

Executive Summary

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Recognizing the importance accorded by the Planning Commission, Government of India adopted district-centric approach to devolution of finances for integrated local area development of a District. A district-centric audit of Gurgaon was carried out to assess the status and impact of implementation of various socio-economic developmental activities in the district during 2007-12 and also to evaluate whether the quality of life of the people in the district has improved.

The review covered key social sector programmes relating to health, primary education, secondary education, water supply and sanitation, employment generation and rural housing, economic sector programmes relating to creation of roads and public distribution system and general services programmes relating to police and e-Governance.

Planning

District Planning Committee (DPC) constituted in November 2007 and held only six meetings against the requirements of 17 meetings during 2007-12. The DPC approved District Development Plan without considering the totality of other available resources, especially on Centrally Sponsored Schemes. DPC prepared perspective and integrated plans for the district without covering the activities of all the departments. In the absence of an integrated district plan and inputs from blocks and Gram Panchyats (GPs) for various activities, the felt needs of the society and the disparities between various regions and communities within the district remained unidentified and unresolved.

(Paragraph 3.2)

Recommendation

The Government/District Administration may consider:

- *preparing holistic Perspective and Integrated Plans for the district covering the activities of all the departments.*

Financial Management and Accounting Framework

As against the provision of ₹ 298 crore, ₹ 259.04 crore was spent during 2007-12 and ₹ 38.96 crore remained unspent with the implementing agencies. The funds were shown as expended as soon as these were released to the next level i.e. the District Rural Development Agency (DRDA), showed utilisation of funds as soon as these were released to the blocks and the blocks, in turn, showed utilisation on release to GPs, without ensuring the actual utilisation of funds.

(Paragraph 4.1)

Recommendation

The Government/District Administration may consider:

- *putting in place a proper accounting system whereby expenditure are recorded only when they are actually spent under various developmental schemes.*

Social Services

Health

The District Health and Family Welfare (DHFV) Society was required to prepare a perspective plan for the entire mission period (2005-12) and Annual Plans for the district with inputs from the lower tiers of the Government. District Health plans were prepared only for the year 2009-10 and 2010-11 and perspective plan was not prepared for the entire mission period. There was shortage of infrastructure to the extent of 77 *per cent* in the case of CHCs; 74 *per cent* for PHCs; 75 *per cent* for SCs. Targets in respect of total sterilization for the period 2007-12 were not achieved. Medical Termination of Pregnancy facilities were not available in sub-divisional hospital, Haily Mandi and Community Health Centre, Pataudi.

(Paragraph 5.1)

Recommendation

The Government/District Administration may consider:

- *preparing perspective plan and annual plans by the DHFW Society. All the health centres should be equipped with adequate facilities and manpower to achieve the objectives of the programmes.*

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. The funds amounting to ₹ 83.06 lakh allocated for bridge courses for out of school children during the period 2009-12 were not utilized by the DPC, Gurgaon. Audit observed deficiencies in availability of infrastructure/facilities in Primary/Upper Primary Schools.

(Paragraph 5.2)

Recommendation

The Government/District Administration may consider:

- *providing basic facilities on priority basis in all schools so that objectives of the programme to attain universalisation of elementary education could be achieved.*

Water supply

All the villages in the district were being provided drinking water. However, water supply in fifty villages was less than the prescribed norm of 40 litre per capita per day. The quality of water to the habitations was not being ensured by conducting the required water sample tests. Resultantly, substantial numbers of cases of water borne diseases were noticed in the district. Due to absence of electric connection, there was delay in commissioning of 35 augmentation water supply schemes rendering them non-functional thereby depriving inhabitants of supply of adequate quantity of safe drinking water.

(Paragraph 5.4)

Recommendations

The Government/District Administration may consider:

- *taking effective steps to provide adequate quantity of potable drinking water.*
- *improving water quality testing system to ensure supply of safe drinking water to the public.*

Sanitation Facilities

Sewerage facilities were provided in three towns viz. Gurgaon, Haily Mandi and Sohna and were not provided in two towns viz. Pataudi and Farukh Nagar.

(Paragraph 5.5)

Recommendation

The Government/District Administration may consider:

- *taking effective steps for providing sanitation facilities in the towns in a timely manner.*

Employment generation

The Mahatma Gandhi National Rural Employment Guarantee Scheme is being implemented in the district since April 2008. 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 besides creating durable community assets, empowering rural women and fostering social equity among others. District Perspective Development Plans was not prepared by District Rural Development Agency. In Sohna Block, there was variation of closing balances between the records of Additional Deputy Commissioner (ADC) and Block Development and Panchayat Officer. Against the guaranteed employment of 100 days per year per household, actual employment provided per year per household ranged between 29 and 41 days during 2008-12.

(Paragraph 5.6)

Recommendation

The Government/District Administration may consider:

- *preparation of perspective plans mandatory for identifying types of works beneficial to the community and to provide long term employment generation and sustainable development of the area.*

Swaranjayanti Gram Swarozgar Yojna

Swarnjayanti Gram Swarozgar Yojna was launched in April 1999 with the aim of converting all aspects of self employment such as organization of the poor into SHGs for training, credit mobilization, technology improvement, infrastructure development and market linkage. An amount of ₹ 21.85 lakh was lying unutilised which was released for construction of haats. Only 36 *per cent* of Self Help Groups (SHGs) took up economic activities upto March 2012. The poor performance of the SHGs shows lack of proper follow up of their projects by DRDA.

(Paragraph 5.7)

Recommendations

The Government/District Administration may consider:

- *taking effective steps for the constructions of haats so that SHGs could start their projects.*
- *evolving proper mechanism to make the self help groups functional.*

Indira Awas Yojna

The objective of the Indira Awas Yojna is primarily to help construction/upgradation of dwelling units of members of SC/ST, freed bonded labourers and others below the poverty line non-SC/ST rural households by providing them a lump-sum financial assistance. In Gurgaon and Sohna blocks, the funds received

had been shown as utilised in the statement of respective years sent to Government but unspent balances were lying in these blocks which shows reporting of incorrect expenditure to the Government. All the dwelling units were shown as completed whereas audit analysis of the selected blocks revealed that 33 beneficiaries had not completed their dwelling units.

(Paragraph 5.8)

Recommendation

The Government/District Administration may consider:

- *taking effective steps to ensure correct reporting of expenditure of the scheme and to complete the dwelling units in a time bound manner.*

Economic Services

Roads

The district has well connected all weather roads. Road length of the district as on March 2012 was 720 kms and all the villages were connected with metallic roads. However, condition of roads in 11 villages out of physically verified 21 villages were unsatisfactory due to water logging.

(Paragraph 6.1)

Recommendation

The Government/District Administration may consider:

- *evolving a proper mechanism for undertaking repair and maintenance of roads in a timely manner.*

Public Distribution System

Main objective of the Public Distribution System is to ensure regular supply of essential commodities at reasonable prices, particularly to the weaker sections of the society/community as well as for enhancing the food security for the poor. Above Poverty Line (APL) families were provided with the food grains through APL Family Identity Cards. The quantum of eligibility of wheat under the APL category has been fixed 15 Kg per family per month at ₹ 6.86 per Kg. No wheat was lifted against the allocation of 5,364 MT involving subsidy of ₹ 1.08 crore during 2007-09.

Against 1,90,095 families in the district, the District Food and Supply Controller office had issued 2,39,068 ration cards to beneficiaries under the three categories i.e. Above Poverty Line, Below Poverty Line and Antyodaya Anna Yojana in the district. There were 48,973 bogus ration cards in the district as of July 2012.

(Paragraph 6.2)

Recommendation

The Government/District Administration may consider:

- *strengthening the public distribution system and efforts should be made to weed out bogus ration cards.*

General Services

Police Services

Police Department plays an important role in the maintenance of law and order in the District. The Commissioner of Police, Gurgaon is entrusted with the task of preventing and detecting crime and maintenance of law and order in the district. There was shortage of staff in various cadres, acute shortage of weaponry and vehicles and residential accommodations for the police personnel.

(Paragraph 7.1)

Recommendation

The Government/District Administration may consider:

- *taking effective steps to meet out shortages of staff, weaponry, vehicles, etc. in order to improve operational efficiency of police.*

e-Governance

e-DISHA is an IT driven electronic interface between the Government and the citizens. The project was implemented by the district administration with the technical support of National Informatics Centre. Initially, the District level e-Disha centre was to provide services relating to driving license; arms license; vehicle registration; issue of birth and death certificates; receipt of applications for several social welfare schemes; quick redressal of citizens grievances and touch screen kiosks for revenue records and house tax data queries. It was observed that e-Disha Centre at Gurgaon was providing services relating to driving license; Motor vehicle registration; quick redressal of citizens grievances; touch screen kiosks for revenue records and issue of caste and domicile certificate but services regarding issue of birth and death certificates; receipt of applications for several social welfare schemes and house tax data queries were not being provided in the centre.

(Paragraph 7.2)

Recommendation

The Government/District Administration may consider:

- *providing all the envisaged services at e-Disha Centre.*