सत्यमेव जयते

# Report of the Comptroller and Auditor General of India on General and Social Sector for the year ended 31 March 2014




## Government of Rajasthan

**Report No. 1 of the year 2015**

# Report of the
# Comptroller and Auditor General of India

## on

# General and Social Sector
# for the year ended 31 March 2014

## Government of Rajasthan
**Report No. 1 of the year 2015**

# Table of Contents


| | Reference to | |
|---|---|---|
| | **Paragraph** | **Page** |
| Preface | - | v |
| **Chapter I**<br>**Introduction** | | |
| About this Report | 1.1 | 1 |
| Profile of the Audited Entity | 1.2 | 1 |
| Authority for Audit | 1.3 | 2 |
| Organisational Structure of the Office of the Principal Accountant General (General and Social Sector Audit), Rajasthan, Jaipur | 1.4 | 3 |
| Planning and conduct of audit | 1.5 | 3 |
| Significant audit observations | 1.6 | 3 |
| Response of the Departments to Performance Audits/ Draft Paragraphs | 1.7 | 10 |
| Follow-up on Audit Reports | 1.8 | 10 |
| **Chapter II**<br>**Performance Audit** | | |
| **Elementary Education Department**<br>Implementation of *Sarva Shiksha Abhiyan* in Rajasthan | 2.1 | 11 |
| **Home Department**<br>Modernisation of Police Force in Rajasthan | 2.2 | 31 |
| **Public Health Engineering Department**<br>Quality of Drinking Water | 2.3 | 50 |
| **Chapter III**<br>**Compliance Audit** | | |
| **Non-compliance with rules and regulations** | **3.1** | |
| **Public Health Engineering Department**<br>Avoidable expenditure on supply of pipes | 3.1.1 | 73 |
| Irregular and unauthorised expenditure | 3.1.2 | 74 |

| | Reference to | |
|---|---|---|
| | **Paragraph** | **Page** |
| **Audit against propriety and cases of expenditure without adequate justification** | **3.2** | |
| **Labour Department**<br>Non-upgradation of ITIs | 3.2.1 | 77 |
| **Medical Education Department**<br>Blocking of funds for more than three years | 3.2.2 | 80 |
| **Public Health Engineering Department**<br>Delay in execution of project | 3.2.3 | 82 |
| Creation of avoidable extra liability | 3.2.4 | 83 |
| **Persistent and pervasive irregularities** | **3.3** | |
| **Finance Department**<br>Persistent excess payment of pension | 3.3.1 | 85 |
| **Failure in implementation, monitoring and governance** | **3.4** | |
| **Tribal Area Development Department**<br>Implementation of Eklavya Model Residential School scheme | 3.4.1 | 86 |
| **Women and Child Development, Medical Health and Family Welfare and Home Departments**<br>Implementation of schemes for Prevention of discrimination against Girls | 3.4.2 | 97 |
| **Youth Affairs and Sports Department**<br>Construction of Sports Infrastructure/ Stadium | 3.4.3 | 111 |
| **Medical Education Department**<br>Non-recovery of Government dues | 3.4.4 | 123 |
| **Public Health Engineering Department**<br>Loss of interest due to blockage of funds | 3.4.5 | 125 |

| | Reference to | |
|---|---|---|
| | **Paragraph** | **Page** |
| **Social Justice and Empowerment Department** | | |
| Non-recovery of grant from non-operational hostels | 3.4.6 | 126 |
| **Tribal Area Development Department** | | |
| Non-utilisation of Special Central Assistance | 3.4.7 | 128 |
| **General** | | |
| Response to audit observations | 3.4.8 | 130 |

| Appendices | | |
|---|---|---|
| | | **Page** |
| **Appendix 2.1** | Statement showing shortage of Teachers in Primary Schools | 133 |
| **Appendix 2.2** | Statement showing details of physical and financial shortfall in procurement of various components during the year 2009-14 | 135 |
| **Appendix 2.3** | Statement showing details of non-availability of necessary infrastructure facilities in District Laboratories | 137 |
| **Appendix 2.4** | Statement showing details of insufficient testing facilities in District Laboratories | 138 |
| **Appendix 2.5** | Position of staff required, sanctioned posts and men-in-position in Laboratories | 139 |
| **Appendix 2.6** | Statement showing details of water source tested through FTKs | 140 |
| **Appendix 2.7** | Details of Water Samples tested though FTK and their cross verification in District Laboratories during the period 2011-14 | 142 |
| **Appendix 2.8** | Statement showing position of delayed redressal of complaints registered online | 143 |
| **Appendix 3.1** | Statement showing difference between rates of pipes approved by CE, PHED and SE, Sawai Madhopur | 145 |
| **Appendix 3.2** | Details of non-providing supplementary nutrition to Adolescent Girls under *Kishori Shakti Yojana* | 148 |
| **Appendix 3.3** | Statement showing category-wise details of irregularities commented in Inspection Reports pending as of March 2014 | 149 |

# PREFACE

This Report for the year ended 31 March 2014 has been prepared for submission to the Governor of the State of Rajasthan under Article 151 of the Constitution of India.

The Report contains significant results of the performance audit and compliance audit of the Government of Rajasthan under the General and Social Services.

The instances mentioned in this Report are those, which came to notice in the course of test audit during the period 2013-14 as well as those, which came to notice in earlier years, but could not be reported in the previous Audit Reports; instances relating to the period subsequent to 2013-14 have also been included, wherever necessary.

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

# Chapter I
# Introduction

# Chapter I
# Introduction

## 1.1 About this Report

This Report of the Comptroller and Auditor General of India (C&AG) relates to matters arising from Performance Audit of selected programmes and activities and Compliance Audit of various Departments of State Government.

Compliance Audit refers to examination of the transactions relating to expenditure of the audited entities to ascertain whether the provisions of the Constitution of India, applicable laws, rules, regulations and various orders and instructions issued by competent authorities are being complied with. On the other hand, Performance Audit, besides conducting a Compliance Audit, also examines whether the objectives of the programme/activity/department are achieved economically and efficiently.

The primary purpose of the Report is to bring to the notice of the State Legislature, important results of Audit. Auditing Standards require that the materiality level for reporting should commensurate with the nature, volume and magnitude of transactions. The findings of Audit are expected to enable the Executive to take corrective actions so as also to frame policies and directives that will lead to improved financial management of the organisations, thus, contributing to better governance.

This chapter, in addition to explaining the planning and extent of Audit, provides a synopsis of the significant deficiencies in performance of selected programme, significant audit observations made during the Compliance Audit and follow-up on previous Audit Reports. Chapter-II of this report contains findings arising out of Performance Audit of selected programme/ activity/departments. Chapter-III contains observations on the Compliance Audit in Government Departments.

## 1.2 Profile of the Audited Entity

Under General and Social Sector of the Government of Rajasthan, there are 40 departments and 195 autonomous bodies, headed by Chief Secretary/Principal Secretaries/Secretaries, assisted by Deputy Secretaries/Commissioners and subordinate officers, which are audited by the Principal Accountant General (General and Social Sector Audit), Rajasthan, Jaipur.

The comparative position of expenditure incurred by the Government of Rajasthan during 2011-12 to 2013-14 is given in **Table 1**.

**Table 1: Comparative position of expenditure**

**(₹ in crore)**

| Particulars | 2011-12 | 2012-13 | 2013-14 |
|---|---|---|---|
| **Revenue expenditure** | | | |
| General services | 18,709 | 20,496 | 23,339 |
| Social services | 21,928 | 25,293 | 31,486 |
| Economic services | 12,744 | 17,408 | 20,436 |
| Grants-in-aid and Contribution | 273 | 265 | 249 |
| **Total** | **53,654** | **63,462** | **75,510** |
| **Capital and other expenditure** | | | |
| Capital Outlay | 7,119 | 10,684 | 13,665 |
| Loans and Advances disbursed | 1,109 | 2,412 | 811 |
| Payment of Public Debt | 3,490 | 4,707 | 4,116 |
| Contingency Fund | - | - | - |
| Public Accounts disbursement | 1,22,320 | 1,50,175 | 1,05,605 |
| **Total** | **1,34,038** | **1,67,978** | **1,24,197** |
| **Grand Total** | **1,87,692** | **2,31,440** | **1,99,707** |

Source: Audit Reports on State Finances of the respective years

## 1.3 Authority for Audit

The authority for audit by the Comptroller and Auditor General of India (CAG) is derived from Articles 149 and 151 of the Constitution of India and the CAG's Duties, Powers and Conditions of Service (DPC) Act, 1971. The Principal Accountant General (General and Social Sector Audit), Rajasthan, Jaipur, conducts audit of expenditure of General and Social Sector Departments and Autonomous Bodies of Government of Rajasthan, under Sections 13[1], 14[2], 15[3], 17[4], 19(2)[5], 19 (3) and 20[6] of the CAG's DPC Act. The principles and methodology for compliance audit are prescribed in the various manuals issued by the CAG.

1. Audit of (i) all expenditure from the Consolidated Fund of the State, (ii) all transactions relating to Contingency Fund and Public Accounts and (iii) all trading, manufacturing, profit & loss accounts, balance sheets and other subsidiary accounts.
2. Audit of (i) all receipts and expenditure of a body or authority substantially financed by grants or loans from the Consolidated Fund of the State and (ii) all receipts and expenditure of any body or authority where the grants or loans to such body or authority from the Consolidated Fund of the State in a financial year is not less than ₹ 1 crore.
3. Audit of grant or loan given for any specific purpose from the Consolidated Fund of India or State to any authority or body, to scrutinise the procedures by which the sanctioning authority satisfies itself as to the fulfilment of the conditions subject to which such grants or loans were given.
4. Audit of accounts of stores and stock.
5. Audit of the accounts of Corporations (not being Companies) established by or under law made by the Parliament in accordance with the provisions of the respective legislations.
6. Audit of accounts of any body or authority on the request of the Governor, on such terms and conditions as may be agreed upon between the CAG and the State Government.

## 1.4 Organisational Structure of the Office of the Principal Accountant General (General and Social Sector Audit), Rajasthan, Jaipur

Under the directions of the CAG, the Office of the Principal Accountant General (General and Social Sector Audit), Rajasthan conducts audit of Government Departments/Offices/Autonomous Bodies/Institutions under the General and Social Sector Departments and Autonomous Bodies, which are spread all over the State. During 2013-14, financial, performance and compliance audits of the selected units under various General and Social Sector Departments, Autonomous Bodies (except *Panchayati Raj* Institutions and Urban Local Bodies) and externally-aided projects of the State Government were conducted by 49 audit parties, manned by Senior Audit Officers/Audit Officers and Assistant Audit Officers who conduct the Audit in the field.

## 1.5 Planning and conduct of audit

The audit process starts with the assessment of risk exposure of various Government departments/organisations/autonomous bodies and schemes/ projects etc. Risk assessment is based on expenditure, criticality/complexity of activities, level of delegated financial powers, assessment of overall internal controls and the concerns of stakeholders. Audit findings during the previous years are also considered in this exercise.

After completion of audit of each unit, Inspection Reports containing audit findings are issued to the Heads of the units/departments with the request to furnish replies on audit findings, within one month of receipt of the Inspection Report. Whenever replies are received, audit findings are either settled or further compliance is advised. The important audit observations arising out of these Inspection Reports are processed for inclusion in the Audit Reports.

To carry out audit of 1305 out of the 12,140 units of General and Social Sector Departments, 6,795 audit party days were used during 2013-14. The audit plan covered those units/entities, which were vulnerable to significant risk, as per the risk assessment.

## 1.6 Significant audit observations

During the last few years, audit has reported several significant deficiencies in implementation of various programmes/activities as well as the quality of internal controls in selected departments through performance audits, which had impacted the success of programmes and functioning of the departments. Similarly, the deficiencies noticed during compliance audit of the government departments/organisations were also reported.

### 1.6.1 Performance audit of programmes/activities of departments

Chapter II of this report contains the performance audits of 'Implementation of *Sarva Shiksha Abhiyan'* and 'Modernisation of Police Force' in Rajasthan. It

also includes a Performance Audit on 'Quality of Drinking Water' provided in Rajasthan. Brief summaries of the performance audit are discussed in the following paragraphs:

### 1.6.1.1 "*Sarva Shiksha Abhiyan*" in Rajasthan

*Sarva Shiksha Abhiyan* (SSA), a flagship programme of GoI, was launched (2000-01) with the objective of universalisation of elementary education. Right of Children to Free and Compulsory Education Act, 2009 (RTE Act) extended the objective of providing free, compulsory and accessible education to all children in the age group of 6-14 years. 'Rajasthan Council for Elementary Education (RCEE)' was responsible for implementation and monitoring the programme. SSA envisaged a bottom-up-approach of planning (at the school level). However, this approach was not adhered to. Twenty-two schools out of the ninety five test checked schools did not prepare School Development Plans. There was hardly any improvement in the enrolment/retention of children between the age group of 6 to 14 years. Further, there were 9.07 lakh children 'out of school' at the end of 2013-14.

Revised Frame Work under SSA envisaged preparation of 'Individual Education Plan (IEP)' for each Child with Special Needs (CWSN) and teaching them with the help of specified equipment. While in 2009-10, six percent children out of the total identified CWSN were 'out of school', in 2013-14, it was still seven percent who were not enrolled. In 19 test checked blocks, IEPs were prepared for only 793 out of 43,365 CWSN. Most of the equipment which were supposed to be used for CWSN were lying unserviceable in resource rooms of schools.

SSA guidelines also envisaged bridging of social and gender gaps by the end of 2013-14, in the age group of 6-14 years, while overall gender gap declined by 1.11 *per cent* only during the period 2009-14. Even after implementing the programme for ten years (2003-13), female literacy rate in the State remained at 52.1 *per cent* which was still below the national level (64.6 *per cent*) and the State stood lowest in female literacy rate among all the States/Union Territories. The growth in female literacy in the State was 8.22 *per cent* which was also less than the national growth of 10.18 *per cent*, when compared to Census 2001.

The RTE Act, 2009 and SSA scheme emphasised quality education. However, 141 schools were running without students and 12,782 schools were running with single teacher. Pupil-teacher ratio was adverse in 1,526 PSs in test checked districts. In addition, there was shortage of subject teachers at upper primary level. Mostly, schools were functioning in buildings, and had provision for drinking water and separate toilets for girls. However, out of total 80,074 schools, in 48,285 schools there was no playground, in 31,677 schools there was no library, while in 14,644 schools the boundary wall was lacking. One hundred and thirteen civil works of constructing additional rooms and boundary walls were lying incomplete, for more than one year.

SMC meetings were not held as per prescribed norms at the school level and there was distinct shortfall in the visits undertaken for monitoring at the

district level. At the State level, while some EC meetings were held, the governing council had not conducted any meeting since inception of the scheme.

***(Paragraph 2.1)***

#### 1.6.1.2 " Modernisation of Police Force" in Rajasthan

To improve the operational efficiency of the state police forces and to adequately equip them to effectively face the emerging challenges of law and order and internal security, GoI launched the Scheme of 'Modernisation of Police Force'. For implementing the scheme and to derive optimal benefit from it, the required perspective long term plan was not prepared by Government of Rajasthan. Annual Plans were also submitted to Government of India (GoI) with delay. State Government neither contributed its matching share to the scheme nor utilised available central funds.

Against the required 15,884 number of modern weapons, only 3,962 weapons were received by the State Government during the period 2009-14. Most of the weapons (2,350) procured under the scheme were not distributed to field units and remained idle. There was a shortage of 2252 vehicles as on 31 March 2014, despite the facts that funds were available. Most of the operational vehicles purchased were adjusted/replaced against condemned vehicles and some of the vehicles were retained in central store.

In 'Forensic Science Laboratories (FSL)', large number of samples were pending for analysis. There was delay in procurement of FSL equipment and shortage of technical man power for operating the equipment. Non-utilisation of the equipment for want of repairs/maintenance was also adversely affecting police investigations. In maximum cases, police response time could not be worked out as necessary information was not recorded in crime register by Station House Officer.

There was delay in construction of residential/non residential building for staff. Instances were noticed where there was delay in handing over of completed buildings. Two hundred and thirty-five works were not started due to delay in finalising drawings, selection of sites, *etc*. There were only 25,649 staff quarters against 81,804 men-in-position as on 31 March 2014.

***(Paragraph 2.2)***

#### 1.6.1.3 Quality of Drinking Water

Rajasthan is basically dependent on ground water for drinking purposes. Large geographical areas have chemical contaminants such as fluoride, nitrate, salinity, *etc.* in water, making it unsafe for drinking purposes. Fast depletion in ground water reserves is deteriorating the water quality on chemical parameters. Government of Rajasthan adopted the State Water Policy (SWP) for water resource planning on a sustainable basis to balance demand and supply and improving quality. But after initial survey by 'National Habitation

Survey' in 2003, for upgradation of water quality in habitations, no surveys were conducted.

For de-fluoridation of water, 'Rajasthan Integrated Fluorosis Mitigation Programme (RIFMP)' was initiated in 2005 in three phases. Targets of Phase-I of RIFMP were not achieved, while results of the Phase II were not compiled. Cases of non-operation/maintenance, non-monitoring of performance of de-fluoridation units under Phase II/III were noticed. Projects for installation of Reverse Osmosis (RO) plants were undertaken by the department. Cases of improper working of such RO plants and non-monitoring of their performance were noticed.

Assessment of chlorine demand for purchasing bleaching powder was not done before placing supply orders. Required standard tests, appropriate sampling for testing and periodic tests of available bleaching powder in stock were not conducted.

The laboratories set up for testing water samples did not have sufficient infrastructure/test facilities and qualified staff. Block laboratories were established in only 69 of 237 blocks. Targets of testing water samples with Field Testing Kits were not achieved. The mobile laboratory was also not performing properly.

***(Paragraph 2.3)***

### 1.6.2 Significant audit observations during compliance audit

Audit observed significant deficiencies in critical areas, which impact the effectiveness of the State Government. Some important findings of compliance audit (3 thematic audit paragraphs and 12 draft paragraphs) have been reported in Chapter III. The major observations relate to the following categories:

#### 1.6.2.1 Non-compliance with rules and regulations

For sound financial administration and control, it is essential that expenditure conforms to financial rules, regulations and orders issued by the competent authority. This helps in maintaining financial discipline and preventing irregularities, misappropriation and frauds. This report contains instances of non-compliance with rules and regulations involving ₹ 20.44 crore, as given below:

In Public Health Engineering Department, supply of pipes through contractors at unreasonably high rates resulted in avoidable expenditure of ₹ 1.06 crore.

***(Paragraph 3.1.1)***

Irregular and unauthorised expenditure of ₹ 19.38 crore was incurred by Public Health Engineering Department on execution of additional works on rate contract, in contravention of financial powers delegated to them.

***(Paragraph 3.1.2)***

#### 1.6.2.2 Audit against propriety and cases of expenditure without adequate justification

Authorisation of expenditure from public funds has to be guided by the principles of propriety and efficiency of public expenditure. Authorities empowered to incur expenditure are expected to enforce the same vigilance as a person of ordinary prudence would exercise in respect of his own money. Audit scrutiny revealed instances of impropriety and extra expenditure involving ₹ 49.08 crore. Audit findings are as under:

In Labour Department, due to poor implementation of the scheme of upgradation of ITIs into centres of excellence, 27 ITIs were not upgraded and loan amount of ₹ 32.94 crore was not utilised and the purpose of upgradation of the skills of unemployed youth was also defeated.

***(Paragraph 3.2.1)***

Construction of cardio thoracic vascular surgery unit in Jawahar Lal Nehru (JLN) Hospital, Ajmer under *Shahari Jan Sahbhagi Yojana* and procurement of equipments for it without ensuring deployment of staff, resulted in blocking of funds of ₹ 4 crore for more than three years.

***(Paragraph 3.2.2)***

Due to non-execution of the work of 33 KV feeder line, funds of ₹ 4.12 crore remained blocked for more than seven years, leading to denial of benefit of piped water supply in 138 villages.

***(Paragraph 3.2.3)***

Imprudent decision of rejecting the negotiated rates, unusual delay in finalising the tendering process and then accepting higher offer of contractor by Public Health Engineering Department, resulted in award of work at an extra avoidable cost/liability of ₹ 8.02 crore.

***(Paragraph 3.2.4)***

#### 1.6.2.3 Persistent and pervasive irregularities

An irregularity is considered persistent if it occurs year after year. It is deemed pervasive when prevalent in the entire system. Recurrence of irregularities, despite being pointed out in earlier audits, is indicative of slackness on the part of the executive and lack of effective monitoring. This in turn encourages wilful deviations from observance of rules/regulations and results in weakening of administrative structure. Audit observed the following instance of persistent and pervasive irregularity:

Failure of the treasury officers to exercise prescribed checks led to excess/irregular payment of pension/family pension amounting to ₹ 153.75 lakh.

***(Paragraph 3.3.1)***

### 1.6.2.4 Failure in implementation, monitoring and governance

Government has an obligation to improve the quality of life of the people in the areas of health, education, development and upgradation of infrastructure, public services etc. Audit noticed instances where the funds released by the Government for creating public assets, remained unutilised/blocked or proved unfruitful/unproductive due to indecisiveness, lack of administrative supervision or concerted action at various levels. Test check of cases revealed that failure in implementation, monitoring and governance involved ₹ 40.50 crore. Audit findings are as under:

Scheme on *Eklavya* Model Residential School (EMRS) was launched in 2002-03 for imparting quality education to the tribal students from standard VI to XII. These schools were residential schools for providing free education and basic amenities like food, uniform, sweater, shoes, socks, *etc*. Hundred *per cent* grant was to be provided by GoI. As on date, eight EMRSs are being operated under this scheme and six additional EMRSs are under construction.

The state-level society and management committees at school level that were required to be constituted to manage the affairs of EMRSs, were not functioning. Other shortcomings like non-recruitment of regular qualified teachers, shortage of teaching staff, low retention of students, lack of availability of teaching and learning equipments, insufficient facilities in hostels, *etc.* were impacting the overall performance of the scheme.

The progress in construction of new EMRSs was slow and even after a lapse of more than two years from the stipulated date of completion, these were incomplete, depriving the students from benefits of the scheme.

***(Paragraph 3.4.1)***

Girls are the most vulnerable members of Indian society and it reflects elements of discrimination at every step of her life. In the social milieu, gender discrimination against girls and women occurs at home, in school, community and society. Socio-economic background, disability and location of residence (rural-urban) further compound her vulnerabilities. Deep-rooted preference for sons and aversion to daughters, aided by technological advances, led to a steep decline in child sex ratio from 909 girls (2001) to 888 per 1,000 boys in Rajasthan in 2011. The overall sex ratio in Rajasthan was 928:1,000 as compared to the All India sex ratio of 943:1,000. Female literacy rate was also 52.1 *per cent* as per 2011 Census as against the overall literacy rate of 66.1 *per cent*.

The Pre Conception and Pre-Natal Diagnostic Techniques (PC&PNDT) Act 1994, amended in 2003, is an important legislative intervention aimed at preventing the decline in Child Sex Ratio (CSR). Government of Rajasthan did not nominate medical geneticist, eminent social workers and legal expert to the District and Sub-Division Level Advisory Committee, required to be constituted under the Act, for providing necessary advice to Appropriate Authorities. Requisite inspections of sonography centres were not carried out during the period 2012-14 in test checked districts.

Against the reported 651 complaint cases of child marriages in test-checked districts, 196 cases were found either false or children were major. In 454 cases, marriages were stopped by the respective CMPOs.

*Kishori Shakti Yojana* (KSY), was introduced by GoI in the year 2000-01, to empower girls belonging to poor families with the objectives to improve nutritional and health status of girls in the age group of 11 to 15 years. Rajiv Gandhi Scheme for Empowerment of Adolescent Girls or 'SABLA', was implemented from December 2010 to address the multi-dimensional problems of adolescent girls. Under both the KSY and SABLA schemes, nutritional benefits @ ₹ 5 per day per beneficiary were being provided. This was even less than that provided under Mid-Day Meal programme, and the same was also not being provided to a large portion of adolescent girls. Under *Balika Sambal Yojana* proper mechanism for identification of beneficiaries and distribution of UTI bonds was not in place.

***(Paragraph 3.4.2)***

In terms of National Sports Policy 2001, the Central Government in conjunction with the State Government, the Olympic Association and the National Sports Federation will concertedly pursue the twin objectives of 'broad basing' of sports and 'achieving excellence' in sports at National and International levels. The State Sports Policy, launched in April 2013 envisages *inter alia*, development of a suitable sports environment and infrastructure for maximum attraction of children towards sports, increasing the participation of the players in national and international tournaments and providing facilities for best performances. Though population-wise Rajasthan stands at eighth position in the country as per Census 2011, it was positioned at 20$^{th}$ rank in 34$^{th}$ National Games 2011.

Proper long term/five year plan and annual plans were not being prepared. There was no duly constituted Rajasthan State Sports Council (RSSC) with representatives from the sports bodies, and the Council was being exclusively managed by Government officials nominated by State Government.

Forty nine works of construction of stadiums, creation of sports infrastructure facilities and maintenance of existing stadiums *etc.* were under progress after incurring an expenditure of ₹ 18.79 crore and 16 works were not started due to non-finalisation of tenders, land disputes or late issue of work orders. Two works pertaining to construction of sports facilities in Baran and Fatehgarh stadia, completed in March 2012 and December 2013, were not handed over to RSSC even after a lapse of 31 and 10 months. Construction of synthetic Track at Gaushala Sports Complex in Jodhpur at a cost of ₹ five crore, declared in Budget 2012-13, has not been started. The work of construction of a new velodrome at Bikaner, sanctioned in July 2008, is yet to be started.

***(Paragraph 3.4.3)***

Non-recovery of ₹ 85.30 lakh by Medical Education Department from the licensee for testing fewer numbers of free cases and extending undue monetary benefit was noticed in audit.

***(Paragraph 3.4.4)***

There was blockage of funds of ₹ 17.57 crore in Public Health Engineering Department for nearly three years and loss of interest of ₹ 1.99 crore thereon due to non-execution of work of 33 KV dedicated power feeder line.

***(Paragraph 3.4.5)***

There was non-recovery of grant of ₹ 6.97 crore by Social Justice and Empowerment Department from the Institutions for not operating hostels.

***(Paragraph 3.4.6)***

Audit also noticed non-utilisation of Special Central Assistance of ₹ 9.36 crore and deprivation of tribal students from job opportunities due to non-observance of procedure in selecting the implementing agency by Tribal Area Development Department.

***(Paragraph 3.4.7)***

## 1.7 Response of the Departments to Performance Audits/Draft Paragraphs

The draft paragraphs are forwarded to the Principal Secretaries/Secretaries of the departments concerned, drawing their attention, for their response. It is brought to their personal attention that in view of likely inclusion of such paragraphs in the Audit Reports of the Comptroller and Auditor General of India, which are placed before State Legislature, it would be desirable to include their comments. They are also advised to have meetings with the Principal Accountant General to discuss the Performance Audits/Thematic Audits/Draft Paragraphs, proposed for inclusion in the Audit Reports. Accordingly all the Performance Audits/Thematic Audits/Draft Paragraphs proposed for inclusion in this report, were forwarded to the Principal Secretaries/ Secretaries concerned.

The concerned departments did not send replies to 2 draft paragraphs out of eighteen performance audits/thematic audits/draft paragraphs featured in Chapter II and Chapter III. The responses of the concerned departments received in respect of sixteen paragraphs have been suitably incorporated in the Report.

## 1.8 Follow-up on Audit Reports

The Finance Department of the State Government decided (December 1996) that Action Taken Notes (ATNs) on all paragraphs/reviews that have appeared in Audit Reports be submitted to the Public Accounts Committee, duly vetted by Audit, within three months from the date of laying of the Reports in the State Legislature. A review of the outstanding ATNs on paragraphs/ performance reviews included in the Reports of the Comptroller and Auditor General of India pertaining to various Departments as of November 2014, revealed that twenty ATNs[7] were pending from the concerned Departments.

7. Paragraphs 1.2.4, 1.4.4, 1.9.2, 1.9.4, 2.3.2.1, 2.3.3, 2.3.5, 2.5, 2.8, 3.2, 3.3, 3.4 and 3.5 of the Audit Report (State Finances) 2012-13 and paragraphs 2.1.2, 2.2.1, 2.2.2, 2.4.1, 2.4.3, 2.4.7 and 2.4.9 of the Audit Report (G&SS) 2012-13.

# Chapter II
# Performance Audit

# Chapter II
# Performance Audit

This Chapter presents the performance audits of 'Implementation of *Sarva Shiksha Abhiyan* in Rajasthan', 'Modernisation of Police Force in Rajasthan' and 'Quality of Drinking Water'.

## Elementary Education Department

### 2.1 Implementation of Sarva Shiksha Abhiyan in Rajasthan

***Executive Summary***

Government of India launched (2000-01) *Sarva Shiksha Abhiyan* (SSA) as a flagship programme with the objective of universalisation of elementary education. Right of Children to Free and Compulsory Education Act 2009 (RTE Act, 2009), extended the objective of SSA for providing free, compulsory and accessible education to all children in the age group of 6-14 years. The literacy rate in Rajasthan increased from 60.41 (2001 Census) to 66.1 *per cent* (2011 Census). It is, however, still lower than the all India literacy rate of 73 *per cent* (2011 Census). 'Rajasthan Council for Elementary Education (RCEE)' was responsible for implementation and monitoring the programme in the State. SSA envisaged a bottom-up-approach of planning (at the school level) for preparing district level plans. However, this approach was not universally adhered to by RCEE.

Main objective of SSA was to provide education to all the children between the age group of 6 to 14 years and increase their enrolment/ retention. However, the enrolment rate of children in both government and private schools remained practically constant during the review period, with hardly any improvement in these areas in the State. The retention rate also did not improve during the period 2009-13. There remained 9.07 lakh children 'out of school' in the State at the end of 2013-14.

Revised Framework under SSA envisaged preparation of 'Individual Education Plan (IEP)' for each Child with Special Need (CWSN) and teaching them with the help of specified equipments. While in 2009-10, six percent CWSN out of the total identified were out of school, in 2013-14, it was still seven percent who were not enrolled. IEPs were prepared for only 793 out of 43,365 CWSN in 19 test-checked blocks. Most of the equipment which were supposed to be used for CWSN were lying unserviceable in resource rooms of schools.

SSA guidelines envisaged bridging of gender gap at the elementary level in the age group of 6-14 years, by the end of 2013-14. Audit observations revealed that the gender gap declined by only 1.11 *per cent* during the period 2009-14. Even after implementing the National Programme for Education of Girls at Elementary Level for ten years (2003-13), female literacy rate in the

State remained at 52.1 *per cent* which was still below the national level (64.6 *per cent*) and the State stood lowest in female literacy rate among all the States/Union Territories. The growth in female literacy in the State was 8.22 *per cent* which was also less than the national growth of 10.18 *per cent*, when compared to Census 2001.

The RTE Act, 2009 and SSA scheme emphasised providing of quality education. Quality of education depends largely on maintenance of Pupil Teacher Ratio, and the infrastructure provided. It was seen that the enrolment in government schools declined during the period 2009-14 with an equivalent increase in enrolment in private schools. Further, 141 schools were running without students and 12,782 (17 *per cent*) schools were running with a single teacher. Pupil -teacher ratio was adverse in 1,526 PSs (13.48 *per cent*) in test-checked districts. In addition, there was shortage of subject teachers at upper primary level.

Mostly, schools had buildings and also had provision for drinking water and separate toilets for girls. Joint inspection by audit revealed that in a number of places, the toilets were not connected with water supply and some of these were not in use as they were damaged. In more than half the schools, no playground was provided and there was no library in nearly 40 *per cent* of schools. Boundary wall was not constructed in about 18 *per cent* of schools. Construction of boundary wall is important in providing safety and security to children, especially girls, and could go a long way in improving the retention of the girl child in schools. Audit also noticed that due to land disputes and non availability of land, 113 civil works of constructing additional rooms and boundary walls were lying incomplete, for more than one year.

SMC meetings were not held as per prescribed norms at the school level and there was distinct shortfall in the visits undertaken for monitoring process at the district level. At the state level, while some EC meetings were held, the Governing Council had not conducted any meeting since inception of the scheme.

***Introduction***

The Government of India (GoI) launched (2000-2001) in partnership with the State Government, a flagship programme namely *Sarva Shiksha Abhiyan* (SSA) to focus on the universalisation of elementary education in the country in a mission mode. The programme laid special emphasis on universal enrolment and retention of children in the age group of 6 to 14 years and provision of quality education.

The 86$^{th}$ Constitutional amendment inserting Article 21A in the Constitution of India makes education a fundamental right. To enable the implementation of this fundamental right, the Government of India (GoI) enacted the Right of Children to Free and Compulsory Education Act, 2009 (RTE Act) in April 2010 which provided that every child in the age group of 6-14 years should have a right to free and compulsory education in a neighbourhood school, till completion of elementary education by March 2013, with the overall objective of holistic view of education *i.e.* equity and quality, access, gender concern, centrality of teachers and convergent and integrated system of educational

management. The SSA now acts as the programmatic vehicle for the delivery of the RTE Act.

After passing of RTE Act, the guidelines of SSA were amended by GoI (March 2011) to focus on universalisation of elementary education and improvement in its quality. Accordingly, as per the powers conferred under Article 38 of RTE Act-2009, Government of Rajasthan (GoR) issued Notification dated 29 March 2011 framing rules for providing free and compulsory education to all children in the age group of 6 to 14 years. Though the literacy rate in Rajasthan increased from 60.41 (2001 Census) to 66.1 *per cent* (2011 Census), it is still lower by 6.9 *per cent* than the all India literacy rate of 73 *per cent* (2011 Census). Despite improvement in the literacy rate in the State, the gender gap is very high with the male literacy rate being 79.19 *per cent* and the female literacy rate at 52.12 *per cent*.

### *2.1.1 Objectives of the programme*

The main objectives of the SSA were:

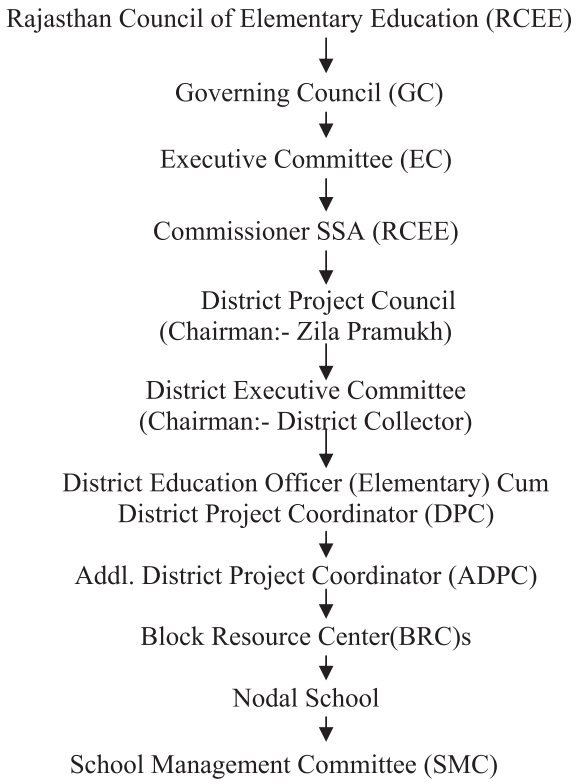
- To have universal access and enrolment by making education free, compulsory and accessible to all the children of 6 to14 years age group to neighbourhood schools;
- Universal retention of children by making sure that all children compulsorily complete eight years elementary education cycle**.**
- To focus on substantial improvement in the quality of education so as to enable all children to achieve essential competence levels of learning;
- To bridge all social and gender gaps at the elementary level.

### *2.1.2 Organisational setup*

The Rajasthan Council for Elementary Education (RCEE), a registered society under Rajasthan Society Registration Act 1958 and headed by Commissioner, SSA (RCEE), is responsible for the implementation of the programme. It has two apex committees namely Governing Council (GC) and Executive Committee (EC) at the state level. The Chief Minister is the chairman of GC and the Chief Secretary, GoR and the Principal Secretary (School and Sanskrit Education) are chairman and vice-chairman of EC respectively.

State Project Office (SPO), headed by Commissioner, monitors the implementation of the programme. District Project Coordinators (DPCs) are responsible for coordination and implementation of the programme at district level. Block Resource Centres (BRCs) have been set up in each block to assist DPCs in implementation of the programme. School Management Committees (SMCs), constituted in all government schools are also responsible for implementation and monitoring at school level. In addition, RTE Act envisaged setting up of State Advisory Council (SAC) to render advice on the implementation of the Act.

The organisational setup is depicted in the following organogram:-




### *2.1.3 Audit Objectives*

The main objectives of conducting the performance audit were to assess whether:

- The planning process for implementation of the programme was adequate and effective;
- Objectives of SSA to provide free and compulsory elementary education to all children between 6 to 14 years in neighbourhood schools, with special focus on children with special needs, are being achieved;
- Pupil-teacher ratio was as per norms and infrastructure facilities were adequate and
- Internal control and monitoring of SSA were effective.

### *2.1.4 Audit Criteria*

The criteria adopted for performance audit were:

- *Sarva Shiksha Abhiyan* Guidelines/Framework 2011;
- Right of Children to Free and Compulsory Education (RTE) Act, 2009;

- Rules regulations and circulars issued by GoI, GoR and State Project Office (SPO);
- Annual Work Plan and Budget for 2009-14;
- District Habitation Annual Plans for 2009-14;
- Survey Reports of SPO for 2009-14.

### *2.1.5 Scope of Audit*

At the State level, Audit reviewed the records relating to SSA of the State Project Office (SPO). At the field level, audit reviewed the records of eight[1] out of 33 District Project Coordinators and 19[2] out of 69 Block Resource Centres, selected on the basis of random sampling. In addition, five schools and one *Kasturba Gandhi Balika Vidhyalaya* (KGBV)[3] from each BRC was also test checked**.** Test check covered the period from 2009-10 to 2013-14.

### *2.1.6 Audit Methodology*

An in-depth examination/analysis of the records maintained at state, district, block and school level was done during field visits. Joint physical inspection of 95 selected schools and one KGBV in selected blocks along with representatives of Block Resource Centre (BRC), was also done by audit team. An entry conference with the Commissioner, SSA was held on 16 April 2014, wherein the audit objectives and scope of PA were explained and assistance in gathering data/ information from auditee unit was sought. An exit conference with the Controller of Finance (CF) and other departmental officers was held on 19 November 2014, wherein the findings of the audit were discussed in detail.

## *Audit Findings*

Audit findings on performance of implementation of SSA in the state are discussed below:

### *2.1.7 Planning*

Guidelines of SSA envisaged a bottom-up-approach towards planning *i.e.* the plans to be initially prepared at the bottom line (school level) for preparing district level plans. Annual Work Plan and Budget (AWP&B) prepared by RCEE at state level were to be based on district level plans. This would ensure

---

1 Alwar, Bhilwara, Jhalawar, Jhunjhunu, Jodhpur, Karauli, Sikar and Tonk.

2 Tizara, Ramgarh, Behrore, Mundawar (Alwar); Aasind, Shahpura, Saharda (Bhilwara); Jhalrapatan, Sunel (Jhalawar); Jhunjhunu, Nawalgrh (Jhunjhunu); Karauli (Karauli); Bilara, Mandaora, Jodhpur city (Jodhpur); Neem Ka Thana, Laxmangarh (Sikar); Newai, Deoli (Tonk).

3 *Kasturba Gandhi Balika Vidhyalaya* is a type of residential Upper Primary School (class 6 to 8) opened in 200 blocks of the State for the out of school girls mainly from the category of SC, ST, OBC and minority communities, who could not complete their elementary education.

that the special focus areas of educational and infrastructural requirement of schools are kept in view. The rules framed under the RTE Act 2009 also emphasised setting up of School Management Committees (SMCs)[4] consisting of elected representatives of local authorities, representatives of parents or guardians, teachers, students, etc.

#### *2.1.7.1 School development plans*

SMC is required to prepare a School Development Plan (SDP), which is a three-year plan comprising three annual sub-plans and contains the requirements of infrastructure, manpower and funds. District level plans are required to be based on these SDPs and are finally compiled at state level.

Out of 95 schools test-checked, 22 schools[5] did not prepare SDPs at all. In the absence of these plans their grassroots level requirements (*i.e.* infrastructure facilities like number of rooms, toilets, boundary wall and drinking water facilities, etc.) could not be estimated.

State Government stated (December 2014) that Annual Plans are being prepared at state level on the basis of plans prepared at SMC, block and district levels. However, the fact remains that school level inputs were not fully being taken into account while preparing the district level plans.

#### *2.1.7.2 Deficiencies in Annual Work Plan and Budget*

As per the SSA framework, an Annual Work Plan and Budget (AWP&B) was required to be prepared by RCEE based on district level plans for approval and release of funds by GoI. The districts level plans are prepared based on SDPs and the data entered in the District Information System of Education (DISE) in respect of each school.

Scrutiny of AWP&B revealed following deficiencies:

- Clause (2) of section 3 of RTE Act envisaged that no child shall be liable to pay any kind of fee or charge or expenses which may prevent him or her from pursuing and completing his elementary education. However, as the State Government did not include provision for school uniform in the notification under RTE rules, the same was also not included in AWP&B. This has also been pointed out by Project Approval Board (PAB) while approving the AWP&B of the State.

- Out of 33 districts, 20 districts (60 *per cent*) had been identified as special focus districts by GoI to provide additional inputs for improvement in education. During scrutiny of proposals for the year 2013-14, it was observed that approved outlay for special focus districts was only ₹ 1,306.47 crore (40.*23 per cent*) against the total outlay of ₹ 3,247.34 crore.

---

[4] SMC are empowered to monitor school functioning and managing its finances.
[5] Jhalawar: 7, Jodhpur: 6, Karauli: 2, Sikar: 7.

### 2.1.8 Programme implementation

The main objective of SSA is to provide free and compulsory education to all children in the age group of 6 to 14 years of age. This covers provision of education up to class eight *i.e.* at primary (class one to 5) and upper primary (class 6 to 8) level. To ensure universal access to education, SSA stipulated for opening of new schools and directed for improvement in enrolment and retention of children in schools. Audit scrutiny of the implementation of the programme, revealed the following:

#### 2.1.8.1 Enrolment of school children

The primary focus of the SSA was to implement the RTE Act 2009 which envisaged improvement in enrolment of children and increase in their retention**.** The position of enrolment is discussed below:

- ***Out of School Children***

Under Section 4 of the RTE Act 2009, where a child above six years of age has not been admitted in any school or though admitted, could not complete his or her elementary education, then such child shall be admitted in a class appropriate to his/her age. Child Tracking Survey (CTS) conducted by the Elementary Education Department (EED) in the year 2010, revealed that 12,10,917 children in the age group 6 to 14, were out of school. On verification of this data by EED, 2,90,335 children (including expired, migrated, over age or under age) were reduced and only 9,20,582 children remained 'out of school' at the end of 2010-11 session.

As per guidelines, 100 *per cent* enrolment of 'out of school children' was to be achieved by 2013. The Department started enrolling such 'out of school' children in regular schools through special enrolment programme (*praveshotsav*) starting from 2011-12 sessions. RCEE projected the number of 'out of school children' in 2013-14 on the basis of CTS and the data of children enrolled/ dropped out during the period, as given in the table below:

| Year | Number of out of school children in the beginning of the year | Number of enrolled children in the main stream | Number of drop out children during the year | Number of out of school children at the end of the year |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5(2-3+4) |
| 2011-12 | 9,20,582 | 6,28,578 | 1,62,457 | 4,54,461 |
| 2012-13 | 4,54,461 | 1,07,432 | 66,428 | 4,13,457 |
| 2013-14 | 4,13,457 | 1,72,060 | 59,893 | 3,01,290 |

Source: Data provided by RCEE

From the above table, it is seen that there were 3,01,290 'out of school children' at the end of 2013-14 session.

It was also noticed that as per CTS Report 2010, 13.32 lakh children were of three years of age. Of these, only 7.26 lakh children were enrolled (in private and government schools) in class first after attaining the age of six years during 2013-14 session, leaving 6.06 lakh children un-enrolled by the end of

this session. This indicates that the *praveshotstav* was not effective and the number of 'out of school' children remained almost constant.

State Government stated (December 2014) that 1.77 lakh children have been enrolled during 2014-15 session, leaving 4.29 lakh children un-enrolled. Efforts are being made to enrol these children.

Every school was required to maintain a Village Education Register (VER) containing data of non-enrolled/out of school children in surrounding areas of the school so that efforts may be made to enroll these out of school children. During physical inspection of 95 selected schools, it was noticed that VER was not maintained in 37 schools, in absence of which effective monitoring of out of school children could not be done.

State Government, while accepting the facts, stated (December 2014) that efforts are being made to maintain VERs in all schools.

- ***Decreasing trend of enrolment in government schools***

Scrutiny of data provided by RCEE revealed that enrolment in government schools declined by 12,18,939 children (15.71 *per cent),* whereas there was an increase of 12,04,915 children (26.51 *per cent*) in private schools over the same period as per details given below:

| Category of School | Enrolment during | | Decrease(-) /Increase(+) | *Per cent* |
|---|---|---|---|---|
| | 2008-09 | 2013-14 | | |
| Government Schools | 77,59,455 | 65,40,516 | (-)12,18,939 | (-)15.71 |
| Private Schools | 45,44,574 | 57,49,489 | (+)12,04,915 | (+)26.51 |
| **Total** | **1,23,04,029** | **1,22,90,005** | **(-) 14,024** | **(-)0.11** |

The above table shows that the overall enrollment has decreased marginally (0.11 *per cent*).

State Government stated (December 2014) the reason for decreasing trend of enrolment in government schools was opening of private schools in villages and preference of parents towards educating their children in English medium private schools due to facilities available with them.

- ***No improvement in retention rate***

SSA guidelines provide for universal retention of children by making sure that all children compulsorily complete eight years elementary education cycle.

The overall retention rate in the State has remained constant and less than 50 *per cent* in the last four years. As per the information provided by RCEE, retention rate at state level was 49.60 *per cent* during 2009-10 and 49.25 *per cent* during 2012-13.

State Government, while accepting the facts, intimated (December 2014) that efforts are being made to increase the retention rate.

### *2.1.8.2 Access to Schools*

To ensure universal access to schools, it is essential that schools provided are adequate and located near habitations. Efforts need to be made to ensure universal enrolment and improve retention of children in schools.

***Adequacy of Schools***

As per guidelines of SSA, new Primary Schools (PSs) and Upper Primary Schools (UPSs) were to be opened only in those areas where there is no school within the radius of one/three kilometer of any habitation. Alternative Education Guarantee Schools at primary level could be opened in un-served habitations where no school exists within a radius of one km where at least 15 school going children in the age group of 6-14 are available.

As per Geographical Information System (GIS) Mapping (2010-12), at primary level out of 1,24,101 habitations, 72,960 (59 *per cent*) habitations were being served and 51,141 (41 *per cent*) were not being served. At upper primary level, out of total 1,23,521 habitations, 34,164 habitations (28 *per cent*) were being served and 89,357 (72 *per cent*) were not being served. Out of total un-served habitations, only 1,411 (one *per cent*) and 1,402 (one *per cent*) habitations were found eligible for opening of new PSs and UPSs respectively as per state neighbourhood norms. It may be mentioned here that in 2009-10, PAB had approved opening of new schools, both PS and UPS, taking into account the ratio of 2:1 between PSs and UPSs and uncovered habitations from UPs. It was, however, noticed that State Government had opened 2,901 PSs and 2,253 UPSs during 2012-14. On the other hand, there were 141 schools with zero students enrolled.

State Government, while accepting the facts, stated (December 2014) that schools with enrolment between 1 to 15 have been merged in August 2014. They further added that opening of new schools and adequacy of schools are policy matters.

### *2.1.8.3 Inclusiveness*

Concept of inclusiveness under SSA covers addressing inclusion of girls for bridging the gender gaps and children with special needs, among others. Review by audit revealed the following:

- ***Non-Bridging of Gender Gap***

SSA guidelines envisaged bridging of all social and gender gaps at the elementary level of age group of 6-14 years, by the end of 2012-13. For bridging the gaps 'National Programme for Education of Girls at Elementary Level (NPEGEL)' and KGBV schemes were implemented in educationally backward blocks.

(i) NPEGEL introduced by GoI in 2003, as an additional component of SSA, in those Educationally Backward Blocks (EBBs) where rural female literacy rate was below national average (46.13 *per cent*) as per Census 2001.

Accordingly, 4,710 Model Clusters Schools (MCS) of 186 EBBs in 31 districts were selected for implementation of NPEGEL.

Though the data of rural female literacy rate prior and after implementation of scheme were not available with RCEE, scrutiny of Census data (2011) revealed that rural female literacy rate in 20 districts[6] (out of 31 districts) ranged between 33.02 and 45.92 *per cent* (Census 2011), which was less than the national average of 46.13 *per cent* (Census 2001) and 57.9 *per cent* (Census 2011).

Thus, even after implementing the programme for ten years (2003-13), female literacy rate in the State remained at 52.12 *per cent* which was still below the national level (64.64 *per cent*) and the State stood lowest in female literacy among all the states/Union Territories. The growth in female literacy in the State was 8.22 *per cent* which was also less than the national growth of 10.18 *per cent*, when compared to Census 2001.

(ii) Scrutiny of records at state level revealed that gender gap in 2009-10 was 9.17 *per cent*. Though the gender gap has declined to 8.06 *per cent* in 2013-14, it is still fairly high. Enrolment ratio of boys and girls has also improved marginally from 1: 0.83 to 1: 0.85.

In eight test-checked districts, the position of gender gap was as under:

| S. No. | Name of Districts | 2009-10 (*in per cent*) | 2013-14 (*in per cent*) |
|---|---|---|---|
| 1. | Alwar | 8.33 | 8.10 |
| 2. | Bhilwara | 12.13 | 7.55 |
| 3. | Jhalawar | 9.14 | 7.48 |
| 4 | Jhunjhunu | 7.81 | 8.76 |
| 5 | Jodhpur | 7.66 | 9.96 |
| 6 | Karauli | 5.49 | 8.32 |
| 7 | Sikar | 6.04 | 7.25 |
| 8 | Tonk | 9.20 | 5.90 |

Source: As per DISE data

Above table shows that gender gap in four test-checked districts (Jodhpur, Jhunjhunu, Karauli and Sikar) actually increased as compared to year 2009-10, in spite of an overall declining trend. State Government, while accepting the facts, intimated (December 2014) that effort is being made for enrolment of girls to decrease the gender gap.

- ***Provision of inclusive education to 'Children with Special Needs'***

The major thrust of SSA was to provide quality education to children with special need (CWSN) in general schools. The inclusion was to be in terms of physical, social and quality access. Para 3.12 of Revised Framework under

[6] Ajmer (41.87), Banswara (40.47), Barmer (38.92), Bhilwara (41.08), Bikaner (44.81), Bundi (41.56), Chittorgarh (40.68), Dungarpur (44.75), Jaisalmer (36.06), Jalore (37.03), Jhalawar (42.01), Jodhpur (41.99), Nagaur (45.92), Pali (43.74), Pratapgarh (39.05), Rajsamand (43.77), Sawai Madhopur (42.65), Sirohi (33.02), Tonk (40.14), Udaipur(40.46).

SSA envisaged that the key thrust would be to ensure that every CWSN, irrespective of any kind, category and degree of disability, is provided quality education in an appropriate environment. CWSN were to be identified and enrolled and taught suitably in formal schools. An Individual Education Plan (IEP) was to be prepared for each CWSN and should be taught accordingly. CWSN with special disabilities (totally visually challenged, multiple disability, autism and cerebral palsy) were to be taught at their home under home-based education.

Position of 'out of school' CWSN during 2009-14 is depicted below:

| Year | Identified | Enrolled | Not enrolled | *Percentage* (not enrolled to identified) |
|---|---|---|---|---|
| 2009-10 | 249551 | 234301 | 15250 | 6 |
| 2010-11 | 234121 | 220626 | 13495 | 6 |
| 2011-12 | 117180 | 94525 | 22655 | 19 |
| 2012-13 | 130327 | 115857 | 14470 | 11 |
| 2013-14 | 116358 | 107806 | 8552 | 7 |

Source: Data provided by RCEE

From the table above, it can be seen that while in 2009-10, six percent children out the total identified were out of school, in 2013-14, it was still seven *per cent* who were not enrolled. Accepting the facts, State Government stated (December 2014) that efforts to reduce the number of 'out of school' CWSN children have been made during 2014-15.

SSA guidelines envisaged that IEP should be prepared for all CWSN. Test check of 19 blocks revealed that though 43,365 CWSN were enrolled during the period 2009-14, but IEP was prepared only for 793 CWSN, who were either under home-based education or enrolled in those schools where resource rooms existed. Thus, IEP was not prepared for CWSN who were enrolled in schools, which did not have resource rooms.

Moreover, '*Samblan'* (it includes physical and mental exercises for CWSN carried out in resource room) which was required to be provided to all 43,365 CWSN in 19 test-checked blocks, was provided only to 14,625 (including 793 CWSN with IEP) under home-based education.

State Government intimated (December 2014) that IEP was prepared for 2,351 CWSN instead of 793. The reply was not supported by details as the same were also not available in test-checked blocks. Most of equipment *viz.* tread mill, wheel chair, tri-cycle, physio ball and group hearing aid, etc. were not functional in resource rooms established for CWSN. In absence of these equipment, physical exercise to CWSN could not be ensured. State Government (December 2014) stated that most of the equipment have been repaired and are being used, but no such detail has been furnished.

Audit further noticed that 2,46,467 children were suffering from special disability and required home based education. RCEE stated (April 2014) that 20,511 (8.32 *per cent*) CWSN with special disability could be enrolled during the period 2009-14 under home-based education. Further, out of 10,090 CWSN under visually challenged category, Braille books could be provided to

only 7,341 children. In addition, out of 91,339 CWSN with low vision, large print books were made available only to 1,231 (1.35 *per cent)* children during this period.

### *2.1.8.4 Quality of Education*

The quality of education imparted in a large part depends on adequate deployment of teachers and availability of infrastructure facilities. Audit observations on quality of education being imparted, are discussed below:

***Deployment of teachers***

The RTE Act, 2009 emphasised the provision of quality education. SSA scheme also emphasised this aspect. To ensure this, it is essential that adequate number of teachers is provided in schools. Review in Audit revealed that:

- ***Schools with zero enrolment***

At the State level, there were a total of 141 schools where enrolment of student was zero, while 248 teachers were posted in these schools at the end of the year 2013-14. Due to zero enrolment, the Government had to incur unfruitful expenditure on items like infrastructure facilities and salary of teachers. No steps have been taken to redeploy these teachers to deficient schools. During a joint survey by Audit with representatives of DPC, the reasons for zero enrolment, emanating as per information provided by guardians, local peoples and teachers, were the inclination of parents towards English medium private schools, non availability of children in the nearby habitations for primary classes, poor educational standard in government schools, engagement of teachers in collection of census data, more than one government school in the same village, etc.

The details of schools with zero enrolment and teachers posted in test-checked districts at the end of 2013-14 were as under:

| S. No. | District | Schools with zero enrollment | Teachers working in school |
|---|---|---|---|
| 1. | Alwar | 15 | 26 |
| 2. | Bhilwara | 01 | 01 |
| 3. | Jhalawar | 09 | 07 |
| 4 | Jhunjhunu | 32 | 66 |
| 5 | Jodhpur | 10 | 17 |
| 6 | Tonk | 01 | 01 |
| | **Total** | **68** | **118** |

Source: Information furnished by DPCs

The table shows that 68 schools were in operation with zero enrolment, while there were 118 teachers posted in these schools at the end of 2013-14. State Government, while accepting the facts (December 2014), stated that schools having zero enrolment have been merged and teachers posted in these schools have now been redeployed with other schools.

- ***Schools running with single teacher***

As per prescribed norms of SSA and provisions of RTE Act 2009, there should be at least two teachers for each PS and one teacher each for every class in UPS. Scrutiny (April 2014) of records of RCEE revealed that during the period 2013-14, out of 73,069 schools (PSs/UPSs), 12,782 schools (17 *per cent*) were running with single teacher. Similarly, in eight test-checked districts, out of total 19,357 schools (PSs/ UPSs), 2848 schools (15 *per cent*) were running with single teacher.

As per information provided by DPCs, in Alwar and Jodhpur districts, there were 17 schools with more than 150 students, but were being run by a single teacher during 2013-14. Thus short deployment of required number of teachers was adversely affecting the objective of providing quality education under SSA. State Government, while accepting the facts (December 2014), intimated that posting/transfer of teachers is being done and efforts are being made for providing teachers as per requirement of the schools.

- ***Shortage of teachers***

Section 25(1) of RTE Act 2009 prescribed that within six months from the date of commencement (April 2010) of this Act, the appropriate government and the local authority should ensure that the pupil-teacher ratio (PTR), as specified in the schedule, is maintained in each PS. Accordingly, the ratio was fixed as two teachers for up to 60 children (30:1), one additional teacher for every additional thirty children up to 120 children, five teachers for up to 200 children (40:1). This ratio should not exceed 40:1 above 200 children. PTR should be 30:1 (up to 120 students) and 40:1 (above 120 students).

The position of shortage of teachers in test-checked districts is depicted in the table below:

| Districts | No of PS | No of teachers required | No. of teachers posted | Shortage | Schools with high PTR | PTR |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 (3-4) | 6 | 7 |
| **Enrolment up to 120 (PTR 30:1)** | | | | | | |
| Alwar | 1,601 | 3,808 | 3,437 | 371 | 454 | 36:1 to 42:1 |
| Bhilwara | 2,040 | 4,611 | 3,709 | 902 | 428 | 33:1 to 38:1 |
| Jhalawar | 1,072 | 2,482 | 2,220 | 262 | - | 29:1 |
| Jodhpur | 2,498 | 5,636 | 5,041 | 595 | 147 | 29:1 to 35:1 |
| Karauli | 1,094 | 2,466 | 2,246 | 220 | 65 | 29:1 to 33:1 |
| Sikar | 1,449 | 3,135 | 3,071 | 64 | - | 25:1 to 27:1 |
| Tonk | 1,055 | 2,286 | 2,185 | 101 | 26 | 28:1 to 31:1 |
| **Enrolment above 120 (PTR 40:1)** | | | | | | |
| Alwar | 170 | 869 | 605 | 264 | 170 | 48:1 to 52:1 |
| Bhilwara | 67 | 335 | 230 | 105 | 67 | 43:1 |
| Jhalawar | 69 | 354 | 251 | 103 | 09 | 40:1 to 82:1 |
| Jodhpur | 111 | 568 | 407 | 161 | 111 | 42:1 to 58:1 |
| Karauli | 47 | 235 | 197 | 38 | 47 | 43:1 |
| Sikar | 30 | 152 | 145 | 07 | 02 | 29:1 to 65:1 |
| Tonk | 14 | 70 | 61 | 09 | - | 33:1 |
| **Total** | **11,317** | **27,007** | **23,805** | **3,202** | **1,526** | **-** |

Analysis of above data revealed that in test-checked districts (except Jhunjhunu), 11,317 primary schools had a shortage of 3,202 teachers and thus were unable to maintain PTR. In educationally backward districts like Bhilwara and Jhalawar having literacy rate almost five points below the state average, the shortage of teachers was 1,007 and 365 respectively. PTR was adverse in 1,526 PSs (13.48 *per cent*) out of 11,317 PS against prescribed norms, even after four years of commencement of RTE Act-2009 **(*Appendix 2.1*).**

State Government, while accepting the facts (December 2014), stated that efforts are being made for providing teachers as per requirements of the schools. For maintaining the PTR, it was stated that teachers have been redeployed.

- ***Availability of subject teacher in upper primary classes***

As per schedule of RTE Act 2009, at least one teacher each for subject of Science, Mathematics, Social Studies and language was required to be posted in upper primary classes.

Scrutiny of records of 34 UPSs of eight test-checked districts revealed that Science teacher in 13 schools (12 from 2009-10 and 1 from 2013-14), Mathematics teacher in 18 schools (15 from 2009-10, one from 2010-11 and 2 from 2013-14), Social Science teacher in 06 schools (from 2009-10), and language teacher in 03 schools (2 from 2009-10 and 1 from 2011-12) were not posted. Accepting the facts, State Government stated (December 2014) that recruitment of teacher by Rajasthan Public Service Commission is in process.

***Infrastructure facilities***

- ***Inadequate infrastructure facilities in schools***

As per Paragraph 1.5 of Implementation of SSA Framework, 'every school (PS and UPS both) should have all weather building, at least one class room for every teacher, barrier free access, separate toilets for boys and girls, safe and adequate drinking water facility, play ground, boundary wall and library by 31 March 2013'.

The position of availability of infrastructure facilities at state level at the end of 2013-14 was as under:

| | **No. of schools PS/UPS** | **Without Building** | **Single room** | **No separate toilet for girls** | **No drinking water** | **No play Ground** | **No boundary wall** | **No library** |
|---|---|---|---|---|---|---|---|---|
| **Total** | 80074 | 1313 | 2089 | 3214 | 3967 | 48285 | 14644 | 31677 |
| **Percentage** | | (1.64) | (2.61) | (4.01) | (4.95) | (60.30) | (18.29) | (39.56) |

Source: Data provided by RCEE.

By and large, these schools are being run with buildings, drinking water facility and separate toilet for girls. It was, however, seen that a large number

of schools were without boundary wall, play ground and library. Construction of boundary wall is important in promoting a sense of security and safety among children, especially girls and could go a long way in bringing improvement in the retention of girls in schools.

A joint inspection by audit along with departmental officers, of 95 schools in eight test-checked districts revealed that 78 toilets were not connected with water supply, of which 11 toilets were not in use due to damaged conditions.

Accepting the facts, State Government stated (December 2014) that efforts are being made for providing the required infrastructure facilities.

- ***Unfruitful expenditure on incomplete civil works***

As per directions of RCEE, analysis of requirement for construction and assurance of availability of space in school compound should be according to school mapping, so that sanctioned works need not be cancelled or remain pending at a later stage. As per annual work plan, all civil works were to be completed within the time period of two to six months from the date of sanction. SMC was responsible for the timely completion of all constructions.

At state level, out of 1,19,431 works approved by PAB during the period 2009-14, only 93,897 works were sanctioned, 86,382 works were completed and 7,515 works (eight *per cent*) were either incomplete or not taken up (as of 31 March 2014).

Position of incomplete works[7] in eight test-checked districts was as under:

**(₹ in crore)**

| Year of sanction | No. of pending works | Sanctioned amount of pending works | Expenditure incurred | Reasons of non completion |
|---|---|---|---|---|
| 2009-10 | 16 | 0.20 | 0.17 | Works remained incomplete due to land dispute, non availability of land and works not started at SMC level |
| 2010-11 | 45 | 0.75 | 0.62 | |
| 2011-12 | 29 | 0.55 | 0.47 | |
| 2012-13 | 23 | 0.94 | 0.66 | |
| **Total** | **113** | **2.44** | **1.92** | |

Source: Information provided by concerned DPCs

Thus, 113 works were lying incomplete due to land dispute, court cases and negligence of SMC, for more than one year, with an expenditure of ₹ 1.92 crore incurred by the concerned executing agencies against the sanctioned amount of ₹ 2.44 crore.

State Government admitted (December 2014) the facts and stated that efforts are being made to resolve land disputes.

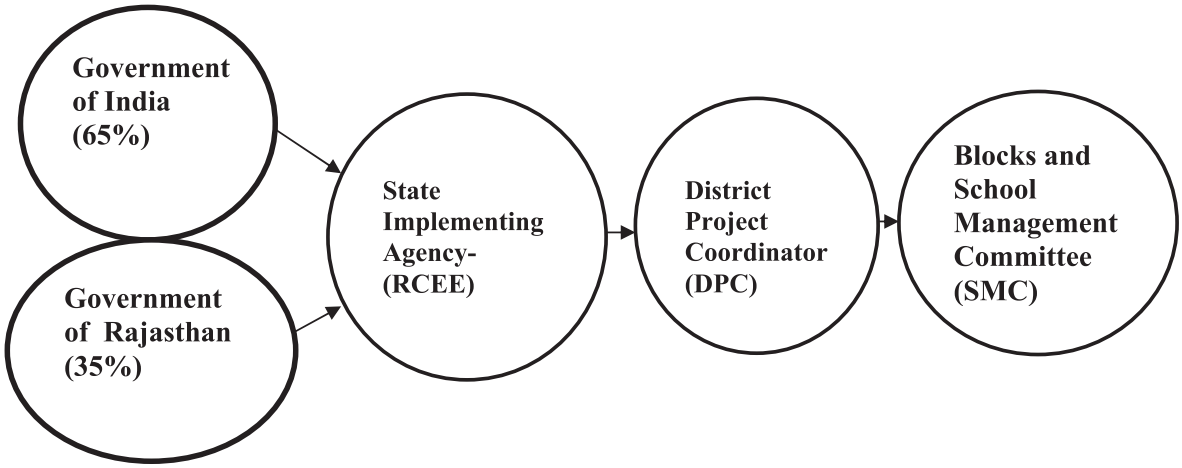
### *2.1.8.5 Financial management*

Annual Work Plan and Budget (AWP&B) was prepared by RCEE and submitted to Project Approval Board (PAB) for approval. The funds were

[7] Additional classrooms, Boundary Wall, Drinking Water facilities, Electrification, Ramps and toilets.

released by GoI directly to the State Implementing Agency (SIA) in two instalments. As per SSA guidelines, funds were to be provided by GoI and GoR in the ratio of 65:35 except during 2009-10 when the ratio was 60:40. The grants-in-aid awarded by the XIII Finance Commission (ThFC) for elementary education to the State is included in the total outlay but the funds to be divided between GoI and GoR was arrived at after deducting the funds given by ThFC from total outlay.

Fund flow chart of SSA is given below:




The position of funds released by GoI /GoR to SIA and expenditure incurred during the period 2009-14 is depicted in the following table:

**(₹ in crore)**

| Years | Approved outlay | Grants -in-aid (ThFC) | Opening Balance | Funds released by | | Other Receipts | Total | Total Expen-diture | Closing Balance | *Per-centage* |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | | GoI | GoR | | | | | |
| 2009-10 | 2172.69 | - | 255.27 | 1271.24 | 702.58 | 9.81 | 2238.90 | 1992.31 | 246.59 | 11.01 |
| 2010-11 | 3023.83 | - | 246.59 | 1461.82 | 1180.73 | 16.48 | 2905.62 | 2644.25 | 261.37 | 9.00 |
| 2011-12 | 3525.62 | 320.00 | 261.37 | 1485.81 | 1222.10 | 21.15 | 3310.43 | 3047.69 | 262.74 | 7.94 |
| 2012-13 | 3784.31 | 356.00 | 262.74 | 1535.20 | 1417.57 | 19.68 | 3591.19 | 3405.54 | 185.65 | 5.16 |
| 2013-14 | 3247.34 | 394.00 | 185.65 | 2424.89 | 1129.00 | 8.05 | 4141.59 | 3541.00 | 600.59 | 14.50 |

Source: Year-wise Audited Statements of Accounts.

***Non-adjustment of advances***

During review of Balance Sheet of RCEE for 2013-14, it was observed that advances of ₹ 160.24 crore paid to District Project Coordinators and State Project Office were pending for adjustment as on 31 March 2014 for want of UCs from concerned authorities. In absence of expenditure statements/ UCs, utilisation of the funds could not be ascertained in audit. State Government, while accepting the fact, stated (December 2014) that due to non-receipt of UCs from SMCs, the advances could not been adjusted timely. However, efforts are being made for adjustment of advances.

Though the PAC, in its 48th Report 2011-12 had recommended for necessary arrangements to stop repetition of the same, pendency of advances still continues.

### *2.1.9 Internal Control*

***Lack of internal control on assets created under SSA***

- As envisaged in Manual on Financial Management and Procurement-2010 issued by Ministry Of Human Resource Development, GoI, a register of assets in the prescribed format for the assets created wholly or substantially out of GoI grant was to be maintained at RCEE and other levels. It was observed that valuation of assets created is being shown in CAs report/annual accounts, but the assets registers were not being maintained in prescribed format by the RCEE as well as by any DPCs in all 8 test-checked districts. As a result, maintenance and safety of the assets acquired/created out of the programme funds could not be ascertained in audit. Accepting the facts (December 2014), State Government intimated that instructions have been issued (February 2014) to SMCs for maintaining assets register.

- No system of internal audit had been set up in SPO though envisaged in manual of Finance Management and Procurement for SSA. Government stated (December 2014) that internal audit of DPCs/BRCFs/KGBVs and SMCs is being conducted. Fact remains that internal audit of State Project Office and RCEE is not being done.

### *2.1.10 Monitoring*

As per Para 101 of 'Manual on Financial Management and Procurement' issued by Ministry of Human Resource Development (MoHRD), GoI, monitoring is to be a continuous process for both programme implementation and outcome indicators. Monitoring under the programme (SSA) in the state is being conducted at three levels (i) at the local community/school level (ii) the district level and (iii) the state level. State Government was required to monitor the programme.

- ***At school level***

As per Paragraph 4(3) of Notification dated 29 March 2011, meetings of SMC[8] should be held once in a month for reviewing the progress of activities of SSA at school level. During test check of selected schools, it was observed that SMC meetings were not being held as per prescribed norms. Only 11 to 53 meetings were held during 2009-14 against 60 meetings required by each SMC.

State Government stated (December 2014) that most of the female members and parents could not spare time to attend SMC meetings, due to agricultural activities. Therefore, the same could not be conducted as per norms.

[8] SMC are empowered to monitor school functioning and managing its finances.

- ***At district level***

The District Officers-in-charge (DOI) were to make visits for monitoring purpose for two days in a month, covering district headquarter, one block, one nodal centre and three schools at field level. They were to submit monthly progress reports within seven days to Monitoring Cell at the State level. Monitoring Cell was to analyse the monthly progress report and to issue the necessary directions for removing deficiencies.

On being pointed out, District Project Coordinators informed (July 2014) that no record of visit of DOI was being maintained at district level, indicating lack of monitoring at that level. At District level, monthly targets of 14 local visits by DPCs, 28 by ADPCs and 36 by Assistant Engineers were fixed (2010-11) by RCEE. In the test-checked districts, these targets were not achieved during 2010-14, as shown below:

| S. No. | Name of District | Norms of visit | | | Actual visit | | |
|---|---|---|---|---|---|---|---|
| | | DPC (14x12x4) | ADPC (28x12x4) | AEN (36x12x4) | DPC | ADPC | AEN |
| 1. | Alwar | 672 | 1344 | 1728 | NA | NA | 326 |
| 2. | Bhilwara | 672 | 1344 | 1728 | NA | 28 | 36 |
| 3. | Jhalwar | 672 | 1344 | 1728 | NA | NA | NA |
| 4. | Jhunjhunu | 672 | 1344 | 1728 | 232 | 233 | 330 |
| 5. | Jodhpur | 672 | 1344 | 1728 | NA | 460 | 1065 |
| 6. | Karauli | 672 | 1344 | 1728 | 287 | 691 | 1056 |
| 7. | Sikar | 672 | 1344 | 1728 | NA | 856 | 1518 |
| 8. | Tonk | 672 | 1344 | 1728 | NA | 85 | 383 |

Source: Information provided by DPCs

Government stated (December 2014) that reports of visits are being submitted by DOI to monitoring cell at state level. No such record was found maintained in test-checked districts and in the State Project Office (SPO). Government further stated due to dual charge of DEEO and DPCs, visits as per norms could not be performed by DPCs.

- ***At State level***

As per Paragraph 15 of memorandum of association of RCEE, meetings of Governing Council (GC) presided by Chief Minister, should be held at least twice a year to review the implementation of the projects and to give over all policy guidance and directions. Further, as per rule 34, meetings of Executive Committee (EC) under chairmanship of the Chief Secretary should be held at least once in a quarter to endeavour to achieve the objectives of the council. Though GC was constituted in November 1998, not a single meeting was held. Thus, the GC failed to discharge the function of reviewing the implementation of the Project and give overall policy guidance and direction. Further, EC held only seven meetings as against 20 meetings required to be held during 2009-14. The main issues discussed in the meetings of EC, were approval of work plan and budget, annual reports, annual accounts, appointment of officials, etc.

State Government, while accepting the facts, stated that EC meetings were conducted as per requirement and therefore were in less numbers.

As per Paragraph 6.10.2 of framework for implementation of SSA, an independent third party evaluation of civil works during construction was mandatory to ensure quality of civil works and MoHRD also directed that third party evaluation should be carried out in 100 *per cent* sites for the works approved in a particular year.

Scrutiny of records revealed that in the year 2012-13 and 2013-14, no civil work was evaluated by third party. Thus, the quality of civil works could not be ascertained. RCEE stated (May-2014) that third party evaluation of civil works was not the only option to ensure quality of works. During this period, third party evaluation works was not done due to insufficient funds provided by GoI or sanction not accorded by GoI. The reply was not acceptable as third party evaluation of civil works was mandatory.

GoI nominated three outside agencies *viz.* Institutes of Development Studies, Social Policy Research Institutes and Centre for Development and Communication Studies, for effective monitoring of various activities of SSA in the State. The reports submitted by the above agencies showed that trained teachers for CWSN were not available in any of the inspected schools. Their reports stated that the teachers were not aware about the roles and responsibilities of teachers under RTE Act, awareness levels about SSA and Mid-day-Meal (MDM) was poor in schools, schools report cards were not displayed in any inspected schools, the school records were not updated, etc.

### *2.1.11 Conclusions and Recommendations*

The SSA has helped the State in taking giant steps towards universalisation of elementary education. The overall literacy rate of Rajasthan has increased from 60.41 *per cent* in 2001 to 66.10 *per cent* in 2011. The position of availability of infrastructure facilities revealed that of the total number of PS/UPS of 80074 in the State, by and large, the schools were having buildings, drinking water facilities and separate toilet for girls. However, several concerns and gaps still remain to be addressed, which are highlighted below:

The target to enrol all children in school within three years from the commencement (April 2010) of the RTE Act was not achieved. While in 2009-10, six *per cent* 'Children with Special Needs' (CWSN) out of the total identified were out of school, in 2013-14, it was still seven *per cent* who were not enrolled.

***State Government should make efforts to enrol more and more 'out of school' children towards achieving the goal of universalisation of elementary education. Special efforts for enrolment of CWSN also need to be made.***

The overall gender gap in the State has declined by 1.11 *per cent*, but it still remains high at 8.06 *per cent*. The female literacy rate remained at 52.12 *per cent*

and was the lowest among all States. In fact, in 4 test-checked districts (Jodhpur, Jhunjhunu, Karauli and Sikar) the gender gap has actually increased.

***This highlights the need for the State to focus on programmes bring to improvement in the enrolment of girls and bridge the gender gap. The State Government also needs to create greater awareness among girls, parents and the community, through educational tours, exhibitions, documentary films, street plays, etc. to get the girls enrolled in schools.***

There were 12,782 schools which were running with single teacher. This was adversely affecting the objective of providing quality education. In addition, there was inadequate pupil-teacher ratio, with consequential effect on providing quality education to students. There was also shortage of subject teachers at upper primary level.

***State Government should take necessary steps to speed up the process of filling up the vacancies of teachers in a time bound manner, make concerted efforts towards improving the inadequate pupil-teacher ratio as well as appointing teachers for separate subjects at upper primary level.***

Monitoring is to be a continuous process with emphasis on both programmes implementation and outcome indicators. While SMC meetings were not held as per prescribed norms at the school level, there was distinct shortfall in the visits undertaken for monitoring the progress at the district level. At the state level, while some EC meetings were held, the governing council (GC) had not conducted any meeting since inception of the scheme.

***To ensure quality education and proper implementation of the scheme, the State Government may ensure that monitoring is improved through regular meetings at the school level, more field visits by the district officer-in-charge and holding of GC meeting to give overall policy directions and guidance.***

# Home Department

## 2.2 Modernisation of Police Force in Rajasthan

***Executive Summary***

Government of India (GoI) launched the Scheme of 'Modernisation of Police Force' to improve the operational efficiency of the state police forces and to adequately equip them to effectively face the emerging challenges of internal security and law and order. It was seen that the Government of Rajasthan did not prepare a perspective plan to implement the scheme and to derive optimal benefit out of it. Annual Plans were also submitted to GoI with delay. State Government did not contribute its matching share to the scheme as the State Government was separately purchasing items of police modernisation. Further, the State Government could not utilise available funds under the central scheme ranging between 36 and 79 *per cent*.

State Government required 15,884 modern weapons during the period 2009-14, against which only 3,962 weapons (25 *per cent*) were received resulting in shortage of modern weapons. Most of the weapons procured under the scheme were not distributed to field units and remained idle. Against requirement of 8,132 vehicles in the State, shortage of 2,252 vehicles remained as on 31 March 2014. This was despite the facts that funds were available.

Test check of police stations revealed that there was a substantial shortfall in basic equipment like *lathis*, shield, body protectors, etc.

Different response times have been prescribed for the rural and the urban police teams to reach the crime site, police stations were also required to record the response time in crime register. In maximum cases police response time could not be worked out as necessary information was not recorded in crime register by Station House Officer.

Large number of samples were pending for analysis in 'Forensic Science Laboratories (FSL)', adversely affecting police investigations. The pendency was attributed to a shortage of technical staff.

The State Government accorded high priority to construction of residential/non-residential building. However, there was a delay in construction of residential/non-residential building for staff. There was huge shortage of staff quarters as there were only 25,649 staff quarters against 81,804 men-in-position as on 31 March 2014. In a number of instances there was delay in handing over of completed buildings. Two-hundred and thirty five works were not started due to delay in finalising drawings, selection of sites *etc*.

Due to less numbers of SLEC meetings, crucial issues like mobility, weapons, constructions of buildings/quarters, *etc*. were not getting proper attention of the Government.

***Introduction***

'Law and order' is a State subject and it is primarily the responsibility of the State Governments to modernise and adequately equip their police forces for meeting the challenges to law and order.

The scheme of 'Modernisation of Police Force (MPF)' was introduced (1969) by Government of India (GoI) with an objective to improve the operational efficiency of the State Police Forces and to adequately equip them to effectively face the emerging challenges of internal security and law and order. The scheme aims to modernise police forces in terms of mobility, weaponry, communication systems, training, Forensic Science Laboratory/ Finger Print Bureau, equipment and buildings.

The scheme was revised in 2000-01 and extended for a period of ten years. Up to 19 November 2003, the cost sharing of the scheme between the GoI and the States was on 50:50 basis. With effect from 20 November 2003, the funding pattern was modified to 60:40. The scheme was reviewed in September 2005 and the States were divided in two groups[9], namely 'A' and 'B' with central assistance of 100 and 75 *per cent* respectively, Rajasthan was placed under Category 'B'. This was subsequently revised to 90 and 60 *per cent* respectively with effect from the year 2012-13. As Rajasthan was grouped under category 'B' states, it was therefore, entitled to 60 *per cent* central assistance. MPF Scheme under operation till 2011-12, was approved for a further period of five years till 2016-17.

Desert policing, for the first time, was included in Annual Action Plan 2005-06 and remained in force up to 2010-11. Subsequently, it was dropped from the modernisation scheme in 2011-12.

### *2.2.1 Previous Audit Coverage*

The scheme was earlier reviewed by audit in 2006-07 and included as paragraph 3.2 of the Audit Report (Civil) Government of Rajasthan for the year ended 31 March 2007. Issues covered in the report were mainly non-contribution of matching share by the State Government, non-completion of construction works, shortage of staff quarters, use of purchased vehicles for replacement of unserviceable vehicles, delay in deployment of modern weapons, procurement of costly equipment by forensic science laboratories without planning adequate manpower for their operation. The Performance Audit was examined by the Public Accounts Committee (PAC) in 2011-12 (117$^{th}$ Report) and action taken by Government on the recommendations further examined by PAC (185$^{th}$ Report of 2012-13) have been included in paragraph Nos. 2.2.8.3 and 2.2.9.

[9] Category A: State of J&K and all eight north-east states including Sikkim and category B: remaining states.

### *2.2.2 Audit objectives*

The audit reviewed implementation of the scheme with a view to assess whether:

- adequate plans had been prepared to achieve the objectives of the scheme viz. operational efficiency, capacity building and infrastructure augmentations;
- financial management was efficient;
- there was effective modernisation of the State police force, and
- the system of effective monitoring was in place.

### *2.2.3 Audit Criteria*

The audit criteria used to benchmark the implementation of the scheme were drawn from:

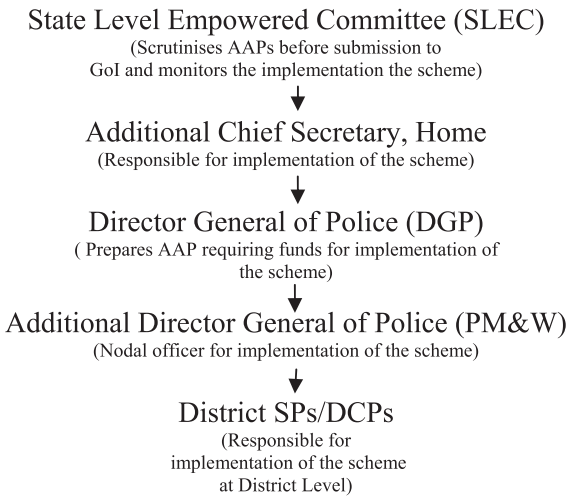
- Scheme Guidelines and instructions issued by the GoI and GoR from time to time;
- Norms and scales prescribed by Bureau of Police Research and Development (BPR&D) for various operational parameters like weapons, mobility, etc;
- Provisions of General Financial and Accounting Rules (GF&ARs), Rajasthan Budget Manual and
- Prescribed monitoring mechanism, as envisaged in the scheme guidelines.

### *2.2.4 Organisational set up*

Home Department under Government of Rajasthan (GoR), headed by Additional Chief Secretary (ACS), is responsible for implementation of the scheme. State Level Empowered Committee (SLEC) under the chairmanship of the Chief Secretary monitors the implementation of the scheme. The chairman is assisted by ACS and Director General of Police (DGP) as members of the committee.

DGP is the head of police establishment and Additional Director General of Police (ADGP) (Planning, Modernisation and Welfare) is the nodal officer for implementing MPF scheme. There are seven police ranges headed by Inspector General of Police (IGP) and two police ranges (Jaipur and Jodhpur) headed by Commissioner of Police. There are 34 police districts, each headed by Superintendents of Police (SP) and six police districts, each headed by Deputy Commissioners of Police (DCP) under two police commissionerates. All construction works related to the scheme have been entrusted to Rajasthan State Road Development and Construction Corporation (RSRDCC) Limited

and Public Works Department (PWD). Organisational Setup is further depicted in the following diagram:




### *2.2.5 Scope of Audit and Methodology*

The Performance Audit (PA) for the period 2009-10 to 2013-14 was conducted in June-July 2014. Records of the Home Department, DGP Office, in addition to nine (23 *per cent*) Police Districts (one from each of the nine ranges[10]) along with 35 police stations[11] (20 *per cent*) under selected districts were selected on simple random basis. In addition, records of Forensic Science Laboratories[12], Finger Print Bureau Jaipur, Rajasthan Police Academy, Jaipur, Rajasthan Police Training Centre and Police Training School, Jodhpur and Jhalawar, Director Communication, Jaipur, Director General (Home Guards), Additional Directors General of Police, Crime and Traffic Police were also test-checked. Audit also examined the records of RSRDCC Limited and PWD to assess the progress of construction works.

An entry conference with the Additional Chief Secretary, Home Department was held on 26 May 2014 wherein the audit objectives and scope and criteria of audit were discussed. An exit conference was held on 12 November 2014 with the Additional Chief Secretary, Home Department, discussing the findings in detail. The Government's views and replies have suitably been incorporated in the PA.

---

[10] Ajmer (Tonk), Bharatpur (Karauli), Bikaner (Churu), Jaipur (Jhunjhunu), Jaipur Commissionerate (Jaipur West), Jodhpur (Jodhpur Rural), Jodhpur Commissionerate (Jodhpur West), Kota (Jhalawar) and Udaipur (Chittorgarh).

[11] Tonk: 4 (Uniara, Aligarh, Pachewar and Kotwali); Karauli: 4 (Surauth, Nadoti, Karanpur and Keladevi); Churu: 4 (Rajgarh, Dudwa Khara, Sujangarh and Hamirwas); Jaipur West: 3 (Jhotwara, Bhankrota and Murlipura); Jhunjhunu: 4 (Buhana, Udaipur Wati, Bagar and Surajgarh); Jodhpur West: 2 (Choupasni Housing Board and Jhanwar); Jodhpur Rural: 4 (Bilara, Pipar City, Jamba and Borunda); Jhalawar: 5 (Misroli, Jawar, Pirawa, Kamkheda and Dug) and Chittorgarh: 5 (Jawda, Badsora, Nikumbh, Rawatbhata and Nimbahera).

[12] Jaipur and Jodhpur.

## Audit Findings

### 2.2.6 Planning

Paragraph 1 of the MPF guidelines envisaged preparation of a strategic plan incorporating an equipment acquisition-perspective plan for five years, identifying and analysing the gaps in various components under MPF scheme, in conjunction with the Bureau of Police Research and Development (BPR&D) norms (State Government adopted its own norms[13] against BPR&D norms).

The Annual Action Plans (AAPs) requiring funds for implementation of the scheme are to be prepared by DGP and scrutinised by the SLEC, before submission to GoI for approval. As per directions of GoI, State Government has to formulate its AAPs in accordance with the guidelines issued by GoI every year. AAPs should be in accordance with the five-year Perspective Plan which identifies the gaps in various components under MPF scheme.

#### 2.2.6.1 Lack of long term planning

As per MPF guidelines, State Government was required to prepare five year Perspective Plans 2005-10 and 2010-15, as long term planning. Contrary to this, State Government did not prepare any perspective plan, indicating that respective AAPs were prepared without identifying and analysing the gaps in various components under the scheme and without properly assessing requirement of the State.

Though Strategic Plan 2011-16 was prepared by DGP and sent (February 2012) to State Government for approval but the same was not forwarded to GoI. State Government stated (November 2014) that as per discussions held with the Principal Secretary during the conference (23 March 2012) organised by GoI, it was suggested that only AAP 2012-13 may be sent to GoI instead of five year strategic plan. Reply is not in consonance with the MPF guidelines as the Strategic Plan 2011-16 was required to be prepared in 2009-10, while the conference was held in March 2012. Moreover, GoI also requested (December 2010) all state governments to prepare five-year strategic plan for the period 2011-16 to improve the operational efficiency and professional skills of state police force by analysing and identifying the gaps in various components of MPF scheme and forwarded to GoI for approval. In absence of strategic plan, GoI could not be informed about the strategy of the State Government to improve operational efficiency.

[13] Building (March 2000): 100 *per cent* accommodation; Mobility (December 2011): one four wheeler and four Motor cycle for commissionerate, three Motor cycle for urban and two Motor cycle for rural per police station; Weaponry (May 2006): Inspector/Sub Inspector/Assistant Sub Inspector (9 mm pistol) Head Constable (INSAS /AK Rifle) and Constable (7.62 SLR) etc. and equipment (August 2007) 50 *per cent* FRP Helmets, 50 *per cent* Poly Carbonate Lathi, 40 *per cent* Poly Carbonate Shield and 40 *per cent* body protector of sanctioned strength.

### 2.2.6.2 Delay in submission of Annual Action Plan

Scrutiny of records of DGP office revealed that during the period 2009-14, the State Government delayed submission of AAPs to GoI as shown below:

| Year | Due date of letter from the PM Division, MHA | Actual date of letter from the PM Division, MHA | Due date of submission of AAP to the PM Division, MHA as per Guidelines | Due date of submission of AAP to the PM Division, MHA as per letter of PM Division, MHA | Actual date of submission of AAP to the PM Division, MHA | Period of delay (in days) of submission of AAP to the PM Division, MHA |
|---|---|---|---|---|---|---|
| 2009-10 | 1st Week of October 2008 | 22 December 2008 | 31 December 2008 | 7 January 2009 | 2 January 2009 | - |
| 2010-11 | 1st Week of October 2009 | 30 December 2009 | 31 December 2009 | 22 January 2010 | 21 January 2010 | - |
| 2011-12 | 1st Week of October 2010 | 2 December 2010 | 31 December 2010 | 27 December 2010 | 17 February 2011 | 53 days |
| 2012-13 | 31 December 2011 | 20 March 2012 | 15 January 2012 | 15 April 2012 | 13 May 2012 | 29 days |
| 2013-14 | 31 December 2012 | 25 March 2013 | 15 January 2013 | 15 April 2013 | 26 June 2013 | 73 days |

Source: Information furnished by Director General of Police (DGP)

From the above table it is seen that AAPs for 2011-12 to 2013-14 were submitted to GoI with delays ranging between 29 and 73 days from the due date of submission. MHA had also indicated that serious efforts were not made in preparing and submitting AAPs to GoI.

It was further observed that High Power Committee (HPC) constituted by MHA directed (3 July 2012) the State Government to send a revised AAP for 2012-13. It was noticed that the revised AAP was sent to the GoI in January 2013, *i.e.* with a delay of six months.

### 2.2.7 Financial Management

### 2.2.7.1 Fund flow and financial position

During the period 2009-12, GoI and the State Government were required to fund the scheme in the ratio of 75:25. This ratio was modified to 60:40 from 2012-13 onwards. After approval of the AAPs, GoI directly released its share to three implementing agencies namely State Government, Ordnance Factory Board (OFB) and RSRDCC Limited.

The details of funds released by the GoI/State Government and the expenditure incurred there against during the period 2009-14 were as under:

(₹ in crore)

| Year | Approved Action Plan | Opening balance | Amount released by | | Total amount available (3+4+5) | Expenditure incurred during the year | Closing Balance (percentage) | Matching share not released by State Government |
|---|---|---|---|---|---|---|---|---|
| | | | GoI | State Government | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
| 2009-10 | 119.91 | 17.54 | 51.18 | 0.00 | 68.72 | 34.01 | 34.71 (51) | 17.06 |
| 2010-11 | 111.73 | 34.71 | 47.88 | 0.00 | 82.59 | 52.63 | 29.96 (36) | 15.96 |
| 2011-12 | 96.95 | 29.96 | 33.10 | 0.00 | 63.06 | 38.58 | 24.48 (39) | 11.03 |
| 2012-13 | 161.22 | 24.48 | 15.88 | 0.00 | 40.36 | 22.65 | 17.71 (44) | 10.59 |
| 2013-14 | 179.41 | 17.71 | 62.83 | 0.00 | 80.54 | 17.31 | 63.23# (79) | 41.89 |
| **Total** | **669.22** | | **210.87** | **0.00** | | **165.18** | | **96.53** |

Source: Annual Action Plan and Information furnished by DGP

# Rajasthan State Road Development Construction Corporation Limited: ₹ 58.06 crore, Forensic Science Laboratory: ₹ 0.64 crore, Government of Rajasthan: ₹ 4.53 crore.

From the above table, following issues were noticed:

- State Government did not contribute its matching share of ₹ 96.53 crore during the period 2009-14.

The State Government stated (November 2014) that they had initiated a residential scheme for which a loan of ₹ 563.61 crore was obtained from Housing Urban Development Corporation (HUDCO) and ₹ 96 crore is being repaid every year. State Government further informed (November 2014) that funds (₹ 194.70 crore) were released for purchase of various components of modernisation of police, under state plan. The fact remained that State Government did not contribute its share to the central scheme.

- Department could not utilise funds ranging between 36 and 79 *per cent* during the period 2009-14. This indicated that the Departmental machinery was not geared up to implement various components of the scheme.

State Government accepted (November 2014) that inspite of its all out efforts, delay occurred in procurement of items. The Government stated that it will make sincere efforts to utilise the funds under the scheme.

- Scrutiny of records of DGP office revealed that though sufficient amount was available with the department during the period 2009-14, the Department incurred most of its expenditure (ranging between 21 and 77 *per cent)* in the last month (March) of each financial year, as shown below:

(₹ in crore)

| Year | Funds Available as on 1st April | Expenditure incurred during the year | Expenditure incurred in the month of March | Percentage of expenditure incurred in March |
|---|---|---|---|---|
| 2009-10 | 17.54 | 13.14 | 10.11 | 77 |
| 2010-11 | 34.71 | 20.49 | 9.43 | 46 |
| 2011-12 | 29.96 | 27.74 | 11.49 | 41 |
| 2012-13 | 24.48 | 17.25 | 3.61 | 21 |
| 2013-14 | 17.06* | 9.45 | 4.33 | 46 |
| **Total** | **123.75** | **88.07** | **38.97** | **44** |

*Revalidation of ₹ 0.65 crore was not done by the State Government
Source:-Information furnished by DGP (Central Store)

### *2.2.8 Programme Implementation*

The scheme aimed to modernise police forces in terms of mobility, weaponry, communication systems, training, FSL, equipment, and buildings. State Government was required to assess and acquire all components of scheme as per the adopted norms[13].

An analysis of various components proposed in the AAPs for the years 2009-14 vis-à-vis actual procurement during the period revealed that physical shortfall in procurement of equipment ranged between 17 and 100 *per cent,* while financial shortfall ranged between *3* and *100 per cent*. The details of the major components of AAP like mobility, weapons, communication equipments, etc. are given in ***Appendix 2.2***. State Government stated (November 2014) that they had also released funds separately for purchase of various items of police modernisation. Notwithstanding availability of funds, the department could not achieve their physical and financial targets.

Performance of the Department in implementation of the programme is discussed in the following paragraphs:

### *2.2.8.1 Weaponry*

GoI approved ₹ 44.44 crore during 2009-14 for purchase of modern weapons like 7.6 mm self loaded rifles (SLR), 5.56 insas rifles, 9 mm carbine, rocket launcher (RL), 51 mm mortar, light machine guns (LMG), AK rifles, under barrel grenade launcher (UBGL), tear gas guns etc. Against this, the Department procured weapons worth ₹ 19.82 crore as of March 2014. Deficiencies in assessment of requirement, procurement and utilisation of modern weapons are detailed below:

- ***Shortfall of modern weapons***

As per approved AAPs, 15,884 numbers of modern weapons were required during the period 2009-14. Against this, State Government ordered 4,956 (31 *per cent*) modern weapons and as of March 2014 only 3,962 (25 *per cent*) weapons were received from various agencies[14]. While the overall shortfall was 75 *per cent*, the year-wise shortfall was 99 *per cent* (2009-10), 22 *per cent* (2010-11), 17 *per cent* (2011-12), 76 *per cent* (2012-13) and 47 *per cent* (2013-14).

State Government clarified (November 2014) that due to not receiving weapons during the same financial year in which order was placed and due to increase in their prices, fewer quantity of weapons were purchased. Moreover, funds are directly transferred to OFB by GoI.

The reply was not convincing as of the 15,884 weapons, 12,992 weapons were to be purchased by the State Government from the designated agencies like Ordnance factories and central para-military forces like CRPF.

- ***Weapons lying idle due to non-distribution to units***

Scrutiny of records of Central Store, Jaipur, revealed that while on the one hand there was shortage of weapons in the Department, on the other hand modern weapons purchased under the scheme were not issued to Police Stations (PSs) and remained stock piled in Central Store as under:

(₹ in crore)

| S. No. | Name of Weapons | Number of weapons received | Value | Number of weapons distributed | Number of weapons lying in Central Store | Proportionate Value |
|---|---|---|---|---|---|---|
| 1 | Carbine 9 mm/1A1 | 190 | 0.66 | 326[15] | 0 | 0 |
| 2 | 9 mm Pistol/Auto | 624 | 1.91 | 124 | 500 | 1.53 |
| 3 | SLR 7.62 mm | 196 | 0.94 | 196 | 0 | 0 |
| 4 | Insas/5.56 Insas | 559 | 2.39 | 454 | 105 | 0.45 |
| 5 | 12 Bore Pump Action Gun | 929 | 4.61 | 605 | 324 | 1.61 |
| 6 | Rocket Launcher | 11 | 1.32 | 16[15] | 0 | 0 |
| 7 | 51 mm Mortar | 14 | 0.19 | 37[15] | 0 | 0 |

[14] Rifle Factory, Ishapore, Gun Carriage Factory, Jabalpur, Small Arms Factory, Kanpur, CRPF, Rampur and import by Ministry of Home Affairs, GoI

[15] 164 Weapons (Carbine 9 mm/1A1: 136, Rocket Launcher: 5 and 51 mm Mortar: 23) were procured in excess in earlier period and had not been distributed.

| S. No. | Name of Weapons | Number of weapons received | Value | Number of weapons distributed | Number of weapons lying in Central Store | Proportionate Value |
|---|---|---|---|---|---|---|
| 8 | LMG 5.56 mm | 33 | 0.39 | 18 | 15 | 0.18 |
| 9 | Pistol Glock | 626 | 1.28 | 0 | 626 | 1.28 |
| 10 | MP5 –A3, | 196 | 2.47 | 0 | 196 | 2.47 |
| 11 | MP5 –K | 36 | 0.55 | 0 | 36 | 0.55 |
| 12 | MP5 –SD | 36 | 0.88 | 0 | 36 | 0.88 |
| 13 | Gas Gun/MBL | 80 | 0.17 | 0 | 80 | 0.17 |
| 14 | AGL 30 mm | 7 | 1.20 | 0 | 7 | 1.20 |
| 15 | AK Series | 425 | 0.86 | 0 | 425 | 0.86 |
| | **Total** | **3,962** | **19.82** | **1,776** | **2,350 (59%)** | **11.18** |

Of 3,962 numbers of weapons received during the period 2009-14, 2,350 numbers of weapons were lying in the Central Store as on 31 March 2014. Thus, 59 *per cent* of weapons procured were not distributed to the field units.

It was also seen that the DGP issued (August 2012, January and May 2013) directions that as some of the weapons procured were new (Rocket Launcher, Rifle SMG, MP5 SD, MP5 K, MP5 A3) they should be distributed only after training has been provided to field offices. However, these weapons were not included in the training courses.

Records of 35 test-checked PSs in nine selected police districts revealed (July 2014) that as against requirement of 1,227 weapons, only 309 weapons were available with a shortage of 918 (75 *per cent*). This indicated that the field level police units which are responsible for operation were not strengthened and remained either unequipped or equipped with old weapons.

State Government replied (November 2014) that weapons were allotted to field units/districts after inspection by 'Departmental Inspection Committee'. Weapons are distributed to field units as soon as they are received. Necessary instruction for completion of process within three months has been issued, and at present there is zero stock.

- ***Purchase of ammunition after expiry of warranty period of guns***

General Manager, Gun Carriage Factory (GCF), Jabalpur supplied (February 2011) 99 guns (₹ 44.50 lakh) to DGP. Audit scrutiny revealed that warranty period of these guns was up to February 2012 and was subject to proper storage and use of the product by the user in accordance with the prescribed condition of the products. However, the department placed an order with Ammunition Factory, Khadki, Pune for supply of ammunition (anti-riot rubber bullets) to be used in these guns in July 2012. Supply of ammunition was received in February 2014 *i.e.* after two years of expiry of warranty period. This resulted in non-testing of the guns within the warranty period.

Accepting the facts, State Government stated (November 2014) that guns were received in February 2011 and proforma invoice for ammunition was received in March 2012. Accordingly, order for purchase of ammunition was placed in July 2012.

### 2.2.8.2 Equipment

For handling communal, political and other agitational activities that could lead law and order problems, the police need to be well equipped.

As per State Government norms[13] (August 2007), 2,772 number of equipments[16] were required in 35 test-checked police stations, of which only 422 (15.23 *per cent*) number of equipments were available. Thus, there was a shortage of 2,350 (84.77 *per cent*) number of equipment. This indicates that police personnel were not fully equipped for their field duties.

State Government stated (November 2014) that police stations shall be equipped step-by-step in future.

### 2.2.8.3 Mobility

As per paragraph 7.7 (f) of MPF scheme guidelines (November 2010) the financial allocation for mobility support should be 25 *per cent*. Audit scrutiny revealed that allocation for mobility support remained at 18 *per cent*[17].

Mobility of police forces is essential for enhancing its operational efficiency in tackling law and order situations as well as for prevention and detection of crimes and ensuring security and surveillance. Increased mobility reduces response time and enhances operational efficiency of police forces.

GoI approved ₹ 120.91 crore for purchase of new vehicles in AAPs for the period 2009-14, against which, expenditure of ₹ 50.33 crore only was incurred. Scrutiny of procurement and utilisation of vehicles revealed the following deficiencies:

- ***Shortage of vehicles***

Scrutiny of records of DGP office revealed that against the total requirement of 8,132 vehicles as per State Government norms (December 2011)[13], only 5,880 vehicles were available leading to a shortage of 2,252 vehicles. Position as on 31 March 2014 is indicated in the table below:

| S. No. | Particulars (as on 31 March 2014) | Number of Vehicles | | | | | Total |
|---|---|---|---|---|---|---|---|
| | | Heavy Vehicle (HV) | Medium Vehicle (MV) | Light Vehicle (LV) | Motor Cycles (MC) | Others | |
| 1 | Requirement | 438 | 575 | 2,287 | 4,585 | 247 | 8,132 |
| 2 | Available | 220 | 480 | 2,274 | 2,759 | 147 | 5,880 |
| 3 | Shortage (Percentage) | 218 (50) | 95 (17) | 13 (1) | 1,826 (40) | 100 (40) | 2,252 (28) |

Source: Information furnished by DGP

The maximum shortage was in HV (50 *per cent*) followed by MCs and other vehicles (40 *per cent* each).

[16] FRP Helmets: 771, Poly Carbonate *Lathi*: 771, Shield: 615 and Body Protector: 615.

[17] GoI approved ₹ 669.22 crore during 2009-14, out of which ₹ 120.91 crore approved for Mobility which was 18 *per cent* of total approved funds.

State Government replied (November 2014) that efforts are being made to fulfil the shortage of vehicles.

- ***Purchase of new vehicles for replacement purposes***

As per approved AAPs and scheme guidelines, replacement of unserviceable vehicles was to be met from State Budget and not from the funds provided under the scheme. Public Accounts Committee (PAC), under Recommendation No.4 of 185th Report of 2012-13 (Paragraph 3.2.9.1 of Audit Report–Civil 2006-07 - Government of Rajasthan), had recommended that in case of adjustment for replacement of unserviceable vehicles, documents in support of approval of GoI be submitted to PAC as the plan did not envisage replacement of unserviceable vehicles. No action had since been taken by the department and similar irregularity still persists.

It was, however, seen in Audit that of 1,203 vehicles (₹ 50.33 crore) purchased from scheme funds, 222 vehicles (18 *per cent*) costing ₹ 7.97 crore were used for replacement of old vehicles. Details of such replacement are shown in following table:

| S. No. | Name of vehicle | Number of vehicles available as on 31.3.2009 | Number of vehicles purchased during 2009-14 | Total number of vehicles as on 31.3.2014 | Actual number of vehicles available as on 31.3.2014 | Number of old vehicles replaced |
|---|---|---|---|---|---|---|
| 1 | Heavy vehicles (HV) | 174 | 19 | 193 | 193 | - |
| 2 | Medium vehicles (MV) | 399 | 112 | 511 | 480 | 31 |
| 3 | Light vehicles (LV) | 1,828 | 563 | 2,391 | 2,274 | 117 |
| 4 | Motor cycles (MC) | 2,355 | 478 | 2,833 | 2,759 | 74 |
| 5 | Others | 108 | 31 | 139 | 139 | - |
| | **Total** | **4,864** | **1,203*** | **6,067** | **5,845** | **222** |

*Does not include the vehicles purchased by Sate Government (HV: 27; Others: 8)
Source: Information furnished by DGP

State Government, accepting the facts, stated (November 2014) that replacement of unserviceable vehicle was done in public interest. Reply was not in conformity with the guidelines as replacement of vehicles was to be met from state budget.

- ***Purchase of vehicles not covered under the scheme***

As per Paragraph 7.6 (g) of scheme guidelines, only operational vehicles like jeeps, motor cycles, medium /heavy vehicles were allowed to be purchased. Purchase of vehicles such as cars was not approved under the scheme guidelines. Audit scrutiny revealed that 66 cars[18] costing ₹ 3.78 crore were irregularly purchased during the period 2009-14, in contravention of approved AAPs and scheme guidelines despite shortage of operational vehicles.

State Government clarified (November 2014) that cars were purchased for special operations. Reply is not in consonance with the MPF Guidelines, because purchase of cars was inadmissible and the same was not approved in AAPs. Only operational vehicles like jeeps, motor cycles, medium/heavy vehicles for field units were approved by the GoI.

[18] Indigo: 29, Ambassador: 04, Swift Dzire: 32 and Maruti SX4: 01

- ***Vehicles retained by the Central Store***

Basic objective of the scheme is to augment the operational efficiency of the staff of field units. Audit scrutiny revealed that 11 operational vehicles[19] costing ₹ 0.53 crore were retained (2009-10: 4, 2010-11: 1, 2011-12: 1, 2012-13: 3 and 2013-14: 2) by the Central Store and not issued to the field units despite a shortage of 2,252 (28 *per cent)* operational vehicles.

State Government replied (November 2014) that a few vehicles were retained by DGP, based on necessity of police for special duties, emergency, breakdown, etc. Position has to be reviewed in the context of GoI instructions of February 2010 for ensuring that the vehicles are deployed in police stations, outposts and other operational areas only.

- ***Delay in allotment of vehicles***

Twenty-seven vehicles[20], purchased under the scheme, were allotted to the field units by the Central Store with a delay of 12 to 41 months. This indicated that before purchasing the vehicles, timely utilisation of vehicles was not ensured.

State Government stated (November 2014) that allotment of vehicles is made after assessing the ground position. In a few cases, allotment of vehicles was stopped in view of special circumstances.

### *2.2.9 Forensic Science Laboratories (FSL)*

The State Forensic Science Laboratory (SFSL) at Jaipur and five Regional Forensic Science Laboratories (RFSLs) at Jodhpur, Udaipur, Kota, Bikaner and Ajmer were set up to help generate scientific evidence for criminal justice delivery systems. The FSLs provide valuable aid to investigation through analysis of forensic evidence. The MHA also suggested from time to time that the State Government ensure necessary trained manpower and fill up all vacant posts in FSLs. Scrutiny of the records of State Forensic Science Laboratory (SFSL), Jaipur and RFSL Jodhpur, revealed the following:

- ***Pendencies in analysis of samples***

PAC, under Recommendation No. 6 of 185$^{th}$ Report of 2012-13 (against Paragraph 3.2.11 of Audit Report (Civil) 2006-07) - Government of Rajasthan, had recommended for early settlement of pending crime cases, however, pendencies are still persisting. The Department replied (June 2014) that due to shortage of staff, cases could not be examined. However, sincere efforts were being made. Scrutiny of records of SFSL revealed that there were still 12,907

[19] LV: 9 and M/C: 2.
[20] 2009-10: 8 and 2010-11: 19.

cases pending for examination as on 31 December 2013. These are detailed below:

| Year | Opening balance | Cases received during the year | Total cases | Cases examined during the year | Pending cases |
|---|---|---|---|---|---|
| 2009 | 10,765 | 23,675 | 34,440 | 22,670 | 11,770 |
| 2010 | 11,770 | 23,533 | 35,303 | 21,468 | 13,835 |
| 2011 | 13,835 | 24,229 | 38,064 | 23,010 | 15,054 |
| 2012 | 15,054 | 25,565 | 40,619 | 26,847 | 13,772 |
| 2013 | 13,772 | 25,991 | 39,763 | 26,856 | 12,907 |

Source: Information furnished by State Forensic Science Laboratory (SFSL), Jaipur

The number of cases examined by the laboratories remained almost same in the last two years indicating stagnation in their capacity to handle additional cases. The pendency was attributed to shortage of technical staff which varied from 37 *per cent* to 53 *per cent* in various laboratories.

State Government stated (November 2014) that efforts are being made to fill up the vacant posts on contract basis. During 2012 the achievement was higher than 2011, which was the result of extra efforts made by the available staff.

- ***Delay in procurement of Gene Sequencer***

GoI approved (September 2006) ₹ 1.25 crore for procurement of 'Gene Sequencer', the main equipment of Deoxyribo Nucleic Acid (DNA) laboratory. State Government, however, released (October 2008) only ₹27.60 lakh. Subsequently, GoI was requested to issue a sanction (February 2010) to purchase the equipment against some of the items dropped from the scheme. GoI issued (March 2010) sanction and ordered purchase from State Trading Corporation (STC). STC supplied this equipment in January 2011 at a cost ₹ 1.22 crore. Thus, there was a delay of more than four years in placing order and the laboratory started functioning w.e.f. February 2011. It was seen at the state level that nine posts[21] sanctioned (October 2006) for running the DNA laboratory were not filled up till date (November 2014).

State Government stated (November 2014) that delay was due to non-earmarking of required funds for SFSL.

- ***Non-utilisation of forensic equipment for want of repairs/ maintenance***

During scrutiny of records of RFSL, Jodhpur, for the period 2009-14, it was noticed that various types of equipment worth ₹ 0.55 crore were lying out of order for lack of repairs and maintenance. Details are given in the table below:

**(₹ in crore)**

| S.No. | Name of equipment | Not working since | Cost of equipment |
|---|---|---|---|
| 1 | High Performance Liquid Chromatograph | August 2011 | 0.23 |
| 2 | Fourier Transform Infra Red Spectrometer | December 2010 | 0.15 |
| 3 | High Performance Thin Layer Chromatograph | March 2012 | 0.17 |
| | **Total** | | **0.55** |

Source: Information furnished by Joint Director, RFSL, Jodhpur

State Government stated (November 2014) that efforts are being made to get the equipment repaired.

[21] Assistant Director: 1; Senior Scientific Officer: 2; Senior Scientific Assistant: 2; Laboratory Assistant: 2 and Laboratory Attendant: 2

### 2.2.10 Availability of Infrastructure

- ***Residential and non-residential buildings***

Police stations symbolise the presence of the administration in the society. Buildings are the most important infrastructure of the police. The State Government accorded high priority to this component. As per Paragraph 7.7 (f) of MPF scheme guidelines (November 2010), the financial allocation of construction related activities should be limited to 50 *per cent* of total allocation.

Under the scheme, GoI released ₹ 97.28 crore to the executing agencies (RSRDCC/PWD) during the period 2009-14 for civil works. State Government also provided funds of ₹ 13.94 crore to RSRDCC. The position of 542 items of work allotted to RSRDCC (104 works: ₹ 34.82 crore) and PWD (438 works: ₹ 84.53 crore) during 2009-14, is given below:

(₹ in crore)

| Name of Construction Agency | Number of works allotted | Sanctioned amount | Expen-diture | Period of delay in months against year in which work was sanctioned (as on 31 March 2014) |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
| ***A. RSRDCC*** | | | | |
| Works completed and handed over | 45 | 10.89 | 10.08 | 2 to 12 |
| Works completed but not handed over | 19 | 3.56 | 3.23 | 2 to 15 |
| Works remaining incomplete | 2 | 1.10 | 0.89 | 8 to 35 |
| Works not started | 38 | 19.27 | 0.04 | 12 to 60 |
| **Total** | **104** | **34.82** | **14.24** | |
| ***B. PWD*** | | | | |
| Works completed and handed over | 205 | 30.55 | 27.50 | 2 to 12 |
| Works completed but not handed over | 23 | 4.54 | 4.66 | 36 to 60 |
| Works remaining incomplete | 13 | 2.22 | 1.43 | 24 to 60 |
| Works not started | 197 | 47.22 | 1.93 | 12 to 60 |
| **Total** | **438** | **84.53** | **35.52** | |
| ***Grand Total*** | **542** | **119.35** | **49.76** | |

Source: Information furnished by RSRDCC Ltd.

It may be seen from the above table that 42 works (RSRDCC: 19 and PWD: 23) completed at a cost of ₹ 7.89 crore were not handed over (March 2014) even after 2 to 60 months of their completion. Further, 15 works (RSRDCC: 2 and PWD: 13) on which expenditure of ₹ 2.32 crore was incurred remained incomplete and 235 works (RSRDCC: 38 and PWD: 197) estimated to cost ₹ 66.49 crore were not started due to delay in finalising drawings, selection of sites *etc.,* though an expenditure of ₹ 1.97 crore had already been incurred.

Admitting the facts, State Government (November 2014) stated that 19 works have been completed and handed over and 21 works have now been started against 235 works. However, work wise details were not furnished.

- ***Shortage of staff quarters***

The National Police Commission had recommended (March 2000) provision of 100 *per cent* accommodation to police personnel. It was noticed that against 81,804 men-in-position as on 31 March 2014, there were only 25,649 staff quarters (31 *per cent)* available.

In the test-checked nine Police Districts, against men-in-position of 12,096, only 2,707 quarters (22 *per cent*) were available as of March 2014 leaving a shortage of 9,389 (78 *per cent*) quarters, as shown below:

| S. No. | Name of SP Office | Men-in-position | | | No. of quarters available | | | Shortage of quarters | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | US* | LS* | Total | US* | LS* | Total | US* | LS* | Total |
| 1 | Tonk | 121 | 1,307 | 1,428 | 32 | 421 | 453 | 89 | 886 | 975 |
| 2 | Karauli | 106 | 1,127 | 1,233 | 34 | 69 | 103 | 72 | 1,058 | 1,130 |
| 3 | Churu | 82 | 1,219 | 1,301 | 34 | 355 | 389 | 48 | 864 | 912 |
| 4 | Jaipur West | 134 | 713 | 847 | 27 | 102 | 129 | 107 | 611 | 718 |
| 5 | Jhunjhunu | 117 | 988 | 1,105 | 22 | 357 | 379 | 95 | 631 | 726 |
| 6 | Jodhpur West | 223 | 2,038 | 2,261 | 0 | 0 | 0 | 223 | 2,038 | 2,261 |
| 7 | Jodhpur Rural | 78 | 1,009 | 1,087 | 49 | 373 | 422 | 29 | 636 | 665 |
| 8 | Jhalawar | 96 | 1,243 | 1,339 | 64 | 389 | 453 | 32 | 854 | 886 |
| 9 | Chittorgarh | 143 | 1,352 | 1,495 | 48 | 331 | 379 | 95 | 1,021 | 1,116 |
| | **Total** | **1,100** | **10,996** | **12,096** | **310** | **2,397** | **2,707** | **790** | **8,599** | **9,389** |

*US: Upper Subordinate *LS: Lower Subordinate

Test check of 35 police stations revealed the position of the staff residing away from their respective duty points as under:

| S.No. | Name of SP office | Selected Police Stations | Number of police personnel who are staying away from PSs | Distance from Police Stations | | | |
|---|---|---|---|---|---|---|---|
| | | | | 0 to 1 km | 1 to 3 km | 3 to 5 km | 5 to 10 km |
| 1 | Tonk | 4 | 69 | 44 | 25 | 0 | 0 |
| 2 | Karauli | 4 | 67 | 55 | 12 | 0 | 0 |
| 3 | Churu | 4 | 86 | 73 | 13 | 0 | 0 |
| 4 | Jaipur West | 3 | 134 | 4 | 0 | 38 | 92 |
| 5 | Jhunjhunu | 4 | 93 | 87 | 6 | 0 | 0 |
| 6 | Jodhpur West | 2 | 51 | 16 | 0 | 0 | 35 |
| 7 | Jodhpur Rural | 4 | 59 | 34 | 25 | 0 | 0 |
| 8 | Jhalawar | 5 | 66 | 48 | 0 | 0 | 18 |
| 9 | Chittorgarh | 5 | 103 | 84 | 19 | 0 | 0 |
| | **Total** | **35** | **728** | **445** | **100** | **38** | **145** |

Due to shortage of staff quarters the police staff had to stay far away from their working places, which could have an impact on their operational efficiency by way of attending to emergent cases.

State Government stated (November 2014) that for providing 100 *per cent* residential facilities to police personnel, proposals have been sent to BPR&D and further action will be taken on receipt of their sanction.

### *2.2.11 Monitoring*

As per GoI letter dated 25 April 2001 and scheme guidelines, the State Level Empowered Committee (SLEC), headed by Chief Secretary of the State,

should hold meetings once in every month to monitor the preparation of AAPs, their implementation and monitoring of programmes. Audit, however, noticed that SLEC held only 10 meetings during the period 2009-14 as against the stipulated 60 meetings. As a result, crucial issues like mobility, weapons, incomplete constructions of buildings/quarters etc. were left unaddressed.

State Government stated (November 2014) that progress of police modernisation scheme is being monitored by the State Government and Department from time to time. Reply was not convincing as in absence of SLEC meetings monitoring could not be ensured.

### *2.2.12 Impact assessment*

#### *2.2.12.1 Increase in crime cases*

The State Crime Branch is charged with the responsibility of detection and prevention of crime in the State. As part of this function, it supervises the investigation of all important cases. Audit reviewed the status of crime cases and revealed increasing trend of crimes and low pace of investigation as indicated below:

***Increase in crime cases during 2009 and 2013 in the State***

| S.No. | Type of crimes | No. of cases reported during 2009 (January to December) | No. of cases reported during 2013 (January to December) | Percentage increase in crimes |
|---|---|---|---|---|
| 1 | Robbery | 53 | 59 | 11 |
| 2 | Loot | 886 | 1,065 | 20 |
| 3 | Cheating | 5,294 | 5,783 | 9 |
| 4 | Theft | 22,144 | 28,928 | 31 |
| 5 | Kidnapping | 2,870 | 4,986 | 74 |
| 6 | Misbehaviour | 2,485 | 4,829 | 94 |

Source: Information furnished by Director General of Police

The above table shows that there was an increase in cases of robbery, loot, cheating, theft, kidnapping and misbehaviour, ranging from 9 to 94 *per cent* during the period 2009 and 2013. Though an expenditure of ₹ 165.18 crore had been incurred during 2009-14 from MPF scheme funds for modernisation of police force to equip them to effectively check the emerging challenges of internal security, there was increase in the number of crime cases.

State Government while accepting the facts stated (November 2014) that main increase was in misbehaviour cases though there was also an increase in false cases, due to which other cases are also delayed.

#### *2.2.12.2 Response Time*

To maintain law and order situation, it is necessary to prescribe maximum response time for police to reach the crime site. The DGP (Headquarters), Rajasthan, Jaipur fixed (November 2007 and July 2010), different response times for the rural and the urban police teams to reach the crime sites. For rural police, 15 minutes were allowed to the investigation officer for preparation and 5 minutes per kilometre to reach the site. For big cities (urban

areas) where police mobile van is connected to police control room the investigating officer is required to reach the crime site at once. Time allowed being three minutes per kilometre only. No time for preparation is allowed. In cases of serious nature of crimes *viz.* robbery, murder, rape, terrorism, serious road accidents etc, police should reach at the crime site immediately. Police stations were also required to record the response time in the crime register.

Test check of records of 35 police stations (1,000 cases) in nine selected districts for a period of two months (December 2009 and December 2013), revealed the following:

**(in hours)**

| S. No. | Name of District | Number of selected Police Stations | Total number of cases reported in December 2009 and December 2013 | Cases where response time was as per norms | Cases where response time was not as per norms | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | Reached within 12 hours | Response time taken between 12 and 48 hours | Response time taken between 48 and 120 hours | Response time taken between 120 and 412 hours | Cases where response time not recorded |
| 1 | Tonk | 4 | 111 | 11 | 29 | 25 | 3 | 2 | 41 |
| 2 | Karauli | 4 | 98 | - | 10 | 16 | 18 | 6 | 48 |
| 3 | Churu | 4 | 160 | - | 2 | - | - | - | 158 |
| 4 | Jaipur West | 3 | 174 | 26 | 27 | - | - | - | 121 |
| 5 | Jhunjhunu | 4 | 142 | - | - | - | - | - | 142 |
| 6 | Jodhpur West | 2 | 77 | - | - | - | - | - | 77 |
| 7 | Jodhpur Rural | 4 | 61 | - | 9 | 3 | 3 | - | 46 |
| 8 | Jhalawar | 5 | 86 | 5 | 4 | - | - | - | 77 |
| 9 | Chittorgarh | 5 | 91 | 2 | 31 | 43 | 4 | 6 | 5 |
| | **Total** | **35** | **1,000** | **44** | **112** | **87** | **28** | **14** | **715** |

Source: Information furnished by PSs

The above table reveals that only in 4 *per cent* of cases police reached the crime sites well in time. Further, in 715 cases (72 *per cent*) police response time could not be worked out as necessary information was not recorded in crime register by Station House Officer (SHO). This shows deficiency in maintaining the crime register, registering and recording the response time. It also indicates that in most of the cases, instructions had not been followed which could have adversely affected the investigation process.

State Government admitted the facts (November 2014) and stated that instructions have been issued to the districts to reach the crime sites within the prescribed time.

### *2.2.12.3 Evaluation of the Scheme*

Though the scheme has been in operation for the last 14 years, its evaluation was not undertaken at any stage by the State Government. An impact assessment in 8 States and 2 Union Territories[22] was conducted (January to March 2010) by BPR&D through Ernst & Young Private Limited, Gurgaon for the period 2000-10. As per their findings for the contiguous States of Rajasthan and Gujarat, which have international borders, following deficiencies were required to be fulfilled:

[22] Andhra Pradesh, Assam, Chhattisgarh, Jammu & Kashmir, Maharashtra, Orissa, Rajasthan, Uttar Pradesh, Chandigarh and Daman & Diu.

- timely completion and upgradation/maintenance of buildings was required;
- all weapons needed to be met through 'Modernisation of Police Force', weapon quality was not good and delivery was not timely;
- some more buses and trucks were needed;
- quality and quantity of equipment needed improvement;
- more communication equipment besides wireless were needed.

This broadly corroborates the conclusions drawn by audit in foregoing paragraphs.

State Government stated (November 2014) that the items are purchased on the basis of the availability of budget and quality of the items purchased is ascertained as per prescribed procedure.

### *2.2.13 Conclusions and Recommendations*

The pace of modernisation of the police force was slow. Long term strategic plan was not prepared for effective implementation of the scheme.

***The State Government needs to prepare a long-term strategic plan in view of the fact that Rajasthan has a long international border and its police force needs to remain prepared at all times.***

There was a persistent shortage of modern weapons. Moreover, the weapons were largely lying in the Central Store which affected the functioning of police force at field level. There was a major shortage of basic equipment (like helmets, *lathi*, shield, body protectors) which provide the minimal support to the police force during their field duties and situations like movements, *dharnas*, rallies etc. Shortage of vehicles hampers mobility of police force which has adversely affected investigation processes and reduction in response time. Purchase of vehicles mainly for replacing unserviceable vehicles was the major reason for the shortage.

***State Government should ensure procurement of modern weapons as per requirements of the scheme and their proper distribution to field units. State Government should also ensure that police personnel in field duties are provided with sufficient basic equipment.***

The FSL procured costly equipment without planning for adequate manpower which has resulted in pendency of analysis of samples and consequential delay in investigation process.

***State government should fill up the vacant posts in a time bound manner to improve the efficiency of the laboratories.***

Department was facing shortage of staff quarters. Due to shortage of staff quarters, the police staff had to stay far away from their working places and

therefore was not readily available to attend emergent cases, which is not conducive for discharge of their duties. Works relating to residential buildings were either incomplete or were also not started.

***State Government may strive to construct adequate numbers of staff quarters in a time bound manner to reduce the shortage, by pursuing the matter with BPR&D for sanction of additional residential facilities.***

Due to fewer numbers of SLEC meetings, crucial issues like mobility, weapons, constructions of buildings/quarters, *etc.,* were not getting proper attention.

***To ensure proper monitoring and implementation of the scheme, the SLEC should be headed by the functional head, directly responsible for implementation of the scheme.***

# Public Health Engineering Department

## 2.3 Quality of Drinking Water

***Executive Summary***

Rajasthan is basically dependent on ground water for drinking purposes. Large geographical areas of the state have chemical contaminants such as fluoride, nitrate, salinity *etc.* in water, making it unsafe for drinking purposes. Fast depletion in ground water reserves is deteriorating the water quality on chemical parameters. Most of the habitations of Rajasthan are problematic from the point of view of drinking water. Government of Rajasthan adopted the State Water Policy (SWP) in 2010, for water resource planning on a sustainable basis to balance demand and supply and improving quality. Though an initial survey by Government of India (GoI) named 'National Habitation Survey' was conducted in 2003, State Government did not conduct any state specific survey for upgradation of water quality in habitations.

Fluoride is prevalent in all districts of Rajasthan and has become a serious health hazard in 21 districts. For de- fluoridation of water State Government initiated 'Rajasthan Integrated Fluorosis Mitigation Programme (RIFMP)' in 2005, to be completed in three phases. However, targets of Phase-I of RIFMP were not achieved, while results of the Phase II were not compiled by the Government. Cases of non-operation/maintenance, non-monitoring of performance of de-fluoridation units under Phase II/III were noticed in Audit. Even after completion of phases-I and II of the programme, test results revealed that the problem of fluoride was persisting.

To address the problem of other contaminants, a project of Reverse Osmosis was undertaken belatedly by the department during 2012-13. A pilot project for installation of Reverse Osmosis (RO) plants was undertaken in four districts and subsequently, programme of installation of 1000 RO plants in 12 districts was taken up. Cases of improper working of such RO plants and non-monitoring of their performance were noticed.

Proper cleaning of drinking water reservoirs was not carried out. Assessment of chlorine demand for purchasing bleaching powder was not done before placing supply orders. Required standard tests, appropriate sampling for testing and periodic tests of available bleaching powder in stock were not conducted.

The laboratories set up for testing water samples did not have sufficient infrastructure/test facilities and qualified staff. Laboratories at block level were established in only 69 of 237 blocks. Targets of testing water samples

with Field Testing Kits were not achieved. The mobile laboratory was also not performing properly.

***Introduction***

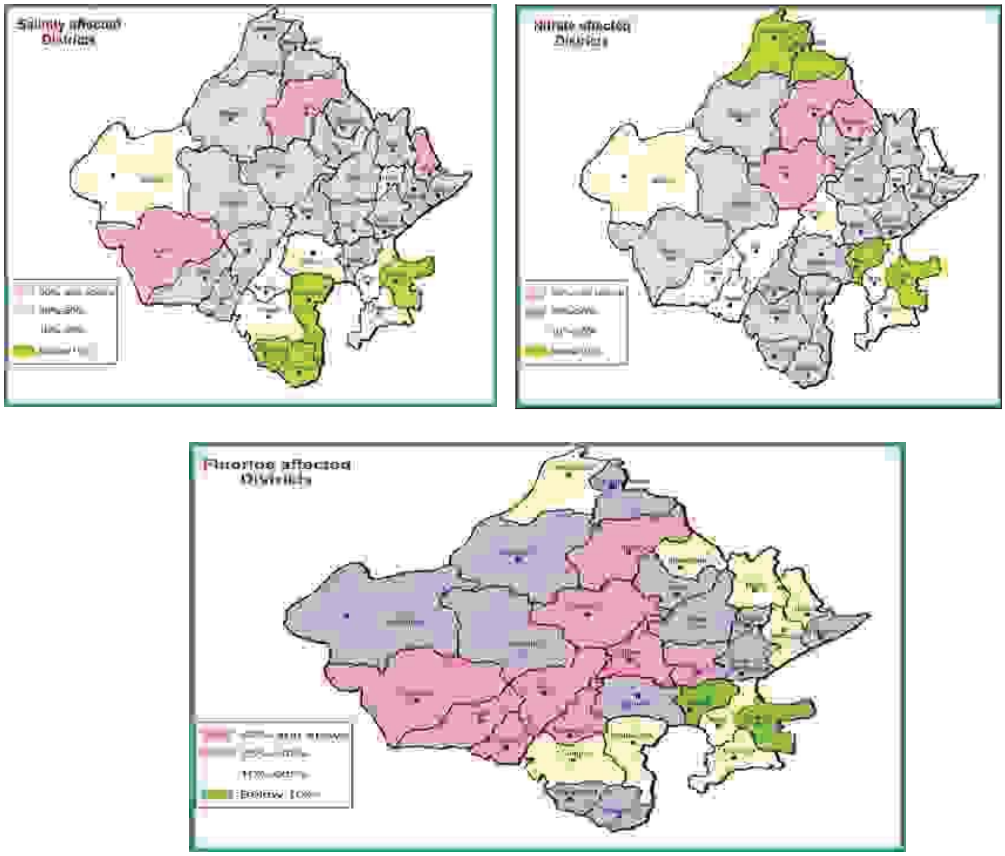
Potable water or drinking water is water, safe enough to be consumed by humans. Potable water should be free from pathogenic and chemical constituents, pleasant to taste and usable for domestic purposes. The quality of water depends on its chemical, physical and biological characteristics and is assessed against the standards framed to judge water quality. Excess of chemical contaminants causes chronic health risks through built up of heavy metals, whereas physical contaminants affect the aesthetics and taste of drinking water. Bacteriological contaminants in drinking water are a major cause of gastrointestinal diseases having significant impact on infant mortality rate and diarrhoeal deaths. Typically water drawn from any source (surface water or ground water) should be purified before its distribution for consumption.

The water supply schemes in Rajasthan are primarily dependent on ground water. Large geographical areas have chemical contaminants such as fluoride, salinity, nitrate *etc.* in water, making it unsafe for drinking purpose. The increased demand of water for agriculture, industrial and domestic uses is fast depleting the ground water reserves and deteriorating its quality on chemical parameters. Most of the habitations of Rajasthan are problematic from the point of view of potable water, and therefore, constant monitoring of the water quality in the water supply schemes is essential for safeguarding potability of water from chemicals and biological contaminations.

***Status of water quality in Rajasthan***

Rajasthan is a water scarce state with regard to availability of surface as well as ground water. It is largely dependent on ground water where quality does not generally confirm to the standards laid down for potable water. State Government adopted the 'State Water Policy (SWP)' on 17 February 2010, with the objective of integrating multi-sectorial approach to water resource planning, development and management of water resources on a sustainable basis to address critical issues of growing imbalance between demand and supply, depleting ground water resources, deteriorating quality, etc. Due to water scarcity and depleting ground water level, the quality of ground water is generally poor. State Government had evaluated (2000-2002) the quality of ground water, available in various districts, on the basis of their salinity, nitrate and fluoride values.

The position of contamination in habitations of various districts is depicted in the following maps:




Source: https://communities.acs.org/docs/DOC-4537

It may be seen from the above maps that there is large scale formation of salinity, nitrate and fluoride concentrations in a large number of habitations. To test the water quality, a network of laboratories has been setup by the State Government. Both State Government and Government of India (GoI) are implementing programmes for improving water quality in the state.

### *2.3.1 Organisational Structure*

Public Health Engineering Department (PHED) is responsible for supply of safe drinking water in the State. The Principal Secretary, PHED is the Administrative Head of the Department, who is assisted by Chief Engineer (HQ), Chief Engineer (Rural) and Chief Engineer (Special Project).

Chief Engineer (HQ) is mainly responsible for 'Urban Water Supply and Sewerage Schemes' and also responsible for centralised procurement and supervision of other affairs. Chief Engineer (Rural) is responsible for 'Rural Water Supply Schemes' and drilling of wells. Chief Engineer (Special Project) supervises the activities of all the major urban and rural projects costing more than ₹ 25 crore.

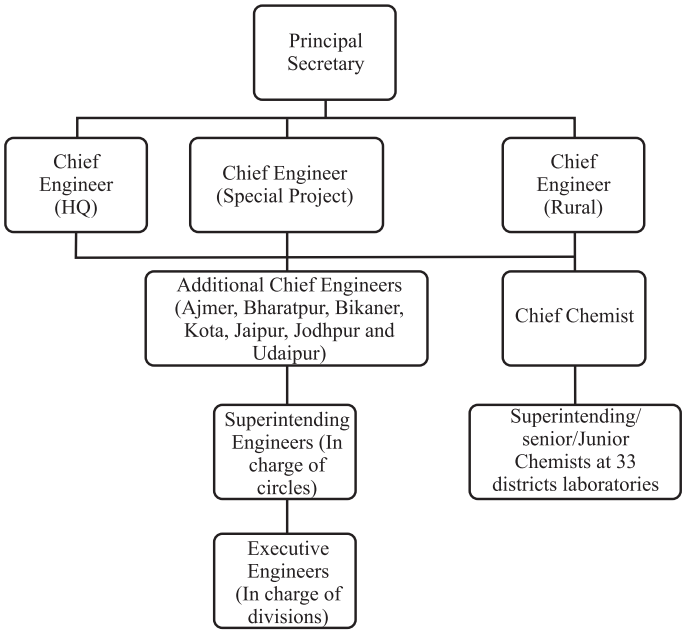
Rajasthan is divided into seven regions[23], each being looked after by Additional Chief Engineers (ACEs). The regions are further divided into

[23] Ajmer, Bharatpur, Bikaner, Kota, Jaipur, Jodhpur and Udaipur.

circles headed by Superintending Engineers (SEs) who are assisted by Executive Engineers (EEs) at Divisional level.

The Public Health Engineering Laboratory branch at state level is headed by Chief Chemist (CC) who is responsible for chemical and bacteriological testing of water supplied to the public and monitoring of its quality. District Laboratories in all 33 districts are headed by Superintending Chemists/Senior Chemists/Junior Chemists.

The organisational set up of the department is depicted in the following diagram:




### *2.3.2 Audit Objectives*

Government of Rajasthan (GoR) adopted the 'State Water Policy (SWP)' to address critical issues of growing imbalances between demand and supply, depleting ground water resources, deteriorating quality and uncertainty in availability of water with increase in population. In the background of SWP, Performance Audit of quality of drinking water was conducted with the objectives to ascertain whether:

- Planning for providing quality drinking water was appropriate;
- Potable water was being provided as per norms laid down in 'Standard Specifications for Drinking Water' issued by 'Bureau of Indian Standards (BIS)' and 'Manual on Water Supply and Treatment' issued by 'Central Public Health and Environment Engineering Organisation (CPHEEO)';
- Adequate laboratory facilities had been provided for testing of drinking water; and
- The consumers' complaint/grievance redressal system was effective.

### *2.3.3 Audit Criteria*

The sources of audit criteria were derived from the following:

- State Water Policy 2010;
- Indian Standard Specifications for Drinking Water, Methods of Sampling and Microbiological examination of water and Methods of sampling and testing (physical and chemical) for water issued by BIS;
- Implementation Manual on National Rural Drinking Water Quality Monitoring and Surveillance Programme (NRDWQM&SP);
- Manual on Water Supply and Treatment issued by CPHEEO; and
- Orders, Circulars and Notifications issued by PHED from time to time.

### *2.3.4 Audit Scope, Sampling and Methodology*

Performance Audit (PA) covered the programmes and activities carried out by PHED during the period 2011-12 to 2013-14, for improving quality of drinking water. Ten districts were selected randomly after arranging all 33 districts in descending order, with maximum contaminated habitations (in terms of Fluoride, Salinity, Nitrate, Iron, Arsenic, etc.). Further, 23 blocks[24] (25 *per cent* of the total blocks in selected districts) having maximum contaminated habitations, were selected by arranging them in order of contaminated habitations. In addition, all offices of Superintending Chemists/Senior Chemists/Junior Chemists and divisions/sub-divisions corresponding to these districts were also covered in the PA, along with the offices of Chief Chemist and Chief Engineers for scrutiny of records and collection of information.

The audit objectives and methodology of PA were discussed with the Principal Secretary, PHED along with departmental officers during an entry conference held on 6 June 2014. An exit conference was also held on 20 November 2014 with the Secretary, PHED and other departmental officers, wherein audit findings were discussed in detail.

### *2.3.5 Acknowledgement*

Audit acknowledges the cooperation extended by Government of Rajasthan, Chief Engineers, Chief Chemist and other concerned officers of PHED in conducting the performance audit.

[24] Barmer (Barmer and Sindhari); Bharatpur (Sewar and Nagar); Bhilwara (Asind, Bhilwara and Shahpura); Dungarpur (Aspur and Sagwara); Jaipur (Amber, Bassi, Chaksu and Sanganer); Jalore (Bhinmal and Raniwara); Jodhpur (Balesar and Osian); Nagaur (Nagaur and Riyan); Sriganganagar (Anoopgarh and Suratgarh) and Tonk (Newai and Uniyara).

## Audit Findings

Audit reviewed in PA, the working of the programmes and activities for improving quality of drinking water, undertaken by PHED. Audit findings are organised into following sections:

- Adequacy of planning for providing quality drinking water;
- Measures taken for improving quality of drinking water;
- Laboratory facilities for testing of drinking water quality; and
- Redressal of consumers' grievances and Information, Education and Communication campaigns.

### *2.3.6 Adequacy of Planning for providing quality drinking water*

The State Water Policy (SWP) envisaged ensuring provision of adequate potable water to all citizens both in urban and rural areas, with exploration of cost effective technologies for desalination of brackish water; improvement of domestic water quality by filtration, chlorination and de-fluoridation. It also envisaged review of habitation-wise data to plan upgradation of water quality.

Department of Drinking Water Supply (DDWS), Ministry of Rural Development, GoI, conducted a nationwide 'National Habitation Survey 2003' (NHS 2003), to facilitate the basis for developing future strategies for giving central assistance to the states. Subsequently, conducting of survey at an intervals of five years and uploading of habitation-wise online data was mandatory for the states. Necessary instructions were issued for the implementation of the above in February 2012.

Scrutiny of records of PHED revealed that review of habitation-wise data to plan upgradation of water quality was not done. State-specific survey of habitations was also not conducted after NHS 2003.

The State Government stated (December 2014) that yearly updation of data including water quality data was carried out, as per requirement of GoI, by the field offices and hosted on the website of GoI. However, the reply was silent on follow-up action taken on GoI instruction regarding conducting of survey at an interval of five years and instructions issued in February 2012.

SWP also envisaged determination of the departmental capacity to analyse, monitor and conform to various water standards. A rolling programme to improve the water analysis capability at district level was also to be initiated. Scrutiny of records of PHED revealed that neither review was done for determination of the departmental capacity to analyse, monitor and conform to the various water standards, nor was a rolling programme initiated to improve the water analysis capability at district level.

Apart from passing of SWP, the strategies with activities, timelines and resources for improving water quality, were not worked out by the

Department. Any concrete step taken by the department to identify new sustainable sources of potable water was not made available to audit. The schemes already in existence at the state level for improving water quality were continued.

### *2.3.7 Measures taken for de-fluoridation of ground water*

High fluoride concentration leads to various health hazards like dental and skeletal fluorosis. Fluoride is prevalent in all 33 districts of Rajasthan and it has become a serious health hazard in 21 districts. State Government initiated 'Rajasthan Integrated Fluorosis Mitigation Programme (RIFMP)' in 2005 for de-fluoridation[25] of water. RIFMP provides installation of de-fluoridation units on hand pumps and tube wells for providing immediate and short to medium term relief to the affected habitations where water supply from reliable sources is not available. RIFMP was launched in three phases. The phasing was done on the basis of the fluoride concentration levels in water sources. Coverage of villages/habitations having drinking water sources with fluoride concentration ranging between 1.5mg/L and 5 mg/L and above were targeted in three phases as detailed below:

| Phases (proposed period) | Fluoride range | Total Number of habitations (Villages and others) during 2005 |
|---|---|---|
| First (2004 - 2005) | Above 5.0 mg/L | 2,643 |
| Second (2005 - 2007) | 3.0 to 5.0mg/ L | 7,699 |
| Third (2007 – 2010) | 1.5 to 3.0 mg/ L | 12,955 |
| **Total** | | **23,297** |

Source: PHED records

Phase-I of RIFMP was completed in February 2008. Details of results of activities undertaken under Phase-II were not compiled by the Government. Phase-III of the project was started during 2011-12. The various aspects of implementation of the RIFMP under three phases are discussed below:

#### *2.3.7.1 Achievement under Phase-I*

Under Phase-I, total 2,643 habitations with fluoride concentration above 5 mg/L were targeted to be covered. State Government intimated (December 2014) that 331 Hand Pump Attached De-Fluoridation Units (HPADFU) were installed and 1,403 Domestic De-fluoridation Units (DDFU) were distributed to the villagers at household level. It is seen that target of coverage of 2,643 habitations was not achieved though the phase was completed in February 2008.

[25] For de-fluoridation, activated alumina (media) is widely used to remove fluoride from drinking water which is a granular and highly porous material consisting essentially of aluminum trihydrate. Activated alumina can be regenerated for its reuse by a solution of lye (sodium hydroxide, sulfuric acid, or alum). The amount of fluoride leached from the water being filtered depends on contact period with the alumina filter media.

#### *2.3.7.2 Operation/maintenance of Hand Pump Attached De-fluoridation Units installed under Phase-II*

Details of activities under Phase II were not compiled by the department as of December 2014. However, during scrutiny of records of Executive Engineer, Dungarpur, it was noticed that Additional Chief Engineer, PHED, Udaipur awarded (November 2007) work of installation of HPADFU on 300 hand pumps, which included 226 hand pumps having fluoride concentration above 3 mg/L, in Dungarpur district. The contractor was required to operate and maintain HPADFUs for two years after their installation. The contractor installed all the HPADFUs and maintained them up to 19 December 2011. Since then, the work of operation and maintenance of these HPADFUs remained unattended for want of necessary sanction of the competent authority. Thus, the purpose of providing fluoride free water to the habitants was defeated.

State Government stated (December 2014) that proposals for extension of operation and maintenance of plants already installed, are under consideration.

#### *2.3.7.3 Implementation of Phase-III*

***(i)*** Under Phase-III, the total number of habitations to be covered was 12,955. The supply and installation of 5,300 HPADFUs in six regions[26], with five year comprehensive operation and maintenance including defect liability period, was proposed during 2010-11, without prior identification of habitations where they were to be installed. Lowest bids of M/s Punj Llyod Limited (PLL) for all six regions were approved (January and February 2011). PLL installed 2,687[27] HPADFUs and left (2011-12) rest of the work. The department, neither took any action against PLL for deserting the work nor awarded the left over work to another contractor at the risk and cost of PLL. This resulted in non-achieving the objectives of providing fluoride free water to these habitations. Non-operation/maintenance of installed 2,687 HPADFUs also rendered them inoperative.

***(ii) Monitoring of Tube well Attached De-fluoridation Plants***

- ACE, Bharatpur issued (March 2011) work order for supply and installation of six[28] 'Tube well Attached De-fluoridation Plants (TWADFPs)' and their maintenance for five years. The contractor installed three[29] TWADFPs till March 2014 and the remaining three could not be installed as the locations were not found feasible for installation.

---

[26] Ajmer: 1,200; Bharatpur: 300; Jaipur: 1,500; Jodhpur: 500; Kota: 300 and Udaipur: 1,500.

[27] Ajmer region: 888; Bharatpur region: 113; Jaipur region: 586; Jodhpur region: 255; Kota region: 269 and Udaipur region: 576.

[28] Bahaj, Baroli Choth (2 Numbers), Januthar, Shorawali (Deeg block) and Kaman (Kaman block).

[29] Baroli Chauth, Poonchari ka Lotha and Shyam dhakh.

- The contractor was required to test the water from a laboratory, before and after installation of TWADFPs and to submit monthly reports for their performance, regeneration or replacement of media, to respective EE. The department also was required to conduct tests regularly to monitor performance of TWADFPs. Scrutiny revealed that the contractor did not perform bacteriological test for *E-coli* and did not submit any monthly report. The department also did not conduct any tests regularly to monitor the performance of TWADFPs.

- Senior Chemist, Bharatpur, conducted a joint inspection of TWADFPs on 28 October 2013 and reported to EE, Bharatpur that the contractor was not conducting tests of raw and treated water regularly, not maintaining complaint register and not submitting monthly reports. Testing instrument for chemical and bacteriological tests was not available with the contractor and chlorination was also not being done at any of the TWADFPs. No action was initiated by EE to ensure compliance of the contractual provisions.

***(iii) Presence of other parameters above the permissible limits***

In Nagaur district, the work of installation of 771 TWADFPs, along with operation and maintenance for five years, was awarded (March 2011) to three contractors, where other parameters of water were within permissible limits *i.e.* Total Dissolved Solids (TDS): 2000 mg/L, Nitrate: 100mg/L and Chloride: 1500mg/L.

Scrutiny of 126 test reports provided to audit revealed that test results of output water in 21 tube wells showed parameters of TDS, Nitrate and Chloride above permissible limits. Accepting the facts, EE Merta City (Nagaur), intimated (July 2014) that due to acute problem of fluoride, TWADFPs were installed though other parameters were above permissible limits in these habitations. Thus, these 21 habitations were getting unsafe water even after installation of TWADFPs. There is a need for tackling the other parameters which were above the permissible limits.

### *2.3.7.4 Impact of Rajasthan Integrated Fluorosis Mitigation Programme*

The State Government had initiated RIFMP in 2005 for mitigation of fluoride. Phase-I was completed in February 2008. Details of activities under Phase-II were not compiled by the department. Phase-III of the programme was started in 2011-12, which focused on reducing fluoride in habitations within the range of 1.5 to 3 mg/L.

Scrutiny of test result data of water samples from habitations in 23 test-checked blocks revealed that the problem of fluoride was persisting. The position of habitations having fluoride concentration levels above 3 mg/L

during 2013-14 is detailed in table below:

| District | Name of Block | Number of habitations (2013-14) | | |
|---|---|---|---|---|
| | | Number of habitations from where samples were scrutinised | Number of habitations with fluoride concentration levels above 3 mg/L | *Per cent* (habitations with fluoride concentration levels above 3 mg/L) |
| Barmer | Barmer | 841 | 74 | 8.80 |
| | Sindhari | 301 | 17 | 5.65 |
| Bharatpur | Sewar | 562 | 17 | 3.02 |
| | Nagar | 108 | 20 | 18.52 |
| Bhilwara | Asind | 810 | 102 | 12.59 |
| | Bhilwara | 624 | 87 | 13.94 |
| | Shahpura | 437 | 318 | 72.77 |
| Dungarpur | Aspur | 499 | 122 | 24.45 |
| | Sagawara | 639 | 27 | 4.23 |
| Jaipur | Chaksu | 1,436 | 381 | 26.53 |
| | Sanganer | 260 | 31 | 11.92 |
| | Bassi | 1,806 | 48 | 2.66 |
| | Amber | 1,139 | 4 | 0.35 |
| Jalore | Bhinmal | 499 | 66 | 13.23 |
| | Raniwara | 118 | 58 | 49.15 |
| Jodhpur | Balesar | 365 | 35 | 9.59 |
| | Osian | 1,119 | 82 | 7.33 |
| Nagaur | Nagaur | 267 | 110 | 41.20 |
| | Riyan | 265 | 111 | 41.89 |
| Sriganganagar | Anoopgarh | 254 | 2 | 0.79 |
| | Suratgarh | 442 | 6 | 1.36 |
| Tonk | Newai | 789 | 235 | 29.78 |
| | Uniyara | 344 | 48 | 13.95 |
| | **Total** | **13,924** | **2,001** | **14.37** |

Source: Department of Drinking Water website (http://indiawater.nic.in)

Thus, nearly 15 *per cent* of habitations in the test-checked blocks, had water sources having fluoride concentration above 3 mg/L, despite completion of Phases-I and II. As details of Phase-II were not compiled by the department and a number of HPADFUs installed in Phase-III were inoperative, the success of the programme is not susceptible of verification in Audit. .

State Government stated (December 2014) that the long term solution for mitigation of fluoride problem lies in bringing surface water from available dams.

### *2.3.8. Measures taken for desalination and nitrate removal*

SWP envisaged exploration of various technologies for desalination of brackish ground water and evaluation of these technologies under field conditions by taking up pilot projects. To address this contamination, PHED belatedly undertook projects for installation of Reverse Osmosis[30] (RO) plants in various water quality affected habitations in 2012-13.

[30] Reverse Osmosis is a membrane permeation process for separating relatively pure water from a less pure solution. The solution is passed over the surface of an appropriate semi permeable membrane at a pressure in excess of the effective osmotic pressure of the feed solution. The permeating liquid is collected as the product and the concentrated feed solution is generally discarded.

A pilot project for installation of 35 RO plants was undertaken in four districts[31]. Work orders were issued (April-May 2013) to three contractors[32] for completing the installation work within a period of four months. As of April 2014, 32 RO plants were installed, while 3 plants in Jodhpur district remained to be installed. In the meantime (April 2013), CE (Rural) submitted a proposal to 'State Level Scheme Sanctioning Committee (SLSSC)' for installation of 1,000[33] RO plants in various water quality affected habitations in 12 districts[34].

Twenty-two districts in Rajasthan are severely affected with salinity (with 25 *per cent* and above habitations affected with salinity), whereas only 1,035 habitations were taken up in 12 districts. Thus, the projects of installation of RO plants are yet to be taken up for all the affected habitations.

### *2.3.8.1 Functioning of Reverse Osmosis Plants*

***(i)*** ACE, Bharatpur issued (April and August 2013) three work orders for providing, installation and commissioning of 133 RO plants of which 59[35] (six under pilot project and 53 from among 1,000 plants) were installed up to March 2014. Following observations were made in audit scrutiny:

- As per conditions of the contract, consistent performance of RO plants and 'Total Dissolved Solids (TDS)' ranging between 100 and 250 mg/L, was required to be maintained. The output water was also required to conform to the characteristics of IS: 10500[36] of Bureau of Indian Standards (BIS). The water quality was to be evaluated within a period of three months. It was noticed that all the prescribed tests specified in IS: 10500 were not conducted. Further, reports of PHE Laboratory, Bharatpur indicated that the chemical characteristics of the output water of eight[37] RO plants did not conform to standards of BIS and output water of RO plants had TDS more than 250 mg/L.

- Paragraph 4.1 of special conditions of contract envisaged that the contractors would submit monthly reports on performance of the RO plants to the EE. It was however, observed that contractors were not submitting the monthly performance reports to the EE, PHED Division Bharatpur. No action was taken by EE to enforce the contractual condition.

---

31 Bharatpur: 6; Jhunjhunu: 10; Jodhpur: 15 and Karauli: 4.

32 M/s Water Mate Technologies Pvt. Ltd: 10 plants in Jhunjhunu district; M/s Doshion VWS Pvt. Ltd: 15 plants in Jodhpur district and M/s Water Life India Pvt. Ltd: 6 plants in Bharatpur district and 4 plants in Karauli district.

33 Of which 516 (Barmer: 36; Bharatpur: 130; Chittogarh: 7; Churu: 4; Jaisalmer: 4; Jalore: 27; Jhunjhunu: 12; Jodhpur: 62; Nagaur: 139; Pali: 50 and Sikar: 45) were installed as of April 2014.

34 Barmer: 160; Bharatpur: 300; Chittorgarh: 40; Churu: 25; Jaipur: 15; Jaisalmer: 40; Jalore: 40; Jhunjhunu: 60; Jodhpur: 130; Karauli: 30; Nagaur: 140; and Sikar: 20.

35 M/s Water Life India Pvt. Ltd: 6; M/s LVJ Project Pvt. Ltd: 9 and M/s Hi-Tech Water Solution Pvt. Ltd: 44.

36 IS 10500: 1991 Indian Standard drinking water-specification (First Revision).

37 Akata, Bansi Khurd, Bhosingha, Borai, Gagwana, Hasanpur, Lulhara and Nangla Bakhata.

- During analysis of samples, conducted by Senior Chemist, Bharatpur (January - June 2014), the output water from 16[38] RO plants showed bacteriological contamination. However, action taken by the department in the matter was not available on record.

***(ii)*** In Barmer district, test of output water from 25[39] RO plants, conducted (April- June 2014) by District Laboratory, showed TDS more than 250 mg/L.

This indicated that installed RO plants (referred at (i) and (ii) above) were not working properly.

### *2.3.9 Measures taken for removal of bacteriological contamination*

Chlorination of drinking water supply is a regular activity of PHED for its disinfection. It destroys or deactivates disease-producing micro-organisms (such as bacteria, viruses and amoebic cysts) in water, responsible for water borne diseases. Bleaching powder, used for chlorination, contains calcium hypochlorite, when mixed with water it decomposes and gives chlorine. The action exerted by bleaching powder is therefore similar to that of gaseous chlorine in water.

#### *2.3.9.1 Chlorination of drinking water in schemes where direct boosting is done*

CPHEEO Manual on Water Supply and Treatment, provided chlorination of groundwater before supplying to the consumers. Further, Chief Engineer (HQ) directed (October 2011) all field offices that where direct boosting[40] to the distribution system is done from tube wells (TWs), chlorination of water should be done by injecting hypochlorite solution.

In 11 out of 23 test-checked blocks, it was noticed that water was supplied through 365[41] TWs by directly boosting water to the distribution system but chlorination was not done.

#### *2.3.9.2 Handling of Bleaching Powder*

Following discrepancies were observed in the process of handling of bleaching powder:

---

[38] Ajan, Akata, Aroda, Awar, Badesara, Bansi Khurd, Borai, Dandoo, Gagwana, Jharkai,, Kareeli, Kuchawati, Lulhara, Rasiya, Tamrer and Udaka.

[39] Alamsar, Arniyali, Bahalisar, Bhanwar, Bhavgiri Ka Metha, Bisasar, Boranka Tala, Dhanau, Dudhu, Galanadi, Goharka Tala-I, Khattu, Khume Ki Beri, Leelsar, Loharwa, Mitharau, Mitheka Tala-II, Ranasar Ka Tala, Sajimali Padamsingh, Sarala, Sawa, Sayed Ali Soz ka Tala, Sobhala Jetmalan, Talsar and Udasar.

[40] The purpose of the distribution system is to convey wholesome water to the consumer at adequate residual pressure in sufficient quantity at convenient points. The usual method of distribution is to store water in an elevated reservoir before supply to consumer through a network of pipelines. Sometimes due to certain reasons, water is directly pumped (boosted) in the network of pipelines from the tube well.

[41] Bharatpur district: Nagar (3); Sewar (42), Dungarpur district: Aspur (6); Sagwara (1), Jaipur district: Amber (61); Chaksu (1); Sanganer (82); Bassi (9), Sriganganagar district: Anoopgarh (1); Bhilwara district: Bhilwara (155) and Tonk district: Newai (4).

- To fulfil the primary purpose of chlorination and to minimise any adverse effects, it is essential that chlorine demand is measured to determine the amount of chlorine that must be applied to water to produce a residual chlorine of 0.2 mg/L at the consumer end. CE (HQ) directed (June 2011) that assessment of quantity of bleaching powder required be made before placing supply orders.

It was however, noticed that assessment of chlorine demand was not done before placing supply orders of bleaching powder by any of the divisions in the test-checked districts. Further, CE (HQ) had issued (July 2010) instructions that testing kits for checking of residual chlorine should be maintained for all the water supply schemes but in any of the sub-divisions of the test-checked districts, necessary testing kits were not available.

- IS 1065:1989[42] specifies requirements[43] of the characteristics in bleaching powder to be tested at the time of supply. It was however, observed that testing for available chlorine was only conducted for supply of bleaching powder in test-checked divisions. Tests for other characteristics (stability, moisture content and particle size distribution) were not conducted before the supplies were taken in the divisional stores.

State Government stated (December 2014) that necessary arrangements are being made to conduct tests for stability, moisture content and particle size distribution.

It was seen that supplies of 279 MT bleaching powder having less than specified chlorine content were accepted in 25 cases during 2011-14 in five[44] districts by respective Executive Engineers.

State Government stated (December 2014) that supplies of bleaching powder containing less chlorine, was accepted on part-rate by deducting proportionate amount from the invoice of the suppliers. The reply confirms that bleaching powder containing less chlorine than specified was accepted by respective Executive Engineers.

- IS 1065:1989 prescribes that for quality analysis of bleaching powder

---

[42] IS 1065-1989; Indian Standard for Bleaching Powder, Stable-Specification; second revision 1990; reaffirmed 2003.

[43]

| S. No | Characteristic | Requirement |
|---|---|---|
| 1 | Available Chlorine (*per cent* by mass) Minimum | 32 |
| 2 | Stability, loss of chlorine on the basis of initial available chlorine, Maximum | 1/11 |
| 3 | Moisture, *per cent* by mass, Maximum | 0.5 |
| 4 | Particle size, *per cent* in mass, Minimum | 99.0 |

Source: Indian Standard for Bleaching Powder, Stable- Specification; second revision 1990; reaffirmed 2003; IS 1065-1989

[44] Barmer: 1 supply of 5 MT; Bharatpur: 12 supplies of 142 MT; Jalore: 1 supply of 12 MT; Jodhpur: 5 supplies of 70 MT and Tonk: 6 supplies of 50 MT.

sufficient[45] representative samples should be drawn from each lot[46] ensuring randomness of the samples.

Though the supplies were received in different batches, only one sample was drawn for each supply instead of drawing sufficient representative samples and, therefore, sufficient number of samples, representative of each lot, for conducting tests for assessment of quality of bleaching powder, was not drawn by Superintending/Senior/ Junior Chemist in any of the test-checked districts.

State Government stated (December 2014) that requirements of IS 1065:1989 are followed by the suppliers. Departmental testing is an additional check. The reply indicated that the department is not shouldering its responsibility of following the provisions of IS 1065:1989.

- Chief Engineer (HQ) issued instruction (July 2010) to all field offices to conduct tests, every 15 days on samples of bleaching powder, available in the divisional stores, to assess the loss of chlorine with passage of time.

It was noticed in all test-checked districts that instruction of CE (HQ) was not followed and tests for available chlorine were not conducted on bleaching powder available in the divisional stores.

#### *2.3.9.3 Chlorination of pipelines after repair of leakages*

CPHEEO Manual stipulates that when a section of water main is repaired, it should be assumed that the pipe is contaminated despite all precautions taken to prevent entry of foreign matter. Thus, the water main must be disinfected before it is put into service.

It was observed in 21[47] test-checked blocks that leakages in pipelines were repaired by either departmental labourers or through contractors. Respective Executive Engineers intimated that necessary disinfection was carried out after repair and before restoration of supply. However, test check by audit revealed that bleaching powder required for disinfection of pipeline was not issued to both departmental and contract labourers. Further, in five division offices[48] the provision of disinfection of pipeline after repair of leakages, was not included in the agreements to make it binding on the contractor to carry out necessary disinfection. This indicated that necessary instructions were not being carried out properly.

State Government accepted the facts and stated (December 2014) that necessary instruction are being issued to include the provision of disinfection of pipeline after repair of leakages in the agreements.

---

[45] The number of containers to be selected from the lot depends upon the size of lot and shall be in accordance with Table 2, para B.2.2. of Annexure B of IS 1065: 1989

[46] All the containers in a single consignment of same grade of the bleaching powder drawn from a single batch of manufacture shall constitute the lot. If a consignment is declared to consist of different batches of manufacture, the batches shall be marked separately and groups of containers in each batch shall constitute separate lots.

[47] Barmer, Sindhari (Barmer district); Nagar, Sewar (Bharatpur district); Asind, Bhilwara, Shahpura, (Bhilwara district); Aspur, Sagwara (Dungarpur); Amber, Bassi, (Jaipur district); Bhinmal, Raniwara (Jalore district); Balesar, Osian (Jodhpur); Nagaur, Riyan (Nagaur district); Anoopgarh, Suratgarh (Sriganganagar) and Newai, Uniyara (Tonk).

[48] Division Anoopgarh; Division Dungarpur; District Rural Division-II, Jaipur; Division Suratgarh and Division Tonk.

### *2.3.9.4 Cleaning of Drinking Water Reservoirs*

The main function of drinking water reservoirs is to cater for daily demands and especially peak demand of water. The ground level reservoir is generally a storage reservoir whereas, the elevated reservoirs are used principally as distributing reservoirs, which are usually constructed of Reinforced Cement Concrete (RCC). Corrosion of roof slab of RCC reservoirs due to the effect of chlorine is a common phenomenon. Chemical quality of water in reservoirs might deteriorate due to leaching from reservoir lining, collection of sediment, rust and chemical precipitates. Water quality in an Over Head Service Reservoir (OHSR) might also deteriorate due to excessively long periods of stagnant conditions. Regular cleaning of reservoirs is necessary for prevention of internal corrosion and improvement in quality of drinking water.

Chief Engineer (HQ) issued (August 1997) directions to all field offices for regular cleaning and disinfection of every drinking water reservoir (Clear Water Reservoir (CWR), OHSR and Ground Water Reservoir (GLR)), twice in a year and getting it verified by at least two eminent persons of the area. It was also directed that proper record should be maintained. In the test-checked districts, cleaning of reservoirs was carried out either through contractors or departmental labourers.

It was, however, observed that registers for periodical cleaning of reservoirs were not maintained in 21[49] out of 23 test-checked blocks. Though respective Executive Engineers intimated that regular cleaning of reservoirs was carried out, yet whether the procedure as prescribed in CPHEEO Manual on Operation and Maintenance for cleaning of reservoirs[50] had been followed, could not be verified in absence of proper records.

During further scrutiny of stock ledgers of bleaching powder, audit noticed that bleaching powder was not issued (2011-14) to the labourers and contractors in any of the 23 test-checked blocks, which was necessary for proper disinfection of the reservoirs. This indicated that proper cleaning of reservoirs was not carried out.

### *2.3.10 Jalmani Programme*

To tackle excess iron, turbidity and bacteriological contamination and ensure availability of safe drinking water in the rural schools, Department of Drinking Water Supply (DDWS) introduced (September 2008) Jalmani programme, a centrally sponsored programme, which envisaged installation of simple stand-

---

[49] Amber, Bassi, Sanganer (Jaipur district); Raniwara, Bhinmal (Jalore district); Suratgarh, Anoopgarh (Sriganganagar); Asind, Shahpura, Bhilwara (Bhilwara district); Nagar, Sewar (Bharatpur district); Barmer, Sindhari (Barmer district); Nagaur, Riyan (Nagaur district); Sagwara (Dungarpur); Osian, Balesar (Jodhpur); Uniyara, Newai (Tonk).

[50] Making alternate arrangement for water supply, collection of sample of water and silt/mud accumulated for biological analysis and for presence of snails and worms, washing the interior walls and floor with water hose and brushes and applying disinfectant (Supernatant of Bleaching powder) to the walls and floors before filling the reservoirs again.

alone water purification systems[51] in each school, to treat water at the point of consumption.

For Rajasthan, 3,443 schools were selected (January 2009), on the basis of weightage of rural population. The SLSSC decided (October 2011) to install ultra-filtration pot plants[52], in such rural schools which are covered with surface water or rain water sources and free from chemical contaminations but require treatment for bacteriological contamination and turbidity only. Consequently, CE (Rural) issued (April 2012) work order to a contractor for supply, installation and commissioning of 3000 ultra-filtration pot plants, in 13 districts[53] within six months and their maintenance for five years.

Scrutiny of records revealed that implementation of Jalmani was very slow as only 2,367[54] ultra-filtration pot plants were installed (March 2014), with an expenditure of ₹ 0.95 crore against a release of ₹ 6.85 crore by GoI, after a lapse of two years, against the 3,000 ordered.

State Government stated (December 2014) that delay in implementation of Jalmani was due to delay in finalisation of filtration technology to be adopted for Jalmani.

In Dungarpur district all the 483 plants were installed on hand pumps, despite the direction of CE (Rural) for installation of the plants on surface/rain water sources.

Moreover, outcome data of Jalmani was required to be entered on Integrated Management Information System (IMIS). Data retrieved (10 May 2014) from the DDWS' web page[55] showed installation of 523 plants, whereas the Department informed (May 2014) installation of 2,367 plants to audit. Thus, there was incoherency in data available on website and that provided by the department.

### *2.3.11 Insufficient Sanitary Surveys*

Implementation Manual on National Rural Drinking Water Quality Monitoring and Surveillance Programme (NRDWQM&SP) (Paragraph 6.3) provides minimum periodicity of at least once annually, for carrying out sanitary surveys at key points (intake, treatment, disinfection, storage and distribution points) of infrastructure installations, based on population of habitations.

---

51 The capital cost of stand-alone drinking water purification systems for 1000 litres per day output (at the rate of three litres per capita per day) was estimated not to exceed ₹ 40,000.

52 Ultra filtration pot technology was to cover schools where available water quality is acceptable chemically and ultra-filters shall serve the physical filtration (bacteriological contamination and turbidity) of water.

53 Bharatpur: 153; Bikaner: 106; Churu: 70; Dungarpur: 483; Hanumangarh: 146; Jaipur: 50; Jodhpur: 115; Kota: 134; Nagaur: 335; Sikar: 24; Sriganganagar: 365; Tonk: 40 and Udaipur: 979.

54 Bikaner: 390; Dungarpur: 483; and Udaipur: 1,494.

55 http://indiawater.gov.in/imisreports/nrdwpmain.aspx

It was observed that of the 7,26,507 schemes/delivery points/other sources, sanitary survey of 18,558 (yearly average of 6,186 i.e. 0.85 *per cent*) points was carried out during 2011-14. Thus, the surveys were far less than the required number indicating poor monitoring. Further, regularity of carrying out sanitary survey could not be verified in absence of segregated data as prescribed in Manual of NRDWQM&SP.

### *2.3.12 Laboratory facilities for testing of drinking water quality*

PHED has set up a network of laboratories for testing of water samples with District Level Laboratories (DLL) in each district, one mobile laboratory and one State Level Laboratory (SLL). Annual targets for testing of water samples by these laboratories are also allotted by Chief Chemist (CC) in state plan.

The laboratories also carry out tests under National Rural Drinking Water Quality Monitoring and Surveillance Programme (NRDWQM&SP) with funds received from GoI. NRDWQM&SP focuses on institutionalised mechanism by strengthening of district laboratories, establishing block level laboratories, water testing at *Gram Panchayat* (GP) level with Field Test Kit (FTK) and allied activities[56]. A comprehensive web based Integrated Management Information System (IMIS)[57], has been introduced by DDWS. The data generated from testing of water samples is available on the website of DDWS.

#### *2.3.12.1 Insufficient infrastructure/test facilities in State Level Laboratory*

NRDWQM&SP provides that SLL must procure infrastructure for more precise and specialised tests which would not be possible in DLLs.

Scrutiny revealed that SLL, Jaipur, did not have its own facilities/infrastructure like space, equipments, reagents and manpower and it was using facilities of the DLL, Jaipur. Instruments[58] specifically required in SLL for conducting tests for chemical parameters[59], heavy metals[60], microbiological parameters[61] and specific parameters[62] were not available in SLL. Thus, SLL was not functioning as a specialised institute and as an aid to DLLs for more precise and specialised tests.

---

[56] Periodical sanitary survey of key points of water supply schemes, IEC activities, HRD activities, data reporting, water testing documentation and O&M of the FTK including refilling etc.

[57] The State Governments enter the physical and financial progress online on a monthly basis and update the habitation wise data on annual basis.

[58] Atomic Absorption Spectrophotometer, Inductively Coupled Plasma Optical Emission Spectrometry, Milipore Filtration assembly with a Vacuum pump, DO meter, GC-MS/HPLC, Uranium Analyzer, PCR Machine, Deep Freezer (-20$^{o}$C), Arsenic testing instrumentation

[59] Nitrite, Silica, Sodium, Potassium, Boron, Calcium, Magnesium

[60] Copper, Chromium, Cadmium, Lead, Nickel, Arsenic, Mercury, Barium, Zinc, Antimony, Selenium, Silver and Molybdenum

[61] E-coli, MS2 phase, and V. Cholera

[62] Pesticide Residues, Radioactive elements, Cyanide, Poly Aromatic Hydrocarbons, Polychlorinated Biphenyls, Chloramine, Phenolic compounds, Anionic Surfactant/Detergent/MBAS, Trihalomethanes and N-Nitrosodiethyl Amine

State Government stated (December 2014) that the work of strengthening of SLL by making it equipped with other required testing equipments including that for heavy metals is under process.

#### *2.3.12.2 Insufficient infrastructure/testing facilities in District Laboratories*

The DLLs in test-checked districts were not fully equipped with the required equipments as shown in ***Appendix 2.3***. Facilities for tests of physical, chemical and microbiological parameters were not available ***(Appendix 2.4)***. Though, equipments for testing of Biological Oxygen Demand (BOD), Chemical Oxygen Demand (COD), Flame Photometer for testing of sodium, potassium etc. were available in the DLLs, Tonk and Bharatpur, no test were carried out as necessary training for operation of these equipments was not provided to the staff.

Further, equipment for preservation of samples beyond 24 hours were not available with the DLLs in any of the test-checked districts.

#### *2.3.12.3 Establishment of block level laboratories*

NRDWQM&SP manual provides for establishment of block level laboratories for authentic water quality data, as it is practically impossible to test all the drinking water sources of the villages in district laboratory. It was, observed that during 2011-14, laboratories were established in only 69 blocks[63] (14 districts) out of 237 blocks (33 districts). These laboratories were also not operational up to 2012-13 and only 27,937 tests were carried out during 2013-14 in 45 block level laboratories (nine districts).

#### *2.3.12.4 Shortage of staff in laboratories*

Chief Chemist intimated (February 2014) that additional posts in various categories were required on the basis of workload in the laboratories. Position of staff required, sanctioned posts and men-in-position in 33 laboratories is given in ***Appendix 2.5*** which shows that:

- A number of technical posts had not been sanctioned at all or less number had been sanctioned. No post of microbiologist had been sanctioned in any laboratory. Further, limited posts of sample collectors and senior laboratory assistants had been sanctioned.

- Necessary administrative posts like Data Entry Operator had also not been sanctioned.

- No refresher/training courses were conducted for laboratory staff during the period 2011-14 in any of the test-checked districts.

Thus, inadequate staff in laboratories adversely affected their general performance.

[63] Ajmer: 8; Alwar: 7; Barmer: 2, Bikaner: 2; Dausa: 4; Hanumangarh: 1; Jaipur: 13; Jalore: 2; Jhunjhunu: 8; Jodhpur: 5; Pali: 2; Sikar: 7; Sriganganagar: 4 and Udaipur: 4.

### *2.3.12.5 Mobile Laboratories*

Mobile laboratory was required to be established under NRDWQM&SP manual, for facilitating effective water quality surveillance programme, especially in hilly/far flung areas and areas from where water samples cannot be brought to the stationary laboratory within stipulated time.

Scrutiny of tests conducted by Mobile Laboratory, Jaipur revealed that out of 24,625 total tests carried out during 2011-14 merely 2,623 (11 *per cent*) tests were conducted in rural areas. Further, 16,118 (65 *per cent)* tests were conducted for determination of residual chlorine. Thus, the mobile laboratory was not performing the activities of effective water quality surveillance, envisaged in NRDWQM&SP Manual.

Senior Chemist intimated (May 2014) that function of mobile laboratory was to cross-check samples taken by DLLs and also investigation of water quality in public fairs and complaint cases. Reply was not convincing as mobile laboratory was not carrying out functions assigned in the Manual. Data for tests conducted by mobile laboratory during 2011-14, were also not uploaded on IMIS.

State Government stated (December 2014) that mobile laboratory is being used for emergency situations like public fairs or to support DLLs. The reply indicated that mobile laboratory was not being used for performing functions of water quality surveillance as envisaged in NRDWQM&SP manual.

### *2.3.12.6 Sampling of Water for Analysis*

As per NRDWQM&SP manual, all samples were to be labelled properly, mentioning complete and accurate data, for hosting details of their testing on IMIS. However, in the test-checked districts, complete details of sources were not available. Year-wise database for individual water sources/schemes with reference to date of collection was not maintained either in division office or DLLs in the test-checked districts.

- Polyethylene containers were to be cleaned by filling with Nitric Acid/hydrochloric acid, before using for water sample collection. It was observed that in all the test-checked districts, cleaning agents (Hydrochloric Acid/ Nitric Acid) for proper cleaning of sample containers were not available. Scrutiny of stock ledger of DLLs and sub-divisions also revealed that proper containers were not available and discarded bottles of packaged drinking water were being used for taking samples.



Samples received in discarded bottles of packaged water at district laboratory, Tonk

- Training for collection of samples was not imparted to staff deployed in any of the test-checked blocks during 2011-14 except Balesar block of Jodhpur district. Thus, proper sampling by trained personnel could not be ensured.

- Taking cognizance of a newspaper report regarding presence of uranium in excess of permissible limit in 42 *per cent* of water samples in seven districts, Regional Director, Department of Atomic Energy, Jaipur requested (January 2013) Chief Chemist to make available water samples for examination. Audit noticed that in two test-checked districts (Nagaur and Jodhpur), no samples were collected as the matter could not be resolved between the concerned EE and Senior Chemists.

### *2.3.12.7 Analysis of Water Sample through Field Testing Kits*

The Field Testing Kits (FTKs) are basically meant for qualitative assessment of water to help the consumers to have a general idea about the water which they are using by identifying unsafe water supply system immediately. FTKs were to be provided to village level grassroots workers such as health personnel/Accredited Social Health Activists (ASHAs) for testing water quality of all drinking water sources in rural areas. The following irregularities were noticed in distribution of FTKs, refilling reagents (FTKs were to be replenished with reagents when the original reagents exhaust) and tests conducted through these FTKs:

- Analysis of water sources, tested through FTKs revealed that out of total 7,24,231 water sources in the rural area, an average of 45,913 (6.34 *per cent)* water sources were tested during 2011-14 (***Appendix 2.6***), when all the water sources should have been tested once in a year.

- The position of targets for sample testing with FTKs and distribution of FTKs and their refills during 2011-14 is given below:

| Activity | 2011-12 | | 2012-13 | | 2013-14 | |
|---|---|---|---|---|---|---|
| | Target | Achieve-ment | Target | Achieve-ment | Target | Achieve-ment |
| Target of samples tested with FTKs | 9,51,258 | 57,014 (5.99 *per cent*) | 5,90,316 | 58,396 (9.89 *per cent*) | 1,75,110 | 1,22,940 (70.21 *per cent*) |
| Number of FTK refills to be provided | 9,280 | 0 | 0 | 0 | 0 | 0 |
| Number of FTKs to be distributed | 4,43,522 | 0 | 0 | 0 | 0 | 0 |

Source: Department of Drinking Water website (http://indiawater.nic.in)

From the above table, it emerges that neither the targets for sample testing were achieved, nor the FTKs and their refills were provided to the grassroots workers at the village level, resulting in the users not getting an immediate assurance about the quality of water consumed.

- Against the provision of mandatory cross checking of at least 30 *per cent* of the water samples tested at village level with FTK by DLLs, it is seen

that only 12, 21 and 6 *per cent* samples were cross checked by DLLs during 2011-12, 2012-13 and 2013-14 respectively in the test-checked districts ***(Appendix 2.7)***.

### *2.3.13 Replacement of old pipelines*

The life and durability of pipelines depends on several factors including inherent strength of pipe material, manufacturing process along with quality control, handling, transportation, laying and jointing of pipelines, condition of soil surrounding the pipeline and quality of water it carries. Manual of Water Supply and Treatment issued by CPHEEO states that where the quality of water it carries is non-corrosive, the normal life of pipeline is considered as 30 years.

Audit scrutiny revealed that pipe line of 2,410 kilo metres in 50 water supply schemes of urban and rural areas in 18 test-checked blocks, was more than 30 years old, of which only 64 kilo metres of pipe line was replaced. Thus, only 2.66 *per cent* pipe line was replaced and periodical replacement of the rest of the old and worn out pipe lines was not carried out.

State Government stated (December 2014) that replacement of pipeline older than 30 years was not possible due to financial constraints.

### *2.3.14 Redressal of consumers' grievances*

Consumers' complaints/grievances were being registered by the department through Online Grievance Redressal Tracking System (OGRTS) as well as conventional manual records and being redressed through departmental employees or contractors.

#### *2.3.14.1 Online Grievance Redressal Tracking System*

OGRTS is a web based application under mobile government (m-Government)[64] initiative and registers grievances using the service channel (telephone, web and mobile). The timelines for redressal are defined as per Rajasthan Guaranteed Delivery of Public Services Act[65](RGDPSA), 2011. The departmental functionary updates the action.

- During the period 2011-14, total 88,483 online complaints were received through OGRTS (***Appendix 2.8***). Average *per cent* of redressal within the prescribed three days' time was only 41 *per cent*. No action to ensure the redressal of complaints of consumers within prescribed time limit was available on record.

---

[64] m-Government, is the extension of e-Government to mobile platforms, as well as the strategic use of government services and applications which are only possible using cellular/mobile telephones, laptop computers, personal digital assistants (PDAs) and wireless internet infrastructure.

[65] RGDPSA ensure that public services are delivered to the citizens by all State Departments in a transparent, timely, efficient and responsible manner.

- To the contrary of the directions (November 2007) of CE (HQ), the concerned sub divisions in all the 23 test-checked blocks, disposed of complaints received through OGRTS for polluted water, without testing the samples for water quality. Cases of persistent complaints by non-satisfied consumers were also noticed in test-checked blocks.

#### *2.3.14.2 Pursuance of manual complaints*

Secretary, PHED issued (September 2006) instructions to maintain a register for complaints received and action taken for redressal and repairs/restoration of water sources, leakages be responded within maximum time of 48 hours. During audit it was observed that in all the 23 test-checked blocks, though complaints register was maintained yet they were not in proper format and corresponding dates of disposal and remedial action taken for redressal was not mentioned. The register was not reviewed by any superior officer during the period 2011-14, as a result, effective monitoring of complaints could not be ensured.

State government stated (December 2014) that instructions had been issued to field officers for timely redressal of consumers' complaints.

### *2.3.15 Information, Education and Communication campaigns*

Department of Drinking Water Supply (DDWS) issued guidelines for effective Information, Education and Communication (IEC) campaigns during 2010 with the objective to create awareness at grassroots level and involving community through organising grassroots level awareness camps, inter-personal communications campaigns, mass media campaigns such as audio visual programmes and distribution of documents/pamphlets. It was however, observed that only 15 grassroots level awareness camps and four inter personal communications campaigns were organised only in Jhunjhunu district during 2011-14. No IEC activities were carried out in other districts during 2011-14.

### *2.3.16 Conclusions and Recommendations*

Rajasthan is basically dependent on ground water for drinking purposes, large areas of the state have chemical contaminations and depletion in ground water reserves is deteriorating the water quality. 'Rajasthan Integrated Fluorosis Mitigation Programme (RIFMP)' was initiated by the State Government in 2005 for mitigation of fluoride. State Government adopted State Water Policy in 2010 for water resource planning on a sustainable basis. A project of Reverse Osmosis was also undertaken during 2012-13 to address the problem of other contaminants. However, several shortcomings still remain to be addressed.

After initial survey in 2003 by NHS, State Government did not conduct any subsequent surveys of habitations having poor quality of drinking water. In the absence of comprehensive data, it is not possible to plan upgradation of water quality.

***Government should ensure periodic survey to identify habitations for upgradation of water quality.***

The State Government failed to fully implement the RIFMP programme. Despite the fact that the Phase-III of the programme is under implementation, there were a large number of habitations with high fluoride concentration levels.

The measures taken to remove the other contaminants by installing RO plants, were implemented belatedly in 2012-13 and it covered only 12 districts. A number of problems were seen in the functioning of RO plants.

***State Government should ensure completion of the targets/activities under RIFMP for improving domestic water quality by de-fluoridation of water. Steps need to be taken to expand the coverage of RO plants in all the affected habitations. State Government should monitor functioning of all devices, including RO plant, to ensure supply of potable water.***

Chlorination was not done in schemes where water is supplied by directly boosting water from tube wells. It was seen that assessment of chlorine demand before purchase of bleaching powder was not done. Required standard tests, appropriate sampling for testing and periodic tests of available stock of bleaching powder were not conducted. Samples from point of leakages in pipelines were not taken and chlorination of pipelines after repairs was not done.

***State Government should ensure proper and regular disinfection of potable water and follow the standards formed by BIS in procurement of bleaching powder.***

State/district level laboratories were not provided with sufficient infrastructure/test facilities and qualified staff. Block-level laboratories were not established in all blocks. Distribution and utilisation of field testing kits for testing quality of drinking water at the village level was also poor. Targets fixed for testing water samples at village level were not achieved.

***State Government should provide water testing facilities in laboratories with qualified manpower to ensure supply of safe drinking water. Requisite number of FTKs should also be procured and distributed to village level functionaries.***

There was delay in redressal of consumers' complaints and registers of consumers' complaints were not maintained. Sufficient number of programmes were not organised for creating awareness among people.

***States Government should ensure redressal of consumers' complaints within the timeframe.***

# Chapter III
# Compliance Audit

# Chapter III
# Compliance Audit

Audit of transactions of the Government Departments, their field formations as well as audit of the autonomous bodies brought out lapses in management of resources and failures in the observance of the norms of regularity, propriety and economy, which have been presented in the succeeding paragraphs under broad objective heads.

## 3.1 Non-compliance with rules and regulations

## Public Health Engineering Department

### 3.1.1 Avoidable expenditure on supply of pipes

**Supply of pipes by contractors at unreasonably high rates resulted in avoidable expenditure of ₹ 1.06 crore.**

Chief Engineer (CE), Material Management Cell (MMC), Public Health Engineering Department (PHED), Rajasthan, Jaipur, issued instructions (May 2009) to all field offices for using Material Management Module as part of management information system, for submission of their requirement of centralised items and instructed them to submit their demands of such items, for which rate contracts have been finalised in the recent past or are to be finalised soon. CE entered into rate contracts for supply of duct iron (DI) K-7 pipes[1] with various firms, between December 2010 and December 2011.

Test check of the records (September 2012) and further information collected (July 2013) from Executive Engineer (EE), PHED, Sawai Madhopur revealed that eleven works for 'Construction of tube wells, hand pumps, overhead/ground level reservoirs, providing, laying and jointing of pipeline', were awarded on sole responsibility basis, as per guidelines (May 2006) of the Policy Planning Committee (PPC) of the PHED, in order to extend the benefit of the project to the public expeditiously. This implied that the contractors were responsible for execution of the entire project along with supply of all material including pipes.

Based on department's rate analysis, Superintending Engineer (SE), PHED, Sawai Madhopur, approved (June to November 2011) tendered rates of eleven works after negotiation. These works included providing of DI K-7 pipes at various tendered rates[2]. Accordingly, 11 work orders for these works were issued ***(Appendix 3.1)*** between June 2011 and January 2012, by EE, PHED, Sawai Madhopur. According to these work orders, the works were to be completed between October 2011 and September 2012.

---

1 80mm: ₹ 638; 100mm: ₹ 649 to ₹ 725; 125mm: ₹ 890 and 150mm: ₹ 905 per metre.

2 ₹ 1105 (80mm), ₹ 1190 to ₹ 1356 (100mm), ₹ 1450 (125mm) and ₹ 1849 to ₹ 1850 (150mm) *per metre.*

Scrutiny of the approved rates of DI K-7 pipes revealed that instead of submitting a demand to CE (MMC), for procurement of pipes through rate contract as envisaged in CE's instructions, SE, PHED, Sawai Madhopur approved rates higher than rates under the rate contract ***(Appendix 3.1).*** The difference in rates ranged between ₹ 465 and ₹ 945 per metre. Examination of the rate analysis done by the department revealed that charges like taxes, transportation, laying and jointing, contractor's profit, specials, etc. had been included, which resulted in approval of higher rates for supply of pipes by the contractors. It was also noticed that out of 11 works, 2 works were completed with a delay of 4 to 8 months and the eight were in progress till March 2014.

The State Government stated (December 2014) that the rate contracts for departmental supply did not include charges of laying, jointing and specials (valves, fire hydrants, etc.). Therefore, rates under rate contract meant for mere supply of pipes were less than the rates of supply of pipes under a project which included providing, laying and jointing of pipes. The rates were approved after considering various items of works like overhead/ground level reservoirs, recharge structures and Operation and Maintenance (O&M). A rate analysis for pipes was made keeping in view the prevailing market rates, basic purchase cost, transportation charges, breakage, taxes, royalties, contractor's profit, O&M for five years, etc.

The reply of the Government is not convincing as the supply of pipes was a distinct item in the tender and a non-Basic Schedule of Rate[3] (BSR) item. Thus, the pipes should have been procured by the Department as per CE's instruction as rate contract existed during this period. The cost of laying, jointing and specials was separately indicated in the tender. Further, O&M charges were already included in the contract as a separate item and were not required to be included in the cost of pipes. In addition, rates under rate contract covered delivery at consignee's divisional store anywhere in the State and included entry tax, packing, forwarding, loading, insurance, unloading and stacking charges as well as sales tax, excise, octroi, etc. Hence rate analysis done by the department by loading these charges was erroneous which resulted in approval of higher rates for supply of pipes.

Thus, supply of pipes by contractors at unreasonably high rates resulted in avoidable expenditure of ₹ 1.06 crore. The purpose of executing the works on single responsibility basis, to allow for expeditious completion, was also defeated since 10 works were not completed on scheduled date.

### 3.1.2 Irregular and unauthorised expenditure

**Irregular and unauthorised expenditure of ₹ 19.38 crore on execution of additional works in contravention of financial powers.**

Serial No. 24 of Appendix XIII of Rajasthan Public Works Financial and Accounts Rules (PWF&AR) confers the power to sanction, execution and

[3] Items which are not covered under BSR.

payment of additional quantities of items existing in Schedule G or Bill of Quantities (BOQ) of a particular work on:

(i) Administrative Department- upto 50 *per cent* of the original quantity of each item subject to 50 *per cent* of the tendered amount of work sanctioned.

(ii) Chief Engineer (CE)/Additional Chief Engineer (ACE)/ Superintending Engineer (SE)/Executive Engineer (EE)- upto 5 *per cent* of the original quantity of each item subject to 5 *per cent* of tendered amount of work sanctioned by the authority concerned. In case the above limits are exceeded, the powers shall be exercised by the next higher authority assessing the prevalent tender premium, site and market conditions by more than 5 *per cent* and upto 25 *per cent* of the original quantity and also more than 5 *per cent* and upto 25 *per cent* of the tendered amount of work sanctioned.

During test check (February and May 2014) of records of EE, Public Health Engineering Department (PHED), relating to Jalore, Bhinmal and Rural-II Jaipur Divisions, it was noticed that these authorities entered into contracts for 14 works[4] ranging between ₹ 0.20 crore and ₹ 1 crore during the period 2009-14. The rates approved were valid for one year. Work orders were awarded to six contractors[5] with the conditions that no work should be carried out after utilisation of the financial limits mentioned in the work orders.

Test check by audit revealed that the executing authorities requested for sanction of additional works for undertaking the same 14 works. These works were executed without inviting fresh tenders. The approving authorities thus sanctioned expenditure ranging between 50 and 1250 *per cent* higher than the tendered amount. These were far beyond the maximum financial limits (25 *per cent*) of these authorities prescribed under the Rules, as depicted in the following table:

**(₹ in crore)**

| S. No. | Work sanction-ing authority | Work order No. and date | NIT/ Work Order amount | Authority approving additional work | Maximum limit of additional works (25 *per cent* of work order amount) | Revised amount approved (*percentage* of work order amount) | Expen-diture incurred | Excess expenditure | |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | Amount | *Percen-tage* |
| 1 | SE, Jalore Circle | 6331/ 06.01.14 6334/ 6.1.14 | 0.20 | CE (HQs), Jaipur | 0.050 | 2.70 (1250) | 1.91 | 1.71 | 855 |
| 2 | -do- | 3224/ 5.8.2011 | 0.30 | ACE, Jodhpur | 0.075 | 2.50 (733) | 2.50 | 2.20 | 733 |
| 3 | -do- | 3230/ 05.08.11 | 0.30 | -do- | 0.075 | 2.50 (733) | 2.50 | 2.20 | 733 |
| 4 | -do- | 3237/ 05.08.11 | 0.30 | -do- | 0.075 | 2.50 (733) | 2.01 | 1.71 | 570 |
| 5 | -do- | 3244/ 05.08.11 | 0.30 | -do- | 0.075 | 2.50 (733) | 2.50 | 2.20 | 733 |

[4] Providing, laying, jointing, testing and commissioning of AC/UPVC pipe lines with valves and other fittings special etc. (S. No.1 to 8 of table) and Construction and commissioning of 125/200 MM diameter tubewell with recharge structure (S. No.9 to.14 of table).

[5] (i) M/s MM Construction Co., Jalore (ii) M/s Gani Khan Khuda Bux Khan, Bhinmal (iii) M/s Krishna Construction Co. Tiloda, Jalore (iv) M/s Laxman Singh Soor Singh, Bhinmal (v) M/s Shree Shyam tube well Co., Shahpura and (vi) M/s Shyam Enterprises.

| S. No. | Work sanction-ing authority | Work order No. and date | NIT/ Work Order amount | Authority approving additional work | Maximum limit of additional works (25 *per cent* of work order amount) | Revised amount approved (*percentage* of work order amount) | Expen-diture incurred | Excess expenditure | |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | Amount | *Percen-tage* |
| 6 | ACE, Jodhpur | 6112/ 16.09.09 | 0.30 | SE, Jalore Circle | 0.075 | 1.00 (233) | 1.00 | 0.70 | 233 |
| 7 | -do- | 6109/ 16.09.09 | 0.30 | -do- | 0.075 | 1.50 (400) | 1.50 | 1.20 | 400 |
| 8 | -do- | 6106/ 16.09.09 | 0.30 | -do- | 0.075 | 1.50 (400) | 1.43 | 1.13 | 377 |
| 9 | SE, Jaipur Circle | 3953-58/ 27.6.13 | 1.00 | CE (HQ), Jaipur | 0.250 | 1.50 (50) | 1.97 | 0.97 | 97 |
| 10 | -do- | 3934-40/ 27.6.13 | 1.00 | -do- | 0.250 | 1.50 (50) | 1.65 | 0.65 | 65 |
| 11 | -do- | 3947-52/ 27.6.13 | 1.00 | -do- | 0.250 | 1.50 (50) | 1.88 | 0.88 | 88 |
| 12 | ACE, Jaipur | 4194-99 /02.7.13 | 1.00 | -do- | 0.250 | 1.50 (50) | 1.92 | 0.92 | 92 |
| 13 | -do- | 4243-50/ 2.7.13 | 1.00 | -do- | 0.250 | 1.50 (50) | 2.01 | 1.01 | 101 |
| 14 | -do- | 4151-59/ 1.7.13 | 1.00 | -do- | 0.250 | 1.50 (50) | 2.90 | 1.90 | 190 |
| | **Total** | | **8.30** | | **2.075** | **25.70 (210)** | **27.68** | **19.38** | |

The above table clearly shows that against the total NIT/ work order value of ₹ 8.30 crore, actual works were executed at a cost of ₹ 27.68 crore. The additional value of the items of work ranged from 65 to 855 *per cent* of the original tendered value and was far beyond the financial powers (25 *per cent)* delegated to the approving authorities under PWFA Rules *ibid.* Thus, the executing authorities not only failed to estimate the work requirements of their Divisions but also deprived the Department from receiving competitive rates from high category contractors, by keeping the value of tenders as low as ₹ 0.20 crore to ₹ 1 crore. The approving authorities also exceeded their financial limits. This resulted in incurring of irregular and unauthorised expenditure of ₹ 19.38 crore.

In respect of work orders No. 6331 and 6334 above, SE, Jalore Circle accepted audit contention and clarified (August 2014) that the concerned EE obtained the approval of ₹ 2.70 crore directly from CE (HQs) for additional works even before starting the work. This was 1250 *per cent* higher than his financial limit, without any comments from ACE/SE and without following prescribed departmental procedure. CE (HQs) approved the proposal on the date of his retirement *i.e.* 31.12.2013, by just stating 'allowed as proposed' on the EE's request. The approval was not valid as the same was beyond the financial powers of CE (HQs). Further, this approval also was not examined by lower authorities for comments even at a later stage. The concerned EE also executed a work of ₹ 1.88 crore under the contract, which was sanctioned prior to contract. The SE also accepted that had the tenders been called for the works of ₹ 1.88 crore, the department would have received competitive rates and would have also been entitled for excise exemptions on supply of pipes which was not availed of by the Department.

EE, Divisions Bhinmal and Rural-II, Jaipur stated (April and May 2014) that tenders were approved by CE (HQs) and work orders were issued and executed accordingly. The reply was in contravention of Rules *ibid* as powers had not been delegated to CE (HQs) to sanction additional work costing more than 25 *per cent* of tendered/work order amount in each case.

Thus, the additional sanction of 50 to 1250 *per cent* of the original sanction was issued and resultant expenditure of 65 to 855 *per cent* of the original work order was incurred which was irregular and unauthorised. The possibility that the scope of work was deliberately kept low by tendering authorities to restrict entry of competitive bids and to extend financial benefits to certain contractors, cannot be ruled out.

The matter was referred to the State Government (May and July 2014); Reply was awaited (November 2014).

## 3.2 Audit against propriety and cases of expenditure without adequate justification

## Labour Department

### 3.2.1 Non-upgradation of ITIs

**Non-upgradation of 27 ITIs into centres of excellence and non-utilisation of loan amount of ₹ 32.94 crore due to poor implementation of the scheme.**

With the objective of upgrading Industrial Training Institutes (ITIs) into centres of excellence in specific trades and skills, Government of India (GoI), approved (October 2007) the scheme of 'Upgradation of 1396 Government ITIs through Public Private Partnership (PPP)' for the Eleventh Five Year Plan (2007-12) period. The main purpose of the scheme was to provide training to the unemployed youth and to upgrade their skills so that they can get sustainable employment/self employment. For each ITI, one Industry Partner (IP) identified by the State Government, was to be associated to lead the process. Memorandum of Agreement (MoA) was to be signed by the Central Government (Ministry of Labour and Employment), the State Government and the IP. Institute Management Committee (IMC), chaired by the IP with four members from local industry to be nominated by IP, five members nominated by the State Government and Principal of the ITI as ex-officio member secretary, was to be set up for each ITI, to ensure implementation of various activities of the scheme in a time bound manner and also to monitor the progress of the scheme.

Under the scheme, Ministry of Labour and Employment, GoI, was to provide an interest free loan of ₹ 2.50 crore per ITI, directly to the IMCs. This loan amount was to be utilised for additional civil work (not exceeding 25 *per cent*), seed money (not exceeding 50 *per cent*) to be kept in a corpus fund for meeting recurring expenditure during operational period, and procurement of machinery

and equipment and other activities directly related to upgradation of training infrastructure. All infrastructures were to be developed in the first two years of the scheme. Each IMC of the selected ITI, was to prepare an Institute Development Plan (IDP) for a five year period, incorporating long term goals, target for functional improvement, key performance indicators and details of the infrastructural and financial requirement with year-wise break up and to submit it to GoI through State Government.

In Rajasthan, 105 ITIs were selected for upgradation and after signing of MoA, granted loan during the period 2007-12. Of these, 32 ITIs which have completed five year period as of 31 March 2014 were selected for audit scrutiny. Test check of records of Director, Technical Education, Jodhpur and further information collected (June 2011 to August 2014) revealed the following:

(a) The position of the amount sanctioned during 2007-09 and utilised (as of October 2014) is shown in the following table:

**(₹ in crore)**

| Year | Number of ITIs selected for audit analysis | Sanctioned Amount | Expenditure incurred | Seed money | Total utilisation | Unspent balance |
|---|---|---|---|---|---|---|
| 2007-08 | 17[6] | 42.50 | 17.76 | 6.91 | 24.67 | 17.83 |
| 2008-09 | 15[7] | 37.50 | 17.36 | 5.03 | 22.39 | 15.11 |
| **Total** | **32** | **80.00** | **35.12** | **11.94** | **47.06** | **32.94** |

Against the sanctioned loan of ₹ 80 crore to 32 ITIs, expenditure of ₹ 35.12 crore only (44 *per cent*) was incurred on infrastructure development. A sum of ₹11.94 crore (30 *per cent*) was kept as seed money in fixed deposits, which was far less than the admissible amount of upto ₹ 40 crore (50 *per cent)*, as per scheme guidelines. No expenditure from this fund had been incurred by any of the ITIs. The unspent loan amount of ₹ 32.94 crore was lying in bank accounts of the respective IMCs, and has earned an interest of ₹ 17.17 crore as of 30 June 2014.

(b) The State Government sanctioned (October 2009) 36 trades[8] with 138 new trade units[9] in these 32 ITIs. Trade units were subsequently increased to 250 on the suggestion (September 2010) made by Directorate General of Employment and Training, GoI. While releasing funds, GoI stressed that to obtain affiliation with National Council for Vocational Training (NCVT)

---

6 Located at Abu Road, Ajmer (Women), Alwar (Women), Balotara, Banswara, Beawar, Bhilwara, Bhiwadi, Bundi, Dungarpur, Jaipur (Women), Jhalawar, Khetri, Lakheri, Nagaur, Pratapgarh and Sikar.

7 Located at Anta, Bhawani Mandi, Dausa, Dholpur, Hanumangarh, Jaitaran, Jalore, Jodhpur (Women), Karauli, Kishangarh, Rawatbhata, Sagwara, Sirohi, Tonk and Udaipur (Women).

8 "Trade" is a course or branch of a sk ill like plumbers, electricians, fitters, welder, turners, carpenter etc.

9 " Trade units" are the groups/classes of students under the sanctioned trade.

development of infrastructures (workshops, classrooms, equipments, furniture etc.) should be done strictly as per NCVT norms.

Scrutiny of records depicted the position of infrastructure development and status of trade units in these ITIs (as of June 2014) as under:

**(₹ in crore)**

| Status of work (Additional Civil work) | No. of test-checked ITIs | Expenditure incurred | | | | | | | Status of Trade units | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Civil Work | | Machinery/ Equipment[10] | | Manpower/ training | | Total exp. | Sanc-tioned | Affilia-tion | Started |
| | | Project cost | Actual exp. | Project cost | Actual exp. | Project cost | Actual exp. | | | | |
| Completed | 15[11] | 9.53 | 9.41 | 14.88 | 12.24 | 7.57 | 3.20 | 24.85 | 122 | 74 | 74 |
| Not completed | 8[12] | 4.91 | 2.46 | 8.85 | 4.14 | 4.05 | 0.73 | 7.33 | 56 | 12 | 12 |
| Not started | 9[13] | 5.47 | 0.17 | 9.32 | 2.32 | 4.51 | 0.45 | 2.91 | 72 | 10 | 10 |
| **Total** | **32** | **19.91** | **12.04** | **33.05** | **18.70** | **16.13** | **4.38** | **35.12** | **250** | **96** | **96** |

From the above table, the following is seen:

(i) Fifteen ITIs, sanctioned with 122 trade units, completed additional civil work (₹ 9.41 crore) and procured machinery/ equipment (₹ 12.24 crore). However affiliation with NCVT was obtained for 74 trade units only. Of these 15 ITIs, only 5 (Beawar, Banswara, Hanumangarh, Jaitaran and Udaipur) were running all 42 trade units sanctioned against them, 5 started only 32 trade units (against 52) while 5 did not start any of the sanctioned 28 trade units.

(ii) Eight ITIs had incurred an expenditure of ₹ 2.46 crore only (against ₹ 4.91 crore) on civil work and ₹ 4.14 crore only (against ₹ 8.85 crore) on procurement of machinery/ equipment and thus not completed infrastructure work. 56 trade units were sanctioned to these 8 ITIs, of which NCVT affiliation for 12 trade units only was obtained. These have been started by 2 ITIs (Bhiwadi and Kishangarh) with their existing infrastructure, leaving 4 trade units yet to be started. Remaining 6 ITIs did not start any of the 40 sanctioned trade units.

(iii) Nine ITIs did not start any infrastructure work and a meagre expenditure of ₹ 0.17 crore was incurred on civil work (against ₹ 5.47 crore) and ₹ 2.32 crore on procurement of machinery/equipment (against ₹ 9.32 crore). Seventy-two trade units were sanctioned to these nine ITIs, of which NCVT affiliation was obtained for 10 trade units, which were started by two ITIs (Alwar and Bhawani Mandi) (against 20) from their existing infrastructure. Remaining 62 trade units were not started by these ITIs.

---

[10] Scheme did not specify the machineries and equipments required to be procured for each ITIs. These were to be procured as per requirement of trade as per IDPs

[11] Located at Anta, Banswara, Beawar, Dholpur, Dungarpur, Haumangarh, Jaipur (Women), Jaitaran, Jodhpur (Women), Khetri, Sikar, Udaipur (Women), Lakheri, Sirohi and Tonk.

[12] Located at Ajmer (Women), Bhiwadi, Dausa, Jalore, Karauli, Kishangarh, Nagaur and Pratapgarh.

[13] Located at Abu Road, Alwar (Women), Balotara, Bhawani Mandi, Bhilwara, Bundi, Jhalawar, Rawatbhata and Sagwara.

(c) State Government initially created (October 2009) 138 posts of Junior Instructors for running 138 new trade units, against which only 5 instructors were posted on regular basis and 45 on contract basis. These posts were subsequently not increased on increase of number of trade units to 250. Thus, only 50 instructors were running 96 trade units.

(d) As most of the ITIs did not develop their infrastructure, it is clear that the IMCs failed to ensure time bound implementation of the scheme and monitor its progress, resulted in non completion of civil work, purchase of machinery, and posting of Instructors, etc. Only five ITIs were complete in all respects.

(e) The IP, associated in each ITI to lead the process of upgradation, was supposed to contribute financially in the upgradation of ITIs, though it was not a pre condition to participate. They could also contribute machinery and equipments which might be instrumental in furthering the objective of the scheme. However, none of the IPs contributed any financial help, machinery or equipments to the scheme, except four IPs who contributed one bore well (Bhilwara), one motor car (Bhiwadi), one hostel building (Dholpur) and three computers (Hanumangarh). This indicated that the Department could not pursue most of the IPs to fulfil their obligations. Their role in leading the process of skill upgradation was also very poor as they have not shown any interest in running the trade units.

State Government, while accepting (October 2014) the facts, stated that efforts are being made to complete the civil works and to utilise the remaining amount. Resources were being developed for utilising the remaining trades. It was further stated that in case of non utilisation of the grants, the ITIs could utilise the same by submitting proposals in their subsequent IDPs for the next five years.

The fact, thus remained that slow pace of implementation of the scheme resulted in 154 trade units (74 *per cent*) in 27 ITIs not being started even after a lapse of five years and after incurring an expenditure of ₹ 25.61 crore[14]; loan amount of ₹ 32.94 crore also remained unutilised.

## Medical Education Department

### 3.2.2 Blocking of funds for more than three years

**Construction of cardio-thoracic vascular surgery unit and procurement of equipments without ensuring deployment of staff, resulted in blocking of funds of ₹ 4 crore for more than three years.**

*Shahari Jan Sahbhagi Yojana* (SJSY) was a scheme initiated by Government of Rajasthan in December 2004 with two major components of general awareness and development works for inviting public donations in urban

[14] ₹ 35.12 crore – ₹ 9.51 crore (five ITIs running all trades).

development. The scheme envisaged contribution of 50 *per cent* cost of development projects by the State Government, 30 *per cent* through public donors and 20 *per cent* contribution by concerned Municipal councils/ Urban Improvement Trusts (UITs).

In compliance to the announcement made by the Chief Minister (April 2007), Medical Education Department (MED), Government of Rajasthan, *inter alia*, approved (June 2007) development of a cardio-thoracic vascular surgery unit (CTVSU) in Jawahar Lal Nehru (JLN) Hospital, Ajmer under SJSY through construction of a building and purchase of equipment. Accordingly, the Superintendent, JLN Hospital was asked (June 2007) to contact personally the private donors for donations and the Collector, Ajmer for issuing sanction to start the work under SJSY.

Test-check (November-December 2013) of records of office of the Superintendent, JLN Hospital revealed that against the available funds of ₹ 4.02 crore[15], expenditure ₹ 0.88 crore was incurred on construction of building and ₹ 2.22 crore on procurement of equipment. Balance amount of ₹ 0.92 crore[16] was lying with various executing agencies.

- The building constructed at a cost of ₹ 0.88 crore and completed in July 2012, was lying unutilised (May 2014).

- Equipment costing ₹ 1 crore, was purchased between January to March 2009 and ₹ 1.22 crore, was incurred between September 2012 to March 2013 for running the CTVSU. These were lying unutilised since their procurement. Long storage of costly equipments without any use, may render them ineffective and unserviceable.

- The Hospital failed to generate any contribution from private donors as envisaged in the scheme.

- It was also noticed that against the required staff of 86 personnel for running the CTVSU only 32 posts were sanctioned (November 2012) by the State Government, and these too were lying vacant (May 2014).

The State Government stated (May and September 2014) that one doctor was posted in June 2008 as cardio-thoracic surgeon who provided medical facilities to the patients[17] upto September 2012 and equipment worth ₹ 2.22 crore had been utilised since their procurement, therefore the expenditure incurred on CTVS cannot be termed as unfruitful.

The reply is not acceptable as the building for CTVSU itself was completed and handed over to the hospital administration in July 2012. Moreover, a joint inspection (December 2013) by Audit team along with Deputy Superintendent,

---

[15] From UIT, Ajmer: ₹ 3 crore and State Government ₹ 1.02 crore.

[16] ₹ 0.78 crore with Rajasthan medicare Relief Society on account of equipment; ₹ 0.12 crore with Public Works Department on account of construction of building and ₹ 0.02 crore was surrendered to State Exchequer.

[17] OPD: 2302; IPD: 1012; Close heart surgery: 154; Thoracic surgery: 54; Vascular surgery: 97; Trauma: 90; Major operation: 4 and open heart surgery: 1.

JLN, Hospital, revealed non-utilisation of the building and the equipment as such the contention of the Government that the equipment were being utilised, was not correct.

Thus, the department's failure to utilise the building and the equipment meant for CTVSU, not only resulted in blocking of funds of ₹ 4 crore[18] for more than three years but also deprived the patients from getting immediate relief. Lack of sincere efforts in generating private donation also resulted in bearing the whole cost by the State Government/UIT.

## Public Health Engineering Department

### 3.2.3 Delay in execution of project

**Deprivation of population of 138 villages from getting piped drinking water supply and blocking of funds of ₹ 4.12 crore for more than seven years due to non-execution of the work of 33 KV feeder line.**

Superintending Engineer, Public Health Engineering Department (PHED), RGLC Circle II, Jodhpur, requested (February and August 2006) Chief Engineer, Project Planning and Management (PPM) Jodhpur Vidyut Vitaran Nigam Limited (JVVNL), for arranging a dedicated feeder line for uninterrupted power supply for drinking water supply project from Narmada Canal. Accordingly, JVVNL submitted (October 2006) a tentative estimate (₹ 22.75 crore)[19] which included ₹ 10.45 crore for 33 KV line for dedicated feeder line of 95 Kilo metres (Km)[20] (subsequently revised to ₹ 11.22 crore in March 2007 for 102 Km). In compliance to this, the Executive Engineer, PHED Narmada Canal Project (NCP) Division, Sanchore, deposited advance of ₹ 10.72 crore (₹ 7.20 crore: November 2006 and ₹ 3.52 crore: March 2007) with JVVNL. This amount involved ₹ 6.60 crore for FR project and ₹ 4.12 crore for DR Project for feeder line works of both these projects. Feeder line work of FR project for 76 km was completed in April 2014.

The work of 33 KV line for dedicated feeder line of 102 km entrusted to JVVNL, included two projects *viz* 'FR-RD-44.22 transmission main–I, Tetrol-Bagada-Jalore-Ahore (FR project)' and 'DR- RD-16.00, transmission main –I, Sanchore-Raniwara-Jaswantpura Transmission Main-I (DR Project)'. Test check (December 2012) of records of Superintending Engineer (SE), PHED, Narmada Canal Project Circle, Sanchore and further information collected (August 2013 and April 2014) revealed that:

---

[18] Expenditure incurred: ₹ 3.10 crore; lying unutilised with PWD: ₹ 0.12 crore and with RMRS: ₹ 0.78 crore.

[19] 33KV line for 95 km: ₹ 10.45 crore; 33/3.3KV&33/0.4KV for 3 substations: ₹ 4.80 crore; 33/0.4 KV for 6 substations: ₹ 7.50 crore = Total: ₹ 22.75 crore.

[20] FR Project: 33 KV feeder line from Sanchor to Tetarol =25 km; Daspa to Bagoda HW=24 km, Sayala to Ummedabad= 10 km and Pahadpur to Sillu= 10 km.
DR Project: 33 KV feeder line from Sanchore to Agar: 6 km; Agar to Pahadpur: 3 km; Sanked to Sarnau: 6 km; Sanked to Kuda: 9 km and Raniwara to Deopura: 2 km.

- In DR project, the feeder line work of 26 km with estimated cost of ₹ 4.12 crore was aimed to benefit 138 villages as well as Sanchore Town of Jalore District. Tender for execution of DR project (civil work) was invited in April 2007 and again in October 2007 on Single Point Responsibility[21] (SPR) basis.

- However, Finance Committee decided (October 2007) to close the tendering process and to take up the project on annuity based payment. The State Government included (June 2008) this project in the list of projects to be taken up on Built Operate Transfer (BOT) basis.

- In view of this decision, SE, PHED issued (March 2009) instructions to JVVNL not to take up the work of construction of 33 KV line till further notice.

- No priority was, however, given to the work by the State Government and funds were not allotted for the same for three and half years. Tenders for civil work were invited in November 2012 on single point responsibility basis and the work was awarded (February 2013) with tentative date of completion as February 2015.

The indecisiveness of the Government as to whether to execute the project on BOT basis or to execute it directly resulted in an unusual delay of more than five years (April 2007 to February 2013) and deprived the population of 138 villages from getting piped drinking water supply. Moreover, as the Finance Committee had decided (October 2007) to take up the project on BOT basis, the advance (₹ 4.12 crore) given to JVVNL should have been recovered. Non-recovery of this amount resulted in blocking of Government money. Besides, due to indecisiveness of the Government, the project cost also increased by ₹ 64.99 crore (₹ 194.62 crore - ₹ 129.63 crore).

State Government, accepting the facts, stated (November 2014) that as no new sanction has been issued for the project but only the revised sanction to the original one was issued on 28 August 2012, the amount deposited with JVVNL was not received back. The reply confirms that government money remained blocked for more than 7 years.

### 3.2.4 Creation of avoidable extra liability

**Imprudent decision of rejecting the negotiated rates of L-2 bidder which was less than the estimated cost, and unusual delay in finalising the tendering process, resulted in award of work at an extra avoidable cost/liability of ₹ 8.02 crore.**

The Policy Planning Committee of Rajasthan Water Supply and Sewerage Management Board (RWSSMB) of Public Health Engineering Department (PHED) issued (December 2010) administrative and financial sanction of ₹ 71.68 crore for 'Nagda Anta Baldeopura Drinking Water Project' for

[21] Single Point Responsibility is the term used for turn key projects under which all items of work to be executed by the contractor as a single point responsibility.

providing safe drinking water to 42 villages of Anta, Baran and Mangrol tehsils of Baran District. Accordingly, the Additional Chief Engineer, PHED, Kota invited (April 2011) tenders for the work.

During test check (January 2014) of records of Chief Engineer, Special Project (SP), Jaipur, it was noticed that of the five bids received (15 April 2011) for the above work, M/s Shriram EPC Limited, Chennai (Contractor 'A') was found to be the lowest (L-1) bidder with an offer price of ₹ 49.10 crore, which was 5.30 *per cent* less than the estimated cost (₹ 51.85 crore[22]) and therefore his tender was recommended (13 May 2011) for approval by the Secretary, RWSSMB, Jaipur. Based on a complaint received (17 May 2011) against Contractor 'A' regarding forging of experience certificate, for fulfilling pre- qualification criteria, the Finance Committee (FC) of RWSSMB examined the case, and after finding it correct, decided (24 May 2011) to reject the tender of Contractor 'A' by invoking Clause 28 of Notice Inviting Tenders. Contractor 'A' was debarred for one year from participating in tendering process and negotiation was held with L-2 bidder, 'M/s SPML Infra Limited, New Delhi (Contractor 'B')' to reduce his offer.

Contractor 'B', during negotiation lowered his offer by ₹ 34.98 lakh, with revised (May 2011) price of ₹ 49.08 crore which was 5.34 *per cent* less than the estimated cost (₹ 51.85 crore) and also ₹ 0.02 crore less than the L-1 rate. However, while considering the offer of Contractor 'B' for approval, the FC noted (June 2011) that L-2 rates were higher (20.19 *per cent* to 28.58 *per cent*) than the rates approved by it in the recent past and therefore decided to invite fresh tenders.

The decision taken by FC to debar Contractor 'A' was subsequently revoked (July 2011) by the FC on the grounds that his debarment from panel was not covered under the provisions of rule VIII.5 of Appendix 16 of the Public Works Finance and Accounts Rules.

Accordingly, tenders were re-invited on 27 September 2011 at the revised estimated cost (₹ 62.55 crore) based on applicable Basic Schedule of Rates-2011, and of the six valid offers received, the lowest offer of ₹ 57.10 crore was that of Contractor 'A'. In spite of the fact that his offer (₹ 49.10 crore) was earlier rejected on grounds of forged documents and the negotiated offer of L-2 of ₹ 49.08 crore was considered to be high, the new offer of ₹ 57.10 crore of Contractor 'A' was approved on 2 July 2012 even though this rate was 16.34 *per cent* higher than the negotiated offer of L-2 of the earlier bid. The work was awarded to Contractor 'A' on 14 September 2012 (two months after approval).

Thus, imprudent decision to reject the negotiated offer of L-2 of ₹ 49.08 crore in May 2011 and awarding the work to Contractor 'A' at ₹ 57.10 crore, in September 2012 on retendering, resulted in an avoidable extra cost of ₹ 8.02

[22] This excludes items like construction of anicut: ₹ 8.55 crore; contingencies: ₹ 3.12 crore; price escalation during execution period: ₹ 0.16 crore; establishment and supervision charges: ₹ 2.81 crore; prorate on urban component: ₹ 3.16 crore; power connection: ₹ 0.90 crore and misc work: ₹ 1.13 crore.

crore[23]. Besides, population of 42 villages was deprived from safe drinking water for more than one year.

The matter was referred to State Government in February 2014; reply is awaited (November 2014).

## 3.3 Persistent and pervasive irregularities

## Finance Department

### 3.3.1 Persistent excess payment of pension

**Failure of the treasury officers to exercise prescribed checks led to excess/irregular payment of pension/family pension amounting to ₹ 153.75 lakh.**

Appendix VI (Sl. No. 9) of Rajasthan Civil Services (Pension) Rules, 1996 stipulates that Treasury Officer (TO) will check the correctness of the payments made by the Banks with reference to the records maintained by him and thereafter incorporate the transaction in his accounts.

The Public Accounts Committee while examining paragraph 3.3.1 of the reports of the C&AG for the year ended 31 March 2011 (Civil) Government of Rajasthan recommended (February 2013) that the department should take necessary steps to avoid recurrence of such excess payment in future and inform PAC and the Principal Accountant General about the same.

The Department issued necessary instructions to the banks (December 2012 and April 2013) and to the TOs (March 2013) for avoidance of recurrence of such excess payment by conducting visits to the banks.

Test check (April 2013 to March 2014) of records relating to pension payments made by 116 banks and 195 treasuries/sub-treasuries, however, revealed that excess/irregular payments of superannuation/family pensions were made to 308 pensioners, amounting to ₹ 153.75 lakh during the period May 1995 to January 2014, as detailed below:

**(₹ in lakh)**

| S. No. | Particulars | Excess payment made | |
|---|---|---|---|
| | | Number of cases | Amount |
| 1. | Family pension not reduced after expiry of the prescribed period (Rule 62 of Rajasthan Civil Services (Pension) Rules 1996) | 79 | 57.93 |
| 2. | Family pension not stopped after attaining the age of 25 years/ marriage/ employment of dependents (Rule 67) | 03 | 3.63 |
| 3. | Pension not reduced after commutation (Rule 28) | 114 | 25.39 |
| 4. | Pension paid after death of pensioners | 08 | 1.39 |

[23] ₹ 57.10 crore (-) ₹ 49.08 crore.

| S. No. | Particulars | Excess payment made | |
|---|---|---|---|
| | | Number of cases | Amount |
| 5. | Dearness relief paid to pensioners during the period of their re-employment (Rule 164) | 03 | 1.61 |
| 6. | Dearness Relief wrongly paid | 06 | 3.97 |
| 7. | Pension and Dearness Relief paid at higher rate than admissible | 44 | 40.07 |
| 8. | Non-recovery of dues from gratuity payments (Rule 92) | 40 | 14.72 |
| 9. | Miscellaneous | 11 | 5.04 |
| | **Total** | **308** | **153.75** |

Department intimated (November 2014) that the following steps are being taken in this regard:

- Monthly accounts are being submitted to Pr. Accountant General (A&E) after verification of 'Online Pension Check Register' being maintained under 'Civil Pension Module' of 'Integrated Financial Management System'.

- TOs have been directed to update the database of civil pensions and include the pension payments in the monthly accounts only after 100 *per cent* checking of the accuracy of pension payments.

- e-Scrolls of pension payments are being uploaded by banks on the site of civil pension each month.

However, inspite of these steps taken by the Department, the irregularities were still persisting. The Department should therefore, further strengthen its internal control mechanism to avoid recurrence of such irregularities.

State Government intimated (September 2014) that ₹ 113.11 lakh has been recovered (at the instance of audit) and efforts for recovering the remaining amount are being made.

## 3.4 Failure in implementation, monitoring and governance

## Tribal Area Development Department

### *3.4.1 Implementation of Eklavya Model Residential School scheme*

Scheme on Eklavya Model Residential School (EMRS) was launched in 2002-03 in Rajasthan for imparting quality education to the tribal students from standard VI to XII. As per the scheme, these schools were residential schools and would provide free education and basic amenities like food, uniform, sweater, shoes, socks, etc. to the students. Under the scheme, funds were to be provided as 100 *per cent* grant from Government of India (GoI). The tribal population of Rajasthan, as per 2011 Census, is 92.39 lakh which is

13.48 *per cent* of the total population (685.48 lakh) of Rajasthan. As on date, eight EMRSs are being operated under this scheme. In addition, six[24] additional EMRSs are under construction.

The Ministry of Tribal Affairs (MTA), GoI, issues guidelines, makes modifications, reviews and monitors the implementation of the scheme. At the state level, the Principal Secretary, Tribal Area Development Department (TAD) is in overall charge of the scheme. Commissioner, TAD, Udaipur, is responsible for overall monitoring and supervising the scheme. At the district level, Project Officer Tribal (POT) or Chief Executive Officer (CEO), *Zila Parishad* (ZP), is responsible for implementation of the scheme.

Audit assessed the implementation of the scheme in the State of Rajasthan, by reviewing the functioning of four EMRSs[25] (two girls schools and two boys schools) which were operational and also evaluating the progress of all six schools which were under construction. Three EMRSs (Hanotiya, Kotra and Newai), with classes from standard VI to XII with a capacity of 350 students each, were started from the academic session 2002-03, while one EMRS (Timerva) having classes from standard VI to VIII with a capacity of 210 students was started from the academic session 2012-13.

## *Implementation of the Scheme*

### *3.4.1.1 Enrolment of Students*

The position of enrolment capacity of students in test-checked EMRSs and actual enrolment their-against during 2011-14 was as under:

| | Name of School | Name of District | Sanctioned strength | 2011-12 | | 2012-13 | | 2013-14 | |
|---|---|---|---|---|---|---|---|---|---|
| | | | | Actual enrolment | Percentage of deficiency | Actual enrolment | Percentage of deficiency | Actual enrolment | Percentage of deficiency |
| 1 | Hanotiya | Baran | 350 | 308 | 12 | 314 | 10 | 312 | 11 |
| 2 | Kotra | Udaipur | 350 | 293 | 16 | 272 | 22 | 250 | 29 |
| 3 | Newai | Tonk | 350 | 342 | 2 | 344 | 2 | 339 | 3 |
| 4 | Timerva | Pratapgarh | 210 | Started from academic session 2012-13 | | 60 | 71 | 90 | 57 |

Source: Information provided by EMRS

From the above table, it is seen that:

(i) For EMRS Kotra (Udaipur), the deficiency in enrolment increased from 16 to 29 *per cent*. High deficiency in enrolment in EMRS Kotra (Udaipur) was due to shortage of teaching staff and availability of other schools in adjoining areas.

(ii) The deficiency in enrolment remained almost constant in EMRS, Hanotiya (Baran).

[24] Mallana in Alwar, Ranoli in Karauli, Barnala in Sawai Madhopur, Biharipura in Jaipur, Padola in Banswara and Gada Arandia in Dungarpur.

[25] EMRSs are located at Hanotiya (Baran), Kotra (Udaipur), Newai (Tonk) and Timerva (Pratapgarh).

Responding to the audit observation, the State Government stated (October 2014) that awareness programmes to enhance the enrolment were being organised.

### *3.4.1.2 Shortage of teaching staff*

As per paragraph IV (viii) of the guidelines, appointment of teachers would be handled entirely by the society chosen by the State Government and in the manner deemed most suitable.

Audit scrutiny revealed that there was no mechanism for recruiting regular teaching staff for schools under EMRS scheme. All the teachers appointed in test checked EMRSs were on deputation from education department or appointed as casual staff, as evident from the position of sanctioned and working strength of teaching staff shown below:

| S. No. | Name of EMRS | Sanctioned post | Working Strength as on 31 March 2014 | | | Shortage (*per-centage*) |
|---|---|---|---|---|---|---|
| | | | On deputation | Contractual basis | Total | |
| 1 | Hanotiya (Baran) | 18 | 6 | 7 | 13 | 5 (28) |
| 2 | Kotra (Udaipur) | 26 | 3 | 3 | 6 | 20 (77) |
| 3 | Newai (Tonk) | 25 | 18 | - | 18 | 7 (28) |
| 4 | Timerva (Pratapgarh) | 6 | 4 | - | 4 | 2 (33) |
| | **Total** | **75** | **31** | **10** | **41** | **34 (45)** |

Source: Information provided by the department.

In four test checked EMRSs, 41 teaching staff were working on deputation/contractual basis against the sanctioned post of 75 as on 31March 2014. Thus, there was a shortage of 34 (45 *per cent*) teachers. The maximum shortage of teachers (77 *per cent*) was in EMRS, Kotra (Udaipur), which is one of the major reasons for the low percentage of enrolment and maximum drop outs in the EMRS.

There were 31 teachers on deputation from the very beginning and remaining 10 teachers were appointed as *vidyarthi mitra* on contractual basis, though declared illegal and unconstitutional as per the decision (April 2014) of Honourable High Court. Three of the contractual teachers appointed in EMRS Hanotiya (Baran), did not have the requisite teaching qualification[26]. Thus, there was no mechanism of recruiting staff on regular basis teachers.

The State Government stated (October 2014) that EMRS Kotra is in remote rural area, therefore, teachers do not apply for deputation. However, walk-in interviews were being held for selection of teachers on deputation to overcome the shortage and to replace *vidyarthi mitra* in compliance to the decision (April 2014) of Hon'ble High Court.

Fact remains that the shortage of teachers defeated the very purpose of the scheme *i.e.* improving the quality of education being imparted to tribal children. It also affected the pass percentage and enrolment in the EMRSs.

[26] STC/B.Ed/M.Ed.

### 3.4.1.3 Low pass percentage in Board Examinations

As per paragraph IV(IX) of the guidelines, the State Government was required to maintain the highest quality in the selection of teachers and staff for academic and extracurricular excellence.

The results of X standard Board examination during the period 2011-14 are tabulated below:

| Name of EMRS* | March 2012 | | March 2013 | | March 2014 | |
|---|---|---|---|---|---|---|
| | Number of students | | Number of students | | Number of students | |
| | Appeared | Passed (percentage) | Appeared | Passed (*percentage*) | Appeared | Passed (*percentage*) |
| Hanotiya (Boys) | 43 | 21 (49) | 48 | 9 (19) | 38 | 13 (34) |
| Kotra (Boys) | 40 | 4 (10) | 47 | 13 (28) | 34 | 4 (12) |
| Newai (Girls) | 50 | 28 (56) | 50 | 43 (86) | 50 | 43 (86) |

* Timerva, Pratapgarh (Girls) was started from academic year 2012-13, hence there was no Board Examination

Source: Information provided by EMRSs

Pass percentage of EMRS, Newai, Tonk (upto 86 *per cent*) was satisfactory. However, the Pass percentages were quite low in the other EMRSs and ranged between 10 and 49 *per cent*. The pass percentage was very low in case of Kotra.

The State Government stated (October 2014) that these EMRSs were located in remote areas and efforts were being made for better results.

Some of the factors leading to low pass percentage could be attributed to the disinclination of teachers to be posted in remote areas, contractual teachers with poor qualification, etc.

### 3.4.1.4 Dropout rate

The drop out percentage in four test checked EMRSs, ranged between 1.7 (EMRS Newai) to 7.2 (EMRS Kotra) *per cent* in three EMRSs while in EMRS, Timerva (Pratapgarh) there was no drop out during 2011-12 to 2013-14.

The range of dropout in girls EMRS Newai was 1.7 to 4.4 *per cent* and nil in EMRS Timerva, while the drop out of boys in EMRSs Hanotiya and Kotra ranged between 2.9 and 7.2 *per cent* during 2011-12 to 2013-14.

State Government stated (October 2014) that efforts were being made to improve the quality of education.

### 3.4.1.5 Lack of Infrastructure facilities

EMRS should provide items like ramp, rain water harvesting system, science laboratory, compound wall, assured reliable water supply, toilets, housing for warden, security and staff etc.

***(a) Operating science classes without science laboratories***

- The State Government announced in the budget session of 2010-11 for starting science faculty in EMRS from academic session 2011-12. During audit, it was seen that in EMRS Newai (Tonk), the classes under science streams *i.e.* Physics, Chemistry and Biology for classes XI and XII from academic year 2012-13 and 2013-14, were being taught without any science laboratory.

On being pointed out, the State Government stated (October 2014) that construction work of Physics, Chemistry and Biology laboratories had started. This implies that batches of students had passed 12$^{th}$ standard during 2012-13 and 2013-14 without having benefit of science laboratories.

In EMRS Hanotiya (Baran) and Kotra (Udaipur), no science teacher had been recruited and hence no student opted for the science stream. On being pointed out, Principals of EMRS Hanotiya (Baran) and Kotra (Udaipur) while admitting the facts, stated (June 2014) that in absence of a science teacher, students did not apply for admission and the science stream could not be started.

- The State Government sanctioned (February 2011) ₹ 6.00 lakh to EMRS Kotra (Udaipur) for opening Physics, Chemistry and Biology laboratories from academic session 2011-12 and this was transferred (March 2011) to POT Udaipur for purchase of items for these laboratories. Audit scrutiny revealed that the material purchased for ₹ 4.49 lakh for science laboratory, issued to EMRS Kotra (Udaipur) in August 2011, remained unutilised for three sessions (2011-12 to 2013-14), due to non-opening of science faculty in the absence of a science teacher. No student had taken admission in the science stream. Subsequently, POT, Udaipur issued orders (December 2013) for transfer of these materials to Model Public Residential School (MPRS), Dhikali (Udaipur) and the same were transferred in April 2014. However, Headmaster, MPRS, Dhikali (Udaipur), intimated (June 2014) that these items were neither demanded nor used by them.

State Government admitting the facts (October 2014) stated that for better utilisation, the material was transferred to MPRS Dhikali (Udaipur), where science stream was operational.

***(b) Lack of computer aided learning***

As per the Annexure to EMRS scheme guidelines, computer laboratories should have been included in the lay out plan of the EMRSs. During Test check of EMRS Timerva (Pratapgarh) and EMRS Hanotyia (Baran), it was observed that EMRS Timerva (Pratapgarh) neither had any computer nor computer laboratory, while EMRS Hanotiya (Baran) had 10 computers but computer teacher was not appointed resulting in non-utilisation of these equipment and depriving the students from computer-aided learning (CAL). The State Government stated (October 2014) that principal of all EMRSs had been asked to send proposals for required equipment. Computers would be

made available shortly to EMRS Timerva and, wherever internet infrastructure facility was available, internet connectivity would also be provided.

***(c) Lack of facilities in Hostels***

The EMRS scheme envisaged setting up of residential schools. Thus, hostel with adequate capacity was to be provided with each EMRS. The accommodation and bed facility available in hostel for students in test checked EMRS was as under:

| S. No. | Name of EMRS | Admission capacity fixed | Accommodation available for students | Availability of beds | Enrolled students | | |
|---|---|---|---|---|---|---|---|
| | | | | | 2011-12 | 2012-13 | 2013-14 |
| 1 | Hanotiya (Baran) | 350 | 313 | 298 | 308 | 314 | 312 |
| 2 | Kotra (Udaipur) | 350 | 192 | 303 | 293 | 272 | 250 |
| 3 | Newai (Tonk) | 350 | 350 | 350 | 342 | 344 | 339 |
| 4 | Timerva (Pratapgarh) | 210 | 60 | 60 | - | 60 | 90 |

From the above table it is seen that:

(i) Against the capacity of 192 students in the Hostel of EMRS Kotra (Udaipur), 250 to 293 students were residing during 2011-12 to 2013-14 in the hostel. Similarly, against the capacity of 60 students, 90 were residing in the hostel of EMRS Timerva during 2013-14. Thus, hostels require expansion of existing buildings to accommodate enrolled students in these EMRSs.

EMRS Kotra (Udaipur) intimated (June 2014) that one hostel was under repair and that it was not having basic amenities therefore was uninhabitable since 2008.

(ii) Similarly, against the enrolment of 308 to 314 students during 2011-12 to 2013-14, there were only 298 beds in EMRS Hanotiya and against 90 enrolled students during 2013-14 only 60 beds were available in EMRS Timerva. On being pointed out (June 2014) Principal EMRS Hanotiya (Baran) stated that one bed was being shared between two students of VI class.

State Government replied (October 2014) that additional construction work was being done and procurement procedure was under process to purchase beds and other articles. This indicated that there was a compromise on residential facilities provided to students, which could affect the health, quality education and comfort of the students.

(iii) Principal EMRS Newai (Tonk) requested (January 2012) CEO, ZP, Tonk for repair and maintenance of the school building and hostel. Despite the fact that funds amounting to ₹ three lakh had already been received (February 2010) in ZP for this purpose, but the same were not incurred on the EMRS. It was seen that the ZP asked for the estimate of the work in February 2012, which was not furnished by the EMRS (June 2014).

(iv) Ramp facility was not available in EMRSs Newai (Tonk) and Hanotiya (Baran) for the convenience of disabled students as required under scheme

guidelines. State Government stated (October 2014) that concerned District Officers have been asked (September 2014) to construct ramp in these EMRSs. Fact remains that action is yet to be taken.

(v) The Principal EMRS Newai (Tonk) had written (December 2006) to the Additional Commissioner TAD Udaipur that for security of girls, height of the boundary wall was insufficient and requested to raise the height by two feet to ensure greater security of girls residents. State Government stated (October 2014) that the sanction was being issued for raising the height of boundary wall.

(vi) As per guidelines, the residential quarters for teachers, security and supporting staff should have been constructed alongwith the school/hostel buildings. In EMRS Timerva, Pratapgarh (Girls school) the staff and warden quarters were not constructed though the Collector, Pratapgarh, requested (June 2012) for the same to Commissioner (TAD), Udaipur. State Government replied (October 2014) that the administrative and financial sanction had been accorded for construction of the above work.

(vii) As per guidelines of the scheme, the EMRS building should have rainwater harvesting structures. However, it was noticed that in school buildings of EMRS, Newai (Tonk), Kotra (Udaipur) and Hanotiya (Baran), the rainwater harvesting system did not exist. This resulted in non-conservation of rain water. The State Government stated (October 2014) that construction of rainwater harvesting structure was not included in the concerned work plan. However this facility would be provided at the time of expansion of facilities in hostel / school.

(viii) District Tonk has the problem of excess fluoride in the ground water. EMRS Newai (Tonk) requested (July 2012) to District Collector, Tonk for supply of water free from fluoride. The State Government stated (October 2014) that financial sanction of ₹ 13 lakh has been issued (June 2014) for drinking water facility. However, RO has still not been installed (October 2014).

(ix) In EMRS Kotra (Udaipur), the water was supplied from the tube well only when electricity was available. However, due to damage and leakages in pipeline and water tank, water could not be stored when it was being supplied. This led to water scarcity in the school/hostel. The State Government stated (October 2014) that the work of construction of over head tank had been sanctioned (February 2014). However, the construction work has still not been started (October 2014).

(x) During inspection, audit observed that bathrooms and toilets of the school and hostel of EMRS Kotra (Udaipur) were lying chocked since 2004. However, State Government informed (October 2014) that the same have now been got repaired.

### *(d) Health check-up*

TAD directed (August 2011) conduction of regular medical check-up of students studying in residential schools. In all test checked EMRSs height and weight of students were regularly monitored. It was seen that in EMRS Timerva (Pratapgarh), 10 out of 60 students in 2012-13 and 15 out of 90 students in 2013-14 were found underweight by the nurse. However, no doctor visited the EMRS for medical check-up or for prescribing treatment to underweight students as intimated (June 2014) by the EMRS. This defeated the purpose of instructions of TAD regarding health check-up.

State Government admitting the facts (October 2014), ensured that health register for each student would be maintained for recording regular information of health check up.

### *3.4.1.6 Construction work of buildings for new EMRS*

As per Rule 298 of Public Works Financial & Accounts Rules (PWF & ARs) 'availability of the site is a pre-requisite for planning and designing of a work and as such no department of the Government should call upon the working agency to initiate planning until the site is physically in its possession'. Further, GoI also enjoined (December 2009) upon the State Government that while sending their proposals for EMRS, the department should specifically ensure that the available land is free from all encumbrances.

Ministry of Tribal Affairs, GoI sanctioned (September 2010) ₹ 72 crore (@ ₹ 12 crore per EMRS) for establishing EMRS in six villages[27] of Rajasthan and released ₹ 66 crore between September 2010 and February 2013. The work of construction of six EMRS buildings was awarded (October 2010) to RSRDC, Jaipur. TAD released funds of ₹ 51.42 crore to RSRDC. Of this, RSRDC incurred an expenditure of ₹ 49.56 crore. It was seen that UCs of ₹ 43.02 crore only were sent to the TAD department as detailed below:

**(₹ in crore)**

| S. No. | Name of EMRS | Fund received from GOI | Funds released to RSRDC | Expenditure incurred | UC received from RSRDC | Status of work (as on 31 March 2014) | Reasons for non-completion |
|---|---|---|---|---|---|---|---|
| 1. | Barnala, Sawai Madhopur | 12.00 | 9.82 | 7.42 | 7.41 | Block A and B of hostel completed upto roof level. Quarters were at finishing stages | Work got delayed due to non availability of approach site in rainy season. Gravel road was constructed by RSRDC |
| 2. | Biharipura, Bassi, Jaipur | 12.00 | 6.00 | 12.14 | 10.87 | One hostel was not taken up and others were completed | Non transfer of funds to executing agency |
| 3. | Mallana, Rajgarh, Alwar | 6.00 | 6.00 | 3.12 | 3.12 | School building, girls and boys hostels completed upto plinth level | Delay due to handing over of land due to encroachment on proposed site |
| 4. | Ranoli, Karauli | 12.00 | 8.00 | 9.62 | 9.62 | Block A and B of hostel and guest houses are completed upto roof level and finishing work in progress | Non transfer of funds to executing agency |

[27] Mallana in Alwar, Ranoli in Karauli, Barnala in Sawai Madhopur, Biharipura in Jaipur, Padola in Banswara and Gada Arandia in Dungarpur.

| S. No. | Name of EMRS | Fund received from GOI | Funds released to RSRDC | Expenditure incurred | UC received from RSRDC | Status of work (as on 31 March 2014) | Reasons for non-completion |
|---|---|---|---|---|---|---|---|
| 5. | Padola, Bagidora, Banswara | 12.00 | 10.80 | 9.65 | 6.00 | Finishing work in progress. | Delayed land allotment |
| 6. | Arandia, Aspur, Dungarpur | 12.00 | 10.80 | 7.61 | 6.00 | Finishing work in progress. | Delayed land allotment |
| | **Total** | **66.00** | **51.42** | **49.56** | **43.02** | - | - |

Source: Information provided by the department.

Audit scrutiny revealed (June 2014) that construction work of all six EMRS could not be completed (June 2014) due to delayed land allotment, delayed handing over of land due to encroachment and non-transfer of remaining funds (₹ 14.58 crore). Thus, failure of TAD to provide land, free from all encumbrances and sufficient funds to RSRDC, resulted in non-completion of EMRS buildings even after lapse of about two years from the stipulated date of completion (June to September 2012). The State Government intimated (October 2014) that all works are under progress.

As per paragraph No. V (ii) of the guidelines, states are encouraged to use fuel saving or renewable energy technologies in the school buildings, but no such technology was used in EMRSs buildings. Department accepted (October 2014) the facts.

### *3.4.1.7 Less EMRS for girls in comparison to boys*

As per paragraph III (c) of EMRS guidelines, the number of seats for boys and girls should be equal. Scrutiny revealed that out of eight running EMRS with 2660 seats, six[28] EMRS with 2100 seats were for boys, while only two[29] EMRS (25 *per cent*) with 560 seats (21 *per cent*) were for girls. This was in contravention of the scheme guidelines. Thus, equal opportunities in education for boys and girls were not provided.

On being pointed out (June-July 2014) the State Government stated (October 2014) that equal number of girls and boys would be admitted in the six new EMRSs under construction.

### *3.4.1.8 Financial Position*

The grants (Capital and Revenue) received from GoI by the State Government were to be transferred to the Project Implementing Agencies, *i.e* Commissioner, Tribal Area Development Department (TAD), Udaipur, within 30 days. These funds were further transferred to concerned POTs or CEOs (ZPs), for incurring expenditure on the EMRS under their jurisdiction.

[28] Boys: Kherwara (Udaipur), Kotra (Udaipur), Kushalgarh (Banswara), Simalwara (Dungarpur), Abu Road (Sirohi), Hanotiya (Shahbad- Baran).

[29] Girls: Newai (Tonk) and Timerva (Pratapgarh).

The position of utilisation of Capital grants of ₹ 66 crore received during 2011-14 by way of construction of new EMRS buildings has been commented in paragraph 3.4.1.6.

(a) The overall revenue grants received and expenditure incurred on EMRS during 2011-14 were as under:

**(₹ in crore)**

| Year | Revenue Grants | | |
|---|---|---|---|
| | Received | Expenditure incurred | Unutilised |
| 2011-12 | 5.47 | 5.36 | 0.11 |
| 2012-13 | 7.79 | 6.61 | 1.18 |
| 2013-14 | 8.21 | 8.32 | -0.11 |
| **Total** | **21.47** | **20.29** | **1.18** |

Source: Information provided by TAD

It was noticed in audit that revenue grant of ₹ 5.47 crore received from GoI for the year 2011-12 on 30 June 2011 was transferred to TAD on 8 September 2011 *i.e.* with a delay by 40 days. Similarly revenue grant of ₹ 8.21 crore received from GoI for the year 2013-14 on 26 September 2013 was transferred to TAD on 15 January 2014 *i.e.* with a delay by 81 days. Thus, the condition of transferring grant within 30 days was not adhered to.

(b) The revenue grant (pay and allowances of staff and hostel running expenditure etc.) were transferred to POTs/ZPs for incurring expenditure on various EMRSs. The grant received for the test-checked EMRSs and expenditure incurred there against were as under:

**(₹ in lakh)**

| Name of EMRS | 2011-12 | | 2012-13 | | 2013-14 | |
|---|---|---|---|---|---|---|
| | Allotment | Grant utilised (Percentage) | Allotment | Grant utilized (Percentage) | Allotment | Grant utilised (Percentage) |
| Hanotiya (Baran) | 74.86 | 55.63 (74) | 94.16 | 58.17 (62) | 125.00 | 73.57 (59) |
| Newai (Tonk) | 115.59 | 102.73 (89) | 139.27 | 118.24 (85) | 145.73 | 143.57 (99) |
| Timerva (Pratapgarh | Started from academic session 2012-13 | | 25.00 | 5.29 (21) | 50.00 | 38.59 (77) |

*Details were not available EMRS wise for Kotra (Udaipur) (maintained for two EMRS)
Source: Information provided by the department.

From the above table the following is seen:

(i) The percentage of grant utilised ranged between 21 and 99 *per cent* in the test checked EMRSs.

(ii) The utilisation of grant for EMRS Hanotiya (Baran) declined from 74 *per cent* to 59 *per cent* mainly because of shortage of teaching staff and deficit in admission of students against the capacity of schools.

(iii) EMRS Timerva (Pratapgarh) had the lowest grant utilisation during 2012-13. Due to starting of the school from academic session 2012-13, its grant utilisation improved to 77 *per cent* by 2013-14.

### *3.4.1.9 Monitoring of the Scheme*

#### *(a) Constitution of society*

The scheme on EMRS envisaged the setting up of a society at State level to handle the school admissions, appointment of staff, personal matters and overall management of schools, accept donations/contributions and grants from individuals and Institutions. A Management Committee for each EMRS was also required to be set up to monitor day to day activities and management of the EMRSs.

It was noticed that no State-level Society had been constituted. Management Committees were also not constituted in three[30] out of four test checked EMRSs. State Government in reply stated (October 2014) that a State-level society namely 'Rajasthan Residential Educational Institutional Society' has been constituted, and the proposal for running of the EMRSs through the Society is under consideration of the Government. The fact remains that society was not functioning (October 2014).

#### *(b) Inspection of schools*

Commissioner, TAD, instructed (April 2007) all CEOs, ZP, (Rural Development Cell) and POT, to inspect residential schools in their jurisdiction every week and submit their reports to Deputy Director (Education) TAD, Udaipur.

In EMRSs Timerva (Pratapgarh) and Hanotiya (Baran) although inspection was carried out by the authorities but records of inspection and corrective action taken after inspection were not maintained. Only 6 and 11 inspections were carried out in EMRS Newai (Tonk) and Kotra (Udaipur) respectively during 2011-12 to 2013-14, but action taken on the findings of these inspections were not intimated.

The State Government stated (October 2014) that inspections were being carried out regularly by concerned officers. The reply was not acceptable as no records relating to these inspections were available. Thus, lack/ insufficiency of inspections and non-maintenance of record reflect monitoring lapses. Online monitoring mechanism also was not developed, as required under the guidelines.

### *3.4.1.10 Conclusions*

Eklavya Model Residential Schools were started with the objectives of imparting quality education to tribal students. It was seen that the State-level society and management committees at school level that were required to be constituted to manage the affairs of EMRSs, were not functioning. The enrolment of students in schools was less than their capacity and retention of students was also low. There was a shortage of teachers and the science stream

[30] Kotra (Udaipur), Newai (Tonk) and Timerva (Pratapgarh).

was functioning without laboratories. The hostels had insufficient facilities which were impacting the overall performance of the scheme.

The progress in construction of new EMRSs was slow and even after a lapse of more than two years from the stipulated date of completion, these were incomplete. This deprived the students from benefits of the scheme.

## Women and Child Development, Medical Health and Family Welfare and Home Departments

### *3.4.2 Implementation of schemes for Prevention of discrimination against Girls*

Girls are the most vulnerable members of Indian society. The life of a girl reflects elements of discrimination at every step of her life. In the social milieu of Rajasthan, gender discrimination against girls and women occurs at every stage of their life. The girl is discriminated at every step - at home, in school, community and society at large. Socio-economic background, disability and location of residence (rural-urban) further compound her vulnerabilities and work to her disadvantage.

Deep-rooted preference for sons and aversion to daughters, aided by technological advances, led to a steep decline in child sex ratio in India and particularly in Rajasthan and this presents an alarming scenario. Census of 2011 highlighted an increasingly adverse child (0-6 years) sex ratio in Rajasthan showing a 21 point decline from 909 girls (2001) to 888 per 1,000 boys (2011). This decline was also reflected in the overall sex ratio in Rajasthan which was 928:1,000 as compared to the All India sex ratio of 943:1,000. Female literacy rate in Rajasthan was also 52.1 *per cent* as per 2011 Census as against the overall literacy rate of 66.1 *per cent* and the State stands lowest in the overall ranking in female literacy. The decline in child sex ratio and low female literacy rate in Rajasthan reflects the underlying socio-economic conditions and deep-rooted cultural prejudices against girls.

This calls for concerted action to combat the reasons behind the steep decline in the overall sex ratio, particularly the child sex ratio. The Government of India (GoI) and the Government of Rajasthan (GoR) have taken various measures including the ones in the fields of health and nutrition and education, to prevent discrimination against the girls both before and after their birth. A number of schemes have been initiated and Acts passed to eliminate discrimination and improve the health of girls and enhance the child sex ratio. These are enumerated below:

- Pre-conception and Pre-natal Diagnostic Techniques (Prohibition of sex selection) Act, 1994 (PC&PNDT Act), was enacted by GoI to act as deterrent against misuse of such techniques for determination of sex of foetus resulting in female foeticide. This Act was implemented in Rajasthan with effect from (w.e.f.) 1 April 1996. Further, a scheme called

*Mukhbir Yojana* was also introduced by State Government w.e.f. 27 December 2011 for better implementation of the PC&PNDT Act.

- Prohibition of Child Marriage Act, 2006, enacted by GoI came into force w.e.f. 1 November 2007, to shelter girls against early marriage and early motherhood.

- *Kishori Shakti Yojana* (KSY), a Centrally Sponsored Scheme was introduced by GoI in the year 2000-01. The objective of this scheme was to improve nutritional and health status of girls, to equip them to improve and upgrade their home based vocational skills, and to promote their overall development through activities at Anganwadi Centres (AWCs) and Child Development Project Offices (CDPOs).

- Rajiv Gandhi Scheme for Empowerment of Adolescent Girls or 'SABLA', a new comprehensive scheme merging the KSY and Nutrition Programme for Adolescent Girls (NPAG) was implemented from December 2010 in 10 districts[31] of Rajasthan, to address the multi-dimensional problems of adolescent girls. In the remaining districts, KSY continued as before.

- *Mukhya Mantri Balika Sambal Yojana* was launched by State Government *w.e.f.* 1 April 2007 to promote sterilisation after birth of one or two girl children. Under this scheme, Unit Trust of India (UTI) bonds of ₹ 10,000 are provided to each girl child of the spouse undergoing sterilisation after one or two girl children. The objective of the scheme was to prevent the decline in child sex ratio.

  Apart from the above mentioned schemes and Acts, a couple of other major schemes having important components focused on girls are Integrated Child Development Services[32] and *Sarva Shiksha Abhiyan* (SSA)[33]. A performance audit on ICDS scheme was included in the Comptroller and Auditor General Report on Union Government (Civil), Ministry of Women and Child Development (Report No.22 of 2012-13). A Performance Audit on SSA has also been included at paragraph No. 2.1 of this Report. As these schemes have been recently reviewed/included in the current report, they have not been specifically included in this audit.

Audit examined the implementation of the various Acts and schemes concerning the protection of girls and sought to ascertain whether they have been appropriately funded and implemented effectively. For scrutiny of implementation of schemes related to prevention of discrimination against girls, nine districts[34] were selected on random basis.

Audit findings have been divided into two sections namely ‘A’ & ‘B’. GoI has passed two Acts namely the ‘Pre-conception and Pre-natal Diagnostic

---

[31] Banswara, Barmer, Bhilwara, Bikaner, Dungarpur, Jaipur, Jodhpur, Jhalawar, Sriganganagar and Udaipur.

[32] Integrated Child Development Services is to improve nutritional and health standards of children and reduce the rate of child mortality, disease and malnutrition.

[33] *Sarva Shiksha Abhiyan* is a flagship programme of GoI with the objective of universalisation of elementary education.

[34] Baran, Bhilwara, Bikaner, Chittorgarh, Dungarpur, Jhunjhunu, Nagaur, Sikar and Sirohi.

Techniques (Prohibition of Sex Selection) (PC&PNDT) Act, 1994' and the 'Prohibition of Child Marriage Act, 2006' for protection of girls. These issues are dealt with in Section 'A', while Section 'B' covers the issues pertaining to health and safety of girls'.

## *Section A- Legal Framework*

### *3.4.2.1 Implementation of the Pre-Conception and Pre-Natal Diagnostic Techniques (Prohibition of Sex selection) Act, 1994*

The PC&PNDT Act 1994, amended in 2003, is an important legislative intervention aimed at preventing the decline in Child Sex Ratio (CSR). It provides for the prohibition of sex selection, before or after conception and regulation of prenatal diagnostic techniques for the prevention of their misuse for sex determination leading to female foeticide. It requires registration of Genetic Counselling Centres (GCC), Genetic Laboratories (GL) and Genetic clinics (GC), prohibition on sale of ultrasound machines to persons, laboratories not registered under the Act, etc. Each GC, ultrasound clinic, imaging centre was required to maintain a record of pregnant women on whom ultrasonography is conducted in form "F".

As per Section 17(2) of the Act the state government shall appoint one or more Appropriate Authorities (AA) for the whole or part of the state for the purpose of this Act having regard to the intensity of the problem of pre-natal sex determination leading to female foeticide. A State Appropriate Authority (SAA), District level Appropriate Authorities (DAA) and Sub Division Level Appropriate Authorities (SDAA) were appointed (June/July 2001) by the State Government, to grant/suspend/cancel registration of a GCC/GL/GC, to enforce standards prescribed for the GCC, GL and GC, to investigate complaints of breach of provisions of the Act, to take appropriate legal action against the use of any sex selection technique by any person at any place, etc. The State Advisory Committee was constituted in July 2001 for consideration of any application for registration of any complaint for suspension or cancellation of registration and to give advice thereon.

State Supervisory Board (SSB) was constituted in July 2003 under the provisions of PC&PNDT Act. Functions of the Board are to monitor the implementation of the Act, to create public awareness against the practice of pre-conception sex selection and pre-natal determination of sex of foetus leading to female foeticide in the State and to review the activities of the AAs functioning in the State and recommend appropriate action, etc.

#### *(a) Composition of Advisory Committees*

State Government issued Notification (June 2001) to constitute Advisory Committees at district and sub division levels comprising senior most gynecologist, senior most pediatrician, medical geneticist, three eminent social workers, district information and public relation officer and one legal expert nominated by State Government.

Scrutiny of the records revealed that in test checked districts, State Government did not nominate medical geneticist, eminent social workers and legal expert; as such constitution of District and Sub Division Level Advisory

Committee remained incomplete (August 2014). Thus, required advice from genetic, social and legal experts was not available to Appropriate Authorities (DAAs and SDAAs).

### *(b) Constitution of PC&PNDT Bureau of Investigation*

For constituting PC&PNDT Bureau of Investigation at State and District Levels, Directorate of Medical Health and Family Welfare sanctioned (December 2012) 18 posts[35] at state level and 3 posts[36] at district level. Of these, six[37] employees at state level were posted in 2013 and only three of them[38] were continuing as of August 2014. In the test-checked districts, it was noticed that all the three sanctioned posts were lying vacant. Despite PC&PNDT Act being in existence since 1996, the Bureau of Investigation was not effectively operationalised with crucial posts lying vacant. Had the district level Bureau of Investigation been operationalised with crucial posts being filled up, it would have been effective in more stringent implementation of the PC&PNDT Act and more successful decoy operations could have been conducted as highlighted in sub-paragraph related to Mukhbir Yojana.

### *(c) Inspection of sonography centres*

As per Rules 11 and 12 of PC&PNDT Rules, 1996 the AA or officer authorised in this behalf may enter and search at all reasonable times every sonography centre and the sonography centre shall afford all reasonable facilities for inspection of the place, equipment and records to the AAs.

The Directorate of Medical Health and Family Welfare fixed (February 2012) monthly targets for District AAs and Sub-Divisional AAs for inspection of sonography centres.

Scrutiny of records of selected districts revealed that requisite inspections of sonography centres were not carried out during the period 2012-14. Shortfall of inspections was as under:

| Name of district | 2012-13 | | 2013-14 | | Total | | | |
|---|---|---|---|---|---|---|---|---|
| | Target | Achieve-ment | Target | Achieve-Ment | Target | Achieve-ment | Shortfall | *Per-centage* shortfall |
| Bikaner | 408 | 20 | 408 | 07 | 816 | 27 | 789 | 97 |
| Jhunjhunu | 408 | 273 | 408 | 92 | 816 | 365 | 451 | 55 |
| Nagaur | 504 | 52 | 504 | 17 | 1008 | 69 | 939 | 93 |
| Sikar | 360 | 40 | 360 | 19 | 720 | 59 | 661 | 92 |
| Baran | 264 | 36 | 264 | 2 | 528 | 38 | 490 | 93 |
| Sirohi | 264 | 37 | 264 | 11 | 528 | 48 | 480 | 91 |
| Dungarpur | 120 | 38 | 120 | 18 | 240 | 56 | 184 | 77 |
| Chittorgarh | 360 | 29 | 360 | 07 | 720 | 36 | 684 | 95 |
| Bhilwara | 408 | 42 | 408 | 16 | 816 | 58 | 758 | 93 |

Source: Information furnished by District Coordinator, PC&PNDT Cell

[35] Project Director: 1, Additional Superintendent of Police: 1, Public Relation Officer: 1, Medical Officer: 1, Police Inspector: 5, Assistant Director prosecution: 1, Legal Assistant: 1, Head Constable: 1, Constable: 4, IT Assistant: 1, LDC: 1.

[36] Police inspector: one; Legal advisor: one and LDC: one.

[37] LDC: 1, Constable: 3, IT Assistant: 1 and Police Inspector: 1.

[38] LDC: 1, Constable: 1 and IT assistant: 1.

Thus, in all test checked districts, the shortfall in inspection was very high and ranged between 55 and 97 *per cent* and reflected unsatisfactory implementation of the law.

In the selected nine districts, 110 cases were filed since 2006 and there was only one case of conviction (where also an appeal is pending). In 18 cases, acquittal was pronounced and 91 cases are pending in court.

The discrimination against girl starts even before she is born. In Rajasthan there has been a marked decline in child sex ratio by 21 points in the Census of 2011 from that of 2001. This decline highlights the importance of implementing the Act in improving the child sex ratio and in taking pro-active measures in changing the socio-cultural environment which would reduce discrimination against girls.

***(d) Mukhbir Yojana***

*Mukhbirs are the* informers of illegal use of sonography machines in the area and such *mukhbirs* are suitably rewarded. They help the Directorate of Medical Health and Family Welfare in conducting decoy operations at sonography centres, suspected of violating the PC&PNDT Act.

In terms of the guidelines of the Mukhbir Yojana (started in December 2011), ₹ 50,000 would be given to an informer (Mukhbir) only after finding that his information is true, followed by a successful decoy operation. Another ₹ 25,000 would be given to the informer after the charges against the person involved in the violation of the Act is framed in the court of law. A further amount of ₹ 25,000 would be given to the Mukhbir when the accused is proved guilty of the crime of sex selection.

It was noticed that during the period December 2011 to March 2014, only seven successful decoy operations[39] were conducted in Jaipur and first instalment of ₹ 3.25 lakh was disbursed. Of these, two cases have been filed in Court by investigating agency and remaining five were still under investigation even after lapse of more than one year. In the test-checked nine districts, no decoy operations were conducted during this period. This could be partially attributed to the Bureau of Investigation not functioning properly.

Thus, the Appropriate Authorities for enforcement of the Act were not notified till June 2001 and nomination of members of district level Advisory Committee could not be completed even after lapse of 18 years. PC&PNDT Bureau of Investigation also did not come into force under the Act, which shows that effective measures are not being taken by the State Government in implementation of the Act.

Despite there being a marked decline in the child sex ratio in the State, the PC&PNDT Act was barely implemented. Sonography centres were generally

[39] On 21 March 2012 (one), 9 November 2012 (one), 21 January 2013 (two), 2 May 2013 (two), and 18 December 2013 (one).

not inspected and the *Mukhbir Yojana* was also not very effective in curbing the illegal detection of sex of unborn child.

### *3.4.2.2 Prohibition of Child Marriage Act, 2006*

Prohibition of Child Marriage Act, 2006, was enacted by GoI in January 2007. This legislation is aimed at prohibiting child marriages, protecting and providing relief to victim and providing punishment for those who abet, promote or solemnise such marriages. Child marriage is now considered a violation of the human rights of the child and has extremely deleterious effect on the health and wellbeing of the child.

As per the Status Report – Wings 2014 on 'The World of India's Girls' published by Save the Children Organisation, 40 *per cent* of girls in Rajasthan were getting married below the age of 18 years. This shows the widespread prevalence of child marriages and need for taking pro-active measures to implement the Prohibition of the Child Marriage Act.

#### *(a) Follow-up action on complaints related to Child marriages*

As per Rule 5 of the Rajasthan Prohibition of Child Marriage Rules 2007, the Child Marriage Prohibition Officer (CMPO) on receipt of any complaint or otherwise having got an information about solemnisation of a marriage in violation of the Act, shall take appropriate action under Sections 4, 5 and 13 of the Act. The CMPO for creating awareness of the evil which results from child marriage and to sensitise the community on the issue of child marriage, may seek assistance of any respectable member of the locality, an officer of the Government or an office bearer of Non-government organisation.

As per information furnished by District authorities, against the reported 651 complaint cases in these test checked districts, 196 cases were found either false or children were major. In 454 cases, marriage were stopped by the respective CMPOs and in one case, matter was filed in court. However, test check of the records of CMPOs posted at district headquarters in nine test checked districts revealed that though complaints were being forwarded to concerned police station, tehsildars and programme officers of Women Empowerment Department for preventive action, but nothing was found on record regarding creating community awareness about the social evil of child marriages.

#### *(b) Provisions under the Act not being followed*

Under section 16(1) of the Act, State Government notified (November 2007) all the Sub-Divisional Officers as Child Marriage Prohibition Officer (CMPO) for their sub-divisions. As per Rule 4 of Rajasthan Prohibition of Child Marriage Rules 2007, the CMPO would, from time to time, inspect the records of Marriage Registration Officers under his jurisdiction and assess that no child marriage has taken place. In case any child marriage is noticed, he will take action as provided in the Act against the persons responsible for the same. During scrutiny of records of CMPOs, posted at district headquarters, in all

nine test checked districts, it was noticed that records of 'Marriage Registration Offices' were not being inspected by CMPOs.

The Government stated (December 2014) that letter to this effect have been issued to all District Magistrate for inspection of records of marriage registration offices and initiate action as per rules.

## *Section B- Welfare of Girls*

In this section, audit examined the scope and implementation of the nutrition based programmes and the conditional cash transfer schemes, implemented by the Government for girls.

### *3.4.2.3 Kishori Shakti Yojana (KSY)*

The objective of this scheme was to improve nutritional and health status of girls, to equip them to improve and upgrade their home based vocational skills, and to promote their overall development under two sub Schemes. Scheme-I has been designed for adolescent girls in the age group of 11 to 15 years belonging to poor families whose annual income is below ₹ 6,400 per annum. Scheme-II is intended to reach to all adolescent girls in the age group of 11 to 18 years irrespective of income levels of the family. Younger girls in the age group of 11 to 15 years and belonging to poor families got a definite preference in the identification process even under Scheme-II.

Under this scheme supplementary nutrition is to be provided to two adolescent girls at each AWC having 20 to 25 adolescent girls irrespective of actual number of malnourished girls identified. Supplementary nutrition is to be provided at the scale (₹ five per day/beneficiary) as provided to pregnant and lactating mothers under ICDS.

KSY was implemented in all the 33 Districts of the State. From 2011-12 it was replaced by SABLA in 10 districts[31], and continued in 35,646 AWCs (190 projects) in the remaining 23 Districts, of which 6 districts[40] with 10,629 AWCs (59 projects) were selected for review in audit.

#### *(a) Supplementary nutrition to adolescent girls*

As per scheme guidelines, two malnourished girls, from each AWC, were to be identified in the age group of 11-15 years for providing 500 calories of energy and 20 grams of protein (supplementary nutrition) as meal for six days in a week. The nutrition component was to be provided from the Integrated Child Development Services (ICDS) project.

It was noticed that supplementary nutrition (premix *upma* and *halwa)* was not provided for periods ranging from 4 to 36 months to two identified girls in test checked Baran, Sirohi and Nagaur districts during the period 2011-14 ***(Appendix 3.2)***.

[40] Baran, Chittorgarh, Jhunjhunu, Nagaur, Sikar and Sirohi.

On comparison of the nutrition component comprising ₹ 5 per head per day provided under this scheme with that provided under the mid-day meal scheme it is seen that under the Mid-Day Meal scheme 150 gram food grains (700 calories) along with cooking conversion cost of ₹ 5.38 per day per beneficiary, is provided, apart from the cost of infrastructure for centralised kitchens.

State Government accepted (December 2014) that supplementary nutrition was not distributed in Baran district while it was distributed in Nagaur district after November 2011. However necessary directions have been issued to all districts for regular distribution of supplementary nutrition.

***(b) Lack of vocational training and exposure visits***

As per scheme guidelines (para 10.4), two selected adolescent girls from each AWC were to be trained for 60 days in vocational skills[41] to equip them to train other girls of the AWC for improving home based and vocational skills. Guidelines also provided for exposure visit of each girl to places like post office, bank, panchayat, hospital etc. to acquaint them with the important facilities available in the area.

(i) Scrutiny of records revealed that vocational training was not provided by department to enrolled adolescent girls in AWCs of Nagaur and Sirohi districts during the period 2011-14 and in Chittorgarh district during the period 2011-12 and 2013-14.

State Government accepting (December 2014) the facts stated that in Sirohi district, vocational training could not be conducted due to posts of field functionaries being vacant while in Chittorgarh district vocational training during 2013-14 could not be conducted due to non allocation of funds by GoI.

(ii) During scrutiny of records and information furnished (August 2014) by all CDPOs of Baran, it was seen that 318 girls in 133 AWCs of eight ICDS projects were provided vocational training for 2 to 3 days only during the period 2012-13 by Krishi Vigyan Kendra Anta (NGO) against a period of 60 days as required under the scheme. Further, after getting vocational training, these two selected adolescent girls, were unable to provide training to the remaining adolescent girls of AWCs. Fact remains that vocational training was mostly not provided in the six test checked districts.

State Government replied (December 2014) that the guidelines issued (May 2011) by the Director, Women Empowerment, chose an option according to availability of funds and left it at the discretion of the districts to conduct the vocational training programme. Reply is not in conformity with the guidelines issued by GoI.

Exposure visit were not conducted in Chittorgarh district during 2012-14, and in Sirohi district in 2013-14. State Government replied

[41] Life education course, vocational training course (stitching, jewellery making, tailoring and beautification etc.) non-formal education course, health & nutrition education course and legal literacy etc.

(December 2014) that in Sirohi district, exposure visits could not be conducted due to vacant posts of field functionaries, while in Chittorgarh district, exposure visits during 2013-14 could not be conducted due to non allocation of funds by GoI.

***(c) Short utilisation of budget allocation***

As per paragraph 12 and 13 of guidelines, the State Governments may prepare a plan of action under the scheme and the interventions may be limited to the approved amount of ₹ 1.10 lakh per block/ICDS project per annum only.

190 projects under KSY are functioning in Rajasthan. Hence the requisite funds to be allotted amount to ₹ 2.09 crore. Against this ₹ 3.53 crore[42] were available in the year 2011-12. Expenditure of ₹ 1.32 crore only was incurred during the year leaving an unspent balance of ₹ 2.21 crore.

Despite availability of funds, action plans for the period 2012-14 were not prepared by the Department of Women and Child Development and therefore GoI did not allocate any amount during this period. Thus, no activities were conducted during the years 2012-14 under KSY.

State Government accepted (December 2014) the facts and stated that due to vacant posts and paucity of staff, some activities of the action plan could not be reflected. However, GoI has not allotted any budget for the KSY during financial year 2012-14, hence there was no need to develop action plan for the above mentioned years.

Reply was not in conformity with Paragraph 12 of guidelines which stipulates for preparation of Plan of Action under the KSY and sharing it with GoI.

Thus, in *Kishori Shakti Yojana* (KSY) the objective of vocational training, exposure visit, livelihood training, could not be achieved due to non-allotment of budget during 2012-13 to 2013-14. Extending of nutrition benefits to only two poor malnourished girls severely limits the scope of the scheme in view of prevalence of malnutrition and anemia among adolescent girls. Thus, the nutrition component requires revision. Further the norms of ₹ 5/- per day per head were fixed in December 2008 and requires review.

### *3.4.2.4 Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA)*

The objectives of the scheme were to enable self development and empowerment of adolescent girls; improve their nutrition and health status; spread awareness about 'Adolescent Reproductive and Sexual Health' and family and child care; upgrade their home-based skills, life skills and vocational skills; introduce mainstream out-of-school adolescent girls into formal/non- formal education; and inform and guide them about existing public services. SABLA was launched in 10 districts in Rajasthan. In these districts, SABLA was to replace KSY.

[42] Opening balance ₹ 2.48 crore plus funds released ₹ 1.05 crore

The main difference between KSY and *SABLA* is that nutrition was to be provided to all girls under *SABLA* against only two poor malnourished girls under KSY.

### *(a) Short release of funds*

As per budget provision under *SABLA*, a sum of ₹ 3.80 lakh was to be allocated for each ICDS project by GoI towards cost of non-nutrition component[43]. In addition, supplementary nutrition @₹ 5 per adolescent girl per day for 300 days in a year was to be provided on actual basis. As such, GoI was required to release ₹ 4.33 crore for 114 ICDS projects of ten districts for non-nutritional part of the scheme and for nutrition part as per actual requirement. During the year 2012-13, GoI sanctioned and released ₹ 3.10 crore against the required funds of ₹ 4.33 crore for the non-nutritional component. Similarly, during the year 2013-14, GoI sanctioned ₹ 4.36 crore but released ₹ 2.18 crore only. Thus, the required funds to run the activities as per guidelines were not provided by GoI.

State Government stated (December 2014) that sanction for second instalment (₹ 2.18 crore) of 2013-14 was received by the department on 6 May 2014 as such the same was got revalidated from GoI for financial year 2014-15.

### *(b) Nutrition Programme*

As per paragraph 6.1.1 of guidelines, supplementary nutrition may be provided either by take home ration or hot cooked meals as feasible to the adolescent girls at the rate of ₹ 5 per beneficiary per day, for 300 days in a year.

Scrutiny of records of test checked districts revealed that during the period 2011-14, in Bhilwara, Bikaner and Dungarpur districts, 9 to 45 *per cent* enrolled girls were not provided any nutrition as shown in the table below:

| Year | Number of adolescent girls as per survey | Number of adolescent girls enrolled (*per cent*) | Number of adolescent girls provided nutrition | Number of adolescent girls not provided nutrition | Percentage of girls not provided with nutrition |
|---|---|---|---|---|---|
| **Bhilwara** | | | | | |
| 2011-12 | 107904 | 56980 (53) | 49647 | 7333 | 13 |
| 2012-13 | 117843 | 65067 (55) | 55460 | 9607 | 15 |
| 2013-14 | 111018 | 64671 (58) | 54616 | 10055 | 16 |
| **Bikaner** | | | | | |
| 2011-12 | 134884 | 61342 (45) | 38497 | 22845 | 37 |
| 2012-13 | 119174 | 62456 (52) | 36862 | 25594 | 41 |
| 2013-14 | 135130 | 62454 (46) | 49949 | 12505 | 20 |
| **Dungarpur** | | | | | |
| 2011-12 | 101453 | 69360 (68) | 37929 | 31431 | 45 |
| 2012-13 | 111605 | 69340 (62) | 49757 | 19583 | 28 |
| 2013-14 | 111008 | 76153 (69) | 69899 | 6254 | 9 |

[43] All activities for self development and empowerment of adolescent girls (AGs) other than supplementary nutritional is called non-nutrition component

As per paragraph 6.2.1 of guidelines two Iron Folic Acid (IFA) tablets per week are to be given to all adolescent girls when they come to the AWC. In Bikaner it was found that during the period 2011-14, under eight projects, IFA tablets were not distributed regularly.

State Government attributed (December 2014) the reasons for short distribution of nutrition to vacant posts of CDPOs and lady supervisors. Reply was not tenable as the supplementary nutrition is distributed through AWCs.

***(c) Lack of Vocational Training***

(i) As per paragraph 6.8 of guidelines, vocational training is to be provided to adolescent girls (for girls aged 16 years and above) through National Skill Development Programme meant for providing employable skills to school leavers, existing workers, etc. Scrutiny of records of Project Officers of test checked districts Bhilwara and Bikaner, it was noticed that vocational training was not provided to 3.30 lakh girls identified during the period 2011-13.

State Government accepted (December 2014) the facts.

(ii) As per paragraph 5.2 of guidelines, a training kit was to be provided at each AWC every year, to assist adolescent girls in understanding various health, nutrition, social and legal issues. No such kits were provided during 2012-13.

State Government accepting (December 2014) the facts stated that due to revision of contents of the kits, it took time to finalise the order.

Thus, the benefit of *SABLA* was not extended to all the eligible girls due to non enrolment of 31 to 55 *per cent* of girls. Out of enrolled girls 9 to 45 *per cent* could not be extended benefit of Nutrition. Of these, in two test checked districts, vocational training also was not provided. Further, training kits were also not supplied in any districts during the period 2012-13 resulting into non-achievement of objectives of the scheme.

***(d) Maintenance of Kishori Cards***

Under *SABLA Yojana*, a card, to be called *Kishori* Card (KC), for each adolescent girl would be maintained at AWC. This card would contain information like weight, height, body mass index (BMI), IFA supplementation, referrals and services received under *SABLA*. The card would also contain important milestones in the girl's life like joining and leaving school, marriage, etc.

In the three test-checked districts, it was noticed that KCs were not maintained for any adolescent girl. In absence of KCs, benefits provided to each beneficiary under *SABLA* scheme could not be ascertained.

State Government accepted (December 2014) that the cards during the period 2012-13 and 2013-14 could not be printed and distributed due to non-receipt of second instalment from GoI.

### *3.4.2.5 Infrastructural facility and monitoring for KSY and SABLA Schemes*

The infrastructure set up for implementing the ICDS project i.e. AWCs were used for implementing both KSY and *SABLA* schemes. Audit reviewed the availability of this infrastructure and results are given below:

#### *(a) Lack of infrastructural facilities*

As per guidelines of *SABLA* and KSY both the schemes were to be implemented through AWCs, using the infrastructure facilities provided by ICDS. As per paragraph 5.6 of guidelines of *SABLA* scheme, where infrastructure and facilities like appropriate space, toilet, drinking water (tap and hand pump in campus) etc. at the AWCs are not adequate the scheme may be run by using alternate arrangements like school building, *panchayat* buildings, community buildings etc. with space earmarked for the purpose.

As per information furnished by the department (for nine test checked districts), out of the total number of AWCs of 15972, centres in private buildings were 3943 (25 *per cent*). The position of lack of toilet and drinking water facilities were as under as of March 2014:

| Name of district | Total AWCs | Lack of Toilet facility | Lack of drinking water facility (tap or hand pump in campus) |
|---|---|---|---|
| Baran | 1,574 | 867 | 495 |
| Bhilwara | 2,189 | 1,878 | 474 |
| Bikaner | 1,477 | 215 | 0 |
| Chittorgarh | 1,756 | 1,209 | 729 |
| Dungarpur | 1,625 | 1,062 | 102 |
| Jhunjhunu | 1,567 | 0 | 0 |
| Nagaur | 2,824 | 2,351 | 2,020 |
| Sikar | 2,124 | 403 | 0 |
| Sirohi | 836 | 537 | 149 |
| **Total** | **15,972** | **8,522 (53 *per cent*)** | **3,969 (25 *per cent*)** |

Source: Information furnished by the department

Audit scrutiny revealed that drinking water in 25 *per cent* and toilets facilities in 53 *per cent* of AWCs were not available. However, despite lack of infrastructural facilities no alternate arrangements were made to run the schemes as given in the scheme guidelines.

State Government accepting (December 2014) the facts stated that AWCs are being run in rented, private and community buildings, free of cost because of which department faces problems in providing infrastructure facilities such as drinking water and toilets. Orders have been issued to DDs to shift all AWCs to school buildings.

### *(b) Lack of monitoring*

As per guidelines, *SABLA* and KSY were to be implemented and monitored through ICDS. The sanctioned and actual strength of CDPO/ACDPO and lady supervisors (ICDS staff), *pracheta* and *sathin* ( Women Empowerment staff) posted in ICDSs of nine test checked districts as of March 2014 is given in table below:

| Name of District | CDPO/ACDPO | | Lady Supervisor | | *Pracheta* | | *Sathin* | | Total | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Sanc-tioned | Working strength | Sanc-tioned | Working strength | Sanc-tioned | Working strength | Sanc-tioned | Working strength | Sanc-tioned | Working strength | Vacant/ *per cent*) |
| Baran | 8 | 6 | 51 | 34 | 4 | 1 | 214 | 165 | 277 | 206 | 71 (26) |
| Bikaner | 14 | 4 | 58 | 41 | 6 | 1 | 219 | 177 | 297 | 223 | 74 (25) |
| Bhilwara | 12 | 5 | 74 | 52 | 11 | 1 | 383 | 345 | 480 | 403 | 77 (16) |
| Chittorgarh | 12 | 5 | 53 | 36 | 11 | 10 | 288 | 258 | 364 | 309 | 55 (18) |
| Dungarpur | 15 | 4 | 76 | 49 | 5 | 1 | 237 | 221 | 333 | 275 | 58 (17) |
| Jhunjhunu | 13 | 5 | 58 | 53 | 8 | 2 | 288 | 271 | 367 | 331 | 36 (10) |
| Nagaur | 13 | 7 | 102 | 57 | 11 | 1 | 461 | 409 | 587 | 474 | 113 (19) |
| Sikar | 19 | 6 | 75 | 52 | 8 | 2 | 329 | 310 | 431 | 370 | 61 (14) |
| Sirohi | 6 | 3 | 29 | 22 | 4 | 0 | 151 | 61 | 190 | 86 | 104 (54) |
| **Total /*per cent* of vacancy** | **112** | **45 (60)** | **576** | **396 (31)** | **68** | **19 (72)** | **2570** | **2217 (14)** | **3326** | **2677** | **649 (19)** |

Source: Information furnished by DD/PO/CDPO

In the absence of required supervisory staff, proper monitoring of the schemes could not be ensured. However, department informed (July 2014) monitoring is being done at State, District, Block level. Monthly progress reports are being collected from AWCs, CDPOs and instructions are being issued to the concerned. However, action taken on instructions was not intimated.

State Government accepting (December 2014) the facts, stated that decision is to be taken by the committee instituted at district level under Chairmanship of District Collector to depute the *prachetas*. Because of scarcity of employees in other departments deputation of *prachetas* did not being materialise, hence there are vacant posts of *prachetas* in the Department. However, amendment in 'The Rajasthan Women Development Service Rules' for direct recruitment is under process. As regards *sathins*, it was stated that the same are being selected by *gramsabhas* and extra efforts shall be put in to fill the *sathins* posts.

### *3.4.2.6 Mukhya Mantri Balika Sambal Yojana*

As per guidelines of scheme, implemented since 2007 the Directorate of Medical Health and Family Welfare (DMH&FW), would deposit a sum of ₹ 10,000 in UTI bonds under Children Career Plan in the name of each girl child up to 5 years of age, of the couple undergoing sterilisation after birth of one or two female children only. Maturity amount of UTI bond was payable to the girl subject to the condition that she was not married before attaining the age of 18 years. Application for bonds would be submitted to Additional/ Deputy Chief Medical and Health Officer (Add./Dy. CMHO)-Family Welfare of the district, who would forward the application to Additional Director, Family Welfare on 5$^{th}$and 20$^{th}$ of the month. On receipt of application from Additional Director (Family Welfare), UTI would issue bonds in favour of the

girl child and forward to Addl./Dy. CMHO (Family Welfare) for distribution to the beneficiaries.

Scrutiny of records in test checked districts revealed that:

- No record to identify number of beneficiaries eligible under the scheme was maintained to ensure that the benefit was being extended to all eligible beneficiaries.

- No record of receipt of application was maintained in the offices of ACMHOs.

- In the test checked districts, out of 444 applications forwarded by ACMHOs to AD (FW), Jaipur during 2011-14, 283[44] applications were forwarded with a delay of more than 6 to 74 months from the date of sterilisation, with consequent delay in issue and receipt of bonds indicating that authorities were not serious in implementing the scheme.

- For applications of 2,916 beneficiaries received during 2007-14, DMH&FW was required to deposit ₹ 2.92 crore with UTI @ ₹ 10000/- per girl child for issue of bonds. On scrutiny of records, it was revealed that State Government did not allot required funds for depositing with UTI, resulting in delay in issue of bonds. Position of Budget required and its allocation at the end of March 2014 is given below:

**(₹ in lakh)**

| **Particulars** | **2007-08 & 2008-09** | **2009-10** | **2010-11** | **2011-12** | **2012-13** | **2013-14** |
|---|---|---|---|---|---|---|
| No. of applications from beneficiary families undergoing sterilisation | 548 | 378 | 394 | 471 | 525 | 600 |
| Funds required for bonds (including arrears) @ ₹10,000 | 54.80 | 42.60 (37.80+ 4.80) | 52.00 (39.40+ 12.60) | 69.10 (47.10+ 22.00) | 81.60 (52.50+ 29.10) | 91.60 (60.00+ 31.60) |
| Budget allocation | 50.00 | 30.00 | 30.00 | 40.00 | 50.00 | 90.00 |
| Deposited with UTI | 50.00 | 30.00 | 30.00 | 40.00 | 50.00 | 85.60 |
| **Shortfall** | **4.80** | **12.60** | **22.00** | **29.10** | **31.60** | **6.00** |

Source: Information furnished by Additional Director (FW)

Thus,₹ 6 lakh were still to be deposited (March 2014) against 60 applications resulting in delay in issuing bonds in these cases.

- In nine test checked districts, bonds were not forwarded by UTI to ACMHO (FW) for distribution to beneficiaries. ACMHOs, intimated (August 2014) that bonds were being sent directly to the beneficiaries by UTI. However, in absence of any record, it could not be ascertained whether all bonds have been issued.

[44] 127 applications with delay of 7-12 months, 97 applications with delay of 13-24 months, 27 applications with delay of 25-36 months, 18 applications with delay of 37-48 months and 14 applications with delay of more than four years.

### *3.4.2.7 Conclusions and Recommendation*

The Government of India and the State Government have taken various measures to remove discrimination against girls. Accordingly, a couple of Acts have been passed to eliminate discrimination against the girls at birth and abolish child marriages. It was seen that the implementation of the PC&PNDT Act has been ineffective as shown by the steep decline in the Child Sex Ratio. There was also shortfall in inspection of sonography centres. Further PC&PNDT Bureau of Investigation was not operationalised with crucial posts lying vacant. The Prohibition of Child Marriage Act has not had much impact in delaying the marriage age. The implementation of both these Acts requires that the State Government take pro-active and affirmative action to bring about a change in the cultural milieu in which children especially girls, are raised.

***The Government needs to take effective steps for rigorous implementation of PC&PNDT Act, specifically in the areas of inspection of sonography centres and operationalisation of PC&PNDT Bureau of Investigation.***

Under both the KSY and SABLA schemes, nutritional benefits @ ₹ 5 per day per beneficiary were provided which is insufficient. Under mid day meal scheme 150 gram food grains (700 calories) along with cooking conversion cost of ₹ 5.38, per day per beneficiary, is provided. Further, the nutrition benefit was not provided to a large proportion of adolescent girls under KSY.

***State Government needs to review the coverage of beneficiaries under KSY. The merging of KSY and SABLA needs to be considered as both the schemes address similar issues. The cost limit fixed for providing nutrition to girls needs to be reviewed due to prevalence of malnutrition and anemia amongst adolescent girls in the State.***

## Youth Affairs and Sports Department

### *3.4.3 Construction of Sports Infrastructure/Stadium*

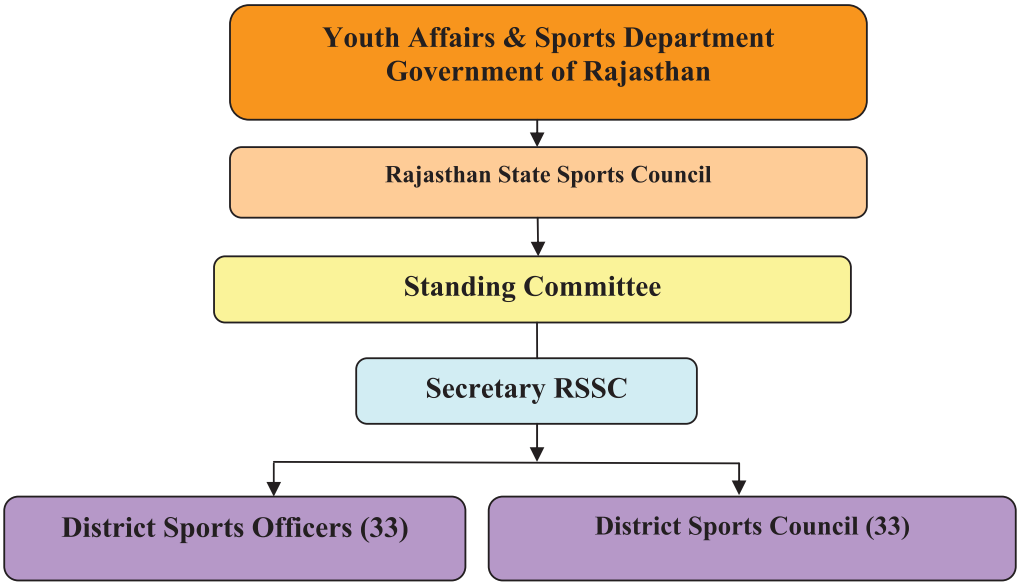
Sports and games promote good health and spirit of friendly competition which creates a positive impact on the overall personality development of youth and society. Sports and games are also an effective way of channeling the energy of youth for productive and meaningful purposes. Sports is a State subject enumerated (Entry 33) in list II (State list), Seventh Schedule of the Constitution of India and thus the State Government has exclusive powers to make laws with respect to sports (with the support of Government of India (GoI)).

In terms of National Sports Policy 2001, the Central Government in conjunction with the State Government, the Olympic Association and the National Sports Federation will concertedly pursue the twin objectives of 'broadbasing' of sports and 'achieving excellence' in sports at National and International levels. The State Sports Policy, launched in April 2013 envisages *inter alia*, development of a suitable sports environment and infrastructure for

maximum attraction of children towards sports, increasing the participation of the players in national and international tournaments and providing facilities for best performances.

Though population wise, Rajasthan stands at eighth position in the country as per Census 2011, but it scored at 20th rank in 34th National Games 2011. This indicates that there is huge scope of improvement in sport activities in the State.

All sports activities including creation and promotion of infrastructure, encouragement to players and promoting a sports environment as envisaged in State Sports Policy (April 2013) are planned by the Youth Affairs and Sports Department (YA&SD), Government of Rajasthan, and implemented by the Rajasthan State Sports Council (RSSC). An organogram depicting the various authorities in-charge of management and execution of sports in the state and districts is as under:




The funds for sports are allocated under three schemes. Two schemes are centrally sponsored viz. *Panchayat Yuva Krida Aur Khel Abhiyan* (PYKKA) and Urban Sport Infrastructure Scheme (USIS)). One scheme 'Integrated Stadium (Sports Infrastructure) Development Programme (ISDP), 2007' is run by the Government of Rajasthan. USIS and ISDP are implemented by District Sports Councils (DSCs)/ District Sports Officers (DSOs) in the districts, while PYKKA is being implemented by *Zila Parishad, Block Panchayat*/Village *Panchayats.*

Audit reviewed the implementation of the above three schemes in 12 districts[45] (out of 33 districts of seven divisions) covering a varying

[45] Ajmer, Alwar, Baran, Bharatpur, Bikaner, Chittorgarh, Hanumangarh, Jaipur, Jodhpur, Kota, Nagaur and Udaipur.

geographical diversity. The implementation of these schemes was test checked for the period 2009-10 to 2013-14.

Scrutiny (April-July 2014) of the records of the RSSC and DSCs of the test checked districts alongwith the records of executing agencies *i.e.* Public Works Department (PWD), Rajasthan Avas Vikas Infrastructure Ltd. (RAVIL) and Rajasthan State Road Development and Construction Corporation (RSRDCC), revealed following observations:

### *3.4.3.1 Non-constitution of Sports Council*

As per Article-2 of Memorandum of RSSC, a 21 member Sports Council should be constituted with a President, Vice- President, Treasurer, six official ex-officio members and not more than twelve other members, out of whom at least one should be woman representative. The aims and objectives of the council were to plan and promote all round development of games and sports, to organise and impart training, coaching and education in sports and games and to establish and maintain infrastructure facilities for the same through monitoring the execution of construction works of stadiums, play grounds etc.

The RSSC, constituted in May 2001, was withdrawn in January 2004 by State Government. Three Government officials[46] were nominated to look after the work of council till the formation of a new council. It was also noted that memorandum of RSSC did not prescribe representation from various sports as members of council. It was also observed that even after a lapse of more than ten years, there was no duly constituted Sports Council (RSSC) with representatives from the sports bodies, and the Council was being exclusively managed by Government officials nominated by State Government.

The Council stated (September 2014) that the RSSC was to be constituted by State Government and they had requested them to constitute the RSSC (September 2014). Action from State Government is awaited (November 2014).

Likewise, there should be a District Sports Council (DSC) with maximum 30[47] nominated members in every district. All the DSCs were dissolved in February 2004 and are yet to be re-constituted. In absence of the representation from public representatives, Education Department, sportspersons, women etc. in DSCs, the very purpose to capture the perspective of various stakeholders, including sportspersons, in planning and promoting all-round development of sports could not be achieved.

It is recommended that to bring representative character of sports persons on board and to make RSSC run on professional lines, the RSSC memorandum

---

[46] Secretary of the YA&SD: President; Deputy Secretary of the YA&SD: Vice President and Assistant Accounts Officer of the YA&SD: Treasurer in the department.

[47] 30 nominated members should be among *Zila Pramukh*, MLA, *Pradhan*, Superintendent of Police, Chairman (*Nagar Palika*, Council), District Education Officer, active sports participants (11), representative of District Sports Association (1), Talented sports men (2), Women (2), representative of SC/ST/OBC (3).

should be duly amended, to prescribe representation from various sports bodies as member of the council.

#### *3.4.3.2 Integrated Stadium (Sports Infrastructure) Development Programme (ISDP), 2007*

ISDP 2007 was launched by the State Government with the objective of creating basic sports infrastructure, preserving existing play fields and developing suitable play grounds, stadiums etc. at Division, District and Teshsil levels. ISDP is funded by State Government as well as by mobilising resources from GoI, Local Bodies, Corporate Houses, Sports Association etc. A proportionate amount equal to 10 *per cent* of sanction is desirable to be contributed by Member of Parliament/Member of Legislative Assembly Local Area Development (MP LAD /MLA LAD) funds or other local sources.

Some of the major sports projects which could not be taken up due to procedural and other delays led to deprivation of sports person from practicing on modern tracks/ grounds as discussed below:

***(i) Lack of sports infrastructure in the State***

As per the ISDP norms, at division level, facilities of outdoor stadium with 10 disciplines[48] besides one indoor stadium, should be provided while at district level, facilities of outdoor stadium with 9 disciplines[49] besides one indoor stadium needs to be provided. The ISDP guidelines also envisaged that the State Government should construct stadia in a time bound manner in three years from 2007 onwards.

Examination by audit revealed that even after a lapse of six years, five divisional and 26 districts stadia have not been provided with adequate sports/infrastructure facilities (June 2014). Reason put forth by the RSSC was shortage of funds. There was thus a substantial shortfall in the availability of sports infrastructure in the State. Despite this, no time bound action plan was prepared to provide adequate infrastructure.

The Council stated (September 2014) that sports infrastructure/facilities are created only after receiving sanction of State Government. Fact remains that YA&SD did not prepare a time bound programme to develop sports facilities in the State.

It was also seen that the RSSC has not created any manual/computerised data-base of sports infrastructure. It was informed that entries of constructed sports infrastructure facility are being made in the assets registers maintained by Stadium Supervisor. However, the register was found incomplete.

***(ii)*** Under ISDP, RSSC released ₹ 55.41 crore against the sanctioned amount of ₹ 64.59 crore for 89 works of construction of stadiums, creation

---

[48] Athletics (400 meters), football, hockey, handball, basketball, volleyball, tennis, *kho-kho*, *kabaddi* and swimming pool.

[49] Athletics (400 meters), football, hockey, handball, basketball, volleyball, tennis, *kho-kho* and *kabaddi*.

of sports infrastructure/facilities and maintenance of existing stadiums in 33 districts of the State during 2007-08 to 2013-14. The status of these works was as under:

- Of the 89 works awarded, only 24 works (27 *per cent*) were completed at a cost of ₹ 11.09 crore, while 49 works (55 *per cent*) were still under progress after incurring an expenditure of ₹ 18.79 crore and 16 works (18 *per cent*) were not started due to non-finalisation of tenders, land disputes or late issue of work orders.

- Of the 24 completed works, two works pertaining to construction of sports facilities in Baran and Fatehgarh stadia, completed by Rajasthan Avas Vikas Infrastructure Limited (RAVIL) in March 2012 and December 2013 respectively, were not handed over to RSSC even after a lapse of 31 and 10 months respectively (October 2014). This resulted in non-utilisation of sport facilities and depriving youth from intended benefits.

The Council stated (September 2014) that due to non-completion of some works including water harvesting system and problem of water logging, the council did not take over the sports facilities. The reply was not acceptable as RSSC should have monitored timely completion and technical control over execution of the works.

- The position of works (under ISDP) pertaining to the 12 test checked districts was as under:

**(₹ in crore)**

| Year | No. of works | Sanctioned amount | Amount Released to Executing Agencies | Status of works | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | | Work not started | | Works in progress | | Work completed | |
| | | | | No. | Expenditure | No. | Expenditure | No. | Expenditure |
| 2007-08 | 02 | 3.85 | 4.14 | - | - | 02 | 3.54 | - | - |
| 2008-09 | 15 | 6.81 | 3.63 | 07 | 0.01 | 03 | 0.20 | 05 | 2.44 |
| 2009-10 | 01 | 1.72 | 1.40 | - | - | - | - | 01 | 1.87 |
| 2010-11 | 03 | 4.60 | 3.86 | - | - | 03 | 1.64 | - | - |
| 2011-12 | 06 | 1.39 | 1.39 | - | - | 01 | 0.21 | 05 | 0.98 |
| 2012-13 | 11 | 13.17 | 13.47 | 01 | - | 10 | 3.47 | - | - |
| 2013-14 | 06 | 7.96 | 8.19 | 02 | - | 04 | 1.40 | - | - |
| **TOTAL** | **44** | **39.50** | **36.08** | **10** | **0.01** | **23** | **10.46** | **11** | **5.29** |

Source: information provided by council

Of the 44 works awarded, only 11 works (25 *per cent*) with an expenditure of ₹ 5.29 crore were completed, while 10 works were not started, due to non-finalisation of tenders, land disputes or late issue of work orders and 23 works were still in progress after incurring an expenditure of ₹ 10.46 crore. This indicated slow progress of works. In the absence of any revised sanction or final payment, cost escalation could not be ascertained.

RSSC stated (July 2014) that the works could not be completed as the funds were not provided by the Department. Reply was not tenable as Executing Agencies could spend only ₹ 29.89 crore against the available released funds of ₹ 55.41 crore for all 89 works. Further, the council being the nodal agency should have monitored completion of works.

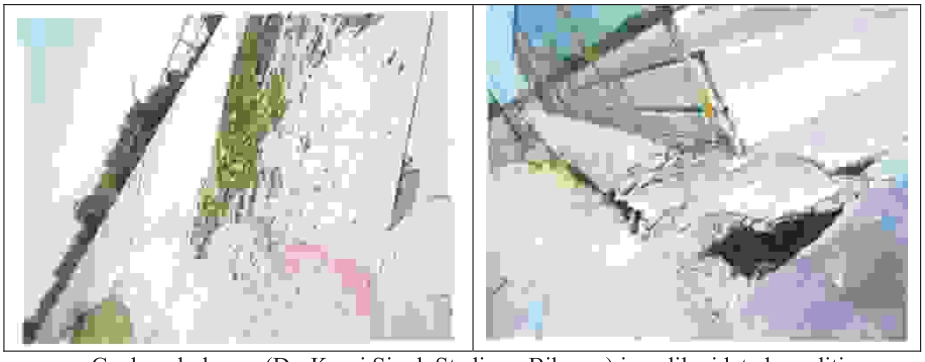
### *(iii) Blocking of funds*

Construction of Synthetic Track at Gaushala Sports Complex in Jodhpur at a cost of ₹ five crore was declared in Budget 2012-13. For this work, provision of ₹ three crore was made in 2012-13. The Department issued directions (May 2012) to RSSC for completion of the work by 30 June 2013. State Government transferred (December 2012) ₹ three crore to the PD account of RSSC, which was further transferred to the executing agency Jodhpur Development Authority (JDA), in April 2013. Tenders were invited by JDA on 15 April 2013. Technical bid was opened on 17 May 2013 but not evaluated within the validity period of 90 days for accepting tenders and issuance of work order which resulted in lapsing of the bids. JDA had to cancel the tender process and reinvite tenders in February 2014, which were not finalised as of October 2014. Thus, there was undue delay in finalising the tender process and ₹ three crore remained blocked with JDA since April 2013. Construction of synthetic track could not be started. Escalation of cost of the work can also not be ruled out.

The State Government stated (October 2014) that the action related to finalisation of tender is under process with JDA and disciplinary action against officer responsible for delay is also to be initiated by JDA. Reasons for not evaluating the bids in time were asked for from JDA (September 2014). Reply from JDA is awaited.

### *(iv) Non-construction of Velodrome*

A cycle velodrome was constructed at Karni Singh Stadium, Bikaner in 1980. In absence of proper maintenance and repair, velodrome became dilapidated and was rendered unusable by the cyclists.



Cycle velodrome (Dr. Karni Singh Stadium, Bikaner) in a dilapidated condition

YA&SD sanctioned (July 2008) a grant of ₹ one crore for construction of a new velodrome through RAVIL. RSSC which was assigned the work of selecting a site, recommended (April 2009) repair of the existing velodrome through PWD instead of constructing a new one. Due to procedural delay, money was released (May 2014) to DSC, Bikaner after a delay of more than five years. The work is yet to be started. This resulted in non-repairing of the velodrome and depriving the cyclists from practicing for National and International tournaments.

Accepting the facts, RSSC stated (July 2014) that ₹ 0.50 crore has been released (May 2014) to District Sports Officer (DSO), Bikaner and that training was being imparted to cyclist for National and International tournaments at cycle velodrome, Jaipur. However, DSO, Bikaner intimated (June 2014) that in absence of a cycle velodrome at Bikaner, the players were forced to practice on the National highway, Bikaner for the last seven years.

Thus, due to wavering decision of the RSSC, DSC, Bikaner and the Department, neither the repair work of existing cycle velodrome nor the work of new velodrome could be started (September 2014) even after six years of sanction. The velodrome remained in poor condition, depriving the cyclist from availing the facility.

The Council further stated (September 2014) that the President of DSC, Bikaner (District Collector) informed (June 2014) that velodrome of international standards will be constructed at an estimated cost of ₹ 5.88 crore, sanction for which is to be issued by State Government. Action from State Government is awaited (November 2014).

***(v) Non-execution of work***

Financial sanction of ₹ 1.99 crore was accorded (June 2013) by Deputy Secretary, YA&SD for construction of wrestling hall and renovation (Boundary wall and approach road) of Lohagarh Stadium, Bharatpur in compliance of budget announcement 2011-12. The works were to be carried out by PWD. As per general abstract of works, along with a wrestling hall measuring 50x20 sq. meter, a boundary wall (₹ 0.07 crore) and approach road (₹ 0.34 crore) were also to be constructed. Subsequently, on the direction of District Collector, Bharatpur, the size of the wrestling hall was increased to 50x30 sq. meter. Due to this extra work (₹ 0.32 crore), the work pertaining to construction of boundary wall and approach road were dropped by PWD. Sanction for this extra work was still awaited (June 2014).

Executive Engineer (EE), PWD, Bharatpur stated (June 2014) that works of renovation of boundary wall and approach road could not be carried out as no amount was left due to execution of extra work. The reply was not acceptable as in absence of approach road and boundary wall proper utilisation and safety of wrestling hall constructed remains to be addressed.

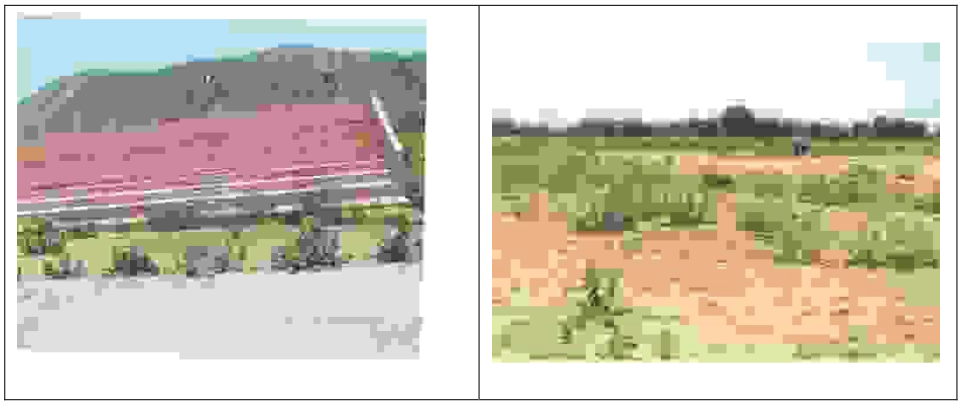
The Council stated (September 2014) that administrative sanction was directly issued by the Department to PWD, therefore the matter lies between administrative department and PWD. This shows lack of co-ordination and communication between RSSC, department and PWD. Decision to drop construction of approach road and boundary wall needs to be reviewed.

***(vi) Unfruitful expenditure on construction of athletic track and sitting tiers***

Financial sanction amounting to ₹ 40 lakh was accorded (November 2011) by the YA&SD in favour of Chief Engineer, PWD, Jaipur, for construction of 400 meter athletic track and sitting tiers in Shahpura Stadium upto 31 March

2012 which was completed in March 2013. After completion of the work, the executing agency took nearly one year (February 2014) to hand it over to DSO.

Inspection (20 June 2014) of the site by audit team revealed that no coach was posted (October 2014) in the stadium and the created facility was not being maintained as shrubs and bushes were growing on the track and domestic animals were grazing over it as seen in the picture below.



Athletic track at Shahpura Stadium (Jaipur)

Thus, an expenditure of ₹ 0.40 crore on constructions of athletic track and sitting tiers at Shahpura stadium was rendered unfruitful.

EE, PWD, Shahpura stated (June 2014) that the delay in handing over the track, was for want of written permission from District Collector, Jaipur, by RSSC. Reply was not tenable as delay of eleven months in obtaining permission from District Collector was not justifiable.

The Council stated (September 2014) that the track has been cleared and instructions have been issued (September 2014) to concerned officers for taking necessary action for utilisation of the concerned structures.

### *3.4.3.3 Urban Sports Infrastructure Scheme (USIS)*

USIS, a comprehensive scheme for supporting the urban sports infrastructure, was introduced by GoI in 2010-11. The scheme aimed at addressing the entire 'sports eco system' holistically, namely players training, coaching and development of infrastructure, initially for two years on a pilot basis (2010-12). The scheme envisaged development of community play fields, coaching and coach development programme and players academies. It *inter alia*, provided development of one project in a year by each State, with maximum financial assistance of ₹ six crore. Remaining cost was to be borne by the State Government.

During the period 2010-11 to 2012-13, three works of construction of 'Multi Purpose Indoor Hall' at Jodhpur, Karauli and Alwar were sanctioned under USIS on submission of proposal by State Government. Against the sanctioned amount of ₹ 18 crore, an expenditure of ₹ 5.88 crore was incurred (May 2014)

on two works. One work was not started (June 2014). Detailed position of these works is given in the table below:

**(₹ in crore)**

| S. No. | Name of work | Year | Sanctioned amount | Amount released | Expenditure incurred | Executing Agency | Status of work |
|---|---|---|---|---|---|---|---|
| 1 | Construction of multi-purpose Indoor Hall at Jodhpur | 2011-12 | 6.00 | 4.50 | 5.23 | RSRDCC | Work is in progress |
| 2 | Construction of Multi-purpose Indoor Hall at Karauli | 2012-13 | 6.00 | 1.80 | 0.65 | RAVIL | Work is in progress |
| 3 | Construction of Multi-purpose Indoor Hall at Alwar | 2012-13 | 6.00 | 1.00 | - | PWD | Work not started due to delayed finalisation of executing agency and resulted in blocking of ₹ one crore. |
| | **Total** | | **18.00** | **7.30** | **5.88** | **-** | **-** |

Source: Information Provided by the Council

Following discrepancies were noticed in these works:

***Slow pace of execution of work***

RSSC submitted (September 2011) a proposal of ₹ 6.51 crore to GoI for construction of multipurpose indoor hall at Karauli District under USIS. GoI sought (April 2012) time schedule and action plan for execution of the project and confirmation of executing agency. RSSC intimated (May 2012) time schedule of two years and RAVIL as the executing agency. The Nagar Parishad, Karauli agreed (May 2012) to bear ₹ 0.51 crore over and above the admissible grant of ₹ six crore. Accordingly, GoI sanctioned (October 2012) grant of ₹ six crore and released ₹ 1.80 crore as first instalment. Next instalment was to be released after submission of progress report along with statement of expenditure and UCs.

Scrutiny of records revealed that RSSC transferred ₹ one crore (November 2012) and ₹ 0.80 crore (April 2014) to Rajasthan Avas Vikas Infrastructure Limited (RAVIL). Work order was issued by RAVIL in February 2013. Stipulated date of completion was 20 February 2014. However, expenditure of ₹ 0.65 crore only was incurred upto May 2014. Thus, slow progress of work resulted in non-release of the balance of ₹ 4.20 crore.

State Government stated (October 2014) that the executing agency has been asked to complete the work.

### *3.4.3.4 Panchayat Yuva Krida Aur Khel Abhiyan (PYKKA)*

PYKKA was launched (May 2008) by GoI to provide universal access and promote a sports culture among both boys and girls and to harness available and potential sporting talent among rural population by providing basic sports

infrastructure and equipment at the *panchayat* level. The programme aimed to cover all village *panchayats* and block *panchayats* in the country within a period of nine years ending 2016-17. *Village Panchayat*s having minimum population of 4,600 (National average) were eligible for grant under PYKKA. In case of very small *panchayats,* cluster approach by combining two to three *panchayats* was to be adopted. Under PYKKA, one time capital grant of ₹ one lakh for village *panchayat* and ₹ five lakh for block *panchayat* was admissible for development of sports infrastructure/facilities in the ratio of 75:25 between GoI and the State Government.

As of April 2014, there were 9,177 Village *Panchayats* and 248 Block *Panchayats* in the State.

The year-wise targets of selection of village/block *panchayats* and achievements there-against during 2008-09 to 2013-14 were as under:

**(₹ in crore)**

| **Year** | **Percen-tage of pancha-yats to be covered** | **No. of *Panchayats* to be selected- 10 *per cent* from 2008-09 to 2011-12 and 12 *per cent* from 2012-13 to 2013-14** | | **Actual number of*panchayats* selected** | | **Shortfall** | | **Amount due from GoI (Village *Panchayat*: ₹ 0.75 lakh; Block *Panchayat:* ₹ 3.75 lakh)** | **Amount received from GoI** | **Short /non-receipt of grant** |
|---|---|---|---|---|---|---|---|---|---|---|
| | | **Village *Pancha-Yat*** | **Block *Pancha-yat*** | **Village *Pancha yat*** | **Block *Panch-ayat*** | **Village *Panch-ayat*** | **Block *Panch-ayat*** | | | |
| 2008-09 | 10 | 869 | 24 | 869 | 24 | - | - | 7.42 | 7.42 | - |
| 2009-10 | 10 | 917 | 25 | 917 | 25 | - | - | 7.82 | 2.75 | 5.07 |
| **Total** | | **1,786** | **49** | **1,786** | **49** | | | **15.24** | **10.17** | **5.07** |
| 2010-11 | 10 | 917 | 25 | - | - | 917 | 25 | 7.82 | - | 7.82 |
| 2011-12 | 10 | 917 | 25 | - | - | 917 | 25 | 7.82 | - | 7.82 |
| 2012-13 | 12 | 1101 | 30 | - | - | 1,101 | 30 | 9.38 | - | 9.38 |
| 2013-14 | 12 | 1101 | 30 | - | - | 1,101 | 30 | 9.38 | - | 9.38 |
| **Total** | | **4,036** | **110** | **-** | **-** | **4,036** | **110** | **34.40** | **-** | **34.40** |

Source: information provided by council

Scrutiny of above table reveals the following:

***(i) Non-submission of UCs resulting in short receipt of grant***

As per PYKKA guidelines 10 *per cent* village *panchayats* and block *panchayats* were to be covered under the scheme during 2008-09 and 2009-10. For the year 2009-10, GoI released ₹ 2.75 crore as first instalment against the sanctioned amount of ₹ 7.82 crore for 917 village *panchayats* and 25 block *panchayats*. As per condition of sanction, UCs should have to be submitted within 12 months of the closure of the financial year. However, RSSC did not submit UCs for the year 2008-09. This resulted in non-release of the remaining central grant of ₹ 5.07 crore of 2009-10 by GoI and corresponding contribution of ₹ 1.69 crore[50] by State Government.

[50] Funds were to be released by central and state in the ratio of 75:25. Therefore, corresponding state contribution against short received central grant of ₹ 5.07 crore comes 5.07/75 X25= ₹ 1.69 crore.

Accepting the facts, State Government stated (October 2014) that UCs have been sent to GoI in September 2014. However, details of such UCs were not provided.

***(ii) Non-coverage of panchayats resulting in non-receipt of GoI grant***

As per PYKKA guidelines, basic sports infrastructure and equipment at the *panchayat* level were to be provided. Accordingly, 5,822 village *panchayats* and 159 block *panchayats* were to be covered during the period 2008-09 to 2013-14. However, only 1,786 village *panchayats* and 49 block *panchayats* were covered during 2008-09 to 2009-10 and no coverage was done thereafter. Thus, there was a short fall in coverage of 4,036 village *panchayats* (69 *per cent*) and 110 block *panchayats* (69 *per cent*). This resulted in non receipt of central grant of ₹ 34.40 crore.

State Government stated (October 2014) that though the proposals for sanction of grant for the year 2010-11 to 2012-13 were sent to GoI but the grant was not released due to non-submission of UCs. However, details of such proposals were not furnished.

***(iii) Undisbursed/unutilised grant not refunded***

As per condition no. 4(1) of GoI sanction for grant-in-aid under PYKKA, the amount of grant-in-aid was to be utilised only for the purpose for which it was sanctioned and unspent balance of grant-in-aid if any, was to be refunded immediately after completion of the project.

The position of grant received and utilised under PYKKA is as under:

**(₹ in crore)**

| Year | Grant received | | | Expenditure incurred (UC received) from ZPs | UCs to be received from ZPs | Unspent balance with RSSC not refunded to GoI & GoR (4-(5+6)) |
|---|---|---|---|---|---|---|
| | GoI | GoR | Total | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 2008-09 | 7.42 | 2.47 | 9.89 | 8.62 | 0.06 | 1.21 |
| 2009-10 | 2.75 | 0.91 | 3.66 | 2.32 | 0.49 | 0.85* |
| **Total** | **10.17** | **3.38** | **13.55** | **10.94** | **0.55** | **2.06** |

*Including unreleased amount of ₹ 0.36 crore.

From the above table, it is seen that RSSC did not refund balance of ₹ 2.06 crore to Government. While accepting the facts, State Government stated (October 2014) that UCs of unadjusted entire amount alongwith refundable amount have now been sent (September 2014) to GoI.

### *3.4.3.5 Financial Management by RSSC*

The RSSC, being the nodal agency for sports infrastructure development, receives all grants-in-aid from GoI and State Government. The grants from State Government are credited in its non-interest bearing Personal Deposit (PD) account. Grant in aid under PYKKA and USIS are directly received by

RSSC in its saving bank account[51]. RSSC is also maintaining separate bank accounts[52] for other miscellaneous transactions (receipts like fees, rents etc. and payments of administrative expenditures). However, year-wise details of grants-in-aids received and expenditure made against each grant were not made available by the RSSC despite repeated requests (April 2014-July 2014).

Rule 5 and 48 (v) of General Financial and Accounts Rules (GF&ARs) provides that all money received by or on behalf of Government shall be remitted into bank account.

During scrutiny of records of RSSC, Jaipur, it was noticed that amounts ranging between ₹ 14.49 lakh and ₹ 46.59 lakh, received on account of tender fee, rent of stadium, income from swimming pool, miscellaneous and other receipts during 2008-09 to 2012-13, were not credited to the bank account of RSSC and kept as cash. The cash was utilised for payments against expenditures on purchases, advances, traveling allowances, meetings, organisation of camps etc., as shown below:

**(₹ in lakh)**

| Year | Opening balance | Received during the year | Expenditure incurred | Closing balance |
|---|---|---|---|---|
| 2008-09 | 1.50 | 22.29 | 21.95 | 1.84 |
| 2009-10 | 1.84 | 41.29 | 39.26 | 3.87 |
| 2010-11 | 3.87 | 14.49 | 16.72 | 1.64 |
| 2011-12 | 1.64 | 20.51 | 18.90 | 3.25 |
| 2012-13 | 3.25 | 46.59 | 41.31 | 8.53 |
| **Total** | | **145.17** | **138.14** | |

Source: information provided by council

State Government stated (October 2014) that the balances were kept for meeting expenditure on TA/DA of sportsmen participating in various tournaments, contingent maintenance of play ground and possible receipt of excessive electricity bills. The reply was not acceptable as such payments can be made through cheques/online.

Keeping heavy cash balances and utilising it without depositing in bank, was in contravention of said Rules. Surprise physical verification of cash was also not being carried out. Information regarding filling of Fidelity Guarantee Policy by cashier was not produced to audit (September 2014). In the absence of these checks, the possibility of utilisation of money for unauthorised purposes and loss due to mishandling/mishappening, could not be ruled out.

### *3.4.3.6 Conclusions*

The audit scrutiny revealed large gaps in the sports infrastructure provided in the State. The State Sports Council and District Sports Councils were not constituted since 2004, in absence of which opinion of public representatives, Education and Police Departments, sports persons, women members, etc.,

[51] Saving Bank A/C No. 61065782759 SBBJ, Tilak Marg C-Scheme, Jaipur

[52] Current Bank A/C no. 13850200000027 UCO Bank, Gandhi Circle, Jaipur and No. 51015730237 SBBJ, Bapu Nagar, Jaipur

could not be obtained for assessment of requirement of sports facility and for overall development of sports at district and state levels.

There was slow progress in upgrading/construction of sports infrastructure. The RSSC and YA&SD were not monitoring the physical and financial progress of works allotted to executing agencies and thus, the overall achievement under the scheme remained negligible. The RSSC failed to maintain year-wise position of budget allocation under the schemes and expenditures thereagainst. It was thus not possible to ascertain funds received and reconcile it with the expenditure incurred. Large amounts of cash receipts were not deposited in bank accounts.

## Medical Education Department

### 3.4.4 Non-recovery of Government dues

**Non-recovery of ₹ 85.30 lakh from the licensee for testing fewer number of free cases and extending undue monetary benefit.**

Member Secretary, Rajasthan Medicare Relief Society (RMRS)-cum- Medical Superintendent, Sawai Man Singh (SMS) Hospital, Jaipur entered into an agreement (July 2007) with M/s Imaging Super Consultant Private Limited (licensee) Jaipur for installation and running of 'Linear Accelerator Machine' meant for treating cancer patients in SMS Hospital. The period of agreement was ten years from the date of the commissioning/operation (28 April 2009) of the facility. As per clause 7 of the agreement, 21.21 *per cent* share out of the total revenue collected would have to be paid by the licensee to RMRS every month. Clause 8 *ibid,* enjoined upon licensee to extend free treatment to patients, up to 20 *per cent* of cases referred by hospital authorities. If number of free cases were more than the mandatory 20 *per cent*, RMRS would pay for the excess and if the free cases were less than *20 per cent,* the licensee would pay back the money to RMRS for the shortage every six months. No clause existed in the agreement for levying interest in the event of failure of timely payment of Government dues by the licensee.

Test-check (January-February 2014) of records of SMS Hospital, Jaipur revealed that the licensee carried out tests in 5,457 cases referred by the hospital authorities between 2009-10 and 2012-13 for eight modalities (tests)[53], of which only 666 cases were referred as free cases to the licensee. This was 425 less than the mandatory 20 *per cent* (1,091 cases) required to be tested free. The licensee paid RMRS' share (21.21 *per cent*) of ₹ 1.83 crore from the revenue of ₹ 8.63 crore collected for 4,791 tests (5457 - 666), but he did not pay ₹ 90.30 lakh for short testing of 425 free cases at the rates

[53] (i) Simple palliative treatment without complex planning; (ii) Complex palliative treatment; (iii) Simple non-palliative full course of radiotherapy with curative intent; (iv) Complex non -palliative full course of radiotherapy with curative intent; (v) Curative electron therapy; (vi) ) Complete Treatment planning on 3 DTPS; (vii) 3 D conformal radiotherapy and (viii) Intensity Modulated Radiation Therapy (IMRT).

prescribed for the modalities, as per clause 8 of the agreement, as detailed below:

(₹ in lakh)

| Year | Modalities[54] in which there were less number of free cases | | | | |
|---|---|---|---|---|---|
| | Total tests carried out | Mandatory 20 *per cent* of col. 2 | Actual number of free cases | Less number of free cases | Amount recoverable by RMRS at the prescribed rate for each test |
| 1 | 2 | 3 | 4 | 5 | 6 |
| 2009-10 | 956 | 190 | 63 | 127 | 25.80 |
| 2010-11 | 1,125 | 225 | 112 | 113 | 21.92 |
| 2011-12 | 1,474 | 295 | 179 | 116 | 24.73 |
| 2012-13 | 1,902 | 381 | 312 | 69 | 17.85 |
| **Total** | **5,457** | **1,091** | **666** | **425** | **90.30** |

Examination of records of SMS Hospital, Jaipur by audit revealed that in a meeting (May 2011) chaired by the Principal Secretary, Medical Education Department, it was decided that if the licensee did not deposit the pending amount then the firm may be directed that the money of all the tests/procedures conducted, may be deposited in RMRS and after deducting the share of RMRS, rest money would be paid to the licensee. No action was taken to implement this decision even after a lapse of three years resulting in non recovery of ₹ 90.30 lakh

State Government stated (September 2014) that the licensee has admitted only ₹ 19.15 lakh (21.21 *per cent* of ₹ 90.30 lakh) as recoverable and deposited (April 2014) ₹ 5.00 lakh under protest. The reply is not correct as it was clearly stipulated in clause 8 of the agreement that in case the free cases referred by the hospital, are less than 20 *per cent*, the licensee will pay back the money to RMRS for the shortage every six months. The fact remained that the balance amount of ₹ 85.30 lakh was not recovered from the licensee till date (August 2014).

Thus, the hospital authorities failed to recover ₹ 85.30 lakh from the licensee for testing less number of free cases despite lapse of more than one to four years thereby extending undue monetary benefit to the licensee. Moreover, in absence of any provision for charging interest, the Government could not levy the same on delayed payment.

[54] (i) Simple palliative treatment without complex planning: ₹ 5,000; (ii) Complex palliative treatment: ₹ 7,500; (iii) Simple non-palliative full course of radiotherapy with curative intent: ₹ 15,000; (iv) Complex non -palliative full course of radiotherapy with curative intent: ₹ 22,500; (v) Curative electron therapy: ₹ 15,000 (vi) Complete Treatment planning on 3 DTPS : ₹ 5,000; (vii) 3 D conformal radiotherapy : ₹ 25,000 and (viii) IMRT : ₹ 1,00,000

# Public Health Engineering Department

## 3.4.5 Loss of interest due to blockage of funds

**Blockage of funds of ₹ 17.57 crore for nearly three years and loss of interest of ₹ 1.99 crore thereon due to non-execution of work of 33 KV dedicated power feeder line.**

Policy Planning Committee (PPC) of Rajasthan Water Supply and Sewerage Management Board (RWSSMB) of Public Health Engineering Department (PHED) issued (August 2006) administrative and financial (A&F) sanction (₹ 761.01 crore) for Nagaur Lift Water Supply Project to benefit a population of 502 villages and 5 towns. Technical sanction was issued (August 2006) for ₹ 630.72 crore. The project was divided into seven packages[55] each one to be taken up as per availability of budget.

Test-check (February 2013) of records of Executive Engineer (EE), PHED, Nagaur Lift Project Division–I, Nagaur and further information collected (December 2013), revealed that while the civil work[56] under package 1 had been completed (January 2012), the works under packages 2, 3 and 4 were under progress, work under packages 5 and 6 were yet to be undertaken and work of package 7 was proposed to be got done as a deposit work[57]. The sanction of the project included construction of separate 132KV/33KV power feeder systems and 33 KV power feeder line under packages 1, 2, 3 and 4. This work was completed for package 1, was under progress for package 2 and 3 and not yet allotted for package 4.

Scrutiny of records revealed that:

- Under package 3, EE, PHED, Nagaur requested (June 2011) Ajmer Vidyut Vitaran Nigam Limited (AVVNL) for laying of 33KV dedicated power feeder lines. While accepting the request, the EE, AVVNL issued (June 2011) a consolidated demand notice of ₹ 27.95 crore (Package 2: ₹ 10.38 crore and Package 3: ₹ 17.57 crore). The amount was paid (June 2011) from the savings

---

[55] Package 1: Inlet sump, pump house, Filter Plant, Head works etc. (₹ 272.00 crore); Package 2: Coverage of clusters covering 171 villages and 2 towns Nagaur and Basni (₹ 81.56 crore); Package 3: Construction of cluster distribution network, pump houses, clear water reservoirs, over head service reservoirs, 33 KV switchyards and village distribution network, operation and maintenance of complete system etc. (₹ 122.13 crore); Package 4: Coverage of clusters covering 188 villages and Merta city town (₹ 105.76 crore); Package 5: Provision of upgrading and strengthen of existing distribution system in Nagaur, Mundwa, Kuchera, Basni and Merta City (₹ 5.00 crore); Package 6: Provision of IEC activities for 502 villages (₹ 5.02 crore); Package 7: provision for misc. items i.e. deposit works, construction of canal by Irrigation Department, Railway crossing, land acquisition etc. (₹ 39.25 crore)

[56] Civil works (works carried out by the department itself) includes construction of cluster distribution network, pump house, Clear Water Reservoir, Over Head Service Reservoir, Laying and Jointing of pipe line, etc.

[57] Deposit works are those works which are got executed from other agencies by depositing the cost in advance.

bank account of National Rural Drinking Water Programme (NRDWP)[58] maintained by Nagaur Lift Project, Division-I of PHED.

- The civil work of this package was awarded to M/s SPML Infra Limited, Gurgaon in July 2012 with stipulated date of completion as 14 July 2015 though the advance payment to AVVNL was made in June 2011 *i.e.* one year before awarding the above work.

- EE, AVVNL confirmed (May 2014) that the work of laying of power feeder lines was not started by AVVNL as of April 2014.

Thus, the imprudent decision of the department to remit ₹ 17.57 crore to AVVNL before award of related civil work and non-execution of 33KV dedicated power feeder line by AVVNL resulted in blocking of funds amounting to ₹ 17.57 crore for nearly three years and consequential loss of interest of ₹ 1.99 crore[59] on this account. The delay also resulted in non-completion of construction of cluster distribution network, pump houses, clear water reservoirs, over head service reservoirs and village distribution network and deprivation of the population of two towns (Mundava and Kuchera) along with 143 villages from the benefits of package 3.

State Government (October 2014), confirmed that the work has not been completed inspite of several reminders, therefore the matter is being taken up at the higher level. It was further added that loss calculated by audit seems hypothetical as the advance demanded by AVVNL was based on the prevalent rates at the relevant time (June 2011). The demand would have been much higher had the same been made at present rates. Hence, the assessment of loss does not appear correct.

Reply is not acceptable as AVVNL has still not started the work and the amount of advance paid to AVVNL remains blocked without any productive use resulting in loss of interest. Moreover, the argument that the advance was based on the prevalent rates at the relevant time does not hold good as delay in execution of the work will ultimately result in cost escalation and the Government will have to pay the differential amount to AVVNL.

## Social Justice and Empowerment Department

### 3.4.6 Non-recovery of grant from non-operational hostels

**Non-recovery of grant of ₹ 6.97 crore from the Institutions for not operating hostels.**

Social Justice and Empowerment Department (SJED), Government of Rajasthan, framed (April 2007) 'Government and Non-Government Colleges,

[58] National Rural Drinking Water Programme is a centrally sponsored programme under which the funds released by the Central Government are kept in a savings bank account by the implementing agency and interest earned on the savings is spent on the items allowed in the guidelines.

[59] ₹ 17.57 crore *4% (interest) * 34 months.

Secondary and Senior Secondary Schools Aided Hostels Operating Rules 2007' for aided hostels in Government or Non-Government Colleges, Secondary and Senior Secondary Schools (Educational Institutions), solely for the students belonging to Scheduled Castes/Scheduled Tribes, children of *Safaiwalas* and Denotified Tribes. SJED amended (September 2007) these Rules by inserting Sub Rule 11 under Rule 15, which provided for construction of hostels in such Educational Institutions. The amount of grant for construction of each hostel was fixed [60] up to a maximum of ₹ 40 lakh. The Heads of the Institution, where construction of hostel building had been approved by SJED on the recommendation of District Officer, were required to start construction within 60 days from the date of issue of sanction. The grant was to be released at various stages of the construction work in three installments [61].

Rule 5(3) of the Operating Rules envisaged recovery of the grant, in case any educational institution failed to operate the hostel. Rule 10 (1) envisaged granting of ₹ 400/- per student per month for food and other amenities. In case this amount was found insufficient by any Institution, it may arrange the extra funds either from donors or from the students.

Test Check (October 2013) of records of Commissioner, SJED, Jaipur revealed that SJED issued financial sanctions of ₹ 9.13 crore between December 2007 and April 2008 for construction of one hostel building each in 50 Educational Institutions. Of these, 10 hostel buildings were completed and made operational during 2012-14 while 2 institutions (Pilibanga and Jhadol) returned the funds (₹ 0.26 crore) to the Department.

Of the remaining 38 hostels, building work was also completed between June 2008 and March 2011 by 35 Institutions after incurring an expenditure of ₹ 6.76 crore but the same were not made operational. Six of these Institutions did not obtain recognition certificates [62] for running the hostels while 29 expressed their inability to run the hostels at ₹ 400/- per student per month. Three Institutions did not complete the buildings as of March 2014 even after incurring an expenditure of ₹ 0.21 crore.

It is noticed that 80 *percent* of hostels (40 out of 50) could not be made operational even more than six years after the funds were sanctioned. The target group being students belonging to deprived sections of the society, it suggests that a thorough feasibility study was not undertaken while allocating only ₹ 400 per student per month. Since the rules were framed keeping in view providing hostel accommodation to the students of socially and economically weaker sections, the Government should also consider the limited power of such students to compensate the additional amount in excess of ₹ 400 per month. As intention of the Government is a developmental one or

---

[60] ₹ 10 lakh for a unit (hostel) with a capacity of 25 students; ₹ 20 lakh for 50 students; ₹ 30 lakh for 75 students and ₹ 40 lakh for 100 and above.

[61] 30 *per cent* on completion of plinth level work, 50 *per cent* on completion of roof level work and 20 *per cent* after completion certificate is issued by Technical Officer.

[62] Rule 15 (3) provides for recognition for running the hostel for three years by SJED on receipt of recommendation from respective District Officers.

a welfare measure, merely closing down the hostels or recovering the allocated funds is no solution to the problem nor is it going to serve the purpose. Therefore, the Government may consider coming up with an amendment to increase the monthly grant of ₹ 400 per month so that it may match the current rate of expenditure to some sort.

Thus, 38 hostels constructed/not completed at a cost of ₹ 6.97 crore, remained inoperational, rendering the expenditure unfruitful. More than the expenditure, the social objective of providing residential accommodation to SC/ST and other students was defeated. As majority of Heads of the Institutions did not make any effort to arrange for the funds either from donors or students and were not willing to run the hostels, the grant was required to be recovered from these Institutions under Rule 5 (3) *ibid*. However, the department did not recover the amount so far (June 2014).

State Government, while accepting the facts, stated (October 2014) that recognition of six hostels could not be granted due to non-submission of proposal by the institutions to the department and lack of recommendation of District Officers. Instructions are being issued to these institutions for running of hostels. Further, instructions have also been issued to these institutions for depositing the amount and effective measure will be taken to recover the amount.

Thus, the Government failed to operationalise hostels six years after sanction and the amount sanctioned per student was not sufficient which resulted in failure of the scheme.

## Tribal Area Development Department

### 3.4.7 Non-utilisation of Special Central Assistance

**Non-utilisation of Special Central Assistance of ₹ 9.36 crore and deprivation of tribal students from job opportunities due to non-observance of procedure in selecting the implementing agency.**

Special Central Assistance (SCA) to Tribal Sub-Plan (TSP) is an additive to the TSP of the State and is meant for filling up the critical gaps to cover employment-cum-income generation activities and to raise the socio-economic level of scheduled tribes.

During test check (October 2013) of records of Commissioner, Tribal Area Development Department (TAD), Government of Rajasthan, Udaipur it was observed that 'Acetel Technologies' (Acetel), an agency engaged in imparting training on telecommunication, submitted (February 2011) its proposal for the programme 'skill enhancement training and deployment for tribal students' directly to the State Government which was forwarded (February 2011) to the Commissioner, TAD, for examination. The Additional Commissioner (AC),

TAD, noticed (4 March 2011) several shortcomings[63] in this proposal and advised the State Government to forward it to GoI after making necessary amendments. Instead of addressing the shortcomings pointed out by AC and following the proper selection procedure, State Government submitted (March 2011) the Acetel's proposal of ₹ 15.60 crore to the Government of India (GoI) for providing training under TSP, to 8,000 tribal students @ ₹ 19,500/- per student. GoI, issued financial sanction (March 2011) of ₹ 9.36 crore for 4,800 tribal students, with the condition that the State Government would ensure 100 *per cent* placement of the trainees and would select an implementing agency by observing transparent procedure and relevant financial rules[64]. However, approval of implementing agency (Acetel), as proposed by State Government, was conveyed by GoI on 9 June 2011. The grant (₹ 9.36 crore) received from GoI was transferred (January 2012) by the department to personal deposit account of Commissioner, TAD, Udaipur, for implementation of the programme.

On a presentation made by Acetel Technologies (July 2011) before the department, the Commissioner observed (August 2011) more shortcomings[65] in it and proposed to State Government for selection of agency through open tenders to ensure transparency. The State Government also noticed (February 2012) that the procedure adopted for selecting the implementing agency (Acetel) was not clear and transparent and therefore cancelled all its financial sanctions and revoked orders of conducting the said training through Acetel. The unspent grant was initially deposited in government treasury which was finally adjusted by GoI against the subsequent grants to State Government under SCA to TSP.

Thus, selection of agency without following proper procedure led to cancellation and revoking of the training programme and non-utilisation of special central assistance of ₹ 9.36 crore by the State Government.

Admitting (March 2014) the facts of cancellation of the training programme due to selection of Acetel without following a transparent procedure, the department argued that there was no financial irregularity as the funds were not misutilised. The reply was not acceptable as cancellation and revoking of the training programme resulted in non-utilisation of ₹ 9.36 crore and deprivation of tribal students from job opportunities.

---

63 Cost per student was more than ₹ 19500/; condition of advance payment; placement of only 10 *per cent* of students; lack of district wise targets; period of training not specified etc.

64 As per item No. 9 of Appendix VII A of Rule 306A of the Public Works Financial & Accounts Rules, selection process of hiring consultancy services include (i) approval of the Finance Department; (ii) preparation of terms of reference; (iii) preparation of cost estimates; (iv) advertisement; (v) short listing of consultants; (vi) evaluation etc.

65 Training proposed for students of 10$^{th}$ class and above while their experience was for training engineering students only; possibility of higher drop rates for students of 10$^{th}$ class; less chance of employment of trained students as they would be below 18 years; agency asked for *ashram* hostels or residential schools for training which were not available; presentation lacked manner of training and amount required; placement of only 10 *per cent* of students.

The matter was referred to the State Government in February 2014, reply is awaited ( November 2014).

## General

### 3.4.8 Response to audit observations

**Slow pace of responses to audit findings.**

According to rule 327(1) of General Financial and Accounts Rules, the retention period for various accounting records ranged between one and three years after audit. Non-compliance with the observations of Inspection Reports (IRs) within the prescribed retention period is fraught with the possibility of non settlement due to non-availability of records.

The position of IRs/paragraphs issued and settled during the period 2013-14 and pendency as on 31 March 2014, is shown in the following table:

| Year | Opening balance | | Addition | | Clearance | | Pendency | |
|---|---|---|---|---|---|---|---|---|
| | IR | Para graph | IR | Para graph | IR | Para graph | IR | Para graph |
| Upto 2007-08 | 1,128 | 3,458 | - | - | 23 | 170 | 1,105 | 3,288 |
| 2008-09 | 377 | 1,144 | - | - | 4 | 16 | 373 | 1,128 |
| 2009-10 | 777 | 2,542 | - | - | 5 | 55 | 772 | 2,487 |
| 2010-11 | 876 | 3,076 | - | - | 8 | 83 | 868 | 2,993 |
| 2011-12 | 921 | 3,698 | - | - | 23 | 133 | 898 | 3,565 |
| 2012-13 | 981 | 5,485 | - | - | 32 | 217 | 949 | 5,268 |
| 2013-14 (upto September 2013) | 598 | 3,130 | 136 | 940 | 7 | 74 | 727 | 3,996 |
| **Total** | **5,658** | **22,533** | **136** | **940** | **102** | **748** | **5,692** | **22,725** |

The position reflects that 5,692 IRs containing 22,725 paragraphs issued during the period 1992-93 to 2013-14 (up to September 2013) were pending for settlement, indicating slow pace of responses against the IRs/paragraphs from government departments.

Analysis of 759 IRs issued to various units of Medical Department (665 IRs) and Labour Department (94 IRs) revealed that 2,945 paragraphs were outstanding as on 31 March 2014. Category-wise details of irregularities commented in IRs are given in the ***Appendix 3.3***.

For early settlement of outstanding IRs and paragraphs, the State Government issued (August 1969) instructions to all Departmental officers for sending the first reply to IRs within a month and replies to further audit observations within a fortnight. These instructions have been reiterated from time to time. The instructions issued in March 2002 envisaged appointment of nodal officers and Departmental Committee in each of the Administrative Department to ensure compliance of all the matters relating to audit. Latest instructions were issued in January 2010.

The Finance Department issued (November 2004) instructions for conducting four Audit Committee Meetings per year. Only 36 Audit Committee meetings were held by 21 Departments during 2013-14.

Audit is an aid to management for good governance. The Government should look into the matter and put in place control procedures to ensure that action is taken against the defaulting officials and recoveries of losses/outstanding advances/ overpayments are made in a time bound manner.

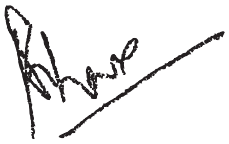
The matter was referred to State Government in September 2014; reply is awaited (November 2014)



**JAIPUR,**
**The**

**(DIVYA MALHOTRA)**
**Principal Accountant General**
**(General and Social Sector Audit), Rajasthan**

**Countersigned**



**NEW DELHI,**
**The**

**(SHASHI KANT SHARMA)**
**Comptroller and Auditor General of India**

# Appendices

# Appendix 2.1

**(Refer paragraph 2.1.8.4); page 24)**

## Statement showing shortage of Teachers in Primary Schools

| District | Enrolment Range | No of PS | No. of teachers required | No of teachers Posted | Shortage | Enrolment | PTR |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6(4-5) | 7 | 8(7/4) |
| Enrolment upto 120 | | | | | | | |
| Alwar | 1-60 | 1147 | 2294 | 2257 | 37 | | |
| | 61-90 | 302 | 906 | 746 | 160 | 26856 | 36:1 |
| | 91-120 | 152 | 608 | 434 | 174 | 18228 | 42:1 |
| | **Sub-total** | **1601** | **3808** | **3437** | **371** | | |
| Bhilwara | 1-60 | 1612 | 3224 | 2710 | 514 | | |
| | 61-90 | 325 | 975 | 718 | 257 | 23452 | 33:1 |
| | 91-120 | 103 | 412 | 281 | 131 | 10561 | 38:1 |
| | **Sub-total** | **2040** | **4611** | **3709** | **902** | | |
| Jhalawar | 1-60 | 809 | 1618 | 1486 | 132 | | |
| | 61-90 | 188 | 564 | 470 | 94 | 13621 | 29:1 |
| | 91-120 | 75 | 300 | 264 | 36 | 7725 | 29:1 |
| | **Sub-total** | **1072** | **2482** | **2220** | **262** | | |
| Jodhpur | 1-60 | 2005 | 4010 | 3725 | 285 | | |
| | 61-90 | 346 | 1038 | 875 | 163 | 25122 | 29:1 |
| | 91-120 | 147 | 588 | 441 | 147 | 15232 | 35:1 |
| | **Sub-total** | **2498** | **5636** | **5041** | **595** | | |
| Karauli | 1-60 | 881 | 1762 | 1666 | 96 | | |
| | 61-90 | 148 | 444 | 376 | 68 | 10816 | 29:1 |
| | 91-120 | 65 | 260 | 204 | 56 | 6696 | 33:1 |
| | **Sub-total** | **1094** | **2466** | **2246** | **220** | | |
| Sikar | 1-60 | 1262 | 2524 | 2476 | 48 | | |
| | 61-90 | 137 | 411 | 403 | 8 | 10100 | 25:1 |
| | 91-120 | 50 | 200 | 192 | 8 | 5100 | 27:1 |
| | **Sub-total** | **1449** | **3135** | **3071** | **64** | | |

| District | Enrolment Range | No of PS | No. of teachers required | No of teachers Posted | Shortage | Enrolment | PTR |
|---|---|---|---|---|---|---|---|
| **1** | **2** | **3** | **4** | **5** | **6(4-5)** | **7** | **8(7/4)** |
| Tonk | 1-60 | 905 | 1810 | 1775 | 35 | | |
| | 61-90 | 124 | 372 | 322 | 50 | 8880 | 28:1 |
| | 91-120 | 26 | 104 | 88 | 16 | 2733 | 31:1 |
| | **Sub-total** | **1055** | **2286** | **2185** | **101** | | |
| **Enrolment above 120** | | | | | | | |
| Alwar | 121-200 | 151 | 755 | 523 | 232 | 25252 | 48:1 |
| | 200& above | 19 | 114 | 82 | 32 | 4264 | 52:1 |
| | **Sub-total** | **170** | **869** | **605** | **264** | | |
| Bhilwara | 121-200 | 67 | 335 | 230 | 105 | 9866 | 43:1 |
| | **Sub-total** | **67** | **335** | **230** | **105** | | |
| Jhalawar | 121-200 | 60 | 300 | 225 | 75 | 8924 | 40:1 |
| | 200 & above | 9 | 54 | 26 | 28 | 2136 | 82:1 |
| | **Sub-total** | **69** | **354** | **251** | **103** | | |
| Jodhpur | 121-200 | 98 | 490 | 356 | 134 | 14879 | 42:1 |
| | 200 & above | 13 | 78 | 51 | 27 | 2936 | 58:1 |
| | **Sub-total** | **111** | **568** | **407** | **161** | | |
| Karauli | 121-200 | 47 | 235 | 197 | 38 | 3587 | 43:1 |
| | **Sub-total** | **47** | **235** | **197** | **38** | | |
| Sikar | 121-200 | 28 | 140 | 138 | 2 | 4055 | 29:1 |
| | 200 & above | 2 | 12 | 7 | 5 | 456 | 65:1 |
| | **Sub-total** | **30** | **152** | **145** | **07** | | |
| Tonk | 121-200 | 14 | 70 | 61 | 9 | 2040 | 33:1 |
| | **Sub-total** | **14** | **70** | **61** | **09** | | |
| | **Grand Total** | **11,317** | **27,007** | **23,805** | **3,202** | | |

Source: Format 1.4(i) of DPCs

Note : Teachers posted in Jhunjhunu district and UPS were as per norms.

# Appendix 2.2

**(Refer paragraph 2.2.8; page 37)**

## Statement showing details of physical and financial shortfall in procurement of various components during the year 2009-14

(₹ in crore)

| S. No. | Components | Year | Items approved by GoI | | Procurement | | Shortfall | | Percentage shortfall | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | No. | Amt. | No. | Amt. | No. | Amt. | Physical | Financial |
| 1 | **Mobility (Vehicle)** | 2009-10 | 414 | 16.28 | 314 | 11.83 | 100 | 4.45 | 24 | 27 |
| | | 2010-11 | 588 | 24.25 | 484 | 16.43 | 104 | 7.82 | 18 | 32 |
| | | 2011-12 | 506 | 19.96 | 341 | 17.49 | 165 | 2.47 | 33 | 12 |
| | | 2012-13 | 702 | 40.53 | 22 | 1.21 | 680 | 39.32 | 97 | 97 |
| | | 2013-14 | 420 | 19.89 | 42 | 3.37 | 378 | 16.52 | 90 | 83 |
| 2 | **Weapons** | 2009-10 | 9407 | 23.17 | 103 | 0.46 | 9304 | 22.71 | 99 | 98 |
| | | 2010-11 | 1450 | 5.36 | 1133 | 3.96 | 317 | 1.40 | 22 | 26 |
| | | 2011-12 | 1664 | 5.43 | 1373 | 9.60 | 291 | (-)4.17 | 17 | (-)77 |
| | | 2012-13 | 1450 | 4.09 | 348 | 1.71 | 1102 | 2.38 | 76 | 58 |
| | | 2013-14 | 1913 | 6.39 | 1005 | 4.09 | 908 | 2.30 | 47 | 36 |
| 3 | **Communication equipment** | 2009-10 | 1908 | 2.38 | 771 | 1.12 | 1137 | 1.26 | 60 | 53 |
| | | 2010-11 | 1081 | 2.98 | 1946 | 5.45 | (-)865 | (-)2.47 | (-)80 | (-)83 |
| | | 2011-12 | 1 | 1.50 | 0 | 0 | 1 | 1.50 | 100 | 100 |
| | | 2012-13 | 1576 | 7.83 | 502 | 2.17 | 1074 | 5.66 | 68 | 72 |
| | | 2013-14 | 464 | 2.82 | 0 | 0 | 464 | 2.82 | 100 | 100 |
| 4 | **FSL equipment** | 2009-10 | 385 | 2.95 | 154 | 1.02 | 231 | 1.93 | 60 | 65 |
| | | 2010-11 | 66 | 2.12 | 0 | 0 | 66 | 2.12 | 100 | 100 |
| | | 2011-12 | 18 | 1.16 | 0 | 0 | 18 | 1.16 | 100 | 100 |
| | | 2012-13 | 31 | 1.00 | 0 | 0 | 31 | 1.00 | 100 | 100 |
| | | 2013-14 | 75 | 1.30 | 0 | 0 | 75 | 1.30 | 100 | 100 |
| 5 | **Training equipment** | 2009-10 | 8 | 0.76 | 6 | 0.41 | 2 | 0.35 | 25 | 46 |
| | | 2010-11 | 19 | 1.40 | 4 | 0.09 | 15 | 1.31 | 79 | 94 |
| | | 2011-12 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | | 2012-13 | 1 | 0.80 | 1 | 0.78 | 0 | 0.02 | 0 | 3 |
| | | 2013-14 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

| S. No. | Components | Year | Items approved by GoI | | Procurement | | Shortfall | | Percentage shortfall | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | No. | Amt. | No. | Amt. | No. | Amt. | Physical | Financial |
| 6. | **CID/SSB/ACB** | 2009-10 | 434 | 7.77 | 324 | 2.51 | 110 | 5.26 | 25 | 68 |
| | | 2010-11 | 211 | 4.56 | 125 | 1.49 | 86 | 3.07 | 41 | 67 |
| | | 2011-12 | 137 | 0.76 | 213 | 1.43 | (-)76 | (-)0.67 | (-)55 | (-)88 |
| | | 2012-13 | 306 | 7.18 | 84 | 0.78 | 222 | 6.40 | 73 | 89 |
| | | 2013-14 | 172 | 4.35 | 189 | 1.77 | (-)17 | 2.58 | (-)10 | 59 |
| 7 | **Home Guard equipment** | 2009-10 | 81 | 0.98 | 83 | 0.61 | (-)2 | 0.37 | (-)2 | 38 |
| | | 2010-11 | 582 | 0.97 | 869 | 1.10 | (-)287 | (-)0.13 | (-)49 | (-)13 |
| | | 2011-12 | 3490 | 1.69 | 107 | 0.20 | 3383 | 1.49 | 97 | 88 |
| | | 2012-13 | 1794 | 3.71 | 799 | 0.30 | 995 | 3.41 | 55 | 92 |
| | | 2013-14 | 206 | 0.84 | 0 | 0.42 | 206 | 0.42 | 100 | 50 |

(-) figures denote excess procurement/expenditure than approved by GoI

Source: Information furnished by DGP

# Appendix 2.3

**(Refer paragraph 2.3.12.2; page 67)**

## Statement showing details of non-availability of necessary infrastructure facilities in District Laboratories

| S. No. | Name of instruments | Instruments not available in district laboratory situated at |
|---|---|---|
| 1 | Hydride generator with all accessories, Fume coup board, Argon, Nitrogen & Oxygen Gas Cylinders ( To be used with AAS/ Advanced Spectrophotometer), Kjeldal distillation apparatus, Pressure Pump, Membrane filtration | Dungarpur, Jalore, Sriganganagar, Bhilwara, Barmer, Jodhpur, Nagaur, Tonk, Bharatpur |
| 2 | Microscope | Dungarpur, Jalore, Sriganganagar, Bhilwara, Barmer, Jodhpur, Nagaur, Tonk, Bharatpur |
| 3 | Plate count and colony counter | Dungarpur, Jalore, Sriganganagar, Bhilwara, Barmer, Jodhpur, Nagaur, Tonk, Bharatpur, |
| 4 | Arsenic testing instrumentation (portable type) | Dungarpur, Jalore, Sriganganagar, Barmer, Jodhpur, Nagaur, Tonk, Bharatpur, |
| 5 | Auto Burette & Auto-Pippette | Dungarpur, Jalore, Sriganganagar, Bhilwara, Barmer, Nagaur, Tonk, Bharatpur, |
| 6 | Centrifuge | Dungarpur, Jalore, Sriganganagar, Bhilwara, Barmer, Jodhpur, Nagaur, Tonk, Bharatpur, |
| 7 | Vacuum pump | Dungarpur, Jalore, Sriganganagar, Bhilwara, Barmer, Tonk, Bharatpur |
| 8 | Double distillation Apparatus | Dungarpur, Jalore, Sriganganagar, Bhilwara, Barmer, Nagaur, Tonk, |

# Appendix 2.4

**(Refer paragraph 2.3.12.2; page 67)**

## Statement showing details of insufficient testing facilities in District Laboratories

| Parameters | | Test Facilities Not available in district labs |
|---|---|---|
| **Physical parameters** | | |
| | Temperature | Barmer, Jodhpur, Nagaur, Tonk, Bharatpur |
| | Taste | Dungarpur, Jalore, Bhilwara, Barmer, Jodhpur, Nagaur, Tonk |
| **Chemical parameters** | | |
| | Ammonia | Dungarpur, Jalore, Sriganganagar, Bhilwara, Barmer, Jodhpur, Nagaur, Tonk, Bharatpur |
| | Sulphate | Sriganganagar, Barmer, Jodhpur, Nagaur, Tonk, Bharatpur |
| | Sodium, Potassium | Jalore, Sriganganagar, Barmer, Jodhpur,Nagaur, Tonk, Bharatpur, |
| **Heavy metals** | | |
| | Silver Selenium, Aluminum , Zinc, Total Arsenic ( as As), Nickel, Lead, Total Chromium (as Cr), Copper, Manganese | Dungarpur, Jalore, Sriganaganagar, Bhilwara, Barmer, Jodhpur,Nagaur, Tonk, Bharatpur |
| | Iron | Jalore, Sriganaganagar, Barmer, Jodhpur,Nagaur, Tonk, Bharatpur, |
| **Microbiological** | | |
| | Total coliforms | Dungarpur, Jalore, Sriganaganagar, Bhilwara, Barmer, Jodhpur, Nagaur, Tonk, Bharatpur |
| | E-coli / Thermotolerant coliforms | Jalore, Barmer, Nagaur, Tonk, Bharatpur |
| | Oils and Grease | Dungarpur, Jalore, Sriganaganagar, Bhilwara, Barmer, Jodhpur, Nagaur, Tonk, Bharatpur |
| | Chemical Oxygen Demand ( COD) | Jalore, Sriganaganagar, Barmer, Jodhpur, Nagaur, Tonk, Bharatpur |

## Appendix 2.5

**(Refer paragraph 2.3.12.4; page 67)**

### Position of staff required, sanctioned posts and men-in-position in Laboratories

| Name of post | Staff required (staff proposal) | Sanctioned Post | Men-in-position | Vacancy |
|---|---|---|---|---|
| Chief Chemist | 1 | 1 | 1 | 0 |
| Superintendent chemist | 4 | 3 | 3 | 0 |
| Zoologist | 1 | 1 | 1 | 0 |
| Microbiologist/ bacteriologist | 33 | 0 | 0 | 0 |
| Senior Chemist | 10 | 9 | 9 | 0 |
| Junior Chemist | 28 | 26 | 20 | 6 |
| Technical Assistant | 5 | 5 | 4 | 1 |
| Senior Laboratory Assistant | 36 | 35 | 18 | 17 |
| Junior Laboratory Assistant | 53 | 51 | 48 | 3 |
| Sample Collector | 37 | 3 | 1 | 2 |
| Laboratory attendant | 53 | 51 | 38 | 13 |
| Data Entry Operator | 35 | 0 | 0 | 0 |
| **Total** | **296** | **185** | **143** | **42** |

# Appendix 2.6

**(Refer paragraph 2.3.12.7; page 69)**

## Statement showing details of water source tested through FTKs

| S. No. | District | 2011-12 | | | | | 2012-13 | | | | 2013-14 | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | No. of Water Sources | No. of Sources Tested | *Per cent* | No. of Sources Conta-minated | *Per cent* | No. of Sources Tested | *Per cent* | No. of Sources Conta-minated | *Per cent* | No. of Sources Tested | *Per cent* | No. of Sources Conta-minated | *Per cent* |
| 1 | Ajmer | 29027 | 216 | 0.74 | 125 | 57.87 | 882 | 3.04 | 229 | 25.96 | 2058 | 7.09 | 53 | 2.58 |
| 2 | Alwar | 43535 | 244 | 0.56 | 5 | 2.05 | 2301 | 5.29 | 10 | 0.43 | 3169 | 7.28 | 8 | 0.25 |
| 3 | Banswara | 33166 | 2611 | 7.87 | 109 | 4.17 | 6086 | 18.35 | 4 | 0.07 | 5352 | 16.14 | 7 | 0.13 |
| 4 | Baran | 12334 | 756 | 6.13 | 170 | 22.49 | 749 | 6.07 | 172 | 22.96 | 370 | 3.00 | 65 | 17.57 |
| 5 | Barmer | 28076 | 125 | 0.45 | 78 | 62.40 | 194 | 0.69 | 131 | 67.53 | 5541 | 19.74 | 758 | 13.68 |
| 6 | Bharatpur | 31146 | 844 | 2.71 | 347 | 41.11 | 1264 | 4.06 | 497 | 39.32 | 2906 | 9.33 | 507 | 17.45 |
| 7 | Bhilwara | 25681 | 2101 | 8.18 | 802 | 38.17 | 3212 | 12.51 | 578 | 18.00 | 3384 | 13.18 | 367 | 10.85 |
| 8 | Bikaner | 14811 | 640 | 4.32 | 67 | 10.47 | 730 | 4.93 | 63 | 8.63 | 2509 | 16.94 | 17 | 0.68 |
| 9 | Bundi | 19286 | 666 | 3.45 | 27 | 4.05 | 1539 | 7.98 | 130 | 8.45 | 3689 | 19.13 | 320 | 8.67 |
| 10 | Chittorgarh | 30198 | 2243 | 7.43 | 86 | 3.83 | 3282 | 10.87 | 19 | 0.58 | 2590 | 8.58 | 17 | 0.66 |
| 11 | Churu | 14469 | 70 | 0.48 | 9 | 12.86 | 63 | 0.44 | 0 | 0.00 | 4355 | 30.10 | 0 | 0.00 |
| 12 | Dausa | 28505 | 27 | 0.09 | 16 | 59.26 | 402 | 1.41 | 127 | 31.59 | 2820 | 9.89 | 48 | 1.70 |
| 13 | Dhaulpur | 17229 | 687 | 3.99 | 108 | 15.72 | 451 | 2.62 | 61 | 13.53 | 696 | 4.04 | 0 | 0.00 |
| 14 | Dungarpur | 13366 | 2 | 0.01 | 1 | 50.00 | 79 | 0.59 | 10 | 12.66 | 288 | 2.15 | 47 | 16.32 |
| 15 | Sriganganagar | 14950 | 2977 | 19.91 | 678 | 22.77 | 2469 | 16.52 | 420 | 17.01 | 2329 | 15.58 | 319 | 13.70 |
| 16 | Hanumangarh | 10325 | 3410 | 33.03 | 8 | 0.23 | 2007 | 19.44 | 21 | 1.05 | 2341 | 22.67 | 2 | 0.09 |
| 17 | Jaipur | 60067 | 2119 | 3.53 | 12 | 0.57 | 234 | 0.39 | 28 | 11.97 | 3752 | 6.25 | 69 | 1.84 |
| 18 | Jaisalmer | 9181 | 0 | 0.00 | 0 | 0.00 | 0 | 0.00 | 0 | 0.00 | 422 | 4.60 | 0 | 0.00 |
| 19 | Jalore | 12644 | 5 | 0.04 | 2 | 40.00 | 0 | 0.00 | 0 | 0.00 | 76 | 0.60 | 0 | 0.00 |
| 20 | Jhalawar | 14299 | 19 | 0.13 | 0 | 0.00 | 2 | 0.01 | 0 | 0.00 | 2570 | 17.97 | 151 | 5.88 |
| 21 | Jhunjhunu | 27831 | 1053 | 3.78 | 50 | 4.75 | 374 | 1.34 | 0 | 0.00 | 6040 | 21.70 | 11 | 0.18 |
| 22 | Jodhpur | 38577 | 319 | 0.83 | 23 | 7.21 | 229 | 0.59 | 93 | 40.61 | 3255 | 8.44 | 0 | 0.00 |
| 23 | Karauli | 13582 | 52 | 0.38 | 40 | 76.92 | 0 | 0.00 | 0 | 0.00 | 47 | 0.35 | 0 | 0.00 |
| 24 | Kota | 13924 | 467 | 3.35 | 127 | 27.19 | 459 | 3.30 | 77 | 16.78 | 3580 | 25.71 | 67 | 1.87 |

| S. No. | District | 2011-12 | | | | | 2012-13 | | | | 2013-14 | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | **No. of Water Sources** | **No. of Sources Tested** | ***Per cent*** | **No. of Sources Conta-minated** | ***Per cent*** | **No. of Sources Tested** | ***Per cent*** | **No. of Sources Conta-minated** | ***Per cent*** | **No. of Sources Tested** | ***Per cent*** | **No. of Sources Conta-minated** | ***Per cent*** |
| 25 | Nagaur | 16532 | 1583 | 9.58 | 784 | 49.53 | 1032 | 6.24 | 587 | 56.88 | 3200 | 19.36 | 471 | 14.72 |
| 26 | Pali | 18005 | 577 | 3.20 | 200 | 34.66 | 577 | 3.20 | 209 | 36.22 | 2288 | 12.71 | 1024 | 44.76 |
| 27 | Rajsamand | 22143 | 200 | 0.90 | 72 | 36.00 | 16 | 0.07 | 2 | 12.50 | 2558 | 11.55 | 3 | 0.12 |
| 28 | Sawai Madhopur | 11982 | 78 | 0.65 | 29 | 37.18 | 74 | 0.62 | 33 | 44.59 | 60 | 0.50 | 18 | 30.00 |
| 29 | Sikar | 33100 | 51 | 0.15 | 18 | 35.29 | 388 | 1.17 | 12 | 3.09 | 2830 | 8.55 | 576 | 20.35 |
| 30 | Sirohi | 6551 | 18 | 0.27 | 7 | 38.89 | 23 | 0.35 | 6 | 26.09 | 568 | 8.67 | 0 | 0.00 |
| 31 | Tonk | 22267 | 13 | 0.06 | 6 | 46.15 | 7 | 0.03 | 1 | 14.29 | 2487 | 11.17 | 172 | 6.92 |
| 32 | Udaipur | 37442 | 781 | 2.09 | 15 | 1.92 | 2457 | 6.56 | 1 | 0.04 | 3074 | 8.21 | 0 | 0.00 |
| **Total** | | **724231** | **24954** | 3.45 | **4021** | 16.11 | **31582** | 4.36 | **3521** | 11.15 | **81204** | 11.21 | **5097** | 6.28 |

## Appendix 2.7

**(Refer paragraph 2.3.12.7; page 70)**

## Details of Water Samples tested though FTK and their cross verification in District Laboratories during the period 2011-14

| S. No. | District | Total No. of Water Sources | 2011-12 | | | 2012-13 | | | 2013-14 | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | Total No. of sources | | Percentage of cross verification | Total No. of sources | | Percentage of cross verification | Total No. of sources | | Percentage of cross verification |
| | | | Tested through FTK | Cross verified | | Tested through FTK | Cross verified | | Tested through FTK | Cross verified | |
| 1 | Barmer | 28076 | 125 | 0 | **0.00** | 194 | 0 | **0.00** | 5541 | 0 | **0.00** |
| 2 | Bharatpur | 31146 | 844 | 65 | **7.70** | 1264 | 28 | **2.22** | 2906 | 73 | **2.51** |
| 3 | Bhilwara | 25681 | 2101 | 257 | **12.23** | 3212 | 242 | **7.53** | 3384 | 302 | **8.92** |
| 4 | Dungarpur | 13366 | 2 | 0 | **0.00** | 79 | 0 | **0.00** | 288 | 0 | **0.00** |
| 5 | Sriganganagar | 14950 | 2977 | 730 | **24.52** | 2469 | 618 | **25.03** | 2329 | 719 | **30.87** |
| 6 | Jaipur | 60067 | 2119 | 0 | **0.00** | 234 | 0 | **0.00** | 3752 | 0 | **0.00** |
| 7 | Jalore | 12644 | 5 | 0 | **0.00** | 0 | 0 | **0.00** | 76 | 0 | **0.00** |
| 8 | Jodhpur | 38577 | 319 | 0 | **0.00** | 229 | 103 | **44.98** | 3255 | 133 | **4.09** |
| 9 | Nagaur | 16532 | 1583 | 194 | **12.26** | 1032 | 862 | **83.53** | 3200 | 406 | **12.69** |
| 10 | Tonk | 22267 | 13 | 0 | **0.00** | 7 | 0 | **0.00** | 2487 | 0 | **0.00** |
| **Total** | | **263306** | **10088** | **1246** | **12.35** | **8720** | **1853** | **21.25** | **27218** | **1633** | **6.00** |

**Note:** In 2011-12, out of 10,088 samples tested through FTKs, 30 *per cent* were to be tested in district laboratories. However, only 12.35 *per cent* were tested. Similar is the findings for other years.

# Appendix 2.8

**(Refer paragraph 2.3.14.1; page 70)**

## Statement showing position of delayed redressal of complaints registered online

| S. No | District Name | 2011-12 | | | 2012-13 | | | 2013-14 | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | No. of Complaints Received | Redressed beyond time | *Per cent* | No. of Complaints Received | Redressed beyond time | *Per cent* | No. of Complaints Received | Redressed beyond time | *Per cent* |
| 1 | Ajmer | 898 | 430 | 48 | 719 | 451 | 63 | 710 | 488 | 69 |
| 2 | Bhilwara | 2606 | 1016 | 39 | 4358 | 2175 | 50 | 3548 | 1957 | 55 |
| 3 | Nagaur | 1799 | 667 | 37 | 1228 | 418 | 34 | 1356 | 374 | 28 |
| 4 | Tonk | 536 | 440 | 82 | 458 | 346 | 76 | 467 | 385 | 82 |
| 5 | Bharatpur | 1314 | 1041 | 79 | 911 | 737 | 81 | 929 | 710 | 76 |
| 6 | Dhaulpur | 755 | 539 | 71 | 1039 | 774 | 74 | 919 | 716 | 78 |
| 7 | Karauli | 967 | 749 | 77 | 612 | 505 | 83 | 540 | 398 | 74 |
| 8 | Sawai Madhopur | 690 | 583 | 84 | 501 | 447 | 89 | 494 | 422 | 85 |
| 9 | Bikaner | 1738 | 928 | 53 | 1273 | 947 | 74 | 1280 | 992 | 78 |
| 10 | Churu | 913 | 652 | 71 | 805 | 600 | 75 | 678 | 520 | 77 |
| 11 | Sriganganagar | 904 | 383 | 42 | 692 | 400 | 58 | 581 | 365 | 63 |
| 12 | Hanumangarh | 1047 | 458 | 44 | 706 | 478 | 68 | 666 | 471 | 71 |
| 13 | Alwar | 1006 | 632 | 63 | 584 | 448 | 77 | 705 | 516 | 73 |
| 14 | Dausa | 1094 | 670 | 61 | 677 | 520 | 77 | 571 | 443 | 78 |
| 15 | Jaipur | 5348 | 2254 | 42 | 2903 | 1366 | 47 | 4226 | 1912 | 45 |
| 16 | Jhunjhunu | 1038 | 672 | 65 | 905 | 609 | 67 | 711 | 511 | 72 |
| 17 | Sikar | 985 | 680 | 69 | 673 | 479 | 71 | 710 | 505 | 71 |
| 18 | Barmer | 1604 | 1191 | 74 | 1882 | 1274 | 68 | 1442 | 1036 | 72 |
| 19 | Jaisalmer | 788 | 617 | 78 | 655 | 475 | 73 | 511 | 355 | 69 |
| 20 | Jalore | 1007 | 702 | 70 | 629 | 479 | 76 | 700 | 520 | 74 |
| 21 | Jodhpur | 2585 | 1590 | 62 | 1787 | 1054 | 59 | 1849 | 980 | 53 |
| 22 | Pali | 664 | 312 | 47 | 442 | 210 | 48 | 371 | 212 | 57 |
| 23 | Sirohi | 312 | 200 | 64 | 141 | 108 | 77 | 216 | 164 | 76 |
| 24 | Baran | 223 | 160 | 72 | 141 | 135 | 96 | 114 | 108 | 95 |

| S. No | District Name | 2011-12 | | | 2012-13 | | | 2013-14 | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | **No. of Complaints Received** | **Redressed beyond time** | ***Per cent*** | **No. of Complaints Received** | **Redressed beyond time** | ***Per cent*** | **No. of Complaints Received** | **Redressed beyond time** | ***Per cent*** |
| 25 | Bundi | 561 | 378 | 67 | 712 | 514 | 72 | 813 | 319 | 39 |
| 26 | Jhalawar | 227 | 175 | 77 | 151 | 122 | 81 | 160 | 122 | 76 |
| 27 | Kota | 596 | 353 | 59 | 385 | 181 | 47 | 371 | 200 | 54 |
| 28 | Banswara | 199 | 68 | 34 | 169 | 94 | 56 | 139 | 46 | 33 |
| 29 | Chittorgarh | 207 | 117 | 57 | 93 | 69 | 74 | 117 | 61 | 52 |
| 30 | Dungarpur | 105 | 61 | 58 | 203 | 105 | 52 | 196 | 77 | 39 |
| 31 | Paratapgarh | 110 | 52 | 47 | 63 | 34 | 54 | 61 | 16 | 26 |
| 32 | Rajsamand | 315 | 70 | 22 | 291 | 79 | 27 | 199 | 51 | 26 |
| 33 | Udaipur | 888 | 124 | 14 | 615 | 155 | 25 | 695 | 183 | 26 |
| | **Total** | **34029** | **18964** | **56** | **27408** | **16791** | **61** | **27046** | **16135** | **60** |

# Appendix 3.1

**(Refer paragraph 3.1.1; page 73, 74)**

## Statement showing difference between rates of pipes approved by CE, PHED and SE, Sawai Madhopur

(Amount in ₹)

| S.No. | Work awarded by SE, PHED, Sawai Madhopur | | | | | Rate contract executed by CE, PHED, Jaipur | | | Diffe-rence rate (per metre) (5 - 8) | Excess payment (4 X 9) | Stipulated date of completion | Actual date of completion |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Name of work | Name of contractor | Size | Quantity of pipes supplied as of March 2014 (in metre) | Approved rate (per metre) | Name of rate contract firm | Valid up to | RC rate (per metre) | | | | |
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
| 1 | Const. of 200 MM T.W. & Providing L&J of P/L on SPR, Village Morpa | M/S Banwari Lal Meena | 80 MM | 750 | 1105 | M/S Jinadal Saw Ltd., New Delhi | 02-9-11 | 638 | 467 | 3,50,250 | 23.10.11 | WIP |
| 2 | Const. of 200 MM T.W. & Providing L&J of P/L on SPR, Village Jat Baroda | M/S Brahmanand Agarwal | 100 MM | 957 | 1200 | M/S Jinadal Saw Ltd.,New Delhi | 02-9-11 | 649 | 551 | 5,27,307 | 14.10.11 | WIP |
| 3 | Providing L&J of DI P/L at Rural Sub Dn. SWM | M/S R.K. Construction Hindaun City | 100 MM | 1492.9 | 1190 | M/S Jinadal Saw Ltd., New Delhi | 13-9-12 | 725 | 465 | 6,94,199 | 18.09.12 | 24.01.13 |
| 4 | Const. of 200 MM T.W. & Providing L&J of P/L on SPR, Village Sukar | M/S Prakash Chand Meena | 100 MM | 1494 | 1200 | M/S Jinadal Saw Ltd., New Delhi | 02-9-11 | 649 | 551 | 8,23,194 | 18.04.12 | 19.12.12 |

| S.No. | Work awarded by SE, PHED, Sawai Madhopur | | | | | Rate contract executed by CE, PHED, Jaipur | | | Diffe-rence rate (per metre) (5 – 8) | Excess payment (4 X 9) | Stipulated date of completion | Actual date of completion |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Name of work | Name of contractor | Size | Quantity of pipes supplied as of March 2014 (in metre) | Approved rate (per metre) | Name of rate contract firm | Valid up to | RC rate (per metre) | | | | |
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
| | | | 125 MM | 502 | 1450 | M/S Electrosteel Casting Ltd., Kolkata | 10-11-11 | 890 | 560 | 2,81,120 | 18.04.12 | 19.12.12 |
| 5 | Const. of 200 MM T.W. & Providing L&J of P/L on SPR, Village Amargarh | M/s Khema Shankar Sharma | 100 MM | 1000 | 1250 | M/S Jinadal Saw Ltd., New Delhi | 02-9-11 | 649 | 601 | 6,01,000 | 20.12.11 | WIP |
| 6 | Const. of 200 MM T.W. & Providing L&J of P/L on SPR, Village Khanpur Baroda | M/s Brahmanand Agarwal | 100 MM | 1045.5 | 1200 | M/S Jinadal Saw Ltd.,New Delhi | 02-9-11 | 649 | 551 | 5,76,070 | 14.10.11 | WIP |
| 7 | Const. of 200 MM T.W. & Providing L&J of P/L on SPR, Village Shayampura | M/S Batti Lal Meena | 100 MM | 597.5 | 1200 | M/S Jinadal Saw Ltd., New Delhi | 02-9-11 | 649 | 551 | 3,29,223 | 24.09.11 | WIP |
| 8 | Const. of 200 MM T.W. & Providing L&J of P/L on SPR, Village Jatwara Kalan | M/S Ram Ratan Ghanshyam | 100 MM | 2949 | 1150 | M/S Jinadal Saw Ltd., New Delhi | 02-9-11 | 649 | 501 | 14,77,449 | 20.02.12 | WIP |

| S.No. | Work awarded by SE, PHED, Sawai Madhopur | | | | | Rate contract executed by CE, PHED, Jaipur | | | Diffe-rence rate (per metre) (5 – 8) | Excess payment (4 X 9) | Stipulated date of completion | Actual date of completion |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Name of work | Name of contractor | Size | Quantity of pipes supplied as of March 2014 (in metre) | Approved rate (per metre) | Name of rate contract firm | Valid up to | RC rate (per metre) | | | | |
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
| 9 | Const. of 200 MM T.W. & Providing L&J of P/L on SPR, Village Sewa | M/S Ram Ratan Ghanshyam | 100 MM | 2497 | 1200 | M/S Jinadal Saw Ltd.,New Delhi | 02-9-11 | 649 | 551 | 13,75,847 | 09.12.11 | WIP |
| 10 | Providing L&J of DI P/L and commissioning work UWSS Gangapur City Dn SWM | M/S R.K. Construction Hindaun City | 100 MM | 2146.8 | 1355.5 | M/S Jinadal Saw Ltd., New Delhi | 02-9-11 | 649 | 706.50 | 15,16,714 | 19.06.12 | 18.06.12 |
| | | | 150 MM | 972 | 1850.5 | M/S Jai Balaji Industries, Ltd. Kolkata | 02-9-11 | 905 | 945.50 | 9,19,026 | 19.06.12 | 18.06.12 |
| 11 | Providing L&J of DI P/L and commissioning work UWSS Sawai Madhopur Dn. SWM | M/S Laxman Prasad Sharma | 100 MM | 776 | 1356 | M/S Jinadal Saw Ltd., New Delhi | 02-9-11 | 649 | 707 | 5,48,632 | 13.05.12 | WIP |
| | | | 150 MM | 649 | 1849 | M/S Jai Balaji Industries, Ltd. Kolkata | 02-9-11 | 905 | 944 | 6,12,656 | 13.05.12 | WIP |
| | **Total** | | | | | | | | | **1,06,32,687** | | |

## Appendix 3.2

**(Refer paragraph: 3.4.2.3 (a); page 103)**

## Details of non-providing supplementary nutrition to Adolescent Girls under *Kishori Shakti Yojana*

| Districts | Sirohi | | | | | | Nagaur | |
|---|---|---|---|---|---|---|---|---|
| **Name of Blocks** | **Sirohi** | **Pindwara** | **Shivganj** | **Revdar** | **Abu Road (Rural)** | **Abu Road (Urban)** | **10 blocks[1] of Nagaur** | **Degana Block** |
| **Periods when supplementary nutrition was not provided** | April to July 2011 | April 2011 to January 2012 | April 2011 to January 2012 | April 2011 to March 2014 | April 2011 to August 2013 | April 2011 to March 2014 | April to Nov. 2011 | April 2011 to Dec. 2013 |
| **Period in Months** | 4 | 10 | 10 | 36 | 29 | 36 | 8 | 33 |

| District | Baran | | | | |
|---|---|---|---|---|---|
| **Name of Blocks** | Anta | Baran (U) | Chhabra | Chhipa Barod | Shahabad |
| **Periods when supplementary nutrition was not provided** | April 2011 to November 2011 | April 2011 to November 2011 | May 2011 to November 2011 | July 2011 to October 2011 | August 2011 to November 2011 |
| **Period in Months** | 8 | 8 | 7 | 4 | 4 |

Source: Information furnished by the department

[1] Deedwana (R), Deedwana (U), Jayal, Kuchaman City, Makrana (U), Makrana (R), Merta City, Mundwa, Nagaur and Parbatsar.

## Appendix 3.3

**(Refer paragraph: 3.4.8; page 130)**

## Statement showing category-wise details of irregularities commented in Inspection Reports pending as of March 2014

**(₹ in lakh)**

| S. No. | Category of irregularity | Medical Department | | Labour Department | | Total | |
|---|---|---|---|---|---|---|---|
| | | Number of Paragraphs | Amount | Number of Paragraphs | Amount | Number of Paragraphs | Amount |
| 1. | Fraud/misappropriation/embezzlement/ losses/theft of stores and cash | 23 | 365.47 | 1 | - | 24 | 365.47 |
| 2. | Recoveries pointed out by audit and overpayments | 122 | 2176.61 | 51 | 4895.83 | 173 | 7072.44 |
| 3. | Violation of contractual obligations, undue favours to contractors | - | - | - | - | - | - |
| 4. | Avoidable/excess expenditure | - | - | 9 | 52.01 | 9 | 52.01 |
| 5. | Wasteful/infructuous expenditure | - | - | 28 | 415.84 | 28 | 415.84 |
| 6. | Regulatory issues | 8 | 356.79 | 66 | 4223.53 | 74 | 4580.32 |
| 7. | Idle investment/establishment/stores equipment/blocking of funds | 80 | 6606.80 | 28 | 529.94 | 108 | 7136.74 |
| 8. | Delay in commissioning equipment | - | - | - | - | - | - |
| 9. | Non-achievement of objectives | - | - | 37 | 239.12 | 37 | 239.12 |
| 10. | Miscellaneous | 2393 | 261776.90 | 99 | 625.32 | 2492 | 262402.22 |
| | **Total** | **2626** | **271282.57** | **319** | **10981.59** | **2945** | **282264.16** |