

**REPORT**  
**OF THE**  
**COMPTROLLER AND AUDITOR GENERAL OF INDIA**  
**FOR THE YEAR 1983-84**  
**(CIVIL)**

**GOVERNMENT OF MAHARASHTRA**

REPORT  
OF THE  
CONTROLLER AND AUDITOR GENERAL OF INDIA  
FOR THE YEAR 1911  
(PART I)

GOVERNMENT OF MADRAS



# TABLE OF CONTENTS

	PARAGRAPH	PAGE(s)
Prefatory remarks .. .. .		vii
CHAPTER I		
GENERAL		
Summary of accounts .. .. .	1.1	1-8
Audit Comments on the Accounts of the Government of Maharashtra for 1983-84 .. .. .	1.2	9-11
CHAPTER II		
APPROPRIATION AUDIT AND CONTROL OVER EXPENDITURE		
General .. .. .	2.1	12
Results of Appropriation Audit .. .. .	2.2	13-28
CHAPTER III		
CIVIL DEPARTMENTS		
Social Welfare and Rural Development Departments—		
Accelerated Programme for Welfare of Women and Children and Nutrition Programme .. .. .	3.1	29-48
Planning and Rural Development Departments—		
Employment Guarantee Scheme, Food for Work Pro- gramme and National Rural Employment Programme .. .. .	3.2	49-76
Public Health Department—		
Family Welfare Programme .. .. .	3.3	76-108
Injudicious purchase of incinerators in Government Hospitals .. .. .	3.4	108-112
Avoidable extra expenditure .. .. .	3.5	112-113
Avoidable expenditure on purchase of oxygen cylinders .. .. .	3.6	113
Rural Development Department—		
Integrated Rural Development Programme .. .. .	3.7	113-128

## TABLE OF CONTENTS

	PARAGRAPH	PAGE(S)
Social Welfare, Rural Development, Education and Employment, Agriculture and Co-operation, Finance and Public Health Departments—		
Integrated Area Development Programme in Ratnagiri and Sindhudurg districts with UNICEF assistance ..	3.8	128-145
Revenue and Forests Department—		
Rural house sites-cum-house construction programme ..	3.9	145-152
Home Department—		
Irregular payment on purchase of rain coats ..	3.10	153-154
Unfruitful expenditure ..	3.11	154-155
Agriculture and Co-operation and Revenue and Forests Departments—		
Infructuous expenditure on nala bunding ..	3.12	155-156
Misappropriations ..	3.13	156-157
Other miscellaneous irregularities, writes-off of losses, etc.	3.14	157

## CHAPTER IV

## WORKS EXPENDITURE

Irrigation Department—		
Khadakwasla Project ..	4.1	158-174
Tawarja Project ..	4.2	174-182
Financial results of irrigation works ..	4.3	182-184
Construction of Paithan Left Bank Canal-avoidable expenditure ..	4.4	185-186
Construction of Paithan Left Bank Canal-avoidable extra cost ..	4.5	186-187
Avoidable extra cost on canal works ..	4.6	187-188
Incorrect interpretation of contract condition ..	4.7	189-190
Defective construction of canal works ..	4.8	190-191
Loss due to non-testing of cement ..	4.9	191
Fixation of incorrect rate for dewatering ..	4.10	192



# TABLE OF CONTENTS

iii

	PARAGRAPH	PAGE(s)
Public Works Department—		
Purchase of hot-mix plant—unfruitful expenditure ..	4.11	192-193
Extra cost due to defective work—Approaches to Purna bridge .. .. .	4.12	193-194
Irregular withdrawal of work—avoidable expenditure ..	4.13	194-195
Avoidable expenditure—Black topping to State Highway ..	4.14	195-197
Defective construction of approaches—Kari Bridge ..	4.15	197

## CHAPTER V

### STORES AND STOCK

Medical Education and Drugs Department—		
Closure of Renal Unit .. .. .	5.1	198-199
Public Works Department—		
Loss in purchase of steel .. .. .	5.2	199-200
Agriculture and Co-operation Department—		
Non-utilisation of hot water/hot air treatment plants ..	5.3	200-201

## CHAPTER VI

### FINANCIAL ASSISTANCE TO LOCAL BODIES AND OTHERS

Grants .. .. .	6.1	202
----------------	-----	-----

#### Section I

Bodies and authorities substantially financed by Government grants and loans .. .. .	6.2	202-203
Rural Development Department—		
Supply of drinking water to problem villages ..	6.3	203-224
Pune Zilla Parishad—		
Defective estimation and excess payment to contractor ..	6.4	225-227
Unfruitful expenditure .. .. .	6.5	227-229
Yavatmal Zilla Parishad—		
Percolation tank at Antargaon—inordinate delay in execution .. .. .	6.6	229-230
Umarghat irrigation tank—unfruitful outlay ..	6.7	230-231



	PARAGRAPH	PAGE(S)
Agriculture and Co-operation Department—		
Punjabrao Krishi Vidyapith, Akola .. .. .	6.8	231-235
Irrigation Department—		
Percolation tank at Januna .. .. .	6.9	235-236
<i>Section II</i>		
Grants/loans for specific purposes .. .. .	6.10	236-237
Education and Employment Department—		
Continued payment of grants exceeding the actuals ..	6.11	237-238
<i>Section III</i>		
Housing and Special Assistance Department—		
Maharashtra Housing and Area Development Authority—		
Pune Housing and Area Development Board—		
Non-recovery of hire-purchase instalments from limited company .. .. .	6.12	238-239
Pune and Aurangabad Housing and Area Development Boards—		
Non-availability of applicants for tenements constructed for economically weaker sections .. .. .	6.13	239-243
Arrears of rent .. .. .	6.14	243-245
Urban Development Department—		
Maharashtra Water Supply and Sewerage Board—		
Khopoli Water Supply Scheme .. .. .	6.15	245-246
Locking up of funds .. .. .	6.16	246-247
<i>Section IV</i>		
Agriculture and Co-operation Department—		
Investments in and financial assistance to co-operative societies .. .. .	6.17	247-250
<b>CHAPTER VII</b>		
<b>COMMERCIAL ACTIVITIES</b>		
General .. .. .	7.1	251-252
Agriculture and Co-operation Department—		
Dairy Development Department—		
Avoidable expenditure on purchase of synthetic detergent paste .. .. .	7.2	252-254
Under-utilisation of capacity of chilling centres ..	7.3	254-259

## TABLE OF CONTENTS

v

	PARAGRAPH	PAGE(S)
Food and Civil Supplies Department—		
Loss due to long storage of rice .. ..	7.4	259-261
Extra expenditure .. ..	7.5	261-262

## APPENDICES

2-1	Statement showing cases where (i) Supplementary provision proved unnecessary, (ii) Savings exceeded Rs. 10 lakhs and (iii) Supplementary provision proved insufficient in various grants/appropriations .. ..	263-281
2-2	Statement showing details of excess in various grants/appropriations requiring regularisation	282-288
3-1	Sectoral distribution of expenditure on EGS works .. ..	289
3-2	Number of works sanctioned and completed to end of March 1984 .. ..	290-291
3-3	Excess of expenditure over credit limits ..	292-293
3-4	Targets and achievement under Maternity and Child Health Services .. ..	294
3-5	Statement showing the Schemes under IADP which were not taken up for implementation ..	296-299
3-6	Cases of misappropriation reported upto March 1984 and awaiting finalisation on 30th September 1984 .. ..	300-301
3-7	Miscellaneous irregularities, writes-off of losses, etc.	302-304
6-1	Break-up for expenditure under different programmes/schemes .. ..	305
6-2	Statemen indicating completed piped water supply schemes having inadequate water supply ..	306-310
7-1	Commercial and quasi-commercial undertakings for which <i>pro forma</i> accounts were awaited ..	311-312
7-2	Summarised financial results of departmentally managed commercial/quasi-commercial undertakings .. ..	314-317



## TABLE OF CONTENTS

PARAGRAPH PAGE

## Food and Civil Supplies Department—

Loss due to long storage of rice .. .. .	7.4	220-221
Extra expenditure .. .. .	7.5	221-222

## AN INDICES

Statement showing cases where (i) supplementary provision proved unnecessary, (ii) savings exceeded Rs. 10 lakhs and (iii) supplementary provision proved insufficient in various grants, appropriations .. .. .	222-223	223-224
Statement showing details of excess in various appropriations regarding registration .. .. .	224-225	225-226
Sectional distribution of expenditure on BGS works .. .. .	226	226
Number of works sanctioned and completed to end of March 1984 .. .. .	226-227	227-228
Excess of expenditure over credit limits .. .. .	228-229	229-230
Targets and achievement under M. termly and Civil Health Services .. .. .	230	230
Statement showing the schemes under AIDS which were not taken up for implementation .. .. .	230-231	231-232
Cases of misappropriation reported upto March 1984 and awaiting investigation on 30th September 1984 .. .. .	232-233	233-234
Miscellaneous irregularities, write-off of losses, etc. .. .. .	234-235	235-236
Break-up for expenditure under different programmes/schemes .. .. .	236	236
Statement indicating completed piped water supply schemes having inadequate water supply .. .. .	236-237	237-238
Commercial and para-commercial undertakings for which past years accounts were awaited .. .. .	238-239	239-240
Summary financial results of departmentally managed commercial/para-commercial undertakings .. .. .	240-241	241-242



## 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 the year 1983-84 together with other points arising from audit of financial transactions of the Government of Maharashtra. It also includes certain points of interest arising from the Finance Accounts for the year 1983-84.

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

The cases mentioned in this Report are among those which came to notice in the course of test audit of accounts during the year 1983-84 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 1983-84 have also been included, wherever considered necessary.





## **CHAPTER I**

### **GENERAL**

#### **1.1 Summary of accounts**

The summarised position of the accounts of the Government of Maharashtra emerging from the Appropriation Accounts and Finance Accounts for the year 1983-84 is indicated in the statements following :



## I—Statement of Financial Position of the Government of

As on 31-3-1983	Liabilities (amounts in crores of rupees)	As on 31-3-1984
450.37	<i>Internal debt including ways and means Advance .. ..</i>	464.15
	(Market loans, Loans from LIC and others)	
2,184.30	<i>Loans and Advances from Central Government .. ..</i>	2,606.58
782.55	Non-Plan loans .. ..	1,092.26
498.19	Loans for State Plan schemes .. ..	635.00
4.66	Loans for Central Plan schemes .. ..	5.12
892.80	Pre 1979-80 loans .. ..	863.92
6.10	Loans for Centrally Sponsored Plan schemes .. ..	10.28
<u>2,184.30</u>		<u>2,606.58</u>
414.18	<i>Small Savings .. ..</i>	466.33
230.98	<i>Deposits .. ..</i>	257.53
8.94	<i>Overdrafts from Reserve Bank of India .. ..</i>	22.93
497.49	<i>Reserve Funds .. ..</i>	529.02
56.26	<i>Contingency Fund .. ..</i>	54.67
2,189.81	<i>Surplus on Government Account .. ..</i>	2,393.73
1,875.06	(i) Accumulated surplus B/F from previous year .. ..	2,189.81
314.75	(ii) Add for the current year .. ..	203.92
<u>2,189.81</u>		<u>2,393.73</u>
<u>6,032.33</u>	Total ..	<u>6,794.94</u>

## Maharashtra as on 31st March 1984

As on 31-3-1983	Assets (amounts in crores of rupees)	As on 31-3-1984
3,471.28	<i>Gross Capital outlay on Fixed Assets</i>	4,015.73
350.50	Investment in shares of companies, corporations, etc.	407.97
3,120.78	Other Capital Outlay .. ..	3,607.76
<u>3,471.28</u>		<u>4,015.73</u>
2,269.07	<i>Loans and Advances</i> .. ..	2,535.05
1,529.81	Loans for power projects ..	1,705.58
703.78	Other Development loans ..	796.82
35.48	Loans to Government Servants and Miscellaneous loans .. ..	32.65
<u>2,269.07</u>		<u>2,535.05</u>
7.66	<i>Other Advances</i> .. ..	7.66
166.43	<i>Remittance balances</i> .. ..	167.19
34.29	<i>Suspense and Miscellaneous Balance</i>	11.11
83.60	<i>Cash</i> .. ..	58.20
(—)0.55	Cash in Treasuries and local remittance remittance .. ..	(—)0.10
	Departmental cash balance including permanent advance and cash balance investment .. ..	17.64*
43.42		40.66
40.73	Investment of earmarked balances	
<u>83.60</u>		<u>58.20</u>
<u>6,032.33</u>	<b>Total</b>	<u>6,794.94</u>

* Cash Balance Investment	17.05
Permanent Cash Imprest	0.39
Departmental Balance	0.20
	<u>17.64</u>



## II. Abstract of Receipts and Disbursements for the year 1983-84

### SECTION A

Receipts (amounts in crores of rupees)		Total
<i>I—Revenue Receipts</i>		3,251.98
(i) Tax Revenue	1,822.48	
(ii) Non-tax Revenue	841.04	
(iii) State's share of Union Taxes	317.88	
(iv) Non-Plan Grants	35.61	
(v) Grants for State Plan schemes	115.27	
(vi) Grants for Central and Centrally Sponsored schemes	119.70	
		<hr/>
		3,251.98
		<hr/>

### SECTION B

<i>II—Opening cash balance including permanent advance and Cash Balance investment</i>	83.60
<i>Miscellaneous Capital Receipts</i>	....



**REVENUE**

Disbursements (amounts in crores of rupees)				Total
I —Revenue Expenditure Sector				3,181.62
		Non-Plan	Plan	
(i)	General Services	..	1,044.12	3.02
(ii)	Social and Community services	..	839.24	332.24
(iii)	General Economic Services	..	111.56	15.19
(iv)	Agriculture and Allied Services	..	430.48	167.93
(v)	Industry and Minerals	..	3.72	3.40
(vi)	Water and Power Development	..	195.42	6.51
(vii)	Transport and Communication	..	14.19	3.33
(viii)	Railways	..	0.05	0.21
(ix)	Grants-in-aid contribution	..	11.01	..
			2,649.79	531.83
II—Revenue Surplus carried over to Section B				70.36
OTHERS				
III—Opening overdraft from Reserve Bank of India				8.94
IV—Capital Outlay Sector				544.45
		Non-Plan	Plan	
(i)	General Services	..	0.02	16.56
(ii)	Social and Community Services	..	0.75	34.41
(iii)	General Economic Services	..	0.61	37.60
(iv)	Agriculture and Allied Services	..	(—)23.19	60.67
(v)	Industry and Minerals	..	....	13.15
(vi)	Water and Power Development	..	....	338.62
(vii)	Transport and Communication	..	....	65.25
			(—) 21.81	566.26

Receipts (amounts in crores of rupees)	B.F.	83.60
<i>III. Recoveries of Loans and Advances—</i>		80.38
(i) From Government Servants ..	8.42	
(ii) From Others	71.96	
	<hr/>	80.38
<i>IV. Revenue Surplus brought down</i>		70.36
<i>V. Public Debt Receipts—</i>		1,754.05
(i) Internal Debt other than Ways and Means Advance	63.09	
(ii) Ways and Means Advance	11,21.79	
(iii) Loans and Advances from the Central Government	5,69.17	
	<hr/>	17,54.05
<i>VI. Contingency Fund</i>		23.74
<i>VII. Public Account Receipts—</i>		4,937.21
(i) Small Savings and P. F.	119.78	
(ii) Reserve Funds	4,55.01*	
(iii) Suspense and Miscellaneous	26,71.94	
(iv) Remittances	12,41.24	
(v) Deposits and advances	4,49.24	
	<hr/>	49,37.21
(a) Total Gross Overdraft from Reserve Bank of India during the year		22.93
<b>Total ..</b>		<hr/> 69,72.27

\*Differs from Statement No. 16 of Finance Accounts as the purchase and sale of Development and Welfare Funds and General Reserve Fund amounting to



Disbursements		B. F.	5,53.39
		(amounts in crores of rupees)	
V. Loans and Advances disbursed—			3,46.35
(i) For Power Projects	..	1,83.40	
(ii) To Government Servants	..	9.73	
(iii) To others	..	1,53.22	
		<hr/>	
		346.35	
		<hr/>	
VI. Inter State Suspense			0.04
VII. Repayment of Public Debts—			13,17.99
(i) Internal Debt other than Ways and Means Advance		49.31	
(ii) Ways and Means Advance	..	11,21.79	
(iii) Repayment of Loans and Advances to Central Government	..	1,46.89	
		<hr/>	
		13,17.99	
		<hr/>	
VIII. Contingency Fund			25.33
IX. Public Account Disbursements—	..		46,70.97
(i) Small Savings and P. F.	..	67.63	
(ii) Reserve Funds	..	2,93.01	
(iii) Suspense and Miscellaneous	..	26,45.64	
(iv) Remittances	..	12,42.00	
(v) Deposits and Advances	..	4,22.69	
		<hr/>	
		46,70.97	
		<hr/>	
X. Cash Balance at end—			58.20
(i) Cash in Treasuries and Local remittance		(—) 0.10	
(ii) Departmental Cash balance including permanent advance and cash balance investment		17.64	
(iii) Earmarked balances	..	40.66	
		<hr/>	
		58.20	
		<hr/>	
Total ..			<hr/>
			69,72.27
			<hr/>

securities from Sinking Fund Investment Account, General Insurance Fund, Other Rs. 1.53 crores are excluded as these are taken to closing balance.

### III. Sources and Application of Funds for 1983-84

(rupees in crores)

#### I. Sources :

1. Revenue Receipts ..	..	32,51.98
2. Capital Receipts on Government Account ..	..	....
3. Increase in Public Debt, Small Savings ..	..	4,88.21
4. R.B.I. Overdraft ..	..	13.99
5. Adjustments :		2,14.05
Increase in Suspense ..	..	50.49
Balance and Deposits ..	..	(—) 0.77(A)
Reduction in Reserve Funds ..	..	31.53
Decrease in Remittance Balances ..	..	(—) 0.76
Miscellaneous Government Account ..	..	1,33.56
Net funds available ..	..	<u>39,68.23</u>

#### II. Application :

1. Revenue expenditure ..	..	31,81.62
2. Capital Outlay ..	..	5,44.45(B)
3. Lending for development and other programmes ..	..	2 65.97
4. Reduction in year end contingency fund balance ..	..	1.59
5. Decrease in closing cash balance ..	..	(—) 25.40(X)
		<u>39,68.23</u>
(A) Increase in permanent Advance ..	..	0.01
Decrease in Departmental balances ..	..	(—) 0.78
		<u>(—) 0.77</u>
(X) Decrease in Cash Balance Investment ..	..	(—)25.01
Increase in Cash Balance and Remittance ..	..	(+) 0.45
Increase in Permanent Advance ..	..	(+) 0.01
Decrease in Departmental Balance ..	..	(—) 0.78
Decrease in investment of Earmarked balances ..	..	(—) 0.07
Net decrease ..	..	<u>(—) 25.40</u>

(B) Expenditure on Capital Outlay is the net figure arrived at after adjusting Rs. 8,93.33 crores under "Deduct Receipts and Recovery on Capital Account" vide Statement No. 13 of Finance Accounts.



## 1.2. Audit Comments on the Accounts of the Government of Maharashtra for 1983-84.

1.2.1 The comments emerging from the Statement of accounts of the Government of Maharashtra for the year 1983-84 are given in the succeeding paragraphs.

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

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

1.2.4 There is an unreconciled difference of Rs. 2.79.85 lakhs (debit) between the figure of overdraft as shown in the accounts (Rs. 22,93.29 lakhs) and that intimated (Rs. 20,13.44 lakhs) by the Reserve Bank of India. The difference represents Treasury/Bank difference of Rs. 1,08.44 lakhs (credits) and unadjusted advices of Rs. 3,88.29 lakhs (debits). The difference is under reconciliation (March 1985).

1.2.5 The net addition to Public Debt and Small Savings as adjusted by the effect on remittance and suspense balances amounted to Rs. 5,67.11 crores. This fell short by Rs. 2,43.31 crores of the amount of Rs. 8,10.42 crores spent on capital outlay and lending for development and other programmes. This was made up by Revenue surplus (Rs. 70.36 crores), overdraft from Reserve Bank (Rs. 13.99 crores), miscellaneous adjustment closed to Government Account (Rs. 1,33.56) crores and decrease in closing cash balance (Rs. 25.40 crores.)

1.2.6 The increase in Revenue during the year was from Rs. 28,38.20 crores in 1982-83 to Rs. 32,51.98 crores in 1983-84. It was mainly on account of increased turn over of sales tax (Rs. 1,67.48 crores), increase of Rs. 86.18 crores in grant-in-aid from Central Government for special component plan for Scheduled Castes and Scheduled Tribes, increased allocation of taxes on income other than corporation tax (Rs. 11.54 crores) and Rs. 86.16 crores owing to increase in the rates of sale of milk and availability of more milk for distribution.



1.2.7 Of the loans the detailed accounts of which are maintained by the Accountant General and Pay and Accounts office Rs. 3,70.58 lakhs were overdue for recovery (principal : Rs. 2,63.78 lakhs and interest : Rs. 1,06.80 lakhs) as on 31st March 1984 from Maharashtra State Farming Corporation Ltd. (Rs. 2,84 lakhs), Co-operative Housing Societies (Rs. 1.55 lakhs) and Municipalities (Rs. 85.03 lakhs). According to orders issued by Government in February 1966, the administrative departments are to intimate to Audit every year by 15th July, the arrears (as on 31st March preceding) in recovery of principal and interest on the loans of which detailed accounts are maintained by the Departmental officers. Information had not been furnished by 15 of the 21 departments (April 1985). 4 departments reported no arrears. The Irrigation department reported arrears of Rs. 2,13.76 lakhs (principal : Rs. 2,11.50 lakhs; interest : Rs. 2.26 lakhs) from farmers benefited under Khar Land Development (Rs. 55.69 lakhs) and Irrigation Development Corporation of Maharashtra Ltd. (Rs. 1,58.07 lakhs). Arrears of Rs. 21.04 lakhs (Principal : Rs. 3.08 lakhs, interest : Rs. 17.96 lakhs) was reported by Home Department against Chief Port Officer for construction of mechanised sailing vessels.

1.2.8 The interest paid on debt and other obligations was Rs.1,97.79 crores. The interest received was Rs. 56.09 crores including that from departmental commercial undertakings and others. The net interest burden was thus Rs. 1,41.70 crores.

The interest paid on small savings, provident funds, etc., was Rs. 41.16 crores, while the net accretion to the balance during the year was Rs. 52.15 crores.

1.2.9 The contingent liability on 31st March 1984 for guarantees given by the State Government for repayment of loan, etc., by State Corporations, Statutory Boards, Local bodies and Co-operative institutions was Rs. 21,33.75 crores Guarantees amounting to Rs. 42.91 lakhs invoked) during the year were not liquidated till 31st March 1984.

1.2.10 With fresh investment of Rs. 57.47 crores during the current year in the various corporations/companies/co-operative institutions, etc., the total investment of Government in shares/debentures on 31st March 1984 was Rs. 4,07.97 crores. Interest/dividend received during the year on such investment was Rs. 1.34 crores (0.33 per cent).



1.2.11 Against the Plan provision of Rs. 15,49.15 crores, the actual expenditure on Plan schemes on all accounts was Rs. 13,86.72 crores during the year, resulting in a shortfall of Rs. 1,62.43 crores. Shortfall was substantial under the heads Co-operation (19 per cent), Community Development (59 per cent), Mines and Minerals (39 per cent) and Roads and Bridges (35 per cent).

---

## CHAPTER II

### APPROPRIATION AUDIT AND CONTROL OVER EXPENDITURE

#### 2.1 General

The summarised position of actual expenditure during 1983-84 against grants/appropriations is as follows :—

		Original Grant/ Appropriation	Supple- mentary	Total	Actual expendi- ture	Variation : Saving(-)/ Excess(+)
(in crores of rupees)						
I. Revenue—						
Voted .. ..	..	2,745.54	454.84	3,200.38	3,115.93	—84.45
Charged .. ..	..	586.25	90.44	676.69	650.75	—25.94
II. Capital—						
Voted .. ..	..	1,322.63	54.48	1,377.11	1,437.58	+60.47
Charged .. ..	..	....	0.32	0.32	0.21	—0.11
III. Public Debt—						
Charged .. ..	..	660.51	662.51	1,323.02	1,317.98	—5.04
IV. Loans and Advances—						
Voted .. ..	..	745.63	65.10	810.73	723.74	—86.99
Charged .. ..	..	0.03	....	0.03	....	—0.03
V. Others—						
Inter-State Settlement						
Charged .. ..	..	0.67	0.04	0.71	0.04	—0.67
Grand Total	..	6,061.26	1,327.73	7,388.99	7,246.23	—142.76



## 2.2 Results of Appropriation Audit

The following results emerge broadly from the Appropriation Audit:—

2.2.1 Supplementary provision obtained during the year constituted 22 per cent of the original budget provision as against 20 per cent in the year preceding.

2.2.2 Supplementary provision of Rs. 7.52 crores obtained in 26 cases during March 1984 proved unnecessary. In 30 more cases, additional fund required was only Rs. 189.31 crores against the supplementary grant/appropriation of Rs. 225.76 crores, savings in each case exceeding Rs. 10 lakhs. Details are given in Appendix 2.1.

In 31 cases, supplementary provision of Rs. 919.39 crores proved insufficient by more than Rs. 10 lakhs each, leaving an aggregate uncovered excess expenditure of Rs. 229.66 crores. Details are given in Appendix 2.1.

2.2.3 The overall saving was Rs. 380.15 crores in 252 grants and appropriations (for details please refer to summary of Appropriation Accounts 1983-84). The overall excess (*see* Appendix 2.2) on the other hand, was Rs. 237.39 crores in 78 grants and appropriations requiring regularisation under Article 205 of the Constitution.

2.2.4 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 the grant/ appropriation	Amount of savings (rupees in crores) (percentage of provision within bracket)	Reasons for savings
(1)	(2)	(3)
HOME DEPARTMENT		
20-Taxes on Vehicles (Revenue)	10.26 (21)	Reasons awaited (July 1985).  Mainly due to—(i) economy cut imposed by Government, (ii) the provision made for Marol Project being not utilised during the current financial year.
247-Loans for Housing (Loans)	1.68 (23)	

Description of the grant/ appropriation	Amount of savings (rupees in crores) (percentage of provision within bracket)	Reasons for savings
(1)	(2)	(3)

## REVENUE AND FORESTS DEPARTMENT

37-Other Taxes and Duties on Commodities and Services (Revenue)	7.79 (22)	Reasons awaited (July 1985).
47-Social Security and Welfare (Revenue)	1.79 (19)	Mainly due to non-availability of land for construction of huts for landless rural labourers and less number of huts constructed.
250-Loans for Social Security and Welfare (Loans)	1.18 (46)	Mainly due to (i) less demand for loan from project affected persons, (ii) refusal of beneficiaries to take over land that was not levelled.
251-Loans for Other Social and Community Services (Loans)	3.86 (52)	Surrender of Rs. 2.97 crores was attributed due to less demand of loans from the sufferers of heavy rain and flood.  Reasons for balance savings of Rs. 0.89 crore awaited (July 1985).

## AGRICULTURE AND CO-OPERATION DEPARTMENT

56-A Relief on account of Natural Calamities (Revenue)	1.61 (13)	Reasons awaited (July 1985).
210-Capital outlay on Co-operation (Capital)	6.48 (14)	Reasons awaited (July 1985).
261-Loans to Government Servants (Loans)	1.16 (47)	Less advances for purchases of other conveyances mainly due to vacant posts under training and visit scheme.



Description of the grant/ appropriation	Amount of savings (rupees in crores) (percentage of provision within bracket)	Reasons for savings
(1)	(2)	(3)

## EDUCATION AND EMPLOYMENT DEPARTMENT

67-Secretariat—Social and Community Services (Revenue)	1.42 (68)	Mainly due to direct payment of grant-in-aid by Government of India for research and technology (Rs. 21.08 lakhs), non-clearance of proposals by Government of India (Rs. 93.30 lakhs), non-materialisa- tion of projects due to failure to identify users (Rs. 20.60 lakhs), non-approval of new projects and non-finalisation of bio-gas and integral source of energy projects during the year (Rs. 4.66 lakhs).
--	--------------	--

## URBAN DEVELOPMENT DEPARTMENT

265-Loans for Public Health, Sanitation and Water Supply (Loans)	12.27 (23)	Reasons awaited (July 1985).
--	---------------	------------------------------

## FINANCE DEPARTMENT

86-Other Fiscal Services (Revenue)	1.52 (16)	Due to less requirement of incentive to small savings agents.
---------------------------------------	--------------	--

## IRRIGATION DEPARTMENT

112-Soil and Water Conser- vation (Revenue)	1.38 (44)	Reasons for saving not intimated (July 1985).
274-Loans for Minor Irriga- tion, Soil Conservation and Area Development (Loans)	1.62 (100)	Entire budget provision made for loans to Irrigation Development Corporation of Maharashtra Ltd., was surrendered in March 1984 due to decision taken by the Government for not granting any additional loan to the Corporation owing to their satisfactory financial position.

Description of the grant/ appropriation	Amount of savings (rupees in crores) (percentage of provision within bracket)	Reasons for savings
--	---	---------------------

(1)

(2)

(3)

## INDUSTRIES, ENERGY AND LABOUR DEPARTMENT

133-Power Projects (Revenue)	47.66 (54)	Due to less reimbursement to the Maharashtra State Electricity Board on account of losses under Rural Electrification Scheme.
234-Capital Outlay on Roads and Bridges (Capital)	2.52 (63)	Due to the facts that tenders were not called for in respect of some works.
283-Loans for Power Projects (Loans)	46.84 (21)	Due to satisfactory economic position of Maharashtra State Electricity Board.

## RURAL DEVELOPMENT DEPARTMENT

135-Interest Payments (Revenue)	2.53 (32)	Reasons awaited (July 1985).
---------------------------------	--------------	------------------------------

## FOOD AND CIVIL SUPPLIES DEPARTMENT

290-Internal Debt of State Government (Loans)	30.75 (56)	Due to improved ways and means position of Government.
---	---------------	--

## SOCIAL WELFARE, CULTURAL AFFAIRS, SPORTS AND TOURISM DEPARTMENT

167-Revenue expenditure on Tribal Area Development—Sub-Plan (Revenue)	12.44 (28)	Reasons awaited (July 1985).
---	---------------	------------------------------



Description of the grant/ appropriation	Amount of savings (rupees in crores) (percentage of provision within bracket)	Reasons for savings
(1)	(2)	(3)

## HOUSING AND SPECIAL ASSISTANCE DEPARTMENT

183-Social Security and Welfare (Revenue)	11.10 (40)	Surrender of Rs. 10.62 crores was attributed to (i) economy measures (Rs. 193 lakhs), (ii) new applications not sanctioned on account of delay in constitution or non-constitution of Committees and substantial number of beneficiaries being found ineligible for <i>anudan</i> under the <i>anudan</i> schemes (Rs. 869.12 lakhs). Reasons for savings of Rs. 47.58 lakhs awaited (July 1985).
---	---------------	---

2.2.5 Persistent savings in excess of Rs. 10 lakhs and over 20 per cent of the provisions were noticed in the following grants/appropriations:

Number and name of the grant/appropriation	Percentage of savings		
	1981-82	1982-83	1983-84
REVENUE AND FORESTS DEPARTMENT			
208 Capital Outlay on Other General Economic Services	59	43	57
251 Loans for Other Social-Community Services	48	28	52
AGRICULTURE AND CO-OPERATION DEPARTMENT			
215 Capital Outlay on Fisheries .. ..	29	44	31
SOCIAL WELFARE, CULTURAL AFFAIRS, SPORTS AND TOURISM DEPARTMENT			
165 Community Development .. ..	39	38	36
167 Revenue Expenditure on Tribal Area Development Sub-Plan.	29	22	28

Number and name of the grant/appropriation	Percentage of savings		
	1981-82	1982-83	1983-84
HOUSING AND SPECIAL ASSISTANCE DEPARTMENT			
179 District Administration .. ..	21	29	22
INDUSTRIES, ENERGY AND LABOUR DEPARTMENT			
231 Capital Outlay on Villages and Small Industries	33	21	40
233 Capital Outlay on Mining and Metallurgical Industries	100	87	69
281 Loans for Village and Small Industries ..	43	77	58

2.2.6 In the following grants/appropriations, the expenditure exceeded the approved provision by more than Rs. 25 lakhs each and also by more than 10 per cent of the total provision:—

Number and name of the grant/appropriation	Amount of Excess (percentage of excess) (in lakhs of rupees)	Reasons for excess
REVENUE AND FORESTS DEPARTMENT		
48 Relief on account of Natural Calamities	2,93.51 (10.12)	Reasons for excess awaited (July 1985)
PUBLIC WORKS DEPARTMENT		
107 Public Works and Administrative and Functional Buildings	36,78.06 (25)	Reasons for excess awaited (July 1985)
IRRIGATION DEPARTMENT		
1 11 Minor Irrigation ..	85.81 (21)	Do.
RURAL DEVELOPMENT DEPARTMENT		
149 Compensation and Assignments to Local Bodies Panchayati Raj Institutions—		Reasons for excess awaited (July 1985)
Voted ..	10.93 (307)	
Charged ..	104.96 (109)	Do.



Number and name of the grant/appropriation	Amount of excess (per- centage of excess)  (in lakhs of rupees)	Reasons for excess
---	--	--------------------

## PLANNING DEPARTMENT

173 Community Development	21,95.48 (13)	Mainly due to revision of wage structure under the Employment Guarantee Scheme and increase in labour attendance.
---------------------------	------------------	---

## PUBLIC HEALTH DEPARTMENT

Nil Aid Materials and equip- ments	3,89.77	No provision was made under "267-Aid Materials and Equipments" for debiting the value of materials received from International Agencies, etc.
---------------------------------------	---------	---

## URBAN DEVELOPMENT DEPARTMENT

217 Capital Outlay on Urban Development	54.98 (24)	Reasons for excess awaited (July 1985).
--	---------------	---

## IRRIGATION DEPARTMENT

226 Capital Outlay on Irrigation, Navigation, Drainage and Flood Control Projects	100,62.97 (18)	Do.
---	-------------------	-----

## URBAN DEVELOPMENT DEPARTMENT

267 Loans to Government Servants	69.96 (1063)	Do.
-------------------------------------	-----------------	-----

2.2.7 Persistent excess was significantly noticed in the following cases

Number and name of the grant/appropriation	Percentage of excess		
	1981-82	1982-83	1983-84

## PUBLIC WORKS DEPARTMENT

107 Public Works and Administrative and Func- tional buildings	16	30	25
---	----	----	----

Number and name of the  
grant/appropriation

percentage of excess

1981-82 1982-83 1983-84

#### IRRIGATION DEPARTMENT

111	Minor Irrigation .. .. .	7	21	21
226	Capital Outlay on Irrigation, Navigation, Drainage and Flood Control Projects	19	17	18

2.2.8 *Rush of expenditure in March.*—Some of the significant heads under which rush of expenditure in the month of March was noticed are given below:

Major Head	Total provi- sion	Total expen- diture	Expendi- ture incurred in March 1984	Percentage of expenditure during March	Total Provi- sion	Total expendi- ture
	(in crores of rupees)					
Land Revenue .. .. .	35.22	81.84	10.49	30	13	
Other Fiscal Services .. .. .	9.82	8.29	3.96	48	48	
Education .. .. .	570.95	580.83	185.65	33	32	
Urban Development .. .. .	33.17	31.97	11.31	34	35	
Co-operation .. .. .	40.00	37.78	12.47	31	33	
Forest .. .. .	47.00	45.54	14.10	30	31	
Community Development .. .. .	220.08	235.03	45.08	20	19	
Loans for Co-operation .. .. .	38.46	39.89	13.05	34	33	

2.2.9 Instances of injudicious reappropriation of funds and inadequate supplementary grants resulting in the sub-heads closing with significant excesses are given in the table below:

Grant No.	Major head of account and Sub-head	Provision O : Original S : Supplementary R : Reappropriation	Actual expenditure	Excess
(1)	(2)	(3)	(4)	(5)
		(amounts in lakhs of rupees)		

#### HOME DEPARTMENT

23	255-Police			
	(1) Village Police .. (O)	338.74		
	(R)	—36.82		
		301.92	313.32	+ 11.40



Grant No.	Major head of account and Sub-head	Provision O : Original S : Supplementary R : Reappropriation	Actual expenditure	Excess
(1)	(2)	(3)	(4)	(5)
(amounts in lakhs of rupees)				

## REVENUE AND FORESTS DEPARTMENT

48	289-Relief on account of Natural Calamities—			
	B. Floods and Cyclones, etc.			
	(d) drinking water Supply ..	(O) 20.00		
		(R) —19.80		
		<hr/>		
		0.20	10.60	+10.40
	(h)(i) Assistance to Farmers	(O) 5.00		
	for purchase of Agricultural Inputs	(R) —4.88		
		<hr/>		
		0.12	103.75	+103.63

## AGRICULTURE AND CO-OPERATION DEPARTMENT

63	311-Dairy Development—			
	(g)(i)(16) Government Milk Scheme, Amravati	(O) 214.30		
		(S) 117.77		
		(R) —56.30		
		<hr/>		
		275.77	299.38	+23.61
	(g)(i)(33) Government Milk Scheme, Nandura	(O) 243.36		
		(S) 114.73		
		(R) —40.81		
		<hr/>		
		317.28	343.51	+26.23
257	698-Loans for Co-operation—	(O) 225.00		
	(a) Credits Co-operatives (a)	(S) 349.77		
	(ii) Loans to Co-operative Credit Societies for conversion of short term loan into medium term loan	(R) —323.30		
		<hr/>		
		251.47	574.83	+323.36
210	498-Capital Outlay on Co-operation—			
	(k)(ii)(ii) Share Capital Contributions to Sugar factories	(O) 770.75		
		(R) —235.86		
		<hr/>		
		534.89	582.89	+48.00

Grant No.	Major head of account and Sub-head	Provision O : Original S : Supplementary R : Reappropriation	Actual expenditure	Excess
(1)	(2)	(3)	(4)	(5)

(amounts in lakhs of rupees)

## EDUCATION AND EMPLOYMENT DEPARTMENT

68	277-Education (B) Secondary Education—			
	(k) Assistance to Non-Government Secondary Schools (k)(i)k(4)(i)Grant-in-aid to ordinary Secondary Schools.	(O) 14,835.92 (S) 1,701.02 (R) —86.56		
		<hr/>		
		16,450.38	17,360.20	+909.82
	(l) Assistance to Local bodies for Secondary Education (2) and (3) (ii) Grant-in-aid to Other Local bodies	(O) 1,034.41 (S) 66.28 (R) —68.32		
		<hr/>		
		1,032.37	1,099.60	+67.23
68	F-Technical Education—			
	(ao) Engineering Colleges and Institutes (ao)(I)(a) and (ao)(I)(b) Government Engineering and Architectural Colleges (including Hostels)	(O) 265.41 (S) 9.21 (R) —5.53		
		<hr/>		
		269.09	299.52	+30.43
68	(av)(i)(a) and (av)(I)(b) National Cadet Corps	(O) 183.48 (S) 23.87 (R) —8.20		
		<hr/>		
		199.15	231.46	+32.31

## FINANCE DEPARTMENT

85	240-Sales Tax			
	B-Collection Charges—			
	(i) Sales Tax Department	(O) 847.70 (S) 1.62 (R) —15.51		
		<hr/>		
		833.81	847.91	+14.10



Grant No.	Major head of account and Sub-Head	Provision O : Original S : Supplementary R : Reappropriation	Actual expenditure	Excess
(1)	(2)	(3)	(4)	(5)
(amounts in lakhs of rupees)				
PUBLIC WORKS DEPARTMENT				
106	337-Roads and Bridges—			
	(g) (ii) District and Other Roads (ii) Maintenance and Repairs Purposive grants to Zilla Parishads under Section 182 of the Maharashtra Zilla Parishads and Panchayat Samitis Act, 1961 for repairs to Communication	(O) 22,00.00 (R) —147.35		
		2,052.65	2,098.03	+45.38
107	259-Public Works—			
	(a) Direction and Administration (State Sector)	(O) 2,894.87 (S) 305.76		
	Non-Plan ..	(R) —22.04		
		3,178.59	3,317.17	+192.58
107	259-Public Works—			
	(h) Machinery and Equipment	(O) 125.00		
	(ii) Schemes in Five Year Plan (State Sector)	(S) .... (R) —12.51		
		112.49	145.92	+33.43
221	537-Capital Outlay on Road and Bridges—			
	(f) District Roads ..	(O) 518.59		
	(iv) Rural Road Programme	(S) 96.29		
	Major Works ..	(R) —12.49		
		602.30	719.57	+117.27
221	(v) Additional Road Development Programme in Vidarbha Major Works ..	(O) 434.34 (S) .... (R) —10.89		
		423.45	437.75	+14.30

Grant No.	Major head of account and Sub-head	Provision O : Original S : Supplementary R : Reappropriation	Actual expenditure	Excess
(1)	(2)	(3)	(4)	(5)

(amounts in lakhs of rupees).

## IRRIGATION DEPARTMENT

111	306-Minor Irrigation			
	(d) Lift Irrigation Scheme	(O)	17.19	
	(i) Establishment	(S)	1.01	
		(R)	—0.06	
			<u>18.14</u>	
			79.64	+ 61.50
225	531-Capital Outlay on Water and Power Development Services—			
	(a) Water Development			
	(i) Director, Maharashtra Engineering Research Institute, Nashik—Tools and Plant	(O)	18.34	
		(R)	—18.34	
			<u>Nil</u>	
			10.95	+ 10.95
226	533-Capital Outlay on Irrigation, Navigation, Drainage and Flood Control Projects			
	(c) Irrigation Projects	(O)	4,810.06	
	(i) Medium Projects	(S)	518.11	
		(R)	—609.86	
			<u>4,718.31</u>	
			4,969.54	+ 251.23
226	(e) Irrigation Projects—			
	(ii) Major Projects			
	6 Bhima Project (Ujjani)			
	Superintending Engineer	(O)	770.25	
	Bhima Project, Solapur	(R)	—106.25	
			<u>664.00</u>	
			824.93	+ 160.93



Grant No.	Major head of account and Sub-head	Provision O : Original S : Supplementary R : Reappropriation	Actual expenditure	Excess
(1)	(2)	(3)	(4)	(5)
(amounts in lakhs of rupees)				
226	(e) Irrigation Projects			
	(ii) Major Projects			
	41 Command Area Development Authority	(O) 132.58 (R) —54.44		
	Upper Wardha			
		78.14	92.49	+14.35
227	534-Capital Outlay on Power Projects			
	(d) Major Works—	(O) 20.00		
	13 Bhatsa Hydro Electric Project	(R) —20.00		
		Nil	14.88	+14.88

## FOOD AND CIVIL SUPPLIES DEPARTMENT

236	509-Capital Outlay on Food			
	(ii) Procurement, Distribution and Price Control	(O) 25,814.80 (R) 5,570.00		
	(a) Bombay City			
		20,244.80	27,169.99	+6,925.19

## PUBLIC HEALTH DEPARTMENT

190	280-Medical			
	(b) Medical Relief	(O) 343.21		
	(5) Other Hospitals and Dispensaries	(S) 39.56 (R) —8.14		
		374.63	405.97	+31.34

## MEDICAL EDUCATION AND DRUGS DEPARTMENT

197	280-Medical			
	D-7 Schemes in Five Year Plan (2) Mofussil Hospitals and dispensaries	(O) 129.42 (S) 8.00 (R) —4.18		
	State Plans Schemes			
		133.24	153.21	+19.97

2.2.10 *New Service/New Instrument of Service.*—According to the Constitution expenditure on a “New Service” not contemplated in the Annual Financial Statement (Budget) can be incurred only after its authorisation by the Legislature. Additional expenditure over a specified limit (Recurrent : Rs. 50,000; Non-recurrent: Rs. 5,00,000) during the financial year, over and above the provision made for an item in the budget, which is called a “New Instrument of Service” is also to be treated as a “New Service”.

In the following cases provision was made for “New Service” or “New instrument of services” by reappropriation and expenditure was incurred without obtaining sanction of Legislature.

(i) *General Administration Department-Grant No. 13 Information and Publicity.*—There was no provision in the Budget for expenditure under the head ‘Motor Vehicles’ under “285” Information and Publicity-  
(i) Films-(2) schemes of film publicity through mobile publicity vans. However, Rs. 16.75 lakhs were provided under the head in March 1984 through reappropriation orders and expenditure of Rs. 101.99 lakhs was incurred during the year. As there was no provision in the original budget for purchase of Motor Vehicles the expenditure constituted a new item of service and should not have been met before bringing it to the notice of Legislature. Even otherwise as the anticipated annual non-recurrent expenditure exceeded Rs. 5 lakhs provision should not have been made by reappropriation.

(ii) *Agriculture and Co-operation Department-Grant No. 258 Loans for Agriculture.*—There was no provision in the Budget under Major Head “705-Loans for Agriculture (a) Seeds (a)(i)(a) Loans to Maharashtra State Co-operative Marketing Federation” The provision made under “C-Manures and Fertilisers C(ii) Loan to Maharashtra Agro Industries Development Corporation” was only Rs. 3 crores. However, provision for payment of loan of Rs. 2 crores to Maharashtra State Co-operative Marketing Federation was made through reappropriation and the amount was disbursed (February 1984) during the year. Additional provision of Rs. 95 lakhs over and above the original provision of Rs. 3 crores was made for payment of loan to Maharashtra Agro Industries Development Corporation through reappropriation and the amount was disbursed (February 1984) during the year. As in the



former case the item constituted a "New Service" and in the latter case "new instrument of service" the provision should not have been made through reappropriation without bringing it to the notice of Legislature.

2.2.11 *Advances from Contingency Fund.*—(a) The corpus of the Contingency Fund is Rs. 80 crores. The Fund is placed at the disposal of the Governor to enable advances to be made from it for meeting unforeseen expenditure pending authorisation of such expenditure by the State Legislature. Advances from the Fund can be made only to meet expenditure which is of such an emergent character that postponement of it, till vote of the Legislature is taken, would be undesirable.

Two hundred and sixty-one sanctions were issued during 1983-84 advancing Rs. 10659.74 lakhs from the Contingency Fund. It was noticed that—

(i) 63 sanctions for Rs. 240.51 lakhs were neither operated upon nor cancelled;

(ii) 2 sanctions for Rs. 202.67 lakhs were not operated upon and were subsequently cancelled;

(iii) 23 sanctions for Rs. 283.32 lakhs were subsequently reduced to Rs. 133.87 lakhs;

(iv) 4 sanctions for Rs. 985 lakhs were subsequently increased to Rs. 1755 lakhs;

(v) the actual expenditure against 53 sanctions for Rs. 48,88.94 lakhs was less than 50 per cent of the amount sanctioned.

(b) Two typical cases of unnecessary drawal from Contingency Fund during 1981-82 and 1982-83 are mentioned below:

(i) An advance of Rs. 10 lakhs was drawn in January 1982 by the Industries, Energy and Labour Department for payment of an interest free loan of Rs. 10 lakhs to the Security Guards Board for Greater Bombay and Thane Districts (Board) to enable the latter to pay loans to an estimated 1000 security guards who could not be provided with employment though registered with the Board. The Board had distributed only Rs. 1.80 lakhs (1981-82 Rs. 0.76 lakh; 1982-83 Rs. 1.04 lakhs) till August 1984 and had not refunded the unutilised



balance of Rs. 8.20 lakhs as also the amount of Rs. 0.89 lakh which it had recovered. The amount drawn from Contingency Fund was, thus, far in excess of requirement.

(ii) An advance of Rs. 7.60 lakhs was taken from Contingency Fund on 31st March 1983, by the Social Welfare, Cultural Affairs, Sports and Tourism Department for payment of a loan to the Maharashtra Tourism Development Corporation (MTDC) for taking up construction of a Kolhapur Type of Weir across Indrayani River. Though the work was to be executed by Irrigation Department of Government as a deposit contribution work, the amount was paid to the Maharashtra Tourism Development Corporation on 31st March 1983. The work was commenced only in May 1983 and had not been completed till August 1984. The MTDC had paid only Rs. 6.37 lakhs (Rs. 3.87 lakhs in April 1983, Rs. 1 lakh in March 1984 and Rs. 1.50 lakhs in July 1984) as deposit to the Irrigation Department.

In this case the drawal from Contingency Fund was not necessary at all. Though Government stated in November 1984 that the advance was necessary in the interest of overcoming the drinking water supply it was seen from Government records that (i) Government itself had not expected the work to be completed in one summer, (ii) it was aware before commencement of the work that the work would be affected by the intervening monsoon season, heavy backwater of existing downstream bandhara and shortage of cement, (iii) the additional suites were under construction from 1979 and Government had sufficient time to plan and provide funds for the purpose in the normal budget and (iv) though the amount was paid in lump in March 1983 to the MTDC, the latter had paid the deposit to Irrigation Department only in instalments during 1983-84 and 1984-85 and the balance of Rs. 1.13 lakhs was still left with it (November 1984).

2.2.12 *Trend of recoveries and credits.*—In 23 grants/appropriations the actual recoveries of expenditure (Rs. 17,08.80 crores) exceeded the estimated receipts (Rs. 13,90.53 crores) by Rs. 3,18.27 crores and in 35 grants/ appropriations the actual recoveries (Rs. 1,46.98 crores) were less than the estimated recoveries (Rs. 2,07.21 crores) by Rs. 60.23 crores. More details are given in Appendix II of the Appropriation Accounts.



## CHAPTER III

### CIVIL DEPARTMENTS

#### SOCIAL WELFARE AND RURAL DEVELOPMENT DEPARTMENTS

#### 3.1 Accelerated Programme for Welfare of Women and Children and Nutrition Programme

3.1.1 *Introductory.*—A programme on the Integrated Child Development Services (ICDS) was launched in 1975 by the Government of India in selected project areas throughout the country with the objectives of (i) improving the nutritional and health status of children in the age group 0-6 years, (ii) laying the foundation for proper psychological, physical and social development of the child, (iii) reducing the incidence of mortality, morbidity, malnutrition and school dropouts, (iv) achieving co-ordination of policy and (v) enhancing the capability of the mother to look after the normal health and nutritional needs of the child through proper nutrition and health education. The scheme was mainly to cater to the weaker and vulnerable sections of the community.

The objectives were to be achieved with the package of services of supplementary nutrition, immunisation, health check up, referral services, nutrition and health education and non-formal education. These services were further supplemented with Functional Literacy for Adult Women (FLAW) aimed at providing non-formal education to illiterate women in the age group of 15-45 years.

*Administrative set up.*—The focal point for delivery of the above services was to be an “*anganwadi*” in each village sub-unit to cover a population of 1000 people in rural and urban projects and about 700 people in tribal projects. Supplementary Nutrition Programme, pre-school education and nutrition and health education were to be the direct responsibility of the *anganwadi* workers (AWWs) while delivery of health services such as overall health check-up, referral services and

immunisation were to be done by the Public Health Centre (PHC) staff. The Social Welfare Department (for urban projects) and Rural Development Department (for rural and tribal projects) were responsible for direction, co-ordination and implementation of the scheme through the Directorate of Social Welfare (Urban) and the Directorate of ICDS (Rural and Tribal) (established: March 1984) and the schemes were implemented through the Child Development Project Officer (CDPO) at the field level. Five, four and three Supervisors in each rural, urban and tribal project respectively were to be appointed to act as liaison officers between AWWs and the CDPO on one hand and AWWs and the PHC staff on the other.

*Pattern of assistance.*—ICDS and FLAW were Centrally sponsored schemes with 100 per cent Central assistance, while expenditure on the supplementary nutrition component was met by the State Government under Minimum Needs Programme. The UNICEF provided assistance generally in kind by supply of training kits and equipments to training institutions, equipments for implementation of health and nutrition schemes and other inputs such as vehicles, typewriters, etc.

*Financial progress.*—Expenditure incurred under ICDS and FLAW upto 1979-80 was not separately available in the accounts. The expenditure on the above schemes and the Central assistance received upto 1979-80 and thereafter upto 1983-84 as furnished by the State Government *vis-a-vis* the budget provision are as under:

Year	Final provision			Expenditure @				Central assistance received
	Urban	Rural and Tribal	Total	Urban	Rural	Tribal	Total	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
(amounts in lakhs of rupees)								
Upto 1979-80	NA	NA	NA	33.95	1.78	21.55	57.28	88.31
1980-81 ..	5.53	14.94	20.47	18.90	14.32	17.25	50.47	58.32
1981-82 ..	7.83	30.38	38.21	22.08	24.12	23.90	70.10	69.87
1982-83 ..	12.43	111.57	124.00	27.63	93.20	60.75	181.58	163.71
1983-84 ..	34.18	411.34	445.52	53.63	197.58	111.20	*366.22	213.47

\* Includes Rs. 3.81 lakhs incurred on District and State Cells.

NA—Not available.

@ Differs from the figures of expenditure booked in the accounts. Expenditure as per accounts was Rs. 44.22 lakhs in 1980-81, Rs. 44.76 lakhs in 1981-82, Rs. 89.92 lakhs in 1982-83 and Rs. 400.70 lakhs in 1983-84.



The details of assistance received from UNICEF, called for from Government (April 1984), were awaited (March 1985).

3.1.2.1 By the end of March 1984, there were in all 84 projects—10 urban projects covering 817 *anganwadis*, 40 rural and 34 tribal projects covering 6807 *anganwadis*. The programme was reviewed during November 1983 to May 1984 and the records maintained in 18 projects (2 urban, 8 rural, 8 tribal) were test-checked. Information on prescribed proforma was called from the 84 projects; however, partial information was received only from 57 projects. Important points noticed are given in the following paragraphs.

3.1.2.2 *Physical progress.*—The details of physical progress in regard to setting up of *anganwadi* in 57 projects out of 84 projects covering 7624 *anganwadis* which furnished information to Audit are given below:

Year	Number of projects established			Number of <i>angaawadi</i> to be established			Number of <i>anganwadi</i> established		
	Urban	Rural	Tribal	Urban	Rural	Tribal	Urban	Rural	Tribal
Upto									
1979-80 ..	4	1	4	400	100	200	285	98	221
1980-81 ..	..	2	1	..	200	50	87	200	5
1981-82 ..	..	6	3	..	600	150	7	1	190
1982-83 ..	2	9	11	200	900	550	170	1401	596
1983-84 ..	4	6	4	400	600	200	268	685	498
Total ..	10	24	23	1000	2400	1150	817	2385	1510

3.1.2.3 On an average there was to be one *anganwadi* worker for 1,000 population in rural/urban projects and for 700 in tribal projects. The number of *anganwadis*, however, are to be increased according to actual population, topography and number of villages. Though model pattern was followed in opening *anganwadis* the number of *anganwadis* were not increased based on actual population, topography and number of villages. In 14 rural projects (population: 22.69 lakhs) and 14 tribal projects (population: 11.94 lakhs) the number of *anganwadis* opened were 1455 (population covered: 15.10 lakhs) and 873 (population covered : 7.22 lakhs) respectively leaving a population of 12.31 lakhs (36 per cent) uncovered. Information furnished to Audit in respect of 315 *anganwadis* in 15 rural projects and 125 *anganwadis* in 14 tribal projects indicated that the actual coverage of population by each



*anganwadi* ranged from 34 to 12370 against 1000/700 numbers prescribed under the scheme. It was less than 300 in 98 *anganwadis*, 1500 to 3000 in 265 *anganwadis* and more than 3000 in 77 *anganwadis*.

3.1.2.4 In all, 16 projects established between December 1979 and November 1983 had not become fully operative (March 1984) for reasons mentioned below:

(a) Out of 610 *anganwadis* in 8 projects 106 *anganwadis* were not functioning,

(b) in 4 urban projects of 400 *anganwadis* sanctioned during June 1982 to September 1983, 183 *anganwadis* had not been established (July 1984) and

(c) in 3 projects Supplementary Nutrition Programme was not started and in one tribal project it was started only in 32 out of 75 *anganwadis*.

3.1.2.5 During 1982-83 in all 97 out of 389 *anganwadis* from 4 projects test-checked did not function for periods ranging from 1 to 4 months due to absence of *anganwadi* workers being on training/leave.

3.1.2.6 There was no community participation in cash or kind in all the 57 projects which furnished the information.

In the absence of suitable accommodation, buildings for housing the *anganwadis* were to be constructed within the ceiling limit of Rs. 1,500 with community participation or with the help of Panchayats or State Government. However, in the projects test-checked no such buildings were constructed. Information received from 47 projects indicated that 1499 out of 2890 *anganwadis* in 33 projects were conducted in unprotected places such as open grounds, temples, verandas, in the residences of *anganwadi* workers, etc.

3.1.2.7 In Dharni (Tribal) project Rs. 0.22 lakh were spent (August-September 1983) out of Central assistance on construction of office shed for housing project office though according to the scheme expenditure upto Rs. 6000 only could be incurred out of Central assistance for this purpose; additional expenditure, if any, was to be borne by the State Government.



### 3.1.3 Training and Supervision

3.1.3.1 The CDPOs/Supervisors and the *anganwadi* workers are to be trained at the National Institute of Public Co-operation and Child Development, New Delhi, and Gramsevika training centres respectively. In 36 projects from which information was received 3 out of 36 CDPOs, 25 out of 126 Supervisors and 858 out of 2701 *anganwadi* workers were not trained as on 31st March 1983.

3.1.3.2 Though the CDPOs and Supervisors were to visit each *anganwadi* once in three months and once in a month respectively, test-check of 18 projects indicated that there was shortfall to the extent of 32 to 49 per cent as indicated below:

Year	Projects/Anganwadis			Visits by CDPO			Percentage of short-fall in visits	Visits by Supervisors			Percentage of short-fall in visits
	Urban	Rural	Tribal	Urban	Rural	Tribal		Urban	Rural	Tribal	
				Target	Target	Target		Target	Target	Target	
				Actual	Actual	Actual		Actual	Actual	Actual	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
1980-81	2	2	2	800	782	600	43	2,400	2,376	1,800	37
	200	198	150	346	453	456		1,843	1,132	1,180	
	2	2	4	800	796	956		2,400	2,388	2,868	
1981-82	200	199	239	472	673	597	32	1,593	1,675	1,640	36
	2	8	5	800	3,112	1,200		2,400	9,336	3,600	
	200	778	300	323	1,797	1,112		1,405	3,249	3,223	
1982-83	2	8	5	800	3,112	1,200	37	2,400	9,336	3,600	49
	200	778	300	323	1,797	1,112		1,405	3,249	3,223	
	200	778	300	323	1,797	1,112		1,405	3,249	3,223	

### 3.1.4 Supplementary Nutrition

3.1.4.1 The budget provision and expenditure on Supplementary Nutrition Scheme during the years 1980-81 to 1982-83 are as under:

Year	Number of projects			Final provision			Expenditure		
	Urban	Rural	Tribal	Urban	Rural and Tribal	Total	Urban	Rural and Tribal	Total
	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
	(in lakhs of rupees)								
1980-81	..	4	4	5	13.17	4.46	17.63	1.33	18.25
1981-82	..	4	11	8	14.22	20.64	34.86	22.74	38.74
1982-83	..	6	23	22	15.10	38.50	53.60	21.09	111.86

3.1.4.2 The scheme provided for supplementary nutrition to children below 6 years with shades of malnutrition and to nursing and expectant mothers subject to age of pregnancy/nursing baby and belonging to landless families, agricultural labourers, marginal farmers, scheduled castes/tribes and other poor sections of the community whose income does not exceed Rs. 300 per month. Others can be enlisted on medical grounds. Children are to be identified in 4 grades\* and enlisted on the basis of weight related to age and growth cards are to be maintained showing weight at the time of initial identification and each month thereafter.

Information received from 57 out of 84 projects indicated that the programme was not implemented in 6 projects due to non-availability of staff. Of the 18 projects test-checked, children and pregnant/nursing mothers eligible for supplementary nutrition were not identified in 10 projects. In 14 projects the children were not identified according to age groups. Though severely malnourished children were to be identified for special therapeutic diet they were not separately identified in 15 projects. In 4 projects, the basis of selection of beneficiaries *viz.*, whether landless, scheduled castes, etc., was not indicated. In 8 projects supplementary nutrition was given in 1982-83 to all the 17945 pregnant/nursing women irrespective of health status and income. In 3 of these projects the actual number of beneficiaries fed was in excess by 1767 of pregnant and nursing mothers as per survey carried out by *anganwadi* workers.

3.1.4.3 Growth cards were not maintained in 15 rural, 12 tribal and 5 urban projects for periods ranging from 9 months to 5½ years. Further, in respect of 3 rural projects opened during 1980-82 only 1414, 3500 and 209 growth cards were maintained in 1982-83 as against the beneficiary children numbering 5802, 17582 and 6500 respectively, reportedly due to non-availability of cards. Test-check of monthly progress reports indicated that weighment was not made in respect of 15 to 77 per cent of the children for periods of 4 months to 8 months during 1982-83 and 1983-84 in Aurangabad, Bombay, Kolhapur, Pune and Solapur.

---

\* Grade I represents children with normal health not requiring supplementary nutrition; in grades II to IV malnourished children are graded according to severity of malnourishment.



3.1.4.4 Attendance of beneficiaries was to be recorded in the attendance register. Scrutiny of records of 92 *anganwadis* from 16 projects indicated that this register was not maintained in 7 *anganwadis* for periods ranging from 6 to 20 months. The information furnished in monthly progress reports could not, therefore, be verified.

3.1.4.5 In Bombay and Pune children were allowed to take home the supplementary nutrition thus defeating the objective of ensuring actual consumption of food by the beneficiaries, as detailed below:

Year	Children: 6 months to 3 years			Children: 3 to 6 years			Balwadi children (age group 3 to 6 years)	
	Beneficiaries	Home consumption	Percentage	Beneficiaries	Home consumption	Percentage	On Roll	Attendance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
<i>Bombay</i>								
1980-81 ..	2,578	2,062	80	3,435	1,390	40	3,650	2,809
1981-82 ..	2,883	2,368	82	3,670	632	17	3,727	3,278
1982-83 ..	2,864	1,587	55	3,669	349	10	3,965	3,522
<i>Pune</i>								
1980-81 ..	4,058	2,560	63	3,880	Nil	Nil	4,365	3,435
1981-82 ..	3,640	3,583	98	4,869	559	11	4,949	4,845
1982-83 ..	3,446	1,703	49	4,752	Nil	Nil	5,000	4,957

3.1.4.6 In 6 *anganwadis* each from 5 rural and tribal projects 75 severely malnourished children remained in the same grade for a period exceeding one year. Similarly, in 3 urban projects, 15,001 children remained in the same grade for more than 6 months during 1981-82 to 1983-84 indicating that the programme had no visible effect on the children.

3.1.4.7 According to guidelines issued by Government of India in May 1978 and July 1982 normal children should be segregated and not given supplementary nutrition and in respect of children who had acquired normal weight for their age their parents should be educated and persuaded to voluntarily withdraw their children from nutritional supplements at the *anganwadis*. Community participation was also

envisaged to reduce the financial burden of Government. Information received from 8 rural and tribal projects showed that 10,912 children who were classified as grade I needing no supplementary nutrition were also provided with supplementary nutrition during 1980-81 to 1983-84 (expenditure : Rs. 6.18 lakhs) on the ground that it was difficult to show discrimination between children attending the *anganwadis*. Similarly, in Bombay and Pune projects also the average number of ineligible children provided with supplementary nutrition during 1982-83 and 1983-84 was 4,947 (value: Rs. 4.74 lakhs). Thus, segregation was not done and community participation was also not secured.

3.1.4.8 In Pune project budget provision was made (1981-82) at a uniform rate of 20 paise per beneficiary for all the beneficiaries though nutrition to children and pregnant and nursing mothers was required to be supplied at the rate of 35 paise and 60 paise respectively. In 8 *anganwadis* quantity of *paushtic ahar* given to pregnant and nursing mothers was similar to that given to eligible children.

3.1.4.9 Supplementary nutrition was to be provided for 300 days in a year to the beneficiaries.

Of 16 projects comprising 1,240 centres interruptions for periods ranging from 30 to 240 days at a stretch in 1982-83 were noticed in 150 centres covered by 9 projects *vide* details given below :

Projects	Number of centres	Interruption in number of days							
		30	60	90	120	130	180	210	240
Dharni	2	1	..	1	..	..	..	..	..
Karjat	1	1	..	..	..	..	..	..	..
Navapur	6	5	..	..	..	1	..	..	..
Chalisgaon	70	..	..	..	70	..	..	..	..
Kavate Mahankal	7	4	3	..	..	..	..	..	..
Georai	19	..	..	..	19	..	..	..	..
Kinwat	33	12	3	3	..	5	..	1	9
Mukhed	8	1	2	..	2	1	2	..	..
Pandharpur	4	..	..	..	1	3	..	..	..
Total	150	24	8	4	92	10	2	1	9



The interruptions were attributed by the CDPOs (February—April 1984) to non-functioning of *anganwadis* during the training and leave period of *anganwadi* workers and non-availability of feeding material.

The aim of the programme was to supplement nutrition intake by about 200 calories and 8 to 10 grams of proteins for children below 1 year, about 300 calories and 15 grams of protein for children between 1 and 6 years of age and about 500 calories and 25 grams of proteins for pregnant women and nursing mothers. Reckoned on the basis of the quantity of nutritious food supplied during 1982-83, number of days of feeding and the total number of women and children, the average quantity of nutritious food consumed by each beneficiary was much below the prescribed quantity and ranged from 11 grams to 42 grams in 7 projects test-checked as shown below. The CDPOs stated that the prescribed scale could not be provided within the monetary ceiling.

*Food supplied and average quantity consumed during 1982-83*

Name of the Project	Actual number of beneficiaries fed			Number of days fed	*Total quantity consumed by beneficiaries (in kg)	Average quantity per day per beneficiary (in grams)
	Children	Women and severely malnourished children	Total			
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Kavate Mahankal	4,838	1,386	6,224	287	51,000	29
Kinwat ..	5,802	2,651	8,453	204	64,200	37
Chalisingaon ..	3,415	2,617	6,032	126	25,783	34
Pandharpur ..	4,800	2,127	6,927	152	42,457	40
Mukhed ..	14,352	5,352	19,704	131	28,075	11
Dharni ..	11,000	4,000	15,000	310	1,94,400	42
Junnar ...	4,056	1,076	5,132	277	Not available	

\*Separate account of consumption by women and child beneficiaries was not maintained.

### 3.1.4.10 *Other points*

(a) Contracts were entered into (April—June 1982) by Divisional Social Welfare Officer with two firms for the supply of sweet buns for 300 days in a year during 1982-83 and 1983-84 to 100 *anganwadis* covered by Bombay (W) project at the rate of 10,000 sweet buns per day, at 32 paise each, weighing 100 grams each and containing 10 to 12 grams of protein and 300 calories. The contract provided for testing samples once in a month or whenever considered necessary by the Department at Government Laboratory at contractor's cost. Penalty was to be levied in the event of deficiency found in protein and calorie contents or irregularity in supply and shortage in weight of the supply. There were no records to indicate that samples were drawn and sent to laboratories once every month for testing. As against the stipulated quantity of 30 lakh sweet buns for the year 1982-83 (300 days) the actual supply was only 16.98 lakhs (57 per cent). Full supply of 10,000 sweet buns was made only for 21 days and partial supply ranging between 2,800 buns and 9,980 buns was made for 172 days and there was no supply at all for 107 days. Visit Report of CDPO in respect of 2 *anganwadis* (May 1983) indicated that the actual weight of the sweet buns supplied was 70 to 75 grams only and the quality of the buns was not good. No action was taken against the contractors for the default in supply and for the deficiencies noticed in the weight and quality of the buns supplied leaving the beneficiaries without supplementary nutrition on the days on which buns were not supplied by the contractors. The CDPO stated that the matter had been reported to the Director of Social Welfare whose reply was awaited (March 1985).

(b) Bal Amul therapeutic food weighing 8,400 kg (value : Rs. 29,400) purchased by Bombay (W) project in March 1981 was to be consumed before the end of August 1981 (expiry date); however, only 5,628 kg were distributed during April to October 1981. During 1981-82 there were 613 severely malnourished children requiring therapeutic nutrition. The requirement of Bal Amul for them would be 15,325 kg at the rate of 200 grams per child per day for 25 days in a month for 5 months. Of the balance quantity of 2,772 kg which was spoilt and found to contain insects, 2,697 kg were reported to have been destroyed by the CDPO. In respect of 75 kg destruction orders were awaited (June 1984) on the



report made in October 1982. Thus, due to laxity in distribution not only valuable food was spoiled, but the needy children also did not receive the benefit.

(c) (i) Protivitex weighing 24,248 kg having shelf life for 3 months and packed in 1 kg packets was purchased (value : Rs. 2.06 lakhs) during 1981 to 1983 by 6 projects and distributed to the *anganwadis*. On complaints received (April 1982—May 1982) from *anganwadis* in Karjat and Surgana projects it was noticed that the stock procured in March-April 1982 contained insects. However, by the time the *anganwadis* were asked to return the stock, 6,876 kg out of 9,984 kg distributed to the *anganwadis* under 2 projects had already been consumed. The manufacturer replaced 3,108 kg in November 1982. In Ramtek out of 4,064 kg received, 2,324 kg (value: Rs. 0.21 lakh) were spoiled and discarded.

(ii) In Kinwat (Tribal) project 13,350 kg of Balahar purchased between October and December 1981 were distributed to *anganwadis*. Shelf life of Balahar purchased was not indicated. Though the Health Assistant (PHC) had reported in November 1981 after inspecting the stocks at Bodadi Kurd *anganwadi* that the stock of 23.585 kg with them (in October 1981, November 1981 and January 1982) was not fit for consumption, the unconsumed stocks in other *anganwadis* were neither tested nor withdrawn.

(d) Between March 1982 and June 1983 the Dharni project distributed 38,400 kg of Protivitex costing Rs. 3.63 lakhs to average number of 10,103 children and 3,100 women at 60 grams per child and 120 grams per mother for 39 days. The cost of food, however, worked out to 37 paise per child and Rs. 1.14 per mother per day against the prescribed rate of 35 paise and 60 paise per day respectively resulting in additional expenditure of Rs. 1.40 lakhs. Reply of the department was awaited (March 1985).

### 3.1.5 Immunisation

3.1.5.1 Immunisation of children was required to be so arranged through PHCs and dispensaries that a child before reaching one year of age should have received one dose of BCG, 3 doses of DPT and 3 doses of polio vaccines. Cent per cent coverage under immunisation was prescribed for all children before 6 years of age.

The information regarding the targeted and number of beneficiaries covered upto 1979-80 is not available, nor information for the period from 1980-81 for all the projects was furnished. Information for 1980-83 in respect of projects which furnished the information is as under :

Particulars		1980-81			1981-82			1982-83			
		Rural	Tribal	Urban	Rural	Tribal	Urban	Rural	Tribal	Urban	
(1)		(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	
1	Number of projects opened	4	5	4	11	8	4	23	22	6	
2	Number of projects for which information was not received	3	2	3	4	5	1	13	11	3	
3	Number of projects where <i>anganwadis</i> were not opened	..	1	..	6	..	..	..	..	..	
4	Number of projects for which information was received	1	2	1	1	3	3	10	11	3	
5	Number of <i>anganwadis</i>	98	126	100	99	190	279	914	612	300	
6	(i) Targeted number of children for DPT /BCG/Polio	3,936	7,727	6,485	4,485	10,270	24,321	55,887	38,084	27,751	
	(ii) Actual number of beneficiaries (with percentage in bracket)										
	DPT*	..	1,593 (40)	4,703 (61)	3,166 (49)	2,343 (52)	6,419 (63)	13,574 (56)	30,334 (54)	21,584 (57)	7,304 (26)
	BCG	..	Nil	2,989 (39)	2,943 (45)	3,633 (81)	3,733 (36)	5,524 (23)	16,884 (30)	20,460 (54)	7,649 (28)

\* Information whether the beneficiaries had received all the 3 doses of DPT was not available with the Rural and Tribal Project Officers.



Particulars (1)	1980-81			1981-82			1982-83		
	Rural (2)	Tribal (3)	Urban (4)	Rural (5)	Tribal (6)	Urban (7)	Rural (8)	Tribal (9)	Urban (10)
Polio † ..	200 (5)	3,308 (43)	3,166 (49)	3,736 (83)	5,770 (56)	19,686 (81)	33,846 (61)	29,776 (78)	8,720 (31)
7 (i) Target for D.T.	5,999	7,583	NA	5,322	10,458	NA	52,646	35,464	NA
(ii) Actual (percentage in bracket)	1,854 (31)	3,402 (45)	NA	2,411 (45)	7,183 (69)	NA	26,717 (51)	25,809 (73)	NA
8 Targeted number of pregnant women for Tetanus Toxoid (TT)	622	3,111	3,388**	611	3,649	6,300**	10,869	7,007	6,295**
(ii) Actual number of beneficiaries (percentage in bracket)	986@ (159)	2,379 (76)	1,584** (47)	3,831@ (627)	3,822@ (105)	3,567** (57)	14,341@ (132)	12,199@ (174)	4,059** (64)

† Information whether the beneficiaries had received all the three doses of polio was not available with the Rural and Tribal project officers.

\*\*Information of 2 projects for 1980-81, and 1981-82 and of 3 projects for 1982-83; *anganwadis* covered were 164, 179 and 300 respectively.

@Beneficiaries included women from villages not covered by *anganwadis* hence, achievement is more than the target.

NA—Not available.

The low coverage in urban projects was attributed by the department to absentees, sickness and reluctance on the part of parents to send their children for immunisation and change of place of delivery by pregnant women. In respect of rural and tribal projects the reasons for low achievements were awaited from the concerned CDPOs (March 1985).

3.1.5.2 For effective immunisation, three doses of DPT and polio vaccines to each child, and two doses of tetanus toxoid to expectant mothers are to be administered at periodical intervals.

Details of doses administered to children and expectant mothers in 4 urban projects during 1981-82 to 1983-84 were as follows :

	1981-82			1982-83			1983-84		
	DPT (1)	Polio (2)	TT (3)	DPT (4)	Polio (5)	TT (6)	DPT (7)	Polio (8)	TT (9)
	(number of beneficiaries)								
I Dose ..	18,531	24,693	3,965	9,826	12,077	4,292	10,843	11,917	4,598
II Dose ..	15,751	18,674	3,145	8,136	8,744	3,914	8,856	9,880	3,993
Dropouts (with percentage in bracket) ..	2,780 (15)	6,019 (24)	820 (20)	1,690 (17)	3,333 (27)	378 (8)	1,987 (18)	2,037 (17)	605 (13)

			1981-82			1982-83			1983-84		
			DPT (1)	Polio (2)	TT (3)	DPT (4)	Polio (5)	TT (6)	DPT (7)	Polio (8)	TT (9)
			(number of beneficiaries)								
III Dose	..	13,339	19,010	..	7,532	9,044*	..	7,762	8,101	..	
Dropouts (with percentage in bracket)		5,192 (28)	5,683 (23)	..	2,294 (23)	3,033 (25)	..	3,081 (28)	3,816 (32)	..	

\* Reasons for increases in the number of beneficiaries for the III dose as compared to II dose are awaited (January 1985).

The dropouts were attributed to absenteeism, sickness, reluctance of parents to bring their children for immunisation, change in the place of confinement, etc.

### 3.1.6 Health Check-up

3.1.6.1 Health services envisaged check-up on the general health and well being of nursing mothers and general care of infants. It also envisaged supply of iron and folic acid tablets to expectant mothers and vitamin A solution as prophylaxis against nutritional anaemia and blindness respectively. The following points were noticed.

3.1.6.2 In 16 projects test-checked proper geographical distribution of PHC area and proper allocation of operational area among ANMs was not done, as a result, 59, 60 and 37 anganwadis from Kinwat, Chalisgaon and Georai rural projects and 65 and 34 *anganwadis* from Dharni and Surgana tribal projects respectively were left out of the jurisdiction and hence were not visited by ANMs at all.

3.1.6.3 The visits by ANMs to *anganwadis* ranged from 6 to 28 per cent of the targeted visits in case of tribal and rural projects whereas in urban projects it ranged from 51 to 80 per cent as shown below :

Year	Number of projects from which information received			Number of <i>anganwadis</i>			Targeted number of visits			Actual number of visits with percentage in bracket		
	Rural	Tribal	Urban	Rural	Tribal	Urban	Rural	Tribal	Urban	Rural	Tribal	Urban
1980-81	1	3	..	100	176	..	2,400	4,224	..	136 (6)	1,182 (28)	..
1981-82	1	5	2	100	265	179	2,400	6,360	4,296	625 (26)	1,307 (21)	2,173 (51)
1982-83	8	10	2	800	561	200	19,200	13,464	4,800	2,152 (11)	3,373 (25)	3,827 (80)

In 5 out of 18 *anganwadis* test-checked in 3 projects there was no visit of ANM, even once, during the year 1982-83.



3.1.6.4 For effective delivery of the service, the PHCs were to conduct survey to identify the children under 6 years of age according to their health status and child cards recording the health profiles were to be maintained at the *anganwadi* level.

(a) Neither survey was done nor health cards were maintained in many projects and wherever maintained, the beneficiaries covered ranged from 23 to 45 per cent of the targeted number of the rural and 8 to 9 per cent of the tribal projects. Information received from 3, 3, 14 rural projects and 3, 6, 13 tribal projects for the years 1980-81 to 1982-83 showed the following position:

Year	Number of projects in which health cards were not maintained		Number of beneficiaries involved		Number of projects in which health cards were maintained		Targeted no. of beneficiaries		Actual beneficia-ries with percen-tage in bracket		
	Rural	Tribal	Rural	Tribal	Rural	Tribal	Rural	Tribal	Rural	Tribal	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	
1980-81	..	3	2	22,007	15,340	Nil	1	..	27,576	..	2,298
1981-82	..	1	5	11,304	36,363	2	1	7,997	29,060	1,874	2,505
1982-83	..	11	12	1,24,356	78,905	3	1	33,402	37,886	14,973	3,155
										(45)	(8)

In the case of 8 urban projects the shortfall in coverage ranged from 26 to 58 per cent during the 4 years ending March 1984.

In Talasari, the only tribal project where health cards were maintained, these were mostly incomplete. Non-maintenance of health profiles (or wherever maintained, these were incomplete) has rendered the control mechanism ineffective.

(b) Against 62,864 children requiring health check-up during 1983-84 in Aurangabad, Kolhapur, Nagpur and Nanded projects the quarterly medical check-up was confined to 12,309 children (20 per cent) reportedly due to inadequate staff. Further, against 24,723 and 68,366 children for administration of drugs for prevention of vitamin deficiency during 1982-83 and 1983-84, only 5,538 (22 per cent) and 26,100 (38 per cent) were actually covered due to either late or short supply of drugs.

3.1.6.5 *Ante-natal care of expectant mothers.*—Ante-natal cards were required to be opened to record complete physical and obstetrical examinations of pregnant women which later on were to be useful for watching post-natal care.

According to information received from 2, 3, 15 rural projects for 1980-81, 1981-82 and 1982-83 ante-natal cards were not maintained in 2 (2,378 beneficiaries), 1 (1,127 beneficiaries) and 11 (14,142 beneficiaries); the coverage was 29 per cent of the targeted number of beneficiaries in 1981-82 and 73 in 1982-83. In none of the 2, 3, 12 tribal projects, from which information was received for the period 1980-83, the cards were maintained.

Ante-natal cards were not maintained in 8 projects at Bombay (W), Nagpur and Kolhapur due to their non-availability while in Pune project the cards supplied in January 1980 were exhausted in 1981 and in Nanded project the cards were supplied in May 1984. Of 2,116 pregnant women in 2 urban projects of Nagpur and Solapur, only 1,140 were attended to during 1983-84. In the absence of ante-natal cards the services rendered could not be ascertained.

3.1.6.6 *Post-natal care.*—The scheme envisaged at least one home visit a month by PHC staff to give health check-up to the nursing mothers and the infants.

In 16 rural and tribal projects test-checked no post-natal cards had been maintained. Of 8 urban projects in operation (March 1984) the post-natal cards were not maintained at Bombay (W) and Nagpur projects, due to their non-availability. In respect of Pune, Nanded and Nashik projects the information regarding maintenance of cards was not available.

### 3.1.7 *Referral Services*

3.1.7.1 Pregnant mothers and children with problems requiring specialised treatment were to be referred to the upgraded PHC/PHC Sub-centre/district headquarters hospital so that proper follow up action could be taken when the case, after treatment, was referred back to the PHC. For this purpose referral cards were to be maintained at the *angan-wadi* level with the help of ANM.

3.1.7.2 The referral cards were also not maintained in 17 rural and 19 tribal projects out of 23 rural and 22 tribal projects opened during 1980-83.

3.1.7.3 Of 10 urban projects the referral services were not started in 3 projects (Amravati, Bombay (Dharavi) and Nashik), referral cards were not maintained in 3 projects (Aurangabad, Nanded and Solapur)



during 1979-82 and information was not available in respect of Bombay (W), Kolhapur, Pune and Nagpur projects. In respect of 7,341 cases referred to hospitals during 1980-81 to 1983-84 by 4 urban projects information regarding follow up action taken was not available in any of the projects.

### 3.1.8 *Nutrition and health education to women*

3.1.8.1 The education meant for all women in the age group of 15-45 years was to be imparted through special organised course and campaigns in project areas.

3.1.8.2 In 43 projects (21 rural and 22 tribal) camps, short courses and demonstrations were not organised at all. The scheme was not implemented in 4 urban projects out of 10 sanctioned in 1983-84. Information was not available in 2 projects. In the remaining 4 projects, short courses were not organised in Nagpur; while the average attendance was 30-45 women in respect of very few courses organised in Pune and Aurangabad it was 90 in Kolhapur during 1982-83. No reasons for negligible courses organised as well as for low achievements were given by the Department.

3.1.8.3 Information furnished by 57 out of 84 projects indicated that in 32 projects (14 tribal, 12 rural and 6 urban) 32 slide projectors supplied by UNICEF were lying idle since date of supply in 1976-77 to 1983-84 as no slides were made available by UNICEF (March 1984).

3.1.8.4 According to CDPOs of Kinwat(R) and Kavathe Mahankal(R) 1500 home visits per annum per *anganwadi* worker were prescribed. The actual visits by *anganwadi* workers in Kinwat and Kavathe Mahankal were 7 and 4 per cent respectively of the standard prescribed. No guidelines have been issued by Government regarding home visits.

### 3.1.9 *Non-formal Education*

To promote emotional and mental preparation of children before they moved to the elementary school and to reduce the incidence of school dropouts, the scheme envisaged providing non-formal pre-school education to children (3-5 years) through *anganwadis*.

As against expected enrolment of 40 children in each *anganwadi* class the actual strength of beneficiaries covered by 147 *anganwadis* from 9

rural projects and 105 from 9 tribal projects varied from 6 (Mehakhurd/Sindewahi (R) Project) to 200 (Mhaswad/Shahada (R) Project) *vide* details given below:

Particulars	Enrolment				
	Below 10	10-20	21-30	80-120	121 and above
	(number of <i>anganwadis</i> )				
(a) Rural .. ..	1	14	72	51	9
(b) Tribal .. ..	1	25	34	26	19

### 3.1.10 Functional Literacy for Adult Women (FLAW)

3.1.10.1 A functional literacy class comprising about 30 adult women in the age group of 15—45 years in an *anganwadi* was to be conducted by a trained *anganwadi* worker. The scheme is fully Centrally assisted. According to information furnished by Government the Central assistance received and expenditure incurred were as under:

Year	Central assistance received	Expenditure incurred				Unutilised Central assistance
		Urban	Rural	Tribal	Total	
(1)	(2)	(3)	(4)	(5)	(6)	(7)
		(in lakhs of rupees)				
Upto 1979-80 ..	25.37	4.24	Nil	0.57	4.81	20.56
1980-81 ..	10.42	1.95	0.69	1.08	3.72	6.70
1981-82 ..	17.64	3.67	1.64	0.55	5.86	11.78
1982-83 ..	38.58	3.14	4.00	0.98	8.12	30.46
1983-84 ..	19.35	6.36	7.34	1.31	15.01	4.34

3.1.10.2 The table below indicates the targeted, enrolled and actual number of beneficiaries during 1980-83, in respect of the urban, rural and tribal projects in the State where FLAW classes were conducted:

Particulars	1980-81	1981-82	1982-83
	(in number of projects)		
Total projects in which FLAW was sanctioned ( <i>anganwadis</i> in bracket)	13 (896)	23 (1,094)	27 (1,848)
FLAW classes not conducted .. ..	3	4	6
<i>Anganwadis</i> not opened .. ..	1	6	Nil
Information not available .. ..	1	2	4



Particulars	1980-81	1981-82	1982-83
	(in number of projects)		
FLAW classes conducted .. ..	8	11	17
Anganwadis where FLAW classes not conducted	368	357	1,080
Anganwadis where FLAW classes conducted	528	737	768
Beneficiaries—	(in numbers)		
(a) Target (at the rate of 30 women per anganwadi)	15,840	22,110	23,040
(b) Enrolment .. ..	13,086	19,454	16,692
(c) Attendance .. ..	9,917	14,439	11,724
(d) Shortfall in attendance .. ..	3,169	5,015	4,968

The shortfall was generally attributed to non-attendance by the beneficiaries mostly working on daily wages (CDPO-Pune), low motivation, lack of any economic benefit, pre-occupation and household work.

3.1.10.3 The FLAW course was to be spread over 250 hours in 10 months. The teacher in charge was to maintain a dossier of each woman in the class reflecting the monthly progress. At the end of the course, a test was to be conducted and a certificate of completion was to be issued to successful candidates. In none of the 5 urban projects details were maintained; examinations were also not conducted by 4 out of 5 urban projects. Certificates of completion were not issued by any project. The CDPO, Solapur intimated in June 1984 that the certificates were under printing.

3.1.10.4 A review of the progress required to be conducted by the State, District and Block Level Co-ordination Committees was not conducted in respect of the urban projects.

### 3.1.11 *Monitoring and Evaluation*

3.1.11.1 For effective monitoring, evaluation and co-ordination of the scheme the Government of India sanctioned in July 1982 creation of the State level/district level cells for rural and tribal projects.

Accordingly Government staff was appointed for 15 posts created in January 1983. However, except for sending monthly progress to Government of India by the Project Officers directly, compilation of the monthly progress reports was not done by the Department till November 1983. The Directorate of ICDS (Rural and Tribal) was formed only in March 1984. In view of this, the basic statistical data indicating the achievements from time to time till November 1983 in respect of various services covered by the programme as a whole were not available with Government. The Rural Development Department intimated (January 1984) that the Government had not evaluated the programme and confirmed in July 1984 that no Annual Administration Reports in respect of this scheme had been prepared by the State Government.

3.1.11.2 The position in regard to monitoring and evaluation of urban projects, called for from the Government in April 1984, was awaited (March 1985). The CDPO, Bombay confirmed (June 1984) that meetings of the State level/district level committees were not held since 1981 and the scheme had not been evaluated.

3.1.12 *Summing up.*—The number of *anganwadis* opened had no relation to the actual population, topography and number of villages. Many projects had not become fully operative or were not functioning. Shortfall in visits to *anganwadis* by CDPOs and Supervisors ranged from 32 to 49 per cent. Children and nursing mothers needing nutrition were not identified. Growth cards were not maintained and periodical weighment to determine the improvement in health was not made in many cases. Children were allowed to take home supplementary nutrition. There were interruptions in providing supplementary nutrition ranging from 30 to 240 days. The coverage for immunisation was very low and the percentage of dropouts for subsequent doses was high. Health cards, ante-natal cards and post-natal cards were not maintained in many of the projects. Many *anganwadis* were not visited by ANMs. Referral services were not organised in many cases and follow up action taken was also not available in any of the urban projects. FLAW classes were started only in 768 out of 1,848 *anganwadis* in 27 projects.

The matter was referred to Government in September 1984; reply is awaited (March 1985).



## PLANNING AND RURAL DEVELOPMENT DEPARTMENTS

**3.2 Employment Guarantee Scheme, Food for Work Programme and National Rural Employment Programme**

3.2.1.1 *Introductory.*—The State Government formulated in March 1972, an Employment Guarantee Scheme (EGS) to provide gainful and productive employment, on approved works to all unskilled able bodied adults in rural areas and to create durable community assets. The operation of the scheme was so designed as to deploy labour to the extent possible on existing construction activities in the area to ensure that the EGS did not adversely affect agricultural operation and production. The scheme envisaged completion of works in one or two seasons. The Maharashtra Employment Guarantee Act, 1977, which came into force with effect from 26th January 1979, guaranteed employment to all adult workers who volunteer to do unskilled manual work in rural areas. A scheme to be prepared and published under the Act had not been formulated (December 1984).

In April 1977, a non-Plan scheme, Food for Work Programme was launched by the Government of India under which foodgrains were made available to State Government free of cost for supplementing their budget provision for maintenance of public and community works with an object to generate additional gainful employment in the rural areas and creation of durable assets. This scheme was introduced in the State in October 1978 and made applicable from April 1979 to all works taken up under EGS. Thus, achievements under this scheme were not separately identifiable.

National Rural Employment Programme (NREP), a Centrally sponsored scheme introduced in the State in October 1980, was also for generating additional gainful employment to the needy in rural areas creating durable assets, strengthening rural infrastructure for rapid growth of rural economy and steady rise in the income level, improvement in nutritional status and living standard of the rural poor. The scheme launched by the Government of India was entirely financed by the Centre till March 1981 and thereafter expenditure was to be shared equally between the Centre and the State. In the State, the programme was linked with EGS due to similarity of the objectives of both the schemes, till it was delinked from October 1982.

3.2.1.2 *Organisational Arrangements.*—A three tier set up was evolved for the execution of EGS works in the State. At the State level, Planning Department was in overall charge of the programme covering all aspects of planning, administration, provision of funds, monitoring and evaluation. At district level, Collector looks after planning, implementation, co-ordination, monitoring, supervision and inspection of the programme. At Panchayat Samiti level, Tahsildar was entrusted with the functions of assessment of demand for employment and deploying the job seekers on different works.

### 3.2.2 *Resources, Outlay, Expenditure and Mandays generated*

3.2.2.1 *Resources.*—To meet the expenditure on this scheme, the State Government levied in 1975-76 special taxes and levies such as Tax on Professions, Trades, Callings and Employment, Additional Tax on Motor Vehicles and Sales Tax, etc. Net collection of taxes, etc., was credited to a separate fund, called Employment Guarantee Fund. To this fund, matching contribution equal to the net collection of taxes and levies was to be made by Government every year. The expenditure incurred on the scheme was transferred at the end of the year to the extent of credit available in the Fund.

Taxes and levies collected and contribution made by Government to the Fund upto 1983-84 amounted to Rs. 806.57 crores as shown below :

	Year						Total
	1975-76 to 1978-79	1979-80	1980-81	1981-82	1982-83	1983-84	
	(in crores of rupees)						
Total taxes and levies	105.06	36.40	51.90	60.41	69.69	81.42	404.88
Government contribution	103.74	36.41	50.11	60.34	69.68	81.41	401.69
Total accretion to employment guarantee fund	208.80	72.81	102.01	120.75	139.37	162.83	806.57

Expenditure incurred during 1975-76 to 1983-84 was Rs. 883.40 crores.



3.2.2.2(i) *Outlay and expenditure.*—Budget provision and expenditure during 1974-75 to 1983-84 were as follows:

Year		Budget provision	Expenditure		
			In cash	In kind (foodgrains)	Total
(in crores of rupees)					
1974-75 to 1979-80	..	322.27	305.60	28.77	334.37
1980-81	..	111.40	105.12	17.00	122.12
1981-82	..	116.50	117.99	8.18	126.17
1982-83	..	125.10	130.92	....	130.92
1983-84	..	157.51	183.54	....	183.54
Total	..	832.78	843.17	53.95	897.12

(ii) *Incomplete works.*—Number of works sanctioned and completed to the end of March 1984 were as under:

Total No. of works sanctioned	No. of works completed	No. of incomplete works	Percentage of works completed
1,43,976	97,230	46,746	67.5

Category-wise and year-wise details of works and expenditure are indicated in Appendix 3.1 and 3.2.

The number of incomplete works increased year after year i.e. from 11,646 works at the end of March 1976 to 46,746 works at the end of March 1984. The age-wise details of incomplete works and the expenditure incurred thereon were not available with the Government (December 1984).

An expenditure of Rs. 385.75 crores was incurred on 20,512 irrigation works during 1974-75 to 1983-84. Assuming that all the completed 10,961 works were out of those sanctioned upto March 1982 i.e. 16,264, the percentage of incomplete works (5,303) was 33 per cent.

Road works numbering 17,130 were sanctioned to end of March 1984. An expenditure of Rs. 227.89 crores was incurred on road works to end of 1983-84. Assuming that all 5,763 completed road works were out of 11,712 roads sanctioned upto March 1982, 5,949 roads i.e. 51 per cent of the works remained incomplete by March 1984 for a period of more

than two years. There was steep increase in number of incomplete works year after year in that the number of incomplete works increased from 3,869 at the end of 1978-79 to 11,367 by March 1984 indicating that sufficient attention was not paid for completion of roads within the stipulated time. Thus, substantial investment out of Rs. 227.89 crores remained unfruitful.

Out of 7,400 forest works sanctioned upto March 1984 (4,956 upto March 1982) under EGS, only 2,904 works were completed by March 1984. Even if all the completed works were out of those sanctioned upto March 1982, 41 per cent works remained incomplete for more than two years.

3.2.2.3 *Mandays generated.*—The mandays of employment generated and expenditure incurred on the EGS during 1974-75 to 1983-84 were as follows:

Year	Budget provision	Expenditure	Estimated mandays to be generated	Number of mandays generated
	(in crores of rupees)		(in crores)	
1974-75 to 1979-80	.. 322.27	334.37	60.30	77.70
1980-81	.. 111.40	122.12	25.00	17.15
1981-82	.. 116.50	126.17	18.00	15.60
1982-83	.. 125.10	130.92	18.00	12.66
1983-84	.. 157.51	183.54	14.00	16.56
Total	.. 832.78	897.12	135.30	139.67

Based on findings of sample survey of the urban and rural areas of Maharashtra carried out by the State Directorate of Economics and Statistics covering the period from October 1972 to September 1973, the demand for work by the rural population was estimated at 99.20 crore mandays during a year. According to financial memorandum appended with the Bill of 1977, employment to be provided to the job seekers was estimated at 88.80 crore mandays. As the guarantee was for providing employment within the Panchayat Samiti area as far as possible and in any case not outside the district, the number of persons willing to accept the employment when offered was expected to be much less than the number of unemployed persons. On the basis of the number of productive works which can be taken up and the willingness of persons to go to works at various distances, Government estimated that about 18 crore



mandays will have to be absorbed in productive works by providing employment to 6 lakh labourers per day for 300 days in a year. Compared with the estimated potential of 18 crore mandays, the number of mandays actually generated under the EGS was 71.9 per cent (1974-80), 95.3 per cent (1980-81), 86.7 per cent (1981-82), 70.3 per cent (1982-83) and 92 per cent (1983-84) and did not cover the estimated potential all these years except 1979-80 when it was 20.54 crore mandays. Further, the number of mandays generated from 1979-80 onwards successively declined upto 1982-83 despite increase in expenditure from 1979-80 to 1982-83. The Government stated (October 1984) that the reduction in mandays was due to more expenditure on skilled items, rationalisation of wage schedule in April 1981 and increase in output by labourers.

Number of registered employment seekers in the State to end of July 1978, December 1979 and October 1982 were 28.27 lakhs, 37.73 lakhs and 44.13 lakhs respectively. Taking into account 300 working days in a year, these unemployed persons required the employment of 84.81 crore, 113.19 crore and 132.39 crore mandays during 1978-79, 1979-80 and 1982-83 respectively as against the actual number of 16.35 crore, 20.54 crore and 12.66 crore mandays generated respectively during the above period, which were much short of the requirement of these registered job seekers. The figures of employment generated during 1978-79 (16.35 crore mandays), 1979-80 (20.54 crore mandays) and 1982-83 (12.66 crore mandays) indicate that the employment for 58 days during 1978-79, 54 days during 1979-80 and 29 days during 1982-83 was provided to 28.27 lakh, 37.73 lakh and 44.13 lakh registered job seekers respectively. The maximum labour attendance in the entire State during 1982-83 was 8,86,684 which was much less compared with the 44.13 lakh registered job seekers.

The mandays generated and expenditure incurred in Thane and Jalgaon districts during 1980-81 to 1982-83 were as follows:

District	1980-81		1981-82		1982-83	
	Expendi- ture (in crores of rupees)	Mandays generated (in lakhs)	Expendi- ture (in crores of rupees)	Mandays generated (in lakhs)	Expendi- ture (in crores of rupees)	Mandays generated (in lakhs)
Thane	2.89	56.71	2.69	45.84	1.97	23.41
Jalgaon	3.55	46.86	4.73	43.98	4.06	28.67

Though the expenditure during 1980-81 in Jalgaon district when compared to Thane district was more by Rs. 0.66 crore the mandays generated were less by 9.85 lakhs. In 1981-82 also expenditure was nearly twice the expenditure in Thane district, while the mandays generated were less by 1.86 lakhs. The reasons for such large scale variations in these two districts, though called for in July and October 1984, were not intimated by Government (March 1985).

### 3.2.3. *Results of Audit*

The points noticed during test-check (March 1980 to February 1981 and July 1983 to February 1984) of the records of the EGS and Food for Work Programme in Mantralaya and ten districts (Beed, Bhandara, Solapur, Thane and Nashik in respect of EGS and Ahmadnagar, Pune, Solapur, Akola and Aurangabad in respect of Food for Work Programme) are mentioned in the succeeding paragraphs.

3.2.3.1 *Non-preparation of manpower budget.*—Samiti-wise manpower budget as envisaged in the scheme was not prepared in Beed, Bhandara, Nagpur, Nashik, Solapur and Thane districts for any of the years. The Collectors of the above districts attributed the non-preparation of manpower budget generally to inadequate staff and non-receipt of information from the taluka officers and the implementing agencies. In the absence of manpower budget it was hardly possible to ensure an effective implementation of the scheme without detracting labour from employment available on normal Plan/non-Plan works in any area, estimating demand for unskilled manual work in rural area, assessing the scope for and provision of employment on continuing new works under various Plan/non-Plan schemes and to judge the extent of additional employment opportunities required to be created. An illustration in support as to how ineffective implementation of the scheme resulted in a loss of revenue is given below.

Collection of *tendu* leaves was a seasonal work of six weeks, requiring substantial labour force for plucking during April/May every year when the season was in full swing. In Gondia Forest Division of Bhandara district this work required labour force to the extent of 5.25 lakh to 6.14 lakh mandays every year during the peak period. There were 3.15



lakh registered labourers under EGS in seven blocks of Gondia Forest Division where collection of *tendu* leaves was undertaken. Though a substantial number of labourers was required for this seasonal departmental work, the EGS works in seven blocks were not suspended by the Collector during 1979 to 1984 seasons (except 1982 season) till half the working season was over despite requests from the Forest Officers. The attendance on EGS works also increased in the months of April/May during 1980 to 1983 seasons, as the wages paid under the scheme are slightly higher than those payable for *tendu* leaves. The continuance of EGS works in the forest areas resulted in shortage of labour for collection of *tendu* leaves during 1979 to 1984 seasons in that the mandays deployed on this work were 4.34 lakhs, 3.41 lakhs, 4.42 lakhs, 4.20 lakhs, 3.71 lakhs and 5.17 lakhs as against the minimum requirement of 5.25 lakh mandays. According to the Divisional Forest Officer, Gondia, the shortage of labour led to less collection of *tendu* leaves during 1979 to 1984 seasons resulting in loss of revenue of Rs. 1.48 crores during the above period. The less collection of *tendu* leaves in 1979 alone caused unemployment of the magnitude of 4.40 lakh mandays in Bidi manufacturing industry which had its own impact on that industry as also on the general economy of the State. The impact in other years was not assessed.

3.2.3.2 *Deficiencies in preparation of blue prints.*—Government issued orders in September 1974 for preparation of Panchayat Samiti-wise blue prints of productive works to form shelf of works for a period of two years. Instructions were also issued by Government (May 1977 and May 1978) to the Collectors to submit to Government the blue prints for 1977-79 and 1979-81 duly approved by the District Co-ordination and Review Committee (D. C. R. C.) by end of June 1977 and April 1979 respectively.

Collector, Bhandara did not submit (July 1983) the blue print for 1979-81 to Government due to non-receipt/late receipt of the required information from the implementing agencies.

Approval of the D. C. R. C. to the blue prints for the period 1979-81 was not obtained by the Collectors of Nagpur and Kulaba (Raigad) districts.



3.2.3.3 *Budgetary control.*—Though as per Government orders of October 1974, expenditure on EGS works was required to be restricted to the credit limits fixed by the Planning Department, the District Collectors had incurred the expenditure during 1977-78 to 1982-83 in excess of the credit limits as indicated in Appendix 3.3.

In Bhandara district five implementing agencies exceeded the credit limits during 1979-80 by Rs. 181.05 lakhs. The Collector, Bhandara stated (June 1980) that since the implementing agencies did not stick to the limits prescribed by him, on receipt of their explanations the matter would be reported to Government. Report called for in this regard in July 1983 was awaited (June 1984). However, during 1980-81 to 1982-83 also 23 agencies exceeded the limits by Rs. 321.13 lakhs.

In Nashik Zilla Parishad, the Chief Executive Officer sanctioned the credit limits directly to the Deputy Engineers who drew the amounts from the treasury and deposited them in the District Central Co-operative Bank and the amount was withdrawn as and when required for disbursement. The cheques issued by the Deputy Engineers to the Assistant Engineers against passed muster rolls for disbursement of wages to labourers were not exhibited as temporary advances but as final payments. The Planning Department issued (May 1981) at the instance of Audit suitable instructions to all Zilla Parishads in the State, but Government instructions were still not being followed (October 1983) by Nashik Zilla Parishad.

As against the credit limit of Rs. 63.42 crores released by Government for Beed and Solapur districts during 1978-79 to 1982-83, expenditure incurred was Rs. 52.70 crores only. Reasons for short-utilisation were not intimated (March 1985).

3.2.3.4 *Mandays generated.*—The total registered job seekers in Bhandara, Thane, Nashik, Beed and Solapur districts were 8,62,298 as on 31st July 1978, 10,79,310 as on 31st December 1979 and 13,55,506 as on 31st October 1982 whereas the mandays generated during 1978-79 to 1982-83 were 619.22 lakhs, 784.29 lakhs, 612.61 lakhs, 526.46 lakhs and 448.80 lakhs respectively indicating that the employment was provided during 1978-79 to 1982-83 for 72, 91, 57, 49 and 42 days in a year which fell much short of 300 days.



Registered job seekers in Solapur district were 2,17,985 in 1981-82 and 2,29,511 in 1982-83. Labour potential of Plan and non-Plan works and EGS works was as under:

Year		Plan/non-Plan works	EGS works in progress	Labour potential of	
				EGS works started but stopped (in number)	EGS works sanctioned but not started
1981-82	..	..	22,238	52,315	1,68,891
1982-83	..	..	16,632	51,073	93,666
					1,52,620
					1,11,820

While minimum labour attendance on EGS works during 1981-82 and 1982-83 was 25,118 and 20,505, the maximum labour attendance was 52,315 and 51,073 respectively. Not only the labourers deployed on EGS works were much less compared to registered job seekers but also works on which labour force of 3,21,511 and 2,05,486 could be deployed were either stopped or not started. Reasons for less attendance were stated to be availability of work in sugar factories, with agriculturists on higher daily wages than EGS, etc.

3.2.3.5 *Incomplete works.*—In 5 districts, out of 20,589 works sanctioned between 1975-76 and 1982-83, 12,745 works were completed by the end of 1982-83 and 7,844 works were incomplete, either because they were not restarted or stopped after partial execution. The age-wise details of the incomplete works and the expenditure incurred thereon was not available. However, in Beed district, under one agency (Ambejogai Minor Irrigation Division, Ambejogai) 37 percolation tanks with an expenditure of Rs. 83.43 lakhs and in Solapur district 151 irrigation works with an expenditure of Rs. 311.71 lakhs under Minor Irrigation Division (Zilla Parishad), Solapur were not completed by March 1983 for more than two years. Reasons for non-completion were not intimated. Thus, the expenditure of Rs. 3.95 crores on these 188 incomplete works did not prove gainful to the economy of the State.

### 3.2.3.6 *Minor Irrigation Tanks*

3.2.3.6.1 In four districts of Bhandara, Nashik, Beed and Amravati 17 tanks (estimated cost: Rs. 81.27 lakhs) were taken up for execution

during October 1973 to December 1979 and expenditure of Rs. 76.21 lakhs was incurred thereon to end of July 1983.

3.2.3.6.2 Against the prescribed period of completion of two years, only 2 tanks were completed (expenditure: Rs. 14.04 lakhs) and that too in  $3\frac{1}{2}$  and 8 years. In the case of two completed tanks, one in State sector and another in Local sector with a storage capacity of 14 Mcft and 3.22 Mcft for which cost norms of Rs. 0.60 lakh per Mcft and Rs. 1 lakh per Mcft were prescribed (October 1981) by Government, the expenditure of Rs. 10.54 lakhs and Rs. 3.50 lakhs incurred had exceeded the norms by Rs. 2.14 lakhs and Rs. 0.28 lakh respectively, thereby rendering them uneconomical. The details of irrigation achieved on these two tanks were not available.

3.2.3.6.3 (a) The remaining 15 tanks (expenditure: Rs. 62.17 lakhs) were not completed for a period of 4 to 10 years. Out of 15, the headworks on 4 tanks completed between 1976-77 and June 1979 at an expenditure of Rs. 23.37 lakhs were without completion of canals (December 1984). In Junewani tank, the survey of canal was not conducted as the department felt that the tank would be uneconomical. As a result, an expenditure of Rs. 5.06 lakhs incurred on headworks of this tank was rendered infructuous. Due to delay in completion of canal works in the case of 3 others (expenditure : Rs. 18.31 lakhs), the irrigation potential of 300 hectares could not be utilised for six years (1 tank) and 4 years (2 tanks) upto 1982-83 though storage was available.

(b) The works on 8 tanks were stopped between April 1975 and April 1979 after incurring an expenditure of Rs. 8.32 lakhs due to defective survey, submergence in another project, defective alignment of dam, obstruction from local people, etc. These works were not restarted till July 1983, resulting in denial of irrigation benefits.

(c) Two tanks taken up in August and September 1978 on which expenditure of Rs. 26.71 lakhs was incurred were incomplete even after a period of 5 years. They were expected to be completed by October 1984 and June 1984, rendering an expenditure of Rs. 26.71 lakhs so far incurred unfruitful.

(d) Out of the above 15 incomplete tanks, two tanks at Deotesur and Putli on which an expenditure of Rs. 2.85 lakhs was incurred were



breached between July 1976 and September 1977. In the case of Putli tank, an expenditure of Rs. 0.30 lakh was incurred on repairs between March and June 1979. The canal work was in progress (December 1984). As regards the tank at Deotesur the portion breached in July 1976 was repaired at a cost of Rs. 0.40 lakh while the portion breached in July 1977 was not repaired till December 1984. Both these tanks breached as they were not designed for actual catchment area and construction was based on such defective survey. No responsibility was fixed for the damages caused to these tanks.

Rupees 62.17 lakhs incurred on these 15 incomplete tanks thus remained unfruitful.

### 3.2.3.7 Percolation tanks

3.2.3.7.1 In Solapur district, 832 percolation tanks were completed upto September 1983 at a cost of Rs. 17.35 crores. In the absence of data regarding number of wells in the command, new wells dug, increase in water table and also area irrigated after construction of percolation tanks which the Collector was required under Government orders to collect through educated unemployed persons, it could not be verified how far the expenditure of Rs. 17.35 crores served its intended purpose. Further, 387 completed tanks were not handed over (February 1984) to the Zilla Parishad for maintenance for which adequate reasons were not made available.

3.2.3.7.2 Out of 561 incomplete tanks in Beed and Solapur districts, 188 tanks taken up for execution prior to March 1981 (expenditure: Rs. 3.95 crores) by one agency each in these districts were not completed till March 1983 within the prescribed period. The age-wise details of incomplete works and reasons for delay in completion were not intimated.

3.2.3.7.3 In Beed, Bhandara, Nashik, Solapur and Thane districts out of 36 tanks (estimated cost: Rs. 120.95 lakhs) taken up for execution during September 1972 to May 1979 after incurring an expenditure of Rs. 122.54 lakhs upto January 1984, 23 tanks were completed, 10 were stopped and not restarted till January 1984 and 3 were in progress.

(a) Out of the 23 tanks completed between May 1976 and October 1983, 9 (expenditure : Rs. 25.78 lakhs) were completed within the

prescribed period of two years and 14 (expenditure: Rs. 68.51 lakhs) with delays ranging from 3 to 8 years.

Four completed tanks were taken up for converting into minor irrigation tanks by providing canals due to pressing demand from local people and non-percolating strata. Canals of two tanks were completed in January 1976 and February 1979 (expenditure: Rs. 0.32 lakh), but against potential of 67 hectares created, utilisation was only 35 hectares.

In one case, work was in progress even after five years and, in another case, the work stopped in February 1981 due to difficulty in excavation of hard rock and alignment not being useful, was not restarted (August 1983). Expenditure of Rs. 7.27 lakhs incurred on these two tanks remained unfruitful as canals (expenditure: Rs. 1.01 lakhs) were not completed.

One completed tank (expenditure : Rs. 3.28 lakhs) constructed at a site was not suitable for percolation tank, rendering the entire expenditure unfruitful.

Regarding another 4 completed tanks, breaches and leakages occurred due to defective execution resulting in an avoidable expenditure of Rs. 1.82 lakhs on repairs.

(b) Work on 10 tanks commenced between October 1974 and February 1979 was stopped between January 1976 and February 1980 after incurring an expenditure of Rs. 18.89 lakhs and was not restarted till July 1983. No decision for restarting or otherwise had been taken (December 1984).

Out of these, work on three tanks was stopped in April 1978 and February 1980 due to excess payment of Rs. 3.73 lakhs attributed to recording of false measurements, preparation of false bills, etc., for which departmental action against the officers responsible is in progress (December 1984).

The works on five tanks were stopped between January 1976 and March 1979 after incurring expenditure of Rs. 6.25 lakhs due to selection of unsuitable site, obstruction from land owners, want of



detailed estimates, tank coming under submergence of another project and difficulty in hard rock excavation.

Two tanks (expenditure: Rs. 4.90 lakhs) were breached during construction, one in June 1978 due to incorrect assessment of catchment area (estimated 2.49 square kilometres as against actual 4.14 square kilometres) and another in June 1983 due to inadequate compaction and improper bonding of earth work. The damaged portions (estimated cost: Rs. 2.74 lakhs) were not repaired till July 1983 and July 1984.

3.2.3.8 *Canal works of Major and Medium Irrigation Projects.*—The productive works taken up under EGS included labour intensive component of canal works of major and medium irrigation projects as a large number of labourers could be deployed on such works. To end of March 1984, in all, 4,479 works of major and medium irrigation projects were sanctioned (3,489 works upto March 1982). Expenditure incurred was Rs. 72.72 crores upto March 1984 and 3,314 works were completed.

#### 3.2.3.8.1 *Bhima Project*

(a) In Ujjani Canal Division No. 6, Pandharpur (District Solapur) an expenditure of Rs. 192.44 lakhs was incurred under EGS during 1978-79 to 1982-83 on canal works (kilometres 30 to 65) though these were normal departmental Plan works. Thus, 32 lakh mandays shown as generated on these works under the EGS as well as incorrect booking of the expenditure under "EGS" instead of "Capital Outlay" cannot be said to have been attributable to the EGS.

(b) While the canal works of 29 kilometres commenced in 1977-78 were completed (6 in 1980-81, 5 in 1981-82, 7 in 1982-83 and 11 in 1983-84) at a cost of Rs. 1.79 crores, the irrigation facilities could not be provided as the structures and balance work in patches were not completed (February 1984), resulting in unfruitful expenditure of Rs. 1.79 crores.

(c) In Ujjani Canal Division No. IX, Mangalwedha, expenditure of Rs. 12.30 lakhs incurred on normal Plan works (headworks and canals) was transferred (1978-79 and 1979-80) from the budget head "Capital Outlay" to "EGS" so as to make available funds for other normal departmental works as per orders issued (November 1975) by the Irrigation Department. These orders were contrary to the earlier orders issued

(February 1975) by the Planning Department stipulating that the works provided in the budget should not be shifted to EGS.

A similar case of transfer of expenditure of Rs. 0.77 lakh was also noticed in respect of Bawanthadi irrigation project in Bhandara district.

**3.2.3.8.2 Jayakwadi Project.**—The excavation of Paithan Left Bank Canal in kilometres 156 to 159 in Parbhani district commenced in January 1976. The quantity of earthwork measured during January 1976 to March 1979 on the basis of borrow pit measurements was found in excess by 0.63 lakh cubic metres as per cross sectional measurements. The excess payment worked out to Rs. 7.72 lakhs. The matter was under investigation (December 1984).

**3.2.3.9 Road works.**—On 50 road works (estimated cost: Rs. 99.41 lakhs) taken up for execution between October 1974 and June 1980 Rs. 67.46 lakhs were spent upto November 1983. Out of these, 16 roads (estimated cost: Rs. 39.99 lakhs, expenditure: Rs 34.71 lakhs) were completed and 34 roads (estimated cost: Rs. 59.42 lakhs, expenditure: Rs. 32.75 lakhs) remained incomplete.

**3.2.3.9.1** Of the 16 completed roads, 7 were completed within two years, 4 in four years, 1 in five years and 4 in six years. Of these, 9 were in the nature of repairs to existing roads or approach roads not permissible under the scheme and expenditure of Rs. 3.24 lakhs incurred on them was irregular.

In respect of 4 roads completed at a cost of Rs. 18.10 lakhs, earthwork valued at Rs. 0.72 lakh was washed away (July 1976) due to steep gradients, non-compaction of earthwork and non-functioning of side drains. Repairs were carried out incurring an expenditure of Rs. 0.87 lakh to the damaged portion. Execution of these roads without initial survey, compaction, etc., caused an extra expenditure of Rs. 0.87 lakh besides delay in completion by four years.

**3.2.3.9.2** Out of 34 incomplete roads, the work on 16 roads was stopped for want of machinery, shortage of labour, roads coming under submergence, etc.



Eighteen incomplete road works (estimated cost: Rs. 31.50 lakhs) in progress on which expenditure of Rs. 10.22 lakhs was incurred upto July 1983, included works on approach roads, roads passing through B class municipal areas, works taken up even though other productive works were in progress and roads emanating from a single village, which were not permissible under the scheme. Expenditure of Rs. 10.22 lakhs incurred on these incomplete roads was irregular.

### 3.2.3.10 *Forest works*

3.2.3.10.1 The works of trench-cum-mound fencing (estimated cost: about Rs. 520 lakhs) around Government forests for prevention of encroachment on forest lands, protection of forests from cattle and control of illicit removal of forest produce was taken up under EGS in Bhandara, Thane and Nashik districts, between 1975-76 and 1982-83 and an expenditure of Rs. 114.46 lakhs was incurred to end of March 1983. No prior sanction of Government for works costing more than Rs. 5 lakhs, as required, was obtained and the works were taken up in pieces each costing less than Rs. 5 lakhs. Thus, the expenditure of Rs. 114.46 lakhs was irregular.

3.2.3.10.2 In Beed district an expenditure of Rs. 48.39 lakhs was incurred during 1973-74 to 1982-83 on planting of 22.26 lakh saplings in 129 centres covering an area of 5,385 hectares. The rate of survival at 30 centres was less than 20 per cent and indicated failure of plantation as per departmental rules. Expenditure of Rs. 8.52 lakhs (out of Rs. 48.39 lakhs) on these centres was, therefore, rendered mostly unfruitful. The department attributed the failure of plantation to extreme grazing pressure, prolonged dry spells and wrong choice of species selected for plantation. The detailed investigation for failure of plantation was not carried out due to shortage of staff.

3.2.3.10.3 In Thane and Bhandara districts, 1,885 hectares of forest land were cleared during 1975-76 to 1982-83 at a cost of Rs. 13.31 lakhs so as to bring them under cultivation by the tribal people. Out of this, land levelling and bunding works were carried out in 257 hectares and 1,628 hectares remained to be tackled by the Agriculture department. In the absence of land levelling and bunding, the expenditure of Rs. 11.50 lakhs

incurred on clearance of forest land was rendered unfruitful. Further, the information regarding area brought under cultivation as also disposal of wood obtained from clearance operations was not available with the department.

3.2.3.10.4 Forest road (estimated cost: Rs. 0.55 lakh) taken up in December 1979 in Thane District was stopped in June 1980 after incurring an expenditure of Rs. 0.78 lakh due to excess payment of Rs. 0.59 lakh noticed on this work for which departmental enquiry against the officials concerned was in progress. As the work was not restarted (December 1984), expenditure of Rs. 0.78 lakh was rendered infructuous.

Thus, the execution of forest works entailed expenditure of Rs. 135.26 lakhs irregular and unfruitful.

3.2.3.11 *Muster Rolls*.—The deficiencies/shortcomings noticed in the preparation of muster rolls were as under:

(a) Measurements of work done were not test-checked in 5 divisions by the Deputy Engineer/Executive Engineer, as required under the rules.

(b) In Public Works East Nashik Division, the details of work done (Part III of muster roll) were not sent to the controlling authority and wages paid at metal breaking centres i.e. Rs. 12.29, Rs. 34.18 and Rs. 41.38 per head per day were far in excess of contemplated wages of Rs. 4 to Rs. 6 per day.

(c) Though measurements of each type of work done were to be recorded, its value and wages were to be worked out by dividing the amount between the number of workers, uniform rate was paid for different kinds of works in Divisional Forest Office, Gondia.

(d) As per Government order of November 1975 wages under EGS are to be paid in cash and kind. Grain coupons are to be issued to manual workers for wages in kind. However, in Bagh and Bawanthadi divisions in Bhandara district grain coupons were issued to cartmen and mukadams not engaged for any manual labour.

(e) Payment at the rate of 20 paise per manday was made in lieu of arrangements for drinking water and charges for sharpening the



implements were paid at 5 paise per day to persons not engaged on manual labour.

(f) In two tahsils (Jawhar and Sinnar) in Thane and Nashik districts, the rates paid were in excess of EGS schedule of rates and payment was made on hand receipts instead of muster rolls.

### 3.2.3.12 *Other topics*

(i) In two divisions, machinery worth Rs. 20.42 lakhs purchased between March and September 1980 out of EGS funds was not utilised for EGS works as these were in preliminary stages.

(ii) Government issued instructions (February 1978) to employ mustering assistants on consolidated pay and discontinue the muster clerks on work charged establishment. The implementing agencies, however, continued to appoint muster clerks. The Government, therefore, ordered (May 1980) that the difference between salary of muster clerks and consolidated pay of mustering assistants should be recovered from the implementing agencies and credited to the Employment Guarantee Fund. It was noticed that 24 agencies had not recovered the amount of Rs. 5.98 lakhs on this account (July 1983).

(iii) In Nandur Madhameshwar Canal Division, Vaijapur (District Aurangabad) implements valued at Rs. 1.74 lakhs were issued in October 1977 and June 1978 to Police Patils and Sarpanchas for distribution to workers for use on canal works and for return after completion of the works. The Police Patils and Sarpanchas did not return the articles (May 1983), resulting in a loss of Rs. 1.74 lakhs to Government.

(iv) Beed Irrigation Division had taken up 34 works of tree plantation (estimated cost: Rs. 2.42 lakhs) on the sides of canals and around irrigation tanks during 1976-77 under EGS and incurred an expenditure of Rs. 0.78 lakh. In respect of 27 of these works (expenditure: Rs. 0.62 lakh), either saplings were not planted or the plantation was a failure in that the survival rate was less than thirty per cent, rendering the expenditure of Rs. 0.62 lakh unfruitful.

(v) Details of inspections due as per the norms prescribed by the Government and actually conducted in Beed and Solapur districts during 1981-82 and 1982-83 were as under:

Year	District	Inspections due		Inspections conducted		Percentage of shortfall	
		Collector	Dy. Collector	Collector	Dy. Collector	Collector	Dy. Collector
1981-82	Beed	13	72	5	56	62	22
1981-82	Solapur	13	72	13	64	..	11
1982-83	Beed	13	72	13	44	..	39
1982-83	Solapur	13	72	12	67	8	7

The shortfall in inspections ranged from 7 to 62 per cent and was attributed to allied revenue works and vacant post of the Deputy Collector.

(vi) There were 54 cases in Dhule district involving misappropriation of Rs. 1.90 lakhs and 16 cases in Kalwan Taluka of Nashik district involving misappropriation of Rs. 128.08 lakhs upto March 1984. The misappropriations in Dhule district were due to recording of measurements of work not done, entering the names of same labourers in two different works and payment of less wages to labourers. In Nashik district, the misappropriation was made by way of payments for tractors which were not deployed for any work, false mustering by exhibiting names of persons who were in prison, recording of excess measurements, etc. The cases of misappropriation were under investigation by Department/ Anti Corruption Bureau (June 1984).

### 3.2.4 Food for Work Programme

In Maharashtra, Food for Work (FFW) Programme introduced in 1978-79, was linked with the EGS. It was, therefore, not possible to identify achievements of the programme in terms of additional mandays generated, durable community assets created and benefits accrued to the community from such assets.



The position of foodgrains allocated by the Government of India, received and utilised during 1978-79 and 1979-80 was as under:

Year	Allocated		Foodgrains lifted		Utilised	
	Quantity (tonnes)	Value (in lakhs of rupees)	Quantity (tonnes)	Value (in lakhs of rupees)	Quantity (tonnes)	Value (in lakhs of rupees)
1978-79 ..	76,940	923.28	76,940	923.28	52,240	626.88
1979-80 ..	1,36,000	1,555.00	1,17,633	1,331.88	1,70,540	2,019.60
Total ..	2,12,940	2,478.28	1,94,573	2,255.16	2,22,780	2,646.48

Following points were noticed during test-check of the implementation of the programme in five districts of Ahmadnagar, Akola, Aurangabad, Pune and Solapur.

3.2.4.1 According to the guidelines issued by the Government of India, *kachha* roads without culverts, cross drainage works, etc., were not to be taken up under FFW Programme. Notwithstanding the embargo, 973 such roads were constructed in 5 districts without any provision for culverts, etc., and expenditure of Rs. 11.46 crores was incurred during 1974-75 to 1979-80. The Collectors stated that the *kachha* roads were treated as durable assets under the State's EGS. The execution of such roads was in contravention of guidelines and expenditure of Rs. 11.46 crores did not create durable community assets envisaged under the programme.

3.2.4.2 As the quantity of wheat allocated by the Government of India was inadequate, the State Government distributed hybrid jowar, quality of which was to be checked by the technical officers of the department, in four districts as detailed under:

District	Quantity (tonnes)	Value (in lakhs of rupees)
Ahmadnagar ..	1,868	20.21
Beed ..	6,100	68.99
Solapur ..	13,024	138.60
Osmanabad ..	9,624	106.56

According to the report made (October 1979/December 1979) by the Collector, Ahmadnagar, the quality of jowar received was bad and complaints of vomiting, stomachache, etc., were received from labourers

leading to large scale unrest. Jowar weighing 89 tonnes (value: Rs. 0.91 lakh) was reported as lost during extraordinary cleaning operations. The Collector stated (May 1981) that out of 3,079 tonnes (value: Rs. 31.41 lakhs) of jowar procured during 1978-79 but not issued after receipt of complaints, only 520 tonnes (value: Rs. 5.30 lakhs) were in balance. Information regarding mode and period of disposal of the remaining 2,559 tonnes of jowar and cleaning losses on it called for (April 1983) was awaited from the Collector (December 1984).

The Collector of Solapur accepted (April 1980) for distribution 1,050 tonnes of jowar (value: Rs. 11.16 lakhs approximately) which was earlier (October 1979) found by him to be below standard and worm-infested. Another 1,800 tonnes (value: Rs. 19.13 lakhs) rejected earlier by the Food Corporation of India was also accepted for distribution under the scheme after cleaning. The Collector reported (May 1980) to the Government that the jowar was in an advanced stage of deterioration and therefore, requested for allotment of additional quota, which was not sanctioned due to shortage. The Collector stated (May 1981) that the entire quantity (2,850 tonnes) had already been distributed. Information regarding cleaning losses of jowar called for (April 1983) was awaited from the Collector (March 1985).

3.2.4.3 The cost of foodgrains paid to the Food Corporation of India by the Government of India was inclusive of the cost of gunny bags. The Government of India supplied the foodgrains free of cost to State Government. As the foodgrains were distributed through the fair-price shops, from whom the cost of foodgrains only was recovered, empty gunny bags should have been collected from them. Non-collection of 22.28 lakh empty gunny bags resulted in unintended benefit of Rs. 55.70 lakhs (1978-79 and 1979-80) to shopkeepers.

3.2.4.4 The foodgrains were issued by the shopkeepers to the labourers in exchange of coupons given to them as part of wages. The value of coupons was reimbursed to the shopkeepers by the Tahsildars. During 1978-79 to 1980-81, an amount of Rs. 5.32 lakhs was defrauded by 51 shopkeepers of Yavatmal, Bhandara and Solapur districts by presenting counterfeit coupons as also fraudulent use of coupons. The investigation by the Tahsildar, Gondia in these cases revealed that the Tahsildars did not follow the instructions issued by Government and also did not



maintain proper records for verification of reimbursement claims. Criminal cases were filed in the Courts of Law against 12 shopkeepers and police investigations in remaining 39 cases were in progress. The departmental enquiries against officials concerned were also in progress (December 1984). The coupon system has since been discontinued.

### 3.2.5 *National Rural Employment Programme (NREP)*

3.2.5.1 In Maharashtra, till September 1982 the NREP was linked with EGS since objectives under the programme and the scheme were almost similar. From October 1982, the programme was delinked from EGS and was implemented as an independent programme.

According to the guidelines issued by the Government of India, the entire work relating to planning, co-ordination, supervision and monitoring was entrusted to the District Rural Development Agency (DRDA), a society registered under the Societies Act. The DRDA was required to prepare shelf of projects. The funds were placed by Government at the disposal of the Chief Executive Officer (CEO) of the Zilla Parishad who was declared as drawing and disbursing officer. The Chief Executive Officer was authorised to give grant-in-aid of equivalent amount to DRDA. Of the funds received by DRDA, 10 per cent were to be allocated for Social Forestry and another 10 per cent for works of direct benefit to Scheduled Castes (SCs) and Scheduled Tribes (STs). The remaining amount was to be utilised for Village Panchayat works.

#### 3.2.5.2 *Financial and Physical progress*

(a) Central assistance received, budget provision and expenditure incurred were as under:

Year	Central assistance	Budget provision (in lakhs of rupees)	Expenditure
1980-81 .. ..	1,322.00	*	*
1981-82 .. ..	1,420.00	*	*
1982-83 .. ..	1,381.41	3,156.00	1,248.07 EGS 331.17 NREP
1983-84 .. ..	1,165.00	3,051.00	2,745.51

\*Since NREP was not implemented as an independent programme, the provision and expenditure stands merged with EGS.

(i) As budget provision and expenditure incurred on NREP works were not available upto September 1982, the manner and extent to which objectives of this nation-wide programme were achieved in the State during October 1980 to September 1982 in respect of Central assistance of Rs. 2,742 lakhs received could not be ascertained. Based on the expenditure incurred during 1982-83 and 1983-84 (Rs. 4,324.75 lakhs), Central assistance admissible worked out to Rs. 2,162.37 lakhs as against Rs. 2,546.41 lakhs released by Government of India, resulting in excess Central assistance of Rs. 384.04 lakhs.

(ii) According to State Government unspent balances to the extent of Rs. 1,287.12 lakhs were lying with the implementing agencies to end of March 1984. Thus, substantial funds made available to DRDAs were not utilised for the implementation of the programme reportedly due to late receipt of funds, labour problem and non-finalisation of plans and estimates.

(iii) The position of resources made available at 10 per cent of the allocation and utilised during 1982-83 and 1983-84 for Social Forestry and works benefiting SCs/STs was as under:

Year	Funds earmarked		Expenditure	
	Social Forestry	SC/ST	Social Forestry	SC/ST
			(in lakhs of rupees)	
1982-83	280.00	280.00	91.49	125.39
1983-84	294.87	294.87	292.90	216.64

During 1982-83 and 1983-84 shortfall in expenditure on the works relating to SCs/STs and on Social Forestry was of the order of Rs. 232.84 lakhs and Rs. 190.48 lakhs respectively. The Government attributed (May 1984) the shortfall on works relating to SCs/STs to the implementation of NREP as a separate programme from October 1982. Reasons for shortfall in Social Forestry were not intimated.

(iv) According to the guidelines issued by the Government of India, wages were to be paid partly in cash and partly in kind at the rate of 1 kg of foodgrains per manday. Cost of foodgrains released by the Government of India was deducted from the allocations released to the State Government. In contravention of the guidelines issued by the



Government of India, the State Government directed (January 1983) that wages should be paid in full in cash and over and above a coupon of 1 kg of foodgrains per manday, which on presentation to the fair-price shop would entitle the holder for foodgrains at normal price. As against 27,463 tonnes of foodgrains lifted by the State Government during 1982-83, utilisation was reported to be nil in that year and only 15.03 tonnes in 1983-84 indicating negligible utilisation of foodgrains for payment of wages under the scheme. The Government stated (May 1984) that the foodgrains were not utilised probably because local food grains like jowar and bajra were preferred to wheat which was available in open market at cheaper rates.

(b) *Mandays generated*.—Targets and achievements of mandays generated during 1982-83 and 1983-84 were as under:

Year	Targets	Achievements			Percentage
		SC/ST	Others	Total	
		(in lakh mandays)			
1982-83	.. 300.00	70.82	94.01	164.83*	54.94
1983-84	.. 294.87	84.79	155.68	240.47	81.55

\* Comprises 130.87 lakh mandays generated under EGS and 33.96 lakh under NREP.

The shortfall of 189.57 lakh mandays in achievement of the targets was attributed (May 1984) by the Government to the less progress on works since NREP was implemented as a separate programme only from October 1982.

(c) *Physical progress*.—As on 31st January 1984, out of 21,319 works sanctioned, 15,855 were in progress and 1,931 were completed. The data regarding year-wise position of works sanctioned, taken up, expenditure incurred on works taken up, works completed and expenditure incurred on such completed works as also reasons for slow progress on works were not available with the Government.

3.2.5.3 Following points were noticed during test-check of records in field offices in nine districts of Amravati, Dhule, Jalgaon, Nagpur, Nanded, Parbhani, Pune, Satara and Wardha and at Mantralaya, conducted during April 1984 to June 1984.

(i) Annual action plans of the district for 1982-83 and 1983-84 were not prepared and got approved by the DRDAs before the

commencement of the financial year as required under the scheme. Government stated (November 1984) that the action plans were not prepared as the set up of DRDAs was recently constituted and needed some experience to be conversant with all aspects of the implementation of the programme.

(ii) Annual reports of achievements under NREP incorporating sector-wise expenditure, employment generated and physical assets created for 1982-83 and 1983-84 were not sent by the end of May of the succeeding year to the Government of India in order to monitor the progress of the programme and to keep a close watch for taking corrective measures.

(iii) The following variations were noticed in the mandays reported to have been generated as per reports of the DRDAs and mandays actually generated as per records of the field officers.

District	Year	Name of the Village/office	Number of mandays reported in Progress Report of DRDAs	Actual number of mandays as per records of field offices	Difference
Parbhani	.. 1983-84	Bhategaon	2,767	2,414	353
		Lohegaon	2,460	1,570	890
Nanded	.. 1983-84	Ghodaj	410	345	65
		Chikhalbhoji	500	387	113
		Shekapur	733	666	67
		Phulwal	2,285	1,988	297
Pune	.. Decem-ber 1983	Social Forestry, Deputy Director of SFD, Pune.	6,055	5,606	449
Satara	.. Decem-ber 1983	Social Forestry, Deputy Director, of SFD, Satara.	5,582	5,527	55

The excess mandays reported by the Panchayat Samitis and Deputy Directors of Social Forestry to DRDAs were included in the Progress Reports submitted to Government since DRDAs had no machinery to verify the correctness of the reports received from field offices. As such, figures reported by the State Government to Government of India do not indicate the correct position of mandays generated under the programme. In Nanded District, excess reporting was attributed to totalling mistake by oversight. Reasons for excess reporting in the remaining three districts were not intimated.



(iv) As per guidelines issued (April 1983) by the State Government contractors/middlemen were not permitted to be engaged for execution of works under NREP as the benefits of the programme were to be passed on in full to the rural poor. In contravention of these instructions, in two villages under Nagpur Panchayat Samiti, the construction of a community hall at village Bhuyari (estimated cost: Rs. 38,546) and construction of 50 *sopa sandas* at village Dawalamati (estimated cost: Rs. 96,290) were entrusted to the contractors. As a result, the expenditure of Rs. 0.18 lakh incurred on these works during 1983-84 did not provide any benefits to the rural poor.

(v) In the same Panchayat Samiti, expenditure of Rs. 3.90 lakhs was incurred on 52 road works involving work of spreading sand/murum on the surface during 1982-83 and 1983-84 out of NREP funds. As these works cannot be considered as creation of permanent durable assets, the objective of creation of durable assets was not fulfilled.

(vi) Out of Rs. 7.70 lakhs placed at the disposal of the Deputy Director of Social Forestry, Nagpur during 1982-83 for NREP works, Rs. 6.48 lakhs were spent on road-side plantations of the State level scheme and the expenditure incurred under State level scheme was accounted for under NREP for the purpose of Central assistance, which was irregular. Similarly, in Degloor Block in Nanded district, an amount of Rs. 0.47 lakh was diverted from NREP funds in March 1983 for meeting other expenses of the Panchayat Samiti. The Block Development Officer, Degloor accepted (September 1984) diversion of funds with a view to avoid lapse of budgetary provision.

(vii) In Kinwat, Mukhed and Degloor blocks of Nanded district, first advances amounting to Rs. 0.34 lakh were paid to 21 Gram Panchayats during 1982-83 and 1983-84, but the Gram Panchayats did not execute any work and the amounts were lying with them.

(viii) In Kandhar block of Nanded district three cheques amounting to Rs. 0.30 lakh drawn during 1983-84 towards expenditure on works were not delivered to the agencies concerned.

(ix) In Jalgaon district, 15 works of repairs to roads were executed during 1982-83 and 1983-84 at a cost of Rs. 1.59 lakhs. As additional



durable assets were not created in these cases, the claim of Central assistance amounting to Rs. 0.79 lakh on 50 : 50 basis was not admissible.

(x) In Satara district, expenditure of Rs. 0.10 lakh was incurred in December 1983 on Social Forestry works executed on job basis. As the execution of works on job basis was not permissible, 1,386 mandays shown on this account did not serve the objective of the programme.

3.2.6 *Summing up.*—Though Rs. 897.12 crores were spent upto 1983-84, a relevant scheme envisaged under the Employment Guarantee Act, 1977 was not formulated till December 1984.

Despite the Government instructions, 7,147 works out of 1,04,377 works sanctioned upto March 1982 were not completed within two years by March 1984. The age-wise details of incomplete works and expenditure thereon was not available with the Government.

The object of generating 18 crore mandays annually was not achieved upto 1983-84 except in 1979-80. Compared with the 44.13 lakh registered job seekers in the State on October 1982, requiring work for 132.39 crore mandays, the maximum labour attendance of 8.87 lakhs and actual mandays generated 12.66 crores during 1982-83 were much less than the requirement.

Manpower budget was not prepared for any of the years from 1974-75 to 1982-83 in six districts, resulting in indiscriminate continuance of EGS works in forest areas in Bhandara district affecting the seasonal work of collection of tendu leaves involving loss of revenue of Rs. 1.48 crores during 1979 to 1984 seasons.

Though the Collectors were required to control the expenditure, in Bhandara district credit limit was exceeded by the implementing agencies by Rs. 5.02 crores while in Solapur and Beed districts credit limit of Rs. 10.72 crores remained unutilised.

Fifteen irrigation tanks were incomplete for a period of 4 to 10 years and expenditure of Rs. 62.17 lakhs incurred on them remained unfruitful.

Expenditure of Rs. 1.79 crores on canal works of Bhima Irrigation Project which included irregular transfer of Rs. 12.30 lakhs to EGS did not prove gainful as ancillary canal works were not completed.



Excess payment of Rs. 7.72 lakhs under investigation in Jayakwadi project and irregular transfer of Rs. 0.77 lakh in Bawanthadi project were also noticed.

There was steep increase in the number of road works sanctioned during 1978-79 to 1983-84 in that as against 2,831 road works sanctioned till 1977-78, works sanctioned at the end of 1983-84 stood at 17,130 (expenditure: Rs. 227.89 crores) of which fifty one per cent remained incomplete for more than two years.

The work of trench-cum-mound fencing of forest of the magnitude of Rs. 520 lakhs was taken up in piecemeal each costing Rs. 5 lakhs and thereby avoiding to obtain prior sanction of the Government. Expenditure of Rs. 114.46 lakhs incurred to end of March 1983 on the work was irregular.

Cases of extra expenditure of Rs. 5.98 lakhs, unfruitful expenditure of Rs. 22.78 lakhs and misappropriation of Rs. 129.98 lakhs were also noticed.

Under the Food for Work Programme linked with EGS though *kachha* roads were not permitted, such roads were taken up with an expenditure of Rs. 11.46 crores, which did not create durable community assets.

Non-collection of 22.28 lakh empty gunny bags of foodgrains from the fair price shopkeepers resulted in extending unintended benefit of Rs. 55.70 lakhs.

Cases of fraudulent reimbursement of cost of foodgrains amounting to Rs. 5.32 lakhs by shopkeepers were noticed; in 12 cases, law suits have also been filed in the Courts and remaining are under police investigation.

National Rural Employment Programme launched by the Government of India in October 1980 was not implemented as an independent programme but linked with EGS till September 1982. To end of March 1984, funds to the extent of Rs. 1,287.12 lakhs were lying unused with the implementing agencies and excess Central assistance received was Rs. 384.04 lakhs.

The achievements of employment generated compared with the targets fell short by 189.57 lakh mandays during 1982-83 and 1983-84. As on 31st January 1984, 15,855 works were incomplete. Annual action plans

were not prepared and there was variation in the reported figures of mandays generated by field offices. Instances of incurring of an expenditure through contractors on job works, on works which were not of durable nature, diversion of funds for other purposes, non-utilisation of funds and non-delivery of cheques drawn towards expenditure totalling to Rs. 13.36 lakhs were noticed.

The matter was referred to the Government in April 1983/June 1984 and August 1984; reply is awaited (March 1985).

## PUBLIC HEALTH DEPARTMENT

### 3.3 Family Welfare Programme

3.3.1 *Introductory.*—The Family Welfare Programme, sponsored by Government of India in 1952 with the objective of reducing the birth rate from 41 per thousand of population to 25 by 1978-79, is being implemented in the State from 1957. Till the beginning of the Third Plan (1961-62), family planning campaign was mainly directed to give advice through the family planning centres. The programme was revised in 1963 to achieve the national objective of 50 per cent reduction in the birth rate by 1976. The Intra Uterine Device (IUD) was taken up in addition to contraceptives and sterilisations from 1965. By the end of Third Plan 2.60 lakh sterilisations and 1.30 lakh IUDs were performed. The birth rate which was 41 per thousand in 1961 in the State came down to 34.4 at the end of the Fourth Plan. The Fifth Plan target was to bring down the birth rate to 25 per thousand by 1978-79. Against this target, according to Government, the birth rate had been brought down to 29.6 at the end of the Fifth Plan. The financial and physical performance to the beginning of the Sixth Plan were as under:



---

---

## PHYSICAL PERFORMANCE

---

---

## Physical

Plan period	Financial outlay  (in lakhs of rupees)	Expend- iture  (in lakhs of rupees)	Sterilisation				
			Target by Govern- ment of India	Target by State Govern- ment	Achie- vement	Perc- entage with reference to column 4	Perc- entage with reference to column 5
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
(figures in lakhs)							
Second Plan (1956-61) ..	0.65	903.00	Not	fixed	0.41	....	....
Third Plan (1961-66) ..	260.00		Not	fixed	2.19	....	....
Annual Plans—							
(1966-67 to 1968-69) ..	680.45	..	6.08	8.20	6.71	110	82
Fourth Plan (1969-74) ..	3,149.00	2,805.89	17.31	18.66	16.73	97	90
Fifth Plan (1974-79) ..	6,236.00	4,256.58	18.16	27.85	20.08	111	72
Annual Plan (1979-80) ..	813.46	1,250.03	2.46	2.46	2.89	117	117



## performance

IUD Programme					Conventional contraceptives					Birth rate brought down to (year in bracket)
Target by Government of India	Target by State Government	Achievement	Percentage with reference to column 9	Percentage with reference to column 10	Target by Government of India	Target by State Government	Achievement	Percentage with reference to column 14	Percentage with reference to column 15	
(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)
Not fixed	Not fixed	Nil	Nil	Nil	Not fixed	Not fixed	Nil	Nil	Nil	41
Not fixed	Not fixed	1.30	....	....	Not fixed	Not fixed	2.95	....	....	Not available
9.83	8.87	1.81	18	20	8.41	8.41	2.71	32	32	37.9 (1969)
1.89	2.06	0.46	24	22	17.07	23.05	12.11	71	53	34.4 (1974)
1.95	2.18	0.84	43	39	11.11	16.12	9.01	81	56	29.6 (1979)
0.66	0.66	0.30	45	45	1.66	1.66	1.44	87	87	28.7 (1980)

The Sixth Plan lays down the goal of reducing the birth rate to 21 per thousand by 1984-85, which would require the raising of couples practising family planning from 22.5 per cent in 1979-80 to 36.5 per cent by 1984-85. The programme laid emphasis on voluntary approach with active involvement of Zilla Parishads (ZPs), local leaders, trade unions, chambers of commerce, women's organisations and voluntary agencies. The major activities adopted were motivation and education, distribution of conventional contraceptives, voluntary sterilisation operations and IUD insertions.

**3.3.2 Organisational Set-up.**—The programme in the State is controlled by Secretary, Public Health-cum-Commissioner, Family Welfare, through family welfare cell in the Mantralaya. Under his instructions and guidance, the State Family Welfare Bureau (SFWB) executes the programme through 29 district Family Welfare Bureaus. As on 1st April 1984 there were 3 city Family Welfare Bureaus, 432 Rural Family Welfare Centres (RFWCs) with 1997 Sub-Centres, 277 Urban Family Welfare Centres (UFWCs) including the 52 Centres having post partum services (PPCs) and 4 Health and Family Welfare Training Centres (HFWTCs). At the district level, the Zilla Parishads carry out the programme on agency basis through District Health Officers.

### 3.3.3 Targets and achievements

**3.3.3.1** The Family Welfare Programme is fully assisted by Government of India. However, besides the incentives available under the Central Scheme, the State Government made available from their own resources additional incentives to acceptors, doctors and motivators, etc., (Rs. 104 for vasectomy, Rs. 10 for tubectomy), set up comparatively higher targets from 1981-82 than those indicated by Government of India under the various programmes and also had surpassed the targets of Government of India in some respects.

The State Government has been the recipient of Rs. 2.50 crores each for 1982-83 and 1983-84 as cash incentive as the best performing State in the field of Family Planning. According to the guidelines of Government of India the amount was required to be spent on setting up 834 Primary Health Centres (PHCs) in the State (May 1984).



3.3.3.2 *Financial.*—(a) The annual provisions made and expenditure incurred during the Sixth Plan period were as under:

Year	Central assistance released			Budget provision			Expenditure		
	Kind	Cash	Total	Plan		Non-Plan	Total		
				Central	State				
(in lakhs of rupees)									
1980-81	..	84.26	1,122.62	1,206.88	802.51	Nil	14.46	816.97	1,284.74
1981-82	..	114.89	1,582.51	1,697.40	1,160.03	60.00	6.63	1,226.66	1,969.38
1982-83	..	244.79	2,781.65	3,026.44	2,374.42	400.00	18.30	2,792.72	3,380.38
1983-84	..	240.11	2,552.33	2,792.44	3,075.72	200.00	18.92	3,294.64	3,625.11
Total	..	684.05	8,039.11	8,723.16	7,412.68	660.00	58.31	8,130.99	10,259.61

(b) Funds required for expenditure other than for pay and allowances are drawn mostly on abstract contingent bills (A. C. bills) for which detailed contingent bills (D. C. bills) should be submitted to Audit by the 15th of the second succeeding month. D. C. bills for 963 A. C. bills aggregating Rs. 375.19 lakhs drawn during the period April 1972 to March 1984 by various drawing and disbursing officers have not been submitted to Audit so far (September 1984). Of the above, 143 were for amount of Rs. 1 lakh and above each; 850 A. C. bills aggregating Rs. 347.32 lakhs relate to the period April 1980 to March 1984 covered by the review.

It was seen in test-check of D. C. bills received in Audit that in a number of cases amounts were drawn in excess and in advance of requirements and the unspent balance credited to Government after lapse of periods ranging from 9 to 21 months. The Joint Director of Health Services, Family Welfare, Pune, the District Health Officer, Thane and the Deputy Director of Health Services, Bombay Circle, Thane withdrew Rs. 1.67 lakhs (25th March 1983), Rs. 1 lakh (29th March 1984) and Rs. 3 lakhs (31st March 1984) and the entire amounts were credited back to Government account on 28th March 1984, 12th June 1984 and 21st May 1984 respectively.

3.3.3.3 *Physical*.—The targets fixed by the Government of India, State Government and the actual achievement till the end of 1983-84 are given below:

	1980-81	1981-82	1982-83	1983-84
<b>1. Voluntary sterilisation—</b>				
(a) Target of Government of India ..	2,95,500	2,95,500	4,73,000	5,01,000
(b) Target of State Government ..	2,95,500	4,65,500	6,25,480	6,87,000
(c) Achievements ..	3,11,877	4,94,604	6,22,424	6,16,808
<b>(d) Percentage—</b>				
(i) (c) to (a) ..	106	167	132	123
(ii) (c) to (b) ..	106	106	99.5	90
<b>2. IUD Insertions—</b>				
(a) Target of Government of India ..	58,300	58,300	1,08,000	2,95,000
(b) Target of State Government ..	58,300	58,300	1,85,000	6,00,000
(c) Achievements ..	37,909	40,698	94,124	7,26,017
<b>(d) Percentage—</b>				
(i) (c) to (a) ..	65	70	87	246
(ii) (c) to (b) ..	65	70	51	121
<b>3. Conventional contraceptives (CC)—</b>				
(a) Target of Government of India ..	1,92,400	5,77,200	2,41,000	4,54,000
(b) Target of State Government ..	1,92,400	7,21,500	3,60,000	5,25,000
(c) Achievements ..	1,60,378	2,42,039	3,06,911	4,60,093
<b>(d) Percentage—</b>				
(i) (c) to (a) ..	83	42	127	101
(ii) (c) to (b) ..	83	34	85	88
<b>4. Oral Pills—</b>				
(a) Target of Government of India ..	39,000	39,000	39,000	1,48,000
(b) Target of State Government ..	39,000	39,000	1,50,000	2,00,000
(c) Achievements ..	9,958	25,525	55,407	1,12,593
<b>(d) Percentage—</b>				
(i) (c) to (a) ..	26	65	142	76
(ii) (c) to (b) ..	26	65	37	56

Of the estimated 95.78 lakh "eligible couples" in the State during 1979-80, 33.33 lakh couples (35 per cent) were estimated to have been protected against the national average of 22.5 per cent. While the national



objective was to protect 36.5 per cent of the eligible couples by 1984-85 (an increase of 14 per cent), the State Government fixed a higher target of 60 per cent (an increase of 25 per cent) against which the achievement to the end of 1983-84 was 48.28 per cent (an increase of 13.28 per cent). According to information available from Government the number of births averted was 45.92 lakhs upto end of 1979-80; achievement for subsequent period is awaited (January 1985).

The implementation of the programme was reviewed (January-July 1984) and the records of the Public Health Department, Directorate of Health Services, State Family Welfare Bureau, Joint Director of Health Services, Family Welfare, Maternity and Child Health and School Health, Deputy Director of Health Services, 9 District Health Officers, 34 RFWCs with 30 sub-centres, 10 UFWCs, 10 PPCs and 4 HFWTCs thereunder were test-checked. Important points noticed in test-check are given in the subsequent paragraphs.

3.3.4 *Staffing pattern.*—(a) The staff sanctioned for Family Welfare Programme as in 1983-84 comprised 671 Gazetted Officers, 5,340 Non-Gazetted staff and 2,338 Class IV staff. The actual staff in position called for (May 1984) from the Department is awaited (March 1985).

(b) Training and orientation in Family Welfare to various categories of workers are imparted through 4 training centres. The position of untrained workers in the field called for in January 1984 from the Directorate is awaited (March 1985). However, according to the report of the Project Evaluation Officer of the Planning Commission, the position of untrained staff as in January 1983 was as given below:

Category		Trained	Untrained	Total	Percentage of untrained staff
Medical Officers (Vasectomy)	..	776	636	1,412	45
Medical Officers (Tubectomy)	..	662	800	1,462	55
Persons trained in IUD—					
Lady Medical Officers	..	43	8	51	16
P. H. Nurses	..	36	15	51	29
Medical Officers	..	687	724	1,411	51
Nurse-midwife	..	496	567	1,063	53

There was shortfall in utilisation of the capacity of the Training Centres during 1978-80 to 1983-84 except in 1982-83 (see also paragraph 3.3.10).

(c) The "helpers scheme" was introduced in the State in 1967, by keeping in abeyance certain categories of posts admissible under the normal pattern of family planning programme and utilising the savings for payment of higher incentives to motivators, doctors, etc. As in the Fifth and subsequent Plans, greater emphasis was laid on integration of Health, Family Welfare, Maternity and Child Health and Nutrition, the unipurpose workers working under the Health and Family Planning Programme in rural areas were to be converted into multipurpose workers after suitable training. Government of India advised (June 1980) the State Government to discontinue the helpers scheme and adopt the normal pattern. On grounds that the change would involve training being imparted to about 2,409 persons, Government of India permitted time upto end of September 1983 to change to all India pattern; however the changes had not been made so far (August 1984), though upto end of March 1983, 11,481 unipurpose workers had already been given training as multi-purpose workers. Continuance of the helpers scheme entailed payment of additional compensation of Rs. 69.42 lakhs out of Central assistance during April 1983 to March 1984 at the rate of Rs. 16 per vasectomy and Rs. 8 per tubectomy which would not have been payable had the trained unipurpose workers as on 1st April 1983 been converted into multipurpose workers.

(d) Out of pattern staff numbering 97 were sanctioned (1982) to monitor the voluntary agencies schemes under which voluntary agencies, which were not already involved in the Family Welfare Programme and association of organised sector in the major industrial areas of the States were to be associated with the Family Welfare Programmes. To end of March 1984, only 59 voluntary agencies in 12 districts and 12 industrial organisations in 2 districts were involved resulting in sterilisation of 7,898 and 399 persons respectively. Expenditure incurred under the scheme is awaited (March 1985).

### 3.3.5 Sectoral Performance

3.3.5.1 Sterilisation.—(a) According to guidelines issued in March 1978 by the Government of India, eligibility of couples undergoing



sterilisation operation, quality of performance and post operative follow up were required to be ensured. Though large number of operations at the rate of 2000 per day and 10,000 per camp were conducted in special vasectomy camps, no records for follow up of post-operative cases were maintained, as a result, success of operation and extent of post-operative services given were not susceptible of verification.

(b) The motivated couple must have two living children with the youngest one over two years at the time of operation. Ineligible persons should not be sterilised even if they are highly motivated.

(i) Data collected from SFWB revealed that 5905 vasectomy and 7,266 tubectomy operations were performed during 1980-81 to 1983-84 on couples having only one issue and Rs. 26.14 lakhs (Rs. 19.49 lakhs from Government of India and Rs. 6.65 lakhs from State Government's funds) were irregularly paid to acceptors, motivators, doctors, etc.

(ii) During 1981-82 and 1982-83, 12,557 vasectomy operations were performed on ineligible persons above 50 years and Rs. 27.63 lakhs (Rs. 14.57 lakhs from Government of India and Rs. 13.06 lakhs from State Government) were irregularly paid to acceptors, motivators, doctors, etc., though not allowed by the Government orders of March 1972. This was attributed by the SFWB to filling of consent forms without probing into correctness of details and over statement of age by the rural persons.

(c) The sterilisation (operation) registers maintained at the family welfare centres have to indicate cross reference to the Eligible Couples Register (ECR). The ECR should also indicate the follow up particulars with the dates. In the centres test-checked, the acceptors' names as per consent form could not be traced to the ECR as neither the consent form nor the sterilisation register gave cross reference to ECR. Records of follow-up post-operative services rendered by the centres were not maintained. The Central Evaluation Team in a sample verification by personal contact of F. P. acceptors during April-May 1984 observed that ECRs were not utilised effectively for follow-up visits, immunisation or motivation defeating the very purpose of ECRs. Two ineligible cases of tubectomy though their spouses had earlier been operated in which one had no



issue were noticed by the team. The department had no machinery to detect such cases. Due to improper maintenance of basic records as stated above, the eligibility of the couples who were operated in the centres could not be verified.

(d) During 1982-83, the department carried out 211 recanalisation operations on grounds such as acceptors being (a) operated under influence or force, (b) bachelors or unmarried, or (c) furnishing of false information, which rendered the expenditure of Rs. 0.42 lakh (approximately) on sterilisation and recanalisation operations on ineligible couples infructuous.

(e) Performance of operations reported was found to be in excess of the actuals as detailed under:

Year		Centres		Performance	
				Actual	Reported
1981-82	..	.. Nagpur	..	1,524	1,786
1982-83	..	.. Nagpur	..	1,672	1,862
1982-83	..	.. Chandrapur	..	14,980	15,309
1982-83	..	.. Pune ..	..	1,365	2,376

(f) In respect of City Family Welfare Bureau, Pune, run by the Municipal Corporation it was noticed that operation figures were taken into account simultaneously by the Bureau as well as Urban Family Welfare Centre in claiming of Rs. 0.55 lakh from the State Government. The Department has agreed (May 1984) to review the position for the last 2 years for issue of suitable instructions.

3.3.5.2 *IUD Insertions.*—(a) As against 37,909 and 40,698 insertions reported to have been carried out during 1980-81 and 1981-82 in the State, the IUDs received from Government of India were 20,000 and 38,200 respectively. The department could not explain how the shortfall in supplies was met with and consequently the correctness of insertions reported could not be verified.



(b) The percentage of insertions carried out in March to total insertions during the four years ending 1983-84 was 25, 23, 36 and 37 respectively. The reasons for such heavy rush in the last month of the year are awaited (March 1985).

(c) (i) IUD prevents conception as long as it is retained in the uterus and the success of the programme depends on the length of time for which it is retained (up to 3 years). Report of insertions and follow up for 1983-84 indicated that out of 7,26,017 insertions 5,84,941 (81 per cent) had been followed up and of which failures were 31 per cent due to expulsions (6 per cent), removals (15 per cent) and complications (10 per cent). The SFWB stated in January 1985 that no data regarding rejection were maintained. In Jalgaon and Nagpur districts the percentage of failure in January to March 1984 due to expulsion, complication, removal, etc., was 24.9 and 19.4 respectively.

(ii) A test-check by Audit (September 1984) of IUD registers, stock accounts and follow up reports for 1983-84 maintained at two Primary Health Centres (PHCs) and three sub-centres in Pune district revealed the following:

Serial No.	Name of PHC	Total IUD insertions during 1983-84	Total cases followed up	Percentage of follow-up	No. of cases in which IUD was retained	No. of cases in which IUD was expelled/removed	No. of cases in which IUD acceptor was not traced	Percentage of retention to cases followed up
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1	Chakan	1,964	104	5	3	100	1	3
2	Pandare	1,527	644	42	224	290	130	35

The number of cases followed up was poor.

In PHC at Chakan, out of 1,964 IUD insertions, as many as 1,032 (53 per cent) were done in the month of February 1984 alone. The performance of (30) IUD at one sub-centre of this PHC was a total failure as IUDs were removed within the same month. In one sub-centre of PHC at Pandare, 21 out of 25 (84 per cent) IUD insertions performed between January 1984 and March 1984 were removed or expelled (June 1984).

The poor retention was attributed by the Medical Officers to complications such as irregular bleeding and discharge, psychological effects and low acceptance of the programme by the public. The SFWB observed (August 1984) that large number of complications and inadequate follow up were main reasons for poor retention.

Sample verification conducted by the Central Evaluation Team (April-May 1984) by personal contact of family planning acceptors revealed that out of 335 IUD cases selected, 160 cases (47.8 per cent) could not be contacted due to non-residing of such persons in the area (3), wrong or incomplete address (16), acceptors having left the place temporarily/permanently (136) and other reasons (5).

Couples with one or two living issues only were considered as the targeted couples for IUD programme. Data collected from the SFWB (August 1984) in respect of 19 districts and 5 corporations revealed that out of 5,17,865 IUD insertions done during 1983-84, the selection of couples was not proper in 1,61,884 cases (31.3 per cent) involving compensation of Rs. 15.38 lakhs. This included 24,770 couples whose issue-wise details were not available with the department and 1,37,114 couples outside the targeted couples. The Medical Officer of PHC Pattan Kodoli, Kolhapur district stated (August 1984) that the insertions were made to save one birth or for spacing as the couples had either all female issues or very young male issues.

**3.3.5.3 Conventional Contraceptives and Oral Pills.**—On the basis of the scale prescribed by Government of India for distribution of Conventional Contraceptives (CC) (men: 72 numbers) and Oral Pills (women: 13 cycles), the supply was much less than the requirement based on target as stated below:

Conventional Contraceptives								
Year	Target		Achievement		Supply plus opening balance	Excess (+) /Short- fall (—) of pieces with reference to		
	Users	No. of pieces*	Users	No. of pieces*		Target	Achievement	
	(figures in lakhs)							
1980-81 ..	1.924	138.53	1.60	130.14	159.22	(+)20.69	(+)29.08	
1981-82 ..	7.215	519.48	2.42	210.15	193.50	(—)325.98	(—)16.65	
1982-83 ..	3.60	259.20	3.07	258.91	214.08	(—)45.12	(—)44.83	



*Oral Pills*

Year	Target		Achievement		Supply plus opening balance	Excess (+) /Short- fall (—) of pieces with reference to		
	Users	No. of Cycles	Users	No. of Cycles				
( figures in lakhs )							Target	Achievement
1980-81	..	0.39	5.07	0.10	1.29	2.75	(—)2.32	(+)1.46
1981-82	..	0.39	5.07	0.255	3.32	6.46	(+)1.39	(+)3.14
1982-83	..	1.50	19.50	0.554	7.20	16.69	(—)2.81	(+)9.49

(\*) Number of pieces include supply for three months to acceptors undergoing sterilisation operation at 14.67 lakhs in 1980-81, 35.88 lakhs in 1981-82 and 37.94 lakhs in 1982-83.

(—) Quantity supplied short of target/achievements.

The implementing offices did not also maintain user-wise record and consequently neither regular users could be identified nor the data based merely on the quantity distributed taken as reliable.

3.3.5.4 *Laparoscopic Tubectomy.*—(a) Between September 1981 and June 1983, Government provided 85 laparoscopes at a cost of Rs. 24.40 lakhs. During the last 3 years ending March 1984 performance of tubectomy by laparoscopic method was as under:

Year	Tubectomy		Total	Percentage of (2) to (4)
	Laparo- scopic- method	Regular method		
(1)	(2)	(3)	(4)	(5)
1981-82 .. ..	42,696	2,52,458	2,95,154	14
1982-83 .. ..	1,40,256	2,71,411	4,11,667	34
1983-84 .. ..	1,07,459	3,29,530	4,36,989	25

At the rate of 50 tubectomies per table per laparoscope per day per Surgeon fixed by Government, even if the laparoscopes had been used for 15 days in a month 7.65 lakhs tubectomies were possible in a year. The laparoscopic performance differed widely from centre to centre and

from year to year. While in Bombay centre 7,501 tubectomies were done with the aid of 2 laparoscopes available in 1982-83, none was done in 1983-84. In Kolhapur and Nagpur centres the number done with one laparoscope each was 178 and 677 in 1982-83 and 63 and 286 in 1983-84. Aurangabad and Thane centres had not used one laparoscope provided to each of them in 1982-83 (August 1984). Reasons for non-use/ short-use are awaited (August 1984).

(b) The Department had no information regarding the number of Medical Officers trained in laparoscopic tubectomy.

(c) Notwithstanding Government of India guidelines (June 1980) for adopting laparoscopic technique only in properly equipped and staffed hospitals and not in camps the State Government issued instructions for holding laparoscopic camps at various places. During 1983-84, 1,01,121 laparoscopic tubectomies (94 per cent) were done in 4,673 camps against 6,338 done in regular centres.

(d) In the laparoscopic tubectomy camps conducted in March 1982 and June 1982 in Tisgaon PHC of Ahmadnagar district 835 acceptors were paid Rs. 70 instead of Rs. 100 and the balance of Rs. 30 was held back.

The department stated (June 1984) that the amount of Rs. 25,050 at Rs. 30 per case (representing diet charges) which was not paid to beneficiaries was actually utilised for maintenance of laparoscope (Rs. 5 per case), purchase of silastic band (Rs. 11 per case), anaesthesia charges to surgeons (Rs. 2 per case) and travelling expenses (Rs. 4 per case at the rate of Rs. 1.50 per km) and other expenses such as food management to patients, breakfast, meals and other entertainment, etc., to officials and non-officials (Rs. 7.50 per case) as there was no additional provision for miscellaneous expenditure during the camps. However, it was seen from the orders issued by Government that specific provisions existed for covering the expenditure on these items. Information in respect of other PHCs in the district called for (September 1984) is awaited (January 1985).

(e) According to State Government guidelines not more than 50 cases should be operated in a day if there is only one surgeon for one laparoscope and one table. It was, however, observed that Parbhani District (Civil Dispensary, Jintoor) had recorded 315 and 197 cases on 26th



December 1983 and 25th January 1984 respectively with the aid of 3 laparoscopes. Chandrapur District (Chandrapur PHC) recorded 126 and 104 cases on 20th February 1983 and 13th March 1983 respectively though the centre had only one laparoscope.

(f) Though laparoscopes were supplied commencing from September 1981, sanction for central procurement of Silastic rings at Rs. 5.72 each was accorded by Government only in January 1983. Meanwhile local purchase of rings was made during July 1982 to March 1983 in 6 districts at rates varying between Rs. 8.50 and Rs. 13.50 per pair resulting in extra expenditure of Rs. 1.27 lakhs.

3.3.6 *Agency-wise performance.*—(a) A comparative table indicating agency-wise performance of voluntary sterilisation is presented below :

	1979-80	1980-81	1981-82	1982-83
Total performance during the year under Voluntary Sterilisation	2,82,894*	3,02,352*	4,14,719*	6,22,424*
Government run Centres:				
Number of Centres ..	455	470	502	502
Target .. ..	2,02,689	2,30,414	4,02,818*	4,89,486*
Achievement ..	2,06,689	2,11,598	3,11,555	4,79,074
Percentage .. ..	102	92	77	98
Non-Government Centres:				
Number of Centres ..	164	161	175	186
Target .. ..	43,311	65,086	62,182*	1,44,944*
Achievement ..	76,404	90,754	1,03,164	1,43,350
Percentage .. ..	176	139	166	99
Rural Family Welfare Centres:				
Number of centres ..	415	425	432	432
Achievement ..	1,96,007	1,60,113	3,00,756	3,32,952
Percentage with reference to total performance	69	53	73	53

	1979-80	1980-81	1981-82	1982-83
<b>Urban Family Welfare Centres:</b>				
Number of Centres £ ..	204	206	245	256
Achievement £ ..	86,887	1,42,239	1,13,963	2,89,472
Percentage with reference to total performance	31	47	27	47
<b>Post Partum Centres:</b>				
Number of Centres ..	44	49	52	52
Achievement ..	37,937	41,941	60,606	70,577
Percentage with reference to total urban	44	29	53	24

Source: Performance Budget for 1984-85.

\* Does not agree with the figures in para 3.3.3.3. The total of agency-wise figures given in Performance Budget does not agree with the figures of total performance given in the same publication. Clarification is awaited from the Joint Director (March 1985).

£ Inclusive of post partum centres.

The percentage of achievement against targets fixed was better in non-Government centres compared to Government run centres. In respect of UFW and RFW centres, the targets fixed were not available.

(b) A mini Family Welfare Bureau was established (1979-80—annual cost: Rs. 0.90 lakh) at Chandrapur in addition to existing Urban Family Welfare Centre and Post Partum Centre on the ground that the area to be covered was vast and existing staff was insufficient. The performance of sterilisation of the district before and after opening the Bureau was as under:

Year	Target	Achievement (in numbers)
1977-78 .. ..	12,994	1,406
1978-79 .. ..	8,435	5,676
1979-80 .. ..	7,257	15,867
1980-81 .. ..	8,428	9,675
1981-82 .. ..	15,313	24,330
1982-83 .. ..	12,600	15,300



The reasons for reducing the targets during 1980-81 and 1982-83 as compared to the previous years were not on record. The reasons for lack of commensurate improvement in performance called for (June 1984) are awaited (March 1985).

### 3.3.7 *Maternity and Child Health Services*

3.3.7.1 The programme fully financed by the Centre, commenced in November 1963, envisaged immunisation against communicable diseases like diphtheria, pertussis and tetanus (DPT) in children and tetanus in expectant mothers. The immunisation of children was to be achieved by administering 3 doses of DPT vaccine at intervals with a booster dose of diphtheria and tetanus later. Expectant mothers were to be immunised by administering 2/3 doses of tetanus toxoid (TT).

The State Government fixed targets (*see* Appendix 3.4) higher (25 per cent to over 100 per cent) than those fixed by Government of India for the years 1982-83 and 1983-84 in respect of all the components. During the year 1980-81, the achievement ranged from 18 per cent of target in respect of children (Polio) to 86 per cent for children (DT). During 1981-82, the achievements ranged from 95 per cent (DPT) to 136 per cent for children (DT) of the targets fixed. For the remaining two years 1982-84 the achievements exceeded the Government of India targets in all cases and ranged from 83 per cent (children-DT) to 100 per cent (Children-DPT) of the higher targets fixed by the State Government. However, adequate financial provisions were not apparently made in the budget as revealed by the following:

Year				Budget estimate (Revised)	Expenditure
					(rupees in lakhs)
1980-81	..	..	..	40.00	37.86
1981-82	..	..	..	52.00	61.78
1982-83	..	..	..	38.00	120.80
1983-84	..	..	..	135.55	Awaited

In 14 districts from which information could be collected the position of dropouts was as under:

	1980-81	1981-82	1982-83	1983-84
	(numbers in lakhs)			
<i>T. T. for Expectant mothers:</i>				
I dose .. .. .	2.18	3.64	3.92	3.37
Total dropouts at II and III doses ..	1.78	2.96	3.72	3.26
Percentage of dropouts .. .. .	82	81	95	97
<i>DPT for children:</i>				
I dose .. .. .	7.51	7.83	6.71	7.33
Total dropouts at II and III doses ..	5.14	1.60	1.00	1.00
Percentage of dropouts .. .. .	68	20	15	14
<i>Polio (Children):</i>				
I dose .. .. .	0.14	0.63	2.55	4.98
Total dropouts at II and III doses ..	0.08	0.11	0.47	0.84
Percentage of dropouts .. .. .	57	17	18	17

Reasons for dropouts are awaited (March 1985).

### 3.3.7.2 Prophylaxis against nutritional anaemia

For prevention of anaemia in expectant and nursing mothers and children in the age group of 1-12 years a Centrally sponsored programme has been implemented in the State since January 1971. Combined tablets of folic acid and ferrous sulphate are distributed to the beneficiaries. The targets and achievements under the programme were as under:

Year	Target		Achievement	Percentage with reference to State's targets	
	Government of India	State Government			
(numbers in lakhs)					
(i) Mothers:					
1980-81	..	15.00	15.00	16.00	107
1981-82	..	15.00	15.00	15.11	101
1982-83	..	15.00	25.00	24.14	97
1983-84	..	15.00	25.00	30.42	122
(ii) Children:					
1980-81	..	15.00	15.00	12.42	83
1981-82	..	15.00	15.00	17.62	117
1982-83	..	15.00	30.00	24.99	83
1983-84	..	15.00	40.00	28.48	71



The doses were to be given continuously for a period of 100 days to achieve the desired result. The doses supplied, number of beneficiaries for whom it was adequate and the actual number of beneficiaries covered were as under:

Year	Doses supplied by Government of India (including previous years balance)	Doses issued	Number of beneficiaries to be covered	Number of beneficiaries actually covered	Number of Average doses administered to each beneficiary
	(in lakhs)			(numbers in lakhs)	
1980-81 ..	1352.90	1352.90	13.53	28.42	48
1981-82 ..	1435.00	13.65.00	13.65	32.73	42
1982-83 ..	3390.30	2712.60	26.13	49.13	55
1983-84 ..	2886.58	2666.96	26.67	58.90	45

The average number of doses actually administered ranged from 42 to 55 against 100 prescribed. As many of the beneficiaries could not have completed the prescribed doses the expenditure was rendered partly ineffective.

### 3.3.7.3 Prophylaxis against blindness in children

For prevention of blindness in pre-school children caused by vitamin A deficiency, a Centrally sponsored scheme was undertaken. Children in the age group of 1-5 years were to be administered two doses during one year at half-yearly intervals.

In 7 districts test-checked by Audit, a large number of dropouts were noticed as indicated in the table below:

Year	I dose	II dose	No. of dropouts	Percentage of dropouts.
			(number of children)	
1980-81 ..	58,945	30,983	27,962	47
1981-82 ..	62,839	43,028	19,811	32
1982-83 ..	84,408	71,726	12,682	15

Records to indicate regular administration of doses to registered children were not maintained in many of the centres test-checked. Reasons for large number of dropouts are awaited (Mareh 1985).

### 3.3.8 *Post Partum Programme*

3.3.8.1 Post Partum Programme is a maternity centred, hospital based approach to Family Welfare Programme to motivate women and their husbands in the age group of 15-44 years to adopt small family norms through education and motivation during pre-natal and post-natal periods. The post partum period is considered to be the most opportune time for motivating the women. This programme is continuously being implemented in the Country, since its inclusion in the Five Year Plans starting from 1969 onwards. The post partum centres (PPCs) are established at such institutions where an appreciable number of deliveries (Obstetric-OB) or abortions (AB) or medical termination of pregnancies (MTP) are conducted.

According to the norms prescribed by Government of India for direct acceptors, 75 per cent of OB/AB/MTP cases with 3 or more living children were to be covered by sterilisation, 10 per cent of OB/AB cases with 0 to 2 living children were to be covered by IUD and 10 per cent by other methods. An equal number is targeted as indirect acceptors of whom 50 per cent was to be covered by sterilisation and remaining by other methods.

In 50 out of 52 post partum centres, from which information was received, the number of OB/AB/MTP cases expected to be dealt with during 1983-84 was 1,75,852 comprising 53,554 cases with 3 or more living children and 1,22,298 cases with less than 3 living children. Based on the norms fixed by Government of India for direct and indirect acceptors the following targets should have been fixed:

	Sterilisation	IUD	Other methods	Total
Direct acceptors	40,166 (75 per cent of 53,554)	12,230 (10 per cent of 1,22,298)	12,230	64,626
Indirect acceptors..	32,313	....	32,313	64,626



However, the targets fixed by the State Government for 1983-84 were 83,300 under sterilisation, 88,960 under IUD and 28,320 under other methods which were unrealistic and exceeded Government of India norms (in respect of IUD by 627 per cent). Information received from 21 centres indicated that the achievement under IUD insertions was only 42 per cent of the target fixed for these centres.

3.3.8.2 The PPCs were also to provide special post-natal care to mothers and children by regular immunisation programme and administration of iron, folic acid and vitamin A concentrate.

Data collected from 20 centres indicated that the achievement against targets under TT for mothers and DPT for children ranged from 55 to 87 per cent and 37 per cent to 76 per cent during 1979-80 to 1983-84 respectively as shown below:

		1979-80	1980-81	1981-82	1982-83	1983-84
TT for mothers	..	55	56	87	66	64
DPT for children	..	37	48	61	76	75

During the same period the dropouts after administration of I and II doses ranged from 48 to 64 per cent under TT for mothers and 11 to 41 per cent under DPT for children.

3.3.8.3 (a) Information collected by Audit from 25 centres showed that 4 posts of medical officers, 2 posts of anaesthetists and 42 posts of nursing and other staff were vacant for periods over 1 to 4 years during 1980-81 to 1983-84. Reasons for the large number of vacancies are awaited (March 1985).

(b) Twelve centres had no sterilisation wards and operation theatres.

(c) An operation theatre constructed in 1976-77 at Aurangabad Post Partum centre was stated to be not in use due to defective design and unsuitable location besides for want of separate staff therefor; no remedial action has been taken so far (January 1985).

(d) In the case of 9 post partum centres run by non-Government agencies established during 1980-81 (3), 1981-82 (4) and 1982-83(2) no

beds were reserved and no surgical wards constructed though the centres were paid grants as for post partum centres. Details of grants paid and reasons for non-construction, etc., called for from the department are awaited (March 1985).

### 3.3.9 *Mass Education and Extension Education.*

3.3.9.1 Expenditure of Rs. 146.94 lakhs on mass education and extension education activities connected with the Family Welfare Programme was incurred during the 4 year period ended 31st March 1984. The percentage of expenditure ranged from 0.6 in 1982-83 to 2.2 in 1981-82.

The publicity was mainly through audio-visual equipment, film shows, outdoor publicity through cloth banners, hoardings, paintings on public transport vehicles and holding of camps. The activities were co-ordinated by the State Mass Media Officer (designated as Deputy Director of Publicity) assisted by one health education officer and seven subordinates at Headquarters. An Extension and Media Office at district level, assists the concerned District Health Officer. Scrutiny of records relating to the publicity work in the office of the Deputy Director of Publicity (Family Welfare) conducted during May 1984 revealed the following:

3.3.9.2 The 35 m.m. film prints supplied to the District Health Officers were to be exhibited through local cinema houses which were under statutory obligation to screen the films. The District Extension and Media Officers were to inspect the theatres for ascertaining the actual exhibition of the films. The posts of District Extension and Media Officers were kept vacant till August 1980 as an economy measure and no inspections were conducted till that time. No inspection reports, were furnished by the officers even after their appointment in August 1980. Consequently, no data regarding achievements was available. The Deputy Director of Publicity stated that no regular visits were paid by the District Extension and Media Officers to the cinema houses for checking the actual exhibition of the publicity material supplied to them, though they were required to visit twice a month.

3.3.9.3 The Department had in its possession, 281 (16m.m.) projectors, 13 (8 m.m.) super projectors and 4 opal vision automatic slide projectors



and 8 ordinary slide projectors as on 31st May 1984. The 16 m.m. projectors were handled by the projectionists.

Against the target of 10 film shows per 16 m.m. projector per month prescribed, the targets fixed and the achievement thereagainst for the State as a whole was as under:

Year	Target (number of film shows)	Total achieve- ment	Achievement			
			100 or above per cent	between 75 and 95 per cent	between 50 and 74 per cent	less than 50 per cent
			(number of districts)			
1982-83	17,640	13,709	5	6	11	5
1983-84	34,120	26,622	7	9	5	8

Out of 12 projectors, 4 projectors, costing Rs. 0.50 lakh, in Nagpur District remained unutilised since receipt in October 1982 for want of projectionists. No action had been taken to fill the posts (January 1985).

Details of the utilisation of the 13 super 8 m.m. projectors (cost: Rs. 1 lakh) and prints (cost: Rs. 0.78 lakh) were not available with the Department.

3.3.9.4 The Department had no regular system of monitoring performance of various equipments or activities used/undertaken for Mass Education and Extension Education up to 1982-83. The Management Information System was introduced in the Department from February 1982 and the State Health Bureau was made responsible for monitoring the performance. The Government stated (July 1984) that evaluation of impact of various methods and material used for family welfare propaganda was not carried out, though the Centre had directed to do so while sanctioning the expenditure.

3.3.10 *Training Research and Statistics.*—Four Regional Health and Family Welfare Training Centres were established (1966) for imparting necessary training in Family Welfare. The capacity of each centre was 30.

During the period from 1979-80 to 1983-84, the centres imparted training to Medical Officers (30 days), Multi-purpose Workers (12 days)

and Health Guides (6 days). Against 24,000 trainee days per year available, there were heavy shortfalls as detailed below:

Year				No. of trainee days not utilised	Percentage of non-utilisation of trainee days
1979-80	..	..	..	6,894	29
1980-81	..	..	..	5,698	24
1981-82	..	..	..	13,420	56
1982-83	..	..	..	Nil	Nil
1983-84	..	..	..	11,555	48

The main reason for shortfall was stated to be the delay on the part of Zilla Parishads to relieve candidates selected for training.

3.3.11 *Buildings*.—The construction of buildings for office and residential purposes for the rural family welfare centre was sanctioned by the State Government from time to time. As on 31st March 1984, of 427 buildings required 155 were stated to have been completed, 132 were under construction and the remaining 140 were not taken up for execution (January 1985). The Department had no year-wise details regarding the number of buildings completed and occupied. Government of India instructed in December 1982 that no new constructions should be taken up till completion of all buildings so far sanctioned. Nevertheless, sanctions were issued in 1983-84 for construction of 4 new buildings.

Construction of buildings for 3 centres and 7 sub-centres in Pune district, commenced in April 1975, was still incomplete (July 1984). Due to the delay, estimated cost had risen from Rs. 2.50 lakhs to Rs. 5 lakhs each in respect of centres while in respect of sub-centres the estimated cost had been revised from Rs. 1.09 lakhs to Rs. 5 lakhs each.

Information received from 7 PHCs in 4 districts indicated that quarters constructed for ANMs remained vacant for over a year in 15 sub-centres. In one sub-centre the quarter was vacant since 1969. No ANMs had been posted at these sub-centres.



### 3.3.12 United States Agency for International Development (USAID) projects

3.3.12.1 In accordance with the agreement entered into between Government of India and the USAID for financial assistance (Rs. 1,330 lakhs) the Government of India has sanctioned Area Projects at Osmana-bad and Parbhani districts from 1st April 1981 for completion by 1985-86.

The objectives, viz., improvement of infrastructure and delivery of health services, family welfare and improvement in Maternity and Child Health (MCH) activities were sought to be achieved by expanding the health care delivery system both qualitatively and quantitatively by providing one Community Health Visitor (CHV) for 1000 population and one trained *dai* in every village. One sub-centre was to be managed by one male and one female multipurpose worker. Training and employment of additional workers and the construction of additional sub-centres and staff quarters, etc., were also envisaged.

The following table indicates the year-wise expenditure on the project against the revised provision:

Year	Revised provision	Expenditure
		(in lakhs of rupees)
1981-82	.. Not available	49.66
1982-83	.. 316.50	266.39
1983-84	.. 431.58	436.69 (provisional)

3.3.12.2 *Physical Performance*.—The following table indicates the physical targets and achievements to end of March 1984:

	Target 1981-86	Achievements 1981-84 (June 1984)
1 Training of CHV ..	3,500 (Original)	3,431
2 Training of indigenous <i>dais</i>	3,134 (Original)	3,152
3 Establishment of additional sub-centres	461 (Original)	192
4 Appointment of Lady Health Visitors	141 (Original)	142



(i) The department stated in June 1984 that 153 sub-centres would be operational by July 1984 as only 153 ANMs were trained. In addition, out of a total of 192 Lady Health Visitors (LHVs) trained, only 142 LHVs were posted and the remaining 50 will be available for posting by October 1984 only.

(ii) An order for the supply of 3333 kits for CHV volunteers was placed with Maharashtra Small Scale Industries Development Corporation Ltd., in March 1984 by paying an advance of Rs. 5 lakhs in March 1984 for supply before June 1984. Supplies are still awaited (January 1985).

(iii) The project provided an outlay of Rs. 622.78 lakhs for construction of 421 sub-centres, 163 LHV quarters and 61 other buildings during 1981-86. The actual assistance received and expenditure incurred to end of 1983-84 is not known. To end of 1983-84 construction of 185 sub-centres, 110 LHV quarters and 21 other buildings had been completed. Of the buildings completed, 74 sub-centres, 93 LHV centres, 28 FW centres and 2 Community Halls had not been handed over to the department by the construction agency (March 1984), due to non-electrification. In Osmanabad District, it was reported by the Health authorities in June 1984 that out of 44 sub-centres handed over, 38 only were functioning and 6 have not started functioning for want of personnel. Of the 6 LHV quarters handed over, none has been occupied as posts are yet to be filled up (June 1984).

### 3.3.13 Other topics of interest

3.3.13.1 *Vehicles.*—The number of vehicles in use under the programme were found to be much in excess of norms prescribed by Government of India as indicated below:

Year	Norms as per Government of India		Actuals	
	No. of vehicles	Expenditure allotted (in lakhs of rupees)	No. of vehicles	Expenditure (in lakhs of rupees)
1979-80	500	29.05	751	27.73
1980-81	493	28.06	748	27.20
1981-82	505	33.24	581	46.54
1982-83	496	30.28	599	53.41
1983-84	500	32.48	514	Not available



Only 422 posts of drivers were sanctioned during 1983-84 against 514 vehicles in possession. Information regarding details of the use of vehicles and idle vehicles called for (April 1984) is awaited (March 1985).

3.3.13.2 *Inspections.*—District Health Officers (DHOs)/Assistant District Health Officers (ADHOs) are required to inspect PHCs, RFWCs and private institutions receiving grant-in-aid for family welfare work once a year. However, the stocks and stores are required to be verified once in three months and indents for supplies prepared twice a year during local visits by them.

The inspection visits by the DHOs/ADHOs for the period from 1980-81 to 1982-83 were not adequate as detailed in the table below:

Year	No. of PHCs	No. of inspections		No. of verifications of stock and stores done at PHCs	No. of grant-in-aid institutions to be inspected	No. of grant-in-aid institutions actually inspected	No. of indents for medicines/equipment
		By DHOs	By ADHOs				
1980-81 ..	427	392	288	312	161	31	103
1981-82 ..	427	443	329	428	175	35	85
1982-83 ..	427	432	363	370	186	31	57

Reasons for inadequate inspections are awaited (March 1985).

3.3.13.3 *Payment of compensation.*—Individual acceptors with 4 or more living children were entitled to compensation of Rs. 25 upto July 1977 for undergoing vasectomy or tubectomy according to Government of India norms. The State Government, however, in May 1976 decided to adopt a rate of Rs. 40 for vasectomy acceptors with 4 or more children and Rs. 20 for tubectomy. As a result, between May 1976 and June 1977 Rs. 30.27 lakhs were paid in excess to 2,01,810 vasectomy acceptors; this is not admissible for Central assistance.

(b) The State Government is entitled for reimbursement from Government of India on drugs and dressings at the rate of Rs. 15 and Rs. 25 per vasectomy/tubectomy actually performed. The DHO, Pune Zilla Parishad drew Rs. 7.76 lakhs during 1982-83 against Rs. 5.74 lakhs admissible



on 13,024 vasectomy and 15,146 tubectomy operations, resulting in excess drawal of Rs. 2.02 lakhs which is not admissible for Central assistance.

(c) According to the orders of the Government of India, doctors employed on whole-time basis under Family Planning Programme should give a minimum performance of 150 IUD insertions or 30 sterilisation operations or a proportionate combination of both per month. Incentives are admissible to these doctors for their performance over and above the minimum performance prescribed. In 11 PHCs/2 DHOs/2 Civil Surgeons' offices, incentives were paid without excluding the minimum performance, which resulted in excess payment to the tune of Rs. 0.85 lakh. The department has agreed to effect recovery after examination.

(d) The Department is required to provide free transportation to each acceptor or make cash payment of Rs. 15 per vasectomy/tubectomy in case free transport could not be provided. According to orders of State Government an amount of Rs. 5 is payable to each acceptor for part of journey which he/she is normally required to perform and balance amount of Rs. 10 could be utilised by the Medical Officers for purchase of petrol for providing free transport for covering the rest of the journey.

(i) In two districts, the ceiling cost of Rs. 15 per case was exceeded in 13,211 cases resulting in excess claims to the extent of Rs. 0.78 lakh.

(ii) In four institutions neither free transport was provided nor the transport charges were paid to sterilisation acceptors; however, one of the centres had claimed full payment (Rs. 0.90 lakh) during 1979-80 to 1982-83 from the Government towards these charges.

(e) An amount of Rs. 4.36 lakhs was advanced to a sugar co-operative for sterilisation camps in February 1983. The number of sterilisations done was 2,072 for which an amount of Rs. 3.32 lakhs only was due. Of the balance of Rs. 1.04 lakhs, Rs. 0.60 lakh has not been refunded by the sugar co-operative (July 1984).

(f) Government ordered (August 1973) for payment of *ex-gratia* financial assistance of Rs. 500 to next of kin in fatal cases. The compensation was raised to Rs. 5,000 from 1st October 1976. In one district all payments made from 1st October 1972 to 30th September 1976 were reviewed and payment of assistance (difference between Rs. 5,000 and



Rs. 500) amounting to Rs. 32,250 was made to 8 beneficiaries incorrectly. *Post facto* sanction of Government for the irregular payment was recommended in September 1983 and was awaited (March 1985).

3.3.13.4 *Miscellaneous Purpose Fund.*—(a) Out of compensation admissible to the State Government from Government of India on each sterilisation/IUD insertion a part is to be retained in a Miscellaneous Purpose Fund (*Proforma* within Government account) for use for such purposes as community awards, group incentives, running of small camps, organisational expenses, purchase of equipment, risk insurance, POL/repairs to vehicles, etc. To end of 1980-81 the accruals in the fund were required to be used during the same year. From 1981-82 the accruals during the first three quarters and 50 per cent of the accruals in the last quarter were to be utilised within the same financial year and the balance 50 per cent of the last quarter could be used upto end of September of the following year. The unutilised balances at the end of March each year upto 1980-81 and to end of September thereafter were to lapse to the Government of India. Accordingly the amount lapsed to end of 1980-81 was Rs. 40.98 lakhs as shown below:

Year	Accruals	Expenditure to end of March	Unspent balance	
(in lakhs of rupees)				
Upto 1977-78	..	Information not available		
1978-79	..	16.70	6.57	10.13
1979-80	..	31.97	7.25	24.72
1980-81	..	31.66	25.53	6.13
Total			..	40.98

Whereas the balance for 1981-82 was fully utilised the balance carried forward at the end of 1982-83 was in excess of 50 per cent of the accruals for last quarter by Rs. 1.89 lakhs which would lapse to Government of India.

(b) Three Ambassador cars and 29 diesel jeeps not covered under the purposes of the fund purchased at a cost of Rs. 14.15 lakhs in March



1977 out of the Fund was disallowed by Government of India in February 1978 as the purchases were made without assessing the requirements of the programme. This amount has not been refunded to Government of India so far.

During 1982-83 and 1983-84 also 105 vehicles (52 for 1982-83 and 53 for 1983-84) costing Rs. 90.68 lakhs were purchased from the accruals of the Fund without specific approval of Government of India.

(c) The following expenditure which was not normally admissible from the Fund was incurred without specific approval or report to Government of India:

(Rupees in lakhs)			
(i) Hiring of vehicles ..	..	March 1983	2.22
(ii) Purchase of projectors ..	..	March 1983	19.96
(iii) Purchase of photocopying machines		March 1983	0.99
(iv) Purchase of photocopying machines		May 1983	0.99
(v) Purchase of slide projectors ..	..	May 1983	3.20
Total			27.36

(d) In September 1982, Government issued instructions that out of Rs. 10 per sterilisation performed and allotted to Zilla Parishads from the Fund atleast Rs. 5 should be spent on Class III and Class IV employees for good work done under Family Planning and MCH programme; separate scheme of awards was to be formulated for this purpose. But no such scheme was drawn up for Class III and IV employees even though 2 Zilla Parishads had spent Rs. 1.17 lakhs during 1982-83 for gifts to Gazetted Officers and members; the Nagpur Zilla Parishad spent Rs. 0.73 lakh in 1983-84 on an Ambassador Car for use by ZP Officers.

(e) *Payments of contractual amount* : During the period from August 1982 to March 1983, the State Government entrusted 51 specific jobs on Family Welfare, MCH and related Health Care Services to the KEM



Hospital Research Centre, Pune on contract basis to be completed by the Centre within a period of 6 months at a total cost of Rs. 5.39 lakhs. Payment of Rs. 1.89 lakhs has been made upto August 1983 from the Fund. As all the items of job entrusted to the Centre could not be completed by the specified period, the State Government granted extension from time to time for completion of the work before August 1984. As on 16th February 1984, 17 items of work were still pending with the Centre.

Of the 51 items of job entrusted to the Centre 40 items related to activities, such as case for higher plan allocation, scheme replacing medical reimbursement to Government servants, delegation of powers, revision of fees charged in Government hospitals and public health laboratories, reports of leprosy, review of non-Plan expenditure, airlines waste food programme, CR forms of DHS officers, etc., which had absolutely no connection with Family Welfare Programme.

3.3.14 *Evaluation.*—The State Government introduced in February 1982 a Management Information System for monitoring the scheme. In June 1983 a computerised Health Service Data Base and Information System was also initiated at a cost of Rs. 1.20 lakhs. Evaluation of the results is awaited (March 1985).

The department has not carried out any evaluation of the programme so far though the Project Evaluation wing of the Planning Commission carried out an evaluation in January 1983. Their report is still awaited (March 1985).

3.3.15 *Summing up.*—The Family Welfare Programme was under implementation in the State since 1957 and expenditure of Rs. 194.75 crores was incurred upto end of 1983-84. The significant points that emerge from the review of the programme are that the targets under the programme set by the State Government were generally higher than those fixed by Government of India and the achievements were also substantially high particularly under sterilisations and IUD insertions. The performance of IUD insertions claimed was in excess of the supply of IUDs. The achievements claimed for use of coventional contraceptives and oral pills were not susceptible of verification as the data was merely based on the quantity distributed; user-wise details were not available. Laparoscopes provided in various centres were not put to optimum use.



Laparoscopic camps were held at various places though as per guidelines issued by Government of India, such operations were to be held in properly equipped and staffed hospitals or centres. Performances by non-Government agencies were better than that of Government agencies. Performance of post partum centres was also low. MCH Services comprised mainly immunisation through vaccinations and prophylaxis against deficiencies through administration of vaccines/vitamins in 2 to 3 doses. Most of the beneficiaries did not receive full immunisation due to heavy dropouts after the 1st dose. Out of 25 post partum centres from which information was collected, 12 had no sterilisation wards and operation theatres. Of 427 office/residential buildings sanctioned only 155 had been completed. The accruals in the Miscellaneous Purpose Fund earmarked for specific purposes were utilised for purchase of cars, jeeps and other unauthorised items; Rs. 1.89 lakhs from the Fund were given to KEM Hospital Research Centre, Pune for jobs which were not relevant to Family Welfare and Maternity and Child Health activities.

The points mentioned above were reported to the Government in September 1984; reply is awaited (March 1985).

### 3.4 Injudicious purchase of incinerators in Government Hospitals

Government sanctioned in all purchase of 15 incinerators of 65 kg. per hour capacity for installation in different hospitals in the State between November 1978 and March 1982. The total cost involved including installation charges was Rs.22.75 lakhs. Details regarding their dates of receipt and installation, period for which operated, etc., are given below:

Serial No.	Name of the hospital	Month of receipt <hr/> Month of installation	Period for which worked	Remarks
(1)	(2)	(3)	(4)	(5)
1	General Hospital, Akola	March 1979 <hr/> May 1980	Nil ..	Starter is defective, installation by the firm is poor.
2	General Hospital, Jalgaon	February 1980 <hr/> May 1980	Nil ..	For want of skilled staff to operate the incinerator.



Serial No.	Name of the hospital	Month of receipt Month of installation	Period for which worked	Remarks
(1)	(2)	(3)	(4)	(5)
3	General Hospital, Nashik	September 1980 January 1981	Nil	For want of plumbing work for water supply. The incinerator had been installed in old building of the hospital and has not been shifted to the new building. The incinerator is not used at either place.
4	N. M. Hospital, Thane	September 1982 November 1983	Nil	No sufficient quantity of waste to burn.
5	General Hospital, Satara	March 1980 July 1980	Upto June 1981	Idle from July 1981 for want of repairs by the supplier due to dispute over additional payment of Rs. 0.15 lakh.
6	General Hospital, Dhule	July 1980 January 1981	Upto November 1981	Out of order from 28th November 1981 for want of spare parts for which advance of Rs. 0.08 lakh had been paid.
7	Hospital for Women and Children, Amravati	October 1981 August 1982	13 hours	Worked for $7\frac{1}{2}$ hours in 1982-83 and $5\frac{1}{2}$ hours in 1983-84 for want of waste.

Serial No.	Name of the hospital	Month of receipt Month of installation	Period for which worked	Remarks
(1)	(2)	(3)	(4)	(5)
8	General Hospital, Thane	September 1980 August 1982	Periodically	Idle from December 1982 to November 1983 due to transfer of trained operator.
9	General Hospital, Alibag	September 1981 May 1982	Periodically	Garbage is not properly burnt; only dry waste is burnt.
10	General Hospital, Bhandara	October 1981 Not installed	....	Work of installation is in progress (April 1984). Construction of shed started in November 1982, was completed in January 1983.
11	Central Hospital, Ulhasnagar	September 1982 Not installed	....	Not installed (April 1984) as civil and electrical works are not completed. Firm informed (December 1983) that payment will have to be made for replacement of deteriorated components and for erection and commissioning.
12	General Hospital, Amravati	March 1979 April 1980	Periodically	Was stated to be giving good service.



Serial No.	Name of the hospital	Month of receipt <hr/> Month of installation	Period for which worked	Remarks
(1)	(2)	(3)	(4)	(5)
13	General Hospital, Kolhapur	March 1979 <hr/> October 1979	Two days in a week	Disposal of waste material was stated to be quick and effective.
14	General Hospital, Yavatmal	February 1980 <hr/> March 1980	Alternate day	Was stated to be working properly.
15	Chest Hospital, Aundh	December 1978 <hr/> May 1979	Three days in a week	Was stated to be working satisfactorily.

Barring 4 General Hospitals at Amravati, Kolhapur, Yavatmal and Chest Hospital, Aundh, where the incinerators were reported to have been operated periodically or for few days in a week, in none of the remaining hospitals the incinerators operated properly. In two General Hospitals at Bhandara and Ulhasnagar, incinerators purchased in October 1981 and September 1982 respectively had not been installed as yet (November 1984). In General Hospitals at Akola, Jalgaon, Nashik and Mental Hospital, Thane the incinerators did not work at all since their installation for periods ranging from one to four years (November 1984). The following observations are made:

(i) The need for installation of incinerators in the hospitals was not assessed after conducting any survey, as to the availability of garbage in sufficient quantity for disposal, bed strength, cost analysis *vis-a-vis* cost of conventional method of disposal by burning, operational constraint in the matter of minimum need of 40 litres of L.D. oil in the oil tank, etc.

(ii) All the incinerators were purchased without calling for tenders, from a single firm in Pune at the price quoted by it on the plea that the firm was the sole manufacturer of incinerators.

(iii) The purchase of incinerators of 65 kg per hour capacity uniformly for all the hospitals, though the firm had 5 models with capacity ranging from 35 kg to 85 kg per hour resulted in idle capacity in most of the hospitals.

(iv) Rs.4.08 lakhs drawn by the General Hospitals at Thane, Bhandara and Nashik in March 1980 and Rs. 1.41 lakhs drawn by Hospital for Women and Children, Amaravati in March 1981 were paid to the firm after periods ranging from 7 to 18 months of their drawal from the treasury.

(v) As per warranty clause, the firm was required to make good by repair or replacement defects due to faulty design, material or workmanship within 15 months of the date of despatch or within 12 months of the date of erection whichever is earlier, provided that the installation is completed within 3 months of despatch of the equipment. In General Hospitals at Bhandara and Ulhasnagar, the installation not done so far has been delayed beyond a period of 2 years (November 1984).

Thus, injudicious purchase of incinerators had resulted in idle capacity.

The matter was reported to Government in September 1984; reply is awaited (March 1985).

### 3.5 Avoidable extra expenditure

According to rules, Government hospitals are required to purchase medicines, dressings, chemicals, etc., from firms which have entered into rate contract agreements with the Central Stores Purchase Organisation; procurement from alternate sources is permissible only if rate contract firms fail to effect supplies within the stipulated delivery period.

During 1980-81 to 1982-83, the Civil Surgeon, Buldana, however, made local purchases of medicines and drugs borne on rate contracts without first placing orders with these contracting firms. The Civil Surgeon, Buldana stated (April 1984) that reasons for purchase from local market instead of rate contract firms were not on record.

Non-observance of the prescribed procedure resulted in avoidable extra expenditure of Rs. 1.38 lakhs on Rs. 6.28 lakhs worth of medicines purchased locally during the above said period.



The matter was reported to Government in August 1984; reply is awaited (March 1985).

### **3.6 Avoidable expenditure on purchase of oxygen cylinders**

According to the departmental rules, prior permission of the Director of Health Services is necessary for purchases costing more than Rs.10,000 locally i.e. outside the rate contract. In contravention of the above provisions, the Civil Surgeon, Buldana purchased between January and March 1983, 95 oxygen/nitrogen cylinders costing Rs. 1.75 lakhs from the local suppliers at the rate of Rs. 1,644 and Rs. 1,900 per cylinder instead of from the manufacturer whose rates were Rs. 675 and Rs. 950 per cylinder, even though an adequate stock of cylinders was available in his hospital and he was not competent to make purchases of this magnitude. Further, before placing orders with the suppliers, non-availability of cylinders with the manufacturers was not ascertained.

Purchase of cylinders from the suppliers resulted in avoidable extra-expenditure of Rs. 1.06 lakhs to Government. The Civil Surgeon, Buldana stated (April 1984) that the responsibility for the irregular purchases was being fixed by the Director of Health Services, Bombay.

The matter was reported to Government in May 1984; reply is awaited (March 1985).

## **RURAL DEVELOPMENT DEPARTMENT**

### **3.7 Integrated Rural Development Programme**

**3.7.1.1 Introductory.**—Integrated Rural Development Project, a Centrally sponsored scheme was introduced in 1977-78 in Chandrapur and Wardha districts in technical collaboration with the Punjabrao Krishi Vidyapeeth, Akola. In 1978-79 this scheme was discontinued and a new programme known as Integrated Rural Development Programme (IRDP) launched by the Government of India was initially introduced in 116 blocks and from 2nd October 1980 extended to all the 296 blocks in the State with the objective of raising poorest families in the rural areas above the poverty line by giving them income generating assets and access to credit and other inputs. The benefits under the programme were to flow to families of small and marginal farmers, agricultural and non-agricultural labourers, rural artisans and craftsmen, scheduled castes



and scheduled tribes and others who live below the poverty line i.e. with an annual income of less than Rs. 3,500. The programme envisaged subsidy assistance to the identified beneficiaries by adopting Antyodaya principle by selecting them in ascending order of their income.

A target of 600 families in a year in a block was set so as to cover 8.80 lakh families under the programme during the Sixth Five Year Plan (1980-85). The broad plan of coverage of beneficiaries was 400 under the agriculture and allied sectors, 100 through village and cottage industries and remaining 100 under services sector. The implementing agencies had to ensure that at least 30 per cent of resources provided by way of subsidy and loan was made available to scheduled castes and scheduled tribes.

**3.7.1.2 Pattern of assistance.**—The IRDP was a credit linked programme. The capital cost of asset was to be subsidised at the rate of 25 per cent for small farmers and 33½ per cent for others subject to a ceiling of Rs. 3000 per beneficiary in non-drought prone affected programme area and Rs. 4,000 in drought prone affected area and 50 per cent with a ceiling of Rs. 5,000 for Scheduled Tribes beneficiaries and the balance was met by loans advanced by the banks. The subsidy was not to be paid in cash to beneficiaries but tied to the loans to be paid by the banks and with the total amount of subsidy and loan assets procured by banks were to be distributed to beneficiaries. Expenditure on the programme was to be shared by the Central and State Government in equal ratio.

**3.7.1.3 Organisational set up.**—Initially the programme was implemented through the Small Farmers Development Agency (SFDA), Command Area Development Authority (CADA) and Drought Prone Areas Programme Authority (DPAPA). From 1982-83, District Rural Development Agencies (DRDA) registered in each district under the Registration of Societies Act, 1860 implemented the programme. The Block Development Officer was required to process applications of target group beneficiaries and sponsor cases for viable and bankable economic activity, to banks for sanction of loan. On receipt of intimation from banks, the DRDAs were to release appropriate subsidy to them. With this subsidy and loan, assets were to be passed on to the beneficiaries in kind.



### 3.7.2 Overall performance

3.7.2.1 *Outlay and expenditure.*—During the six years i.e. from 1978-79 to 1983-84 an investment of Rs. 265.85 crores (including Rs. 90.65 crores released as subsidy by Central and State Governments) was made as indicated below:

Year	Outlay	Funds provided in the State budget	Funds released to implementing agencies			Funds released by implementing agencies	Credit disbursement by banks	Total investment
			State Government	Central Government	Total			
			(in lakhs of rupees)					
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1978-79	.. 602.00	247.00	180.23	189.96	370.19	393.02	462.23	855.25
1979-80	.. 915.00	645.00	499.88	359.46	859.34	723.61	1,164.42	1,888.03
1980-81	.. 1,712.23	981.21	948.50	713.19	1,661.69	1,272.11	3,049.16	4,321.27
1981-82	.. 1,736.54	888.00	897.84	693.02	1,590.86	1,346.65	3,183.62	4,530.27
1982-83	.. 2,709.61	1,184.00	1,143.24	1,038.00	2,181.24	2,128.50*	4,729.86*	6,858.36*
1983-84	.. 3,127.67	1,184.00	1,184.00	1,218.00	2,402.00	2,818.71*	5,312.93*	8,131.64*
Total	.. 10,803.05	5,129.21	4,853.69	4,211.63	9,065.32	8,682.60	17,902.22	26,584.82

As against the outlay of Rs.108.03 crores, Rs.90.65 crores only were made available to the implementing agencies during 1978-79 to 1983-84 and this fell short by Rs.17.38 crores. Considering the ceiling of subsidy at the rate of Rs. 3,000 per family the shortfall of Rs. 17.38 crores in release of funds by the Central and State Governments resulted in denial of benefits to 0.58 lakh families below poverty line. Without giving reasons for non-release of funds, Government had merely stated (August 1984) that the rate of subsidy of Rs. 3,000 was maximum. In such a case the number of families which might have been denied benefits under IRDP would be even more.

3.7.2.2 *Financial and Physical performance.*—In all 7.86 lakh families including 2.35 lakh families belonging to SC/ST were covered

\* Figures are provisional.

during 1978-79 to 1983-84. Financial and physical performance was as under:

*Financial*

Year	Total investment	On SC/ST	On others	Per family investment (in rupees)		
				Credit	Subsidy	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
(in lakhs of rupees)						
1978-79	.. 855.25	118.66	736.59	986	838	1,824
1979-80	.. 1,888.03	307.11	1,580.92	1,438	894	2,332
1980-81	.. 4,321.27	844.73	3,476.54	2,689	1,122	3,811
1981-82	.. 4,530.27	934.00	3,596.27	2,289	968	3,257
1982-83	.. 6,858.36	1,979.04	4,879.32	2,662	1,035	3,697
1983-84	.. 8,131.64	2,476.47	5,655.17	2,335	1,239	3,574

*Physical*

Year	Number of blocks	Number of families benefited			
		Targets	Achievement	SC/ST	Others
(1)	(2)	(3)	(4)	(5)	(6)
1978-79	.. 116	38,100	46,891	8,708	38,183
1979-80	.. 133	54,400	80,948	16,382	64,566
1980-81	.. 296	1,77,600	1,13,409	23,552	89,857
1981-82	.. 296	1,77,600	1,39,092	33,640	1,05,452
1982-83	.. 296	1,77,600	1,77,679	63,804	1,13,875
1983-84	.. 296	1,77,600	2,27,519	88,498	1,39,021
Total	.. ....	8,02,900	7,85,538	2,34,584	5,50,954

There was a shortfall in achieving the physical targets fixed under the programme during 1980-81 and 1981-82 by 36 and 22 per cent respectively. This was attributed by Government to extension of programme from 133 blocks to 296 blocks at the fag end of the year in 1980-81 and to change over in agencies from SFDA, CADA, etc., to DRDA in 1981-82.



The position regarding percentage of SC/ST beneficiaries covered and assistance rendered to them was as follows:

Year				SC/ST beneficiaries covered	Assistance rendered
1978-79	..	..	..	18.6	13.8
1979-80	..	..	..	20.2	16.2
1980-81	..	..	..	20.8	19.5
1981-82	..	..	..	24.2	20.6
1982-83	..	..	..	35.9	28.9
1983-84	..	..	..	38.8	30.5

Thus, the percentage of assistance provided to SC/ST families fell short of 30 per cent envisaged under the Programme.

The Government stated (August 1984) that the limitations on financial assistance that could be offered to families without physical assets which were commonly observed in SC/ST families and their absorption capacity were some of the factors which resulted into smaller size of package of financial assistance to them.

3.7.2.3 *Sector-wise distribution of beneficiaries.*—Distribution of beneficiaries under various sectors was as under :

Sectors	1978-79	1979-80	1980-81	1981-82	1982-83*	1983-84*
			(in numbers)			
Agriculture ..	19,367	27,909	33,123	30,401	17,768	17,207
Irrigation ..	3,758	8,755	25,083	22,650	23,098	28,665
Animal Husbandry	14,163	30,512	40,231	52,053	83,509	96,234
Forestry ..	2,263	495	726	3,753	1,777	....
Fisheries ..	231	366	1,660	5,512	3,553	4,615
Village and Small Scale Industries and Services/ Business	654	4,948	4,187	14,865	47,921	80,798
Co-operation ..	6,455	7,963	8,399	9,858	53	....
Total ..	46,891	80,948	1,13,409	1,39,092	1,77,679	2,27,519

\* Figures for 1982-83 and 1983-84 are provisional.

The beneficiaries under various sectors were provided with assets appropriate to the scheme selected for them such as milch animals under Animal Husbandry, agricultural implements under Agriculture, and sewing machines, cycles, etc., under village and small scale industries and services/business. Under the programme appropriate economic activity was to be decided for drawing up the schemes after identifying each individual household and taking into consideration his capability to take risks, his existing resource base and his managerial capacity. To meet this requirement, census was required to be taken up. However, this was done in 1981-82 only and till then individual applications received were processed by the implementing agencies.

The Government instructed (February 1979) that in identifying the beneficiaries under IRDP the Antyodaya approach may be adopted, which lays emphasis on the need to extend the benefits first to the poorest among the poor. The poorest among the poor of the rural community belong to the category of landless labourers or village artisans. According to Government of India 33½ per cent families which were not likely to be benefited through agriculture and related activities were to be covered under village and cottage industries and service sector. On observing poor coverage under the above two sectors, the Government revised (June 1983) the percentage for such families from 33½ to 60. The actual coverage during 1978-79 to 1983-84 was as under :

	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84
Total beneficiaries	46,891	80,948	1,13,409	1,39,092	1,77,679	2,27,519
Village and Small Scale Industries and Services/ Business	654	4,948	4,187	14,865	47,921	80,798
Percentage ..	1.4	6.1	3.7	10.7	27.0	35.5

Thus, the envisaged percentage of 33½ per cent for village and small scale industries and services/business sectors was not achieved till 1982-83 and despite Government's instructions to raise it to 60 per cent, coverage under these sectors during 1983-84 was 35.5 per cent only.

**3.7.3 Programme Implementation.**—A scrutiny of records (including periodical reports received from all the District Rural Development Agencies) at Mantralaya, and a test-check of the implementation of the



programme by District Rural Development Agencies in 8 districts of Amravati, Dhule, Jalgaon, Nagpur, Nanded, Parbhani, Pune and Satara covering 88 blocks disclosed the following :

3.7.3.1 *Verification of assets.*—At the instance of Government of India, the State Government devised a form to record the outcome of verification of assets given to the beneficiaries to facilitate monitoring of the end results of the assistance rendered. The District Rural Development Agencies who were to conduct physical verification of assets continuously and submit a report to Government by the 10th of the following month, had not furnished such reports as they were not received from field agencies. The Government stated (August 1984) that physical verification on sample basis was conducted and that out of 296 blocks, 2 villages each in 180 blocks were visited for this purpose in 1983-84. Thus, as regards assets created out of total investment of Rs. 265.85 crores in 296 blocks, their existence, continued utilisation and whether the families so assisted had crossed the poverty line were not known to Government at all for all blocks till 1982-83 and in respect of 116 blocks even till 1983-84.

3.7.3.2 *Limitations of programme.*—The value of assets to be provided under the programme was to be such as to generate additional income adequate enough to close the gap between the beneficiary's actual annual income at the time of assistance and desired income level of Rs. 3,500. To measure the said gap, overall capital-output ratio was assumed by Government as 4 : 1. Each block had a target of 600 beneficiaries per year. Maximum finance available per year per block was Rs. 8 lakhs. With 10 per cent administrative expenses, finance available for rendering assistance was Rs. 7.20 lakhs. With this amount, subsidy of Rs. 1,200 each could be paid to 600 beneficiaries. As the loan component, was admissible at the rate of twice the amount of subsidy *i.e.* Rs. 2,400 total assistance of Rs. 3,600 could be rendered to each beneficiary. In terms of capital-output ratio of 4 : 1 prescribed by Government, assistance of Rs. 3,600 would generate income of Rs. 900. With this set of assistance, the families having income upto Rs. 2,600 per year and covered under the programme would never cross the poverty line of Rs. 3,500 as envisaged under the programme and the object of extending the benefits first to the poorest among the poor so that they should cross the poverty line once for all was self defeating, as could be seen



from assistance given in four districts of Chandrapur, Dhule, Nagpur and Satara to various income groups during April 1983 to December 1983.

Districts	Income below Rs. 1,000			Income between Rs. 1,000 to Rs. 2,000			Income above Rs. 2,000		
	Number of families	Per capita assis- tance	Income to be generated	Number of families	Per capita assis- tance	Income to be generated	Number of families	Per capita assis- tance	Income to be generated
		Rs.	Rs.		Rs.	Rs.		Rs.	Rs.
Chandrapur ..	744	2,800	700	950	2,719	680	1,836	2,899	725
Dhule ..	510	4,147	1,037	1,067	4,399	1,100	526	3,986	996
Nagpur ..	403	2,861	715	1,013	2,918	729	1,012	2,786	696
Satara ..	1,518	2,264	566	4,008	3,371	843	1,476	3,282	820
	3,175			7,038			4,850		

Out of 15,063 families, 10,213 families covered under income group below Rs. 1,000 and Rs. 1,000 to Rs. 2,000 were given assistance to generate an additional income ranging from Rs. 566 to Rs. 1,037 in the former group and Rs. 680 to Rs. 1,100 in the latter. With this additional income, their income level could have been raised maximum to Rs. 2,037 and Rs. 3,100 in the above groups respectively and thus assistance rendered to these 10,213 families was totally inadequate to bring them above poverty line viz., Rs. 3,500.

The Government stated (August 1984) that wherever the assistance given has not been able to generate income sufficient to cross the poverty line such beneficiaries have to be given subsequent assistance though the IRDP did not envisage such periodic assistance except in the case of milch animal, which was also not done.

The beneficiaries supplied with milch cattle were required to be provided second animal after six months to maintain continuous income. In Parbhani, the second milch cattle was not provided to 748 and 1,540 beneficiaries during 1982-83 and 1983-84 respectively as they failed to fulfil bank's requirement for loan. In Nagpur, second milch cattle in 25 cases was not provided as the beneficiaries were defaulters. Due to



non-supply of second milch cattle, neither these 2,313 beneficiaries could earn any income during non-lactation period nor was it possible for them to feed the cattle properly. In other six districts, the relevant data were not maintained by DRDAs.

3.7.3.3 *Defective pattern of financial assistance.*—The pattern of assistance under the programme was at a uniform rate of Rs. 35 lakhs per block for a period of five years for the Sixth Five Year Plan irrespective of total number of below poverty line (BPL) families in a block. The number of BPL families in Edlabad block were 9,883 and in Dhule block 25,773. Of this, 1,831 families in Edlabad block and 3,570 families of Dhule block were covered under the programme during 1980-81 to 1983-84. Thus, in the existing pattern of assistance, uniform progress in all the blocks was not possible. Government stated (August 1984) that the matter rests with Government of India who had laid down the pattern.

3.7.3.4 *Release of subsidy.*—(a) Loans sanctioned to beneficiaries for viable and bankable economic activity by banks were intimated to District Rural Development Agencies for depositing appropriate amount of subsidy so as to enable the banks for timely disbursement of assistance. The performance of programme was reported to Government by District Rural Development Agencies on the basis of subsidy released by them.

A scrutiny of data reported by District Rural Development Agencies to Government in respect of 19 banks regarding number of beneficiaries and financial assistance rendered in 29 districts as compiled in Mantralaya for 1982-83 disclosed that the performance reported by these authorities was at variance with that reported by the banks. According to report of District Rural Development Agencies credit disbursements by banks amounted to Rs. 4,729.86 lakhs for 1,77,679 cases whereas as per reports of banks it was Rs. 3,033.92 lakhs for 1,01,791 cases. The variations in these two sets of figures occurred because the District Rural Development Agencies reported the progress on the basis of subsidy released to financing institutions whereas banks reported the progress on the basis of assistance actually disbursed by them, thereby indicating large amounts remained unutilised with the banks. The progress reports, therefore, do not depict correct picture of the implementation of the programme. At the same time, proper flow of finance to the banks needs to be streamlined. The Government stated (August 1984) that they were aware of the above position and reconciliation was started in May 1983.



The Government of India had issued instructions in February 1982 that District Rural Development Agencies should keep their amounts in savings banks account with an authorisation to banks to adjust the subsidy component admissible to beneficiaries against savings banks accounts as and when loan component was disbursed with a view to avoid locking up of large amounts with the financial institutions. The State Government issued instructions on the above lines in October 1983. As District Rural Development Agencies expressed certain difficulties in implementing the above procedure, State Government directed them to follow the revised procedure from 1984-85. As a result, unutilised amounts remained with banks notwithstanding that the expenditure was reported by the agencies. The Government accepted (August 1984) that advance subsidy amounting to Rs. 243.34 lakhs paid in 1982-83 to banks was lying with them.

(b) In District Rural Development Agency, Nagpur, subsidy of Rs. 96.85 lakhs was paid to various banks during 1982-83. Of this, Rs. 47.61 lakhs were adjusted by the banks upto August 1983, Rs. 26.70 lakhs were returned during 1983-84 and Rs. 22.54 lakhs remained unutilised with the banks (February 1984). The Agency, however, reported the entire amount of Rs. 96.85 lakhs as subsidy disbursed and accounted for corresponding number of beneficiaries. In Nanded district also, subsidy amounting to Rs. 7.74 lakhs though refunded by the banks during 1982-83 stood included in the amount shown as subsidy disbursed. This resulted in inflating the performance of the scheme by Rs. 56.98 lakhs in the districts.

**3.7.3.5 Misutilisation of subsidy.**—From the reports of verification of assets available with DRDAs in Satara, Nanded and Nagpur districts 37 milch animals were sold upto May 1984 and subsidy paid to them was misutilised. The DRDAs stated that in the absence of guidelines of procedure for recovery of misutilised subsidy, they were unable to take any action. Government stated (August 1984) that subsidy is grant-in-aid and hence cannot be legally recovered. The application for assistance provides a specific undertaking from beneficiary that in case of misuse of assistance he and his heirs would be liable for refund of the subsidy amount.



3.7.3.6 *Block Plans.*—Under the programme, block plans were to be prepared after identifying the BPL families with the schemes that could be taken up as also on the basis of resource inventory. The data regarding block plan provision and achievements in respect of three districts for 1983-84 are indicated below:

	Block plan provision			Achievements		
	Parbhani	Pune	Satara	Parbhani	Pune	Satara
	(in numbers)					
Bullock cart	.. }	630	1,389	110	692	605
Bullock pairs						528
Wells	..	640	336	380	220	122
Milch animals	..	1,170	2,227	2,630	1,725	2,705
Service and business	..	750	1,138	2,200	1,143	1,521
Land levelling	..	Nil	276	80	Nil	91
Goat units	..	240	736	330	880	1,586
Fisheries	..	12	70	110	1	79
Bee keeping	..	Nil	Nil	330	Nil	Nil

The large variations in targets and achievements indicate that the block plans were not adhered to and the assistance was rendered as per the demands of the beneficiaries. The Government stated (August 1984) that the block plans are in the nature of indicative planning and that the shortfall in targets of some schemes was due to bank's inability to sanction loan for those schemes. The shortfall was, therefore, made good in other schemes.

3.7.3.7 *Vikas Patrikas.*— With a view to monitor the programme, the Government of India directed that identity-cum-monitoring cards known as Vikas Patrikas in the prescribed form should be issued to each beneficiary covered under the programme. Accordingly, State Government issued orders (February 1981) to get these forms printed locally. In Nanded district the requisite forms were not printed till April 1984. In Pune district, out of 20,824 beneficiaries, these forms were distributed to 14,798 persons. The report of the DRDA, Pune on the outcome of the Vikas Patrikas distributed is awaited (November 1984). In Jalgaon district such forms were not handed over to beneficiaries. In other five districts, position in this regard was not available.

3.7.3.8 *Artificial Insemination Centres of Bharatiya Agro Industries Foundation.*—The scheme of opening of 250 artificial insemination centres by Bharatiya Agro Industries Foundation (BAIF), Pune under implementation since 1978-79 was formally sanctioned by Government in November 1979 under IRDP. The BAIF was to be paid Rs. 60,000 per centre per year in advance for a period of five years. Each centre was required to achieve 100 successful conceptions during first year, 300 in second year, 500 in third year and 550 each during fourth and fifth years (aggregating 2,000). Besides the above, BAIF was to be paid Rs.40,000 per centre per year from Plan funds for artificial insemination aggregating 2,000 during a period of five years on the above pattern for cows belonging to persons other than small and marginal farmers and landless labourers. The nature of payment viz., whether grant or subsidy or adjustable advance, etc., is not known. The BAIF was to execute an agreement with the Project Officers implementing the scheme. Agreement had not been executed with BAIF as the terms and conditions of the agreement were not finalised (December 1984) by Government.

An amount of Rs. 303.40 lakhs was paid to the BAIF during 1978-79 to 1980-81 and in all 251 centres were opened to end of March 1981. The charges for insemination were not fixed by Government. On the basis of advances sanctioned and the conceptions required to be achieved in the scheme the cost per conception worked out to Rs. 150 for cows of small and marginal farmers and landless labourers and Rs. 100 for cows belonging to others. The achievements of conceptions of the centres as intimated (March 1984) by the Director of Animal Husbandry, Pune were as under:

Year	Achievements	
	IRDP	Non-IRDP (in numbers)
1978-79 .. ..	831	502
1979-80 .. ..	8,106	8,766
1980-81 .. ..	15,815	15,046
Total	24,752	24,314

On the basis of achievement, the assistance utilised for conceptions worked out to Rs. 61.44 lakhs as against Rs. 303.40 lakhs paid by the Government. The balance needs to be accounted for.



Though Government intimated that Rs. 303.40 lakhs were paid, according to the foundation they had received Rs. 305.80 lakhs during 1978-79 to 1980-81. The discrepancy was not settled by the department. The Director of Economics and Statistics, entrusted with the enquiry of functioning of centres under BAIF observed in his report submitted (November 1980) to Government that—

- (i) the scheme of insemination of cows of weaker sections of the community undertaken by the Government under IRDP through the agency of BAIF has not helped weaker section of the community,
- (ii) those who could afford to pay the insemination charges to Government were benefited from the scheme,
- (iii) BAIF has not made any attempt to start their centres within a reasonable time after receiving funds and
- (iv) the policy of BAIF was not oriented towards covering areas with concentration of breedable cows with weaker sections.

In March 1981, the Government issued instructions to all implementing agencies not to release funds to BAIF under IRDP until further instructions.

The Government stated (May 1984) that a proposal to appoint a committee at high level to examine the entire issue including finalisation of agreement to be entered into with the foundation, etc., was under consideration.

**3.7.3.9 TRYSEM.**—A scheme styled as Training Rural Youth for Self-Employment (TRYSEM) which was in existence since August 1979 was brought under the Integrated Rural Development Programme from April 1981. Expenditure of Rs. 148.48 lakhs was incurred on the scheme during 1983-84. The scheme envisaged self-employment on a full time basis, not in the nature of wage employment. Target set under the scheme was imparting training to 40 youths per block per year and 20 trained youths to be assisted in self-employment. During 1983-84, 11,962 trainees were imparted training under the scheme and 4,866 trained youths were assisted by giving them assets indicating that enough follow up action was not taken to make them self-employed.

**3.7.3.10 Subsidy for Infrastructure.**—Subsidy for infrastructure was to be sanctioned at Government level. In contravention of these orders



District Rural Development Agency, Dhule sanctioned subsidy amounting to Rs. 0.97 lakh to 41 Dairy Co-operative Societies during August 1982 to March 1984 for the purpose of infrastructure under Dairy and Animal Husbandry scheme. Further, though Government ordered (June 1983) that no subsidy should be paid for infrastructure in Dhule district as it was covered under the scheme of Operation Flood-II, in 11 out of 41 cases mentioned above subsidy amounting to Rs. 0.23 lakh was paid by District Rural Development Agency, Dhule between July 1983 and March 1984, which was also irregular.

3.7.3.11 *Payment of subsidy to Mahatma Phule Backward Class Development Corporation.*—In Amravati district, subsidy amounting to Rs. 3.41 lakhs in respect of BPL families was paid (1982-83) by the District Rural Development Agency, Amravati to the Mahatma Phule Backward Class Development Corporation, though in terms of Government orders it was payable to the financing institutions. The Government stated (August 1984) that a tie-up arrangement was made with the Corporation wherein 50 per cent subsidy is given to SC families covered under the programme by Government and the Corporation at the rate of 33 per cent under IRDP and the remaining 17 per cent by the Corporation under its own scheme. As the subsidy under IRDP was to be paid to financing institutions who were to supplement it with loan component for payment of assistance in kind to beneficiary families, payment of subsidy in cash to the Corporation by District Rural Development Agency was irregular.

3.7.3.12 *Evaluation.*—The State Government entrusted the task of concurrent evaluation/impact studies to the Centre for Studies in Decentralised Industries, Bombay, Institute of Management Training and Research, Aurangabad and Jamnalal Bajaj Institute of Management Studies, Bombay. The work is expected to be completed by May 1985. Further, in January 1984 Government entrusted the work of evaluation studies in 24 blocks of 12 districts to 8 recognised institutions.

The Directorate of Economics and Statistics of the State Government conducted (1981) quick evaluation studies in respect of 1,072 beneficiaries from 65 villages of 13 blocks in six districts. Some important observations are given below:

- (a) Only 646 out of 1,072 families belonged to the target group.



(b) Nearly 20 per cent of households who got cows, 23 per cent households who got goats and 13 per cent households who got bullocks and bullock carts have either disposed of the units of assistance or the animals were reported dead.

(c) Out of 308 families who got buffaloes, 48 families did not have animals on the date of field visit.

(d) Only 199 families out of 1,072 have crossed the poverty line limit of Rs. 700 per capita.

(e) Considerable emphasis was on spending as large an amount of the allocation as possible and extending the benefits to as large a number as possible which resulted in distributing the benefits thinly affecting the objective of lifting the families above poverty line.

No action was taken on the report for a period of over three years. The Planning Department stated (August 1984) that the work of publication of evaluation report was being processed.

3.7.3.13 *I.R.D. Project 1977-78*—Centrally sponsored scheme wholly financed by Government of India in Chandrapur and Wardha districts introduced in 1977-78 with technical co-operation of the Punjabrao Krishi Vidyapeeth, Akola was closed on 31st December 1978. Expenditure of Rs. 23.27 lakhs and Rs. 15.02 lakhs was incurred on these projects.

Government of India released funds amounting to Rs. 29.95 lakhs to the Punjabrao Krishi Vidyapeeth, Akola in 1976-77 to prepare a project report of Chandrapur district and its participation in the implementation of the schemes under Integrated Rural Development Project in Chandrapur district. Of this, only Rs. 3.44 lakhs were spent on the schemes upto December 1978, Rs. 16.21 lakhs were refunded to Government in 1978-79 and the unspent balance of Rs. 10.30 lakhs was not refunded till March 1984. The Government had not indicated (August 1984) the steps that were being taken to recover the amount from Vidyapeeth.

3.7.4 *Summing up*.—Rs. 265.85 crores were invested to the end of March 1984 on 7.86 lakh families by giving them income generating assets with the objective of raising these families above the poverty line. The actual assets created out of these investments, their existence,



continued utilisation and whether the assisted families have been able to cross poverty line were not known to the Government.

While the percentage of SC/ST beneficiaries increased from 18.6 to 38.8, the quantum of assistance rendered to them increased only from 13.8 to 30.5 per cent.

In the existing pattern, it is not possible for families with an annual income upto Rs. 2,600 to cross the poverty line.

In the existing pattern of assistance, uniform progress in all the blocks was not possible.

Rs. 243.34 lakhs accounted for as expenditure on subsidy during 1982-83, were lying unspent with banks.

The assistance of Rs. 303.40 lakhs was given to an organisation for setting up insemination centres without settling the terms and conditions and not entering into agreement. The actual performance was far below the target and Rs. 241.96 lakhs were not utilised.

#### SOCIAL WELFARE, RURAL DEVELOPMENT, EDUCATION AND EMPLOYMENT, AGRICULTURE AND CO-OPERATION, FINANCE AND PUBLIC HEALTH DEPARTMENTS

### 3.8 Integrated Area Development Programme in Ratnagiri and Sindhudurg Districts with UNICEF assistance

3.8.1 Integrated Area Development Programme (IADP) in Ratnagiri District (bifurcated into Ratnagiri and Sindhudurg Districts from May 1981) was launched by Government in November 1980 with the UNICEF assistance. The project report was prepared by the Development Corporation of Konkan Ltd. (DCK) with the assistance of the Centre for Development Studies and Activities (CDSA), Pune. The objects of IADP were—

- (i) to improve the impact of child-care services in limited well defined geographic areas through active community participation in formulation and implementation of the programme,
- (ii) to improve the nutritional and health status of young children upto the age of six years, and
- (iii) to enhance the capability of mothers to look after the every day physical and social needs of their children.



The Programme was expected to generate its own resources for a self sustained movement of socio economic development of the area by way of generating employment opportunity and increase in the income of individual house-holds. Under the Programme 100 villages (16 Panchakroshis\*) out of 1,514 inhabited villages in the districts were selected for implementation.

3.8.2 The total outlay on the approved project estimated to cost Rs. 249.49 lakhs spread over a period of 2 to 3 years from 1980-81 was to be contributed by Government, UNICEF (towards non-recurring items), Khadi and Village Industries Board (KVIB) depending upon the component of the programme taken up and by participants in the form of land and labour. Expenditure of Rs. 134.55 lakhs was incurred on the project upto March 1984 as under :

Serial No.	Name of the sector and number of schemes in bracket	Outlay					Expenditure upto March 1984
		Government's share	UNICEF's share	KVIB's share	Participants' share	Total	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
(in lakhs of rupees)							
1	Child and mother's welfare (9 schemes)	19.86	11.59	....	1.84	33.29	47.94
2	Nutrition (5 schemes)	6.08	8.95	....	1.30	16.33	14.83
3	Health (6 schemes) ..	5.46	8.80	....	....	14.26	6.12
4	Sanitation and Environmental Hygiene (6 schemes)	60.49	18.43	38.13	0.70	117.75	41.14
5	Education (3 schemes)	2.60	4.35	....	0.03	6.98	1.78
6	Employment and Economic Development (8 schemes)	1.75	23.10	6.80	16.12	47.77	8.41
7	Training and Institutional Development (6 schemes)	....	13.11	....	....	13.11	14.33
Total ..		96.24	88.33	44.93	19.99	249.49	134.55

\*Panchakroshi is a cluster of villages usually covering an area of 4 to 5 villages within a radius of 16 kms.

The outlay of Rs. 249.49 lakhs was originally designed to cover the project cost of 10 Panchakroshis but the programme was extended to cover 16 Panchakroshis without revising the outlay. The Collector, Ratnagiri requested (August/December 1983) Government to revise this outlay to Rs. 399.18 lakhs and to extend the period of implementation of the programme by another 2 to 3 years; Government's decision is awaited (March 1985).

3.8.3 The programme was to be implemented by the Collectors of Ratnagiri and Sindhudurg districts through the departments of Public Health, Agriculture, Animal Husbandry, Rural Development, Social Welfare and Education and Employment at Government level, Zilla Parishads (ZPs), KVIB and DCK and later on entrusted to a popularly managed District Foundation at a suitable stage. Project Officers, supported by Sanchalikas and Balsevikas, implemented the programme at Panchakroshi level.

3.8.4 Expenditure of Rs. 134.55 lakhs was incurred under the programme upto March 1984 as given below:

Year	Government		UNICEF		
	Budget provision*	Expenditure	Assistance received	Expenditure	Total expenditure
(1)	(2)	(3)	(4)	(5)	(6)
(in lakhs of rupees)					
1980-81 ..	40.00 (40.00)*	0.57	12.45	7.40	7.97
1981-82 ..	40.00 (12.84)*	24.52	9.93	9.27	33.79
1982-83 ..	48.00 (48.00)*	29.89	16.28	16.99	46.88
1983-84 ..	47.00 (30.00)*	30.01	12.33	15.90	45.91
Total ..	175.00 (130.84)	84.99	50.99†	49.56	134.55

\*Figures in bracket indicate final modified grant after surrenders.

†This was in cash and kind.



(i) The participants' share of contribution of Rs. 19.99 lakhs envisaged under the programme was not in cash but was stated by the Collector to be given in the form of labour and materials for which detailed accounts were not available.

(ii) According to Collector, Ratnagiri (April 1984) the KVIB did not contribute its share of Rs. 44.93 lakhs on the ground that it did not have independent source of receipts for making any contribution. The Government did not take any action to ensure participation of KVIB though envisaged in the programme.

(iii) Non-utilisation of almost entire provision for 1980-81 was attributed by Collectorate to delay in appointment of staff and their training which was completed by August 1981. Short-utilisation during other years was attributed by the Collector, Ratnagiri to shortfall in achievements.

3.8.5 Records of the Collectorates, Ratnagiri and Sindhudurg districts and 6 Panchakroshis (Jakadevi, Kondagaon and Chatav in Ratnagiri district and Madura, Matond and Shirvande in Sindhudurg district) for the period from 1980-81 to 1983-84 were test-checked in audit (March-May 1984) and salient aspects noticed are given in the succeeding paragraphs. Of 43 schemes under 7 sectors included in the programme 15 schemes (projected cost: Rs. 83.86 lakhs on 14 schemes; projected cost of one scheme not known) as mentioned in the Appendix 3.5 were not implemented.

3.8.6 *Child and Mother's Welfare Schemes.*—The programme comprised construction of 16 buildings for Shishu Vihars (SV), 64 Shishu Kendras (SK) and 240 Gharkuls (GK), establishment of 302 creches and appointment of Sanchalikas, Balsevikas and Project Officers. Expenditure of Rs. 47.94 lakhs was incurred under the scheme to end of March 1984.

3.8.6.1 *Buildings for Shishu Vihars, Shishu Kendras and Gharkuls.*—The lowest unit of activity was "Gharkul" at wadi level to be supervised and serviced by "Shishu Kendra" at village level for a group of wadis and overall organisation was by "Shishu Vihar" for a group of villages (Panchakroshi).

(i) Of 320 buildings to be constructed by 1982-83 in 16 Panchakroshis, 242 were completed to end of August 1984; 78 buildings were not taken up for construction. The constructed buildings did not conform to the type plans and estimates. The actual area ranged between 594 and 2000 sq. feet (Shishu Vihars), 450 to 1000 sq. feet (Shishu Kendras) and 165 to 648 sq. feet (Gharkuls) against the prescribed area of 750, 396 and 116 sq. feet respectively. The excess expenditure incurred over the approved cost was Rs. 1.23 lakhs. The Collector, Ratnagiri stated (August 1984) that this excess was met from contributions received from ZP. He further stated that the cost norms prescribed had no relation to the Divisional Schedule of Rates and the project report was prepared in December 1978.

(ii) Though the buildings were to be constructed by the BDOs actual construction was got done by the programme authorities through Local Construction Committees and voluntary agencies. The BDOs had not submitted detailed accounts for Rs. 1.91 lakhs to the Collector (May 1984) in respect of the 12 SVs for which Rs. 2.70 lakhs were advanced to them during January 1981 to April 1981. The Collector, Ratnagiri stated (May 1984) that the BDOs were not able to construct the buildings within the available grants and buildings were, therefore, got constructed by the community through other agencies with prior approval of DLCC. Payments made by the Project Officers to other agencies for the construction were also in the nature of advances for which no detailed accounts were rendered by these agencies; advances were treated as final expenditure. Neither accounts of the assistance rendered by the local community in cash, kind or through voluntary labour (*Shramdan*) were maintained by the programme authorities nor records were maintained to show the terms of contract, dates of commencement/completion of works, quantity and value of materials issued and utilised, final cost of buildings, etc. The technical soundness and completion of the buildings were also not certified by any technical authority. Eleven buildings collapsed, 8 during 1982-83 and 3 during 1983-84; 7 buildings are reported to have been repaired/reconstructed by the community from its own resources. Delay in completion of Shishu Vihars, Shishu Kendras and Gharkuls which were to serve as delivery centres for the entire child care programme affected the effective implementation of the programme.



3.8.6.2 Balwadis under Balsevikas were conducted for the children (2½ to 6 years). Creche scheme for children in the age group of 0—6 years was not implemented.

3.8.7 *Nutrition.*—The scheme envisaged establishment of Kendra/Wadi gardens, community gardens-cum-nurseries, supplementary diet to all children upto 6 years of age and pregnant mothers.

3.8.7.1 *Gardens.*—(i) To supplement the diet and nutrition of children and pregnant and nursing mothers and to demonstrate the effectiveness of gardens in supplementing the income ZPs, were to establish community gardens at S.Vs, Kendra gardens at S.Ks and Wadi gardens at G.Ks. Each garden was to be provided with fencing, tools, seeds, fertilisers and pesticides and a gardener was to be appointed for two years. To end of 1983-84 expenditure of Rs. 5.47 lakhs was incurred in establishing 150 out of proposed 226 gardens. During 1981-82 to 1983-84, 8,339 fruit trees were planted in 13 Panchakroshis of which only 2,578 trees (31 per cent) survived. Of 12,136 forest trees planted in 13 Panchakroshis only 1,873 trees (15 per cent) survived. The number of fruit trees planted was negligible.

(ii) Nurseries were established to end of March 1984 in only 11 Panchakroshis and out of 39,064 seedlings grown as many as 31,857 were in 3 Panchakroshis while 13,730 seedlings in 5 Panchakroshis did not survive, 27,861 (71 per cent) of seedlings grown were of mulberry which had no utility. The income realised by sale of mulberry seedlings, fruits, vegetables, etc., from the gardens was only Rs. 738 during the years 1981-82 to 1983-84 which was negligible so as to make any effective contribution to supplement the diet of mothers and children.

(iii) Fifteen electric pumps valued at Rs. 0.89 lakh received in September 1982 and February 1983 and barbed wire for fencing valuing Rs. 0.46 lakh received in January 1984 from UNICEF remained unutilised (March 1984). 5 pumps installed and commissioned were not being used for want of water facility while 4 pumps had no water source available. Of the remaining 6 pumps, one had been installed but not commissioned and 5 were not installed for reasons such as non-availability of land, non-establishment of gardens, non-availability of water, etc.

(v) The low achievements were attributed in 70 per cent of gardens to non-availability of water, want of gardeners (only 10 engaged at SV level) as pay offered being low (Rs. 50 to 100 per month), unsuitability and insufficiency of land and destruction of gardens by cattle for want of permanent fencing.

3.8.7.2 *Supplementary diet for children and pregnant mothers.*—The scheme for providing 200 ml. of powder milk for 200 days in a year to pregnant mothers and children upto the age of 6 was to be implemented by BDOs and after two years by the community through co-operatives was not implemented at all till August 1981 for want of staff. Expenditure of Rs. 7.70 lakhs was incurred under the scheme to end of March 1984.

(a) Due to non-availability and high cost of milk other substitute edibles, locally made out of cereals, ground-nuts, black-gram, etc., which were not contemplated in the scheme were used.

(b) The child population in August 1981 as disclosed by a background survey conducted by the Collectorate was 15,207 against which the average attendance in Balwadis during 1982-83 was 3,199 children who only received this benefit of supplementary diet thereby indicating that 12,008 children (79 per cent) were left outside the scope of the scheme. According to the Collector, Ratnagiri (May 1984) the number of pregnant mothers covered by the scheme was negligible.

(c) Test-check of records in 6 Panchakroshis indicated the following points:

(i) The value of diet supplied ranged from 8 to 36 paise in one Panchakroshi (Shirvande) against the prescribed rate of 42 paise per child per day. The department clarified in May 1984 that the matter was being examined in detail for necessary action.

(ii) Vouchers for Rs. 12,860 did not mention details of materials purchased (Shirvande: Rs. 4,722, Matond: Rs. 1,489, Kondgaon: Rs. 4,223, Nandivase: Rs. 3,620 and Shivane Kanjurli: Rs. 806), as a result correctness thereof could not be verified in audit.



3.8.8 *Health*.—The Health programme envisaged medical facilities in the form of an upgraded sub-centre with a medical officer and an Auxilliary Nurse-cum-Midwife (ANM) at the SV level, a primary health centre with a multi-purpose health worker at the SK level where no primary health sub-centre existed and first-aid and trained *dai* service at the Wadi (GK) level. Health cards were proposed to be maintained to keep proper records of medical history of all people, 100 per cent immunisation covering BCG, Triple, Polio, Cholera and Typhoid and 100 per cent health check-up by medical officers and voluntary doctors. Expenditure of Rs. 6.12 lakhs was incurred to end of March 1984.

(i) According to the Collector, Ratnagiri (May 1984) the upgraded sub-centres at SV level and primary health centres (PHC) at SK level had not been established and the medical facilities were being sponsored through Primary Health Centre of ZP nearest to the Panchakroshi. However, 7 out of 16 Panchakroshis were not covered by PHC as they were at considerable distance.

(ii) *First-aid and trained dais service at Wadi level*.—Equipments (mid-wifery kits, scales, etc.) worth Rs. 1.05 lakhs were received during March/December 1981 and January 1983 from UNICEF. The Balsevikas, who worked as *dais* were given 2 to 7 days training during December 1983 against 6 months prescribed under the training programme for *dais*. The Collector, Ratnagiri stated (May 1984) that training programme for 2 to 7 days was designed by medical officers. First-aid boxes were supplied only in 1983-84; medicines were not supplied at all. Records of persons who availed of the first-aid facility were not maintained. The health cards maintained did not indicate the health profile of the beneficiaries in the absence of baseline survey and failure to carry out the health check-up envisaged in the programme. The cards only indicated the data regarding immunisation of children in the age group of 0 to 6 years, pregnancy cases and other details of diseases of the beneficiaries as collected by home visits by Balsevikas.

(iii) *General*.—The district health officers of the ZPs, who were to implement health schemes, did not participate in the programme, the reasons for which are awaited from the ZPs (March 1985). In the absence of qualified medical staff the infrastructure created in the form of SKs, SVs and GKs and the materials and equipments provided

could not be gainfully utilised for extending better health facilities and cover more number of persons. Detailed position of the components of health programmes not implemented are shown in Appendix 3.5.

### 3.8.9 Sanitation and Environmental Hygiene

3.8.9.1 The scheme envisaged provision of smokeless chulas, construction of Gopuri sandas, disinfection of wells, supply of piped drinking water, construction of cattle sheds and construction of gober gas plants. Against outlay of Rs. 117.75 lakhs (47 per cent of total outlay under the programme), Rs. 41.14 lakhs were spent to end of March 1984 in 16 Panchakroshis. As the KVIB and ZPs who were to implement the programme did not participate in the scheme it was implemented by the Collector.

3.8.9.2 *Smokeless Chulas*.—Against the target of 3,200 chulas (at Rs. 100 per chula for 200 households per Panchakroshi) in 16 Panchakroshis, only 244 chulas were provided to end of 1983-84 in 5 Panchakroshis with the help of local potters; of these, 70 chulas were broken and not in use. The Collector, Ratnagiri stated that low achievement was due to non-availability of potters. No expenditure had been booked against the scheme and the information is awaited (March 1985). KVIB which was to render technical assistance and share 35 per cent of the expenditure did not participate in the scheme.

3.8.9.3 *Gopuri sandas (latrines)*.—One hundred and twenty community latrines per Panchakroshi at Rs. 500 per latrine were to be constructed in groups which could also be helpful in providing night soil for the bio-gas plants.

The Collector, Ratnagiri on the suggestion of KVIB modified the scheme (January 1984) as an individual benefit scheme in the form of "Sopa latrines" at an estimated cost of Rs. 1,100 each on the grounds that the history/past experience of community latrines in cities and villages were bad and they spoiled natural cleanliness. Out of the cost of Rs. 1,100 for each latrine, Rs. 650 (cash : Rs. 424, materials worth Rs. 226 in the form of cement, pan, pipe, cowl and tiles) were given as subsidy to individual beneficiary. The Collector stated (August 1984) that cash subsidy of Rs. 424 to the beneficiary was meant to cover cost on



account of laterites, sand, *chira*, etc., and labour charges which would not be provided by the Department.

(i) The original target of 1,920 community latrines in 16 Panchakroshis was revised to 1,200 Sopa latrines by the Collector. Of these 722 were completed upto March 1984 and 109 were stated to be under construction. Rupees 5.33 lakhs were spent upto end of March 1984.

The concept of Gopuri latrines being a part of the overall plan to provide bio-gas for community kitchen, deviation from the approved plan was not in consonance with the conceptual foundation of the programme. The deviation resulting in benefit to individuals instead of the community was brought by the Collector, Ratnagiri to the notice of Government only in January 1984 approval to which is awaited (December 1984).

(ii) Norms and standards of eligibility of beneficiary were not prescribed and all applications received were entertained. Considering the estimated financial burden of Rs. 450 on the participants, the benefit of the scheme did not accrue to the weaker sections of the society for whom the programme was formulated.

3.8.9.4 *Piped water (drinking water) scheme.*—The scheme of piped water supply schemes (PWSS), borewells and dugwells was to be implemented through Executive Engineer (Public Health). Expenditure of Rs. 27.64 lakhs was incurred upto end of March 1984 on the scheme (PWSS : Rs. 17.20 lakhs, borewells : Rs. 9.83 lakhs and dugwells : Rs. 0.61 lakh).

The Collector, Ratnagiri stated (May 1984) that the PWSS were taken up on the basis of requirements intimated from time to time by the project officers and that no plan was drawn up or approved for implementation.

(i) The UNICEF recommended (August 1981) that the programme budget should be reserved for villages which did not qualify as 'difficult villages', which were covered by Government's Rural Water Supply Scheme (RWSS) and to ensure that water supply to difficult villages was included in the Government's official list of RWSS. In spite of this, a deposit of Rs. 4 lakhs was paid in March 1982 to the Environmental Engineering Division, Kankavali to take up among others the Pomburle water supply scheme which covered villages classified as difficult. Efforts



to get the amount refunded and to include the scheme under Government's Rural Water Supply Scheme did not succeed ; Pomburle scheme was completed by May 1983 at a cost of Rs. 2.71 lakhs.

(ii) Similarly, Rs. 4.35 lakhs were paid in March 1983 to the Environmental Engineering Division, Ratnagiri as popular contribution for Ambadave, Ambavali and Nandivase water supply schemes though these schemes covered difficult villages and were already approved for execution under RWSS ; the schemes had not been completed. The Collector, Ratnagiri stated (May 1984) that as the execution of these schemes was held up for payment of popular contribution, it was decided to make the payment out of IADP funds to get the schemes completed which was not consistent with the objectives of the programme. It also indicated failure to motivate the people to participate in the community programme, which was an essential feature of IADP.

3.8.9.5 *Gobar gas plants.*—This scheme was a part of the plan to provide a community kitchen-cum-bakery, development of fodder lands, cattle sheds, gopuri sandas (latrines), etc., for the community as a whole. According to the approved scheme 14 community gobar gas plants (1 at SV level at Rs. 75,000, 3 at SK level at Rs. 50,000 each and 10 at GK level at Rs. 13,000) were to be constructed by the BDOs with technical assistance of KVIB in each Panchakroshi. On the grounds that community plants were not feasible due to scattered nature of houses in the villages and individualistic nature of the people, individual benefit plants were constructed (cost : Rs. 6,000 per plant, Government subsidy : Rs. 2,000; KVIB/ZP assistance : Rs. 1,500 to Rs. 2,000; share of beneficiary: Rs. 2,000) without prior approval of Government. According to the Collector, Ratnagiri against the target of 240 plants only 63 plants were completed upto September 1983 and 41 plants were under construction. To elicit better response the State Level Empowered Committee decided (January 1984) to increase Government subsidy to minimum of Rs. 2,500 and maximum of Rs. 3,900 per plant, depending on the size of the plant and the target was increased to 800 plants. According to information received from 16 Panchakroshis, 77 plants had been completed to end of 1983-84 and 93 were under construction for which expenditure of Rs. 2.66 lakhs was incurred upto March 1984. According to the Programme Co-ordinator (December 1983) technical guidance and field checks expected from KVIB were not forthcoming. Approval of Government had not



been obtained for the change of concept from community scheme to individual benefit scheme and also for increase in the quantum of subsidy. Considering the cost of individual benefit plants (Rs. 6,000) and the cost to be borne by the beneficiaries (Rs. 2,000) the individual benefit scheme only helped the affluent and middle class sections of society whereas the community scheme would have benefited the community as a whole. This was confirmed by the Collector (May 1984).

3.8.10.1 *Education.*—The programme comprised Women's Functional Education, portable audio-visual system and Panchakroshi library to be implemented by voluntary agencies, Technical Education Department, ZP and Government.

3.8.10.2 *Women's functional education.*—Out of total expenditure of Rs. 0.63 lakh incurred upto 31st March 1984, Rs. 0.47 lakh were mainly on supply of sewing and knitting machines. About 9,600 women were to be given training in basic concepts of nutrition, health, family welfare and household viability. According to the Collector, Ratnagiri (May 1984) no programme or curriculum was prescribed. The training imparted to 1078 women to end of March 1984 by Sanchalikas, Balsevikas and Mahila Mandals was generally confined to tailoring. Besides, training for one to four days was given in some Panchakroshis in handicrafts, cooking, health and family planning. Though the training was to be imparted mainly by voluntary agencies through professional trainers, in 6 Panchakroshis test-checked in Audit, no training had been imparted by them. The Collector, Ratnagiri stated (April 1984) that participation by voluntary agencies was very poor as these were situated outside the Panchakroshis and also there was no response from the intending trainees inspite of wide publicity.

3.8.10.3 *Portable audio-visual system.*—This scheme envisaged exhibition of movies and educational strips regarding health, hygiene, etc. Equipments supplied during 1981-83 by UNICEF (cost : Rs. 0.72 lakh) were lying idle as slides, films, etc., were not asked for supply by the Department from the Film Archives of Government.

The Education Department of Zilla Parishad and the technical education department of Government did not participate in the programme inspite of several requests from the Collector, Ratnagiri.



3.8.11.1 *Employment and Economic Development.*—The scheme comprised distribution of pregnant indigenous heifers, sheep and goats, establishment of community fodder lands, workshop for handicrafts, community canning and preservation centres, fish meat plants, shrimp culture farms and artificial insemination facilities. These schemes were to be implemented through DCK, KVIB and ZP.

3.8.11.2 Distribution of pregnant indigenous heifers was to be made by DCK at Rs. 487.50 per cow (Rs. 375 to be borne by UNICEF and Rs. 112.50 to be contributed by the beneficiary) and for this purpose advance of Rs. 2.40 lakhs received from UNICEF was paid in 1981-82 to DCK. The scheme was neither implemented nor advance refunded so far (January 1985) (reasons not stated). The Collector, Ratnagiri had directed (March 1984) the Programme Co-ordinator to recover the amount from DCK.

The cost of 54 "Cryocan" containers with canisters (Rs. 2.66 lakhs) received in September 1982 from UNICEF for Artificial Insemination Scheme and given to DCK was, incorrectly debited to this scheme.

3.8.11.3 Establishment of community fodder lands by ZP., canning and preservation centres by DCK, KVIB, fish meat plants and shrimp culture farms by District Fisheries office were not done; the Collector stated (April 1984) that the schemes were not feasible due to local conditions. Thus, the schemes were included in the programme without assessing their feasibility.

3.8.11.4 *Distribution of sheep and goats.*—The target for distribution of 800 sheep and 80 goats was scaled down to 480 she goats reportedly due to their non-availability. The entire cost of the scheme was to be borne by UNICEF and the scheme was to be implemented by DCK. 215 she goats were distributed upto December 1983 at a cost of Rs. 1.51 lakhs in 8 Panchakroshis to 107 families and the scheme was discontinued thereafter. The Collector, Ratnagiri stated (April 1984) that other Panchakroshis could not be covered due to non-availability of "local sheep and goats". In order that the scheme is sustained by the Community, each beneficiary was to give the first new born sheep to the scheme; no supply had been received as only 16 male lambs were reported to have been born till December 1983.



3.8.11.5 *Workshops for handicrafts.*—A workshop of 1000 sq. feet area was to be constructed at each Panchakroshi. The activities were to include basket making, lacquer work, toy making, embroidery, knitting, etc., and after two years the scheme was to be continued by the local Balutedar societies. At the end of 1983-84 only 3 workshops had been constructed at a cost of Rs. 0.88 lakh; in remaining 13 Panchakroshis due to poor response the scheme was not taken up. Two workshops had not been equipped to commence activities (March 1984). The remaining workshop for training in wicker work was rented out for a year with effect from 26th March 1983 realising Rs. 3,468. To end of March 1984, 25 trainees were given training in wicker work on payment of stipend at the rate of Rs. 50 per month per trainee for a period of one year though there was no provision for such payment in the programme.

3.8.11.6 *Artificial Insemination.*—Six thousand and four hundred cows were to be inseminated (at the rate of Rs. 150 per cow) against which 1,187 cows were covered upto end of 1983-84 and 672 calves were born. The expenditure incurred upto March 1984 was Rs. 1.01 lakhs. As the scheme was implemented by the Collector through DCK he had no information regarding implementation of the scheme and did not monitor its working. The Collector, Ratnagiri stated in April 1984 that DCK was being addressed to in the matter.

3.8.11.7 Two new schemes, viz., distribution of chicks at subsidised rates to villagers for improving their economic status and to provide nutrition and purchase of herbs from villagers for sale to Ayurvedic medicine factories, which were not included in the programme by Government were taken up and expenditure of Rs. 0.09 lakh and Rs. 0.87 lakh respectively was incurred in 1982-83. The prices fixed in December 1982 for purchase of herbs from villagers without any market analysis were found by the department in February 1983 to be on an average higher by 86 per cent over the prevailing market prices. The prices were revised downwards in April 1983 but in the meantime the scheme itself was discontinued. Material on which expenditure of Rs. 0.87 lakh was incurred was lying unsold (May 1984) with a private individual to whom it was handed over in May 1983 for disposal, as the reputed firms were not prepared to purchase bulk quantity.



3.8.12 *Training and Institutional development.*—(i) The scheme comprised training of *dais* and ANMs, peripatetic skill development programmes, village level skill development programme, orientation of extension workers and contact officers, strengthening of voluntary agencies and strengthening of social input capacity. Only the last 2 schemes were implemented on which expenditure of Rs. 14.33 lakhs was incurred to the end of March 1984. The expenditure was incurred mainly on providing jeep, vehicles, petrol and staff. Though the entire expenditure was to be met by UNICEF, expenditure of Rs. 4.22 lakhs was met by Government.

(ii) The scheme for training in village level skill development was implemented (only wicker work) in one Panchakroshi only till March 1984. The Collector stated (May 1984) that the training schemes in various trades were introduced from 1984-85.

(iii) The scheme for orientation and refresher training of 25 extension workers and contact officers in each Panchakroshi to help them identify problems and to find solutions was not implemented on the ground that necessary information or propaganda was given in other meetings of Gram Panchayats, Panchayat Samitis, etc.

3.8.13 *Accounts.*—The IADP is financed by Government, UNICEF, KVIB and participants. The accounting procedure which was to be finalised in consultation with the Director of Accounts and Treasuries and Finance Department had not been finalised (December 1984). The reasons for delay are not available. The following points were noticed:

(i) The assistance amounting to Rs. 50.99 lakhs received (in cash and kind) from UNICEF during 1980-81 to 1983-84 and the expenditure of Rs. 49.56 lakhs (cash: Rs. 27.82 lakhs; kind: Rs. 21.74 lakhs) therefrom were kept outside the Government Accounts by opening savings account with State Bank of India though according to Government of India instructions (April 1978) aid received from International agencies in cash and kind were required to be routed through Government of India and brought to Government Accounts. The cash balance in the savings bank account on 31st March 1984 was Rs. 4 lakhs.

(ii) The cash books maintained in IADP Ratnagiri attested by the Programme Co-ordinator, who is not a Government official, were not submitted to the Collector. In 6 Panchakroshis test-checked, cash



books for the periods from 18th June 1981 to 1st February 1982 and from 30th January 1982 onwards were not maintained in Madura and Matond project offices, and at Kondgaon only ledger indicating expenditure incurred on various items was maintained. The Collector, Ratnagiri clarified that the accounting procedure and guidelines for maintenance of these registers were not finalised and hence the field staff upto Programme Co-ordinator were not aware of this requirement.

(iii) Though expenditure on construction works aggregated Rs. 46.89 lakhs, in the absence of accounting procedure, the accounts and records showing terms of contracts, material accounts, measurements, advances paid/recovered, etc., were not maintained at least in accordance with the P. W. Rules on the ground that the work was voluminous and could not be handled with the limited staff.

(iv) Stock accounts in respect of materials received from UNICEF or purchased directly were not maintained by the Programme Co-ordinator showing receipts, issues, balance, value, acknowledgement of receipt, utilisation, etc. Physical verification of stock had not been carried out. Cement costing Rs. 3.88 lakhs utilised on the schemes included in Sanitation and Environmental Hygiene had not been allocated to the relevant works.

(v) Except cash book, no other accounts registers were maintained by the Programme Co-ordinator.

(vi) Amounts drawn on abstract contingent bills by the Collector without proper assessment of expenditure were credited to the savings bank account in the name of Collector with the State Bank, from which moneys were withdrawn and credited to the current account in the name of the Programme Co-ordinator. The actual expenditure was, however, incurred on items other than those mentioned in the abstract contingent bills by the Collector. Monthly accounts for remittances received by the field officers were not rendered by them in time resulting in non-submission of detailed contingent bills for Rs. 29.41 lakhs drawn in October 1983 and December 1983 (May 1984) and where such accounts were rendered these were not checked by the Collector.

For withdrawals from the savings bank account of the Collector the Programme Co-ordinator submitted statements indicating items of expenditure. Test-check of two months statements disclosed that funds amounting to Rs. 3.55 lakhs were drawn from savings bank account of the Collector for items which had already been paid. As against Rs. 1 lakh drawn in October 1983 for payment of advances to Project Officer advance paid was only Rs. 50,000. Rupees 0.78 lakh temporarily withdrawn from savings bank account of the Collector for payment of salary to IADP staff were not recouped subsequently on receipt of the amount from the treasury; the procedure followed was irregular. The balance in the current account of the Programme Co-ordinator on 31st March 1984 was Rs. 4.71 lakhs.

3.8.14 *Monitoring and Evaluation.*—(i) Except payment of subsidy for gobar gas plants admissible under the normal programme, the KVIB did not render assistance or participate in the programme. The DCK neither prepared the job charts for IADP staff nor implemented 8 schemes except 1 entrusted to it. The other departments of Government (see paragraph 3.8.3) also did not participate in the programme though representatives of all these departments attended meetings of State Level Empowered Committee and District Level Committee (see following paragraph) as Special invitees. The Collector, Ratnagiri who stated (August 1984) that participation of the implementing agencies was not forthcoming despite asked for several times in writing as well as in the meetings of the committees, never reported the matter to the Government.

(ii) A State Level Empowered Committee which was to meet once in a month to decide policy matters, selection of schemes, etc., met only on 4 occasions during 1980-81 to 1983-84. A District Level Co-ordination Committee which was to meet once in a fortnight to co-ordinate and oversee the implementation of the scheme met only on 8 occasions during the same period. The Block level committees which were to monitor the implementation at Block level were not constituted at all. Though in July 1980 it was decided to constitute an evaluation cell for monitoring and periodic appraisal the cell was not constituted and no evaluation was done.

3.8.15 *Summing up.*—Though the scheme was to be implemented over a period of 2 to 3 years from November 1980 it has not been fully



implemented. Of 320 buildings to be constructed for SVs, SKs and GKs, 242 were completed and 78 were not taken up. Over 79 per cent of the eligible children (including infants below 2½ years) were left outside the scope of the supplementary diet programme. Achievements under establishment of gardens to help supplementary nutrition were negligible. Health centres were not established and most centres were not covered by the Primary Health Centres of ZPs. Health cards were not prepared and health check-up was not carried out. Schemes for community latrines and community bio-gas plants were changed into individual benefit schemes which did not help weaker sections. Rs. 8.35 lakhs were spent on piped water supply schemes which were not to be taken up under the programme. Audio Visual systems and equipments were not utilised in the absence of film slides, etc. Of 43 schemes, 15 schemes were not implemented. Scheme for distribution of goats and sheep was discontinued on ground of non-availability of local sheep and goats. Training in village level skill development was imparted only in one Panchakroshi. The accounting procedure for moneys received from Government and other agencies and expenditure therefrom had not been finalised even after 4 years. Monitoring and evaluation cell had not been set up.

The matter was referred to Government in August 1984; reply is awaited (March 1985).

#### REVENUE AND FORESTS DEPARTMENT

### 3.9 Rural house sites-cum-house construction programme

3.9.1.1 *Introduction.*—The Government of India formulated (October 1971) a scheme for the provision of house sites to landless rural workers. The scheme contemplated allotment of 100 square yards of land to each beneficiary free of cost to build a house with his resources. The entire cost of acquiring and developing land was met by the Government of India and administrative expenses were met by the State Government. Central assistance for the scheme was stopped from April 1974. The scheme was implemented in the State from 1972-73.

3.9.1.2 *Scope of the Scheme.*—To be eligible for grant of huts the family should not own any land, should be dependent for its livelihood on the unskilled labour of its members and should be resident of a village/rural area for the major part of a year.

In allotment of house sites and huts, priority was to be given to persons belonging to scheduled castes, scheduled tribes and backward class communities. Next priority was to be given to landless project affected persons.

The scheme envisaged allotment of 100 square yards of land and a hut of 100 square feet free of cost to the eligible landless and houseless rural workers. The cost of hut which was initially restricted to Rs. 150 was raised from time to time and stood at Rs. 2,700 in March 1984 and was met from different sources *viz.*, Plan provision, employment guarantee scheme component and loan from Housing and Urban Development Corporation (HUDCO).

3.9.1.3 *Organisation set up.*—The construction of huts was carried out by the Revenue Machinery but from 1983-84 it was done under the supervision of the Maharashtra Housing and Area Development Authority (MHADA) who had to ensure that huts were constructed in accordance with the plans and specifications approved by the HUDCO who had provided loan through MHADA. The Collectors of the districts were directly responsible for the implementation of the programme to be executed through Revenue Officials.

### 3.9.2 Overall performance and execution

3.9.2.1 *Financial and Physical Progress.*—The financial and physical progress during 1975-76 to 1983-84 were as follows:

Year	Financial		Physical	
	Budget provision (in lakhs of rupees)	Expenditure	Target	Performance (including reconstruction) (number of huts)
1975-76 to 1978-79 ..	824.97	757.46	2,81,121	2,97,883
1979-80 ..	805.00	807.48	61,333	61,306
1980-81 ..	959.00	959.41	53,800	55,875
1981-82 ..	1,245.00	1,245.58	56,850	41,866
1982-83 ..	1,164.60	979.50	53,411	54,424
1983-84 ..	466.45	345.93*	19,737	20,302
*(Approximately)				
Total ..	5,465.02	5,095.36	5,26,252	5,31,656



The targets and achievements include reconstructed huts, the yearwise details of which were not available with Government. The information regarding number of huts allotted and actually occupied was also not available with the Department.

3.9.2.2 *Execution.*—(i) *Diversion of funds.*—Out of the amount of Rs. 1,64.60 lakhs allocated for this programme in 1982-83, Rs. 185.10 lakhs were diverted towards other programme, viz., construction of buildings for the newly created Tahsils and Districts.

(ii) *Delay in finalisation of type design.*—Though the scheme was launched in March 1975, the type design was not prescribed till February 1983.

In the meantime the huts were constructed as per specifications prescribed by Government.

(iii) *Unauthorised occupation and vacant huts.*—For the first time in August 1983, Government called for the information from the Collectors about the huts in possession of unauthorised persons and vacant huts. Only three Collectors i.e. Gadchiroli, Jalna and Kolhapur furnished the information during December 1983 to March 1984 intimating that 537 huts were occupied by unauthorised persons and 1,470 huts were vacant. Government stated in November 1984 that information from 8 more Collectors was received and the Collectors would be directed to allot the vacant huts to the eligible persons and ensure that no unauthorised persons remain in occupation of the huts.

(iv) *Construction of huts by co-operative sugar factories.*—Mention was made in paragraph 3.7.9 of the Audit Report for the year 1975-76 (Civil) about construction of huts by co-operative sugar factories in their operational areas, out of the funds collected as cess on the cane brought to the sugar factories. Information furnished (April 1984 to June 1984) by 13 co-operative sugar factories to Audit revealed that these factories continued to recover the cess from the cane producers even after 1977-78 in contravention of the instructions issued by Government and retained (June 1984) an amount of Rs. 49.33 lakhs collected by them reportedly due to financial difficulties, targets awaited from Government and the programme of construction being in progress. Irregular collection and retention of funds amounting to Rs. 49.33 lakhs did not serve the intended purpose of the scheme.



3.9.3 *Evaluation.*—The Bureau of Economics and Statistics of the State Government conducted (1979) a survey in 48 villages of eight selected districts. The irregularities brought out in the report (October 1980) of the Bureau were as under :

(i) In two villages, though as per village official records 90 huts were constructed, the local enquiry with the villages revealed that no such huts were constructed. In three other villages, not a single hut was in existence and village officials reported that they were either washed away or collapsed. Thus, in 5 villages the fact of construction of huts remained doubtful.

(ii) In 48 selected villages, 1,521 huts were constructed till May 1979. Of this, 1,195 huts *i.e.* 79 per cent were in existence and 326 huts *i.e.* 21 per cent were not in existence on the day of visit of the Field Investigator. According to Government (November 1984) some of the Collectors reported that the huts which were not in existence have been damaged due to heavy rains. Government had not, however, clarified whether the 326 huts which were not in existence during the visit of the Field Investigator were the same as reported by the Collectors.

(iii) As per Government instructions, the Talathi and village Sarpanch were required to prepare the list of eligible households and update the same so as to accommodate the new comers in the villages. The survey of 24 villages revealed that in 10 villages no fixed procedure was followed for preparing the list of eligible households, in 15 villages the list was not exhaustive and in 14 villages it was not updated. Government stated (November 1984) that in some of the districts the envisaged procedure was not followed in letter and spirit and the concerned revenue officials would be directed to follow the procedure scrupulously.

(iv) As regards sites where huts were constructed, in about 20 per cent villages the condition of link roads was not satisfactory.

3.9.4 A test-check of records in nine Collectorates *i.e.* Dhule, Nanded, Nagpur, Parbhani, Satara, Pune, Amravati, Akola and Osmanabad conducted between October 1983 and May 1984 revealed the following:



(i) *Collapsed and substantially damaged huts.*—Total number of huts constructed and collapsed/damaged upto 1983-84 in nine districts were as under :

District	No. of huts constructed	No. of huts collapsed	Percentage of huts collapsed
Akola .. ..	30,147	1,296	4.29
Amravati .. ..	23,459	1,063	4.53
Dhule .. ..	25,801	1,345	5.21
Nagpur .. ..	13,041	1,268	9.72
Nanded .. ..	21,162	1,960	9.26
Parbhani .. ..	23,659	2,425	10.25
Pune .. ..	9,212	1,287	13.97
Satara .. ..	14,463	1,157	8.00
Osmanabad .. ..	25,262	2,597	10.28
Total .. ..	1,86,206	14,398	7.73

While increasing the cost of construction from Rs. 350 to Rs. 750 per hut in November 1977, Government expected the minimum life of hut at 8 to 10 years. According to the information furnished (July 1980) by the Collectors of Amravati, Nagpur and Satara to Government, 1,404 huts constructed at the rate of Rs. 750 per hut and 448 huts constructed at the rate of Rs. 1,500 per hut during November 1977 to June 1980 collapsed or substantially damaged necessitating reconstruction within 2 to 3 years of their construction. Thus, the expenditure of Rs. 17.25 lakhs did not prove to be fruitful. According to Government (November 1984) huts were damaged and collapsed due to lack of care and non-maintenance of huts by the allottees.

(ii) *Sub-standard work.*—In Dhule district, construction of 335 huts entrusted to a contractor in 1980-81 was completed by 1981-82. Of this, 108 huts were reported by the Tahsildar, Nandurbar in December 1982 to have been damaged (51 collapsed and 57 partly damaged). The cost of reconstruction of these 108 huts was estimated at Rs. 0.65 lakh, for which contractor's payment of Rs. 1.01 lakh was withheld



by the Collector. The contractor filed a suit in January 1984; decision was awaited (June 1984). Government stated (November 1984) that the question of repairing the sub-standard huts either through the contractor concerned or the department would be decided on finalisation of the court case.

In Kandhar taluka of Nanded district, 14 huts constructed during 1982-83 in Daithan village and distributed to the beneficiaries in May 1983 collapsed in August 1983 and October 1983 reportedly due to heavy rains, rendering expenditure of Rs. 0.28 lakh unfruitful. The matter was under investigation (April 1984).

(iii) *Deficiencies in verification.*—In Dhule district verification conducted by the Collector during 1980-81 and 1981-82 was about 2 per cent, which indicates that Government instructions of August 1980 for 10 per cent verification were not implemented. In Nanded, Nagpur and Parbhani districts the results of verification by the Revenue Officers were not available. The Collector, Parbhani stated (April 1984) that the Sub-Divisional Officers and Collectors inspected the huts and the instructions about the quality of huts were given on the spot and no reports were received from Tahsildars/Naib-Tahsildars.

(iv) *Outstanding advances.*—In Gangakhed taluka of Parbhani district, advances amounting to Rs. 0.34 lakh paid during 1981-82 to the Talathis and Revenue Inspectors for construction of huts were not adjusted till April 1984. The Government stated (November 1984) that the concerned Talathis have not used this amount and the Collector is taking action to recover this amount. The Collector was also directed to take disciplinary action.

(v) *Delay in completion.*—In Parbhani district, 38 huts targeted in 1981-82 in Gangakhed taluka were not completed till November 1984 even though the expenditure of Rs. 0.76 lakh was included in the expenditure statement sent to Government. The Government stated (November 1984) that the Collector had directed the Tahsildar to complete these huts immediately and action for delay in completion would be taken. In Nanded district, out of 3,349 huts to be constructed during 1980-81, only 3,254 were completed and 95 huts were not completed till April 1984.



(vi) *Extra liability.*—32 huts constructed at a cost of Rs. 0.64 lakh in village Pimperkhed in Hatgaon taluka of Nanded district in 1981-82 were coming under the land width of Kilometre 14 to 15 of the canal of Upper Penganga Project, even though joint measurements were taken before commencement of the work. As a result, 32 new huts were required to be constructed at a cost of Rs. 0.64 lakh, resulting in extra liability for Government.

(vii) *Non-utilisation of loan received from HUDCO.*—The target of construction of 480 huts in Nanded district during 1983-84 was fixed by Government. The Collector, however, prepared the scheme for reconstruction of 86 huts in Hatgaon taluka and sent it to the Chief Engineer, MHADA. The first instalment of loan of Rs. 0.29 lakh towards loan component of HUDCO for reconstruction of 86 huts was received (March 1984) by the Collector and credited to the Chief Minister's Relief Fund instead of Government account. This was irregular. Government stated (November 1984) that the amount would be withdrawn from Chief Minister's Relief Fund and credited to Government account. Thus, neither loan was utilised for reconstruction of huts nor the programme of construction of 480 new huts was undertaken.

(viii) *Non-completion of records.*—In Dhule, Nanded, Parbhani, Pune and Satara districts though instructions were issued to the Tahsildars to complete the records of rights, completion reports were not received (April 1984/May 1984) from the Tahsildars for the period from 1979-80 to 1983-84.

(ix) *Unoccupied huts.*—In Ahmadnagar, Dhule, Parbhani and Satara districts it was revealed from information received that 6,677 huts were not occupied from 1975-76 to 1982-83 due to non-allotment (120), damage to huts (6,501) or beneficiaries leaving the villages (56).

(x) *Providing of civic amenities.*—Government instructed (July 1975) that where majority of huts were constructed and allotted to Scheduled Castes/Scheduled Tribes eligible persons for whom 15 per cent of the total land revenue cess was earmarked in the budget of the Zilla Parishads for providing amenities by way of wells, street lights, roads, schools, dispensaries, etc., such amenities should be provided by the Zilla Parishads. For that purpose the names of the villages where majority of the huts were allotted to Scheduled Caste/Scheduled Tribe persons, were to



be intimated to Zilla Parishads. In Nagpur, Parbhani and Satara districts the names of the villages where majority of huts were allotted to Scheduled Castes/Scheduled Tribes were not intimated by the Collectors to the Zilla Parishads for providing civic amenities and the information regarding civic amenities provided in such villages was not available with the Collectorates.

(xi) *Allotment of huts to families not included in the census list.*—In Akola district 802 huts were allotted to families whose names were not included in the census list.

3.9.5 *Summing up.*—As against Rs. 54.65 crores provided in the budget during 1975-76 to 1983-84, on a composite scheme of providing house sites and constructed huts thereon for the rural landless and houseless families expenditure incurred was Rs. 50.95 crores and Rs. 1.85 crores were diverted for other programmes. Though the scheme was implemented since March 1975, type design was prescribed only in February 1983. Despite Government's efforts to collect the information of unauthorised occupation and vacant huts, only 3 Collectors intimated that 537 huts were occupied by unauthorised persons and 1,470 were vacant by March 1984.

Contrary to Government orders, 13 sugar factories continued deduction of cess from the cane growers after 1977-78 and retained Rs. 49.33 lakhs on the grounds of financial difficulties, etc.

Evaluation study undertaken by the Bureau of Economics and Statistics covering 48 villages disclosed that in two villages 90 huts were shown as constructed but enquiries with the villagers revealed that they were not constructed. In 48 villages 326 huts were not in existence.

A test-check in nine districts revealed that 1,974 huts either collapsed or were substantially damaged within 2 to 3 years rendering expenditure of Rs. 18.18 lakhs unfruitful. 6,677 huts remained unoccupied in four districts due to non-allotment, damage to huts, etc., and in one district 802 huts were allotted to families whose names were not included in the census list. Besides the above, instances of extra liability of Rs. 0.64 lakh due to construction of huts on the land coming under the canal of a project and irregular depositing of loan of Rs. 0.29 lakh received from HUDCO in Chief Minister's Relief Fund were also noticed.



## HOME DEPARTMENT

**3.10 Irregular payment on purchase of rain coats**

(i) The Commissioner of Police, Greater Bombay placed an order in September 1982 for the supply of 1,100 white rain coats at Rs. 90 each exclusive of sales tax with a Bombay based rate contract firm. The inspection wing of the Directorate of Industries inspected 50 random samples in November 1982 and certified them as conforming to specification subject to the remark that final inspection should be done by the consignee before making payment. Full payment of Rs. 1.03 lakhs for the supply completed in April 1983 was made after final inspection. In regard to 449 rain coats issued to traffic policemen, the Deputy Commissioner of Police complained in June 1983 that due to very poor quality of the rain coats the uniforms of the policemen got drenched during heavy showers. The firm collected in July 1983 the balance 651 rain coats (cost : Rs. 0.61 lakh) for replacement which had not been done. The Department stated in November 1984 that it has decided not to accept the replacement, since a criminal case has been lodged against the firm in respect of supply of black rain coats. Action taken in respect of the 449 rain coats which were found to be sub-standard is awaited from the Department (March 1985).

(ii) An order for the supply of 10,000 black rain coats at Rs. 72 each *plus* sales tax was placed in March 1983 with the same rate contract firm on condition that the bills for supply should be submitted through the consignee, *i.e.*, Assistant Commissioner of Police, LA I Division, Naigaum H. Q. (Stores). According to the contract, 90 per cent payment was to be made within 2 weeks of receipt of material and the balance 10 per cent within 30 days of receipt of material on a certificate from the consignee that the material conforms to the specification prescribed. The firm submitted a bill direct to the Police Commissioner, instead of through the consignee in May 1983 for Rs. 3.37 lakhs being 90 per cent cost (inclusive of sales tax) of 5000 black rain coats stated to have been despatched by rail for which the railway receipt had been sent by registered post.

The amount was paid on 24th May 1983 by the Commissioner of Police, Bombay with a certificate purported to have been signed by the Administrative Officer, Police Commissioner's Office, Bombay to the effect that



the quantity was received in good condition and taken to stores account. Subsequent investigations by the Police during June 1983 to March 1984 revealed that the railway receipt number quoted by the firm in its bill was bogus and that no goods had been despatched by rail. The Commissionerate stated in November 1984 that the certificate for receipt of goods recorded in the bill was false and a criminal case had been registered in March 1984 against the firm and the Accountant of the Commissionerate.

The firm in the meantime supplied between 8th May and 5th July 1983, in all 2930 black rain coats, of which 2778 were accepted, rejecting 152, after inspection by the consignee.

Thus, a sum of Rs. 2.11 lakhs being 90 per cent payment towards 2222 black rain coats not supplied and cost of 651 white rain coats collected by the firm for replacement, is pending recovery.

The matter was referred to Government in September 1984; reply is awaited (March 1985).

### 3.11 Unfruitful expenditure

Pursuant to the recommendations of the Public Accounts Committee in paragraph 4 of its Twentieth Report (1977-78), Government appointed in December 1977 a Committee under the then Special Inspector General of Police to undertake an overall review of the working of the police water-crafts acquired as far back in 1950 and 1959 for the enforcement of prohibition and excise laws. The Committee reviewed the condition of the water-crafts and recommended in January 1979 that all the existing 13 launches and 3 dinghies (in Bombay) deserved to be condemned but had added that 5 launches out of them could be put to restricted use with discretion. Government accordingly directed (January 1979) the Inspector General of Police to take steps to condemn 8 launches and 3 dinghies and also to dispose them of by auction. Accordingly 2 launches and 3 dinghies were sold in March 1981 for Rs. 0.48 lakh (upset price : Rs. 0.46 lakh) and 2 launches in May 1981 for Rs. 0.51 lakh (upset price : Rs. 0.44 lakh).

According to the Commissionerate of Police auctions were held in March 1981 and in June 1981 but 3 launches could not be disposed of either due to bid amount for Rs. 0.40 lakh was much below the upset price of Rs. 0.80 lakh or no bid was received at all. The upset price approved in September 1980 was reduced to Rs. 0.40 lakh in April 1981



and further reduction recommended in March 1983 was awaiting (October 1984) Government approval. The remaining one launch (out of 8) which was also referred to in paragraph 3.14 of the Audit Report for 1980-81 was also lying undisposed (December 1984) due to low amount of the bid. Thus, the launches which were not in use from November 1974 (1), January 1975 (1), and May 1980 (2) and condemned from September 1980 are still remaining undisposed.

According to the Commissionerate of Police (September 1984), the expenditure incurred on the staff engaged for the upkeep of 3 launches was Rs. 2.97 lakhs upto 31st August 1984 from the date of condemnation in addition to Rs. 0.26 lakh on cost of repairs. Expenditure incurred on the 4th launch from date of condemnation (November 1974) to July 1981 was Rs. 1.53 lakhs mainly on pay and allowances of staff. Thus, in the course of events and attempts during the 5 years to realise Rs. 1.80 lakhs for the 8 launches and 3 dinghies, the department had been able to realise only Rs. 0.99 lakh upto November 1984 and had spent already Rs. 4.76 lakhs on pay and allowances to staff and upkeep of 4 launches still to be disposed of finally.

The matter was referred to Government in September 1984 ; reply is awaited (March 1985).

#### AGRICULTURE AND CO-OPERATION AND REVENUE AND FORESTS DEPARTMENTS

### 3.12 Infructuous expenditure on nala bunding

To prevent water run-off, to check soil erosion and to obtain increased rate of ground water recharging, nala bunding schemes are undertaken by Government. The schemes envisage construction of suitable pluggings along the course of nalas for impounding of water. According to the guidelines prescribed in November 1969 by the Government for nala bunding works, the nala should have a catchment area between 80 and 500 hectares and its width should not exceed 50 feet (15.24 metres).

In March 1979, bunding work was undertaken by the Sub-Divisional Soil Conservation Officer, Umarkhed at Rahuri (Block Nos. 37 to 41) in Ahmadnagar district in a nala about 25 to 30 metres wide with a catchment area of 3500 hectares. The work was taken up without detailed survey and without technical sanction of the Divisional Soil Conservation Officer. This was completed in August 1979 at a cost of

Rs. 0.79 lakh. Due to deviation from the parameters prescribed by Government for undertaking nala bunding works, the bunds were breached and washed away in September 1979 causing also erosion of adjacent cultivable land and damage to standing crops to the extent of about Rs. 0.20 lakh.

The Divisional Soil Conservation Officer (SC) Ahmadnagar submitted a report in April 1980 to Deputy Director of Agriculture (LD), Pune after carrying out inspection of the site.

The Additional Director of Agriculture (Engineering) visited the site on 24th November 1982 consequent on public clamour for repair of the works and observed that the nala bunding should not have been taken up as the nala was big and catchment area of 3500 hectares was also underestimated.

Government stated (October 1984) that *prima facie* enquiry into the matter revealed that the estimate of catchment area and other design criteria were faulty and further enquiry to fix responsibility for this error was being carried out.

### 3.13 Misappropriations

In paragraph 3.21 of the Report for the year 1982-83 (Civil), it was stated that at the end of September 1983, 565 cases of misappropriation remained to be finalised. The position regarding fresh cases reported during 1983-84 and disposal of pending cases upto September 1984 is shown below :

	Number	Amount (in lakhs of rupees)
(1)	(2)	(3)
Cases pending on 30th September 1983 out of cases reported upto March 1983	565	95.65
Fresh cases reported during 1983-84 ..	.. 50*	8.98
Cases cleared during the period from October 1983 to September 1984	22	0.46
Cases pending on 30th September 1984 ..	593	104.17

Department-wise analysis of cases is given in Appendix 3.6.

\*Includes information in respect of cases reported upto end of February 1984 for districts in Vidarbha and Marathwada regions.



Out of 593 pending cases, 413 cases (Rs. 71.64 lakhs) were pending for more than 4 years.

The reasons for outstandings are analysed below :

	Number	Amount (in lakhs of rupees)
(1)	(2)	(3)
Awaiting orders for recovery or write-off ..	234	55.64
Awaiting departmental and criminal investigation.	139	21.65
Departmental action started but not finalised ..	54	9.29
Pending in Courts of Law ..	165	17.53
Others .. ..	1	0.06
	<hr/> 593	<hr/> 104.17

### 3.14 Other miscellaneous irregularities, writes-off of losses, etc.

Certain cases relating to miscellaneous irregularities (Rs. 1.40 lakhs) and write-off of losses, etc. (Rs. 63.14 lakhs) are mentioned in Appendix 3.7.

## CHAPTER IV

### WORKS EXPENDITURE

#### IRRIGATION DEPARTMENT

#### 4.1 Khadakwasla Project

4.1.1 *Introductory.*—Khadakwasla Project approved by Government in 1958 envisaged (i) strengthening of the existing Khadakwasla masonry dam, (ii) construction of two earthen dams, viz., Tanaji Sagar Dam at Panshet and Veer Baji Pasalkar Dam at Warasgaon, (iii) construction of New Mutha Right Bank Canal from 0 to 14 kilometres, (iv) remodelling the existing Mutha Right Bank Canal from 15 to 110 kilometres with extension upto 162 kilometres to irrigate 31,154 hectares and (v) augmenting the water supply to Pune City. The water released from the upstream dams is to be stored at Khadakwasla dam. The project on which work commenced in 1956-57 was cleared by the Planning Commission in 1960 and was scheduled for completion by 1966-67.

4.1.2 *Change in scope of the Project.*—For optimum utilisation of water resources of the river basin, the scope of the project was enlarged in 1970. The storage capacity of Tanaji Sagar was increased from 7,500 M. Cft. to 10,700 M.Cft., that of Veer Baji Pasalkar from 7,500 M.Cft. to 13,200 M.Cft. by constructing masonry dam and the height of Khadakwasla dam (96 feet) was increased by 6 feet. The New Mutha Right Bank Canal was to be constructed in two stages. The first stage consisted of an unlined canal of 162 kilometres with a discharge of 1,100 cusec at head and the second stage included remodelling upto 162 kilometres with



extension upto 202 kilometres and lining of the entire length to carry a discharge of 2,050 cusec for irrigating 62,146 hectares. These deviations made by the department (except in regard to Tanaji Sagar) were yet to be approved (September 1984) by the Central Water Commission.

**4.1.3 Revision of estimates.**—The project was administratively approved in 1958 for Rs. 11.64 crores (works portion: Rs.10.55 crores). The estimates were revised four times as under:

Year of revision and amount (in crores of rupees)					
		1972	1974	1981	1982
Total cost	..	29.66	38.22	108.58	175.30
Works portion	..	27.20	34.06	93.57	150.54

The estimates last revised were under scrutiny of Chief Engineer (December 1984).

The increase in cost (Rs. 139.99 crores) in works portion was attributed (May 1984) by the department to change in scope of the project (Rs. 38.44 crores), omission to make provisions (Rs. 27.35 crores), increase in rates due to prolongation of works (Rs. 22.58 crores), breaches of Khadakwasla and Panshet dams in 1961 (Rs. 3.04 crores), technical deviations (Rs. 2.19 crores), structural changes (Rs. 0.58 crore) and other reasons (Rs. 45.81 crores).

**4.1.4 Outlay and progress of work.**—The details of outlay and expenditure were as under:

Year				Outlay	Budget provision	Expenditure
				(in crores of rupees)		
1956-57 to	1970-71	..	..	Not available	16.96	16.65
1971-72 to	1980-81	..	..	46.14	28.00	27.99
1981-82		..	..	12.00	5.65	5.65
1982-83		..	..	8.25	6.05	6.04
1983-84		..	..	13.00	6.72	6.72

The expenditure on the project to the end of March 1984 was Rs. 63.05 crores.

Progress of work.—The Physical progress of the work as on 31st March 1984 was as under :

Item of work	Year of commencement	Year of completion as per Project Report (1957)	Month of completion as per implementation schedule of 1983	Work executed upto March 1984	Percentage of work done	Probable date of completion of balance work
(1)	(2)	(3)	(4)	(5)	(6)	(7)
<b>I Head works</b>						
(i) Strengthening of Khadakwasla dam Estimated cost: Rs. 1.69 crores Actual expenditure : Rs. 1.69 crores	1964 (After breach)	1966-67	....	work completed in 1973		....
(ii) Tanaji Sagar Dam Estimated cost : Rs. 8.04 crores Actual expenditure : Rs. 7.66 crores	1964 (After breach)	1966-67	....	work completed in 1974		....
(iii) Veer Baji Pasalkar Dam Estimated cost : Rs.22.97crores Actual expenditure upto 31st March 1984 : Rs. 18.56 crores	1976	1966-67	June 1987	Earth work 2.77 lakh cubic metres Masonry work 6.25 lakh cubic metres	95 85	June 1987
<b>II Main Canal (202 Kms.)</b> Estimated cost : Rs. 55.22 crores Actual expenditure upto 31st March 1984: Rs. 34.41 crores	1958	1966-67	June 1987	(i) Canal completed 48 kms. (km.81 to 128) (ii) Earth work completed 111 kms.(km.5 to 80 and km. 129 to 163) (iii) Earth work in progress 43 kms. (km. 0 to 4 and 164 to 202) (iv) Lining work in progress 76 kms. (km.5 to 80)	23.76 54.95 21.29 37.62	June 1987
<b>III. Distributaries (62,146 hectares)</b> Estimated cost: Rs. 5.65 crores Actual expenditure upto 31st March 1984 : Rs. 0.73 crore	1965	1966-67	June 1987	23,530 hectares	37.86	June 1987



Though scope of the project was enlarged, revised construction programme was not drawn. The project is now (May 1984) expected to be completed by June 1987. Prolonged construction was attributed by the department to paucity of funds and shortage of cement during some years. Besides the above reasons, improper planning and execution also resulted in prolongation of works and increase in cost of the project, as brought out in succeeding paragraphs.

#### 4.1.5 *Planning and execution*

##### 4.1.5.1 *Dam Works*

4.1.5.1 (i) *Khadakwasla Dam*.—The dam constructed in 1873 was proposed (1958) to be strengthened. When the proposals were under study, the dam breached in July 1961 due to overflow caused by the breach in the upstream Tanaji Sagar Dam. As suggested by the technical committee appointed by the Government for restoration of the dam, construction of a “U” shaped masonry dam at an estimated cost of Rs. 10 lakhs near the downstream of the breach was started in 1961. After incurring an expenditure of Rs. 10 lakhs, work was stopped as the department had doubts about its effectiveness, rendering the expenditure unfruitful. The dam was strengthened (1973) by closing the breached portion with masonry and providing earth backing on the downstream side of the dam at a cost of Rs. 169 lakhs, of which Rs. 87 lakhs were for the breached portion.

4.1.5.1 (ii) *Tanaji Sagar Dam*.—The dam (estimated cost: Rs. 2.99 crores; actual cost: Rs. 2.94 crores) mostly completed in June 1961 breached in July 1961. The Commission of Inquiry appointed by Government to enquire into the failure of the Tanaji Sagar and Khadakwasla dams attributed (1963) the failure to (i) unfavourable hydraulic flow conditions, (ii) malfunctioning of the gate control equipment, (iii) over stressing of the conduit arch and consequent opening of joints, (iv) incompleteness of the section of earth embankment in temporary waste weir and (v) extraordinarily adverse meteorological conditions. Reconstruction works were carried out (1974) at a cost of Rs. 4.09 crores, which included Rs. 2.17 crores on works attributable to breach.

The defective construction of Tanaji Sagar Dam resulted in avoidable expenditure of Rs. 3.04 crores on reconstruction of the above two dams, besides delay in completion of the project by over 20 years.



4.1.5.1 (iii) *Veer Baji Pasalkar Dam* :—The construction of the dam was initially awarded (May 1971) to a contractor for Rs. 7.40 crores for completion by May 1977. The contract was, however, terminated (March 1972) due to financial stringency under orders of Government, by which time expenditure of Rs. 2.83 lakhs had been incurred. After four years, tenders were reinvited and the work was allotted (October 1976) to the same contractor for Rs. 12.34 crores, with provision for escalation payment on account of labour, materials and lubricants as well as payment for sand brought from longer lead. The work, which was to be completed by October 1982, remained incomplete even after the grant of extension of 2 years; it is now (May 1984) scheduled for completion by June 1987. The delay was mainly due to paucity of funds.

The prolongation of the dam work increased the cost of the project by Rs. 6.81 crores (March 1984) due to increase in rates (Rs. 4.94 crores), price escalation during extended period (Rs. 0.74 crore) and transportation of sand from longer lead (Rs. 1.13 crores) vide paragraph 4.1.7.1 besides causing delay in creation of potential.

#### 4.1.5.2 *Canal works*

4.1.5.2 (i) *New Mutha Right Bank Canal* :—The construction of the canal from kilometre 0-80 designed to carry a discharge of 1,100 cusec at head started in 1958 was completed in 1968, with lining upto 19 kilometres. On modifying the scope of the project, it was decided (1970) to execute the canal works in two stages. In the first 80 kilometres, second stage works started in 1977 were in progress (May 1984). In kilometres 81 to 128, lining work included in second stage was executed (1976) along with earth work for the first stage and the works of remodelling and lining for the second stage were completed by March 1981. Beyond 128 kilometres, earth work and lining were taken up for the final discharge of 2,050 cusec. Due to delay in lining the canal upto 80 kilometres, the discharge was inadequate and transit losses were 50 per cent during 1979-80 to 1983-84 as against 25 per cent assumed in the Project Report. The deviation in executing lining work in kilometres 81 to 128 in both the stages was not approved by Government. Due to defective planning in execution of canal works, the targeted irrigation potential of 31,154 hectares created for the first stage was not utilised fully since 1978-79.

4.1.5.2 (ii) *Canal capacity*.—Although the New Mutha Right Bank Canal was constructed (1968) for the first stage discharge of 1,100 cusec,



it was run with a maximum discharge of 750 cusec till 1981, 875 cusec in 1982-83 and 950 cusec during 1983-84. When the discharge was increased, breaches occurred. Special repairs were, therefore, carried out during May 1981 to October 1982 at a cost of Rs. 2.96 lakhs to achieve the discharge of 1,100 cusec.

As the discharge of 750, 875 and 950 cusec measured on the standing wave flume was found unreliable by the Irrigation Circle, Pune, the matter was referred to the Maharashtra Engineering Research Institute (MERI), Nashik for investigation. According to the MERI (August 1983), the discharge of 850 cusec measured on standing wave flume was found to be 587 cusec on current meter. Further experiments conducted by them indicated that the actual discharge was less by 25 to 30 per cent and the carrying capacity of the New Mutha Right Bank Canal was lesser than the designed capacity by 34 per cent. According to the Pune Irrigation Division (May 1984), as against 1,100 cusec, the maximum discharge released for irrigation upto March 1984 was 650 cusec (measured on current meter 59 per cent). The inadequate canal capacity deprived benefits of irrigation to 12,773 hectares.

4.1.5.2 (iii) *Inadequacy of tunnel.*—The New Mutha Right Bank Canal was passing through a tunnel (355 metres) in kilometre 17-18 with a discharge of 400 cusec (412 cusec at head). The tunnel was remodelled in 1963 for accomodating a discharge of 1,980 cusec with 1.2 feet afflux for a discharge of 2,050 cusec at head. According to the department (August 1981), with 1,000 cusec discharge at head the maximum discharge that could pass through tunnel was 700 cusec, as measured by standing wave flume. After considering 34 per cent deficiency in canal capacity observed by the MERI, the tunnel can carry a discharge of 462 cusec. The reduced capacity was attributed (August 1981) by the department to (a) the existence of afflux of 4.5 feet due to flatter bed slopes of canal on upstream and downstream of tunnel and (b) incomplete lining of the upstream portion of the tunnel. Remedial measures to improve the discharge were not taken (May 1984). The defective remodelling of the tunnel affected its operational efficiency and constituted a bottleneck in development of irrigation.

4.1.5.2 (iv) *Diversion of canal.*—New Mutha Right Bank Canal from kilometre 9 to 29 passes through Pune City and Cantonment area. As the



nearby people encroached upon the canal limits and tampered with the canal earth and lining works, maintenance of canal was found difficult. A proposal to divert the alignment from kilometre 8/540 and join the canal at kilometre 28/780 through an open cut of 4.33 kilometres and tunnel of 10.16 kilometres was under consideration of the department (May 1984). The work was estimated to cost Rs. 15 crores (July 1983). Until this proposal materialises, the benefit of targeted irrigation of 62,146 hectares would not accrue.

4.1.5.2 (v) *Water logging and salt efflorescence*.—After commencement of irrigation, lands in the command were damaged due to water logging and salt efflorescence. The damaged area, which was 446 hectares in 1972-73, increased to 5,336 hectares in 1982-83. The department attributed (May 1984) the damages to percolation of water through canal, excessive use of water and fertilisers and blocking up of natural nallas by cultivators. To reclaim the lands, plans and estimates amounting to Rs. 99.80 lakhs were prepared for 50 drainage schemes, which were yet to be executed (May 1984).

#### 4.1.6 Irrigation

4.1.6 (i) *Irrigation potential and utilisation*.—Canal works for the first stage irrigation of 31,154 hectares were completed by 1978-79. However, distribution net work was completed for 23,530 hectares by 1983-84. Reasons for the shortfall (24.5 per cent) were awaited (September 1984). The average utilisation compared with the potential created and distribution system completed was 29.72 and 40.12 per cent respectively. The year-wise position was as under :

Year	Irrigation potential created (Ha)	Water available for irrigation as on 15th October (TMC)	Distribution system completed (Ha)	Water utilised for irrigation (TMC)	Irrigation potential utilised (Ha)	Percentage of utilisation with reference to	
						Col. 2	Col. 4
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1978-79	.. 31,154	7.144	22,660	6.634	7,043	22.61	31.08
1979-80	.. 31,154	7.338	22,660	5.394	6,021	19.33	26.57
1980-81	.. 31,154	7.242	22,660	6.393	6,253	20.07	27.59
1981-82	.. 31,154	7.113	22,660	6.042	8,795	28.23	38.81
1982-83	.. 31,154	6.575	23,530	6.572	12,501	40.13	53.13
1983-84	.. 31,154	6.008	23,530	6.857	14,955	48.00	63.55
					Average	29.72	40.12



The shortfall was attributed by the department (May 1984) to (a) lack of field channels and minors (44 per cent), (b) inadequate capacity of outlets, minors and distributaries (21 per cent), (c) development of well irrigation in the command (8 per cent) and (d) inadequate execution of land development works as also other reasons (27 per cent). Under-utilisation of irrigation potential of 1.31 lakh hectares during 1978-79 to 1983-84, resulted in a cumulative revenue loss of Rs. 3.58 crores.

Although the quantum of water utilisation during 1978-79 to 1983-84 ranged from 74 per cent (1979-80) to 100 per cent (1983-84), the area irrigated against the potential of 31,154 hectares ranged from 19.33 (1979-80) to 48 per cent (1983-84). Though full storage was available, even 50 per cent of projected area was not covered by irrigation.

During 1979 to 1984, the water which remained unutilised in the Khadakwasla Dam at the end of June each year was 510, 1,944, 849, 1,071, 185 and 675 M.Cft. The area that could have been irrigated with this water in terms of sugarcane was 460, 1,755, 766, 966, 167 and 607 hectares, in terms of groundnut 535, 2,041, 891, 1,124, 194 and 708 hectares. According to the department (May 1984), the water remained unutilised due to inadequate canal capacity.

4.1.6 (ii) *Water planning*.—In the water planning submitted to Government in May 1978, the storage at Khadakwasla dam was assessed as 25 T.M.C. After allowing storage losses at the dams (2.72 T.M.C.) and the consumptive use of water supply (1 T.M.C.), the water available for irrigation was considered as 21.28 T.M.C. In the consumptive use of water it was contemplated that out of 5 T.M.C. water drawn for domestic and industrial purposes, 4 T.M.C. would be pumped into the canal as effluent after treatment. However, on consideration of the economics involved, the proposal was dropped. As a result, 4 T.M.C. of water would not be available for irrigation. In view of the availability of reduced quantum of water, it was decided (March 1984) to revise the area of cultivation of sugarcane and groundnut from 13 per cent and 2 per cent to 5 per cent and 7 per cent respectively, which would reduce the benefits of irrigation.

4.1.7 Important financial irregularities noticed during test-check (February/May 1984) are given below :



#### 4.1.7.1 *Veer Baji Pasalkar Dam*

4.1.7.1 (i) *Lead charges for sand.*—The agreement for the work executed in May 1971 provided for the use of sand with fineness modulus upto 3.8. After termination of agreement in March 1972 due to financial stringency, estimates were revised in 1975-76. The revised estimates envisaged availability of adequate quantity of sand with fineness modulus of 3.2 within a lead of 88 kilometres, although no fresh investigations for the sand were conducted. Reasons for modifying the fineness modulus of sand were not on record. On invitation of tenders in January 1976, the lowest tenderer assumed availability of sand at a maximum distance of 90 kilometres and asked for payment for extra lead on the basis of relevant district schedule of rates. This was accepted by Government without evaluating financial implications.

To end of March 1984, the contractor brought 5,824 tonnes of sand from a lead upto 90 kilometres (Bhima source) and 3,94,599 tonnes beyond that lead (Ghod source) for which he was paid Rs. 90.08 lakhs. The sand required for the balance work is 68,328 tonnes and the payment involved would amount to Rs. 23.10 lakhs. Failure on the part of the department to conduct proper investigations for sand and adoption of higher criterion for fineness modulus involved extra cost of Rs. 113.18 lakhs to Government. A scrutiny of the payments revealed the following :

(a) Against 36,000 tonnes of Bhima sand reserved (1976-77) for the contractor, 6,544 tonnes were lifted, of which 5,824 tonnes were brought to work site. According to the department (December 1983), the contractor had not brought sand from Bhima source beyond March 1977, though reservation of 2.88 lakh tonnes was sought for by the department during 1977-78 and 1978-79. From the payments made to the contractor it was noticed (December 1983) by Audit that 36,036 tonnes of sand brought from Bhima source within a lead of 90 kilometres upto April 1979, was considered as obtained from Ghod source at a lead of 114 kilometres. This resulted in excess payment of Rs. 4.27 lakhs.

(b) The contractor was paid secured advance from February 1977 at 75 per cent of the rate applicable. Though the sand was inclusive of gravel and bulkage which was 20 per cent as per tests by the Quality Control Division, reduction in the weight of sand for payment of



secured advance was made for the first time in April 1983. On the quantity of 9,322 tonnes of sand brought to site prior to April 1983 and remained unutilised to the end of March 1984, the contractor was given undue benefit of secured advance due to non-reduction of bulkage amounting to Rs. 1.88 lakhs.

(c) Although payment of Rs. 27.31 lakhs was made for the sand stated to have been brought from Ghod source from 1976-77 on the basis of transport challans produced by the contractor, a check post near sand quarry of Ghod River was set up in January 1981. In the absence of check post correctness of the payment of Rs. 27.31 lakhs could not be verified.

(d) According to the division (December 1983), average fineness modulus of sand brought from Ghod source from 1977-78 ranged from 2.8 to 3.6 as against the prescribed specification of 3.2. In the reports of the Quality Control Wing of the department, the fineness modulus of the sand brought by the contractor from Ghod source in some months even ranged from 3.6 to 4.0. The sand which fell short of the prescribed specification was neither rejected nor paid at reduced rates. No action was taken on the reports of the Quality Control Wing except directing the contractor to improve the quality of sand.

(e) Though the agreement for the work provided for rebate of 2 per cent on the value of the bill and a discount of 0.5 per cent for timely payment, deduction of 2.5 per cent was not made from the amount of Rs. 90.80 lakhs paid upto March 1984 on the ground that the payment of lead charges was governed by a separate condition. However, this was not tenable as the condition for payment of lead charges formed part of the agreement. The excess payment on this account amounted to Rs. 2.25 lakhs.

4.1.7.1 (ii) *Less percentage of mortar* : The agreement stipulated use of 45 per cent mortar in the masonry work and for variation in the proportion of cement to sand an addition or deduction was to be made in the unit-rate of masonry at the rate of Rs. 18.30 per bag of cement used more or less. During December 1981 to January 1982 and August 1982 to March 1983, the mortar percentage was 37.42 per cent and 36 to 43 per cent respectively due to use of less mortar for which Rs. 6.57 lakhs were withheld from the bills paid in January 1982 and April 1983. However,



entire amount was refunded in February 1982 and April 1983 under the orders of the Chief Engineer, pending identification of the exact reasons for less consumption of mortar which has not been completed (December 1984). During April 1983 to November 1983 also, the mortar percentage was 41.08 per cent; cost of mortar used less amounted to Rs. 1.43 lakhs. Thus total recovery of Rs. 8 lakhs was not made (May 1984).

4.1.7.1 (iii) *Extra cost in permeability tests* : According to the agreement, the contractor was required to carry out permeability tests on the constructed masonry. For this purpose, at the beginning of each working season, test holes were to be drilled as specified or directed by the Engineer-in-charge. In case the leakages during permeability tests exceeded the values specified in the agreement, drilling and grouting were to be carried out by the contractor at his own cost. The contractor had not given permeability tests in time. In respect of monoliths 1 to 4 and 14 to 16, which were completed in 1977-78 and 1980-81 respectively, drilling and grouting work was completed only in monoliths 1 to 4 in 1983 and in the remaining monoliths it was not done till September 1984. For the grouting done in monoliths 1 to 13 during 1978 to 1983, the contractor was issued 2,493 tonnes of cement, for which recovery was made at the rate stipulated in the agreement instead of at the issue rate from time to time, as the grouting work was to be carried out at the cost of the contractor. This resulted in short recovery of Rs. 8.24 lakhs.

4.1.7.1 (iv) *Short weight in cement*.—Under the agreement, cement was to be issued to the contractor on weight basis. Against the permissible variation of 2.5 per cent in the weight of cement, the short weight in the cement issued till March 1984 was 4.24 per cent. The cement received by rail was not weighed either at the Railway Station or at the stores to ascertain the point of loss and its extent. The excessive shortage resulted in an additional loss of Rs. 9.51 lakhs to Government. During 1978-79 to 1983-84, the department transported 63,306 tonnes of cement from Pune Railway Station to work site. Before road transportation, the cement was not weighed. An amount of Rs. 22.34 lakhs was paid to the transport contractors during the above period on the basis of weight recorded in railway receipts which was actually 4.24 per cent less. The excess payment on this account amounted to Rs. 0.95 lakh.



#### 4.1.7.2 *New Mutha Right Bank Canal*

4.1.7.2 (i) *Extra cost due to defective construction.*—Mention was made in paragraph 4.2 of Audit Report 1979-80 regarding heavy leakages noticed in the first 80 kilometres of the New Mutha Right Bank Canal commissioned in 1968. The department attributed the leakages to non-construction or defective construction of hearting zone. The work of strengthening the canal in this reach was executed by 1979-80 at a cost of Rs. 54.96 lakhs. The Pune Irrigation Division, entrusted with the maintenance work of the canal also carried out strengthening work during 1975-76 to 1980-81 at a cost of Rs. 12.96 lakhs. Debits for this amount raised against the Canal Division I were, however, not accepted (May 1984) for want of details due to which expenditure of Rs. 12.96 lakhs remained outside project accounts for 3 to 8 years. Even after strengthening, canal was not tested for the designed discharge of 1,100 cusec.

4.1.7.2 (ii) *Use of P.C.C. slabs.*—The Project Report 1957 provided for uncoursed rubble masonry with lime plaster for bed and side lining of the New Mutha Right Bank Canal upto 19 kilometres. However, in execution, canal lining was changed to precast cement concrete (P.C.C.) lining for sides and cement concrete for bed and work was executed (1965-66 to 1969-70) at a cost of Rs. 60.52 lakhs. Due to non-existence of hearting material in the canal constructed, the embankment got settled causing displacement of P.C.C. slabs. The dislodged slabs were removed (1970-81) by nearby dwellers and the canal in this reach practically became unlined. The cost of relining the reach was estimated (October 1983) at Rs. 3.24 crores. The work was not taken up (May 1984) due to paucity of funds and non-availability of closure period of canal.

4.1.7.2 (iii) *Over excavation.*—In kilometres 81 to 160 (excepting kilometre 130, 148 and 160) hard strata was excavated departmentally through piece workers during 1978-79 to 1983-84. The agreements provided for payment upto 15 centimetres for sides and 10 centimetres for bed beyond the designed line of excavation *i.e.* pay line. During execution the Superintending Engineer noticed that excavation was done beyond the designed width. He had, therefore, issued instructions in June 1980 for recording measurements of the width actually executed so as to serve the basis for the work of back filling to be taken up subsequently, although payment was to be limited to pay line. Despite instructions, measurements of the



width actually executed were not recorded. The extra excavation beyond pay line viz. 46,518 cubic metres, was backfilled with chip masonry in some kilometres at a cost of Rs. 33.09 lakhs and the balance work was estimated (May 1984) at Rs. 23.17 lakhs, entailing avoidable cost of Rs. 56.26 lakhs.

4.1.7.2 (iv) *Extra expenditure in excavation.*—A poclain unit was deployed (1978-81) for removal of excavated material in deep cuts of kilometres 130, 148 and 160 with a view to secure economy and speedy execution of works. For operation of the machinery, the designed bed width of the canal was increased by 2 to 4.5 feet at a cost of Rs. 7.47 lakhs. The extra excavation was to be backfilled with chip masonry (estimated cost : Rs. 11.88 lakhs) to bring the canal to designed section, which was yet to be carried out (May 1984). Against the estimated rate of Rs. 7.50 per cubic metre for removal of 43,710 cubic metres of muck by manual labour, the rate paid to the poclain unit was Rs. 63 per cubic metre which resulted in extra cost of Rs. 24.26 lakhs. In April 1981, the work was withdrawn from the unit and the division was asked to investigate the reasons for high rate of excavation. The matter was still under investigation (May 1984). The balance work was completed departmentally in December 1981, April 1983 and June 1984. Deployment of machinery did not serve the intended purpose of economy as also speedy execution and led to an extra cost of Rs. 43.61 lakhs.

4.1.7.2 (v) *Extra expenditure on plastering.*—According to the experiments conducted (1977) by MERI, canal lining executed in concrete mix of 1 : 4 : 8 does not require plastering. However, the Additional Chief Engineer, Pune directed (1977) for providing 6 mm plaster for side lining. Contrary to these orders, the Canal Division II, Daund, adopted 12 mm plaster for side lining in kilometre 81 to 128. This resulted in extra cost of Rs. 10.83 lakhs. The division stated (April 1984) that 12 mm plaster was adopted to get smooth and even surface. The plea was not tenable as in the latter reaches the division adopted 6 mm plaster.

4.1.7.2 (vi) *Shortage of materials.*—During 1977-79, the Canal Division II, Daund, procured 90,800 cubic metres of sand and 2,57,655 cubic metres of metal at a cost of Rs. 33.31 lakhs and Rs. 20.06 lakhs respectively. The quantities brought to account were only 60,894 cubic metres of sand and 44,205 cubic metres of metal valued Rs. 20.18 lakhs and



Rs. 15.93 lakhs respectively. The value of materials less accounted for amounted to Rs. 17.26 lakhs.

From the above stocks 25,657 cubic metres of sand and 30,980 cubic metres of metal respectively were issued during 1977-79. Against the book balance of 35,237 cubic metres of sand and 13,225 cubic metres of metal, the physical balances were 5,590 cubic metres and 7,200 cubic metres respectively. The value of sand and metal found short, out of the quantities brought to account was Rs. 12 lakhs. Although the total shortages of Rs. 29.26 lakhs were brought to the notice of the department by Audit in August 1981, they were yet to be made good (May 1984).

4.1.7.3 *Transportation of cement by road.*—Owing to non-availability of wagons, consignees were permitted by the Cement Controller to transport cement by road and claim reimbursement of road transportation charges at specified rates. The claims towards reimbursement of freight charges were to be preferred by the division on the basis of invoices received for the consignments within 2 months from the date of despatch, raised to 6 months from 23rd July 1981.

During 1979-80 to 1982-83, the project divisions at Pune and Daund transported 11,704 tonnes of cement by road from the cement factories situated at a distance of over 350 kilometres. In respect of these consignments, the admissible reimbursement of road transportation charges of Rs. 10.92 lakhs was not claimed by the divisions from the cement factories which resulted in avoidable expenditure to that extent. The omission was attributed (May 1984) by the divisions to non-availability of the relevant orders, although they were circulated to the department by Government.

4.1.7.4 *Construction of Bhigwan Branch.*—The Bhigwan branch canal (35 kilometres) designed as a lined canal, takes off at kilometre 128 of the New Mutha Right Bank Canal. The work on the canal commenced in 1971-72 and was completed in June 1978. During construction, catch-water drains were not properly provided due to which the canal, distributaries and minors were silted up, masonry works on distributaries and minors cracked and washed away. In December 1978, a length of 16 kilometres was proposed to be transferred to Pune Irrigation Division for management. The proposal was not accepted by the division, due to non-provision of service roads, siltage of the branch, heavy seepages, damages to structures and inadequacy of section. As the defects and



deficiencies were not rectified, the canal remained to be transferred (May 1984). The outlay on the original works and special repairs amounted to Rs. 1.09 crores (March 1984). The branch canal was not lined (May 1984). Against the irrigable command of 8,928 hectares, the area irrigated during 1981-82, 1982-83 and 1983-84 was 585, 779 and 607 hectares respectively. Due to constructional defects and their non-rectification over the last 5 years, the outlay of Rs. 1.09 crores was rendered largely unfruitful.

*4.1.7.5 Construction of water supply canal.*—To meet the water requirements of the Pune Municipal Corporation and Pune Cantonment Board, irrigation canal viz., the New Mutha Right Bank Canal has to run continuously rendering thereby maintenance difficult. In order to delink water supply from irrigation, it was decided (April 1976) to renovate the defunct old Mutha Right Bank Canal from kilometre 4 to 14, existing by the side of the irrigation canal and construct a new canal of about 3 kilometres from the Khadakwasla Dam. Due to failure of the Pune Municipal Corporation to deposit its share of 25 per cent of the estimated cost of Rs. 1.16 crores, the work was stopped in December 1977; expenditure till then was Rs. 0.61 lakh. After modifications, like reduction in discharge capacity, estimates were revised in 1980 to Rs. 65 lakhs (excluding percentage charges) and these were approved (March 1981) by Government. The cost of the work was to be shared by the Pune Municipal Corporation and the Maharashtra Water Supply and Sewerage Board in the ratio of 3 : 1. In the meanwhile, Rs. 66.03 lakhs were spent till March 1984 on repairs and renovation of the defunct old Mutha Right Bank Canal. No amount was recovered from the above beneficiaries at the rate of 25 per cent of the expenditure. As the land required in the initial reach of 3 kilometres was not acquired (May 1984), the work was not completed. Delay in constructing a separate water supply canal decided in 1976 continued to affect proper maintenance of the irrigation canal.

*4.1.7.6 Arrears of revenue.*—To the end of March 1984, arrears of irrigation revenue and non-irrigation revenue amounted to Rs. 2.47 crores and Rs. 0.31 crore respectively. Out of the irrigation revenue, recovery of Rs. 1.93 crores relating to the period upto June 1976 was to be effected by Revenue Department. Lack of timely and effective action in realisation of revenue resulted in accumulation of heavy dues.



4.1.7.7 *Benefit cost ratio.*—According to the norms prescribed by Government, the benefit cost ratio for a major project should be more than 1.5. According to the Project Report 1974, the benefit cost ratio of Khadakwasla Project Stage-I was 2.48. After modification of the scope of the project the benefit cost ratio of the project (Stage I and II) was reduced to 1.16 (1982) and the project was rendered uneconomical. The reduction in the benefit cost ratio of the project was due to abnormal increase in the cost of works mainly due to prolongation of the period of construction.

4.1.8 *Summing up :* The project, on which work commenced in 1956-57 with a programme of completion by 1966-67, is still under execution and is scheduled for completion by 1987. Although the scope of the project was enlarged and additional works (Stage II) were taken up in 1977, the works covered by Stage I are still to be completed (May 1984). The modified project is yet to be cleared by the Central Water Commission (September 1984). Due to prolongation, modification and defective construction necessitating rectification, the estimated cost (works portion) of the project has gone up from Rs. 10.55 crores (1958) to Rs. 150.54 crores (1982).

Against the designed discharge of 1,100 cusec, the canal capacity was 650 cusec only. Consequently, 12,773 hectares could not be irrigated. While water was utilised to the extent of 100 per cent, area covered by irrigation was 14,955 hectares *i.e.* 48 per cent, as against 31,154 hectares envisaged during first stage. The Khadakwasla and Tanaji Sagar dams which breached (June 1961) were reconstructed at a cost of Rs. 5.78 crores. The termination of the contract for Veer Baji Pasalkar Dam (March 1972) due to paucity of funds and reawarding the work after 4 years entailed an extra cost of Rs. 4.94 crores due to increase in rates, Rs. 0.74 crore on account of price escalation and Rs. 1.13 crores on transportation of sand from longer lead. Excess payments amounting to Rs. 23.71 lakhs, due to lead charges for sand obtained from Bhima River (Rs. 4.27 lakhs), non-deduction of rebate for sand (Rs. 2.25 lakhs), less consumption of cement mortar (Rs. 8 lakhs), short recovery of cement issued for permeability tests (Rs. 8.24 lakhs) and non-application of actual weighment in payment of transport charges of cement by road (Rs. 0.95 lakh) were noticed.

Defective construction of canal upto 80 Kilometres (Rs. 67.92 lakhs), removal of P.C.C. slabs (Rs. 324 lakhs), over excavation of canal (Rs. 56.26 lakhs), deployment of machinery for removal of muck (Rs. 43.61 lakhs), adoption of thicker plaster for side lining (Rs. 10.83 lakhs), shortage of sand and metal (Rs. 29.26 lakhs) and failure to claim reimbursement of freight charges (Rs. 10.92 lakhs) resulted in extra cost of Rs. 5.43 crores.

Due to cost over run and irrigation constraints of the project, the benefit cost ratio fell from 2.48 (1974) to 1.16 (1982), which is lower than the prescribed economic feasibility norm of 1.51.

The matter was reported to Government in July 1984; reply is awaited (March 1985).

#### 4.2 Tawarja Project

The points noticed (May 1982 and May/June 1984) during audit of the records relating to execution of head works of Tawarja project are as under.

**4.2.1 Delay in execution and extra payment.**—The construction of head works (estimated cost : Rs. 78.41 lakhs; tendered cost : Rs. 78.98 lakhs) was entrusted (2nd March 1974) to a contractor for completion by 1st March 1977. The work order was issued on 2nd March 1974 even though land was not acquired. Owing to delay in acquisition of land which was attributed to misplacement of land acquisition papers in tahsil office, the work commenced on 3rd December 1974 only.

The contractor failed to maintain the progress of work as per the time schedule prescribed in the agreement. The progress required to be achieved from the actual date of commencement and work executed were as under :

Time schedule	cost of		
	Work to be executed	Work executed	Shortfall
	(in lakhs of rupees)		
1/6th work in 1/4th time i.e. upto 2nd September 1975	13.16	4.89	8.27
1/2 work in 1/2 time i.e. upto 2nd June 1976 ..	39.49	21.61	17.88
3/4th work in 3/4th time i.e. upto 2nd March 1977	59.24	32.42	26.82



The contractor did not apply for extension of time before the expiry of the contract. In order to keep the contract in force, the department on its own granted (3rd November 1976) extension upto 1st March 1978. The contractor's request (November 1976) that on his contract obligation expiring on 2nd March 1977 he would be carrying out further work at current market rates was rejected (January 1977). The contractor insisted (February 1977) for settlement of the dispute by mutual consent of both the parties, which was not settled by 2nd March 1977 by the department.

In view of slow progress the Executive Engineer proposed (February 1977) levy of penalty at the rate of Rs. 25 per day and pursued the matter between May 1977 and February 1978 with higher authorities. The Government, however, unilaterally granted (June 1978) second extension upto June 1979 without levying any compensation. The shortfall in execution of work to the extent of Rs. 26.82 lakhs was spilled over to the extended period for which the contractor had already raised his demand for revised rates. The contractor's demands for revised rates and payment for certain items were rejected (August 1978) by Government considering them untenable. The contractor, however, continued to press his demands. The Government sanctioned *ex-gratia* payment for price escalation and extra lead charges for stone, in relaxation of all codal provisions regulating such payments, for which Rs. 16.30 lakhs were paid in September 1979 by executing a supplementary agreement stipulating that the contractor accepted this payment in full and final settlement of all his claims.

The contractor again approached (October 1979) Government for payment for the work executed beyond 2nd March 1977 at the District Schedule of Rates (DSR) of 1977-78. Even though the work was not completed upto extended period *i.e.*, by June 1979, the Government granted (October 1979) third unilateral extension upto August 1980 and also instructed (January 1980) the Chief Engineer, Aurangabad to examine the contractor's claims *de novo*. Before expiry of the third extension, Government directed (June 1980) that the balance work executed after 2nd March 1977 be paid at DSR for 1977-78 on successful completion of work as also extra lead charges for stone for all items after adjusting earlier *ex-gratia* payment. However, in respect of two items *viz.*, dewatering and excavation in hard rock where quantities exceeded 133 per cent of tender quantities, revised rates as per DSR of 1977-78 were



not made applicable. Before issue of these orders (June 1980), the department did not analyse the delay attributable to the contractor for which revised rates were not justified. The Chief Engineer directed (January 1981) the Superintending Engineer to analyse the delay attributable to the contractor. No such analysis was done though considering the shortfall penalty was proposed by the Executive Engineer in February 1977. Since the work remained incomplete by August 1980, fourth unilateral extension was granted (January 1981) by Government upto 15th May 1981. No extension was granted beyond 15th May 1981 even though work was completed in October 1982. The payments were regulated as per Government orders of June 1980. As a result, the value of work as per final bill yet to be paid (July 1984) worked out to Rs. 151.41 lakhs as against Rs. 108.23 lakhs as per contract rates, entailing extra cost of Rs. 43.18 lakhs, which included Rs. 23.63 lakhs required to be paid on account of the contractor's failure to execute the work of value Rs. 26.82 lakhs by 2nd March 1977 and spilled over beyond that date. Notwithstanding the extra payment, work was completed in October 1982 i.e. after eight years as against the original period of three years thereby depriving irrigation benefits for five years.

4.2.2 *Non-recovery of dues.*—(a) According to contract conditions, the contractor was required to instal his own pumps for petrol and diesel at the site. As the contractor had not made such arrangements, the department supplied these materials by transporting the materials to the site though not stipulated in the contract. However, recovery of the cost of these materials was not effected through running account bills. As a result, the cost of such materials supplied from February 1979 to October 1982 amounting to Rs. 1.33 lakhs was not recovered (July 1984). Non-recovery of cost of material resulted in unintended benefit to the contractor.

(b) As per contract conditions, the contractor was required to procure and store explosives. Though the department supplied explosives to the contractor at the site of work, transportation charges were neither worked out nor recovered (July 1984). Further, the recovery for the explosives supplied was also not effected fully and outstanding dues on this account amounted to Rs. 0.26 lakh (July 1984).

(c) In July 1981, an advance payment of Rs. 9.62 lakhs was made for work done but not measured. When the final measurements were recorded



in October 1982, the work done in respect of item No. 1 and 2 fell short to the extent of Rs. 1.99 lakhs, though as per codal provisions the Sub-Divisional Officer certified that the work executed by the contractor was not less than the advance proposed. Thus, excess advance payment of Rs. 1.99 lakhs resulted in undue financial aid to the contractor.

(d) The contractor was granted secured advance of Rs. 0.99 lakh against stone brought to site to end of July 1981. While in the running account bill paid in July 1981 advance payment was made on the items requiring use of stone, secured advance to the extent of Rs. 0.75 lakh on account of material consumed was not deducted from the advance payment resulting in financial concession to the contractor.

(e) As per the final bill the value of work done by the contractor since previous bill amounted to Rs. 14.49 lakhs, whereas the recoveries on account of advance payment, secured advance, hire charges of machineries, cost of materials like steel and cement, tyres and tubes, explosives and other miscellaneous recoveries on account of empty cement bags, trunk call charges, cost of tools and plant amounted to Rs. 23.11 lakhs. Thus, an amount of Rs. 8.62 lakhs was recoverable from the contractor. Had the department effected the recoveries promptly from time to time, this situation could have been avoided. The division had not replied (June 1984) about the mode of recovery of the outstanding amount of Rs. 8.62 lakhs.

4.2.3 *Non-renewal of bank guarantee.*—The validity period of security deposit of Rs. 2.35 lakhs offered by the contractor in the form of bank guarantee expired in March and May 1982. As per general instructions of the Government, the division was required to ask the contractor to extend the period of bank guarantee at least two months before the expiry of the validity period failing which the division was required to approach the Bank at least one month before the expiry of validity period for the payment of guarantee amount. The division did not take any action and approached the Bank only in April 1982. The guarantees were not renewed so far (June 1984). The division stated (June 1984) that efforts were being made to get the bonds renewed.

4.2.4 *Extra payment to contractor.*—(a) Extra payment mentioned in paragraph 4.2.1 above *inter alia* included claim of Rs. 14.52 lakhs for extra lead charges for stone/rubble brought from a longer lead than



stipulated in the agreement. The tender notice *inter alia* contained that good quality trap stone in adequate quantity was likely to be available within a lead of 8 kilometres from the site of work and the contractor was required to see the quarry sites and satisfy himself about the quantity and quality of material available. If material was required to be brought from a longer lead or lift, no claim for extra lead or lift was payable to him. As the stone obtained from the quarry shown in the tender was not of good quality, the department investigated a new quarry (Dautpur) at a distance of 25 kilometres and allowed the contractor to operate it from January 1978. However, for the remedial work carried out departmentally the same division operated the quarries near Ausa Railway Station at a distance of 8.5 to 10 kilometres from the dam site. To an audit enquiry as to why Ausa road quarries could not be operated instead of Dautpur quarry, the division stated (June 1984) that due to urgency of work this quarry was operated. This indicates that notwithstanding the availability of suitable quarry at a distance of 8.5 to 10 kilometres, the contractor was allowed to operate a quarry at a longer distance which resulted in an avoidable extra expenditure of Rs. 12.92 lakhs.

Further, though the contractor was allowed to operate the Dautpur quarry at a distance of 25 kilometres from January 1978, extra lead charges of Rs. 14.52 lakhs were paid from March 1977 on the plea that stone was carted from Dautpur quarry prior to March 1977 and, therefore, extra lead charges were paid from March 1977 as directed by Government. The department's plea was not tenable as the Superintending Engineer intimated the Chief Engineer in May 1979 that the quarry shown in the tender was operated upto January 1978 and the rate of masonry item for the work done beyond January 1978 was worked out on the basis of extra lead involved in carting the material. In view of this, payment of extra lead charges of Rs. 1.60 lakhs for the period from March 1977 to December 1977 was not justified.

(b) The rate stipulated in the agreement for uncoursed rubble masonry included an element of carting of stones from quarry within a lead of 8.5 kilometres from the work site. Due to longer lead involved in carting of stone from a distant quarry, Government sanctioned in June 1980 extra lead charges for the work executed beyond 2nd March 1977. This necessitated computation of quantities of stone brought from longer



lead and utilised in the masonry work executed after 2nd March 1977. As per estimates 1.2 cubic metres of stone were required for one cubic metre of masonry and this should have been adopted for arriving at the quantity of stone used in masonry. However, for the purpose of extra lead charges quantity of stone used in masonry was calculated as 1.3 cubic metres of stone for 1 cubic metre of masonry. As a result, lead charges were paid for 42,922 cubic metres instead of 39,621 cubic metres. Incorrect application of conversion factor resulted in excess payment of Rs. 1.09 lakhs.

Thus, the total extra payment to contractor on account of extra lead charges for rubble amounted to Rs. 15.61 lakhs.

4.2.5 *Incorrect estimation-Avoidable expenditure.*—The estimates for the head works of the project provided for 6,460 cubic metres of excavation in hard strata which was put to tender. Against this, the quantity actually executed was 1,13,195 cubic metres (22,847 cubic metres upto February 1977 and 90,348 cubic metres from March 1977 to October 1982) i.e., seventeen times the estimated quantity. Tendered rate for this item was Rs. 14.03 per cubic metre and quantities in excess of 133 per cent of tendered quantities were payable at the rate mutually agreed upon between the contractor and the department. Accordingly, payment for 8,592 cubic metres was made at the rate of Rs. 14.03 per cubic metre and for the balance quantity of 14,255 cubic metres executed upto February 1977 at the mutually agreed rate of Rs. 22 per cubic metre. The remaining quantity of 90,348 cubic metres executed from March 1977 was also paid at the rate of Rs. 22 per cubic metre. Explaining the abnormal variation between the quantity put to tender and actually executed, the division stated (May 1984) that the variations were due to hard strata met at higher level, change in the design of apron as also tail channel requiring provision of additional pilot cut and its widening and deepening. Prior to the modifications in design, the department assessed (July 1976) that total hard rock excavation would be 47,060 cubic metres i.e., seven times the tendered quantity. According to the department, had the estimates been prepared based on open trial pit results, there would not have been wide variations in the quantity. Even considering the increase of 66,135 cubic metres on account of changes in design, had the department estimated and put to tender 47,060 cubic metres of quantity, the contractor would have been required to execute 62,590 cubic metres of hard strata at the



tendered rate of Rs. 14.03 per cubic metre and the extra payment of Rs. 1.14 lakhs at the rate of Rs. 7.97 per cubic metre (Rs. 22 (—) Rs. 14.03 per cubic metre) for 14,255 cubic metres could have been avoided.

In terms of Government orders of June 1980 had the DSR rate of 1977-78 been made applicable to this item of work also, payment at the rate of Rs. 21 per cubic metre was possible. Non-application of rates of DSR of 1977-78 to this item of work resulted in avoidable expenditure of Rs. 0.90 lakh.

*4.2.6 Extra expenditure due to defective provision.*—In the technically sanctioned estimate a lump sum provision of Rs. 0.50 lakh was made for dewatering (Rs. 0.40 lakh) and construction of coffer dams, etc. (Rs. 0.10 lakh). According to the Executive Engineer this provision corresponds to hourly rate of Rs. 10.35 of 5 H.P. pump for 4,858 B.H.P. hours. In the draft tender papers quantity of 4,858 B.H.P. hours was mentioned without indicating 5 H.P. capacity of the pump. The contractor had quoted the rate of Rs. 10.02 per B.H.P. hour which was finally agreed to Rs. 9 during negotiations. The other tenderer has correctly understood the provisions of dewatering and quoted the rate of Rs. 2 per B.H.P. hour which corresponds to Rs. 10 per hour with 5 H.P. pump. In the course of execution as against the estimated quantity of 4,858 B.H.P. hours the quantity of dewatering increased disproportionately *i.e.* upto 1,37,537 hours involving payment of Rs. 12.38 lakhs as against the estimated provision of Rs. 0.50 lakh. Had the description of the item been correctly mentioned in the tender indicating hourly rate of 5 H.P. pump assumed by the department while including the item in the tender, quantity executed would have been 27,507 hours requiring payment of Rs. 2.48 lakhs at the rate of Rs. 9 per hour. As the department noticed that the execution of this item through contractor was uneconomical, the Superintending Engineer directed (May 1978) to withdraw this item from the contractor for departmental execution. Though the orders to withdraw this item were issued in May 1978 by the division they were not implemented.

Omission to indicate the correct description of the item in the tender resulted in avoidable extra expenditure of Rs. 9.90 lakhs to Government.



4.2.7 *Extra expenditure on hearting and casing.*—(i) The agreement provided for utilisation of excavated material in hearting and casing zones. According to the estimates 90 per cent of the excavated soft strata was to be used in hearting zone. The quantity of soft strata excavated since March 1977 being 1.68 lakh cubic metres, the usable spoils at the rate of 90 per cent worked out to 1.52 lakh cubic metres. As the earthwork for hearting executed from March 1977 was 1.02 lakh cubic metres, the entire quantity of earth work of hearting could have been executed from the available spoils. While making payment for work done from March 1977 onwards as per Government orders of June 1980, the entire work executed in hearting zone was considered as if executed from the material obtained from borrow pits for which rate of Rs. 6.25 per cubic metre was paid and the rate admissible for the utilisation of available spoils was not worked out. Even considering the maximum average lead of half kilometre involved in utilisation of excavated material, the rate admissible worked out to Rs. 4.41 per cubic metre. Adoption of borrow area rates for the entire quantity of work executed in hearting zone from March 1977 onwards resulted in extra payment of Rs.1.88 lakhs.

(ii) Similarly for the casing zone, though 1.35 lakh cubic metres of material was available from excavation in hard strata, the entire quantity of work of 1.07 lakh cubic metres executed in casing zone from March 1977 onwards was paid at the rate of Rs. 8.85 per cubic metre applicable to borrow pit area. Even after allowing the average lead of half kilometre, the rate admissible for utilisation of excavated material worked out to Rs. 5.21 per cubic metre. Application of borrow pit rates for the entire quantity of earth work in casing executed from March 1977 onwards resulted in extra payment of Rs. 3.89 lakhs.

Thus, non-utilisation of the available excavated material in embankment for hearting and casing zone resulted in extra expenditure of Rs. 5.77 lakhs.

4.2.8 *Remedial measures involving extra expenditure.*—The work of gorge filling was completed in 1981 and the head works as a whole was completed by October 1982. In the monsoon of 1981 the division observed boiling and slushiness on the down stream portion of earthen dam. The Central Designs Organisation to whom the matter was referred



suggested remedial measures such as (i) observation of settlement of dam and functioning of drains, (ii) testing of foundation soil for redesigning the section, (iii) providing instrumentation in earthen dam, (iv) constructing relief wells and (v) strengthening of dam by constructing loading berms. The cost of such measures was estimated at Rs. 33.04 lakhs which was yet (July 1984) to be sanctioned.

However, the division had already incurred an expenditure of Rs. 19.46 lakhs to end of April 1984 on remedial measures. Scrutiny of the records revealed that while according (October 1973) technical sanction Government had directed that as the dam was having partial cut off, water intake tests should be carried out to provide sufficient number of relief wells in consultation with Central Designs Organisation. However, this was not done and within a period of two months from completion of head works necessity of remedial measures arose. The magnitude of the expenditure likely to be incurred on remedial measures was not yet known as the matter was said to be under investigation.

The matter was reported to Government in August 1984; reply is awaited (March 1985).

#### 4.3 Financial results of irrigation works

There were 59 major, 206 medium and 1,448 minor irrigation projects in the State as on April 1980. Out of these, 19 completed projects were expected to earn revenue sufficient to cover working expenses and interest charges on capital. The position of capital investment, working expenses, interest charges and revenue realised on 19 projects during 1980-81 to 1982-83 was as under:

		1980-81	1981-82	1982-83
		(in lakhs of rupees)		
Capital outlay to end of the year	..	36,986.95	41,481.05	47,042.89
Total revenue during the year	..	627.41	741.38	567.26
Working expenses and maintenance during the year		671.78	896.21	1,102.39
Net surplus (+) deficit (—) (excluding interest)	(—)	44.37	(—) 154.83	(—) 535.13
Interest on capital outlay	..	2,176.87	2,489.03	2,876.49
Deficit (—) after meeting interest	..	(—) 2,221.24	(—) 2,643.86	(—) 3,411.62
Percentage of deficit	..	6	6.37	7.25



These projects did not meet the working expenses during all the three years and taking into account interest chargeable on the capital the overall deficit worked out to Rs. 82.77 crores during 1980-81 to 1982-83. Though the Government stated (July 1983) that the revenue from irrigation projects should cover the annual expenditure on establishment and repairs with some margin and was not expected to cover the interest on capital outlay, it was contrary to the criteria revised by Government from 1971-72 wherein major irrigation schemes are declared as commercial and the net revenue derived from them over a period of ten years should cover the interest charges on capital invested.

Bagh Project with an expenditure of Rs.12.93 crores upto 1979-80, envisaged irrigation on basic area of 24,400 hectares-cropped area 33,670 hectares, with gross storage of 9,500 M.Cft., live storage of 8,520 M.Cft. and utilisation of 6,390 M. Cft. in Maharashtra. Pus river project completed in 1973-74 and on which expenditure of Rs. 5.03 crores was incurred upto 1979-80 envisaged irrigation on basic area of 8,215 hectares-cropped area 9,365 hectares, with gross storage of 4,000 M.Cft. and utilisation of 3,544 M.Cft. of water.

The storage available, utilised and area irrigated in respect of these two projects during 1979-80 to 1982-83 were as under:

Year	Project	Storage		Irrigation (cropped)		
		Available (in million cubic feet)	Utilised	As per projec report	Actual (in hectares)	Shortfall
1979-80	.. Bagh	7,087	6,618	33,670	20,724	12,946
	Pus	3,085	3,746@	9,365	8,211	1,154
1980-81	.. Bagh	8,008	5,591	33,670	25,229	8,441
	Pus	3,223	3,647@	9,365	8,395	970
1981-82	.. Bagh	8,327	8,340	33,670	27,643	6,027
	Pus	3,119	2,339@	9,355	8,369	996
1982-83	.. Bagh	6,610	6,320	33,670	24,646	9,024
	Pus	3,223	Not available	9,365	6,438	2,927

\*Excess utilisation due to replenishments.

@Hot weather utilisation not intimated.

Target of 33,670 hectares in respect of Bagh project and 9,365 hectares under Pus project was not achieved in any of the four years and shortfall in irrigation was 36,438 hectares and 6,047 hectares which resulted in loss of revenue to the extent of Rs. 32.79 lakhs and Rs. 8.47 lakhs respectively. The shortfall in irrigation was attributed by the department to damaged field channels, cultivators using their own water resources, less storage due to less rainfall during 1982-83, seepages, less utilisation in kharif, cultivators with large holdings not taking water for fear of attracting ceiling on their holdings, etc.

The revenue assessed and realised during 1980-81 to 1982-83 was as follows:

Year	Bagh project		Pus project	
	Revenue assessed	Revenue realised	Revenue assessed	Revenue realised
	(in lakhs of rupees)			
1980-81 ..	24.03	18.31	7.48	7.04
1981-82 ..	31.07	13.17	10.48	8.61
1982-83 ..	23.71	3.29	11.99	7.24

The recovery was reportedly less mainly due to unwillingness on the part of cultivators to pay dues, expecting remissions, inability to pay their dues on account of poverty and non-adoption of coercive measures.

The actual expenditure on maintenance and repairs on these two projects was also in excess of the norms prescribed by Government to the extent of Rs. 46.30 lakhs during 1980-81 to 1982-83 in respect of Bagh project and Rs. 4.53 lakhs during 1980-81 to 1982-83 in regard to Pus project due to wilful destruction/damage to canals, unauthorised utilisation of water, increase in wages and prices of materials.

The matter was reported to Government in September 1984; reply is awaited (March 1985).



#### 4.4 Construction of Paithan Left Bank Canal—avoidable expenditure

Two works of constructing Paithan Left Bank Canal (Jayakwadi Project) from kilometre 159 to 166 (sub-work 2) and kilometre 166 to 174 (sub-work 3) initially taken up for execution during 1975-76 to 1978-79 under the Employment Guarantee Scheme (EGS) were awarded (May 1979) to a contractor for Rs. 51.05 lakhs and Rs. 99.26 lakhs for completion by November 1980 and November 1981 respectively. In the technically sanctioned estimate of the works, excavations in hard strata were estimated as 1,56,851 and 3,99,504 cubic metres. Assuming that 1,43,454 and 3,33,369 cubic metres of hard strata excavation would have been done earlier, quantities of 13,397 and 66,135 cubic metres were included in the tenders.

While handing over the site to the contractors when cross section measurements were taken during May 1979 to July 1980 the quantities executed under EGS and measured on tape measurement basis were found to be in excess by 30,290 and 73,757 cubic metres *i.e.* total 1,04,047 cubic metres. The excess payment on this account at the average rate of Rs. 20 per cubic metre amounted to Rs. 20.81 lakhs. The matter reported to the Superintending Engineer in April 1980/August 1981 was yet to be finalised (October 1984).

During execution, hard strata excavations were 54,557 and 1,76,610 cubic metres as against 13,397 and 66,135 cubic metres quantities put to tender and included in the agreements, involving excess of 41,160 and 1,10,475 cubic metres *i.e.* total 1,51,635 cubic metres. Under the agreement, tendered rates for hard strata excavation, *viz.*, Rs. 31.03 and Rs. 31.83 per cubic metre were applicable to additional work upto 33.33 per cent of the quantities included therein and additional work over and above the limit was payable at mutually agreed rates. Accordingly, work done in excess of the 33.33 per cent limit, *viz.*, 36,694 and 88,430 cubic metres (total : 1,25,124 cubic metres) was paid for at the agreed rate of Rs. 41.90 and Rs. 57.35 per cubic metre involving an extra cost of Rs. 26.56 lakhs. Of the total excess quantity of 1,25,124 cubic metres paid at the higher rates, substantial excess of 1,04,047 cubic metres was attributed (August 1984) by the department to incorrect computation of work done under EGS. Failure to assess the quantities of hard rock excavation done under EGS correctly before incorporating it in the tender, resulted in avoidable expenditure of Rs. 26.56 lakhs to Government.



Thus, excess measurements on EGS works and failure to incorporate correct quantities of balance work in the tender resulted in avoidable expenditure of Rs. 47.37 lakhs.

The matter was reported to Government in September 1984; reply is awaited (March 1985).

#### 4.5 Construction of Paithan Left Bank Canal—avoidable extra cost

Two works, viz., sub-works 8 (kilometres 195 to 199.5) and 9 (kilometres 199.5 to 202) of constructing Paithan Left Bank Canal of Jayakwadi Project were awarded after negotiation (April 1979) to a contractor for Rs. 98.55 lakhs and Rs. 44.83 lakhs i.e. at 19.97 per cent and 19.85 per cent above the updated estimated cost of Rs. 82.14 lakhs and Rs. 37.40 lakhs for completion by October 1981 and April 1982 respectively. According to the agreements, the contractor was bound to execute over and above the quantities of work specified therein upto  $33\frac{1}{3}$  per cent at tendered rates and quantities in excess of the limit was to be paid for at mutually agreed rates. During execution, the quantities of excavation in hard strata estimated on the basis of trial pits taken at a distance of 150 metres and put to tender i.e. 27,983 and 25,914 cubic metres increased to 1,35,380 and 1,05,119 cubic metres respectively. The excess of 1,07,397 and 79,205 cubic metres was attributed (August 1984) by the department to change in strata classification (98,572 and 75,567 cubic metres) as the hard strata was confronted at higher level than estimated, modification in canal section (890 and 1,257 cubic metres) and jump chain (7,935 and 2,381 cubic metres). The tendered rates for hard strata excavation were Rs. 34.45 and Rs. 28.60 per cubic metre and  $133\frac{1}{3}$  per cent tendered quantities i.e. 37,310 and 34,551 cubic metres were paid at these rates. For balance quantities of hard rock excavation in sub-works 8 and 9 rates of Rs. 40.70 and Rs. 40.80 per cubic metre respectively were fixed (December 1981) by mutual agreement. Compared with the tendered rates, the extra cost of 98,070 and 70,568 cubic metres work executed in excess of  $133\frac{1}{3}$  per cent limit prescribed in the agreements and paid at the above enhanced rates in both the works amounted to Rs. 14.74 lakhs.

The following points were noticed (June 1983/ July 1984) on a scrutiny of divisional records:



(i) A large increase of 1,74,139 cubic metres was attributed to strata classification. The estimates for the works were prepared after detailed survey during which trial bores were taken at intervals of 150 metres for study of strata classification. Based on results of trial bores, quantities of soft and hard strata were estimated. In execution, however, the quantities of hard strata increased disproportionately with corresponding reduction in soft strata as hard strata was met with at higher levels than estimated in the entire length ranging between 0.59 and 8.42 metres in respect of sub-work 8 and 0.09 and 6.89 metres for sub-work 9. The change in strata classification was observed even at the points of trial bores which indicated that the original strata classification for estimate was incorrect.

(ii) The rates of Rs. 40.70 and Rs. 40.80 per cubic metre determined on the weighted average of schedule of rates of the years in which the additional quantities were executed *plus* tendered premium, have not been referred to Government for approval which had accepted the original tender.

Defective survey and failure in timely fixation of rates resulted in avoidable extra payment of Rs. 14.74 lakhs.

The matter was reported to Government in September 1984; reply is awaited (March 1985).

#### **4.6 Avoidable extra cost in canal work**

Earthwork in km 84 of Paithan Right Bank Canal was awarded (May 1979) to a contractor for Rs. 6.60 lakhs for completion by April 1980. The contractor executed work of value Rs. 2.43 lakhs by March 1980 and then abandoned the work. In terms of contract conditions, the Executive Engineer notified (November 1980) the contractor that the balance work would be got done through other agency at his cost. The balance work was completed departmentally between February 1981 and March 1982 at a cost of Rs. 6.85 lakhs involving extra cost of Rs. 2.68 lakhs recoverable from the contractor. The lining work was also completed departmentally during June 1982 to May 1983.

Under the agreement, extra cost of Rs. 2.68 lakhs for balance work and liquidated damages of Rs. 0.66 lakh were recoverable from the contractor, besides forfeiture of his security deposit of Rs. 0.18 lakh and recovery of



other dues of Rs. 0.12 lakh. The dues totalling Rs. 3.46 lakhs were not recovered as the whereabouts of the contractor were reportedly not known; his security deposit was also not forfeited (August 1984).

When water was released in the canal upto km. 92 for the first time between 15th and 18th June 1982, concrete lining in km. 84 swelled out at bottom at some places and cracks were noticed above canal bed level. After rectification when water was released for the second time in August 1982, the department noticed that concrete lining was disturbed to a great extent due to swelling and settlement of embankment. The division, therefore, prepared an estimate of Rs. 2.84 lakhs to carry out rectification works comprising dismantling of cement concrete and excavation in hard murum, hardman and kankar, etc. (Rs. 0.46 lakh), construction of embankment of hearting and casing zone with selected material (Rs. 0.69 lakh), lining (Rs. 1.50 lakhs) and providing of revetment, etc. (Rs. 0.19 lakh) and agencies to carry out the above works were fixed for Rs. 2.34 lakhs (August 1984).

A scrutiny of departmental records revealed that hearting zone was not constructed with selected material, excavated material was not considered fit for reuse as it was mixed with lime, kankar and swelling type murum and soil lining work was executed on the banking immediately after its completion without settlement in monsoon and percentage check of lining work as prescribed for the Executive Engineer was not conducted. Though Superintending Engineer directed (September 1982) the Executive Engineer to initiate action against the concerned officials for defective execution of work and the Chief Engineer directed (February 1983) the Superintending Engineer to assess the quantum of rectification work necessitated due to negligence in execution or overpayments and lack or inadequate maintenance during execution, no such action was taken so far and the responsibility for the avoidable extra cost of Rs. 2.34 lakhs was not fixed (August 1984).

Thus, defective construction of embankment and lining resulted in avoidable extra cost of Rs. 2.34 lakhs, besides non-recovery of dues of Rs. 3.46 lakhs from the contractor.

The matter was reported to Government in September 1984; reply is awaited (March 1985).



#### 4.7 Incorrect interpretation of contract condition

Two works of constructing Kekatpur and Amdori tanks estimated to cost Rs. 20.77 lakhs and Rs. 16.51 lakhs, based on the schedule of rates for 1979-80, were awarded (January 1982) to a contractor at 29 and 33.33 per cent above the estimated rates respectively. Tenders for these works were invited in October 1981 when the schedule of rates for 1981-82 were operative. The offers received were 2.55 and 3.03 per cent above the updated estimated cost based on divisional schedule of rates 1981-82. Under clause 37 of the agreements, the quantities in excess of 125 per cent of the tendered quantities were payable at rates to be derived from the rates in the current schedule of rates increased or decreased by the percentage which the total tendered amount bears to the estimated cost of the work as put to tender based upon the schedule of rates applicable to the year in which the tenders were invited.

In execution, the quantities of work exceeded the tendered quantities as under :

Particulars	Tendered quantity		Actual quantity		Quantity in excess of 125 per cent	
	Kekatpur	Amdori	Kekatpur (in cubic metres)	Amdori	Kekatpur	Amdori
Dam seat ..	8,444	4,237	11,658	8,236	1,103	2,940
C.O.T. ..	4,204	1,874	7,778	3,268	2,523	925
Hearting Zone ..	62,197	..	78,500	..	754	..
Casing Zone ..	46,447	1,289	62,345	6,104	4,286	4,493
Drains ..	..	747	..	1,173	..	239
Pitching ..	1,452	2,671	4,269	3,573	2,454	234
Spill channel ..	2,444	1,985	23,690	16,623	20,635	14,142
Cement concrete	15	22	27	70	8	42

As provided in the agreements, the quantities in excess of 125 per cent should have been paid at the current schedule of rates increased by 2.55 and 3.03 per cent respectively. However, the Executive Engineer made payment for the excess quantities of these tanks from 1981-82 by

increasing the relevant rates in the current schedule of rates by 29 and 33.33 percent respectively and released final payment in March 1984, which resulted in an excess payment of Rs. 3.75 lakhs to the contractor. The division stated (April 1984) that for the purpose of clause 37 it was considered and interpreted that the contractor was entitled for excess quantities above permissible limits at the current schedule of rates *plus* the tender percentage accepted by the competent authority *i.e.* 29 and 33.33 per cent in these cases. This was contrary to contract provisions regulating the rates payable for excess quantities.

Thus, incorrect interpretation of the contract condition resulted in an excess payment of Rs. 3.75 lakhs to the contractor.

The matter was reported to Government in August 1984; reply is awaited (March 1985).

#### 4.8 Defective construction of canal work

The sanctioned estimate for constructing kilometre 92 of Paithan Right Bank Canal of Jayakwadi Project provided for embankment with zoned section of hearting and casing. The work was completed (1978-82) partly departmentally through piece workers and partly through contractor at a cost of Rs. 24 lakhs. When water was released (September 1982) in the canal, heavy leakages were noticed in a length of 130 metres where work was executed departmentally. Trial pits and open cuts taken to ascertain the causes for the leakages revealed (December 1982) that embankment was not constructed with hearting material (impervious soil) and the hearting zone was filled with loose material. It was, therefore, decided (February 1983) to reconstruct the portion of embankment originally constructed at a cost of Rs. 0.52 lakh. The reconstruction work was completed (January 1984) departmentally at a cost of Rs. 2.15 lakhs without technical sanction to the estimate (July 1984).

Scrutiny (December 1983/August 1984) of the divisional records revealed that percentage check of the original work, prescribed under the rules, was not exercised by the Executive Engineer. In the reconstructed work also, percentage check prescribed for Deputy Engineer was not carried out. Responsibility for the defective construction was not fixed (July 1984).



Thus, the defective construction of the original work of Rs. 0.52 lakh due to lack of supervision, resulted in avoidable extra cost of Rs. 2.15 lakhs on reconstruction.

Government stated (November 1984) that action for fixing the responsibility was initiated by the Chief Engineer.

#### **4.9 Loss due to non-testing of cement**

Bhira Construction Division, Ravalje (Raigad District) received at Mulund Railway Station 1,392 tonnes of cement between 5th August and 26th November 1982 from A.C.C. cement factory at Wadi, under D.G.S. & D. rate contract. The cement was transported to godown at Ravalje by road through a transport contractor. The cement from the above stock was used on the works from 20th September 1982. On 26th October 1982 the division observed that concrete mix made with this cement did not set and on removal of centerings it collapsed. Further, on 4th November 1982 the division noticed that cement used for lining of diversion canal did not set at all. The matter was, therefore, reported (5th November 1982) to the Cement Company which disowned any responsibility in the matter as the complaint was not lodged within 30 days from the date of receipt of wagons as stipulated in the rate contract.

Scrutiny of records revealed that though cement was received in bags which were machine stitched as well as hand stitched and some bags had no stampings of the factory, cement was not tested within the stipulated period of 30 days. Test results of samples collected in December 1982 by the factory without any commitment disclosed that cement was heavily adulterated. Tests conducted by the division in December 1982 also revealed that 174.15 tonnes of cement costing Rs. 1.64 lakhs was substandard. The works in which substandard cement was used were reconstructed at a cost of Rs. 0.42 lakh. No responsibility for the loss was fixed; Government's sanction for the write off of the loss of Rs. 2.06 lakhs was awaited (December 1984).

The Government stated (December 1984) that testing of cement within 30 days of receipt was difficult taking into account the time involved in completing all the procedures. The plea of the Government was not tenable as the testing of cement had to be conducted within the period stipulated in the rate contract.



#### 4.10 Fixation of incorrect rate for dewatering

In the Pune Region of Irrigation Department, works including dewatering were entrusted (1982-83 and 1983-84) to piece workers on estimated rates. As per the regional schedule of rates for 1982-83, the estimated rate for dewatering was Rs. 4 per BHP hour though the rate provided in the schedule of rates for 1981-82 and 1983-84 was Rs. 2 per BHP hour only. Investigation by Audit (February 1984) of the reasons for the higher rate in the schedule of rates for 1982-83 revealed that the hourly rate of Rs. 4 per BHP hour was worked out on the basis of the lowest horse power of the range of pumps of various capacities, whereas the rate of Rs. 2 provided in 1981-82 as also in 1983-84 was worked out on the average horse power of such pumps. The method of computing the rate on the basis of average horse power has been approved by Government. Adoption of incorrect method in computing the hourly rate of dewatering for 1982-83, resulted in excess payment of Rs. 0.89 lakh in two Minor Irrigation Divisions at Pune and Kolhapur. Details of similar excess payments in other divisions in the region were awaited (August 1984).

The matter was reported to Government in September 1984; reply is awaited (March 1985).

### PUBLIC WORKS DEPARTMENT

#### 4.11 Purchase of hot mix plant—unfruitful expenditure

As a part of general programme of purchase of machinery (1973-74) for the works of National Highways, a hot mix plant having capacity of 30/40 tonnes per hour was procured (November 1974) by Government at a cost of Rs. 4.31 lakhs. As per Government instructions, the delivery of the plant was taken (November 1974) at Panvel, by the National Highway Division, Thane, pending its transfer to the needy division. The plant was not erected and trial taken as the expenditure for power supply was estimated to cost Rs. 1.28 lakhs with a liability for payment of minimum monthly consumption charges of Rs. 1,200 for 7 years, which was not considered before placing the supply order. Proposals of the department to shift the plant to other divisions did not materialise for want of adequate work load. The plant was put to auction (September 1981) and the highest bid of Rs. 1.85 lakhs was rejected, being low.



Finally, it was decided (January 1984) by Government to erect the plant at Panvel and commission it by providing two power generators at an estimated cost of Rs. 2 lakhs.

Due to non-use, the outer parts of the plant got jammed and worn out. The plant was repaired (June 1984) through a private firm at a cost of Rs. 1.54 lakhs. It was tested by the division in June 1984 at a cost of Rs.0.45 lakh. During testing, there was a fire causing damages to the generators and materials to the extent of Rs.0.35 lakh. The plant was not put to use so far (September 1984). Government stated (October 1984) that the plant was now converted into a mobile unit and will be located at work site and it will be put to use.

Due to non-erection and non-utilisation of plant for a period of over 9 years, expenditure of Rs.4.31 lakhs was rendered unfruitful, besides the avoidable expenditure of Rs. 2.34 lakhs on repairs, testing and damages.

#### **4.12 Extra cost due to defective work—Approaches to Purna bridge**

Tender for the work of constructing approaches (6.425 kilometres, estimated cost: Rs.17.89 lakhs) to Purna bridge near Somangaon on Bombay Chalisgaon-Nagpur road (State Highway) was accepted (1st February 1974) by the Chief Engineer for Rs.17.23 lakhs and work order was issued (26th February 1974) to a contractor for completion by April 1975. Meanwhile, some land owners approached Government for modifying the sanctioned alignment passing through their fields as it was causing considerable loss to them. Government considered their request and accordingly, the Chief Engineer modified the alignment in June 1974. As a result, work was designed for high embankment involving extra items as also increase in the quantities of items of work entrusted to the contractor. At the instance of the contractor, the part work of embankment with high banks valued at Rs. 12.16 lakhs was withdrawn (July 1975) for execution departmentally. Of the balance work, the contractor executed the work of value Rs. 3.70 lakhs upto June 1975 and then abandoned the work as he was not ready to execute the work at tendered rates. After levying compensation amounting to Rs. 0.57 lakh for slow progress, the remaining abandoned work was withdrawn (May 1976) for departmental execution at the risk and cost of the contractor. The value of



work actually executed during July 1976 to May 1979 at his risk and cost was Rs. 3.56 lakhs as against Rs. 2.86 lakhs payable at his rates, involving extra cost of Rs. 0.70 lakh recoverable from him.

The division stated (May 1984) that the legal action to recover the extra cost and fine amounting to Rs. 1.27 lakhs was taken and that the case was pending in the court of law (June 1984).

The work of providing premix carpet and seal coat to the approaches was completed between March 1979 and May 1979 at a cost of Rs.1.24 lakhs and approaches were opened for traffic.

After completion of approaches in May 1979 within few months, during the monsoon of 1979 they were damaged extensively and big pot holes had developed. The results of trial pits taken (February 1980) in each kilometre revealed that metal crust thickness was 0.20 metre on an average, as against 0.30 metre provided in the estimate indicating that metal spread was not as per specifications. The road was closed for traffic during July and August 1980, asphalt crust was removed and special repairs for strengthening the existing crust were carried out (July-August 1980) at a cost of Rs.1.51 lakhs; but approaches were not asphalted (July 1984). According to the Superintending Engineer, work was executed as per plans and estimates but in the absence of provision in the rules to check crust thickness after compaction of the road metal, it could not be checked. However, had the standard specifications been observed, the required crust thickness could have been achieved.

Thus, failure to spread metal so as to obtain the designed crust thickness resulted in extra cost of Rs.2.75 lakhs to Government.

Government stated (September 1984) that the required quantity of metal was collected, spread and compacted and that the damages were noticed after passage of one monsoon. It was, however, not clarified how even after spreading the required quantity of metal the designed crust thickness of the road was not obtained leading to severe damages within six months of its completion.

#### **4.13 Irregular withdrawal of work—avoidable expenditure**

Two works, construction of a bridge across Dindrud Nalla in kilometre 36 of Beed-Parli road, and cross drainages, approaches, etc., in kilometre 7 of Sirsala-Sonpeth road (Beed District), estimated to cost Rs.4.15 lakhs and Rs.3.10 lakhs were awarded (September 1979) to a contractor



by the Public Works Division, Beed for Rs.3.85 lakhs and Rs. 2.93 lakhs for completion by March 1981 and December 1980 respectively. Except collection of material for which secured advance of Rs.0.47 lakh was paid in November 1979, no other work was started by the contractor till October 1980, nor the division initiated any penal action against the contractor for non-commencement of work in terms of the contract conditions. As per terms of the agreement cement required for the work was to be supplied by the department at the rates stipulated in Schedule 'A'. In November 1980, the contractor informed the division that due to shortage of cement, he could not commence the work and demanded higher rates based on the current schedule of rates as also payment for escalation for labour and other commodities. The stock of cement with the division during October 1979 to March 1981 ranged from 702 bags to 25,096 bags, which was much in excess of the average monthly requirement of 385 bags for the works. As the contractor's demands were not acceptable to the division, both the works were withdrawn (January 1981) without any liability to the contractor. The works were completed departmentally between March 1981 and November 1982 at a cost of Rs.8.39 lakhs (including issue of materials at higher rates: Rs. 1.13 lakhs) as against cost Rs. 5.34 lakhs at contractor's rates for the work actually executed, entailing an extra expenditure of Rs.1.92 lakhs. The original contractor was one of the agencies engaged departmentally and work of value Rs.2.38 lakhs out of Rs.8.39 lakhs was executed by him.

Government stated (September 1984) that non-availability of cement contributed to the delay in commencement of work and consequent withdrawal of works. Reasons attributed for withdrawal of works were not tenable as the stock of cement with the division was adequate and did not warrant withdrawal of works.

#### **4.14 Avoidable expenditure—Black topping to State Highway**

The work of black topping Bombay-Chalisgaon-Nagpur road (State Highway) in kilometres 333, 334 and 336 to 338 was awarded (February 1979) to a contractor at his tendered cost of Rs.2.94 lakhs for completion in three months. Similar work in kilometres 378 to 380 of the same road was entrusted to another contractor for Rs. 3.30 lakhs for completion in four months. The requirement of bitumen for these works was 145 tonnes and 161.50 tonnes respectively. According to agreements, bitumen



was to be brought to the site of works, stacked and protected till used by the contractors. The division failed to ensure that the contractors procured and brought to site the required quantity of bitumen within the stipulated period of contract i.e. by May and June 1979 respectively, though it was an independent item. In one case extensions were granted in June 1979 and December 1979 upto June 1980 and in another case in July 1979 upto February 1980.

As the Government of India increased the prices of bitumen in August 1979, the contractors asked for in November 1979 and December 1979, extra payment of Rs. 0.51 lakh and Rs. 0.38 lakh for the increase in cost of balance quantity of bitumen to be procured. The Executive Engineer requested (September 1980) the Superintending Engineer to move the Government to consider the request for extra payment. The contractors executed the work of value Rs. 1.51 lakhs and Rs. 1.98 lakhs till December 1980. In January 1981 the Superintending Engineer directed withdrawal of balance work of Rs.1.43 lakhs and Rs.1.32 lakhs for departmental execution without any liability to the contractor, provided the departmental execution was economical than the amount demanded by the contractors. The balance work of Rs.1.43 lakhs was withdrawn in March 1981 and part of it was executed at a cost of Rs. 2.23 lakhs and the work of value Rs. 0.37 lakh remained to be executed. Withdrawal of balance work involved extra cost of Rs. 1.17 lakhs. In the other case, balance work of Rs. 1.32 lakhs which was withdrawn in April 1981 was not executed till May 1984. The cost of this work as per District Schedule of Rates for 1983-84 was assessed as Rs. 2.69 lakhs. In this case also, withdrawal of balance work involved extra cost of Rs. 1.37 lakhs.

In both cases, the withdrawal of balance work was imprudent as the rates quoted by the contractors were for the supply of tendered quantity of bitumen and the increase in the prices of the bitumen was the liability of the contractor. Even if the Executive Engineer's proposal (September 1980) to compensate the contractors for difference in cost of bitumen of Rs. 0.89 lakh had been got approved from Government, extra expenditure of Rs. 1.65 lakhs could have been avoided.

Government stated (September 1984) that though a separate item of supply of bitumen was provided in the tender it could not be sorted out independently and that the situation arose mainly due to hike in the price of bitumen beyond normal expectations. This plea was not tenable since



the work on independent item could have been got done within the stipulated period of contract.

#### 4.15 Defective construction of approaches—Kari bridge

The work of approaches to Kari bridge on Dharur-Majalgaon road (Beed District) was awarded to a contractor in July 1977 at the estimated cost of Rs. 0.69 lakh for completion by July 1979. During floods of June 1978, earthwork of approaches was damaged. Damages caused to the approaches were neither assessed nor the damaged portion got restored through the contractor. The department also did not restore the damages; instead the work under the contract was treated as completed in July 1979, expenditure incurred till then on approaches being Rs. 0.58 lakh.

In August 1981, the division prepared a special repairs estimate for Rs. 0.82 lakh on the ground that heavy embankment without proper slopes and pitching was washed away and special repairs to approaches were carried out between September 1981 and March 1982 at a cost of Rs. 0.85 lakh.

A scrutiny of divisional records (May 1984), revealed the following :

(i) Approaches in heavy embankment were built with 1:1 slope as against flatter slope of 2:1. In reply to an audit enquiry, the Executive Engineer stated (May 1984) that the slopes considered adequate for such roads are 2:1 but slopes adopted during execution were approximately 1:1 as land acquired was inadequate for providing proper slopes.

(ii) Borrow pits were taken adjacent to the toe of embankment though under the specifications minimum distance of 3.10 metres between borrow pit and toe of embankment should have been maintained. This resulted in stagnation of water in borrow pits which saturated the embankment and caused damages.

(iii) Reasons for departure from departmental specifications have not been investigated.

Thus, the defective construction of the approaches resulted in an avoidable expenditure of Rs. 0.85 lakh on special repairs.

Government stated (September 1984) that designed slopes in some length were not executed due to non-availability of land. However, the Public Works Division, Beed informed in October 1984 that land available was adequate for executing the designed slopes and no additional land was required.

## CHAPTER V

### STORES AND STOCK

#### MEDICAL EDUCATION AND DRUGS DEPARTMENT

##### 5.1 Closure of Renal Unit

Highly sophisticated Micro Computerised laboratory equipments incorporating latest technology were imported in October 1981 and September 1982 by the J.J. Group of Hospitals at a cost of Rs.1.95 lakhs for use in its Renal Laboratory which is the backbone of life saving Haemodialysis services. Though two posts of bio-chemists were sanctioned for operation of the equipments in October 1981, the posts were filled only in December 1981 by two in-service candidates on locum basis. Without making any permanent and alternate arrangement to operate the sophisticated equipments the bio-chemists were suddenly withdrawn on 19th October 1983 by the Director of Medical Education and Research. The same persons were reposted on 6th February 1984 after prolonged correspondence between the department of Nephrology and the Dean of the Hospital. The laboratory was closed from 19th October 1983 to 6th February 1984. Due to prolonged non-use the imported equipments started malfunctioning and could be repaired only by July-August 1984 (cost not known). Reagent, kits, etc. valued at Rs. 0.22 lakh had become time barred due to non-working of the laboratory and new kits valued at Rs.0.35 lakh were purchased in March 1984.

The Professor and Head of the Department stated in March 1984 that he had been highlighting the consequences of the closure of Renal Laboratory arising from the withdrawal of the bio-chemists without



substitutes. Thus, while importing sophisticated equipments needed for life saving treatment, simultaneous steps were not taken by the Department to arrange for the training and posting of necessary personnel for operating the equipments. As a result not only the working of the laboratory was affected but also the machines went into disrepair due to non-use.

The matter was referred to Government in September 1984; reply is awaited (March 1985).

#### PUBLIC WORKS DEPARTMENT

##### 5.2 Loss in purchase of steel

On a re-roller approaching the Superintending Engineer, Public Works Circle, Pune on his own volition with an offer for supply of tor steel at rates ranging between Rs. 3,650 and Rs. 3,689 per tonne, the Superintending Engineer moved (April 1980) Government who authorised in the same month purchase of 350 tonnes of tor steel from the re-roller and also sanctioned payment of advance for procurement of 350 tonnes of blooms at the rate of Rs. 2,167 per tonne plus sales tax at 4 per cent. Government, *inter-alia*, stipulated that the re-roller should authorise the Executive Engineer, Public Works South Division, Pune to receive the blooms on its behalf and the Executive Engineer should collect the blooms and allot the same to the re-roller for delivery of finished product to public works stores at Pune. The firm was required to execute an indemnity bond to reimburse the amount paid by the department to the Steel Authority of India Limited (SAIL) for taking delivery of blooms.

Advance of Rs. 7.88 lakhs was paid to the firm in April 1980 on an indemnity bond. The re-roller did not authorise the Executive Engineer to receive the blooms on his behalf, instead took direct delivery in the presence of Deputy Engineer authorised to verify the supply of blooms. Only 176.22 tonnes of blooms on which Rs. 3.97 lakhs only was admissible as advance were procured. The balance advance (Rs. 3.91 lakhs) should have been refunded with interest at 12 per cent per annum. This was not done, instead Rs. 2 lakhs were refunded in September 1980 and delivery period was extended to the end of December 1980. Till then 117.11 tonnes of tor steel valued Rs. 4.30 lakhs were received in the departmental



stores. A further quantity of 20.22 tonnes valued Rs. 0.74 lakh was delivered upto February 1981. The balance quantity of 37.67 tonnes of steel was not supplied nor the re-roller refunded the balance of advance of Rs. 0.84 lakh remaining outstanding after adjustment of cost of stores delivered. As the department served notice on the re-roller in January 1982 for refund of the unadjusted balance of advance alongwith interest and fine for non-performance of contract total amounting to Rs. 1.63 lakhs, the re-roller refunded Rs. 0.37 lakh in May 1983. As on July 1984, dues amounting to Rs. 2.43 lakhs (Rs. 0.47 lakh advance, Rs. 0.65 lakh interest and Rs. 1.31 lakhs fine) were not recovered.

Against sanction for purchase of 350 tonnes of tor steel from the re-roller, the department executed agreement for supply of 275 tonnes only and the short supply of 75 tonnes was procured from open market at an extra cost of Rs. 0.33 lakh.

Government accepted (October 1984) the outstanding recovery of Rs. 0.47 lakh but the reasons for non-recovery of interest as also fine for non-performance of contract, amounting to Rs. 1.96 lakhs, were not communicated.

#### AGRICULTURE AND CO-OPERATION DEPARTMENT

##### 5.3 Non-utilisation of hot water/hot air treatment plants

Under the Centrally sponsored scheme for sugarcane development during the Fifth Plan period, Government sanctioned in May 1976 purchase of 6 hot water and 6 hot air treatment plants for treating the sugarcane seed, with heat therapy as a prophylactic in 6 sugarcane nursery-cum-demonstration farms.

The plants ordered in July 1976 were received between July 1976 and May 1977 (expenditure: Rs. 2.38 lakhs) but were not put to use (July 1984) on the farms except in one farm where it was used partially for 2 months till it went out of order in February 1983. The Directorate of Agriculture attributed the delay to delays by the Public Works Divisions in construction of sheds and electric installations. The construction of sheds in 5 farms was completed upto October 1982 and electric installation was completed in 4 farms upto April 1983.



One more hot water plant purchased in April 1982 (at Sindkhedraja, District Buldana) was also not put to use (July 1984) due to non-completion of shed.

Thus, 10 plants were lying idle for 7 to 8 years, 1 plant for 2 years and 2 plants for more than one year. Though a mechanic was appointed in March 1983 to run the plant at Radhanagri farm, the plant had not been repaired and put to use (April 1984); expenditure incurred on pay and allowances was Rs .0.12 lakh. There was no provision in the accepted tender for guarantee period for satisfactory working of these plants.

The matter was referred to Government in September 1984; reply is awaited (March 1985).

## CHAPTER VI

### Financial Assistance to Local Bodies and Others

#### 6.1 Grants

During 1983-84, Rs. 866.18 crores (about 27 per cent of revenue expenditure during the year) were paid as grants to local bodies, private institutions, etc., as shown below :

		(Amount in crores of rupees)
Panchayati Raj Institutions	..	432.80
Educational Institutions (including Universities)	..	249.65
Municipal Councils/Municipal Corporations	..	7.58
Co-operative Societies	..	14.35
Other Institutions (including Statutory Bodies)	..	161.80
Total	..	866.18

## SECTION I

#### 6.2 Bodies and Authorities substantially financed by Government grants and loans

Bodies and authorities which are substantially financed out of grants and/or loans received from Government are required to be audited by the Comptroller and Auditor General of India. For this purpose all departments of Government are required to furnish to Audit each year by May following information in respect of such authorities/bodies which



had been paid grants and/or loans of Rs. 5 lakhs or more during the previous year (the limit of Rs. 5 lakhs has been revised to Rs. 25 lakhs from 1983-84). Despite the default by departments being consistently mentioned in the Audit Report for each year the information is not being regularly received. Such information is awaited (January 1985) from Agriculture and Co-operation, Education and Employment, Social Welfare, Cultural Affairs, Sports and Tourism, Urban Development, Public Health and Medical Education and Drugs Departments for the years 1971-72 to 1983-84, Home Department for the years 1978-79 to 1983-84, Rural Development and Housing and Special Assistance Departments for 1981-82 to 1983-84, Public Works, Finance, Planning and Irrigation Departments for the years 1982-83 and 1983-84, General Administration and Industries, Energy and Labour Departments for 1983-84.

Important points noticed during audit of some of the substantially financed bodies/authorities are given in the succeeding paragraphs.

#### RURAL DEVELOPMENT DEPARTMENT

### 6.3 Supply of drinking water to problem villages

6.3.1 *Introductory.*—The programme relating to supply of drinking water comprises piped water supply schemes, borewell schemes and dugwell schemes. The Rural water supply schemes have been implemented in the State since First Five Year Plan. The piped water supply schemes (PWS) are presently being implemented by the Maharashtra Water Supply and Sewerage Board (Board) in the State Sector and by the Zilla Parishads (ZPs) in the Local Sector, borewell (BW) schemes by the Groundwater Surveys and Development Agency (GSDA) and the dugwell (DW) schemes by the Zilla Parishads. The schemes now formed a part of Minimum Needs programme (MNP) introduced from 1974-75. In addition, Accelerated Rural Water Supply Scheme (ARWS) was introduced from 1977-78 as a Centrally Sponsored Scheme to supplement the resources of the State Government in providing safe drinking water to identified villages and giving priority to the needs of scheduled castes and scheduled tribes.

The 20 point programme of the Government of India lays emphasis on providing safe drinking water to the villages which do not have an assured source of drinking water within a reasonable distance of 1.6 km (one mile) and those which are endemic to water borne diseases or where the



available water has excess of chemicals like chlorides, iron, fluorides, etc. Such villages are categorised as problem villages according to the norms prescribed by the Government of India. The State Government had, in addition, further liberalised the concept of problem ('difficult' as termed by the State Government) villages to include such villages also which did not have any source of drinking water at all or within a reasonable distance of 0.6 km (3 furlongs) and villages where the existing sources were inadequate to meet the demands.

6.3.2 *Financial pattern.*—Upto 31st March 1983, 90 per cent of the expenditure (95 per cent from April 1983) on piped water supply scheme and 95 per cent of the expenditure on borewell and dugwell programme was met by Government and the balance by way of popular contribution from beneficiaries. In areas predominantly inhabited by the scheduled castes and scheduled tribes, full costs of the scheme are borne by the Government.

6.3.3 *Projections.*—In the formulation of the Sixth Plan there had been a major shift in the base adopted for earlier plans in reckoning the number of difficult villages under the Government of India norms and the State Government norms and also in the number of villages already covered upto the end of 1979-80.

Out of total 35,778, the villages to be covered at the beginning of the year 1978-79 were 18,660 viz., 4,133 and 14,527 as per the norms of Government of India and the State Government respectively. In April 1980, the Government of India had agreed to reckon 12,935 villages as difficult under the Government of India norms and 4,177 villages under the State Government norms after taking into account the further coverage of villages during 1978-79 and 1979-80. Thus the programmes were designed to cover 17,112 villages by March 1985.

However, it was noted that the villages benefited at the end of 1979-80 have been indicated through these 3 major components in different documents of the Government as below :

	Villages	Source of information
Piped Water Supply Schemes	1,758	Board
Borewells (17,237 borewells)	14,382	Brochure issued by GSDA in May 1983.
Dugwells (11,069 dugwells)	6,746	Performance Budget of 1982-83.



Considering that the total number of villages in the State as per 1971 census was 35,778, the achievements of all the earlier plans would have normally led to further projection being drawn only for 12,892 villages, both difficult and non-difficult, in Sixth Plan.

#### 6.3.4 Targets and achievements

(i) *Financial.*—(a) Against the Sixth Plan outlay of Rs. 306.65 crores, expenditure of Rs. 230.55 crores was incurred upto end of 1983-84 as under :

Year	Plan outlay	Budget provision (in crores of rupees)	Actual expenditure
1980-81	27.08	32.88	33.02
1981-82	39.84	47.53	47.78
1982-83	52.70	73.99	74.24
1983-84	64.90	75.51	75.51
Total	184.52	229.91	230.55

Details of expenditure incurred separately under Minimum Needs Programme (MNP), Accelerated Rural Water Supply Scheme (ARWS), Tribal Sub-Plan and Special component plan for scheduled castes are given in Appendix 6.1.

(b) *Central Assistance.*—Cent per cent Central assistance is admissible for water supply schemes to 4,133 problem villages covered by Accelerated Rural Water Supply Programme at the beginning of 1978-79. Of this, 2,621 villages had been covered upto end of 1979-80, leaving 1,512 villages eligible for Central assistance during Sixth Plan. Central assistance received and spent was as under:

	1980-81	1981-82	1982-83	1983-84	Total
	(in crores of rupees)				
Assistance received	6.66	5.52	7.22	7.20	26.60
Expenditure incurred (Borewells and PWS)	6.59	5.52	7.16	7.20	26.47

Central assistance amounting to Rs. 13 lakhs remained unutilised.

(ii) Physical Targets and Achievements are as follows:

Schemes with Sixth Plan Targets	Annual Targets/Achievements				Total achiev- ements 1980-84	Targets for 1984-85	Likely shortfall at the end of Sixth Plan
	1980-81	1981-82	1982-83	1983-84			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
	(number of villages covered)						
PWS	470	936	936	598	1959	590	1,810
(4359)	429	456	577	497			
BW	1,973	2,602	1,973	1,286	4,255	2,244	3,366
(9865)	908	1,575	971	801			
DW	577	918	464	60	2,378	76	434
(2888)	1,506	799	27	46			
Total (17112)							
Achievements	2,843	2,830	1,575	1,344	8,592	2,910	5,610

Besides the above, about 2,157 villages were stated to have been partially \* covered upto end of 1983-84. The targeted figure for piped water supply scheme to end of Sixth Plan was reduced to 2,650 due to paucity of funds mainly because of diversion of Rs. 20.28 crores to cover about 9,000 scarcity affected non-difficult villages during October 1982 to July 1983 and reduction of Central assistance by about Rs. 2.85 crores. According to Government the uncovered villages would be provided with borewells.

Villages numbering 2,003 were reported to have been provided with borewells during 1980-81 in the Annual Plan documents for 1982-83; however, in the Annual Plan document for 1983-84 the achievement for 1980-81 had been scaled down to 908. Reasons for the scaling down of performance are awaited (March 1985).

The activities of the GSDA were reviewed and commented in the Audit Report for 1973-74 and 1979-80 and the programme of Rural Water Supply Schemes was reviewed and commented in the Audit Report for 1980-81. Further, test-check of records maintained in the office of the Board and GSDA besides implementing offices in 10 districts and 5 divisional offices of the Revenue Divisions disclosed the following :

\* At least one source of water supply is provided though not sufficient.



### 6.3.5 *Piped Water Supply (PWS) Schemes*

6.3.5.1 In the State, the PWS schemes costing more than Rs. one lakh prior to April 1983 and of more than Rs. 3. lakhs thereafter are executed in the State Sector by the Maharashtra Water Supply and Sewerage Board (Board) through their Environmental Engineering Works Divisions (Divisions). The PWS schemes costing upto Rs. one lakh (Rs. 3. lakhs with effect from April 1983 and upto Rs. 5 lakhs with permission of the Government) are executed in the Local Sector by the ZPs.

Against Sixth plan outlay of Rs. 231.65 crores and coverage of 4,359 villages expenditure incurred for PWS schemes to end of 1983-84 was Rs 131.59 crores covering 2,060 villages.

6.3.5.2 *Progress of Works.*—(i) Piped water supply schemes are sanctioned and undertaken for a single village and also separately for a cluster of villages (known as Regional Water Supply Schemes). Information received and as collected in 14 out of 29 districts by Audit indicated existence of 327 ongoing schemes as on 1st April 1980. Of these only 34 schemes were completed in 6 districts till December 1983/January 1984. In Local Sector (ZPs) based on information received from 11 districts, out of 113 ongoing PWS schemes as on 1st April 1980 in 5 districts, 59 were completed till December 1983/January 1984 and the remaining were in progress (June 1984).

(ii) During the period from 1st April 1980 to December 1983, 1,379 new schemes (estimated cost: Rs. 104.18 crores) were sanctioned in State Sector in 16 districts. Of these, 208 schemes were completed and commissioned (estimated cost : Rs. 16.13 crores; expenditure: Rs.11.70 crores) while 957 schemes (estimated cost: Rs.72.91 crores) were in progress till December 1983/January 1984 and 214 schemes (estimated cost: Rs.15.14 crores) were not taken up. In Local Sector (ZPs), 215 new PWS schemes were sanctioned and taken up for execution in 6 districts with estimated cost Rs. 1.81 crores excluding the schemes in Nagpur and Yavatmal. Of these, 134 schemes were completed in 5 districts and 79 schemes were in progress in 5 districts. The remaining 2 schemes (estimated cost: Rs. 0.02 crore) were not taken up for execution in Ratnagiri district.

### 6.3.6 Schemes implemented by the Board

6.3.6.1 *Delay in planning and execution of the schemes (i).*—Delay at various stages in the sanction and execution of the ongoing schemes and new schemes taken up from 1st April 1980 is indicated below:

Nature of delay	No. of districts	Extent of delay in months							
		10-20		21-40		41-60		61 and above	
		No. of schemes	Cost in lakhs of rupees	No. of schemes	Cost in lakhs of rupees	No. of schemes	Cost in lakhs of rupees	No. of schemes	Cost in lakhs of rupees
According technical sanction after issue of Administrative Approval	7	23	353.75	7	48.21	..	..	..	..
Invitation of tenders after technical sanction	12	..	..	48	207.38	9	35.59	9	278.00
Finalisation of tenders with reference to last date of submission of tenders	6	8	80.68	7	33.18	..	..	..	..
Completion of schemes beyond stipulated period of completion in the contract	8	..	..	21	101.70	2	4.04	3	13.76

Delay was attributed by the Divisions to (i) want of popular contribution, (ii) non-availability of land, (iii) lack of response to tenders invited, (iv) technical deviations, (v) non-availability of funds from District Planning and Development Council (DPDC), (vi) shortage of materials viz., steel and cement, (vii) non-determination of source of water supply and (viii) slow progress of work by constructing agencies.

(ii) Even after incurring an expenditure of Rs. 24.39 lakhs on 6 water supply schemes in 4 districts the source of water supply was not confirmed resulting in delay in completion of the schemes. One of the schemes viz., Pavnar water supply scheme in Wardha district (expenditure: Rs. 8.09 lakhs) could not get water from existing anicut of Wardha water supply scheme due to unwillingness of the Municipal Council to release water.



The failure of the source of water supply in 11 schemes in 7 districts resulted in infructuous expenditure of Rs. 11.51 lakhs incurred on initial excavation, change of sites and deepening of well. In Wardha district, the scheme at Sekapur (Bai) was not started as the Village Panchayat (VP) was not willing to take over the scheme. However, expenditure of Rs. 0.38 lakh on material was incurred.

6.3.6.2 *Schemes held up or temporarily suspended*:—(i) Eighty-nine schemes (estimated cost: Rs. 641.37 lakhs) in 3 districts sanctioned on and after 1st April 1983 were not taken up (June 1984) for want of 5 per cent popular contribution from the VPs (January 1983). The schemes would entail revision of estimates due to escalation of prices of material and labour resulting in increased expenditure and delay in water supply to the beneficiaries.

(ii) Work on 7 schemes in 4 districts was not started because of non-receipt of popular contribution, non-acceptance of responsibility by the VP for maintenance of the schemes on their completion and demand for grant-in-aid by VP (Solapur district). The entire expenditure of Rs. 5.18 lakhs on purchase of materials only of these schemes resulted in locking up of Government funds.

(iii) The work of Erandgaon-Bhagwat water supply scheme in Ahmadnagar district sanctioned in December 1979 with estimated cost of Rs. 3 lakhs was started in June 1981. The contractor had to abandon the item of work of cistern-cum-stand post after completion upto plinth level due to non-co-operation of the villagers (December 1982). Due to this attitude of the villagers, no new agency came forward for completion of the work, with the result the scheme could not be completed even upto January 1985 though expenditure of Rs. 4.24 lakhs had been incurred. The Executive Engineer stated in January 1985 that temporary water supply was started in September 1984.

(iv) Non-acquisition of land in following cases resulted in non-starting non-completion of the schemes:

District	Scheme	Administrative approval	Technical sanction	Estimated cost	Expenditure
(in lakhs of rupees)					
Thane	Dahanu Regional Water Supply Scheme for 4 villages	July 1971	July 1975	38.47	65.79

Due to difficulties in acquisition of land, alternate source of water was proposed (January 1984) for which Government sanction was awaited (June 1984).

Rupees 1.03 lakhs paid to the ZP (August 1981) and Rs. 0.90 lakh to the Special Land Acquisition Officer (December 1981) for acquisition of land could not be utilised (June 1984).

Pune	..	Lote Water Supply	May	June	4.56	Not
		Scheme	1982	1982		available

6.3.6.3 *Excess over estimated expenditure.*—(i) The expenditure of Rs. 824.87 lakhs incurred to end of December 1983/February 1984 on 62 schemes in 6 districts had exceeded the sanctioned original/revised estimated cost of Rs. 657.02 lakhs. Action to regularise the excess expenditure of Rs. 167.85 lakhs was not taken (June 1984). The department attributed the excess to (i) increase in tendered rates, (ii) technical deviations, (iii) abandonment of work by contractors and (iv) increase in cost of material and labour.

(ii) In Satara district, the estimates (original: Rs. 24.09 lakhs) of 6 schemes were revised (revised estimated cost: Rs. 48.27 lakhs) for which the reasons attributed were (i) non-availability of land for supply well, (ii) increase in the district schedule of rates, (iii) tender received on higher scale, (iv) increase in establishment, tools and plant charges from 15 per cent to 21 per cent, (v) change in water supply source and (vi) providing additional distribution line as demanded by VP. Similarly, in Thane district, the original estimated cost of Rs. 190.83 lakhs on 9 schemes was revised to Rs. 433.31 lakhs.

(iii) In the following schemes there was rise in expenditure during execution/completion:

Serial No.	District	Scheme	Estimated cost	Date of commencement	Expenditure
(1)	(2)	(3)	(4)	(5)	(6)
(in lakhs of rupees)					
1	Thane	Diwa Rural Water Supply Scheme	15.15	February 1981	17.03 (upto December 1983)



Serial No.	District	Scheme	Estimated cost	Date of commencement	Expenditure
(1)	(2)	(3)	(4)	(5)	(6)
(in lakhs of rupees)					

Work to be completed by October 1981 had not been completed as reservoir work was abandoned by the contractor due to non-acquisition of land, threat from people and escalation in costs. Arrangements to take up incomplete work has not been finalised.

2	Ratnagiri	Dapoli Water Supply Scheme	67.61	April 1982	81.21 (upto December 1983)
---	-----------	----------------------------	-------	------------	-------------------------------

Original estimate of Rs. 12.92 lakhs of February 1971 was revised to Rs. 67.61 lakhs in August 1977. Due to technical modification and deviations, construction of dam was delayed. The scheme was handed over to VP in February 1984 but VP complained about inadequacy of water.

3	Ratnagiri	Harnai Water Supply Scheme	142.85 (revised)	March 1982	132.74 (upto December 1983)
---	-----------	----------------------------	---------------------	------------	--------------------------------

Original estimate of Rs. 21.65 lakhs sanctioned in January 1972 was revised to Rs. 142.85 lakhs in October 1981. The contractor who was to complete the dam work in September 1980 stopped the work from July 1982. The scheme has not still been completed (December 1983).

4	Nashik	Peint Water Supply Scheme	18.01	Awaited	36.91 (upto December 1983)
---	--------	---------------------------	-------	---------	-------------------------------

Scheme administratively approved in December 1972 for Rs. 10.26 lakhs could not be completed even after 11 years though expenditure of Rs. 36.91 lakhs was incurred upto December 1983. Amount of Rs. 1.07 lakhs had not been recovered from the contractor for the work abandoned.

(iv) Constructional defects and deficiencies such as leakages in rising main, distribution system, elevated service reservoir (ESR) and Kolhapur

Type weir resulted in wastage of water and extra cost on their rectification in respect of 3 schemes (expenditure : Rs. 125.24 lakhs) in Ratnagiri district.

6.3.6.4 *Interruption and short supply of water.*—(i) In 7 districts, 10 schemes (estimated cost : Rs. 247.62 lakhs; expenditure : Rs. 223.72 lakhs) detailed in Appendix 6.2 though completed could not supply water either to all villages included in the schemes or throughout the year due to inadequate storage in the dam/supply well and/or failure to repair the turbine pumps. Additional expenditure of Rs. 23.70 lakhs had to be incurred on Bordinalla Water Supply Scheme in Akola, Amravati district and Rs. 5.58 lakhs on Karanja Water Supply Scheme in Wardha district to augment water supply from these schemes.

(ii) In respect of the following 9 completed schemes (expenditure : Rs. 63.87 lakhs) in 4 districts water supply though started, was stopped for non-payment of maintenance charges by VPs, non-payment of water charges by the beneficiaries, periodical break-down of pumps, failure to carry out repairs to pumping machinery and reluctance of ZP/VPs to take over the schemes :

Serial No.	District	Name of scheme	Estimated cost	Expenditure
(in lakhs of rupees)				
1	Nashik	.. .. Shah	6.41	7.93
2	Akola	.. .. Mangla	5.67	6.95
		.. .. Wanoja	6.62	8.57
		.. .. Hamchlanpur	5.36	5.73
		.. .. Ansing	17.56	9.00
		.. .. Kawatha	2.75	4.80
		.. .. Gohagaon	2.35	3.24

Commissioned between January-April 1983. Schemes were run for trial purposes only as VPs were not willing to take over the schemes.



Serial No.	District	Name of scheme	Estimated cost	Expenditure
				(in lakhs of rupees)

3	Raigad	Rabgaon	3.39	3.39
---	--------	---------	------	------

Completed in March 1982 but kept idle from May 1982 for want of repairs to pumping machinery which were not carried out (June 1984).

4	Ratnagiri	Mirya	12.71	14.26
---	-----------	-------	-------	-------

Completed in January 1983 and water supply started in February 1983. Water supply closed from June 1983 due to leakages and due to non-payment of water charges of Rs. 0.33 lakh to Maharashtra Industries Development Corporation by VP.

Total	..	62.82	63.87
-------	----	-------	-------

*6.3.6.5 Delay in taking over of completed schemes.*—Completed schemes catering to a single village/more than one village were to be taken over by the VPs/ZPs for operation and maintenance. Delay in taking over the schemes by the local bodies entails additional expenditure to Government/Board on maintenance and denial of water supply to beneficiaries. In 3 districts (Aurangabad, Satara and Thane) 26 schemes were not handed over to ZPs/VPs but maintained by the Board (expenditure : Rs. 52.98 lakhs) (November 1984).

In 4 districts from which information was received, 52 schemes were taken over by local bodies after delays ranging from 6 months to 14 years for reasons such as want of technical staff, inadequacy of water and persistent leakages, non-payment of water charges by beneficiaries, etc. The maintenance charges incurred by the Board and recoverable from the local bodies amounted to Rs. 5.50 crores for 309 schemes as on 31st March 1984. Though according to the amended provisions (June 1982) of the Maharashtra Zilla Parishads and Panchayat Samitis Act, 1962 and Bombay Village Panchayats Act 1958, Government can recover the amounts from the grants payable to the local bodies, no such adjustment has been made.



6.3.7 *Popular contribution.*—To enable the local bodies to pay popular contribution in advance, Government pays loan to the extent of 60 to 80 per cent of popular contribution if desired by them. In spite of this facility, the arrears of popular contribution payable to the Board amounted to Rs. 10.42 crores in respect of 2,833 villages, at the end of March 1983.

Popular contribution of Rs. 24.44 lakhs received by the Divisions in three districts in respect of 147 piped water supply schemes under the hundred per cent Centrally sponsored ARWS programme was credited to the Deposit Account of the Board instead of being credited to Government of India or adjusted by corresponding reduction of Central assistance. Information in respect of remaining districts was awaited (January 1985).

#### 6.3.8 *Schemes executed by Zilla Parishads*

6.3.8.1 Consolidated information relating to schemes executed by ZP was not available with Government. The following points were noticed in 4 out of 9 ZPs test-checked.

6.3.8.2 *Nashik District.*—Mention was made in paragraph 3.1.5.7 (2) (ii) of the Audit Report (Civil) 1980-81 regarding incomplete schemes in Nashik district. Test-check conducted (February 1984) revealed that no new schemes were undertaken after 1972-73. Out of 15 incomplete schemes to the end of 1979-80, 7 schemes were transferred to the State Sector for execution (1980-81 : 4 schemes, expenditure : Rs. 0.54 lakh; 1981-82 : 2 schemes, expenditure : Rs. 0.31 lakh; 1982-83 : 1 scheme, expenditure : Rs. 0.27 lakh). Out of 8 remaining schemes 3 schemes (estimated cost : Rs. 6.24 lakhs, expenditure : Rs. 5.38 lakhs) were completed during 1982-84 (1 in 1982-83 and 2 in 1983-84) and remaining 5 schemes were still to be completed (June 1984).

6.3.8.3 *Yavatmal District.*—13 PWS schemes completed and commissioned between April 1973 and June 1982 were not handed over to VPs resulting in incurring of maintenance expenditure of Rs. 4.64 lakhs to the end of 1983-84, recoverable from the VPs. The PWS scheme at Wan-Warala and Ijane completed and commissioned in May 1977 and



April 1981 (cost : Rs. 0.80 lakh and Rs. 1.61 lakhs) were kept idle for major repairs from May 1977 and March 1982 respectively. The PWS scheme at Dhotre completed and commissioned in 1975 was not functioning since its commissioning, reasons thereof were called for and awaited (June 1984). In respect of 3 schemes commissioned between 1977 and 1982, water tax was not levied by the ZPs/VPs (June 1984).

6.3.8.4 *Satara District.*—(i) In 3 schemes (one completed in 1981-82 and 2 completed in 1982-83) the source was found dry resulting in unfruitful expenditure of Rs. 2.72 lakhs. Boriwadi scheme completed in 1982-83 (expenditure : Rs. 0.26 lakh) was kept idle (June 1984) for want of electricity connection.

(ii) 6 schemes (expenditure : Rs. 1.96 lakhs upto March 1983) were not taken up for want of popular contribution from VPs. However, expenditure of Rs. 1.96 lakhs debited on these schemes to end of March 1983 was on account of purchase of materials viz., steel, cement, pipes to avoid lapse of grants received in the last week of March 1983. One scheme was not started for want of sanction to revised estimate which was submitted to Government in January 1983 but expenditure of Rs. 0.47 lakh was incurred during 1981-82 on purchase of materials viz., GI pipes and pump sets. These resulted in blocking of Government funds to the extent of Rs. 2.43 lakhs.

(iii) The original estimates (Rs. 21.17 lakhs) of 22 schemes (Pune : 5, Satara : 17 sanctioned in 1980-81 and 1981-82) were revised (Rs. 50.10 lakhs) for increasing length of pipe line, installation of electric motors, provision of supply well, etc. The ZPs stated that the original estimates did not provide for these facilities to keep the cost below Rs. 1 lakh which was the limit upto which ZP could sanction and take up the works. The estimates were revised consequent on the revision of monetary limit to Rs. 3 lakhs from 1st April 1983. Thus, by keeping the estimates deliberately low to bring them within the competence of ZPs works which were not feasible were taken up and left incomplete till the estimate could be revised after 1st April 1983.

6.3.8.5 *Nagpur District.*—16 completed schemes (inclusive of some schemes completed prior to 1980-81) were neither handed over to the VPs for maintenance and management nor any expenditure on maintenance was incurred by the ZP (June 1984).

(ii) Six schemes investigated during 1983-84 to cover a population of 0.02 lakh were not taken up for execution for want of popular contribution from VPs.

6.3.8.6 *Popular Contribution*.—In respect of PWS schemes executed by 8 ZPs balance of popular contribution of Rs. 6.95 lakhs was outstanding to the end of March 1984 as against Rs. 12.02 lakhs due.

### 6.3.9 Borewell Programme

6.3.9.1 The programme of drilling drinking water borewells to supply drinking water to problem villages with a population of less than 2000 (one borewell for 250 persons) was undertaken by the Groundwater Survey and Development Agency (GSDA) from 1971. Expenditure of Rs. 33.04 crores was incurred under the programme to end of Fifth Plan and Rs. 85.82 crores upto end of 1983-84 during Sixth Plan.

6.3.9.2 *Physical achievements*.—In all 12,555 successful borewells were drilled to end of Fifth Plan. The achievements during 1980-81 to 1983-84 were as under :

Year	Number of borewells/tubewells drilled	Number of successful borewells/tubewells	Percentage of unsuccessful borewells/tubewells to those drilled	Expenditure incurred	Proportionate expenditure on unsuccessful borewells/tubewells	Population benefited (numbers in lakhs)
(amount in crores of rupees)						
1980-81 ..	7,700	5,540	28	13.50	3.79	14.21
1981-82 ..	9,059	6,682	26	19.52	5.12	16.73
1982-83 ..	8,349	6,147	28	28.64	7.92	15.36
	*5,185	*3,645				
1983-84 ..	11,230	7,896	29	24.51	7.18	25.88
	*3,416	*2,457				
Total ..	44,939	32,367	28	86.17	24.01	72.18

\*Relates to non-difficult villages.



Of 44,939 borewells drilled during 1980-81 to 1983-84 (expenditure : Rs. 86.17 crores), 12,572 borewells (proportionate expenditure : Rs. 23.92 crores) proved unsuccessful. Though the overall percentage of unsuccessful wells for the whole State was 28 the failure ranged from 40 to 55 per cent in 7 districts during 1980-81 and 1982-83 and in 3 districts during 1981-82. The high percentage of failure was attributed by GSDA to geohydrological conditions and restricted scope for selection of sites in difficult villages.

6.3.9.3 *Rigs* : As at the end of 1983-84 the GSDA had 51 rigs with capacity to drill 2,000 to 2,500 bores per annum. As these were not sufficient to meet the target private agencies were also engaged to drill borewells. The performance of the 2 agencies were as under :

Year	Government rigs			Private rigs		
	Number of rigs	Metres drilled	Average metreage per rig	Number of rigs	Metres drilled	Average metreage per rig
1980-81	.. 50	1,06,199	2,124	89	4,28,674	4,817
1981-82	.. 51	1,59,522	3,128	116	5,48,637	4,730
1982-83	.. 51	1,86,208	3,651	243	Not available	..
1983-84	.. 51	1,25,803	2,467	Not available		..

The better average performance per rig by private rigs was attributed to work being done in 3 shifts by private agencies.

6.3.9.4 Sanction was accorded (March 1981) for the establishment of a workshop at Nashik (estimated cost : Rs. 10.55 lakhs) for undertaking repairs to rigs. Though the workshop shed was to be completed by the end of October 1982, it had not been completed (January 1985). Stock valuing Rs. 1.04 lakhs (purchased in November 1981) remained unutilised. Total expenditure incurred to end of January 1984 on purchase of materials and payment to contractor was Rs. 5.07 lakhs.

6.3.9.5 Pursuant to the decision (December 1982) of Government of India a workshop-cum-training centre to be financially assisted by Government of India and UNICEF was to be set up at Pune for repairs and maintenance of rigs and supporting vehicles to cater to the needs of more than one State. The proposal submitted by GSDA in March 1983 has not been given a concrete shape so far by the Government (January 1985).



6.3.9.6 Spares for rigs numbering 694 items acquired between 1973-76 (value of 330 items : Rs. 2.28 lakhs) and 364 items received between 1972 and 1982 from UNICEF (value not known) were remaining unutilised (June 1984).

6.3.9.7 *Installation of pumps* : (i) Handpumps (each to cater to 250 persons) are installed in borewells immediately after successful completion and are replaced later with power pumps (to cater to 500 persons) in wells with high yield (2,250 litres per hour). At the end of 1983-84 of 44,922 successful wells hand/power pumps were fitted in 44,786 wells leaving 136 wells without pumps. Handpumps (value: Rs. 63.80 lakhs) were not withdrawn from 1,823 VPs in which power pumps were installed.

(ii) In the villages of Satara and Thane districts out of 525 and 356 high yielding wells respectively only 99 and 37 wells respectively were fixed with power pumps and the remaining wells were fixed with hand-pumps only. The Geologist (Thane) stated in April 1984 that lot of time was required to complete the formalities such as completing yield test, passing of resolution by the VP, payment of deposit for electricity connection, construction of power houses and stand posts, for obtaining electrical connection, etc.

(iii) Delays also occurred in energisation and commissioning of power pumps due to failure of VPs to pay deposits to Maharashtra State Electricity Board, non-completion of civil works, etc. In Satara, the delay in energisation ranged from 3 to 8 months in respect of 2 pumps and over 1 year in respect of 2 pumps installed during 1981-82 and 1982-83. Besides, 151 power pumps installed during 1979-80 to 1983-84 (upto January 1984) in Satara, Thane and 7 districts in Marathwada region had not been energised so far (November 1984).

6.3.9.8 *Maintenance.*—(i) A three tier system for repairs and maintenance of borewells and handpumps introduced by Government in March 1978 envisaged appointment of a caretaker by VP at the village level to keep installation trouble-free and report failures, a full time mechanic by ZP at the block level to inspect and attend to the minor repairs and a mobile maintenance team comprising a mechanical supervisor, a mechanic and helpers at the district level to attend to major repairs of 500 wells.



The caretakers in each village were not appointed. According to the GSDA the shortage in respect of other staff as on 30th November 1983 was 49 mechanical supervisors (required strength: 67), 163 mechanics (required strength: 401) and 30 helpers (required strength: 67). As against 67 mobile units to be established only 37 were in actual operation (March 1983). According to GSDA (August 1984) of 42,116 handpumps and 2,670 power pumps installed upto March 1984, 39,566 handpumps and 2,328 power pumps (94 per cent) were reported to be in working condition. However, the test-check of mechanical sub-divisions of GSDA in 5 districts revealed that the percentage of complaints attended to each year against complaints received ranged from 17 to 65 only as given below :

Year	Number of complaints			Percentage of complaints attended
	Received	Attended		
1980-81	.. 9,675	1,688	..	17
1981-82	.. 8,909	2,447	..	27
1982-83	.. 7,984	3,433	..	43
1983-84	.. 6,544	4,237	..	65

The low percentage was attributed to non-posting of personnel. However, no records had been maintained to indicate the time lag in getting the pumps repaired.

(ii) *Maintenance charges.*—Maintenance charges are initially met by the ZPs and are recoverable from the VPs, at prescribed rates of Rs. 500 per annum per power pump and Rs. 180 to Rs. 300 per annum per hand-pump depending upon the number of pumps to be attended to. As reported by 11 ZPs, the amounts recoverable from VPs to the end of 1983-84 was Rs. 76.72 lakhs.

The reasons for huge outstandings called for were awaited (March 1985).

6.3.9.9 *Popular Contribution.*—Against popular contribution of Rs. 183.70 lakhs recoverable from the VPs to end of March 1984, actual recovery made was only Rs. 14.12 lakhs, leaving overdues of Rs. 169.58 lakhs. Steps taken for recovery are awaited from GSDA (March 1985).



### 6.3.10 Dugwells

6.3.10.1 Against Sixth Plan outlay of Rs. 8.50 crores for wells programme, expenditure of Rs. 7.62 crores was incurred to end of 1983-84 covering 2,392 villages. Consolidated information for the State as a whole regarding schemes executed by ZPs was not kept by Government. According to information received from 10 out of 29 ZPs, 1,378 works out of 1,997 works including spill over works were completed (expenditure : Rs. 268.16 lakhs) during 1980-84; of this 129 wells (expenditure : Rs. 4.94 lakhs in respect of 117 wells) were unsuccessful.

6.3.10.2 (a) *Nashik* :—Of 48 abandoned/failed wells, 23 (expenditure : Rs. 2.71 lakhs) were abandoned by contractors, 12 were abandoned due to non-co-operation of villagers, 4 due to meeting with hard rock and 9 for other reasons such as taking up of piped water supply scheme. 47 works (expenditure : Rs. 10.56 lakhs) due for completion before the end of March 1983 were held up due to shortage of cement, slow progress of work and want of sanction to revised estimates, etc.

(b) *Pune*.—Though advances amounting to Rs. 0.76 lakh were paid to 23 VPs during 1982-83 and 1983-84 for construction of wells, neither construction was taken up by VPs nor the advances were recovered (June 1984). Execution of 10 works was stopped in October 1983, after incurring an expenditure of Rs. 0.37 lakh due to unwillingness of VPs and for other reasons not stated.

(c) *Ratnagiri*.—Of 407 wells (inclusive of 211 incomplete wells as at the end of April 1970) taken up to end of 1982-83, 167 wells (expenditure incurred : Rs. 18.91 lakhs) remained incomplete on 31st January 1984. The ZP stated that no time limit was laid down for completion of wells entrusted to the Panchayat Samities. In respect of lump sum advance of Rs. 2.47 lakhs made to 50 VPs during 1982-83 for construction of wells, utilisation and completion of the wells were not watched by the ZPs.

(d) *Thane*.—Seven works (estimated cost : Rs. 1.62 lakhs) taken up for execution during 1979-80 to 1983-84 remained incomplete (June 1984); 4 due to abandonment by the contractors and 2 were withdrawn without making alternate arrangements.



### 6.3.11 Special Programme for scarcity affected areas

6.3.11.1 To meet acute shortage of drinking water in scarcity affected areas from January 1981, Government sanctioned (February-May 1981) in non-difficult but scarcity affected villages borewell programme, temporary piped water supply schemes (TPWS) (ceiling cost : Rs. 3 lakhs) and special emergency water supply measures through pipelines from existing sources. To meet the expenditure in the programme advance Plan assistance of Rs. 25.79 crores was received from Government of India during 1982-83 and 1983-84. Expenditure of Rs. 53.59 crores was incurred to end of July 1983 through the Collectors as under :

Year	Central assistance received				Expenditure incurred					
	PWS Schemes	Bore-wells	TPWS Schemes	Total	Supply of water by tankers/bullock carts	PWS Schemes	Bore-wells	TPWS Schemes	Supply of water by tankers/bullock carts	Total
(in crores of rupees)										
1982-83	.. 7.76	10.93	1.67	20.36	5.00	8.13	13.38	4.72	5.40	31.63
1983-84	.. 0.91	4.10	0.42	5.43	..	2.43	12.11	7.42	..	21.96

6.3.11.2 *Temporary Piped Water Supply Schemes and Emergency Schemes.*—According to information furnished by the Maharashtra Water Supply and Sewerage Board, of 867 schemes (estimated cost: Rs.16.04 crores) sanctioned in 29 districts, 807 schemes (expenditure: Rs.10.53 crores) were completed upto March 1984 and 28 schemes were dropped. 1087 schemes taken up by 25 ZPs were completed at a cost of Rs. 11.25 crores during 1982-83.

(i) According to the orders of Government (February 1981) only such schemes which could be completed by 30th April should be sanctioned so that water would be available during acute scarcity period. Information received from 20 districts indicated that 66 schemes in 10 districts were completed on or after 30th June rendering them not useful during the acute scarcity period. The period for completion of the schemes ranged from 7 to 31 months in respect of 44 schemes in 8 districts, which was attributed to delay in receipt of funds, difficult terrain, time taken for fixing agency, late receipt of materials, etc.

(ii) (a) Schemes numbering 32 completed between August 1982 and August 1983 in 10 districts had not been handed over to the VPs for maintenance (July 1984) whereas in respect of 87 schemes they were handed over after delays ranging from 3 to 33 months due to unwillingness of VPs to take over the schemes for maintenance owing to their poor economic condition.

(b) A few cases where water supply could not be made after completion of the schemes are indicated below :

Scheme	Estimated cost	Date of completion
	Actual cost (in lakhs of rupees)	
(1)	(2)	(3)
Pune District: Parwadi	1.26 <hr/> 1.80	May 1983

The water supply from the scheme has not been made use of by the VP depriving the benefit to 1600 persons. Reason was not stated.

Nanded District:	10.88	March 1983
Khandgaon, Saranmal, Khatgaon, Nokarna, Pardi	<hr/> 10.19	

Schemes though completed were not handed over to the VPs for want of additional pipeline and elevated service reservoir with capacity to supply 40 litres per head per day. Water supply was, therefore, discontinued from October 1983.

Raigad District :	5.94	Not available
Wagivali, Pada, Thikhale, Borle, Dolghan Moha	<hr/> 3.97	

Water supply started in May 1983 was discontinued from June 1983 for want of connection from Maharashtra Industries Development



Corporation in respect of 1 scheme, for non-payment of bills in respect of 3 schemes and refusal by VP to take over 1 scheme.

Scheme	Estimated cost	Date of completion
	Actual cost (in lakhs of rupees)	
(1)	(2)	(3)
Kolhapur:	1.06	June 1983
Pimpale T.		
Satave	0.65	

Water supply was not made after 30th June 1983 as the source of water was temporarily acquired upto that date only.

(c) 18 schemes (estimated cost: Rs.18.78 lakhs) in 7 districts (expenditure on 14 schemes: Rs.20.93 lakhs) though completed during 1982-83 and 1983-84 were not commissioned (July 1984) for want of electric connection.

(iii) Expenditure (Rs.51.70 lakhs) incurred on 45 schemes during 1980-81 to 1983-84 as shown below was largely unfruitful for reasons indicated:

Reasons	No. of schemes		Expenditure incurred (in lakhs of rupees)	Districts covered
	State sector	Local sector		
1. Source of water supply inadequate or had gone dry	13	7	16.77	Ahmadnagar, Beed, Kolhapur, Nagpur, Pune, Satara and Yavatmal.
2. Schemes inoperative/abandoned/dropped due to want of certificate from GSDA, unwillingness of private well owners to supply water, inadequate pressure, non-repairs to pumps, etc.	16	9	34.93	Ahmadnagar, Aurangabad, Beed, Jalna, Latur, Pune, Ratnagiri, Solapur and Thane.

6.3.12 *Tubewells*.—A master plan for drilling tubewells in villages at one each covering 8 districts was prepared by Government in March 1983 and the work was entrusted to private agencies, Central Ground

Water Boards, Bihar Development Corporations and Uttar Pradesh Nalkoop Nigam for completion before June 1983. During 1982-83 and 1983-84, 158 tubewells were drilled (expenditure: Rs.69.48 lakhs) in 6 districts. Though the tubewells were meant to meet the scarcity of drinking water (i.e. before 30th June) information received from Akola, Amaravati and Yavatmal showed that 22 tubewells taken up in 1982-83 were completed between July 1982 and March 1983. Similarly 35 tubewells taken up in 1983-84 were completed between July 1983 and February 1984. There was also delay in commissioning of completed wells, the delay ranged from 3 to 12 months in respect of 15 wells completed between September 1982 and March 1983 (in Chandrapur district) and 3 to 6 months in respect of 25 tubewells completed in Chandrapur and Gadchiroli districts between May 1983 and July 1983. In Dhule and Jalgaon districts the delay in commissioning ranged from 8 to 23 months in the case of 28 tubewells, 3 tubewells completed in 1981-82 and 1982-83 had not been commissioned (November 1984).

6.3.13 *Summing up.*—Government envisaged to solve the problem of drinking water in 17,112 difficult villages in the State by the end of the Sixth Plan. Of this 8,592 villages were covered to end of March 1984. Likely shortfall of coverage at the end of the Plan period was 5,610 villages. The above review brings out delays ranging from 1 year to 5 years in the sanction and execution of piped water supply schemes due to delays in according technical sanction, invitation and finalisation of tenders, non-payment of popular contribution, non-availability of land, non-acceptance of responsibility for maintenance of schemes by VPs, etc. These delays resulted in escalation of costs. In many schemes water supply was inadequate and further measures for providing drinking water were taken or are to be taken. Completed PWS schemes were not taken over by local bodies for maintenance. In some cases incorrect estimates were prepared to bring the works within the competence of ZPs making them non-feasible and leaving them incompletd. Arrears of popular contribution recoverable from ZPs and VPs in respect of PWS and BWS was Rs.17.37 crores and Rs.1.70 crores respectively to end of March 1983. Benefits from many temporary *ad-hoc* PWS schemes did not flow during scarcity period as they were completed after 30th June of the year.

The matter was referred to Government in October 1984; reply is awaited (March 1985).



## PUNE ZILLA PARISHAD

**6.4 Defective estimation and excess payment to contractor**

The work of construction of 4 percolation tanks (estimated cost: Rs.10.93 lakhs) was awarded to 4 different contractors by the Zilla Parishad during 1979-80 to 1980-81 on 'B—I' tenders. Estimated quantity of each item of work to be executed has to be indicated in the tender form. If the quantity of work on actual execution exceeded 25 per cent of the quantity put to tender and the value of the excess item exceeded Rs.5,000 at the tendered rate, the excess quantity was to be paid at rates to be derived from the rates in the current schedule of rates (for the year in which the work was actually executed) increased or decreased by the percentage which the total tendered amount bore to the estimated cost of the total work put to tender based on the schedule of rates applicable to the year in which the tenders were invited. During audit of Pune Zilla Parishad (August 1984) it was noticed that the excess quantity of work executed in respect of items, relating to the above percolation tanks involved adoption of the above formula for arriving at the rates to be paid for the additional quantities. However, while making payment for the excess quantity, the rates in Divisional Schedule of Rates (DSR) for the year in which the works were executed were increased by the percentage by which the tendered offer was above the estimated amount put to tender instead of increasing or decreasing it by the percentage by which the tender offer exceeded or fell short of the estimated cost worked out on the basis of DSR of the year in which tenders were accepted. In one case (Gogalwadi) while the tendered and estimated rates were the same, the tendered rate was 28.13 per cent below the rate worked out on the basis of DSRs of the year in which tender was accepted. The contractor was, however, paid at the rate prescribed in the DSR for the year in which work was accepted without reducing it by 28.13 per cent.

---

\* The tenderer has to state at what percentage above or below the rates specified in the schedule to the tender form he was willing to undertake the work.

Due to adoption of incorrect rates Rs.1.07 lakhs were paid in excess during 1979-80 to 1983-84 to the contractor as shown below:

Item of work	Tender- ed quan- tity	Actual quantity executed	Quantity in excess of 25 per cent of the esti- mated quantity for which extra payment was made	Rate at which payable	Rate at which paid	Excess amount paid
(1)	(2)	(3)	(4) (in cubic metres)	(5) Rs.	(6) Rs.	(7) (in lakhs of rupees)
1. Excavation in hard rock						
(i) Gogalwadi 5		8,384.20	8,085	19.41	27	0.61
(ii) Malipetha 1,710.75		5,044.43	2,906	20.18	25.56	0.16
2. Construction of stone revetments						
(i) Lowale 100		1,124.04	807.59	31.47	43.31	0.10
(ii) Orwade 100		1,119.18	828.71	27.41	45.79	0.15
(iii) Gogalwadi 88		213	101.91	127.32	177.15	0.05
Total ..						1.07

Abnormal variation between quantity estimated and quantity actually executed, ranging from  $2\frac{1}{2}$  times to 1,677 times, indicated that the original estimates of quantities were prepared without any relevance to site condition based on survey or investigation. The incorrect strata classification in the estimate had occurred due to failure to follow the prescribed procedure of taking trial pits along the entire dam line upto top level on either side of the dam.

The Executive Engineer, Minor Irrigation Division, Pune Zilla Parishad stated (August 1984) that steps were being taken for effecting recovery of excess payments.



The matter was reported to Government in October 1984; reply is awaited (March 1985).

### 6.5 Unfruitful expenditure

(a) The earth work for an approach road (3.20 km) to link Karnawadi Village to Kolad-Melghat road was administratively approved (January 1975) by the Collector, Pune for Rs.1.44 lakhs under Employment Guarantee Scheme (EGS) and technically sanctioned (November 1976) by the Zilla Parishad (ZP), Pune for Rs.0.85 lakh. After incurring an expenditure of Rs.0.94 lakh during the period from March 1975 to December 1980 on earth work taken up from both the ends of road by the ZP, the work was transferred (December 1980) by the Collector to the Employment Guarantee Scheme Works Division, Pune which started functioning from January 1980. No further expenditure was incurred on the work. However, the Executive Engineer, EGS Works Division, Pune reported in August 1983, after a delay of 2½ years on grounds of rush of work, to the Superintending Engineer, Pune Public Works Circle that the road was not feasible because there was a missing link between the Karnawadi approach road and Kolad-Melghat road which had not been provided in the estimate and further work cannot be taken up unless the missing link was completed. There was a vertical cliff of about 400 metres height, mostly in hard rock, between the 2 roads and the required length to negotiate the cliff was 7 km which was estimated to cost about Rs.30 lakhs.

No further action had been taken by the Superintending Engineer on the report of the Executive Engineer (October 1984).

(b) Instructions were issued by Government (January 1979) that detailed plans and estimates for road works falling in hilly track to be taken up under EGS may be prepared by Road Project Division. Notwithstanding these instructions, the construction of Alu-Dongar Paitha Road (3 km) was administratively approved by the Collector, Pune (February 1979) on the basis of plans and estimates prepared by the ZP, Pune on *ad-hoc* basis. The work was technically sanctioned (March 1979) by the ZP, for Rs.2.05 lakhs and the execution was entrusted to National Highway Division No. 6, Pune in March 1979. After an expenditure of Rs.2.53 lakhs was incurred by the National Highway Division No. 6, Pune and Public Works Division, Pune the work was



transferred (February 1980) to the Employment Guarantee Scheme Works Division, Pune which reported (July 1981), after incurring further expenditure of Rs.3.44 lakhs upto August 1980, to the Superintending Engineer, Public Works Circle, Pune that construction of the road was not possible because—

(i) a major portion (2.5 km) of the road passed through hilly and rocky area and the gradient available (1 in 8) was very steep, the standard for a village road being 1 in 12, and even for obtaining the standard gradient additional expenditure of Rs. 9 lakhs would have to be incurred;

(ii) there was no possibility to lower down the *khind* portion as the difference in height was excessive and

(iii) even after incurring the additional expenditure of Rs.9 lakhs (assessed expenditure) the road after completion could be used by pedestrians and cattle only.

The matter was reported in July 1981 to the Commissioner, Pune Division by the Superintending Engineer; the work was at standstill (October 1984) from February 1980. Further instructions from the Superintending Engineer were still awaited (October 1984).

It was observed in Audit (November 1983/December 1983)—

(a) that in both the above cases the ZP which prepared and sanctioned the plans and estimates was not equipped to conduct surveys and to give technical sanction for road works in hilly and inaccessible areas; (b) though Government had laid down specific directions that plans and estimates for road works falling in hilly and inaccessible areas to be taken up under EGS should be prepared by Road Project Division the directives were not followed; (c) the works even if resumed and completed would have only limited utility for use by pedestrians and cattle defeating the very purpose for which the road works were taken up; (d) the objective of the (EGS) to take up only works of a productive nature which would create community assets was not realised as the expenditure of Rs. 6.91 lakhs on the 2 road works did not create any durable assets.



The Collector stated in January 1984 that the technicalities of the works were to be looked into by the technical department of the Government and he was not competent enough to judge the feasibility or technical suitability of works. He further stated that as there was a considerable time lag between the administrative approval and technical sanction, it could be presumed that the appropriate technical authority had exercised its discretion and knowledge before according technical sanction. Reasons for not entrusting the work of preparation of plans and estimates to Road Project Division called for in September 1984 from Collector are awaited (March 1985).

Though the actual expenditure of Rs.5.97 lakhs on Alu-Dongar Paitha Road had exceeded the original sanction of Rs.2.05 lakhs by 292 per cent, the EGS Works Division, Pune had not prepared the revised estimates (January 1985).

The matter was referred to Government in July 1984; reply is awaited (March 1985).

#### Yavatmal Zilla Parishad

#### 6.6 Percolation tank at Antargaon-inordinate delay in execution

Construction of a percolation tank at Antargaon (Yavatmal District) taken up to improve the water table of 15 wells in the command area of the tank was entrusted (November 1970) to a contractor by the Zilla Parishad, Yavatmal for Rs. 3.29 lakhs for completion by November 1972, though the land required for borrow area was not acquired (land acquired in March 1973). Further, after entrusting the work to a contractor, the Zilla Parishad had not provided requisite funds for the work for want of allotment from Government. The contractor was directed to slow down the work and due to paucity of funds his bills were not paid regularly during 1970-71 and 1971-72. As a result, despite extensions granted to him, one without fine and another with fine upto January 1975, work of Rs. 0.94 lakh only was executed by him till January 1975 and no work was executed from February 1975. As the land was not made available to him in time, work was slowed down at the instance of the Zilla Parishad and as prices of all items had gone up during 1973 and 1974, the contractor claimed in March 1975 liquidated damages amounting to Rs. 0.60 lakh.

Though the legal adviser counselled in August 1977 for mutual settlement of the dispute, neither the dispute was mutually settled nor the



contract was terminated till November 1984. The Executive Engineer, Irrigation Department, Zilla Parishad stated in December 1983 that on the basis of the schedule of rates for 1983-84, the balance work would cost Rs. 7.23 lakhs; expenditure of Rs. 1.44 lakhs was incurred on the work upto April 1984. The work was not completed so far (December 1984).

Thus, defective planning and execution of work without land in possession, failure to provide funds after entrusting the work to a contractor and indecision on the part of the Zilla Parishad to terminate the contract for a period of over nine years, not only rendered the expenditure of Rs. 1.44 lakhs unfruitful but also resulted in heavy cost escalation of the order of Rs. 5.38 lakhs besides inordinate delay of over 11 years in execution of the work stretching it from Fourth Five Year Plan to Sixth Five Year Plan.

The matter was reported to Government in October 1981 and August 1984; reply is awaited (March 1985).

#### **6.7 Umarghat irrigation tank—unfruitful outlay**

An irrigation tank at Umarghat in Yavatmal district taken up (April 1974) for providing irrigation to 189 acres of land was completed by the Zilla Parishad in June 1978 at a cost of Rs. 3.61 lakhs. The gorge filling was completed in June 1977 and impounding of water was started from monsoon of 1977. In June 1978, due to heavy floods the upper half of masonry waste weir collapsed draining off the storage. After site inspection in November 1978 the Superintending Engineer observed that the strata met with in the waste weir was soft Bhisal and, therefore, it could not withstand the velocity of water and that due to this retrogression started in tail channel and waste weir was damaged. The remedial measures suggested in February 1979 by him, included construction of waste weir of two metres top width with a batter of 0.7 to 1 metre for stability against the original width of one metre and resting of foundation at deeper level as compared to that of original work. Though estimate amounting to Rs. 3.12 lakhs for restoration of damages was sanctioned in April 1981 by the Executive Engineer, no work was started so far and sanction of the Superintending Engineer to a revised estimate of Rs. 5.63 lakhs based on the schedule of rates of 1981-82 is awaited (December 1984).



The variations in foundation levels of masonry waste weir contemplated in the restoration work show that the work originally executed was without adequate technical scrutiny to ensure soundness of the structure.

Due to non-restoration of damages the tank taken up in April 1974 and completed in June 1978 was not put to use for a period of 6 years resulting in denial of irrigation benefits to 189 acres of land with a loss of irrigation revenue of Rs. 0.37 lakh upto 1983-84, besides rendering the expenditure of Rs. 3.61 lakhs unfruitful and also involving avoidable extra cost of Rs. 5.63 lakhs.

The matter was reported to Government in August 1984; reply is awaited (March 1985).

#### AGRICULTURE AND CO-OPERATION DEPARTMENT

##### 6.8 Punjabrao Krishi Vidyapeeth, Akola

6.8.1 *Introductory.*—The Punjabrao Krishi Vidyapeeth (P.K.V.), Akola was established in October 1969 under the Punjabrao Agricultural University (Krishi Vidyapeeth) Act, 1968 replaced in November 1983 by the Maharashtra Agricultural Universities (Krishi Vidyapeeth) Act, 1983, to cater to the needs of agricultural education, research and extension education activities. The University has 36 constituents and affiliated colleges, training centres, research stations, etc., in Vidarbha region of the State.

6.8.2 *Receipts and expenditure.*—Receipts and expenditure during 1977-78 to 1983-84 of the University were as follows :

Year	Opening balance	Receipts			Total	Expenditure			Closing balance	
		Univer- sity receipts	Grants from State Govern- ment	Others i.e. ICAR, etc.		State Govern- ment grants	Others i.e. ICAR, etc.	Total		
(in lakhs of rupees)										
1977-78	.. 24.34	58.94	383.04	74.74	541.06	455.41	49.86	505.27	35.79	
1978-79	.. 35.79	65.03	432.22	60.56	593.60	483.91	58.75	542.66	50.94	
1979-80	.. 50.94	63.64	490.87	104.84	710.29	533.34	80.67	614.01	96.28	
1980-81	.. 96.28	89.23	578.29	79.14	842.94	677.41	44.12	721.53	121.41	
1981-82	.. 121.41	121.35	575.53	69.04	887.33	728.89	83.42	812.31	75.02	
1982-83	.. 75.02	121.73	582.35	128.21	907.31	725.15	102.60	827.75	79.56	
1983-84	.. 79.56	135.33	775.98	125.70	1,116.57	884.29	128.34	1,012.63	103.94	

6.8.3 Important points noticed during test-check of the accounts of the University were mentioned in paragraphs 6.8 and 6.10 of the Audit Reports for the years 1976-77 and 1977-78 (Civil) respectively. Points noticed during test-check conducted in June/July 1984 are mentioned in the succeeding paragraphs.

6.8.3.1.1 *Non-refund of unutilised grants.*—Grants remaining unutilised on implementation or discontinuance of the schemes, are required to be refunded to Government. Unutilised grants amounting to Rs. 13.73 lakhs were lying with the University for periods ranging upto seven years as indicated below :

Scheme	Period	Grants received	Grants utilised	Unutilised grants
(in lakhs of rupees)				
Integrated Rural Development Programme	1976-77 to 1977-78	30.38	19.67	10.71
Self employment of farm graduates	1973-74 to 1976-77	31.06	29.05	2.01
Applied Nutrition Programme	1976-77 to 1982-83	1.48	0.47	1.01
Total ..		62.92	49.19	13.73

The University stated in July 1984 that the matter relating to the adjustment of unspent balance would be taken up with Government shortly.

6.8.3.1.2 *Outstanding temporary advances.*—A sum of Rs. 30.93 lakhs drawn as advances for incurring expenditure on schemes, office work, etc., was outstanding at the end of 1982-83. Year-wise details of the outstanding amount and names of parties who have to render account of the advances were not made available. It was noticed that advances of Rs. 1.41 lakhs paid in January 1983, Rs. 0.57 lakh and Rs. 0.85 lakh paid



in February 1983 to the University Engineer were outstanding to end of October 1984. A sum of Rs. 5.79 lakhs pertains to the period 1970-71 to 1978-79 for which no action to adjust has been taken. No procedure has been followed for watching adjustment of advances.

6.8.3.1.3 *Outstanding recovery of rent.*—It was noticed that recovery of Rs. 0.71 lakh relating to the period from 1973-74 to 1979-80 on account of rent of residential quarters and shops was outstanding to end of March 1984. The above amount included Rs. 0.15 lakh outstanding against the canteen contractor for the period from February 1974 to March 1979. In the absence of any agreement bond with the contractor and due to non-availability of his whereabouts, this amount would result into loss of revenue to the University.

6.8.3.1.4 *Delay in Bank reconciliation.*—Monetary transactions relating to the University are handled at Pre-audit Pay and Accounts Offices (P.P. & A.O.) located at Akola and Nagpur. To end of November 1984, while the reconciliation of cash balance with that of the bank was completed upto January 1981 in respect of the P.P. & A.O., Akola, it was completed upto March 1984 in respect of Nagpur. Further reconciliation work was not taken up reportedly for want of staff. A cheque for Rs. 0.37 lakh credited into bank in April 1981 by Nagpur was reported to be missing from the bank. Yet in another case, although the Nagpur had credited six cheques amounting to Rs. 0.09 lakh during April 1972 to April 1978, the bank did not afford credits to the Nagpur office so far (November 1984). The matter was reported to be under correspondence with the bank.

6.8.3.2 *Excess payment of grant.*—The expenditure on farm expenses was not admissible for the purpose of grant-in-aid. However, during 1976-77 to 1978-79 grant was released to Janata Agricultural School, Amravati on the basis of expenditure which included farm expenses which resulted in excess payment of grant of Rs. 1.61 lakhs. Besides this, grant amounting to Rs. 0.85 lakh paid in excess during 1977-78 to 1980-81 was also not recovered from the school.

The University stated in December 1984 that action for recovery of excess grant of Rs. 1.61 lakhs would be taken on receipt of clarification from Government and as regards grant of Rs. 0.85 lakh paid in excess during 1977-78 to 1980-81 the recovery was being effected in instalments.

6.8.3.3 *Irregular, unauthorised and wasteful expenditure.*—(i) During 1971-72 to 1977-78, five faculty members deputed for Ph.D. courses in India/abroad did not complete their courses, four on medical grounds and one being not ready to take certain course. Expenditure of Rs. 0.81 lakh incurred on their training needs to be recovered from them as the trainees left the courses. However, due to loss of Agreement Bond in one case and non-incorporation of above condition in the bonds of remaining cases, the University could not enforce the recovery.

(ii) The work of construction of 10 Class IV quarters (Shankar Nagar, Nagpur) was taken up in 1978-79 and expenditure of Rs. 0.81 lakh was incurred on this work to end of March 1981. The work was held up since April 1981 owing to the dispute about the ownership of the land on which the quarters were being constructed. The University stated in December 1984 that the matter is being settled by exchange of land. Due to non-verification of title to the land before executing the work, expenditure of Rs. 0.81 lakh was rendered unfruitful and the object of providing quarters to Class IV staff was not fulfilled.

(iii) For demonstration of various operations to the students, one Video Tape Recorder costing Rs. 0.73 lakh was purchased in December 1973 without any guarantee period by the Veterinary College, Nagpur. Since its purchase, it worked for a short period of about 3 months in 1973-74 and 1974-75 and went out of order and had to be repaired twice at short intervals in February 1974 and October 1974 at an expenditure of Rs. 0.04 lakh. The equipment sent to the supplier in February 1975 for the third time for repairs was brought back in June 1977 unrepaired. The University reported in July 1983 that the Video was out of order and irreparable and that it would be disposed off by auction.

As the object of purchasing the Video was not fulfilled, the expenditure of Rs. 0.77 lakh proved to be infructuous. The University stated in December 1984 that the directives for recovery of the amount are being sought from the Chancellor.

(iv) Cold storage plant and other machineries for boiler, dehydration, etc., for Horticulture Department of the University purchased during 1972-73 to 1976-77 at a cost of Rs. 4.95 lakhs (Government funds :



Rs. 0.40 lakh, ICAR funds : Rs. 4.55 lakhs) were not commissioned since their installation for want of technical staff for which no provision was made at all and non-working of a compressor. An assistant was deployed during 1975-76 to November 1980 for the upkeep and maintenance of the above machinery and expenditure of Rs. 0.36 lakh was incurred on his salaries. The University stated in December 1984 that the cold storage plant lying idle was brought into use since 1984.

6.8.3.4 *Non-utilisation of grants for sugarcane research.*—The sugarcane research station was established at Navegaon-bandh (Bhandara District) for conducting sugarcane research activity. The expenditure of Rs. 2.68 lakhs was incurred on the research station during 1979-80 to 1983-84. However, no sugarcane research activity was carried out by the station during the above period and that the farm and staff were utilised for paddy cultivation and research even though a full-fledged research station for this purpose existed at Sakoli in the same district. Thus, expenditure of Rs. 2.68 lakhs did not serve the purpose of sugarcane research. The University stated in December 1984 that as the irrigation water is now available, the sugarcane research work has been started.

6.8.3.5 *Non-finalisation of Account Code.*—The Account Code regulating the various accounting procedures and maintenance of registers, forms, etc., was not finalised even after a lapse of 15 years from the year of inception of the University. Due to this, important registers like the registers of lands, buildings, miscellaneous works advances, etc., were not maintained. The University stated in July 1984 that the matter rested with the Government. Government stated in July 1984 that the matter was referred to the Chief Auditor, Local Fund Accounts whose remarks were awaited (March 1985).

The matter was reported to Government in September 1984; reply is awaited (March 1985).

#### IRRIGATION DEPARTMENT

#### 6.9 Percolation tank at Januna

Construction of a percolation tank at Januna near Lonar in Buldhana District (estimated cost : Rs. 2.83 lakhs) administratively approved in December 1974 by the Collector, Buldhana and technically sanctioned by



the Executive Engineer, Minor Irrigation Division, Buldhana was taken up in January 1975 under EGS for completion by June 1977. The expenditure of Rs. 2.79 lakhs was incurred on the work executed (except gorge portion) till September 1976, when it was suspended on the ground that four intake walls of Lonar Water Supply Scheme completed in 1970 were coming under its submergence. Though survey of the tank was conducted in 1974-75 and the Executive Engineer was aware of this problem before commencement of the work, the issue was not finalised in consultation with the Superintending Engineer of the Environmental Engineering Circle, so as to complete the work in June 1977 as per schedule.

According to the manualised provisions, while selecting the site for a percolation tank it has to be ensured that sufficient number of wells exist on the down stream of the proposed dam site. Though there were no wells in the command area of this tank, the percolation tank was taken up in disregard of the above provisions. The Executive Engineer, Minor Irrigation Division, Buldhana stated in April 1984 that an area of 95 acres could be irrigated through new wells, if constructed, by the cultivators.

The commencement of work in disregard of the manualised provisions and non-co-ordination between two departments rendered the expenditure of Rs. 2.79 lakhs unfruitful so far.

The matter was reported to Government in May 1984; reply is awaited (March 1985).

## SECTION II

### 6.10 Grants/loans for specific purposes

Section 15 of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971, prescribes that, where any grant or loan is given for any specific purpose from the Consolidated Fund, the Comptroller and Auditor General shall scrutinise the procedure by which the sanctioning authority satisfied itself as to the fulfilment of the conditions subject to which such grants and loans were given. Important



points noticed during scrutiny in audit of records of the sanctioning authority under Section 15 are given in the succeeding paragraphs.

#### EDUCATION AND EMPLOYMENT DEPARTMENT

##### 6.11 Continued payment of grants exceeding the actuals

While transferring J. J. College of Architecture to the University of Bombay in May 1973 the Government tentatively agreed to pay grant to the University of an amount equal to the provision made for the college in the State Budget for 1973-74 (Rs. 5.46 lakhs) and an increase for the subsequent years at six per cent over the grant paid during the previous year. In addition, Rs. 25,000 were paid annually towards purchase of stationery and Rs. 5,000 for minor repairs to buildings, etc. The receipts by way of tuition fees, book bank and other items were to be retained by the University. The Government while releasing the grant for 1973-74 had also emphasised that the maintenance grant released would be subjected to adjustments based on actuals.

The formula for payment of grant-in-aid to the University on account of the take over of the college has not so far been finalised by the Government, though the need for the same was brought to notice by the Director of Technical Education periodically.

During audit (May 1984) of the Directorate of Technical Education it was observed that the grant sanctioned and being paid each year since 1973 on *ad hoc* basis was with reference to the initial budget provision. The actuals for the years were not taken into account for adjustment while releasing the grants for the subsequent years except for reduction on account of excess grant paid for earlier years while releasing the grant in 1977-78.

From 1973-74 to 1983-84 grants amounting to Rs. 100.22 lakhs were paid to the University against Rs. 85.01 lakhs admissible on the basis of tentative formula, thus resulting in excess payment of Rs. 15.21 lakhs. The net deficit disclosed as per the annual accounts of the college was Rs. 72.71 lakhs up to 1982-83. Even if it is reckoned that 100 per cent deficit as reflected by the annual accounts of the college is admitted for reimbursement, the excess payment works out to Rs. 12.92 lakhs.

Apart from the delay in laying down the final terms of agreement, the continued payment of grants on *ad hoc* basis with reference to mere budget provision annually has led to excess payment of Rs. 12.92 lakhs even if it is related to the actuals.

The matter was referred to Government in October 1984; reply is awaited (March 1985).

### SECTION III

#### HOUSING AND SPECIAL ASSISTANCE DEPARTMENT

##### *Maharashtra Housing and Area Development Authority Pune Housing and Area Development Board*

#### **6.12 Non-recovery of hire purchase instalments from limited company**

Out of 296 tenements constructed by the Board in 1971 under Low Income Group Housing Scheme at Banewadi (District Satara), it allotted 100 tenements between January 1974 and June 1975 to the employees of Ogale Glass Works Ltd., on hire purchase basis. Monthly instalment of Rs. 30 per tenement and service charges at Rs. 21 per tenement upto 31st January 1979, at Rs. 12 per tenement upto 31st December 1980 and at Rs. 15 per tenement from 1st January 1981 were to be recovered by the Company from the employee's salary and remitted to the Board. Out of Rs. 1.72 lakhs recovered to end of 1979-80 from the employees towards hire purchase instalments, the Company had remitted Rs. 25,000 to the Board upto February 1975. The amount of Rs. 1.47 lakhs retained by the Company could not be recovered as the Company has been declared (March 1979) as a "Relief Undertaking" under the Bombay Relief Undertakings (Special Provision) Act, 1958 upto October 1984. Arrears of service charges due for recovery from the tenants to the end of August 1982 aggregated Rs. 1.70 lakhs.

Test-audit (March 1984) of the records of the Board disclosed the following :

- (i) No agreement had been executed between the Board and the Company regarding monthly recovery of the hire purchase instalments and service charges from the employees' salaries and remittance to the Board.



(ii) Records regarding monthly recoveries due, actual receipt and balance had not been maintained by the Board.

(iii) Demand notice was issued only in September 1976 though no payment was made by the Company after February 1975, reasons for which were not on record.

(iv) Though the Board was aware (March 1977) of the deteriorating financial position of the Company no legal remedies were explored till the legal adviser of the Board was consulted in July 1980.

(v) The interest of Rs. 1.28 lakhs approximately upto December 1983 at 12 per cent which the Company had agreed to pay on the dues of Rs. 1.47 lakhs has not been claimed.

(vi) Government while agreeing with the facts mentioned above, stated in November 1984 that though the Board persuaded the association of tenants to agree (September 1980) to the direct payment of the dues to the Board, recovery was not forthcoming; the arrears at the end of March 1984 was Rs. 4.64 lakhs. Government further stated that the matter would be examined in greater detail.

#### PUNE AND AURANGABAD HOUSING AND AREA DEVELOPMENT BOARDS

##### **6.13 Non-availability of applicants for tenements constructed for economically weaker sections**

(1) Tenements numbering 818 were constructed by the Pune and Aurangabad Housing and Area Development Boards (PHADB and AHADB) between July 1979 and December 1982 at Banewadi (136), Kirloskarwadi (88), and Parbhani (594) at a cost of Rs. 63.74 lakhs, under the housing scheme for economically weaker sections. Of these, 769 tenements remained unallotted (November 1984) as stated in the table below due to (i) non-assessment of actual demand for tenements as required to be done under guidelines prescribed by the Maharashtra Housing and Area Development Authority, (ii) failure to obtain firm applications with earnest money, etc., from applicants before taking up construction, (iii) non-completion in time of infrastructure facilities such as water supply, electricity, drainage, etc. and (iv) increase in cost of tenements over the advertised price.

Name of the Board and scheme	Period of construction	Tenements		Total cost of tenements (in lakhs of rupees)	Remarks
		Number constructed	Number allotted		
(1)	(2)	(3)	(4)	(5)	(6)
Pune Housing and Area Development Board, Karad (Bane-wadi)	July 1979 to September, 1982	136	Nil	12.60	The price of the tenements fixed in April 1980 at Rs. 7,000 (against tendered cost of Rs. 7,303) with initial down payment of Rs. 1,000 and monthly instalments of Rs. 51 for 16 years was raised to Rs. 11,775, Rs. 4,775 and Rs. 73 respectively for 19 years; internal electrification which was included in the earlier estimates was deleted despite the increase in cost. Government admitted (December 1984) that it was not correct to declare sale price on the basis of estimated cost when tendered cost itself was over estimated cost.
Pune Housing and Area Development Board, Kirloskarwadi	December 1982	88	Nil	7.78	The selling price of the tenements fixed in October 1980 at Rs. 8,000 was raised in February 1983 to Rs. 10,650, Internal electrification which was included in the original estimates was not executed to keep down the cost. Government stated (December 1984) that



Name of the Board and scheme	Period of construction	Tenements		Total cost of tenements (in lakhs of rupees)	Remarks
		Number constructed	Number allotted		
(1)	(2)	(3)	(4)	(5)	(6)
					increase in cost was partly due to the need to construct a sump well, pump house, etc., which was not contemplated originally; the sump well was stated to have been completed and was expected to be connected shortly.
Aurangabad Housing and Area Development Board Parbhani	September 1982	594	49	43.36	Though the Municipal Council had agreed to provide all infrastructure facilities like water supply, drainage and roads it had provided only the roads. Demand for the tenements was poor also due to the distance of the colony from the city with undeveloped lands in between and lack of bus service.
Total ..		818	49	63.74	

(2) The following also were noticed by Audit (December 1984) :

(i) *136 tenements at Banewadi.*—Though construction of 100 tenements at an estimated cost of Rs. 6.35 lakhs on two adjoining plots (60 tenements on one and 40 on the other) purchased by the Board from Karad Municipal Council in 1968-69 was commenced in July 1979, applications for allotment were issued only in April 1980. The eligibility of 137 applicants who had responded was not determined. The list of 93 eligible applicants was notified only in October 1982. No allotment had been made till November 1984 as no applicant came

forward to take possession due to increase in sale price. When the work was in progress one of the trustees of the trust from whom the Karad Municipal Council had purchased the plot on which 60 tenements were under construction, filed a suit against the Board for alleged illegal occupation (January 1980) and obtained stay against construction. As the work on 60 out of the 100 tenements could not be proceeded with due to indefiniteness of the stay, the Board undertook construction of 36 additional tenements at a cost of Rs. 2.65 lakhs on adjoining Government land and completed them in September 1982. After vacation of stay order in February 1982 construction of the 60 tenements was also completed at an extra cost of Rs. 0.49 lakh. Against original proposal of 100 tenements costing Rs. 6.35 lakhs 136 tenements were constructed at a cost of Rs. 12.60 lakhs. No sale deed had been executed in favour of the Municipal Council or the Board (November 1984). The plots being trust property the required sanction from Charity Commissioner is still awaited (November 1984). Government stated (December 1984) that the Authority had been instructed to take immediate steps to allot the tenements to eligible persons by calling fresh applications. Regarding water supply arrangement to the tenements Government stated (December 1984) that the arrangement was linked with the schemes of Water Supply Scheme to the villages near Karad and was expected to be completed by 1986.

(ii) *88 Tenements at Kirloskarwadi.*—When the original 57 applicants were called in April 1982 by the PHADB to produce the necessary certificates for verifying their eligibility only 50 turned up. Of them only 34 were found eligible. None of them has so far (November 1984) paid the initial down payment of Rs. 3,650 per tenement.

(iii) *594 tenements at Parbhani.*—Construction of 594 tenements at Parbhani on land provided by the Municipal Council, 2.8 km away from the town, was started by the AHADB in November 1980, relying on the assessment for demand for tenements made by the Municipal Council in 1978. The Board did not make any independent assessment. Assessment made by the Board in July 1981 indicated demand for 341 tenements, nevertheless, all the 594 tenements were constructed on the ground that work started could not be left incomplete. The 49 allottees paid only the initial down payment and subsequent instalments have not been paid by them. Action to terminate



the allotments and to forfeit the deposits has not been taken so far (November 1984). Annual interest liability on loan taken from the General Insurance Corporation for construction in respect of 545 unallotted tenements works out to Rs. 3.24 lakhs.

The matter was reported to the Authority/Government in September 1984; reply of Government in respect of 49 tenements at Parbhani is awaited (March 1985).

#### 6.14 Arrears of rent

At the end of March 1982 the Maharashtra Housing and Area Development Authority had let out on rent/hire purchase 1.15 lakh tenements from which the average monthly rent, instalments, service charges, etc., recoverable amounted to Rs. 75 lakhs. According to prescribed regulations such charges are payable by the 10th of the succeeding month; default exceeding 2 months attracted legal action. Arrears of rent and other dues recoverable from the tenants stood at Rs. 1,494 lakhs at the end of March 1982.

Year-wise break-up of the arrears in recovery of rent was not available with the Authority. At the instance of Audit the Bombay Housing and Area Development Board (94,773 tenements), however, worked out the age-wise arrears in recovery of rent totalling to Rs. 1,206.07 lakhs (31st March 1982) as shown below:

	From ex-tenants	Others	Total
	(in lakhs of rupees)		
Upto one year ..	26.37	435.96	462.33
Over one year but less than three years ..	5.44	408.26	413.70
Over three years ..	5.26	324.78	330.04
Total ..	37.07	1,169.00	1,206.07*

\*According to accounts of Bombay Housing & Area Development Board the outstanding is Rs. 12.91 crores; difference of Rs. 0.84 crore is under reconciliation.

A test-check by Audit in April 1983 and January 1984 of Aurangabad and Bombay Housing and Area Development Boards indicated the following :

(i) The arrears of nearly Rs. 2 crores dated as far back as to 1974-75 and earlier.

(ii) The arrears include Rs. 70.48 lakhs from various Government departments (Central and State) and autonomous bodies. The Board stated (July 1984) that all efforts were being made to recover the arrears, but the response was not encouraging; the arrears as on July 1984 were Rs. 46.07 lakhs.

(iii) The Bombay Board observed 1981-82 as a "recovery year" and for this purpose additional 45 posts of Japtidars, bailiffs, rent collectors, etc., were created and filled at a cost of Rs. 1.20 lakhs during that year. Rebate of 10 per cent was given so as to induce the tenants to pay the arrears. Details of targets fixed for each rent collector, amount collected, additional expenditure incurred and rebate granted called for (November 1983) from the Board are awaited (January 1985).

(iv) Though statutory recovery action by coercive methods, attachment of property, recovery as arrears of land revenue, etc., is provided under the rules for recovery of arrears, such action was not generally taken. Test-audit of 65 colonies under Bombay Board indicated that no recovery action had been initiated in respect of all the 9,347 tenants who were in arrears for periods ranging from 3 months to 110 months. In Aurangabad, similar action had not been taken in 1,061 out of 1,312 cases seen in Audit.

(v) Posting of rent rolls was in arrears for periods ranging from 6 months to 18 months in Bombay Board and from 2 to 3 years in Aurangabad Board. The prescribed reconciliation of rent rolls with the field books of the rent collectors and cash books, to ensure prompt accountal of the amounts collected by the rent collectors and to prevent misappropriation, has not been done. As a result there was difference of Rs. 5.15 lakhs between the amount of receipts shown in the accounts of 1978-79 (Rs. 593.80 lakhs) of Bombay Board and the actual receipts (Rs. 598.95 lakhs) as per rent rolls.



(vi) The Bombay Board revised (February 1983-May 1983) the service charges of various colonies retrospectively from 1st April 1981. However, the arrears recoverable had not been assessed and recovered (August 1984).

(vii) The Boards attributed (January 1984) the arrears *inter-alia* to stay orders issued by Government during 1978-1980 against recovery of economic rent under Subsidised Industrial Housing Scheme, litigations and disputes, difficulties in tracing the whereabouts of *ex-tenants*, non-response from Government departments, inadequacy of staff to effect recoveries and their heavy work-load, etc.

Government have confirmed (December 1984) the facts mentioned in the paragraph.

URBAN DEVELOPMENT DEPARTMENT  
*Maharashtra Water Supply and Sewerage Board*

#### **6.15 Khopoli Water Supply Scheme**

Tenders for the work of designing and constructing water purification plant of 4.8 MLD capacity for the Khopoli Water Supply Scheme (cost : Rs. 9.45 lakhs) were called for by the then Executive Engineer, Public Works Division, Panvel (present Environmental Engineering Works Division, Panvel) in October 1974 from registered contractors in class A to B-1. The work was awarded to a contractor registered in class C in April 1976 with December 1977 as due date for completion. It was abandoned by him in March 1980 after completing about 75 per cent of the work (value : Rs. 6.83 lakhs). The contract was terminated in February 1981 at the risk and cost of the contractor. No agency has been fixed (September 1984) for completion of the unfinished work. Therefore, the purification plant could not be commissioned and unfiltered water is being supplied (September 1984) to the town. The following further aspects were noticed by Audit (January 1984) :

(a) Under the rules the contract cannot be given to a contractor registered under the lower category unless tenders were reinvited openly and without restriction. Despite this provision the contract was awarded to a contractor registered under a lower category though tenders had been called for in October 1974 from contractors registered in categories A to B-1.

(b) The contractor, while asking for escalation (40 per cent in October 1980) to enable him to complete the work, stated that the work was delayed due to frequent damages to approach road, late approval to plans and designs, restrictions on blasting operations, non-receipt of cement in time and non-receipt of steel as per requirement. Though the division did not accept the reasons attributed by the contractor, it was seen in Audit that the RCC designs and calculations submitted by the contractor in April 1977 to the sub-division were approved by the Superintending Engineer only in February 1979. Government stated (November 1984) that delay was not solely attributable to these factors and the contractor had been granted extension upto end of December 1980.

(c) The contractor was issued from time to time cement and steel according to the indented requirement. At the time of termination of the contract there was balance of 33 tonnes of cement, 5,453 tonnes of steel and 1,830 empty cement bags (together valued at Rs. 0.50 lakh) with the contractor. However, the material was not recovered from the contractors as according to Government (November 1984) these were not available at the site.

(d) At the time of termination of the contract Rs. 1.25 lakhs were due from the contractor on account of unused material issued to work (Rs. 0.59 lakh), rent due for quarters occupied by the contractor (Rs. 0.21 lakh) and compensation amount for delay in completion (Rs. 0.45 lakh). Against these dues the division had only Rs. 9,080 as security deposit. The Bank guarantee for Rs. 9,080 was neither invoked, nor extended beyond the 31st March 1981. The Executive Engineer stated (September 1984) that this was due to oversight.

#### **6.16 Locking up of funds**

The work of providing and fixing water meters to the existing 7000 water connections in Bhivandi Municipal Council area estimated to cost Rs. 31.22 lakhs was taken up by the Maharashtra Water Supply and Sewerage Board as deposit contribution work. Before receiving the deposit, the Board placed orders in October-November 1981 for supply of 7350 water meters and 7197 meter boxes costing Rs. 17.40 lakhs. The meters were received between May 1982 and February 1983 and



the boxes were received in March 1983 and September 1983. The meters have not been installed so far (November 1984). Government stated (November 1984) that there was unexpected resistance from the people in Bhivandi and efforts to convince them did not succeed. Government further stated that the bye-laws under which installation of meters could be enforced were gazetted in May 1983 and with great difficulty the Municipal Council could force new consumers to go in for metered supply. The Municipal Council has paid in February 1984 only Rs. 4 lakhs towards cost of meters. Recovery of the balance (Rs. 13.40 lakhs) is awaited (March 1985).

According to the terms of the contract the supplier was liable for replacement of any goods which failed or did not comply with the requirements of the contract or were defective, for a period of 12 months from the date of issuance of final certificate of acceptance of goods and delivery to the site to his satisfaction by the Engineer. The acceptance certificate required to be given within 90 days of taking over or using any portion of the goods, had not been issued so far (September 1984) and the goods had also not been tested after receipt. As a period of 12 months from date of receipt of goods has already expired the Board would not be able to have recourse to the guarantee clause in case of defects noticed in due course. Thus, not only Rs. 17.40 lakhs of the Board had been locked up for a period of more than one year, but it has also lost the advantage of guarantee provisions.

## SECTION IV

### AGRICULTURE AND CO-OPERATION DEPARTMENT

#### 6.17 Investments in and financial assistance to co-operative societies

(1) *Financial Assistance*.—The State Government has been rendering financial assistance to co-operative societies in the form of investment in share capital, loans, grants and subsidies. Government investment in share capital at the close of each of the 3 years ending 1983-84 and the return thereon, as intimated (August 1984) by the Department were as under :

Year ending 31st March	Number of societies	Total investments (in lakhs of rupees)	Dividend received		
			No. of societies	Invest- ments	Dividend received (In lakhs of rupees)
(1)	(2)	(3)	(4)	(5)	(6)
1982 ..	7,375	1,07,83.06*	210*	374.60	51.42
1983 ..	8,054	1,34,38.85*	278*	3,71.94	75.61
1984 ..	9,639	1,72,07.29*	188*	4,43.59	49.84

Fifty-three other societies in which Government had invested Rs. 61.53 lakhs towards share capital had declared dividend amounting to Rs. 7.37 lakhs but had not credited the dividend to Government till 31st March 1984.

The position regarding overdue amounts of loans (including interest) recoverable from various co-operative societies at the close of each of the three financial years ending 1983-84, as intimated by the Department, was as follows :

(a) *Loans :*

Year ending 31st March	No. of societies	Overdue amounts	
		Principal	Interest
		(In crores of rupees)	
(1)	(2)	(3)	(4)
1982 .. ..	5,615	45.06	15.15
1983 .. ..	5,549	41.80	20.36
1984 .. ..	6,009	29.52	28.63

(b) *Unutilised grants and subsidies.*—During 1983-84 Government paid grants and subsidies of Rs. 5.91 crores to 7,976 societies. Information regarding unutilised grants and wanting utilisation certificates was not furnished by the Department. The information was not furnished during the the previous years also.

\*Differs from the figures appearing in Statement No. 14 of Finance Accounts; difference has not been reconciled by the department (March 1985).



(c) Government has also guaranteed loans raised by several co-operative societies. The loans covered by the guarantee which were outstanding at the end of March 1984 amounted to Rs. 199.43 crores. The maximum amount guaranteed as on 31st March 1984 stood at Rs. 474.58 crores.

(2) *Financial results.*—(i) According to the Department, the position regarding the working, during the co-operative year ending June 1983, of the societies which had received Government assistance was as under :

Position of the societies	No. of societies	Financial assistance by Government		
		Share capital	Loans	Subsidy
(1)	(2)	(3)	(4)	(5)
		(In lakhs of rupees)		
(a) Earning profit	.. 6,103	2,578.38	5,75.76	2,88.72
		(profit : Rs. 10,91.00 lakhs)		
(b) Running in loss	.. 5,717	33,33.82	12,44.06	2,03.81
		(loss : Rs. 26,15.16 lakhs)		
(c) In liquidation	.. 2,022	1,18.43	3,68.83	9.94
(d) Not functioning	.. 593	62.89	35.48	0.88
(e) In initial stage of working	369	2,88.56	18.34	7.84
(f) Accounts awaiting finalisation	81	11.01	2.62	2.50
(g) Working results not received	15	10.24	1.16	0.95

(3) *Non-accounting of cash, shortage of stores, etc.*—At the end of March 1983, non-accountal of funds amounting to Rs. 178.96 lakhs in 1376 societies had been reported by the department. Of these, 403 cases involving Rs. 31.77 lakhs (misappropriations : Rs. 31.39 lakhs, shortages : Rs. 0.38 lakh) had been treated as closed during 1983-84. The position as at the end of March 1984 including, *inter-alia*, fresh

cases reported during 1983-84 is as under :

	No. of societies	Amount not accounted for		Total
		Misappropriation/embezzlement	Shortages	
(1)	(2)	(3)	(4)	(5)
(In lakhs of rupees)				
Cases pending on March 31st 1983 :				
From 1961-62 to 1982-83	1,376	1,77.57	1.39	1,78.96
Less : Cases finalised during 1983-84	403	31.39	0.38	31.77
Add : Fresh cases reported during 1983-84	691	89.35	4.32	93.67
Total cases pending as on 31st March 1984	1,664	2,35.53	5.33	2,40.86

(4) *Delay in completion of audit.*—In accordance with the provisions of the Co-operative Societies Act, 1960 the accounts of co-operative societies are required to be audited once a year by the Registrar, Co-operative Societies or by auditors appointed by him. The accounts of 442 Government aided societies (out of 8,675 such societies) remained unaudited as on 31st March 1984, as indicated below :

No. of societies	Period for which accounts not audited
(1)	(2)
82	5 years and above
37	4 years
42	3 years
141	2 years
140	Upto one year

Delay in completion of audit was attributed by the Department (September 1984) to non-availability of records, non-appointment or late appointment of auditors, incomplete accounts, want of time, records in court and records with police.

The matter was reported to Government in September 1984; reply is awaited (March 1985).



## CHAPTER VII

### COMMERCIAL ACTIVITIES

7.1 This chapter deals with the results of audit of departmentally managed Government commercial/*quasi*-commercial undertakings. As on 31st March 1984 there were 48 departmentally managed Government commercial/*quasi*-commercial undertakings as against 42 undertakings on 31st March 1983. The increase is consequent to Government's decision (November 1983) to separate the *pro-forma* accounts of the following schemes from the Greater Bombay Milk Scheme :

- (i) Cattle Feed Scheme, Bombay.
- (ii) Electricity Scheme, Bombay.
- (iii) Paragrass Production Scheme, Bombay.
- (iv) Unit Scheme, Bombay.
- (v) Water Works Scheme, Bombay.
- (vi) Cattle Breeding and Rearing Centre, Palghar.

7.1.1 All the 19 undertakings, the accounts of which for the year 1983-84 were received upto 31st January 1985 incurred losses aggregating Rs. 13,27.74 lakhs. The *pro-forma* accounts for the year 1983-84 of the remaining 29 undertakings indicated in Appendix 7.1 were awaited (January 1985).

7.1.2 A synoptic statement showing the summarised financial results of the working of 19 undertakings for the year 1983-84, 5 undertakings for the year 1982-83 (4 undertakings showing loss) and 7 undertakings for the year 1981-82 (all showing loss) which were received after finalisation of the last Audit Report, is given in Appendix 7.2.

The audit of two out of 31 undertakings incorporated in Appendix 7.2 revealed the following :

(i) Closing stock was not assessed properly and in as much as the stock of spare parts was overstated (Rs. 0.01 lakh) and value of stock of artificial manure was omitted (Rs. 0.25 lakh) to be taken.

(ii) The Asset Register was not maintained properly.

(iii) Confirmations were not obtained for sundry debtors (Cattle Breeding and Rearing Farm, Palghar).

(iv) Interest on mean capital was less provided to the extent of Rs. 0.99 lakh (Government Milk Scheme, Wardha).

(v) Depreciation was provided less by Rs. 3.72 lakhs (Government Milk Scheme, Wardha).

#### AGRICULTURE AND CO-OPERATION DEPARTMENT DAIRY DEVELOPMENT DEPARTMENT

### 7.2 Avoidable expenditure on purchase of synthetic detergent paste

Tenders were invited (March 1983) by the Dairy Development Department for purchase of 200 tonnes of synthetic detergent paste for use in various Government Milk Schemes during 1983-84. The detergent paste was to conform to five specifications prescribed by the I.S.I.

Out of 21 tenders received the lowest tender of firm 'K' (Rs. 7,700 per tonne including sales tax, F.O.R. destination) was rejected as not conforming the I.S.I. specifications. Order was, however, placed (August/September 1983) on five other higher tenderers including firm 'A'. Table below indicates the results of the tests conducted on the samples of firms 'A' and 'K' :

Serial No.	Test conducted	Norms as per I.S.I. specification	Test results	
			Firm 'A'	Firm 'K'
1	Solubility	Good when exceeds 50 per cent	50 per cent insoluble (poor)	Good as per I.S.I. (not easily soluble)
2	Physical State	No separation	50 per cent separation	No separation



Serial No.	Test conducted	Norms as per I.S.I. specification	Test results	
			Firm (A)	Firm (K)
3	PH percentage ..	7 to 9	8.80	9.28 (slightly on higher side)
4	Emulsifying power	Good when the period of persistence exceeds 60 minutes	Unsatisfactory	Good
5	Active ingredient per cent	Minimum 40	4.06	54.32

Except PH percentage which was slightly higher than the specification sample of firm 'K' conformed to I.S.I. specification while sample of firm 'A', except PH percentage, did not conform to the I.S.I. specifications. The samples of firm 'E' were according to I.S.I. specifications, while samples of firm 'B', 'C' and 'D' did not satisfy the specification regarding physical state. Despite this, offer of firm 'A' was accepted with the stipulation that it should improve upon its quality to suit the specifications. The same facility was not, however, extended to firm 'K'. The actual quantity supplied till March 1984 by the 5 firms on whom the order for supply of detergent paste was placed was as under :

Name of firm	Rate per tonne including sales tax, F. O. R. destination	Quantity ordered	Quantity supplied till March 1984
	Rs.	(In tonnes)	
'A'	9,769.10	25	Nil
'B' ..	9,405.00	25	5
'C' ..	9,350.00	25	5.6
'D' ..	9,075.00	25	Nil
'E' ..	9,625.00	150	51.006
		250	61.606

Rejection of the lowest offer of firm 'K' resulted in an extra expenditure to the extent of Rs. 1.16 lakhs on the purchase of 61.606 tonnes of detergent paste made till March 1984. Considering firm 'K's offer for 200 tonnes the amount of avoidable expenditure is likely to increase in regard to the supplies made beyond March 1984.

While the lowest offer of firm 'K' was for supply F.O.R. destination, placing of bulk order (150 tonnes) on firm 'E' for supply *ex-factory* entailed an avoidable expenditure of Rs. 0.14 lakh on freight charge on 51.006 tonnes of detergent paste supplied by firm 'E' till March 1984.

### 7.3 Under-utilisation of capacity of chilling centres

7.3.1 With a view to ensuring that the milk collected is not spoilt before it reaches the processing plants, the Department took up (1975-76) a programme of setting up permanent chilling centres at taluka places. Of the 56 such centres set up by the Department upto March 1984, a test-check of the working of eight centres was carried out between May 1983 and September 1984 covering the period from 1979-80 to 1983-84, results of which are given in the paragraphs below.

#### 7.3.2 Operational performance

The following table gives particulars of the operational performance regarding the capacity, quantities of the milk handled and the related cost :



	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	(I)	(J)	(K)	(L)	(M)	(N)	(O)	(P)	(Q)	(R)	(S)	(T)	(U)	(V)	(W)	(X)	(Y)	(Z)	(AA)	(AB)	(AC)	(AD)	(AE)	(AF)	(AG)	(AH)	(AI)	(AJ)	(AK)	(AL)	(AM)	(AN)	(AO)	(AP)	(AQ)	(AR)	(AS)	(AT)	(AU)	(AV)	(AW)	(AX)	(AY)	(AZ)	(BA)	(BB)	(BC)	(BD)	(BE)	(BF)	(BG)	(BH)	(BI)	(BJ)	(BK)	(BL)	(BM)	(BN)	(BO)	(BP)	(BQ)	(BR)	(BS)	(BT)	(BU)	(BV)	(BW)	(BX)	(BY)	(BZ)	(CA)	(CB)	(CC)	(CD)	(CE)	(CF)	(CG)	(CH)	(CI)	(CJ)	(CK)	(CL)	(CM)	(CN)	(CO)	(CP)	(CQ)	(CR)	(CS)	(CT)	(CU)	(CV)	(CW)	(CX)	(CY)	(CZ)	(DA)	(DB)	(DC)	(DD)	(DE)	(DF)	(DG)	(DH)	(DI)	(DJ)	(DK)	(DL)	(DM)	(DN)	(DO)	(DP)	(DQ)	(DR)	(DS)	(DT)	(DU)	(DV)	(DW)	(DX)	(DY)	(DZ)	(EA)	(EB)	(EC)	(ED)	(EE)	(EF)	(EG)	(EH)	(EI)	(EJ)	(EK)	(EL)	(EM)	(EN)	(EO)	(EP)	(EQ)	(ER)	(ES)	(ET)	(EU)	(EV)	(EW)	(EX)	(EY)	(EZ)	(FA)	(FB)	(FC)	(FD)	(FE)	(FF)	(FG)	(FH)	(FI)	(FJ)	(FK)	(FL)	(FM)	(FN)	(FO)	(FP)	(FQ)	(FR)	(FS)	(FT)	(FU)	(FV)	(FW)	(FX)	(FY)	(FZ)	(GA)	(GB)	(GC)	(GD)	(GE)	(GF)	(GG)	(GH)	(GI)	(GJ)	(GK)	(GL)	(GM)	(GN)	(GO)	(GP)	(GQ)	(GR)	(GS)	(GT)	(GU)	(GV)	(GW)	(GX)	(GY)	(GZ)	(HA)	(HB)	(HC)	(HD)	(HE)	(HF)	(HG)	(HH)	(HI)	(HJ)	(HK)	(HL)	(HM)	(HN)	(HO)	(HP)	(HQ)	(HR)	(HS)	(HT)	(HU)	(HV)	(HW)	(HX)	(HY)	(HZ)	(IA)	(IB)	(IC)	(ID)	(IE)	(IF)	(IG)	(IH)	(II)	(IJ)	(IK)	(IL)	(IM)	(IN)	(IO)	(IP)	(IQ)	(IR)	(IS)	(IT)	(IU)	(IV)	(IW)	(IX)	(IY)	(IZ)	(JA)	(JB)	(JC)	(JD)	(JE)	(JF)	(JG)	(JH)	(JI)	(JJ)	(JK)	(JL)	(JM)	(JN)	(JO)	(JP)	(JQ)	(JR)	(JS)	(JT)	(JU)	(JV)	(JW)	(JX)	(JY)	(JZ)	(KA)	(KB)	(KC)	(KD)	(KE)	(KF)	(KG)	(KH)	(KI)	(KJ)	(KK)	(KL)	(KM)	(KN)	(KO)	(KP)	(KQ)	(KR)	(KS)	(KT)	(KU)	(KV)	(KW)	(KX)	(KY)	(KZ)	(LA)	(LB)	(LC)	(LD)	(LE)	(LF)	(LG)	(LH)	(LI)	(LJ)	(LK)	(LL)	(LM)	(LN)	(LO)	(LP)	(LQ)	(LR)	(LS)	(LT)	(LU)	(LV)	(LW)	(LX)	(LY)	(LZ)	(MA)	(MB)	(MC)	(MD)	(ME)	(MF)	(MG)	(MH)	(MI)	(MJ)	(MK)	(ML)	(MN)	(MO)	(MP)	(MQ)	(MR)	(MS)	(MT)	(MU)	(MV)	(MW)	(MX)	(MY)	(MZ)	(NA)	(NB)	(NC)	(ND)	(NE)	(NF)	(NG)	(NH)	(NI)	(NJ)	(NK)	(NL)	(NM)	(NN)	(NO)	(NP)	(NQ)	(NR)	(NS)	(NT)	(NU)	(NV)	(NW)	(NX)	(NY)	(NZ)	(OA)	(OB)	(OC)	(OD)	(OE)	(OF)	(OG)	(OH)	(OI)	(OJ)	(OK)	(OL)	(OM)	(ON)	(OO)	(OP)	(OQ)	(OR)	(OS)	(OT)	(OU)	(OV)	(OW)	(OX)	(OY)	(OZ)	(PA)	(PB)	(PC)	(PD)	(PE)	(PF)	(PG)	(PH)	(PI)	(PJ)	(PK)	(PL)	(PM)	(PN)	(PO)	(PP)	(PQ)	(PR)	(PS)	(PT)	(PU)	(PV)	(PW)	(PX)	(PY)	(PZ)	(QA)	(QB)	(QC)	(QD)	(QE)	(QF)	(QG)	(QH)	(QI)	(QJ)	(QK)	(QL)	(QM)	(QN)	(QO)	(QP)	(QQ)	(QR)	(QS)	(QT)	(QU)	(QV)	(QW)	(QX)	(QY)	(QZ)	(RA)	(RB)	(RC)	(RD)	(RE)	(RF)	(RG)	(RH)	(RI)	(RJ)	(RK)	(RL)	(RM)	(RN)	(RO)	(RP)	(RQ)	(RR)	(RS)	(RT)	(RU)	(RV)	(RW)	(RX)	(RY)	(RZ)	(SA)	(SB)	(SC)	(SD)	(SE)	(SF)	(SG)	(SH)	(SI)	(SJ)	(SK)	(SL)	(SM)	(SN)	(SO)	(SP)	(SQ)	(SR)	(SS)	(ST)	(SU)	(SV)	(SW)	(SX)	(SY)	(SZ)	(TA)	(TB)	(TC)	(TD)	(TE)	(TF)	(TG)	(TH)	(TI)	(TJ)	(TK)	(TL)	(TM)	(TN)	(TO)	(TP)	(TQ)	(TR)	(TS)	(TT)	(TU)	(TV)	(TW)	(TX)	(TY)	(TZ)	(UA)	(UB)	(UC)	(UD)	(UE)	(UF)	(UG)	(UH)	(UI)	(UJ)	(UK)	(UL)	(UM)	(UN)	(UO)	(UP)	(UQ)	(UR)	(US)	(UT)	(UU)	(UV)	(UW)	(UX)	(UY)	(UZ)	(VA)	(VB)	(VC)	(VD)	(VE)	(VF)	(VG)	(VH)	(VI)	(VJ)	(VK)	(VL)	(VM)	(VN)	(VO)	(VP)	(VQ)	(VR)	(VS)	(VT)	(VU)	(VV)	(VW)	(VX)	(VY)	(VZ)	(WA)	(WB)	(WC)	(WD)	(WE)	(WF)	(WG)	(WH)	(WI)	(WJ)	(WK)	(WL)	(WM)	(WN)	(WO)	(WP)	(WQ)	(WR)	(WS)	(WT)	(WU)	(WV)	(WW)	(WX)	(WY)	(WZ)	(XA)	(XB)	(XC)	(XD)	(XE)	(XF)	(XG)	(XH)	(XI)	(XJ)	(XK)	(XL)	(XM)	(XN)	(XO)	(XP)	(XQ)	(XR)	(XS)	(XT)	(XU)	(XV)	(XW)	(XX)	(XY)	(XZ)	(YA)	(YB)	(YC)	(YD)	(YE)	(YF)	(YG)	(YH)	(YI)	(YJ)	(YK)	(YL)	(YM)	(YN)	(YO)
--	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------

# OPERATIONAL PERFORMANCE

Name of chilling centre	Capacity (litres)	Actual cost (Rupees in lakhs)	Operation	Average fixed cost on processing per litre if entire capacity is utilised	Estimated daily procurement (litres)	Daily average of actual milk handled (litres)	Percentage of milk handled to the estimated procurement	Percentage of under-utilisation to the installed capacity	Actual cost per litre*	Extra cost per litre due to under-utilisation
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
				Rs.					Rs.	Rs.
Sarlgaon (Thane)	10,000	10.41	1979-80	0.05	**	331	**	97	0.30	0.25
			1980-81	0.05	**	571	**	94	0.92	0.87
			1981-82	0.06	**	1,075	**	89	0.57	0.51
			1982-83	0.06	**	972	**	90	0.66	0.60
			1983-84	0.07	**	2,980	**	70	0.23	0.16
Kadegaon (Sangli)	20,000	20.12	1979-80	0.04	**	1,071	**	95	0.74	0.70
			1980-81	0.05	**	1,827	**	91	0.51	0.46
			1981-82	0.05	**	1,859	**	91	0.56	0.51
			1982-83	0.05	**	2,087	**	90	0.53	0.48
			1983-84	0.05	**	3,100	**	85	0.38	0.33
Ambejogai (Beed)	20,000	8.78	1979-80	0.02	**	2,731	**	86	0.35	0.33
			1980-81	0.03	**	1,037	**	95	0.55	0.52
			1981-82	0.03	**	777	**	96	0.90	0.87
			1982-83	0.03	**	2,939	**	85	0.26	0.23
			1983-84	0.04	**	6,000	**	70	0.14	0.10



Washim (Akola)	10,000	11.15	1979-80	0.04	3,200	744	23	93	1.00	0.96
			1980-81	0.05	6,800	362	5	96	1.59	1.54
			1981-82	0.06	9,000	213	2	98	3.30	3.24
			1982-83	0.08	9,000	422	5	96	1.84	1.76
			1983-84	N.A.	**	986	**	90	NA	NA
Chandwad (Nashik)	10,000	11.59	1979-80	0.02	1,800	1,779	99	82	0.28	0.26
			1980-81	0.06	4,900	2,002	41	80	0.29	0.23
			1981-82	0.06	9,100	1,913	21	81	0.34	0.28
			1982-83	0.08	11,800	2,561	22	74	0.29	0.21
			1983-84	0.08	16,600	3,291	20	67	0.22	0.14
Pandharpur (Solapur)	20,000	17.82	1979-80	0.03	10,000	8,636	86	57	0.17	0.14
			1980-81	0.06	15,000	5,939	40	70	0.19	0.13
			1981-82	0.06	20,000	5,364	27	73	0.23	0.17
			1982-83	0.07	20,000	6,029	30	70	0.22	0.15
			1983-84	NA	20,000	10,287	51	49	NA	NA
Igatpuri (Nashik)	20,000	17.58	1980-81	0.01	4,100	1,105	27	94	1.06	1.05
			1981-82	0.04	6,050	1,166	19	94	0.50	0.46
			1982-83	0.05	8,500	1,691	20	92	0.50	0.45
			1983-84	0.05	12,300	2,314	19	88	0.45	0.40
Gangakhed (Parbhani)	10,000	12.05	1981-82	£	£	£	£	£	£	£
			1982-83	£	£	£	£	£	£	£
			1983-84	£	£	£	£	£	£	£

\* Represents total fixed cost divided by the actual quantity of milk handled during a year.

\*\* No specific estimates were prepared.

NA : Not available

£ The centre remained idle since its inception i.e. 7th August 1981.



The capacity installed in 1979-80 had not been used fully even in the fifth year since commissioning. Under-utilisation of the chilling centres resulted in increase in the processing cost of milk by Rs. 77.73 lakhs in respect of seven centres (Rs. 19.59 lakhs on two centres during the years 1979-80 to 1982-83 and Rs. 54.14 lakhs on five centres during 1979-80 to 1983-84). The capital expenditure of Rs. 12.04 lakhs incurred on the eighth centre at Gangakhed has been rendered infructuous as it remained idle since its inception in August 1981 due to insufficient quantity of milk in surrounding area.

Government attributed (January 1985) the under-utilisation of the chilling centres to poor response from the local people to the dairy development programme. As regards the chilling centre at Gangakhed, Government stated (January 1985) that the procurement of milk in the operational area was meagre owing to weak co-operative infrastructure.

7.3.3 *Kadegaon chilling centre in Khanapur taluka.*—Setting up of a chilling centre at Kadegaon with 5,000 litres capacity at an estimated cost of Rs. 13 lakhs was proposed (1976-77) on the then existing potential of milk in Khanapur taluka. Though administrative approval to the centre was not received, the Dairy Development Department commenced in August 1976 construction of the chilling centre with a capacity of 20,000 litres and the revised proposals for the same were submitted in March 1977 at an estimated cost of Rs. 18.71 lakhs. No specific reasons for increase in capacity were, however, mentioned in the proposals. The daily procurement did not exceed 2,087 litres; while considering the revised proposal, Government pointed out in July 1977—August 1977 that (i) the existing potential of Khanapur taluka did not warrant establishment of a chilling centre of 20,000 litres capacity and (ii) the estimated cost of Rs. 18.71 lakhs was in excess of the estimated cost of Rs. 16 lakhs for the centre of a similar capacity as per the type plan approved (April 1977) by Government. Nevertheless, considering that the construction of the chilling centre had already been commenced and by that time about 75 per cent of the work was executed, Government had no alternative left but to accord (August 1977) *ex-post facto* approval to the proposal. The final cost of plant exceeded the revised estimate by



Rs. 1.41 lakhs. No responsibility has been fixed so far for taking up the work without prior approval of the Government.

#### FOOD AND CIVIL SUPPLIES DEPARTMENT

##### 7.4 Loss due to long storage of rice

The Collector, Kolhapur had brought to the notice of Government (September 1978) that 1,747 tonnes of levy rice was held in stock. Out of this quantity 1,571 tonnes of rice of three varieties (common : 1,269 tonnes, fine : 169 tonnes and superfine : 133 tonnes) purchased locally during three seasons (1974-76 : 61 tonnes and 1976-77 : 1,510 tonnes) was lying in stock in four godowns in Kolhapur district for a period over four to five years.

Keeping in view little demand through Public Distribution System due to its poor quality, possibility of further deterioration in the quality due to long storage and availability of better rice in the market at cheaper rate, the Collector, Kolhapur requested Government for early order for its disposal. The request (September 1978) was followed by reminders to Government by him and by the Commissioner, Pune Division on three occasions in May 1979, January 1980 and March 1980.

Two traders 'A' and 'B' of Kolhapur approached (November/December 1979) the Collector for purchase of common variety rice on "as is where is basis" at Rs. 110 and Rs. 130 per quintal respectively. Another trader 'C' from Pune also approached Government (February 1980) with the offer of Rs. 137.50 per quintal. These offers being much below the then *ex-godown* rate (Rs. 156.90 per quintal of common variety), the Collector on receipt of directions of the Government invited (July 1980) quotations under two categories (i) as is where is basis and (ii) if rice was given after polishing and in new gunnies. The offers received from three traders (including trader 'B') and three co-operative societies ranged between Rs. 140 and Rs. 142 per quintal for category (i) and Rs. 157 and Rs. 170 for category (ii). Government obtained in November 1980 revised offers from seven parties. The highest rate offered by one of them was Rs. 145 per quintal for the purchase of the common variety rice and the rates offered by others ranged between Rs. 140 and



Rs. 144.50 per quintal. A loss of Rs. 1.61 lakhs was anticipated in the bargain.

The Government on an experimental basis sent 500 quintals and 11 quintals of rice after polishing to Pune (July 1980) and Ratnagiri (January 1981) districts respectively for sale through Public Distribution Schemes (PDS) to find out customers' reaction to polished rice. The price of polished rice was fixed (September 1980) as Rs. 200.50 per quintal taking into account shrinkage in quantity in polishing and the expenditure thereon. There was, however, no response in Pune district and Collector, Pune had to stop (October 1980) distribution after selling 90 quintals following complaints from Public about its poor quality and high price. There was no response in Ratnagiri district also.

Trader 'C' from Pune who had earlier offered (February 1980) to purchase common variety rice at Rs. 137.50 per quintal again offered (April 1981) to purchase the entire stock on "as is where is basis" at the rates per quintal, common variety : Rs. 157.20, fine variety : Rs. 166.00 and superfine variety : Rs. 173.70. The rates were more than the then issue rates. Government, however, did not consider this proposal but informed (August 1981) that the stocks would be disposed of by invitation of tenders at Government level. No such tenders were invited but ultimately the Collectors were authorised (April 1982) to sell rice at prevailing issue rates to willing purchasers without any quantitative limit. By this time the rice was declared unfit for human consumption and sold to the extent of 1,426 tonnes as cattlefeed between July 1982 and March 1983. The balance of 145 tonnes was stated to be shrinkage due to long storage. Taking into account ex-godown price of Rs. 31.45 lakhs and the sale price of Rs. 10.13 lakhs realised there against Government sustained a loss of Rs. 21.32 lakhs.

Government in the context of the reports received from the District Collectors regarding old stocks of rice stated in October 1982 that it has been repeating times without number, that age-wise and price-wise review of foodgrains should be made and where certain stocks are not moving corrective action should be intimated to the districts, e.g. rice stocks should not continue beyond two years.



The Government to whom the matter was referred (August 1984) stated (January 1985) that it was trying to issue the stocks as far as possible through Public Distribution System or directly to consumers. It also stated that the offer of firm 'C' could not be considered as it was Government's policy not to allow large stocks to go into hands of private trader in response to rates quoted without calling tenders. It is, however, observed that despite full knowledge of poor off-take of rice through PDS due to its poor quality, availability of rice in open market at cheaper rates and fast deteriorating condition of stocks due to long storage, Government's inability to take timely decision for disposal resulted in rice becoming unfit for human consumption.

### 7.5 Extra expenditure

According to the instructions issued in August 1972 by the Government, Collectors are authorised to undertake movement of foodgrains by road whenever their stocks are precariously low and delay is anticipated in the arrival of these stocks by rail by recording the reasons for resorting to such road transport and also keeping the Supply Commissioner and the Financial Advisor and Joint Secretary to the Government informed. Similar instructions were also issued by the Commissioner, Pune Division in November 1979.

It was noticed (November 1983) in audit, that in Pune district, road transport, instead of rail transport, was resorted to in the following case.

Against the allotment of 1,000 tonnes of locally purchased rice in Bhandara district during 1981-82 season and allotted by the Supply Commissioner, Bombay, in November 1981 to the Collector, Pune, 615.7 tonnes of rice was transported by road from Bhandara to Pune during 25th April 1982 to 18th May 1982. As there was no necessity to transport the rice stocks by road, in view of the satisfactory stock in Pune which was sufficient to meet the demand of card holders for more than three months, transport of the balance quantity of 384.3 tonnes was stopped under instructions on 15th May 1982 from the Supply Commissioner to the Collector/Foodgrains Distribution Officer, Pune.

The transport of 615.7 tonnes of rice at Rs. 320 per tonne effected till then by road resulted in extra expenditure of Rs. 1.86 lakhs.

Government stated (February 1985) that the Assistant Foodgrains Distribution Officer (Godown) had not taken the Collector's approval for transport of the rice by road, and after a detailed enquiry responsibility for the extra expenditure has been fixed on the official. Further action in the matter is awaited (March 1985).

*K. Tyagarajan.*

Bombay, 7 MAR 1986

(K. TYAGARAJAN)

The

*Accountant General (Audit) I, Maharashtra*

Countersigned

*T. N. Chaturvedi*

New Delhi,

(T. N. CHATURVEDI)

The

*Comptroller and Auditor General of India*

125 MAR 1986



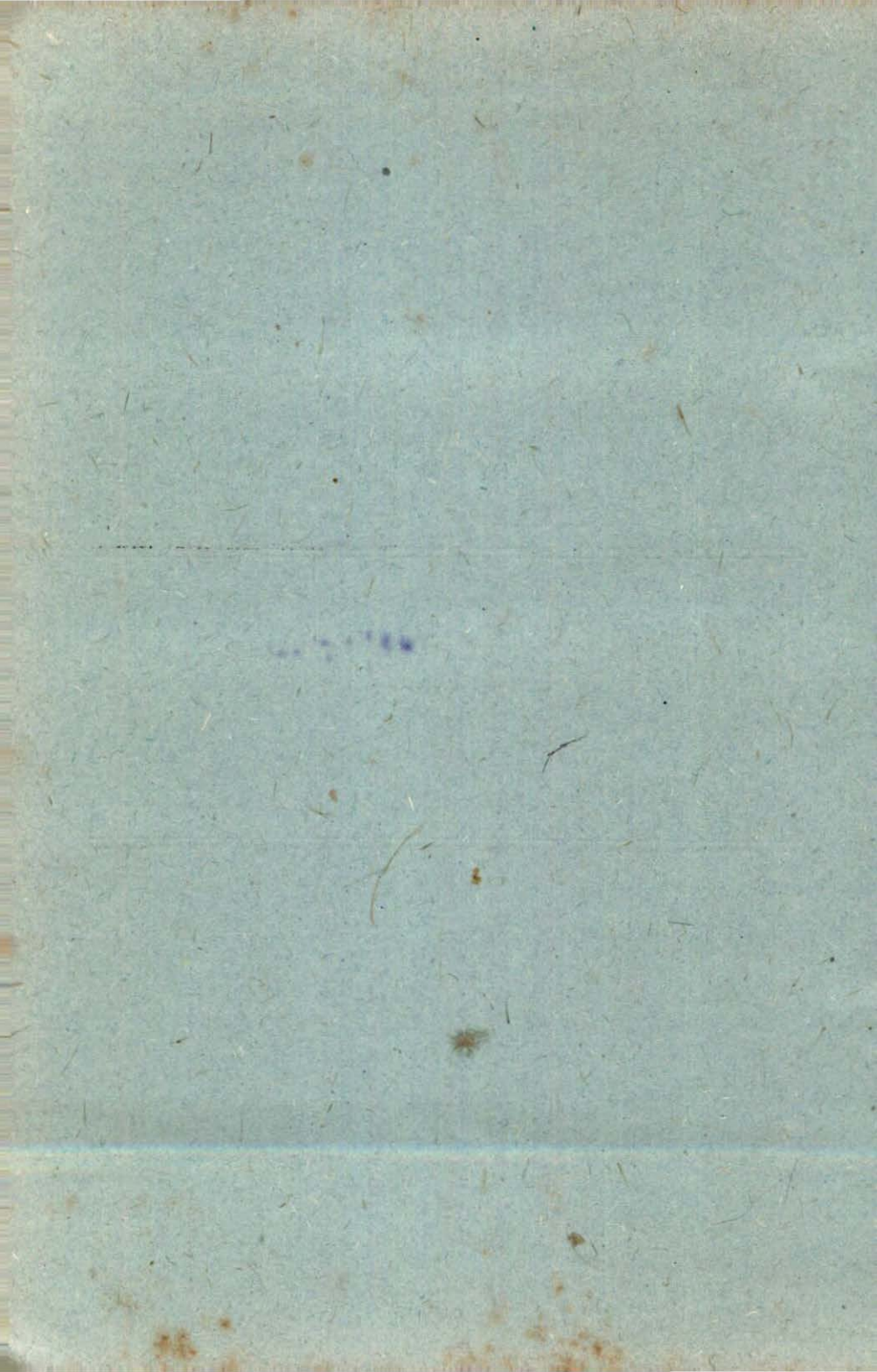
---

---

APPENDICES

---

---





## APPENDIX 2.1

(Reference : Paragraph 2.2.2, Page 13)

Statement showing cases where (i) Supplementary provision proved unnecessary, (ii) saving exceeded Rs. 10 lakhs and (iii) Supplementary provision proved insufficient in various grants/appropriations

Serial No.	Number and name of grant	Total grant	Supplementary provision obtained in March 1984	Actual expenditure	Savings
(1)	(2)	(3) Rs.	(4) Rs.	(5) Rs.	(6) Rs.

(i) Cases where supplementary provision proved unnecessary

(a) Grants—

## GENERAL ADMINISTRATION DEPARTMENT

## 1 9-Other Administrative Services—

Original .. ..	2,37,65,000				
Supplementary .. ..	9,56,000	2,47,21,000	5,59,000	2,35,43,122	11,77,878

## HOME DEPARTMENT

## 2 24-Jails—

Original .. ..	6,86,27,000				
Supplementary .. ..	17,47,000	7,03,74,000	11,91,000	6,80,19,086	23,54,914

## 3 27-Urban Development—

Original .. ..	4,50,000				
Supplementary .. ..	2,19,000	6,69,000	2,19,000	3,99,591	2,69,409

# APPENDIX 2.1—contd.

Serial No.	Number and name of grant			Total grant	Supplementary provision obtained in March 1984	Actual expenditure	Savings
(1)	(2)			(3)	(4)	(5)	(6)
				Rs.	Rs.	Rs.	Rs.
4	32-Road and Water Transport Services—						
	Original	..	57,98,000				
	Supplementary	..	10,000	58,08,000	10,000	57,87,071	20,929
URBAN DEVELOPMENT DEPARTMENT							
5	82-Roads and Bridges—						
	Original	..	5,84,34,000				
	Supplementary	..	1,41,58,000	7,25,92,000	41,58,000	6,82,90,238	43,01,762
6	83-Compensation and Assignments to Local Bodies and Panchayati Raj Institutions—						
	Original	..	8,20,14,000				
	Supplementary	..	74,47,000	8,94,61,000	74,47,000	7,65,45,189	1,29,15,811
FINANCE DEPARTMENT							
7	92-Pensions and other Retirement Benefits—						
	Original	..	52,47,45,000				
	Supplementary	..	1,85,60,000	54,33,05,000	1,85,60,000	52,32,82,786	2,00,22,214



## PUBLIC WORKS DEPARTMENT

## 8 101-Social Security and Welfare—

Original .. ..	1,60,000					
Supplementary .. ..	15,000	1,75,000	15,000	1,46,006	28,994	

## 9 112-Soil and Water Conservation—

Original .. ..	2,53,75,000					
Supplementary .. ..	58,48,000	3,12,23,000	58,48,000	1,73,98,133	1,38,24,867	

## INDUSTRIES, ENERGY AND LABOUR DEPARTMENT

## 10 127-Labour and Employment—

Original .. ..	4,23,56,000					
Supplementary .. ..	11,88,020	4,35,44,020	11,57,000	4,17,52,899	17,91,121	

## 11 138-Aid Materials and Equipments—

Original .. ..	5,68,000					
Supplementary .. ..	19,99,000	25,67,000	19,99,000	....	25,67,000	

## 12 144-Agriculture—

Original .. ..	11,02,09,000					
Supplementary .. ..	1,17,84,000	12,19,93,000	13,12,000	11,61,06,008	58,86,992	

## 13 146-Forest—

Original .. ..	1,99,50,000					
Supplementary .. ..	26,000	1,99,76,000	26,000	1,99,45,588	30,412	

APPENDIX 2.1—*contd.*

Serial No.	Number and name of grant /appropriation	Total grant /appropriation	Supplementary provision obtained in March, 1984	Actual expenditure	Savings
(1)	(2)	(3) Rs.	(4) Rs.	(5) Rs.	(6) Rs.
14	147-A Power Projects— Original .. .. Supplementary ..	..... 29,000	29,000	29,000 .....	29,000
FOOD AND CIVIL SUPPLIES DEPARTMENT					
15	151-Pensions and Other Retirement Benefits— Original .. .. Supplementary ..	1,000 7,010	8,010	7,010 .....	8,010
PLANNING DEPARTMENT					
16	168-Aid Materials and Equipments— Original .. .. Supplementary ..	1,35,00,000 33,75,000	1,68,75,000	33,75,000 .....	1,68,75,000
17	172-Area Development— Original .. .. Supplementary ..	7,31,90,000 77,90,000	8,09,80,000	77,90,000 6,25,24,810	1,84,55,190
HOUSING AND SPECIAL ASSISTANCE DEPARTMENT					
18	182-Urban Development— Original .. .. Supplementary ..	2,35,000 17,000	2,52,000	17,000 1,01,697	1,50,303



# HORTICULTURE AND SOCIAL FORESTRY DEPARTMENT

## 19 186-Secretariat Economic Services—

Original ..	10,65,000				
Supplementary ..	40,000	11,05,000	40,000	10,57,386	47,614
Total ..		1,12,56,57,030	5,37,59,000	1,02,48,99,610	10,07,57,420

## (b) Appropriations :

### HOME DEPARTMENT

#### 1 20-Taxes on Vehicles—

Original ..	47,53,95,000				
Supplementary ..	2,10,00,000	49,63,95,000	2,10,00,000	39,38,15,796	10,25,79,204

### REVENUE AND FORESTS DEPARTMENT

#### 2 42-Public Works—

Original ..	75,00,000				
Supplementary ..	2,61,533	77,61,533	2,61,533	....	77,61,533

#### 3 48-Relief on Account of Natural Calamities—

Original ..	1,00,000				
Supplementary ..	74,322	1,74,322	74,322	....	1,74,322

### FINANCE DEPARTMENT

#### 4 93-Miscellaneous General Services—

Original ..	....				
Supplementary ..	892	892	892	....	892

APPENDIX 2.1—*contd.*

Serial No.	Number and name of appropriation			Total appropriation	Supplementary provision obtained in March 1984	Actual expenditure	Savings
(1)	(2)			(3)	(4)	(5)	(6)
				Rs.	Rs.	Rs.	Rs.
IRRIGATION DEPARTMENT							
5	115-Irrigation, Navigation Drainage and Flood Control Projects—						
	Original	..	....				
	Supplementary	..	15,046	15,046	15,046	....	15,046
SOCIAL WELFARE, CULTURAL AFFAIRS, SPORTS AND TOURISM DEPARTMENT							
6	163-Social Security and Welfare—						
	Original	..	2,000				
	Supplementary	..	21,700	23,700	21,700	....	23,700
PUBLIC WORKS DEPARTMENT							
7	222-Capital outlay and Public Works and Administrative and Functional Buildings.—						
	Original	..	....				
	Supplementary	..	41,026	41,026	41,026	....	41,026
Total ..				50,44,11,519	2,14,14,519	39,38,15,796	11,05,95,723



APPENDIX 2.1—contd.

(ii) Cases where supplementary provision proved insufficient by more than Rs. 10 lakhs each in various grants/appropriations

Serial No.	Number and name of grant	Total grant	Actual expenditure	Excess
(1)	(2)	(3)	(4)	(5)
		Rs.	Rs.	Rs.
(a) Grants—				
REVENUE AND FORESTS DEPARTMENT				
1	44-Miscellaneous General Services—			
	Original .. .. .	15,05,000		
	Supplementary .. .. .	27,67,000	42,72,000	61,70,604
				18,98,604
2	48-Relief on account of Natural Calamities—			
	Original .. .. .	4,28,00,000		
	Supplementary .. .. .	24,72,43,010	29,00,43,010	31,93,93,738
				2,93,50,728
AGRICULTURE AND CO-OPERATION DEPARTMENT				
3	61-Area Development—			
	Original .. .. .	3,32,20,000		
	Supplementary .. .. .	6,10,000	3,38,30,000	3,56,60,325
				18,30,325

# APPENDIX 2.1---contd.

Serial No.	Number and name of grant			Total grant	Actual expenditure	Excess
(1)	(2)	(3)	(4)	(5)		
			Rs.	Rs.	Rs.	
EDUCATION AND EMPLOYMENT DEPARTMENT						
4	66-Pensions and Other Retirement Benefits—					
	Original	.. ..	3,06,74,000			
	Supplementary	.. ..	26,75,000	3,27,49,000	3,51,90,977	24,41,977
5	68-Education—					
	Original	.. ..	5,06,42,04,000			
	Supplementary	.. ..	50,97,52,060	5,57,39,56,060	5,67,41,74,357	10,02,18,297
FINANCE DEPARTMENT						
6	85-Sales Tax—					
	Original	.. ..	11,35,09,000			
	Supplementary	.. ..	2,62,000	11,37,71,000	11,52,03,834	14,32,834
7	93-Miscellaneous General Services—					
	Original	.. ..	19,21,97,000			
	Supplementary	.. ..	1,74,88,000	20,96,85,000	21,60,55,184	63,70,184



## PUBLIC WORKS DEPARTMENT

8	100-Housing						
	Original	..	..	9,76,72,000			
	Supplementary	..	..	3,12,85,000	12,89,57,000	14,00,58,484	1,11,01,484
9	101-A Relief on account of Natural Calamities						
	Original	..	..	.....			
	Supplementary	..	..	7,00,00,000	7,00,00,000	7,10,21,493	10,21,493
10	106-Roads and Bridges						
	Original	..	..	67,21,15,000			
	Supplementary	..	..	5,07,40,020	72,28,55,020	77,68,94,664	5,40,39,644
11	107-Public Works and Administrative and Functional Buildings						
	Original	..	..	1,41,69,64,000			
	Supplementary	..	..	6,15,85,090	1,47,85,49,090	1,84,63,56,038	36,78,06,948
12	111-Minor Irrigation						
	Original	..	..	3,07,52,000			
	Supplementary	..	..	1,00,56,000	4,08,08,000	4,93,88,738	85,80,738
13	114-Water and Power Development Services						
	Original	..	..	51,26,20,000			
	Supplementary	..	..	5,84,38,070	57,10,58,070	60,01,56,381	2,90,98,311

# APPENDIX 2.1—*contd.*

Serial No.	Number and name of grant				Total grant	Actual expenditure	Excess
(1)	(2)				(3)	(4)	(5)
					Rs.	Rs.	Rs.
RURAL DEVELOPMENT DEPARTMENT							
14	140-Public Health, Sanitation and Water Supply						
	Original	..	..	..	61,94,26,000		
	Supplementary	..	..	..	18,61,54,000	80,55,80,000	81,11,82,117
15	145-Minor Irrigation						
	Original	..	..	..	18,76,13,000		
	Supplementary	..	..	..	1,72,56,030	20,48,69,030	20,88,16,964
16	147-Community Development						
	Original	..	..	..	43,39,77,000		
	Supplementary	..	..	..	5,56,060	43,45,33,060	44,22,80,550
SOCIAL WELFARE, CULTURAL AFFAIRS, SPORTS AND TOURISM DEPARTMENT							
17	163-Social Security and Welfare						
	Original	..	..	..	45,79,78,000		
	Supplementary	..	..	..	31,57,80,030	77,37,58,030	78,06,04,481
							68,40,451



PLANNING DEPARTMENT

18 173-Community Development

Original	..	..	..	75,50,00,000			
Supplementary	..	..	..	89,91,13,020	1,65,41,13,020	1,87,36,61,512	21,95,48,492

HORTICULTURE AND SOCIAL FORESTRY DEPARTMENT

19 187-Agriculture

Original	..	..	..	5,94,73,000			
Supplementary	..	..	..	84,69,000	6,79,42,000	7,04,14,914	24,72,914

PUBLIC HEALTH DEPARTMENT

20 190-Medical

Original	..	..	..	26,98,46,000			
Supplementary	..	..	..	1,39,42,070	28,37,88,070	29,33,84,275	95,96,205

21 192-Public Health, Sanitation and Water Supply

Original	..	..	..	57,20,51,000			
Supplementary	..	..	..	6,75,21,000	63,95,72,100	67,50,11,284	3,54,39,184

PUBLIC WORKS DEPARTMENT

22 219-Capital Outlay on Housing

Original	..	..	..	12,01,71,000			
Supplementary	..	..	..	8,00,010	12,09,71,010	12,69,43,217	59,72,207

23 221-Capital Outlay on Roads and Bridges

Original	..	..	..	40,37,05,000			
Supplementary	..	..	..	3,25,32,640	43,62,37,640	47,03,22,271	3,40,84,631

APPENDIX 2.1—*contd.*

Serial No.	Number and name of grant/appropriation				Total grant/ appropriation	Actual expenditure	Excess
(1)	(2)				(3)	(4)	(5)
					Rs.	Rs.	Rs.
24	222-Capital Outlay on Public Works and Administrative and Functional Buildings						
	Original	..	..	..	24,42,91,000		
	Supplementary	..	..	..	1,79,48,050	26,22,39,050	27,22,02,936
							99,63,886
IRRIGATION DEPARTMENT							
25	224-Capital Outlay on Minor Irrigation, Soil Conservation and Area Development						
	Original	..	..	..	23,34,88,000		
	Supplementary	..	..	..	1,31,59,070	24,66,47,070	25,17,53,748
							51,06,678
26	226-Capital Outlay on Irrigation Navigation, Drainage and Flood Control Projects						
	Original	..	..	..	5,09,09,25,000		
	Supplementary	..	..	..	38,80,51,140	5,47,89,76,140	6,48,52,72,993
							1,00,62,96,853
27	227-Capital Outlay on Power Projects						
	Original	..	..	..	67,57,51,000		
	Supplementary	..	..	..	15,93,040	67,73,44,040	72,16,70,458
							4,43,26,418



# HORTICULTURE AND SOCIAL FORESTRY DEPARTMENT

## 28 243-Capital Outlay on Forests

Original	..	..	..	3,34,86,000			
Supplementary	..	..	..	26,14,000	3,61,00,000	3,75,46,904	14,46,904

# AGRICULTURE AND CO-OPERATION DEPARTMENT

## 29 257-Loans for Co-operation

Original	..	..	..	17,72,29,000			
Supplementary	..	..	..	20,03,38,530	37,75,57,539	39,20,86,334	1,45,18,804

# INDUSTRIES, ENERGY AND LABOUR DEPARTMENT

## 30 280-Loans for Industrial Research and Development

Original	....	..	..	13,45,00,000			
Supplementary	..	..	..	2,00,00,000	15,45,00,010	15,85,00,000	39,99,990

Total	..			21,92,52,71,050	23,95,73,79,775	2,03,21,08,725	
-------	----	--	--	-----------------	-----------------	----------------	--

(b) Appropriation—

# FINANCE DEPARTMENT

## 1 268-Internal Debt of the State Government

Original	..	..	..	5,20,67,54,000			
Supplementary	..	..	..	5,94,58,00,000	11,15,25,54,000	11,41,70,49,566	26,44,95,566

Total	..			11,15,25,54,000	11,41,70,49,566	26,44,95,566	
-------	----	--	--	-----------------	-----------------	--------------	--

APPENDIX 2.1—contd.

(iii) Cases where supplementary provision resulted in saving in each case exceeding Rs. 10 lakhs

Serial No.	Number and name of grant				Total grant	Actual expenditure	Saving
(1)	(2)				(3)	(4)	(5)
					Rs.	Rs.	Rs.
(a) Grants—							
GENERAL ADMINISTRATION DEPARTMENT							
1	3-Elections—						
	Original	..	..	..	64,75,000		
	Supplementary	..	..	..	3,99,56,000	4,64,31,000	21,12,087
2	14-Social Security and Welfare—						
	Original	..	..	..	2,43,63,000		
	Supplementary	..	..	..	1,88,46,000	4,32,09,000	3,79,14,646
HOME DEPARTMENT							
3	20-Taxes on Vehicles—						
	Original	..	..	..	4,53,22,000		
	Supplementary	..	..	..	64,46,000	5,17,68,000	5,02,29,381
AGRICULTURE AND CO-OPERATION DEPARTMENT							
4	56-A Relief on account of Natural Calamities—						
	Original	..	..	..	....		
	Supplementary	..	..	..	12,27,20,000	12,27,20,000	10,65,85,609
							1,61,34,391



5	58-Co-operation—						
	Original	..	..	..	33,77,76,000		
	Supplementary	..	..	..	3,88,22,040	37,65,98,040	35,34,48,841
							2,31,49,199
6	59-Agriculture—						
	Original	..	..	..	66,07,68,000		
	Supplementary	..	..	..	4,94,18,150	71,01,86,150	69,87,22,504
							1,14,63,646
7	62-Animal Husbandry—	..	..				
	Original	..	..	..	19,66,14,000		
	Supplementary	..	..	..	2,58,33,060	22,24,47,060	21,91,10,906
							33,36,154
8	63-Dairy Development—						
	Original	..	..	..	2,75,66,27,000		
	Supplementary	..	..	..	1,09,15,87,030	3,84,82,14,030	3,79,20,52,142
							5,61,61,888

277

## INDUSTRIES, ENERGY AND LABOUR DEPARTMENT

9	70-Labour and Employment—						
	Original	..	..	..	13,57,98,000		
	Supplementary	..	..	..	2,03,20,000	15,61,18,000	15,43,13,387
							18,04,613

## URBAN DEVELOPMENT DEPARTMENT

10	78-Public Health, Sanitation and Water Supply—						
	Original	..	..	..	29,79,08,000		
	Supplementary	..	..	..	2,21,70,110	32,00,78,110	31,62,54,537
							38,23,573

# APPENDIX 2.1—contd.

Serial No.	Number and name of grant				Total grant	Actual expenditure	Saving
(1)	(2)				(3)	(4)	(5)
					Rs.	Rs.	Rs.
FINANCE DEPARTMENT							
11	90-Treasury and Accounts Administration—						
	Original	..	..	..	5,86,07,000		
	Supplementary	..	..	..	35,18,000	6,21,25,000	6,01,37,072
							19,87,928
IRRIGATION DEPARTMENT							
12	109-Relief on account of Natural Calamities—						
	Original	..	..	..	28,00,000		
	Supplementary	..	..	..	3,71,57,000	3,99,57,000	3,67,53,964
							32,03,036
13	112-Soil and Water Conservation—						
	Original	..	..	..	2,53,75,000		
	Supplementary	..	..	..	58,48,000	3,12,23,000	1,73,98,133
							1,38,24,867
14	115-Irrigation, Navigation, Drainage and Flood Control Projects—						
	Original	..	..	..	1,47,85,28,000		
	Supplementary	..	..	..	2,58,47,020	1,50,43,75,020	1,48,68,10,469
							1,75,64,551
INDUSTRIES, ENERGY AND LABOUR DEPARTMENT							
15	130-Industries—						
	Original	..	..	..	1,45,74,000		
	Supplementary	..	..	..	16,27,000	1,62,01,000	1,47,73,945
							14,27,055



16	131-Village and Small Industries— Original .. .. . 4,02,37,000 Supplementary .. .. . 17,93,020		4,20,30,020	4,07,29,024	13,00,996
<b>RURAL DEVELOPMENT DEPARTMENT</b>					
17	136-District Administration— Original .. .. . 29,81,23,000 Supplementary .. .. . 2,65,06,030		32,46,29,030	32,04,49,741	41,79,289
18	142-Secretariat-Economic Services— Original .. .. . 65,56,000 Supplementary .. .. . 25,77,010		91,33,010	68,19,786	23,13,224
19	144-Agriculture— Original .. .. . 11,02,09,000 Supplementary .. .. . 1,17,84,000		12,19,93,000	11,61,06,008	58,86,992
<b>HORTICULTURE AND SOCIAL FORESTRY DEPARTMENT</b>					
20	188-Forest— Original .. .. . 2,29,14,000 Supplementary .. .. . 2,36,16,000		4,65,30,000	4,28,58,611	36,71,389
<b>PUBLIC HEALTH DEPARTMENT</b>					
21	191-Family Welfare— Original .. .. . 30,94,64,000 Supplementary .. .. . 13,95,02,030		44,89,66,030	43,94,80,906	94,85,124
<b>RURAL DEVELOPMENT DEPARTMENT</b>					
22	235-Capital Outlay on Minor Irrigation, Soil Conservation and Area Development— Original .. .. . 5,66,12,000 Supplementary .. .. . 79,96,000		6,46,08,000	6,34,30,471	11,77,529

# APPENDIX 2.1—contd.

Serial No. (1)	Number and name of grant (2)				Total grant (3) Rs.	Actual expenditure (4) Rs.	Saving (5) Rs.	
SOCIAL WELFARE, CULTURAL AFFAIRS, SPORTS AND TOURISM DEPARTMENT								
23	240-Capital Outlay on Tribal Area Development Sub-Plan—							
	Original	..	..	..	28,79,89,000			
	Supplementary	..	..	..	1,56,48,050	30,36,37,050	30,11,03,904	25,33,146
REVENUE AND FORESTS DEPARTMENT								
24	251-Loans for Other Social and Community Services—							
	Original	..	..	..	92,84,000			
	Supplementary	..	..	..	6,50,00,000	7,42,84,000	3,57,08,879	3,85,75,121
RURAL DEVELOPMENT DEPARTMENT								
25	289-Miscellaneous Loan—							
	Original	..	..	..	3,54,61,33,000			
	Supplementary	..	..	..	28,96,04,000	3,83,57,37,000	3,75,01,21,039	8,56,15,961
HORTICULTURE AND SOCIAL FORESTRY DEPARTMENT								
26	302-A Loan for Agriculture—							
	Original	..	..	..	50,00,000			
	Supplementary	..	..	..	50,00,000	50,00,000	18,54,600	31,45,400
	Total	..	..	..	12,82,81,97,550	12,50,74,87,418	32,07,10,132	



## APPENDIX 2.1—concl'd.

Serial No. (1)	Number and name of appropriation (2)				Total appropriation (3) Rs.	Actual expenditure (4) Rs.	Saving (5) Rs.
(b) Appropriations:							
HOME DEPARTMENT							
1	20-Taxes on Vehicles—						
	Original	..	..	..	47,53,95,000		
	Supplementary	..	..	..	2,10,00,000	49,63,95,000	39,38,15,796
							10,25,79,204
FINANCE DEPARTMENT							
2	88-Interest Payments—						
	Original	..	..	..	1,72,20,71,000		
	Supplementary	..	..	..	7,76,38,000	1,79,97,09,000	1,77,35,76,624
							2,61,32,376
FOOD AND CIVIL SUPPLIES DEPARTMENT							
3	150-Interest Payments—						
	Original	..	..	..	6,00,00,000		
	Supplementary	..	..	..	50,00,000	6,50,00,000	6,38,33,904
							11,66,096
PLANNING DEPARTMENT							
4	171-Other General Economic Services—						
	Original	..	..	..	76,27,73,000		
	Supplementary	..	..	..	5,48,11,000	81,75,84,000	81,41,54,051
							34,29,949
				Total	..	3,17,86,88,000	3,04,53,80,375
							13,33,07,625

## APPENDIX 2.2

(Reference : Paragraph 2.2.3, Page 13)

**Statement showing details of excess in various grants/appropriations requiring regularisation**

Serial No.	Number and name of grant	Total grant Rs.	Expenditure Rs.	Excess Rs.
<b>(a) Grants :</b>				
<b>Revenue Section</b>				
<b>GENERAL ADMINISTRATION DEPARTMENT</b>				
1	2-Council of Ministers ..	1,07,29,000	1,24,12,307	16,83,307
2	13-Information and Publicity	5,09,12,000	5,14,51,063	5,39,063
<b>HOME DEPARTMENT</b>				
3	25-Other Administrative Services	3,59,08,000	3,67,69,049	8,61,049
<b>REVENUE AND FORESTS DEPARTMENT</b>				
4	44-Miscellaneous General Services	42,72,000	61,70,604	18,98,604
5	45-Housing ..	20,79,000	32,03,526	11,24,526
6	48-Relief on account of Natural Calamities	29,00,43,010	31,93,93,738	2,93,50,728
7	49-Other Social and Community Services	77,000	77,251	251
8	50-Other General Economic Services	50,000	2,07,837	1,57,837
<b>AGRICULTURE AND CO-OPERATION DEPARTMENT</b>				
9	57-Secretariat-Economic Services	94,44,000	95,18,421	74,421
10	61-Area Development ..	3,38,30,000	3,56,60,325	18,30,525



APPENDIX 2.2—*contd.*

Serial No.	Number and name of grant	Total grant Rs.	Expenditure Rs.	Excess Rs.
EDUCATION AND EMPLOYMENT DEPARTMENT				
11	66-Pensions and Other Retirement Benefits	3,27,49,000	3,51,90,977	24,41,977
12	68-Education	5,57,39,56,060	5,67,41,74,357	10,02,18,297
URBAN DEVELOPMENT DEPARTMENT				
13	77-Secretariat—Social and Community Services	32,61,010	34,24,854	1,63,844
14	81-Social Security and Welfare	40,000	56,800	16,800
FINANCE DEPARTMENT				
15	85-Sales Tax	11,37,71,000	11,52,03,834	14,32,834
16	88-Interest Payments	58,30,000	1,01,54,383	43,24,383
17	93-Miscellaneous Services	20,96,85,000	21,60,55,184	63,70,184
18	95-Other General Economic Services	2,23,000	2,35,661	12,661
19	96-Compensation and Assignments to Local Bodies and Panchayati Raj Institutions	57,66,000	59,03,306	1,37,306
PUBLIC WORKS DEPARTMENT				
20	99-Other Administrative Services	10,00,000	10,36,393	36,393
21	100-Housing	12,89,57,000	14,00,58,484	1,11,01,484
22	101-A-Relief on account of Natural Calamities	7,00,00,000	7,10,21,493	10,21,493
23	104-Ports, Light Houses and Shipping	60,000	73,351	13,351
24	105-Civil Aviation	13,50,000	14,53,309	1,03,309
25	106-Roads and Bridges	72,28,55,020	77,68,94,664	5,40,39,644

APPENDIX 2.2—*contd.*

Serial No.	Number and name of grant	Total grant Rs.	Expenditure Rs.	Excess Rs.
26	107-Public Works and Administrative and Functional Buildings	1,47,85,49,090	1,84,63,56,038	36,78,06,948
IRRIGATION DEPARTMENT				
27	111-Minor Irrigation ..	4,08,08,000	4,93,88,738	85,80,738
28	144-Water and Power Development Services	57,10,58,070	60,01,56,381	2,90,98,311
LAW AND JUDICIARY DEPARTMENT				
29	118-Secretariat-General Services	54,09,000	55,23,975	1,14,975
30	120-Social Security and Welfare	1,50,000	1,67,259	17,259
INDUSTRIES, ENERGY AND LABOUR DEPARTMENT				
31	125-Supplies and Disposals ..	13,81,000	14,28,250	47,250
32	129-Secretariat-Economic Services	42,93,000	43,99,120	1,06,120
RURAL DEVELOPMENT DEPARTMENT				
33	140-Public Health, Sanitation and Water Supply	80,55,80,000	81,11,82,117	56,02,117
34	145-Minor Irrigation ..	20,48,69,030	20,88,16,964	39,47,934
35	147-Community Development	43,45,33,060	44,22,80,550	77,47,490
36	149-Compensation and Assignment to Local Bodies and Panchayati Raj Institutions	3,56,000	14,48,593	10,92,593
FOOD AND CIVIL SUPPLIES DEPARTMENT				
37	153-Secretariat-Economic Services	34,53,000	36,66,034	2,13,034
SOCIAL WELFARE, CULTURAL AFFAIRS, SPORTS AND TOURISM DEPARTMENT				
38	160-Secretariat-Social and Community Services	38,66,000	39,51,545	85,545
39	163-Social Security and Welfare	77,37,58,030	78,06,04,481	68,46,451



## APPENDIX 2.2—contd.

Serial No.	Number and name of grant	Total grant Rs.	Expenditure Rs.	Excess Rs.
PLANNING DEPARTMENT				
40	170-Secretariat-Economic Services	97,22,020	97,80,339	58,319
41	173-Community Development	1,65,41,13,020	1,87,36,61,512	21,95,48,492
HOUSING AND SPECIAL ASSISTANCE DEPARTMENT				
42	176-Other Taxes and Duties on Commodities and Services	27,50,000	27,52,185	2,185
43	180-Other Administrative Services	14,000	15,390	1,390
44	184-Secretariat—Economic Services ..	32,81,000	33,00,209	19,209
HORTICULTURE AND SOCIAL FORESTRY DEPARTMENT				
45	187-Agriculture ..	6,79,42,000	7,04,14,914	24,72,914
PUBLIC HEALTH DEPARTMENT				
46	Nil-Aid Materials and Equipments	....	3,89,76,696	3,89,76,696
47	189-Secretariat—Social and Community services	26,06,010	30,12,836	4,06,826
48	190-Medical ..	28,37,88,070	29,33,84,275	95,96,205
49	192-Public Health, Sanitation and Water Supply	63,95,72,100	67,50,11,284	3,54,39,184
50	193-A Relief on account of Natural Calamities	63,38,000	66,54,862	3,16,862
MEDICAL EDUCATION AND DRUGS DEPARTMENT				
51	197-Medical ..	73,00,88,020	73,09,31,465	8,43,445
52	198-Public Health, Sanitation and Water Supply	1,71,68,000	1,74,28,033	2,60,033
53	199-Social Security and Welfare	58,000	63,283	5,283

APPENDIX 2.2—*contd.*

Serial number	Number and name of grant	Total grant Rs.	Expenditure Rs.	Excess Rs.
<b>Capital Section</b>				
<b>HOME DEPARTMENT</b>				
54	203-Capital-Outlay on Irrigation, Navigation, Drainage and Flood Control Works	54,46,000	56,08,180	1,62,180
<b>AGRICULTURE AND CO-OPERATION DEPARTMENT</b>				
55	213-Capital Outlay on Animal Husbandry	1,08,20,010	1,09,37,535	1,17,525
<b>URBAN DEVELOPMENT DEPARTMENT</b>				
56	217-Capital Outlay on Urban Development	2,30,00,000	2,84,97,863	54,97,863
<b>FINANCE DEPARTMENT</b>				
57	218-Investments in General Financial and Trading Institutions	48,66,000	48,66,075	75
<b>PUBLIC WORKS DEPARTMENT</b>				
58	219-Capital Outlay on Housing	12,09,71,010	12,69,43,217	59,72,207
59	220-Capital Outlay on Civil Aviation	19,42,000	25,16,475	5,74,475
60	221-Capital Outlay on Roads and Bridges	43,62,37,640	47,03,22,271	3,40,84,631
61	222-Capital Outlay on Public Works and Administrative and Functional buildings	26,22,39,050	27,22,02,935	99,63,885
<b>IRRIGATION DEPARTMENT</b>				
62	224-Capital Outlay on Minor Irrigation, Soil Conservation and Area Development	24,66,47,070	25,17,53,748	51,06,678
63	226-Capital Outlay on Irrigation, Navigation, Drainage and Flood Control Projects	547,89,76,140	648,52,72,993	100,62,96,853



## APPENDIX 2.2—contd.

Serial number	Number and name of grant	Total grant Rs.	Expenditure Rs.	Excess Rs.
64	227-Capital Outlay on Power Projects	67,73,44,040	72,16,70,458	4,43,26,418
SOCIAL WELFARE, CULTURAL AFFAIRS, SPORTS AND TOURISM DEPARTMENT				
65	239-Capital Outlay on other Transport and Communication Services	40,00,000	40,00,218	218
HORTICULTURE AND SOCIAL FORESTRY DEPARTMENT				
66	243-Capital Outlay on Forests	3,61,00,000	3,75,46,904	14,46,904
Loans and Advances Section				
AGRICULTURE AND CO-OPERATION DEPARTMENT				
67	257-Loans for Co-operation ..	37,75,67,530	39,20,86,334	1,45,18,804
URBAN DEVELOPMENT DEPARTMENT				
68	267-Loans to Government Servants	6,58,000	76,54,241	69,96,241
INDUSTRIES, ENERGY AND LABOUR DEPARTMENT				
69	280-Loans for Industrial Research and Development	15,45,00,010	15,85,00 000	39,99,990
70	284-Loans to Government Servants	33,46,000	33,79,503	33,503
RURAL DEVELOPMENT DEPARTMENT				
71	286, Loans for Housing ..	10,00,000	11,00,500	1,00,500
72	287-Loans for Community Development	60,00,000	60,00,425	425
SOCIAL WELFARE, CULTURAL AFFAIRS, SPORTS AND TOURISM DEPARTMENT				
73	295-Loans to Government Servants	14,39,000	16,69,093	2, 30,093
MAHARASHTRA LEGISLATURE SECRETARIAT				
74	307-Loans to Government Servants	1,26,000	1,29,325	3,325

## APPENDIX 2.2—concl'd.

Serial No.	Number and name of appropriation	Total approp- riation Rs.	Expenditure Rs.	Excess Rs.
---------------	-------------------------------------	---------------------------------	--------------------	---------------

*(b) Appropriations—***Revenue Section****GENERAL ADMINISTRATION DEPARTMENT**

75	6-Public Service Commission	59,65,000	60,18,984	53,984
----	-----------------------------	-----------	-----------	--------

**URBAN DEVELOPMENT DEPARTMENT**

76	83-Compensation and Assign- ments to Local Bodies and Panchayati Raj Institutions	4,34,000	15,12,332	10,78,332
----	---	----------	-----------	-----------

**PUBLIC WORKS DEPARTMENT**

77	107-Public Works and Admi- nistrative and Functional Buildings	23,60,000	24,10,509	50,509
----	--	-----------	-----------	--------

**LAW AND JUDICIARY DEPARTMENT**

78	117-Administration of Justice ..	2,83,56,000	2,84,19,426	63,426
----	----------------------------------	-------------	-------------	--------

**RURAL DEVELOPMENT DEPARTMENT**

79	149-Compensation and Assign- ments to Local Bodies and Panchayati Raj Institutions	96,27,000	2,01,23,069	1,04,96,069
----	--	-----------	-------------	-------------

**PUBLIC HEALTH DEPARTMENT**

80	190-Medical ..	1,000	65,000	64,000
----	----------------	-------	--------	--------

**Public Debt Section****FINANCE DEPARTMENT**

81	268-Internal Debt of the State Government	1115,25,54,000	1148,70,49,566	26,44,95,566
----	--	----------------	----------------	--------------

Total	..	3410,48,73,120	3647,88,15,678	237,39,42,558
-------	----	----------------	----------------	---------------



## APPENDIX 3.1

(Reference : Paragraph 3.2.2.2.1, Page 51)

## Sectoral distribution of expenditure on EGS works

Year	Minor irrigation including percolation tanks	Canal works of Major and Medium Irrigation Projects	Roads	Afforestation	Soil conservation/Land development	Other expenditure including establishment	Total
(amount in crores of rupees)							
1974-75 to 1979-80 }	122.50	41.56	58.61	11.05	91.07	9.58	334.37
1980-81 ..	42.37	10.01	28.45	6.23	32.61	2.45	122.12
1981-82 ..	45.17	7.57	33.95	8.83	29.65	1.00	126.17
1982-83 ..	43.03	5.20	38.35	7.41	28.86	8.07	130.92
1983-84 ..	59.96	8.38	68.53	10.82	28.82	7.03	183.54
Total ..	313.03	72.72	227.89	44.34	211.01	28.13	897.12

## APPENDIX

(Reference : Paragraph

## Number of works sanctioned and

Category of work		Number of works sanctioned at the end of March								
		1976	1977	1978	1979	1980	1981	1982	1983	1984
I	Irrigation Works—									
1	(i) Minor Irrigation Tanks	935	1,049	1,147	1,397	1,781	2,177	2,461	2,646	3,037
	(ii) Percolation Tanks	2,240	2,605	3,282	4,082	4,825	6,344	7,147	8,112	9,215
	(iii) Other Minor Irrigaon works	925	1,252	1,260	1,525	2,489	3,013	3,167	3,492	3,781
2	Labour Intensive Component of :									
	(i) Major Irrigation Projects	290	622	874	1,529	2,055	2,344	2,905	3,243	3,719
	(ii) Medium Irrigation Projects	69	120	197	221	337	418	584	660	760
	Total ..	4,459	5,648	6,760	8,754	11,487	14,296	16,264	18,153	20,512
II	Road Works ..	1,489	2,081	2,831	5,130	8,083	9,681	11,712	14,115	17,130
III	Afforestation and other forest works	597	1,127	1,288	1,587	2,175	3,513	4,956	5,979	7,400
IV	(i) Soil conserva- tion works	7,136	11,317	16,814	29,246	41,071	46,151	57,674	71,672	82,649
	(ii) Land develop- ment works	423	2,993	3,789	7,346	9,903	10,253	12,865	14,195	14,820
V	Other works ..	54	82	139	241	596	5,073	906	964	1,465
	Total ..	14,158	23,248	31,621	52,304	73,315	88,967	1,30,477	1,25,078	1,43,976



## 3.2

## 3.2.2.2.1, Page 51)

completed to end of March 1984

Number of works completed at the end of March								
1976	1977	1978	1979	1980	1981	1982	1983	1984
35	74	169	310	752	830	915	1,064	1,291
235	602	1,035	1,415	1,870	2,380	2,751	3,392	4,210
489	660	718	830	844	1,492	1,788	2,130	2,146
50	86	203	901	1,404	1,697	2,073	2,364	2,853
7	22	66	80	125	131	257	344	461
816	1,444	2,191	3,536	4,995	6,530	7,784	9,294	10,961
253	431	746	1,261	2,178	2,936	3,678	4,841	5,763
78	140	250	452	740	1,149	1,358	2,160	2,904
1,297	3,309	7,989	12,822	28,712	33,859	43,363	55,170	66,641
29	1,019	1,060	2,706	5,139	5,976	8,099	8,744	10,011
39	40	40	123	206	3,473	322	475	950
2,512	6,383	12,276	20,900	41,970	53,923	64,604	80,684	97,230





## 3.3

## 3.2.3.3, Page 56)

## over credit limits

1980-81			1981-82			1982-83		
Credit limit	Expen- diture	Excess	Credit limit	Expen- diture	Excess	Credit limit	Expen- diture	Excess
....	....	....	220.00	437.03	217.03	....	....	....
845.00	862.49	17.49	....	....	....	....	....	....
270.00	280.09	10.09	....	....	....	490.00	499.52	9.52
....	....	....	....	....	....	....	....	....
....	....	....	....	....	....	....	....	....
1,030.00	1,110.30	80.30	700.00	785.21	85.21	....	....	....
1,160.00	1,183.31	23.31	....	....	....	....	....	....
500.00	638.73	138.73	746.00	887.29	141.29	....	....	....
....	....	....	....	....	....	....	....	....
....	....	....	....	....	....	....	....	....
330.00	355.26	25.26	....	....	....	....	....	....
356.00	386.17	30.17	380.00	405.96	25.96	625.00	642.38	17.38
238.00	300.25	62.25	....	....	....	310.00	459.79	149.79
175.00	206.54	31.54	300.00	414.51	114.51	....	....	....
333.00	337.37	4.37	....	....	....	678.00	710.92	32.92
395.00	420.67	25.67	....	....	....	....	....	....
....	....	....	1,030.00	1,061.54	31.54	....	....	....
....	....	....	....	....	....	205.00	262.10	57.10
....	....	....	....	....	....	50.00	113.54	63.54

## APPENDIX 3.4

(Reference : Paragraph 3.3.7.1, Page 93)

**Targets and achievement under Maternity and Child Health Services**

(figures in lakhs)

	1980-81	1981-82	1982-83	1983-84
<i>TT (Mothers)</i>				
(a) Target by Government of India ..	10.00	12.00	12.00	15.00
(b) Target by State Government ..	10.00	12.00	15.00	19.00
(c) Achievement .. ..	7.87	11.49	15.28	18.73
Percentage :				
(1) c to a .. ..	79	96	127	125
(2) c to b .. ..	79	96	99	99
<i>DPT</i>				
(a) Target by Government of India ..	18.57	19.50	17.00	15.00
(b) Target by State Government ..	18.57	19.50	29.00	29.00
(c) Achievement .. ..	9.72	18.51	24.30	28.91
Percentage :				
(1) c to a .. ..	52	95	143	193
(2) c to b .. ..	52	95	84	100
<i>DT (Children)</i>				
(a) Target by Government of India ..	15.00	16.00	15.00	14.00
(b) Target by State Government ..	15.00	16.00	30.00	33.00
(c) Achievement .. ..	12.84	21.81	24.91	28.44
Percentage :				
(1) c to a .. ..	86	136	166	203
(2) c to b .. ..	86	136	83	86
<i>Polio</i>				
(a) Target by Government of India ..	5.00	2.74	6.00	9.40
(b) Target by State Government ..	5.00	2.74	10.00	20.00
(c) Achievement .. ..	0.92	3.14	8.74	19.73
Percentage :				
(1) c to a .. ..	18	115	146	210
(2) c to b .. ..	18	115	87	98



---

## APPENDIX 3.5

---

### APPENDIX 3.5

(Reference : Paragraphs 3.8.5 and 3.8.8(iii), Pages 131 and 136)

#### Statement showing the schemes under IADP which were not taken up for implementation

Serial No.	Head of development and name of scheme	Maximum number of units approved per Pan-chakroshi	Purpose in brief	Total number to be provided under IADP	Projected outlay (in lakhs of rupees)	Implementing Department
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Child and Mother's Welfare— Creches at(i) Shishu Vihar (ii) Shishu Kendra (iii) Gharkul	1 No. 4 Nos. 15 Nos.	To look after infants and children (in the age group 0-6) of the working mothers	320 Nos.	2.88	Rural Development and Social Welfare Departments
2	Nutrition-Community cookery-cum -bakery	5 Nos.	To be provided at SVs and SKs for preparing food and to provide employment and generate resources through marketing bakery products	80 Nos.	1.60	Rural Development Department
3	Health— (i) Equip Primary Health Units at SK level	4 Primary Health Units per SK	To be located at SK where no Primary Health Centre exists	64 Nos.	2.88	Do.



	(ii) Upgrade the health sub-centre at SV level	1 Sub-centre	To make the health facilities more accesible	16 Nos.	3.36	Do.
	(iii) 100 per cent immunisation	Not known	To immunise all beneficiaries	Not available		Do.
	(iv) 100 per cent health check up	50,000 participants in all 16 Pancha-kroshis	To find out the existing profile of diseases to help formulate further policy of health care		0.50	Do.
	4 Sanitation and Environmental Hygiene-Provide cattle shed	20 Nos.	To ensure environmental hygiene and provide fuel for Biogas plants	320 Nos.	19.32	Do.
5	Employment and Economic Development					
	(i) Distribution of pregnant indigenous heifers	100 heads of cattle	For increasing economic viability of under-privileged families and supplementing nutrition	1600 heads of cattle	6.80	Agriculture and Co-operation Department
	(ii) Establish community fodder lands	20 centres	Same as above	320 centres	9.60	Do.
	(iii) Community canning and preservation centres	1 centre	To provide employment and economic viability to families	16 centres	16.00	DCK/KVIB
	(iv) Fish meat plants	1 No. in each of 3 coastal pancha-kroshis	To generate additional employment	3 centres	3.00	Agriculture and Co-operation Department

# APPENDIX 3.5—concl'd.

Serial No.	Head of development and name of scheme	Maximum number of units approved per Panchakroshi	Purpose in brief	Total number to be provided under IADP	Projected outlay (in lakhs of rupees)	Implementing Department
(1)	(2)	(3)	(4)	(5)	(6)	(7)
	(v) Shrimp Culture farms	2 to 3 farms in each of the villages of the coastal Panchakroshis	To generate employment and help to supplement the diet	3 Nos.	12.00	Agriculture and Co-operation Department
6	Training and Institutional Development—					
	(i) Dais and ANMS training at the District level	20 Dais for 6 months	To provide competent health care and reduce morbidity	320 Nos.	3.84	Public Health Department



(ii) Peripatetic skills development programme	3 persons for 6 months	To impart peripatetic skills to more people such as gram sevaks, teachers, etc.	48 persons	0.58	DCK
(iii) Orientation of extension workers and contact officials	25 workers	To identify problems, understand solutions, know objectives for making the programme a success	400 workers	1.50	DCK

Total.. 83.86 excluding for item 3 (iii)

---

## APPENDIX

(Reference : Paragraph

## Cases of misappropriation reported upto March 1984

Serial No.	Name of Department	Reported upto March 1980		Reported in 1980-81	
		No.	Amount	No.	Amount
			Rs.		Rs.
1	Revenue and Forests	236	23,39,690	16	1,38,472
2	Agriculture and Co-operation	57	10,17,948	5	57,162
3	Medical Education and Drugs	9	7,82,234	1	39,170
4	Rural Development	23	8,34,596	1	7,004
5	Food and Civil Supplies	18	3,68,338	..	....
6	Education and Employment	9	6,48,400	..	....
7	Home .. ..	27	5,17,961	3	72,325
8	Public Health .. ..	11	1,06,239	1	697
9	Irrigation .. ..	..	....	1	70,000
10	Finance .. ..	3	95,860	..	....
11	Law and Judiciary .. ..	3	20,819	1	12,351
12	Social Welfare, Cultural Affairs, Sports and Tourism	4	2,17,713	..	....
13	Housing and Special Assistance	8	1,67,424	..	....
14	Planning .. ..	1	34,492	..	....
15	Horticulture and Social Forestry	..	....	..	....
16	Tribal Development .. ..	..	....	..	....
17	General Administration	1	5,212	..	....
18	Public Works .. ..	2	5,146	..	....
19	Industries, Energy and Labour	1	1,957	..	....
Total ..		413	71,64,029	29	3,97,181



## 3.6

3.13, Page 156)

and awaiting finalisation on 30th September 1984

Reported in 1981-82		Reported in 1982-83		Reported in 1983-84		Total	
No.	Amount	No.	Amount	No.	Amount	No.	Amount
	Rs.		Rs.		Rs.		Rs.
17	2,52,153	30	3,54,179	21	1,48,997	320	32,33,491
10	1,64,638	10	61,519	11	1,60,274	93	14,61,541
..	....	2	2,31,704	1	15,163	13	10,68,271
4	54,762	1	50,529	1	63,668	30	10,10,559
1	46,784	3	1,49,739	4	2,57,236	26	8,22,097
1	18,565	2	8,435	..	....	12	6,75,400
1	2,936	2	17,050	5	58,665	38	6,68,937
1	38,486	6	1,31,578	3	11,259	22	2,88,259
1	10,872	2	1,40,182	2	49,956	6	2,71,010
3	31,136	..	....	1	1,17,897	7	2,44,893
2	1,86,777	..	....	..	....	6	2,19,947
..	....	..	....	..	....	4	2,17,713
..	....	..	....	..	....	8	1,67,424
..	....	..	....	..	....	1	34,492
..	....	..	....	..	....	1	14,502
2	5,850	..	....	..	....	2	5,850
..	....	..	....	..	....	1	5,212
..	....	..	....	..	....	2	5,146
..	....	..	....	..	....	1	1,957
43	8,12,959	58	11,44,915	50	8,97,617	593	1,04,16,701

## APPENDIX 3.7

(Reference : Paragraph 3.14, page 157)

**Miscellaneous irregularities, writes-off of losses, etc.***Part I-Miscellaneous irregularities*

Department	Amount (in lakhs of rupees)	Brief particulars
Housing and Special Assistance	0.72	Represents cost of 14 motor cycles purchased by the Controller of Slums (November 1976) with the approval of Government and allotted by him to his field officers in December 1976 to enable them to visit sites frequently and prevent unauthorised encroachment of Government vacant sites in Bombay suburban district. The total running of each motor cycle during December 1976 to December 1980 ranged between 43 KM and 9486 KM and the average running by each motor cycle was only 3781 KM in the four years. The Controller of Slums stated in August 1980 that the vehicles were not being used and the main object was not fulfilled as there were no employees knowing motor cycle driving and that a detailed proposal had been made (July 1980) to Government to dispose the motor cycles by auction or in the alternative to transfer them to other departments. The Government Transport Service which inspected the vehicles stated (June 1981) that the vehicles were in a bad condition due to negligence in maintenance. Government stated (October 1984) that the decision regarding disposal of the vehicles by auction would be taken after receiving reports of the Superintendent, Government Transport Service regarding the minimum expected auction price of each vehicle.

Except in 3 cases no log books were maintained or other records indicating distances travelled and expenditure incurred, etc., were kept.



## APPENDIX—3.7—contd.

Department	Amount (in lakhs of rupees)	Brief particulars
Revenue and Forests	0.68	Represents nugatory expenditure on pay and allowances of a bulldozer driver for the period from May 1979 to June 1984 and of a tractor driver for the period from November 1980 to January 1984 in Yawal Forest Division, where these machines remained idle during the above period. Except for an effort made in 1980 to transfer the bulldozer alongwith driver to Forest Development Corporation, no action was taken to ascertain the possibility of utilising the services of these operators elsewhere in the State under Government. Tractor driver was transferred to another division in January 1984 and proposal to transfer bulldozer driver to Kolhapur Forest Circle was sent to the Chief Conservator of Forests in August 1984.

APPENDIX 3.7—*concl'd.**Part II—Other cases*

During 1983-84, in 2,770 cases, losses due to thefts, fires, etc., irrecoverable revenue, duties and advances, etc., were written off ; the total amount was Rs. 63.14 lakhs. The details are given below :

Department	Writes-off of losses, irrecoverable revenue, advances, etc.		Waiver of recovery	
	Cases	Amount	Cases	Amount
		Rs.		Rs.
Agriculture and Co-operation ..	11	27,16,907	....	....
Food and Civil Supplies ..	2,671	27,13,970	....	....
Revenue and Forests ..	26	1,63,704	21	4,27,355
Irrigation ..	....	....	1	2,26,000
Industries, Energy and Labour ..	17	39,754	....	....
Education and Employment ..	17	11,350	....	....
Home ..	1	7,231	....	....
Finance ..	2	5,466	....	....
General Administration ..	1	1,760	....	....
Public Health ..	1	240	....	....
Law and Judiciary ..	1	181	....	....
Total ..	2,748	56,60,563	22	6,53,355



## APPENDIX 6.1

(Reference : Paragraph 6.3.4, Page 205)

## Break-up for expenditure under different programmes/schemes

(a) Year

	PWS		BW		DW		Total
	MNP	ARWS	MNP	ARWS	MNP	ARWS	
(in crores of rupees)							
Plan outlay 1984-85	209.00	22.65	62.00	4.50	8.50	....	306.65
1980-81 ..	12.34	5.59	12.15	1.00	1.94	....	33.02
1981-82 ..	21.98	4.02	18.02	1.50	2.26	....	47.78
1982-83 ..	38.30	5.16	26.64	2.00	2.14	....	74.24
1983-84 ..	39.00	5.20	27.81	2.00	1.50	....	75.51
Total ..	111.62	19.97	84.62	6.50	7.84	....	230.55

(b) Expenditure under Tribal Sub-Plan and Special Component Plan for Scheduled Castes.

Tribal Sub-Plan					Special component plan for scheduled castes		
	Budget provision	Actual expenditure	Villages covered	Budget provision	Actual expenditure	Villages covered	
(amounts in crores of rupees)							
1980-83	.. 9.68	9.68	1,847	16.29	16.29	1,034	
1983-84	.. 4.75	4.75	687	7.70	7.70	861	

## APPENDIX 6.2

(Reference : Paragraph 6.3.6.4, Page 212)

**Statement indicating completed piped water supply schemes having inadequate water supply**

Serial No.	District	Piped water supply scheme	Estimated cost	Expenditure incurred
(1)	(2)	(3)	(4)	(5)
(in lakhs of rupees)				
1	Raigad	(i) Chawane	67.21 (Revised)	42.10
		(ii) Tala	18.39 (Revised)	19.47
2	Ratnagiri	Makhjan	5.75	6.45

The original estimate of Rs. 27.86 lakhs (May 1966) was revised to Rs. 38.09 lakhs (May 1969) and further revised to Rs. 67.21 lakhs (January 1984). The Scheme was completed in 1973 at a cost of Rs. 41.15 lakhs. Water was to be supplied to 40 villages but water supply was in force in 30 villages only. Water did not reach 5 villages due to high location of cistern in these villages. The revised estimate approved by Government (January 1984) included rectification of water supply arrangements to five villages and also for shifting of pipelines, repairs, etc. Works are yet to be started (May 1984). Information regarding water supply arrangements to remaining 5 villages awaited.

The scheme completed in October 1975 at a cost of Rs. 19.47 lakhs. The scheme has not been taken over by Village Panchayat (VP) as the storage in dam did not last till the end of summer. Maintenance of the scheme was discontinued by the Division since 1982-83.



## APPENDIX 6.2—contd.

Serial No.	District	Piped water supply scheme	Estimated cost	Expenditure incurred
(1)	(2)	(3)	(4)	(5)

(in lakhs of rupees)

Work started in January 1978 and completed in May 1981. Percolation tank washed away in January 1981. Water supply run for trial purposes only in 1981 and 1982 as VP was not willing to take over. Water supply permanently stopped from May 1982.

3	Wardha	(i) Waigaon	17.56	19.23
---	--------	-------------	-------	-------

The execution of scheme was taken up in May 1982 and commissioned in January 1983. As against the requirement of 2,00,000 litres per day, the actual yield of water during the summer season of 1983 was a mere 25,000 litres per day which was totally insufficient. Poor yield was attributed by the division to the presence of hard rock in the vicinity of the source and reduction in the level of sub-soil water. Benefit of the scheme accrued during the fair season only.

		(ii) Karanja	6.27	7.42
--	--	--------------	------	------

The work started in March 1972 and completed and commissioned in June 1977. The V P refused to take over the scheme on the ground of insufficiency of water to meet the requirements of a population of 7,000. The division, therefore, stopped the supply of water from July 1978 to May 1980 whereafter it was restarted due to acute scarcity of drinking water in the village.

After complying with the requirements of VP in respect of repairs to rising main, stand post, fixing of additional sluice valve in the distribution system, the scheme was handed over on 7th December 1982.

Emergency water supply scheme (estimated cost : Rs. 8.13 lakhs) was got completed in January 1984 at a cost of Rs. 5.58 lakhs to augment the water supply.



APPENDIX—6.2—*contd.*

Serial No.	District	Piped water supply scheme	Estimated cost	Expenditure incurred
(1)	(2)	(3)	(4)	(5)
(in lakhs of rupees)				
4	Nagpur	Kondhali ..	27.51	24.37

The scheme was technically sanctioned in September 1971 and the work was taken up for execution in May 1974. Yield from the original supply well was very poor. Against the requirement of 7.14 lakh litres per day, the actual supply made was 3 lakh litres per day. A borewell was therefore drilled (August 1983) by GSDA at a village near Kondhali having a yield of 50,000 litres per hour for additional supply of water. Pump on bore was to be erected (March 1984).

5	Yavatmal	(i) Pusad ..	71.39	78.86
---	----------	--------------	-------	-------

The work was started in January 1973 and completed in March 1981 after a lapse of 8 years at a cost of Rs. 78.86 lakhs. Water supply commenced from March 1981 and was to be supplied to 22 villages. In June 1981 the Chief Executive Officer, ZP had complained to the division about the inadequacy of water to cater to the requirements of all villages and requested for strengthening the intake source of water. Although the division had clarified that the water supply was adequate, the scheme had not been taken over (July 1984). Water supply was made available to the villages during March-June of 1981, 1982 and 1983 only and for the remaining 9 months, the scheme had been kept idle.

Huge investment of Rs. 78.86 lakhs had not thus been put to any effective use.

(ii) Ralegaon	22.85	21.61
---------------	-------	-------

The scheme was administratively approved by Government in April 1970. Work was started in October 1970 and completed in August 1975. The water supply was commissioned in April 1974 for Ralegaon village only as only one village was able to maintain the scheme.



APPENDIX—6.2—*contd.*

Serial No.	District	Piped water supply scheme	Estimated cost	Expenditure incurred
(1)	(2)	(3)	(4)	(5)

(in lakhs of rupees)

The remaining 10 villages were not prepared to run the scheme and more over the Zilla Parishad did not come forward to run the scheme for all the villages. Water supply was made for one month in the worst period of summer of 1979 and then stopped. Only raw water was supplied to Ralegaon village and the VP was given the directive to chlorinate the water regularly.

In January 1983 proposals for carrying out repairs to pumping machinery and break pressure tank aggregating to Rs. 4.81 lakhs were forwarded to Superintending Engineer but the sanction thereof was awaited (June 1984).

The investment of Rs. 21.61 lakhs had thus contributed to the benefit of one village only and the remaining 10 villages with population of 4,069 were deprived of the benefit of potable water.

6	Pune	Hiware	3.42	4.21
---	------	--------	------	------

The scheme was administratively approved by Government in November 1978 and technically sanctioned by the Superintending Engineer Environmental Engineering Circle, Pune in December 1978. The scheme was completed and commissioned in February 1982. The yield of the percolation well which was on the bank of the lake of Yedgaon Dam on Kukadi river started diminishing day by day and ultimately reduced to 1400 litres per day in April 1982 as against designed pumping rate of 16,000 litres per hour and stopped functioning from May 1982.

Thus, the villages were getting water for 8 months in a year only and during summer shortage of water was felt.

APPENDIX—6.2—*concl.*

Serial No.	District	Piped water supply scheme	Estimated cost	Expenditure incurred
(1)	(2)	(3)	(4)	(5)
(in lakhs of rupees)				

7	Kolhapur	Kotoli	7.27	Not available
---	----------	--------	------	---------------

Work was started in April 1978 ; adequate water was not struck even after drilling 51 metres. Partial supply was made upto February 1982. A scheme for improvement at an estimated cost of Rs. 7.19 lakhs was approved by Government in January 1984. Work has not commenced as the Board was awaiting a certificate from GSDA of non-availability of water in the original source.

247.62	223.72
--------	--------



## APPENDIX 7.1

(Reference : Paragraph 7.1.1, Page 251)

Commercial and quasi-commercial undertakings for which *pro forma* accounts were awaited

Serial No.	Name of the undertaking	Year for which accounts were awaited
(1)	(2)	(3)
<b>A. AGRICULTURE AND CO-OPERATION DEPARTMENT</b>		
1	Greater Bombay Milk Scheme, Bombay .. ..	1981-82 1982-83 1983-84
2	Government Milk Scheme, Kolhapur .. ..	1983-84
3	Government Milk Scheme, Mahad .. ..	1983-84
4	Government Milk Chilling Centre, Saralgaon .. ..	1983-84
5	Government Milk Scheme, Amravati .. ..	1983-84
6	Government Milk Scheme, Aurangabad .. ..	1982-83 1983-84
7	Government Milk Scheme, Beed .. ..	1982-83 1983-84
8	Government Milk Scheme, Nagpur .. ..	1982-83 1983-84
9	Government Milk Scheme, Chandrapur .. ..	1983-84
10	Government Milk Scheme, Gondia .. ..	1982-83 1983-84
11	Government Milk Scheme, Miraj .. ..	1982-83 1983-84
12	Government Milk Scheme, Nandura .. ..	1982-83 1983-84
13	Government Milk Scheme, Parbhani .. ..	1983-84
14	Government Milk Scheme, Wardha .. ..	1983-84
15	Government Milk Chilling Centre, Wada .. ..	1982-83 1983-84
16	Cattle Feed Scheme, Bombay .. ..	1982-83 1983-84
17	Electricity Scheme, Bombay .. ..	1982-83 1983-84

## APPENDIX 7.1—concl.

Serial No.	Name of the undertaking	Year for which accounts were awaited
(1)	(2)	(3)
18	Para Grass Production Scheme, Bombay .. ..	1982-83
19	Unit Scheme, Bombay .. ..	1983-84
20	Water Works Scheme, Bombay .. ..	1982-83
21	Cattle Breeding and Rearing Centre, Palghar .. ..	1983-84
22	Land Development by Bulldozers Scheme, Aurangabad .. ..	1982-83
		1983-84

## B. FOOD AND CIVIL SUPPLIES DEPARTMENT

23	Procurement, Distribution and Price Control Scheme (Bombay City)	1983-84
24	Procurement, Distribution and Price Control Scheme (Mofussil)	1982-83
		1983-84

## C. REVENUE AND FORESTS DEPARTMENT

25	Allapalli and Pedigundam Forest Ranges of Forest Division including Saw Mills and Timber Depot	1980-81
		1981-82
		1982-83
26	Integrated Unit, Ballarshah .. ..	1983-84
		1981-82
		1982-83
		1983-84
27	Integrated Unit, Dahanu .. ..	1983-84
28	Integrated Unit, Paratwada .. ..	1981-82
		1982-83
		1983-84
29	Rehabilitation Production Centres, Ulhasnagar/Pimpri (one consolidated account)	1983-84



# APPENDIX 7.2

Estimated financial results of agricultural schemes

Estimated financial results of agricultural schemes

Serial No.	Name of scheme	Year of commencement	Period of operation (years)	Government investment (Rs. lakhs)
(1)	(2)	(3)	(4)	(5)

## AGRICULTURE AND

1	Unit scheme, Bombay	1950	1951-52	100.00
2	Water Works scheme, Bombay	1950	1951-52	21.25
3	Pure Grain Production Scheme, Bombay	1950	1951-52	41.75
4	Production 50 and 100	1950	1951-52	12.80
5	Cattle Feed scheme, Bombay	1950	1951-52	42.50
6	Cattle Rearing and Raising Farm, Bombay	1950	1951-52	122.40
7	Government Milk Scheme, Chaplin	1950	1951-52	101.00
8	Dairy Project, Chaplin	1950	1951-52	84.00
9	Government Milk Scheme, Chaplin	1950	1951-52	101.00
10	Government Milk Scheme, Chaplin	1950	1951-52	101.00
11	Government Milk Scheme, Chaplin	1950	1951-52	101.00
12	Government Milk Scheme, Chaplin	1950	1951-52	101.00
13	Government Milk Scheme, Chaplin	1950	1951-52	101.00
14	Government Milk Scheme, Chaplin	1950	1951-52	101.00
15	Government Milk Scheme, Chaplin	1950	1951-52	101.00
16	Government Milk Scheme, Chaplin	1950	1951-52	101.00
17	Government Milk Scheme, Chaplin	1950	1951-52	101.00
18	Government Milk Scheme, Chaplin	1950	1951-52	101.00
19	Government Milk Scheme, Chaplin	1950	1951-52	101.00
20	Government Milk Scheme, Chaplin	1950	1951-52	101.00

Estimated financial results of agricultural schemes

## APPENDIX

(Reference: Paragraph

## Summarised financial results of departmentally managed

Serial No.	Name	Year of commen- cement	Period of account	Govern- ment capital (mean capital)
(1)	(2)	(3)	(4)	(5)
AGRICULTURE AND				
<i>A. Milk Scheme—Bombay Region</i>				
1	Unit Scheme, Bombay .. ..	1950*	1981-82*	170.36
2	Water Works Scheme, Bombay .. ..	1950*	1981-82*	57.29
3	Para Grass Production Scheme, Bombay .. ..	1950*	1981-82*	41.48
4	Electricity Scheme, Bombay .. ..	1950*	1981-82*	42.86
5	Cattle Feed Scheme, Bombay .. ..	1950*	1981-82*	83.27
6	Cattle Breeding and Rearing Farm, Palghar	1979	1981-82	135.41
7	Government Milk Scheme, Chalisgaon .. ..	1969	1983-84	25.50
8	Government Milk Scheme, Chiplun .. ..	1966	1983-84	73.01
9	Dairy Project, Dapchari .. ..	1960	1983-84	844.64
10	Government Milk Scheme, Dhule .. ..	1962	1983-84	701.41
11	Government Milk Scheme, Kankavali .. ..	1967	1983-84	45.00
12	Government Milk Scheme, Nashik .. ..	1960	1983-84	137.79
13	Government Milk Scheme, Ratnagiri .. ..	1966	1983-84	36.60
14	Government Milk Scheme, Vani .. ..	1978	1983-84	47.37
<i>Pune Region</i>				
15	Government Milk Scheme, Ahmadnagar .. ..	1969	1983-84	653.56
16	Government Milk Scheme, Kolhapur .. ..	1968	1983-84	296.34

\*Included in the consolidated *pro-forma* Accounts of Greater Bombay Milk Scheme

(A) Represents the balance at the credit of

(B) Represents the depreciation



7.2

7.1.2, Page 251)

## commercial/quasi commercial undertakings

Block assets at depreciated cost	Cumulative depreciation	Turn over	Net profit (+)/ net loss(—)	Interest on mean capital	Total return (9+10)	Percentage of return on mean capital
(6)	(7)	(8)	(9)	(10)	(11)	(12)
CO-OPERATION DEPARTMENT						
(amounts in lakhs of rupees)						
126.99	2.04(B)	50.55	(—) 1.64	13.63	(+) 11.99	7.0
22.17	0.46(B)	37.75	(—) 7.53	4.58	(—) 2.95	
29.30	0.08(B)	19.24	(—) 13.87	3.32	(—) 10.55	
16.21	0.68(B)	43.10	(—) 12.73	3.43	(—) 9.30	
1.36	0.03(B)	53.28	(—) 8.62	6.66	(—) 1.96	
79.34	27.27(A)	22.99	(—) 25.52	9.02	(—) 16.50	
10.34	0.58(B)	122.98	(—) 11.78	2.00	(—) 9.78	
32.20	2.48(B)	189.44	(—) 24.78	6.18	(—) 18.60	
845.71	138.83(A)	53.80	(—) 168.92	82.35	(—) 86.57	
185.87	12.49(B)	2063.22	(—) 115.43	68.39	(—) 47.04	
28.58	2.30	63.91	(—) 28.55	4.39	(—) 24.16	
83.19	7.60(B)	489.67	(—) 41.42	13.43	(—) 27.99	
24.47	1.84(B)	60.33	(—) 25.73	2.91	(—) 22.82	
31.57	1.72(B)	47.85	(—) 17.14	4.62	(—) 12.52	
221.13	16.08(B)	1335.09	(—) 123.48	63.72	(—) 59.76	
38.52	3.69(B)	1136.46	(—) 31.79	28.89	(—) 2.90	

upto 1980-81.

Depreciation Reserve Fund,  
provided for the year only.

## APPENDIX

Serial No.	Name	Year of commencement	Period of account	Government capital (mean capital)
(1)	(2)	(3)	(4)	(5)
17	Government Milk Scheme, Mahabaleshwar ..	1966	1983-84	50.98
18	Government Milk Scheme, Pune ..	1950	1983-84	512.03
19	Government Milk Scheme, Satara ..	1979	1983-84	202.43
20	Government Milk Scheme, Solapur ..	1960	1983-84	256.90
<i>Nagpur Region</i>				
21	Government Milk Scheme, Nagpur ..	1958	1981-82	389.08
22	Government Milk Scheme, Akola ..	1962	1983-84	255.36
23	Government Milk Scheme, Chandrapur ..	1979	1982-83	65.99
24	Government Milk Scheme, Wardha ..	1976	1982-83	112.15
<i>Aurangabad Region</i>				
25	Government Milk Scheme, Bhoom ..	1978	1983-84	200.28
26	Government Milk Scheme, Nanded ..	1977	1983-84	165.55
27	Government Milk Scheme, Udgir ..	1971	1983-84	718.84
<i>B—Others</i>			AGRICULTURE AND	
28	Land Development by Bulldozers Scheme, Pune.	1944	1983-84	84.16
			FOOD AND CIVIL	
29	Procurement, Distribution and Price Control Scheme (Bombay City)	1959	1982-83	6959.19
			REVENUE AND	
30	Integrated Unit, Dahanu ..	1962	1982-83	26.24
31	Rehabilitation Production Centres, Ulhas-nagar/Pimpri	1949	1982-83	39.89

(A) Represents the balance at the credit of

(B) Represents the depreciation



## 7.2—concl'd.

Block assets at depreciated cost	Cumula- tive deprecia- tion	Turn over	Net profit (+)/ net loss(—)	Interest on mean capital	Total return (9+10)	Percentage of return on mean capital
(6)	(7)	(8)	(9)	(10)	(11)	(12)
19.49	1.41(B)	173.40	(—) 5.32	4.97	(—) 0.35	
249.64	17.61(B)	2098.58	(—) 82.93	49.92	(—) 33.01	
127.93	6.81(B)	876.40	(—) 25.69	19.74	(—) 5.95	
117.20	11.04(B)	787.91	(—) 62.33	25.05	(—) 37.28	
205.19	8.51(B)	610.73	(—) 77.93	17.35	(—) 60.58	
84.06	5.33(B)	447.24	(—) 92.70	24.69	(—) 68.01	
58.94	2.56	61.45	(—) 27.76	6.87	(—) 20.89	
60.72	3.82(B)	196.41	(—) 51.44	9.50	(—) 41.94	
91.65	7.78(B)	270.12	(—) 37.75	12.13	(—) 25.62	
107.04	8.65	156.32	(—) 76.68	16.14	(—) 60.54	
226.46	17.83	509.91	(—) 329.30	70.09	(—) 259.21	
CO-OPERATION DEPARTMENT						
28.11	1.15	45.39	(—) 26.02	7.78	(—) 18.24	
SUPPLIES DEPARTMENT						
4.95	8.03	11121.70	(—) 62.55	....	(—) 62.55	
FORESTS DEPARTMENT						
17.67	9.95(A)	23.20	(—) 3.22	1.30	(—) 1.92	
5.67	0.40	64.76	(+) 4.97	2.77	(+) 7.74	19.4

Depreciation Reserve Fund.  
provided for the year only.





**ERRATA**  
**TO**

**THE REPORT OF THE COMPTROLLER AND AUDITOR GENERAL  
OF INDIA FOR THE YEAR 1983-84 (CIVIL)  
GOVERNMENT OF MAHARASHTRA**

Page No.	Reference	For	Read
1	2	3	4
v	Table of Contents-Appendices 6-2	..	Insert 't' after 'statemen'
3	11th line from bottom	..	Delete "remittance" appearing below the line Cash in Treasuries and local remittance.
7	24th line	..	293.01 .. 293.01 *
10	1st line	..	detaised .. detailed
10	6th line from bottom	..	Delete bracket sign after the word 'invoked'
11	7th line	..	35 per cent .. 45 per cent
15	19th line	..	indentify .. identify
20	20th line, last but one column	..	48 .. 40
23	Grant No 221 537 Capital Outlay on Road and Bridges (f) District Roads	(0) 518.59	(0) 518.50
23	23rd line, 4th column	..	3317.17 3371.17
25	23rd line, 3rd column	..	5570.00 (—) 5570.00
31	Line 14, heading of column 3 of table	angaawadi	anganwadi
44	Line 22	..	maintanance maintenance
84	First line of sub para(d)	..	weresanctio ned were sanctioned
91	Para3.3.6-table, Govt run centres Achievement, year 1979-80	2,06,689	2,06,490
92	Last line of the page	..	1982..... 1982-83
97	First line of para 3.3.8.3	..	Coll.....ed collected
109	Sr. no 7 of table, column 5 last two lines	1983-84 for want of waste	1983-84. Idle for want of waste
113	1st line of the page	..	reply i s reply is

Page No.	Reference	For	Read
1	2	3	4
118	7th line from bottom .. ..	33 1/3 per cent	33 1/3
119	10th line from bottom .. ..	Delete ' comma ' after word " compo- nent "	
121	9th line .. ..	familirs	families
130	5th line .. ..	outlay	outlay
150	9th line from top .. ..	unfruitful	unfruitful
152	8th line from below .. ..	werc	were
154	4th & 5th line from top .. ..	Commissionerrate	Commissionerate
183	11th line from below, heading of 5th projec column of table		project
183	Column 4 of the table against " Pus " for 1979-80	3746@	3746*
183	Col. 4 of the table against " Pus " for 1980-81	3647@	3647*
198	2nd line from top (Heading of Chapter)	STCOK	STOCK
209	First line, Sub para(iv) of para 6:3.6.2	Insert stroke after non-starting	
217	2nd line from top .. ..	23.92 The word " proportionate " be deleted	24.01
224	7th line from bottom .. ..	pepular	popular
227	4th line from bottom .. ..	entrusted to ..	entrusted
243	6th line from top .. ..	repect	respect
246	15th line from top .. ..	5,453	5.453
248	Table at the beginning of the page	delete asterisk marks in col. 4 and insert asterisk mark against the figure " 49.84 " in col. 6	
248	last line of sub para(b) ..	delete ' the ' after the word ' during '	
270	Appendix 2.1 S. No. 4 Supplementary	26,75,000	20,75,000
272	S. No. 17 Column 5 .. ..	68,40,451	68,46,451
275	S. No. 29 col. 3 .. ..	37,75,57,539	37,75,67,530
275	S. No. 30-col. 2 supplementary ..	2,00,00,000	2,00,00,010



Page No.	Reference	for	Read
1	2	3	4
278	Col. 4 heading ..	.. expenditure	expenditure
280	Sr. no. 25 ..	.. 289 Miscellane- ous Loan—	289-Miscellane- ous Loans
280	Sr. No. 26 ..	.. 302-A Loan for Agriculture—	302-A Loans for Agriculture—
284	Sr. No. 28 ..	.. 144-Water and Power Deve- lopment Ser- vices	114-Water and Power Develop- ment Services
286	Sr. No. 54 ..	.. 203-Capital-Out- lay on Irriga- tion, Naviga- tion, Drainage and Flood Control Works	203-Capital Out- lay on Irriga- tion, Naviga- tion, Drainage and Flood Control Works
287	Sr. No. 71 ..	.. 286, Loans for Housing	286-Loans for Housing
288	Sr. No. 81 Col. No. 4. ..	.. 1148,70,49,566	1141,70,49,566
290	Appendix 3.2 Last line under 1982 ..	.. 1,30,477	1,04,377
294	Appendix 3.4 (3rd line from top) ..	.. achievement	achievements
297	Column 4, 2nd line from top ..	.. accesible	accessible
309	10th line from bottom ..	.. Delete comma at the end of the line and insert hyphen	

