

CHAPTER-I

PERFORMANCE AUDITS

This chapter contains three performance audits on “Water Pollution in rivers, lakes and ground-water in Gujarat”, “Facilitation of drinking water supply in villages by WASMO” and “Creation and utilization of Sports infrastructure under Sports Authority of Gujarat”.

FORESTS AND ENVIRONMENT DEPARTMENT

1.1 Water Pollution in rivers, lakes and ground-water in Gujarat

1.1.1 Introduction

Water is a prime natural resource and a basic human need. As per Entry 56 of the List I of the Constitution, development and management of water is primarily a State Subject.

Water is prone to pollution owing to presence of harmful material in excessive concentration that makes it unfit for use. Pollution takes place due to harmful substances like sewage, industrial waste etc. being emitted directly into the water body from a point source as well as through contamination of ground-water, streams and lakes from a non-point source. Ground-water pollution has two sources, viz., geogenic (due to rock-water interaction) and anthropogenic (caused by human sources like seepage of untreated water). While point source pollution¹ can be regulated and controlled easier, it is difficult to monitor and control non-point source² of pollution.

Government of India launched (December 1996) National River Conservation Plan (NRCP) with the objectives of improving the quality of water of the major rivers through preventive and corrective measures. NRCP envisages interception of sewages directly discharged to the rivers, transmission to Sewage Treatment Plants, its treatment and release of treated water into river. It also envisaged establishment of Low Cost Sanitation for those slum-dwellers residing nearby the river so as to keep the river clean. It also provides for shifting of traditional cremation sites from river bed to crematorium in the vicinity of rivers to facilitate pollution free cremation of dead bodies.

1.1.2 Audit Objectives

The objectives of Performance Audit were to ascertain –

- Whether overall status and quality of water in rivers, lakes and ground-water had been adequately assessed;

¹ Point source means, pollution created by human source like seepage, sewage, etc. directly discharged to the water body through outlets

² Non-point source means, discharge of pollutants into water body without outlets, like those from agriculture, mining, seepage, sewage, etc. reaching from command area when it rains

- Whether adequate policies and programmes had been formulated, legislations enacted and effective institutions put in place for prevention of pollution besides treatment and restoration of polluted water at source and whether schemes formulated for the purpose were implemented and monitored efficiently and effectively;
- Whether risks from polluted water to health of living organism and its impact on environment were adequately assessed and those risks effectively disseminated to the impacted target group; and
- Whether Common Effluent Treatment Plants (CETPs) were functioning properly and whether the effluents reaching at CETPs and Final Effluent Treatment Plants conformed to the norms.

1.1.3 Audit criteria

To achieve the audit objectives, following audit criteria were adopted –

- Agenda 21 document of World Commission on Sustainable Development of the United Nations Conference on Environment and Development, held in Rio in June 1992 to which, India is a signatory;
- National Environment Policy, 2006; and
- Guidelines for implementation and monitoring of National River Conservation Plan;

1.1.4 Audit coverage and methodology

In pursuance of audit objectives, records (2006-2011) of the implementing organizations³ were test checked during September-December 2010 and in May 2011 to analyze –

- quality of ground-water in eight sampled districts⁴ ;
- condition of treated effluent and its effect on water bodies in 13⁵ out of 26 industrial clusters; and
- implementation and monitoring of Sabarmati River Project covered under National River Conservation Plan⁶ (NRCP).

The audit methodology consisted of document analysis, securing responses to questionnaires and examination of related reports/records at various levels. Entry Conference (October 2010) with Deputy Secretary (Forest and Environment Department) and Exit Conference (June 2011) with Principal Secretary

³ Secretaries of Forest and Environment Department, Urban Development Department, Water Resources Department, GWRDC, GPCB and Ahmedabad Municipal Corporation

⁴ Ahmedabad, Gandhinagar, Junagadh, Panchmahals, Sabarkantha, Surat, Surendranagar and Vadodara.

⁵ Ankleshwar, Jetpur, Kadodara, Nandesari, Naroda, Narol, Odhav, Padra, Vatva, Sachin, Sanand, Vapi and Veraval

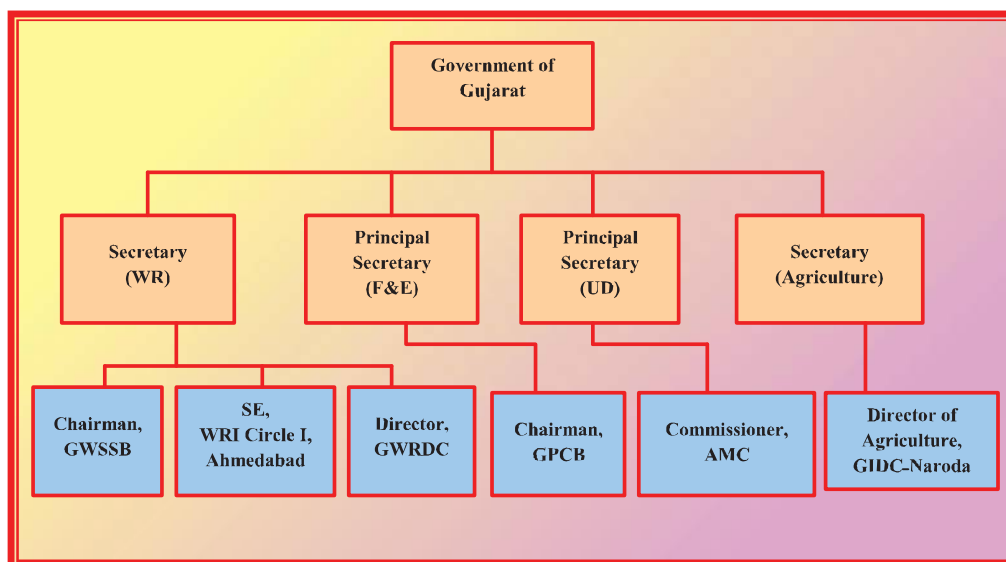
⁶ Sabarmati River Project is the lone scheme sanctioned under National River Conservation Plan

(Environment Department) were held along with representatives of other concerned departments/authorities to explain audit objectives as also to obtain response on findings.

1.1.5 Organizational set up

Forests and Environment Department (FED) coordinated activities of various bodies⁷ involved in prevention and control of water pollution. This included Gujarat Pollution Control Board (GPCB), a statutory body, which acts as a nodal agency for assisting FED. Programmes for controlling water pollution were implemented by Narmada, Water Resources, Water Supply and Kalpsar Department, Urban Development and Urban Housing Department (UD&UHD) and Agriculture Department. They were assisted by Director of Agriculture, Gujarat Water Resources Development Corporation (GWRDC), Gujarat Water Supply and Sewerage Board (GWSSB) and Ahmadabad Municipal Corporation (AMC).

Organizational Chart



1.1.6 Scope limitation

In order to examine the extent of success of the implementation of any programme, proper documentation of activities was necessary. The departmental officers were also required to make available these documents for audit scrutiny. This report has been prepared within the scope limitation as detailed in **Table 1**.

⁷ Urban Development Department, Water Resources Department and field offices under them

Table 1: Scope limitation

Sr. No.	Name of the component	Objective	Remarks
1	National Green Volunteers (Sabarmati River Conservation Project)	Public participation programme to improve the aesthetics of the project area and to check river bank erosion	No information was provided by Ahmedabad Municipal Corporation/Government on such a vital component
2	Operation and Maintenance (Sabarmati River Conservation Project)	Assets created under Sabarmati River Cleaning Project	Records were not made available to verify (i) adequacy of resources in seven ⁸ out of nine sub-projects; (ii) whether Government had allocated the responsibility of O&M to a nodal agency and (iii) whether designated agency took up preventive maintenance and periodical cleaning of assets
3	Monitoring of Sabarmati River Conservation Project	Review of the project by three tier Committees	Due to non availability of documents, it could not be verified whether monitoring by State Steering Committee headed by Chief Minister/ Secretary took place or whether Citizens' Monitoring Committee was ever formed

Audit findings

1.1.7 Assessment of water quality at source and framing of policies

1.1.7.1 Inventory of water/pollution in rivers, lakes and ground-water and assessment of quality of water

State had not identified keystone species associated with each river and lake and existing pollution level

United Nations Agenda 21, to which India is a signatory, provides for survey and identification of all rivers/lakes/ponds/tanks/ground-water sources for preparation of an exhaustive list of all water sources and assessment of the quantity of water available. The State was also required to identify keystone species, which is so critical to an ecosystem that its removal could potentially destroy the entire system, associated with each river and lake.

⁸ (1) Interception & Diversion (I&D) De-silting of sewer, (2) I&D Western Trunk Sewer (WTS) Zone V Part I, (3) I&D Eastern Trunk Sewer (ETS) Zone IV Part I including of sewer cleaning equipment, (4) Renovation of 4 Sewage Pumping Stations (SPS), (5) Renovation of 3 SPSs, (6) WTS Zone V Part II and (7) Low Cost Sanitation (LCS).

Government (Water Resources Department) conducted surveys to identify all the rivers (1993) and lakes (2003-05) and notified the inventory of water bodies at the end of each survey. The water quality-testing agencies⁹ like GPCB identified existing scale of pollution¹⁰ in 26 rivers¹¹, identified/quantified on a regular basis contaminants¹² and effect of industrial activities on quality of rivers and ground-water. GPCB monitored pollution level of rivers/lakes through bio-monitoring stations at selected locations.

Survey to identify all ground-water sources was conducted by two agencies viz., Gujarat Water Supply Sewerage Board (2002) and Gujarat Water Resources Development Corporation (2006-07). District-wise assessment was made and existing pollution levels of nitrate, fluoride and salinity identified.

We observed (November 2010) that water testing agencies had –

- not identified the keystone species or assessed pollution levels¹³ in lakes;
- not collected information on the effect of human activities on quality of water in rivers and lakes; and
- not assessed the level of contaminants against norms (**Appendix-I**) in river/lake/ground-water.

Thus, the Government remained unaware of the ecological health of rivers, lakes and ground-water, which could lead to deterioration of ecosystem beyond redemption and loss of valuable species, besides affecting human health.

During the Exit Conference (June 2011), Government stated that discharge of industrial effluents in lakes was banned and since drinking water was supplied from river and under-ground sources, testing of lake water for chemical indicators was not necessary. In a later reply (September 2011) Government clarified that GPCB was analyzing contamination¹⁴ in lakes. The reply of the Government was not justified as discharge of untreated domestic-sewage/industrial-effluents to the water body would result in further percolation and destruction of ground-water quality. Further, as mentioned in para 1.1.12.1, the untreated sewage has indeed being discharged into lakes. Moreover, apart from being different from its previous reply, the tests were

⁹ (i) GPCB (PH, Colour, Temperature DO, BOD, COD, CIL, SO₂, NO₂, NO₃, PO₄, NH₃N, TC, FC); (ii) CWC (PH, TC, EC, Turbidity, TH, Ca, Mg, Cl, CO₃, HCO₃, Amonia, Nitrite, Nitrate, Silicate, Sulfate, Iron, Aluminium, Sodium, K, DO, BOD, SP, SAR, RSC, TDS, TSS, Phosphate and Flouride); (iii) GWSSB (Flouride, Salinity, Nitrates); (iv) GWRDC (EC, PH, TDS, Temperature, Ca, Mg, Na, K, CO₃, HCO₃, SO₄, Cl, F, NO₃, Total Hardness); (v) Gujarat Engineering and Research Institute (PH, EC, DO, Turbidity, TDS, NH₄N, NO₂ + NO₃, Total P, BOD, COD, Na, K, Ca, Mg, Carbonate, Bio Carbonate, Chloride Sulphate, Fluoride, Brone, Nitrates, SAR, Dissolved Solids, TCOL, FCOL) and (vi) Central Ground Water Board (Temrature, Colour, Odour, PH, EC, TDS, CO₃, HCO₃, Cl, NO₃, PO₃, SIO₃, AlK, F, Hardness, Ca, Mg, Na, K, Fe, SAR, DO, Pb, Hg, Li, Se, As, Cu, Cr, Mo, Cd, Zn, Ni, Ag, CO)

¹⁰ Chemical indicators like fecal coliform, total coliform, dissolved oxygen and bio-chemical oxygen demand

¹¹ Ambika, Anas, Bhadar, Damanganga, Kolak, Mahi, Meshwo, Narmada, Panam, Par, Sabarnati, Tapi, etc. as mentioned in Annual Report 2009-10 of GPCB

¹² Like nutrients, water temperature, acidification, and pathogenic organisms which affect quality of rivers water

¹³ Chemical indicators like fecal coliform, total coliform, dissolved oxygen and bio-chemical oxygen and bio-oxygen demand

¹⁴ By fecal coliform, total coliform, dissolved oxygen and biological oxygen

being conducted only in 19 out of 2094 lakes/ponds. Government also had no information on the effect of human activities on the quality of water in rivers/lakes and no assessment of the contaminants in rivers/lakes/ground-water had been made.

1.1.8 Policy/legislation/programmes to address water pollution did not exist

National Environment Policy, 2006 stipulates that environmental standards cannot be universal and that each State Government may formulate stricter environmental standards¹⁵ based on local considerations for addressing pollution related issues.

A review of Water Policy of some of the States revealed that –

- Rajasthan State framed policy for optimization of water resources exploitation and raising the level of reliability of supplies through conjunctive use of surface and ground water; maintenance of water quality at acceptable standards and reduction of water resources' pollution by urban and industrial sewage; and minimizing adverse impacts of water resources development on the natural environment and on population affected by project implementation works.
- Karnataka State framed policy for water quality problems like degradation from agro-chemicals, industrial and domestic pollution, groundwater depletion, water logging, salinization and reducing the effective water availability.
- Madhya Pradesh framed policy, which provides that while planning projections, attention should be given for development and conjunctive of surface and ground water and it should be made part of the project. Availability of ground water potential should be assessed after every ten years compulsorily and exploitation of ground water should be controlled on scientific basis. The ground water should be utilized only to the extent which can be recharged.

However, Government of Gujarat had not formulated any policy based on the local conditions for prevention of pollution of rivers, lakes and ground-water. While treatment of industrial effluents before its discharge is compulsory, no programme had been introduced to prevent such pollution from agriculture.

Government stated during Exit Conference (June 2011) that separate State policies in the country would lead to internal competition with other States as some States may prescribe relaxed norms for industrial development. The reply was not tenable as National Environment Policy, 2006 envisaged formulation of State Environment Policy to achieve objectives as desired in National Policy. Moreover, the question of inter-State competition cannot hold justification in an existential issue like water pollution and environment protection.

¹⁵ These stricter standards require concurrence of the Government of India

1.1.9 Identification of risks

Assessment of risks to wetlands from pollution of river and lake water, was not done

1.1.9.1 Identification of risks to environment not conducted

Gujarat has a wetland area of 27175 sqkm which sustains rare flora and fauna besides being home to migratory birds during winters. To protect these wetlands, Government was required to assess risks to wetlands¹⁶ due to water pollution from rivers and lakes. No such assessment has been made as of September 2011.

Further, Government had not identified major aquatic species, birds, plants and animals facing risks due to pollution of rivers. Non-identification of risks from polluted water to environment in a comprehensive manner could result in irreversible loss of species and destruction of habitats as well as impairment of the ecosystem.

Government during the Exit Conference (June 2011) stated that study of seven (0.84 per cent) out of 831 wetlands was conducted by Gujarat Ecological Education and Research (GEER) Foundation¹⁷ and study of 40 wetlands was under consideration. Government also stated (September 2011) that a remote sensing based inventory of over 200 wetlands has been done. It is thus clear that the magnitude of base line survey of wetland was very low and much remains to be done. Moreover, the focus of such survey is essentially on ecological aspects and not on risks associated with water pollution.

1.1.9.2 Assessment of risk to public health not done

Incidence of water-borne disease had shown upward trend during 2009-10

The National Environment Policy, 2006 provides that sources of social risk from water be regulated. Thus, the Government was required to assess risks to human health from waterborne and water based diseases, among other things, due to pollution of rivers, lakes and ground-water.

We observed¹⁸ that risks to human health from water borne and water based diseases due to pollution of rivers and from presence of arsenic, zinc, iron, mercury, copper, chromium, cadmium, lead, persistent organic pollutants¹⁹ in rivers, lakes and ground-water was not assessed by the Government. Thus, the negative consequence on health of people depending on these water sources for drinking and other purposes was also not assessed. Details of cases detected and number of deaths due to water borne diseases are detailed in **Table 2** and shown graphically thereunder.

¹⁶ Usually lie in the proximity of human society and get directly affected from biodiversity point of view due to human development processes like urbanization, agricultural intensification, industrialization, etc.

¹⁷ An autonomous Body of Government of Gujarat under Forest and Environment Department, governed by Board of Governors chaired by Chief Minister; objectives of the body are (i) ecological education and research, (ii) creating public awareness and sensitizing people about nature and environment, (iii) carrying out ecology, ecosystem and environment related studies and (iv) promoting the cause of conservation

¹⁸ Maintained by Director of Health

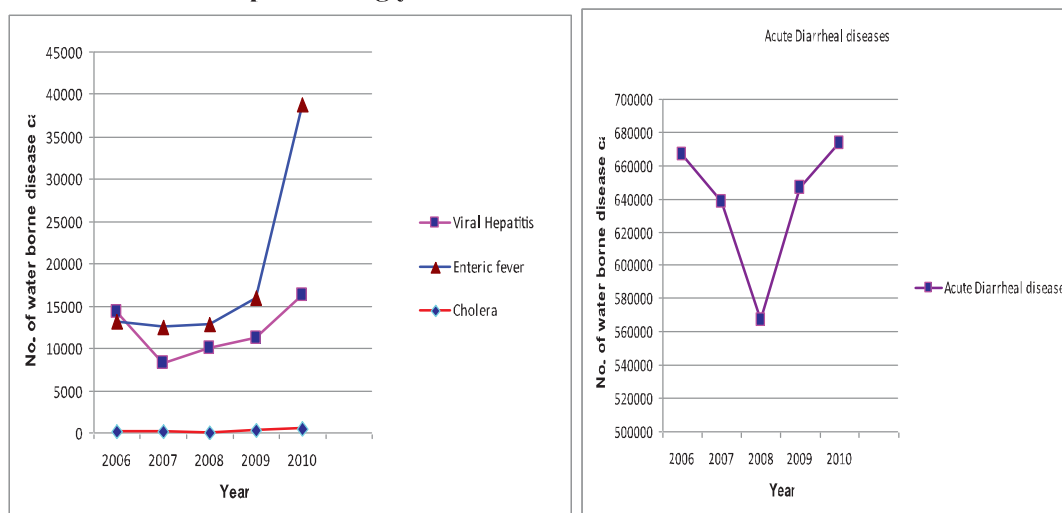
¹⁹ Dioxins, furans, polychlorinated biphenyls, etc.

Table 2: Water borne disease cases detected and deaths reported

Year	Disease							
	Acute diarrheal disease		Viral hepatitis		Enteric fever		Cholera	
	Cases	Deaths	Cases	Deaths	Cases	Deaths	Cases	Deaths
2006	666231	32	14272	197	13197	0	185	2
2007	638412	20	8141	110	12563	0	122	0
2008	567030	10	10051	94	12850	0	50	0
2009	646457	13	11099	97	15878	0	318	0
2010	673455	0	16234	0	38775	0	573	0

(Source: Director of Health, Gandhinagar)

Graph showing year-wise details of water borne disease cases detected



(Source: Director of Health, Gandhinagar)

Thus, incidence of acute diarrhea requiring emergency medical assistance remained very high in the State. Rapid response teams (RST) have been made functional at regional and district levels to investigate all major water worms and other objects throughout the year. The RST was responsible for proper documentation of the cause of outbreak and to suggest actions to be taken to minimize recurrence of such incidences. However water pollution continued to pose a perennial challenge to the public health system in the State.

1.1.10 Planning/Implementation of pollution control programme for river water

1.1.10.1 Implementation of the National River Conservation Plan

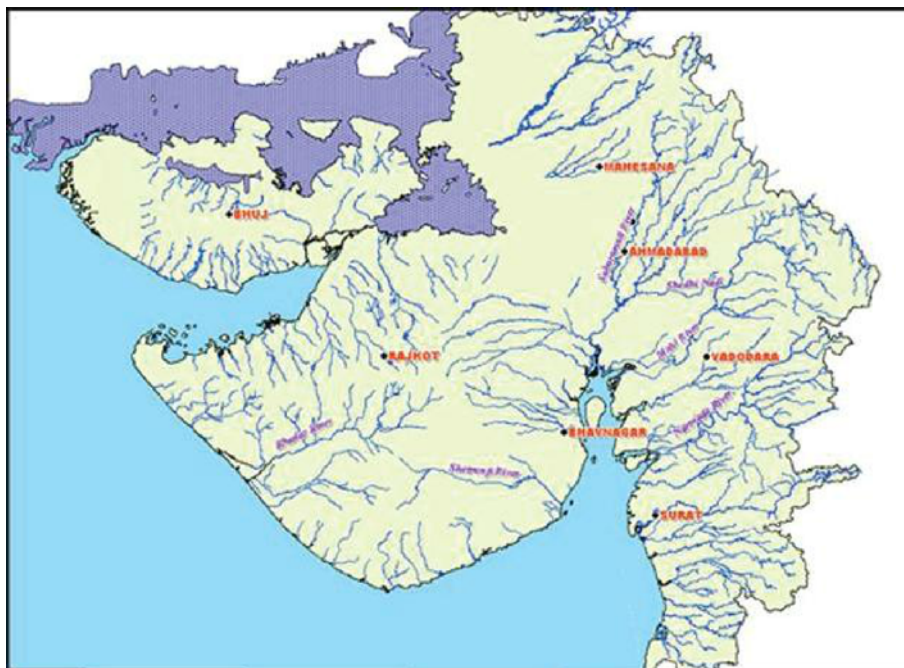
To ensure effective abatement of pollution and conservation of river water by adopting river basin approach with the aim of ensuring water quality and sustainable development, Government of India (Ministry of Environment and Forest) launched (December 1996) National River Conservation Plan (NRCP).

The objectives of NRCP were to improve the quality of water of the major rivers²⁰ by –

- Interception and diversion works to capture the raw sewage flowing into the river through open drains and divert them for treatment;
- Sewage Treatment Plants for treating the diverted sewage;
- Low Cost Sanitation works to prevent open defecation on riverbanks;
- Electric Crematoria and Improved Wood Crematoria to reduce use of wood and ensure proper cremation of bodies brought to burning ghats;
- River Front Development works such as improvement of bathing ghats;
- Public awareness and public participation; and
- Human resource development, capacity building, training and research in the area of River Conservation.

Before implementation of NRCP, Government was required to conduct survey to quantify pollution caused by sewage/industrial waste/solid waste/agriculture discharged by all towns/cities situated on the banks of rivers. However, no study on the level of contamination at any discharge point was conducted by ULBs or Government.

Map showing rivers in Gujarat State



(Source: Web-site of Narmada, Water Resources, Water Supply & Kalpsar Department)

²⁰ Abetment works in 167 towns along the polluted stretches of 38 rivers spread over 20 States

Out of 170 Urban Local Bodies, 158 had not created sewage treatment plants

Domestic sewage is one of the major sources of water pollution especially due to rapid urbanization. Under the provisions of Bombay Provincial Municipal Corporation Act, 1949²¹ (as applicable to Municipal Corporations in Gujarat) and Gujarat Municipalities Act, 1963 (applicable to Municipalities), it shall be the duty of every Urban Local Body (ULB) to make reasonable and adequate provision for cleansing public streets, places and sewers. However, we observed that out of 170 ULBs in the State, 158 (93 *per cent*) ULBs had no facility for treatment of sewage. These ULBs discharged the untreated sewage in the lakes (nine ULBs), ground water (18 ULBs), open land (46 ULBs), rivers (40 ULBs), natural drains (26 ULBs) and sea creak (nine ULBs). Eight ULBs diverted sewage water for irrigation, while in respect of five ULBs, actual position was un-ascertainable.

We observed that of the 170 ULBs, 46 ULBs²² were discharging sewage into rivers. It was also seen during audit that of the 46 ULBs, only six ULBs have Sewage Treatment Plants²³ (STPs) and treated sewage is being released into rivers; rest were discharging their sewage untreated.

Government during Exit Conference (June 2011) stated that establishment of Sewerage Treatment Plant (STP) by Jamnagar Municipal Corporation under the Integrated Coastal Zone Monitoring Project was under consideration and that 20 *per cent* funds of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) would be provided for construction of STPs in urban areas.

The reply itself underlines the inadequacy of current efforts on the part of Government as only 13 *per cent* of ULBs discharging sewage into rivers have established sewage treatment facilities.

1.1.10.2 Major polluted rivers not selected under NRCP

Report of CPCB identified four major rivers²⁴ in the State as most polluted. Of these, only Sabarmati river was selected for cleaning under NRCP. On being asked, Government could not provide details either of the total amount of contaminants flowing into its major rivers or of other polluted rivers, as sent to Ministry of Environment and Forests (MoEF).

Principal Secretary, Forests and Environment Department during Exit Conference (June 2011) stated that –

- Sabarmati river uniquely features high urbanization, high industrialization and high agricultural activities coupled with lowest *per capita* availability of water, hence it was chosen;

²¹ Continued to be applicable to Gujarat State after re-organisation of erstwhile Bombay State (1960) and as amended from time to time by way of Gujarat Amendment Acts

²² This include GIDCs of Ankaleshwar and Vapi and Ahmedabad Urban Development Authority (AUDA), the sewage of these were treated in STP/CEPT before releasing to rivers

²³ Ahmedabad, AUDA, Ankaleshwar GIDC, Vadodara, Valsad and Vapi GIDC

²⁴ Amlakhadi, Damanganga, Vautha (downstream of Sabarmati) and Bhogavo

- River Damanganga flows through Gujarat and Union Territories (UTs) of Daman and Dadra & Nagar Haveli. While discharge of effluent from the industries within Gujarat was being monitored, distilleries situated in the UTs and discharging untreated effluents into river, which were highly organic²⁵ in nature, required treatment facilities and round the clock monitoring. However, these were not within the territorial jurisdiction of the State or the nodal agency, the GPCB.

Government further stated (September 2011) that GPCB had prepared action plan for improvement of the performance of CETP and thereby the quality of the Damanganga river was improving. It was also stated that CETP, Vapi was laying pipeline for conveyance of treated waste water into deep sea. After commissioning of the pipeline, discharge of effluents into estuary zone of Damanganga river would be stopped.

While not disagreeing with Principal Secretary's, contention about the need to clean Sabarmati river there is also need for cleaning of other major polluted rivers in the State. The Government also needs to engage Dadra and Nagar Haveli Administration in checking water pollution emanating from within these territories.

1.1.11 Pollution prevention, treatment and restoration of polluted water

1.1.11.1 Sabarmati river conservation project

Government in 1995 selected Sabarmati river for 'pollution abatement projects' under the NRCP in Gujarat. The project was implemented in Ahmedabad city alone. Urban Development and Urban Housing Department was the nodal department and Ahmedabad Municipal Corporation (AMC) was the implementing agency.

The sanctioned project cost of ₹101.95 crore was revised to ₹93.83 crore and divided into 13 sub-projects. All the sub-projects were completed (March 2008) at total cost of ₹95.28 crore.

Of the 13 sub-projects, nine sub-projects costing ₹89.63 crore were taken up for audit scrutiny. These involved construction of two STPs, three Interception and Diversion projects, two constructions of Main Pumping Stations, one construction of Low Cost Sanitation and one construction of Western Trunk Sewer.

1.1.11.2 Belated completion of projects

Ahmedabad Municipal Corporation had created capacity to treat 730 MLD of sewage, out of which 650 MLD capacity was being utilized and no untreated sewage was flowing directly into the Sabarmati river (except in case of shut-down of STPs). However, in Dani-limbda area, in absence of sewage lines, sewerage was being by-passed to Sabarmati river through storm-drainage pipeline.

²⁵ This required very sophisticated secondary and tertiary level treatment facilities

Details of the projects taken up and their status are as shown in Table 3.

Table 3: Status of projects under Sabarmati River Conservation Project

(Rupees in crore)					
Sr. No.	Name of the Project	Estimated Cost	Expenditure incurred	Date of completion	Remarks
1	106 MLD Sewerage Treatment Plant, Pirana	28.60	28.13	October 2003	Completed with a time over-run of nine months; stated to be due to bandh calls (traders) and strike (transporters)
2	126 MLD Sewerage Treatment Plant, Vasna	28.86	31.59	December 2004	Time overrun of 13 months and cost overrun of ₹2.73 crore; stated to be due to extra items/excess quantities (cost overrun) and prolonged riots and delay in supply of raw material (time overrun)
3	Interception and Diversion projects	0.21	0.23	1998-2004	Interception and Division of Western Trunk Sewer Zone V Part I and II completed; no information available on I&D Eastern Trunk Sewer Zone IV Part I. Completion certificates not found on record; UCs submitted in 2008
4	Low cost sanitation project	0.02	0.01	September 2001	34 LCS units completed after delay of one year, belatedly due to encroachment of site and threats by local residents; only 28 LCS were in use
	Total	57.76	60.01		

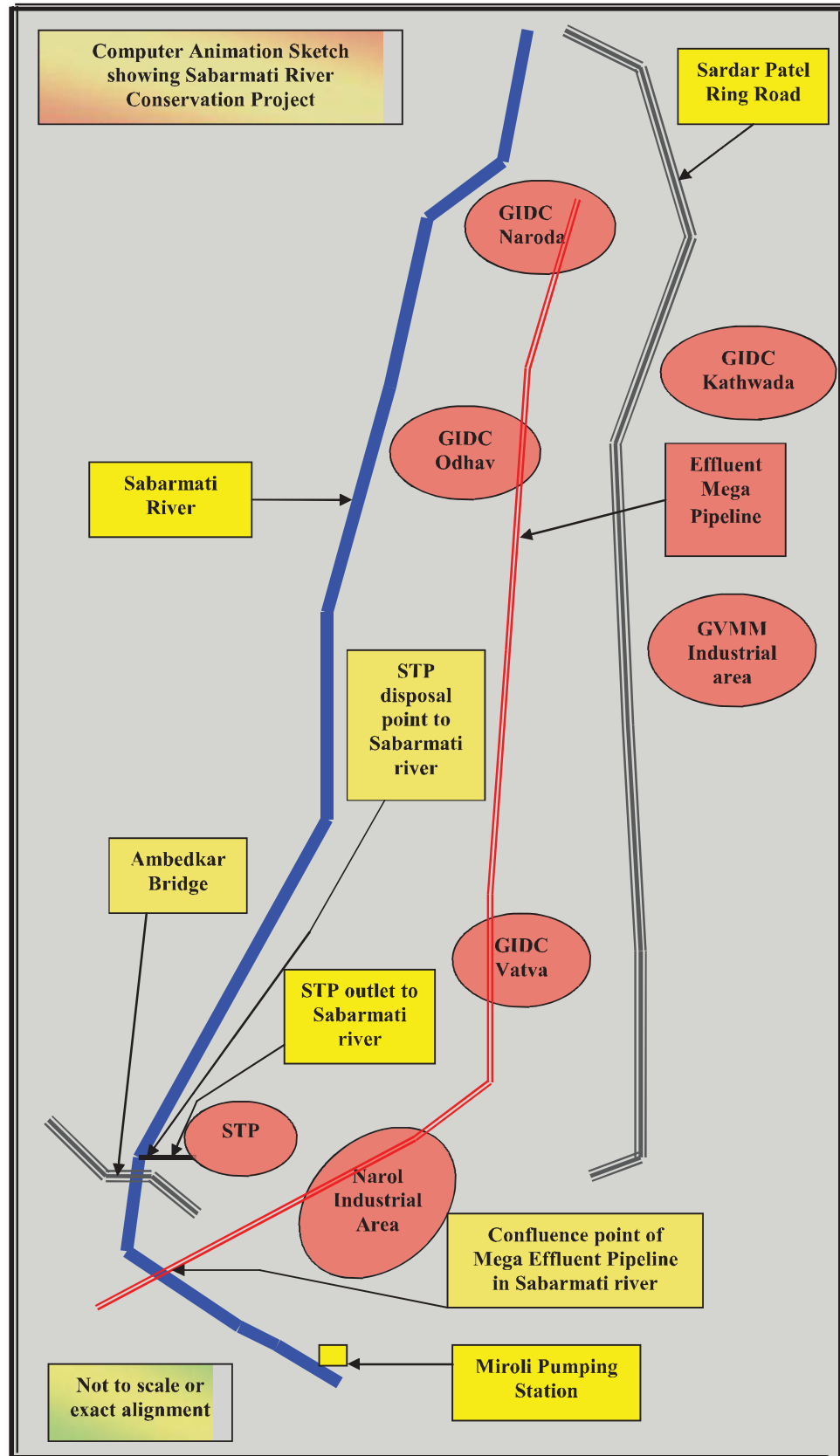
1.1.11.3 Outcome on implementation of the project

The Government had not assessed whether there was measurable improvement in the trophic²⁶ status of Sabarmati which was a key indicator of its quality. No information was available whether the Government had assessed improvement in ecological or bio-chemical indices of Sabarmati after project was executed.

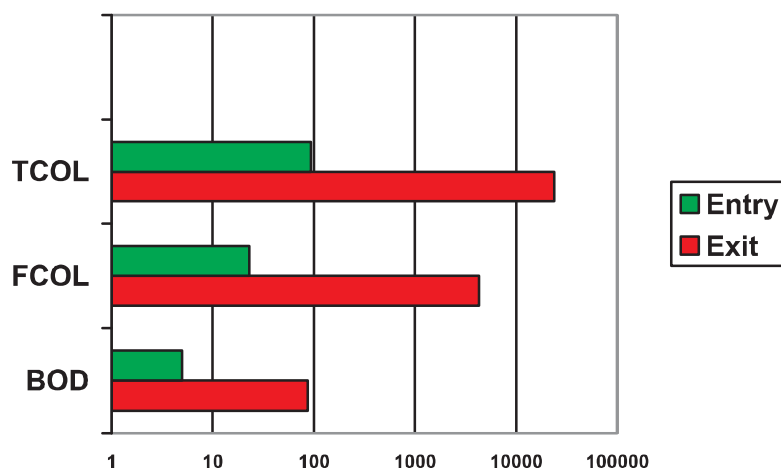
We observed that sewage discharged from STPs was not conforming to the norms stipulated by GPCB resulting in poor water quality of Sabarmati river. Accordingly GPCB issued notice to AMC to improve the treatment level in the STPs and to treat all the sewage generated from city instead of by-passing it to river.

During Exit Conference (June 2011), AMC furnished status of Sabarmati at Hansol bridge (entry point) and Ambedkar bridge (exit point) of the city in terms of Dissolved Oxygen (DO) 8.9 and Biochemical Oxygen Demand (BOD) below detectable level (entry point) and DO 3.9 and BOD 12 respectively (exit point) as on 15 December 2010. However, AMC was silent about contamination due to presence of FCOL and TCOL in the water.

²⁶ Yearly fish-stock across entire area or eco-system



Furthermore, tests of river water by GPCB at Miroli pumping station in the outskirts of Ahmedabad city, i.e. after its confluence with discharge from Mega pipeline of GIDC Industrial Estate revealed contamination of BOD, Fecal Coliform (FCOL) and Total Coliform (TCOL) beyond permissible limits as per the chart below –



(Source: Data furnished by Gujarat Pollution Control Board)

It may be seen from the graphic that the contamination of the river water had increased alarmingly from BOD 5 to 87 (290 *per cent*), FCOL 23 to 4300 (860 *per cent*) and TCOL 93 to 24000 (480 *per cent*) after the exit point of the city limit as against their permissible limits of 30, 500 and 5000 respectively. This had enhanced the pollution level in the river even further, thus defeating the objectives of the Sabarmati project. Reasons for non achievement of prescribed results were not ascertainable from records.

The Government while accepting the audit observation stated (September 2011) that –

- Since treated industrial effluents from four CETPs were not complying with norms, the quality of discharge from mega pipeline was not complying with the norms stipulated by the GPCB; and
- CETPs were upgraded and action plan was prepared to improve the quality of the industrial effluents at the outlet of mega pipeline.

It is therefore obvious that Sabarmati River Conservation Project was taken up without taking into consideration all the relevant factors. To that extent planning and scope of the project was inadequate.

1.1.11.4 Operation and Maintenance of the assets

The life of Sabarmati River Conservation Project has been fixed as 20 to 25 years. It was, however, observed in audit that no records were available to verify whether the Government had assessed the performance of the project assets at continuous intervals to ensure their optimum utilization. As such,

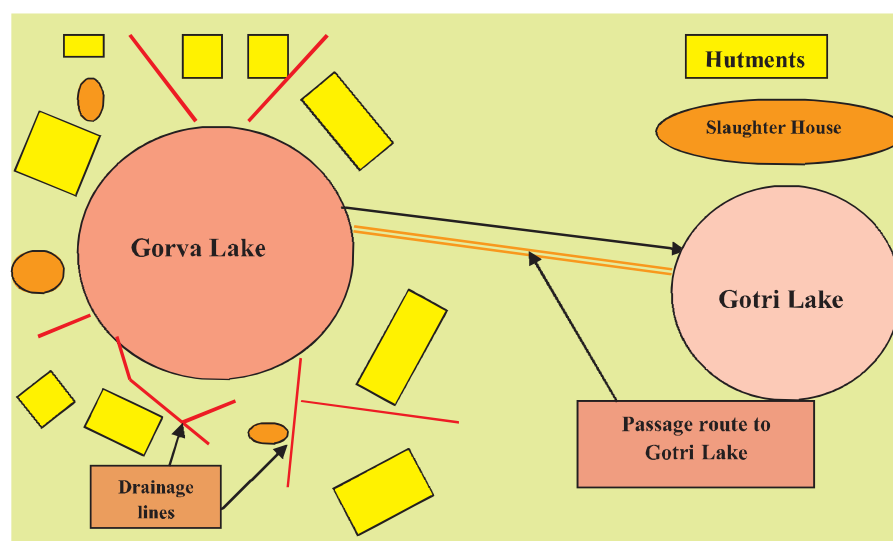
after spending ₹95 crore on the creation of these assets, the Government was unaware whether the project was performing effectively.

1.1.12 Conservation of static water bodies

1.1.12.1 Discharge of untreated wastage/sewage in Gorva lake

Though discharge of untreated sewage or industrial effluents to any water body was banned (1974), Audit scrutiny revealed that 10 Municipalities²⁷ were discharging their untreated sewage in lakes, the contamination of which could result in its percolation into and eventual pollution of sub-soil water.

The hutment -residents and slaughter houses adjoining Gorva lake in Vadodra were discharging domestic waste water/untreated sewage/slaughter house waste into the lake. Overflow from Gorva lake flooded Gotri lake²⁸ further polluting the latter water body. Since water quality of Gotri lake had not been tested, pollution caused due to flooding from Gorva lake could not be quantified in audit.



(Conceptual sketch showing Gotri lake polluted by flood-water of Gorva lake)

There were public/judicial complaints against contaminating Gorva Lake and Judicial Magistrate, First Class (Municipal), Vadodara observed (19 July 2010) in his order that the Vadodara Municipal Corporation (VMC) admitted discharging of drainage of nearby hutments and those of slaughter houses into the lake. The Court directed VMC to clear Gorva Lake within six months, keep the lake free from all pollution and take appropriate legal action against the persons, who polluted the lake, including owners of slaughter houses. Accordingly, GPCB Head Office (Gandhinagar) issued notice (October 2010) to VMC to divert sewage/ domestic waste water flowing to the lake.

²⁷ Bavla, Harij, Jetpur, Kanjari, Sanand, Tarsali, Thara, Tharad, Vadodara and Vijapur

²⁸ Gotri lake is on the down-stream side of Gorva lake



(Photographs of Gorva Lake, Vadodara with floating garbage on the bank)

Without stating what corrective action had been taken on the judicial order or the notice of GPCB Head Office, Regional Officer, GPCB, Vadodara merely stated (September 2011) that there was no slaughter house located near Govra lake or in the vicinity. The reply of GPCB is not tenable as (i) it is silent on the discharge of sewage/domestic waste to the lake and (ii) discharge of slaughter house wastage to lake was factually correct and subject matter of a judicial pronouncement.

Gujarat Pollution Control Board furnished (September 2011) test results of water (2008-11) of both Gorva and Gotri lakes. However, these tests were conducted for chemicals; test for ascertaining existence of bacteria was never conducted.

Government stated (September 2011) that GPCB had not given permission to slaughter house in the area and therefore, there was no possibility of discharge of effluent into Gorva lake. The reply of Government is not tenable, in view of the fact that VMC had already admitted before the Court of Law, the existence of slaughter house and discharge of their wastage into Gorva lake. GPCB was therefore, required to take such measures as necessary under law to keep the water body free of contamination from sewage/effluents/wastage/garbage, etc.

1.1.12.2 Discharge of polluted water

- ***Functioning of Common Effluent Treatment Plants***

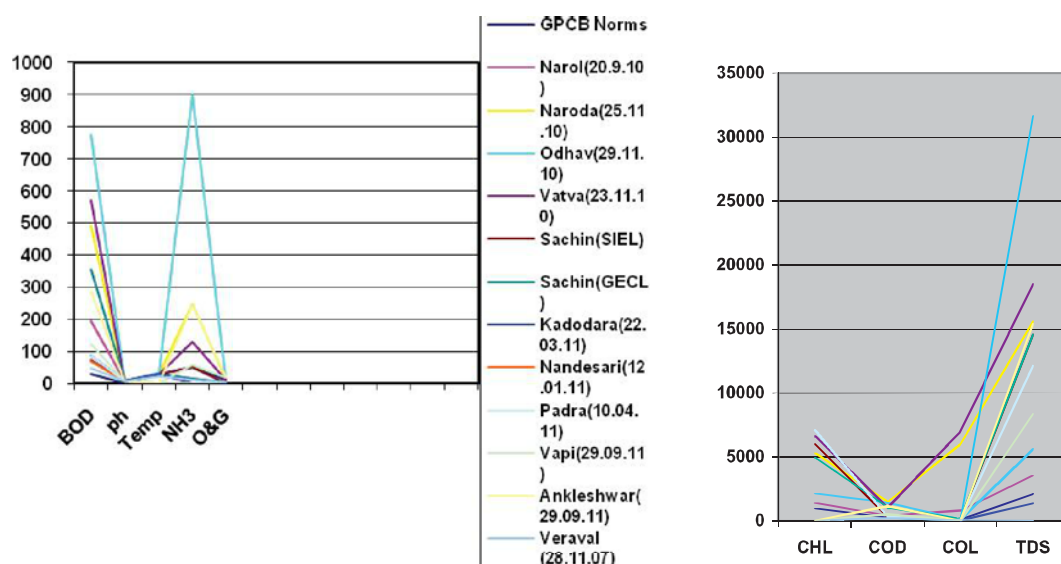
There were 83 industrial clusters in the State with 3000 large scale and 1.69 lakh small scale industries (2000), which had grown to 9000 large scale and 3.13 lakh small scale industries (2010). Large scale industries are required to establish their own individual Effluent Treatment Plants (ETPs) for treating industrial effluents and safe release to rivers/channels/backwater. For Small

Scale Industries (SSIs), Common Effluent Treatment Plants are established jointly by such units.

Government of India (GOI) sponsored (1991) a scheme of financing Common Effluent Treatment Plants (CETPs)²⁹ wherein it provided to industrial associations aid up to 25 *per cent* of sanctioned project cost. State Government was to contribute 25 *per cent* of the cost and the rest was to be contributed by beneficiaries. There was no pending application from SSI units for setting up CETPs (December 2010).

For efficient functioning of ETPs, Central Pollution Control Board (CPCB) prescribed norms for effluent discharge at both the inlet and outlet points.

Test-check of records pertaining to 13 selected CETPs revealed that inlet effluent characteristic at Ankleshwar, Sanand, Vapi and Veraval CETPs were in excess of those prescribed by the CPCB indicating that individual members were not carrying out effective primary treatment before sending effluents to CETPs.



(Chart showing details of treated effluents discharged by CETPs)

None of the CETPs discharged treated effluent as per norms of the GPCB and most of the achieved parameters were much above the normative levels (**Appendix-II**).

Government stated (September 2011) that action for up-gradation of existing CETP was taken (Vapi), action plan for improvement of performance submitted (Veraval), inlet and discharge norms of Final Effluent Treatment Plant (FETP) was not complied with; action plan has been prepared and was under implementation (Ankaleshwar) and show-cause notice issued for non-compliance of the environmental Acts/Rules (Sanand).

²⁹ for cluster of small scale industrial (SSI) units

This indicated ineffective treatment at CETPs and consequent pollution of natural water bodies, into which these effluents were being discharged.

- ***Discharge of untreated effluents by fisheries industries***

CETP, Veraval was receiving waste water from 59 member fisheries industries. The final treated effluent was discharged to harbour area through underground pipe line at a point identified by the Central Salt Marine Chemical Research Institute (CSMCRI), Bhavnagar and approved by GPCB.



(Photograph showing channel with untreated effluent flowing to harbor)

We observed from the records of GPCB that out of 411 non-member units, one or other unit was discharging untreated waste water directly into natural open drain without proper pre-discharge treatment of waste water, which resulted in health hazards and environment pollution in the surrounding area of GIDC.

- ***Improper maintenance of CETP at Sanand***

In CETPs, effluents were being collected from member industries and water got evaporated in RCC tank under open sky. The wet sludge was to be then burnt in incinerator and the dry sludge packed in gunny bags and transferred to Treatment Stabilization Disposal Facility (TSDF) sites. During the transitory period, the wet sludge was to be stored in closed roof on CC bedding. GPCB was to watch compliance to the above process.

A CETP at Sanand was set up (September 2002) jointly by 49 industrial units of GIDC; field visit (January 2011) of Audit at the CETP revealed that huge quantity of untreated waste water had accumulated and the wet sludge packed in bags was found stored on ground near incinerator exposing ground-water to risk of contamination.



(Wet sludge lying on floor of Sanand Eco Project)

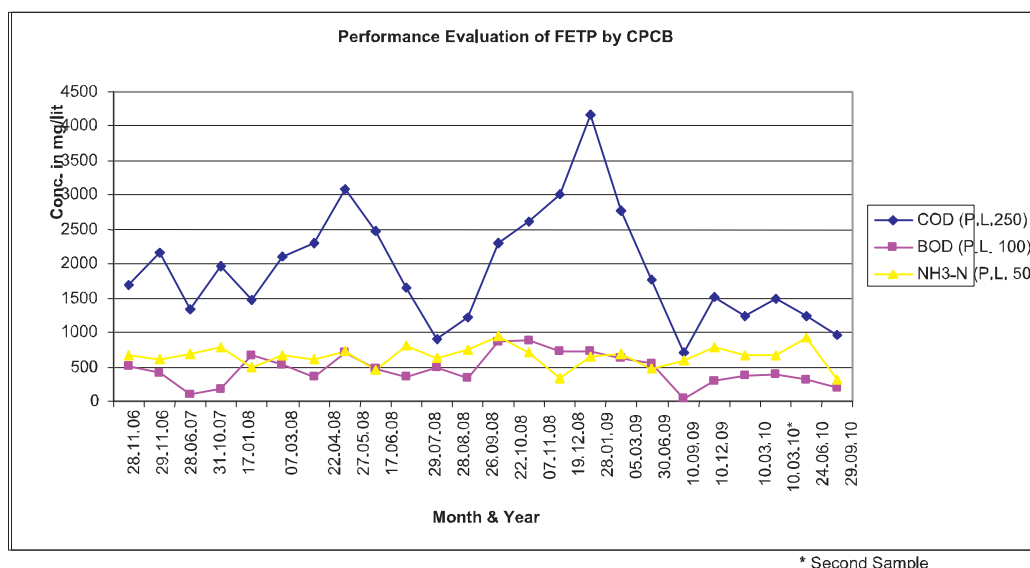
Sample testing of water in bore wells of GIDC (April 2009 to March 2011) detected high concentration of Total Dissolved Solids (TDS) ranging between 1110 mg and 2210 mg/l against prescribed norm of 500 mg/l (**Appendix-III**). Thus, the CETP was not maintained as required.

- ***Release of industrial effluents to water bodies***

As per the decision taken by the Industries Association of Ankleshwar, GIDC, all industries/plants were responsible for primary treatment of effluents after which these partially treated effluents were treated by CETPs at Ankaleshwar and Panoli. After secondary treatment in CETPs, treated effluents were transferred through GIDC pipeline to Final ETP (FETP) for sea-treatment³⁰. There was no CEPT at Zagadia, hence secondary treatment was also given by FETP. The effluents received from GIDCs of Ankaleshwar, Panoli and Zagadia were being finally treated at FETP and discharged into deep-sea through pipeline.

We observed from the records of the GPCB that units were unauthorizedly discharging untreated concentrated acidic and hazardous waste water directly into the GIDC manhole without primary and secondary treatment resulting in accumulation of effluents in FETP. Since the effluents received in FETP were not in conformity with the inlet norms, the outlet norms also could not be maintained resulting in release of hazardous waste water into the deep sea (**Appendix-IV**).

³⁰ Treating the effluent to make it fit to discharge to the sea



(Graph showing performance evaluation of FETP by CPCB)

It was also seen from GPCB records that direct release of untreated effluents in GIDC manhole resulted in choking of effluent pipeline leading to FETP. It was also seen from records that industrial units were directly discharging effluents into adjoining backwater through water tankers.

The TDS content in the sub-soil water near the GIDC ranged between 950mg/l and 2482mg/l as against permissible norms of 500 mg/l (**Appendix-V**). Thus the direct discharge of contaminated water caused threat to environment and aquatic life, death of cattle drinking contaminated water and affected the quality of sub-soil water.

- **Loss of aquatic life due to release of industrial effluents**

We observed from the records of GPCB that large scale industries, viz. Oil and Natural Gas Corporation Limited, Indian Oil Corporation Limited, National Thermal Power Corporation Limited, Bharat Petro-Chemical Company Limited, KRIBHCO Limited, Reliance Industries Limited, Larson and Toubro Limited, ESSAR Industries Limited, etc. located at Hajira (Surat) were discharging treated water in estuary of Tapi river. Due to the presence of high level hydro carbons in the waste water so discharged, large scale death of aqua-stock in the river was reported in the recent past (2007-08 and backwards).

Principal Secretary, Forest and Environment Department directed (August 2009) Hajira Area Industries Association to convey entire quantity of waste water through a closed pipe line into the mid sea at a point to be decided by the National Institute of Oceanography (NIO). However, no papers were found on record to show that the Industries Association had ever approached NIO to identify the mid-sea point for release of the treated water. Hence the river water too was contaminated with high level of hydro carbons, which was hazardous to aqua life.

Government stated (September 2011) that GPCB has since requested NIO to prepare monitoring and investigation report pertaining to Tapi and Mindhola estuary and that a draft report in this regard has been submitted (August 2011) to NIO.

- ***Direct discharge of untreated waste water***

Dhagadhra Chemical Works Limited, a manufacturer of salt based chemical was discharging effluent into the little Rann of Kutchch through a 22 km long effluent pipe line. Records revealed that due to leakage of pipe line at many places, the effluent mixed with rain water and had contaminated water stored in check dams. This resulted in discharge of untreated water into Falku river of Dhangadhra with adverse impact on agricultural land located near the banks of the river making it unfit for agriculture.

We further observed that the local Member of Legislative Assembly complained (August 2010) that repairs stated to have been executed remained on paper only and that effluents leaking out of the pipelines at many places mixes up with rain water and flows into the check-dams. On inquiry and site inspection, GPCB found that untreated industrial effluents were being directly discharged to the river. GPCB therefore reported (August 2010) that the pipelines needed maintenance and that the treated effluents were required to be discharged into Rann of Kachchh instead of Falku river.

Government stated (September 2011) that during monsoon in the past, effluent pipeline passing near Falku river bank was damaged at three places due to flood; the repairing work was immediately started and completed. However, this could not be verified from the available records.

- ***Effluent channel not maintained***

There were 1,050 units under Jetpur Dying and Printing Association (Association). The Association had established CETP for treatment of water of member industries. The untreated water was conveyed through open effluent channel (constructed parallel to Bhadar river) to the CETP. The treated water was then conveyed through pipeline to a pond (Fatel talav).

We observed that sludge which settled at the bottom of open channel was not cleaned regularly. As a result, the water overflowing from the channel was mixing with Bhadar river which caused damage to agriculture in nearby area, apart from polluting the river water.

Government stated (September 2011) that GPCB has not received complaints in respect of overflowing during the current year (2011-12). However, Government did not confirm that channel had not overflowed anywhere during the current year; hence the reply of the Government was vague and therefore not tenable.

- ***Unattended breakages of effluent conveying pipelines***

There were 1,501 industries in GIDCs at Kadodra, Pandesara, Palsana and Sachin (Surat). Their effluent was treated in five CETPs and treated effluent was discharged into backwater and Arabian sea through Mindhola river.

We observed from the complaints and investigation reports by GPCB that the delivery pipes to CETPs were broken at many places from time to time.

Consequently, the untreated waste water was directly flowing to river and backwater. In the absence of any survey on the adverse effect of discharging of untreated effluent directly into the river/backwater, their impact on aquatic life could not be ascertained in audit.

Government stated (September 2011) that during early months of 2011, there was leakage of pipeline leading to discharge of effluents to backwater, but –

- A new pipeline has since been laid and at present no leakage was observed in Kadodara;
- Non-member industries in Padesara were in the process of joining pipeline-network leading to CETP and that it was expected that no more industrial waste would be discharged to backwater;
- A CEPT at Palsana was under proposal and that construction is likely to be commenced soon; and
- Tender for repairs of pipeline in Sachin has been finalized and approval of GIDC was awaited for issue of work order.

1.1.13 Monitoring

1.1.13.1 Ineffective monitoring by WQRC

Water Quality Review Committee had convened only six meetings (2003-11)

The State Government assigned responsibility of water pollution issues to GPCB and Forest and Environment Department. Water Quality Review Committee³¹ (WQRC) was set up (2002) to function as the nodal agency for compilation of reports, convening meetings of implementing/testing agencies. But, from the verification of brief prepared (February 2009) for submission to Government, it was seen that WQRC had convened only six meetings³² (2003-11) and did not meet even once in 2006, 2007, 2009 and 2010.

Further, no details of any follow up action on decisions taken in the meeting were made available to audit.

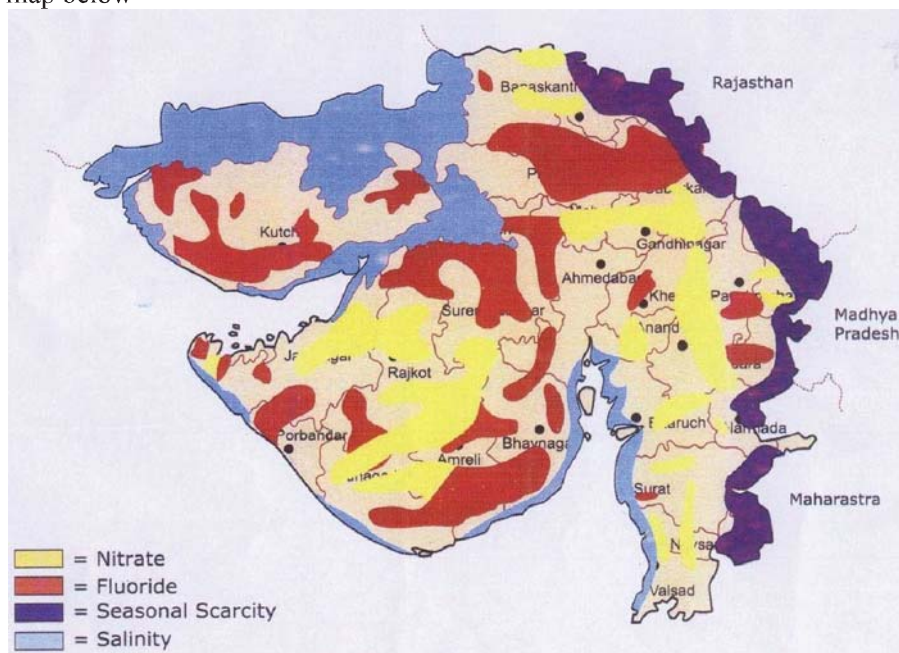
³¹ Committee is headed by Secretary of Water Resources Department (Chairperson) and MS (GWSSB), Director of Agriculture Department, MS (GPCB), Director (GERI), MD (GWRDC), Regional Director (CGWB), Additional Director (NRCD), SE (WRI Circle No.1), CE (QC) or Director (GJTI), CE (QC) and Additional Secretary of Water Resources (Members); WQRC was expected to evolve its own procedure carrying out the activities

³² (i) 1st meeting (7-3-2003) discussed regarding the status of activity on uniformity in collection of data and its frequency; compilation of the parameters, testing, location/ station and frequency of tests; SEWRIC-1, Ahmedabad nominated as a compiling officer; publication and circulation of data Research and development; all agencies instructed to do RD work; R & D work is to be circulated; (ii) 2nd Meeting (10-6-2004)- to send the details regarding the R&D works; (iii) 3rd Meeting (06-10-2005)-To prepare directory of Water Quality laboratory and testing facilities available; valuation of type of WQ Stations as suggested by the World Bank; review of equipment & laboratory standards to implement uniform protocol; to decide Hot Spot Areas by each Agency in consultation with GERI, Vadodara; Recommendations by each agency for regional workshop to be held at Pune; (iv) 4th Meeting(29-12-2005)- strengthening of the Existing Testing Facilities; Scientific Staff for testing; Training to testing staff; Financial requirement for establishing new (a) Stations & procurement of Laboratory equipments (b) Cost of Annual maintenance & repairs of Stations & Laboratory; (v) 5th Meeting (1-1-2008)- Uniformity in collection of data and its frequency; R&D work to be carried out by GERI, and all implementing agencies shall submit there data to GERI, Vadodara; Evaluation and classification of type of WQ station as per protocol of MOWR; Scientific staff for testing and training of testing staff; Hot Spot areas identified by each implementing agencies; Financial requirement for establishing; new stations and procurements of laboratory equipments; cost of annual maintenance and repairs of stations and laboratories; (vi) 6th meeting-Details not available

Government stated that change in the constitution of the committee was under consideration and after reconstitution regular meeting would be convened; Government has since re-constituted WQRC (7 September 2011).

1.1.13.2 Monitoring network for tracking pollution of ground-water

Ground-water is contaminated by salinity, fluoride and nitrate as shown in the map below –



(Map showing availability of contaminated ground-water in Gujarat)

Water Resources Department was responsible for laying down policy guidelines and programme for the development and regulation of State's water resources and overall planning, policy formulation, co-ordination and guidance in water resources sector. Gujarat Water Resource Development Corporation under the Department was responsible for investigation, exploration, management and recharge works in the State.

However, no specific preventive or restorative programmes have been introduced by Water Resources Department for prevention and control of ground-water pollution despite evidence of contaminants like fluoride, salinity, chloride, iron, nitrate etc. being found in ground water samples as indicated in **Appendix VI**.

1.1.13.3 Jammed testing wells

In the eight districts sampled for assessment of monitoring network with respect to ground-water, we observed that water quality laboratories were established in all the districts. All the ground-water sources were being tested at least once in a year.

State Government had also selectively established wells specifically meant for testing ground-water. However, we observed that 86 out of 443³³ monitoring wells (19 *per cent*) and 220 out of 643³⁴ open wells (34 *per cent*) were either filled with mud or had been abandoned or had dried up. No action was initiated for re-drilling of these wells.

1.1.14 Conclusion

Clean, safe and adequate fresh water is vital for the survival of organisms, human beings and other species. Water pollution and contamination weakens or destroys natural eco systems that support human health as well as biodiversity. Water pollution can lead to serious problems with disease and death of human beings, animals, plants and vegetation. While the Government had prepared an inventory and quality assessment of river and ground-water in the state; only an inventory of lakes had been prepared but their water quality assessments were not carried out. Assessment of contaminants present in river/lake/ground-water and quantification of the impact of human activities contributing to pollution were also not carried out. The Government had not identified major aquatic species, birds, plants and animals facing risks due to pollution of rivers and lakes and was totally unaware of the risks to human health being posed by polluted water sources. The quality of planning was poor because of the absence of these assessments. Further, the State had not laid out a pollution control policy.

The implementation of the NRCP in the state left much to be desired. Sampled pollution control programme of Sabarmati River at Ahmedabad though seemingly working, did not succeed in bringing down pollution levels to the prescribed norms. Present status of Sabarmati shows the presence of fecal-related disease causing pathogens as well as organic pollution at the outskirts of city limit. No action was taken by the Government to check the deterioration in quality of ground-water. GPCB failed to take effective steps to control unauthorized disposal of untreated waste water by industries. Continuous monitoring of water quality through the creation of an adequate monitoring mechanism was also missing. WQRC responsible for monitoring the control of water pollution in the state was not working at the desired level. Its meetings were held infrequently and records of follow up action not maintained.

1.1.15 Recommendations

- Keystone species associated with each river and lake should be identified;
- Major aquatic flora and fauna and animals facing risks due to pollution of water bodies should be identified;

³³ Pizo-metre installed in the well and testing done

³⁴ Open wells from which samples collected and tested

- Complete assessment and quantification of contaminants present in river/lake/ground-water and quantification of human activities contributing to pollution should be done;
- Implementation and monitoring of programmes related to water pollution should be strengthened through WQRC;
- More rivers and lakes, which need remediation, should be covered under NRCP/NLCP to avail central assistance; and
- Sewage and effluent treatment infrastructure should be strengthened and existing STPs and CETPs should be upgraded to match level of contamination.

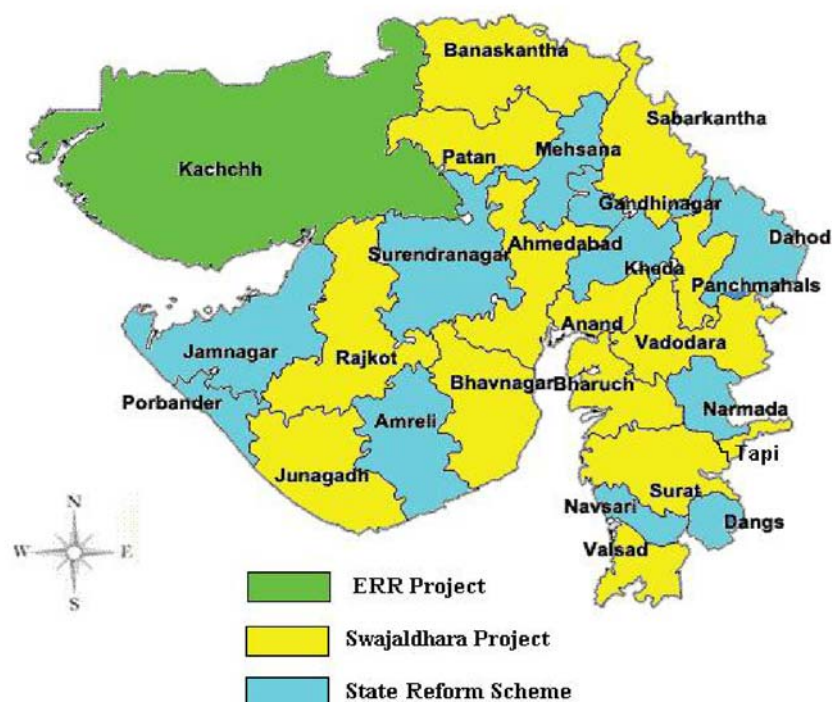
NARMADA, WATER RESOURCES, WATER SUPPLY AND KALPSAR DEPARTMENT

1.2 Facilitation of drinking water supply in villages by WASMO

1.2.1 Introduction

Government of India (GOI), Ministry of Rural Development, Department of Drinking Water Supply launched (1999) as a reform initiative through a pilot project in the Rural Drinking Water Sector, which was later (December 2002) scaled up by launching Swajaldhara Scheme. The reform was focused on bringing about community participation in the planning, implementation, operation and maintenance of 'in village'³⁵ drinking water supply schemes. Swajaldhara project envisaged building up water supply network from the storage facility upto the household. The project was implemented in 14 (out of 26) districts in the State.

On the lines of Swajaldhara guidelines, Sector Reform Scheme (SRS) funded by Government of Gujarat (GOG) was being implemented in the remaining 11 districts, except Kachchh district, which was parallely covered under Earthquake Rehabilitation and Re-construction (ERR) scheme funded by GOI.



(Map showing the districts in which different schemes were implemented)

³⁵ The in-village water supply system includes a range of components like pumping machinery; storage structures; distribution networks and water points etc.

Water and Sanitation Management Organization (WASMO) functioning under Narmada, Water Resources, Water Supply and Kalpsar (NWRWS&K) Department was entrusted with the responsibility of implementation of Swajaldhara/SRS/ERR and to facilitate the village community in planning, implementation, owning, operation and maintaining its 'in village' water supply scheme. WASMO also implemented an ancillary scheme, viz. National Rural Drinking Water Quality Monitoring and Surveillance Programme³⁶ (NRDWQMSP), which were aimed at monitoring and surveillance of all drinking water sources in the villages by the community, thus furthering the overall objective of providing clean drinking water in all the villages.

It was the duty of Gujarat Water Supply and Sewerage Board (GWSSB) to develop infrastructure in order to bring water upto storage facility in the villages. The role of WASMO was only to provide distribution network within each village.

In 2007, State Government set the 'Golden Goal' of completing community managed 'in village' water distribution schemes in all the 18200³⁷ villages of the State by the year 2010.

1.2.2 Organizational set-up

The Chief Executive Officer (CEO) is the key officer of WASMO and is responsible for its day to day administration. He functions under the overall direction of Secretary, NWRWS&K Department of GOG and co-ordinates with GWSSB.

At the district level, WASMO has 16³⁸ Coordination, Monitoring and Support Units (CMSU) each headed by Unit Manager (UM) and 11³⁹ District Water and Sanitation Committees (DWSC)⁴⁰ each headed by a Member Secretary (MS) that facilitated the implementation of the programme in the villages through the Village Water and Sanitation Committee⁴¹ (VWSC). The water supply scheme was to be managed and maintained at village level through the VWSC.

³⁶ Introduced by GOI in January 2006

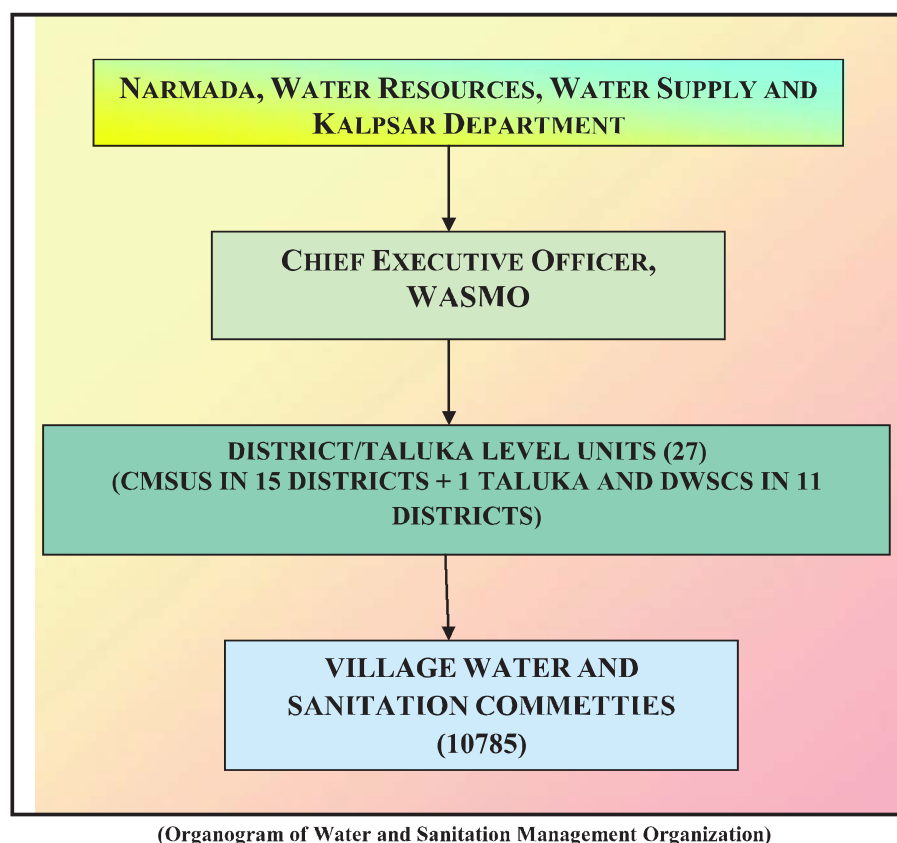
³⁷ Out of total 18266 villages in the State, 66 villages already had in-village water supply scheme

³⁸ (i) Amreli, (ii) Banaskantha, (iii) Bharuch, (iv) Bhavnagar, (v) Dharampur (taluka place), (vi) Jamnagar, (vii) Junagadh, (viii) Kheda, (ix) Kachchh, (x) Narmada, (xi) Panchmahal, (xii) Patan, (xiii) Rajkot, (xiv) Sabarkantha, (xv) Surendranagar and (xvi) Vadodara

³⁹ (i) Ahmedabad, (ii) Anand, (iii) Dahod, (iv) Dangs, (v) Gandhinagar, (vi) Mehsana, (vii) Navsari, (viii) Porbandar, (ix) Surat, (x) Tapi and (xi) Valsad

⁴⁰ CMSU and DWSC are district-level offices of WASMO

⁴¹ A sub-committee of the Gram Panchayat; the Committee was to consist 10 to 12 members, of which 1/3rd were being reserved for women. Reservation for SC and ST are also to be made in proportion with their population in the village (subject to minimum one)



1.2.3 Audit Methodology and scope

Records relating to the conception, planning, implementation and evaluation of rural drinking water supply schemes for the period 2006-11 were test-checked by audit at the Water Supply Department of GOG, WASMO (Head Office), eight⁴² (out of 26) selected district level offices and 69 selected villages (**Appendix-VII**) between February and June 2011. The selection of the test checked district units was made on the basis of random sampling and that of villages based on financial and physical progress of work in different villages. The water supply schemes under ERR scheme in Kachchh district were completed in years prior to period covered under audit. Hence, these do not fall within the scope of this report.

The audit objectives were discussed with Principal Secretary (Water Supply) in an Entry Conference in April 2011. Exit Conference was held (October 2011) to discuss the audit findings with Principal Secretary (Water Supply).

⁴² (i) Ahmedabad, (ii) Dahod, (iii) Kheda, (iv) Navsari, (v) Patan, (vi) Rajkot, (vii) Surendranagar and (viii) Valsad

1.2.4 Audit Objectives

The performance audit was conducted to assess the following –

- Whether the water supply scheme to be implemented in the villages were properly planned and executed by WASMO;
- Whether all the approved schemes were completed within stipulated time;
- Whether water supplied to the villages was potable and free from impurities;
- Whether regular monitoring and evaluation of the schemes were being carried out; and
- Whether funds provided by GOI/GOG for the implementation of the schemes were properly accounted for and utilized by WASMO.

1.2.5 Audit Criteria

The performance of facilitation of Drinking Water Supply Scheme in villages by WASMO was assessed with reference to –

- Guidelines for Swajaldhara, and National Rural Drinking Water Quality Monitoring and Surveillance programmes;
- Financial Rules, regulations and Budget Estimates; and
- Orders issued by GOI, GOG and WASMO from time to time.

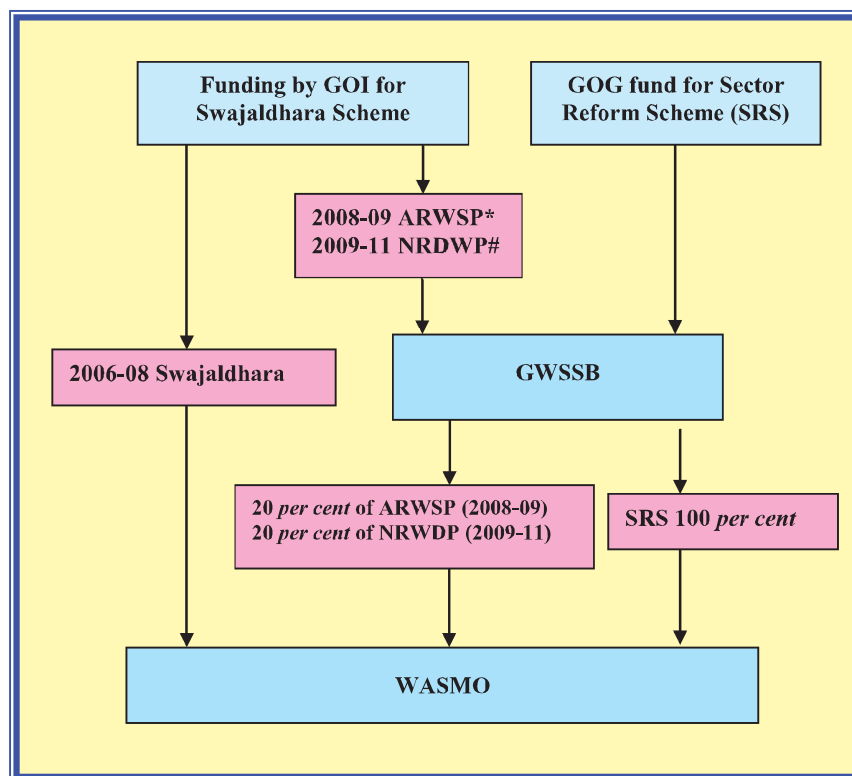
Audit findings

Finance Management

1.2.6 Funding pattern

Funding pattern of Swajaldhara Project provides for sharing of the cost by GOI and village community in the ratio of 90:10. However, GOI (August 2007) left collection of community contribution to the discretion of the State Government. Where State Government decides not to collect community share it is expected to substitute it with its own funds. Under SRS, the cost sharing ratio between GOG and village community was 90:10.

Chart showing flow of funds



*Accelerated Rural Water Supply Programme #National Rural Drinking Water Programme

1.2.6.1 Financial management

Water and Sanitation Management Organization implemented Swajaldhara Scheme/Sector Reforms Scheme out of grants received from GOI and GOG, either directly or through GWSSB. Details of grants received (including miscellaneous receipts and interest on deposit) and expenditure incurred during 2006-11⁴³ are given in **Table 1**.

Table 1: Grants received and expenditure incurred by WASMO
(Rupees in crore)

Year	Opening Balance	GOI grant	GOG Grant	Other income and interest	Total funds available	Expenditure	Closing Balance
2006-07	47.67	64.12	117.57	3.63	232.99	78.30	154.69
2007-08	154.69	92.61	105.00	6.90	359.20	115.80	243.40
2008-09	243.40	183.89	87.50	14.51	529.30	161.68	367.62
2009-10	367.62	143.62	201.00	25.11	737.35	428.01	309.34
2010-11	309.34	58.09	98.88	14.54	480.85	251.76	229.09
Total		542.33	609.95	64.69		1035.55	

(Source: Statement furnished by WASMO)

⁴³ OB, expenditure and CB figures include those pertaining to district level offices also

1.2.6.2 Unutilized balances with district offices

Principle of prudent financial management provides that while allocating funds to the subordinate offices, Controlling Officer should satisfy himself that these offices would actually use the funds allotted to them and all attempts should be made to prevent accumulation of large unspent balance with these offices.

Despite the district offices of WASMO being already saddled with ongoing schemes, we observed that on the approval of any new scheme by the DWSCs, WASMO (Head Office) allotted funds to the districts without making any attempt to assess/scrutinize whether these offices had in fact the capability to undertake new works/schemes.

Delays in completion of schemes⁴⁴ resulted in accumulation of unspent balances of ₹207.13 crore (March 2011) in district offices. Year-wise and selected district-wise details of grants received, expenditure incurred and unspent balances accumulated are as shown in **Appendix-VIII**. Accumulated corpus of such large unspent balances in the district units carried potential risk of diversion of such funds, their misappropriation or fraud as is evident from our observations in Paragraph 1.2.11.2.

The CEO stated (April 2011) that funds were allocated to the districts to expedite new schemes on their approval. The reply of the CEO did not clarify position on the potential risks of large unspent balances lying in the district units and was untenable.

1.2.6.3 Submission of incorrect Utilization Certificates

Without incurring actual expenditure, Utilization Certificates for ₹356.51 crore were furnished

Para 15.6.2 of Swajardhara guidelines provides that Utilization Certificates (UC) in the prescribed format should be prepared annually by VWSC/district level offices/WASMO and on the basis of available funds and utilization of funds, State Government/WASMO may send proposal to GOI for further release of fund supported by UC in respect of the funds utilized.

We observed that in violation of the above provisions, WASMO transferred ₹356.51 crore to the district offices during 2006-10 as final expenditure and submitted UCs to GOI on the basis of such transfers. This resulted in submission of incorrect UCs of the said amount to GOI. Preparation of UCs not based on actual expenditure not only inflated the financial progress of work/schemes undertaken, but also allowed the State to claim subsequent grants from GOI even though previous grants are still to be utilized.

The CEO in his reply accepted (April 2011) that UCs were being prepared based on transfer of funds to districts and not on the basis of actual expenditure.

1.2.6.4 Unsatisfactory Audit Arrangement

Para 17.1 of Swajaldhara guidelines provide that project accounts maintained at Gram Panchayat (VWSC) level should be audited every year by Chartered

⁴⁴ As mention in paragraph 1.2.8.2 of this Report

Accountants (CA) engaged by WASMO and submitted to CMSUs/DWSCs. We observed in test checked district units that no regular audit of accounts of VWSCs was carried out by CAs. Further, no mechanism was developed by WASMO for follow up action on the audit points as and when raised by CAs.

Moreover, out of 7932 completed schemes, accounts of only 1349 schemes (17 per cent) were audited by CA (March 2011). In the test-checked eight districts⁴⁵, out of 2354 schemes completed, accounts of 259 schemes (11 per cent) only were audited by the CA.

Chief Executive Officer, WASMO stated (August 2011) that pending audits would be taken up by CA in due course and also ensured that a suitable mechanism would be developed for follow up action on audit reports. Failure to carry out regular audits of accounts of schemes may lead to wasteful expenditure and financial malpractices, if any, may remain undetected.

1.2.6.5 District offices not availing sweep-in facility

On request made by WASMO, Chief Manager, State Bank of India (SBI), Gandhinagar allowed (August 2009) sweep-in facility⁴⁶ for funds kept by district offices. WASMO instructed (September 2009) all its district offices to avail of sweep-in facility for funds kept in SBI account.

However, out of 26 district offices, six offices⁴⁷ did not operate sweep-in facility till June 2011 and eight offices⁴⁸ availed it (March 2010 to March 2011) with delay ranging from 18 months to 30 months. In Kheda district, SBI branch did not allow sweep-in facility on WASMO funds, but no corrective action was initiated by respective UM. Loss of interest on the basis of average balance⁴⁹ in the five districts⁵⁰ worked out to ₹91.01 lakh⁵¹.

1.2.6.6 Loss of interest as separate accounts of Swajaldhara funds not opened

Swajaldhara guideline provides that separate bank account for funds received from GOI was to be operated and interest earned there on was to be added to the total corpus of the fund. We observed that seven⁵² out of eight selected districts did not follow these provisions and a common bank account was maintained for various schemes. Interest pertaining to Swajaldhara funds were also not worked out and added to the books of accounts of the Scheme maintained in these offices. As such, interest received on GOI fund was not worked out and credited to Swajaldhara funds, thus depriving the scheme of the additional funds which it could have received as interest.

Reasons for not operating separate bank account for Swajaldhara funds were not provided to audit by UMs/MSs of selected districts.

⁴⁵ Ahmedabad, Dahod, Kheda, Navsari, Patan, Rajkot, Surendranagar and Valsad

⁴⁶ By this facility, any amount in excess of a particular limit will be automatically converted into Fixed Deposit and remitted back required amount as and when contingency arises

⁴⁷ Anand, Bharuch, Dangs, Kheda, Panchmahals and Surat

⁴⁸ Bhavnagar, Dahod, Dharampur, Jamnagar, Navsari, Porbandar, Surendranagar and Valsad

⁴⁹ For the periods for which sweep-in facility was not availed

⁵⁰ Kheda, Dahod, Navsari, Surendranagar and Valsad

⁵¹ At the differential rate of 2.5 per cent

⁵² 1.Dahod, 2.Kheda, 3.Navsari, 4. Patan, 5.Rajkot, 6.Surendranagar and 7.Valsad

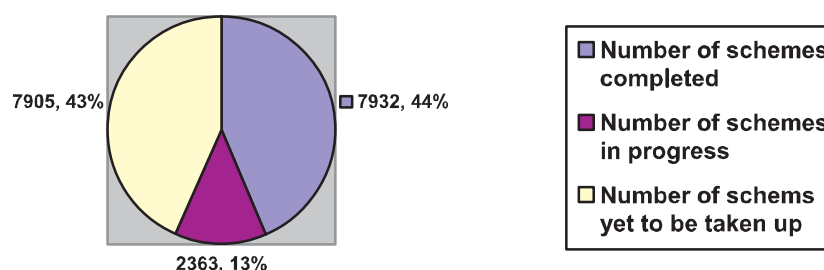
Programme Management

1.2.7 Planning

Schemes were implemented without proper assessment of availability of source of water and its quality

For the effective implementation of rural water supply scheme, Swajaldhara guidelines provide that State Governments should prepare a comprehensive vision statement, action plan and time-frame for covering all the villages in the State. Accordingly, base line survey in the State was to be carried out within three months for identification of existing water supply schemes in villages.

Villages were to be selected for implementation of project in the various phases depending on the demand from them and the available resources. However, no such vision statement or action plan was prepared nor base line survey carried out by the State Government. In the absence of vision statement, action plan and time frame, schemes were implemented without ascertaining availability of water source or its quality. As a result, project was delayed as shown in the chart below–



(Chart showing number of schemes completed/in progress/yet to be taken up)

We observed that of the eight selected districts initial work of base line survey was not carried out and criteria were not fixed for selection of villages for implementation of the project thus leaving ample scope for faulty planning of schemes in the villages. As a result, the schemes were implemented in villages without proper assessment of either the availability of water source or its quality. Thus the scheme was not implemented with adequate planning; the impact of these inadequacies is discussed in the succeeding paragraphs.

Proper planning coupled with awareness programme sufficient enough to motivate the villagers were pre-requisites for the successful implementation of the programme. The CEO and the UMs/MSs of the selected districts, however, stated (March-June 2011) that the programme was ‘demand driven’ and accordingly villages which demanded the scheme and were willing to pay 10 *per cent* contribution, were selected and that the baseline survey was not conducted. The reply is not tenable because even if the programme was demand driven as per GOI guidelines, State Government had set ‘Golden Goal’ for *cent per cent* achievement of ‘in village’ water supply scheme. Further, community mobilization was not effective enough to motivate the rural community for implementation of the scheme by way of paying 10 *per cent* contribution. Thus, WASMO failed in planning, community mobilization and demand generation.

1.2.7.1 Constitution of Village Water and Sanitation Committees

Swajaldhara guidelines provide that VWSCs be constituted in each village for implementation of the scheme and in the Committee, one-third membership be reserved for women. The VWSCs were to be re-constituted in every two years.

We observed from the records maintained in 69 randomly selected VWSCs in eight selected districts that in 20 villages, one-third members of VWSC were not women and in 35 villages VWSCs were not re-constituted after two years.

The UMs/MSs stated (March-June 2011) that deviations from guidelines would be rectified in future.

1.2.8 Execution of water supply schemes**1.2.8.1 'Golden Goal' of covering all villages not achieved**

'Golden Goal' of covering all the villages by 2010 was not achieved

Government of Gujarat had set (2007) the 'Golden Goal' of covering all the 18200 villages under 'in village' drinking water supply scheme by 2010. The physical progress report of WASMO however showed that only in 7932 villages (44 *per cent*), 'in-village' schemes were completed (March 2011). The details of 'in village' drinking water supply schemes approved and completed by WASMO (March 2011) is given in **Table 2** and district-wise number of schemes approved and completed are given in **Appendix-IX**

Table 2: Physical progress of implementation of schemes

Year	Number of schemes approved	Number of schemes completed as at the end of March 2011	Number of ongoing schemes	Number of schemes not started	Number of schemes dropped
Up to March 2007	3981	3811	102	00	68
2007-08	1179	1036	106	00	41
2008-09	2444	1973	395	14	61
2009-10	1854	915	813	33	90
2010-11	1327	197	947	167	16
Total	10785	7932	2363	214	276

(Source: Data furnished by WASMO)

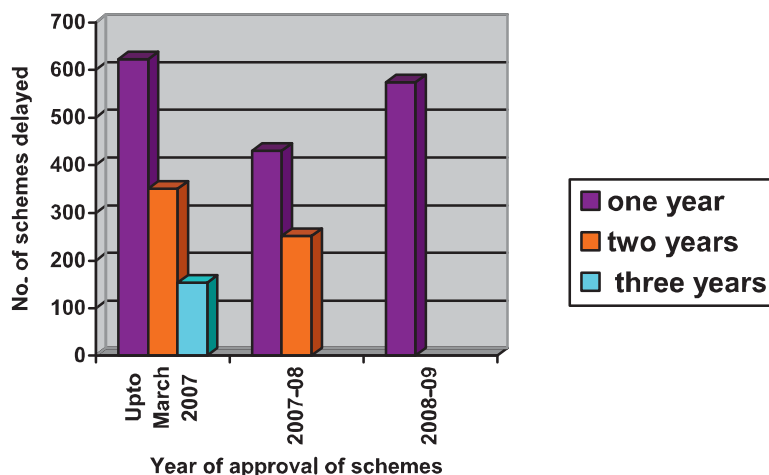
Thus, WASMO was not able to achieve 'Golden Goal' target of providing 'in village' drinking water supply schemes to all villages in State by 2010 as Water Supply Schemes in 7415 villages (41 *per cent*) were yet to be taken up (March 2011). Of 2363 ongoing schemes, 102 schemes were approved during 2006-07 and earlier periods, 106 schemes during 2007-08 and 395 schemes during 2008-09.

Chief Executive Officer, WASMO stated that the project was 'demand driven' and totally dependant on the involvement of the Gram Panchayats and the communities. The reply is not tenable as the objective of 'Golden Goal' was to provide 'in village' water supply schemes in all the villages of the State by mobilizing the villagers. WASMO had not undertaken sufficient awareness programme to educate the targeted population.

1.2.8.2 Delay in completion of schemes

Swajaldhara guidelines provide that 'in village' water supply schemes are required to be completed within 12 months from the date of signing of MOU between DWSC and VWSC. However, scrutiny of records revealed that

completion of schemes was delayed for the period ranging from one to three years as shown in the graph below –



(Source: Information furnished by WASMO)

Out of 7932 schemes completed (March 2011), 2381 schemes (30 per cent) were delayed for periods ranging from one year to three years⁵³.

On being inquired (August 2011), CEO did not furnish any reasons for delay.

1.2.8.3 Dropping of schemes due to failure of social mobilization

WASMO could not ensure social mobilization as envisaged

Village water supply schemes were to be approved by WASMO after formation of VWSC, organizing of awareness programme, preparation of village action plan⁵⁴, etc. We observed that in 19 districts, WASMO had dropped 276 village water supply schemes (March 2011) for want of community contribution and awareness about the benefits of potable drinking water in the homes.

During field audit visits in four villages where approved schemes had been subsequently dropped, people in three villages stated that they faced hardship in the absence of regular piped drinking water supply. The interviewed villagers also expressed their willingness to pay community contribution. It is thus apparent that WASMO had not built up sufficient awareness about the benefits of the scheme in the villages where schemes had been dropped.

⁵³ 1626 schemes were delayed for one year, 602 schemes were delayed for two years and 153 schemes were delayed for three years

⁵⁴ This was to be done in consultation and with the help of technical staff of district offices



(Picture showing vessels kept in advance at stand-post by villagers of Hasanpur village)

WASMO attributed dropping of schemes to (i) failure of local community to pay their contribution and (ii) dispute amongst villagers. The reply is not tenable as social mobilization is an important activity mandated to be undertaken by WASMO to make villagers aware of the benefits of having safe potable water supply in their homes and to make them active participants in the programme.

1.2.8.4 Status of completed projects

Audit analyzed veracity/status of the schemes shown as completed by WASMO by scrutinizing the records in eight selected districts, which revealed the following –

- ***Completion of wells in private land without water supply network***

As per the policy of the State Government ‘in village’ water supply schemes has been conceived as a village centric water supply network that includes a storage structure, pumping facility and a distribution lines which can service each home in the villages on an individual basis.

Scrutiny of records of DWSC, Dahod revealed that contrary to the basic concept of the scheme, 125 wells (30 schemes) were dug at a cost of ₹4.30 crore (**Appendix-X**) in private farms without storage tank, pipeline network, etc. The individual private land owners, in whose farm the wells were

executed, have utilized water from the wells for irrigation in their field. Thus, the piped water was not supplied to the targeted population. Instead, the individual land owners benefited out of the wells completed.

In 20 out of 30 schemes, components like pumping machineries, storage tanks, pipelines, etc. were planned, but all the above mentioned components not executed. In the remaining 10 schemes only wells were planned and completed.

The MS stated (June 2011) that due to non-availability of Government land and in absence of demand by the villagers, wells were executed at private land. He also stated that these wells were being utilized for drinking purpose by drawing water through pulley and ropes.



(Picture showing well with succession pipe, executed in private farm in Kakadkhila village – DWSC Dahod)

The reply of the MS is not correct, as during field visit of audit, it was seen that a well constructed in Kakadkhila village in a private farm was being utilized for irrigation purpose by the land owner and villagers were fetching drinking water from nearby hand-pumps.

- ***Defunct schemes***

During field audit visits to 55 villages, six cases, where the schemes already completed at an aggregate cost of ₹ 88.70 lakh, were found defunct as detailed in **Table 3**.

Table 3: Defunct schemes found during field visit

Sr. No.	Name of scheme	Expenditure (Rupees in lakh)	Date of Completion	Remarks
1	Fulgram village DWSC, Surendranagar	10.23	2005-2006	Village was at the tail end of Jasapar Group Water Supply Scheme of GWSSB, hence water was not available
2	Parabadi village CMSU, Surendranagar	3.38	2009	Work on bore/tank completed; but laying of pipelines was not taken up due to dispute; community contribution refunded
3	Pipradi village CMSU, Surendranagar	20.16	January 2011	The chemical analysis of the water sample taken earlier showing water not potable was disregarded. Majority of villagers did not take water connection due to presence of contaminants in water and inadequate quantity
4	Pipaliya (Raj) village, CMSU, Rajkot	45.53	January 2009	Water supplied was not potable due to presence of contaminant in form of high Total Dissolved Solid (TDS); UM stated that contaminants in form of high TDS were noticed during summer periods
5	Iyava village, DWSC, Ahmedabad	6.01	July 2007	No water was available in the two bores dug
6	Hanjali village, CMSU, Rajkot	3.39	January 2008	In the absence of underground sump, water received from Group Water Supply Scheme in the existing cistern was in-adequate due to the lack of gravity
	Total	88.70		

Failure of WASMO to regularly scrutinize progress of completed/operational schemes and institute a proper system of feedback and monitoring of the completed schemes resulted in non-achievement of the intended results.

1.2.8.5 Deficient services of Implementation Support Agencies

Swajaldhara guidelines provide for social mobilization, communication and capacity development, participatory rural appraisal, training and implementation of schemes through NGOs acting as Implementation Support Agencies (ISAs)

WASMO executed MOUs with 75 NGOs and assigned them different activities associated with the implementation of the scheme, which were to be completed by them within 18 months from the date of signing of the MOU. Remuneration to ISAs was to be made in stages keeping pace with completion of prescribed activities/progress reports⁵⁵. We observed that 53 NGOs⁵⁶ had not completed the activities assigned to them within the stipulated period. Such delays ranged between 18 and 45 months (**Appendix-XI**).

Chief Executive Officer of WASMO attributed (June 2011) deficiencies in the services of ISAs to lack of response from villagers, slow progress and abandonment of work mid-way by ISAs. The reply is not tenable as WASMO should have monitored the performance of these ISAs more effectively to ensure successful implementation of the scheme.

⁵⁵ part payment of ₹ 3.04 crore had been made (March 2011) for the work carried out by them

⁵⁶ Signed (December 2005 to March 2008) MoUs for ₹ 4.71 crore for various activities which were to be completed within 18 months

Decision taken for centralized purchase of pipes delayed completion of individual schemes

1.2.8.6 Irregular decision of centralised purchase of pipes

Swajaldhara guidelines provide that GPs/VWSCs shall directly purchase the materials for execution of the schemes and no centralized purchasing should be made. However, based on exigencies and that too after receipt of requests from GPs/VWSCs, centralized purchase could be made in exceptional cases. GWSSB had existing Rate Contracts (RCs) for purchase of pipes with different agencies. Accordingly up to March 2010 purchases were made by VWSCs through these RCs. Thereafter WASMO decided (March 2010) to opt for centralized purchase through GWSSB, stating that purchases through RCs were causing delays. Accordingly, it deposited (March 2010) ₹160 crore with GWSSB without ascertaining the actual requirements. However, GWSSB could supply only pipes worth ₹7.17 crore upto May 2011.

Scrutiny of records of WASMO revealed that in 203 schemes being implemented by VWSC in 10 districts, delays in execution of schemes was attributable to non receipt of pipes from GWSSB. Consequently VWSCs requests for permission to procure pipes locally were acceded to by WASMO on a case to case basis. Thus, strategy of centralized procurement of pipes resulted in delay in execution of works, besides blockage of funds to the tune of ₹152.83 crore.

Chief Executive Officer, WASMO stated (June 2011) that Chief Engineer, GWSSB would be requested for early purchase of pipes. The reply is not tenable as decision to purchase centrally through GWSSB was not only in violation of Swajaldhara guidelines, but also resulted in delay in execution of work.

1.2.8.7 Operation and Maintenance funds

Operation and maintenance cost of Water Supply projects under Swajaldhara scheme involved expenditure on procurement of water, supply of water and maintenance of the network created.

Swajaldhara guidelines provide that upon completion of schemes and their successful operation for at least 12 months from the date of completion, GOI may provide up to 10 *per cent* of the capital cost to VWSC as one-time incentive for Operation and Maintenance (O&M) fund. GOG was also to make matching contribution; release of O&M funds to VWSCs were subject to fulfillment of prescribed conditions⁵⁷. However, we observed that GOG had not released their matching contribution towards the O&M fund (June 2011). WASMO also did not maintain details of payments of O&M funds (GOI share) to VWSCs by district offices.

In eight selected districts, though 1,008 VWSCs were eligible to receive O&M grant of ₹7.77 crore, only ₹2.69 crore was paid to 332 VWSCs with delays upto one year (82 cases), one year to two years (38 cases) and more than two

⁵⁷ Water tariff to be fixed and charges collected by VWSCs; financial transactions to be carried out through banks; O&M fund to be created, etc.

years (30 cases) (**Appendix-XII**). The concerned UMs/MSs stated (April-June 2011) that payment of O&M fund was delayed due to non-fulfillment of prescribed conditions⁵⁸.

The CEO stated (June 2011) that the GOG was providing O&M fund, but instead of providing it to the VWSCs, it was being used to meet the O&M of Regional Group Water Supply Scheme (RGWSS).⁵⁹ The reply is untenable as it was not in conformity with Swajaldhara guidelines.

Assurance of Water Quality

1.2.9 Controlling water contamination

1.2.9.1 Villagers not conducted testing of the quality of water

National Rural Drinking Water Quality, Monitoring and Surveillance Programme (NRDWQMSP) provides that all GPs/VWSCs should test drinking water sources in their villages and furnish report to district laboratories four times in a year. This water quality testing data was also to be updated in the online MIS package developed by WASMO. To facilitate water testing by GPs/VWSCs, WASMO procured 14216 Field Test Kits (FTKs) at a cost of ₹3.08 crore and distributed (2005-09) those to 13912 VWSCs.

We observed during field visit that FTKs were not utilized and that none of the GPs/VWSCs had submitted any such water testing reports to laboratories/WASMO. Thus, the objective of surveillance programme envisaged in WQMSP was not achieved.

Chief Executive Officer, WASMO accepted (April 2011) that despite their best efforts villagers had not been responsive in getting water quality tested. The reply is not tenable as the programme enjoins WASMO to carry out active social mobilization so that communities become active participants in all components of the scheme, including testing of water quality which is aimed at improving public health standards of the targeted population.

1.2.9.2 Test result by WASMO found contaminated water

Swajaldhara guidelines provide that VWSCs to get water samples tested four times in a year and to furnish it to WASMO, which in turn is required to forward the data on-line to GOI.

Since VWSCs had not got the water samples tested for ascertaining the quality of drinking water source, WASMO collected (May 2010) water samples from 16427 villages for ascertaining the quality of drinking water at source. Test result of these samples revealed that water source in respect of 5260 villages

Thirty two per cent water sources were found contaminated during pre-monsoon survey, but affected villagers were not alerted

⁵⁸ Water tariff not fixed by VWSCs, documents not submitted by VWSCs, financial transaction not carried out through banks etc.

⁵⁹ RGWSSs are developed by GWSSB for extraction of water from source and to supply to two or more villages upto the storage facility of those villages.

was contaminated or the water was unfit for drinking for one or more reasons⁶⁰.

Out of these 5260 villages, only 4215 villages had alternate source of safe-drinking water. WASMO had not alerted the affected villages/VWSCs about these test results⁶¹ or taken any preventive action to stop the consumption of contaminated water by villagers.

Chief Executive Officer, WASMO stated (June 2011) that reports for only unfit sources were provided to villages through talatis⁶², health workers, etc. and that instruction had been issued for undertaking remedial measures. However, the reply was not based on facts as no records of either supply of test results to the affected villages or details of preventive measures undertaken were produced to audit. Interviews with villagers during our field visits indicated that they were ignorant about the results of water contamination tests conducted by WASMO in their respective villages.

Further, scrutiny of records revealed that there was no reduction in the incidence of water-borne diseases (2006-10) across the State, as detailed in Table 4 which would underscore continuing risks of villagers being compelled to drink contaminated water.

Table 4: Cases of water borne diseases

Sr. No.	Name of disease	Number of cases reported				
		2006	2007	2008	2009	2010
1	Acute Diarrhoea	666231	638412	567030	646457	673455
2	Viral Hepatitis	14272	8141	10051	11099	16234
3	Enteric Fever	13197	12563	12850	15878	38775
4	Cholera	185	122	50	318	573
	Total	693885	659238	589981	673752	729037

(Source: Information furnished by Commissioner of Health through WASMO)

1.2.9.3 Failure to ensure follow up action on the test reports in Schools

With a view to create awareness among school children as well as to carry out bacteriological test on water being provided in schools, WASMO supplied vial kits to 34439 and 34459 rural schools during 2007-08 and 2008-09 respectively at a cost of ₹78.67 lakh with return postcards for submitting the result of water testing.

Of the above, only 13852 (40 per cent) and 8009 (23 per cent) rural schools sent water testing results to WASMO during 2007-08 and 2008-09 respectively. Results of the schools who responded showed that bacteriological

⁶⁰ 1507 villages had high fluoride content, 818 villages had Total Dissolved Solid (TDS) contamination and 3074 had high nitrate content

⁶¹ Since contamination was in terms of high fluoride, TDS and high nitrate, this pertains to underground water

⁶² Revenue head in village

contamination was found reported by 6787 (49 per cent) schools in 2007-08 and 4485 (56 per cent) schools in 2008-09.

When details of corrective action taken by WASMO were called for, the CEO stated that necessary instructions were issued (July 2008) to schools as well as Taluka Development Officers/District Development Officers for remedial measures. However, details of such follow up action were not made available to audit.

Manpower Management

1.2.10 Manpower policy not evolved

We observed that WASMO did not assess the number of staff needed for implementation of Swajaldhara Scheme at the district level; the number of sanctioned strength of different cadres of staff had not been fixed. Recruitment of ad-hoc staff was being done on contractual basis without any norms. Thus, audit could not ascertain whether staff pattern was on need basis.

We also observed high turnover during 2006-11; as 144 out of 218 persons recruited on contractual basis in eight selected districts had left their job (**Appendix-XIII**). In four⁶³ districts, posts of UM/MS were lying vacant and were being manned by Executive Engineers of GWSSB as their additional charge. This could have potentially compromised the efficiency of service delivery by WASMO.

Chief Executive Officer, WASMO stated (June 2011) that as the programme was demand driven staff were being hired on contractual basis. However, he agreed that district level offices needed to be strengthened by recruiting more staff.

Monitoring and Evaluation

1.2.11 Review Mission not constituted

As per the provisions of Swajaldhara guidelines, a Review Mission comprising of officers from GOI, GOG and Subject Matter Specialist/Experts was to be constituted to review implementation of the scheme and recommend remedial action and to guide the Project Authorities in the process of implementation. However, Review Mission was not constituted by the State Government.

WASMO stated (April 2011) that they were not aware of the constitution of Review Mission. Thus the important activity of assessing the strengths and weaknesses in implementation of the Scheme had remained neglected.

⁶³ Dahod, Kheda, Navsari and Patan

Monitoring of completed schemes was not done

1.2.11.1 Monitoring of completed schemes

Swajaldhara guidelines provide that CMSUs/DWSCs and WASMO should arrange for periodical monitoring and review of the functioning of completed schemes by officers, experts, NGOs, institutions, etc. We observed that periodical field visits were carried out by the officials from the WASMO head office. However, review of completed schemes was not done by CMSUs/DWSCs, experts, NGOs or institutions.

Further, WASMO had not prescribed any feed-back on the operations of completed schemes by VWSCs so as to ascertain the exact status of the completed schemes Paragraph 1.2.8.4 above details cases where completed schemes had become defunct and remedial measures were not initiated.

The MSs/UMs of the selected districts stated (April-June 2011) that schemes completed were monitored by district staff whenever they visited the villages. However no details/records of such monitoring were made available to audit.

1.2.11.2 Unreported misappropriation cases

On inquiry, WASMO furnished details of four misappropriation cases in four districts after calling for the same from the districts. We observed from MS, DWSC, Dahod (June 2011) that there were eight more cases of misappropriation, details of which were not known/reported to Head Office. Subsequently WASMO reported (September 2011) one more misappropriation case from Narmada district.

Money involved in these 13 cases was ₹55.77 lakh (**Appendix-XIV**); part recovery (three lakh rupees out of five lakh rupees) in one case of Valsad district was reported.

Failure of WASMO to evolve an adequate control and monitoring system resulted in serious cases like misappropriation remaining unreported; timely follow up action thereon also could not therefore, be taken.

1.2.12 Conclusion

Provision of safe drinking water plays an important role in the well being of people. While WASMO has been doing a good service in providing rural households with drinking water supply, its efforts can at best be deemed partially successful as the “Golden Goal” of providing in-village water supply to all rural house hold is yet to be achieved. Proper assessment of available water sources through a base line survey has not been carried out and in the absence of such vital data, the quality of planning for the implementation of the scheme suffered. The scheme envisaged community participation by mobilizing villagers to take ownership of the scheme, but deficiencies were noticed in facilitating community mobilization through Implementation Support Agencies; many of whom left the programme mid way without completing the work assigned to them. The financial management of the scheme revealed weakness with CA audit of only 17 *per cent* of the implemented schemes having been carried out. Water can also be a source of

disease and ill-health if contaminated or improperly handled or stored. Regular quality testing of the supplied water was not being carried out. Also regular follow up on reports received from schools where contaminated water was being supplied was not being done thus exposing children to the risk of disease. Monitoring of the scheme was deficient with a robust monitoring mechanism not having been developed. The Review Mission to review the scheme had not been constituted.

1.2.13 Recommendations

- Action may be taken to release funds to VWSCs for operation and maintenance;
- Services of Implementation Support Agencies/NGOs may be monitored to ensure that they render required services in time;
- Committees, as envisaged in the guidelines may be set up immediately and made operational;
- Reporting system may be streamlined to ensure that Head Office gets prescribed feed-back from the district/field offices; and
- System may be streamlined to get the accounts of schemes audited by CA every year.

SPORTS, YOUTH SERVICES AND CULTURAL ACTIVITIES DEPARTMENT

1.3 Creation and utilization of Sports infrastructure under Sports Authority of Gujarat

1.3.1 Introductory

Sports Authority of Gujarat (SAG) was registered (May 1993) under the Societies (Registration) Act, 1860 to draw up and implement plans for promotion of sports. The responsibilities of SAG include acquisition and maintenance of sports infrastructure at convenient places and to promote and develop sports activities in the State.

Government celebrated 2005 as 'Urban Development Year', as a part of which, it was decided to construct Sports Complexes in all districts with all modern facilities for indoor/outdoor sports under 'Sardar Patel Sports Complexes' (SPSC) scheme. Prior to launching the Scheme, five sports complexes⁶⁴ existed in the State. Construction of Sports Complexes was in the charge of the Roads and Buildings (R&B) Department, the Executive Engineers (EEs), R&B having territorial jurisdiction executed the works.

There are 17 Sports Complexes⁶⁵ and five Sports Hostels⁶⁶ (August 2011) with SAG⁶⁷, of which 10 Sports complexes were constructed under SPSC scheme. Activities of SAG are restricted to organizing and promoting School games at State level; while boys upto 19 years are eligible to compete in these games, but no age restriction has been prescribed for girls/women in order to encourage their participation in sports.

There are 17 State level Sports Associations (August 2011) registered with Sports, Youth and Cultural Activities Department. These Associations are engaged in training of sportspersons and holding District/State level competitions and to sponsor sportspersons from various schools for national level competitions. These Sports Associations were functioning independent of SAG.

1.3.2 Organizational set up

The affairs of SAG are looked after by a General Body assisted by a Governing Body. The Minister of the Youth Services and Cultural Activities is the President of the General Body and Chairman of the Governing Body.

⁶⁴ Ahmedabad, Bhavnagar, Devgadhi Baria, Jamnagar and Porbandar. However, only cricket ground existed at Jamnagar and Porbandar

⁶⁵ Amreli, Gandhidham, Godhra, Himatnagar, Junagadh, Limbdi, Nadiad, Patan, Rajpipla, Saputara under Sardar Patel Sports Complexes and at Ahmedabad, Bhavnagar, Devgadhi Baria, Jamnagar & Porbandar (only Cricket ground at Jamnagar & Porbandar) already existed and at Varahi & Sui Gam construction were under progress under Border Area Development Programme

⁶⁶ Bhavnagar, Devgadhi Baria, Limbdi, Nadiad and Porbandar

⁶⁷ Nine Sports Complexes at Anand, Bharuch, Gandhinagar, Navsari, Rajkot, Surat, Tapi, Vadodara and Valsad, were under planning

Director General of SAG is the Principal Executive Officer of the Authority and looks after its day to day administration. He is assisted by Secretary of SAG, Administrative Officer, etc. The organization set up is given in **Appendix–XV**.

1.3.3 Audit objectives

- Whether SAG drew up plans for promotion of sports;
- Whether construction of SPSC were completed in an effective manner;
- Whether existing Sports complexes were maintained properly;
- Whether sports infrastructure available were effectively utilized;
- Whether human resources management was effective; and
- Whether State could effectively represent in national/international sports

Audit findings

1.3.4 No sports policy defined by State Government

The National Sports Policy 2001 envisaged upgradation and development of other sports infrastructure, support to the national sports federations and other appropriate bodies, strengthening of scientific and coaching support to sports, incentives to sportspersons, enhanced participation of women, tribals and rural youth, involvement of the corporate sector in sports promotion and creation of greater awareness among the public.

The State Government had no sports policy; training given as per sports calendar

However, the State Government had not enunciated any specific sports policy. Consequently, Commissioner of Youth Services and Cultural Activities has restricted his role to identification of players for School games on the basis of competitions held in accordance with the National Calendar of School Games Federation of India. Annual Calendar for school level sports competition was prepared accordingly and training imparted to potential competitors. There was also no system of sponsoring players and their grooming. Therefore, there was no proactive planning for promotion of sports; in the absence of any sports policy, formulation of budget, action plan lacked direction. Sports department exists merely for adherence to Annual Calendar. Further, almost all the above mentioned components of National Sports Policy were missing in the State.

The School Games Federation of India introduced (2008-09) 53 new events in the National Schools Games competition. However, SAG did not take any action to impart training or send sports-men to the competition during the period 2008-10 to these newly introduced events which adversely affected the performance of the State in the National School Games.

1.3.5 Construction of Sports Complexes

1.3.5.1 Financial Management of Sports Complexes

The user department had not control over expenditure on construction activities

Depending on the availability of land, Department of Youth and Cultural Activities, accorded (August 2006) administrative approval for construction of Sports Complexes at 10 districts⁶⁸ at a cost of ₹22.10 crore. CE, R&B Department had, in all accorded Overall Technical Sanction of ₹21.59 crore, whereas works estimated to cost ₹20.03 crore were awarded at tendered cost of ₹18.30 crore, the actual expenditure upto March 2011 was ₹31.67 crore⁶⁹. Allotment of funds and expenditure (2006-11) for construction of Sports Complexes are given in **Table 1**.

Table 1: Allotment of funds and expenditure

(Rupees in crore)				
Year	Funds allotted	Expenditure incurred	Excess (+) Savings (-)	Percentage of excess/savings
2006-07	3.28	2.60	(-) 0.68	21
2007-08	12.05	11.67	(-) 0.38	3
2008-09	9.67	8.21	(-) 1.46	15
2009-10	8.20	5.81	(-) 2.39	29
2010-11	3.53	3.38	(-) 0.15	4
Total	36.73	31.67		

(Source: Information furnished by Roads & Buildings Department)

Since the grants for construction of Sports Complexes were appropriated by Roads and Buildings Department, Department of Sports, Youth Services and Cultural Activities had no control over the construction activity.

1.3.5.2 Status of construction of Sports Complexes

The status of construction of Sports complexes in 10 districts was as in **Table 2**.

Table 2: Status of construction of Sports Complexes

(Rupees in crore)								
Sr. No.	Centre	Date of work order	Tendered cost	Stipulated date of completion	Expenditure incurred	Actual date of completion	Date of handing over possession to SAG	Delays, if any
1	Amreli	25.9.2006	0.71	24.6.2007	0.82	27.8.2009	Not handed over	26 months
2	Gandhidham	1.3.2007	1.86	31.1.2008	3.13	In progress	Not handed over	
3	Godhra	16.12.2006	2.35	15.11.2007	4.57	28.2.2009	31.1.2009	15 months
4	Himatnagar	2.1.2007	2.74	1.12.2007	6.50	31.5.2009	23.3.2010	18 months
5	Junagadh	19.12.2006	2.55	18.11.2007	2.31	In progress	Not handed over	
6	Limbdi	26.12.2006	1.54	25.9.2007	3.72	14.4.2009	25.1.2010	19 months
7	Nadiad	27.2.2007	1.81	26.1.2008	3.13	24.11.2009	17.8.2011	22 months
8	Patan	23.12.2006	2.13	22.11.2007	3.80	12.8.2010	28.12.2010	33 months
9	Rajpipla	4.12.2006	1.73	3.11.2007	2.31	3.6.2009	14.8.2009	19 months
10	Saputara	5.6.2007	0.88	5.4.2008	1.38	10.1.2008	25.2.2008	No delay
	Total		18.30		31.67			

(Source: Information furnished by respective R&B Divisions)

⁶⁸ Amreli, Gandhidham, Godhra, Himatnagar, Junagadh, Limbdi, Nadiad, Patan, Rajpipla and Saputara
⁶⁹ the revised Technical Sanction is yet to be accorded

Construction work was badly delayed

Against the stipulated period of completion of nine to 11 months, all works (except Saputara) were badly delayed (upto one to two years: five works, and two to three years: two works). In respect of two ongoing works, delays as on 31 March 2011 were 38 months (Gandhidham) and 40 months (Junagadh).

Roads and Building Department attributed delays to the faulty preparation of estimates and late submission of designs/drawings by architect and execution of substantial excess and extra items due to revision of designs. No action was taken to either terminate the contract with the Architect or to impose any penalty on him for delayed services.

1.3.5.3 Deficient services of Architect

Due to deficient services of architect, several extra/new items introduced and excess quantities executed

Executive Engineer, R&B Division, Himatnagar executed (March 2006) agreement with an architect⁷⁰ to design 10 Sadar Patel Sports Complexes, prepare plans and estimates, working drawings and structural design and to supervise the work periodically, in respect of all the centres. The architect was entitled for a fee of 2.25 *per cent* of the estimated costs and was paid a total fee of ₹34.15 lakh upto February 2011 on the basis of certification of work by the concerned EEs.

- ***Execution of excess quantities and extra/new items***

We observed that on the recommendations of the architect, in all 93 extra/new items (₹2.19 crore) were executed. The nature of changes was pertaining to structural design, cement concrete work, etc.

- ***Benefits of 'rates quoted below estimates' not received***

The rates quoted by contractors ranged 3.77 *per cent* to 16.41 *per cent* below the estimated costs (EC). Contract conditions provided that agencies would be paid at the tendered cost (TC) for extra/new items and excess quantities executed. Tender conditions further provide that in cases where the quantities executed were in excess of 130 *per cent* of the estimated quantity, the agencies were entitled for payment at the EC. We observed that the agencies executed quantities in excess of 130 *per cent* amounting to ₹44.24 lakh, but could not get benefits of the TC, which were below the EC. Thus, the services rendered by the architect were defective.

1.3.5.4 Poor utilization of Bhavnagar Sports Complex

A Sports Complex at Bhavnagar was constructed in 1996 at a cost of ₹1.24 crore and entered (July 2006) in the Property Record Book of R&B Division, Bhavnagar.

⁷⁰ Jawahar Mori, Rajkot

The complex was situated far away from the city. Therefore its facilities were not being utilized to the optimum level. Senior Coach stated (January 2011) that construction of a new Sports Complex that can be optimally utilized was under consideration.

Moreover, the athletic track and multi-purpose hall of the Sports Complex were damaged in the earthquake of January 2001, but both of them were continued to be utilized. The officers of the R&B Division inspected the Sports Complex in August 2010 and on verification of the damages, directed the Sports Complex authorities to stop utilization of it.

The Senior Coach stated (April 2011) that the Executive Engineer of R&B Division has been asked (April 2011) to carry out necessary repairs to the athletic track and multipurpose hall. However, the fact remains that damaged track and multipurpose hall, despite being hazardous to the users, were utilized during the period 2001-10.

1.3.6 Land Acquisition

1.3.6.1 Unavailability of Land

Chief Secretary, GOG/Secretary, Sports, Youths and Cultural Activities/SAG made requests (April 2005, December 2006, February 2008) to Collector, Bharuch/Tapi/Vadodara/Navasari and Surat Urban Development Authority, Surat for allotment of land for the Sport Complexes in the respective districts. However, the concerned authorities have not allotted land, as a result of which construction could not start at these places as planned.

1.3.6.2 Inadequate planning of expenditure

Works were sanctioned without availability of land

Scrutiny of records revealed that as shown in Table 3, in certain cases, sanctions for construction of Sports Complexes were accorded and processed even as clear possession of the land was not available.

Table 3: Allotment of land without clear possession

Sr. No.	Centre	Allotted by whom	Date of allotment	Area	Remarks	Amount of works expenditure
1	Gandhinagar	Roads and Buildings Department	August 2007	25 acre	There were encroachments in the land allotted. When construction of compound wall was in progress, the encroachers obtained stay order against their evacuation (May 2008) from Court	₹ 32.18 lakh
2	Valsad	Collector, Valsad	May 2000	9230.67 sqm	The land was under occupation with Valsad Sarvajani Kelavani Mandal on lease; since the lease period expired (September 1994) Collector, Valsad allotted land to SAG. However, leasee-trust obtained stay order from the Court against construction of Sports Complex on the land	0
3	Anand	Collector, Anand	July 2008	15 acre	There was perennial water logging in the land and also a crude-oil pipeline crossing through it. Hence construction of Sports Complex could not start	0

(Source: Information furnished SAG)

In this connection, we observe that –

- During 2007-08, R&B Department allotted encroachment-free land to five other agencies⁷¹ at Gandhinagar (including two private entrepreneurs), all admeasuring 25 acre or more, but did not provide land for SAG
- As for Valsad Sports Complex, Budget provisions were being made of ₹10 lakh in 2003-04 and ₹1.30 crore in 2011-12 notwithstanding the land being not under the possession of R&B Department.
- SAG's request (December 2008) to Collector for allotment of alternative site for Anand Sports Complex had borne no fruits (March 2011); consequently budget provision of ₹1.30 crore made during 2011-12 would serve no purpose apart from presenting a misleading picture to the legislature.

Thus, planning for construction of Sports Complexes as above was inadequate. This resulted in allocation of funds unfruitful.

1.3.7 Sports equipment

1.3.7.1 Savings out of grants for purchase of equipment

Grants received by SAG and expenditure incurred during 2006-11 on purchase of sports equipment are as in **Table 4**.

Table 4: Grants received and expenditure incurred on purchase of sports equipment (Rupees in lakh)

Year	Grants received	Expenditure incurred	Savings	Percentage of savings
2006-07	10.00	3.14	6.86	69
2007-08	10.00	10.55	0	0
2008-09	30.00	9.85	20.15	67
2009-10	30.00	8.26	21.74	72
2010-11	30.00	11.87	18.13	60
Total	110.00	43.67	66.88	

(Source: Information furnished by Sports Authority of Gujarat)

It may be seen from the above that even out of meager budget outlay of ₹1.10 crore allotted over a period of five years, expenditure was ₹43.67 lakh only (40 *per cent*) resulting in a saving of ₹66.88 lakh (60 *per cent*). The expenditure incurred was mostly on petty purchases, for which a grant of ₹19,500 was allotted to each district. This underlined the low priority accorded by the GOG for promotion of sports in the State.

Sports Authority of Gujarat received demands (2010-11) from five⁷² District Sports Centres for purchase of various sports equipment, but these equipment could neither be provided nor funded by SAG.

There were heavy savings against grants made available for purchase of sports equipments

⁷¹ (i) Public Health Foundation of India, New Delhi-50 acre; (ii) GIDC, Gandhinagar-55 acre; (iii) National Institute of Pharmaceutical Education and Research-60 acre; (iv) Satyam Computers Private Limited-25 acre (since surrendered back in April 2010); (v) Tata Consultancy services Limited-25.5 acre

⁷² Devgadhi Baria, Hitmatnagar, Nadiad, Porbandar and Rajpipla

Sports Authority of Gujarat stated (April 2011) that whereas earlier equipments from vendors at the rates approved by Sports Authority of India, in 2009-10 tenders were floated for procurement of sports equipments. But tenders were cancelled owing to high variation of rates between the bidders and quality of equipments offered. Tenders were re-invited in August 2010, but the parties failed to provide samples and therefore purchase procedure could not be completed. The fact remains that the SAG could not procure sports equipment, which adversely affected coaching programme for various sports competitions.

1.3.8 Hostel facilities for sportsmen

1.3.8.1 Poor intake in sports hostels

Sports Hostels constructed were grossly under-utilized

There were five hostel buildings under the control of SAG, one each at Bhavnagar, Devgadhi Baria, Limbdi, Nadiad and Porbandar. The created and utilized intake capacity is given at Table 5.

Table 5: Intake capacity created and utilization in Sports hostels

Sr. No.	Place	Intake capacity	Utilization				
			2006-07	2007-08	2008-09	2009-10	2010-11
1	Bhavnagar	64	30	38	44	49	25
2	Devgadhi Baria	50	Not yet operational				
3	Limbdi	65	Not yet operational				
4	Nadiad	64	49	38	38	38	43
5	Porbandar	51	39	34	28	37	28

(Source: Information furnished by SAG)

It may be seen from the above that the facilities created were grossly under-utilized. SAG replied (August 2011) that different private institutions were carrying out coaching activities and despite wide publicity, sportsmen from outstation had not preferred to join the institutions.

Hostel buildings at Devgadhi Baria and Limbdi were purchased/completed in 1993-94 (₹30 lakh) and 1998 (₹67.39 lakh) respectively. SAG deposited ₹15.36 lakh (July 2005) with R&B Division, Dahod for repairing of Devgadhi Baria hostel. However, records pertaining to remittance of deposit were not available in R&B Division, Dahod (September 2011).

At Limbdi, damage caused by earthquake in 2001 was repaired seven years later (September 2008) at a cost of ₹18.85 lakh. Further, furniture purchased in 1998 was transferred to Nadiad hostel (January 2004). Furniture worth ₹8.74 lakh was purchased and provided to hostel after another four years as late as in 2008. SAG stated that hostels at Devgadhi Baria and Limbdi are not-operational due to damaged hostel not being repaired completely and for want of qualified staff.

Thus, the purpose for which these hostels were purchased/constructed was by and large not fulfilled despite incurring expenditure on construction of

buildings, repairs, furniture, etc. All this underscores the attitude of the administrator towards the promotion of sports in the State.

1.3.9 Coaches in sports complexes

Coaches are the most important instrument in developing any sports team, but no annual work programme has ever been prepared for optimum utilization of the coaches and filling up vacancies of coaches. Further there was no specific charter of duties prescribed for coaches.

1.3.9.1 Synchronization facilities vis-à-vis manpower not achieved

Scrutiny of records revealed sanctioned strength of coaches was not made on game-wise and district-wise. Further scrutiny revealed instances of mismatch between availability of coaches and that of sports facilities (**Appendix-XVI**). SAG stated (April 2011) that as the Sports Complexes were not available, coaches were performing duties at University/School play fields, clubs and private complexes. This however, did not explain the mismatching resources. It was also stated that action would be taken for shifting the coaches.

1.3.9.2 Vacant posts of coaches

Scrutiny of records revealed that there were 63 sanctioned posts of coaches (March 2011), of which 21 posts (33 *per cent*) were vacant. Further, there were 131 posts of contractual coaches, of which 69 posts (53 *per cent*) were vacant. Thus, coaching facilities actually available were far below the assessed requirement.

1.3.9.3 Diversion of coaches for other duties

We observed that out of 42 regular coaches in position, as many as 27⁷³ were deployed for administrative works. Further, while regular coaches were only supervising coaching camps and regular coaching activities in schools were being handled by contractual coaches. Thus, engagement of coaches was without direction and without evolving a proper coaching programme. SAG stated (May 2011) that services of coaches were otherwise utilized due to administrative expediency.

1.3.9.4 Appointment of overaged coaches

Government accorded permission (November 2009) for appointment of 131 coaches on contractual basis, out of which 70 coaches were appointed (August 2010). We observed that of the 70 coaches, 14 coaches were older than the permitted age of 35 years. Though the contractual services were for only 11 months, approval for such appointment from the competent authority was not obtained (July 2011).

Coaches were appointed without facilities and facilities created, where no coach were posted

⁷³ 25 at district places and 2 in SAG

1.3.10 Monitoring SAG activities

1.3.10.1 Decisions taken in General Body meeting not implemented

Memorandum of Association of SAG provide that General Body⁷⁴ shall meet at least once in a year for review of its performance and give such directions to the Governing Body, as deemed necessary. However, the Society met only once (November 2008) during the period 2006-11.

In the said meeting, it was

- decided to create a Technical Division to look after technical matters in relation to creation of infrastructural facilities in Sports Complexes and
- principally agreed to develop a Sports City in the State.

However, no progress was made in the matter (March 2011) for which reasons were not found on record.

Sports Authority of Gujarat stated (September 2011) that action would be taken to convene General Body meet and to create Technical Division/develop Sports City. The reply of SAG is not tenable as important functions of the General Body remained unaccomplished and Technical Wing/Sports City did not come into existence even three years after a decision had been taken in November 2008.

1.3.10.2 Decisions taken in Governing Body not implemented

Memorandum of Association also provides that the Governing Body⁷⁵ shall meet as often as necessary and at least once in each quarter. However, it was seen that during 2006-11, only five meetings were held.

- In the meeting held in August 2008, it was decided to appoint coaches upto Taluka level
- In another meeting (April 2010), it was proposed to identify one or two popular games of Gujarat State to nurture the talent in the State.

⁷⁴ The Society (SAG) consists of 33 members. Hon. Minister for Youth Services and Cultural Activities is the president of the society, The State Minister for Sports is the vice president of the society, Minister for R&B, Hon. Parliamentary Secretary (Sports), Director General, Secretary Youth Services and Cultural Activities, Secretary Finance Department (Expenditure), Secretary H&FW Department, The Industries Commissioner, Secretary R&B Department, Director of Higher Education, Three members of the Legislative Assembly to be nominated by the Minister for Parliamentary Affairs, Five collectors to be nominated by rotation by the Government of Gujarat, President Gujarat State Olympic Association, Vice-Chancellor of Universities in Gujarat State to be nominated by rotation, President/Secretary of the Association of Gujarat State Chambers of Commerce and Industry, Three Sports Promoters and persons knowledgeable in matters relating to promotion organization and administration of sports (including at least one woman) to be nominated by the Government of Gujarat, Three outstanding sports persons including at least one woman to be nominated by the Government of Gujarat, Joint/Deputy Secretary Youth Services and Cultural Activities Department, Director of physical Education and Youth Welfare of three Universities of the State to be nominated by the Government of Gujarat by rotation, Regional Director Western Region SAI Gandhinagar and the Director of Youth Services and Cultural Activities Gujarat State are the members of the Society (i.e. SAG).

⁷⁵ Hon. Minister for Youth Services and Cultural Activities is the Chairman of the Governing Body. Hon. State Minister for Sports Gujarat is Vice Chairman of the Governing Body, Director General SAG is Dy. Chairman of Governing Body, Parliamentary Secretary (Sports), Secretary Youth Services and Cultural Activities, Secretary Finance Department, Secretary R&B, Director Youth Services and Cultural Activities, Regional Director Sports Authority of India Western Region are the members of the Governing Body.

However, both the above decisions have not been implemented (March 2011) for which no reasons were found on record.

1.3.11 Performance of Gujarat in National School Games

Amongst the 39 participating States/UTs in the 55th National School Games, 2009-10, Gujarat stood at ninth position with 80 medals (36 gold, 23 silver and 21 bronze), whereas States like Delhi, Maharashtra, Punjab, Haryana, West Bengal, Uttar Pradesh, Kerala and Karnataka were the States ahead of Gujarat. Gujarat however had left behind prominent States like, Tamil Nadu, Madhya Pradesh, Andhra Pradesh, Bihar and Rajasthan, which underline the existing sports potential of the State.

At the 56th National School Games, 2010-11, Gujarat stood at seventh position with 117 medals (38 gold, 30 silver and 49 bronze). During the games States of Maharashtra, Delhi, Haryana, Punjab, Kerala and Manipur were ahead of Gujarat. The prominent States, Gujarat left behind were Karnataka, Tamil Nadu, Uttar Pradesh, West Bengal, Madhya Pradesh, Andhra Pradesh, Bihar and Rajasthan.

1.3.12 Conclusion

While the state has a good potential to achieve glory in sporting activity, there is a lack of planning to tap the sporting talent of the state. The Government is yet to frame a state specific sports policy. To groom the budding sports talent of the state it is imperative that adequate infrastructure in form of sports complexes and hostels are provided to them. Concerned Revenue authorities did not allot land for sports complexes in five places and in three places clear possession of the land allotted was not available. Delays were also noticed in the construction of sports complexes. Budgetary support for operation of sports complexes was also low. Sports hostels were either not operational or did not operate to capacity. Proper coaching is a must for the athletes to achieve their true sporting potential. There were vacancies of coaches and their postings too were not made scientifically based on the facilities and requirements in their place of posting.

1.3.13 Recommendations

- Sports policy specific to the State may be framed and action plan prepared to tap the talents of the State;
- Action may be taken for allotment of land for construction of Sports Complexes
- Vacant posts of coaches may be filled up early; placement of coaches planned properly and according to availability of facilities; and
- Decisions taken at management bodies be promptly implemented.

The matter was reported to Government (June 2011); reply has not been received (December 2011).