सत्यमेव जयते

Report of
the Comptroller and Auditor General of India

on

District Gurgaon

for the year ended 31 March 2012

Government of Haryana

Report No. 4 of the year 2013

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Preface

1. This Report of the Comptroller and Auditor General of India contains the results of district centric Audit of Gurgaon district in Haryana. The Report has been prepared for submission to the Governor under Article 151(2) of the Constitution of India.

2. Audit conducted a review of the significant socio-economic developmental programmes implemented in the Gurgaon district during the period 2007-12. The Audit process involved test check of records pertaining to the Gurgaon district relating to health, education, water supply and sanitation, roads, police, public distribution system, Panchayati Raj Institutions, Urban Local Bodies, etc. Records of the office of Additional Deputy Commissioner-cum-Chief Executive Officer, District Rural Development Agency, Zila Parishad, District Development and Panchayat Officer, selected Block Development and Panchayat Officers along with selected Gram Panchayats, Municipal Corporation and Municipal Committee were test-checked.

3. Audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

Executive Summary

Executive Summary

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

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

Planning

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

(Paragraph 3.2)

Recommendation

The Government/District Administration may consider:

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

Financial Management and Accounting Framework

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

(Paragraph 4.1)

Recommendation

The Government/District Administration may consider:

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

Social Services

Health

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

(Paragraph 5.1)

Recommendation

The Government/District Administration may consider:

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

Education

Education is one of the most important indicators of social progress of a nation. Both the State and Central Governments have been spending enormous amounts on increasing the enrolment and retention of children in schools, especially in the primary and elementary segments. The funds amounting to ₹ 83.06 lakh allocated for bridge courses for out of school children during the period 2009-12 were not utilized by the DPC, Gurgaon. Audit observed deficiencies in availability of infrastructure/facilities in Primary/Upper Primary Schools.

(Paragraph 5.2)

Recommendation

The Government/District Administration may consider:

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

Water supply

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

(Paragraph 5.4)

Recommendations

The Government/District Administration may consider:

- *taking effective steps to provide adequate quantity of potable drinking water.*

- *improving water quality testing system to ensure supply of safe drinking water to the public.*

Sanitation Facilities

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

(Paragraph 5.5)

Recommendation

The Government/District Administration may consider:

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

Employment generation

The Mahatma Gandhi National Rural Employment Guarantee Scheme is being implemented in the district since April 2008. The basic objective of the scheme is

to enhance security of livelihood in rural areas by providing at least 100 days of guaranteed wage employment besides creating durable community assets, empowering rural women and fostering social equity among others. District Perspective Development Plans was not prepared by District Rural Development Agency. In Sohna Block, there was variation of closing balances between the records of Additional Deputy Commissioner (ADC) and Block Development and Panchayat Officer. Against the guaranteed employment of 100 days per year per household, actual employment provided per year per household ranged between 29 and 41 days during 2008-12.

(Paragraph 5.6)

Recommendation

The Government/District Administration may consider:

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

Swaranjayanti Gram Swarozgar Yojna

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

(Paragraph 5.7)

Recommendations

The Government/District Administration may consider:

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

Indira Awas Yojna

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

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

(Paragraph 5.8)

Recommendation

The Government/District Administration may consider:

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

Economic Services

Roads

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

(Paragraph 6.1)

Recommendation

The Government/District Administration may consider:

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

Public Distribution System

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

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

(Paragraph 6.2)

Recommendation

The Government/District Administration may consider:

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

General Services

Police Services

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

(Paragraph 7.1)

Recommendation

The Government/District Administration may consider:

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

e-Governance

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

(Paragraph 7.2)

Recommendation

The Government/District Administration may consider:

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

Chapter 1

Introduction

CHAPTER 1

Introduction

1.1 General profile of the district

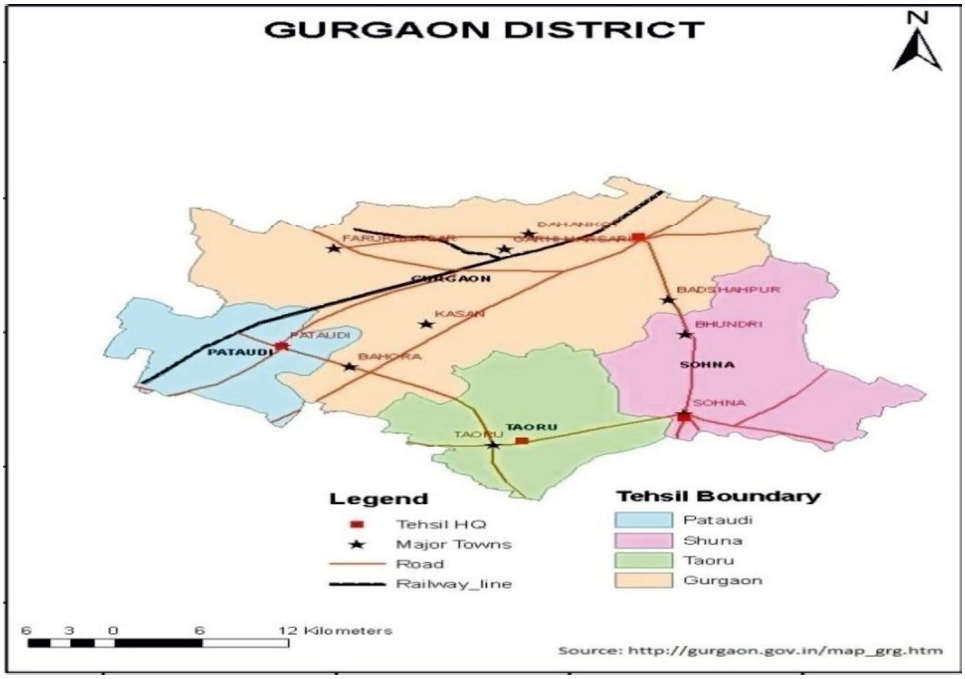
Gurgaon is one of the southern districts of Haryana falling in the National Capital Region. It is bounded by Jhajjar district and the Union Territory of Delhi in the North, Faridabad district in the East. In the South, it shares boundaries with the newly created Mewat district and Alwar district of Rajasthan. Rewari district and the Rajasthan State lie in the west. The total area of the district is 1,254 square kilometres constituting 2.84 *per cent* of the total area of the State. Total metallic road link of the Gurgaon District is 720 Km. as of March 2012.

The district comprises of four Blocks[1], three[2] Sub-Divisions, five[3] Tehsils, 289[4] villages and five[5] towns. There are four[6] municipal committees and one municipal corporation in Gurgaon district. Land in Gurgaon district is predominantly used for commercial purpose. It is known for industrial activities all over India. The last two decades have witnessed continued and accelerated industrial growth with expansion of infrastructural network. Gurgaon has made considerable progress in the service industry of education.

The statistical data relating to the population of the district as per census 2011 is given as under:

	District	State (as a whole)	Percentage of State
Population (Total)	15,14,085	2,53,53,081	5.97
Male	8,17,274	1,35,05,130	6.05
Female	6,96,811	1,18,47,951	5.88
Below Poverty Line	46,087	14,05,733	3.28
Scheduled Caste/Scheduled Tribe (as per census 2001)	1,28,432	40,91,110	3.14
Density of Population	1,241	573	216.58
Rural	4,72,085	1,65,31,493	2.86
Urban	10,42,000	88,21,588	11.81
Literacy Total	84.44	76.64	110
Literacy Male/Female	90.27/77.64	85.38/66.77	105.72/116.27
Sex ratio	853	877	97.26

1 (i) Farukh Nagar, (ii) Gurgaon, (iii) Pataudi; and (iv) Sohna.
2 (i) Gurgaon (North), (ii) Gurgaon (South); and (iii) Pataudi.
3 (i) Farukh Nagar, (ii) Gurgaon, (iii) Manesar, (iv) Pataudi; and (v) Sohna.
4 Out of 289 villages, 60 villages are under Municipal Corporation, Gurgaon.
5 (i) Farukh Nagar, (ii) Gurgaon, (iii) Haily Mandi, (iv) Pataudi; and (v) Sohna.
6 (i) Sohna, (ii) Pataudi, (iii) Haily Mandi; and (iv) Farukh Nagar.



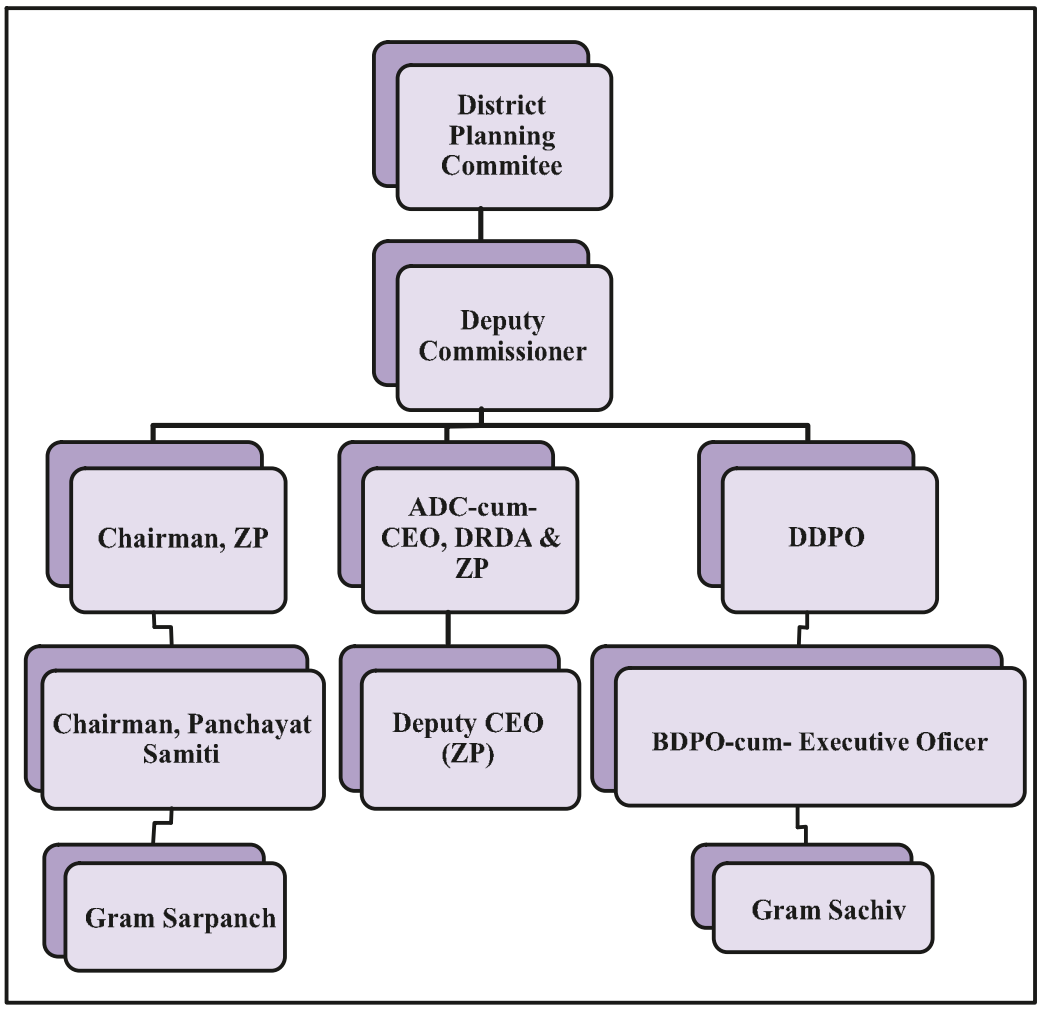
1.2 Administrative structure

The District Planning Committee (DPC) is the apex body at the district level for approving the shelf of schemes for development of the district. The Deputy Commissioner (DC) who is in charge of the DPC is also the Chairman of the District Rural Development Agency (DRDA). He ensures co-ordination between the DRDA, Panchayati Raj Institutions (PRIs) and all other departments of the State Government.

The DC is assisted by an Additional Deputy Commissioner (ADC) - cum- Chief Executive Officer (CEO), DRDA and a Chief Planning and Development Officer (CPDO) for preparation and prioritization of schemes and their implementation, monitoring and review. The ADC is further assisted by a District Planning Officer (DPO), a Deputy CEO, Zila Parishad (ZP), Commissioner of Municipal Corporation and Secretaries of Municipal Committees.

The other activities such as health, education water supply and sanitation, irrigation, building and roads, police, public distribution system are carried out by the departmental officers under the administrative control of concerned Directorates.

Chart 1 below depicts the organizational arrangements of Gurgaon District:



Chapter-2

Audit Framework

CHAPTER 2

Audit framework

2.1 Audit objectives

The objectives of audit were to access whether:

- the planning process for different development programmes was adequate and effective;
- the financial management of the district was efficient and as per extant rules;
- programmes and schemes were implemented efficiently and effectively to achieve the targets and outputs /outcomes; and.
- an effective monitoring mechanism and a system of internal control were in place.

2.2 Audit criteria

The audit criteria adopted for bench marking the audit findings were derived from:

- Perspective Plan and Annual Action Plan;
- Guidelines of the concerned programmes/schemes; and
- Prescribed monitoring mechanism.

2.3 Audit scope and methodology

Audit of Gurgaon involved a review of the significant socio-economic development programmes implemented in the district during the period 2007-12. An entry conference was held in March 2011 with the Commissioner, Gurgaon division wherein audit objectives, audit criteria and scope of audit were discussed. Test check of records of activities relating to health, education, water supply and sanitation, roads, police, public distribution system, PRIs, Urban Local Bodies (ULBs), etc. were conducted. The offices of the ADC-cum-CEO, DRDA, Zila Parishad, District Development and Panchayat Officer (DDPO) and two[1]

[1] (i) Gurgaon; and (ii) Sohna.

BDPOs (out of four) along with 21[2] Gram Panchayats (Out of 210 GPs) of these blocks were selected by using the random sampling technique. The Municipal Corporation, Gurgaon and Municipal Committee, Sohna were also selected by adopting the same method.

Audit findings were discussed in the exit conference held in January 2013 with the commissioner, Gurgaon Division. Their replies have been duly considered in arriving at the conclusions and have also been incorporated in the Report at appropriate places.

2.4 Acknowledgement

Office of the Principal Accountant General (Audit), Haryana acknowledges the co-operation of the Deputy Commissioner and other district level officers and their subordinate offices in providing information and records for conducting audit.

[2] (i) Hayatpur, (ii) Naurangpur, (iii) Wazirpur, (iv) Badha, (v) Rampura, (vi) Sahrawan, (vii) Garhi Harsaru, (viii) Kankrola, (ix) Ghanghola, (x) Baluda, (xi) Lala Khedli, (xii) Abhaypur, (xiii) Daula, (xiv) Berka, (xv) Badshahpur Thetar, (xvi) Kranki khedli, (xvii) Akleempur, (xviii) Bilakha, (xix) Bhondsi, (xx) Harchandpur; and (xxi) Ghamroj.

Chapter-3

Planning

CHAPTER 3

Planning

3.1 District Planning Committee

The 74th amendment to the Constitution made in 1992 mandated the establishment of DPC for consolidating the plans prepared by the Panchayats and Municipalities in the district, covering all activities such as health, education, public health, roads, police, etc., into an Integrated District Plan. All the three tiers of local administration viz. ZP, Block *Samitis* and GPs were to prepare an Annual Action Plan (AAP) at the beginning of each year and no work was to be taken up unless it was part of the AAP.

3.2 Perspective and Annual Plans

Audit scrutiny revealed that the DPC was constituted in November 2007 and the Five Year Perspective Plan of the district was prepared. It was, however, observed that the DPC approved the District Plan Scheme without considering the works of other departments such as Health, Education, Public Health, Roads, Police, etc. As such, there was no Integrated District Plan.

Audit findings on the functioning of DPC are as follows:

- DPC approved District Development Plan (DDP) without considering the totality of other available resources, especially on Centrally Sponsored Schemes.
- PRIs did not prepare any five year plan. PRIs did not prepare any AAP. DPC did not exhort them to do so.
- DPC held only six meetings against the requirement of holding 17 meetings during 2007-2012.
- Grant of ₹ 13.86 crore for year 2011-12 for 536 development works was released to the implementation agencies at the fag end of the year i.e. March 2012 due to late convening (January 2012) of the DPC meeting resulting in delay in execution of development works.

Thus, in the absence of an Integrated District Plan and inputs from blocks and GPs for various activities such as health, education, public health, irrigation, roads, police, etc., gaps in various development/programmes within the district remained unidentified with the result that felt needs of the various regions and communities within the district could not be addressed adequately. The DC agreed with the audit findings during the exit conference.

Recommendation

The Government/District Administration may consider:

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

Chapter-4

Financial Management and Accounting Framework

CHAPTER 4

Financial Management and Accounting Framework

Funds are allocated to the district through the State budget for various developmental activities. In addition, funds are directly released to the District Rural Development Agency (DRDA) and implementing agencies for various socio-economic developmental programmes by the State Government and Government of India (GOI). The DRDA, Chief Planning and Development Officer (CPDO) and the District Development and Panchayat Officer (DDPO) release the funds to blocks and other executing agencies based on the approved allocation for the individual schemes.

4.1 Gaps in fund flow and expenditure incurred

The position of funds received and expenditure incurred there against in respect of certain significant schemes/activities for the period 2007-12 in the district is tabulated below:

Table 1: Funds provided and expenditure under certain significant schemes/activities

(₹ in crore)

Name of scheme	Funds provided	Expenditure incurred	Unspent amount
Sarva Shiksha Abhiyan	150.03	143.45	6.58
National Rural Health Mission	21.92	20.97	0.95
District Rural Development Agency			
Mahatma Gandhi National Rural Employment Guarantee Scehme	4.87	4.86	0.01
Indira Awas Yojna	12.32	12.10	0.22
Total Sanitation Campaign	2.93	2.08	0.85
Pradhanmantri Gram Sadak Yojna	31.83	29.09	2.74
Member of Parliament Local Area Development Scheme	3.64	3.21	0.43
Sawarn Jayanti Gram Swarozgar Yojna	3.87	3.87	Nil
Chief Planning and Development Officer			
District Plan	35.19	17.64	17.55
Central Finance Commission	31.40	21.77	9.63
Total	**298.00**	**259.04**	**38.96**

Source: Departmental figures

Audit analysis revealed that against the provision of ₹ 298 crore, ₹ 259.04 crore was spent leaving ₹ 38.96 crore unspent with the implementing agencies.

Audit scrutiny of records of the ADC-cum-CEO, DRDA and the test-checked blocks and GPs revealed that the funds were shown as expended as soon as these were released to the next level i.e. the DRDA, showed utilisation of funds as soon as these were released to the blocks and the blocks, in turn, showed utilisation on release to GPs, without ensuring the actual utilisation of funds.

While admitting the audit findings, the DRDA stated during the exit conference that funds could not be utilised as the same were received at the fag end of financial year.

Recommendation

The Government/District Administration may consider:

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

Chapter-5

Social Services

Chapter 5

Social Services

Audit reviewed implementation of the following flagship programmes and activities in the social sector:

- National Health Rural Mission (NRHM);
- Sarva Shiksha Abhiyan (SSA);
- Secondary Education;
- Water supply and Sanitation;
- Mahatama Gandhi National Rural Employment Guarantee Scheme (MNREGA);
- Swaranjayanti Gram Swarozgar Yojna (SGSY); and
- Indira Awas Yojna (IAY).

It was revealed that there is a need to provide adequate and skilled manpower in these sectors for optimal utilisation of the infrastructure and to achieve the intended objectives of providing quality health care, education, water and basic amenities to the people of the district.

5.1 Health

The NRHM was launched in April 2005 with a view to provide accessible, affordable and quality health care to the rural population especially to poor and the vulnerable section of the population.

At the district level, every district has a District Health and Family Welfare (DHFW) Society headed by the Deputy Commissioner and its Executive Committee is headed by a Civil Surgeon (CS).

The Civil Surgeon is responsible for providing health care services to the people of the district through a network of three[1] General Hospitals (GHs), three[2] CHCs, 13 PHCs, 75 Sub Centres (SCs) and eight Urban RCH Centres. Records of two[3] GHs,

[1] (i) Gurgaon, (ii) Sohna; and (iii) Haily Mandi.
[2] (i) Farukh Nagar, (ii) Pataudi; and (iii) Ghangola.
[3] (i) Gurgaon; and (ii) Sohna.

one CHC (Ghangola), six[4] PHCs and 12[5] SCs were test-checked.

5.1.1 Planning

As a first step towards provision of accessible, affordable and equitable health care under NRHM, a household and facility survey was required to be carried out to identify the gaps in health care facilities in rural areas. Test check of sample field units revealed that no household and facility survey was conducted during 2007-12.

As per NRHM guidelines, DHFW Society was required to prepare a perspective plan regarding activities, targets and achievements for the entire mission period (2005-12) and Annual Plans for the district with inputs from the lower tiers of the Government. District Health plans were prepared only for the year 2009-10 and 2010-11 and perspective plan was not prepared for the entire mission period. The Deputy Civil Surgeon admitted the audit findings during the exit conference.

Year-wise position of the funds received and expenditure incurred under NRHM during 2007-12 is given in Table 2.

Table 2: Receipt and expenditure under NRHM

(₹ in crore)

Year	Opening Balance	Fund received	Total fund	Expenditure	Closing balance
2007-08	0.92	1.68	2.60	1.23	1.37
2008-09	1.37	4.81	6.18	3.19	2.99
2009-10	2.99	2.93	5.92	4.89	1.03
2010-11	1.03	7.86	8.89	5.82	3.07
2011-12	3.07	3.72	6.79	5.84	0.95

Source: Departmental Figures

Note: Fund received is taken after deducting the amount of refund during 2009-12.

5.1.2 Infrastructure

As per Indian Public Health Standards (IPHS), there should be one CHC for 1,20,000 population, one PHC for population of 30,000 and one SC for population of 5000. In terms of these norms, the requirement of CHCs, PHCs and SCs for Gurgaon district worked out to 13, 50 and 302 respectively. Against this, the district had 3 CHCs, 13 PHCs and 75 SCs as of March 2012. There was shortage of infrastructure to the extent of 77 *per cent* in the case of CHCs; 74 *per cent* for PHCs; 75 *per cent* for SCs.

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[4] (i) Bhadshahpur, (ii) Bhondsi, (iii) Garhi Harsaru, (iv) Ghangola, (v) Gurgaon village; and (vi) Wazirabad.

[5] PHC Bhadshahpur: (i) & (ii) Bhadshahpur I and II,
PHC Bhondsi: (iii) Alipur and (iv) Bhondsi,
PHC Garhi Harsaru: (v) Harsaru and (vi) Hayatpur,
PHC Ghangola: (vii) Daulha and (viii) Ghangola,
PHC Gurgaon Village: (ix) Caterpuri and (x) Gurgaon Village,
PHC Wazirabad: (xi) Wazirabad and (xii) Jharsa.

While admitting the audit findings, the Deputy Civil Surgeon stated during the exit conference that the matter regarding opening of more CHCs, PHCs and Sub-Centres had been taken up with the Directorate.

5.1.3 Basic minimum infrastructure

Many of the health centres lacked the basic minimum infrastructure and health care services as can be seen from the details given in Table 3.

Table 3: Showing the non-availability of infrastructure in PHCs and SCs

Particulars	Number of centres where basic facilities were not available	
	PHC	SC
Total numbers of units test-checked	6	12
Waiting room for patients	4[6]	NA
Labour Room	-	3
Operation Theatre	4[7]	NA
Clinic Room	-	-
Emergency/Casualty Room	3[8]	NA
Separate utility for male and female	4[9]	10

Source: Departmental figures.

NA= Not applicable.

Audit observed that the CHC, Ghangola was non-functional and PHC Ghangola was functioning in a condemned and unsafe building since April 1997. The residential quarters meant for staff were also lying deserted. In PHC, Wazirabad, there was heap of garbage in the vicinity of PHC building. In GH, Sohna, there was dampness in the roof and cracks on the walls which required major repairs. The above deficiencies are depicted in the following photographs:

Residential quarters lying deserted (PHC Ghangola)

Heap of garbage in the vicinity (PHC, Wazirabad)

6 PHC, (i) Badshahpur, (ii) Garhi Harsaru, (iii) Gurgaon village; and (iv) Ghangola.

7 PHC, (i) Badshahpur, (ii) Bhondsi, (iii) Gurgaon village; and (iv) Ghangola.

8 PHC, (i) Badshahpur, (ii) Gurgaon village; and (iii) Ghangola.

9 PHC, (i) Badshahpur, (ii) Bhondsi, (iii) Gurgaon village; and (iv) Ghangola.

Dampness in the roof (GH, Sohna)

Cracks on walls (GH, Sohna)

Table 4: Non-availability of basic health services in GHs, CHCs and PHCs

Particulars	Number of centres where service was not available		
	GH	CHC	PHC
Blood Storage	1	1	NA
New Born Care	1	1	2
24x7 deliveries	-	1	2
Inpatients Services	-	1	1
Ultra Sound	1	1	NA
ECG	-	1	NA
Emergency Service (24Hours)	-	1	3
Family Planning (Tubectomy and Vasectomy)	-	1	6
Intra-Natal examination of gynecological conditions	-	1	3
Paediatrics Services	1	1	6
Ophthalmologist	1	1	6

Source: Departmental figures.

NA= Not applicable.

One of the thrust areas of the NRHM was to upgrade CHCs and PHCs to IPHS to ensure 24X7 hour services in 50 *per cent* PHCs and first referral care at all CHCs with posting of anaesthetist. Audit, however, observed that PHCs and CHCs were not upgraded fully as per Indian Public Health Standards in the district. None of the CHCs was upgraded as first referral care units and no anaesthetist was posted. Further, out of 13 PHCs, 24X7 hour services were provided only in eight PHCs. During the exit conference, the Deputy Civil Surgeon admitted the audit findings.

5.1.4 Manpower management

The quality and efficiency of medical care largely depends upon the availability of manpower resources. Audit scrutiny of records of selected two GHs, one CHC and four PHCs revealed that there was 22 *per cent* shortage of Medical Officers as given in Table 5.

Table 5: Shortage of Medical Officers

Sr. No.	Name of the institution	Sanctioned	Filled	Vacant	Percentage of the vacant posts
1	GH, Gurgaon	60	52	8	13
2	GH, Haily Mandi	7	2	5	71
3	CHC, Pataudi	11	9	2	18
4	PHC, Bhora Kalan	1	0	1	100
5	PHC, Mandpura	2	1	1	50
6	PHC, Gurgaon Village	2	1	1	50
7	PHC, Garhi Harsaru	2	1	1	50
	Total	**85**	**66**	**19**	**22**

Source: Figures supplied by the Department.

Audit analysis further revealed the shortage of staff nurses in two GHs, two CHCs and four PHCs ranged between 25 and 100 *per cent*, Multi Purpose Health Workers (MPHW) (Male and Female) to the extent of 47 *per cent* in one District Malaria Office, two CHCs and one PHC and 32 *per cent* in four PHCs respectively as on March 2012 (***Appendix I***).

Out of six PHCs test checked, four[10] PHCs were working without any Laboratory Technician, two[11] PHCs were without any pharmacist. Out of 12 SCs test-checked, MPHW (Male) was not posted in seven[12] SCs. Ghangola and Garhi Bazidpur SCs were in existence without having any staff. The shortage of staff badly affected the services of health facilities in the district.

While admitting the audit findings, the Deputy Civil Surgeon stated during the exit conference that the matter regarding filling up the vacant posts had been taken up with the Directorate.

5.1.4.1 Bed occupancy

Bed Occupancy in the GH, Gurgaon, Sohna and PHC, Badshahpur, Wazirabad was satisfactory during 2007-11. However, in Garhi Harsaru and Ghangola PHCs, bed occupancy was nil during 2007-11. In PHC, Gurgaon Village and Bhondsi, bed occupancy was very poor during 2007-11. The details are given in Table 6.

[10] (i) Badshahpur, (ii) Bhondsi, (iii) Garhi Harsaru; and (iv) Ghangola.

[11] (i) Bhondsi; and (ii) Garhi Harsaru.

[12] (i) Alipur, (ii) Daulha, (iii) & (iv) Badshahpur I and II, (v) Wazirabad, (vi) Jharsa; and (vii) Caterpuri.

Table 6: Bed occupancy in percentage

Sr. No.	Name of the Hospital/PHC	2007	2008	2009	2010	2011
1.	GH, Gurgaon	57	61	76	83	79
2.	GH, Sohna	64	47	57	82	82
3.	PHC, Gurgaon Village	23	16	21	25	22
4.	PHC, Badshahpur	17	29	34	33	78
5.	PHC, Wazirabad	20	33	52	67	92
6.	PHC, Bhondsi	5	6	26	35	34
7.	PHC, Ghangola[13]	0	0	0	0	0
8.	PHC, Garhi Harsaru[14]	0	0	0	0	0

Source: Data supplied by the Department.

Low bed occupancy indicated the unsatisfactory health services available in the district.

5.1.5 Accredited Social Health Activist

One of the strategies envisaged by the Mission for achievement of the goal of reduction in Infant Mortality Rate (IMR), Maternal Mortality Rate (MMR) and Total Fertility Rate (TFR) is appointment of a trained female community health worker called Accredited Social Health Activist (ASHA). Each ASHA was to be provided with a drug kit for dispensing, medicines, contraceptives, oral rehydration solution (ORS), etc. Audit, however, observed that ASHAs were not provided with drug kits thereby community was deprived of medicines, contraceptives, ORS, etc. The Civil Surgeon stated (December 2012) that the drug kits had recently been provided to ASHAs.

5.1.6 Institutional deliveries

The details relating to registered pregnant women and institutional deliveries of the district are given in Table 7.

Table 7: Details of registered pregnant women and institutional deliveries in the district

Year	Numbers of pregnant women registered	Institutional deliveries	Percentage of achievement
2007-08	32107	19427	61
2008-09	36079	22810	63
2009-10	38367	35560	93
2010-11	34450	24832	72
2011-12	35732	32231	90

Source: Departmental figures.

Reproductive and Child Health Programme is the Janani Suraksha Yojna (JSY) to encourage pregnant women to have an institutional delivery rather than domiciliary delivery in order to reduce maternal and neo natal mortality under this programme. All the pregnant women belonging to Scheduled Caste (SC), Scheduled Tribe (ST) and BPL categories above 19 years of age upto two live

[13] Nil bed occupancy in PHC Ghangola was due to condemned building which was about to be dismantled.

[14] Nil bed occupancy in PHC, Garhi Harsaru was due to non-availability of space for beds.

births are entitled to ₹ 700 for institutional delivery. As can be seen in the above table, the percentage of pregnant women opting for institutional delivery facilities has increased from 61 in 2007-08 and 90 in 2011-12. Thus, there was substantial increase in institutional deliveries, which was indicative of successful working and increased faith of people in institutional deliveries.

5.1.7 Immunisation programme

The overall achievement with regard to immunisation of children between zero to one year age group and above one and half years age group covering Bacillus Calmette and Guerin (BCG), Diptheria Pertusis Tetanus (DPT) and Oral Polio Vaccine (OPV) was 88 to 128 *per cent* and 83 to 118 *per cent* respectively and achievement of targets in the secondary immunization of children above five years of age ranged between 73 and 131 *per cent* of DT during 2007-12 (March 2012). The shortfall in achievement with regard to administration of Vitamin-A dose ranged between 30 and 75 *per cent* for 1st dose, 42 and 77 *per cent* for 2nd dose and 23 and 71 *per cent* for 3rd dose during the period 2007-2009. However, the target was almost fully achieved during the period 2009-12 except in 2nd dose for which there was shortfall of 17 *per cent* during 2011-12.

The Civil Surgeon stated (December 2012) that shortfall in achievement of targets of administration of vitamin A solution was due to inadequate supply from the Directorate.

5.1.8 National Vector Borne Disease Control Programme

The National Vector Borne Disease Control Programme (NVBDCP) aims at controlling vector-borne diseases by reducing mortality and morbidity due to malaria, filaria, kala azar, dengue, Chikungunia and Japanese Encephalitis in endemic areas through close surveillance, mosquito control through indoor residual spray of larvicides and improved diagnostic and treatment facilities at health centres. The programme is aimed at achieving Annual Blood Examination Rate (ABER) of 10 *per cent* of the targeted population under surveillance by 2007-08. There was a shortfall in achieving ABER of 10 *per cent* of the targeted population due to shortage of staff during 2008-11[15].

Spray of larvicides was done in 84 to 284 villages out of 289 villages in the district during 2007-11[16]. A total of 1014 cases of malaria and 1677 cases of dengue including 21 death cases were found in the district during the period 2007-11. Three cases of *chikungunia* were also reported during 2011. The Deputy Civil surgeon admitted the audit findings during the exit conference.

5.1.9 Terminal methods and spacing methods

Terminal methods and spacing methods are used to control the total fertility rate and improving the couple protection ratio.

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[15] 2008: 9.21 *per cent*, 2009: 7.54 *per cent*, 2010: 6.23 *per cent* and 2011: 7.8 *per cent*.

[16] 2007-08: 84, 2008-09: 166, 2009-10: 284 and 2010-11: 85.

A number of initiatives were launched (April 2005) under NRHM to achieve the goal of population stabilization through reduction in the total fertility rate from 2.9 to 2.8 by December 2011. Targets in respect of total sterilization for the period 2007-12 were not achieved and the achievement ranged between 52 and 78 *per cent.*

Achievement of use of oral pills ranged between 73 and 99 *per cent,* condom ranged between 33 and 82 and intra-uterine devices (IUD) ranged between 56 and 85 *per cent* to regulate fertility and increase the couple protection ratio. Though, these targets were not achieved yet the birth rate decreased from 26.4 in 2007 to 22.7 by December 2011. The Deputy Civil surgeon admitted the audit findings during the exit conference.

5.1.10 Non-availability of facility for MTP

Enhancing the number and quality of facilities for medical termination of pregnancy (MTP) was an important component of Reproductive and Child Health Programme. The MTP facility was available at General Hospital, Gurgaon; Sub Divisional Hospital, Sohna; CHC, Farukh Nagar and 159 private hospitals where 13615 MTPs were performed during the period 2007-12. The MTP facility was not available in Sub-Division Hospital, Haily Mandi and CHC, Pataudi.

The Deputy Civil Surgeon stated during the exit conference that the facility of MTP could not be provided in all the health institutions due to shortage of manpower.

5.1.11 National AIDS Control Programme

The National AIDS Control Programme (NACP) was launched by the GOI in September 1992 with the assistance of World Bank and has been extended upto the year 2012. The main objectives of the programme are to reduce the spread of HIV infection in the country and to strengthen the capacity to respond to HIV/AIDS on a long term basis.

To achieve the above objectives, funds were to be utilized on different components/activities of the programme like priority targeted intervention for groups at high risk, preventive intervention for the general community, low cost AIDS care, STI/HIV/AIDS sentinel surveillance, training, etc. Out of the total receipt of ₹ 45.81 lakh, the District AIDS Programme Officer spent ₹ 30.26 lakh (66 *per cent*) on the implementation of the scheme during 2007-12. The Civil Surgeon while admitting the audit findings stated (December 2012) that remaining amount of ₹ 15.55 lakh had been refunded to Haryana AIDS Control Society.

The State Government had established five Integrated Counseling and Testing Centre in the district. Scrutiny of records revealed that the first HIV positive case was detected in the district in May 2002. Out of 46,347 persons screened from 2007-08 to December 2011 in the district, 428 persons were found to be HIV positive. These HIV cases included 13 fully blown AIDS cases.

5.1.12 Blood Bank

There was only one blood bank in the district and one blood storage unit at GH, Sohna. Neither blood component separation facility was available in the blood bank nor was blood storage unit in working condition. The Deputy Civil Surgeon stated (January 2013) during the exit conference that blood component separation facility was available at Faridabad Regional Centre, Faridabad and that a proposal to open a new blood bank in the district had been sent to the directorate.

5.1.13 Adverse Sex Ratio

Against 1000 male, the ratio of the female population ranged between 842 and 857 during 2007-11 in the district. In order to correct the adverse sex ratio and to promote gender equity by creating enabling environment, effective implementation of the Pre-conception and Pre-natal Techniques (PC and PNDT) Act was a key strategy.

(i) A District Task Force was constituted (April 2011) under the Chairpersonship of the Deputy Commissioner which was to review the implementation of the Act. The task force was to meet once in a month. Audit observed that only two monthly meetings of task force were held in June and August 2011 and thereafter, no meeting was held as of March 2012.

(ii) As per requirement of the PC and PNDT Act, four inspections were required to be carried out of each diagnostic centre in a year. The number of registered diagnostic centres operating in the district, number of inspections carried out and registrations cancelled are given in Table 8.

Table 8: Details regarding registered diagnostic centres, inspections and registrations cancelled

Year	Number of diagnostic centres functioning at the beginning of the year (January)	Number of new centres registered	Total	Number of registrations cancelled	Number of inspections required to be carried out	Number of inspections carried out	Percentage of shortfall in inspections
2007	74	16	90	3	296	51	83
2008	87	13	100	3	348	187	46
2009	97	13	110	4	388	98	75
2010	106	24	130	8	424	156	63
2011	122	16	138	11	488	443	9

Source: Data supplied by the Department.

The shortfall of inspection of diagnostic centres ranged between 9 and 83 *per cent* during 2007-11. The Deputy Civil Surgeon while admitting the audit findings during the exit conference stated that steps would be taken to hold regular meetings of the task force to carry out adequate number of inspection of diagnostic centres for effective implementations of PC & PNDT Act and further stated that more activities like *Nukkar Sabha* would be organized to sensitize the public about adverse sex ratio.

(iii) Funds amounting to ₹ five lakh were released by the Members of Parliament during the year 2007-08 for creating awareness under PC and PNDT Act. The funds remained unutilised as of March 2012. The Civil Surgeon stated

(December 2012) that due to availability of funds from other sources for this activity, the said amount could not be utilized.

(iv) Funds allotment of ₹ 9.09 lakh was made under NRHM during 2008-12 for activities such as organizing workshops and seminars for legal awareness, hiring legal experts, conducting street plays and organizing *jhanki* on Republic Day/World Population Day, best village awards for sex ratio and incentives to informers. Only an amount of ₹ 3.39 lakh was spent on street plays, seminars and on best village award scheme. No expenditure was incurred on other activities.

Recommendation

The Government/District Administration may consider:

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

5.2 Education

Education is one of the most important indicators of social progress of a nation. Both the State and Central Governments have been spending enormous amounts on increasing the enrolment and retention of children in schools, especially in the primary and elementary segments. Focus is also on an inclusive progress with special attention to girls, SC/ST communities, other vulnerable section of the society and backward areas. The Sarva Shiksha Abhiyan (SSA) is one of the flagship programmes of the Government for universalization of primary education.

5.2.1 Sarva Shiksha Abhiyan

The SSA is a comprehensive and integrated flagship programme of GOI to attain universal elementary education in the country in a mission mode. It aimed at providing useful and relevant education to all children in the 6-14 age groups by 2010.

At the State level, the programme is implemented by Haryana School Shiksha Pariyojna Parishad (HSSPP). At the district level, the District Project Coordinator (DPC) is responsible to implement, monitor and evaluate the implementation of the programme. The DPC was assisted by Block Resource Coordinators (BRCs).

5.2.1.1 Planning

The scheme provides that each district would prepare a prospective plan and an annual work plan and budget (AWPB) according to their needs and local environment. At district level, a committee comprising public representatives such as Members of Parliament, Member of Legislature, Deputy Commissioner,

etc. was to be constituted to monitor the implementation of the programme. Scrutiny of records revealed the following deficiencies:

- Intervention for urban deprived children with focus mainly on creating facilities for street children, migrant children, rag pickers, minority community students to enable them to join elementary education was lacking despite availability of funds.
- No plan was made for implementation of learning enhancement programme with priority to enhance learning levels in language, mathematics and science as envisaged in the scheme.
- No committee comprising public representatives was constituted to monitor the implementation of the scheme.

While admitting the audit findings during exit conference, the District Project Co-ordinator stated that plans were formulated by the State Project Director. The reply was not convincing as district level plans were to be made by the district level functionaries.

5.2.1.2 Fund Management

The position of funds received during 2007-12 is given in Table 9.

Table 9: Statement showing the receipt and utilization of funds

(₹ in crore)

Year	Opening balance	Funds received	Total funds available during the year	Expenditure	Closing balance
2007-08	2.08	15.13	17.21	14.06	3.15
2008-09	3.15	17.46	20.61	17.28	3.33
2009-10	3.33	26.45	29.78	27.20	2.58
2010-11	2.58	42.49	45.07	39.78	5.29
2011-12	5.29	48.50	53.79	45.12	8.67
		Total	**166.46**	**143.44**	

Source: Departmental Figures

An expenditure of ₹ 143.44 crore was incurred in the district on the implementation of the scheme during 2007-12.

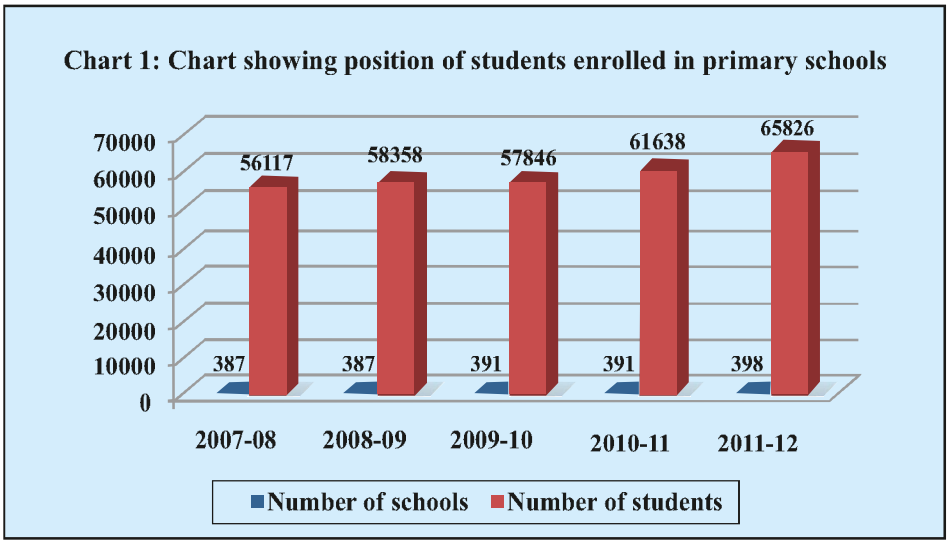
5.2.1.3 Enrolment of students in Government Primary/Upper Primary schools

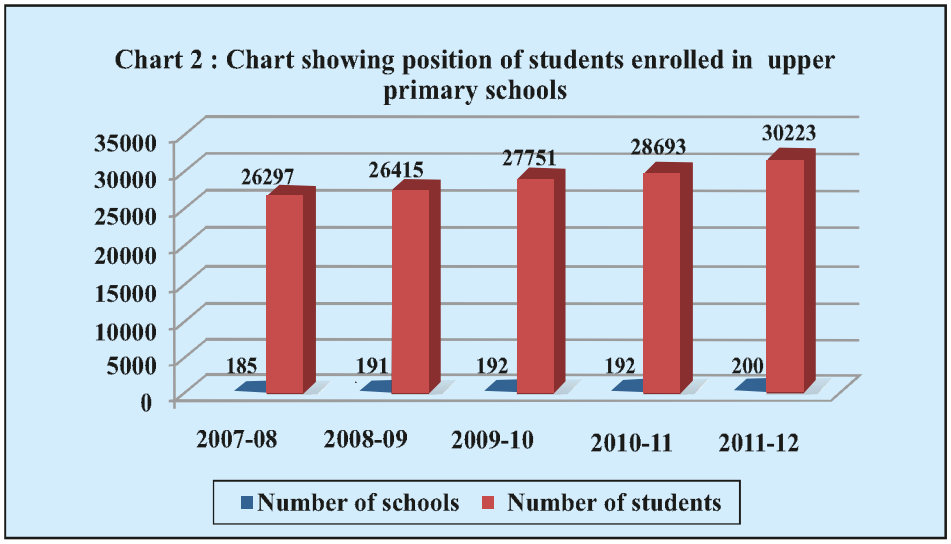
Enrolment of children both in primary and upper primary schools increased in the district during 2007-12 as given in Table 10.

Table 10: Position of enrolment of students in various students

Year	Primary schools		Upper primary schools	
	No. of schools	No. of students	No. of schools	No. of students
2007-08	387	56117	185	26297
2008-09	387	58358	191	26415
2009-10	391	57846	192	27751
2010-11	391	61638	192	28693
2011-12	398	65826	200	30223
	Total	**299785**		**139379**

Source: Data supplied by DPC, SSA, Gurgaon.





The above data shows substantial increase in enrolment of students. However, scrutiny of records of 28 schools test-checked revealed that 42 children identified in household survey of eight Government Primary Schools (GPSs) of Gurgaon block were out of school which indicated that the objectives of universalisation of elementary education were still to be achieved. The District Project Coordinator (SSA) while admitting the audit findings during the exit conference stated that out of school children were being admitted by NGOs under National Child Labour Project and they were monitoring their progress.

5.2.1.4 Out of School Children

As provided in the SSA manual, out of school children could belong to remote areas, working children, street children, deprived children in urban slums, bonded child labourers, girls belonging to minority community, girls involved in domestic

chores or siblings care, children engaged in cattle grazing, etc. This heterogeneity demands diversified approaches and strategies for their education. Total number of out of school children in Gurgaon district is given in Table 11.

Table 11: Position of out of school children

Name of block	2008-09	2009-10	2010-11	2011-12
Gurgaon	3948	6558	4081	2871
Sohna	307	665	307	206
Farukh Nagar	65	148	109	29
Pataudi at Haily Mandi	262	594	353	143
Total	**4582**	**7965**	**4850**	**3249**

Source: Data compiled from records of DPC, Gurgaon.

Though, ₹ 83.06 lakh were allocated for bridge courses with skilled inputs (Vocational-residential/non-residential) during the period 2009-12, yet these funds were not utilized by the DPC, Gurgaon for these out of school children. Thus, the target of universalization of elementary education remained unachieved in the district.

5.2.1.5 Physical verification of selected schools

Physical verification of 28 Primary/Upper Primary Schools revealed the following deficiencies in the availability of infrastructure/facilities in schools:

Sr. No.	Nature of infrastructure/ facility	Availability of infrastructure/facility	Deficiencies in availability of infrastructure/facility
1.	Class room student ratio (1:40)	Student class room ratio (SCR) was maintained in 25 schools	SCR was not maintained by GPS, Rampura, GGPS, Ghamroj and Bhondsi.
2.	Classes in open verandah	In 26 schools, required number of class rooms were available	Required Number of class rooms was not available in GGPS, Ghamroj and Bhondsi.
3.	Toilet facility and drinking water	These facilities were available in all schools	-
4.	Part time sweeper	Facility was available in 24 schools	Facility was not available in four schools-GPS Lala Kherli, Baluda, Garhi Harsaru and GGPS, Garhi Harsaru.
5.	Electricity	Electricity was available in 26 schools	Facility was not available in two schools-GGPS, Daulha and GMS, Baluda
6.	Play grounds	Available in 23 schools	Facility was not available in five schools-GGPS, Daulha, Ghamroj, Bhondsi, GGMS, Garhi Harsaru and GPS, Badha
7.	EDUSAT	Provided in 23 schools	Not provided in five schools-GMS, Wazirpur, Baluda, Daulha, Akhlimpur and GGMS, Garhi Harsharu. Further, out of 23 schools where EDUSAT was available but it was non-functional in 20 schools

Source: Data compiled by Audit.

The Deputy District Education Officer admitted the audit findings during the exit conference.

5.2.1.6 Girls' Education and Scheduled Caste/Scheduled Tribe children

DPC is required to make specific planning for education of girls and SC/ST children. Scrutiny of records revealed that DPC, Gurgaon had not planned any concrete policy for the betterment of Girls' education and SC/ST children and funds were diverted towards other activities as given in Table 12.

Table 12: Details of funds diverted to other activities

Year	Amount (₹ in lakh)	Remarks
2007-08	11.84	The amount was placed at the disposal of HARTRON for purchase of 34 computers in March 2008. It was observed that the computers had not been supplied by HARTRON as of May 2012.
2008-09	30.00	The expenditure was booked in March 2009 on the advice of State Project Director (SPD) for purchase of sports goods. Thus, the expenditure was not incurred exclusively for welfare of girl students and SC/ST children.
2010-11	10.00	The amount was placed at the disposal of Director, Secondary Education (DSE) in March 2011 for purchase of sports goods. The UC had also been submitted by the DSE in November 2011. The sports goods had not been received in the schools of Gurgaon district.

While admitting the audit findings, the District Project Co-ordinator during the exit conference stated that the funds were diverted on the directions of State Project Director.

5.2.1.7 Diversion of Funds from Management Information System

As per Manual of Financial Management and Procurement, any grant or portion thereof given by the Government of India or the State Government to the Society for a specific purpose shall not be appropriated without the previous sanction of the granting authority to a purpose other than that for which it was originally approved. Under SSA, funds were provided for Management Information System in all the districts. Audit, however, observed that unspent balance as on 31 March 2011, out of funds meant for Management Information System amounting to ₹ 20 lakh were diverted towards procurement of PT Drum, Dumble and Lazium for 200 middle schools on the direction of State Project Director without the approval of the Government.

5.2.1.8 Allotment of Civil Works without Requirement

Proposals for Civil works are made in AWPB according to the requirement of schools, keeping in view the existing infrastructure. Funds amounting to ₹ 32.20 crore were sanctioned for execution of 1,785 works during 2006-12 in the district. Scrutiny of records revealed that proposals of civil works were not planned according to the actual requirement of schools. Funds for civil works amounting to ₹ 82.03 lakh were surrendered by 76 schools during 2006-12 citing the reasons such as no demand was submitted to the DPC; low enrolment of students in schools; non-availability of land and land under litigation. As such, DPC, Gurgaon had not conducted proper survey to assess the requirement/

viability for execution of civil works. While admitting the audit findings, the Department stated that civil works were allotted without taking into account actual requirement of schools and proposal for the civil works was prepared on the basis of District Information School Education data.

5.2.1.9 Delay in completion of civil works

The DPC, Gurgaon allotted 613 civil works to various schools during the period 2008-11. The works were to be executed by School Management Committee (SMC). However, no time limit for completion of works was fixed in the agreements executed between DPC and SMC. Audit observed that out of 613 works, only 437 works were completed and balance 176 works remained incomplete as per details given in Table 13.

Table 13: Position of civil works

Year	Allotted Works	Completed	Incomplete
2008-09	205	200	05
2009-10	60	54	06
2010-11	348	183	165
Total	**613**	**437**	**176**

Source: Data furnished by Department.

Thus, non-completion of civil works timely had deprived the intended benefit. While admitting the audit findings, the District Project Co-ordinator stated during the exit conference that delay was due to non-availability of labour/masons and frequent transfer of teachers supervising these works.

5.2.1.10 In-service teachers' training

Training and development programme is one of the key areas of human resource development. As per provisions of the programme, short term duration in-service training programmes were prescribed for the teachers.

Audit observed that in-service teachers' training programme was not organized by the DPC during 2008-11. Only an expenditure of ₹ 2.90 lakh was incurred against total budget provision of ₹ 122 lakh. Thus, the key strategy to improve the quality of education was not adopted in the district. While admitting the audit findings, the District Project Co-ordinator stated (January 2013) that training was to be imparted by Department of Elementary Education and that the expenditure was booked on the directions of State Project Director.

5.2.1.11 Village Education Committee/School Management Committee Training

The Parishad placed (2010-11) a sum of ₹ 3.03 crore at the disposal of Director, Elementary Education for imparting training to Village Education Committees (VEC)/ School Management Committees (SMC) in the State. A debit entry of ₹ 12.72 lakh was made (March 2011) in the books of DPC, Gurgaon in this regard. However, it was observed that neither training was imparted to members

of VECs/SMCs in the district nor were the details of number of participants, venue and schedule of training available with the DPC. In the absence of these relevant records, utilisation of these funds could not be ascertained in audit. While admitting the audit findings, the District Project Co-ordinator during the exit conference stated that since training was imparted to Village Education Committees/School Management Committees at the level of State Project Director, data was not being maintained at district level. The reply was not convincing as the expenditure was booked by DPC, proper records of training should have been maintained at district level.

5.2.1.12 Internal control

Internal control is a process, which provides reasonable assurance to the management about the functioning of the organisation. Audit observed that after release of grants for implementation of the programme, its proper utilization was not watched and proper records of utilization certificates was also not maintained. Moreover, bank balances were not reconciled with reference to balances shown in the cash book. In this regard, following irregularities were noticed in audit:

- **Submission of incorrect utilisation certificates**

A sum of ₹ 2.45 crore was provided in 2011-12 for distribution of school uniforms to non-SC boys and girls of classes I to 8. Funds were placed at the disposal of each Block Resource Coordinator (BRC). Uniform was to be purchased by the SMC of concerned schools. Audit scrutiny of records revealed that an advance amounting to ₹ 2.45 crore was given on 28 March 2011 to BRCs, out of which ₹ 2.41 crore was adjusted on 31 March 2011 by the DPC without obtaining the utilisation certificates from concerned schools.

Further scrutiny of records revealed that entire funds were not spent by the schools. Unspent funds amounting to ₹ 9.57 lakh (Gurgaon block: 40 schools -₹ 8.59 lakh and Sohna block: 18 schools -₹ 0.98 lakh) were refunded by schools to BRCs but utilization certificate was issued for the entire amount. Thus, incorrect utilization certificate was furnished by BRCs, Gurgaon and Sohna which shows lack of internal control towards submission of utilization certificates.

- **Maintenance of Assets Register**

As per SSA Manual, a register of assets indicating name of supplier along with bill number and date, cost and location of the asset was required to be maintained. Audit, however, observed that no such register was maintained by the DPC/BRC.

While admitting the audit findings, the District Project Co-ordinator assured during the exit conference that required mechanism would be put in place to monitor the utilisation of funds and maintenance of assets register.

Recommendation

The Government/District Administration may consider:

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

5.3 Secondary Education

Secondary Education is being imparted in the district through a network of 54 Government High Schools (GHS) and 61 Government Senior Secondary Schools (GSSS). The District Education Officer (DEO) is the controlling officer at the district level for implementation of the schemes for educational development.

5.3.1 Enrolment

The position of year-wise and class-wise detail of enrollment in the district during 2007-12 is given in Table 14.

Table 14: Position of enrolment of students in various classes

Class	2007-08	2008-09	2009-10	2010-11	2011-12
IX	16735	6844	8549	9286	9203
X	14015	7012	6696	8282	8850
XI	5773	5972	9060	8711	8678
XII	4521	6247	5497	8525	7456

Source: Figures furnished by the Department.

There was substantial decline in enrollment in classes IX and X during 2007-12 while the enrollment in class XI increased during the same period.

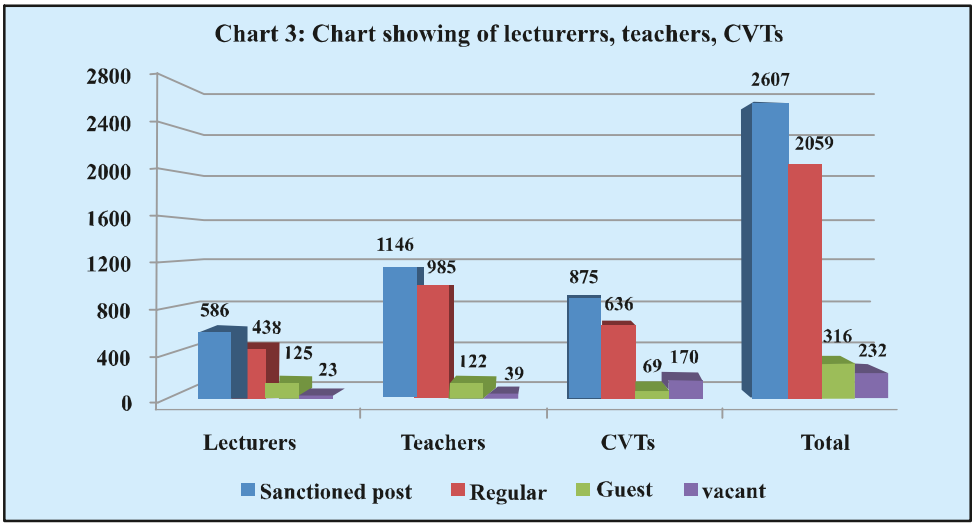
Audit further observed that the DEO had not assessed the adequacy of classrooms, library rooms, playgrounds, etc. through conducting survey or obtaining information from Principals/Headmasters of schools in the district. Moreover, consolidated data of the district in this regard was not available. During the review period, the Department had not prepared perspective plan or annual action plans to bridge the gaps. The Deputy DEO during the exit conference agreed with the audit findings.

5.3.2 Quality of education

Quality education can only be imparted when there is an adequate availability of teachers in schools and the quality of teaching is reflected in the level of improvement evident from the board results of examinations conducted by Haryana School Education Board.

5.3.2.1 Availability of teachers

The category-wise position of vacant posts of Lecturers and CVTs[17] in the district during 2007-12 is given in ***Appendix II***. The position of Lecturers, teachers, CVTs at the end of 2011-12 is depicted in the Chart below:



An analysis of the data in the appendix showed that nine *per cent* of sanctioned posts of teaching staff were vacant.

5.3.2.2 Board results

The data relating to overall percentage of students in different examinations of Haryana School Education Board had not been maintained by the DEO. In nine test-checked schools, the pass percentage in respect of class X during 2007-11 ranged between 56.35 and 77.65. This was below Board's overall pass percentage in the State which ranged between 59.90 and 81.20. In seven Senior Secondary Schools, the pass percentage in respect of class XII during 2007-08 and 2010-11 ranged between 69.08 and 70.85 which was below Board's overall pass percentage in the State (between 73.64 and 71.30) while pass percentage during 2008-09 was 94.12 which was more than overall Board's pass percentage of 92.24. The Deputy DEO while admitting the audit findings during the exit conference stated that overall pass percentage of students in the district in different examinations of Haryana School Education Board would be kept at par with Board's result.

5.3.3 Infrastructure

Proper sitting arrangement for students is one of the basic needs for an institution to provide good quality of education. During the test check of records of DEO

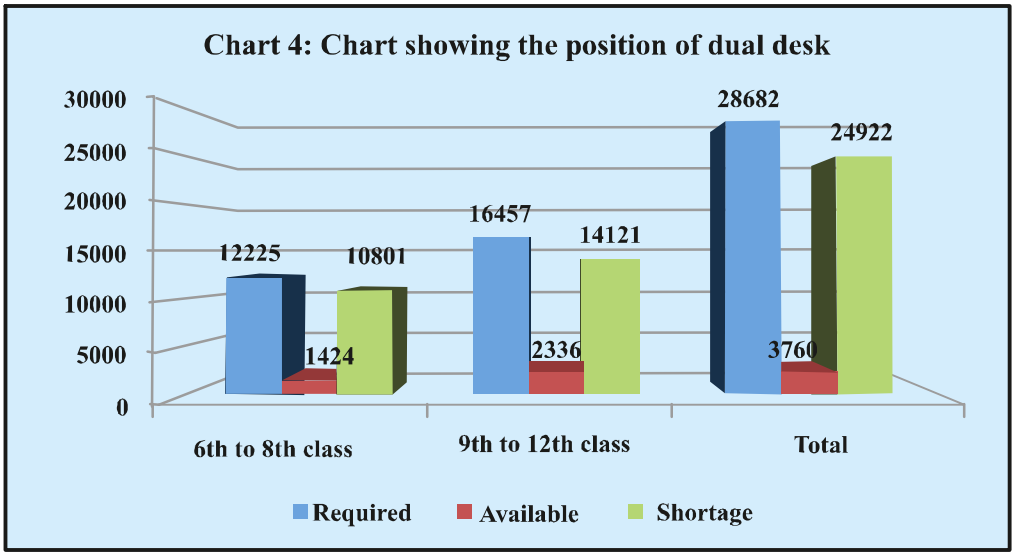
[17] Classical and Vernacular Teachers.

Gurgaon, it was revealed that the district was facing the acute shortage (87 *per cent*) of dual desks as detailed given in table 15.

Table 15: Showing the position of requirement, availability of dual desk

Sr. No.	Class	Required	Available	Shortage	Shortage in *per cent*
1	6th to 8th	12225	1424	10801	88
2	9th to 12th	16457	2336	14121	86
	Total	**28682**	**3760**	**24922**	**87**

Source: Figure supplied by DEO Gurgaon.



Scrutiny of records and physical verification of nine test-checked schools revealed as under:

Sr. No.	Facility	No. of schools where facility was not available/deficient	Name of schools where facility not available/ deficient
1.	Playground facility (not available)	5	GGSSS, Sohna, Jacubpura, Gurgaon Village, GSSS, Sohna, GHS, 4/8 Marla Gurgaon.
2.	Classes in open *veranda*	5	GGSSS, Sohna, Jacubpura, GSSS, Sohna, GHS, 4/8 Marla Gurgaon, Gurgaon Village
3.	Insufficient toilet facility	3	GGSSS, Sohna, GSSS, Gurgaon, Badshahpur
4.	Library rooms (not available)	8	GGSSS, Sohna, Jacubpura, Gurgaon Village, Badshahpur, GSSS, Sohna, Badshahpur, GHS, 4/8 Marla Gurgaon, Gurgaon Village

The Deputy DEO agreed with the audit findings during exit conference.

5.3.4 National Scheme of Incentives to Girls for Secondary Education

To reduce the dropout rate and to promote the enrolment of girl child belonging to SC/ST communities in secondary schools and to ensure their retention upto 18 years of age, a centrally sponsored scheme "National Scheme of Incentives to Girls for Secondary Education" was launched in 2008-09. Under the scheme, a sum of ₹ 3000 was to be deposited in the name of each eligible girl and she would be entitled to draw it on attaining 18 years of age.

The BEO, Sohna forwarded (April 2010) a list of 171 students of Government schools for providing incentives under the scheme in 2008-09. The students were

deprived of the benefit of the scholarship as the case was not submitted by the DEO to the competent authority. Thereafter, only one case of 44 students of Government aided schools was sent (July 2010) to the Directorate.

Audit observed that the Department issued 14 reminders since the launch of the scheme to all the DEOs to submit proposals in respect of all eligible students. Even then the DEOs/Heads of the schools did not act on the reminders and as a result eligible girls students remained deprived of the benefits of the scheme. The Deputy DEO agreed with the audit findings during exit conference.

5.4 Water Supply

The provision of adequate and clean drinking water to all the citizens has been a priority for both Central and State Governments. In Gurgaon district, there are two Public Health Engineering Divisions (PHED) located at Gurgaon and Sohna. An expenditure of ₹ 96.64 crore was incurred on water supply schemes in the district during 2007-12 against budget provision of ₹ 145.34 crore (Including budget provision of sewerage).

5.4.1 Status of Water Supply

All the villages in the district were being provided drinking water. Against the provision of supplying minimum 40 litre per capita per day (LPCD) water as provided for in the Accelerated Rural Water Supply Programme (ARWSP), the status of water supply in 50 villages was less than 40 LPCD and ranged between 9 and 39 LPCD in these villages. It was observed that water deficient villages were mainly in Pataudi (21 villages) and Sohna (24 villages) blocks. The Department stated during the exit conference that tubewells had been augmented for providing sufficient water in water deficient villages.

5.4.2 Water quality

The provision for clean drinking water has been a priority for both the Central and State Governments and for improving public health standards to the State. Government fixed norms of 2,400 samples for testing water samples for each laboratory. As per instructions issued (April 2010) by the Department of Drinking Water Supply, GOI, a laboratory can test 300 samples in a month and 3,500-4,000 in a year. It was also stressed that water from each source should be subjected to test once in a year to chemical testing and two to four times a year to bacteriological testing. On the basis of these orders, State Government increased (May 2010) the target from 2400 to 3500 number water samples for testing per year for each laboratory.

Records of Public Health Laboratories located at Gurgaon and Sohna revealed that against the target of 2,400/3,500 (2007-08 to 2010-11) and 5,850 (2011-12) tests, only 1,533 to 3,760 tests were conducted during 2007-12 as given in Table 16.

Table 16: Details of sample taken against as per the norms

Year	Sample to be taken as per norms	Actual sample taken	Shortfall/ Excess	Percentage shortfall/ excess	Found unfit	Percentage unfit samples
2007-08	2400	1533	(-) 867	(-) 36	303	20
2008-09	2400	2983	(+) 583	(+) 24	298	10
2009-10	2400	3593	(+) 1193	(+) 50	426	12
2010-11	3500	1865	(-) 1635	(-) 47	324	17
2011-12	5850*	3760	(-) 2090	(-) 36	377	10
Total	**16550**	**13734**	**(-) 2816**	**(-) 17**	**1728**	**13**

Source: Departmental Figures

***Sohna laboratory started w.e.f. August 2011.**

Above table indicates that the water samples were not tested in accordance with the fixed norms. Further, out of 13,734 samples tested, water in 1,728 samples was found unfit for human consumption.

Health Department also conducts test of water samples from time to time. As per information supplied by Health Department, 347 bacteriological samples were checked during January 2007 to March 2012, out of which 213 samples (61 *per cent*) were found unfit for human consumption and 60,767 cases of water born disease (Diarrhoea 59,959, cholera 4 and Jaundice/viral hepatitis 804) were noticed in Gurgaon district during January 2007 to March 2012.

Thus, the Department did not ensure conducting tests of adequate number of samples to assure quality of water and instead continued to supply unsafe drinking water to the public. The Department stated during the exit conference that bacteriological contamination was due to leakages of pipelines and also assured that the target of water tasting would be achieved in future.

5.4.3 Non-handing over of tube well based water supply scheme to Panchayats

The State Government decided (August 2009) that all one and two tube well based schemes should be handed over to GPs for their upkeep and maintenance. It was decided in October 2010 that the schemes having six tube wells should also be handed over to GPs. Test check of records of PHED Gurgaon and Sohna revealed that out of 236 such schemes, only 63 schemes were handed over to GPs. The Department stated (November 2012) that GPs are not ready to take over the schemes.

5.4.4 Unmetered water connection

As per information supplied by the PHE divisions, there were total 40,936 (Gurgaon 31,502 and Sohna 9,434) water connections, out of which a total 11,128 (Gurgaon: 1,723 and Sohna: 9,405) water connections were unmetered and these connections were billed at flat rate on the basis of monthly minimum charges. The actual consumption of drinking water on these connections and proper revenue realization could not be ascertained.

The Executive Engineer, Public Health Engineering Division stated (October 2012) that out of 1723 unmetered water connections, 1192 have been

got metered and directions had been issued to all Sub-Divisional Engineers to install meters for the remaining connections.

5.4.5 Non-recovery of water and sewerage charges

State Government prescribed rates of water fees chargeable for supply of water and providing sewerage facilities. An amount of ₹ 147.44 lakh (Gurgaon Division: ₹ 127.93 lakh and Sohna Division: ₹ 19.51 lakh) was outstanding against various consumers up to March 2012. Further, ₹ 8.47 lakh have been recovered by PHED Gurgaon as of January 2013.

Further, a total of 20,454 connections were released under Indira Gandhi Drinking Water Supply Scheme to Scheduled Castes households in rural area during 2007-12. These cases were not added to consumer ledgers and bills were not raised against them, which resulted in loss of revenue amounting to ₹ 79.59 lakh to the State exchequer as detailed given in Table 17.

Table 17: Details showing the bills for water charges not raised

Number of connections	Period	Months	Rate per month (in ₹)	Amount (in ₹)
60	April 2007 to March 2012	60	10	36,000
9079	April 2008 to March 2012	48	10	43,57,920
7290	April 2009 to March 2012	36	10	26,24,400
3813	April 2010 to March 2012	24	10	9,15,120
212	April 2011 to March 2012	12	10	25,440
			Total	**79,58,880**

Source: Departmental Figures

The Department assured during the exit conference that proper action would be taken to recover the outstanding water charges.

5.4.6 Delay in commissioning of scheme in the absence of electric connections

Thirty-five augmentation/new water supply schemes completed between August 2010 and March 2012 at a cost of ₹ 4.59 crore could not be made functional for want of electric connections as on May 2012. The matter was not pursued by the higher authorities with the energy supplying company. As a result, the scheme remained non functional, thereby, depriving the inhabitants of supply of safe drinking water in adequate quantity. The Department stated during the exit conference that electric meters had been purchased and applied for installing the same. It was also stated that security/fees had been deposited with Dakshin Haryana Bijli Vitran Nigam and delay was attributed to long tendering process by Dakshin Haryana Bijli Vitran Nigam.

5.4.7 Physical verification

Physical verification of status of drinking water in 21 selected villages revealed the following deficiencies / shortcomings:

Sr. No.	Particulars	Number of villages	Name of villages
1.	Leakage of water pipes	4	Daulha, Abhaypur, Ghamroj and Kiranki Khedli.
2.	Unauthorised water connection	1	Six water connection in Ghamroj.
3.	Inadequate supply of drinking water	3	Abhayapur, Berka and Ghamroj.
4.	Supply of non-potable water	2	Kiranki khedli and Belhaka.
5.	Non-availability of pipe lines for supplying water to household	1	Sehrawan.

The above deficiencies resulted into mixing of non potable water into drinking water pipe lines, wastage of drinking water, misuse of water, supply of less water to inhabitants and supply of unsafe drinking water. Due to non-availability of pipe lines for supplying water, inhabitants were arranging drinking water from neighboring resources. The Department agreed during the exit conference with the audit findings.

Recommendations

The Government/District Administration may consider:

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

5.5 Sanitation facilities

There are five towns in Gurgaon out of which sewerage facility was provided only in three towns viz. Gurgaon, Haily Mandi and Sohna. An expenditure of ₹ 46.15 crore was incurred on providing sewerage facilities during 2007-12.

However, audit analysis revealed that four colonies in Gurgaon were partially provided sewerage facility while in 11 colonies (Haily Mandi: 6 and Sohna: 5) sewerage facilities were not provided at all. In Pataudi and Farukh Nagar, sewerage facility was not provided. There was no sewerage facility in any of villages in the district.

The objectives of a public waste water collection and disposal system is to ensure that sewage or excreta and sullage discharged from communities is properly collected, transported and treated to the required degree and finally disposed off without causing any health or environmental problems. Against the generation of

197.32 MLD in Gurgaon and Sohna towns, facility of treatment of 154 MLD sewage was available.

It was noticed that sewage treatment plant (STP) was not provided in Haily Mandi town and sewage was being drained out without treatment in open private agricultural land causing health hazard to the residents of the area. While admitting the audit finding about non-availability of sewerage facilities in Farukh Nagar and Pataudi the Department stated during the exit conference that sewerage work was in progress in Pataudi Town.

Recommendation

The Government/District Administration may consider:

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

5.6 Mahatma Gandhi National Rural Employment Guarantee Scheme

The Mahatma Gandhi National Rural Employment Guarantee Scheme (MNREGS) is being implemented in the district since April 2008. The basic objective of the scheme is to enhance security of livelihood in rural areas by providing at least 100 days of guaranteed wage employment besides creating durable community assets, empowering rural women and fostering social equity among others. The DC as District Programme Coordinator at district level, Assistant Block Programme Officer (ABPO) at block level and GPs at the grass root level are responsible for implementation of the programme. Scrutiny of the records of DRDA and sampled blocks of Gurgaon and Sohna revealed as under:

5.6.1 Non-preparation of perspective development plan

As per the operational guidelines of the scheme, a five year District Perspective Development Plan (DPDP) was required to be prepared by identifying types of works beneficial to the community, ensuring long term employment generation and sustainable development of the area. But DPDP was not prepared by the DRDA though an amount of ₹ 10 lakh along with guidelines and list of important organisations to be engaged for preparation of plans for rural development schemes were provided by GOI (November 2007) in advance of the implementation of the scheme. In the absence of DPDP, the ADC released the funds on the basis of works approved by the BDPOs.

The Department during the exit conference stated that in spite of efforts by the District Authorities no credible agency came forward for preparation of DPDP and the work of preparation of DPDP had been assigned to Chaudhary Chotu Ram Technology and Management University, Murthal.

5.6.2 Financial performance

The position of year-wise release of funds by GOI and State Government vis-a-vis utilization thereof for the period 2008-12 of the district is given in Table 18.

Table 18: Position of year-wise release and utilization of funds by GOI and State Government

(₹ in lakh)

Year	Opening Balance	Funds released		Miscellaneous Receipt	Total Funds available	Expenditure	Unspent balance
		GOI	State				
2008-09	Nil	94.96	9.49	49.86	154.31	97.08	57.23
2009-10	57.23	Nil	Nil	70.57	127.80	47.35	80.45
2010-11	80.45	22.30	7.84	33.41	144.00	143.31	0.69
2011-12	0.69	207.78	21.52	-30.62*	199.37	198.73	0.64

Source: Departmental Figures

Note: - * Miscellaneous receipt represent refund to TSC scheme which was borrowed during 2010-11.

The slow implementation of scheme resulted in non-receipt of funds during 2009-10 from GOI.

Scrutiny of the records of Sohna Block revealed variation of closing balances between the records of ADC and BDPO. The ADC had reported the cash balances during the last four years (2008-12) of Sohna Block as ₹ 5.26 lakh, ₹ 1.98 lakh, ₹ 0.03 lakh and ₹ Nil respectively whereas as per cash book of BDPO, the actual cash balances were ₹ 12.24 lakh, ₹ 1.71 lakh, ₹ 9.54 lakh and ₹ 0.34 lakh respectively. This shows that the expenditure figures reported by ADC to the Government were incorrect. The DRDA agreed during the exit conference with the audit findings.

5.6.3 Physical Performance

Number of households registered under this scheme vis-à-vis those who had earned 100 days employment under the Act upto 31 March 2012 is given in Table 19.

Table 19: Position of employment generated under MGNREGS

Year	Job cards issued	Employment demanded	Employment provided	Completed 100 days employment	Person days generated (₹ in lakh)	Average days per house hold
2008-09	1705	1615	1615	07 (0.43 *per cent*)	0.666	41
2009-10	2680	484	484	59 (12.19 *per cent*)	0.167	35
2010-11	4110	1764	1764	29 (1.64 *per cent*)	0.517	29
2011-12	4842	1834	1834	102 (5.56 *per cent*)	0.721	39

Source: Data supplied by ADC-cum-CEO, DRDA, Gurgaon.

Analysis of the above data revealed that average number of days of employment per household ranged between 29 and 41 during 2008-12 against the guarantee of providing 100 days of employment. Percentage of households which completed employment of 100 days ranged between 0.43 and 12.19 during the same period. The Department stated during the exit conference that target could not be achieved due to the fact that people were not coming forward due to low wages under the scheme in comparison to wages prevailing in open market.

5.6.4 Creation of durable assets

Creation of durable assets is one the objectives of the scheme. A visit to the project in village Ghamroj in Sohna Block revealed that major portion of the dam constructed at the cost of ₹ 8.81 lakh in 2008-09 was washed away due to non-execution of *pucca* works. The Department stated during the exit conference that actual expenditure on the work was ₹ 2.37 lakh but was wrongly booked as ₹ 8.81 lakh in MIS by the untrained Accountant.

Dam constructed at village Ghamroj in Sohna Block washed away

5.6.5 Muster rolls and payments

MNREGA provides that the disbursement of daily wages shall be made on a weekly basis or in any case not later than a fortnight after the date on which such work was done. Audit analysis revealed that the workers were not paid wages in time. There was substantial delay of 35 to 132 days in 12 works in four[18] villages in making payment of wages during 2008-2009.

The ADC-cum-CEO, DRDA stated (July 2012) that payments were delayed due to lack of awareness among GPs and the lapse would not recur in future.

In sampled GPs of Gurgaon and Sohna blocks, it was noticed that the Muster Rolls (MRs) were not maintained in the prescribed manner and the following discrepancies were noticed:

- It was envisaged that digitized MRs with unique identity number were required to be issued by the Blocks to GPs. However, MRs were issued by the BDPOs without unique identity number as required under the scheme.
- Workers were required to be given rest after every six days but they were allowed to work without any weekly rest in sampled GP Kiranki Khedli.

While admitting the audit findings during the exit conference, the Department stated that system of issuing of muster rolls with unique ID number had been started.

5.6.6 Non-installation of sign boards

Sign boards indicating the name of the scheme and work, amount of expenditure, period of work were not displayed as envisaged in the scheme guidelines in any of the work places in sampled blocks.

[18] (i) Badshahpur Thetar, (ii) Karanki Khedli, (iii) Lalakhedli; and (iv) Ghamroj.

The Department stated during exit conference that necessary instructions had been issued to BDPOs to display the sign boards at work places.

5.6.7 Maintenance of application registers

Maintenance of records under MNREGS is critical to ensure proper implementation of the scheme. Test check of 10 sampled GPs revealed that only GP, Baluda had maintained application register. In the absence of application registers, it could not be ascertained as to whether all the applicants were provided employment or unemployment allowance was given in case of unemployment. The Department while admitting the audit findings stated during the exit conference that instructions had been issued to GPs for proper maintenance of data regarding applications. As regards unemployment allowance, it was stated that there was no applicant who was not provided employment on receipt of application.

5.6.8 Inspection and monitoring

MNREGS has prescribed procedure for inspection and monitoring by (i) Constitution of district internal audit cells, (ii) verification of quality of work, (iii) cent *per cent* inspection of works by block level, 10 *per cent* by district level and two *per cent* by State level officials.

It was observed that Internal Audit Cell was not established and no one was appointed to check quality of works. As a result, audit and independent verification of quality of works was not done.

District level officers reportedly carried out verification of 105 works (36 *per cent*) out of 292 works and in two test-checked blocks, verification of all the works was stated to be carried out; but inspection notes were not produced to audit. While admitting the audit findings, the Department stated during the exit conference that district level inspections were conducted during 2011-12.

5.6.9 Social Audit

With a view to ensure public accountability and continuous public vigilance in the implementation of project, "Social Audit" has been given a central role under the Act. Social Audit meetings were to be held at least once in six months. Audit scrutiny revealed that Social audit was not got conducted by GP, Ghamroj. The Department agreed with the audit findings during exit conference.

Recommendation

The Government/District Administration may consider:

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

5.7 Swarnjayanti Gram Swarozgar Yojna

Swarnjayanti Gram Swarozgar Yojna (SGSY) was launched in April 1999 with the aim of converting all aspects of self employment such as organization of the poor into SHGs for training, credit mobilization, technology improvement, infrastructure development and market linkage. Entire funds of ₹ 387.47 lakh available under the scheme were spent during 2007-12.

5.7.1 Construction of haats

The GOI decided (February 2009) to create permanent marketing centres at village, district and State levels to help Self Help Groups /swarozgaries to promote marketing of their products. An amount of ₹ 22.50 lakh was released (March 2010) to the EE, (PR) Gurgaon for construction of *Haats* for Self Help Groups (SHGs) in Farukh Nagar and Pataudi Blocks. *Haats* had not been constructed (May 2012) and an amount of ₹ 21.85 lakh was lying unutilised.

The Department stated during the exit conference that construction work could not be started due to non-availability of suitable land. However, funds had been released to other villages where suitable land was available.

5.7.2 Economic activities of SHGs

In the district, 619 SHGs were formed under the scheme during the period April 1999 to March 2012. Of these, only 225 (36 *per cent*) could take up economic activities up to March 2012. The poor performance of the SHG shows lack of proper follow-up of their projects by the DRDA. While admitting the audit findings during the exit conference, the Department stated that eligible SHGs were taking up economic activities and their performance was being monitored by DRDA.

5.7.3 Monitoring/review of progress of swarozgaries

The target under SGSY was to bring every assisted family above poverty line in three years. Though, subsidy of ₹ 248.82 lakh and credit/loan of ₹ 843.64 lakh was provided to swarozgaries/SHGs during the year 2007-12, no review was got conducted by DRDA to assess the number of swarozgaries/SHGs, who had crossed the poverty line. Block-wise SGSY Committees were not monitoring the progress of different swarozgaries every month as envisaged in the guidelines. District level SGSY committee held only two meetings against the requirement of holding 24 meetings during 2010-12. Seven swarozgaries in village Ghangola, 10 swarozgaries and two SHG in village Kiranki Khedli, two SHGs in Baluda and one SHG in Abhayapur to whom subsidy was provided were not found to be doing the business for which subsidy was provided to them. While admitting the audit findings the Department stated during exit conference that adequate number of meetings of block and district level SGSY Committees would be held in future and minutes of these meetings would be kept on record.

Recommendations

The Government/District Administration may consider:

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

5.8 Indira Awas Yojna

The Indira Awas Yojna (IAY) is a centrally sponsored scheme funded on cost sharing basis between GOI and the State Government in the ratio of 75:25. The objective of the scheme is primarily to help construction/upgradation of dwelling units of members of SC/ST, freed bonded labourers and others below the poverty line non-SC/ST rural households by providing them a lump-sum financial assistance.

5.8.1 Incorrect reporting of expenditure

Against the availability of ₹ 12.32 crore, an amount of ₹ 12.10 crore was shown as spent on the scheme during 2007-12. Scrutiny of records of Gurgaon and Sohna blocks revealed that though the funds received had been shown as utilised in the statement of respective years sent to Government during 2007-12, there were unspent balances of ₹ 9.58 lakh, ₹ 66.19 lakh, ₹ 24.05 lakh, ₹ 36.17 lakh and ₹ 62.55 lakh as on 31 March 2008, 2009, 2010, 2011 and 2012 respectively in these blocks. This shows reporting of incorrect expenditure to the Government.

The Department stated during the exit conference that the funds were received at the fag end of financial year and were shown as utilised in the reports in anticipation of the utilisation. Reply was not tenable as figures of actual utilisation were required to be submitted to the Government.

5.8.2 Physical performance

The annual targets and achievements thereagainst of Gurgaon District under IAY for the period 2007-12 are given in Table 20.

Table 20: Physical and financial targets and achievements during 2007-12

Year	Annual Target	Number of houses completed	Percentage
2007-08	492	535	108.74
2008-09	651	562	86.33
2009-10	952	905	95.06
2010-11	658	543	82.52
2011-12	649	491	75.65
Total	**3402**	**3036**	

Source: Monthly Progress Report.

As is evident from the above table, the percentage of achievement of completion of construction of houses decreased from 108.74 in 2007-08 to 75.65 in 2011-12. The Department agreed with the audit findings during exit conference.

5.8.3 Non-completion of dwelling units

As per the guidelines, dwelling units were to be completed within two months from the release of first installment. As per reports sent to the Government, all the dwelling units were shown as completed whereas scrutiny of the records of the BDPOs of Sohna and Gurgaon revealed that 33 beneficiaries to whom an amount of ₹ seven lakh was released, had not completed their dwelling units as of April 2012 after a lapse of 8 to 58 months. The position of two incomplete houses is depicted in the following photographs:

Incomplete house of Smt. Vidya Devi at Village Harchandpur, Block Sohna where both the installments were released	**Incomplete house of Sh. Hari Singh S/o Jai Nath at Village Daula, Block Sohna where both the installments were released**

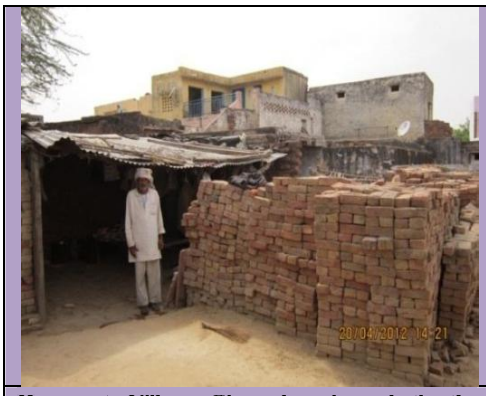
BDPOs did not take any action to get these houses completed. This reflects the poor monitoring of the scheme at the block level.

While admitting the audit findings the Department stated during the exit conference that 32 of the incomplete dwelling units had now been completed by beneficiaries.

5.8.4 Benefit given in contravention of the guidelines

As per guidelines, the amount was not to be released to the beneficiaries in lump sum. Accordingly, DRDA was releasing the amount in two installments depending upon the progress of work. During physical verification, it was observed that benefit of ₹ 45,000[19] was given to a beneficiary in Sohna block who already had a *pakka* house. In another case, ₹ 35,000 was paid in 2009-10 to a beneficiary who had not started the construction of house (April 2012). These irregularities have also been depicted in the following photographs:

[19] October 2010: ₹ 25,000 and July 2011: ₹ 20,000.



House at Village Ghangola where both the installments were released but the construction work was not started

House of person who was already having a double storey house

The Department agreed with the audit findings during the exit conference.

5.8.5 Allotment of houses

Scheme guidelines provide that allotment of the dwelling units should be in the name of female member of the beneficiary household. Alternatively, it can be allotted in the name of both husband and wife. Audit scrutiny of the sampled blocks revealed that 146 dwelling units were allotted to the male beneficiaries during 2007-12 in contravention of the guideline of the scheme. While admitting the audit findings, the Department stated during the exit conference that due to cumbersome process of allotment of funds, female members of beneficiary households did not come forward for availing benefits under the scheme. The Audit recommends that allotment of dwelling units should be made in the name of female beneficiaries as per scheme guidelines.

5.8.6 Non-disbursement of loans to IAY beneficiaries under differential rate of interest

The nationalised banks were required to disburse loans to IAY beneficiaries under differential rate of interest scheme from 2008-09 on borrowings up to ₹ 0.20 lakh at the rate of four *per cent* per annum to top up the unit assistance. The State Government issued (June 2009) instructions to all the ADCs to create awareness among beneficiaries about the scheme. Audit, however, observed that awareness in this regard had not been created in Gurgaon and Sohna blocks with the result that no beneficiaries could avail of the benefit of the scheme during the years 2009-12.

The Department while admitting the audit findings stated during the exit conference that inspite of best efforts and publicity, no beneficiary came forward to take loan under the scheme. Reply was not tenable as no expenditure was incurred on the publicity as per records of BDPOs, Sohna and Gurgaon.

5.8.7 Non-maintenance of records

As per para 5.9 of the guidelines, the implementing agencies were required to maintain a complete inventory of houses constructed/upgraded under the scheme. Audit scrutiny revealed that the sampled blocks had not maintained the inventory of houses. While admitting the audit findings the Department stated during the exit conference that complete inventory of houses constructed would be maintained in future.

5.8.8 Non-displaying of IAY board, logo and waiting list of beneficiaries

Scheme guidelines envisaged fixing of waiting list of selected beneficiaries at the prominent places of village for transparency. Further, on completion of an IAY dwelling unit, a display board was to be fixed indicating IAY logo. Physical verification of the sampled villages revealed that such waiting list and logos were not fixed in any of the sampled villages. While admitting the audit findings the Department stated during the exit conference that compliance would be made in future.

Recommendation

The Government/District Administration may consider:

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

5.9 Internal controls and monitoring of PRIs

Effective internal control system provides reasonable assurance of adherence to laws, rules, regulations and orders, safeguards against fraud, abuse and mismanagement and ensures reliable financial and management information to higher authorities. The control activities include proper maintenance of accounts, reconciliation of figures, documentation, system of authorization and approval of payments, segregation of duties, inspection and audit.

5.9.1 Maintenance of accounts and records

The GOI in consultation with CAG had prescribed the accounting formats with coding pattern for each tier of PRIs to strengthen their accounting system and enable the authorities to monitor the progress of receipts and expenditure under different objectives to take further necessary action as required. Audit scrutiny of the records revealed that maintenance of accounts by both, Panchayat *Samitis* and Gram Panchayats was deficient as follows:

- None of PRIs maintained their accounts in the prescribed format.
- Seventeen of 21 test-checked GPs had not maintained stock registers. None of the GPs had maintained assets registers.

- Panchayat *Samitis* (PS) and *Zila* Parishads (ZP) were not preparing administrative reports of their working as envisaged in section 216 (1) and 216 (2) of PRI Act. Due to non-compliance of these provisions, the accounting system of the PRIs could not be strengthened and the State Government did not lay the report on review of the working of the ZP to the Assembly. While accepting the audit findings, ZP stated (November 2012) that preparation of administrative reports would be considered in future.

While admitting the audit findings the Department stated during the exit conference that compliance would be made in future.

5.9.2 Audit arrangements in PRIs

The Director, Local Audit (DLA) conducts audit of LBs in the State. It was observed that there was no system of conducting risk analysis of the auditee units. Against the requirement of 13 Auditors/Sr. Auditors for audit of PRIs and ULB in the district, only five Auditors were available.

Old objections were not reviewed for settlement by the Auditors during the course of audit and Audit notes were pending since April 1975.

5.9.3 Common irregularities noticed in Panchayati Raj Institutions

Audit analysis revealed the following irregularities in PRIs:

- As per provisions of Section 26 of the Haryana Panchayati Raj Act, 1994, (the Act), a GP should prepare a map of *abadi deh*[20] in the Sabha area showing therein, the boundaries of buildings, public streets and other public open spaces. No such map had been prepared by 11 out of 21 GPs selected for test check.

- As per Government instructions (August 2006), block level and village level vigilance committees were to be constituted for keeping vigil over the execution of works. No such committees were constituted in the test-checked blocks/GPs.

- As per Government guidelines (September 2007), third party inspection of development works executed by the GPs was to be got conducted. However, no such inspection except village Daulha was got conducted by any of GPs test-checked.

Compliance of the provisions of the Panchayati Raj Act and Government instructions need to be ensured. While admitting the audit findings, the Department assured during the exit conference that all the irregularities pointed out by Audit would be complied with in future.

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[20] The location in the village, where the people reside.

Recommendation

The Government/District Administration may consider:

- *strengthening the control mechanism to monitor the execution of works by GPs.*

5.10 Waste management

Municipal authorities are responsible for collection, storage, segregation, transportation, processing and disposal of municipal solid waste. A review of the process involved in solid waste management in the district revealed the following:

- An amount of ₹ 3.32[21] crore was provided to the MC Gurgaon (MCG) for Solid Waste Management (SWM) by the State Government and the 12th Finance Commission during 2003-10. As per conditions of the grants, the amount was to be utilized within one year from the date of drawal. The unspent amount was to be deposited by the MCG in the Government treasury. The amount was neither spent nor deposited in the Government treasury.

- The MCG generates about 300 tonnes of garbage per day which is transported to Solid Waste Treatment Plant (SWTP) Badhwari. The SWTP Badhwari was constructed by MC Faridabad and 168 containers were provided by MCG for garbage collection. During physical verification, it was observed by audit that garbage was lying scattered and overflowing around garbage containers which were placed by MCG in the town indicating that garbage was not collected regularly thereby exposing the public and stray animals to health hazards as shown in the photographs below:

Open Containers placed in the Middle of the road in Bada Bazar	**Garbage lying scattered near Ghanteshwar Mandir**

[21] 2003-04: ₹ 43.30 lakh, 2005-06: ₹ 4 lakh, 2007-08: ₹ 173.89 lakh and 2009-10: ₹ 110.56 lakh.

- The Municipal Committee, Sohna (MCS) produces 10 tonnes of garbage per day. To collect this garbage, MCS had placed three open and four covered dustbins in the town. MCS had neither any solid waste treatment plant nor any facility for transporting the garbage to SWTP Badhwari through MCG. MCS was dumping the garbage in open spaces through open tractor-trolleys as shown in the photographs:

Garbage lying scattered near church, Sohna	**Garbage dumped in open space near Nirankari College**

MCS stated (April 2012) that as MCG was not having its own disposal plant, the garbage could not be disposed of through MCG. Reply was not tenable as MCS should have made joint arrangements with MCG for disposal of waste at STWP, Bandhwari. MCG stated in exit conference (January 2013) that amount had been spent on solid waste management in respective years of grant received and scattered garbage shown in photographs was due to volume of garbage dumped by people after its collection by MCG.

Recommendation

The Government/District Administration may consider:

- *finalisation of waste management plan by the MCs on priority basis for ensuring pollution free environment.*

Chapter-6

Economic Services

CHAPTER 6

Economic Services

Good infrastructure is a necessity to enhance the growth potential of the district and bridging gap between urban and rural areas. It brings the remote and backward areas closer to the district headquarters, enhancing the growth of the economy.

6.1 Roads

The availability of road is essential for enhancing the growth of the district. It brings the remote and backward areas closer to the District Headquarters and brings about equity and inclusive growth of the economy. The district has well connected all weather roads. Road length of the district as on March 2012 was 720 kms and all the villages were connected with metallic roads. In the district, 63 works of strengthening, widening and construction of new roads were taken up and completed under the Pradhanmantri Gram Sadak Yojna and State schemes during 2007-12 and against approved cost of ₹ 48.43 crore an expenditure of ₹ 45.01 crore was incurred during this period.

6.1.1 Physical verification

The State Government is responsible for regular maintenance of roads. The condition of roads was physically verified in 21 villages out of which 11[1] roads were found to be unsatisfactory as there was water logging which causes immense difficulties to vehicular traffic as evident from the following photographs:

Village Badha road with water logging

Village Bilhaka (sewerage water on road)

The Department while admitting the audit findings during the exit conference assured that regular maintenance of roads would be done in future.

[1] (i) Harchandpur, (ii) Abhaypur, (iii) Dhujilla to Berka road, (iv) Nimoth-Ballabhgarh near Vidvaka, (v) Ghangola, (vi) Bilhaka, (vii) Rampura, (viii) Hayatpur to Kankarola, (ix) Garhi Harsaru Station Road, (x) Badha and (xi) NH-8 to Tauru (village Navrangpur).

6.1.2 Excess expenditure over estimate

Financial rules provide that no expenditure should be incurred without technical sanction for estimate. Excess expenditure over estimate should be got approved from the competent authority. Test check of records of Provincial Division (B&R) in the district revealed that as against the approved estimated cost of ₹ 91.38 lakh, an amount of ₹ 194.75 lakh was incurred on three works. An expenditure of ₹ 103.37 lakh was incurred in excess of sanctioned estimate (***Appendix III***). The revised estimates for these works had not been prepared as of February 2012. The Department stated during the exit conference that excess expenditure over estimate would be got regularized from the competent authorities shortly.

Recommendation

The Government/District Administration may consider:

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

6.2 Public Distribution System

The Public Distribution System (PDS) was evolved by GOI on 26 January 1997 and started in Haryana on 1 May 1997. Main objective of the PDS is to ensure regular supply of essential commodities at reasonable prices, particularly to the weaker sections of the society/community as well as for enhancing the food security for the poor.

The GOI strengthened PDS by introducing (June 1997) the scheme of Targeted Public Distribution System (TPDS). Under this, special cards were issued to Below Poverty Line (BPL) families and food grains were provided to them at specially subsidized rates.

During 2008-12, ₹ 3.44 crore were allocated for District Gurgaon as subsidy to Below Poverty Line (BPL) ration card holders out of which ₹ 3.39 crore were utilized by the District Food and Supplies Controller (DFSC), Gurgaon.

6.2.1 Allocation and lifting of wheat

The category-wise allocation and lifting of TPDS wheat under PDS during the last five years is given in Table 21.

Table 21: Quantity of wheat allocated and lifted

(Quantity in MT)

Year	Above Poverty Line		Below Poverty Line		Antodya Anna Yojna	
	Allocated	Lifted	Allocated	Lifted	Allocated	Lifted
2007-08	4020	Nil	2580	2416.50	2376	2202.00
2008-09	1344	Nil	7667	6811.30	3288	3057.50
2009-10	2410	1904.50	10188	10035.10	4044	3938.60
2010-11	14320	5778.20	10596	10304.00	4106	3913.10
2011-12	7634	3093.00	10982	10717.10	4287	3983.30
Total	**29728**	**10775.70**	**42013**	**40284.00**	**18101**	**17094.50**

Source: Data obtained from DFSC, Gurgaon.

There was short distribution of 1,006.50 MTs wheat involving subsidy of ₹ 83.32 lakh under Antodya Anna Yojna (AAY). Similarly, under BPL, there was short distribution of 1729 MTs wheat involving subsidy of ₹ 94.09 lakh depriving the BPL families of the benefit.

Above Poverty Line (APL) families are also provided with the food grains through APL Family Identity Cards. The quantum of eligibility of wheat under the APL category has been fixed at 15 Kg per family per month at ₹ 6.86 per Kg. No wheat was lifted against the allocation of 5364 MT involving subsidy of ₹ 1.08 crore during 2007-09.

The District Food and Supplies Controller (DFSC), Gurgaon attributed (January 2012) non-lifting of wheat by APL families to their cautiousness about quality and small difference of rate in the market price and issue price. It was further stated that the allocation of wheat for this category was not regular. The reply was not convincing as wheat was not lifted at all by APL families during 2007-09. Thus, adequate awareness was not created by the department among the beneficiaries about the benefits of the scheme.

6.2.2 Non-revision of list of BPL/AAY beneficiaries

The Government was required to update the data of eligible BPL and AAY beneficiaries every year. The data of BPL/AAY beneficiaries had not been revised after September 2008. As per the survey conducted (October 2008) by GOI, the number of BPL families including AAY was 0.22 lakh in the district whereas DRDA and District Urban Development Agency (DUDA) had identified 0.36 lakh BPL families in the district during their survey conducted in September 2008. Since there was a wide variation, a fresh review and checking of the households of beneficiaries was required to be done as this involved a subsidy of ₹ 3.15 crore from September 2008 to March 2012 as given in Table 22.

Table 22: Financial implication of subsidy under BPL and AAY

Year	Quantity of wheat (In MT)	Provision made in State Budget (₹ in lakh)	Expenditure incurred (₹ in lakh)
2008-09 (September 2008 to March 2009)	2596	58.19	53.56
2009-10	4253	94.78	86.24
2010-11	4263	94.78	86.46
2011-12	5496	88.77	88.77
Total	**16608**	**336.52**	**315.03**

Source: Data obtained from DFSC, Gurgaon.

Audit observed that had the review been conducted annually, ineligible BPL families would have been detected initially and payment of subsidy to them would have been avoided. A survey conducted by the Department on the directions (July 2011) of Punjab and Haryana High Court, brought out (October 2011) 7,112 ineligible card-holders in urban areas and 1,293 in rural areas in the district. Government directed (March 2012) all the Deputy Commissioners to give adequate opportunities to the ineligible families before deletion of their BPL cards and then submit the report regarding deletion of ineligible BPL families latest by 22 March 2012.The Department had, however, not updated (May 2012) the data of BPL card-holders as per the survey conducted in October 2011. The Department admitted the audit findings during the exit conference.

6.2.3 Bogus ration cards in TPDS

On the basis of independent evaluation of TPDS in the States by the Programme Evaluation Organization of the Planning Commission and AC Nielsen ORG-MARG Research Ltd., a nine-point action plan was evolved by GOI to weed out bogus ration cards, which was to be implemented by the State Governments from July 2006.

As per the survey conducted by the DRDA/DUDA, there were only 1,90,095 families in the district, but the DFSC office had issued 2,39,068 ration cards to beneficiaries under the three categories APL, BPL and AAY in the district. As such, there were 48,973 bogus ration cards in the district which were not cancelled by DFSC Gurgaon as of July 2012. The Department while admitting the audit findings stated during the exit conference that more ration cards were issued due to existence of migratory workers in Gurgaon.

6.2.4 Fair price shops

The number of fair price shops in the district is given in Table 23.

Table23: Details of Fair price shops in the district during 2008-12

Fair Price Shops	2008	2009	2010	2011	2012
Rural	132	125	125	124	131
Urban	34	53	53	58	59
Total	**166**	**178**	**178**	**182**	**190**

Source: Data obtained from DFSC, Gurgaon.

As per State Government's decision (November 1992), one FPS was to be set up in each village so that consumers could avail the facility at their doorstep. Further,

as per State Government orders (September 2005), not more than 1,200 ration cards were to be allotted to any FPS. In contravention of above orders, ration cards between 1,208 and 2,423 were allotted to 28 FPSs. Against the requirement of 291 FPS, (one each for 291 villages in the District), there were only 131 FPS in rural areas as on March 2012, which shows that the intended facility of FPSs was not available in all villages of the district. The number of ration cards increased from ₹ 1.24 lakh in 2008 to ₹ 1.78 lakh in 2012 in rural areas, the number of FPSs decreased from 132 in 2008 to 131 in 2012 which clearly shows that PDS items were not made available to the beneficiaries at their villages.

While admitting the audit findings, the Department stated during the exit conference that very few people were coming for opening of FPSs as the margin earned by them was very low.

6.2.5 Deficiencies in distribution of food grains

In accordance with the guidelines issued by the Director, Food and Supplies, it was to be ensured that food grains were made available to the beneficiaries during the first week of the month. A test check of records of 22 FPSs of two blocks out of 182 FPSs in the district revealed that:

- sugar was not regularly distributed and its door step delivery was not made in 73 *per cent* FPSs by Haryana State Federation of Consumers Co-operative Wholesale Stores Limited,
- food grains and kerosene oil were being sold to the beneficiaries from 8th to 20th date of the month by 77 *per cent* FPSs depriving the families of timely availability of foodgrains,
- quality was not good in respect of 27 *per cent* FPSs,
- quantity allotted to 18 *per cent* FPSs was not proper,
- stock boards were not displayed by 18 *per cent* FPSs,
- stock boards were not updated daily by 27 *per cent* FPSs; and
- list of beneficiaries was not available with 6 *per cent* FPS dealers.

Further, out of 348 beneficiaries called for interaction, only 235 beneficiaries responded and their comments on PDS were as under:

- 54 *per cent* beneficiaries stated that FPSs did not open regularly.
- 36 *per cent* beneficiaries stated that PDS items were not provided to them on first visit.
- 43 *per cent* beneficiaries complained regarding non-display of availability of stock on boards.
- 27 *per cent* beneficiaries complained that FPSs sold stock at higher rates.

- 17 *per cent* beneficiaries complained that behavior of FPS owners was not good.

6.2.6 Quality Control and Supervision Mechanism of PDS

(i) The Directorate of Food and Supplies directed (October 2008) the DFSC to constitute Quality Control and Supervision Committees at District, Block and Village/Ward levels. Audit, however, observed that State, District and Block level committees had not been constituted as of March 2012.

(ii) Central Vigilance Committee on PDS headed by Justice Wadhwa recommended (July 2011) that an effective complaints redressal system for PDS related grievances be initiated wherein the beneficiaries may register and also follow-up their complaints as there was no effective and systematic complaint redressal mechanism for the common people. The committee also felt that awareness is very important for functioning of PDS. To create awareness among the people, it must be ensured by the District Administration that a press release is issued at the beginning of the month indicating the quantity issued to the FPSs, entitlement of various categories of the beneficiaries, rates of commodities to be charged by the FPS dealer, so that people can know their rights and entitlements.

Audit observed that neither the complaint redressal system was put in place nor any awareness programme was undertaken in the district. The Department stated (January 2013) during the exit conference that action had been taken against eight FPSs, out of which security amount in respect of two cases had been forfeited and supply had been suspended in one case. Action against the remaining five FPSs was pending.

Recommendation

The Government/District Administration may consider:

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

Chapter-7

General Services

CHAPTER 7

General Services

7.1 Police services

Police Department plays an important role in the maintenance of law and order in the District. The Commissioner of Police, Gurgaon is entrusted with the task of preventing and detecting crime and maintenance of law and order in the district. In 2007, the district was divided into five regions i.e. East, West, South, Traffic and Headquarters each headed by the Deputy Commissioner. There are 26 Police Stations including traffic police stations in the district.

7.1.1 Shortage of staff

The combined working strength (March 2012) in various cadres in Gurgaon district such as Commissioner, Joint Commissioner, Deputy Commissioner of Police (DCP), Assistant Commissioner of Police (ACP), Inspectors, Sub-Inspectors (SIs), Assistant Sub Inspectors (ASIs), Head Constables, and Constables, etc. was 3,276 as against the strength of 4,822 and shortage in posts were between 7 and 100 *per cent* in various cadres except Sub-Inspectors in female cadre where the strength was 100 *per cent*. The details of vacant posts are given in Table 24.

Table 24: Vacancy position of police personnel

Cadre	Sanctioned	Posted	Vacant posts	Percentage of vacant posts
Commissioner	1	1	-	-
Joint Commissioner	1	0	1	100
DCP	7	3	4	57
ACP	17	7	10	59
Total	**26**	**11**	**15**	
Male				
Inspector	61	54	7	11
SI	151	129	22	15
ASI	380	280	100	26
Head Constable	637	323	314	49
Constable	3108	2105	1003	32
Total	**4337**	**2891**	**1446**	
Female				
Inspector	6	2	4	67
SI	14	14	0	-
ASI	27	10	17	63
Head constable	62	23	39	63
Constable	350	325	25	7
Total	**459**	**374**	**85**	
Grand Total	**4822**	**3276**	**1546**	**32**

Source: Data obtained from the office of the Commissioner of Police, Gurgaon.

Adequate number of police personnel is required to maintain law and order and reduce response time to reach the crime site. The Department while admitting the audit findings stated during the exit conference that matter regarding filling up the vacancies would be taken up with the Director General of Police.

7.1.2 Crime against women

The incidence of crimes against women and conviction for the period 2007-08 to 2011-12 is given in Table 25.

Table 25: Details showing the crimes against women and conviction

Year	No. of crimes against Women	No. of conviction on crimes against Women	Percentage of conviction
2007-08	253	23	9
2008-09	264	19	7
2009-10	259	14	5
2010-11	243	13	5
2011-12	228	5	2

Source: Data obtained from the office of the Commissioner of Police, Gurgaon.

The rate of convictions showed constant declining trend during the period 2007-12.

7.1.3 Weaponry

There was acute shortage of weapons against the requirements as given in Table 26.

Table 26: Showing the position of requirement, availability of weapons

Sr. No	Name of weapon	Requirements/ sanctioned	Available	Shortage	Percentage of shortage
1	SLR 7.62 MM	2220	339	1881	85
2	Revolver .38 bore	92	42	50	54
3	Pistol 9 MM	3339	200	3139	94
4	Rifle 5.56 MM	200	92	108	54
5	Carbine 9 MM IAI	687	252	435	63
6	AK 47	200	39	161	81
7	Sten gun 9 MM	157	74	83	53
8	Glock 19 Pistols	200	47	153	77

Source: Data obtained from the office of the Commissioner of Police, Gurgaon.

Above table revealed that there was a acute shortage of weapons ranging between 53 and 94 *per cent*. The Department while admitting the audit findings stated during the exit conference that matter would be taken up with the Director General of Police.

7.1.4 Mobility

The mobility of the district police is the key factor to face effectively the challenges to internal security to reduce response time. The mobility of forces had increased from 114 vehicles to 213 vehicles during 2007-12. The availability of various types of vehicles with the district police as on 31 March 2012 is given in Table 27.

Table 27: Showing the position of requirement and availability of vehicles

Sr. No.	Number of vehicles	Opening balance as on 1 April 2007	Requirement	Available	Shortage	Shortage in percentage
1	Gypsy	18	116	78	38	33
2	Motor Cycles	88	161	109	52	32
3	Prison Van	4	8	4	4	50
4	Tavera	0	21	18	3	14
5	Water Canon	1	2	1	1	50
6	Vazra	1	2	1	1	50
7	Bus	2	8	2	6	75
	Total	**114**	**318**	**213**	**105**	**33**

Source: Data obtained from the office of the Commissioner of Police, Gurgaon.

The overall shortage in the District was 105 vehicles (33 *per cent*) which adversely affect the functioning of the police forces.

7.1.5 Construction of buildings

Under the Modernization of Police Force Scheme, special emphasis has been laid on construction of police station and houses for police personnel. During 2008-12, construction of 507 residential building of different categories was under progress. Against the requirement of ₹ 26 crore for the constructions of traffic control building, ₹ two crore were allotted during 2007-08 as a result, the work of construction could not be taken up. The Department stated during the exit conference that drawings of traffic control building were yet to be finalized (January 2013).

It was also observed that residential accommodation was available only in three police stations against 26 Police Stations in the district. Thus, there was acute shortage of residential accommodation in 88 *per cent* Police Stations.

The Department admitted the audit findings and stated during the exit conference that construction of residential buildings could not be taken up due to paucity of funds.

7.1.6 Challans for violation of traffic rules

For violation of traffic rules, vehicles are challaned under Motor Vehicles Act, 1988. There is a provision of enhanced penalty for a repeated violation under the Act. It was observed that there was no system in place to obtain the detail of challans decided by the Naib Court.

A test check of the records of traffic police branch of Gurgaon police revealed that 1,53,057 challans for violation of traffic rules were sent to the Naib Court during 2007-12. The details of their disposal were not available with the traffic branch. As a result, the enhanced penalty could not be imposed for repeated traffic violations. While admitting the audit findings the Department stated during the exit conference that Courts had been requested to provide data regarding disposal of traffic challans so that enhanced penalty could be imposed for repeated violations.

Recommendation

The Government/District Administration may consider:

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

7.2 e-Governance

7.2.1 e-Disha Project

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

In reply, Chief Executive officer e-Disha centre cum-City Magistrate Gurgaon stated (January 2013) that the Social Welfare Department was accepting applications for social welfare schemes at their own office itself. Due to shortage and non-availability of supporting dealing official staff of Social Welfare Department, it was difficult to provide extra staff for providing these services. As regards issue of birth and death certificates, it was stated that the work had been assigned to the Municipal Corporation. The work of issuing and renewal of arms licences was being handled by Commissioner of Police, Gurgaon through the web enabled software provided by GOI. The reply was not convincing as the services were being provided by different offices and the citizens had to visit different places. As a result, the citizens of the district remained deprived of benefits under e-governance and thereby the objectives of e-Disha Centre were not being achieved fully.

Recommendation

The Government/District Administration may consider:

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

Chapter-8

Conclusion

CHAPTER 8

Conclusion

The District Planning Committee had not prepared integrated district Plan to cover all the activities for overall development of the district. The district was short of health centres, minimum infrastructure, doctors, etc. The funds amounting to ₹ 83.06 lakh allocated for bridge courses for out of school children during the period 2009-12 were not utilized by the DPC. Audit observed deficiencies in availability of infrastructure/facilities in Primary/Upper Primary Schools. Fifty villages were not provided a minimum of 40 litres per capita per day of drinking water. Sewerage facilities were provided in three towns viz. Gurgaon, Haily Mandi and Sohna and were not provided in two towns viz. Pataudi and Farukh Nagar. Solid Waste Treatment Plant was not provided in Sohna town. The district has vast network of all weather roads and all the villages were connected with metallic roads. However, conditions of roads in 11 villages out of physically verified 21 villages were unsatisfactory due to water logging. There were deficiencies in the public distribution system such as non-detection of bogus ration cards, delays in distribution of foodgrains to beneficiaries, lack of supervision, etc. There was shortage of staff in various cadres, acute shortage of weaponry and vehicles and residential accommodations for the police personnel. All the services as envisaged at e-Disha centre were not being provided and the citizens had to visit different places. As a result, the citizens of the district remained deprived of benefits under e-governance.

Chandigarh
Dated:

(Onkar Nath)
Principal Accountant General (Audit),
Haryana

Countersigned

New Delhi
Dated:

(Vinod Rai)
Comptroller and Auditor General of India

Appendices

Appendix I

(Reference: Paragraph 5.1.4; Page 15)

Details of Shortage of Staff Nurses

Sr. No.	Name of the institution	Sanctioned	Filled	Vacant	Percentage of the vacant posts
1	GH, Sohna	13	8	5	38
2	GH, Haily Mandi	4	3	1	25
3	CHC, Pataudi	17	4	13	76
4	CHC, Farukh Nagar	5	3	2	40
5	PHC, Bhora Kalan	1	0	1	100
6	PHC, Daultabad	1	0	1	100
7	PHC, Kasan	1	0	1	100
8	PHC, Mandpura	1	0	1	100
	Total	**43**	**18**	**25**	**58**

Details of staff position of Multi-Purpose Health Workers (Male)

Sr. No.	Name of the institution	Sanctioned	Filled	Vacant	Percentage of the vacant posts
1	District Malaria Office, Gurgaon	16	10	6	38
2	CHC, Farukh Nagar	27	22	5	19
3	CHC, Pataudi	33	7	26	79
4	PHC, Ghanghola	15	9	6	40
	Total	**91**	**48**	**43**	**47**

Details of staff position of Multi-Purpose Health Workers (Female)

Sr. No.	Name of the institution	Sanctioned	Filled	Vacant	Percentage of the vacant posts
1	PHC, Farukh Nagar	7	6	1	14
2	PHC, Bhangrola	5	4	1	20
3	PHC, Ghanghola	5	0	5	100
4	PHC, Mandpura	8	7	1	13
	Total	**25**	**17**	**8**	**32**

Source: Information obtained from Health Department.

Appendix II

(Reference: Paragraph 5.3.2.1; Page 28)

Details of staff position of lecturers, teachers, C and V teachers

Year	Post	Sanctioned post	Working		Vacant
			Regular	Guest	
2007-08	Lecturers	516	425	60	31
	Teachers	1016	850	101	65
2008-09	Lecturers	580	454	99	27
	Teachers	1106	884	130	92
2009-10	Lecturers	580	440	105	35
	Teachers	1106	892	124	90
2010-11	Lecturers	580	443	105	32
	Teachers	1106	934	129	43
2011-12	Lecturers	586	438	125	23
	Teachers	1146	985	122	39
Total (A)		**8322**	**6745**	**1100**	**477**
Year		**Sanctioned post**	**C and V Teachers Working**		**Vacant**
			Regular	**Guest**	
2007-08		839	628	75	136
2008-09		839	623	75	141
2009-10		857	640	63	154
2010-11		865	720	65	80
2011-12		875	636	69	170
Total (B)		**4275**	**3247**	**347**	**681**
G.Total (A+B)		**12597**	**9992**	**1447**	**1158**
Percentage of vacant post to total post		**1158/12597**			**9**

Source: Information obtained from Department.

Appendix III

(Reference: Paragraph 6.1.2; Page 48)

Excess expenditure over estimate

Sr. No.	Name of work	Estimated cost (₹ in lakh)	Actual expenditure incurred (₹ in lakh)	Excess over estimate (₹ in lakh)
1	A/M estimate of roads of Provincial Division No.-II Gurgaon, 2010-11 (M&R)	39.92	51.65	11.73
2	A/M of Gurgaon-Bahadurgarh Road (Chandu-Iqbalpur road from KM 5.76 in Gurgaon District)	27.68	45.08	17.40
3	A/M of various roads in Provincial Division No. I for the year 2010-11	23.78	98.02	74.24
	Total	**91.38**	**194.75**	**103.37**

Source: Data compiled from Departmental records.

Glossary

Glossary of Abbreviations

AAP	Annual Action Plan
AAY	Antyodaya Anna Yojana
ABER	Annual Blood Examination Rate
ADC	Additional Deputy Commissioner
APL	Above Poverty Line
ARWSP	Accelerated Rural Water Supply Programme
ASHA	Accredited Social Health Activists
AWPB	Annual Work Plan and Budget
BCG	Bacillus Calmette and Guerin
BDPO	Block Development and Panchayat Officer
BPL	Below Poverty Line
BRCs	Block Resource Coordinators
CEO	Chief Executive Officer
CHCs	Community Health Centres
CPDO	Chief Planning and Development Officer
CS	Civil Surgeon
DC	Deputy Commissioner
DDP	District Development Plan
DDPO	District Development and Panchayat Officer
DEO	District Education Officer
DFSC	District Food and Supply Controller
DHFW	District Health and Family Welfare
DLA	Director, Local Audit
DPC	District Planning Committee
DPC	District Project Coordinator
DPO	District Planning Officer
DPT	Diptheria Pertusis Tetanus
DRDA	District Rural Development Agency

DUDA	District Urban Development Agency
GHs	General Hospitals
GHS	Government High Schools
GOI	Government of India
GPSs	Government Primary Schools
GSSS	Government Senior Secondary Schools
HSSPP	Haryana School Shiksha Pariyojna Parishad
IAY	Indira Awas Yojna
IMR	Infant Mortality Rate
IPHS	Indian Public Health Standards
IUD	Intra-Uterine Devices
JSY	Janani Suraksha Yojna
LPCD	Litre Per Capita Per Day
MCG	Municipal Corporation, Gurgaon
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MMR	Maternal Mortality Rate
MPHW	Multi Purpose Health Workers
MTP	Medical Termination of Pregnancy
NRHM	National Health Rural Mission
OPV	Oral Polio Vaccine
ORS	Oral Rehydration Solution
PC and PNDT	Pre conception and Pre-natal Techniques
PDS	Public Distribution System
PHCs	Primary Health Centres
PHED	Public Health Engineering Divisions
PRIs	Panchayati Raj Institutions
SCR	Student class room ratio
SCs	Sub Centres
SGSY	Swaranjayanti Gram Swarozgar Yojna

SHGs	Self Help Groups
SMC	School Management Committee
SSA	Sarva Shiksha Abhiyan
STP	Sewage Treatment Plant
SWM	Solid Waste Management
SWTP	Solid Waste Treatment Plant
TFR	Total Fertility Rate
TPDS	Targeted Public Distribution System
ULBs	Urban Local Bodies
VEC	Village Education Committees
ZP	Zila Parishad