cent* of the funds were to be utilized for the benefit of the SC population. Audit scrutiny, however, revealed that neither had the concerned MLAs/MLCs suggested works to be executed in SC areas nor had the district authorities reserved funds for developmental activities for the benefits of the SC population during the period 2006-11.

In the exit conference, it was stated that as per the population percentage, works were being taken up. However, the facts remains that no specific efforts had been made to take up works for the SCs

- **Delay in completion of works**

As per Government instructions, works sanctioned under MLA/MLC-LADP were to be completed in the same year or at the most, the following years i.e. within two working seasons. It was, however, seen that 135 works sanctioned during the year 2009-10, were not completed within the scheduled date of completion. The reasons for undue delay in the completion of works were

attributed to delay in retendering of works, non-availability of land, increase in cost *etc.*, which was also accepted in the exit conference.

Backward Region Grant Fund

The Backward Regions Grant Fund (BRGF), a Centrally sponsored programme was started in the year 2006-07. The programme was designed to redress regional imbalances in development with provision of financial resources for supplementing and converging existing developmental inflows into identified districts. Audit scrutiny revealed the following:

- **Under-utilisation of funds**

The BRGF consists of two funding windows, capacity building funds and substantially untied grants to address critical gaps in integrated development identified through the participative planning process. The scheme was being implemented in district Gondia since 2009-10. The position of funds received and expenditure incurred during 2009-11 was as given in **Table 16**.

Table 16: Fund position and incomplete works under BRGF (₹ in crore)

Year	Opening balance	Fund received	Total	Expenditure incurred	Unspent grant	Works sanctioned	Works completed (per cent)	Incomplete works (per cent)
2009-10	NIL	16.40	16.40	15.96	0.44	692	657 (95)	35 (5)
2010-11	0.44	16.40	16.84	10.26	6.58	536	237 (44)	299 (56)
Total		32.80		26.22	7.02	1228	894 (73)	334 (27)

Source: - Figures by DRDA

As per the guidelines of the scheme the GPs were required to utilise the funds in the same year of sanction. However, the funds received during 2009-11 were not utilized in full, and there was a shortfall in utilization of funds ranging between 2.61 *per cent* and 39.07 *per cent*. Out of the total of 1228 works sanctioned (2009-11), the GPs could complete 894 works (73 *per cent*) leaving 334 works incomplete and ₹ 6.58 crore unspent as of March 2011.

In the exit conference, it was stated that due to late receipt, the funds could not be utilized in time. The reply is not acceptable, as the 35 works pertaining to earlier year 2009-10 should have been completed by 2010-11.

- **Capacity Building**

The objective of capacity building was to provide training with a focus on components like upgrading the knowledge and skills of all elected representatives of Panchayats and Municipalities to perform their responsibilities, better orient key officials working under or closely to Panchayats, to effectively serve and facilitate the Panchayats in performance of devolved functions and improve the functioning of the GPs.

The DRDA, Gondia utilized ₹ 1.64 crore grant during 2009-11 on monitoring and office automation. Audit scrutiny revealed the following:-

The Yashwantrao Chavan Academy of Development Administration (YASHADA), the State Level Nodal Agency (SLNA) for providing satellite training to the elected representatives of GPs and office staff, entered into an agreement with M/s Bharat Electronics, Bangalore for supply and installation of Satellite Interactive Terminals (SIT). The Company supplied SIT to all blocks in the district during 2009-10. However, the required basic infrastructure for installation of SIT was not provided by any of the sample checked blocks, till March 2011. As a result, the SIT could not be installed in time and the warranty period of the SIT also expired. Further, none of the sample checked blocks were connected online with YASHADA, Pune, as a result of which, no training was provided to any of the elected representatives and GP officials.

The DRDA, Gondia with the aim of facilitating the panchayats in performance of devolved functions, supplied computers and peripherals to the GPs. The information regarding receipt of computers by the GPs in five sample-checked blocks is detailed in **Table 17**.

Table 17: Supply of computers to Gram Panchayats (₹ in lakh)

Year	No. of GPs	Computers supplied	Broadband connection available		Expenditure incurred
			Yes	No	
2009-10	29	29	29	0	16.65
2010-11	89	89	20	69	37.49
Total	118	118	49	69	54.14

Source: - Departmental figures

The above data indicated that the computers and peripherals were supplied without ascertaining the status of broadband connections, resulting in non-utilization of the infrastructure for the purpose for which it was acquired.

Mahatma Gandhi National Rural Employment Guarantee Scheme

The Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), previously known as Maharashtra Rural Employment Guarantee Scheme, is a Centrally sponsored scheme, funded on cost sharing basis between the GOI and the State Government. The basic objective of the scheme is to enhance security of livelihood in rural areas by providing at least 100 days of guaranteed wage employment to a household, besides creating durable community assets, empowering rural women and fostering social equity among others.

During 2006-11, funds amounting to ₹ 88.32 crore were released by the DC, out of which ₹ 86.83 crore were spent on activities covered under the scheme by the implementing agencies.

Scrutiny of records of the DC and five sampled blocks of the district revealed following irregularities.

Short-fall in providing 100 days' wage employment

Under the National Rural Employment Guarantee (NREG) Act-2005, the MGNREGS is being implemented in the district since February 2006, by providing at least 100 days of guaranteed wage employment to every household whose adult members volunteer to do unskilled manual work.

The details of job card holders who demanded work and those who were provided 100 day's wage employment in the district during 2006-11 were as shown in **Table 18**.

Table 18: Position of Job card holders

Year	Total No. of Job card holders	Job card holders who were provided wage employment	Job card holders provided 100 days employment (per cent)	Shortfall (percentage) with respect to Job card holders who demanded but were not provided 100 days employment
2006-07	1,91,034	24,584	-	100
2007-08	1,91,034	46,396	-	100
2008-09	1,91,034	96,494	5,863 (6.08)	93.92
2009-10	2,03,645	42,462	386 (0.90)	99.10
2010-11	2,08,130	59,492	2,452 (4.12)	95.88
Total		2,69,428	8701	

Only 3.22 per cent of households were provide with 100 days wage employment

Against 2,69,428 households who demanded jobs, only 8,701 (3.22 per cent) were provided 100 days wage employment during 2006-11. During 2006-08, the number of job card holders who were provided with 100 day's employment was 'nil'. This defeated the very objective of the scheme.

The shortfall in providing the legally guaranteed 100 day's wage employment to job card holders, who had demanded employment, ranged between 94 to 100 per cent. As per provision contained in NREG Act, the unemployment allowances were to be granted to eligible job card holders who were not assured with employment under the scheme. It was observed that no unemployment allowance was granted to eligible job card holders of 585 households.

It was stated at the exit conference, that work was provided on the basis of demand for work by the households. The reply is not acceptable as only 3.22 per cent of households were provided with 100 days wage employment.

4.1.9.3 Civic amenities

Provision of basic amenities in towns is the responsibility of the municipal administration. Gondia district has two Municipal Councils (MCs) for Gondia and Tirora towns. Audit of the functioning of the MCs, revealed the following:

Waste Management

- **Municipal Council, Gondia**

Due to absence of a solid waste disposal plant, solid waste was disposed off in an unorganized and unscientific manner

The population of Gondia city is 1,20,902 (as per 2001 census). Under the jurisdiction of the MC, 40 metric tonnes (MT) of garbage per day is generated, of which, 59 *per cent* is non-biodegradable. To collect the waste, 200 litter bins and 100 dumper containers have been provided in the town. Presently, there are no solid waste disposal plants in existence in the town. Solid waste is being disposed off by the MC in an unorganized and unscientific manner by dumping it in the outskirts of the city.

With the authorization of the Maharashtra Pollution Control Board, Mumbai (MPCB), a waste processing plant was started (October 2005). MC, however, did not construct the boundary wall around the dumping yard. Meanwhile, the villagers agitated and stopped the work of dumping of waste due to dangers of environmental pollution and public health hazards. MPCB did not renew the authorization further and finally the plant was closed (March 2008).



Garbage being dumped at the outskirts of Gondia in residential area

In reply, the Chief Officer (CO), MC, Gondia, stated (February 2011) that the plant could not be fully developed, as the required land was not provided by the Special Land Acquisition Officer.

While accepting the observation in the exit conference, it was stated that the land acquisition was under progress.

- **Municipal Council, Tirora**

The population of Tirora city was 22,529 (2001 census) and the MC was producing nine MT of garbage per day of which 48 *per cent* was non-biodegradable. To collect the waste, 60 open containers were provided in the town. There was no solid waste disposal plant in existence in the town. The waste was being collected and disposed off by the MC by dumping in the

outskirts of the city at village Bhiwapur, 10 km away from the city. No waste processing plant was established by the MC. During joint visit (July 2011) of the dumping yard by audit with departmental officers, it was found that waste processing plant was under construction.

In reply, the CO, MC, Tirora stated that after completion of the plant, an agency would be fixed for operation of the same.

It was stated in the exit conference that the waste management plant would start functioning shortly.

- **No underground sewerage facility**

Lack of underground sewerage facility

There are no underground sewerage facilities in the two towns of the district viz. Gondia and Tirora. The MC did not have any plan for providing of underground sewerage facilities till March 2011. Thus, in the absence of sewerage facilities, the residents of these two towns were exposed to waste and sewage because of an open drainage system which was creating health hazards.



Open drainage system in the area of MC, Gondia



Open drainage system in the area of MC, Tirora

In reply, the CO, MC, Gondia stated (October 2011) that the process of submission of proposals for an underground sewerage system in Gondia town through MJP was in progress. However, in the case of Tirora town, no proposals had been submitted so far.

While accepting the audit observation, it was stated at the exit conference that in respect of the Gondia proposal approval was awaited from Government and in respect of Tirora, the matter will be pursued.

4.1.10 General Services

4.1.10.1 e-Governance

The National Informatics Centre (NIC), a Government of India agency had set up a District Information Centre (DIC) in the district headquarter to support the district administration in promoting awareness about the use of information technology in various departments.

- **Integrated Community Service Centres**

With a view to harness the benefits of Information Technology (IT) for effective and transparent functioning of the administration, the State Government decided (August 2002) to provide certain services to the citizens through an IT based project, SETU connoting a 'bridge' for connecting the Government with the people. For this purpose, Integrated Community Service Centres known as SETU centres, were set-up at taluka levels in each district to provide 38 services under one roof to the citizens of the district through a single window. The SETU centres were established in the district by the District Level Setu Society (DLSS). The Director of Information Technology (DIT) is responsible for overall monitoring and implementation of the SETU project in the State.

Audit scrutiny of records of DLSS and sampled blocks revealed that

(i) Out of 38⁹ services to be provided electronically, only five¹⁰ services were rendered at district as well as Tahsil level, which caused short-fall in provision of services by 86.85 *per cent* to the public. In reply, the DC stated (May 2011) that upgradation of SETU centres was in process to provide more services to the citizens.

(ii) The centres were not established as per specifications. Against the requirement of 2,000 sq. ft. area at the district head quarter (HQ) and 500 sq. ft. at the Tahsil headquarters the centres were established on 500 sq. ft. areas at district HQ, and 88 to 250 sq. ft. areas at the Tahsil level, causing inconvenience to the public.

(iii) Though the centres were connected with the District Information Centres (DIC) through Local Area Network (LAN), the data was not updated and transferred by the DIC to Government for display on the Government web-site. In the absence of uploading of data on the web-site, the functioning of DLSS to provide necessary services to the citizens could not be monitored by the Director (IT).

4.1.11 Monitoring and control

It was, noticed that the internal control mechanism in the district was weak as illustrated below:

⁹ Death/birth certificates, caste, marriage certificate, property card, 7/12 property card, electricity and telephone bills *etc.*

¹⁰ Affidavit, caste certificate, death/birth certificates, 7/12 property and ration card

Objective of SETU was not achieved due to inadequate space, lack of services, unjustified charges for the services *etc.*

Delay in compilation and publishing of accounts ranged between 10 and 13 months during 2006-08

- **Delay in submission of accounts and publication of annual accounts without approval of Chief Auditor Local Funds Accounts (CALFA)**

In accordance with the provisions of Section 136 of the Maharashtra Zilla Parishads and Panchayat Samitis (MZP&PS) Act, 1961 read with Rule 66 of the MZP&PS Accounts Code, 1968, the CEO is required to prepare an annual statement of accounts of revenue and expenditure on or before 10 July of the following financial year for placing before the Finance Committee by 10 August. Later on, these accounts are to be placed on or before 30 September to the ZP for approval and be published in the Government gazette before 15 November, duly approved by the CALFA every year.

However, during 2006-08, there were delay, in preparation and publishing of accounts ranging between 10 and 13 months. The annual accounts for the period 2008-11 were not prepared (May 2011). Further the CEO published the annual accounts for the period 2006-08 without the approval and certification by the CALFA.

Arrears in finalization and publication of accounts without the approval of CALFA were indicative of inefficient internal controls.

While accepting the observation, the CEO in exit conference stated (November 2011) that in future delay in maintenance of accounts would be avoided.

- **Non-submission of annual accounts by Municipal Councils**

As per Section 102 of the Maharashtra Municipal Council and Nagar Panchayat and Industrial Township (MMCNPIT) Act, 1965 and Rules 59 and 60 of Maharashtra Municipal Account (MMA) Code, the CO of the MC should prepare Annual Accounts and present them to the MC on or before 30 June and forward the same to the Director of Municipal Administration (DMA) and DC on or before 31 July every year.

Though the accounts were prepared by both MCs (Gondia and Tiroda), they were not submitted to the DMA and DC during 2006-11. This indicated violation of the statutory provisions.

While accepting the observation, it was stated in the exit conference (November 2011) that in future the accounts would be submitted within the stipulated period for approval.

- **Need for training to officials dealing with the DPC**

Officials dealing with the DPC need special training in presentation skills and in assisting the DPC members to develop a vision by analysing and explaining the socio-economic indicators of the district, plan formulation techniques based on micro-planning and monitoring of such plans/programmes, monitoring and tracking fund flows to local governments and the underlying basis and the technique of allocating plan ceiling fund in different sectors keeping in view socio-economic indicators and the priorities

that emerge from them. It was seen that no training was conducted during the period 2006-11.

In the exit conference it was stated that matter will taken up with Government.

- **Internal Audit not done**

Provision of Appendix I and IV of the MZP&PS Accounts Code stipulate that the CAFO is responsible for internal audit and periodical checking of account records maintained by the various departments of ZP.

Scrutiny of the records revealed that internal audit of the departments was not carried out regularly by the CAFO during the period from 2006-07 to 2010-11 as detailed in **Appendix 4.1.4**.

4.1.12 Conclusion

The District Planning Committee had not prepared a Five -Year Perspective Plan or an integrated district plan covering all the activities for overall development of the district. The district was short of health centres, minimum infrastructure and doctors, which defeated the aim of providing accessible and affordable health care to the population. There was a decrease in the enrolment of students even after increase in the number of schools. Hundred days' wages under Mahatma Gandhi National Rural Employment Guarantee Scheme were not provided to the households. No measures were taken in respect the water quality of 59 habitations although they were found to have been affected by chemical contaminants. Both the towns in the district, Gondia and Tirora, were without any sewerage facilities and waste management plants. Under the public distribution system, there was short-lifting of foodgrains.

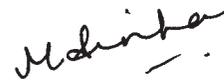
4.1.13 Recommendations

The Government may ensure the following:

- the District Planning Committee should prepare a Perspective plan and integrated district plans for the overall development of the district.
- the Health Department should conduct a survey to identify the gaps in health care infrastructure and facilities to provide accessible and affordable health care to the rural poor and vulnerable sections of the district.
- proper infrastructure and adequate manpower should be provided in Government health centres.

- efforts should be made to reduce the drop-out rate of schoolchildren in co-ordination with departments such as Social Welfare and the District Rural Development Agency by extending benefits of poverty alleviation schemes to the families of drop-out children.
- implementation of the National Rural Employment Guarantee Act, 2005 should be made more effective in order to provide the guaranteed 100 day's employment to registered householders.

Mumbai,
The 28 February, 2012



(MALA SINHA)
Principal Accountant General (Audit)-I,
Maharashtra

Countersigned

New Delhi,
The 4 March, 2012



(VINOD RAI)
Comptroller and Auditor General of India