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Presented to Legislature
on 20. 1. 90

**REPORT OF THE
COMPTROLLER AND AUDITOR GENERAL
OF INDIA**

**FOR THE YEAR ENDED
31st MARCH 1988**

**NO. 5 OF 1989
(CIVIL)**

GOVERNMENT OF TAMIL NADU

ERRATA

Report of the Comptroller and Auditor General of India for the year
ended 31st March 1988 - No.5 of 1989 (Civil) -
Government of Tamil Nadu

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PREFATORY REMARKS

This Report No.5 of 1989 has been prepared for submission to the Governor under Article 151 of the Constitution. It includes reviews on Integrated Child Development Services, Schemes for the Welfare of destitute children, Upgradation of Standards of Administration in Jails recommended by the Seventh Finance Commission, Hill Area Development Programme and Western Ghat Development Programme. The points mentioned in the reviews are those which came to notice in the course of test Audit during the year 1987-88 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 1987-88 have also been included, wherever considered necessary.

2. The points of interest arising from the Finance Accounts and Appropriation Accounts for 1987-88 are being included in a separate Report. Similarly, observations of Audit on Revenue Receipts and on Statutory Corporations, Boards and Government Companies are presented in separate Reports.

OVERVIEW

OVERVIEW

This Report includes Value-for-money reviews on Integrated Child Development Services, Schemes for the Welfare of destitute children, Upgradation of Standards of Administration in Jails recommended by the Seventh Finance Commission, Hill Area Development Programme and Western Ghat Development Programme grouped under three chapters. The important audit points contained in these chapters are presented in this Overview.

1. Integrated Child Development Services

The Centrally Sponsored Integrated Child Development Services Scheme, started in August 1975, aimed at providing expectant and nursing mothers and children an integrated package of services consisting of supplementary nutrition, immunisation, health check up, referral services, nutrition and health education for women and non-formal pre-school education to children below 6 years of age.

- Out of Rs.164 lakhs of Central assistance received during 1986-88 for the Centrally Sponsored Wheat-based Nutrition Programme, only Rs.112.74 lakhs were spent by Government resulting in an unspent balance assistance of Rs.51.26 lakhs.

- Only Rs.402.92 lakhs were spent on Supplementary Nutrition against the budget outlay of Rs.647.64 lakhs during 1984-88 resulting in a saving of 38 per cent of the total provision.

- One hundred and fortyfour Sub Centres to function as mini-clinics of 36 urban projects, approved by Government of India in July 1986, have

not become operational due to non-delivery of equipments worth Rs.7.99 lakhs.

- The benefits of supplementary nutrition in 7 projects could not reach 18 to 21 per cent of the targeted women during 1986-88 and 1,999 children in the age group above 5 years during 1984-86.

- Supplementary nutrition to be provided continuously for 300 days in a year was interrupted for 3 months from November 1986 to January 1987.

- The nutritive value provided under the programme fell below the recommended norms. Therapeutic food had not been given to severely malnourished children in the State from the inception of the Scheme.

- The number of children covered by pre-school education fell short by 3 to 12 per cent of the targets during the 3 years 1984-87.

- Health and nutrition education was not imparted to 41 to 53 per cent of the targeted women population during 1984-88.

- Fortysix to sixtyseven per cent of the targeted pregnant women were not immunised by administration of tetanus toxoid during 1984-87. Shortfalls in coverage of children by BCG, DPT and Polio vaccinations ranged from 6 to 96 per cent during 1986-87 and 1 to 75 per cent during 1987-88 in 23 projects.

- In 7 projects, administration of Vitamin A solution to children for prevention of blindness fell short by 43 to 80 per cent of the targets during the years 1984-88.

- In 6 projects, administration of iron and folic acid tablets to pregnant women for prevention of anaemia fell short of the targeted number of women by 61 to 94 per cent during 1984-87.

- Efficient implementation of the Scheme should have led to a steady decline in the Still Birth Rate per thousand births and Infant Mortality Rate per thousand live births in the population in the project areas. However, the rates for the years 1985, 1986 and 1987 show an uneven trend indicating that the Scheme did not yield all the expected benefits.

- In 6 urban projects, 6 jeeps remained unutilised for 14 to 20 months for want of drivers.

- Diagnostic equipment like Blood pressure apparatus, weighing machines, etc. were not provided to the Medical Officers in urban centres.

- Refrigerators meant for preservation of polio drops, vaccines, etc. are lying unused for over 3 years in 2 projects for want of electricity.

- Sixty Angan Wadi Centres did not have proper drinking water supply facilities and 120 centres did not have the prescribed toilet facility.

- Three thousand seven hundred and ninety-three health functionaries had not been given initial training.

- The impact of the Scheme, which is implemented in the State from 1976, has not been evaluated by Government.

(paragraph 1.1)

2. **Schemes for the Welfare of destitute children**

For the welfare, upliftment and rehabilitation of destitute children, Government assists 156 Voluntary Institutions and runs 22 Orphanages.

- Twelve Voluntary Institutions, already assisted, were given additional assistance of Rs.4.78 lakhs, without increase in the number of children benefited.

- In 6 Institutions, overlapping boarding grants of Rs.0.22 lakh had also been irregularly released by the Education Department to 91 inmates between January 1980 and March 1987.

- Construction of a cottage to accommodate children was not completed by the Tamil Nadu Students' Home, Bharathipuram, Tiruchy, resulting in the Government assistance of Rs.0.24 lakh remaining unfruitful for nearly 10 years without providing the anticipated care and protection to children.

- Grants of Rs.14.50 lakhs paid for providing training in vocational trades were not utilised properly by 52 Institutions, as they did not provide vocational training to the inmates.

- Two hundred and thirty ineligible children were admitted in Government Orphanages resulting in irregular expenditure of Rs.2.76 lakhs on their maintenance.

- Rice, oil and dhall were issued to the inmates below the prescribed scales of diet in 6 Orphanages in order to limit monthly expenditure to Rs.60 per child, though the limit of assistance for Voluntary Institutions for this purpose was Rs.100. Purchase of oil in open market at high prices instead of concessional rates from Tamil Nadu Civil Supplies Corporation, resulted in extra expenditure of Rs.0.74 lakh.

(paragraph 1.2)

3. **Upgradation of Standards of Administration in Jails recommended by the Seventh Finance Commission**

The Seventh Finance Commission considered that the standard of administration in Jails in Tamil Nadu was backward in comparison with some advanced States and recommended assistance, during the 5 years from April 1979 to March 1984, of Rs.631 lakhs on Revenue Account and Rs.862 lakhs on Capital Account.

- The projects on Revenue Account for increasing the levels of direct expenditure on prisoners were implemented only during 1981-82 to 1983-84 and the expenditure incurred on them was only Rs.327.26 lakhs out of Rs.675.38 lakhs of Central assistance actually received.

- The financial norms laid down by the Commission for upgradation of jail administration were exceeded except in the case of the component for medicine, bedding, etc.

- Against Rs.862 lakhs of Capital Assistance recommended and the actual Central assistance of Rs.817.62 lakhs received, the expenditure as shown in the accounts was Rs.808.86 lakhs.

- Rupees 192.85 lakhs were irregularly drawn and deposited with Tamil Nadu State Construction Corporation not concerned with the execution of works with a view to avoiding lapse of Central assistance and grant. Later on the money was got back.

- Due to delay in completion of water supply works, expenditure of Rs.2.45 lakhs was incurred on water supply through lorries to Central Prison, Tiruchy.

- The additional jail capacity created was for 4,142 prisoners against the target of 4,453. However, the daily average prison population declined from 17,643 in 1979-80 to 12,349 in 1983-84, against 25,552 in 1976-77 based on which the additional

jail capacity was set by the Seventh Finance Commission. Thus the additional capacity was no longer essential.

- The modern jail at Pozhal is yet to become operational even 7 years after sanction, with an outlay of Rs.236.12 lakhs till March 1988.

(paragraph 2.1)

4. Hill Area Development Programme

The Programme is implemented by the State Government for the integrated development of the Nilgiris District with beneficiary oriented schemes during the Fifth Plan and emphasis on eco-development and eco-preservation during the Sixth Plan. It is financed from State Plan funds as well as Special Central assistance.

- The Central assistance of Rs.4386.29 lakhs was shown as fully utilised on the basis of related expenditure of Rs.4465.81 lakhs. However, the expenditure included Rs.253.97 lakhs drawn and kept irregularly in custody with the District Rural Development Agency, Nilgiris. Excluding this amount the Central assistance utilised was only Rs.4211.84 lakhs.

- Due to low growth rate of population of milch animals and less production of milk, a new dairy established at a cost of Rs.253.48 lakhs was working to 29 to 53 per cent of its capacity as against the break-even capacity of 60 per cent.

- Rupees 6 lakhs paid to Nilgiris District Co-operative Milk Producers' Union for distribution to 20 Milk Producers' Co-operative Societies for construction of buildings remained unutilised for over 3 years due to delay in acquisition of land by the Societies and unwillingness on their part to avail the assistance.

- The progress on the fodder farm at Bokkapuram, on which Rs.10.33 lakhs were spent upto March 1988, was poor. Only 28 out of 61 hectares allotted for the farm were brought under cultivation; the yield of green fodder was low ranging from 16 to 32 tonnes per hectare as against the expected yield of 74 tonnes.

- The Government Dispensary at Sholurmattam upgraded at a cost of Rs.12.20 lakhs in October 1985 was yet to provide the intended in-patient facilities for want of the required staff and equipment.

- Failure of the Department to initiate timely action for acquisition of land for improving the road from Kuriamalai to Bear Hills resulted in an extra expenditure of Rs.1.96 lakhs.

- There were serious irregularities including practically infructuous expenditure of Rs.147.74 lakhs, extra expenditure of Rs.2.63 lakhs and Rs.81.52 lakhs in a water supply work entrusted to Tamil Nadu Water Supply and Drainage Board.

(paragraph 3.1)

5. Western Ghat Development Programme

The Programme is implemented by the State Government with Central assistance for utilising the resources and improving the standard of economy of the people of the region. It was beneficiary oriented during the Fifth Plan and from the Sixth Plan, an integrated strategy for development of hill areas based on sound principles of ecology and economics was adopted and pilot water sheds for integrated water shed management were taken up.

- Calf rearing Scheme proved ineffective as out of 849 cross-bred calves fed with concentrated feed to bring them to earlier maturity and production than indigenous cattle, 76 calves did not at all calve even after 50 months and 327 calved beyond the normal period of 32 months, due to enrolment of over-aged calves and belated supply of food.

- A giant orchard on which Rs.26.77 lakhs were spent on development is yet to become productive due to slow progress in works.

- A Water Shed Project commenced in February 1984 for implementation for 5 years was wound up after 2 years in July 1986 due to lack of scope for the proposed activities. Out of Rs.119.24 lakhs of Central assistance received, Rs.12.84 lakhs remained unutilised on 31st March 1988.

- A Veterinary Dispensary had to be closed within 2 years of its commencement in July 1985 after incurring an expenditure of Rs.1.38 lakhs as there was no adequate population of cattle in the area.

(paragraph 3.2)

CHAPTER 1

BACKWARD CLASSES WELFARE, CHIEF MINISTER'S NUTRITIOUS MEAL PROGRAMME AND SOCIAL WELFARE DEPARTMENT

1.1. Integrated Child Development Services

1.1.1. Introduction

The Integrated Child Development Services (ICDS) Scheme was started in August 1975 as a Centrally Sponsored Scheme. The objectives of the Scheme are

(i) to improve the nutrition and health status of children in the age group of 0-6 years,

(ii) to lay the foundations for proper psychological, physical and social development of the child,

(iii) to reduce the incidence of mortality, morbidity, malnutrition and school dropout amongst children,

(iv) to achieve effective co-ordinated policy and its implementation amongst the various departments to promote child development and

(v) to enhance the capability of the mother to look after the normal health and nutritional needs of the child through proper nutrition and health education.

To achieve these objectives, the Scheme aimed at providing expectant and nursing mothers

and children an integrated package of services consisting of (a) supplementary nutrition, (b) immunisation, (c) health check-up, (d) referral services, (e) nutrition and health education for women and (f) non-formal pre-school education to children below 6 years of age. These services were further supplemented by Functional Literacy for Adult Women, Applied Nutrition Programme and Drinking Water Supply.

Cent per cent assistance from Government of India (GOI) is provided for inputs except for supplementary nutrition which is funded by the State Government. The United Nations International Children's Emergency Fund (UNICEF) provided the following inputs for ICDS projects :-

(a) Cost of training including supplies and equipment for the training institutions,

(b) Equipments for the Primary Health Centres (PHCs)/Sub-Centres, refrigerators (wherever necessary), immunisation kits for health workers, weighing scales for PHCs/Sub-Centres, colour strips (for measuring upper mid-arm circumference), paper for printing health and nutrition cards and

(c) Vehicles including trailers for Child Development Project Officers (CDPOs), mopeds/cycles, typewriters, duplicators, slide projectors, film strips/slides and other inputs that might be negotiated between UNICEF and GOI.

Food articles for Supplementary Nutrition were supplied by Co-operative for American Relief Everywhere (CARE) upto October 1986; thereafter

this assistance was discontinued. However, GOI released assistance under Centrally sponsored Scheme for Wheat-based Nutrition Programme from February 1987.

In Tamil Nadu, the Scheme was launched in 1976 on an experimental basis in three ICDS project areas and was extended from time to time to more project areas. By the end of March 1988, the Scheme is implemented in 65 projects (Rural : 27; Urban : 37; Tribal : 1).

1.1.2. Organisational set up

The Scheme is implemented by the Director of Social Welfare (DSW) through Angan Wadi Centres (AWCs), each covering a population of 1,000. A hundred centres form one ICDS project. The Angan Wadi Centre is the focal point for the delivery of services. A Child Development Project Officer heads each project assisted by 4 or 5 supervisors to supervise and guide the Angan Wadi Workers (AWWs). The AWWs, who are village level workers in charge of AWCs, are primarily responsible for the delivery of various services under the Scheme. The health component of the Scheme is attended to by the staff attached to the PHCs located in the block areas in the case of rural projects and by the health personnel sanctioned separately for the purpose from ICDS funds in case of urban projects. As at the end of March 1988, 5,682 AWCs are functioning in the State in the 65 projects.

1.1.3. Audit coverage

The implementation of the Scheme in Tamil Nadu was reviewed by Audit during March-July 1984

and the points noticed had been mentioned in paragraph 3.12 of the Report of the Comptroller and Auditor General of India for the year 1983-84 (Civil), presented to the Legislature in March 1986. It was discussed by the Committee on Public Accounts (1987-88) and their Report is awaited (February 1989). The Scheme was further reviewed by Audit during February-June 1988 in the Government Secretariat, Offices of the Director of Social Welfare and 14 CDPOs and 20 AWCs in each of these 14 projects.

1.1.4. Highlights

Out of Rs.164 lakhs of Central assistance received under Centrally Sponsored Wheat-based Nutrition Programme during 1986-88, only Rs.112.74 lakhs had been spent by Government resulting in an unspent balance assistance of Rs.51.26 lakhs. Only Rs.402.92 lakhs were spent on Supplementary Nutrition against the budgeted outlay of Rs.647.64 lakhs during 1984-88, resulting in a saving of 38 per cent of the total provision (paragraph 1.1.5).

- One hundred and fortyfour Sub Centres to function as mini-clinics of 36 urban ICDS projects, approved by Government of India in July 1986, have not become operational, due to non-delivery of equipments for which advance amounts of Rs.7.99 lakhs were paid in March 1988 to Tamil Nadu Khadi and Village Industries Board and Tamil Nadu Small Industries Corporation (paragraph 1.1.7).

- Eighteen to twentyone per cent of targeted women did not get supplementary nutrition in the

State during 1986-88. 1,999 children in the age group above 5 years did not get benefits of supplementary nutrition in 7 projects during 1984-86. Supplementary nutrition, to be provided in a year continuously for 300 days, was interrupted for 3 months from November 1986 to January 1987. The actual nutritive value provided under the Programme fell below the recommended norms. Therapeutic food had not been given to severely malnourished children in the State from the inception of the Scheme (paragraphs 1.1.8 to 1.1.12).

- The number of children covered by pre-school education fell short by 3 to 12 per cent of the targets during the 3 years 1984-85 to 1986-87 (paragraph 1.1.13).

- Health and nutrition education was not imparted to 41 to 53 per cent of the targeted women population during 1984-88 (paragraph 1.1.15).

- Fortysix to sixtyseven per cent of targeted pregnant women were not immunised by administration of tetanus toxoid during 1984-87 in the project areas in the State. Shortfalls in coverage of children by BCG, DPT and Polio vaccinations ranged from 6 to 96 per cent during 1986-87 and 1 to 75 per cent during 1987-88 in 23 projects (paragraphs 1.1.16 and 1.1.17).

- In 7 projects, administration of Vitamin A solution to children for prevention of blindness fell short by 43 to 80 per cent of the targets during the years 1984-85 to 1987-88 (paragraph 1.1.19).

- In 6 projects, administration of iron and folic acid tablets to pregnant women for prevention of anaemia fell short of the targeted number of women by 61 to 94 per cent during 1984-87 (paragraph 1.1.20).

- Efficient implementation of the ICDS Scheme should have led to a steady decline in the Still Birth Rate per thousand births and Infant Mortality Rate per thousand live births in the population in the ICDS project areas. However, the rates for the years 1985, 1986 and 1987 show an uneven trend indicating that the Scheme did not yield all the expected benefits (paragraph 1.1.23).

- In 6 urban ICDS projects, jeeps remained unutilised for 14 to 20 months for want of drivers. The roofs, floors and walls of 117 Angan Wadi Centres were in bad condition requiring repairs. Diagnostic equipments like Blood pressure apparatus, weighing machines, etc. were not provided to the Medical Officers in Urban Centres. Refrigerators, meant for preservation of polio drops, vaccines, etc. are lying unused for over 3 years in 2 projects for want of electricity. Sixty Angan Wadi Centres did not have proper drinking water supply facility; 120 Centres did not have the prescribed toilet facility (paragraphs 1.1.25 to 1.1.29).

- Three thousand seven hundred and ninety three health functionaries had not been given initial training; all the Angan Wadi Workers, trained a year earlier, had not been given orientation refresher course and all the helpers had not been given training (paragraph 1.1.31).

The impact of the Scheme, which is implemented in the State from 1976, has not been evaluated by Government (paragraph 1.1.34).

1.1.5. Outlay

Against the total Central assistance of Rs.16.88 crores received for the Scheme, Government had spent Rs.17.21 crores to end of 1987-88 for ICDS. Out of Rs.1.64 crores of Central assistance received under Centrally Sponsored Wheat-based Nutrition Programme during 1986-87 and 1987-88, only Rs.1.13 crores had been spent by Government, resulting in an unspent balance assistance of Rs.0.51 crore by the end of March 1988. An expenditure of only Rs.4.03 crores on Supplementary Nutrition was incurred during the 4 year period 1984-88 against the budgeted outlay of Rs.6.48 crores, resulting in a saving of 38 per cent of the total provision. Year-wise details are given below :-

Year	Assistance released by GOI	Expenditure by State Government	Excess(+) / Unspent(-)
(1)	(2)	(3)	(4)

(in lakhs of rupees)

Integrated Child Development Services

1975-84	380.00	400.44	(+) 20.44
1984-85	264.55	232.42	(-) 32.13
1985-86	219.25	261.55	(+) 42.30
1986-87	240.46	363.57	(+) 123.11
1987-88	583.61	462.97	(-) 120.64
Total	1687.87	1720.95	(+) 33.08

(1) (2) (3) (4)

(in lakhs of rupees)

**Centrally Sponsored Wheat-based
Nutrition Programme**

1986-87	94.00	9.74	(-) 84.26
1987-88	70.00	103.00	(+) 33.00
	<hr/>	<hr/>	<hr/>
Total	164.00	112.74	(-) 51.26
	<hr/>	<hr/>	<hr/>

Supplementary Nutrition Component (State Funds)

Year	Budget	Expenditure	Savings (-)/Excess (+)
			Amount Percentage

(in lakhs of rupees)

1975-84	430.58	329.42	(-) 101.16	23
1984-85	186.04	84.47	(-) 101.57	55
1985-86	124.81	81.78	(-) 43.03	34
1986-87	214.95	107.44	(-) 107.51	50
1987-88	121.84	129.23	(+) 7.39	6
	<hr/>	<hr/>	<hr/>	<hr/>
Total	647.64	402.92	(-) 244.72	38
	<hr/>	<hr/>	<hr/>	<hr/>

1.1.6. Delay in opening of Angan Wadis

A package of services to rural children in the age group 0-36 months was rendered under Tamil Nadu Integrated Nutrition Project (TINP) in selected districts in the State with assistance from the World Bank. With a view to utilising infrastructure developed under TINP which was to end by June 1986, Government, with the approval of GOI,

ordered conversion of the Centres under it and Chief Minister's Nutritious Noon Meal Programme in Pudukottai District into ICDS centres from May 1986. However, against approval by GOI for opening in 1985-86 1,423 such AWCs under 13 ICDS Projects, Government had sanctioned only 1,236 Centres so far (May 1988). In 6 rural projects, 38 AWCs started functioning from November 1986 (32 in Annavasal Project) and October 1987 (6 in Tirumayam Project) after delays of 6 and 18 months respectively. Besides, these converted Projects are not submitting the prescribed monthly progress reports.

1.1.7. Delay in commissioning of Sub Centres for urban projects

GOI administratively approved in July 1986 the opening of 144 sub centres (at 4 each) for 36 urban ICDS projects in the State at a total non-recurring expenditure of Rs.11.52 lakhs and recurring expenditure of Rs.7.15 lakhs. These sub centres were to function as mini-clinics to enable the nearby residents of slums to have ante-natal and post-natal treatment and treatment of other minor ailments of expectant/nursing mothers. These centres are yet to become operational due to non-delivery of equipments, for which advance amounts of Rs.7.99 lakhs were paid in March 1988 to Tamil Nadu Khadi and Village Industries Board (Rs.6.85 lakhs) and Tamil Nadu Small Industries Development Corporation (Rs.1.14 lakhs). Besides, 150 folding examination tables procured at a cost of Rs.0.68 lakh between January and August 1987 are lying without any use for over a year.

In 6 urban projects with 24 sub centres, 12 sub centres had not started functioning (March 1988), as their location had not been decided. Four sub centres were not functioning in Kanchipuram Project, as the post of Medical Officer was vacant, even though the buildings had been taken on rent in February 1988 itself.

SUPPLEMENTARY NUTRITION

1.1.8. Overall performance.

The Scheme envisaged supplementary nutrition to mal-nourished children as identified on the basis of measuring upper mid-arm circumference and weight for age at the time of initial survey. Severely mal-nourished were to be given, in addition, therapeutic nutrition. Pregnant women in their 6 to 9 months of pregnancy and mothers nursing babies not older than 6 months were to be selected for supplementary nutrition provided they belonged to the families of landless agricultural labourers, marginal farmers, scheduled castes/scheduled tribes and other poorer sections of the community. Pregnant women and nursing mothers not belonging to the above categories could be enlisted for supplementary nutrition on the advice of the doctor.

The aim was to supplement the nutrition intake by (a) about 300 calories and 8-10 gms. of protein for children and (b) 500 calories and 18-20 gms. (20-25 gms. before 1985) of protein for pregnant women and nursing mothers. Supplementary nutrition was to be given for 300 days in a year. Under the Scheme, supplementary nutrition in the

form of milk, pre-processed food or food prepared on the spot from locally available food stuff is to be given to the children and women.

While achievement in providing supplementary nutrition exceeded the targets during 1984-88 in respect of children and during 1984-86 in respect of women, it fell short by 18 and 21 per cent of targets in respect of women during the years 1986-87 and 1987-88 as indicated below :-

Year	Children			Women		
	Target	Achievement (in lakhs)	Shortfall percentage	Target	Achievement (in lakhs)	Shortfall percentage
1984-85	1.48	2.15	Nil	0.56	0.75	Nil
1985-86	1.55	1.99	Nil	0.56	0.68	Nil
1986-87	2.04	2.63	Nil	0.77	0.63	18
1987-88	1.92	2.52	Nil	0.76	0.60	21

1.1.9. Omission to cover children in 5-6 years

With effect from July 1982, supplementary nutrition in respect of children between 2 and 5 years of age provided under the Chief Minister's Nutritious Noon Meal Programme was to be resumed only after admission to schools. This led to non-provision of noon meal or supplementary nutrition to children in the age group 5-6 years during the interval between the dates of attaining 5 years of age and of admission to schools, defeating the objective of improving the nutritional status of children in the age group of 5-6 years. Though GOI instructed in February 1985 that feeding of children in Angan Wadis should be continued till they are admitted

to primary schools, test check in Audit disclosed that 1,999 children did not get benefits of supplementary nutrition during 1984-86 (466 in one project) and 1986-88 (1,533 in five projects).

1.1.10. Interruption

Supply of food articles by CARE was stopped from November 1986 and Government were informed of such discontinuance as early as in June 1986. However, the alternative Wheat-based Nutrition Programme (WNP) was introduced only from February 1987; consequently, the regimen of supplementary nutrition to children of 0-2 years and pregnant and nursing mothers for 300 days in a year was interrupted for 3 months.

The DSW stated in May 1988 that there was delay in supply of wheat for the new recipe to be adopted. However, it was not clear why the notice period was not used to make adequate preparations and continue the Programme without interruption.

1.1.11. Inadequacy in Nutritive Value

The actual nutritive value provided under the Programme fell below the recommended norms as indicated below :-

Nutritional intake	Norms recommended	Nutritive value of supplementary food supplied under	
		CARE	WNP
1. Energy (Calories)	500	487	346
2. Protein (grams)	18.20	13.4	10.9

1.1.12. Non-supply of therapeutic food to severely mal-nourished children

The Scheme envisaged severely mal-nourished children should be provided therapeutic nutrition, the food for which may be different from that for supplementary nutrition and can be easily digested by the child. Such therapeutic nutrition for severely mal-nourished children is not being provided by Government from the date of inception of the Scheme.

1.1.13. Non-formal pre-school education

Non-formal education is to be imparted to about 40 children in the age group 3 to 5 in an AWC. The average number of children attending in each AWC ranged from 37 to 44, but the coverage of children under pre-school education fell below the targeted number of children in the State in ICDS project areas by 3 to 12 per cent during the 3 years 1984-85 to 1986-87 as shown below :-

Year	Target	Achievement	Shortfall percentage
	(in lakhs)		
1984-85	1.46	1.30	11
1985-86	1.47	1.30	12
1986-87	1.92	1.87	3
1987-88	1.66	1.80	..

1.1.14. Non-replacement of play materials

Play materials like toys, etc. were provided in AWCs for developing desirable attitudes, values and behaviour pattern of children by stimulating the child to grow at its own pace, by playing and learning. In 39 projects started upto 1983, broken play materials had not been replaced (May 1988), thus, defeating the object of child growth by playing and learning.

The DSW stated in May 1988 that orders of Government had been received in March 1988 for replacement of old play materials in 3 projects and proposals in respect of the remaining 36 projects had been sent to Government.

1.1.15. Nutrition and Health Education

An important component of the Scheme was to impart nutrition and health education to all women in the age group 15-45 years through use of mass media and other forms of publicity, special campaigns at suitable intervals aimed at saturating the project area, home visits by AWWs, specially organised short courses in the village for about 30 women at a time, demonstration of cooking and feeding and utilisation of the health and nutrition education activities of other Departments.

The number of women who were covered by this component of the Scheme in the State fell short by 41 to 53 per cent of the targeted women population during the four years 1984-85 to 1987-88 as indicated below :-

Year	Target	Achievement (in lakhs)	Percentage of shortfall
1984-85	6.75	3.27	52
1985-86	6.93	3.28	53
1986-87	9.74	5.34	45
1987-88	9.75	5.73	41

The Scheme also envisaged production and purchase of films, cassettes for mass media publicity and employment of techniques like village level camps, project/district level seminars, audio visual media, formation of Mahila mandals for greater involvement of women, folk media, home visits, etc. Additional funds were promised by GOI for this purpose on specific proposals besides Rs.5,000 per annum per project already allocated under this component. However, Government did not ask for additional funds nor did they bestow adequate attention on the intended activities. Only Mahila mandals were formed on a very limited scale and meetings of mothers were held at AWCs. In 6 out of 8 Urban projects test checked no Mahila mandal was set up; no films were procured or produced in local language, apart from the film strips/slides received from GOI/UNICEF.

In 8 test checked projects, information about the number of district/block level seminars organised every year was not available in 1 to 5 projects and 3 to 6 projects did not hold any seminars during the 4 years 1984-85 to 1987-88.

Out of 6 projects to which projectors with slides/films were supplied, free of cost, by

UNICEF, no film/slide shows were conducted in 2 projects during all the 4 years 1984-85 to 1987-88 due to lack of operators. In the remaining 4 projects only 400 shows were conducted during these 4 years, with the number per project ranging from 7 (Cuddalore) to 194 (Trichy I).

In October 1984, GOI suggested that the State Government might start an ICDS 'news letter' in the official language of the State to be published at suitable intervals, preferably monthly, to highlight the issues on child health and development and guide field beneficiaries under the Scheme, with an assistance of Rs.1.70 lakhs per annum. Government sanctioned in December 1986 the publication after a delay of 2 years. So far, only 2 issues (March 1987 and June 1987) had been issued (May 1988) at a total expenditure of Rs.0.52 lakh.

IMMUNISATION

1.1.16. Achievement of targets

The package of services in the Scheme, inter alia, includes immunisation of all children by their first birth day against Diptheria, Whooping cough, Tetanus, Poliomyelitis and Tuberculosis. All expectant mothers were to be immunised against Tetanus in two doses.

The achievement in the State under Immunisation fell below the targets by 46 to 67 per cent in respect of women during the 4 years 1984-85 to 1987-88; it fell short by 30 and 40 per cent of target during 1986-87 and 1987-88 in respect of

children; shortfalls in other 3 years could not be worked out for want of details. Year-wise details are as under :-

Year	Children			Women		
	Target	Achievement	Percentage of short-fall	Target	Achievement	Percentage of short-fall
	(in lakhs)			(in lakhs)		
1984-85	NA	2.49	NA	0.93	0.30	67
1985-86	NA	2.01	NA	0.94	0.43	54
1986-87	3.65	2.19	40	1.01	0.44	56
1987-88	4.67	3.29	30	1.27	0.69	46

NA: Not available

1.1.17. Deficiencies in immunisation activities

There were shortfalls in immunisation coverage of children in the age group 0-1 year during the years 1986-87 and 1987-88 as indicated below, with further details in Appendix I.

	1986-87	1987-88
	(range in percentage of shortfall)	
BCG vaccination (8 projects only)	8 to 92	1 to 75
DPT	7 to 96	2 to 70
Polio vaccination	6 to 86	6 to 70

In 60 AWCs of Kunnandarkoil, Pudukottai and Tirumayam rural projects immunisation coverage was inadequate for the target of 6,152 children during 1986-88, as indicated below :-

	<u>Children not immunised</u>	
	<u>Number</u>	<u>Shortfall (percentage)</u>
BCG vaccination	3,989	65
Measles	3,131	51
DPT and Polio		
3 doses	446	7
2 doses	119	2
Booster doses		
DPT	2,019	33
Polio		
vaccination	2,025	33

Reasons for the shortfalls have not been furnished by the Department (November 1988).

1.1.13. Prevention of Blindness

Vitamin A solution is to be given to all the children in the project area in the age group of 1 to 5 years in dosage of one teaspoonful twice a year for prevention of blindness. All the children in the age group should be examined and record of the amount of Vitamin A administered to each child maintained.

In 7 projects test checked, there were shortfalls in administration of Vitamin A during 1984-88 ranging from 43 to 80 per cent of the total number of children as indicated below :-

Year	Number of children	Number received		Percentage of short-fall in coverage	
		One dose given	Two doses given	One dose	Two doses
1984-85	85,971	46,118	25,290	46	71
1985-86	85,362	35,863	47,281	58	45
1986-87	96,870	30,003	19,088	69	80
1987-88*	36,031	20,372	16,695	43	54

*(3 projects only)

Project-wise details are given in Appendix II.

Vitamin A solution was not administered during 1986-87 in Madurai I and Trichy I projects due to its non-availability. In Pudukottai project, Vitamin A was administered twice in a year only in 'mass campaigns' which led to absent children not being given the solution till the next mass campaign.

1.1.19. Prophylactic treatment for anaemia

During pregnancy, women should be given iron and folic acid tablets every day continuously for 100 days under the National Nutritional Anaemia Prophylactic Programme under the Scheme. In 6 projects test checked, there were overall shortfalls ranging from 61 to 94 per cent of the targets for administration of tablets containing Iron and Folic acid, during the years 1984-87, as indicated below :-

Year	Number of pregnant women	Number of tablets		Shortfall percentage
		To be issued	Actually given	
1984-85	5,374	5,37,400	34,130	94
1985-86	4,973	4,97,300	1,34,500	73
1986-87	4,603	4,60,300	1,78,200	61
1987-88*	1,205	1,20,500	1,33,652	..

*(2 projects only)

The tablets had not at all been administered in 3 projects during 1984-85, one project during 1985-86 and 2 projects during 1986-87. Project-wise details are given in Appendix III. Non-administration and shortfalls were attributed, to non-supply and inadequate supply of the tablets, by the Project Officers.

1.1.20. Health check up

The Scheme envisaged general check up of children below 6 years, twice a year, to detect diseases and other evidence of malnutrition and infection, ante-natal care of pregnant women through a minimum of 4 physical examinations and post-natal care of nursing mothers with atleast 2 visits within the first month after delivery to check on the general health and well being of mother and infant.

Health check up of eligible children fell short by 41 to 50 per cent of the targets while that of women fell short of target by 38 to 45 per cent during the years 1984-85 to 1987-88 as indicated below :-

Year	Children			Women		
	Target	Achievement	Shortfall (in percentage)	Target	Achievement	Shortfall (in percentage)
	(in lakhs)			(in lakhs)		
1984-85	5.65	2.81	50	0.93	0.53	43
1985-86	5.49	2.84	48	0.94	0.57	39
1986-87	5.48	2.93	47	1.01	0.56	45
1987-88	5.33	3.13	41	1.27	0.79	38

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During implementation, there were overall shortfalls in health check up ranging from 24 to 48 per cent of the targets as indicated below in 7 projects test checked.

Year	Number of beneficiaries (women and children)		Shortfall percentage
	Target	Achievement	
1984-85	1,03,441	76,494	24
1985-86	1,04,596	55,685	47
1986-87	1,08,810	56,679	48

In individual projects, the shortfall percentage ranged from 22 to 82 as shown in Appendix IV. In 20 AWCs of 3 projects, only 1,568 visits were made against 2,908 visits due during the 2 year period 1986-88; there were more than one to two visits in some months and there were no visits at all at a stretch for 2 to 6 months; and against 240 visits due by the MO (2 per year in a 2 year period), only 105 visits were made by MO and 14 centres were not at all visited even once. The field officers stated that health check up was restricted to the children and women who visited the

AWCs and not extended to all the children and women in the project area.

1.1.21. Health cards

Health records of children below 6 years of age and pregnant and nursing mothers are to be maintained in cards for child care, weight chart, ante-natal care and immunisation of pregnant women and referral cases of pregnant and nursing mothers. These cards are to be printed locally by State Government, the paper for printing being supplied by UNICEF.

The document was, however, incomplete in 4 projects test checked, as there were no stocks of these cards or the stocks were inadequate. The DSW stated in May 1988 that supply from UNICEF was stopped and GOI had been addressed to release funds for cost of paper and printing the cards.

1.1.22. Impact of the Nutrition and Health Care components

Effective implementation of the ICDS nutrition and health activities of the Scheme should have led to a steady decline in the Still Birth Rate per thousand births (SBR) and Infant Mortality Rate per thousand live births (IMR) in the population in ICDS Project areas. However, these rates for years 1985, 1986 and 1987 show an uneven trend indicating that the Scheme did not yield all the expected benefits. The relevant data for 27 projects given in Appendix V leads to following inferences :-

(1) In none of the project areas both these rates declined steadily.

(2) On the other hand, in areas of Coimbatore II, Dindigul, Madras V, Madurai II, Madurai IV, Nagercoil, Nilakkottai, Tirunelveli, Tiruppur and Tuticorin Projects, both the rates increased from year to year indicating poor implementation of the Scheme.

(3) SBR fell below the estimated 15 in all the 3 years only in Kanchipuram and Madras X project areas.

(4) Against the estimated SBR of 15, it ranged from 21.03 to 51.94 in 15 project areas in 1985, 16.23 to 40.78 in 21 project areas in 1986 and 15.02 to 49.13 in 18 project areas.

(5) IMR steadily increased in Coimbatore III, Cuddalore, Madras III, Madras VI, Madras VII, Madurai I, Salem I and Tiruchy II project areas.

(6) SBR also steadily increased in Rajapalayam and Thally project areas.

1.1.23. Man power

Though shortages in man power were not significant in the various categories of ICDS functionaries, the following points noticed in Audit deserve mention :-

(i) In 3 out of 8 urban projects test checked, post of CDPO was vacant for 18 months in Kanchipuram, 6 months in Cuddalore and 7 months in

Thanjavur The post of Supervisor was vacant for 5 months in Kanchipuram Project and the posts of Supervisor and ANM each were not filled up in Cuddalore Project during the 2 years 1986-88.

(ii) In 6 rural projects test checked, in Pudukottai District, one post of CDPO remained vacant from September 1987 and 2 posts of Supervisors for more than 3 months in 1987-88. Out of 56 MOs sanctioned for Pudukottai Health Unit District, 23 posts remained vacant (May 1988).

(iii) Paediatrician of Government medical institutions to be posted as Consultant to each urban project to visit the AWCs in his area once in a month to identify the known diseases of children and take necessary follow up action had not been posted for the urban projects at Coimbatore III, Erode, Tiruchy II, Tiruppur (all started in 1982-83) and Thanjavur (started in 1983-84). This had resulted in the non-availability of specialist services to the children covered by the Scheme in the project areas.

1.1.24. Delay in procurement and utilisation of Jeeps

GOI authorised in 1984 provision of a jeep for each whole time MO of urban projects, fuel and salary of driver for the vehicles out of ICDS grants. In 6 urban projects, the jeeps were procured (cost : Rs.5.10 lakhs) between November 1984 and March 1985 and remained unutilised for periods ranging from 14 to 20 months till the appointment of drivers therefor, as indicated below :-

Serial number	Name of Project	Month and year of receipt of jeep	Month and year of joining of driver	Delay in appointment (months)
1.	Cuddalore	February 1985	April 1986	14
2.	Kanchipuram	March 1985	October 1986	19
3.	Madurai I	March 1985	July 1986	16
4.	Salem I	November 1984	April 1986	17
5.	Thanjavur	January 1985	September 1986	20
6.	Tiruchy I	March 1985	July 1986	16

1.1.25. Maintenance of AWC buildings

Rent at the rate of Rs.100 per month is collected from ICDS funds by the Corporations/Municipalities for the buildings occupied by AWCs in urban projects, while it was not collected in respect of centres in non-ICDS areas under Chief Minister's Nutritious Noon Meal Programme. Government stated in September 1986 that the rent paid in respect of AWC buildings under ICDS Scheme was for utilising the amount towards maintenance of the buildings by the Corporations/Municipalities. Test check in Audit in 4 projects indicated that in 117 buildings occupied by AWCs, the roofs, floors and walls were in bad condition, requiring repairs, reflecting their poor or non-maintenance by the concerned Corporations and Municipalities. The annual rent paid out of ICDS funds for these 117 buildings worked out to Rs.1.40 lakhs.

1.1.26. Lack of diagnostic equipments

Under the Scheme, one MO, 4 Lady Health Visitors/Public Health Nurses or ANMs have been

provided in urban projects to deliver the health care services to children and women in the project area. It was noticed that equipments like Blood Pressure apparatus and others for determination of the Haemoglobin level, blood group, examination of urine and weighing machines were not available with the MOs. The MOs stated that the beneficiaries were advised to have these tests conducted in the nearest hospital.

1.1.27. Unutilised refrigerators

Madras III and Madras VIII urban projects are functioning in a rented building without electricity supply from September 1985, as the fuse-carrier is reported to have been removed by the landlord due to some dispute. The refrigerators in the Projects are, therefore, lying unused (May 1988) for over 3 years and are likely to become unserviceable due to efflux of time. Polio drops, vaccines, etc. were reported to be stocked at, and drawn from, the Institute of Child Health. The purpose of providing refrigerators has thus been defeated.

1.1.28. Lack of other facilities

GOI have provided Rs.5,000 for installation of telephones in each project and cell. However, telephones had not been provided in 9 projects and one cell.

The Scheme envisaged the provision of safe drinking water supply in the project areas to augment the efficiency of services delivered. However, in Kunnandarkoil Project in Pudukottai

District, 60 out of 75 AWCs did not have proper drinking water supply facility.

Sanitary latrines should have been constructed near AWCs, as decided in January 1986, for protecting the dignity and honour of women and inculcating the habit of cleanliness amongst mothers and young children. Assistance from UNICEF for construction of latrines was available. However, none of the 120 AWCs test checked in Pudukottai District had such toilet facility. Five of these centres were functioning in thatched sheds and in 30 centres, pre-school classes were conducted under trees in the open.

GOI approved in April 1985 construction of Residence-cum-office buildings at a total cost of Rs.36.40 lakhs for 13 CDPOs (at Rs.0.80 lakh each) and 65 Supervisors (at Rs.0.40 lakh each) in Pudukottai District and also payment of rent at Rs.500 per month for CDPO office building, till completion of construction of Residence-cum-office buildings. However, construction of these buildings had not been sanctioned even now (June 1988) after 3 years on the plea that particulars had not been received from the officials. Expenditure on rent for the 13 offices, totalling Rs.1.09 lakhs had been incurred by the Department upto March 1988 and this avoidable liability would continue till the construction is completed.

1.1.29. Delay in supply of medicine kits

Though ICDS Scheme was implemented from May 1986, medicine kits, to be given to AWCs,

were supplied only during January - March 1988 to the AWCs in Pudukottai District after a delay of over 20 months and that too only to half of the AWCs. These centres did not have any stock of medicines for treatment of common ailments during May 1986 to December 1987. It was seen that in Tirumayam Block, consisting of 98 AWCs, 49 medical kits received in October 1986 were distributed to the centres only in January - March 1988 and that expiry time of the Ear drops and Eye ointment contained therein was in April 1988, within a month or two from the date of supply of the kits. It was permissible to incur expenditure upto Rs.3,000 per annum from ICDS funds in cases of non-receipt of medicine kits or timely replacement of medicines. However, medicines were not purchased during May 1986 to December 1987, when there were neither medicine kits nor stock of medicines. In 6 urban projects, medicine kits supplied in June 1986 had not been replaced, resulting in non-availability of drugs for periods varying from 3 to 12 months.

1.1.30. Training

Under the Scheme, ICDS health functionaries are to be trained and oriented by refresher courses (where they have completed training a year back in respect of AWWs) for successful implementation of programmes. However, 3,793 functionaries (CDPOs: 15; Supervisors: 58; AWWs: 3,720) have not yet been given even initial training. All the AWWs, who had been trained a year ago, had not been given orientation refresher course. None of the helpers had so far been trained (May 1988). Further details are given below :-

Serial number	Category of functionary	Number		
		Appointed	Trained	Oriented
1.	Child Development Project Officers (CDPOs)	64	49	NA
2.	Supervisors (Ss)	261	203	NA
3.	Angan Wadi Workers (AWWs)	7,833	4,113	3,291
4.	Helpers (Hs)	8,863	..	..

NA : Not available

Government sanctioned in August 1986, 24 Instructresses for imparting training on orientation refresher course to AWWs at a total expenditure of Rs.5.04 lakhs. By August 1987, only 17 posts had been filled up after delay of over 11 months and the rest were yet to be filled up (May 1988) in 2 projects. Equipments, etc. for the training programme had not yet been purchased (May 1988). However, in Pudukottai District, AWWs were reported to have been trained between July 1987 and March 1988, before receipt of training equipment.

1.1.31. Monitoring

Separate ICDS cells at State Headquarters and Districts with 5 or more ICDS projects were to be set up for effective implementation, close co-ordination and monitoring of the various programmes under the Scheme. Delays of nearly 3 years were noticed in formation and appointment of staff of these cells as indicated below :-

Serial number	Nature of ICDS Cell	Month of approval for formation	Month of actual formation of Cell	Remarks
1.	State Cell	November 1979	September 1982	Against one Statistical Assistant provided in the pattern of staff; one Superintendent had been provided by State Government in addition to other staff.
2.	District Cells at Coimbatore, Madras, Madurai and Tambaram	May 1983	September 1984 November 1987 (Tambaram)	The Cell at Tambaram was sanctioned in November 1987 along with sanction for 8 projects in the area.

Though the cells at Coimbatore, Madras and Madurai were formed in September 1984 itself, Programme Officers for them were appointed only in March 1987 after a delay of over 2 years, reportedly on account of non-approval of the panel for this purpose. Typewriters, supplied to these cells by UNICEF in December 1985 remained unused (May 1988), as typists had not been sanctioned for the

purpose. In Madurai Cell, other posts were filled up between October 1984 and September 1987 and jeep for the office was received only in November 1985 after a delay of over one year.

1.1.32. Co-ordination

The State Level Co-ordination Committee for inter-departmental co-ordination (for implementing the Scheme), though constituted in the State, had not met after June 1981.

District Level Co-ordination Committees were to function under the chairmanship of the Collector or District Development Officer. In Cuddalore, Kanchipuram, Madurai, Salem, Thanjavur and Tiruchy, such committees had not been formed for want of orders of Government.

1.1.33. Evaluation

The impact of the Scheme, which was started in 1975-76, had not so far been evaluated (May 1988) by either the State Government or through any other agency.

The matter was reported to Government in September 1988; their reply has not been received (May 1989).

1.2. Schemes for the Welfare of destitute children

1.2.1. Introduction

With the object of welfare, upliftment

and rehabilitation of destitute children and making them useful citizens, Government is assisting 156 Voluntary Institutions running orphanages under the "Scheme for the Welfare of Children in need of care and protection" and also running 22 'Orphanages' for children in the age group 5-18 years. These children are provided with food, shelter, clothing, medical attention and general education; training is also imparted to them in various trades to make them job-worthy and earn independent livelihood.

The Scheme, launched in 1974-75, aims at expanding the existing facilities in Voluntary Institutions for orphans by providing capitation grants towards recurring expenditure on maintenance, salary of supervisor and cook, rent, etc. and non-recurring expenditure on purchase of furniture and construction of cottages, each to accommodate 25 children, calculated at 90 per cent, of the predetermined estimated cost, or of the actual expenditure, whichever is less. The expenditure towards grant is shared equally by Central and State Governments.

1.2.2. Organisational set up

The Schemes for the Welfare of destitute children are administered by the Director of Social Welfare through the District Social Welfare Officers under the overall control of the Backward Classes Welfare, Chief Minister's Nutritious Meal Programme and Social Welfare Department of Government.

1.2.3. Audit coverage

The records in the Offices of the Directorate of Social Welfare and 9 District Social Welfare

Officers in respect of 52 orphanages (Government: 9; Voluntary Institutions: 43) relating to the implementation of these Schemes during the period 1983-84 to 1987-88 were test checked in Audit during March to July 1988.

1.2.4. Highlights

- Twelve Voluntary Institutions already assisted, were given additional assistance of Rs.4.78 lakhs during March 1975 to March 1987, without any increase in the number of children benefited. In 6 Institutions, overlapping boarding grants totalling Rs.0.22 lakh had also been irregularly released by the Education Department for 91 inmates between January 1980 and March 1987. Construction of a cottage to accommodate children was not completed by a Voluntary Institution at Tiruchy resulting in the Government assistance of Rs.0.24 lakh remaining unfruitful for nearly 10 years without providing the anticipated care and protection to children. Grants of Rs.14.50 lakhs paid for providing vocational training were not utilised properly by 52 Institutions, as they did not provide vocational training to the inmates; the inadmissible grant has not also been recovered (paragraph 1.2.5).

- Two hundred and thirty ineligible children were admitted in Government Orphanages resulting in irregular expenditure of Rs.2.76 lakhs on their maintenance. Rice, oil and dhal were issued to the inmates below the prescribed scales of diet in 6 Orphanages in order to limit monthly expenditure to Rs.60 per child, though the limit of assistance for Voluntary Institutions for this purpose was

Rs.100. Purchase of oil in open market at high prices, instead of concessional rates from Tamil Nadu Civil Supplies Corporation, resulted in extra expenditure of Rs.0.74 lakh (paragraph 1.2.6).

1.2.5. Scheme for the welfare of children in need of care and protection

Under this Scheme, Rs.702.61 lakhs were disbursed as grants during 1983-84 to 1987-88 to 156 Voluntary Institutions with Central assistance of Rs.242.62 lakhs, as indicated below :-

Year	Total amount of grants disbursed (in lakhs of rupees)	Central assistance received
1983-84	102.29	43.32
1984-85	125.31	44.92
1985-86	119.93	31.82
1986-87	126.32	45.56
1987-88	228.76	77.00
Total	702.61	242.62

The Scheme envisaged specifically expansion of the existing facilities in Voluntary Institutions so that additional children are benefited. However, in 12 Voluntary Institutions, 378 existing inmates (children), who were already receiving boarding grants at Rs.36 per child per month, were brought on to the Scheme during the period March 1975 to March 1987. Thus, there was no increase in the number of destitute children to be benefited, despite

additional Government assistance of Rs.4.78 lakhs. In 6 of these Institutions, overlapping boarding grant had also been released by the Education Department to 91 inmates, for periods ranging from 1 to 46 months between January 1980 and March 1987 to the extent of Rs.0.22 lakh. The irregular payment has not been recovered so far.

GOI approved in September 1978 the payment of grant of Rs.0.48 lakh to the Tamil Nadu Students' Home, Bharathipuram, Tiruchy for construction of one cottage to accommodate 25 destitute children and the first instalment of Rs.0.24 lakh was disbursed to the Home in December 1978. However, the cottage, the construction of which was stopped after the plinth level was reached due to escalation in cost, had not been completed (May 1988) due to non-receipt of approval from GOI for enhanced assistance sought by the Home in June 1982. Thus, the assistance of Rs.0.24 lakh released to the Home remained unfruitful for nearly 10 years, without providing the anticipated care and protection.

The inmates of the Orphanages run by Voluntary Institutions assisted under the Scheme are expected to be trained in vocational trades for which Rs.10 is included in the prescribed maintenance cost of Rs.76.50 (Rs.150 from April 1984) per child per month. The Department had not ensured, before release of grants, that there were facilities to impart vocational training to the inmates in all the Voluntary Institutions. Out of 99 Voluntary Institutions, for which information was made available, 52 Institutions had not given vocational training to all the inmates till March 1987. In 43 of

these Institutions, vocational training was started only during 1987-88. Grants totalling Rs.14.50 lakhs (calculated at Rs.9 per child per month - 90 per cent of Rs.10 provided in the maintenance cost) made to these Institutions during 1983-84 to 1987-88 were, thus, not utilised properly. The Department has not taken any action to recover the inadmissible grants.

1.2.6. Orphanages run by Government

Four Orphanages for 250 destitute children each were started by Government during 1979-80 at Madras, Madurai, Nagercoil and Salem and 18 more were opened till March 1987 with a minimum strength of 100 children each. Orphaned and abandoned children without both parents or near relatives, children in single parent families with annual income of Rs.1,200 (Rs.2,400 from November 1986) and children whose parents were afflicted with leprosy or mental illness, were to be admitted in the Orphanages. Destitution of the child was to be certified by an officer of Revenue Department not below the rank of Headquarters Tahsildar.

Between April 1983 and March 1988, Rs.217.75 lakhs were spent by Government on running 22 orphanages but the available capacity was not fully utilised as indicated below :-

Year	Number of Orphanages	Installed capacity of inmates	Actual number of inmates	Expenditure (in lakhs of rupees)
1983-84	4	1,000	947	9.00
1984-85	17	4,250	2,719	22.60
1985-86	20	5,000	3,857	48.72
1986-87	22	5,500	4,306	65.13
1987-88	22	5,500	3,878	72.30
Total				217.75

The deficiencies in running these orphanages noticed in test check were as below :-

(1) In 388 out of 3,998 cases, children had been admitted to the Orphanages without certificates of their destitution and certificates of income of the families and 103 cases had been admitted on the basis of certificates of destitution issued by officers other than the proper officer, namely Headquarters Tahsildar.

(2) Two hundred and twelve children had been admitted irregularly and maintained, though they were not eligible to be admitted on account of the annual income of their families exceeding Rs.1,200/2,400; expenditure totalling Rs.2.50 lakhs on their maintenance during July 1981 to March 1988 was irregular.

(3) Eighteen children, both parents of whom were alive, were admitted irregularly in the Government Orphanage, Salem between July 1982 and July 1987 and retained till October 1987 with an

expenditure of Rs.0.26 lakh on their maintenance. They were admitted on the basis of an order issued by DSW in July 1982 that very poor children might be admitted even if they were not orphans. The order was withdrawn in April 1987 as it was not in conformity with Government policy.

(4) The object of starting Government Orphanages is to bring up the orphaned children upto the age of 18 years so that adequate education and training are given to them to make them job-worthy and earn an independent livelihood. However, the DSW issued instructions in July 1982 and October 1984 without any orders from Government, that boys above 10 years of age should not be admitted in the Orphanages; that those between 10 and 12 years living in the Orphanages should be discharged; and that the District Social Welfare Officers should make arrangements to admit such discharged male orphans in Voluntary Institutions assisted by Government. Only in March 1988, the DSW reported this matter to Government justifying her action due to non-provision of accommodation separately for boys and girls to avoid acts of misconduct. In the 9 Government Orphanages test checked, 359 male orphans of age group 10-12 years were discharged between July 1982 and February 1988 on the basis of the instructions of the DSW; of which, only 18 were admitted in Voluntary Institutions for further maintenance. The remaining 341 male orphan boys, who were already in the Orphanages, were thus turned out and denied this Social Welfare amenity.

(5) The expenditure of Rs.36 per child per month towards feeding charges, ordered in August 1980, was increased to Rs.60 by Government from

September 1984, while the scale of diet to the inmates was prescribed by the DSW later in October 1984. It was noticed in Audit that rice, dhall and oil were not issued to the children to the prescribed extent and shortfall during 1985-86 to 1987-88, ranged from 6 to 61 per cent in 27 out of 36 months in respect of rice in one Orphanage and 5 to 76 per cent in 164, and 5 to 88 per cent in 155 out of 216 months, respectively, in respect of oil and dhall in 6 Orphanages.

The District Social Welfare Officers stated (May - July 1988) that the ingredients could not be issued to the prescribed extent as the expenditure on feeding had to be limited to Rs.60 per child per month. The reasons for fixing the lower limit of Rs.60 per child per month in Government Orphanages against Rs.100 per month per child paid as grant to the Voluntary Institutions were not available.

(6) Government issued orders in March 1986 directing the Tamil Nadu Civil Supplies Corporation to supply the commodities for feeding in the Orphanages at concessional rates and also on credit based on indents placed by DSWOs. However, oil was purchased by DSWOs from the open market at higher rates, leading to extra expenditure of Rs.0.74 lakh in 8 Orphanages during 1986-87 and 1987-88.

(7) One post of part-time medical officer was sanctioned to each orphanage. The medical officer was to visit the orphanage atleast 5 times a month for providing health check up to the inmates. However, in 18 out of 22 orphanages, the posts of part-time medical officers were vacant

for periods ranging from 10 to 100 months leading to poor medical attention.

The matter was reported to Government in November 1988; their reply has not been received (May 1989).

CHAPTER II

HOME DEPARTMENT

2.1. Upgradation of Standards of Administration in Jails recommended by the Seventh Finance Commission

2.1.1. Introduction

The Seventh Finance Commission considered that the standard of administration in Jails in Tamil Nadu was backward in comparison with some advanced States and recommended grant-in-aid to the State for upgrading the standard of Jail administration under Article 275 of the Constitution. It recommended provisions for incurring a minimum expenditure on direct expenditure on prisoners, improvements in the existing Jails in respect of water supply, sanitary facilities, electrification, etc., and additions to overall Jail capacity. These recommendations were accepted by Government of India.

The Seventh Finance Commission also considered that 'a strong political and administrative awareness and will, and sustained efforts, are essential to carry out improvements within a defined period'.

The grants were to be regulated in accordance with the plans of action submitted by the State Government and approved by Government of India. An initial on-account grant was to be released by Government of India in the first year and subsequent releases were linked to performance and progress in expenditure reported by the State Government. The expenditure certified by the Accountant General was also to be taken into account while

making releases of grants. The grants recommended were for the 5 years 1979-84 and any shortfall in actual expenditure in a year remained available for utilisation in the subsequent years till March, 1984. The ceiling for direct expenditure on prisoners on Revenue Account was Rs.631 lakhs. On Capital Account, a ceiling of Rs.862 lakhs for constructing additional Jail capacity for 4,445 prisoners (Rs.712 lakhs) and provision of amenities (water supply, latrines, fan ventilation, etc.) for prisoners in the existing jails (Rs.150 lakhs) was laid down.

2.1.2. Organisational set up

In Tamil Nadu, the Scheme was implemented by the Inspector General of Prisons (IGP) through the Superintendents of Government Central Prisons, Chief Engineer (Buildings) (CEB), Public Works Department (PWD) and Tamil Nadu Water Supply and Drainage Board (TWAD) under the overall control of Government in the Home Department.

2.1.3. Audit coverage

The records relating to implementation of the Scheme were test checked in Audit during April - June 1988 in Secretariat Home Department and Offices of the IGP, CEB, all Central Prisons, State Prison for Women, Vellore, Borstal School, Pudukottai, 7 out of 42 Public Works Divisions and 3 out of 5 divisions of TWAD. The points noticed are mentioned in the succeeding paragraphs.

2.1.4. Highlights

- The projects on Revenue Account for increasing the levels of direct expenditure on prisoners were implemented only during 1981-82 to 1983-84 and the expenditure incurred on them was only Rs.327.26 lakhs out of Rs.675.38 lakhs of Central assistance actually received (paragraph 2.1.6).

- Against the target of 12,960, only 1,532 prisoners were given training in simple trades (paragraph 2.1.10).

- The financial norms laid down by the Commission for upgradation of Jail administration were exceeded except in the case of the component for medicines, bedding, etc. (paragraph 2.1.11).

- Against Rs.862 lakhs of Capital Assistance recommended and the actual Central assistance of Rs.817.62 lakhs received, the expenditure as shown in the accounts was Rs.808.86 lakhs. Rupees 192.85 lakhs were irregularly drawn and deposited with Tamil Nadu State Construction Corporation not concerned with the execution of works with a view to avoiding lapse of Central assistance and grant. Later on the money was got back (paragraph 2.1.12).

- Out of Rs.171.17 lakhs shown as expenditure and deposited with Tamil Nadu Water Supply and Drainage Board for water supply works, Rs.165.72 lakhs remained unspent as at the end of March 1985 (paragraph 2.1.13).

- Due to delay in completion of water supply works, expenditure of Rs.2.45 lakhs was incurred on water supply through lorries to Central Prison, Tiruchy (paragraph 2.1.14).

- There were cases of unfruitful expenditure (Rs.75.56 lakhs), dropping of works for which Rs.56.74 lakhs were sanctioned without any alternatives and delays in handing over completed works (paragraph 2.1.15).

- The additional jail capacity created was for 4,142 prisoners against the target of 4,453. However, the daily average prison population declined from 17,643 in 1979-80 to 12,349 in 1983-84, against 25,552 with a total jail capacity of 15,555 in 1976-77 in the State based on which the additional capacity to be created was set by the Seventh Finance Commission (paragraph 2.1.16).

- The modern jail at Pozhal is yet to become operational even 7 years after sanction with an outlay of Rs.236.12 lakhs to end of March 1988 (paragraph 2.1.17).

2.1.5. Plan of action

Plan of action for implementing the Scheme in tune with the annual allocations recommended by the Finance Commission was to be sent to Central Government before the end of April 1979. It was first proposed by the State Government in September 1979, revised in February 1980 and further modified in November 1981. The Plan of action as a whole was not approved by Government of India, but

administrative approvals were communicated from time to time for the outlays approved for each project. Outlays so approved totalled Rs.1493 lakhs (Revenue : Rs.675.38 lakhs; Capital : Rs.817.62 lakhs).

Grants for assistance were available for utilisation till March 1984 only. However, Government of India granted extension of one year upto end of March 1985 for utilisation of assistance on ongoing schemes under Capital Account.

PROJECTS UNDER REVENUE ASSISTANCE

2.1.6. Expenditure on Revenue Account

The projects on Revenue Account for increasing the levels of direct expenditure on prisoners were implemented only during 1981-82 to 1983-84 and the expenditure incurred on them was only Rs.327.26 lakhs out of Rs.675.38 lakhs of Central assistance actually received as indicated below:-

Year	Allocation		Outlays adminis- tratively approved by Central Government	Central assis- tance received	Expen- diture
	By the Commi- ssion	Proposed by State Government			
(1)	(2)	(3)	(4)	(5)	(6)
			(in lakhs of rupees)		
1979-80	114.00	8.00	..	..	..
1980-81	120.00	32.00	40.00	40.00	..
1981-82	126.00	135.81	92.00	92.00	7.98

(1)	(2)	(3)	(4)	(5)	(6)
			(in lakhs of rupees)		
1982-83	132.00	204.61	140.00	140.00	96.44
1983-84	139.00	250.58	403.38*	403.38*	222.84
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
Total	631.00	631.00	675.38	675.38	327.26
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* The administrative approval and release of Central assistance were ex post facto in 1985-86 after the expiry of the period of utilisation of assistance recommended by the Finance Commission.

Central Government approved diversion of Rs.44.38 lakhs out of Rs.862 lakhs from Capital to Revenue Account, which was in deviation of the recommendations of the Seventh Finance Commission and of the Plan of action proposed earlier by the State Government.

The project-wise details are given below :-

Serial number	Name of Project	Adminis- trative approval <u>accorded in</u> Month and year	Central assis- tance <u>received</u> Amount (in lakhs of rupees)	Month and year of sanction by State Government	Expendi- ture (in lakhs of rupees)
(1)	(2)	(3)	(4)	(5)	(6)
1.	Extension of nutritious diet for Prisoners and Warders	June 1980 September 1982 and February 1985	465.38	September 1982	235.26

(1)	(2)	(3)	(4)	(5)	(6)
2.	Provision of additional bedding and vessels to prisoners	June 1980 and September 1982	13.00	February 1980	1.39
3.	Establishment charges for custodial staff including monitoring and accounting cells, etc.	June 1981	52.00	1983-84	*
4.	Taking over of Sub Jails from Revenue Department by Prison Department	June 1981 and September 1982	96.00	August 1981 and March 1983 September 1983	82.20
5.	Extension of Wage earning scheme, Training in simple trades and Canteen facilities to the prisoners	June 1981 and September 1982	49.00	July 1982	8.41
<u>Total</u>					<u>327.26</u>

- * Not utilised as there was substantial decrease in prison population and anticipated additional jail capacity had not been created.

2.1.7. Extension of nutritious diet for Prisoners and Warders

The Scheme, approved by Government in February 1980, could not be implemented till October 1982, as Government Orders approving the scales of diet proposed by the IGP in April 1980 were issued only in September 1982. It was implemented only from October 1982 and expenditure of Rs.235.26 lakhs was incurred on it to end of March 1984. Against the minimum norm of Rs.3 towards diet charges per day per prisoner, adopted for assistance by the Finance Commission, the rate in different jails varied widely. Those in the Sub Jails under Superintendent, Central Prison, Coimbatore were much higher than those in other jails. The rate was as low as Rs.2.49 in Special Prison for Women, Vellore during 1985-86. More details are given in Appendix VI.

2.1.8. Provision of additional bedding and vessels to prisoners

The expenditure per day per prisoner towards medicines, clothing and bedding, vessels, etc. fell short of the minimum of Re.1.00 recommended by the Finance Commission in most of the prisons during the years 1979-80 to 1985-86 as indicated in Appendix VII.

2.1.9. Taking over of Sub Jails from Revenue Department

The norms prescribed by the Seventh Finance Commission for assessing the Central assistance towards prison overheads stipulate exclusion

of the cost of direction and administration by Headquarters office. However, Rs.1.19 lakhs being the cost of staff employed from October 1981 to March 1984 in the Office of the Inspector General of Prisons was included in the expenditure, based on which Central assistance had been released.

Expenditure of Rs.9.76 lakhs on Warders Grade II of Sub Jails utilised for guarding Sub Treasuries (previously attended to by the Police Department) was covered by Central assistance, although they are not connected with upgradation of standards of Jail administration.

2.1.10. Extension of Wage earning scheme, Training in simple trades and Canteen facilities to prisoners

Against the target of 12,960 prisoners to be trained in 9 Central Prisons during the years 1983-86, only 1,532 prisoners were given training in simple trades at a cost of Rs.1.66 lakhs. The shortfall in achievement was attributed to delay in appointment of Craft Instructors and purchase of raw materials, transfer of prisoners convicted for over 3 months to other prisons and the training scheme not being popular among prisoners.

2.1.11. Attainment of levels of standards of Administration

The Seventh Finance Commission recommended grants under Article 275 of the Constitution for upgrading the standards of Administration for increasing the direct expenditure on prisoners to

an overall minimum of Rs.6 per day per prisoner by increasing the cost, per day per prisoner, of (i) diet to Rs.3 from Rs.1.90, (ii) medicines, clothing, etc., to Re.1.00 from Re.0.18 and (iii) prison overheads to Rs.2.00 from Rs.1.50. The overall direct expenditure and expenditure on components other than medicines and bedding have actually gone above the norms set by the Commission. However, the component relating to medicines, bedding, etc. has risen only to Re.0.61 per prisoner per day against the norm of Re.1 set by the Commission. Year-wise details are given below :-

Year	Daily average population	Cost per day per prisoner						Overall direct expenditure per day per prisoner	
		Diet		Medicines, bedding, etc.		Prison overheads		Norm as per Finance Commission	Actual per Finance Commission
		Norm as per Finance Commission	Actual	Norm as per Finance Commission	Actual	Norm as per Finance Commission	Actual		
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.		
1979-80	17,643	3.00	3.74	1.00	0.14	2.00	2.25	6.00	6.13
1980-81	16,516	3.00	3.51	1.00	0.17	2.00	2.66	6.00	6.35
1981-82	16,351	3.00	3.91	1.00	0.17	2.00	3.08	6.00	7.14
1982-83	13,318	3.00	4.51	1.00	0.56	2.00	3.97	6.00	9.03
1983-84	12,349	3.00	4.69	1.00	0.61	2.00	5.48	6.00	10.78

PROJECTS UNDER CAPITAL ASSISTANCE

2.1.12. Expenditure on Capital Account

Against Capital Assistance of Rs.862 lakhs recommended by the Commission, assistance received was only Rs.817.62 lakhs and out of an expenditure of Rs.808.86 lakhs shown in the accounts, only Rs.366.77 lakhs were actually spent on works by the end of March 1985 as elaborated below, despite extension of time by one year.

Year	<u>Allocation by</u>		Outlays approved by Government of India	Central assistance received	Expen- diture
	Finance	State			
	Commi- ssion	Govern- ment (Novem- ber 1981)			
(in lakhs of rupees)					
1979-80	301.00	300.38	Nil	Nil	Nil
1980-81	253.00	252.48	300.00	300.00	16.79
1981-82	119.00	118.82	118.82	118.82	133.28
1982-83	111.00	111.72	111.72	111.72	33.57
1983-84	78.00	78.34	Nil	Nil	390.76
1984-85	Nil	Nil	287.08*	287.08*	234.46
Total	862.00	861.74	817.62	817.62	808.86

* Rupees 181.58 lakhs were administratively approved ex post facto and released in 1985-86.

The State Government informed Government of India in September 1979 that the detailed plans and estimates for all the schemes for construction of additional jail buildings and provision of amenities like water supply, sanitary facilities, hospitals, etc. had already been prepared and construction work could be taken up immediately when funds were sanctioned by GOI. However, expenditure sanctions were actually accorded by the State Government only between February 1980 and March 1984 for execution of capital works and the works were commenced between December 1980 and February 1985. This delay led to non-utilisation of Central assistance of Rs.8.76 lakhs by March 1985, even according to the expenditure shown in accounts. Project-wise details are as below :-

Serial number	Nature of Project	Administrative approval by GOI		Central assistance received	Expenditure
		Month and year	Amount		
(1)	(2)	(3)	(4)	(5)	(6)
			(in lakhs of rupees)		
1.	Construction of new buildings, expansion of existing buildings	June 1980 February 1981	<u>270.00</u>	270.00	
2.	Amenities in Jails	June 1980 February 1981 September 1982	30.00 <u>20.00</u>	 50.00	

(1)	(2)	(3)	(4)	5)	(6)
			(in lakhs of rupees)		
3.	Creation of additional Jail capacity	February 1982 September 1982	99.82 <u>91.72</u>	191.54	808.86*
4.	Improvement of amenities in existing Jails	February 1982	<u>19.00</u>	19.00	
5.	Continuing Schemes	February 1985 September 1985	105.50 <u>181.58</u>	287.08	
	Total			<u>817.62</u>	<u>808.86*</u>

* Project-wise break-up not available

The expenditure to end of March 1985 consisted of the following items :-

	Actual outlay on works	Other debts	Total
	(1)	(2)	(3)
	(in lakhs of rupees)		
Deposit with TWAD	..	165.72	165.72
Deposit with TNSCC	..	164.85	164.85

	(1)	(2)	(3)
	(in lakhs of rupees)		
Expenditure on Prison Complex, Pozhal	133.10	44.97*	178.07
Expenditure on other Jail Works	233.67	64.67 ^c	298.34
Expenditure mis-classified under the Scheme	..	1.88	1.88
	<hr/>	<hr/>	<hr/>
Total	366.77	442.09	808.86
	<hr/>	<hr/>	<hr/>

(in lakhs of rupees)

* Advance Payments	18.91
Value of materials not utilised	<u>26.06</u>
	<u>44.97</u>
	<u>6</u>
^c Advance Payments	45.65
Value of materials not utilised	<u>19.02</u>
	<u>64.67</u>

A total amount of Rs.192.85 lakhs drawn irregularly in March 1984 (Rs.72.85 lakhs) and March 1985 (Rs.120 lakhs) was shown as expenditure, but was only deposited by the Chief Engineer, Buildings (CEB) with Tamil Nadu State Construction Corporation Limited (TNSCC) which is not concerned with the execution of any Government works. The entire amount was got back from TNSCC during 1984-85 (Rs.28.00 lakhs), 1985-86 (Rs.44.85 lakhs) and 1986-87 (Rs.120 lakhs) and it was not at all utilised for any works under upgradation scheme. The Inspector General of Prisons, Tamil Nadu stated (September 1988) that the deposits with TNSCC were made based on Government decision so as to avoid lapse of grants.

The expenditure included advance payments and value of unutilised materials totalling Rs.109.64 lakhs, outstanding under 'suspense' in the accounts of works by 31st March 1985 in 7 Public Works Divisions test checked, as detailed in Appendix VIII. They are not final expenditure and confirm non-utilisation of Central assistance.

2.1.13. Water Supply and Drainage Works

Out of the total deposits of Rs.171.17 lakhs placed with TWAD, only Rs.5.45 lakhs were spent on water supply and drainage works executed in Jails concerned upto the end of March 1985, as detailed below, leaving Rs.165.72 lakhs unutilised.

Serial number	Name of work	<u>Deposit with TWAD</u>		Expendi- ture upto 31st March 1985
		Month and year	Amount	
(1)	(2)	(3)	(4)	(5)
			(in lakhs of rupees)	
1.	Water supply, drainage works in new Central Prison at Pozhal near Madras	August 1983 March 1984	10.00 <u>44.61</u> <u>54.61</u>	 5.27
2.	Water supply work in Central Prison, Tiruchy	March 1984	80.00	..

(1)	(2)	(3)	(4)	(5)
			(in lakhs of rupees)	
3.	Water Supply to Central Prison, Vellore	March 1984 (Work was started in July 1985 only)	30.00	..
4.	Central Prison, Coimbatore (Siruvani Water Supply Scheme)	March 1984	6.35	..
5.	Sinking of borewell and erection of hand pump at Sub Jail, Nanguneri	March 1984 (Work completed; be refunded)	0.21	0.18
Total			171.17	5.45

2.1.14. Avoidable expenditure on Water Supply

Water supply works for the Central Prison, Tiruchy, ordered by Government in April 1983 to be executed by TWAD, have not yet been taken up (June 1988), despite deposit of Rs.80 lakhs with the Board in March 1984. Consequently, Prison Department has been incurring expenditure on supply of water through lorries and such expenditure incurred from 1984-85 to 1987-88 was Rs.2.45 lakhs, bulk of which could have been avoided if only the works had been completed in time by the Board.

The IGP stated (September 1988) that a combined water supply scheme covering other

places also in addition to the Prison had since been taken up by TWAD and the works were in progress.

2.1.15. Progress in completion of works

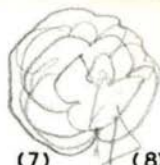
Out of 281 works (other than that entrusted to TWAD) sanctioned at a total estimated cost of Rs.863.51 lakhs between February 1980 and March 1984, 235 works had been completed (expenditure : Rs.521.24 lakhs), 19 works (expenditure : Rs.87.29 lakhs) were in progress; the rest were not taken up or not considered necessary and dropped. Dates of commencement for a large number of works and those of completion of all the completed works, were not made available. Available details are as below :-

Date of sanction	Number of works sanctioned		Works completed		Works in progress		As at the end of
	Total	Estimated cost	Number	Expenditure	Number	Expenditure	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)

A. Works other than those relating to the Central Prison on modern lines at Pozhal near Madras

(cost and expenditure in lakhs of rupees)

22.02.1980	68	292.63	63	210.97	..	..	September 1987
06.04.1983	87	70.27	85	60.30	1	1.08	February 1988
09.04.1983	71	144.74	56	101.20	1	2.12	December 1987



(1) (2) (3) (4) (5) (6) (7) (8)

B. Works relating to Central Prison on modern lines at Pozhal

(cost and expenditure in lakhs of rupees)

23.07.1981	8	78.00	5	21.23	3	53.50	January 1988
09.04.1983	26	233.02	21	115.20	5	10.10	January 1988
23.03.1984	21	44.85	5	12.34	9	20.49	January 1988
	—	—	—	—	—	—	
Total	281	863.51	235	521.24	19	87.29	

22.85 ✓
164.85 ✓
3.29 ✓
25099

The improvements, for which grants had been recommended by the Finance Commission, should have been carried out with sustained efforts within the defined period of 5 years 1979-84. The absence of sustained efforts and the consequent delay in completion of works even by 1988 (more than 3 years after the end of the defined period) is elaborated below :-

(i) Expenditure of Rs.75.56 lakhs incurred on 10 works remained unfruitful, due to delay in completion of overhead tanks (Rs.3.83 lakhs), non-provision of service connection for electricity (Rs.9.73 lakhs), pavement and drains (Rs.7.15 lakhs) and iron grills (Rs.11.90 lakhs) and non-completion of compound wall (Rs.40.63 lakhs).

(ii) Certain works sanctioned at a total cost of Rs.56.74 lakhs for 4 Central Prisons and one Sub Jail had been dropped without fixing alternative sites or agencies for execution.

(iii) In 15 PW Divisions, only 137 works, out of 213 taken up, were completed by the extended cut-off date, viz. 31st March 1985. Out of 132 works completed in 7 Divisions, 40 were not handed over and 51 works were handed over after delays ranging from 1 to 42 months.

2.1.16. Shortfall in creation of additional Jail capacity

Additional jail capacity for 4,445 prisoners was to be created by the end of March 1985 with the Central assistance. In its Plan of action the State Government proposed in July 1979 creation of an additional jail capacity of 4,453, (2,227 by construction of new buildings and 2,226 by expansion in the existing jail buildings), against 4,445 set by the Seventh Finance Commission with reference to the daily average prison population of 25,552 and total jail capacity of 15,555 in 1976-77 in the State. This was later revised in 1983 to 4,186 but, the additional capacity actually created even upto June 1988 was only 4,142 including 360 in Central Prison, Pozhal, which is yet to be made available to the Prison Department. The creation of additional capacity found justified by the Finance Commission in 1978 was no longer essential when the daily average prison population in the State declined to 17,643 in 1979-80 and further declined steadily year after year to 12,349 in 1983-84.

2.1.17. New Prison at Pozhal

According to the Plan of action proposed to the Central Government in 1979, the Prison at Pozhal (Red Hills near Madras) was to be constructed

on modern lines for a jail capacity of 360 only with a monetary provision of Rs.90 lakhs for the 5 year period 1979-84. In July 1981, Government decided to shift the existing Central Prison, Madras from its present location and construct a new modern prison at Pozhal (near Red Hills) in the land already acquired for the purpose, in accordance with the type design suggested by the Prison Reforms Commission constituted by Government during 1978. The project was sanctioned in two phases at a total cost of Rs.265.86 lakhs; expenditure of Rs.178.07 lakhs to end of March 1985 was met out of assistance available under the Scheme of Upgradation of Standards of administration. A total outlay of Rs.236.12 lakhs had been incurred on it to end of March 1988 as indicated below :-

<u>Sanctions accorded</u>			
	<u>Month and year</u> of sanction	<u>Amount</u> (in lakhs of rupees)	<u>Expenditure</u>
Phase I	July 1981	78.00	72.00
Phase II	April 1983	143.01	123.11
Amenities	March 1984	44.85	41.01
Total		<u>265.86</u>	<u>236.12</u>

The expenditure of Rs.178.07 lakhs incurred to end of 1984-85 under the Scheme of upgradation included advance payments and value of unutilised materials on 31st March 1985 totalling Rs.44.97 lakhs.

Proposals for the third phase, for making the new prison complex functional by providing Industrial and Carpentry Workshops, staff quarters and other amenities, school, Auditorium; Dispensary, Kitchen, observation ward and external electrification had not yet been approved by Government.

The assets created in the two phases of the prison work have not yet been handed over to the Prison Department to make the prison operational even after 7 years since sanction and an expenditure of Rs.236.12 lakhs. The works still to be completed or to be taken up are as below :-

(i) Civil works for providing ejector for gallows, avenue trees and internal and external roads, commenced between July 1985 and February 1988, on which Rs.2.21 lakhs had been spent to end of March 1988, remain incomplete.

(ii) Thirty electrical works, technically sanctioned at a total cost of Rs.17.79 lakhs and commenced between October 1984 and February 1987, on which Rs.12.46 lakhs had been spent to end of 1987-88, could not be completed and handed over to Prison Department, as fittings could not be fixed for lack of safety and power connection had not been given by Tamil Nadu Electricity Board (May 1988).

(iii) The water supply and drainage schemes were to be executed by TWAD for which Rs.54.61 lakhs had been deposited with it. Water Supply Scheme sanctioned in September 1982 and Drainage Scheme commenced in March 1985 are in progress (December 1988). Expenditure incurred to end of

November 1988 was Rs.26.21 lakhs, of which only Rs.5.27 lakhs were spent to end of 1984-85. Even at the end of November 1988, the expenditure was only Rs.26.21 lakhs.

(iv) Works for providing lawns and gardens (both residential and non-residential areas), storm water drains for internal road and compound wall in the front and southern sides had not yet been taken up (May 1988).

Construction of building for 'B' Class Civil Debtors Prisoners within the Prison Complex was completed in March 1985 at a cost of Rs.0.77 lakh to end of March 1988. In April 1988, it was noticed that the basement of the building was one third of a metre below the level of road and adjacent ground causing rain water to flow and stagnate within the cells and leaving clear water mark on the walls above the floor level. The cells could not be used during monsoon season and proposals are being formulated to raise the floor level and make the building fit for occupation at all times.

The CEB and IGP stated in September 1988 that the concerned agencies were expediting action to enable the existing Central Prison, Madras to be shifted to Pozhal within 6 months.

The matter was reported to Government in September 1988; their reply has not been received (May 1989).

CHAPTER III

PLANNING AND DEVELOPMENT DEPARTMENT

3.1. Hill Area Development Programme

3.1.1. Introduction

In August 1975, Government of India (GOI) approved Hill Area Development Programme (HADP) as a Centrally sponsored scheme for the integrated development of the Nilgiris District during the Fifth Plan period (1975-80). The Programme, implemented by Government, was continued in the Sixth and Seventh Plans also, with the approval of GOI. While beneficiary oriented schemes were implemented during the Fifth Plan, the emphasis during the Sixth Plan was on eco-development and eco-preservation. Several schemes in various sectors such as dairy development, horticulture, roads, forests, co-operation, health, animal husbandry, tourism and industries were implemented under the Programme. The schemes under dairy development were implemented by the Tamil Nadu Dairy Development Corporation (TNDDC) till January 1981 and thereafter by the Nilgiris District Co-operative Milk Producers' Union (NDCMPU), those under tourism by the Tamil Nadu Tourism Development Corporation Limited (TNTDC) and those for provision of drinking water supply by the Tamil Nadu Water Supply and Drainage (TWAD) Board. The schemes under other sectors were implemented by the respective departments of Government. The Collector of the District, assisted by a Project Officer (from September 1986), co-ordinated the Programme.

3.1.2. Funding

To supplement the activities of the State Government under the State Plan in the overall development of the Nilgiris District, GOI is releasing Special Central Assistance for specific schemes approved by the Planning Commission, half as grant and half as loan upto 1980-81 and 90 per cent grant and 10 per cent loan from 1981-82. Government, after making necessary provision in the Budget, releases funds to NDCMPU, TNTDC and TWAD Board for schemes implemented by them while the departmental officers draw funds directly from the Treasury against the Budget provision.

3.1.3. Audit coverage

Mention was made in paragraph 3.2 of the Report of the Comptroller and Auditor General of India for the year 1981-82 of the points noticed during the review of the Programme, conducted between March and June 1982. A further review of the implementation of the Programme was conducted during January - May 1987 and March - April 1988 in the Planning and Development Department of the Secretariat and Offices of the Commissioner of Milk Production, Director of Animal Husbandry, Director of Fisheries, the Collector of the District and 23 implementing agencies.

3.1.4. Highlights

- The Central assistance of Rs.4386.29 lakhs was shown as fully utilised on the basis of related expenditure of Rs.4465.81 lakhs. However, the

expenditure included Rs.253.97 lakhs drawn and kept irregularly in custody with the District Rural Development Agency, Nilgiris. Excluding this amount, the Central assistance utilised was only Rs.4211.84 lakhs (paragraphs 3.1.5 and 3.1.6).

- Due to low growth rate of population of milch animals and less production of milk, a new dairy established at a cost of Rs.253.48 lakhs was working to 29 to 53 per cent of its capacity as against the break-even capacity of 60 per cent.

- Rupees 6 lakhs paid to NDCMPU for distribution to 20 Milk Producers' Co-operative Societies for construction of buildings remained unutilised for over 3 years due to delay in acquisition of land by the Societies and unwillingness on their part to avail the assistance.

- The progress on the fodder farm at Bokkapuram, on which Rs.10.33 lakhs were spent upto March 1988, was poor. Only 28 out of 61 hectares allotted for the farm were brought under cultivation; the yield of green fodder was low ranging from 16 to 32 tonnes per hectare as against the expected yield of 74 tonnes (paragraph 3.1.7).

- Establishment of a Plywood and Veneer Industrial Co-operative Society without assessing its capacity to provide adequate funds and availability of raw materials resulted in an unproductive share capital investment of Rs.5 lakhs in it (paragraph 3.1.8).

- Rupees 2.15 lakhs spent on Fisheries Sector proved infructuous (paragraph 3.1.9).

- Three godowns constructed at a cost of Rs.1.29 lakhs in July 1981 for storing sheared wool were not utilised for the intended purpose (paragraph 3.1.10).

- The Government Dispensary at Sholurmattam upgraded at a cost of Rs.12.20 lakhs in October 1985 was yet to provide the intended in-patient facilities for want of the required staff and equipment (paragraph 3.1.13).

- Rupees 4 lakhs paid to TNTDC in February 1985 for construction of a youth hostel remained unutilised with it for over 3 years due to delay in selection of suitable site (paragraph 3.1.14).

- Failure of the Department to initiate timely action for acquisition of land for improving the road from Kuriamalai to Bear Hills resulted in an extra expenditure of Rs.1.96 lakhs (paragraph 3.1.15).

- There were serious irregularities including practically infructuous expenditure of Rs.147.74 lakhs, extra expenditure of Rs.2.63 lakhs and Rs.81.52 lakhs in a water supply work entrusted to Tamil Nadu Water Supply and Drainage Board.

- Failure to get the pressure test conducted before commissioning the clear water main resulted in extra expenditure of Rs.1.06 lakhs towards replacement of burst pipes, testing and patrolling, etc. (paragraph 3.1.16).

3.1.5. Outlay and Expenditure

During the 8 years 1980-88, a total expenditure of Rs.2529.77 lakhs from State Plan and Rs.4465.81 lakhs were spent on development of the Nilgiris District, fully utilising the Central assistance of Rs.4386.29 lakhs. However, the expenditure was less than approved outlays in State Plan and for Central assistance as detailed below :-

Year	Outlay approved by GOI		Central assistance received	Expenditure incurred by the	
	State Plan	Special Central Assistance		State Government	
				State Plan	Special Central Assis- tance
(in lakhs of rupees)					
1980-85	1682.92	2438.42	2242.00	1600.44	2273.24
1985-86	278.30	673.00	624.29	276.66	650.84
1986-87	378.65	730.00	730.00	367.16	751.61
1987-88	293.34	790.77	790.00	285.51	790.12
Total	2633.21	4632.19	4386.29	2529.77	4465.81

3.1.6. Irregular deposits with DRDA

The Collector, as the co-ordinating authority, was to place the funds sanctioned by Government for the Programme at the disposal of the various implementing units for drawal and disbursement, whenever necessary. However, large amounts of Special Central Assistance not required for

immediate disbursement, as also amounts remaining unutilised at the end of the financial year, were drawn by the Collector showing utilisation in accounts but were remitted to the District Rural Development Agency (DRDA), Nilgiris, though it was not an implementing agency. Such amounts were kept in its bank account outside Government accounts and were transferred back to the implementing units as and when required for disbursement. Out of a total of Rs.635.06 lakhs transferred to the DRDA during the years 1983-84 to 1987-88, Rs.253.97 lakhs still remained at the end of March 1988 in its irregular custody as indicated below :-

Year	Amount transferred to DRDA	Amount received back for disbursement	Cumulative balance with DRDA at the end of the year
(in lakhs of rupees)			
1983-84	34.58	Nil	34.58
1984-85	64.33	22.33	76.58
1985-86	121.09	28.34	169.33
1986-87	163.45	205.86	126.92
1987-88	251.61	124.56	253.97
Total	<u>635.06</u>	<u>381.09</u>	

If the amount of Rs.253.97 lakhs lying with the DRDA is deducted from the Special Central Assistance shown as spent, the correct figure of utilisation of such assistance was only Rs.4211.84 lakhs which is lower than the receipt of Rs.4386.29 lakhs.

3.1.7. Dairy Development schemes

With the object of increasing milk production and augmenting the income of the milk producers, various dairy development schemes were undertaken in the District by TNDDC/NDCMPU to which assistance of Rs.422.89 lakhs was provided by Government in the years 1975-76 to 1987-88, half as share capital and half as loan. The deficiencies in implementing these schemes are indicated below :-

(i) Cost overrun on New Dairy Complex .- The daily average procurement of milk in the Nilgiris District, which was 18,372 litres in 1980-81, was expected to reach 45,000 - 50,000 litres per day by 1985-86 as a result of the developmental schemes. As the capacity of the existing dairy complex at Udthagamandalam was only 27,000 litres per day, establishment of a modern dairy complex with a capacity of 50,000 litres a day was sanctioned by Government in March 1981 at a cost of Rs.200 lakhs, to be financed from HADP funds and funds provided by National Dairy Development Board under Operation Flood Programme. A cheese plant of 2 tonnes capacity (cost Rs.20 lakhs) sanctioned under HADP by Government in 1979-80, was also to form part of the New Dairy Complex. The Project was completed and went into commercial operation from January 1986 after incurring an expenditure of Rs.329.59 lakhs, exceeding by more than 60 per cent the original cost estimate of Rs.200 lakhs. HADP funds utilised on the Complex amounted to Rs.158.40 lakhs.

(ii) Poor performance of the dairy plant.- The New Dairy built at a cost of Rs.253.48 lakhs which commenced operation in January 1986

was working only to 29 to 53 per cent of its capacity, as against the break-even capacity of 60 per cent, as shown below :-

Year	Season	Period	Quantity of milk handled per day (in litres)	Percentage of capacity utilisation
1986	Lean	January - May	20,808	42
1986	Flush	June - December	26,336	53
1987	Lean	January - May	14,284	29
1987	Flush	June - December	23,865	48
1988	Lean	January - March	21,794	44

The under utilisation of capacity was attributed to low growth rate of milch animal population under the co-operative ambit and unattractive procurement price offered by the co-operative societies. A new price formula beneficial to the members, had been adopted since March 1988, for increasing procurement of milk.

(iii) Poor utilisation of assistance for construction of buildings.- To enable 35 Milk Producers' Co-operative Societies to construct their own buildings for collection and testing of milk under hygienic conditions, Government sanctioned, out of HADP funds, Rs.10.50 lakhs to meet half the cost of construction. It was released by October 1984 to the NDCMPU for passing on half as share capital and balance as loan to the Societies. Although the assistance was released after ascertaining through a report from the Collector that all 35 Milk Producers' Co-operative Societies had acquired lands for putting up buildings, only 7 out of 21 Societies, for which

information could be collected by Audit, possessed lands by July 1984. Out of the Government assistance of Rs.10.50 lakhs, only Rs.4.50 lakhs could be paid upto March 1988 to 15 societies which had acquired lands. The NDCMPU stated in March 1988 that the Societies had not come forward to avail the assistance, as it was given only as share capital and loan and no portion of it was treated as subsidy. Thus, undisbursed assistance of Rs.6 lakhs was retained by the NDCMPU without refund to Government.

(iv) Poor progress in fodder development.- A total assistance of Rs.14 lakhs was given to NDCMPU during 1985-86 to 1987-88 for a project to set up a fodder farm at Bokkapuram. The Project contemplated reclamation of 81 hectares of land and provision of infrastructural facilities like electric fencing, wells, godowns, silo pits and trailer. However, expenditure out of the assistance upto March 1988 was only Rs.10.33 lakhs, leaving an unspent balance of Rs.3.67 lakhs. The physical progress was also poor. As against 81 hectares envisaged, 61 hectares were allotted by Government for the farm; of which, only 28 hectares were reclaimed upto March 1988. Work on infrastructural facilities was yet to be completed. Cultivation of green fodder, which commenced in February 1986, yielded only 16 and 32 tonnes per hectare in 1986-87 and 1987-88 respectively against the expected yield of 70 tonnes per hectare. The poor progress was attributed to arduous nature of jungle clearance and non-availability of contractors to do the work and the low yield to drought conditions.

3.1.8. Unproductive investment in a plywood factory

In February 1980, Government approved the setting up of a Plywood and Veneer Industrial Co-operative Society at an estimated cost of Rs.20.22 lakhs in Gudalur Taluk of the Nilgiris District to produce annually 3 lakh sets of tea chest panels to cater to the packaging need of 11 industrial co-operative tea factories and also to produce Rs.5 lakhs worth of splints and veneer for 16 small match producers' service industrial co-operative societies. Rupees 5 lakhs were released in 1980-81 (Rs.1 lakh) and 1981-82 (Rs.4 lakhs) to the Society as Government share capital participation. The construction of building, which commenced in February 1985, was completed in May 1987 at a cost of Rs.5.54 lakhs. However, the machinery had not yet been purchased as the Society could not get financial assistance from National Co-operative Development Corporation as anticipated and the proposal (June 1985) for sanction of further assistance from HADP funds was also not approved by Government. The Conservator of Forests, Udthagamandalam recommended in May 1986 that the opening of the factory might be deferred, as the required raw material was not available in the area. Final decision on utilisation of the building, constructed at a cost of Rs.5.54 lakhs, was still to be taken by the Department of Industries and Commerce (March 1988). Release of share capital assistance without assessment of the capacity of the Society to provide matching funds and ensure availability of raw materials resulted in an unproductive investment of Rs.5 lakhs.

3.1.9. Infructuous expenditure in Fisheries Sector

For producing about 3 lakh mirror-carp fingerlings by induced spawning method and rearing breeder fish for eventual stocking in the reservoirs in the Nilgiris District, Government sanctioned in October 1976 a sum of Rs.1.80 lakhs from HADP funds for the construction of 4 breeding ponds and 6 nurseries. The work was completed in September 1978 at a cost of Rs.1.72 lakhs and taken over by Fisheries Department in October 1978. But no fingerlings have been produced so far. The Assistant Director (Fisheries), Udhagamandalam, reported in March 1987 that due to climatic factors, the fish did not respond to pituitary hormone injection; the demand for mirror-carp seeds had reduced considerably due to natural breeding in the nearby reservoir; and as such there was no necessity to produce fingerlings by induced spawning method.

The merger of 3 earthen ponds with the mini-lake in the Wilson Fish Farm at Udhagamandalam for carrying out research on carp culture in upland waters was completed at a cost of Rs.0.43 lakh and handed over to Fisheries Department in February 1981. So far no fingerlings could be stocked and no research on carp culture could be taken up by the Department (January 1988), as the weeds in the ponds could not be eradicated.

Thus, a total expenditure of Rs.2.15 lakhs in Fisheries Sector has proved infructuous.

3.1.10. Unproductive expenditure on godowns for storing wool

In December 1979, Government sanctioned Rs.2.10 lakhs for the purchase of 4 electrical wool shearing machines and construction of 4 rat-proof godowns for shearing, storing, grading and marketing sheared wool collected from the sheep and distributed to 4 sheep breeding and cumby weaving co-operative societies which received 399 sheep units between 1975 and 1978. Of these only 3 godowns were constructed at a cost of Rs.1.29 lakhs in July 1981 and the fourth godown was not taken up, as it was considered superfluous. Even the 3 godowns completed were not used for storing wool for want of infra-structural facilities but were utilised as offices by the concerned societies. The shearing machines were also not purchased due to increase in their cost and problems in importing them. Government stated in January 1989 that the godowns could not be utilised, as the expected quantity of wool did not reach them since most of the members had disposed of their sheep. Thus, an expenditure of Rs.1.29 lakhs on these godowns did not achieve the intended purpose.

3.1.11. Delay in expansion of fruit preservation unit

In February 1981, Government sanctioned the expansion of fruit preservation unit at Coonoor at an estimated cost of Rs.6.10 lakhs with a view to increasing the annual capacity of production of fruit products from 5 tonnes to 25 tonnes. The civil works commenced in October 1985 were completed in June 1987 at a cost of Rs.5 lakhs.

Equipments, ordered in March 1983 and received till October 1984 costing Rs.1.76 lakhs, were installed in June 1987. However, the boiler supplied in November 1983 was not erected by the supplier as balance payment of Rs.0.35 lakh due to him was not made by the Department for want of financial sanction. More than 4 years later the boiler was erected departmentally in May 1988 by the Public Works and Agricultural Engineering Departments and the plant commissioned after a delay of over 7 years after sanction.

3.1.12.8 Failure of Scheme for development of paddy, tapioca and spices

A Scheme for establishment of a seed farm in an area of 30 hectares in Gudalur area of the District was sanctioned during the Fifth Plan to produce seeds of high yielding varieties of paddy, tapioca and spices through adoption of package of practices and distribute them to farmers. Though 81 hectares of forest land were assigned for the farm and 49 hectares were reclaimed, seed production was restricted to 2 hectares due to unsuitability of the soil. Production of paddy seeds declined from 6.9 tonnes in 1979-80 to 2.44 tonnes in 1983-84 and was discontinued from 1984-85. Thus, the farm on which Rs.31.95 lakhs were spent upto March 1984 failed to attain its objective and also led to poor utilisation of 49 hectares of deforested area. The Department attributed the decline to infestation of disease, which could not be controlled by plant protection measures on account of heavy rainfall and also to damages caused by wild animals and lack of demand for high yielding varieties of those

seeds from the farmers. It was stated that the farm has, since been expanded to 67 hectares by February 1988 for cultivation of tea, fruits, cardamom and pepper.

3.1.13. **Delay in provision of medical facility**

With a view to providing in-patient facilities to Sholurmattam and nearby villages, covering a population of about 40,000, Government sanctioned in October 1983 upgradation of the existing Government Dispensary into a 15 bedded hospital and construction of a hospital building and 8 staff quarters. The construction work, commenced in May 1984, was completed in August 1985 at a cost of Rs.12.20 lakhs and the hospital commenced functioning in the new premises from October 1985. However, no in-patient could be treated in the hospital, due to non-availability of required staff and equipment, which were still to be sanctioned by Government (March 1988). Of the 8 staff quarters constructed, 2 were vacant from October 1985, for want of sanction of staff. Thus, even after spending Rs.12.20 lakhs, the object of providing in-patient facilities was not achieved.

3.1.14. **Tourism**

For development of scenic spots in and around Udthagamandalam, against the outlay of Rs.76.82 lakhs approved during the Sixth Plan, assistance of Rs.61.64 lakhs was released by GOI. Of this, Rs.47.07 lakhs were paid to Tamil Nadu Tourism Development Corporation (a Government Company) for execution of 12 schemes. It executed

11 schemes utilising assistance of Rs.43.07 lakhs. The balance assistance of Rs.4 lakhs meant for construction of a youth hostel at Coonoor had remained unutilised for over 3 years.

3.1.15. Road Works

From August 1975 to March 1988, 97 road works were sanctioned under the Programme at a total cost of Rs.2033.23 lakhs for improving communication facilities in the Nilgiris District. Of these, as at the end of March 1988, 66 were completed, 14 were in progress and the rest either dropped or not started. Expenditure incurred on the works during 1980-81 to 1987-88 was Rs.1261.25 lakhs. Some of the deficiencies in execution of these works are as follows :-

(i) Extra expenditure due to delay in land acquisition.- The work of improvement to the road from Kuriamalai to Bear Hills sanctioned by Government in March 1980 and split up into 3 reaches, was awarded to a contractor on the basis of single tender received from him in September 1981. The contractor completed the work in the first 2 reaches; but after doing a part of earth work for Rs.0.37 lakh in the third reach, he stopped the work in October 1984, as patta land to be acquired for carrying out the remaining work was not handed over to him. The Department initiated proposal for acquisition only in September 1982, about a year after the award of work, and the land was handed over to the contractor in February 1985. Since the contractor demanded increased rates due to delay of over 3 years in handing over the site, his contract

was terminated in July 1985 and the remaining work got done through other contractors, at an extra cost of Rs.1.96 lakhs. Failure of the Department to initiate timely action for acquisition of land resulted in an extra expenditure of Rs.1.96 lakhs.

(ii) Improvements to Segur-Valaithottam Anai-katty Road.- The estimate for this work sanctioned in 1982 provided for improvement of the existing forest road as a single lane road with a width of 5.95 metres of formation and riding surface of 3.75 metres to serve the people in 3 villages and facilitate transportation of milk from Anaikatty Cattle Farm. However, 2 bridges on the road were constructed at km.1/370 and km.7/790 by April 1988 with a width of 7.5 metres, with two lanes while the roads on either side were half as wide. This led to extra expenditure of Rs.9.39 lakhs. The Highways and Rural Works Department stated in June 1988 that the bridges with two lanes were constructed taking into account the future traffic potential.

Further, the technical data on the soil condition of the road between km.7/0 and km.9/0 justified pavement thickness of only 15 cms. However, the pavement thickness provided in the estimate as well as in actual execution of the work was 30 cms., resulting in an extra expenditure of Rs.1.10 lakhs.

3.1.16. Drinking Water Supply

A scheme for augmenting the water supply to Udthagamandalam Town and providing water supply to 6 wayside villages at a cost of Rs.500 lakhs

was entrusted to TWAD Board for execution and Rs.150 lakhs were released as grant from HADP funds between March 1984 and March 1987 to meet part of the cost of the Scheme. The work was commenced in March 1985 and about 40 per cent of it was completed by the end of September 1988 incurring an expenditure of Rs.472.30 lakhs.

The following irregularities were noticed by Audit during review of the Scheme.

(i) The Board placed orders in January and February 1987 with 4 firms for 64 km. of HDPE pipes against rate contracts notified by the Director General of Supplies and Disposals (DGS&D). The DGS&D intimated in February 1987 that new rate contracts with lower prices had been entered into from January 1987; but the Board failed to enforce similar reduction in prices of pipes supplied between February and June 1987 though the supply orders contained provision for such reduction, resulting in an extra expenditure of Rs.2.63 lakhs. The pipes, supplied at a cost of Rs.45.57 lakhs, were also found to be substandard on testing.

(ii) The work of laying and jointing the HDPE pipes, including the supply of HDPE specials required for jointing the pipes was split into 231 parts and awarded to 7 firms between March 1987 and May 1987. Part payments amounting to Rs.102.27 lakhs out of the contract value of Rs.103.83 lakhs were made, within days of award of work, for HDPE specials needed for jointing HDPE pipes. Of the 231 contracts, such payment was made in 137 cases on the same day the contracts were signed and in

the rest of the cases, within 12 days of signing. These specials were also found substandard. Besides, the prices were exorbitant. The specials could have been obtained at a cost of Rs.20.75 lakhs only from the manufacturers as against Rs.102.27 lakhs paid to the 7 firms, leading to extra expenditure of Rs.81.52 lakhs. No security deposits were collected from the firms though specified in their contracts. Government stated in February 1989 that the matter was under investigation by Vigilance and Anti Corruption Department.

(iii) With both HDPE pipes and specials proving substandard, a part of the work (water supply to six wayside villages) was executed with galvanised iron pipes. Meanwhile, these supplies involving practically an infructuous expenditure of Rs.147.74 lakhs are being stored in a godown paying a rent of Rs.11,000 per month. The additional infructuous expenditure on godown rent was Rs.1.45 lakhs upto March 1988.

(iv) The work of laying the clear water main was entrusted to contractors between September 1986 and January 1987. The rates payable to the contractors were inclusive of the charges for testing the pipes to the required hydraulic pressure. However, due to urgency to meet the requirement of the tourist season, the Board commissioned the pipeline in April 1987 without testing. During pumping, 54 pipes burst and were replaced from Board's stock. On their repair and other tests, patrolling, etc., the Board spent Rs.1.22 lakhs as against only Rs.0.16 lakh payable to the contractors for testing. Thus, the failure to get the pressure test conducted before

commissioning the clear water main resulted in extra expenditure of Rs.1.06 lakhs.

3.2. Western Ghat Development Programme

3.2.1. Introduction

The Western Ghat Development Programme (WGDP) is a Centrally sponsored scheme implemented by the State Government from 1975-76, with the object of utilising the resources and improving the standard of economy of the people of the region. The emphasis during the Fifth Plan was on implementation of beneficiary-oriented schemes. From the Sixth Plan, an integrated strategy for development of hill areas based on sound principles of ecology and economics was adopted and pilot watersheds for integrated watershed management were taken up.

WGDP is being implemented in 28 taluks in 7 districts in Tamil Nadu, identified as falling in the Western Ghat region. The schemes under various sectors such as horticulture, animal husbandry, dairy development, soil conservation, forest, roads, cinchona, etc., are implemented by the respective departments of Government.

3.2.2. Funding

The Programme provided for full Central assistance to the State Government at 50 per cent grant and the balance as loan upto 1980-81 and at 90 per cent grant and 10 per cent loan thereafter. The outlay approved, Central assistance received

and expenditure incurred during the Sixth Plan and the first three years of the Seventh Plan were as follows :-

Year	Outlay approved	Central assistance received	Expenditure incurred
(in lakhs of rupees)			
<u>SIXTH PLAN</u>			
1980-81 to			
1984-85	1446.69	1385.06	1293.84
<u>SEVENTH PLAN</u>			
1985-86	411.03	372.51	317.72
1986-87	434.00	434.00	465.37
1987-88	475.00	471.00	459.90
Total	2766.72	2662.57	2536.83

3.2.3. Audit coverage

Mention was made of the points noticed in Audit in the implementation of the Programme in the Reports of the Comptroller and Auditor General of India for the years 1979-80 (paragraph 3.2), 1980-81 (paragraph 3.2), 1983-84 (paragraph 4.1) and 1985-86 (paragraph 6.10). Further points noticed in Audit during the review conducted in the Planning and Development Department of Secretariat, Offices of 4 Heads of Departments and the implementing units during December 1986 to June 1987 and December 1987 to May 1988 are mentioned in the following paragraphs.

3.2.4. Highlights

- Calf rearing schemes proved ineffective as out of 849 cross-bred calves fed with concentrated feed to bring them to maturity and production earlier than indigenous cattle, 76 calves did not calve at all even after 50 months and 327 calved beyond the normal period of 32 months, due to enrolment of overaged calves and belated supply of feed (paragraph 3.2.5).
- A giant orchard, on which an expenditure of Rs.26.77 lakhs (including Rs.9.59 lakhs on salaries) had been incurred during 1980-81 to 1987-88, is yet to become productive due to slow progress in works (paragraph 3.2.7).
- The Manjalar Water Shed Project, commenced in February 1984 and slated for implementation for 5 years, was wound up after 2 years in July 1986 due to lack of scope for the proposed activities; out of the Central assistance of Rs.119.24 lakhs received for the Project, Rs.12.84 lakhs remained unutilised as on 31st March 1988 (paragraph 3.2.8).
- A veterinary dispensary had to be closed within two years of its commencement after incurring an expenditure of Rs.1.38 lakhs, as it was started in an area without adequate cattle population (paragraph 3.2.8).
- As at the end of April 1988, 8 road works sanctioned between March 1979 and January 1986 remained incomplete and 6 road works sanctioned during 1987-88 were still to be taken up for implementation. Materials for a value of Rs.2.52 lakhs,

purchased for a road work, remained unutilised as they were not required due to subsequent change in design (paragraph 3.2.9).

- There was an excess expenditure of Rs.1.15 lakhs in digging moisture conservation trenches due to adoption of incorrect rates for earth work excavation (paragraph 3.2.10).

3.2.5. Ineffective Calf rearing schemes

In February 1981, Government sanctioned a scheme for rearing 2,000 cross-bred heifer calves into maturity and early production in 23 taluks in 5 districts during the years 1980-81 to 1982-83. A second similar scheme was introduced in April 1982 in another 5 taluks for rearing 500 calves during 1982-83 to 1984-85. The schemes provided for supply of cattle feed concentrate to the calf from the age of 3 months to 28 months (32 months in the case of 500 calves covered by the Scheme sanctioned in April 1982) owned by small and marginal farmers and agricultural labourers. The feed was to be supplied by the Tamil Nadu Co-operative Milk Producers' Federation (TNCMPF), the cost being met partly by subsidy provided by Government supplemented by institutional finance. Against the targets of 2,000 and 500 calves, 2,002 and 500 calves were enrolled under the schemes. The expenditure incurred on the 2 schemes during 1980-81 to 1984-85 was Rs.30.86 lakhs. The schemes proved ineffective as follows :-

(i) Though the schemes envisaged enrolment of three months old cross-bred calves, over-aged calves were enrolled as indicated below :-

Number of calves covered by test check	Number enrolled beyond the age of 3 months	Range of age	Percentage of over-aged calves
1,202	1,146	4-7 months	95
		8-10 months	
300	300	4-10 months	100

(ii) Under the schemes, only cross-bred heifer calves were to be enrolled. However, the calves enrolled included murrāh buffalo calves (58 in the Scheme for 2,000 and 49 in the Scheme for 500) whose age of maturity and production was 3-3½ years as against 2-2½ years in the case of cross-bred heifer calves. The Department of Animal Husbandry attributed the deviations to non-availability of sufficient number of heifer calves in the required age group in the respective areas. Admission of over-aged calves and buffalo calves with limitation of assistance upto the age of 28/32 months, would not have resulted in the envisaged maturity.

(iii) In the Scheme for 500 calves, the supply of cattle feed was not regular; the feed for 7 months from June to December 1984 was distributed to the beneficiaries in January - February 1985 only, after the Scheme was over in December 1984. The Department attributed the belated supply to late receipt of feed from TCMPF.

(iv) The object of the schemes to bring the calves to earlier maturity and production was not largely achieved as indicated below :-

Scheme	Number of calves covered by test check	Number not calved	Number calved beyond 30 months	Position as on
2,000 calves	577	18	210 between 36 and 50 months	January 1987
500 calves	272	58	117 between 32 and 51 months	May 1987

3.2.6. *B* Delay in recovery of cost for soil conservation works *D*

According to orders of Government, 60 per cent of the expenditure incurred on soil conservation works carried out in private land holdings was to be treated as loan to the beneficiaries and recovered from them in 10 equal yearly instalments with interest, the recovery commencing from the third year of completion of work. The recovery was to be effected by Revenue Department with reference to the Register of Rights and Liabilities (indicating, among other things, the amount recoverable from each beneficiary) written up and handed over to it by Agricultural Engineering Department (executing Department). A test check of records of the Assistant Executive Engineer, WGDP, Kodaikanal and Tahsildar, Kodaikanal disclosed that the Registers of Rights and Liabilities for the years 1982-83 to 1984-85 were handed over by the Agricultural Engineering Department to Revenue Department only belatedly in December 1985, November 1986 and February 1987 respectively and action to recover the amounts due from April 1985 to April 1987 was not initiated by Revenue Department even in February 1988. The failure of Revenue Department to initiate

action for recovery with reference to the Register of Rights and Liabilities resulted in Rs.6.92 lakhs due upto April 1987 remaining uncollected even in February 1988. When this was pointed out, the Tahsildar replied that action was being taken to recover the loan dues and that suitable instructions had been issued to all Village Administrative Officers to see that entire arrears were collected soon.

3.2.7. **Unproductive expenditure on establishment of a giant orchard**

In August 1980, Government sanctioned the establishment of a giant orchard in about 200 hectares of land at Sirumalai (Anna District) to provide continuous supply of good quality planting material for distribution to farmers and to function as a demonstration farm to the farmers. The Horticulture Department took over 200 hectares of revenue forest land in October 1980. As against 126 hectares proposed for fresh planting during 1981-82 to 1985-86, only 73 hectares were reclaimed at a cost of Rs.1.06 lakhs and of this, an area of 50 hectares only were planted, due mainly to non-receipt of concurrence from Forest Department for clear felling of trees in the forest land for over 7 years and consequent inadequacy of infrastructural facilities such as water for irrigation, fencing, etc.

Revised proposals for construction of open wells, pump room, ground level water tanks, etc., in different locations, submitted by the Department in September 1987 were approved by Government in November 1987. As on 31st March 1988, only an amount of Rs.0.44 lakh could be spent on construction of open well and purchase of oil engine and

pumpsets. Despite this very slow progress in operationalising the orchard, a total expenditure of Rs.26.77 lakhs had been incurred upto March 1988; of which, Rs.9.59 lakhs were on salaries. The entire expenditure is yet to become productive.

3.2.8. Poor performance in a Water Shed Project

With the object of integrating all developmental activities under WGDP of the Manjalar Water Shed in Kodaikanal Taluk, the Manjalar Water Shed Project (MWSP) was sanctioned by Government in February 1984 for implementation over a period of five years from 1983-84 to 1987-88 at a cost of Rs.378.61 lakhs. However, by March 1988 when the Project should have been completed, only Rs.119.24 lakhs had been received as assistance. While the expenditure on soil and moisture conservation component exceeded the Central assistance received by Rs.14.79 lakhs, the expenditure on the other components fell short of the Central assistance resulting in an unspent balance of Rs.12.84 lakhs as indicated below :-

Serial number	Component	Central assistance received	Expenditure (upto March 1988)	Unutilised Central assistance
(1)	(2)	(3)	(4)	(5)

(in lakhs of rupees)

1.	Afforestation	1.96	1.00	0.96
2.	Horticulture	6.29	4.73	1.56

(1)	(2)	(3)	(4)	(5)
		(in lakhs of rupees)		
3.	Environmental sanitation	7.02	2.38	4.64
4.	Tourism	2.60	2.60	..
5.	Animal Husbandry	8.00	3.58	4.42
6.	Project supervision	4.45	3.19	1.26
				<u>12.84</u>

The unutilised balance was kept in personal deposit accounts by three departmental officers (Rs.6.94 lakhs), District Rural Development Agency (DRDA), Dindigul (Rs.3.60 lakhs) and Panchayat Union, Kodai-kanal (Rs.2.30 lakhs). As the progress of the various schemes was poor due to lack of scope for the proposed activities, further Central assistance was stopped and the State Government ordered in July 1986 winding up of the project and inclusion of on-going schemes under the regular sectoral programmes of WGDG.

Test check of implementation of schemes disclosed the following points :-

- 9 (i) Horticulture.- The expenditure of Rs.4.73 lakhs under this component included Rs.4.34 lakhs being the cost of seedlings purchased for distribution to farmers at a subsidised rate. Though Rs.2.57 lakhs were recovered from the farmers towards their share of the cost of seedlings and the net expenditure to Government was only Rs.1.77 lakhs, the entire cost of Rs.4.34 lakhs was shown by the Department as expenditure against the Central

assistance. If this is taken into account the unutilised balance of Central assistance will increase by Rs.2.57 lakhs.

(ii) Environmental sanitation.- Against twenty 10 seated public latrines proposed to be constructed to cover 20 villages in MWSP area at an estimated cost of Rs.11.70 lakhs, the Panchayat Union, Kodaikanal, which executed the work, took up construction of 16 latrines only covering 4 villages between January 1986 and September 1987 and the work in the remaining villages was given up due to scattered population and non-availability of land. Of the 16 latrines, only 6 (cost: Rs.1.15 lakhs) were completed and brought to use; 2 others, though completed in all respects, were yet to be brought to use for want of water connections and 7 others were still in progress (February 1988). The remaining one, which was constructed upto roof level at a cost of Rs.0.13 lakh, was demolished by Forest Department and consequently, the work was abandoned. Of Rs.7.02 lakhs released by Government for the purpose, Rs.4.68 lakhs were paid to the Panchayat Union, Kodaikanal and the balance of Rs.2.34 lakhs was lying unutilised with DRDA, Dindigul in its personal deposit account. The Panchayat Union, Kodaikanal, spent only Rs.2.38 lakhs upto March 1988 and the balance of Rs.2.30 lakhs also remained with it unutilised.

(iii) Animal Husbandry.- Under this component, setting up of one new veterinary dispensary at Poolathur, construction of dispensary building and staff quarters for the existing veterinary dispensary at Pannaikadu and setting up of one mobile veterinary

unit at Kodaikanal were sanctioned by Government in March 1985 at a total cost of Rs.21.84 lakhs. Central assistance of Rs.8 lakhs sanctioned during 1984-85 was drawn in March 1985 and deposited in the personal deposit account of the Assistant Director of Animal Husbandry, Kodaikanal. The new veterinary dispensary was started in Poolathur in a rented building in July 1985 and an expenditure of Rs.1.38 lakhs was incurred upto May 1987 on salaries, medicines, furniture and other equipments till Government ordered in June 1987 the closure of the dispensary due to low cattle population in the area. A veterinary sub-centre functioning there earlier had to be closed due to inadequate work. Setting up of the dispensary in the same area, in which cattle population was not adequate, resulted in an expenditure of Rs.1.38 lakhs becoming largely unproductive.

Government stated in February 1989 that the dispensary was opened at Poolathur to serve the villages of the area but in view of the poor attendance it was decided to shift it to Perumalmalai for which orders were being issued.

The Mobile Veterinary Dispensary started at Kodaikanal in June 1985 was disbanded in October 1986 due to discontinuance of Central assistance. The total expenditure incurred on the mobile dispensary was Rs.2.20 lakhs which included Rs.1.05 lakhs towards the cost of the vehicle purchased in October 1985. The vehicle was kept idle from November 1986 and surrendered to the common pool in June 1988.

Of the total Central assistance of Rs.8 lakhs received in March 1985, Rs.3.58 lakhs only had thus been spent and the balance of Rs.4.42 lakhs was remaining unutilised in the personal deposit account of the Assistant Director of Animal Husbandry, Kodaikanal.

3.2.9. Roads

During the period 1980-81 to 1987-88, 17 road/bridge works involving a total estimated cost of Rs.537.75 lakhs were approved and an expenditure of Rs.362.98 lakhs was incurred upto March 1988. Of them, 2 works were completed in June 1980 and December 1985 and one work was given up due to steep gradient.

Seven works sanctioned between March 1979 and January 1986 were in progress and 6 works sanctioned during 1987-88 were yet to be taken up for execution (April 1988). The main road portion in respect of yet another work was still to be taken up (April 1988) as the road passed through reserve forest and permission of Government of India to enter forest land was necessary under the Forest (Conservation) Act, 1980. However, the Department had already incurred an expenditure of Rs.8.99 lakhs on this work (Rs.6.47 lakhs on construction of a minor bridge and Rs.2.52 lakhs on purchase of pipes). The estimate for formation of this road from Kumbakari to Vellagavi

technically sanctioned by the Chief Engineer (Highways and Rural Works) in March 1982, provided for construction of a vented causeway. However, in actual execution, a minor bridge was provided, on the plea that the proposed causeway was not suitable due to site conditions. Consequently, RCC pipes purchased in July 1985 and March 1986 for Rs.2.52 lakhs for the causeway originally proposed remained unutilised (April 1988).

3.2.10. Excess expenditure on earth work excavation

The Forest Schedule of Rates of Madurai Circle did not provide rates for digging moisture conservation trenches. The Divisional Forest Officer, Soil Conservation Division, Theni adopted the rate for earth work excavation in hard gravelly soil as per PWD standard schedule of rates and allowed double the rate treating the moisture conservation trenches on par with trenches for laying pipes and sewers. However, as the trenches dug were wide at top and narrow at bottom, and not similar to the trenches for laying pipes and sewers, the payment should have been regulated at $1\frac{1}{2}$ times and not double the PWD rate. Therefore, payment at double the rate resulted in an excess expenditure of Rs.1.15 lakhs in the Soil Conservation Division, Theni.

3.2.11. Evaluation

A technical cell with the requisite staff was set up in March 1984 in the Planning and Development Department of Government to monitor and evaluate WGDP. The cell had not conducted evaluation of any of the Schemes implemented under WGDP so far (February 1989).

Madras,
The

(T. SRINIVASAN)
Accountant General (Audit) I,
Tamil Nadu and Pondicherry

Countersigned

New Delhi,
The

(T.N. CHATURVEDI)
Comptroller and Auditor General
of India

APPEN

(Reference : para

STATEMENT SHOWING TARGET AND ACHIEVEMENT

		1986-87			
Serial number	Project	Target	Achievement	Shortfall percentage	
(1)	(2)	(3)	(4)	(5)	
<u>URBAN</u>					
1.	Cuddalore	BCG	3,071	241	92
		DPT	3,071	1,007	67
		Polio	3,071	1,007	67
2.	Kanchi-puram	BCG	2,898	2,666	8
		DPT	2,898	1,141	61
		Polio	2,898	1,132	61
3.	Madras III	BCG	2,880	1,195	59
		DPT	2,880	1,394	52
		Polio	2,880	1,328	54
4.	Madras XI	BCG	2,045	517	75
		DPT	2,045	1,660	19
		Polio	2,045	1,653	19
5.	Madurai I	BCG	3,131	5,331	..
		DPT	3,131	2,745	12
		Polio	3,131	2,745	12
6.	Salem I	BCG	1,439	1,875	..
		DPT	1,439	404	72
		Polio	1,439	404	72

DIX I

graph 1.1.17; page 17)

UNDER IMMUNISATION OF CHILDREN

1987-88		
Target	Achievement	Shortfall percentage
(6)	(7)	(8)

PROJECTS

1,963	1,118	43
1,963	582	70
1,963	582	70
2,280	1,361	40
2,280	2,073	9
2,280	1,918	16
2,534	932	63
2,534	3,374	..
2,534	3,526	..
1,637	631	61
1,637	1,212	26
1,637	1,280	22
2,768	2,701	2
2,768	2,320	16
2,768	2,320	16
1,324	1,076	19
1,324	872	34
1,324	872	34

APPENDIX

(1)	(2)	(3)	(4)	(5)
7.	Thanjavur	BCG 2,767	535	81
		DPT 2,767	232	92
		Polio 2,767	388	86
8.	Tiruchy I	BCG 2,861	1,182	59
		DPT 2,861	1,247	56
		Polio 2,861	1,077	62

RURAL

9.	Annavasal	DPT 3,391	2,221	35
		Polio 3,391	2,097	38
10.	Arantangi	DPT 3,909	174	96
		Polio 3,909	1,764	55
11.	Arimalam	DPT 2,311	1,158	50
		Polio 2,311	1,083	53
12.	Avudayar- koil	DPT 2,195	1,316	40
		Polio 2,195	1,316	40
13.	Gandharva- kottai	DPT 2,146	1,165	46
		Polio 2,146	663	69
14.	Karamba- kudi	DPT 2,716	1,834	32
		Polio 2,716	1,824	33
15.	Kunnandar- koil	DPT 2,312	2,140	7
		Polio 2,312	2,175	6
16.	Manamel- kudi	DPT 2,140	820	62
		Polio 2,140	820	62

I - contd.

(6)	(7)	(8)
2,522	634	75
2,522	2,464	2
2,522	2,366	6
2,362	2,330	1
2,362	2,112	11
2,362	2,112	11

PROJECTS

2,807	2,396	15
2,807	2,091	26
3,240	1,936	40
3,240	1,862	43
1,932	1,471	24
1,932	1,471	24
1,820	1,174	35
1,820	1,093	40
1,777	1,460	18
1,777	1,295	27
2,252	2,118	6
2,252	1,996	11
1,915	1,948	..
1,915	1,948	..
1,782	813	54
1,782	721	60

APPENDIX

(1)	(2)	(3)	(4)	(5)
17.	Ponnamara- vathy	DPT 2,868 Polio 2,868	1,806 1,806	37 37
18.	Pudukottai	DPT 2,114 Polio 2,114	1,444 1,450	32 31
19.	Thiru- varankulam	DPT 3,293 Polio 3,293	1,815 1,718	45 48
20.	Thirumayam	DPT 2,254 Polio 2,254	1,886 1,886	16 16
21.	Virali- malai	DPT 2,962 Polio 2,962	2,698 1,848	9 38

I - concld.

(6)	(7)	(8)
2,370	1,755	26
2,370	1,746	26
1,752	1,534	12
1,752	1,494	15
2,725	2,385	12
2,725	2,323	15
1,868	1,423	23
1,868	1,333	29
2,455	2,299	6
2,455	2,131	13

APPENDIX II

(Reference : paragraph 1.1.18; page 19)

ADMINISTRATION OF VITAMIN 'A' FOR CHILDREN IN
THE AGE GROUP OF SIX MONTHS TO SIX YEARS

Serial number	Name of Project	Year	Total number of children in the age group 6M-6Yrs.	Number of children given Vitamin 'A'		Percentage of shortfall in coverage	
				I Dose	II Dose	I Dose	II Dose
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1.	Cuddalore	1984-85	7775	9327	Nil	Nil	Nil
		1985-86	10336	3274	3554	68	66
		1986-87	12610	8500	Nil	33	Nil
2.	Kanchi- puram	1984-85	10921	Nil	Nil	Nil	Nil
		1985-86	9264	7104	7831	23	15
		1986-87	14360	9858	5127	31	64
3.	Madras III	1984-85	16776	4811	3042	71	82
		1985-86	14926	6238	2700	58	82
		1986-87	15888	3008	6057	81	62
		1987-88	13242	2812	7817	79	41
4.	Madurai I	1984-85	16862	9550	9550	43	43
		1985-86	16547	750	9876	95	40
		1986-87	16430	Nil	Nil	Nil	Nil
5.	Salem I	1984-85	8509	5958	2111	30	75
		1985-86	9387	7336	6196	25	34
		1986-87	9033	2218	5391	75	40
		1987-88	9129	7925	2025	13	78

APPENDIX II - conclud.

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
6.	Thanjavur	1984-85	14264	13550	10048	5	30
		1985-86	15415	4483	8802	71	43
		1986-87	15007	6419	2513	57	83
7.	Tiruchy I	1984-85	10864	2922	539	73	95
		1985-86	9487	6678	8322	30	12
		1986-87	13542	Nil	Nil	Nil	Nil
		1987-88	13660	9635	6853	29	50

TOTALSHORTFALL
PERCENTAGE

1984-85	85971	46118	25290	46	71
1985-86	85362	35863	47281	58	45
1986-87	96870	30003	19088	69	80
1987-88	36031	20372	16695	43	54

APPENDIX III

(Reference : paragraph 1.1.19; page 20)

DETAILS OF IRON AND FOLIC ACID TABLETS
DISTRIBUTED TO PREGNANT WOMEN

Serial number	Name of Project	Year	Number of pregnant women	Target	Achieve- ment	Shortfall percentage
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1.	Cuddalore	1984-85	115	11500	Nil	100
		1985-86	143	14300	14400	..
		1986-87	81	8100	36700	..
2.	Kanchipuram	1984-85	1013	101300	Nil	100
		1985-86	974	97400	43000	56
		1986-87	857	85700	30000	65
3.	Madurai I	1984-85	1331	133100	620	..
		1985-86	1369	136900	49000	64
		1986-87	1083	108300	91500	16
4.	Salem I	1984-85	597	59700	13510	77
		1985-86	501	50100	24100	52
		1986-87	472	47200	20000	58
		1987-88	404	40400	3382	92
5.	Thanjavur	1984-85	901	90100	Nil	100
		1985-86	794	79400	4000	95
		1986-87	1042	104200	Nil	100

APPENDIX III - conclud.

(1)	(2)	(3)	(4)	(5)	(6)	(7)
6.	Tiruchy I	1984-85	1417	141700	20000	86
		1985-86	1192	119200	Nil	100
		1986-87	1068	106800	Nil	100
		1987-88	801	80100	130270	..

TOTAL

1984-85	5374	537400	34130	94
1985-86	4973	497300	134500	73
1986-87	4603	460300	178200	61
1987-88	1205	120500	133652	..
(2 projects only)			<u>480482</u>	

APPENDIX IV

(Reference : paragraph 1.1.20; page 21)

DETAILS OF PERFORMANCE UNDER HEALTH CHECK UP

Serial number	Project	Year	Number of beneficiaries (women and children)		Shortfall percentage
			Target	Achievement	
(1)	(2)	(3)	(4)	(5)	(6)
1.	Kanchipuram	1984-85	13,158	24,225	..
		1985-86	11,285	8,637	23
		1986-87	16,298	7,082	57
2.	Madras III	1984-85	19,112	20,930	..
		1985-86	16,905	19,573	..
		1986-87	17,532	18,979	..
3.	Madurai I	1984-85	19,970	5,797	71
		1985-86	19,468	3,825	80
		1986-87	18,907	6,822	64
4.	Salem I	1984-85	9,948	1,815	82
		1985-86	10,655	2,416	77
		1986-87	10,188	2,442	76
5.	South Arcot	1984-85	8,082	6,750	16
		1985-86	10,614	6,780	36
		1986-87	12,796	6,628	48
6.	Thanjavur	1984-85	16,381	8,502	48
		1985-86	17,538	5,022	71
		1986-87	17,237	7,468	57

APPENDIX IV - concl'd.

(1)	(2)	(3)	(4)	(5)	(6)
7.	Tiruchy I	1984-85	13,790	8,475	39
		1985-86	12,131	9,432	22
		1986-87	15,852	7,258	54

TOTAL

1984-85	1,00,441	576,494	24
1985-86	1,04,596	55,685	47
1986-87	1,08,810	56,679	48

APPENDIX V

(Reference : paragraph 1.1.22; page 22)

DETAILS SHOWING STILL BIRTH RATE (SBR)
PER THOUSAND BIRTHS AND INFANT MORTALITY
RATE (IMR) PER THOUSAND LIVE BIRTHS

Serial number	Project		1985	1986	1987
(1)	(2)		(3)	(4)	(5)
1.	Alandur	SBR	23.32	23.34	17.10
		IMR	27.41	8.85	56.84
2.	Coimbatore II	SBR	22.78	26.47	30.24
		IMR	36.09	37.60	43.90
3.	Coimbatore III	SBR	37.49	26.33	17.82
		IMR	38.28	51.24	39.30
4.	Cuddalore	SBR	25.93	31.23	16.38
		IMR	14.45	42.26	41.09
5.	Dindigul	SBR	22.94	27.93	23.17
		IMR	33.04	58.72	55.06
6.	Kanchipuram	SBR	12.60	13.24	10.21
		IMR	71.23	74.10	67.70
7.	Madras III	SBR	24.95	23.09	10.79
		IMR	34.36	56.59	36.36
8.	Madras V	SBR	10.10	11.94	21.12
		IMR	30.59	33.37	36.87
9.	Madras VI	SBR	..	6.61	3.16
		IMR	..	19.95	27.76

APPENDIX V - contd.

(1)	(2)		(3)	(4)	(5)
10.	Madras VII	SBR	..	16.23	6.40
		IMR	..	26.50	36.48
11.	Madras X	SBR	10.01	8.68	10.20
		IMR	61.83	65.69	39.76
12.	Madurai I	SBR	26.25	21.01	14.84
		IMR	55.47	60.70	70.08
13.	Madurai II	SBR	10.18	36.29	10.19
		IMR	42.61	49.91	50.22
14.	Madurai III	SBR	21.03	20.35	17.82
		IMR	47.57	46.40	52.65
15.	Madurai IV	SBR	14.87	25.06	21.25
		IMR	50.83	67.27	81.18
16.	Nagercoil	SBR	..	12.49	17.99
		IMR	5.87	24.63	41.51
17.	Nilakkottai	SBR	36.88	38.16	..
		IMR	69.99	86.52	..
18.	Rajapalayam	SBR	29.39	35.19	35.52
		IMR	59.45	68.51	56.85
19.	Salem I	SBR	48.10	34.61	49.13
		IMR	73.93	90.43	75.34
20.	Salem II	SBR	51.94	40.78	27.46
		IMR	54.78	42.51	77.94

APPENDIX V - concl'd.

(1)	(2)		(3)	(4)	(5)
21.	Thally	SBR	10.79	17.96	15.02
		IMR	81.08	72.67	80.62
22.	Tirunelveli	SBR	4.80	27.25	26.77
		IMR	37.04	68.05	74.22
23.	Tiruppur	SBR	21.65	25.64	32.48
		IMR	45.51	47.23	46.72
24.	Tiruvotriyur	SBR	31.35	18.95	0.93
		IMR	72.83	52.93	54.03
25.	Tiruchy I	SBR	32.99	17.68	17.50
		IMR	36.01	12.85	55.37
26.	Tiruchy II	SBR	11.25	10.92	23.79
		IMR	27.64	59.85	63.80
27.	Tuticorin	SBR	2.22	35.01	16.22
		IMR	35.16	49.58	50.06

APPENDIX VI

APPEN

(Reference : para

STATEMENT SHOWING DETAILS OF PRISONS

Serial number	Name of Prison	Cost of diet		
		1979-80	1980-81	1981-82
				(in
(1)	(2)	(3)	(4)	(5)
1.	Central Prison, Coimbatore	NA	NA	NA
2.	Central Prison, Cuddalore	NA	NA	NA
3.	Central Prison, Madras	NA	NA	NA
4.	Central Prison, Madurai	NA	NA	NA
5.	Central Prison, Palayamkottai	NA	NA	NA
6.	Central Prison, Salem	2.70	3.39	4.12
7.	Central Prison, Tiruchy	NA	NA	NA
8.	Central Prison, Vellore	NA	NA	NA
9.	Special Prison for Women, Vellore	NA	NA	NA

DIX VI

graph 2.1.7; page 48)

AND THE COST OF DIET PER DAY PER PRISONER

per day per prisoner

1982-83	1983-84	1984-85	1985-86
---------	---------	---------	---------

rupees)

(6)	(7)	(8)	(9)
4.00	4.59	4.75	5.20
5.52	3.29	3.60	6.56
4.39	4.75	6.03	6.74
5.22	5.18	6.61	6.13
6.40	3.85	6.50	6.68
3.24	6.00	2.84	6.38
4.87	4.70	5.29	6.11
4.74	5.16	6.65	5.79
3.16	2.64	2.74	2.49

APPENDIX

(1)	(2)	(3)	(4)	(5)
10.	Special Sub Jail, Tiruchy	3.24	3.94	3.93
11.	Sub Jails under the Superintendent, Central Prison, Cuddalore	..	..	.
12.	Sub Jails under the Superintendent, Central Jail, Vellore	..	..	..
13.	Sub Jails under the Superintendent, Central Prison, Coimbatore	..	..	..
14.	Sub Jail, Thanjavur	..	..	..
15.	Sub Jail, Kumbakonam	..	..	..
16.	Sub Jail, Papanasam	..	..	..

NA : Not available

VI - conclud.

(6)	(7)	(8)	(9)
4.22	4.44	6.39	5.83
..	3.92	4.97	4.61
..	5.11	6.07	6.66
10.33	10.92	9.43	12.83
..	3.08	3.04	3.08
..	2.87	3.15	3.16
..	3.20	3.58	3.67

APPEN

(Reference : para

STATEMENT SHOWING DETAILS OF PRISONS AND
TOWARDS MEDICINES, CLOTHING

Serial number	Name of Prison	1979-80	1980-81	1981-82 (in
(1)	(2)	(3)	(4)	(5)
1.	Central Prison, Coimbatore	0.53	0.46	0.57
2.	Central Prison, Cuddalore	1.30	1.53	1.73
3.	Central Prison, Madurai	0.30	0.76	0.44
4.	Central Prison, Palayamkottai	0.39	0.70	0.59
5.	Central Prison, Salem	0.49	0.77	0.54
6.	Central Prison, Tiruchy	0.32	0.65	0.57
7.	Central Prison, Vellore	0.74	0.93	0.82
8.	Special Prison for Women, Vellore	0.92	0.77	0.74
9.	Borstal School, Pudukottai	1.25	1.11	1.57

DIX VII

graph 2.1.8; page 48)

THE EXPENDITURE PER DAY PER PRISONER
AND BEDDING, VESSELS, ETC.

1982-83	1983-84	1984-85	1985-86
rupees)			
(6)	(7)	(8)	(9)
0.57	0.87	0.81	0.97
1.64	0.46	1.07	0.54
0.71	0.64	0.70	0.75
0.70	0.65	1.00	1.29
0.05	0.08	0.83	1.05
1.53	1.17	1.01	0.81
0.93	1.04	0.92	0.94
0.73	1.02	1.06	0.70
0.84	0.43	1.21	2.00

APPENDIX VIII

(Reference : paragraph 2.1.12; page 56)

STATEMENT SHOWING DETAILS OF OUTSTANDING
ADVANCE PAYMENTS AND VALUE OF
UNUTILISED MATERIALS

Serial number	Name of PWD Buildings Division	Expenditure booked to end of March 1985	Suspense balance as on 31.3.1985		
			Advance payments to firms	Materials at site	Total
(in lakhs of rupees)					
1. Coimbatore		29.71	2.59	0.17	2.76
2. Madras I		143.13	18.91	26.06	44.97
3. Palayamkottai II		40.92	0.14	1.16	1.30
4. Salem		18.27	0.93	2.00	2.93
5. Tiruchy		53.86	34.38	9.19	43.57
6. Vellore		29.50	7.40	2.51	9.91
7. Villupuram		4.20	0.21	3.99	4.20
Total		319.59	64.56	45.08	109.64

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