REPORT OF THE

COMPTROLLER AND AUDITOR GENERAL

OF INDIA

FOR THE YEAR ENDED 31 MARCH 1989

NO. (3)
(CIVIL)

GOVERNMENT OF HARYANA

TABLE OF CONTENTS

APPENDICES

PREFATORY REMARKS

This Report has been prepared for submission to the Governor under Article 151 of the Constitution. It relates mainly to matters arising from the Appropriation Accounts for 1988-89 together with other points arising from audit of financial transactions of Government of Haryana. It also includes certain points of interest arising from the Finance Accounts for the year 1988-89.

2. The Report containing the observations of Audit on Statutory Corporations and Government Companies and the Report containing the observations of Audit on Revenue Receipts are being presented separately.

3. The cases mentioned in this Report are among those which came to notice in the course of test audit of accounts during 1988-89 as well as those which had come to notice in earlier years but could not be dealt with in previous Reports; matters relating to the period subsequent to 1988-89 have also been included, wherever considered necessary.

OVERVIEW

This Report contains two chapters on the financial position of Government of Haryana for 1988-89 and overall control over expenditure by the Government. The other five chapters include audit reviews on developmental and welfare programmes and other activities in addition to the paragraphs containing comments on various irregularities. The more important audit findings are summarised in the succeeding paragraphs.

2. **Financial position and control over expenditure.**

—The total debt liability of the State stood at Rs. 1635.20 crores as on 31st March 1989.

—14 Government companies where Government had invested Rs. 47.21 crores incurred accumulated losses of Rs. 42.12 crores.

—The total amount over due for recovery against loans advanced to Municipalities, Improvement Trusts and the Haryana State Electricity Board as on 31 March 1989 was Rs. 228.20 crores including Rs. 4.74 crores on account of interest. The major amount of recovery pertains to the Haryana State Electricity Board. (Chapter I)

—The overall excess was Rs. 49.98 crores in 18 grants/appropriations requiring regularisation by the legislature.

—Persistent savings in 3 grants and excesses in 2 grants were noticed. (Chapter II)

3. **Reviews**

3.1 **Education and Welfare of the Handicapped**

The progamme aimed at providing socio-economic opportunities to the physically handicapped persons through

such incentives as scholarships, pensions, unemployment allowance, appliances and medical facilities etc ;

—The programme was implemented at a cost of Rs. 999.64 lakhs from 1980-81 to 1988-89.

—Of the 19 schemes, targets had not been fixed in respect of 15 schemes implemented under the programme involving expenditure of Rs. 472.24 lakhs.

—Rs. 1.06 lakhs were paid as scholarships to 166 ineligible scholars.

—Receipt of acknowledgements of money orders for Rs. 1.46 lakhs remitted to pensioners was not watched.

—In one of the centres for welfare of handicapped, an expenditure of Rs. 7.50 lakhs incurred on establishment material and equipment was rendered unfruitful due to non engagement of professionals.

—10 hand operated 'Bradma' Machines worth Rs. 3.16 lakhs rendered idle were awaiting disposal and a lathe machine purchased in April 1985 at a cost of Rs. 0.54 lakh had not been installed. (Paragraph 3.1)

3.2 Information and Publicity

The scheme was launched in the state with a view to mobilising public opinion and seeking active participation of people in the execution of developmental activities by Government.

— While an expenditure of Rs. 2.24 lakhs was incurred on salary of staff exclusively appointed for preparation of hoardings; still hoardings worth Rs. 1.49 lakhs were got prepared from private parties instead of departmental staff.

—42 defective TV sets worth Rs. 1.61 lakhs supplied by a firm during 1985-86 were still awaiting repair/replacement.

—Wasteful expenditure of Rs. 1.29 lakhs was incurred on purchase of books such as autobiographies of prominent persons and short stories etc. instead of reference books for supply to information centres as per the scheme.

—A unit of rural community theatre employed at a salary of Rs. 6.16 lakhs for the period 1981-82 to December 1987, February 1988 and December 1988 to March 1989 could not give any performance due to non provision of infrastructural facilities. (Paragraph 3.2)

3.3 Integrated Rural Energy Programme

The programme, aimed at meeting energy crisis in rural areas by harnessing renewable sources of energy available in the rural areas and at developing alternative sources of energy, was launched in Haryana in July 1982.

—A sum of Rs. 98.69 lakhs was spent on the programme against the budget provisions of Rs. 137.37 lakhs.

—Despite departmental instructions to construct damperless chulhas from 1987-88 under the scheme. 13999 chulhas with damper sets were constructed during 1987-88 involving wasteful expenditure of Rs. 3.79 lakhs.

—99 solar cookers valuing Rs. 0.39 lakh were not accounted for in books.

—There was an infructuous expenditure of Rs. 0.86 lakh on the installation of wind mills as the wind velocity in the project area was not suitable for their proper utilization.

(Paragraph 3.3)

3.4 Rural Landless Employment Guarantee Programme

The programme was implemented to improve and expand employment opportunities for the rural landless

and to create durable assets for strengthening the rural infrastructure and economy.

—Against the total allocation of Rs. 2419 lakhs, a sum of Rs. 2437.77 lakhs was spent on the programme from 1983-84 to 1988-89.

—An expenditure of Rs. 1288.41 lakhs (87.7%) was incurred during 1983-84 to 1986-87 on works of purely social and community nature which were to be accorded low priority.

—Rs. 613.26 lakhs were spent on works not covered by the programme and 45 works involving expenditure of Rs. 179.30 lakhs were executed without approval of the Central Government. (Paragraph 3.5)

3.5 Mini Secretariat and Allied Buildings

With a view to bringing up all offices of various departments in a district at one place for the convenience of the public, the State Government decided to construct a composite office building called Mini-Secretariat and Allied Buildings.

—A sum of Rs. 1518.68 lakhs had been spent so far on the project.

—Land measuring 182.67 acres acquired at a cost of Rs. 41.42 lakhs remained vacant for six to ten years owing to delay in the construction of composite office building.

—Dues amounting to Rs. 6.84 lakhs on account of licence fee and rent of commercial shops in various Mini-Secretariat complexes were outstanding for over a period ranging from 3 years to 10 years.

—Haryana Agricultural University had not refunded a balance amount of Rs. 6.69 lakhs out of an advance of Rs. 207.77 lakhs, since March 1980. (Paragraph 4.7)

3.6 Rural Water Supply Schemes

The scheme was launched with a view to extend facility of water for drinking and domestic purpose to problem villages. The scheme was initially introduced under the National Water Supply and Sanitation Programme launched by the Government of India in 1954.

—A sum of Rs. 99.01 crores was spent on the programme during first four years of Seventh Five Year Plan.

—Cost overrun in respect of 23 schemes still under execution and 10 schemes completed from 1985-86 to 1988-89 was Rs. 72.72 lakhs and Rs. 40.71 lakhs respectively.

—Central assistance amounting to Rs. 2.16 crores was lying unutilised at the end of March 1989.

—Supply of water in 217 out of 520 running water supply schemes was less than the prescribed norms and regular testing of quality of water was not done to ensure supply of good quality of drinking water.

—Lack of proper planning resulting in delinking of two villages with a population of 7513 persons from a group of nine villages designed to cater to the need of 18650 persons resulted in unfruitful expenditure of Rs. 8.65 lakhs incurred on construction of additional structures. (Paragraph 4.11)

4. Other points

—Injudicious purchase of cloth worth Rs. 3.66 lakhs by the Superintendent of Police against an indent of cloth for Rs. 0.86 lakh, resulted in blocking of Rs. 1.50 lakhs for a period of over 6 years. (Paragraph 3.7)

—Gratuitious relief amounting to Rs. 1.48 lakhs was paid by the Deputy Commissioners, Rohtak,

and Karnal even for the damage to crops not covered under the relief programme.

(Paragraph 3.9)

—In Canal Lining Division No. 4 Fatehabad, 4675 cement bags were shown consumed against actual consumption of 3302 cement bags on the work of lining in some reaches of Dabwali/Sheranwali Distributaries, resulting in misappropriation of 1373 cement bags valuing Rs. 0.93 lakh and execution of work below specification.

(Paragraph 4.6)

—In Provincial Division No. 2 Sirsa, the injudicious decision of the department in rejecting the lowest tendered rates of a contractor received in June 1986, resulted in extra expenditure of Rs. 1.56 lakhs by getting the work done after retendering in September 1987. (Paragraph 4.8)

—In Provincial Division Narwana, due to failure of the department to take a decision with regard to adoption of final alignment of a road from village Jheel to Bhagwanpura, the work got executed during March 1984 to April 1985 at a cost of Rs. 2.83 lakhs had remained incomplete for the last five years. An excess payment of Rs. 0.65 lakh on earth work was also made due to recording of fictitious measurements.

(Paragraph 4.9.)

—In Canal Lining Division No. 25 Rohtak, the work of Lining of Rewari Kheraminor and Dulhera distributary were suspended in November 1983 and September 1984 respectively. The failure of the department to ensure proper stacking, physical verification and watch and ward of tiles lying at site resulted in loss of tiles valuing Rs. 3.00 lakhs.

(Paragraph 5.3.)

—In contravention of the ceiling limits prescribed for providing assistance to marginal farmers

under the Integrated Rural Development Programme the District Rural Development Agencies Rohtak and Hisar made excess payment of subsidy of Rs. 0.77 lakh to 140 beneficiaries.

(Paragraph 6.5)

—Hisar and Sirsa depots of Haryana Roadways sustained loss of revenue of Rs. 0.99 lakh during July 1987 to October 1988 by extending the facility of free travel concession to the candidates to whom it was not admissible under the Government instructions.

(Paragraph 7.6)

CHAPTER I

GENERAL

SUMMARY OF ACCOUNTS

The summarised position of the accounts of the Government of Haryana emerging from the Appropriation Accounts and Finance Accounts for the year 1988-89 is indicated in the statements following :—

STATEMENT OF FINANCIAL POSITION OF THE GOVERNMENT OF

(AMOUNT IN

Amount as on 31st March 1988		Liabilities		Amount as on 31st March 1989
1		2		3
294.85		Internal Debt including Ways and Means Advances (Market loans, loans from LIC and others)		343.11
1153.22		Loans and Advances from Central Government		1292.09
	482.95	Pre 1984-85 loans	439.14	
	340.50	Non Plan loans	493.77	
	317.41	Loans for State Plan schemes	342.07	
	1.87	Loans for Central Plan Schemes	1.77	
	10.49	Loans for centrally sponsored schemes	15.34	
10.00		Contingency Fund		9.41
371.92		Small savings		468.58
87.95		Deposits		106.89
71.49		Reserve Funds		75.38
0.04		Cheques and Bills		0.05
29.74		Overdrafts from R.B.I.		(b) 72.24
902.70		Surplus on Government		903.96
3.12	(a)	Accounts		
	886.34	Previous year	905.82	
	16.36	Current year (—)	1.86	
2925.03				3271.71

HARYANA AS ON 31ST MARCH 1989

CRORES OF RUPEES)

Amount as on 31st March 1988		Assets			Amount as on 31st March 1989
4		5			6
1630.44 368.09 (a)		Gross capital outlay on fixed assets			2138.69
	135.86 368.00	Investment in shares of Companies, Corporations etc.		546.98	
	1494.58 0.09	Other capital outlay		1591.71	
1233.10 (—) 364.97 (a)		Loans and Advances			1015.13
	977.96 (—) 361.13	Loans for Power Projects		742.84	
	240.05 (—)3.84	Other Development loans		256.93	
	15.09	Loans to Government servants and miscellaneous loans		15.36	
0.03		Other Advances			0.04
21.06		Remittances Balances			14.50
10.13		Suspense and Miscellaneous Cash			15.79
27.15		**Cash in Treasuries and Local Remittances			87.56
	0.22	Departmental Balance		0.83	
	0.06	Permanent Cash Balance		0.06	
		Cash Balance Investment and other Reserve			
	26.87	Fund Investment		86.67	
2925.03					3271.71

(a) Conversion of loans into share capital. The difference of Rs. 3.12 crores transferred to surplus on Government Accounts.

(b) Represents difference in cash balance between Reserve Bank of India and Accounts figures.

**2383
3869

ABSTRACT OF RECEIPTS AND DISBURSEMENTS FOR THE

DISBURSE-

SECTION A

I. Revenue Receipts		1441.08
(i) Tax Revenue	795.41	
(ii) Non-Tax Revenue	354.71	
(iii) State's Share of Union Taxes	120.62	
(iv) Non-Plan Grants	69.23	
(v) Grants for State Plan Schemes	22.88	
(vi) Grants for Central and Centrally sponsored schemes	78.23	
II. Revenue Deficit C/O		1.86
Total Section-A		1442.94

SECTION B

III. Opening cash balance including permanent advance and cash balance investment and Reserve Fund Investment	27.15
IV. Miscellaneous Capital Receipts	—

YEAR 1988-89 (RUPEES IN CRORES)

MENTS

REVENUE

I. Revenue Expenditure Section	Non-plan	Plan	Total
(i) General Services	413.93	1.90	415.83
(ii) Social Services	367.68	198.89	566.57
(iii) Agriculture and Allied Activities	47.29	45.83	93.12
(iv) Rural Development	23.13	34.56	57.69
(v) Irrigation and Flood control	104.73	11.28	116.01
(vi) Energy	9.93	0.20	10.13
(vii) Industry and Minerals	2.28	9.59	11.87
(viii) Transport	161.73	0.24	161.97
(ix) Science Technology and Environment	—	1.37	1.37
(x) General Economic services	4.19	3.73	7.92
(xi) Grants-in-aid contribution	0.46	—	0.46
	1135.35	307.59	1442.94

II. Revenue Surplus carried over to Section B

—OTHERS

II. Opening overdraft from R.B.I. (Deposits with R.B.I.)			29.74
IV. Capital Outlay Sector			
(i) General services		4.36	140.15
(ii) Social Services		18.54	
(iii) Agriculture and Allied Activities	(—)	2.56	
(iv) Irrigation and Flood control		61.80	
(v) Energy		27.61	
(vi) Industry and Minerals		6.51	
(vii) Transport		22.53	
(viii) General Economic Services		1.30	

V.	Recoveries of Loans and Advances		23.93
	(i) From Government Servants	6.11	
	(ii) From others	17.82	
VI.	**Revenue Surplus brought down**		
VII.	**Public Debt Receipts**		444.93
	(i) Internal Debt other than ways and Means Advances	93.01	
	(ii) Ways and Means Advances	100.41	
	(iii) Loans and Advances from the Central Government	251.51	
VIII.	**Contingency Fund**	—	
IX.	**Public Account Receipts**		**983.69**
	(i) Small Savings and Provident Fund	134.54	
	(ii) Reserve Fund	11.83	
	(iii) Suspense and Miscellaneous	64.08	
	(iv) Remittances	307.84	
	(v) Deposits and Advances	465.40	
X.	**Total over-draft from R.B.I. at the end of the year**		72.24
	Total Section B-Others		1551.94

V. Loans and Advances Disbursed		170.93
(i) For Power Project	126.02	
(ii) To Government Servants	6.38	
(iii) To others	38.53	
VI. Revenue Deficit brought down		1.86
VII. Repayment of Public Debt		257.80
(i) Internal Debt other than ways and Means advances	44.74	
(ii) Ways and Means Advances excluding overdrafts included in III above	100.41	
(iii) Repayment of Loans and Advances to Central Government	112.65	
VIII. Contingency Fund		0.59
IX. Public Accounts Disbursements		863.31
(i) Small Savings and Provident Fund	37.88	
(ii) Reserve Fund	7.94	
(iii) Suspense and Miscellaneous	69.74	
(iv) Remittances	301.28	
(v) Deposits and Advances	446.47	
X. Cash Balance at end		87.56
(i) Cash in Treasuries Local Remittances	—	
(ii) Departmental cash balance	0.83	
(iii) Permanent cash balance	0.06	
(iv) Cash balance Investment and Reserve Fund Investment	86.67	
		1551.04

III. Sources and Application of Funds for the year 1988-89

			(Rupees in crores)
1. Sources			
(i) Revenue Receipts		1441.08	
(ii) Increase in Public Debt Small Savings deposit and ways and Means Advances		302.72	
(iii) Increase in overdraft in Reserve Bank of India		42.50	
		1786.30	
II. Adjustments			
(i) Increase in suspense balance	(—) 5.66		
(ii) Increase in Reserve Funds	(+) 3.89		4.79
(iii) Effect on Remittance balance	(+) 6.56		
(iv) Miscellaneous Governments Accounts	(—) 0.01		
(v) Increase in cheques and Bills	(+) 0.01		
Net Funds available— 1786.30 + 4.79 =			1791.09
III. Application			
(i) Revenue expenditure		1442.94	
(ii) Capital outlay		140.15	
(iii) Lending for Development		147.00	
(iv) Reduction in year and Contingency Fund balance		0.59	
(v) Increase in closing cash balance		60.41	
		1791.09	

COMMENTS

1. Government accounts being on cash basis, the surplus on Government accounts as shown in the statement of affairs indicates the position on cash basis as opposed to accrual basis of commercial accounting.

2. The abridged accounts in the foregoing statements have to be read with the comments and explanations in the Finance Accounts.

3. There was an unreconciled difference of Rs. 6.86 crores between the figures of cash balance as shown in the accounts and that intimated by the Reserve Bank of India.

4. The net accretion from debt transactions (as adjusted by the effect of remittance, suspense balance, reserve funds and cheques and bills during 1988-89) aggregated Rs. 350.01 crores. Out of this, Rs. 140.15 crores were utilised for capital expenditure leaving a balance of Rs. 209.86 crores. The balance (Rs. 209.86 crores) reduced by revenue deficit of Rs. 1.86 crores amounted to Rs. 208 crores. However, Rs. 147 crores were disbursed as loans and advances for development and Rs. 0.59 crore as contingency fund resulting into increase in cash balance (Rs. 60.41 crores).

5. The credit balance of Civil Deposits Accounts on 31st March 1989 was Rs. 102.05 crores. This included Rs. 15.87 crores as Personal Deposits of Departmental officers made by withdrawal of money from the consolidated fund after booking the same as expenditure.

6. The revenue receipts of Rs. 1441.08 crores were more by Rs. 137.24 crores (10.53 per cent) than that during 1987-88 i.e. Rs. 1303.84 crores. The increase was mainly under State Excise : Rs. 34.33 crores, Sales: Rs. 55.63 crores, Miscellaneous General Services : Rs. 34.03 crores, Stamps and Registration Fees : Rs. 20.48 crores, Grants-in-aid from Central Government : Rs. 16.41 crores. The increase was partly offset by decrease mainly under Interest Receipts Rs. 84.61 crores.

7. There was increase of Rs. 131.01 crores in

tax revenue during the year (Rs. 795.41 crores as compared to that in the previous year Rs. 664.40 crores).

8. The arrears of revenue at the end of the year was reported to be Rs. 77.52 crores (against Rs. 68 crores in the previous year).

9. The total amount overdue for recovery against loans advanced to municipalities, improvement trusts and the Haryana State Electricity Board of which detailed accounts are maintained by the Accountant General (Accounts and Entitlement) as on 31st March 1989 was Rs. 228.20 crores including Rs. 4.74 crores on account of interest. The main defaulter was the **State Electricity Board.**

10. The interest charges paid on small savings provident fund etc. was Rs. 40.25 crores while the net accretion to the balance during the year was Rs. 96.66 crores.

11. The revenue expenditure during the year was Rs. 1442.94 crores (Plan : Rs. 307.59 crores, Non-Plan : Rs. 1135.35 crores) as against Rs. 1287.48 crores during 1987-88. The increase of Rs. 155.46 crores in revenue expenditure during 1988-89 over the previous year was mainly under Interest payments (Rs. 17.49 crores), Police (Rs. 13.68 crores) General Education (Rs. 54.26 crores), Social Security and Welfare (Rs. 36.55 crores) Power (Rs. 84.61 crores).

12. In 1988-89, the Government invested Rs. 44.18 crores in Statutory Corporations (Rs. 29.69 crores) Government Companies (Rs. 5.79 crores) Joint Stock Companies (Rs. 0.24 crore) and Co-operative Institutions (Rs. 8.45 crores). Further, out of investments in Co-operative institutions Rs. 1.06 crores were retired during the year.

The total investments of the Government in the share capital of different concerns at the end of 1986-87, 1987-88, 1988-89 were Rs. 125.56 crores, Rs. 135.86 crores and Rs. 546.98 crores respectively. The dividend received thereon during the three years was Rs. 0.33 crore (0.26 per cent) Rs. 0.97 crore (0.71 per cent) and Rs. 0.31 crores (0.06 per cent).

13. The accumulated loss was Rs. 42.12 crores for the years ending 1980-81 to 1988-89 (upto which

accounts were finalised) in the 14 Government companies/ corporations etc. in which Government investment was Rs. 47.21 crores as on 31st March 1989.

14. The contingent liability for guarantee given by the State Government for repayment of loans etc. by Statutory Corporations, companies etc. on 31st March 1989 was Rs. 1029.04 crores including interest of Rs. 0.06 crore against the maximum guaranteed amount of Rs. 2715.32 crores. No guarantee fee is charged by the Government.

1.1 General

Public Debt

1.1.1 Introductory

No law has been passed by the State Legislature under Article 293 of the constitution laying down the limit within which the Government may borrow on the security of the consolidated fund of the State.

1.1.2 Financial aspects

The following table gives the Budget Estimates and Accounts Figures under different components of Public Debt for the year 1988-89 and the balance as on 31st March 1989.

Serial Number	Component	Budget Estimate (1988-89) Receipts	Budget Estimate (1988-89) Payments	Net Debit (—) Credit (+)	Actuals 1988-89 Receipts	Actuals 1988-89 Payments	Net Debit (—) Credit (+)	Balance as on 31.3.1989
		(Rupees in crores)						
1.	Market loans	48.92	9.40	(+)39.52	53.90	9.26	(+)44.64	282.70
2.	Loans from Financial Institutions	15.56	3.42	(+)12.14	15.10	3.44	(+)11.66	52.45
3.	Loans from State Bank of India	145.00	145.00	—	24.00	32.04	(—)8.04	7.96
4.	Ways and Means Advance from Reserve Bank of India	150.00	150.00	—	100.41	100.41	—	—
5.	Loans from Government of India	173.46	103.84	(+)69.62	251.52	112.65	(+)138.87	1292.09
	Total	532.94	411.66	(+)121.28	444.93	257.80	(+)187.13	1635.20

The Budget Estimates for 1988-89 provided a net credit of Rs. 121.28 crores and the actual receipt under the Public Debt amounted to Rs. 187.13 crores which was in excess by Rs. 65.85 crores. It was mainly due to higher receipts from market loans (Rs. 5.12 crores) and loans from Government of India (Rs. 69.25 crores) with decrease in loans from Financial Institutions (Rs 0.48 crore and loans from SBI (Rs. 8.04 crores).

The net receipt during the year under Public Debt was Rs. 187.13 crores as against Rs. 98.98 crores for the year 1987-88. The excess of Rs. 88.15 crores was due to higher receipt from Market Loans (Rs. 13.08 crores), Loans from State Bank of India (Rs. 25.96 crores) and Loans from Government of India (Rs. 49.80 crores) with decrease in receipt of loans from Financial Institutions (Rs. 0.69 crore).

The total debt liability of the State Government at the close of accounts for 1988-89 was Rs. 1635.20 crores with break-up: Market Loans (Rs. 282.70 crores), loans from Financial Institutions (Rs. 52.45 crores), Loans from State Bank of India (Rs. 7.96 crores) and Loans from Government of India (1292.09 crores). The interest paid during the year 1988-89 on Internal Debt and 'Loans and Advances' from Central Government was Rs. 23.66 crores and Rs. 92.60 crores respectively as compared to Rs. 32.09 crores and Rs. 80.37 crores respectively for the year 1987-88.

CHAPTER II

APPROPRIATION AUDIT AND CONTROL OVER EXPENDITURE

2. General

2.1. The summarised position of actual expenditure during 1988-89 against grants/appropriations is as follows :

	Original grants/ appro-priation	Supp-lementry	Total	Actual expendi-ture	Varia-tions Saving(—) Excess (+)
	(In crores of rupees)				
I. Revenue					
Voted	1169.34	182.04	1351.38	1342.10	(—) 9.28
Charged	189.17	0.58	189.75	163.12	(—) 26.63
II. Capital					
Voted	308.72	8.37	317.09	239.91	(—) 77.18
Charged	0.25	0.42	0.67	0.56	(—) 0.11
III. Public Debt					
Charged	411.66	Nil	411.66	257.80	(—)153.86
IV. Loans & Advances					
Voted	222.01	Nil	222.01	171.21	(—) 50.80
V. Other Inter State Settlement	Nil	Nil	Nil	Nil	Nil
VI. Transfer to Contingency Fund	Nil	Nil	Nil	Nil	Nil
Grand Total	2301.15	191.41	2492.56	2174.70	(—)317.86

The following results emerge broadly from the appropriation audit :—

2.2. Supplementary provision obtained during the year constituted 8 per cent of the original budget provision, as against 13 per cent in the preceding year.

2.3. Supplementary provision of Rs. 5.16 crores obtained in one case during march 1989 proved unnecessary. In 7 other cases, additional fund required was only Rs. 70.41 crores against the supplementary grant of Rs. 76.52 crores, savings in each case exceeding Rs. 10 lakhs.

In 9 grants/appropriations, supplementary provision of Rs. 99.71 crores proved insufficient by more than Rs. 10 lakhs each, leaving an aggregate uncovered excess expenditure of Rs. 28.91 crores.

2.4. The overall savings was Rs. 367.84 crores in 23 grants and appropriations. The overall excess (Appendix I) on the other hand, was Rs. 49.98 crores in 18 grants/appropriations requiring regularisation under Article 205 of the Constitution.

2.5. In the following grants/appropriations, the expenditure fell short by more than Rs. 1 crore each and also by more than 10 per cent of the total provision.

Description of grant	Amount of savings (Rupees in crores) (Percentage of provision in brackets)	Reason for savings
Revenue Voted		
15—Irrigation	28.26 (16)	Reasons have not been intimated (November 1989)
20—Forest	4.75 (17)	Saving was due mainly to less/non sanction of Central share by Government of India.
22—Co-operation	1.10 (16)	Reasons have not been intimated (November 1989)
Revenue Charged		
6—Finance	26.79 (14)	Saving was due mainly to receipt/finalisation of less cases than anticipated of pensions.
Capital Voted		
22—Co-operation	6.07 (42)	Reasons have not been intimated (November 1989).
24—Public Debt	153.86 (37)	Saving was due mainly to less repayment of loans by the Food and Supplies Department, receipt of less ways and means advances from the Reserve Bank of India.
25—Loans and advances	50.79 (23)	Saving was due mainly to cut imposed on plan outlay and less demand of short term loans by the recipient bodies.

2.6. Persistent savings were noticed in the following grants :—

Description of grant	Savings (in crores of rupees) percentage of savings (in brackets)		
	1986-87	1987-88	1988-89
Revenue (Voted)			
12—Labour and Employment	1.21 (12)	0.08 (1)	0.23 (2)
19—Fisheries	0.61 (26)	0.46 (19)	0.33 (14)
22—Co-operation	3.15 (42)	0.73 (12)	1.10 (16)

2.7. Persistent excesses were noticed in the following two cases :

Description of grant	Excesses (in crores of rupees) Percentage of excesses (in brackets)		
	1986-87	1987-88	1988-89
Revenue (Voted)			
4—Revenue	0.22 (1)	1.31 (6)	2.57 (6)
23—Transport	6.78 (7)	1.00 (1)	3.55 (3)

2.8. In spite of repeated recommendations of the Public Accounts Committee, rush of expenditure in the month of March

was noticed in the following cases :—

Description of grant	Total provisions	Total expenditure	Expenditure during March	Precentage of expenditure during March	
				Total provision	Total expenditure
(1)	(2)	(3)	(4)	(5)	(6)
Revenue					
1—Vidhan Sabha	1.18	1.18	0.18	15	15
2—General Administration	26.76	26.66	3.55	13	13
3—Home	83.63	83.39	14.24	17	17
5—Excise and Taxation	8.12	8.59	1.27	15	14
7—Other Administrative Services	73.90	73.26	30.79	42	42
8—Buildings & Roads	60.32	66.90	16.17	27	24
9—Education	254.41	266.21	46.03	18	17
10—Medical and Public Health	114.38	114.81	12.32	11	11
11—Urban Development	5.55	5.67	1.37	25	24

(1)	(2)	(3)	(4)	(5)	(6)
12—Labour and Employment	13.43	13.20	3.02	22	23
13—Social Welfare	126.05	124.59	17.48	14	14
14—Food & Supplies	4.12	4.22	0.63	15	15
16—Industries	14.28	13.41	4.80	34	36
17—Agriculture	52.81	54.99	12.73	24	23
18—Animal Husbandry	20.20	21.38	4.20	21	20
19—Fisheries	2.43	2.10	0.67	28	32
20—Forest	27.91	23.16	4.52	16	20
21—Community Development	53.05	55.46	6.34	12	11
22—Co-operation	6.92	5.83	1.08	16	19
Capital					
8—Buildings and Roads	40.58	36.39	10.56	26	29

2.9. Drawal of funds in advance of requirement

Financial rules of the Government stipulate that money should not be drawn from the treasury unless required for immediate disbursement or had already been paid out of permanent advance. Drawal of advance from the treasury for the execution of works, completion of which is likely to take considerable time is also inadmissible. Any unspent balance is required to be refunded into the treasury promptly.

During test check, it was noticed that (as detailed in Appendix-II) funds aggregating Rs. 556.63 lakhs drawn during (December 1988 to February 1989 : Rs. 3.99 lakhs and March 1989 : Rs. 552.64 lakhs) for purchase of materials, execution of works and disbursement of grants/subsidy/loan, etc., were retained in the form of cash or Remittance treasury Receipts (RT Rs) or other forms. Out of the amounts so retained, Rs. 48.53 lakhs were disbursed during 1989-90 and Rs. 508.10 lakhs were still lying undisbursed upto the months noted against each in the Appendix-II. The upto date position has not been intimated (September 1989).

2.10. Contingency fund

The Contingency Fund placed at the disposal of Government is intended to meet unforseen expenditure (including expenditure on 'New Service' items) pending authorisation by the State Legislature.

The corpus of the fund as on 31st March 1989 is Rs. 10 crores.

Seven sanctions were issued by Government during 1988-89 for advancing Rs. 0.77 crore against which Rs. 0.60 crore were drawn. Against one sanction for Rs. 0.18 crore issued on 31st March 1989 to meet expenditure on 'Operation Rinderpest Zero scheme', only Rs. 0.01 crore were drawn. Reasons for obtaining sanction for this amount in March 1989 and incurring only a fractional expenditure there against were yet to be intimated (August 1989).

Out of Rs. 0.60 crore drawn during the year, Rs. 0.59 crore were not recouped to the Fund till the close of the year.

2.11. Trend of recoveries and credits

Under the system of gross budgeting followed by Government, the demands for grants presented to the Legislature are for gross expenditure and exclude all credits and recoveries which are adjusted in the accounts in reduction of expenditure. The anticipated recoveries and credits are shown separately in the budget estimates. The anticipated amount of such recoveries during 1988-89 was Rs. 196.43 crores (Revenue : Rs. 22.49 crores; Capital : Rs. 173.94 crores). The actual recoveries during the year, however, were Rs. 162.89 crores (Revenue : Rs. 62.28 crores; Capital : Rs. 100.61 crores). Significant cases of shortfall/excess in recoveries have been given in Appendix-III. Reasons for shortfall/excess have not been intimated (November 1989).

CHAPTER III

CIVIL DEPARTMENTS

SOCIAL WELFARE DEPARTMENT

3.1. Education and Welfare of the Handicapped

3.1.1. Introduction

With a view to providing socio-economic opportunities to physically handicapped persons, a programme for education and welfare of the handi-capped was introduced in the State immediately after its formation in November 1966. The objectives of the programme were to be achieved through the following measures/incentives :

(i) Providing financial assistance to physically handicapped persons in the form of scholarships, pensions and unemployment allowance;

(ii) Providing appliances and aids free of charge to economically weaker sections;

(iii) Providing medical facilities to deformed persons; and

(iv) Imparting training in different crafts for self employment.

The programme was implemented through execution of nineteen schemes, details of which are given in the appendix IV.

3.1.2. Organisational set up

Director, Social Welfare Department Haryana was in over all charge of the programme, which was implemented at district level by District Social Welfare Officers and Voluntary organisations.

3.1.3. Audit Coverage

Mention was made in Audit Report (Civil) 1987-88 Government of Haryana (Paras 3.4.9) about the implementation of two schemes (i) Training centre for blind adults, Sonipat including setting up of a production unit in the Centre, and (ii) Government Institute for Blind, Panipat (including Braille Library) out of nineteen schemes of this programme. A test check of records of the Directorate and its subordinate offices together with those of voluntary organisations was conducted (April-June 1989) in five districts (Ambala, Karnal, Rohtak, Hisar and Gurgaon) covering the period 1980-81 to 1988-89.

3.1.4. Highlights

The programme was implemented at a cost of Rs. 999.64 lakhs during 1980-81 to 1988-89.

(Paragraph 3.1.5)

—Out of nineteen schemes executed to implement the programme, targets in respect of fifteen schemes involving expenditure of Rs. 472.24 lakhs had not been fixed. **(Paragraph 3.1.6))**

—One hundred sixty six scholars who had failed in their annual examinations were paid scholarships amounting to Rs. 1.06 lakhs. **(Paragraph 3.1.7(i))**

—Expenditure of Rs. 4.69 lakhs on payment of scholarships to 538 drop outs was unfruitful.

(Paragraph 3.1.7(iv))

—There was an excess payment of Rs. 0.52 lakh on account of un-emoloyed allowance.

(Paragraph 3.1.9(ii))

—Ten Hand operated Bradma Machines alongwith plates worth Rs. 3.16 lakhs rendered idle were awaiting disposal. **(Paragraph 3.1.10(i))**

—Receipt of acknowledgement of money orders for Rs. 1.46 lakhs remitted to pensioners was not watched **(Paragraph 3.1.10(iv))**

—Utilisation certificates in respect of grants amounting to Rs.41.61 lakhs disbursed during 1985-86 to 1987-88 had not been furished by voluntary organisations. (Paragraph 3.1.11(a)(i))

—In District Handicapped Welfare Centre Rohtak. an expenditure of Rs. 7.50 lakhs was rendered unfruitful due to non engagement of professionals.

(Paragraph 3.1.11(b))

—In Haryana Saket Hospital a Lathe Machine purchased in April 1985 at a cost of Rs. 0.54 lakh had not been installed. (Paragraph 3.1.11(C)(i))

—No monitoring and evaluation of the programme was done. (Paragraph 3.1.12)

These points are discussed in detail in succeeding paragraphs :

3.1.5. Financial Outlay and Expenditure

The budget provision and expenditure there against on the programme during 1980-81 to 1988-89 was as under :—

Year	Budget provision	Expenditure	(—) Saving (+) Excess	Percentage
	(In lakhs of rupees)			
1980-81	26.65	27.31	(+)0.66	1
1981-82	46.71	46.10	(—)0.61	1
1982-83	54.40	54.39	(—)0.01	Nil
1983-84	81.14	80.17	(—)0.97	1
1984-85	89.82	90.32	(+)0.50	1
1985-86	149.79	149.77	(—)0.02	Nil
1986-87	166.86	166.71	(—)0.15	Nil
1987-88	158.89	157.91	(—)0.98	1
1988-89	226.97	226.96	(—)0.01	Nil
	1001.23	999.64	(—)1.59	

3.1.6. Physical targets and achievements

The department had fixed targets in respect of only four schemes namely (i) Scholarships (Centre and State) to physically handicapped students (ii) Pension to physically handicapped (iii) Unemployment allowance to physically handicapped, and (iv) provision of prosthetic aid; which were implemented by it directly and for the remaining fifteen schemes (Expenditure : Rs. 472.24 lakhs) executed through voluntary organisations/institutions, the department had not prescribed any targets. Physical targets and achievements in respect of the four schemes were as under :—

A. Scholarship

Year		Targets	Achievements Plan Schemes	Achievements Non plan Schemes
		(In numbers)		
1980-81	State	600	589	165
	Centre	100	163	—
1981-82	State	800	939	160
	Centre	150	282	—
1982-83	State	1000	1078	321
	Centre	250	263	—
1983-84	State	1500	1544	330
	Centre	300	293	—
1984-85	State	1800	2017	693
	Centre	500	545	—
1985-86	State	2500	3232	1214
	Centre	1000	444	—
1986-87	State	3000	3857	1270
	Centre	1200	597	—
1987-88	State	6000	4889	1115
	Centre	1150	560	—
1988-89	State	5000	5844	2660
	Centre	2000	916	—
		28850	28052	7928

B. Unemployment allowance

1983-84	500	—	543
1984-85	550	—	600
1985-86	600	—	638
1986-87	700	—	647
1987-88	600	—	490
1988-89	700	—	613
	3650		3531

C. Prosthetic aid

1980-81	50	446	—
1981-82	50	49	—
1982-83	500	893	118
1983-84	600	501	449
1984-85	700	1108	333
1985-86	1200	898	184
1986-87	1200	834	159
1987-88	1 200	829	304
1988-89	1200	878	1133
	6700	6436	2680

D. Pension

1980-81	—	—	—
1981-82	600	800	—
1982-83	2000	2247	—
1983-84	4000	3201	—
1984-85	4610	4610	—
1985-86	1500	1367	4610
1986-87	3000	3051	4610
1987-88	4000	2530	4610
1988-89	25240	25240	—
	44950	43046	13830

3.1.7. Scholarships (State) to physically handicapped

The scheme introduced in April 1968. aimed at assisting physically handicapped persons to secure education technical or professional training as would enable them to earn a living. A sum of Rs. 212.79 lakhs was spent on the scheme during 1980-81 to 1988-89.

The following points were noticed :

(I) In contravention of instructions which provide for cancellation of a scholarship in the event of the scholar failing in his annual examination, 166 scholars were paid scholarships amounting to Rs. 1.06 lakhs during 1980-81 to 1988-89, although they had failed in annual examinations. Reasons for allowing scholarships in these cases had not been intimated (July 1989).

(ii) Four hundred eighty four (484) students who had appeared in their eighth standard examination during 1980-81 to 1985-86 and 1988-89 were paid scholarships for the month of March also, though the final exami-

nation was completed in the month of February each year and they were entitled to receive the scholarships from the date of admission upto the month of annual/ final examination only. This resulted in excess payment of scholarships of Rs. 0.26 lakh.

(iii) In 78 cases scholarship was paid at full rate though the income of parents/guardians exceeded Rs. 1000 per month. This resulted in excess payment of Rs. 0.30 lakh. Reasons for allowing scholarship at full rate were not intimated (July 1989).

(iv) Five hundred thirty eight students dropped out of school during currency of their studies in classes (first to eighth) during academic sessions 1980-81 to 1988-89. Thus, the whole expenditure of Rs. 4.69 lakhs on payment of scholarships to them was rendered unfruitful.

(v) No evaluation of the scheme was done to ascertain its impact on beneficiaries nor were quarterly progress reports submitted by the heads of institutions to District Social Welfare Officers.

3.1.8. Scholarships (Centre) to physically handicapped students

The scheme was introduced (1977) with the same objectives as was envisaged for the State scholarships scheme, the only difference being that it was intended for the students from ninth class onwards. A sum of Rs. 37.40 lakhs had been spent on this scheme during 1980-81 to 1988-89.

The following points were noticed :—

(i) Thirty four students who had obtained less than 40 per cent marks in their previous annual examinations were paid (1986-87) scholarships amounting to Rs. 0.32 lakh in contravention of provisions of the scheme which envisaged payment to those candidates who had secured at least 40 per cent marks.

(ii) In contravention of provisions of the scheme scholarships amounting to Rs. 1.28 lakhs were

disbursed (1984-85 to 1988-89) in 117 cases without obtaining marksheets of scholars.

3.1.9. Un-employment allowance to physically handicapped

The scheme was introducted in April 1981 with a view to mitigating economic difficulties of educated un-employed handicapped persons. The scheme provided for payment of un-employment allowance at the rate of Rs. 50, Rs. 100 and Rs. 150 per month to matriculates, graduates and post graduates respectively, upto a period of six years in each case who were enrolled in the live register of employment exchanges. A sum of Rs. 25.60 lakhs was spent on this scheme during 1983-84 to 1988-89.

The following points were noticed :—

(i) The scheme envisaged furnishing of an affidavit by the handicapped person in the beginning of each financial year to the effect that he continued to be un-employed and his name was enrolled in the live register of the employment exchange. Un-employment allowance amounting to Rs. 0.42 lakh was however, paid in 55 cases in Rohtak district during 1987-88 without securing compliance of this requirement.

(ii) Although un-employment allowance was payable from the date of application or the date of registration in the employment exchange, whichever was later, yet in 89 cases the allowance was paid from the date of registration which fell earlier than the date of application. This resulted in excess payment of allowance of Rs. 0.52 lakh.

3.1.10. Handicapped persons pension scheme

The scheme introduced in 1979-80 (but implemented from 1981) provided for social security by way of financial assistance to handicapped persons who were without any means of livelihood. A sum of Rs. 242.18 lakhs was spent on the scheme during 1980-81 to 1988-89.

The following points were noticed :—

(i) Consequent upon introduction of computerisation of pension payments, ten hand-operated Bradma machines alongwith plates worth Rs. 3.16 lakhs acquired in March 1987 for expediting process of filling money orders forms to pensioners were rendered idle (June 1988). No action to dispose of these machines had been initiated (July 1989).

(ii) In 45 cases pension sanctioned (1980-81 to 1985-86) initially, on the basis of information furnished by applicants was found (2/82 to 12/85) to be inadmissible and further payment was stopped. By that time payment of Rs. 0.24 lakh had already been made to them. No action to recover this amount had been initiated by the department although (as enjoined in scheme) the amount was recoverable as arrears of land revenue.

(iii) Thirty one beneficiaries were paid pension twice (7/83 to 6/88) amounting to Rs. 0.25 lakh. The double payment was facilitated due to opening of duplicate personal ledger accounts of beneficiaries by the department. The department stopped (December 1984 June 1988) further payments to beneficiaries pending investigation of these cases.

(iv) In 353 cases, payment of pensions amounting to Rs. 0.93 lakh was made during 1980-81 to 1988-89 without obtaining money orders acknowledgement for the previous quarters. Thus, it could not be vouchsafed in audit whether payments had been made to the persons entitled to receive them. Similarly, in 107 cases money orders for pension amounting to Rs. 0.53 lakh remitted (4/83 to 3/88) in the first instance were received back un-delivered. These were again sent (10/85 to 6/88) but no acknowledgements thereof had been received (July 1989). The department had also not initiated (July 1989) any action to investigate the reasons for non receipt of acknowledgements in these cases.

(v) Under the scheme, cases of pensioners were required to be checked periodically by the Investigator or any other officer/official specially deputed for the purpose. No such check was, however, exercised during

1986-87 to 1988-89. In the absence of this check, payments of pensions to ineligible persons cannot be ruled out.

(vi) In contravention of the scheme which envisaged making payment of pensions either quarterly or at such shorter intervals, payment of pensions to handicapped persons was not made since July 1988 onwards.

3.1.11. Grants-in-aid

(a) General

According to grants-in-aid rules, grants are paid to those voluntary institutions which render welfare services to physically and mentally handicapped persons, delinquents, the aged and the infirm. A sum of Rs. 361.36 lakhs had been paid as grants-in-aid to nine such institutions during 1980-81 to 1988-89. The following points were noticed :—

(i) Utilisation certificates in respect of grants amounting to Rs. 41.61 lakhs disbursed during 1985-86 to 1987-88 were not furnished by institutions (July 1989).

(ii) None of the recipient institutions had maintained separate accounts of grants to facilitate inspection of such accounts by the department. Similarly, quarterly progress reports in respect of works undertaken by institutions were also not submitted to Government by these institutions.

(b) District Handicapped Welfare Centre, Rohtak

(i) In District Handicapped Welfare Centre, Rohtak set up for early detection/prevention and cure of disability amongst poor disabled persons, a sum of Rs. 7.50 lakhs was spent (1986-87 to 1988-89) on establishment, material and equipment but professionals such as Clinical Psychologist, Orthopaedic Surgeon, Mass Media Promoter etc., were not engaged for the purpose. The centre, however, incurred establishment expenditure of Rs. 0.90 lakh (included in Rs. 7.50 lakhs) on salaries of the staff whose services could be utilised only when the professional had been engaged. Thus expenditure of Rs. 7.50 lakhs was rendered unfruitful.

(ii) The Centre had an un-spent balance of Rs. 2.60 lakhs as on 31-3-1989 out of the total grant of Rs. 10.00 lakhs paid to it during 1985-86 and 1986-87. Neither was the Government sanction to utilise this amount after 31st March each year obtained nor was the amount refunded into Government treasury (April 1989).

(c) Haryana Saket Council

Haryana Saket Hospital at Chandi Mandir, with its management vested in Haryana Saket Council Chandigarh, was set up in 1957 for providing medical facilities including surgery, occupational therapy, Psychic therapy and imparting training for rehabilitation of physically handicapped poor persons. A sum of Rs. 62.07 lakhs was paid as grants-in-aid to the hospital during 1980-81 to 1988-89.

The following points were noticed in audit :—

(i) One copy right lathe machine purchased by the hospital in April 1985 at a cost of Rs. 0.54 lakh for manufacture and improvement of quality of artificial limbs, had not been installed (July 1989). The department attributed (July 1989) non-installation of the machine to non-cooperation of the supplier. It was, however, observed that as per firm's claim finalised (April 1985) no element of installation charges were paid. Further no liability of firm for installation of the machine could be verified from records.

(ii) Out of grants-in-aid of Rs. 2.00 lakhs released to new Saket Hospital at Panchkula during 1982-83 for construction of boundary wall of the hospital, a sum of Rs. 1.34 lakhs was spent on the construction and the un-spent balance of Rs. 0.66 lakh was refunded (February 1986) to Saket Council by Public Works Department. The unspent balance was, however not deposited by the Council into Government treasury (July 1989).

(iii) Raw material worth Rs. 3.00 lakhs was issued to various sections during 1984-85 to 1988-89 but no job registers/finished goods registers were maintained contrary to provisions of rule 1.10 of Accounting Procedure adopted by the Saket Council. In the absence of these records, no control against pilferage was possible.

(iv) Saket Council rules do not provide for sales on credit to departments/individuals. A sum of Rs. 3.24 lakhs was outstanding as on 31st March 1989 against various Government departments/organisaions/individuals on account of finished goods supplied to them during 1974-75 to 1989 on credit. Of these dues, an amount of Rs. 2.21 lakhs was upto one year old, Rs. 0.19 lakh upto 5 years (but more than one year old), Rs. 0.78 lakh upto 10 years (but more than 5 years old) and Rs. 0.06 lakh was more than 10 years old.

No special steps were taken to liquidate arrears.

(d) Other points

(i) Rupees 0.27 lakh were outstanding as on 31st March 1989 against various Government departments/individuals on account of credit sales by Welfare Centre for Hearing and Speech Handicapped Gurgaon.

(ii) Out of total grant of Rs. 7.37 lakhs released to Welfare Centre for Hearing and Speech Handicapped. Gurgaon during January to May 1982 for purchase of land at Gurgaon, Rs. 4.63 lakhs were spent (1982-83) for this purpose and unspent balance of Rs. 2.74 lakhs was spent (1982-83) on general maintenance of the Centre instead of refunding it to Government.

3.1.12. Monitoring and Evaluation

No monitoring and evaluation of the programme was done by the department at any stage to ascertain impact of the programme on beneficiaries.

3.1.13. The matter was reported to Government in August 1989; reply has not been received (April 1990).

PUBLIC RELATIONS DEPARTMENT

3.2. Information and Publicity

3.2.1. Introduction

With a view to mobilising public opinion and seeking active participation of people in the execution of

developmental activities of the Government in the plan periods the programme was launched in the composite State of Punjab.

These objectives were proposed to be achieved through displaying advertisements, arranging community listening, exhibitions, hoardings, documentary and feature films, publicity literature, promotion of cultural programme, and through the creation of infrastructure such as setting up of information centres, strengthening of publicity wing research and reference wing and opening of publicity units/offices at district and tehsil level. For this purpose 23 and 8 schemes (detailed in Appendix V remained in operation during 6th and 7th Plan period respectively.

3.2.2. Organisational set up

Director of Public Relations, Haryana is in overall charge of implementation of the programme. At district level, the programme is executed by the District Public Relations Officer (DPRO)

3.2.3. Audit coverage

A test check of records of the Director Public Relations Haryana and District Public Relations Officers Ambala, Karnal, Rohtak and Hisar from 1980-81 to 1988-89 was conducted during October 1988-March 1989

3.2.4. Highlights

42 defective T.V. sets worth Rs. 1.61 lakhs supplied during 1985-86 by a firm were yet to be repaired/replaced (Paragraph 3.2.8 (iii))

—Non-consumption of T.V. spare parts resulted in blocking of funds of Rs. 1.48 lakhs. (Paragraph 3.2.8 (ix))

—An expenditure of Rs. 2.24 lakhs was incurred on salary of technical staff relating to hoarding scheme whereas hoardings worth Rs. 1.49 lakhs were got prepared from private parties instead of departmental staff, (Paragraph 3.2.9)

—Excess expenditure of Rs. 0.76 lakh was incurred on news-papers and magazines by field offices.

(Paragraph 3.2.10(ii))

—Wasteful expenditure of Rs. 1.29 lakhs was incurred on purchase of books other than reference books for supply to information centres.

(Paragraph 3.2.10 (v)(a))

—Irregular termination orders resulted in an extra expenditure of Rs. 1.90 lakhs on account of payment to work charged employees.

(Paragraph 3.2.11(c))

—Wasteful expenditure of Rs. 1.48 lakhs on pay and allowances of establishment was incurred even after the withdrawal of posts of Assistant Public Relations Officer and other technical staff.

(Paragraph 3.2.11 (d))

—Wasteful expenditure of Rs. 10.29 lakhs on the purchase of camera was incurred as it was not put to use since its purchase.

(Paragraph 3.2.14(i))

—Editing table worth Rs. 0.52 lakh was not put to use resulting in extra expenditure of Rs. 4.18 lakhs incurred on getting editing of films done through private channels.

(Paragraph 3.2.14(ii))

—Infructuous expenditure of Rs. 6.16 lakhs on pay and allowance of staff under 'Rural Community Theatre Unit' was incurred as no performance was given due to non-provision of infrastructural facilities.

(Paragraph 3.2.15)

—There was avoidable expenditure of Rs. 7.50 lakhs for participation in an industrial exhibition organised by a political party.

(Paragraph 3.2 and 17 (b))

These points are discussed] in detail in the succeeding paragraphs.

3.2.5 Financial outlay and expenditure

Year	Budget provision		Expenditure	
	Non plan	Plan	Non Plan	Plan
	(In lakhs of rupees)			
1980-81	102.12	14.43	99.52	13.55
1981-82	147.73	25.65	140.14	22.26
1982-83	184.38	23.60	181.49	23.62
1983-84	179.24	23.99	171.54	22.02
1984-85	209.21	29.05	196.53	28.51
1985-86	250.58	61.06	244.46	76.47
1986-87	261.35	90.45	249.14	64.09
1987-88	307.44	81.00	293.40	47.18
1988-89	329.41	122.00	337.94	62.35
Total	1971.46	471.23	1914.16	360.05

Saving (—) Excess (+)		Percentage	
Non Plan	Plan	Non Plan	Plan
(—) 2.60	(—) 0.88	3	6
(—) 7.59	(—) 3.38	5	13
(—) 2.89	(+) 0.02	2	Nil
(—) 7.70	(—) 1.97	4	8
(—) 12.68	(—) 0.54	6	2
(—) 6.12	(+) 15.41	2	25
(—) 12.21	(—) 26.36	5	29
(—) 14.04	(—) 33.82	5	42
(+) 8.53	(—) 59.65	2	49
(—) 57.30	(—) 111.18		

There was saving under plan during 1986-87 to 1988-89 which varied from 29 per cent to 49 per cent whereas there was excess of 25 per cent during 1985-86.

Reasons for saving/excess were not intimated (July 1989).

3.2.6. General achievements

There was a large saving during 7th Plan period on account of non-achievements/norms in certain schemes as shown below :—

(i) Under Community Viewing Scheme, 1484 villages were provided TV sets against a target of 5000 upto March 1989 and a scheme for setting up tele-clubs in village information centres, schools and other selected institutions to know the impact of TV and to involve viewers was not implemented at all.

(ii) Under Hoarding Scheme, against 100 hoardings 50 hoardings were only prepared.

(iii) Opening of new Information Centres at each tehsil headquarter was proposed during 6th and 7th Plan but against 21 centres, only 6 were added. From 1986-87 20 village panchayats of each district were selected for providing two daily Hindi News-papers and an equal number was to be added during succeeding years to cover all village panchayats but it remained restricted to 480 panchayats till March 1989.

(iv) Field publicity staff was not provided with requisite portable sound equipment.

(v) Rural Community Theatre Unit of the department which was required to organise cultural theatre in the rural areas to project the rich heritage, remained idle due to non-provision of essential infrastructural facilities. Further Cultural Activity cell did not organise requisite number of annual folk festivals, dances, workshops due to non-posting of artists and providing independent vehicles in time.

3.2.7. A-Community Listening Scheme

This scheme was introduced during 1956-57 (in the composite State of Punjab) and continued upto 5th Five Year Plan (1974-79). Under this scheme one radio set was to be provided to every village panchayat/institution at 1/3rd cost of the set recoverable from the panchayat/institution before supply of the set and 2/3rd was to be borne by Government. As per agreement executed by the department with gram panchayat/institution life of the radio set was fixed at 10 years from the date of supply to a gram panchayat/institution. Out of 6731 villages, as per 1971 census, of the State, 3787 villages only were provided with radio sets by the Director Public Relations to the end of 5th Plan period (1974-79). During 6th Plan (1980-85) a provision of Rs. 0.25 lakh only was made for purchase of spare parts under the scheme and no provision either for spare parts or repairs was made in the annual plan 1979-80 and 7th Plan (1985-90) under the scheme.

(i) As the position of working of 2197 radio sets out of 3787 sets in the State was not made available it could not therefore be ascertained whether these were in working order or out of order or had outlived their life.

(ii) The position of 1590 radio sets in the selected districts as made available was as under :—

Name of District	Total villages in 4 districts as on 31-3-1979 (based on 1971 census)	Number of radio sets provided in villages	Shortfall		Number of sets in working order as on 31st March 1989	Number of sets not in working order and outlived their life	Since when
			No.	Percentage			
Ambala	1221	582	639	52	256	326	1983
Rohtak	435	361	74	17	20	341	1985
Hisar	475	325	150	32	Nil	325	1985
Karnal	592	322	270	46	40	282	1984
	2723	1590	1133		316	1274	

(a) Budget provision for purchase of sets during 6th/7th Plan was, however, not made.

(b) Out of 1590 radio sets provided, 316 sets were in working order (March 1989) and the remaining 1274 sets were out of order. These were stated to have outlived their life during 1983 to 1985 but no action to dispose them of had been initiated by the department (April 1989). These sets were not even returned to the department in contravention of the provision of the scheme.

3.2.8. Installation of Television Sets

The utility of Television Sets (TV) from the publicity point of view being greater, Government of India approved the proposal of the State Government for installation of T.V. sets during the 4th Five Year Plan. There are 6745 villages in the State as per 1981 census. As per the scheme 50 per cent cost of the T.V. sets was recoverable from the allottee Panchayat/school and the balance 50 per cent was to be borne by the State Government. During 1970-71 to 1984-85, 413 T.V. sets were purchased and installed in the panchayat ghars/schools falling within the range of Delhi Television station. To get full advantage of T.V. transmission in the State, it was proposed in the 6th plan to install one community T.V. set in each village and during 7th Five Year Plan 6274 more villages were to be covered in phased manner i.e., 1250 sets in each year from 1985-86 to 1988-89 and 1274 sets in 1989-90 against which 1058 sets in 1985-86 and 450 sets in 1986-87 were purchased from the Haryana Telebird Company (A State Government Undertaking) for Rs. 54.89 lakhs out of which 1484 sets were allotted to gram panchayats/schools upto March 1989.

(i) Achievement of targets during first four years of the Plan was 30 per cent (1484 out of 5000).

(ii) 1058 TV sets purchased in March 1986 were issued to the District Public Relation Officers (DPROs) of the 12 districts in April 1986 for further allotment to the willing gram panchayats/schools of the respective

villages (preference was to be given to gram panchayats). It was noticed in audit that DPROs took six months in installation of T.V. sets in their districts. Soon after installation of these sets frequent complaints regarding manufacturing defects/sub-standard material were brought to the notice of the department in September/October 1986.

(iii) 42 defective TV sets valuing Rs. 1.61 lakhs returned by gram panchayats were lying under repairs in the district workshops till March 1989. No steps were taken to get them repaired or replaced.

(iv) Despite defective supply (March 1986) another supply order for 450 TV sets was placed on the same company in March 1987 by the department. These were installed in village panchayats/schools after a period of two years from the date of purchase because of the complaints of sub standard material used in television sets.

(v) As per agreement executed with the allottee at the time of installation of T.V. sets its life was fixed as 10 years after which allottee was required to return it to the department. 286 T.V. sets installed during 1970-71 to 1978-79 had outlived their life of which 189 sets valuing Rs. 4.60 lakhs were out of order and not in repairable condition. No action was initiated for receiving back 286 sets and getting 189 sets condemned (July 1989).

(vi) The district-wise distribution of TV sets from 1970-71 to 1988-89 in respect of selected districts was as under :—

Serial number	Name of district	T.V. sets allotted to Gram panchayats	Government Schools	Other Institutions	Total
1.	Hisar	191	10	Nil	201
2.	Karnal	162	1	Nil	163
3.	Rohtak	53	75	1	129
4.	Ambala	137	27	2	166
		543	113	3	659

(a) Out of 659 sets, 543 were installed in gram panchayats, 113 in Government Schools and 3 in other institutions i.e. Gandhi Harijan Sewa Ashram, Rohtak, Milk Society Taruwala and Haryana Kust Ashram, Ambala, in contravention of the provision of the scheme.

(b) 50 per cent cost of 14 T.V. sets amounting to Rs. 0.25 lakh was borne by the Commissioner/Deputy Commissioner Ambala from Government funds on behalf of gram panchayats during May 1987 to December 1988. This had resulted in hundred per cent payment of 14 sets by Government in violation of the provision of the scheme.

(c) Out of 543 sets allotted to gram panchayats (during 1979 to 1989), 349 were installed in private houses of gram sarpanches in place of panchayat ghars/ chaupals.

(d) 4 TV sets worth Rs. 0.15 lakh were provided to both gram panchayats and schools in Narnaund and Mohmedpur Rohi villages and one set worth Rs. 0.03 lakh in Urban Area Fatehabad by the DPRO Hisar in contravention of the instructions issued by the department under the scheme.

(e) 50 per cent cost of 113 T.V. sets installed in Government schools was met from student funds without obtaining willingness of gram panchayats as preference was to be given to panchayats and only in the case of their un-willingness were the sets to be installed in village schools.

(vii) There was a provision of Rs. 291.84 lakhs in the 7th Plan (1985-1990) for setting up a mobile workshop alongwith connected infrastructure, against which 3 mobile vans costing Rs. 2.94 lakhs were purchased and provided to 12 districts (one for 4 districts) with headquarters at Karnal, Gurgaon and Hisar for repair and installation of TV sets during 1986-87.

(viii) In order to know the impact of TV sets, programme and to involve viewers, it was also proposed to establish a tele club at each of the information centres, selected schools and institutions. For this purpose

a provision of Rs. 3.10 lakhs was made for purchase of 86 TV sets during 1985-90 but this scheme was not implemented (March 1989).

(xi) TV spare parts valuing Rs. 2.13 lakhs in bulk were purchased by the Director, Public Relations Haryana during 1986-87 and 1987-88 and were issued to the DPROs in the districts. As per consumption reports of spare parts submitted to the Director by field officers parts valuing Rs. 0.65 lakh were only consumed from April 1986 to March 1989 and the remaining parts worth Rs. 1.48 lakhs were lying with them at the end of March 1989. There was no provision for purchase of spare parts in the 7th Plan (1985-90) as the cost of spare parts was to be borne by the beneficiaries and department was to render free service.

3.2.9. Hoardings

This new scheme of visual publicity was introduced during 1979-80 under which staff, consisting of a visualizer, painter, store clerk, stenographer and peon was recruited under the scheme. They were required to prepare hoardings, tin plates and bus boards depicting Government policies and programmes. No plan targets were fixed for preparation of 100 hoardings to be fixed on G.T. Road, other National and State Highways, and 100 to be fixed in rural areas for which provision of Rs. 9.25 lakhs and Rs. 3 lakhs was made in the 6th and 7th Plan respectively.

Test check revealed that 50 hoardings worth Rs. 1.49 lakhs were prepared from private parties between 1980-81 to 1982-83 and 1984-85 instead of purchasing raw material and getting them prepared from the departmental staff which was recruited for this purpose.

A sum of Rs. 2.24 lakhs had been incurred on the pay and allowances of visualizer and painter exclusively appointed for these jobs from 1980-81 to 1988-89 by the department. The reasons for not utilising the services of the technical staff have not been intimated by the department (July 1989).

3.2.10. Information centres

(i) This scheme was introduced during 3rd Five Year Plan. These centres function at district headquarters as bureau of information and publicity of Government activities through departmental journals, periodicals, reference books, daily news papers and magazines etc. This scheme continued upto 5th Five Year Plan. During 6th Five Year Plan, it was decided to extend this scheme to all 46 tehsil headquarters. It was proposed to set up 10 more information centres with a provision of Rs.27.80 lakhs during the 7th Five Year Plan in addition to the 26 centres already existing. 5 centres only at a cost of Rs. 4.91 lakhs were, however, set up during first four years of the plan.

(ii) There were 11 information centres in the districts selected, a test check of which revealed as under :—

A(i) Daily news-papers and magazines for each information centre were required to be purchased by each DPRO within sanctioned amount annually varying from Rs. 300/- to Rs. 550/- during 1985-86 to 1988-89. The sanctioned amount limit was not adhered to resulting in excess expenditure of Rs. 0.76 lakh (Ambala : Rs. 0.21 lakh; Karnal : Rs. 0.24 lakh; Rohtak : Rs. 0.19 lakh and Hisar : Rs. 0.12 lakh) from April 1985 to December 1988.

(ii) No uniform system was adopted by these centres for purchase of news-papers and magazines as would be seen from below : –

District	News papers	Magazines
Hisar	10	8
Rohtak	12	8
Ambala	7	7
Karnal	11	9

(iii) 4 to 5 daily news-papers and a few magazines costing Rs. 0.41 lakh (Hisar : Rs. 0.12 lakh; Karnal Rs 0.13 lakh; Ambala : Rs 0.11 lakh and Rohtak : Rs 0.05 lakh) meant for information centres were supplied to Deputy Commissioner (DC) during 1980-81 to 1988-89.

In reply, it was stated that no order/direction of Government in this behalf were on record.

(iv) In 3 districts (Karnal, Rohtak and Hisar) clippings from daily news papers meant for information centres were put up to DCs/Sub-Divisional Magistrates on the following day whereas DPRO Ambala was purchasing a separate set of daily news papers for this purpose which had resulted in avoidable expenditure of Rs. 0.20 lakh from April 1980 to March 1989.

(v)(a) As per the Scheme, the Directorate was required to supply reference books to information centres. Other books such as auto-biographies of prominent persons and short stories etc., costing Rs. 1.29 lakhs were purchased and supplied to these centres during 1980 to January 1989. The books supplied by the Directorate were retained in DPROs office instead of issuing them to centres, DPRO Hisar stated that a set system for issue of these books was yet to be rationalised.

(b) Annual physical verification of these books was not got done in any of the centres except Hisar (upto February 1987).

B. A new scheme of supplying Hindi news-papers in rural areas was introduced in 1986-87 according to which each panchayat (having its own building-panchayat ghar) would be supplied 2 Hindi daily news-papers by mail, in such a manner that cost per panchayat should not exceed Rs. 1000/- annually. 240 panchayats (of 12 districts) were to be covered during 1986-87 which were to be extended gradually to 480 and 720 panchayats in 1987-88 and 1988-89 respectively as per annual plan but this scheme remained resctricted to 480 panchayats thereby resulting in shortfall of 240 panchayats (33 per cent).

(a) It was noticed that payment of Rs. 0.44 lakh was made (March 1987) to the proprietors of Nav Bharat Times (Rs. 0.23 lakh) and Punjab Kesri (Rs. 0.21 lakh) for the period from June 1986 to October 1986 on advance bills without getting these bills verified from field offices though irregular supply of news-papers was reported by some panchayats to the departments.

(b) News-papers were supplied to 69 panchayats (Hisar: 20; Karnal : 20; Ambala : 14; Rohtak : 15) out of 80 in 1986-1987, 103 (Hisar : 37; Karnal : 36; Ambala : 25 and Rohtak : 5) out of 160 in 1987-88 and 69 (Hisar : 37; Karnal : 6; Ambala : 22 and Rohtak 4) in 1988-89 out of 160 panchayats and funds of Rs. 0.65 lakh provided for the purpose were diverted and utilised on other miscellaneous expenses relating to office expenses and maintenance of vehicle etc. during November 1986 to December 1988 as per details given below :—

Karnal	Rs. 0.14 lakh
Rohtak	Rs. 0.24 lakh
Hisar	Rs. 0.09 lakh
Ambala	Rs. 0.18 lakh
	Rs. 0.65 lakh

Curtailment of facility to panchayats and un-authorised diversion of funds was yet to be justified (July 1989).

(c) An amount of Rs. 0.18 lakh was paid by the DPRO Karnal to local newspaper agent during 1987-88 without any details/names of gram panchayats (on the bills) to whom news-papers were supplied by the agent. It was further noticed that bills of 42 panchayats against 39 panchayats in existence were admitted and paid (September 1987) by the DPRO.

(d) 480 indication and display boards were supplied by the Directorate at the rate of 40 each to the DPROs in April 1988. Indication boards were to be installed

outside the Gram Panchayat for showing way to information centres and display boards inside the centres for displaying Government periodicals and other printed material etc. available. There was abnormal delay in installation of these boards as detailed below :

District	Boards supplied	Installed	
		No.	Period
Ambala	40 each	40	February 1989 to July 1989.
Karnal	40 each	26	May 1988 to August 1988.
Rohtak	40 each	16	May 1988 to October 1988.
Hisar	40 each	37	May 1988.
	160 each	119	

Balance 41 boards were still lying with DPROs (July 1989). In the absence of these boards it was likely that village folk remained unaware of the existence of information centres.

3.2.11. Field Publicity

(i) To conduct monthly meetings, group discussions, bhajans, songs and drama performances and to hold cinema shows etc. at district, tehsil, block and village level, 57 field publicity assistants (FPA), 12 Drama Units, 21 Cinema Units, 22 Bhajan Parties and 97 Block Publicity Workers were operating in the State under the control of DPROs as on 31st March 1985. In 7th Plan, existing FPAs were proposed to be provided with portable sound equipment, audio visual aid and magaphones etc. at a cost of Rs. 16.34 lakhs but no budget allotment was made in this regard and this equipment had not so far been arranged (March 1989). Further 5 Cinema Units and 48 Bhajan Parties were to be established with plan outlay of Rs. 56.21 lakhs against which

3 cinema units and 48 Bhajan parties were added to the existing field publicity staff at a cost of Rs. 30.57 lakhs (approximately) during first four years of the plan.

(ii) There were 10 field publicity assistants, 1 lady field publicity assistant, 3 district publicity organisers and 1 lady district publicity organiser in the district selected for test check. The performance of these publicity units revealed the following :

(a) One drama unit at each district headquarter with target of 144 dramas or 96 dramas and 120 cultural programmes in a year was established and its achievements during 1986-87 to 1988-89 were as under :—

Target achieved during each year

Name of district	1986-87		1987-88		1988-89	
	Drama	Cultural Programme	Drama	Cultural Programme	Drama	Cultural Programme
Ambala	173	Nil	172	Nil	94	Nil
Karnal	Not available		80	136	50	138
Rohtak	156	Nil	160	Nil	118	Nil
Hisar	201	Nil	214	Nil	111	Nil

Targets were not achieved by Ambala, Rohtak and Hisar districts in 1988-89 and Karnal district in 1987-88 and 1988-89. Reasons for non-achievement of targets were not intimated by the department (July 1989).

(b) There were 2 Cinema Units each at district and tehsil headquarters and each unit had to arrange 2 Cinema shows in a month i.e. 144 shows in a year.

Achievement from 1985-86 to 1988-89 was as under :—

Name of District	Number of cinema unit	Target	Norms achieved during each year 1985-86	1986-87	1987-88	1988-89
Hisar	2	288	330	222	134	151
Rohtak	2	288	288	305	300	209
Karnal	2	288	288	288	288	243
Ambala	2	288	N.A.	191	265	206

The requisite norms were not achieved by Hisar and Ambala districts during 1986-87 to 1988-89. DPRO Ambala and Hisar attributed the shortfall mainly due to projector remaining out of order and creation of new cinema unit at Hansi (August 1988).

(c) Services of 97 block publicity/Bhajan parties workers who had rendered continuous service of 240 days and more were terminated without assigning any reason by the Director Public Relations Haryana during July 1987 and in their place fresh recruitment was made. Against these orders, terminated workers filed suit in the Punjab and Haryana High Court and their termination orders were held illegal (September 1988) by the court on the ground that they had rendered continuous service of 240 days and their services could not be terminated without assigning any reason. Irregular orders of the Director had resulted in payment of Rs. 1.90 lakhs as emoluments for termination period from August 1987 to November/December 1987 during which no departmental work was done by them.

(d) With a view to approaching a large number of people a new scheme 'Establishment of Field Publicity Units' at tehsil headquarters consisting of Assistant Public Relations Officers (APROs), Cinema Operator, Driver, Generator Operator, clerk, peon and a Chowkidar was introduced during 5th Plan Period, and 11 such units

were established during this period, 1 unit was established during 6th Plan period. During 7th Plan (1985-90) 5 Units were proposed to be established on the existing pattern against which only 4 units were established till March 1989.

It was noticed that the post of APROs of Fatehabad and Naraingarh were withdrawn from August 1982 and August 1987 respectively and as such Cinema Operator, Driver alongwith Cinema van were withdrawn from these offices from the same date and attached to district headquarters but posts of Clerks and peons were not withdrawn, rendering them idle for which an amount of Rs. 1.48 lakhs from August 1982 to March 1989 (Hisar : Rs. 1.24 lakhs and Ambala : Rs. 0.24 lakh) was incurred on their pay and allowances by the DPROs Hisar and Ambala.

3.2.12. Research and Reference wing (RR)

(a)(i) For setting up micro processor computer in the section for ready reference systematic collection; compilation, editing and publication of data, the department got software prepared worth Rs. 0.54 lakh for use in the computer from Haryana State Electronic Development Corporation (HARTRON) and 50 per cent advance payment of Rs. 0.27 lakh was made in March 1987. The computer had not so far been purchased and software procured was lying idle (March 1989).

(ii) 14 sets each of leading daily news-papers (15 numbers) were being purchased and provided to press wing of the department out of which 10 sets were being used for clipping purposes since the date of formation of Haryana. Though Press Wing was provided with photostat machine from 1982-83 onwards yet the department continued purchasing 9 sets of daily news papers for clipping purposes (March 1989) resulting in unnecessary expenditure of Rs. 3.40 lakhs on 9 sets of news papers from 1982-83 to March 1989 as specific material could be got photocopied at a nominal cost.

(iii) During 1982-83 when 260 news-papers were purchased each day, 57.90 quintals old news-papers were sold in auction during that year. The purchase

of papers increased from 304 to 407 per day but auctioned weight, however, was reduced by 10.22 quintals to 43.47 quintals during 1983-84 to August 1988, resulting in less realisation of revenue of Rs. 0.40 lakh. Reasons for shortfall were not investigated.

3.2.13. Publicity compaign regarding welfare of Scheduled Castes (SC)

Special component plan for the welfare of SC was framed and introduced during 7th Plan which inter-alia, provided creation of a cell for co-ordination with different departments for which a provision of Rs. 1.30 lakhs was made. It was observed that the cell was created during March 1983 and an expenditure of Rs. 1.23 lakhs was incurred (1983-84 to 1984-85) on pay and allowances of staff but no progress thereof could be substantiated from record.

3.2.14. Films

A film unit for production of news reels and documentary films for projection of developmental activities under plan was functioning and an amount of Rs. 25 lakhs was provided in 6th plan for purchase of Arriflex cameras and other connected equipments for producing good quality films. During 7th Plan a provision of Rs. 34 lakhs was further made for TV and video sets under which 3 video sets with necessary equipment were to be purchased.

A test check of records revealed the following :—

(i) 35 MM Arriflex Camera No BC III valuing Rs. 10.29 lakhs was purchased during July 1982 (through Controller of stores) and provided to the unit in August 1982 for shooting of feature films. It was, however, not put to use, as no feature film was prepared by the department from the date of its purchase (March 1989).

(ii) An editing table valuing Rs 0.52 lakh provided to the unit during 1973 was not put to use since 1980-81 the date of shifting of office to the present

building due to non-provision of three phase electric connection in the building with the result that the department had to incur an avoidable expenditure of Rs. 4.18 lakhs (approximately) on account of editing charges of news reels and documentaries prepared and got edited from a Bombay firm during 1980-81 to 1988-89.

(iii) No norm for production of documentaries was fixed by the department. From 1980-81 to 1988-89 only 23 documentary films were prepared.

(iv) Two video units (3/4" and 1/2") and VCRs worth Rs. 6.29 lakhs were purchased in March 1987 but required technical staff was not provided to the film unit and no publicity work through video screening in the villages was therefore done by the department. While one video set (3/4") and VCR worth Rs. 5.93 lakhs were lying idle since their purchase, the other video (1/2") and VCR worth Rs. 0.36 lakh were being used by photo cum cinema officer for coverage of VIP functions etc. 9 Master prints of 1/2" Video Cassettes valuing Rs. 0.23 lakh based on developmental activities of State prepared by the department were not put to use as the programme for which these cassettes were prepared was yet to be approved by Government (March 1989).

3.2.15. Rural Community Theatre Unit (RCTU)

To project the policies, programmes and achievements of Government in rural communities and to impart training to rural artists in the art of theatre, a rural community theatre unit was established during 1981-82 with headquarters at Chandigarh, which was later on shifted to Karnal in January 1987 being a central place for organising theatre in rural areas. Scrutiny of records relating to this unit revealed that it did not give any performance from the date of its inception to December 1987, in February 1988 and from December 1988 to March 1989 due to the absence of essential infrastructure facilities such as proper accommodation and independent mobile van for the unit. As such the entire staff remained idle, resulting in wasteful expenditure of Rs. 6.16 lakhs on pay and allowances till March 1989. Further, an expenditure of Rs. 0.16 lakh was incurred

by the District Public Relations Officer, Karnal during 1987-88 on preparation of the stage for artists of Rural Community Theatre Unit which had not been put to use. Reasons for incurring wasteful expenditure were not intimated (July 1989).

3.2.16. Promotion of Cultural Activities

A cell for promotion of Cultural Activities was created in 1969 and was functioning at Chandigarh. In order to project and promote Haryana culture, during 7th Plan it was proposed to expand the existing cell by appointing one Assistant Cultural Affairs Officer and One State Manager cum store Incharge for which a provision of Rs. 17.00 lakhs was made in the Plan period to hold annual folk festivals and present the rich cultural heritage of Haryana in other parts of the world.

A cultural complex was also proposed to be established some where in Haryana in which regular training centres were to be set up for imparting training in folk style of music, dance and theatre for which a token provision of Rs. 12.00 lakhs was made during the plan period.

(i) It was noticed that only an amount of Rs.1.51 lakhs was spent on arranging folk festivals, dances, workshops etc., against the provision of Rs. 17.00 lakhs during 1985-86 to 1988-89 and the shortfall was attributed (April 1989) by the department to non-provision of proper staff.

(ii) No Cultural troupe was sent abroad so far (March 1989).

(iii) No action for setting up of a cultural complex had been initiated (March 1989).

3.2.17. Exhibition Wing

The department set up an exhibition wing to apprise the people of the State of the policies and programmes of the State Government in various fields through rural, urban and industrial exhibitions and through hoardings and panels in rural and urban areas of the State and

an expenditure of Rs. 252.72 lakhs was incurred during 1980-81 to 1988-89.

(a) The department participated in an Industrial Exhibition organised in Bombay by a political party on the occasion of their Centenary Plenary session in 1985-86 and an expenditure of Rs. 9.56 lakhs was incurred by the department. As the exhibition was organised by a political party, the participation of Government department at public expense was not proper.

(b) The space hired belonged to Maharashtra Government and was allotted to the political party for 4 days @ Rs. 5/- per 100 square yards per day. 555 square yards (5000 sq. ft) of land was used for erection of pavillion by the Haryana Government for which rent payable on this basis worked out to Rs. 111/- only whereas an amount of Rs. 7.50 lakhs (Out of total expenditure of Rs. 9.50 lakhs) was paid as rent to Industrial Exhibition Committee of the political party. Reasons for excess payment of rent had not been intimated (July 1989).

3.2.18 Monitoring and evaluation

No monitoring and evaluation of any programme covered under the scheme was conducted to see that benefits envisaged had actually reached the beneficiaries.

3.2.19 The matter was reported to Government in August 1989; reply has not been received (April 1990).

SCIENCE AND TECHNOLOGY

3.3 Integrated Rural Energy Programme

3.3.1 Introduction

With a view to meeting energy crisis in rural areas by harnessing renewable sources of energy which are locally available in the rural areas, to develop alternative sources of energy, to bring about improvement in the general and economic standards of living of the rural population and to create general awareness in them about the adoption of improved devices, Government of India introduced Integrated

Rural Energy Programme (IREP), a Centrally sponsored scheme in selected blocks of 7 States in the country during 1982-83. In Haryana, the programme was launched in July 1982, initially in the Raipur Rani block of Ambala district and thereafter extended to blocks of other districts (Karnal and Hisar : 1985-86; Dadri and Jhajjar : 1986-87; Narwana and Rewari : 1987-88; and Kharkhauda, Baragudha : 1988-89).

The programme envisaged demonstration of energy devices like wind mills, solar water heating system, solar cooker, radio modules, television on solar power pack, bio-gas plants, bullock carts, Nutan stoves etc. to motivate the rural population to use these alternative sources of energy, for which subsidies at varying rates ranging between 25 and 100 per cent were admissible to small/marginal farmers as well as other beneficiaries.

3.3.2 Organisational set up

At the State level, the Economic and Statistical Advisor (Planning) was in overall charge of the programme till 1984-85, when its implementation was entrusted to the Director, Science and Technology Haryana. At the district level, the programme was executed by District Rural Development Agencies (DRDAs) with the help of concerned staff at the block level.

3.3.3 Audit coverage

A test check (September to December 1988 and March 1989) of records of the Director, Science and Technology Haryana and Additional Deputy Commissioner-cum-Chief Executive Officer of the DRDAs was conducted in Raipur Rani, Karnal and Hisar-II blocks of Ambala, Karnal and Hisar districts covering the period 1982-83 to 1988-89.

3.3.4 Highlights

—A sum of Rs. 98.69 lakhs was spent on the programme against the budget provision of Rs. 137.37 lakhs and exhibition/demonstration programme were not executed. (Paragraph 3.3.5)

—The progress reports submitted by the Blocks to the department indicated inflated figures of achievements. (Paragraph 3.3.6)

—Interest of Rs. 1.01 lakhs earned by a block was utilised for meeting expenditure instead of crediting it to the department for meeting further instalment of grant. (Paragraph 3.3.7.(ii))

—There was wasteful expenditure of Rs. 3.79 lakhs on purchase of damper sets. (Paragraph3.3.8)

—Supervisory fee of Rs. 0.53 lakh was paid without watching satisfactory performance of chulhas. (Paragrapg 3.3.9)

—Plantation of trees which could not be used as fuel-wood and fodder was done at a cost of Rs. 1.76 lakhs. (Paragrapn 3.3.10(i))

—Excess subsidy of Rs. 0.72 lakh was paid owing to installation of biogas plants of higher capacity. (Paragraph 3.3.11)

—99 Solar Cookers valuing Rs. 0.39 lakh were not accounted for in books. (Paragraph3.3.12(ii))

—There was an infructuous expenditure of Rs. 0.86 lakh on wind mills as these did not achieve the desired results. (Paragraph 3.3.13)

—Monitoring and evaluation of the programme was not done. (Paragraph 3.3.15)

3.3.5 Financial outlay and expenditure

The budget allotment and expenditure incurred on the

programme during 1982-83 to 1988-89 was as under :—

Year	Provisions			Expenditure		
	State	Central	Total	State	Central	Total
	(Rupees in lakhs)					
1982-83	2.00	—	2.00	0.70	—	0.70
1983-84	7.00	—	7.00	8.08	—	8.08
1984-85	7.00	—	7.00	7.14	—	7.14
1985-86	20.66	—	20.66	13.00	—	13.00
1986-87	27.30	2.70	30.00	20.61	2.68	23.29
1987-88	41.80	6.20	48.00	16.31	3.23	19.54
1988-89	14.00	8.71	22.71	26.94	(Not available)	26.94
			137.37			98.69

(i) No Central assistance was given under the programme till 1985-86 and from 1986-87, cent per cent grant was given for staff at the State, district/block level and for survey, extension and training activities.

(ii) The shortfall in expenditure was attributed (December 1988) by the department to non-execution of training and exhibition demonstration programme, owing to non-availability of technical staff.

3.3.6 Physical progress

The targets and achievements in respect of alternative

sourcesof energydevicesunderthe programmewereasunder:—

Serial no.	Items	Targets (1982-83 to 1988-89)	Achievements (1982-83 to 1988-89)
		(In numbers)	
1.	Wind mills	3	5
2.	Solar cookers	955	413
3.	**Photovoltaic devices**		
	(a) Solar power street lighting	12	144
	(b) Solar photovoltaic system for T.V.	3	3
	(c) Solar radio modules	600	329
4.	Bio-gas plants	264	218
5.	Smokeless chulhas	13900	18447
6.	Pressure cookers	3550	5194
7.	Bullock carts	6	—
8.	Reflex valves	110	140
9.	Nutan stoves	5650	5383
10.	Solar water heating system	47	17
11.	**Energy plantation**	2,70,765 & 20 Hectares	96,575 & 109 Hectares
12.	Tube lights	2230	3959
13.	Energy efficient motors	134	215
14.	Bio gas lamps	60	49
15.	Bio gas engines	35	49
£6.	Power capacitors	10	2
17.	Solar power packs	10	4

(i) During audit it was noticed that in Raipur Rani block against 200 solar cookers purchased and given to this block (October 1983), the progress report for 1982-83 submitted to the department by the blocks indicated 170 solar cookers distributed to the beneficiaries.

(ii) In Karnal block although no expenditure had been incurred upto March 1986 out of the grant of Rs. 6.76 lakhs for 1985-86, the progress report for this year indicated achievements of 1800 smokeless chulhas, 300 pressure cookers, 600 Nutan stoves, 60 solar cookers, 30 solar radio modules, 250 tube lights and 12 energy efficient motors.

(iii) In Hisar-II Block, against actual installation of 285, 1870 and 287 chulhas, achievements shown in the progress reports were 1000, 2000 and 964 chulhas in 1985-86, 1986-87 and 1987-88 respectively.

Reasons for variation in achievements in all these cases were yet to be intimated (July 1989). Audit, scrutiny, however, disclosed that achievements reported by blocks to the department were inflated as these were not based on records maintained in these blocks.

(iv) The shortfall in achievements in respect of various items of energy devices was attributed to (a) reluctance of rural masses to adopt this technology; (b) non-availability of solar items from approved sources and their high cost beyond the means of beneficiaries and non-installation of these items by Haryana State Electronic Development Corporation Limited (HARTRON) in time. Audit scrutiny, however, disclosed that energy devices were distributed without fixing any targets and where targets had been fixed, these were not based on demand from field offices.

3.3.7 Mis-management of funds

(i) Funds amounting to Rs. 60.26 lakhs intended for IREP scheme were frequently transferred (December 1985 to December 1988) to other schemes namely Integrated Rural Development Programme, District Development Programme, surplus land scheme etc., without sanction of the competent authority by Raipur Rani, Karnal and Hisar-II blocks. The department attributed (March 1989) frequent transfers of funds to extreme urgencies for other schemes.

(ii) In Raipur Rani, Karnal and Hisar-II blocks, interest of Rs. 1.01 lakhs (Raipur Rani : Rs. 0.31 lakh; Karnal : Rs. 0.52 lakh; and Hisar-II: Rs. 0.18 lakh) earned on funds kept in the Saving Bank Account was utilised for meeting expenditure on the scheme instead of crediting it to department for adjustment towards further instalment of the grant in terms of departmental instructions.

(iii) In Karnal, Hisar-II and Raipur Rani blocks, items of energy devices valuing Rs. 2.95 lakhs (Karnal : Rs. 0.48 lakh; Hisar-II : Rs. 1.58 lakhs; and Raipur Rani : Rs. 0.89 lakh) were supplied to persons residing in blocks not covered under the programme. Reasons for deviating from the guidelines were not intimated (July 1989).

(iv) In Hisar-II block an amount of Rs. 0.26 lakh was spent on items of publicity, petrol and repairs of jeep, intercom etc., not pertaining to the programme.

3.3.8 Wasteful expenditure on damper sets—Rs 3.79 lakhs

While reviewing progress of the scheme 'National project on demonstration of improved chulhas' Government observed (September 1987) that damper sets were not useful as hands used to get burnt while cooking food. In view of this, damperless chulhas were planned to be constructed from 1987-88 under the Scheme. It was, however, noticed that contrary to these instructions, 13,999 chulhas with damper sets were constructed and used during 1987-88. This resulted in wasteful expenditure of Rs. 3.79 lakhs on the purchase of damper sets.

3.3.9 Supervisory fee

(a) According to instructions, the supervisory fee for construction of chulhas was required to be paid to trained workers in two instalments; first instalment of Rs. 4/- on completion of construction and second instalment of Re. 1/- after at least two months of satisfactory performance of chulhas. It was, however, noticed that supervisory fee at the rate of Rs. 5/- per chulah amounting to Rs. 0.53 lakh was paid in lump sum during 1984-85 to 1988-89 on completion of construction of 10,635 chulhas without ensuring their satisfactory performance.

(b) According to the scheme, the payment of supervisory fee was to be made by the beneficiary to the trained worker. It was, however, seen that in Raipur Rani, Karnal and Hisar-II blocks, supervisory fee amounting to Rs. 0.29 lakh in respect of 5777 chulhas (Raipur Rani block : Rs. 0.13 lakh; Hisar-II Block : Rs. 0.11 lakh; and Karnal Block : Rs. 0.05 lakh) was paid by the field and implementing agencies during 1986-87 to 1987-88 reportedly due to non-receipt of instructions by them.

3.3.10 Energy plantation

According to guidelines for energy plantation under the programme, species like shoebabul, kikar, shisham were to be planted on shamlat/panchayat land so that these could be used as fuel wood and fodder. The following points were noticed :—

(i) In Raipur Rani block 53760 trees (32170 euclyptus trees; 20 guava trees; 20 mango trees; 350 kakranda; 2000 siris; 18000 khair; and 1200 bakain plants), which could not be used as fuel wood and fodder, were planted at a cost of Rs. 1.76 lakhs during 1984-85. Reasons for deviating from guidelines were yet to be intimated (July 1989).

(ii) Plantation of 46700 trees of shisham, kher, mangoes, guava species was done at a cost of Rs. 1.81 lakhs on 15000 running kilometeres on community land instead of shamlat land in Raipur Rani block during 1985-86 to 1986-87.

3.3.11 Installation of surplus capacity biogas plants

(i) In 90 cases (Raipur Rani: 79 and Karnal ; 11) biogas plants of 6 cum capacity, which were suitable for a family of 13-15 members, had been installed for the family members ranging from 3 to 12, whereas the biogas plants of 4 cum capacity could have served the purpose. Installation of biogas plants of higher capacity involved excess payment of subsidy of Rs. 0.72 lakh. It was noticed in audit that 23 beneficiaries (Raipur Rani : 21 and Karnal : 2) did not have 10 to 12 animals to meet the requirement of cow dung for 6 cum plants.

(ii) In 12 cases of Hisar-II although biogas plants of 6 cum capacity had been installed yet the department did not have any information regarding family members and cattle heads.

3.3.12 Distribution/accountal of solar cookers

The following irregularities were noticed in distribution and accountal of solar cookers :—

(i) The survey carried out in November 1988 by the Economic and Statistical Advisor, Haryana disclosed that out of 56 individuals who has reportedly purchased solar cookers, 41 denied having purchased them at all. The Financial Commissioner Planning Haryana desired (November 1983) the Additional Deputy Commissioner (ADC) Ambala to take action through police against officials responsible for fictitious sale/distribution of 41 solar cookers vauling Rs. 0.17 lakh. The ADC had already lodged (September 1983) a report with the Raipur Rani Police Station. Further developments were yet to be intimated (July 1989).

(ii) In Raipur Rani block 200 solar cookers purchased in December 1982 were issued to Child Development Project Officer (CDPO) Raipur Rani and 'Block Development Project Officer (BDPO) Raipur Rani (100 each) for further distribution to anganwadis etc., without making any entry in the stock register. 97 solar cookers were distributed by the CDPO Raipur Rani between February 1984 and May 1984 and the balance 4 (including 1 received from BDPO Raipur Rani) were lying in stock. Out of 97 solar cookers supplied to anganwadis, 58 were received back in December 1986 as these had lesser capacity and did not serve their requirement. Of these 58,35 were supplied (December 1986 : 15 February 1987 : 20) to CDPO Bhiwani without any requisition and the balance 23 were lying out of order in store. The accountal of 99 solar cookers valuing Rs. 0.39 lakh supplied to the BDPO Raipur Rani was, however, not traceable in records of his office.

3.3.13 Infructuous expenditure on installation of wind mills

Under the IREP, Wind mills were installed in Raipur Rani block during January 1983 to December 1986 (3 supplied free of cost, 2 by Government of India and 1 by the State Agriculture department) at a cost of Rs. 0.86 lakh. In February 1986, the Additional Deputy Commissioner Ambala, informed Director, Science and Technology, Haryana that the wind velocity was not suitable in the project area and these wind mills were not capable of irrigating even half acre of land in a day

and, therefore, the response of beneficiaries for installation of this energy device was poor. It was further stated that maintenance cost of these wind mills, being too high to keep them in working order, also adversely affected the scheme. Three wind mills received free of cost were ordered to be returned to the concerned department, one auctioned and the other to be kept erected at Raipur Rani for exhibition. The proposal of the Additional Deputy Commissioner approved by the Government (July 1986) had not been implemented so far (July 1989). Thus, expenditure of Rs. 0.86 lakh incurred on the installation of the wind mills was rendered ininfructuous.

3.3.14 Subsidies on energy devices

Under the programme subsidy was given to beneficiaries for the purchase/installation of various energy devices. The following points were noticed in audit for disbursement of subsidy.

(i) In 3988 cases, subsidy amounting to Rs. 5.30 lakhs was paid on pressure cookers irrespective of the capacity of pressure cookers and size of family of beneficiaries. The department contended (April 1989) that pressure cookers were distributed as per demand of beneficiaries.

(ii) In Hisar II block subsidy amounting to Rs. 0.43 lakh disbursed for 18 electric motors fitted on water tanks constructed in different villages of the block under the "Desert Development Programme" was charged to this programme. The department stated (April 1989) that electric motors were charged to the programme on the understanding that water tanks would be used for minor irrigation purposes. The plea is not tenable as electric motors were not purchased by beneficiaries under the programme.

(iii) Subsidy amounting to Rs. 0.18 lakh paid on 5 bio-gas plants already installed (August 1986 to November 1986) under the bio-gas scheme in Hisar-II block was charged to this scheme in February 1987 to show inflated progress.

(iv) No uniform rates for subsidy on energy devices had been laid for various blocks concerned under the programme.

During 1985-86 rates of subsidy on pressure cookers in Karnal and Raipur Rani blocks was 60 per cent and 40 per cent for small marginal farmers and others respectively, while, it was 50 per cent and 25 per cent in Hisar-II block. Again in Hisar-II and Karnal blocks, rates of subsidy on solar cookers were Rs. 150 each for small/marginal farmers and other categories, whereas in Raipur Rani block these were 60 per cent and 40 per cent. Similarly rates of subsidy on Nutan Stoves were 33 per cent each for all categories of beneficiaries, whereas there were 60 per cent and 40 per cent for small/marginal farmers and other beneficiaries respectively in Hisar-II block. Similar disparity in rates of subsidy existed in other items like solar radio modules etc. Reasons and criteria for prescribing different rates of subsidy for various blocks were not on record.

3.3.15 Evaluation and monitoring

No evaluation of the programme was conducted to ascertain the impact of the programme on beneficiaries. No monitoring was done to ascertain as to how far the renewable sources of energy locally available in rural areas were harnessed and alternative sources of energy developed to overcome the energy crisis in rural areas.

3.3.16. The matter was reported to Government in August 1989; reply has not been received (April 1990).

MEDICAL AND HEALTH DEPARTMENT

3.4 Embezzlement

At the request (December 1988) of State Government a special audit of the accounts of Chief Medical Officer (CMO) Karnal for the period from 8th December 1981 to 16th March 1987 was conducted during January to March and May to June 1989. It revealed an embezzlement of Rs. 0.45 lakh committed by :

(a) depicting same payments in the cash book twice — Rs. 0.11 lakh

(b) removing a page from cash book (reconstituted with reference to payment entries in acquittance rolls and difference located) — Rs. 0.10 lakh

(c) quoting fictitious particulars in the cash book and acquittance rolls	Rs. 0.10 lakh
(d) making entries in cash book for an amount more than actual payment	Rs. 0.01 lakh
(e) not depositing recovered amount of CTD from pay of employees	Rs. 0.09 lakh
(f) not purchasing the National Saving Cerficates after charging the amounts in the cash book	Rs. 0.04 lakh
Total	Rs. 0.45 lakh

The department confirmed the amount of embezzlement pointed out in audit and also recovered Rs. 560 out of it.

The embezzlement was facilitated by, inter alia, following lapses on the part of the drawing and disbursing officer :—

(i) Neither totals nor individual entries of transactions were daily attested by the drawing and disbrusing officer in the cash book.

(ii) Attestation of certain individual payment entries in cash book without defacing the acquittance rolls as 'Paid' and thus enabling their re-use for second time.

(iii) It was not ensured that amounts drawn from the treasury had actually been disbursed to persons for whom it was drawn.

The matter was reported to Government in July 1989; reply has not been received (April 1990).

DEVELOPMENT AND PANCHAYAT/FOREST/PUBLIC WORKS DEPARTMENT (B & R)

3.5. Rural Landless Employment Guarantee Programme

3.5.1. Introduction

With a view to tackling in a more direct and specific manner the problem of poverty, particularly pertaining to the

landless workers during the lean agricultural periods when work is scarce, the Rural Landless Employment Guarantee Programme (RLEGP), a Central Sector Scheme fully financed by the Central Government was commenced with effect from 15th Auguust 1983 with the following two broad objectives:

(i) To improve and expand employment opportunities for rural landless labour with a view to providing guarantee of employment to at least one member of every rural landless labour household upto 100 days in a year;

(ii) Creation of durable assets for stregthening the rural infrastructure, which would lead to a rapid growth of the rural economy;

On the basis of the recommendations of the Working Group on Rural Development for the VIIth Plan, the objectives of the RLEGP were enlarged to include improvement in the overall quality of life in rural areas and to bring the poor above the poverty line.

The object of the programme being to provide employment to at least one member of every landless household upto 100 days in a year, preference was to be given to landless labourers for employment under this programme and even among these landless, persons belonging to Scheduled Castes and Scheduled Tribes were to be given priority in employment. The works to be taken up for implementation in rural areas under the programme were such as construction of rural link roads as part of the Minimum Needs Programme; construction/renovation of field channels to maximise the utilisation of potential created by existing irrigation projects; land development and reclamation of waste land or degraded land with special emphasis on ecological improvement in hill and desert areas; social forestry and soil and water conservation works including the improvement of minor irrigation works.

3.5.2. Organisational set up

The existing Central Committee set up for National Rural Employment Programme (NREP) in the department of Rural Development, Agriculture and Rural Development was also to function as Central Committee for RLEGP and was responsible for sanctioning specific work projects prepared by the

State and for reviewing/monitoring of the project, as well as the issue of guidelines from time to time. The planning, implementation, monitoring etc., of the programme at the State level was the responsibility of the State Level Co-ordination Committee for Rural Development with a representative of the department of Rural Development as a special invitee to participate in the meetings of this committee. In Haryana, the programme was launched in 1983-84 and implemented by Development and Panchayat, Forest and Public Works Departments at the state level and by Deputy Commissioners at the district level.

3.5.3. Audit Coverage

A test check of records of 36 blocks of Development and Panchayat Department and divisions of Forest Department in four districts (Hisar, Jind, Kurukshetra and Ambala) and divisions of the Public Works Departments at Kurukshetra and Ambala from 1983-84 to 1988-89 was conducted during March-June 1989.

3.5.4. Highlights

Against the total allocation of Rs. 2419.20 lakhs, Rs. 2491.88 lakhs were released for the programme; a sum of Rs. 2437.77 lakhs was utilised on the programme during 1983-84 to 1988-89. (Paragraph 3.5.5)

—The targets fixed for employment generation were provisional as no survey had been conducted to ascertain the number of beneficiaries to be covered under the programme.

(Paragraph 3.5.6.A(i))

—The annual allocation for social forestry projects and those exclusively for the benefit of SCs/STs was less than the prescribed percentages.

(Paragraph 3.5.6.B)

—Rs. 1288.41 lakhs (84.7 per cent) were spent on works of purely social and community nature which were to be accorded low priority (Paragraph 3.5.6.C(i))

—Expenditure on projects, which would have improved irrigation/agriculture base was negligible.

(Paragraph 3.5.6.C(ii))

—Rs. 613.26 lakhs were spent on works not covered by the programme and 45 works involving expenditure of Rs. 179.30 lakhs were executed without approval of the Central Committee. (Paragraph3.5.6.C(ii)(iii))

—Saving of Rs. 33.26 lakhs, from additional allocation of wheat was not utilised on additional projects.

(Paragraph3.5.6.D(iv))

—There was an excess payment of Rs. 3.08 lakhs on account of wages paid to masons at higher rates.

(Paragraph 3.5.6.D(vii))

—An expenditure of Rs. 4.76 lakhs on earth work bridges and culverts was rendered infructuous due to their non-completion. (Paragraph 3.5.7.(vii))

—An expenditure of Rs. 84.22 lakhs was incurred on non-durable assets. (Paragraph 3.5.7.(viii))

—The mortality rate of plants ranged from 50 to 100 per cent in respect of the 14 projects undertaken in four districts. (Paragraph 3.5.8.(vi))

—There was an extra expenditure of Rs. 86.77 lakhs on the construction of 1757 houses during 1985-86 to 1988-89. (Paragraph 3.5.9(v))

—The prescribed norm of Rs. 1200 per latrine was not followed and only borepit latrines instead of pour flush latrines were constructed.

(Paragraph 3.5.10(ii))

—No monitoring/evaluation of the programme was done. (Paragraph 3.5.11and12)

These points are discussed in detail in the succeeding paragraphs.

3.5.5. Financial outlay and expenditure

The expenditure under the programme is fully funded instalments in cash or kind (in the shape of food-grains). to 1988-89 were as folllows :

Year	Allocation	
	Cash (Rs. in lakhs)	Food-grains (MT)
1983-84	84.00	N.A.
1984-85	420.00	—
1985-86	439.20	—
1986-87	461.00	—
1987-88	445.00	—
1988-89	570.00	—
	2419.20	—

Year	Utilisation		
	Cash	Foodgrains	Cost
	(Rs. in lakhs)	Quantity (MT)	(Rs. in lakhs)
1983-84	3.07	0.50	0.01
1984-85	336.98	904.20	15.55
1985-86	469.90	3056.30	52.57
1986-87	498.05	8406.00	144.58
1987-88	483.61	10420.00	179.22
1988-89	646.16	2615.00	44.98
	2437.77	25402.00	436.91

by the Central Government, the funds being released in half yearly The allocation, releases and utilisation of funds since inception

Released			Food grains Lifted	
Cash (Rs. in lakhs)	Food grains Quantity (MT)	Cost (Rs. in lakhs)	Cost Quantity (MT)	Cost (Rs. in lakhs)
84.00	323.00	5.55	142.09	2.44
335.00	1620.00	27.86	1146.00	19.71
496.40	5346.00	91.95	3421.70	58.85
487.64	9320.00	160.30	9232.80	158.80
437.90	11496.00	197.73	11400.40	196.09
650.94	4515.00	77.65	2236.60	38.47
2491.88	32620.00	561.04	27579.59	474.36

Difference Savings (—) Excess (+) Cash	Foodgrain	Cost
(Rs. in lakhs)	(MT)	(Rs. in lakhs)
(—)80.93	(—)141.59	(—)2.43
(+)1.98	(—)241.80	(—)4.16
(—)26.50	(—)365.40	(—)6.28
(+)10.41	(—)826.80	(—)14.22
(+)45.71	(—)980.40	(—)16.87
(—)4.78	(+)378.40	(+)6.51
(—)54.11	(—)2177.59	(—)37.45

(i) Saving of Rs. 80.93 lakhs in 1983-84 was attributed (March 1984) by the department to late sanction of funds by the Government of India.

(ii) The shortfall in the utilisation of 2178 M.T. food grains was attributed (June 1989) to allocation of wheat to the field implementing agencies in excess of their requirements.

(iii) No shelf of projects for the works undertaken under the programme was prepared by the State Government due to non-receipt of information from the DC's.

(iv) Against the release of 32620 M.T. the actual lifting of wheat was 27579.59 M.T. Reasons for not lifting of 5040.41 M.T. of wheat were not on record.

3.5.6. Physical Progress

(A) Generation of employment

The targets for employment generation vis-a-vis achievements segment-wise there-aginst during 1983-84 to 1988-89

were as under :—

Target

(In lakhs of mandays)

Year	General projects	Indira Awass Yojna	Sanitary latrines	Social forestry	Total
1983-84					Nil
1984-85					15.35
1985-86	No targets fixed.				18.60
1986-87					14.00
1987-88					14.90
1988-89					16.95

Achievements (In lakhs of mandays)				
General Projects	Indira Awass Yojna	Sanitary latrines	Social forestry	Total
0·01	Nil	Nil	Nil	0·01
7.90	Nil	Nil	Nil	7.90
10.80	0.78	Nil	3.60	15.18
10.58	2.36	0.25	3.93	17.12
13.35	2.91	0.22	1.88	18.36
11.41	2.60	0.15	2.84	17.00

(i) The targets fixed for employment generation were on provisional basis as neither had any record been maintained at block, district or state level to indicate the number of rur al landless household nor was any survey conducted to ascertain such beneficiaries. The department had also not issued any identity cards as envisaged in the programme.

(ii) The State Government intimated to the Government of India that employment generated during the period from 1985-86 to 1988-89 included 6.15 lakh women labourers but the records thereof kept in the districts under test-check indicated that no female labourer was employed in any of the blocks/sub-divisions.

(iii) No record had been maintained by the department to indicate the lean-agricultural periods during which labour intensive operation under the programme could be taken up, with the result that the underlying objectives of this programme namely to provide employment opportunities for the landless labourers was defeated.

(iv) The figure of employment generated as reported by the four districts test checked (18 lakh mandays) was at variance with the basic records maintained by the implementing agencies (25.15 lakh mandays) and the progress report furnished to Government of India (35.90 lakh mandays) during 1983-84 to 1988-89.

(B) Allocation of resources

The allocation made, actual utilisation on social forestry and projects benefiting Scheduled Castes/Scheduled Tribes was as under :—

Year	Total allocation including cost of food grains (Rupees in lakhs)	Social Forestry		Works benefiting SCs/STs	
		Allocation (Rupees in lakhs)	Utilisation (Rupees in lakhs)	Allocation (Rupees in lakhs)	Utilisation (Rupees in lakhs)
1983-84	89.55	Nil	Nil	Nil	Nil
1984-85	447.86	Nil	Nil	Nil	Nil
1985-86	531.15	68.60	68.82	34.30	34.92
1986-87	621.30	86.50	81.23	71.83	110.95
1987-88	642.73	83.05	35.17	71.70	125.98
1988-89	647.65	113.75	84.71	45.50	109.87
	2980.24	351.90	269.93	223.33	381.72

The annual allocation and its utilisation for social forestry projects during 1985-86 to 1988-89 was less than 20 per cent of the total allocation as envisaged in the programme. Similarly, allocation for the projects benefiting the Scheduled Castes/ Scheduled Tribes during 1985-86 and 1988-89 was less than 10 per cent of the total allocation as envisaged in the programme. The reasons for shortfalls were not on record. Further reasons for non allocation of funds on social forestry and projects benefiting Scheduled Castes/Scheduled Tribes during 1983-84 and 1984-85 were not given.

(C) Selection of works.

According to guidelines laid down by the Government of India, the work projects under this programme were to be taken up for implementation in accordance with the policy of Government, according higher priority to projects which could improve irrigation/agriculture base in the state and relatively low priority to works of a purely social and community nature. The following shortcomings/deficiencies were noticed in the selection of works.

(i) Out of total expenditure of Rs. 1520.71 lakhs during 1983-84 to 1986-87, an amount of Rs. 1288.41 lakhs (84.7 per cent) was spent on construction of school rooms, panchayat ghars, pavement of streets, retaining walls of ponds etc., which were works of purely social and community nature and were to be accorded low priority.

(ii) Upto 1986-87 no projects for construction/renovation of field channels, land development and reclamation of waste land, soil and conservation works which might have improved irrigation/agriculture base were undertaken. Even during 1987-88 expenditure on such works was Rs. 9.85 lakhs (1.48 per cent) out of total expenditure of Rs. 662.83 lakhs. Rs. 35.17 lakhs and Rs. 4.55 lakhs were spent on social forestry and link roads respectively and balance amount of Rs. 613.26 lakhs (92.52 per cent) was spent on works not covered by the programme.

(iii) In the 4 districts test checked, 45 works involving expenditure of Rs. 179.30 lakhs were executed during 1983-84 to 1988-89 without the approval of the Central Committee.

(D) Payment of wages

The wages under the programme were to be paid to the workers at the rate notified under the Minimum Wages Act. A minimum of 50 per cent of the allocation made for the district as a whole was to be spent on wages and the other 50 per cent on a non-wage component.

Under the programme 50 per cent of wages were to be given in the form of foodgrains at subsidised rates. The foodgrains to meet this requirement were given by the centre to the state, free of cost.

The following points were noticed in payment of wages and distribution of foodgrains in the districts test-checked.

(i) The ratio of 50 : 50 between wage and non-wage components was not followed during the year 1983-84 and 1984-85. Out of the total expenditure of Rs. 121.32 lakhs, Rs. 48.05 lakhs (Kurukshetra : Rs. 7.31 lakhs; Hisar : Rs. 8.68 lakhs; Jind : Rs. 17.18 lakhs and Ambala : Rs. 14.88 lakhs) (40 per cent) were spent on wage component and Rs. 73.27 lakhs (Kurukshetra : 14.01 lakhs; Hisar : Rs. 20.03 lakhs; Jind : Rs. 19.36 lakhs and Ambala : Rs. 19.87 lakhs) (60 per cent) on non-wage component. Reasons for the deviation were not on record.

(ii) The general projects proposed in the annual action plans were prepared on 50 : 50 sharing basis between the department and beneficiaries concerned but the full beneficiary's share was not got deposited in advance. Details of the total expenditure incurred by the department on the projects (community works) executed and the actual completion of projects were also not available with the department.

(iii) Foodgrains for 5.19 lakh mandays upto March 1989 were distributed in excess of the prescribed norms of 1 Kg/4 Kg/5 Kg/1.5 Kg per manday and 0.59 lakh mandays were paid for in cash without any foodgrains though foodgrains were available in these districts, without obtaining any relaxation of Government of India.

(iv) Additional allocation of wheat made to districts was to be utilised as a part of wages and the amount saved was to be utilised on additional projects already sanctioned for these

districts. No additional projects for Rs. 33.26 lakhs saved during 1985-86 to 1986-87 were taken up for execution by any of the blocks/districts, which were provided additional allocation at the rate of 4 Kg/5 Kg per manday reportedly due to non-provision of proportionate funds for material.

(v) Out of the total subsidy of Rs. 16.70 lakhs allocated and released during 1983-84 to 1988-89 an expenditure of Rs. 2.09 lakhs was incurred on carriage and handling of wheat and the balance amount of Rs. 14.61 lakhs was irregularly kept by Block Development and Panchayat Officers in saving bank accounts. No monitoring of the allocation made was done either at the state or at the district level.

(vi) Against the prescribed rates of payment of wages at Rs. 15.73 per day w.e.f. 1-1-1985 and Rs. 19.25 per day w.e.f. 1-4-1987 under the Minimum Wages Act the labourers were paid at the lesser rate of Rs. 13/- and Rs. 15/- per day during January 1985 to October 1987 resulting in short payment of Rs. 3.80 lakhs.

(vii) The masons employed under the programme were paid their wages at rates higher than those fixed under the Minimum Wages Act, resulting in excess payment of Rs. 3.08 lakhs during 1985-86 to 1988-89.

(viii) Daily employment report in respect of labourers engaged was not sent by any Gram Sachiv or a person maintaining muster rolls in Panchayat to any of the blocks. In 1181 cases the delay in payment of wages was 1 month and in 459 cases it ranged from 2 months to 3 months and in 466 cases it was over 3 months.

3.5.7. Execution of work

The objectives of the programme were to be achieved through taking up works/projects (vide para 1 Supra) in accordance with the policy of government and departmental rules. The following defiencies/irregularities were noticed in the execution of the works/projects in the districts test checked.

(i) Eighty eight works of construction of houses for SCs/STs under Indira Awass Yojna involving an expenditure of Rs. 192.19 lakhs were executed without sanction of detailed estimates.

(ii) A register to serve as a permanent and collective record of works carried out was not maintained in any of the 36 blocks despite departmental instructions (May 1985) and similarly register of assets created under the programme was also not maintained.

(iii) Material at site accounts (Forms 30 and 31) showing issue/consumption of material was not maintained in any of the blocks. The material consumed was thus not susceptible to verification in audit.

(iv) No record in respect of inspection carried out by the supervisory staff viz., Sub Divisional Officers, Executive Engineer and Superintendent Engineer was maintained. In its absence, it could not be ascertained in audit whether the prescribed inspections were conducted by the above named functionaries.

(v) To ensure that works got executed departmentally were not costlier as compared to common schedule of rates, contractor's profit and tools and plants charges at 21.5 per cent are reduced while evaluating the work done. In 31 blocks, only 10 per cent instead of the prescribed 21.5 per cent deduction was made on account of works executed departmentally, while no such deduction was made in 5 blocks in respect of such works executed. This resulted in over-assessment of works done by labour by Rs. 10.64 lakhs. Comments of the department were awaited (April 1990).

(vi) In contravention of the instructions for not engaging contractors/middlemen for the purchase of material and execution of works, the material purchases and works worth Rs. 27.27 lakhs (Ambala Rs. 15.10 lakhs, Kurukshetra Rs. 12.17 lakhs) were routed/executed through the contractors by PWD B&R and Forest Departments.

(vii) In Ambala district, on three link roads an expenditure of Rs. 4.76 lakhs (material Rs. 2.60 lakhs, labour 2.16 lakhs), was incurred (March-June 1986) on earth work, bridges and culverts and, thereafter, the work was stopped reportedly due to non-availability of funds, in contravention of guidelines which prohibited in part or piece meal construction of link roads. The expenditure incurred on earth work and bridges and culverts would thus be of no utility until the balance work was completed.

(viii) In the four districts, an expenditure of Rs. 84.22 lakhs was incurred on non-durable assets viz. Katcha approach and link roads during 1983-84 to 1988-89 in contravention of the programme.

3.5.8. Social forestry-fuel wood and fodder plantation

Under the programme 20 to 25 per cent of the annual allocation of the state was to be earmarked for social forestry projects, which embraced planting of all types of fruit, fodder, fuel (quick growing), trees and small timber trees on compact land of 5 hectares or more. The scheme also contemplated encouraging small and marginal farmers to raise forest nurseries in their own fields as well as imparting training to beneficiaries of target groups in raising such nurseries.

The social forestry scheme was executed at an expenditure of Rs. 64.57 lakhs in four districts test checked. The physical targets and achievements in respect of the activity were as under :—

Year	District	Physical					Man-days generated
		Targets		Achievements			
		Area (Hectares)	Plants (In lakhs)	Area (Hectares)	Less than 5 Hectares	Plants (in lakhs)	
1985-86	Hisar	113	1.37	280	15.5	3.08	20220
	Jind	184	2.23	42	126.5	0.46	7020
	Kurukshetra	247	2.99	165	25.0	1.82	24879
	Ambala	391	4.77	284.5	25.80	3.13	22253
1986-87	Hisar	166.3	1.83	167	5.00	1.92	22897
	Jind	142	1.56	142	—	1.91/ 4.29 Nurseries	37240
	Kurukshetra	110.4	1.21	111	25.00	1.22	19178
	Ambala	241.8	2.66	44	23.00	0.49	29281
1987-88	Hisar	150.9	1.66	Nil	Nil	Nil	5459
	Jind	123.1	1.35	9	Nil	0.99/ 4.29 Nurseries	10689
	Kurukshetra	98.7	1.09	Nil	Nil	1.75	3205
	Ambala	205.4	2.26	61	Nil	0.67	4969
1988-89	Hisar	201.2	2.21	253.4	Nil	2.79	31440
	Jind	158.3	1.74	162.5	Nil	1.79/ 0.46 Nurseries	34631
	Kurukshetra	129.8	1.43	51	Nil	0.56/ 3.50 Nurseries	6815
	Ambala	253.4	2.79	253.4	Nil	2.79	40525

(i) Khasra numbers of the area selected for plantation were not indicated on any of the muster rolls bearing progress of the plantation in any of the test checked districts and as such authenticity of plantation could not be vouchsafed in audit.

(ii) In respect of 89 projects involving area of 245.8 hectares land selected was less than 5 hectares which was in contravention of guidelines.

(iii) Social forestry works undertaken in 2 districts at a total cost of Rs. 0.76 lakh (Ambala : Rs. 0.30 lakh; Hisar : Rs. 0.46 lakh) were not allowed to be completed by villagers and even plantation already done was uprooted. This resulted in wasteful expenditure of Rs. 0.76 lakh.

(iv) In Ambala district an amount of Rs. 0.23 lakh involving 14 projects was incurred on the maintenance of plantation not originally executed under this programme.

(v) An expenditure of Rs. 1.08 lakhs (Hisar : Rs. 0.50 lakh, Ambala Rs. 0.14 lakh and Kurukshetra : Rs. 0.44 lakh) on repair to departmental tractor, purchase of P.O.L., board etc.; which was rightly chargeable to the departmental contingencies was charged to the scheme.

(vi) The mortality rate and plantation survival could not be verified in audit, as the department, had not maintained any records. However, according to the provisional information furnished by the department, the mortality rate ranged between 50 and 100 per cent in respect of 14 projects (Ambala 3, Hisar 3, Jind 3 and Kurukshetra 5) involving expenditure of Rs. 6.42 lakhs. Reasons for high rate of mortality were not intimated.

(vii) Seedlings valuing Rs. 0.16 lakh were purchased from private nurseries without obtaining non-availability certificate from government nurseries, as required.

(viii) In contravention of the instructions for taking up forestry works, community land, government land etc. an expenditure of Rs. 38.37 lakhs was incurred on the plantation in 1197 hectares of panchayat land during 1988-89 in the 4 districts (Ambala : Rs. 7.76 lakhs; Hisar : Rs. 14.53 lakhs; Kurukshetra : Rs. 7.87 lakhs and Jind : Rs. 8.21 lakhs).

3.5.9 Houses for Scheduled Castes/Scheduled Tribes and freed bonded labour

Under the scheme the construction of houses for these categories was to be taken up in clusters for rural landless and backward classes with facilities for provision of streets with pavements, lighting and other sanitary requirements linked with bio-gas plants and smokeless chulhas. The projects were to be located in areas or the habitation where there was concentration of landless labour belonging to SCs/STs.

The expenditure incurred, the number of houses constructed and the mandays generated under the programme were as under :—

Year	Expenditure including value of foodgrain (in lakhs of rupees)		No. of houses constructed. State		4 district		Mandays generated (in 4 districts)
	State	4 districts	Target	Achievement	Target	Achievement	
1985-86	53.737	18.19	944	390	385	96	960
1986-87	91.71	44.19	1214	1019	526	422	48628.5
1987-88	129.81	66.14	1470	1422	638	635	51424
1988-89	97.68	63.67	1130	1153	510	604	42579.5

(i) During 1983-84 and 1984-85 no houses for SCs/STs were constructed as no funds had been provided. During 1985-86 no expenditure was incurred in Ambala while in Hisar an amount of Rs. 9.31 lakhs was spent on the purchase of material only.

(ii) There was nothing on record to indicate the manner of selection of beneficiaries, allotment of houses and involvement of beneficiaries, in the construction of these houses.

(iii) No expenditure had been incurred on infrastructual developments like drainage etc., against the admissible amount of Rs. 3000 per house.

(iv) Neither were the detailed estimates and designs for the 1757 houses got approved from the competent authority nor were completion reports prepared. Further no survey after the completion of houses was conducted.

(v) The norm of Rs. 6000 per unit was not followed. As a result, an extra expenditure of Rs. 86.77 lakhs was incurred on the construction of 1757 houses during 1985-86 to 1988-89. The extra expenditure was mainly due to construction of houses in deviation from the specifications laid down in the guidelines.

3.5.10. Construction of sanitary latrines

An integrated programme for sanitary latrines in rural areas was to be taken up, particularly keeping in mind the special problem for women, because of lack of privacy and consideration of the need to project and uphold the dignity of women. Only such designs were to be selected which required minimum maintenance. The expenditure incurred, number of latrines constructed and the mandays generated under the programme were as under :—

Year	Expenditure including value of foodgrains (in lakhs of rupees)		No. of latrines constructed				Mandays generated in 4 districts.
			State		4 districts		
	State	4 districts.	Target	Achievement	Target	Achievement	
1986-87	10.93	2.79	470	959	166	277	1846.5
1987-88	3.82	2.19	Not fixed	384	Not fixed	245	2312
1988-89	3.10	2.37	470	292	166	143	490

(i) No latrines were constructed during 1983-84 to 1985-86 reportedly due to non-provision of funds.

(ii) Instead of constructing pour flush latrines, as envisaged in the programme, 1635 borepit latrines which required frequent maintenance were constructed at a cost of Rs. 17.85 lakhs (against Rs. 19.62 lakhs as per norms of Rs. 1200 each) thereby defeating the very purpose of the scheme.

(iii) In four districts test checked an amount of Rs. 2.37 lakhs was spent against the admissible expenditure of Rs. 1.72 lakhs for 143 latrines during 1988-89 and Rs. 4.98 lakhs against the admissible expenditure of Rs. 6.26 lakhs for 522 latrines during 1986-87 and 1987-88. Reasons for incurring expenditure in excess of and less than the prescribed norm of Rs. 1200 per latrine were not on record.

3.5.11. Monitoring

The State Level Co-ordination Committee, though constituted for the implementation and monitoring of the programme, only met thrice during 1983-84 to 1988-89. Even the monthly, quarterly and annual reports sent by the district authorities to state headquarters were based on provisional data and these reports were not analysed at the state level nor any remedial steps taken to improve performance. Similarly the reports sent by the State to the Central Government were also based on provisional data and contained inflated figures as compared with the progress actually achieved.

3.5.12. Evaluation

Evaluation of the impact of the programme was not done either by the State or the Central Government.

3.5.13. The matter was reported to Government in August 1989; reply has not been received (April 1990).

LABOUR AND EMPLOYMENT DEPARTMENT

3.6. Inadmissible payments

Prior to Ist March 1986 (effective from January 1979), the facility of medical attendance and treatment at the Employees State Insurance (E.S.I.) Hospitals and dispensaries was being availed of by the State Government employees and their family members serving under E.S.I. Scheme. From Ist March 1986, the facility of reimbursement of medical charges to employees for outdoor medical treatment was withdrawn and instead, fixed medical allowance

of Rs. 150 per annum was sanctioned in May 1986. In October 1986, Government, however, allowed an option to its employees either to avail the facility of fixed medical allowance as sanctioned in May 1986 or free medical outdoor treatment as existed prior to Ist March 1986.

A test check of the accounts of E.S.I. Hospital Faridabad (May-June 1987) disclosed that Rs. 0.68 lakh were paid between October 1986 and February 1987 as fixed medical allowance to those employees of the Hospital and its two attached dispensaries who had, though, opting for the fixed Medical Allowance also simultaneously availed of free medical out-door treatment during this period. The payment of fixed Medical Allowance was still continuing (April 1989).

No recovery had so far been made from any of the employees (April 1989). The department had, however, approached (February 1989) the Government for not effecting any recovery in these cases on the plea that the employees were getting these medicines from outdoor Patient Department (O.P.D.) which were available in the E.S.I. hospitals/dispensaries and no extra facility either by way of reimbursement or otherwise was provided to them. Decision of the State Government was awaited (April 1989).

The matter was referred to Government in May 1989; reply has not been received (April 1990).

HOME DEPARTMENT

3.7. Injudicious purchase of cloth

The Superintendent of Police (SP) Hisar purchased cloth worth Rs. 3.66 lakhs consisting of Serge, terricot, drab mixture cloth etc. for uniforms of 150 Traffic Jawans during May 1982 to March 1983 even though the requirement assessed and indented for by the Clothing Head Constable (CHC) was for Rs. 0.86 lakh only. The reasons for inflating the quantity orginally indented for by the CHC was neither on record, nor furnished by the SP, Hisar. Though the CHC approached (September 1984) the SP for eliciting the

demand from other Police Units for utilising the surplus cloth, no action was taken by the SP. Meanwhile, cloth valuing Rs. 2.16 lakhs (59% of the quantity purchased) had been utilised leaving a balance of cloth valuing Rs. 1.50 lakhs (March 1989).

The injudicious purchase of cloth, thus, resulted in blocking of funds of Rs. 1.50 lakhs for the last six years.

The matter was reported to Government in June 1989; the reply has not been received (April 1990).

REVENUE DEPARTMENT

3.8. Irregular drawal of Gratuitous relief

For damages caused to standing crops in Ambala District, by hail-storms in March 1986, Government sanctioned (April 1987) a sum of Rs. 19.36 lakhs for disbursement as gratuitous relief to the farmers of District Ambala whose standing crops were destroyed by hail-storm after conducting special girdawari (assessments through special measurements) and its checking by specified authorities.

Audit of the accounts of Deputy Commissioner (DC) Ambala (October—November 1988) disclosed that out of a sum of Rs. 10.37 lakhs drawn from treasury in May 1987, Rs. 10 lakhs were sent (May 1987) through bank drafts to the Sub Divisional Officer (Civil) Jagadhri for disbursement in Jagadhri and Chhachharauli tehsils. The amount was not disbursed as D.C. Ambala reported that the special girdawari had not been conducted (September 1987) to assess the quantum of damages caused to the crops in these tehsils. It has come to notice during audit of Tehsildar Jagadhri that special girdawari had been conducted and checked by the Halqa Kanungo but no checks by circle Revenue Officers and other officers as required under instructions were exercised. Meanwhile, the amount of Rs. 10 lakhs was retained in a current account from March 1988 to February 1989 and refunded to Government in March 1989 only. Thus, retention of funds of Rs. 10 lakhs outside Government treasury from May 1987 to February 1988 and in a current account from March 1988 to February 1989 not only deprived Government of the benefit of gainful utilisation of money but also allowed the bank a

favour to avail undue financial benefit of interest of Rs. 1.00 lakh calculated at 10 per cent per annum.

The matter was reported to Government in January 1989; they stated (July 1989) that officer responsible for retaining the amount in current account was being proceeded against.

3.9. Inadmissible payment

For hail-storms occuring during January to March 1986 and February to March 1987, the State Government accorded sanctions in April and May 1987 for disbursement of gratuitous relief to farmers for damage caused to the standing crops. According to Government instructions (April 1982 as clarified in February/April 1986) the gratuitous relief was payable in respect of hail-storm losses to grains and oil seeds crops only and such relief was not admissible for losses to Barseen, Methi, Bagberi and vegetable crops.

Detailed audit (August and December 1988) of the accounts for 1987-88 of the Deputy Commissioners (DCs) Rohtak and Karnal, however, disclosed that gratuitous relief amounting to Rs. 1.48 lakhs (Rohtak : 1.29 lakhs; Karnal : 0.19 lakh) was paid for damaged Methi, Barseen, Bagberi and vegetable crops.

The matter was reported to Government in December 1988 and February 1989; reply has not been received (April 1990).

3.10. Embezzlement

On noticing some irregularities in the accounts of District Nazir (DN) under Deputy Commissioner (DC) Gurgaon, a special audit party deputed from Ist to 3rd June 1989, detected that the cash book had not been completed from 9th March 1987 onwards and an amount of Rs. 1.12 lakhs collected against receipts issued, had not been deposited into treasury. This was pointed out to the Deputy Commissioner on 3rd June 1989 for appropriate action. The Deputy Commsissioner said (22nd June 1989) that one of the relatives of the defaulting official had deposited into treasury on 19th June 1989, the amount reported by Audit as having been received but not deposited in the treasury.

Test check of accounts conducted in July 1989 further revealed that rent of booths and shops constructed in Mini Secretariat, Gurgaon, as realised from September 1986 to March 1989 was short deposited in the treasury to the extent of Rs. 1.11 lakhs by not entering the realised receipt in the cash book and by keeping the cash book incomplete. Though the embezzeled amount was finally found to be Rs. 1.11 lakhs, the amount made good there against was Rs. 1.12 lakhs.

The embezzlement was inter alia facilitated due to non-observance of following provisions of financial rules :

(i) All monetary transactions should be entered in the cash book as soon as they occur and attested by the head of the office in token of check.

(ii) The cash book should be closed regularly and completely checked.

(iii) A consolidated receipt for all remittances made during the previous month should be obtained from treasury by 15th of each month.

(iv) All departmental receipts collected during the day should be credited into treasury on the same day or at the most, the following day.

The matter was reported to Government in July 1989; reply has not been received (April 1990).

EDUCATION DEPARTMENT

3.11 Embezzlement

Test check of accounts of Government College Gohana for the period December 1985 to December 1988 conducted in January 1989 disclosed that amount of Scholarships/ stipends received through bank drafts from various sources was retained in a saving bank account pending payment to eligible students through cheques. On comparing counter-foils of cheques with bank statements it was noticed that a clerk of the college withdrew a sum of Rs. 0.41 lakh during July 1987 to October 1988 against thirteen cheques out of which twelve cheques, as per counter foils, were issued to

students for Rs. 0.04 lakh while counterfoil of thirteen cheques was blank. Drawal of amount by the clerk was facilitated by issue of ten original cheques in his name and three bearer cheques in favour of students of different names and amount than that indicated on counterfoils. Amount so drawn was not disbursed to students and its embezzlement was confirmed when actual payees receipts (APRs) were found to have not been received in the Directorate of Higher Education, Haryana (DHE) from where the bank drafts were received. No First Information Report (FIR) was lodged by the Institution (June 1989).

Financial Rules enjoin upon drawing officers to see that payments are made to persons entitled to receive them and to satisfy Audit with complete vouchers in support of payments. Audit of accounts of Scholarships/stipends drawn by DHE conducted in March—April 1989, however, revealed that an amount of Rs. 164.47 lakhs was remitted during December 1987 to February 1989 for disbursement to students (through various Government institutions; Rs. 43.06 lakhs; non-Government institutions within the State: Rs. 119.53 lakhs and institutions ouuside the State : Rs. 1.88 lakhs) but in contravention of aforesaid provisions of rules and other relevant instructions, the disbursing institutions were allowed to keep APRs with them. It was also noticed that a sum of Rs. 139.53 lakhs out of above amount was paid to disbursing institutions without furnishing names of the students entitled to receive it as required under the schemes.

The Directorate stated in March 1989 that in place of APRs, the institutions responsible for disbursement of amount were asked to furnish disbursement certificates only and checking of APRs was got done by deputing departmental auditors to institutions concerned. The procedure adopted by the department was not in accordance with the rules/instructions.

Non-compliance of rules and orders on the subject by the department resulted in :

(i) embezzlement (Rs. 0.41 lakh) in Government College Gohana and

(ii) non-rendering of account of actual expenditure and consequential exclusion from the purview of audit scrutiny the disbursement of entire amount of Rs. 164.47 lakhs.

The department stated (October 1989) that the concerned official was placed under suspension in April 1989 and an amount of Rs. 0.40 lakh recovered from him till date.

The matter was referred to Government in May 1989; reply has not been received (April 1990).

3.12. Outstanding Audit Observations

Audit observations on financial transactions are reported to the departmental authorities concerned so that appropriate action can be taken to rectify defects and omissions. Half yearly reports of such observations outstanding for more than six months are also forwarded to Government to get their settlement expedited.

A review of the position of outstanding audit observations pertaining to the Education Department issued upto December 1988 disclosed that 117 items involving an amount of Rs. 1.75 lakhs were outstanding at the end of June 1989. These included 37 items (Rs. 0.28 lakh) pertaining to years 1983-84 to 1985-86, 38 items (0.92 lakh) to 1986-87; 18 items (Rs. 0.54 lakh) to 1987-88 and 24 items (0.01 lakh) to 1988-89.

The audits obsesvations were of the following categories:—

Serial No.	Nature of observations	Number of items	Amount involved (in lakhs of rupees)
	For want of :—		
1.	Excess payment due to wrong pay fixation	48	0.86
2.	Purchase of science material equipment from unapproved sources	12	0.78
3.	Excess payment of pay and allowances and TA/DA including other miscellaneous items	57	0.11
		117	1.75

The matter was referred to Government in August 1989 reply has not been received (April 1990).

AGRICULTURE DEPARTMENT

3.13. Outstanding inspection reports and paragraphs

The Audit observations on financial irregularities and defects in initial accounts, noticed during local audit and not settled on the spot, are communicated to heads of offices and to next higher departmental authorities through inspection reports. More important irregularities are reported to the Heads of Departments and Government. The Government has prescribed that first replies to inspection reports should be sent within four weeks.

A review of outstanding inspection reports relating to Agriculture Department, disclosed that at the end of June 1989, 282 inspection reports issued upto December 1988 still contained 771 unsettled paragraphs; year-wise break up of which is given below :—

Year	Number of inspection reports	Number of paragraphs
1983-84	6	7
1984-85	15	40
1985-86	42	134
1986-87	67	204
1987-88	74	193
1988-89 (up to December 1988)	78	193
Total	282	771

Out of these 282 outstanding inspection reports issued during April 1983 to December 1988, first replies to 176 inspection reports (1984-85 : 13, 1985-86 : 31, 1986-87 : 52, 1987-88 : 33 and 1988-89: 47) had not been received

till June 1989; and in the case of remaining 106 inspection reports, the delay in sending first replies in respect of 97 reports ranged from one year to three years (92 reports : upto one year 5 reports; more than 1 year and upto 3 years) and replies in respect of 9 inspection reports only had been received within the stipulated period of four weeks.

The more important types of irregularities noticed during inspection and local audit are summarised below :

Serial number	Nature of irregularity	Number of cases	Money value involved (in lakhs of rupees)
(i)	Non-observance of rules relating to custody and handling of cash, posting and maintenance of cash books, reconciliation of departmental receipts and remittances with the treasury records,etc.	143	346.63
(ii)	Irregularities connected with purchase of stores	117	255.34
(iii)	Irregularities in the accountal of stores	90	25.14
(iv)	Irregular, excess and wasteful expenditure due to appointment of staff, etc.	196	783.30

The matter was reported to Government in April 1989; reply has not been received (April 1990).

3.14. Misappropriations, defalcations etc.

Cases of misappropriations, defalcations,etc; of Government money reported to Audit upto the end of March 1989,

on which final action was pending at the end of August 1989 were as under :—

		Number	Amount (Rs. in lakhs)
1.	Cases reported upto the end of March 1988 and outstanding on 31st August 1988	158	45.07
2.	Cases reported between April 1988 and March 1989	52	5.87
3.	Cases closed between September 1988 and August 1989	16	1.15
	Balance	221	49.79

Of these, 92 cases (Rs. 19.16 lakhs) were outstanding for more than 5 years.

189 cases (Rs. 40.07 lakhs) were outstanding with the Irrigation , Buildings and Roads, Public Health, Education, Transport and Forest department. Appendix VI shows departmentwise analysis of cases in which final action was pending at the end of August 1989.

3.15. Write off of losses, revenue etc.

During 1988-89, Rs. 0.20 lakh in respect of 19 cases representing losses due to theft, fire, irrecoverable revenue, duties; were written off or recoveries waived. Details are given in Appendix VII.

CHAPTER—IV

WORKS EXPENDITURE

IRRIGATION DEPARTMENT

4.1. Extra expenditure due to defective work

In Canal Lining Division No. 1 Tohana, the work of lining of parallel Ratia Branch in reach RD 0—40670 with a capacity of 75 8 cusecs was executed during 1984-85 at a cost of Rs. 115.99 lakhs and linked with the existing Ratia Branch at RD 0, RD 16100 upstream and RD 41335 during March—April 1987 at a cost of Rs. 2.51 lakhs. Fifty cusecs of water was released in the branch on 19th April 1987 which was gradually increased to 710 cusecs on 27th April 1987. During this period, settlement of coping and lining in reach RD 6-7, 10—11, 13—14 and 17—18 occured while leakages were also noticed in reaches RD 31—38. The Executive Engineer reported (May 1987) to the Superintending Engineer that the type of earth used in RD 30—38 was clay and very treacherous which shrunk and created cavity between lining and the earthern bank causing leakages. To stabilise the running of the channel sand grouting was done on the back of lining and trenches etc., were dug in April 1987 as short term measures at a cost of Rs. 1.02 lakhs.

The canal was inspected by the Executive Engineer Tohana Division in July 1987 who reported to the Executive Engineer, Canal Lining Division No. 1 Tohana that some serious leakages occured in reach 30-4-33 of the canal on 29th June, Ist and 2nd July 1987 when the water was released at a discharge capacity of 728 cusecs. Accordingly, long term measures for providing pushtas in RD 16—22 and RD 30—37 and repairing of lining in RD 0—41 were got executed in the Canal Lining Division at a cost of Rs. 3.12 lakhs as remedial measures.

The Executive Engineer (Canal Lining) intimated (May 1989) that the earth was provided without getting the same

tested as no trouble, was anticipated and to investigate the reason for the said problem of leakages and settling, the earth was got tested thereafter, from the Regional Engineering College Kurukshetra, which showed that clay contents of soil were very high and such soil generally expands and shrinks due to alternate wetting and drying. This action of the department was contrary to the departmental specification of earth for lining work which interalia provides that after fixing the alignment of earthern channel, soil survey along the entire length should be carried out to know the type of soil available, optimum moisture contents and the maximum density that can be attained at optimum moisture.

Thus due to failure of the department in getting the soil investigated before laying the same on banks and due to delay of about one year in commissioning the channel in April 1987 after its completion, the leakages in banks and settlement of lining occured and the department had to incur an additional expenditure of Rs. 4.14 lakhs on remedial measures and on special repairs.

The EIC stated (February 1990) that soil testing was not carried out as the department did not anticipate such problems of leakages at the time of construction because the old Ratia Branch, having a common bank with new channel had been running satisfactorily for the last 3 decades. The reply was not tenable as the other bank of new Ratia Branch was to be constructed afresh and it required prior testing of soil as per P.W.D. specifications.

The matter was reported to Government in June 1989; reply has not been received (April 1990).

4.2. Extra expenditure

A project estimate for constructing diversion of Rangoi Nallah to river Ghaggar with a length of 14575 feet was approved by Government in June 1980 for Rs. 39.48 lakhs. Longitudinal Section of the diversion drain, with discharge capacity of 4000 cusecs and bed width of 135 feet, was approved by the Chief Engineer (Drainage) in September 1981. After completion of earth work excavation in RD 5000 to 14575 in June 1983 at a cost of Rs. 7.94 lakhs in Drainage Division, Hisar, Longitudinal Section of the drain was revised (August 1984) by the Chief Engineer without any

recommendations from field office by reducing bed width to 121 feet and lowering the levels by 1.72 feet at the start (RD—0) and 1 feet at the outfall (RD 14575) of the diversion drain. Earth work excavation in RD—0 to 5000 was completed in March 1987 at a cost of Rs. 5.59 lakhs as per revised L—Section.

Execution of earth work in wider section with a bed width of 135 feet in RD 5000 to 14575 had resulted in wasteful expenditure of Rs. 0.66 lakh. Further to bring the diversion drain in RD 5000 to 14575 to its revised design with lower levels, the department got executed 0.71 lakh cums of earth work during August 1986—May 1987 at higher rates which resulted in an extra expenditure of Rs. 0.73 lakh. Thus, the department had incurred wasteful/extra expenditure of Rs. 1.39 lakhs (Rs. 0.66 lakh + Rs. 0.73 lakh) due to revision of L—Section.

Matter was reported to Government in July 1989; reply has not been received (April 1990).

4.3 Sub standard execution of work

The Government decided (May 1981) that some works should also be checked by the State Vigilance Bureau (SVB). Accordingly, SVB selected the work of single layer tile lining in reach RD 3000—7350 of Sunari Minor, which was allotted to a contractor in March 1983 by the Executive Engineer, Canal Lining Division No. 23, Rohtak. The work in reach RD 3000—6820 was completed (January 1985) at a cost of Rs. 1.46 lakhs.

The SVB checked the work in December 1984, when it took three samples of mortar used in lining work in the presence of three engineers of the department and got them analysed from the Forensic Science Laboratory, Madhuban. On the basis of test results (May 1985), the SVB declared (December 1985) the work as sub-standard as only 410 bags were found to have been used on lining against the required consumption of 1044 cement bags as per design/specifications.

In January 1988, Chief Engineer, Irrigation called for the comments on the SVB findings from the field officers. The then Executive Engineer justified (June 1988) the reduced consumption of cement due to receipt of short weight in

cement bags. losses in loading and unloading and possibility of discrepancy in laboratory report. This contention of the Executive Engineer did not agree with the records of the division as neither was the receipt of less cement recorded in store accounts/MAS accounts nor was any test from any other laboratory got conducted.

During audit (July 1988) it was noticed that after taking into account the consumption of cement used in coping (Not taken into account by the SVB) and allowing 5 per cent excess consumption (permissible under PWD specifications), the total consumption of cement worked out to 590 bags against 1478 bags shown as consumed. This resulted in pilferage of 888 bags of cement worth Rs. 0.67 lakh (at the penal rate of Rs. 75.48 per bag). Further, 22689 tiles worth Rs. 0.20 lakh (at penal rate of Rs. 866 per thousand) were also found consumed in excess of norms.

Explanations of the concerned officers/officials were submitted to the Superintending Engineer (June 1989), but final action taken in the matter has not been intimated (April 1990).

The matter was reported to Government in July 1989; reply has not been received (April 1990).

4.4. Under utilisation of Crawler Tractors

Under the scheme, "Modernisation of existing channels—project—phase 1", Irrigation Department placed an order in October 1980, through the Controller of Stores, Haryana, for purchase of 24 Honomag Jessop Crawler Tractors valuing Rs. 88.80 lakhs for compaction of earth work of existing channels, without obtaining administrative approval. The firm, supplied (September 1981—June 1983) these tractors to Executive Engineer, Canal Lining Division 14, Rohtak which were distributed amongst six lining mechanical divisions during October 1981 to March 1985. The phase 1 of the project (modernisation of existing channels) was completed in February 1987

A test check (August 1985) relating to the working of these tractors revealed as under :

(i) Against Central Water Power Commission (CWPC) norms of 168160 hours (at the rate of 1050 hours per tractor per year) provision of 71974 hours (43 per cent) for their working was made in the estimates by the department, against which tractors actually operated for 12292 hours (17 per cent) during 1981-82 to 1988-89, as indicated below :—

Year	Tractors available	Working hours as per CWPC norms	Working hours provided in departmental estimates	Tractors put to use	Actual hours tractors used	Shortfalls			
						Compared to CWPC norms		Compared to departmental provisions	
						Hour	Percentage	Hours	Percentage
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1981–82	8	2980	1275	3	603	2377	80	672	53
1982–83	18	14860	6886	8	1355	13505	91	5531	80
1983–84	24	24320	11268	14	2472	21848	90	8796	78
1984–85	24	25200	13226	20	2938	22262	88	10288	78
1985–86	24	25200	12236	16	1934	23266	92	10302	84
1986–87	24	25200	12180	13	1902	23298	92	10278	84
1987–88	24	25200	9723	10	848	24352	97	8875	91
1988–89	24	25200	5180	6	240	24960	99	4940	95
		168160	71974		12292	155868		59682	
			(43 per cent)			(17 per cent)			

Thus tractors remained under-utilised. ranging from 80 per cent to 99 per cent and 53 per cent to 95 per cent as compared to CWPC norms and the departmental provision respectively.

(ii) 10 tractors were issued for field works after 6 months to 38 months of their receipt.

(iii) One tractor valuing Rs. 3.70 lakhs received in December 1982, though issued for field work had not been put to use on any work.

(iv) Even after receipt of tractors for compaction of earth work on the existing channels, the department continued to get compaction work done by employing casual labour.

Under utilisation of these tractors was attributed (January 1988) by Executive Engineers Mechanical division Karnal and Rohtak to non-availability of works in Civil divisions or less work being entrusted by these divisions as most of the channels were of small capacity where running of these tractors was not practicable. Thus, tractors worth Rs. 88.80 lakhs were purchased in October 1980 without assessing actual potential requirements resulting in massive under utilisation.

The matter was reported to Government in August 1989; reply has not been received (April 1990).

4.5. Excess Payment of Earth Work

(a) In Bhiwani Construction Division II, 1.35 lakhs cums of earth work of Talwani Sub Minor, Mandholi Minor and Isherwal Distributary were got executed during March 1987—January 1988 at a cost of Rs. 5.93 lakhs. These works were transferred to Hansi Construction Division, Hansi in February 1988. The works were got re-measured (March 1988) and the Executive Engineer (EE) Hansi brought to the notice of Superintending Engineer (SE) Loharu Canal Circle, Bhiwani (March 1988) that against 1.35 lakhs cums of earth work already paid for, the earth available at site was only 0.33 lakh cums. The SE directed the EE in April 1988 that these works be got check measured from the two Sub-Divisional Officers. The EE after getting these works check measured, reported to SE in July 1988 that 0.46 lakh cums of earth was actually got laid thereby resulting in an excess payment of Rs. 3.99 lakhs to the contractors. The Chief Engineer (Yamuna Canal) referred this matter for further investigation to the Inspection and Control Division, Hisar. Further developments of the case were yet to be intimated (June 1989). The Executive Engineer attributed (July 1988) the excess payment of earth work to the difference in Natural surface levels (NSLs) observed initially before

execution of work and those observed subsequently and non-execution of work as per design and excess cutting of earth in [illegible] reaches. The contractor's bill was also yet to be finalised.

(b) Earth work in reach RD 0 to 5000 of Isherwal Sub Minor was got executed during June—August 1987 and the contractor was paid Rs. 0.76 lakh for 19847 cums of earth work. The work was got check measured from two SubDivisional Officer in March 1988. Whereas no earth work was found executed in Reach 0—3000, only 8063 cums of earth work was executed in Reach 3000—5000. The inflated measurements thus resulted in excess payment of Rs. 0.45 lakh for 11784 cums of earth work. The Contractor's bill was yet to be finalised.

Neither the amount of excess payment was placed in Miscellaneous Public Works Advances nor was any action taken to fix responsibility.

Excess payment of Rs. 4.44 lakhs was made possible as departmental officers failed (i) to detect the discrepancy in levels adopted for execution of work and those recorded in the approved sections. (ii) to ensure that works were being executed strictly according to approved drawings and design and had allowed execution of works without getting estimates technically sanctioned from the competent authority. It was further noticed that payments were released by recording wrong certificates of work having been executed according to PW specifications in measurement books as well as on account running bills.

The matter was referred to the Government (August 1989); reply has not been received (April 1990).

4.6. Misappropriation of cement

In the Canal Lining Division No. IV, Fatehabad, tile lining in some reaches of Sheranwali Distributary and Dabwali Distributary was undertaken during September 1984 to February 1985 through agencies and was completed during November 1984 to October 1985 at a cost of Rs. 6.61 lakhs.

The execution of works was got investigated (April 1985) through the State Vigilance Bureau, which after getting the

samples of mortar tested from the State Forensic Science Laboratory, Madhuban reported (February 1987) to the State Government that the cement used in lining work was used at the rate of 0.170 bag per square metre lining against the specified norm of 0.215 bag per square metre. Thus against the actual consumption of 3302 cement bags 4675 cement bags had been shown as consumed thereby resulting in mis-appropriation of 1373 bags of cement valued at Rs. 0.93 lakh and execution of below specification works.

The mis-appropriation of cement was rendered possible due to failure of the field officials and officers to ensure that the material used during construction work conformed to PWD specification and it was being mixed according to the norms fixed. Government directed the department in June 1987 to initiate departmental action against the concerned officials/officers. Show cause notices submitted (April 1987) to the Chief Engineer by the Superintending Engineer Canal Lining Circle No. 1 Sirsa for approval and serving upon the delinquent officials/officers had not yet been approved (June 1989).

The matter was reported to Government (August 1989); reply has not been received (April 1990).

BUILDINGS AND ROADS/PUBLIC HEALTH/ REVENUE DEPARTMENT

4.7. Mini Secretariat and Allied Buildings

4.7.1. Introduction

For the convenience of the public, Government of Haryana, Revenue Department, decided in January 1969 to construct composite office buildings called 'Mini Secretariat and allied buildings' at all district, sub-divisional and tehsil headquarters with a view to bring up all offices of various departments in the district at one place. The concept of Mini Secretariat envisaged the construction of following five blocks :—

Block No. I Executive Courts and offices and Deputy Commissioner's main office block.

Block No. II Administrative block.

Block No. III For housing other district offices.

Block No. IV Judicial block.

Block No. V Litigant block.

Construction of block No. II, IV and V was to be taken up in the first phase. Block No. I and III were to be constructed in the second phase.

4.7.2. Organisational set up

Construction work is done by the Provincial Divisions of Buildings and Roads Department under the overall direction of the Engineer-in-Chief. At Government level, the scheme is monitored by the Financial Commissioner and Secretary to Government Haryana (Revenue Department) Chandigarh.

4.7.3. Audit coverage

A test check of records of Financial Commissioner and Secretary to Government, Haryana (Revenue Department), Engineer-in-Chief, Deputy Commissioners and Executive Engineers of Buildings and Roads of six districts (Sirsa, Narnaul, Jind, Gurgaon, Faridabad and Bhiwani) was conducted (March 1989 to May 1989) for the period 1980-81 to 1988-89.

4.7.4. Highlights

—182.67 acres of land acquired at a cost of Rs. 41.42 lakhs has remained vacant for 6 to 10 years due to delay in the construction of composite office building. (Paragraph 4.7.8.)

—Interest of Rs. 0.93 lakh was paid in excess based on total enhanced amounts of compensation instead of net amount after deducting amount already paid. (Paragraph 4.7.9.(i))

—Rs. 0.62 lakh (left over after making land payments) were kept in personal account by a Land Acquisition Officer cum sub-Divisional Officer (Civil) since March 1985. (Paragraph 4.7.9.(ii))

—Steel valuing Rs. 4.97 lakhs, initially issued to a work in December 1984 and March 1985, was neither used on work nor accounted for in the store account though shown returned to stock. (Paragraph 4.7.9.(iii))

—Extra expenditure of Rs. 1.31 lakhs was incurred by doing Jamuna sand filling instead of earth filling. (Paragraph 4.7.9(iv)(a)

—Rs. 2.92 lakhs on account of licence fee of lawyer's chambers, Rs. 0.46 lakh on account of licence fee of typist booths and Rs. 3.46 lakhs on account of rent of commercial shops in various Mini Secretariat Complexes were recoverable. (Paragraph 4.7.10(i)(ii)&-(iii))

—Demand for rent from Central Government offices and banks located in the Mini Secretariat buildings at Narnaul, Jind, Sirsa and Sonipat was not raised. (Paragraph 4.7.10.(iv))

—Refund of balance amount of Rs. 6.69 lakhs (Advance : Rs. 207.77 lakhs; Expenditure: Rs. 201.08 lakhs) has not been received since March 1980 from Haryana Agricultural University. (Paragraph 4.7.12)

4.7.5. In the Sixth Five Year Plan (1980—85), provision was made for construction of 3 sub-divisional complexes, 5 tehsil complexes and 12 sub-tehsil complexes. Similarly in the Seventh Five Year Plan (1985—90), provision was made for construction of office buildings at sub-divisional/tehsil /sub tehsil level where there was shortage of buildings.

Test check of the records of Public Works divisions revealed that by the end of March 1989, 3 sub divisional complexes (Siwani, Guhla, Dabwali), 3 tehsil complexes (Pehowa, Kosli and Fatehabad) and 2 sub tehsil complexes (Adampur and Brara) were completed; whereas works in 6 tehsil/sub tehsil complexes (Radaur, Chhachhrauli, Pillukehera, Meham, Kalka and Tawru) were in progress (August 1989).

4.7.6. Financial outlay and expenditure

An expenditure of Rs. 411.09 lakhs had been incurred on construction of Mini Secretariats up to the year 1979-80.

An outlay of Rs. 800 lakhs and Rs. 850 lakhs was provided in the Sixth Five Year Plan (1980—85) and Seventh Five Year Plan (1985—90) respectively for the construction of Mini Secretariat and allied buildings against which expenditure incurred from 1980—81 to 1988-89 was to the tune of Rs. 1518.68 lakhs as per details below :—

Year	Outlay as per annual plan	Budget provision	Expenditure	Excess(+) Saving(—)
			(Rupees in lakhs)	
1980-81	1,20.00	1,32.21	1,55.75	(—)23.54
1981-82	1 62.00	1,42.56	1,70.45	(—)27.89
1982-83	1,62.00	1,27.30	1,87.97	(+)60.67
1983-84	1,62.00	1,17.87	1,38.13	(+)20.26
1984-85	1,62.00	1,10.00	1,17.74	(+)7.74
1985-86	1,50.00	2,15.60	2,05.51	(—)10.09
1986-87	1,57.00	1,86.47	1,91.94	(—)5.47
1987-88	1,80.00	1,96.50	1,89.82	(—)6.68
1988-89	1,80.00	1,50.95	1,61.37	(+)10.42
			15,18.68	

Reasons for variations between budget provision and actual expenditure were not intimated by the department (April 1990).

4.7.7. Execution of works

(a) Execution of works without detailed estimates.

Rules provide that execution of works shall not be commenced without technical sanction of the detailed estimates having been obtained from the competent authority. Works under the scheme were started on receipt of administrative approval based on rough cost estimates, without obtaining technical sanction of detailed estimates. Technical sanction of detailed estimates obtained after commencement/completion of

the work however, amounted to Rs. 300.92 lakhs, whereas expenditure incurred on buildings was to the extent of Rs. 1278.85 lakhs (upto March 1989). This has resulted in unauthorised expenditure of Rs. 977.93 lakhs, without preparation of detailed estimates.

(b) Cost overrun

The expenditure incurred by the B & R department on construction of various works was booked against the main work as one unit whereas technical sanctions of the detailed estimates obtained after commencement of the works were block-wise. As such cost of work could not be worked out in audit.

(c) Delay in execution of works

The time limit for completion of works as specified in the rough cost estimates of the works under the scheme and delay in the completion of the work was as under :—

District	Time limit	Delay in completion
Karnal, Ambala, Faridabad and Rohtak	1 and 1/2 Years	6 months to two and half years.
Narnaul, Sirsa, Jind, Sonipat, Kurukshetra and Bhiwani	2 Years	4 months to 12 years (works of second phase in Kurukshetra and Sonipat yet to be taken up)
Hisar	3 Years	5 Years.

No time limit was specified in case of works in Gurgaon district.

The delay in completion was mainly attributed (March to June 1989) to late receipt of drawings and

shortage of funds by the Executive Engineers, Provincial Division Sonipat, Bhiwani, Kurukshetra and Faridabad.

4.7.8 Un-utilised land

Land measuring 182.67 acres acquired at a cost of Rs. 41.42 lakhs for construction of composite office buildings had remained vacant from six to ten years as the construction work was not started.

Place	Area of land in acres	Cost (Rupees in lakhs)	Month and year of acquisition	Date on which administrative approval for construction of building was obtained	Month and Year of start of construction	Period forwhich land remained vacant
Jind	103.97	7.91	March 1969 to June 1971	November 1979	November 1979	8—10 years
Narnaul	57.50	4.84	May 1974	June 1980	August 1980	6 years
Dabwali (Sirsa District)	15.00	9.60	May 1980	March 1985	April 1986	6 years
Ganaur (Sonipat District)	6.20	19.07	May 1983	awaited	Not yet started	6 years

4.7.9. Topics of interest

(i) Land measuring 44 kanals 2 Marlas (out of total land 205 acres 4 kanals 15 marlas) was acquired in November 1978 in the revenue estate of village Kherpur district Sirsa, for the construction of Mini Secretariat and housing colony etc. An award for Rs. 0.60 lakh was announced by the Land Acquisition Collector on 28th November 1978 which was paid on the same day. On appeal from the land owners the amount of compensation was further enhanced to Rs. 1.19 lakhs on 23rd March 1983 by the Additional District and Sessions Judge Sirsa, and to Rs. 2.87 lakhs on 30th April 1986 by the Punjab and Haryana High

Court and the extra amount was paid/deposited in the court on 17th February 1984 and 18th November 1986 respectively (alongwith interest upto 17th November 1986). Scrutiny of statement of interest revealed that interest @9 per cent for the first year (28th November 1978 to November 1979) and @15 per cent for subsequent years (28th November 1979 to 17th November 1986) was worked out on the total amount of enhanced compensation of Rs. 2.87 lakhs and 30 per cent compulsory charges of Rs. 0.86 lakh without taking into account the compensation already paid on 28th November 1978 and 17th February 1984. This resulted in excess payments of interests of Rs. 0.93 lakh to the land owners since 18th November 1986 as worked out by the department. No action has been taken to recover the amount (June 1989).

(ii) For construction of sub-tehsil complex, land measuring 78 kanals 12 marlas was acquired in the revenue estate of village Bhorain, District Jind in March 1985. An amount of Rs. 3.15 lakhs was deposited (February 1985) in advance by the Sub-Divisional Engineer, Provincial Sub-Division Safidon with the Land Acquisition Officer cum Sub Division Officer (Civil) (LAO cum SDO Civil) against the land award of Rs. 2.53 lakhs announced in March 1985. Balance amount of Rs. 0.62 lakh after making land payments was neither refunded to B & R department nor remitted into treasury as revenue deposits. This was, instead, kept (March 1985) in personal account in State Bank of Patiala Safidon by the LAO cum SDO (C) Safidon.

(iii) In Provincial Division Faridabad, 100.515 metric tonnes of plain Steel valuing Rs. 4.97 lakhs was issued in December 1984 and March 1985 to the work, "Constructing Mini Secretariat Faridabad", without any requirement. Since, the drawing of the work approved in March 1985 stipulated use for steel, the steel was not used and it was cleared (March 1987) from material at site account by showing return to stock as old, rusted and unserviceable.

Audit scrutiny, however, revealed (April 1989) that the plain steel written back from work was neither accounted for on the relevant bin cards of store nor

was it found surplus during physical verification of store conducted in February 1988. No action was taken to trace it out and also account for the material after ascertaining its whereabouts and usefulness since March 1987. Executive Engineer stated (August 1989) that the matter was under correspondence with the concerned Sub-Divisional Engineer/Junior Engineer.

(iv) (a) A detailed estimate of Rs. 22.77 lakhs for the work of constructing Mini Secretariat at Faridabad (in respect of foundation and plinth only) was sanctioned by the Engineer-in-Chief in July 1986. A quantity of 1860 cums of earth work filling under floor in foundation and plinth at an estimated cost of Rs. 0.07 lakh was provided in the estimate. It was noticed that payment of Rs. 1.38 lakhs was made to the executing agency upto July 1989 on account of 1846.56 cums of Jamuna sand filling at provisional rate of Rs. 75/- per cum. The execution of work with Jamuna sand filling instead of earth filling as provided in the technically sanctioned detailed estimate had resulted in extra expenditure of Rs. 1.31 lakhs at the end of July 1989. The Executive Engineer Provincial Division No. II PWD, B&R Branch Gurgaon stated (September 1989) that sand filling was got done keeping in view the safety of structure and to avoid any settlement/cracks in the building in future. But approval for the change in specification from the technically sanctioned detailed estimate was yet to be obtained from the competent authority.

(b) Further according to agreement (1985-86) executed with the contractor non-scheduled items were to be paid on the basis of rates of material and labour given in Haryana PWD schedule of rates 1974 plus tendered premium. On this basis, rate of Jamuna sand filling under floors and in foundation worked out to Rs. 51.20 per cum, but the Superinending Engineer recommended (January 1987) Rs. 81.65 per cum for approval of Engineer-in-Chief (EIC) on the basis of market rate of sand at quarry site. The Engineer-in-Chief did not approve the rate and directed (March 1987) that rates be worked out according to the conditions of agreement. The agency had however, been paid an amount of Rs. 1.38 lakhs during March 1985 to July 1989, for 1846.56

cums of sand filling at the provisional rate of Rs.. 75/- per cum resulted in overpayment of Rs. 0.44 lakh. The Executive Engineer stated (September 1989) that Sub-Divisional Engineer had been directed to recover the amounts.

(v) The work of providing public health amenities (construction of RCC(Bricks/SW pipe sewer) in Mini Secretariat Narnaul was allotted to a contractor in October 1981 with an estimated cost of Rs. 4.50 lakhs. The work also provided linking of Mini Secretariat sewer with Municipal Committee sewer, which could not however, be linked due to non-availability of land. The department decided to construct independent sewer disposal near boundary wall of Mini Secretariat and got this work done (January 1986 to March 1987) after reinviting (December 1985) tenders. The commencement of work without arranging for land and consequent change in the scope of work has involved an extra expenditure of Rs. 0.47 lakh on account of higher rates on reinvitation of tenders.

4.7.10. Recovery of licence fee/rent

(i) The Government of Haryana (Revenue Department) fixed (July 1985) licence fee of lawyers chambers in litigant blocks —Rs. 50 per month per chamber from the date of allotment. This licence fee was valid upto March 1986 and thereafter it was required to be reviewed but this has not been done (August 1989).

It was noticed that recovery of licence fee even Rs. 50 per month per chamber has not been effected to the extent of Rs. 2.92 lakhs from 1979-80 to 1988-89 for chambers (ranging from 16 to 24) in Mini Secretariat at Sirsa, Jind, Bhiwani, Narnaul, Hisar and Sonipat. A test check in audit revealed that lease deeds were not got executed/renewed from lawyers for chambers allotted in Mini Secretariat Bhiwani from whom amount of Rs. 1.01 lakhs (35 per cent) was recoverable.

(ii) In Mini Secretariat Gurgaon, 24 booths have been allotted to typists and petition writers. Licence fee of Rs. 67 per month per booth was fixed by the Haryana Government (Revenue Department) in June 1985.

An amount of Rs. 0.46 lakh was outstanding towards recovery of licence fee against these booths from March 1986 to March 1989. The Deputy Commissioner, Gurgaon stated (August 1989) that efforts were being made to recover the amount but in audit it was noticed that no tangible steps were taken to effect recovery.

(iii) Commercial shops, such as tea stalls, photo-stat shops, forms sale shop, cycle stand, etc. constructed in the Mini Secretariat buildings were lent out on annual contract basis. As per terms and conditions of the contract, twenty five per cent of the contract money was recoverable at the time of auction and balance 75 per cent was recoverable in nine equal monthly instalments. Failure to recover the amount of lease/ contract money according to terms and conditions had resulted in accumulation of arrears to the extent of Rs. 3.46 lakhs pertaining to the years 1978-79 to 1988-89 in respect of Mini Secretariats at Sirsa, Narnaul, Bhiwani, Hisar, Gurgaon and Sonipat. In many cases in Bhiwani and Hisar, whereabouts of parties were not known to the department. However, the Deputy Commissioners (Jind, Bhiwani, Gurgaon, Narnaul and Hisar) stated (August 1989) that efforts were being made to recover the amount.

(iv) The Government of Haryana (Revenue Department) issued instructions in January 1981 that rent would be taken from the Central Government and other non-Government offices situated in the Mini Secretariat buildings after getting the rent assessed from B & R department . Test check of record in audit, however, revealed that demand for rent in the cases detailed below was not raised, thereby resulting in non-recovery of rent.

Serial number	Name of the complex/ Accommodation	Office accommodated	Date of occupation	Monthly rent	Recoverable amount upto March 1989	Remarks
				(Rs. in lakhs)		
1.	Mini Secretariat, Narnaul (Four shops)	Defence pension Disbursing officer	December 1984	Rs. 160 per shop	0.33	Demand for recovery of rent still to be raised
2.	Mini Secretariat, Jind (Four shops)	State Bank of Patiala	April 1985	Rs. 160 per shop	0.31	Neither had rent been got assessed from B and R Department nor any demand had been raised. Amount has been worked out on the basis of rent fixed in case of shops in Mini Secretariat Narnaul
3.	Do. (One room)	Post Office	January 1987	Rs. 130	0.04	Rent assessed by B and R department. Demand not raised.
4.	Mini Secretariat, Sirsa (Two shops)	State Bank of India	November 1983			Demand for rent was not raised by the Deputy Commissioner Sirsa, for want of assessment of rent by B and R department.
5.	Mini Secretariat Sonipat (One room)	Post Office	July 1978	Rs. 90	0.11	Demand raised by Deputy Commissioner in June 1989 at the instance of audit.

4.7.11 Buildings remaining vacant/unutilised

A block of building meant for records (constructed at an estimated cost of Rs. 8.00 lakhs) in the District Administrative Centre, Hisar was taken over by the Deputy Commissioner in April 1980, but the records, were still being retained in the old court complex Hisar and have not been shifted to new building of Mini Secretariat. On this being pointed put in audit (May 1989), the Deputy Commissioner Hisar stated (September 1989) that the record room was not initially provided with steel racks for which administrative approval amounting to Rs. 10.70 lakhs was received in November 1987 and against which an expenditure of Rs. 10.37 lakhs had been incurred by the Provincial Division No. 1 PWD B&R Hisar. Old record could not be shifted for want of basta and card boards worth about Rs. 3.00 lakhs for which the matter was yet to be taken up with the Director, Land Records, Haryana. Thus, due to delay in completing ancillary requirements, buildings constructed in the year 1980, coluld not be put to use (August 1989).

4.7.12 Advance payments

(i) Against administrative approval of Rs. 232.04 lakhs accorded (March 1972) for construction of Mini Secretariat, Hisar, the work was got executed through Haryana Agricultural University (HAU) Hisar against the advance payment of Rs. 207.77 lakhs given by the Executive Engineer, Provincial Division No. 1, Hisar from 1971-72 to 1979-80. The work was completed at a cost of Rs. 201.08 lakhs in March 1980. Balance amount of Rs. 6.69 lakhs was neither demanded by the department nor refunded by the University (February 1989).

On being pointed out in audit (March 1989), the department raised the demand against HAU. Further developments were yet to be intimated (April 1990).

(ii) For the shifting of 33 K.V. electric line from the campus of Mini Secretariat Narnaul, an advance payment of Rs. 2.68 lakhs was made in January 1980 by the Executive Engineer, Provincial Division, Narnaul to the Haryana State Electricity Board. Complete account

of expenditure together with refund of balance amount has not been obtained by the department even after a lapse of more than 9 years.

4.7.13 The matter was reported to Government in September 1989; reply has not been received (April 1990).

BUILDINGS AND ROADS DEPARTMENT

4.8 Injudicious rejection of tenders

In Provincial Division II, Sirsa (merged with Provincial Division 1, Sirsa in July 1986) tenders for construction of 20 double storey residential houses phase-I in Government Polytechnic for women at Sirsa (estimated cost: Rs. 22 lakhs) were invited in March 1986 and two tenders were received. The lowest rates received from a construction company at 372 per cent for brick/tile work and 222 per cent for other items of works above Haryana Schedule of Rates (HSR) were considered high and rejected (April 1986) by the Engineer-in-Chief (E-in-C) on the recommendations of the Superintending Engineer (SE) / Executive Engineer (EE). Tenders were recalled (May 1986) against which a single tender of contractor 'A' at 362 per cent for brick/tile work and 222 per cent for other items of work above HSR (valid upto 6th August 1986) was received and his rates were recommended (June 1986) by SE to E-in-C after negotiating at 347 per cent for brick/tile work and 217 percent for all other items above HSR. The rates negotiated were stated to be within the prevailing market rates and it was certified that no further lower rates were expected if tenders were recalled. The E-in-C advised (5th August 1986) SE to get the rates reduced as these were also considered on higher side but no specific reasons were recorded. The contractor did not agree as validity of his tender had already expired and his earnest money was refunded (August 1986). It was, however, noticed in audit (August 1988) that the E-in-C had approved (July 1986) the same rates of the same agency for another work in the same division

The SE advised (January 1987) the EE to take up the work departmentally. Except for construction of two houses which was taken up, the construction of houses departmentally was not considered possible and tenders for the remaining 18 houses (estimated cost : Rs. 14.35 lakhs) were invited again and opened on 25th September 1987. The work in respect of 17 houses was finally allotted (November 1987) to the lowest contractor 'B' at 380 per-cent for brick/tile work, 270 per cent for wood work and 240 per-cent for other items of work above HSR (tendered cost : Rs. 14.44 lakhs). The work of remaining one house was awarded in November 1987 to contractor 'C' at 379 per cent for brick/tile work, 268 per cent for wood work and 239 percent for other items of work above HSR (tendered cost : Rs 1.17 lakhs) Contractor 'B' completed the work in January 1989 involving an extra expenditure of Rs. 1.50 lakhs over the rates of contractor 'A' while the work of contractor 'C' was in progress and involved an extra expenditure of Rs. 0.06 lakh, for the work executed so far.

Thus due to injudicious decision of the department to reject the lowest tendered rates of contractor 'A' received in June 1986, the department had to incur an extra expenditure of Rs. 1.56 lakhs by getting the work done after re-tendering in September 1987.

The matter was reported to Government in August 1989, who intimated (December 1989) that one Superintending Engineer and three Executive Engineers had been called upon to explain their position for fixation of responsibility for the lapses.

4.9. Fictitious measurements

In Provincial Division Narwana, work of construction of a road from village Jheel Bhagwanpura (3.69 KM) was taken up (March 1984) at an estimated cost of Rs. 11.08 lakhs against administrative approval accorded in November 1983. After incurring an expenditure of Rs. 2.83 lakhs on earth work (Upto 3 KM) and construction of two slab culverts (upto April 1985), work on the road was stopped on request from the village panchayat for change in alignment which was recommended (June 1985) by Chief Engineer and approved

(August 1985) by Government on grounds that (i) less earth work would be involved (ii) revised alignment will pass near school and sub health centre thereby eliminating need for separate approach road and (iii) maintenance cost would be reduced as original alignment was in flood prone area. Work remained suspended from April 1985 to March 1988 as the originally approved alignment was considered more convenient and beneficial to the people of the area by the Executive Engineer (EE). Accordingly, case for adherence to original alignment was submitted (June 1989).

As a result of complaints regarding irregularities in execution of earth work got done on muster rolls during March 1984 to December 1984, work was got re-checked in February 1987 by Executive Engineer in the presence of four Sub Divisional Engineers (SDEs) and two Junior Engineers (JEs). It was observed that inflated natural surface level (NSL) which had been check measured by the Sub-Divisional Engineer were recorded for preparation of estimates. Quantity of earth work actually found at site worked out to 30110 cums against quantity of 50532 cums earth work recorded by the Junior Engineer resulting in inflated fictitious measurements to the extent of 20422 cums earth work involving extra payment of Rs. 0.65 lakh. After allowing credit of Rs. 0.11 lakh as a result of saving shown in muster rolls, the net loss worked out to Rs. 0.54 lakh. It was further intimated (July 1989) by Executive Engineer that overall measurement based on cross sections were not recorded during execution of works but these were recorded on tape measurement basis.

Due to failure of the department in taking final decision with regard to adoption of final alignment of road, work got executed during March 1984 to April 1985 at a cost of Rs. 2.83 lakhs remained incomplete for the last 5 years. Besides, excess payment of Rs. 0.65 lakh on earth work was also caused due to recording of fictitious measurements.

The matter was referred to Government in August 1989. Government intimated (December 1989) that three Sub Divisional Engineers and one Junior Engineer were charge sheeted and, after considering their defence, a Superintending Engineer was being appointed as an enquiry officer.

4.10. Outstanding inspection reports and paragraphs

Audit observations on financial irregularities and defects noticed in initial accounts and records during local audit are

communicated to the heads of offices and to the next departmental authorities through Inspection Reports. More important irregularities are also reported to heads of the departments and Government for their comments.

A review of the inspection reports issued, upto December 1988, of 51 divisions of the Buildings and Roads department revealed that 499 paragraphs relating to 199 inspection reports involving Rs. 3669.57 lakhs remained outstanding at the end of June 1989. These included 6 inspection reports (6 paragraphs) which had remained unsettled for 10 years as shown below :—

Year of Inspection Reports	Number of Outstanding Inspection Reports	Number of Outstanding Paragraphs	Amount involved (In lakhs of rupees)
1976-77 to 1978-79	6	6	12.45
1979-80 to 1984-85	50	61	93.92
1985-86	30	44	111.96
1986-87	33	64	200.29
1987-88	41	106	341.11
1988-89	39	218	2909.84
	199	499	3669.57

The department is required to send the initial reply to inspection report within six weeks of receipt of the report in the division. It was noticed that in respect of 15 reports (150 paragraphs) issued during April 1988 to December 1988, no replies were received (June 1989). Out of 145 inspection reports issued during 1986-87 to 1988-89, the time taken by the department in submitting initial reply ranged from 3 months to one year in 79 cases and one year to 2 years in 14 cases.

Some important irregularities commented upon in inspection reports, remaining unsettled, broadly fall under the following categories :

Serial number	Category	Number of paragraphs	Amount involved (in lakhs of rupees)
(1)	(2)	(3)	(4)
1.	Losses due to theft mis-appropriation etc.	55	60.57
2.	Recoverable amounts from contractors on account of excess payment, cost of work done at their risk and cost etc.	92	117.44
3.	Undue financial aid to contractors	7	3.99
4.	Loss of measurement books and non production of measurement books	18	—
5.	Non-accountal of material	12	26.07
6.	Extra and avoidable expenditure	62	145.82
7.	Irregular/Injudicious purchases	28	41.41
8.	Infructuous and irregular expenditure	85	234.25
9.	Execution of sub standard work	11	47.35
10.	Un-sanctioned estimates	31	2432.90

Out of the total 499 outstanding paragraphs, 19 cases were pending with court of law, arbitrators, police authorities and 80 cases with Government/Engineer-in-Chief/Superintending Engineer awaiting regularisation and remaining 400 with the divisional offices

PUBLIC HEALTH DEPARTMENT

4.11. Rural Water Supply Scheme

4.11.1. Introduction

Drinking water supply is a problem of great importance for rural India. In mid sixties it was observed by the Central Government that rural water supply schemes were being implemented in villages which were easily accessible and rural areas which had problems in getting much needed water for drinking and domestic purposes were being neglected. The Central Government, therefore, requested the states to indentify such problem villages so that efforts could be directed towards tackling their problem. The criteria laid down for identification of problem villages were :

(a) Villages where no water sources existed within a distance of 1.6 kms or where water was available at a depth of more than 15 metres.

(b) Villages where the water had excessive salinity, iron, fluorides and other toxic elements hazardous to health; and

(c) Villages which were exposed to the risk of water borne diseases, such as cholera, guinea worm etc. due to available water.

According to 1981 census, out of the total population of 129.23 lakhs in the State, 100.95 lakhs were residing in rural areas spread over 6745 inhabited villages. Out of these, 5686 villages with a population of 89 lakhs were identified as problem villages as per surveys conducted in the years 1972, 1979, 1985 and 1986, according to the criteria laid down by Government of India and the remaining 1059 villages with a population of 11.95 lakhs were non-problem villages. The scheme was initially introduced under the National Water Supply and Sanitation Programme launched by the Government of India in 1954.

Mention regarding delay in completion of schemes, inadequate supply of water, injudicious purchases and irregular utilisation of funds etc., was made in paragraph 4.9 of the Audit Report for the year 1983-84, both under Minimum Needs

Programme (MNP) and Accelerated Rural Water Supply Programme (ARWSP). In its 28th Report submitted to the House on 14th March 1988, the committee observed that the scheme of supply of drinking water to problem villages was not implemented in the manner it was intended to achieve the objective.

4.11.2. Organisational set up

The Engineer-in-Chief, Public Health Department is in overall charge of the implementation of the Rural Water Supply Schemes. The schemes are however, executed by the various Public Health Divisions of the department under the control of the Executive Engineers.

4.11.3. Audit Coverage

A test check of records of the office of the Engineer-in-Chief and divisional offices of 4 districts i.e. Gurgaon, Bhiwani, Sirsa and Rohtak, for the period from 1985-86 to 1988-89 was conducted during April-May 1989.

4.11.4. Highlights

— Central Assistance amounting to Rs. 2.16 crores was lying unutilised at the end of March 1989.
(Paragraph 4.11.5(ii))

— In 23 schemes which were still in progress, the cost had escalated by Rs. 72.72 lakhs. Further there was cost over run of Rs. 40.71 lakhs in 10 schemes completed during 1985-86 to 1988-89.
(Paragraph 4.11.7 and 8)

— Regular testing of quality of water was not being done to ensure supply of good quality of water. Further out of 520 running water supply schemes in 4 disttricts, quantity of water being supplied in 217 schemes, was less than the prescribed norms. (Paragraph 4.11.9b)

— There were huge variations in maintenance expenditure in various divisions. There was also sudden rise in maintenance expenditure during 1988-89, varying from 1% to 122% as compared with expenditure in 1987-88. (Paragraph 4.11.10).

— Norms of installation of stand posts had not been followed. The percentage of stand posts constructed in excess of norms was as high as 74 percent in Sirsa and 56 per cent in Hisar district. (Paragraph 4.11.11)

— A water supply scheme for 9 groups of villages designed to cater to the need of 18650 persons was executed at a cost of Rs. 43.69 lakhs and commissioned in September 1984. In 1985, two villages with population of 7513 persons were delinked, resulting in unfruitful expenditure of Rs. 8.65 lakhs incurred on construction of additional structures.

(Paragraph 4.11.12(a))

— 12573 rubber ring gaskets of various sizes valuing Rs. 0.63 lakh were purchased from January 1981 to April 1981. 743 gaskets worth Rs. 0.04 lakh were used and remaining 11830 ring gaskets valuing Rs. 0.59 lakh were declared surplus in March 1989.

(Paragraph 4.11.12 (b))

— Improper survey and poor planning to link a distant village to a water supply scheme resulted in avoidable expenditure of Rs. 0.83 lakh as full quantity of water did not reach the village and it had to be linked with another scheme. (Paragraph 4.11.12(c))

— Copper jali worth Rs. 0.65 lakh was purchased during 1980-81 to 1982-83 and used even though there was neither any provision for use of Copper jali in the estimates, nor any practice of using it in the department. (Paragraph 4.11.12(d))

— A sum of Rs. 0.92 lakh was overpaid to contractors on account of incorrect application of rates.

(Paragraph 4.11.12(e))

— A sum of Rs. 4.41 lakhs was recoverable from contractor on account of cost of Government material not returned and excess payment due to misclassification of items. (Paragraph 4.11.12.f(i&ii))

These points are discussed in detail in the succeeding paragraphs.

4.11.5. Budget provision and expenditure

(i) Annual plan outlay, budget provision and actual expenditure during first four years of 7th five year plan under the Minimum Needs Programme (MNP) and Accelerated Rural Water Supply Programme (ARP) were as under :

Year	Outlay as per annual plan		Budget provision	
	MNP	ARP	MNP	ARP
				(Rupees in
1985-86	22.41	9.40	21.72	9.40
1986-87	23.39	5.20	22.49	4.90
1987-88	25.74	9.38	20.78	6.18
1988-89	25.74	10.00	19.38	3.51
	97.28	33.98	84.37	23.99

Expenditure

MNP	(—)Short fall / (+) Excess	Percentage	ARP	(—) Short fall / (+) Excess	Percentage
crores)					
20.00	(—)1.72	8	7.05	(—)2.35	25
18.15	(—)4.34	19	7.83	(+)2.93	60
17.49	(—)3.29	16	6.78	(+)0.60	10
17.04	(—)2.34	12	4.67	(+)1.16	33
72.68	(—)11.69		26.33	(+)2.34	

There was shortfall in utilisation of funds in respect of MNP schemes which ranged from 8 per cent to 19 per cent. In respect of ARP schemes, however, there was shortfall (25 per cent) during 1985-86 and excess during 1986-87 to 1988-89, which ranged from 10 to 60 per cent. No reasons for shortfall/excess were on record.

(ii) Schemes approved by the Central Government under ARP, spill over funds, Central assistance released and actual expenditure from 1985-86 to 1988-89 were as under :—

Year	Number of villages approved under ARP	Number of villages actually covered	Spill over funds	Central Assistance released	Total	Actual Expenditure	Balance
			(Rs. in crores)				
1985-86	234	182	4.50	9.40	13.90	7.05	6.85
1986-87	175	178	6.85	4.90	11.75	7.83	3.92
1987-88	152	135	3.92	6.18	10.10	6.78	3.32
1988-89	Nil	141	3.32	3.51	6.83	4.67	2.16

Central assistance amounting to Rs. 2.16 crores was lying unutilised at the end of March 1989.

4.11.6. Targets and Achievements

(i) Out of 5686 problem villages (Population : 89 lakhs) 3372 villages (population : 5 6 lakhs) were provided with safe drinking water facilities under Minimum Needs Programme Scheme upto the end of 6th Five Year Plan. Thus there were 2314 problem villages (Population : 33 lakhs) which were to be covered during 7th Five Year Plan. Total number of villages/population targeted to be covered and achievements made during first four years of 7th Five Year Plan under MNP and

ARP were as under :

Year	Targets fixed			
	MNP		ARP	
	Villages number	Population (In lakhs)	Villages number	Population (In lakhs)
1985-86	350	5.60	110	1.40
1986-87	310	3.45	110	1.13
1987-88	270	2.60	110	1.20
1988-89	220	3.50	110	1.20
	1150	15.15	440	4.93

Targets achieved			
MNP		ARP	
Villages number	Population (In lakhs)	Villages number	Population (In lakhs)
408	4.56	182	1.61
305	3.81	175	1.74
245	2.91	135	1.63
192	2.72	141	1.77
1150	14.00	633	6.75

The Seventh Five Year Plan aimed at providing adequate safe drinking water facilities to the entire rural population. 531 problem villages were however, yet to be covered at the end of 1988-89. As per action plan for 1989-90, 400 problem villages are to be covered. Even if this target is fully achieved. 131 problem villages would still remain uncovered at the end of 7th Five Year Plan and the object of 7th plan to provide water to the entire rural population would thus not be achieved.

(ii) There were 1059 non-problem villages (population : 11.03 lakhs) in the State, out of which 174 villages were to be covered upto 6th Five Year Plan. During 7th Five Year Plan there was a target of 80 villages to be covered in first four years of the plan against which 126 villages were provided drinking water upto March 1989.

4.11.7. Delay in Completion of Schemes

Scheme-wise physical targets were neither included in the State Plans nor available with the department.

(i) The individual water supply schemes were targeted to be completed in a period of one/two years. It was, however, seen in test check that 23 schemes sanctioned during 5th and 6th Five Year Plan in 3 districts were still incomplete (March 1989) and their cost had escalated by Rs. 72.72 lakhs ranging from 5 per cent to 39 per cent as per details given in Appendix VIII.

Reasons for delay in completion of schemes were not intimated by the department (July 1989). The original cost has also been revised by the competent authority (July 1989).

(ii) It was further noticed that 8 schemes covering 9 villages (Population : 0.35 lakh) which were sanctioned at a cost of Rs. 1 37.36 lakhs during May 1985 to October 1988 had not been taken up, inter-alia, due to non-availability of land, lack of decision on source of water and proper investigation by the department while sanctioning schemes

4.11.8. Cost over-run

In 10 schemes of 3 Public Health Divisions (Sirsa, Jhajjar and Nuh) sanctioned during May 1979 to March 1985 and completed during Ist 4 years of 7th Five Year Plan, there was cost over-run of Rs. 40.71 lakhs. The department had neither investigated the causes of cost over-run nor sanctioned the revised estimates.

Serial number	Name of division	Name of Scheme	Estimated cost (In lakhs)	Date of sanction	Date of completion	Actual expenditure upto 3/89	Excess
1	2	3	4	5	6	7	8
						(Rupees in lakhs)	
1.	Public Health (W.B.) Division Sirsa	(i) Providing W/S scheme to Vill. Bharotwala	24.92	May 1979	July 1986	35.20	10.28
2.	Public Health Division, Jhajjar	(ii) Providing. W/S Supply Scheme to Madana	13.23	March 1981	1986-87	17.88	4.65
		(iii) Provd. W/S Supply Scheme to Lilaheri	24.50	May 1983	1986-87	30.09	5.59
		(iv) Provd W/S Supply Scheme Surhati, Kansi	26.76	May 1980	1986-87	28.40	1.64
		(v) Provd. W/S Supply Scheme Birdhana	24.62	March 1981	1986-87	27.54	2.92
		(vi) Provd. W/S Supply Scheme Dhaur Gudha	14.14	May 1983	1986-87	20.35	6.21
3.	Public Health Division, Nuh	(vii) Provd. W/S Rojka	4.83	May 1981	1985	5.93	1.10
		(viii) Provd. W/S Supply Scheme Siroli	7.92	March 1982	Sept. 1987	9.58	1.66
		(ix) Provd. W/S Supply Scheme Zalika	7.12	March 1982	August 1988	12.25	5.13
		(x) Provd. W/S Supply Scheme Dhanies of Sehsola.	7.98	March 1985	June 1986	9.51	1.53
			156.02			196.73	40.71

Reasons for not investigating causes of excess over estimated cost and not getting revised estimates sanctioned have not been intimated (July 1989).

4.11.9. Non-fulfilment of objectives of the Schemes

The main object of Rural Water Supply Schemes was to provide 41—45 litres of potable water per head per day in problem villages.

(a) Quality of water

In order to ensure good quality of drinking water the department should carry out regular and systematic testing of the quality of drinking water in rural areas and maintain proper record of tests conducted.

(i) It was seen during test check that no bacteriological analysis of water of canal based running water supply schemes was got carried out in divisions at Bhiwani, Sirsa, Jhajjar and Bahadurgarh.

(ii) In a division of Rohtak, the tests of canal based schemes were got conducted from Medical College, Rohtak but consolidated records of samples taken, results of analysis, periodicity and follow up action were neither maintained nor produced to Audit.

(iii) In case of tubewell based water supply schemes, where chemical analysis of 100 running water supply schemes in Gurgaon District had been got carried out (September 1986 to March 1989) from National Environment Engineering Research Institute Delhi, under Technology Mission Project, water of 31 water supply schemes out of 100 schemes covering 135 villages (Population : 1.50 lakhs) was found having excessive nitrates, fluorides and brackishness. The water of 23 Rural Water Supply Schemes covering 1.18 lakhs population has been brought with permissible parameters during 1988-89 by providing alternate/additional defluoridation/desalination plants, at a cost of Rs. 58.81 lakhs. The work of bringing water within permissible parameters for 6 schemes covering 0.28 lakh population at an estimated cost of Rs. 30.65 lakhs was in progress and an expenditure of Rs. 15.27 lakhs had already been incurred (March 1989). The work in remaining two schemes (estimated cost : Rs. 7.21 lakhs) was yet to be taken up.

(iv) In Public Health Division, Jhajjar water of two tubewell based schemes viz., Badsa and Sondhi executed at a cost of Rs. 17.84 lakhs, covering a population of 0.13 lakh) became unpotable in August 1984 and May 1987 respectively but remedial measures were yet to be taken (July 1989).

(b) Inadequate supply of water

No water meters were installed on any scheme to assess daily supply of water. Even the data of daily supply of water on the basis of actual working hours of pumps had not been monitored at sub-divisional or divisional level. In the districts selected for test check, it was noticed that in 217 schemes actual supply of water was less than the norm of 41-45 litre per head per day.

Serial Number	Name of District	Total Number of schemes	Number of schemes in which supply was less than norms	Actual per capita supply			
				Upto 20 litres	Between 20 to 30 litres	Between 31 to 35 litres	Above 35 but below 41 litres
1.	Bhiwani	98	10	1	6	2	1
2.	Sirsa	118	68	10	11	11	36
3.	Gurgaon	171	57	—	10	2	45
4.	Rohtak	133	82	16	32	26	8
		520	217	27	59	41	90

The short supply of water was attributed (May 1989) by the department to non-construction of remaining structures, inadequate power supply, reduction in yield of tubewell and short supply of canal water.

4.11.10. Variation in maintenance expenditure

The per capita expenditure on maintenance of Rural Water Supply Schemes from 1985-86 to 1988-89 is given in Appendix IX.

(a) There was huge variation in per capita maintenance expenditure on various schemes in seven divisions of selected districts. In case of canal based schemes, it ranged from Rs. 5.53 to Rs. 26.73 in 1985-86, Rs. 7.20 to Rs. 32.78 in 1986-87, Rs. 12.47 to 57.54 in 1987-88 and Rs. 14.25 to Rs. 62.88 in 1988-89. In the case of tubewell based schemes, it ranged from Rs. 1.27 to Rs. 26.82 in 1985-86, Rs. 1.61 to Rs. 41.10 in 1986-87, Rs. 2.76 to Rs. 52.74 in 1987-88, and Rs. 3.10 to Rs. 67.98 in 1988-89. Reasons for vide variation were not investigated by the department.

(b) The expenditure on maintenance was increasing every year. As compared with 1985-86, the expenditure on maintenance was more than double in 1988-89. Further there was huge variation ranging from 1 per cent to 122 per cent in 1988-89 as compared with the expenditure of 1987-88. Reasons for heavy increase have not been intimated (July 1989).

4.11.11. Installation of stand posts in excess of norms

As per norms of Public Health Department, one stand post is provided for a population of 200. The district wise position of stand posts required as per norms vis-a-vis actually installed as in September 1988, is tabulated below :—

Serial number	District	Stand posts required as per norms	Actual number of stand posts installed	(—)Short-fall/ (+)Excess	Percentage of excess/ Shortfall
1.	Ambala	5614	8295	(+)2681	(+)48
2.	Kurukshetra	2666	2164	(—)502	(—)19
3.	Karna	3383	3661	(+)278	(+)8
4.	Sonipat	2604	2753	(+)149	(+)6
5.	Faridabad	3323	3232	(—)91	(—)3
6.	Gurgaon	3672	4415	(+)743	(+)20
7.	Mohindergarh	4070	5930	(+)1860	(+)46
8.	Rohtak	5500	6600	(+)1100	(+)20
9.	Bhiwani	4513	5386	(+)872	(+)19
10.	Hisar	6000	9379	(+)3379	(+)56
11.	Sirsa	2810	4882	(+)2072	(+)74
12.	Jind	4849	4169	(—)680	(—)14

It would be seen from the above table that :—

(i) In three districts (Kurukshetra, Faridabad and Jind) the number of stand posts constructed was less than the norms of Public Health Department which ranged from 3 per cent to 19 per cent. Reasons for not providing stand posts according to the norms were not intimated.

(ii) In remaining nine districts the stand posts were constructed in excess of norms ranging from 6 per cent to 74 per cent thereby causing shortage of water, drainage problem and unhygenic conditions.

4.11.12. Other topics of interest

(a) In Public Health Division No. II, Hisar, an estimate amounting to Rs. 16.03 lakhs for water supply scheme, Chander Khurd to provide water to a group of 7 villages for 11137 persons (prospective population after 15 years) and another estimate for Rs. 4.46 lakhs for Jamalpur water supply Jamalpur to provide water to a group of 2 villages for 7513 persons (Prospective population after 15 years) were prepared in August 1975 but these estimates were not operated. Subsequently, keeping in view economy in construction and maintenance a combined estimate of Rs. 43.69 lakhs for 'providing water supply to a group of 9 villages' designed to cater to the need of 18650 persons (prospective population) was prepared and administratively approved in May 1981. The scheme was commissioned (September 1984), after incurring an expenditure of Rs. 40.18 lakhs.

(i) The residual head (Pressure) at tail end was less than the required head due to more fractional losses. The Department 'delinked' Jamalpur group of 2 villages falling at the tail end of the scheme. Another estimate of Rs. 31.27 lakhs for catering to 7513 persons (prospective population) was therefore, prepared and got administratively approved in May 1985. The structures were constructed at the site of combined water works for a prospective population of 18650 persons but after delinking of two villages, these structures would cater to the needs of 11137 persons thus resulting in extra expenditure of Rs. 8.65 lakhs on account of additional structures as assessed by the Superintending Engineer (July 1987).

(ii) In audit it was further noticed that against the provision of 20610 metres laying of Polyvinyl Chloride (PVC) pipe of various sizes in rough cost estimate, the department laid 30765 metres pipe which, not only increased the cost of scheme by Rs. 3.70 lakhs. but also led to more fractional losses causing bifurcation of the scheme. Due to delinking of two villages from the scheme. 3352.8 metres pipe line already laid under the combined estimate with a labour cost of Rs. 0.22 lakh had to be dismantled by incurring an expenditure of Rs. 0.19 lakh thus rendering a wasteful expenditure of Rs. 0.41 lakh due to Poor planning.

(b) On the basis of demand placed by the Executive Engineer, World Bank Public Health Division, Sirsa for supply of 12600 rubber ring gaskets of different sizes, the Controller of Stores Haryana, placed orders on Delhi and Jalandhar based firms during November 1980 to March 1981. 12573 rubber ring gaskets valuing Rs. 0.63 lakh were received in the division between January 1981 and April 1981, out of which 743 gaskets valuing Rs. 0.04 lakh were used on works or transferred to other divisions. The balance of 11830 gaskets valuing Rs. 0.59 lakh were declared surplus in March 1989. Thus, the incorrect assessment of requirement led to injudicious purchase of rubber ring gaskets, resulting in blocking of funds to the tune of Rs. 0.59 lakh.

The Executive Engineer intimated (April 1989) that the list of surplus material had been circulated among other divisions and materials would be transferred as and when required by them.

(c) The Water supply scheme at village Bir Bangran for a group of 5 villages including village Thal and Mund (Jind District) was administratively approved for Rs. 48.33 lakhs in May 1983. The work relating to laying of pipe line from village Thal to village Mund was completed in January 1985 at a cost of Rs. 0.83 lakh. The water supply scheme was commissioned in June 1985 but water did not reach village Mund as the pressure remained low due to non-completion of overhead Service Reservoir (OHSR) and distant location (14 km) of village Mund from water works at village Bir Bangran. The village was then linked with another water works of village Ardhana in January 1987 at a

cost of Rs. 1.25 lakhs under orders of the Superintending Engineer, Public Health, World Bank Project Circle, Hisar and this expenditure was also charged to original scheme without approval of the competent authority. The OHSR for water supply scheme Bir Bangran was also constructed later on but village Mund continued to be linked up with that OHSR as well as with water works Ardhana due to insufficient hydraulic pressure and the village was being supplied water from both the water works.

The faulty planning in linking a distant village Mund to water supply scheme Bir Bangran resulted in avoidable expenditure of Rs. 0.83 lakh on laying of pipeline as even after construction of OHSR sufficient pressure could not be maintained.

(d) Use of copper jali on Mildsteel (MS) slotted pipes for tapping under ground aquifer was not in vogue in any of the organisations engaged in exploration of ground water like Central Ground Water Board and various State Government departments including Minor Irrigation and Tubewell Corporation (MITC) and Public Health Department, so there was no provision for use of copper jali in the estimates sanctioned by the competent authority. However, the Executive Engineer, Ground Water Investigation, Public Health Division, Ambala, purchased copper jali worth Rs. 0.65 lakh during 1980-81 to 1982-83, without justification and without any technical sanction of the competent authority. Out of this, copper jali valuing Rs. 0.63 lakh was used on 38 tubewells without any provision in the estimate and remaining jali valuing Rs. 0.02 lakh was lying unutilised. The State Vigilance Bureau investigated the matter and observed in January, 1983 that the material purchased was not required to be installed. On instructions from Government an amount of Rs. 0.16 lakh and Rs. 0.49 lakh was placed (1983-84), under Miscellaneous P.W. advances for recovery from the concerned Executive Engineer and Sub-Divisional Engineer. The case was also examined departmentally and the Superintending Engineer, Public Health Circle, Ambala reported to the Engineer-in-chief in August 1984 that justification for the use of copper Jali was not established. The Superintending Engineer stated (April 1989) that the case for departmental action

against both the officers including recovery was under process.

(e) As per Haryana Schedule of Rates (HSR), 1974 the through rate for Cement Concrete (CC) 1:2:4 hand mixed for re-inforced concrete work for walls is Rs. 312 per cum which included Rs. 147 per cum for centering and shuttering both sides. The rate of Rs. 312 per cum was paid by four divisions at Sirsa, Bhiwani and Karnal for laying core walls in underground structures of water supply schemes which required only one side shuttering. This resulted in excess payment of Rs. 0.92 lakh at the rate of Rs. 73.50 per cum (50 per cent of Rs. 147 per cum) plus sanctioned premium.

The Executive Engineer Public Health World Bank Project Sirsa stated (April 1989) that recoveries from the concerned contractors would be effected in due course.

(f) (i) In Public Health Division Panchkula three works of providing water supply to 7 Bhojes containing 150 hamlets, 2 Bhojes containing 106 villages and 3 Bhojes containing 59 hamlets were allotted to a contractor in 1981-82 for Rs. 10 lakhs, Rs. 6.5 lakhs and Rs. 5 lakhs respectively. The contractor was last paid during 1983-84 . The final measurements of these works after re-measurements re-classification by two Sub-Divisional Engineers were recorded during 1984 and 1985. After adjusting security deposits available with the Division and also for work done, the net recoverable amount worked out to Rs. 2.83 lakhs.

The recoverable amount was mainly attributable to non-return of material due to excess issue over requirements and excess payment due to misclassification of item of work of 'Block-in-Course' (B.C.) in running bills.

Nei-ther had the Executive Engineer finalised the claims nor had he made any effort to recover the balance material/amount from the Contractor who has since expired in May 1988.

(ii) In three cases a sum of Rs. 1.58 lakhs was recoverable from contractors on account of non-return of

unconsumed material viz pipes and specials as per details given below :

Serial Number	Name of the Division	Name of work	Period during which material was issued	Work completed/left over by the contractor	Cost of material not returned (at stock issue rate) (Rupees in lakhs)
1.	Public Health Division, Narnaul	Providing water supply scheme Nangal group of 10 No. Villages 'Laying' jointing, cutting, testing of AC/PVC pipe	January 1981 to November 1981	November 1981	0.32
2.	Public Health Division No. 1, Bhiwani	Providing water supply scheme Dhigava Jattan "Laying of pipe line in 2 No. villages Mohammad Nagar and Singhani"	October 1985 to March 1986	March 1986	0.34
3.	Public Health Division Jhajjar	Providing water supply scheme Mattanhail "Construction of 1 No. HIT 2 Nos. F. Beds, 1 No. CWT etc"	December 1978 to April 1979	April 1982	0.13
			Total		0.79

Further, as per terms of agreements, recovery in respect of unconsumed material issued free of cost, like pipes and specials was to be effected at double the stock issue rates. Thus an amount of Rs. 1.58 lakhs was recoverable from contractors. No action has been taken by the concerned Executive Engineer to recover the amount from contractors (May 1989).

(g) In Public Health Division Rohtak, the work of construction of storage and sedimentation tank, pucca inlet channel at head works and all other works contingent thereto for the scheme "Providing water supply to a group of 7 villages at Siman in district Rohtak"

was allotted to contractor 'A' at a tendered cost of Rs. 2.70 lakhs, with a time limit of 12 months to be reckoned from 10th May 1980. The contractor was paid Rs. 0.50 lakh for the work executed upto August 1981.

The contractor having failed to complete the work within the stipulated period, compensation of Rs. 0.27 lakh was levied by the Executive Engineer in December 1981 and the balance work was withdrawn (January 1982) from him and allotted (March 1986) to another contractor 'B' at the risk and cost of contractor 'A'. The contractor 'B' completed the work at a cost of Rs. 2.44 lakhs and his bill was finalised in March 1988. The Executive Engineer (EE) had not taken any action (May 1989) to effect recovery of Rs. 0.88 lakh (Risk and Cost : Rs. 0.54 lakh; Compensation : Rs. 0.27 lakh ; Overpayment in earth work : Rs. 0.07 lakh) from contractor 'A.

The Executive Engineer intimated (May 1989) that action to effect recovery would be taken after finalisation of contractor's Bill.

(ii) In Public Health Division Nuh, three works of constructing Pump Chambers of Size 14' to 16' with barbed wire fencing and other works contingent thereto for water supply schemes for villages Rajaka-Mandi, Tigaon group of villages and Akbarpur group of 7 villages at an estimated cost of Rs. 0.30 lakh, Rs. 0.40 lakh and Rs. 0.40 lakh respectively were allotted to contractor 'A' during May and June 1981 with a time limit of 3-4 months. The contractor could not complete the works within the stipulated period and thus compensation of Rs. 0.11 lakh under clause 2 of the agreement was levied in January 1982. The balance work was withdrawn from him in May/June 1982 and allotted to other contractors in February 1983, October 1982 and September 1982 at his risk and cost. The total amount recoverable from the contractor worked out to Rs. 0.73 lakh (Risk and Cost : Rs. 0.35 lakh; Compensation : Rs. 0.11 lakh; Material : Rs. 0.27 lakh). In respect of work of Rajaka-Mandi, the matter was referred to the Arbitrator in 1985 for recovery of Rs. 0.16 lakh (representing cost of material not returned, compensation for delay and risk cost). The decision of the Arbitrator was awaited (May 1989) and

in the remaining two cases viz. work of Tigaon and Akbarpur group of villages, no action to effect the recoveries was initiated by the department.

The EE intimated (May 1989) that final bills could not be prepared as the charge of Material-at-site account (MAS) registers had not been handed over by the concerned Junior Engineer who had since been transferred.

4.11.13. Monitoring

A monitoring and investigating cell was created in 1977-78 in the office of the Engineer-in-Chief, Public Health to monitor the progress in implementation of projects and for collection and reporting of information connected therewith to the Central authorities. Though routine quarterly statements showing number of villages/ population covered. number of Scheduled Castes and Scheduled Tribes reaping the benefit and expenditure incurred etc., were being sent to the Government of India, there was nothing on record to indicate any remedial measures having been taken to adhere to the time schedule for completion of various schemes on the basis of the routine information made available by this cell.

4.11.14. Evaluation

There was no system of evaluation of individual schemes ensuring accrual of actual benefits to beneficiaries and identification of bottlenecks standing in the way of proper implementation so that corrective measures could be undertaken to accelerate the pace of progress.

4.11.15. The matter was referred to Government (August 1989); reply has not been received (April 1990).

4.12. Extra expenditure due to defective execution of work

A detailed estimate prepared (October 1980) by Executive Engineer, P.H. Division No. II, Rohtak for Rs. 22.49 lakhs for augmentation of water supply in the Medical College, Rohtak, contained a provision of Rs.

7.37 lakhs for the construction of pitched inlet channel (Length 6812 ft) from Bhalaut sub branch upto Water Works of Medical College Rohtak. The work of construction of inlet channel was split into two parts i.e. RD 0-3000 and R.D. 3000 to 6812 and the work on both the reaches was allotted (November 1979) to an agency at agreement amount of Rs. 3.60 lakhs and Rs. 2.80 lakhs respectively. The agreement executed, inter-alia provided (i) satisfactory testing of works before commissioning and (ii) rectification of defects, if any, at the risk and cost of the agency.

After completion of the works in January 1981 the inlet channel was checked (March 1981) by the Executive Engineer who noticed that the channel was not got executed as per approved drawings. The agency was paid Rs. 2.74 lakhs in June 1982 for reach RD 0-3000 and Rs. 3.53 lakhs in July 1982 for reach 3000 to 6812 by recording a wrong certificate by the Sub Divisional Engineer that the work had been carried out as per PWD specifications and drawings. The securities of Rs. 0.13 lakh and Rs. 0.15 lakh lying with the department were also released (June to August 1982) without getting the defects rectified and ensuring satisfactory commissioning of the Channel. For removal of the defects in the Channel, a special repair estimate at a cost of Rs. 1.86 lakhs was administratively approved in December 1983 and the special repair of the channel was got done (June/July 1985) through another agency at a total cost of Rs. 1.13 lakhs without getting the estimate technically sanctioned.

Thus, due to defective works initially executed during 1979-80 and 1980-81 for which no responsibility had been fixed, the department had to incur an extra expenditure of Rs. 1.13 lakhs on special repair of channel. A departmental enquiry instituted in July 1987 was in progress (October 1989).

The matter was reported to Government in July 1989; reply has not been received (April 1990).

4.13. Excess payment to the contractor

In Mandi Public Health Division, Rohtak, the work of providing storm water drainage system in Grain Market,

Rohtak was awarded (May 1982) to a contractor at an estimated cost of Rs. 3.15 lakhs after getting his tendered rates approved from the Superintending Engineer (SE), Mandi Public Health Circle, Karnal. The contractor commenced the work in June 1982 and the amount of contract was enhanced to Rs. 5 lakhs in March 1983 due to execution of additional item of lowering of sub soil water. The work was not completed within the enhanced amount of contract. To get the work completed further enhancement of contract required the approval of the Engineer-in-Chief (EIC). Instead of getting the same approved by the EIC the Executive Engineer, with the approval of the SE, Karnal drew (April 1983) a parallel contract with the contractor at his existing rates foran amount of Rs. 2.05lakhs which was further enhanced to Rs. 2.55 lakhs. The contractor completed the entire work in July 1983 at an enhanced cost of Rs. 7.55 lakhs.

During execution of works, laying of RCC pipes in certain portion required dewatering/lowering of sub soil water level (SSWL) for which no provision had been made in the detailed notice inviting tenders. The Executive Engineer got laid 668.60 metres of pipe under SSWL and made payments of Rs. 1.74 lakhs during June 1982-July 1983, against both contracts at the rate of Rs. 260 per metre length of lowering SSWL allowed in another contract in March 1982 in anticipation of approval of rates by the EIC. The case was submitted to the EIC in March 1983 for sanction of the rate of Rs. 260 per metre length of pipe as it exceeded the financial powers of S.E., being more than Rs. 1 lakh. The EIC directed (June 1983) the SE Karnal to adopt the rate of Rs. 117 and Rs. 130 per metre length (based on spring levels) as was approved by the Superintending Engineer, Public Health Circle Rohtak in August 1982 for similar works in the same area. The extra rate of Rs. 117 per metre for a length of 407.07 metre and Rs. 130 per metre for a length of 261.53 metre were finally got approved by the Superintending Engineer in January 1988. By the time excess payment of Rs. 0.92 lakh had already been made to the contractor against which only an amount of Rs. 0.38 lakh on account of security was available with the department. The department had charge sheeted the than Executive Engineer

and Superintending Engineer and final action in the matter was yet to be taken.

The matter was reported to Government in July 1989; reply has not been received (April 1990).

4.14. Excess payment

In Mandi Public Health Division Rohtak the contract for the work of laying stone Ware (SWRCC pipe sewer) in Grain Market Rohtak was awarded (March 1982) to a contractor at an estimated cost of Rs. 4.45 lakhs after getting the rates approved from the Superintending Engineer (SE), Mandi Public Health Circle Karnal. As per Detailed Notice Inviting Tender (DNIT) a provision for lowering of sub soil water level in a length of 325 metres before laying of RCC pipes was made for which rate of Rs. 260, Rs. 400 and Rs. 300 per metre length upto 1 metre, beyond 1 metre upto 1.25 metre and beyond 1.25 metre below spring level respectively was approved, subject to the condition that prevailing market rates at the time of execution (if lower) would be payable.

The work was commenced in April 1982 and executed to the extent of Rs. 4.87 lakhs (October 1984) which included payment of Rs. 2.17 lakhs at the rate of Rs. 260 per metre for lowering sub soil water in a length of 834.37 metres. The contract was yet to be finalised as non-scheduled items for more than Rs. 1.00 lakh needed approval of Engineer-in-Chief (EIC). The Executive Engineer Public Health Division No. II Rohtak (to whom work was transferred in September 1985) recommended (February 1988) to SE for payment for sub soil water lowering for 325 metres at Rs. 260 per metre as per DNIT and for 509.37 metre at Rs. 130 per metre, based on rate approved (August 1982/June 1983) in a similar case of the Division and as such sought approval of Engineer-in-Chief for these rates. The approval of "E-in-C" had however not yet been received (June 1989). The contractor was thus paid an amount of Rs. 0.66 lakh in excess for which charge sheets were served upon the then Executive Engineer and Superintending Engineer (SE) and final action was yet to be taken (June 1989). Besides this, an amount of Rs.1.27

lakhs (Rs. 1.13 lakhs on account of excess issue of material and Rs. 0.26 lakh compensation. less Rs. 0.12 lakh for work done payable) was also recoverable. Against recovery of Rs. 1.93 lakhs security deposit of Rs. 0.24 lakh only was available with the department.

The matter was reported to Government in July 1989; reply has not been received (April 1990).

4.15. Outstanding audit observations

Audit observations on financial transactions are reported to the departmental authorities concerned so that appropriate action could be taken to rectify defects and omissions. Half yearly reports of such observations outstanding for more than six months are also forwarded to Government to get their settlement expedited.

A review of the outstanding audit observations pertaining to the Public Health Department issued upto December 1988 disclosed that 2217 items involving an amount of Rs. 404.48 lakhs were outstanding at the end of June 1989. These included 402 items (Rs. 126.90 lakhs) pertaining to 1979-80 to 1985-86, 235 items (Rs. 73.44 lakhs) to 1986-87 335 items (Rs. 116.02 lakhs) to 1987-88 and 245 items (Rs. 88.12 lakhs) to 1988-89.

The audit observations were of the following categories :

Serial number	Nature of observations	Number of items	Amount involved
		(In lakhs of rupees)	
	For want of :—		
1.	Actual payees receipts	145	57.77
2.	Vouchers	54	10.33
3.	Contingent bills	219	23.32
4.	Agreements	799	313.06
		1217	404.48

CHAPTER V

IRRIGATION DEPARTMENT

Stores and Stock

5.1. Introductory

Stores comprise all articles and material purchased or otherwise acquired for use on works. These include not only expendable and issuable articles in use or accumulated for specific purpose, but also articles of dead stock of the nature of plant and machinery, instruments, furniture, equipments, fixtures etc.

For the execution of irrigation projects it is essential to maintain stores and keep their accounts properly for inventory control.

A central purchase system was introduced (November 1978) in the department for procurement of material, machinery and spare parts. The requirements are assessed and sent by field units to a Procurement Circle which acquires the same, either through approved sources or from market by inviting tenders under orders of the competent authority. Special purchase committees are constituted for procurement of material required for irrigation projects under World Bank Aid and Lift Irrigation Schemes. The Executive Engineer and the Superintending Engineer are empowered to make local purchases to the extent of Rs. 1000/- (for any one item subject to maximum of Rs. 2000/- in a fiscal year) and Rs. 3000/- at a time respectively.

Under the procedure prescribed for maintenance of stock accounts, value of stores received is debited to stock suspense, and on issue it is cleared by charge to works or other units. The valuation account of stores is kept in the Priced Store Ledger maintained at divisional level.

5.1.2. Audit Coverage

60 out of 98 irrigation divisions handling stock were audited during June 1989.

5.1.3. Highlights

In 58 divisions valuation account of transactions was neither maintained nor were the Priced Store Ledger closed. [Paragraph 5.1.4(i)]

—In 32 divisions the reconciliation of balances in the Priced Store Ledger with that in bin cards was not conducted. [Paragraph 5.1.4(ii)]

—Physical verification in 44 divisions was awaited for the year 1988-89. (Paragraph 5.1.5)

—In 33 divisions Annual Stock Limit was not got sanctioned by the competent authority. (Paragraph 5.1.6)

—In 41 divisions there was minus closing balance amounting to Rs. 449.37 lakhs as on 31st March 1989 which was indicative of defective maintenance of stores accounts. (Paragraph 5.1.7).

—Spare parts valuing Rs. 1.29 lakhs purchased during July 1980 to January 1983 were not utilised (June 1989) and purchases were found injudicious. (Paragraph 5.1.10).

—In JLN Mechanical Division Rewari there were heavy purchases of material valuing Rs. 56.00 lakhs from April 1979 to March 1982 out of which material valuing Rs. 27.52 lakhs could be consumed and material valuing Rs. 28.48 lakhs was lying unconsumed (June 1989). [Paragraph 5.1.10(ii)]

—In Mechanical Drainage Division Jind (now shifted to Hisar) spare parts valuing Rs. 10.76 lakhs purchased during 1979 to 1985 remained un-utilised and were rendered obsolete causing loss of Rs. 5.87 lakhs. [Paragraph 5.1.10(iii)]

—The carriage contractor lifted 1038 MT cement bags from Kandla port but delivered 651 MT cement resulting in short delivery of 387 MT cement valuing Rs. 2.18 lakhs. [Paragraph 5.1.10(iv)].

—There were 4 cases of shortages/misappropriation of material valuing Rs. 4.29 lakhs.

(Paragraph 5.1.11).

These points are discussed in detail in the succeeding paragraphs.

5.1.4. Priced Stores Ledger

Under the accounting procedure the numerical quantities as well as values of stores showing opening balance receipts issues and closing balance are kept in the Priced Store Ledger (PSL) in Divisional Office. The stores are evaluated on the basis of cost of purchase and issue rate fixed accordingly. The ledger is required to be closed for both the quantity and value at the end of each month and its balances re-conciled half yearly with the balances in the bin card (quantitative accounts maintained at Sub Divisional level).

(i) In 58 divisions (Receipts : Rs. 115 lakhs; issues: Rs. 1209 lakhs) the value accounts of transactions were neither maintained nor were the ledgers closed. Reconciliation was not made with the store accounts rendered monthly to the Accountant General. Executive Engineers of 13 divisions were unaware of the Stock value held by them at the end of financial year as figures reported were at variance with those appearing in accounts. The closing balances of financial year also did not include :

(a) Value of stock received from Director General. Supplies and Disposals (DGS&D) (b) adjustment of profit and loss and advance payments (c) issue of stores at higher rates. These factors rendered closing balances into minus in some cases as commented in paragraph 5.1.7.

(ii) In 32 divisions (Receipts : Rs. 781.29 lakhs; Issues : Rs. 820.34 lakhs) the balance quantities in ledgers were not reconciled with the balances shown in bin cards. The delay in carrying out reconciliation of balances was susceptible to shortages remaining undetected.

(iii) Posting in the ledger was found incomplete in 15 divisions (Receipts : Rs. 322.81 lakhs; Issues :

Rs. 314.26 lakhs) though the receipts and issues were appearing in monthly accounts submitted to the Accountant General.

(iv) The profit or loss i.e.. the difference between the issue rate and cost price was neither worked out nor adjusted in any division.

5.1.5. Physical verification

Physical check of stores is required to be conducted annually by an Officer other than the incharge of the stores. It was noticed that physical verification for the year 1988-89 was not conducted in 44 divisions.

5.1.6. Reserve stock limit

Financial Rules provide for the fixing of annual stock limit at the commencement of financial year, so as to keep stock within specific limits. Reserve Stock Limit (RSL) for 1988-89 was, however, not sanctioned in 33 divisions till June 1989. Stock valuing Rs. 502.35 lakhs was held by these divisions at the end of March 1989.

5.1.7. Minus balances

In 41 divisions there were minus closing balances amounting to Rs. 449.37 lakhs as on 31st March 1989. The minus balances were mainly due to (i) non-adjustment of Accountant General (AG) memos for material received through DG & SD and (ii) non-adjustment of profit and loss on stock. Delay in adjustment of transactions and non clearance of minus balances was indicative of defective maintenance of store accounts.

5.1.8. Surplus material

Rules provide that balances of stores should not be held in excess of requirement and stores remaining in stock for more than one year should be considered surplus unless there are sufficient reasons to hold them beyond that period. In 22 divisions material valuing Rs. 181.76 lakhs was lying surplus to the requirement. No effective steps were taken to ensure its proper utilisation in divisions where required.

5.1.9. Tools and Plants (T & P) returns

The numerical account of articles of tools and plants, both ordinary as well as special, is kept in a separate register. The record of receipts and issues is maintained in form DFR (PW) 12 and DFR (PW) 13 respectively. At the end of every year, a yearly tools and plant return is prepared for each sub division and consolidated in Divisional Office. The return is required to be got checked each year by Audit. However, in 36 cases tools and plant returns for the year 1988-89 were not prepared and got audited.

5.1.10. Other points of interest

5.1.10. (i) Injudicious purchase of spare parts

In Canal Lining Mechanical Division 20, Karnal, spare parts valuing Rs. 1.29 lakhs were purchased by the Executive Engineer at his own level in piece-meal during July 1980 to January 1983 for up keep of three Romania tractors. These spare parts were not utilised since their purchase as Romanian tractors were not used to their optimum capacity due to their being unsuitable for compaction purposes. Thus due to lack of proper assessment regarding suitability of tractors for compaction the purchase of spare parts valuing Rs. 1.29 lakhs was injudicious. These were yet to be disposed of (June 1989).

5.1.10. (ii) Excessive purchase

In contravention of rules prescribing purchases to be made in an economical manner and according to requirements, material/spare parts worth Rs. 56 lakhs were purchased (April 1979 to March 1982) in Jawahar Lal Nehru (JLN) Mechanical Division, Rewari on the basis of requisitions placed by three sub divisional officers as

per details given below :

Name of Sub Division	Period of purchase	Value of material received	Value of material consumed	Balance value of material unconsumed on 30th June 1989
		(Rupees in lakhs)		
Mechanical Sub Division, Narnaul	8th January 1980 to May 1981	16.41	3.37	13.04
JLN Mechanical Sub Division No. II Rewari	1st April 1979 to 31st March 1982	31.05	23.27	7.78
JLN Mechanical Sub Division, Narnaul	15th July 1981 to 31st March 1982	8.54	0.88	7.66
	Total	56.00	27.52	28.48

(a) The material worth Rs. 28.48 lakhs (51per cent) was lying unutilised (June 1989).

(b) In a departmental enquiry instituted (March 1983) to look into excessive purchases, three Sub Divisional Officers were found (January 1986) responsible for placing requisition for quantities more than required. The charge sheets against these officers sent (June 1987) by the Superintending Engineer to Engineer-in-Chief were yet to be approved and served and the unutilised material was lying undisposed of (June 1989).

5.1.10. (iii) Unnecessary purchase

In Mechanical Drainage Division, Jind (shifted to Hisar in May 1988) spare parts worth Rs. 10.76 lakhs were purchased (1979 to 1985) which remained unutilised and declared obsolete (August 1987) by Condemnation Board constituted by Director Supplies and Disposals and reserve price of Rs. 4.89 lakhs was fixed. The Chief Engineer, Drainage directed (March 1988) the Superintending Engineer to fix responsibility for loss to state exchequer but no enquiry had so far been instituted (June 1989).

The EE, Mechanical Drainage Division, Hisar intimated (June 1989) that spare parts were purchased for upkeep of the machinery but could not be utilised. This injudicious purchase resulted in blocking of capital amounting to Rs. 10.76 lakhs apart from the likely loss of Rs. 5.87 lakhs, based on reserve price fixed by the Board.

5.1.10. (iv) Short delivery of cement

On request received (November 1981) from the Superintending Engineer (SE), Canal Lining Circle No. 6 Rohtak for urgent carriage of 1870 metric tonnes (MT) imported cement from Kandla Port through his own arrangement the SE Procurement circle allowed (January 1982) the same subject to the condition that onus for its safe carriage and transit risk would rest on him.

The SE Canal Lining, without executing any agreement to safe-guard Government interest, allowed (December 1981 and February 1982) two carriage contractors who were already transporting the departmental cement under contracts executed by the SE Procurement to lift cement from Kandla Port and its carriage to the consignee (Executive Engineer (EE) Canal Lining Division 26 Bhiwani). The contractor lifted (December 1981-February 1982) 1038 metric tonnes of cement from Kandla Port but delivered (December 1981 - February 1982) only 651 tonnes of cement to the consignee resulting in short delivery of 387 metric tonnes cement which was yet to be made good (June 1989).

The EE Canal Lining intimated (June 1989) that after adjusting security of Rs. 0.40 lakh (lying with the department against contracts executed by SE Procurement Circle) the net recovery of Rs. 1.78 lakhs for shortage of 387 MT cement (worth Rs. 2.18 lakhs) was due from the contractor against whom no action had been taken so far. A charge sheet against the Sub Divisional Officer for not taking safety measures during transit was sent (January 1987) by EE Canal Lining to the SE but the same was yet to be approved and served (June 1989). No action had been initiated against EE for non-execution of agreement.

5.1.10. (v) Blocking of funds and avoidable expenditure

Lining/Remodelling of Western Jamuna Canal (WJC) main branch RD-75002 to 125461 was a part of Satluj Yamuna link (SYL) project and was taken up prior to 1979. For this purpose Pucca Cement Concrete (PCC) blocks were got manufactured by SYL Division (defunct and merged with Hathni Kund Barrage (HKB) Division III Jagadhari). But due to less discharge of water in the WJC main branch its lining was suspended (1980) indefinitely and the PCC blocks valuing Rs. 4.94 lakhs remained unutilised since manufacture. The HKB Division III Jagadhari incurred an expenditure of Rs. 1.97 lakhs on watch and ward on the unutilised material during 1985-86 to 1988-89. An expenditure of Rs. 0.90 lakh was also incurred for the lease of land for manufacturing the blocks.

The department had to suffer an avoidable expenditure of Rs. 2.87 lakhs due to ill-planning besides blocking Government funds amounting to Rs. 4.94 lakhs. The EE intimated (June 1989) that it was not economical to store the material at one place as the carriage of blocks would involve huge expenditure and loss due to breakage during carriage. It was further stated that there was no proposal to utilise the blocks in the near future.

5.1.10. (vi) Splitting up of purchases

(a) Financial Rules, inter alia provide that purchases should not be split up to avoid sanction of the competent authority. The Executive Engineer (EE) Canal Lining, Mechanical Division No. 10 Kaithal, purchased (August 1982 to July 1983) stock material/spare parts valuing Rs. 54.50 lakhs piece-meal by splitting up purchases without approval of the competent authority.

(b) Further, the Superintending Engineer (SE) Lining-3, Kaithal also procured (1978-79 to 1982-83) material worth Rs. 28.16 lakhs at his own level by splitting up purchases, from a rate contract firm without ascertaining actual requirement of the material from the concerned division.

The SE, Canal Lining Circle, 6 Rohtak had been appointed (1987) as Enquiry Officer to investigate the misuse of financial powers by EE and S.E. Lining-3. Report of enquiry had not yet been received (June 1989).

5.1.11. Shortage/mis-appropriation of material

(a) A Junior Engineer worked in Canal Lining Mechanical Sub Division Kurukshetra (under the control of Mechanical Division No. 10 Kaithal) during February 1979 to August 1979 and again from September 1980 to May 1986 and was transferred in May 1986. He was incharge of different works which were completed during 1982 and 1983. No physical verification of stock was conducted during execution of works at the end of financial year or immediately after their completion. The material at site (MAS) Accounts of works held by him were, however, checked (August 1986) by the concerned Sub Divisional Officer who reported (September 1986) shortages of material valuing Rs. 0.86 lakh in seven works.

The Executive Engineer stated (June 1989) that the matter was under investigation.

(b) A Junior Engineer (JE) while working in Sub Division No. 2 Ratia (under the charge of Canal Lining Division No. 1 Tohana) was entrusted with handling of stores of another sub division (Sub Division 2-A Ratia).

The Superintending Engineer (SE) Canal Lining Circle No. 1 Sirsa directed (October 1985) Sub Divisional Officer (SDO) Canal Lining Sub Division No. 20 Sirsa to check stores of the Sub Division 2-A Ratia. The physical verification was conducted by SDO on 11-2-1986 and report submitted (August 1986) to SE revealed that against book balance of 2.23 lakh bricks and 2.60 lakh tiles quantity of 0.96 lakh bricks and 0.19 lakh tiles respectively was actually found at site. Thus there was a shortage of 1.27 lakh bricks and 2.41 lakh tiles valuing Rs. 1.96 lakhs.

A charge sheet sent by EE to SE in September 1986 had not received approval of the competent autho-

rity. The EE stated (June 1989) that shortages were under reconciliation.

(c) A Junior Engineer (JE) working in Sub Division No. 9 (under the control of Canal Lining Division No. 26 Bhiwani) was transferred in November 1985. On his transfer he handed over material short valuing Rs. 0.53 lakh. A charge sheet was served on the JE in February 1988. The Chief Engineer appointed (February 1989) Executive Engineer Canal Lining Division No. 19 Tohana as Enquiry Officer. The report of Enquiry Officer had not yet been received (June 1989).

(d) A Junior Engineer (JE) worked in Canal Lining Division 23 Rohtak from June 1979 to August 1982 and was then transferred to Canal Lining Division 5, Rohtak. He did not hand over the charge of store/T&P articles on his transfer. After protracted correspondence the JE handed over charge in August 1987 and material valuing Rs. 0.94 lakh was found short. The JE was served with charge sheet in November 1988 but no reply had been received. Further developments had not been intimated.

The matter was referred to Government (August 1989), reply has not been received (April 1990).

5.2. Loss of tiles

In Canal Lining Division No. 22 Jind, 5.86 lakh tiles were purchased at a cost of Rs. 2.31 lakhs from a brick kiln owner (BKO) and 2.96 lakh tiles were issued to works, during April-June 1983. The balance tiles were allowed to remain at kiln-site and were to be lifted, as and when required to works. In October 1983, Executive Engineer, Canal Lining Division No. 9 Kaithal requested Executive Engineer Canal Lining Division No. 22 Jind to loan him 3 lakh tiles and placed an indent for the purpose. Executive Engineer Jind released 2.85 lakh tiles (December 1983) against payment of Rs. 1.27 lakhs made in October 1983. The indenting division lifted 1.28 lakh tiles upto March 1984 and asked for refund of Rs. 0.71 lakh, being cost of the balance 1.62 lakh tiles as no more tiles were required because of

decision not to lift tiles from a distance farther than 20 KM. Instead of refunding Rs. 0.71 lakh after adjusting the indent for issue of 1.28 lakh tiles. the Sub Divisional Officer intimated (June 1985) the indentor that he had withdrawn (October 1983) his Chowkidar from the kiln-site after accepting the indent of tiles and was not responsible for the supply of balance tiles. He also intimated that the BKO had sold (October 1983) those tiles to another division.

The Superintending Engineer, Canal Lining Circle No. 4 Rohtak directed (January 1987) the Executive Engineer Jind to take the balance tiles (1.62 lakhs) on his books and place the cost of short tiles under Miscellaneous Public Works Advances against the concerned Sub-Divisional Officer/Junior Engineer but no action had been taken (May 1989). Further 0.09 lakh tiles valuing Rs. 0.04 lakh were also supplied (January 1988) to the Executive Engineer Canal Lining Division No. 9 Kaithal by the Executive Engineer Jind.

The loss of tiles at kiln-site was facilitated due to failure on the part of departmental officers (i) in not restricting payment for the tiles immediately required on works and (ii) to lift the tiles to site of works or departmental stores immediately after payments in contravention of the existing instructions. They also failed to take any action against the BKO when it came to their notice in June 1985 that the BKO had sold the tiles to another division for which he had already received payments. These lapses on the part of the officers of the department led to loss of Rs. 0.67 lakh to the Government. Neither was any enquiry conducted nor was any responsibility for the loss fixed (May 1989).

The matter was reported to Government in June 1989; reply has not been received (April 1990).

5.3. Shortage of tiles

In Canal Lining Division 25, Rohtak work of tile lining of Dulhera Distributory in reach RD 0–75 in different segments and Rewari khera Minor in RD 0–27 was taken up during January 1982 to April 1984. The

works of Dulhera Distributory were suspended in September 1984, and those of Rewari khera Minor in November 1983 due to difference in bed levels of lined channel with those of sanctioned design due to which silting problem in channels was caused. The substandard/ faulty execution of the lining work (Rewari khera Minor for reach RD 0–24 and Dulhera Distributory in RD 45–51) was reported in para 4.2 of the Audit Report 1984-85 and para 5.12 of the Audit Report 1986-87 respectively.

The works were not taken up subsequently. Neither was any action taken to ensure safety of unused material lying scattered along channel not was the same shifted and stacked at store sites after physical verification or arranged to be transferred to other works where the same could have been utilised. In the mean time the Diploma Engineers Association Haryana brought to the notice of Chief Engineer, Project in July 1985 that the material was lying un-guarded and un-safe at site of works though lying on the books of the Junior Engineer. The Executive Engineer in August 1985 asked the concerned Sub Divisional Officers to conduct physical verification of materials lying at site. Two committees of Sub Divisional Officers were formed (September 1986) to count the materials lying at sites. No report was submitted by the Committee in respect of Dulhera Distributory. However, in respect of Rewari khera Minor, the SDOs in their individual reports made in January 1987 and May 1988 intimated that no tiles were found at site. The Executive Engineer, brought this matter to the notice of the Superintending Engineer in August 1988 and requested for an enquiry by an independent agency to fix responsibility. In September 1988, the Executive Engineer intimated to the Superintending Engineer that against 29.06 lakh tiles issued against both works, consumption for the works executed worked out to 22.89 lakhs. The balance 6.17 lakh tiles valued at Rs. 3 lakhs were found short. Neither was an enquiry ordered nor was the cost of short tiles placed in Miscellaneous Public Works Advances. The explanations of the Sub Divisional Officers, who were involved in this case for their failure (i) to take un-used tiles on stock(ii) to conduct physical verification of unused material in material at site and (iii) to report the loss of unused balance tiles to higher authorities, were called for in November

1988. Further developments in the case were yet to be intimated (June 1989).

Thus, failure of the departmental officers to ensure proper stacking of material, its physical verification, watch and ward and to transfer to other works where the same could have been utilised consequent upon stoppage of works and delayed action in finalising of accounts, resulted in loss of tiles valued at Rs. 3 lakhs.

The matter was referred to the Government (August 1989); reply has not been received (April 1990).

5.4. Shortage of material

Due to slow progress of dewatering operations of emergent nature, a Junior Engineer working in Mechanical Drainage Division, Rohtak since February 1980 was asked in November 1983 to hand over the charge. The Junior Engineer did not hand over the charge of works and their accounts for the period 1980-81 to 1983-84 and on orders of the Sub Divisional Officer, Mechanical Drainage Sub Division, Rohtak, his charge was assumed by three other Junior Engineers in November 1983. After rendering of accounts of the Junior Engineer, the Sub Divisional Officer assessed (March-May 1985) shortages of material worth Rs. 2.54 lakhs for the period 1982-83 and 1983-84. A show cause notice was served upon the Junior Engineer in January 1986. Subsequently, Junior Engineer finalised (June 1987) his accounts and accounted for material worth Rs. 1.44 lakhs. Out of the balance shortages of Rs. 1.10 lakhs the Executive Engineer on request from the Junior Engineer permitted the Junior Engineer to account for material valuing Rs. 0.67 lakh as consumed on works for which no provision existed in the estimates. On this being pointed out (August 1987) in Audit the Executive Engineer intimated (February 1989) that the material allowed as consumed was recoverable from the official and a case for issue of recovery orders for Rs. 1.10 lakhs against the official had been sent (June 1988) to the Superintending Engineer and the final action to recover the amount has to be taken (April 1989). Even the amount of shortages had not been placed in Miscellaneous Public Works Advances of the official.

These shortages were facilitated due to failure of departmental officers (i) to ensure regular maintenance of monthly accounts by the Junior Engineer and their submission to the sub-division, and (ii) to carry out periodical verification of material during execution of works.

The matter was reported to Government in June 1989; reply has not been received (April 1990).

PUBLIC HEALTH DEPARTMENT

5.5. Shortage of material

(a) Financial rules, inter-alia provide that (i) material should not be issued to the contractor/work in excess of the requirement at site, (ii) the unused material should be periodically verified at least once in a year, particularly on or before the completion of work and (iii) the unsued/surplus material, after completion of work, should be brought back to store or transferred to other works in progress.

In World Bank Public Health Division, Sirsa, a Junior Engineer got issued 2000 metres of PVC pipe of 110 mm (cost Rs. 0.82 lakh) and 2650 metre of PVC pipe 110 mm (cost Rs. 0.87 lakh) during July 1983 and September 1984 respectively for the work "Providing water supply scheme Ali-mohmad" which was allotted to a contractor in August 1985. 3310 metres of pipe (cost: Rs. 1.09 lakhs) were further issued in September 1985 on commencement of the work. The work was completed in March 1986 in which 3719 metres of pipe were actually used and 1591 metres were transferred (July 1984 to June 1988) to other works leaving a balance of 2650 metres costing Rs. 0.87 lakh.

During audit (February 1989), it was noticed that 4650 metres of pipe valuing Rs. 1.69 lakhs was issued well in advance of the commencement of work and that 2650 metres of pipe valuing Rs. 0.87 lakh issued in September 1984 were neither accounted for in 'Material at site account' nor were its whereabouts known.

The Executive Engineer stated (June 1989) that 2650 metres PVC pipes got issued by the Junior Engineer in September 1984 could not be located while preauditing the final bill of the contractor. The Engineer-in-Chief stated (October 1989) that committees of two Sub Divisional Engineers constituted in June 1989 to enquire into the matter had held the Junior Engineer responsible for the shortages. Further developments were awaited (December 1989).

The matter was reported to Government (July 1989); reply has not been received (April 1990).

(b) A Junior Engineer holding charge of various works since September 1984 in Public Health Division Bahadurgarh proceeded on leave from 4-11-1985 to 27-12-1985 without sanction from the competent authority. The official did not resume his duties after the expiry of leave and was transferred to Public Health Division, Narnaul in May 1986 as per telegraphic orders issued by the Chief Engineer. The official was considered relieved from the division in absentia without ensuring proper handling over charge of works including accounts/ records of material consumed at site during his stay in the division. In May-June 1987, the Sub Divisional Officer. Public Health Sub Division No. III Bahadurgarh worked out shortages of Rs. 1.46 lakhs against the official on the basis of handing over/taking over papers submitted by his predecessor in September 1984. The amount was placed in Miscellaneous Public Works Advances of the Junior Engineer in July 1987. Neither was any FIR lodged with the police nor responsibility fixed for the shortages against the official/officers concerned. A charge sheet submitted by the Superintending Engineer to the Engineer-in-Chief in January 1989 has yet to be served upon the official (May 1989).

The shortage of material was facilitated due to non-ensuring of (i) maintenance and monthly submission of 'detailed statement of materials and (ii) control over transactions relating to material besides non-verification' of the material issued by the officers. The Engineer-in-Chief intimated (September 1989) that the Junior Engineer was held responsible for the shortage of Government material. Further developments were awaited.

The matter was reported to Government (July 1989); reply has not been received (April 1990).

MEDICAL AND HEALTH DEPARTMENT

5.6. Stores and Stock

5.6.1. Injudicious purchase

The stores required for use in Hospitals at District Headquarters, Public Health Centres and Dispensaries are to be purchased from Drug Manufacturing Undertakings in Public Sectors. The stores which are not manufactured by or available with these undertakings are to be purchased in order of preference from Medical Stores Depot, Karnal and the firms having rate contracts with Director Supplies and Disposals Haryana. For the purchase of Machinery and Equipments, consolidated indents are placed on the Director General of Supplies and Disposals by the Director General Health Services, Haryana. A few cases of injudicious purchases noticed during test check (May-July 1989) are dealt with in the succeding paragraphs :—

(a) Three X-Ray plants were purchased (March 1987) for community Health Centres at Kalanaur (Rohtak), Smalkha (Karnal) and Guhla (Kurukshetra) at a cost of Rs. 2.81 lakhs. The terms of purchase stipulated that cost would include installation and commissioning by the supplier and in the event of its failure, plants would be installed/commissioned by the department at the risk and cost of the supplier. Out of three plants only one plant at Smalkha was installed (June 1989) and other two plants were awaiting installation by the firm (June 1989). Suitable infrastructure viz dark room and power connection was provided at Guhla and Kalanaur in 1987 and July 1988 respectively. Even the plant installed at Smalkha was not commissioned for want of electric power connection. Thus, non-installation/commissioning of plants not only resulted in an injudicious purchase and blocking of funds of Rs. 2.53 lakhs (90 per cent cost paid) but also caused inconvenience to patients who had to be referred to distant hospitals for X-Ray tests. No action had been taken for installation/commissioning of

plants at risk and cost of supplier. However, a legal notice had been served upon the firm (June 1989).

(b) In family welfare office Hisar 700 Dai kits were purchased in April 1987 and subsequently 550 Dai kits (June 1987 : 200; March 1989: 350) were procured from the DGHS and CMO Sonipat. These Dai kits were to be distributed free of cost to the Dais trained by the department. However, out of total 1250 kits, only 537 kits were distributed upto June 1989 and the remaining 713 kits valuing Rs. 1.29 lakhs were lying un-utilised. Reasons for purchasing kits in excess of requirement and their non-distribution by Dais had not been intimated (July 1989).

(c) Beds for patients and other hospital furniture valuing Rs. 1.82 lakhs purchased by CMO Ambala, during March to May 1989 for 29 new Primary Health Centres (PHC) proposed to be opened in 7 districts of the State during 1988-89 were awaiting utilisation, as no new PHC was opened till July 1989. Furniture valuing Rs. 0.11 lakh was, however, transferred (June 1989) to existing PHC at Butana (Sonepat). Only two out of the proposed 29 new PHC were planned to be opened during 1989-90. Thus, purchase of furniture for the PHCs which were not likely to be set up even by the end of 1989-90 resulted in blocking of funds (Rs. 1.71 lakhs).

5.6.2. Substandard Insecticides/Medicines

(a) Thirty metric tonnes Malathion Water dispersible Powder (WDP) 25 per cent, worth Rs. 5.98 lakhs purchased by Director Health Services (Malaria) during September 1988 through DS&D was declared (February 1989) sub-standard by the Central Insecticide Laboratory Bombay (A Government of India Laboratory) and their results were to be treated as conclusive and final. Instead of seeking its replacement from the supplier through the DS&D the department accepted material after getting counter samples tested (May 1989) from another laboratory in contravention of the terms of purchase and utilised the same (June-July 1989). There was nothing on record to justify second testing.

(b) Medicines worth Rs. 1.01 lakhs were declared sub-standard by Drug Inspectors during 1984-85 to 1988-89. Out of this, medicines worth Rs. 0.84 lakh were utilised in hospitals etc., before receipt of test reports and out of balance valuing Rs. 0.17 lakh, medicine worth Rs. 0.07 lakh were replaced by firms while medicines worth Rs. 0.10 lakh had not yet been replaced (July 1989).

5.6.3. Extra Expenditure

Medicines valuing Rs. 1.62 lakhs were purchased (May 1986 to March 1989) from local market by DFWO Hisar (Rs. 1.14 lakhs) and Ambala (Rs. 0.48 lakh). DFWO is competent to make local purchases upto Rs. 250/- at a time and thereafter he is authorised to purchase (upto Rs. 5000) through quotations and DS&D (more than Rs. 5000). Purchases worth Rs. 0.76 lakh (Hisar : Rs. 0.36; Ambala : Rs. 0.40 lakh) and Rs. 0.82 lakhs (Hisar : Rs. 0.76 lakh; Ambala : Rs. 0.06 lakh) were effected without calling quotations or through DS&D respectively. Not only were purchases worth Rs. 1.58 lakhs unauthorised but extra expenditure of Rs. 0.44 lakhs (Hisar Rs. 0.36 lakh; Ambala : Rs. 0.08 lakh) was also incurred over and above the approved sources rates. While DFWO Hisar was yet to justify local purchases, DFWO Ambala stated (July 1989) that purchases were made from un-approved sources in view of urgent requirement of medicines. The plea was not tenable, as irregular purchases worth Rs. 1.58 lakhs were made which were consumed during a period of 4 to 5 months.

5.6.4. Time barred medicines

Time barred medicines worth Rs. 2.75 lakhs (Anti Malaria drugs : Rs. 2.41 lakhs; other medicines : Rs. 0.34 lakh) were lying in stock for more than 5 years at the end of June 1989. The stock had accumulated due to indenting of supplies in excess of requirement. The department stated (July 1989) that action to dispose of time barred medicines had been initiated.

5.6.5. Splitting up of purchases

Financial rules prohibit splitting up of purchases. The Chief Medical Officers who were empowered to

effect non-recurring purchases upto Rs. 0.10 lakh each (Rs. 0.20 lakh from March 1989), purchased medicines/ equipments valuing Rs. 2.85 lakhs (Faridabad : Rs. 1.11 lakhs; Ambala : Rs. 1.74 lakhs) during July 1987 to March 1989 by splitting up purchases without sanction of the higher authority.

5.6.6. Pilferage of material

(a) In Badshah Khan Hospital Faridabad, stores valuing Rs. 0.53 lakh were pilferred (August 1987 to March 1989) by a store keeper who issued stores on fictitious indents. On being pointed out in audit (May 1989), the department confirmed (June 1989) pilferage and stated (July 1989) that orders for effecting recovery from the defaulting official had been initiated.

(b) Eight officials (Senior Malaria Inspector 2; Health Inspector : 4, Multipurpose worker 1; Laboratory technician : 1) pilferred (May 1986 to October 1986) insecticides valuing Rs. 3.24 lakhs) Sirsa : Rs. 1.76 lakhs; Kurukshetra : Rs. 0.96 lakh and Karnal Rs. 0.52 lakh) and were chargesheeted during February 1987 to April 1987. While recovery of Rs. 0.02 lakh against one official has been ordered (April 1989) action against remaining officials involving an amount of Rs. 3.22 lakhs was yet to be taken (July 1989).

5.6.7. Idle machinery/equipment

(a) The following machinery/instruments, accessories etc., purchased at a cost of Rs. 2.06 lakhs for use in State Civil Hospitals were lying idle (July 1989) for reasons indicated against each :—

Serial number	Hospital	Item	Year of purchase	Cost (Rs. in lakhs)	Reasons for lying idle
1.	Faridabad	Dental Unit	December 1986	0.73	The unit stopped functioning immediately after its installation within guarantee period (March 1987). The supplier after inspecting unit in November 1987

					observed that it could be repaired only after receipt of spare parts from Japan. The repair was yet to be done (July 1989).
2.	Bhiwani	Dental Unit	December 1986	0.73	The Unit had been lying idle since its installation (March1987) within guarantee period for want of repairs to be carried out by the supplier.
3.	Ambala	(i) Electro muscle stimulated (ii) Healosonic machine	1964-65 1980-82	Not available Do	Both machines had been lying idle since their acquisition owing to non availability of operational staff. These were recommended for condemnation in June 1989. Further developments were yet to be intimated (July 1989).
4.	Karnal PHC, Nilokheri	X-Ray plant	February 1972	0.32	The plant stopped functioning in September 1988 and since then lying idle for want of repairs.
5.	Hisar	Horizontal steam steriliser	March 1982	0.28	The steriliser transferred to PHC Bhattu Kalan in January 1983 went out of order and returned (August 1984) by the Centre to CMO Hisar. After its receipt back it was not accounted for in stock by CMO and has been lying idle for want of repair (July 1989)

(b) Unserviceable Vehicles

Five departmental vehicles-jeeps, cars etc. (reserve price : Rs. 0.84 lakh) condemned (September 1988) by CMO Faridabad had not been disposed of (June 1989). Out of these, four vehicles purchased during 1982-83 had been condemned as unserviceable after these had been run only 56000 to 84000 kms individually against the prescribed run of 120000 kms.

5.6.8. The matter was referred to Government in August 1989; reply has not been received (April 1990).

CHAPTER VI

FINANCIAL ASSISTANCE TO LOCAL BODIES AND OTHERS

6.1. Grants :

During 1988-89 Rs. 118.02 crores (about 8.2 per cent of the revenue expenditure) were paid as grants as shown below :—

	Department	Amount (In crores of rupees)
1.	Educational Institutions (including Universities)	36.80
2.	Panchayati Raj Institutions	33.66
3.	Municipal Councils and Corporations	3.26
4	Other Institutions (including Statutory bodies)	44.30
		118.02

The broad purposes for which grants were given are as under :—

	Amount (In crores of rupees)
A. General Services	
Other Administrative Services —Training of personnel	00.97

B. Social Services	
(a) General Education	36.81
(b) Medical and Public Health	00.29
(c) Urban Development	3.26
(d) Social Security and Welfare	00.71
(e) Others	29.32
C. Economic Services	
(a) Crop Husbandry	00.13
(b) Animal Husbandry	00.77
(c) Fisheries	00.45
(d) Agricultural Research and Education	00.30
(e) Village and Small Industries	2.51
(f) Civil Aviation	00.17
(g) Ecology and Environment	00.35
(h) Others	41.98
Total	118.02

6.2. Utilisation certificates

The financial rules of Government require that certificates of proper utilisation of grants should be furnished to Audit by the departmental officers within 18 months from the date of payment of grants. Utilisation certificates had not been received (September 1989) for Rs. 237.15 crores (3239 cases) out of Rs. 320.32 crores (45 26 cases) paid by Government as grants during 1966-67 to 1987-88. Of these, certificates for Rs. 25.99 crores were due for over 3 years. The departmentwise break-up of pending utilisation certificates is given in

Appendix X. In the absence of these certificates, it was not possible to verify as to what extent the recipient bodies had spent the grants for the purpose(s) for which these were given.

6.3. Unspent balances of grants paid to Local Bodies

According to the information received from the Examiner, Local Fund Accounts Rs. 2436.82 lakhs remained unutilised as on 31st March 1988 out of the grants given by Government to Local Bodies upto the end of March 1988. Agewise break-up of unspent balances is given below :—

Department which paid the grant	For more than 10 years	For more than 5 years but less than 10 years	For more than 3 years but less than 5 years	For 3 years or less	Total
	(In lakhs of rupees)				
Sanitary Board	210.11	252.39	131.85	319.03	913.38
Local Government	23.58	194.99	232.89	674.33	1125.79
Development and Panchayats	16.58	2.33	1.59	79.63	100.13
Miscellaneous	8.00	13.34	42.10	234.08	297.52
Total	258.27	463.05	408.43	1307.07	2436.82

The unspent balances include Rs. 1414.04 lakhs deposited by the Local Bodies with Public Works Department (PWD) and Rs. 5.09 lakhs deposited by Panchayat Samities with Executive Engineer Panchayati Raj for execution of water supply/sewerage schemes and other works for which the accounts of expenditure had not been rendered to the Local Bodies (March 1988). These also included Rs. 158.13 lakhs which were utilised on the expiry of the prescribed period without approval of the sanctioning authority or were reported to have been spent but accounts thereof were not made available to the Examiner, Local Funds Accounts. The balances of Rs. 859.56 lakhs remained unspent with the Local Bodies on 31st March 1988, mainly because the

grants were generally received from Government at the fag end of the year and the local bodies did not get time to complete the formalities and utilise the grants before the close of the financial year.

6.4 Bodies and Authorities substantially financed by Government grants and loans

For purposes of audit under Section 14 of the Comptroller and Auditor General's (Duties, Powers and conditions of service) Act 1971 of bodies and authorities substantially financed from Union or State revenue, a grant or loan will be treated as substantial if it is not less than Rs. 5 lakhs (not less than Rs. 25 lakhs from 1983-84) and constitutes not less than 75 per cent of the total expenditure of the body or authority in a financial year. Information about bodies and authorities which received grants and loans of not less than Rs. 5 lakhs upto 1982-83 and not less than Rs. 25 lakhs from 1983-84 in a year, was required to be furnished to Audit by Government. This has not been received (August 1989).

On the basis of information regarding grants and loans available with audit, 74 bodies and authorities during 1980-81, 76 during 1981-82, 77 during 1982-83 received grants and loans of Rs. 5 lakhs or more and 6 bodies during 1983-84, 7 bodies each during 1984-85 and 1985-86, 6 bodies during 1986-87, 35 bodies during 1987-88 and 36 bodies during 1988-89, received grants and loans amounting to Rs. 25 lakhs or more. These bodies and authorities were asked to submit their accounts to audit. However, accounts have not been received from one body for 1980-81, One for 1981-82, 2 for 1982-83, one for 1983-84, 2 for 1984-85, 3 for 1985-86, 2 for 1986-87, 8 for 1987-88 and 27 for 1988-89 vide details in appendix XI.

The matter was referred to Government in August 1989; reply has not been received (April 1990).

DEVELOPMENT DEPARTMENT

6.5. Excess payment of subsidy

Rules provide that assistance under Integrated Rural Development Programme (IRDP), at the rate of 25 per

cent in the case of small farmers and 33 1/3 per cent in the case of marginal farmers was admissible for procurement of animals, birds and other assets subject to a ceiling of Rs. 3,000 per family in non-DPAP (Drought Prone Area Programme) and Rs. 4,000 in DPAP areas.

A test check (August-December 1988) of the accounts of District Rural Development Agencies Rohtak, and Hisar disclosed payment of subsidy of Rs. 0.77 lakh to 140 beneficiaries during May 1984 to September 1988 in excess of the monetary ceiling of Rs. 3,000 and Rs. 4,000.

The matter was reported to Government in December 1988/February 1989; in reply Government/department intimated (November 1989/March 1990) that a sum of Rs. 0.36 lakh had been recovered from 64 beneficiaries and recovery for the balance amount of Rs. 0.41 lakh from the remaining 76 beneficiaries was yet to be made (April 1990).

TOWN AND COUNTRY PLANNING DEPARTMENT (HUDA)

6.6. Allotment of work without tenders

On the basis of tenders invited and opened on 27-2-1987, the Executive Engineer (EE) HUDA, Division No. III, Faridabad allotted the work of supply of Stone Metal (378 cum), Bajri (99 cum), Stone-dust (23 cum) and Screening (38 cum) in Sector 8 of Faridabad (estimated cost Rs. 0.41 lakh) to a contractor on 5th March 1987 at Detailed Notice Inviting Tenders (DNIT) cost. The administrative approval amounting to Rs. 12.92 lakhs was issued on 16-2-1987 and there was a provision of Rs. one lakh in the budget of the Division for the year 1986-87 for the work. Scope of the work was enhanced to Rs. 4.70 lakhs-Stone soling (189 cum), Stone metal (3759 cum), Bajri (1401 cum), Stone dust (311 cum), and screening (376 cum), by the Superintending Engineer (SE) on 27-3-1987. Instead of inviting fresh tenders for enhanced work, the S.E. allotted the work to the same contractor on the recommendation of the E.E. that no lower rates were expected if fresh

tenders were invited and the prevailing rates for the last six months had been kept in view. The plea of the E.E. was not tenable as the rates received in September 1986 and October 1986 prior to the tenders received in February 1987, showed a diminished trend with 9.53 and 14.97 per cent respectively below the rates mentioned in the DNIT. Tenders for a similar work (in Sector 18) were invited on 28-4-1987 when rates received were lower by 17.97 per cent of DNIT. Allotment of work without invitation of fresh tenders in March 1987, when compared with the tenders received in April 1987 for similar work. has resulted in excess expenditure of Rs. 0.79 lakh.

The matter was referred to State Government in August 1989; reply has not been received April 1990.

6.7. Accpetance of tender at higher rate

In Haryana Urban Development Authority (HUDA) division, Panipat, the work "laying of stoneware (SW) pipe sewer, R.C.C. pipe sewer, construction of manholes and all other work contingent thereto" in Sectors 11 and 12 (Part II) (estimated cost : Rs. 26.10 lakhs) was split into three groups (Group I: Rs. 9.40 lakhs; Group II: Rs. 6.70 lakhs; Group III : Rs. 10 lakhs). Tenders for Group I and II were invited and opened on 9th December 1986 and for Group III on 30th December 1986. The lowest rates received were 11.5 per cent, 11.6 per cent and 10.5 per cent above departmental ceiling rates for Group I, II and III respectively. Though difference in the lowest rates offered for all the three groups was marginal tenders for Group I and II were considered to be on higher side and rejected by the Executive Engineer (EE) on 9th December 1986 whereas tenders for Group III were recommended on 31st December 1986 to the Superintending Engineer (SE) for acceptance on the plea that the rates were reasonable keeping in view increase in labour and rising trend of market. The S.E. invited (1st January 1987) all the four contractors who had tendred against Group III for negotiation on 5th January 1987 and negotiated the rates to 8 per cent above departmental ceiling rates in the presence of E.E. which were recommended (7th January 1987) and approved by the Chief Engineer on 30th January 1987.

Tenders for Group I and II were reinvited and opened on 9th January 1987 when the lowest rates received were 9.6 per cent and 7.5 per cent below the departmental ceiling rates for Group I and II respectively. No action to reject and reinvite tenders for Group III was initiated by HUDA even after knowing the lower trend of rates for other groups of the same work during 9th January 1987 to 30th January 1987. The work in respect of Group I, II and III was completed in January 1989, December 1988 and October 1988 at a cost of Rs. 7.89 lakhs, Rs. 5.16 lakhs and Rs. 9.93 lakhs respectively. Thus, an extra expenditure of Rs. 1.43 lakhs was incurred by HUDA by acceptance of tender at higher rates even after receiving offers of lower rates for other groups of same work.

The matter was reported to Government in March 1989; reply has not been received (April 1990).

SPORTS DEPARTMENT

6.8. Excess payment of grants

Rules for the grant-in-aid to the various Sports Associations/Organisations lay down, inter-alia, that annual or other grants shall not exceed 50 per cent of the approved expenditure and the balance expenditure would be met by a matching contribution by the grantee; and that 50 per cent of the grant-in-aid sanctioned should be released in the first instance and the remaining amount released in one or more instalments after scrutinising the activities of the associations and proper utilisation of the amount released. Grants totalling Rs. 6 lakhs (1985-86 : Rs. 2.50 lakhs and 1986-87 : Rs. 3.50 lakhs) were paid by Sports Department to Haryana Olympic Association to enable it to hold sports festivals at Rohtak and Bhiwani.

A test check (July 1988) of the records of the sanctioning authority disclosed as under :—

(i) Whereas the condition of matching contribution was prescribed in the sanction for the year 1985-86, it was not imposed in the sanction orders for the year 1986-87.

(ii) In both the years grants were released in lump sum i.e. in one instalment and the amount was not restricted to 50 per cent of the approved expenditure of Rs. 1.69 lakhs in 1985-86 and Rs. 2.46 lakhs in 1986-87. This resulted in excess payment of grant of Rs. 1.85 lakhs (1985-86: Rs. 0.81 lakh and 1986-87 : Rs. 1.04 lakhs).

(iii) Similarly, excess payment of grants totalling Rs. 0.81 lakh was made during 1985-86 to 1987-88 to 5 other Sports Associations.

On this being pointed out in audit, the department directed (April 1989) all the 6 Associations to deposit the excess grant of Rs. 2.66 lakhs into Government Treasury. The amount had not been deposited by any of the Associations (June 1989).

The matter was reported to Government in August 1988; reply has not been received (April 1990).

CHAPTER VII

COMMERCIAL ACTIVITIES

7.1. General

This Chapter deals with the audit of departmentally managed Government commercial and quasi-commercial undertakings.

There were 6 departmentally managed Government commercial and quasi-commercial undertakings in the State as on 31st March 1989. Proforma accounts for 1988-89 in respect of these undertakings had not been received (August 1989). The extent of arrears in the submission of proforma accounts is shown below :—

Serial number	Name of undertaking	Extent of arrears
*1.	Colonisation Department	1969-70 to 1983-84 (Upto September 1983)
2.	Agriculture Department (Purchase and Distribution of Pesticides)	1975-76 to 1988-89
3.	Agriculture Department (Seed Depot Scheme)	1979-80 to 1988-89
4.	Haryana Roadways	1982-83 to 1988-89
5.	Food and Supplies Department (Grain Supply Scheme)	1988-89
6.	Printing and Stationery Department (Nationalised Text Book Scheme)	1984-85 to 1988-89
7.	Haryana Veterinary Vaccine Institute	1988-89

*The Colonisation Department was wound up with effect from 30th September 1983 as per Government of Haryana notification No. 18/43/82-T.C.P. dated 19th September 1983.

Summarised financial results of 4 undertakings on the basis of latest accounts made available during the year are given in Appendix XII.

PRINTING AND STATIONERY DEPARTMENT

7.2. Loss on sale of books

According to departmental rules, sale price of a book is required to be fixed before releasing it for sale on 'no profit, no loss' basis in accordance with price fixation formula approved by the State Government in 1962 (as amended in 1966). On the basis of an indent placed (July/September 1984) by the Director of Public Instructions (Schools) Haryana, the Controller, Printing and Stationery Department Haryana arranged (December 1984 to August 1985) printing of 3.25 lakh copies of the title 'Pravesh Adhyan'-4'. The sale price of the book was determined on 15th March 1985 at Rs. 5.30 per copy. The department, however, sold 1.54 lakh books (1.52 lakhs : December 1984—March 1985; 0.02 lakh; March—July 1985) at the rate of Rs. 4.35 per copy and the remaining 1.71 lakh books (1.57 lakhs; March—July 1985; 0.14 lakh : July 1985—March 1988) at the rate of Rs. 5.30 per copy. The department attributed (October 1988) the reason for selling the books at Rs. 4.35 to keep parity with the rate of similar books got printed in January 1984. The plea of the department is not tenable, as the remaining 1.71 lakh books were sold at Rs. 5.30 per book.

Thus, by not enforcing the sale price fixed in time, the department suffered a loss of Rs. 1.46 lakhs on the sale of 1.54 lakhs books.

The matter was reported to Government in August 1989; reply has not been received (April 1990).

7.3. Loss on sale of books

On the basis of an indent received from the Education Department (June 1984) the Controller, Printing and Stationery Department Haryana (Controller) placed

(August 1984) an order for the printing of 2.80 lakh Ganit-4 books (revised to 3.25 lakh books in October 1984) on the Manager, Government of India Press, Bhubaneshwar. The printing order inter alia, stipulated that the sale price of the books shall be fixed by the Controller in accordance with the price fixation formula laid down (January 1962 as amended in 1966) by the Government before the final printing and release order for sale to the public. It was noticed in audit (February April 1988) that instead of working out and intimating sale price of the book for final printing the Controller supplied (November 1984) the price fixation formula to the Bhubaneshwar Press for fixing the price of the book. The Bhubaneshwar Press printed Rs. 3.70 per book against the actual cost of Rs. 4.78 per book worked out by the department subsequently (January 1988).

The department released books for sale at the rate of Rs. 3.70 per book without verification of the correctness of the printed price and sold 3.25 lakh books (June 1988) thereby sustaining a loss of Rs. 3.51 lakhs.

The department stated (December 1988) that action for fixing the responsibility against the defaulting officials was being taken.

The matter was reported to Government in March 1989; reply has not been received (April 1990).

7.4 Purchase of paper at higher rate

The Controller, Printing and Stationery invited (October 1986) short term tenders for the purchase of 180 tonnes Manila paper for use in text book covers. The tenderers were required to send earnest money of Rs. 1000 in the shape of deposit at call receipt alongwith tenders. Fourteen tenders were received. The lowest offer at Rs. 9880 per metric tonne (inclusive of taxes and FOR Chandigarh) was from 'A' a Delhi based firm which had not submitted fresh earnest money but had requested the department to adjust the earnest money of Rs. 1000 already deposited in September 1986 against another tender which had not been considered by the department. The offer of firm 'A' was, however, rejected on the ground

that its tender had not been accompanied by the earnest money and instead the order was placed on the second lowest firm 'B' for supply of 265 MT of paper at the rate of Rs. 10171.20 per M.T. (inclusive of taxes and FOR Faridabad). The total rate of firm 'B' however, worked out to Rs. 10,321.20 per MT FOR destination after adding Rs. 150 on account of freight per tonne from Faridabad to Chandigarh. The paper was received by the department during February to March 1987. Thus the department incurred an extra expenditure of Rs. 1.17 lakhs by rejecting the lowest offer of firm 'A'.

The department stated (January 1988) that the tender was rejected as it had been received without earnest money. The plea of the department is not tenable as according to departmental rules the tender could not be rejected in the public interest if the tenderer had referred to old deposit which were free and had not been refunded by the department if the offer was as other-wise technically valid, acceptable and the difference in rates was substantial. Further, the department had accepted tenders, in 18 cases during 1986-87 after adjusting earnest money from the security of the firms pending with it.

The matter was reported to Government in July 1989 reply has not been received (April 1990).

TRANSPORT DEPARTMENT

7.5. Injudicious purchase

With the aim to reduce consumption of diesel by about 15 per cent by mixing Dynamix-D with it, the department placed (April 1985) an order for the supply of 600 litres of this additive at a cost of Rs. 0.94 lakh, after conducting trial tests at the cost of the firm for use in the buses of Haryana Roadways. Initially, a trial was held (December 1984) in one bus in the presence of the representative of the firm and it was noticed that kilo metre per litre (KMPL) of that bus had actually come down and the General Manager Haryana Roadways Chandigarh advised the State Transport Commissioner against further trials. Further trial tests, however, conducted in January and March 1985 disclosed savings of 11 to 14 per cent and 3.8 to 4.7 per

cent respectively in diesel consumption. The supply order was still placed assuming that these trial tests being limited in scope, economy in diesel consumption might improve if the liquid fuel additive was mixed on a large scale to the two underground diesel tanks of 70,000 and 15,000 litres capacity.

Out of 600 litres additive purchased, 308 litres were consumed (May 1985) in Chandigarh depot but the diesel average KMPL of the buses in which the product was tried showed improvement to the negligible extent of 0.1 to 0.2 in KMPL thereby showing saving in fuel to the extent of 0.24 per cent. The remaining quantity of 292 litres (value Rs. 0.46 lakh) was transferred January 1986) to Jind depot for use in the buses which giving low KMPL. The product of 11 litres used (January—March 1986) in such vehicles also showed saving to the extent of 4.7 per cent. The balance 281 litres were transferred to Gurgaon depot where also 22 litres were used (June—July 1986) which yielded saving to the extent of 6.22 per cent only. The department, therefore, approached (August 1987) the firm to lift the unsued stock of 259 litres, but the firm declined (April 1988) to accept back the additive at full cost on the plea that the fuel being three years old had lost its effectiveness. The firm, however, agreed (May 1988) to replace the quantity in hand against payment of 75 per cent of its cost but the department rejected (June 1988) this offer stating that it had already suffered huge loss on this account. Thus, despite unsatisfactory trial tests and without obtaining any performance guarantee from the firm the department incurred an avoidable expenditure of Rs. 0.94 lakh on the purchase of Dynamix-D out of which additive worth Rs. 0.40 lakh was still lying with the Departmet. It was also noticed (July 1987) that although the additive had been evaluated by the Petroleum Conservative Research Association (PCRA) in their various laboratories and found to be inadequate in fuel efficiency, the department adopted its use without consulting the PCRA or the Association of State Road Transport Undertaking.

The matter was reported to Government in April 1989; reply has not been received (April 1990).

7.6. Irregular travel concession

According to Government instructions (July 1987), the facility of free travel by ordinary buses of Haryana Roadways is available from Home town in Haryana to the place of interview in Haryana or Delhi or Chandigarh and back to all those persons who are called for by Haryana Public Service Commission, State Subordinate Selection Board and various Employment Exchanges in Haryana for fresh employment.

A test check (May to July 1988) of the records of Hisar and Sirsa depots, however, disclosed that the facility of free travel concession was being extended even to those candidates called for interviews by the various recruiting agencies neither associatod with the Haryana Government nor stationed in the State. Consesequently, the depots sustained a loss of revenue to the tune of Rs. 0.99 lakh (Hisar : Rs. 0.92 lakh Sirsa : Rs. 0.07 lakh) on this account during July 1987 to October 1988

The General Manager, Hisar and Sirsa stated (January 1989 and July 1989) that the Government instructions were being misinterpreted by the officials and that this facility had been stopped from July 1988/October 1988, respectively. However, the General Manager, Sirsa further stated that the responsibility was being fixed separately.

The matter was reported to Government in (June 1989); reply has not been received (April 1990).

FOOD AND SUPPLIES DEPARTMENT

7.7. Extra Expenditure

The Director, Supplies and Disposals, Haryana, (DS&D) placed (March 1985) an order on a Delhi based firm for the supply of 2400 polythene covers at the rate of Rs. 1299 per cover for protecting wheat stock for Rabi 1985 lying in open. The supply was to be completed by 7th May 1985. Due to non-receipt of the supply in time the department obtained (May 1985) 980 polythene covers from Food Corporation of India (FCI)

Punjab region on loan basis. The covers were to be returned on the receipt of supply from the supplier.

The department received (April to August 1985) 2698 polythene covers (against the requirement of 2400) but did not return the 980 polythene covers taken on loan from the FCI though quantity in stock was in excess of requirements. The FCI deducted (March 1986—April 1986) from the sale bills Rs. 22.52 lakhs on account of cost of polythene covers at the rate of Rs. 1892 per cover including sales tax (Rs. 1.53 lakhs) and interest (Rs. 2.45 lakhs). Thus due to non-return of polythene covers in time the department had to incur an extra expenditure of Rs. 9.05 lakhs (extra cost : Rs. 5.81 lakhs; Sales Tax : Rs. 0.79 lakh; Interest : Rs. 2.45 lakhs).

The department stated (May 1989) that polythene covers in stock were hardly sufficient for coverage of wheat stock purchased. The reply is not tenable as even after meeting their requirement sufficient quantity of polythene covers were in stock.

The matter was reported to Government in July 1989; reply has not been received (April 1990).

7.8. Loss due to damaged wheat

The Shahbad centre of the Food and Supplies department procured 2.58 lakh quintals of wheat for supply to the Food Corporation of India (FCI) during 1985-86. The entire stock could not be delivered to the FCI due to shortage of storage space with them. Consequently 0.41 lakh quintals of wheat were kept in open by the department as it had also no sufficient storage space. The stock was, however, not covered with polythene covers despite specific instructions (April—May 1986) issued by the District Food and Supplies Controller (DFSC) during the course of his inspection. The stock got infested and developed atta formation and was, therefore, not accepted by the FCI. Again, when the stock was inspected by the Joint Director and Deputy Director in November 1986, the DFSC was asked to dispose of the stock after dara making (segregation of stock) and cleaning operation. As a result of cleaning

operation, 1077 quintals of wheat was found damaged due to heavy weeviling (Small bettle) and atta formation. The department accorded (November 1987) sanction for the auction of the damaged stock with the specific condition that loss, if any, would be recovered from the defaulting officials. The damaged stock valuing Rs. 2.87 lakhs was auctioned (November 1987) for Rs. 1.33 lakhs only, thus sustaining a loss of Rs. 1.54 lakhs. Besides, a further loss of Rs. 1.77 lakhs on account of expenses on cleaning operation (Rs. 0.55 lakh) was incurred. The loss was attributed (April 1986—May 1986) by the DFSC to negligence of staff, against whom inquiry was stated (December 1989) to have been ordered.

The matter was reported to Government in June 1989; reply has not been received (April 1990).

7.9. Unnecessary expenditure on transportation

District Food and Supplies Controller Kurukshetra hired (April 1985) a godown at Kurukshetra with the storage capacity of 28959 bags at a monthly rent of Rs. 0.02 lakh on the basis of actual storage (Rs. 0.08 per bag) for storing foodgrains. The department stored 28959 bags (April—September 1985) and 12709 bags (October 1985—March 1986) in the godown pending delivery to the Food Corporation of India (FCI). On verbal orders (October 1985) of the Director Food and Supplies (DFS), Haryana regarding shifting of foodgrains stock from Kurukshetra hired premises to Shahbad for safety of stock, 16250 bags were shifted (October 1985) to Shahbad after incurring an expenditure of Rs. 0.71 lakh on transportation etc. The stock was delivered to FCI in May—August 1986. The remaining stock of 12709 bags was retained in the old premises at Kurukshetra which was delivered to FCI in March — April 1986.

On a reference made (April 1987) by DFS for confirmation of orders of shifting, the then DFS intimated (April 1987) that no such orders were issued, as there was already overstocking at Shahbad and movement of foodgrains from Kurukshetra was also better than Shahbad. The hired premises at Kurukshetra were, however, stated to be not suitable for storage.

As part of the stock continued to be stored in old hired premises at Kurukshetra without any damage, shifting of 16250 bags to Shahbad involving unnecessary expenditure of Rs. 0.71 lakh was not justified. Even after taking into account the anticipated expenditure of Rs. 0.07 lakh on rent of old premises for storing this quantity there was loss of Rs. 0.64 lakh apart from delay in delivery to FCI.

The matter was reported to Government in July 1989; reply has not been received (April 1990).

SUPPLIES AND DISPOSALS DEPARTMENT

7.10. Avoidable expenditure

An indent for the procurement of 10.25 lakh metres (increased to 14 lakh metres) P.V.C. pipes of sizes ranging from 63 mm to 110 mm was placed (April 1987) by the Engineer-in-Chief, Public Health on the Director Supplies and Disposals Haryana (DSD) requiring delivery within 4 months. The tenders were invited and opened by the DSD on 20th May 1987 in response to which twenty firms offered their rates. The offers received were evaluated by the Technical Committee on 4th June 1987. After seeking clarifications from tenderers (26th June 1987) Technical Committee evaluated (17th July 1987) the tenders and the offers of 5 to 8 firms found to be as per N.I.T. were placed (14th August 1987) before High Powered Committee (HPC) for acceptance but the HPC could not finalise it reportedly due to paucity of time and the firms were asked to extend their validity period upto 15th September 1987 and come for negotiations. None of the firms agreed to extend its validity period or participate in negotiations except firm 'A' which also refused to supply the material at old rates. The orders were placed (19th September 1987) on the next lowest firms 'B' and 'C who, however, refused to supply the material at old rates on the ground of expiry of the validity period of their offers (20th August 1987). Fresh tenders were invited and opened (November 1987) and orders placed on three firms in December 1987 for revised demand of 18.31 lakh metre pipes at the rates ranging from Rs. 13.40 to Rs. 37.14 per metre for different sizes of pipes.

Thus, due to inordinate delay in finalising the tenders, the department had to incur an extra liability of Rs. 69.35 lakhs. The department attributed (May 1989) delay to non-receipt of clarifications from the supplies and non-finalisation of the tenders by the HPC. The plea is not tenable as the clarifications had been received and evaluated by the Technical Committee in July 1987 and tenders could have been finalised by HPC.

The matter was referred to Government in July 1989; reply has not been received (April 1990).

Raghubir Singh

CHANDIGARH (RAGHUBIR SINGH)
Accountant General (Audit) Haryana

The 11th October, 1990.

Countersigned

NEW DELHI (C. G. SOMIAH)
The 23 , Comptroller and Auditor General of India

Appendix —

(Reference :

Grants/charged Appropriation

Serial Number	Number and name of grant	
	2	
Revenue		
1.	4—Revenue	
	Original	12,95,99,000
	Supplementary	31,91,48,350
2.	5—Excise and Taxation	
	Original	6,85,99,000
	Supplementary	1,26,47,000
3.	8—Buildings and Roads	
	Original	53,89,11,000
	Supplementary	6,42,59,000
4.	9—Education	
	Original	2,16,64,07,000
	Supplementary	37,76,76,610
5.	10—Medical	
	Original	1,14,37,99,000
	Supplementary	Nil
6.	11—Urban Development	
	Original	4,54,16,000
	Supplementary	1,00,39,700
7.	14—Food and Supplies	
	Original	3,40,61,000
	Supplementary	71,77,000
8.	17—Agriculture	
	Original	52,80,70,000
	Supplementary	20
9.	18—Animal Husbandry	
	Original	18,76,18,000
	Supplementary	1,43,43,000

Paragraph 2.4 Page 14)
where excess requires regularisation

Total grant	Expenditure	Excess
3	4	5
(In Rupees)		
44,87,47,350	47,44,73,900	2,57,26,550
8,12,46,000	8,59,99,324	47,53,324
60,31,70,000	66,99,73,136	6,68,03,136
2,54,40,83,610	2,66,21,25,433	11,80,41,823
1,14,37,99,000	80,91,347	42,92,347
5,54,55,700	5,67,12,258	12,56,558
4,12,38,000	4,22,03,365	9,65,365
52,80,70,020	54,98,59,713	2,17,89,693
20,19,61,000	21,38,49,003	1,18,88,003

1	2	
10.	21—Community Development	
	Original	43,90,30,000
	Supplementary	9,14,61,000
11.	23—Transport	
	Original	1,16,43,49,000
	Supplementary	10,53,20,000
Charged		
12.	3—Home	
	Original	99,02,000
	Supplementary	22,64,000
13.	8—Buildings and Roads	
	Original	88,000
	Supplementary	11,16,000
14.	18—Animal Husbandry	
	Original	50,000
	Supplementary	Nil
15.	17—Agriculture	
	Original	2,0000 0
	Supplementary	Nil
Capital		
16.	15—Irrigation	
	Original	76,94,82,000
	Supplementary	
17.	16—Industries	
	Original	2,67,16,000
	Supplementary	10
18.	24—Tourism	
	Original	1,22,00,000
	Supplementary	

3	4	5
53,04,91,000	55,45,75,598	2,40,84,598
1,26,96,69,000	1,30,51,59,329	3,54,90,329
1,21,66,000	1,41,54,884	19,88,884
11,95,000	12,53,962	58,962
50,000	1,06,591	56,591
2,00,000	2,29,928	29,928
76,94,82,000	94,92,96,309	17,98,14,309
2,67,16,010	2,91,02,000	25,990
1,22,00,000	1,35,88,619	3,88,619
		49,98,15,009

APPENDIX II

(Reference : Paragraph 2.9 Page 19)

Drawal of funds in advance of requirement

Department/office	Month of drawal	Amount (in lakhs of rupees)	Remarks
(1)	(2)	(3)	(4)
Housing Department			
Deputy Commissioner Ambala (LIGH/MIGH)	March 1989	89.00	The amount drawn for disbursement of loans under LIGH/MIGH/EWS schemes was lying undisbursed (August 1989).
Deputy Commissioner Kurukshetra (LIGH/MIGH)	March 1989	67.00	—do—
Deputy Commissioner Bhiwani (LIGH/MIGH)	March 1989	59.00	—do—
Deputy Commissioner Rohtak (LIGH/MIGH)	March 1989	63.00	Out of Rs. 63 lakhs drawn for disbursement of loans under LIGH/MIGH Schemes only Rs. 41.85 lakhs were disbursed in 4/89 and the balance amount of Rs. 21.15 lakhs was lying undisbursed (August 1989).
Deputy Commissioner Narnaul (LIGH/MIGH)	March 1989	67.00	The entire amount drawn for disbursement of loan under LIGH/MIGH Schemes was lying undisbursed (August 1989).
Revenue Department			
Deputy Commissioner Faridabad	March 1989	1.00	The amount drawn for payment of compensation to the farmers whose crops were damaged on account of hailstorms during March 1989 was lying undis-

(1)	(2)	(3)	(4)
			bursed as special girdawari had not been conducted (August 1989).
Home Department			
Superintendent of Police (Wireless) Haryana, Chandigarh	March 1989	8.70	The amount drawn for the purchase of wireless sets and other material was lying unpaid August 1989).
Superintendent of Police, Hisar	March 1989	0.45	The amount drawn for the purchase of 400 pairs of shoes was not disbursed, as the material had not been received (August 1989).
Inspector General (Prison) Haryana Chandigarh	March 1989	8.12	The amount drawn for the purchase of wireless set, Arms and two Maruti cars was converted into RTRs which were lying undisbursed as the material had not been received (August 1989).
Industries Department			
General Manager, District Industries Centre, Sonepat	January 1989 March 1989	3.87 2.35	Cheques of the amounts drawn for making payment of compensation to land owners through collector Sonepat were lying un-delivered, although the amounts were shown as paid in the cash book.
General Manager District Industries Centre, Jind	March 1989	1.02	The amount drawn for disbursement of subsidy and loan under Industries promotion schemes, to various persons, was lying in the shape of RTRs in the name of beneficiaries, as the formalities required for the release of the amount had not

(1)	(2)	(3)	(4)
			been completed by the department (August 1989).
General Manager, District Industries Centre, Rohtak	February 1989 March 1989	0.11 3.14	Out of the total amount of Rs. 3.25 lakhs drawn for payment of subsidies loans, stipend compensation, etc., Rs. 1.53 lakhs were disbursed and for the balance amount of Rs. 1.72 lakhs remitted to the Collector, Rohtak for payment of compensation to Salt Petre quarry owners APRs were still awaited (August 1989).
Co-operation Department			
Registrar, Co-operative Societies, Haryana Chandigarh	March 1989	158.02	The amount drawn for the release of share capital, loans and subsidy to various co-operative societies for the year 1987-88 and 1988-89 and kept in the suspense account of Haryana, Co-operative Bank Limited with instructions to the Bank to release the amounts on receipt orders of the Registrar which had not been issued so far (August 1989).
Panchayat and Development Department			
Block Development and Panchayat Officer, Bawal, (Mohindergarh)	March 1989	0.40	The amount drawn for construction of Harijan Chopal in village 'Khata and Jabuva (Raipur) which was to be spent during 1988-89 was not disbursed to Gram Panchayat (August 1989).
Director, Panchayat, Haryana	March 1989	0.20	The amount drawn for the purchase of office furniture, etc.

(1)	(2)	(3)	(4)
Chandigarh			was lying unutilised, as the material had not been received (August 1989).
Agriculture Department			
Sub-Divisional Agriculture Officer Narnaul	December 1988 March 1988	0.01 0.12	Details of disbursement of the amounts drawn as temporary advance for the purchase of stationery and petrol oil and lubricant were not furnished (August 1989).
Medical and Health Department			
District Family Welfare Officer, Gurgaon	March 1989	1.00	Out of the total amount of Rs. one lakh drawn for payment of award in cash/kind to individuals and institutions as incentive money for promoting family welfare programme, Rs. 0.60 lakh was disbursed during 1989-90 and the balance amount of Rs. 0.40 lakh was lying undisbursed (August 1989).
Sports and Culture Department			
Director, Sports & Culture Haryana, Chandigarh	March 1989	7.99	Out of the total amount of Rs. 7.99 lakhs (Rs. 3.35 lakhs for state sports awards and Rs. 4.64 lakhs for the purchase of sports material drawn, only payment of Rs. 3.66 lakhs was made for the sports material received during March 1989 and the balance amount of Rs. 4.33 lakhs was lying undisbursed (August 1989).
Education Department			
Project Office,	March	0.48	The amount drawn for the

(1)	(2)	(3)	(4)
Adult Education, Sirsa	1989		purchase of various items like Jharu, slates, board, steel almirah, folding chairs etc. was lying un-disbursed in the shape of eight RT Rs. (August 1989).
Project Officer, Adult Education, Sonepat	March 1989	0.32	The amount was drawn and kept in the shape of RTRs. to effect some purchases, but details of the material purchased/ received and the amount paid to firms were awaited (August 1989).
Block Education Officer-II Rohtak	March 1989	0.16	The amount was drawn and kept in the shape of RTRs to effect some purchases. The material was stated to have been received and payment of (Rs. 0.15 lakh) made to the firms in April 1989 but details of material purchased were not furnished. Balance payment of Rs. 0.01 lakh representing cost of five books was not made as the books had not been received (August 1989).
Block Education Officer-I, Rohtak	March 1989	0.16	The amount of Rs. 0.16 lakh was drawn and out of this, an amount of Rs. 0.14 lakh was converted into RTRs to effect some purchases. The deatils of material purchased /received and dates on which amount was paid to the firms were, however, awaited (August 1989), and for the balance amount of Rs. 0.02 lakh advanced to Head teacher, the *purpose for* which it was utilised had not been furnished (August 1989).
Block Education	March	0.14	The amount drawn and kept in

(1)	(2)	(3)	(4)
Officer, Sohana	1989		the shape of Bank Draft to effect some purchases was lying unutilised (August 1989).
Block Education Officer, Nuh	March 1989	0.08	The amount drawn for the purchase of furniture kept in the shape of Bank draft was lying undisbursed as the material had not been received (August 1989).
Principal, Government Post-Graduate College, Hisar	1988-89	3.52	The amount was drawn for the purchase of science material and furniture and was converted into RTRs in favour of 5 firms. Neither any payment was made to the firms nor was any material received (August 1989).
Technical Education Department			
Director, Technical Education, Chandigarh	March 1989	1.00	The amount drawn but making payment to B.P.S. Mahila Polytechnic Khanpur Kalan converted into Bank Draft was lying with the department (July 1989).
Industrial Training Department			
Principal, Industrial Training Institute, Sirsa	March 1989	0.14	The amount was drawn for the purchase of electrical goods and machinery tools and converted into RTRs in favour of two firms. The RTRs were lying with the department as the material had not been received (May 1989).
Social Welfare Department			
Director, Social Welfare (Integrated Child Development Scheme) Haryana, Chandigarh.	March 1989	3.43	The RTRs for Rs. 1.27 lakhs drawn for the purchase of 32 typewriters were lying with the department (June 1989) because material was not purchased, as the staff for whom the machines

(1)	(2)	(3)	(4)
			required was not in position. Rupees 2.16 lakhs drawn to meet the cost of printing charges of identity cards to be issued to the poor families in the State were converted into bank draft which was lying with the department (August 1989).
District Welfare Officer, Jind	March 1989	0.21	The amount drawn for distribution to Dahola and Khakri Village under 'Well scheme and for effecting some other purchases was converted into RTRs which were lying with the department (August 1989).
District Welfare, Officer,Hisar	March 1989	0.34	The amount drawn for the purchase of 76 sewing machines with wooden boxes from a Ludhiana based firm was converted into an RTR in favour of the firm and RTRs were lying with the department as the material had not been received (April 1989).
Child Development Project Officer, Ganaur	March 1989	0.38	The amount to effect some purchases and converted into 10 RTRs in the name of 3 firms was lying undisbursed (April 1989).
District Social Welfare Officer, Sonepat	March 1989	0.79	The amount drawn for distribution of awards/stipend, under various schemes was converted into RTR which was lying with the department (August 1989).
Child Development Project Officer, Nuh	March 1989	0.46	The amount drawn to meet the cost of medicines and transportation charges was lying undisbursed in the shape of bank drafts (August 1989).
	Total	556.63	

APPENDIX—III

(Reference: Paragraph 2.11 Page 19)

Significant cases of shortfall/excess in recoveries

Serial Number	Number and name of grant	Estimated recovery	Actual recovered	Amount excess(+) shortfall (—) compared to estimates
		(In crores of rupees)		
	(Revenue)			
1.	8—Building and Road	14.10	20.82	(+)6.72
2.	10—Medical and Public Health	3.05	3.40	(+)0.35
3.	14—Food and Supplies	2.46	2.96	(+)0.50
4.	17—Agriculture	2.51	1.84	(—)0.67
	(Capital)			
5.	14—Food and Supplies	163.78	86.17	(—)77.61
6.	17—Agriculture	1.10	0.07	(—)1.03

APPENDIX—IV

(Reference : Paragraph 3.1.1 Page 20)

Details of Schemes

1. Training Centre for adult blinds, Sonepat.
2. Setting up of Production Unit in T.C.A.B.
3. Government Institution for blind, Panipat.
4. Braille library.
5. Scholarship to physically handicapped.
6. Pension to physically handicapped.
7. Un-employment allowance to handicapped.
8. Employment to blind persons.
9. Production Unit for Orthopaedically handicapped.
10. Strengthening of programme for institute of handicapped.
11. Prosthetic aid.
12. Counselling Services, Training and Seminars.
13. Home/School for mentally retarded children.
14. Home/School for blind girls.
15. District handicapped welfare centre.
16. Petrol subsidy for handicapped.
17. Grants-in-aid to Haryana Saket Council.
18. Hind Kusht Nivaran Sangh.
19. Haryana Welfare Society/School for deaf and dumb.

APPENDIX—V

(Reference : Paragraph 3.2.1 Page 32)

Details of Schemes

1. Direction and Administration
2. Display Advertisements.
3. Visual Publicity A—Community Listening Scheme.
4. Visual Publicity B—Installation of T.V. sets.
5. Visual Publicity—Hoardings.
6. Visual Publicity—E—Publicity through video tapes
7. Visual Publicity—E—Strengthening of Technical wing.
8. Information Centres.
9. Press information services—strengthening of Press Wing.
10. Field Publicity.
11. Strengthening of District Publicity Offices.
12. Setting up of Divisional Field Publicity Units.
13. Setting up of VIP coverage units.
14. Publicity compaign regarding welfare of S.C.
15. Song and Drama parties.
16. Setting up of Central Drama Troupes.
17. Setting up of light and sound units.
18. Films.
19. Publicity Literature.
20. Strengthening of Art wing.
21. Strengthening of magazines.
22. Research and Reference.
23. Promotion of Cultural activities.

Seventh Plan (1985-90)

1. Field Publicity.
2. Strengthening of Public Address system.
3. Films/T.V. and Video service.
4. Photo service.
5. Exhibitions.
6. Promotion of Publicity Literature.
7. Research and reference.
8. Promotion of cultural activities.

APPENDIX—

(Reference : Paragraph :

Cases of misappropriation, Departmental investigation (Position at the end

Serial Number.	Department	Departmental investigation cases pertaining to			
		1983-84 and earlier years		1984-85 to 1988-89	
		Number	Amount (In lakhs of rupees)	Number	Amount (In lakhs of rupees)
1.	Irrigation	15	3.16	34	4.08
2.	Building and Roads	15	2.19	12	4.30
3.	Public Health	9	2.25	13	1.26
4.	Education	6	0.47	3	1.07
5.	Forest	6	1.87	3	2.92
6.	Transport	3	0.08	6	1.09
7.	Medical	1	0.01	6	0.68
8.	Food and Supplies	3	0.38	3	2.84
9.	Police	—	—	—	—
10.	Election	1	0.05	—	—
11.	Industries	1	0.12	—	—
12.	Fisheries	1	0.23	1	0.15
13.	Animal Husbandry	3	0.36	—	—
14.	Labour and Employment	—	—	4	0.43
15.	Printing and Stationery	—	—	1	0.36
16.	Social Welfare	—	—	1	0.26
17.	Agriculture	—	—	2	0.02
18.	Finance (treasury and Accounts branch)	—	—	1	0.01
		64	11.17	90	19.47

VI
3.14 Page 92)
defalcations etc. under
or criminal prosecution
of August 1989)

Criminal prosecution cases pertaining to 1983-84 and earlier years		1984-85 to 1988-89		Grand Total	
Number	Amount (In lakhs of rupees	Number	Amount (In lakhs of rupees)	Number	Amount (In lakhs of rupees)
5	0.68	27	4.48	81	12.40
2	0.41	—	—	29	6.90
4	1.15	—	—	26	4.66
10	3.87	3	0.90	22	6.31
—	—	5	0.55	14	5.34
7	1.88	1	1.41	17	4.46
—	—	1	3.70	8	4.39
—	—	—	—	6	3.22
—	—	2	0.12	2	0.12
—	—	—	—	1	0.05
—	—	—	—	1	0.12
—	—	—	—	2	0.38
—	—	—	—	3	0.36
—	—	—	—	4	0.43
—	—	—	—	1	0.36
—	—	—	—	1	0.26
—	—	—	—	2	0.02
—	—	—	—	1	0.01
28	7.99	39	11.16	221	49.79

APPENDIX—VII

(Reference : Paragraph 3.15 Page 92)

Losses due to theft, fire, irrecoverable revenue, duties, etc., written off/recoveries waived during 1988-89.

Serial Number	Department	Write off of losses irrecoverable revenue, duties etc.	
		Number of cases	Amount (Rupees)
1.	Industries	1	1846.00
2.	Animal Husbandry	1	1100.00
3.	Labour and Employment	1	8834.47
4.	Medical	2	1969.50
5.	Transport	1	2979.45
6.	Land Revenue	11	506.00
7.	Irrigation	2	2780.27
	Total	19	20015.69

APPENDIX—VIII

(Reference : Paragraph 4.11.7 Page : 124)

Serial Number	Name of Scheme	Date of sanction	Original estimated cost	Actual expenditure	Excess	Percentage excess
			(Rupees in lakhs)			
	Providing water supply to villages					
1.	Do—Kungar Group	28-4-80	15.25	19.85	4.60	30
2.	Do—Alakhpura Do	7-6-74	7.75	8.10	0.35	5
3.	Do—Mouzgarh Do	6-7-84	19.37	22.30	2.93	15
4.	Do—Bhangu Do	10-4-82	16.19	18.40	2.21	14
5.	Do Chandu Do	26-2-79	9.85	11.83	1.98	20
6.	Do Mukandpur	15-4-82	17.37	24.22	6.85	39
7.	Do Hetan Kharaman	4-12-80	30.06	37.15	7.09	24
8.	Do Dehkor	15-4-82	15.22	16.51	1.29	8
9.	Do Bhasru	15-4-82	11.40	13.92	2.52	22
10.	Do Bhaproda	11-5-83	26.47	38.78	12.31	47
11.	Do Morekheri	28-4-80	11.20	13.85	2.65	24
12.	Do Badli	14-3-81	50.00	56.35	6.35	13
13.	Do Dettor	15-4-81	17.90	19.38	1.48	8
14.	Do Kharvesh	27-9-78	19.26	21.79	2.53	13
15.	Do Chimni	19-5-81	12.24	13.18	0.94	8
16.	Do Asadpur Kheia	28-2-78	19.94	22.00	2.06	10
17.	Do Gochhiseria	18-8-81	12.11	13.23	1.12	9
18.	Do Matahail	6-10-79	5.14	5.75	0.61	12
19.	Do Jhanswa	10-3-81	17.15	20.31	3.16	18
20.	Do Dhaklu	28-4-84	5.07	6.29	1.22	24
21.	Do Kahanaur	15-4-82	20.34	22.54	2.20	11
22.	Do Kherimeham	14-5-81	27.63	28.98	1.35	5
23.	Do Karaontha	11-3-82	17.57	22.49	4.92	28
	Total		404.48	477.20	72.72	

APPENDIX—IX

(Reference : Paragraph 4.11.10 Page 127)

Per capita expenditure on maintenance of schemes

Serial Number	Name of Division	Per capita expenditure				Percentage increase from 1987-88
		1985-86	1986-87	1987-88	1988-89	
		(Rupees in lakhs)				
1.	Public Health Division No. II, Bhiwani.	26.73	31.97	36.85	55.93	52
2.	Public Health Division Sirsa.	21.62	32.78	57.54	62.88	9
3.	Public Health Division (World Bank) Sirsa.	18.69	22.82	33.72	34.04	1
4.	Public Health Division Jhajjar	13.59	18.21	22.43	30.66	37
5.	Public Health Division No. I, Rohtak.	12.71	10.35	18.00	27.22	51
6.	Public Health Division No. 2, Rohtak.	5.33	7.20	12.47	14.25	14
7.	Public Health Division Bahadurgarh.	17.50	16.29	20.20	40.07	98
		Tubewell based schemes				
1.	Public Health Division Sirsa.	1.33	4.05	4.99	11.10	122
2.	Public Health Division (World Bank) Sirsa.	1.27	1.61	2.76	3.10	12
3.	Public Health Division No. I, Gurgaon.	12.84	14.24	22.48	30.55	36
4.	Public Health Division No. 2, Gurgaon.	11.38	13.09	19.74	24.69	76
5.	Public Health Division Nuh.	26.82	41.10	52.74	67.98	29
6.	Public Health Division Jhajjar.	6.77	13.86	13.47	17.23	28

APPENDIX—X

(Reference : Paragraph 6.2 Page 162)

Utilisation certificates for grants paid upto 31st March 1988 outstanding as on 30th September 1989.

Serial number	Department	Utilisation Certificates awaited	
		Number	Amount
			(In lakhs of rupees)
1.	Education	258	3673.45
2.	Medical and Family Welfare	145	265.18
3.	Public Health, Sanitation and Water Supply	440	9630.31
4.	Housing	1	30.00
5.	Urban Development	94	1686.67
6.	Agriculture	36	2717.92
7.	Animal Husbandry	91	220.83
8.	Art and Culture	5	5.79
9.	Fisheries	29	73.40
10.	Industries and Village Small Scale Industries	120	614.79
11.	Social Security and Welfare	245	302.52
12.	Other Rural Development Programme	1676	3409.69
13.	Secretariat Economic Services	25	560.00
14.	Others	74	524.04
		3239	23714.59

APPENDIX XI

(Reference : Paragraph 6.4 Page 163)

Name of bodies and authorities the accounts of which have not been received.

Serial number	Name	Year(s) for which accounts have not been received.	
(1)	(2)	(3)	
1.	Haryana State Agricultural Marketing Board, Chandigarh	1987–88	1988–89
2.	Municipal Committee, Narnaul	1980–81	1988–89
3.	Municipal Committee, Bahadurgarh	1986–87	1988–89
4.	Municipal Committee, Rohtak	1987–88	1988–89
5.	Municipal Committee, Karnal	1982–83	988–89
6.	Municipal Committee, Bhiwani	1987–88	1988–89
7.	Municipal Committee, Sirsa	1987–88	1988–89
8.	Haryana State Co-operative Supply and Marketing Federation, Chandigarh	1981–82	1982–83
9.	Director Philadelphia Hospital, Ambala City	1982–83	—
10.	Haryana Housing Board, Chandigarh	1984–85 1986–87 1988–89	1985–86 1987–88 —
11.	Maharishi Dayanand University, Rohtak	1987–88	1988–89
12.	Haryana Agricultural University, Hisar	1983–84 1985–86	1984–85 1988–89
13.	Mewat Development Board, Gurgaon	1988–89	—
14.	Vaish Technical Institute, Rohtak	1985–86	1988–89
15.	Kurukshetra University, Kurukshetra	1987–88	1988–89
16.	YMCA Institute of Engineering, Faridabad	1988–89	—
17.	National Horticulture Board, Gurgaon	1987–88	1988–89
18.	District Rural Development Agency, Ambala	1988–89	—
19.	District Rural Development Agency, Karnal	1988–89	—
20.	District Rural Development Agency, Faridabad	1988–89	—

(1)	(2)	(3)	
21.	District Rural Development Agency, Mohindergarh	1988–89	—
22.	District Rural Development Agency, Hisar	1988–89	—
23.	District Rural Development Agency, Sirsa	1988–89	—
24.	District Rural Development Agency, Rohtak	1988–89	—
25.	District Rural Development Agency, Jind	1988–89	—
26.	District Rural Development Agency, Kurukshetra	1988–89	—
27.	Command Area Development Authority, Hisar	1988–89	—
28.	Chief Project Officer, CADA, Rohtak	1988–89	—
29.	Haryana State Remote Sensing Applications Centre, Hisar	1988–89	—

APPENDIX—XII

(Reference : Paragraph 7.1 Page 169)

Summarised Financial Results of Government Commercial/Quasi Commercial Departmental Undertakings

Serial number	Name	Period of accounts	Turnover	Profit/ Loss (+)/(—)
			(In lakhs of rupees)	
1.	Agriculture Department (Purchase and Distribution of Pesticides)	1974–75	52.14	(—)6.44
2.	Agriculture Department (Seed Depot Scheme)	1978–79	83.61	(—)1.78
3.	Food and Supplies Department (Grain Supply Scheme)	1987–88	18,333.42	(—)968.38
4.	Haryana Veterinary Vaccine Institute	1987–88	6.49	(—)2.43

21061—A.G.—H.G.P., Chd.