



सत्यमेव जयते

REPORT

OF THE

**COMPTROLLER AND
AUDITOR GENERAL OF INDIA**

FOR THE YEAR ENDED 31 MARCH 1994

NO.3

(CIVIL)

GOVERNMENT OF RAJASTHAN

TABLE OF CONTENTS

	Paragraph	Page(s)
Prefatory Remarks		(ix)
Overview	1 to 7	(xi)-(xix)

CHAPTER I

ACCOUNTS OF THE STATE GOVERNMENT

Summarised Financial Position	1.1	1-18
Assets and liabilities of the State	1.2	18
Revenue deficit/surplus	1.3	18-24
Revenue receipts	1.4	24-29
Tax revenue	1.5	30
Non-tax revenue	1.6	30-33
Revenue expenditure	1.7	33
Growth of revenue expenditure	1.8	33
Non-Plan revenue expenditure	1.9	33-34
Capital expenditure	1.10	34
Financial assistance to local bodies and others	1.11	35
Investment and returns	1.12	36
Public Debt and other liabilities	1.13	36-39
Debt service	1.14	39-40
Loans and advances by State Government	1.15	41-42
Ways and Means advances and overdraft	1.16	42-43
Guarantees given by the State Government	1.17	43-44

CHAPTER II

APPROPRIATION AUDIT AND CONTROL OVER EXPENDITURE

General	2.1	45
Results of appropriation audit	2.2	45-47

	Paragraph	Page(s)
Non-receipt of explanations for savings/excesses	2.3	58

CHAPTER III

CIVIL DEPARTMENTS

Education Department

Idle investment owing to improper planning	3.1	59
--	-----	----

Improvement of Science Education in Schools	3.2	60-73
---	-----	-------

Unfruitful expenditure owing to payment of idle wages	3.3	73-74
---	-----	-------

Finance Department

Excess payment to State pensioners through Public Sector Banks	3.4	74-75
--	-----	-------

Medical and Health Department

Idle machinery/equipment	3.5	75-76
--------------------------	-----	-------

Non-recovery of loss on account of irregular appointments	3.6	76-77
---	-----	-------

Sheep and Wool Department

Wasteful expenditure	3.7	77-78
----------------------	-----	-------

Social Welfare Department

Wasteful expenditure	3.8	78
----------------------	-----	----

Special Schemes and Integrated Rural Development Department

Jawahar Rozgar Yojana	3.9	79-104
-----------------------	-----	--------

General

Write off of losses, revenues etc.	3.10	104
------------------------------------	------	-----

Outstanding Inspection Reports	3.11	104-107
--------------------------------	------	---------

CHAPTER IV

WORKS EXPENDITURE

	Paragraph	Page(s)
Command Area Development and Water Utilisation Department		
Irregular engagement of daily wage labour	4.1	108
Likely loss owing to non-recovery of cost of materials and compensation	4.2	108-110
Forest Department		
Huge expenditure on works without preparation/sanction of technical estimates	4.3	110
Indira Gandhi Nahar Pariyojana Department		
Acceptance of sub-standard coal	4.4	110-111
Avoidable extra expenditure owing to reduction in tendered quantity	4.5	111-113
Infructuous expenditure	4.6	113-114
Wasteful expenditure on laying of pipeline	4.7	114-117
Irrigation Department		
Avoidable extra payment to contractors	4.8	117-119
Avoidable payment on account of delay in acceptance of tender	4.9	119-121
Defective estimates	4.10	121
Erroneous payment of charges of extra lifts	4.11	122
Gurgaon Canal Project	4.12	122-139
Infructuous expenditure due to start of work without prior geological survey	4.13	139-140
Public Health Engineering Department		
Abortive outlay	4.14	140-141

	Paragraph	Page(s)
Public Works Department		
Avoidable expenditure owing to shifting of approved site	4.15	141-142
Excess payment	4.16	142-143
Extra cost due to stoppage of work in midstream and re-allotment at higher rates	4.17	143-144
Infructuous expenditure	4.18	144-145
Irregular payment of secured advance	4.19	146-147
Road Development Programme for dacoit infested areas of Rajasthan	4.20	147-158

CHAPTER V

STORES AND STOCK

Medical and Health Department

Stores and Stock Accounts	5.1	159
---------------------------	-----	-----

CHAPTER VI

FINANCIAL ASSISTANCE TO LOCAL BODIES AND OTHERS

Finance Department

General	6.1	160-163
---------	-----	---------

Audit under Section 14 of Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971

Special Schemes and Integrated Rural Development Department

Defective planning leading to blocking of funds	6.2	163-164
Excess payment of subsidy	6.3	164-165
Improper utilisation of grant	6.4	165

	Paragraph	Page(s)
Irregular execution of works through contractors	6.5	165-166
Irregular expenditure	6.6	166-167
Non-recovery/non-adjustment of advance to <i>ex-Sarpanchs</i>	6.7	167-168
Unfruitful expenditure	6.8	168
Youth Affairs and Sports Department		
Improper utilisation of grant	6.9	168-169

CHAPTER VII

COMMERCIAL ACTIVITIES

General	7.1	170-171
---------	-----	---------

APPENDICES

List of Appendices

		Page(s)
Appendix	1. Statement showing cases where supplementary provision (Rs.10 lakhs or more) was unnecessary	174
	2. Statement showing cases where supplementary provision was made in excess of actual requirement (where saving is exceeding Rs.10 lakhs in each case)	175-176
	3. Statement showing cases where supplementary provision (in excess of Rs.10 lakhs in each case) was inadequate	177
	4. Excessive/Unnecessary Re-appropriation	178-181
	5. Details of machines lying idle	182-183
	6. Details of JRY funds diverted to other programmes/schemes	184
	7. Department-wise details of losses written-off, etc. during 1993-94	185
	8. Important irregularities commented upon in the inspection reports of District Rural Development Agencies of Special Schemes and Integrated Rural Development Department	186-187
	9. Statement showing physical and financial progress of the roads/ bridges sanctioned under Road Development Programme for dacoit infested areas in Rajasthan	188-192

	Page(s)
10. List of departmental undertakings as on 31 March 1994	193
11. Undertaking whose accounts were in arrears for 3 years or more	194
12. Financial results of departmental undertakings for the latest year audited	195-196
13. Glossary of Abbreviations	197-200

THE UNIVERSITY OF CHICAGO
 LIBRARY
 540 EAST 57TH STREET
 CHICAGO, ILL. 60637
 U.S.A.

100-100000
 100-100000
 100-100000
 100-100000
 100-100000
 100-100000

PREFATORY REMARKS

This Report has been prepared for submission to the Governor under Article 151 of the Constitution. It relates mainly to matters arising from the Appropriation Accounts for the year 1993-94 together with other points arising from audit of the financial transactions of the Government of Rajasthan. It also includes certain points of interest arising from the Finance Accounts for the year 1993-94.

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

3. The cases mentioned in this Report are among those which came to notice in the course of test audit of accounts during the year 1993-94, 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 1993-94 have also been included, wherever considered necessary.

OVERVIEW

This Report contains two chapters on the observations of Audit on the State's Finance Accounts and Appropriation Accounts for the year 1993-94 and five chapters which include 4 reviews on schemes and 38 individual audit observations.

1. Accounts of the State Government

The assets of the State stood at Rs.9268.60 crores at the end of 1993-94 as against the liabilities of Rs.10040.79 crores. While the assets have grown by 66 *per cent* at the end of 1993-94 over the level of 1989-90, the liabilities have grown by 63 *per cent* during the same period.

The revenue expenditure during 1993-94 was Rs.5897.60 crores as against the revenue receipts of Rs.5596.92 crores. During 1989-94, revenue receipts had grown by 110 *per cent* as against the growth of 119 *per cent* in revenue expenditure.

As against the budget estimates of revenue deficit of Rs.200.50 crores which was modified to Rs.317.17 crores in the revised estimates, the actual revenue deficit was Rs.300.68 crores during 1993-94.

Financial assistance extended to local bodies and others during 1993-94 aggregated Rs.1317.29 crores. There was a growth of 220 *per cent* on this account during the five years period from 1989-90 to 1993-94. The assistance to local bodies rose from 15 *per cent* of the revenue receipts in 1989-90 to 24 *per cent* in 1993-94.

The debt liabilities of the State increased by 61 *per cent* from Rs.5411.46 crores in 1989-90 to Rs.8700.52 crores in 1993-94, and interest payments during 1993-94 amounted to Rs.885.41 crores. The outflow of funds on this account ranged between 14 and 16 *per cent* of the revenue expenditure during 1989-94. The repayment of Central loans and payment of interest thereon ranged between 88 and 115 *per cent* of the loans received from the Central Government during the five year period.

During 1989-94, tax revenue increased progressively from Rs.1072.51 crores to Rs.1950.22 crores. The growth in tax revenue during this period was 82 *per cent*. The aggregate of the amount received by the State on account of share of net proceeds of taxes and duties and grants-in-aid from the Central

The abbreviations used in this Report are listed in the Glossary in *Appendix-13* (Page 197).

Government increased from Rs.1124.81 crores in 1989-90 to Rs.2465.33 crores in 1993-94 representing an increase of 119 *per cent*.

Government's investments in the share capital and debentures of various statutory corporations, Government companies, etc. at the end of 1993-94 was Rs.1214.12 crores. The dividend/interest received during the year was Rs.5.44 crores only, representing a meagre return of 0.45 *per cent*. The accumulated loss of 31 companies/statutory corporations, in which Government had invested Rs.119.37 crores as on 31 March 1994, was Rs.214.69 crores as disclosed in the latest accounts rendered by them for various years from 1983-84 to 1993-94.

The loans and advances given by the State Government stood at Rs.1964.03 crores at the end of 1993-94. Information regarding arrears in recovery of loans had not been received from 112 Controlling Officers. As per information made available by 82 Controlling Officers, the total amount overdue for recovery was Rs.140.87 crores (inclusive of interest of Rs.35.65 crores) as of 31 March 1994.

As of March 1994, the contingent liability of Government in respect of guarantees given for repayment of loans, etc. was Rs.3573.08 crores (inclusive of interest of Rs.83.08 crores).

(Paragraphs 1.1 to 1.17)

2. Appropriation Audit and Control over Expenditure

During 1993-94, the expenditure of the State Government exceeded the budget provision in 10 grants and 6 appropriations, (in 19 cases), by amounts aggregating Rs.116.55 crores and Rs.0.01 crore respectively. The excess expenditure requires regularisation under Article 205 of the Constitution.

The supplementary provision of Rs.680.40 crores obtained during 1993-94 constituted 9 *per cent* of the original budget provision of Rs.7711.11 crores. In 11 cases, supplementary provision aggregating Rs.23.66 crores obtained in February 1994/March 1994 proved wholly unnecessary while in 12 other cases, supplementary grants totalling to Rs.319.66 crores proved insufficient by more than Rs.10 lakhs in each case. Supplementary grants aggregating Rs.158.09 crores were obtained in 25 cases when the additional requirement of funds was Rs.109.78 crores only, the saving in each case being in excess of Rs.10 lakhs.

Persistent savings of 10 *per cent* or more of the provision continued in 9 cases during 1993-94.

Augmentation/reduction of provision by way of reappropriation in 21 cases proved either excessive or unnecessary.

Expenditure totalling Rs.1.73 crores was incurred in 2 cases without provision having been made either in the original estimates or in the supplementary demand.

(Paragraphs 2.1 and 2.2)

3. Improvement of Science Education in Schools

To improve the quality of science education as envisaged in the National Policy of Education, 1986, the Central Government introduced the scheme of 'improvement of science education in schools' with cent *per cent* assistance to the State Governments. The scheme, *inter alia*, aimed at providing science kits to upper primary schools, upgradation and strengthening of laboratories and providing library assistance to secondary and higher secondary schools, and setting up District Resource Centres for training science and mathematics teachers.

A review of the scheme revealed that during 1987-88 to 1993-94, funds to the tune of Rs. 1213.13 lakhs were released by the Government of India of which Rs.1206.34 lakhs were reported as spent. However, Rs.786.48 lakhs were shown as utilised by transferring the amount to Personal Deposit Account. Of this, Rs.564.39 lakhs were lying unspent in the PD account of SIERT as of December 1993. Rupees 57.37 lakhs were utilised for purchase of sports material, steel almirahs, utensils, etc. not pertaining to the scheme.

Against the envisaged coverage of all the schools of the State by 1989-90, science kits were provided to 46.5 *per cent* upper primary schools, and laboratory equipment and library books to 43.2 *per cent* secondary/higher secondary schools up to December 1993.

Expenditure of Rs.10.08 lakhs incurred on the purchase of equipment proved idle as the Resource Centres had not been established.

Compared to the target, only 65 *per cent* workshops were organised with 32.5 *per cent* participants for preparation of instructional material, and only 50.5 *per cent* Resource Persons were trained. No key persons were trained after 1989-90.

Excess payment of Rs.3.08 lakhs was made due to passing of separate bills for the same supply and due to payment on books at rates higher than the supply order. There was rush of expenditure in the last five days of 1988-89 and 1989-90; during this period, there was double drawal of Rs.7.46 lakhs in 33 cases.

(Paragraph 3.2)

4. Jawahar Rozgar Yojana

Jawahar Rozgar Yojana (JRY), a Centrally sponsored programme, was launched by the Government of India in April 1989 with the primary objective of generation of additional gainful employment for the rural unemployed and under-employed, both men and women. Indira Awas Yojana (IAY), Million Wells Scheme (MWS) and Social Forestry are parts of the strategy for achievement of the objective of JRY. Expenditure under the Yojana is shared by the Central and State Governments in the ratio 80:20.

A review of the programme revealed that of Rs.712.20 crores released during the period 1989-94 for implementation of the scheme, Rs.674.36 crores were reportedly spent which, however, includes the sum of Rs.2.34 crores diverted for non- JRY scheme/programmes.

There were delays ranging up to 6 months in release of the Central assistance and the matching share by the State Government, the amount so delayed being Rs.143.41 crores.

Expenditure of Rs.206.36 lakhs was incurred in excess of the amount earmarked as district share by the District Rural Development Agency (DRDA), Banswara. Of the excess, Rs.25.75 lakhs were adjusted in 1993-94 against the allotment for *Gram Panchayats* and the balance was being adjusted against the allotment of *Gram Panchayats*/ district share in subsequent years, thus depriving the *Gram Panchayats* of their share.

Utilisation certificates for Rs.435.22 crores were outstanding. This worked out to 59 per cent of the amount for which utilisation certificates were due.

Expenditure of Rs.671.09 lakhs incurred on incomplete irrigation works, wells left incomplete, incomplete anicuts, wells constructed in dark zones and constructed wells from which no irrigation was being done proved unfruitful. Similarly, expenditure of Rs.222.43 lakhs incurred on 943 incomplete houses and on 1652 houses, which were allotted but remained unoccupied proved unfruitful.

In employment generation, the targets were exceeded. Test-check in 2 districts showed that this was possible due to payment of wages at rates lower than the prescribed minimum wages.

Thirty four Motor cycles were purchased at the cost of Rs.5.64 lakhs irregularly out of JRY funds. A further expenditure of Rs.87.77 lakhs was incurred irregularly on additions to the buildings of secondary/higher secondary schools and construction of 23 shops.

No effective mechanism for monitoring execution of the programme was evolved.

(Paragraph 3.9)

5. Gurgaon Canal Project

It was agreed among the riparian States of Yamuna {Uttar Pradesh, Punjab (now Haryana) and Rajasthan} that 500 cusecs of water would be made available for use of Rajasthan. For utilisation of this water in the State, the execution of Gurgaon Canal Project, a major non-perennial irrigation project (estimated cost: Rs.287.87 lakhs) was started in 1966-67 to be completed by 1970-71.

The project estimates were revised to Rs.1903.32 lakhs (1985) and Rs.3544.06 lakhs (1991) with the stipulated date of completion as 1991-92 and 1992-93 respectively. Up to March 1994, Rs.2182.57 lakhs had been spent on the project, but the project was still incomplete. The delay was attributed to changes in design and scope of the project. According to the status report for construction programme (1994-95), it is expected to be completed by March 1998.

The percentage of shortfall in actual irrigation with reference to the Project Report ranged between 89 and 98. With reference to irrigation potential created, it ranged between 84 and 95 mainly on account of less receipt of water from Agra cannal due to heavy siltage of canals and channels in Uttar Pradesh and Haryana, incomplete lining of main canal in Rajasthan, incomplete distribution system, non-fixing of outlets and non-construction of field channels.

Heavy expenditure of Rs.46 lakhs was incurred on restoration of banks and resectioning them to the designed level due to non-execution of *pucca* works in quick succession of earth work. Reconstruction and resectioning of the distribution system destroyed and levelled by cultivators and change of specification of lining work resulted in extra cost of Rs.86.53 lakhs. Due to non-utilisation of Indroli Minor, expenditure of Rs.6.19 lakhs was not fruitful.

(Paragraph 4.12)

6. Road Development Programme for dacoit infested areas of Rajasthan

With a view to tide over the problems of adverse economic and social conditions of the people of the topographically difficult areas of Bharatpur, Dholpur, Kota and Sawaimadhopur districts which were also dacoity prone, the Planning Commission, in consultation with the State Government, formulated (January 1984) a programme for road development. According to the guidelines issued by the Government of India, on the basis of the Ramanathan Committee,

the cost of the project was to be shared equally by the Government of India and the State Government. The Government of India conveyed administrative approvals aggregating Rs.3030.70 lakhs during the period from March 1986 to November 1990 for implementation of the project for the construction of 31 roads measuring 389.05 km in the two districts of Dholpur and Sawaimadhopur and one bridge over river Chambal in Sawaimadhopur district.

The project was envisaged to be completed by March 1990, but was still incomplete (November 1994). Expenditure of Rs.26.88 crores had been incurred as of March 1994. Certain items were not to be included for determining the share of the Central Government. However, due to erroneous inclusion of such items, the State Government had received excess reimbursement of Rs.166.98 lakhs.

Against the target of 31 roads measuring 389.05 km (actual length taken up 383.16 km), only 13 roads measuring 111.05 km could be completed up to March 1994. Of the 18 incomplete roads (272.11 km), the work on 15 roads (203.96 km) had been stopped (1989-93) after incurring expenditure of Rs.898.50 lakhs. In the case of 6 of these, the hold up was due to the Government not obtaining clearance for use of forest land.

High level bridge over river Chambal was incomplete even though expenditure of Rs.418.95 lakhs had been incurred (March 1994), against the approved cost of Rs.450 lakhs. Due to delay in finalisation of the site, its drawing and designs, the work of the bridge sanctioned in March 1986 could be started only in March 1990. The delay also increased the cost to Rs.1,106.04 lakhs.

Earth work in 13 roads measuring 45.10 km executed at the cost of Rs.64.55 lakhs remained uncovered with water bound macadam and bitumen treatment works and sustained damages resulting in wasteful expenditure. Four roads on which an expenditure of Rs.251.74 lakhs had been incurred contained gaps, making the roads difficult for use by the public.

Expenditure of Rs.40 lakhs incurred on the construction of a bridge on Kela Devi Langra road remained unfruitful on account of incomplete road work and non-execution of approaches because of non-acquisition of forest land.

Cases of sub-standard works of crust thickness in 6 roads were noticed, resulting in an inadmissible payment of Rs.22.03 lakhs to contractors.

(Paragraph 4.20)

7. Other points of interest

(a) Delay in installation of computers in three DIETs at Goner, Kuchaman city and Masuda and non-posting of technical staff in DIET at Jhalarapatan resulted in idle investment of Rs.7.45 lakhs.

(Paragraph 3.1)

(b) Non-observance of the instructions by the Treasury Officers for keeping comprehensive record of pension payments made by banks led to excess payment of Rs. 12.99 lakhs in 241 cases.

(Paragraph 3.4)

(c) Irregular appointments of 194 class IV employees by Chief Medical and Health Officer, Jaipur resulted in payment of Rs.17.78 lakhs out of the State exchequer. Judgement of the High Court regarding fixing of responsibility for the irregular appointments and recovery of the consequential loss from the defaulting officers has not been complied with.

(Paragraph 3.6)

(d) There was wasteful expenditure of Rs.1.28 lakhs and blocking of funds of Rs. 6.72 lakhs owing to delay in construction of two hostel buildings for scheduled caste students at Marwar Junction and Pali and subsequent cancellation of the sanctions.

(Paragraph 3.8)

(e) In respect of a contract for manufacture and supply of bricks to be used in lining of water courses, the Department did not regulate the supply and carriage of coal/clay as per actual requirement. On the contractor having failed to complete the supply, it was found that apart from unutilised material not returned, the contractor had also consumed coal/clay in excess of prescribed norms. Further, compensation and the extra cost incurred by the Department for procurement of the quantity of bricks not supplied were also recoverable from contractor. Total amount outstanding came to Rs.31.47 lakhs. Action had not been taken to recover the same.

(Paragraph 4.2)

(f) The work of construction of parallel channels along Kanwar Sain Lift Canal Scheme was approved to overcome the problem in regulating supply of water to tail end cultivators and for drinking purposes. However, due to agitation by cultivators, the departmental officers were directed to defer the work.

Notwithstanding such directions the Executive Engineer issued work orders which resulted in infructuous expenditure of Rs.5.42 lakhs on jungle clearance, uprooting of trees and earth work, etc.

(Paragraph 4.6)

(g) Failure of the Department to accept the tenders for the construction of Narayanpur Dam within extended period of validity and unauthorised acceptance of the condition put-forth by the contractor after opening of tenders resulted into extra payment of Rs.3.35 lakhs.

(Paragraph 4.9)

(h) Defective estimation without adequate survey and subsequent change in the alignment of Kushal Kot Minor resulted in abnormal increase in the quantities of earth work. This led to avoidable extra cost of Rs.3.90 lakhs.

(Paragraph 4.10)

(i) Owing to failure of the Department to incorporate the provisions of IS Code 1200 (Part-I), 1974 relating to excavation work in the Basic Schedule of Rates of Udaipur Circle, avoidable extra payment of Rs. 2.56 lakhs had to be made to the contractor on account of extra lifts inherent in the payment of extra leads.

(Paragraph 4.11)

(j) A cantilever was constructed at the cost of Rs.9.01 lakhs on the Kota Barrage for laying a water pipe-line. However, the cantilever could not be used in the absence of haunches which could not be provided on account of adverse technical opinion. Consequently, the expenditure incurred on the cantilever proved infructuous.

(Paragraph 4.14)

(k) There was extra cost of Rs.8.62 lakhs owing to vacillating stand of the Department in regard to the site of the DIET building at Bagri Nagar (Pali). The work was stopped in midstream. On reaching the decision to restart the work at the same site, the balance work was allotted at higher rate to the same contractor.

(Paragraph 4.17)

(l) Due to not-attending the court proceedings by the departmental representative and non-filing of restoration application within the prescribed period, the Department lost the case filed by 13 daily wage workers whose

service had been terminated. These workers had to be taken back in service with payment of back wages of Rs.3.50 lakhs.

(Paragraph 4.18)

(m) Excess payment of subsidy amounting to Rs.3.21 lakhs was noticed on account of the failure of District Rural Development Agency, Sikar to observe the norms laid down by the Government of India for grant of subsidy and loan to small, marginal and other farmers for execution of soil conservation works under Desert Development Programme and Drought Prone Area Programme.

(Paragraph 6.3)

CHAPTER I

ACCOUNTS OF THE STATE GOVERNMENT

1.1 Summarised financial position

The summarised financial position of the Government of Rajasthan as on 31 March 1994 emerging from the Appropriation Accounts and the Finance Accounts for the year 1993-94, the abstract of Receipts and Disbursements and the details of the Sources and Application of Funds for the year are given in the following statements:

I. Summarised Financial Position of the

Amount as on 31 March 1993	Liabilities	Amount as on 31 March 1994
		(Rupees in crores)
1654.69	Internal Debt	1892.98
	Market loans	
	bearing interest	1718.70
	Market loans not	
	bearing interest	1.89
	Loans from Life Insurance Corporation of India	34.97
	Loans from the General Insurance Corporation of India	14.33
	Loans from the National Bank for Agriculture and Rural Development	24.32
	Loans from the National Co-operative Development Corporation	81.27
	Compensation and other bonds	0.32
	Loans from other institutions	17.18
4263.60	Loans and Advances from the Central Government	4726.63
	Pre- 1984-85 Loans	951.93
	Non-Plan Loans	1900.32
	Loans for State Plan Schemes	1790.64
	Loans for Central Plan Schemes	7.53
	Loans for Centrally Sponsored Plan Schemes	76.21
35.00	Contingency Fund	35.00
1737.77	Small Savings, Provident Funds, etc.	2080.91
848.79	Deposits	1115.32
116.33	Reserve Funds	189.95
8656.18		10040.79

Government of Rajasthan as on 31 March 1994

Amount as on 31 March 1993	Assets	Amount as on 31 March 1994
		(Rupees in crores)
6521.80	Gross Capital Outlay	7304.35
	Investment in Shares of Companies, Corporations, etc.	1214.12
	Other Capital Outlay	6090.23
1577.26	Loans and Advances	1964.03
	Loans for Power Projects	1547.65
	Other Development Loans	361.16
	Loans to Government Servants and Miscellaneous Loans	55.22
2.29	Advances	2.38
67.62	Remittance Balances	71.75
16.28	Suspense and Miscellaneous Balances	(-) 5.13
(-)3.60	Cash at end	(-)68.78
	Cash in Treasuries and Local Remittances	(-)5.37
	Deposits with Reserve Bank	(-)157.00
	Departmental Cash Balances including Permanent Advance	6.27
	Cash Balance	
	Investment	87.32
474.53	Deficit on Government Account	772.19
	Accumulated deficit up to 31 March 1993	474.53
	Add: Deficit of current year	300.68
	Less: Capital Receipts	3.02
8656.18		10040.79

Explanatory Notes

1. The summarised financial statements are based on the statements of the Finance Accounts and the Appropriation Accounts for the year 1993-94 of the State Government and are subject to notes and explanations contained therein.
2. Government accounts being mainly on cash basis, the revenue surplus or deficit has been worked out on cash basis. Consequently, items payable and receivable or items like depreciation or variation in stock figures, etc., do not figure in the accounts.
3. Although a part of revenue expenditure (grants) and the loans are used for capital formation by the recipients, its classification in the accounts of the State Government remains unaffected by end use.
4. Under Government system of accounting, the revenue surplus or deficit is closed annually to Government account with the result that cumulative position of such surplus or deficit is not ascertainable. The balancing figure of Rs.129.50 crores as on 31 March 1983 was, therefore, treated as cumulative surplus for drawing up the first statement of financial position for 1983-84 which took the place of a Balance Sheet.
5. Suspense and Miscellaneous balances include cheques issued but not paid, payments made on behalf of States and others pending settlement, etc. The balance under Suspense and Miscellaneous had decreased from Rs.16.28 crores as on 31 March 1993 to Rs.(-)5.13 crores as on 31 March 1994.

6. The closing cash balance as per Reserve Bank of India was Rs.(-)153.31 crores against the general cash balance of Rs.(-)157.00 crores shown in the accounts. The difference to the extent of Rs.2.50 crores has been reconciled and the remaining difference of Rs.1.19 crores is yet to be reconciled (June 1994).

II- Abstract of Receipts

Receipts	
	(Rupees in crores)
I.Revenue Receipts	Section 'A' 5596.92
(i) Tax Revenue	1950.22
(ii) Non-Tax Revenue	1181.37
(iii) State's Share of Union Taxes and Duties	1154.14
(iv) Non-Plan Grants	221.34
(v) Grants for State- Plan Schemes	511.96
(vi) Grants for Central and Centrally Sponsored Plan Schemes	577.89
II.Revenue deficit carried over to Section 'B'	300.68
	5897.60
	Section 'B'
III.Opening Cash Balance including Permanent Advances and Cash Balance Investment	(-)3.60
IV. Capital Receipts	3.02

and Disbursements for the year 1993-94

Disbursements			
(Rupees in crores)			
- Revenue			
I. Revenue Expenditure			5897.60*
Sector	Non-Plan	Plan	Total
(i) General Services	1933.07	42.99	1976.06
(ii) Social Services	1781.64	409.38	2191.02
(iii) Agriculture and Allied Activities	169.06	202.81	371.87
(iv) Rural Development	27.60	290.29	317.89
(v) Special Area Programme	4.59	5.11	9.70
(vi) Irrigation and Flood Control	324.74	53.55	378.29
(vii) Energy	383.83	5.09	388.92
(viii) Industry and Minerals	32.25	45.05	77.30
(ix) Transport	142.03	-	142.03
(x) Science, Technology and Environment	0.33	4.10	4.43
(xi) General Economic Services	14.73	13.71	28.44
(xii) Grants-in-aid and Contributions	11.65	-	11.65
	4825.52	1072.08	5897.60
			5897.60
- Others			
II. Capital Outlay			782.55*
Sector	Non-Plan	Plan	Total
(i) General Services	(-)0.31	18.60	18.29
(ii) Social Services	(-)0.01	242.48	242.47
(iii) Agriculture and Allied Activities	-	20.53	20.53
(iv) Rural Development	-	0.10	0.10
(v) Special Area Programme	-	2.77	2.77
(vi) Irrigation and Flood Control	-	327.92	327.92
(vii) Industry and Minerals	-	31.58	31.58
(viii) Transport	-	134.66	134.66
(ix) Science, Technology and Environment	-	0.04	0.04
(x) General Economic Services	0.12	4.07	4.19
	(-)0.20	782.75	782.55

* The figures of actuals shown in these accounts are net, after taking into account the recoveries.

Receipts		
		(Rupees in crores)
		Section 'B'
V.	Recoveries of Loans and Advances	107.63
	(i) From Power Projects	21.82
	(ii) From Government Servants	53.92
	(iii) From Others	31.89
VI.	Public Debt Receipts	971.12
	(i) Internal Debt other than Ways and Means Advances and Overdrafts	292.26
	(ii) Ways and Means Advances from Reserve Bank of India including overdraft	17.61
	(iii) Loans and Advances from the Central Government	661.25
VII.	Public Account Receipts	9076.10
	(i) Small Savings, Provident Funds, etc.	516.33
	(ii) Reserve Funds	133.18
	(iii) Suspense and Miscellaneous	134.24
	(iv) Remittances	1587.14
	(v) Deposits and Advances	6705.21
		10154.27

Disbursements

(Rupees in crores)

- Others

III.	Loans and Advances disbursed		494.40
	(i) For Power Projects	379.55	
	(ii) To Government Servants	65.05	
	(iii) To Others	49.80	
IV.	Revenue Deficit brought down		300.68
V.	Repayment of Public Debt		269.80
	(i) Internal Debt other than Ways and Means Advances and Overdrafts	53.97	
	(ii) Ways and Means Advances from Reserve Bank of India including overdraft	17.61	
	(iii) Repayment of Loans and Advances to Central Government	198.22	
VI.	Public Account Disbursements		8375.62
	(i) Small Savings, Provident Funds, etc.	173.19	
	(ii) Reserve Funds	59.56	
	(iii) Suspense and Miscellaneous	112.83	
	(iv) Remittances	1591.27	
	(v) Deposits and Advances	6438.77	
VII.	Cash Balance at end		(-)68.78
	(i) Cash in Treasuries and Local Remittances	(-)5.37	
	(ii) Deposits with Reserve Bank	(-)157.00	
	(iii) Departmental Cash Balances including Permanent Advance	6.27	
	(iv) Cash Balance Investment	87.32	

10154.27

III-Sources and Application

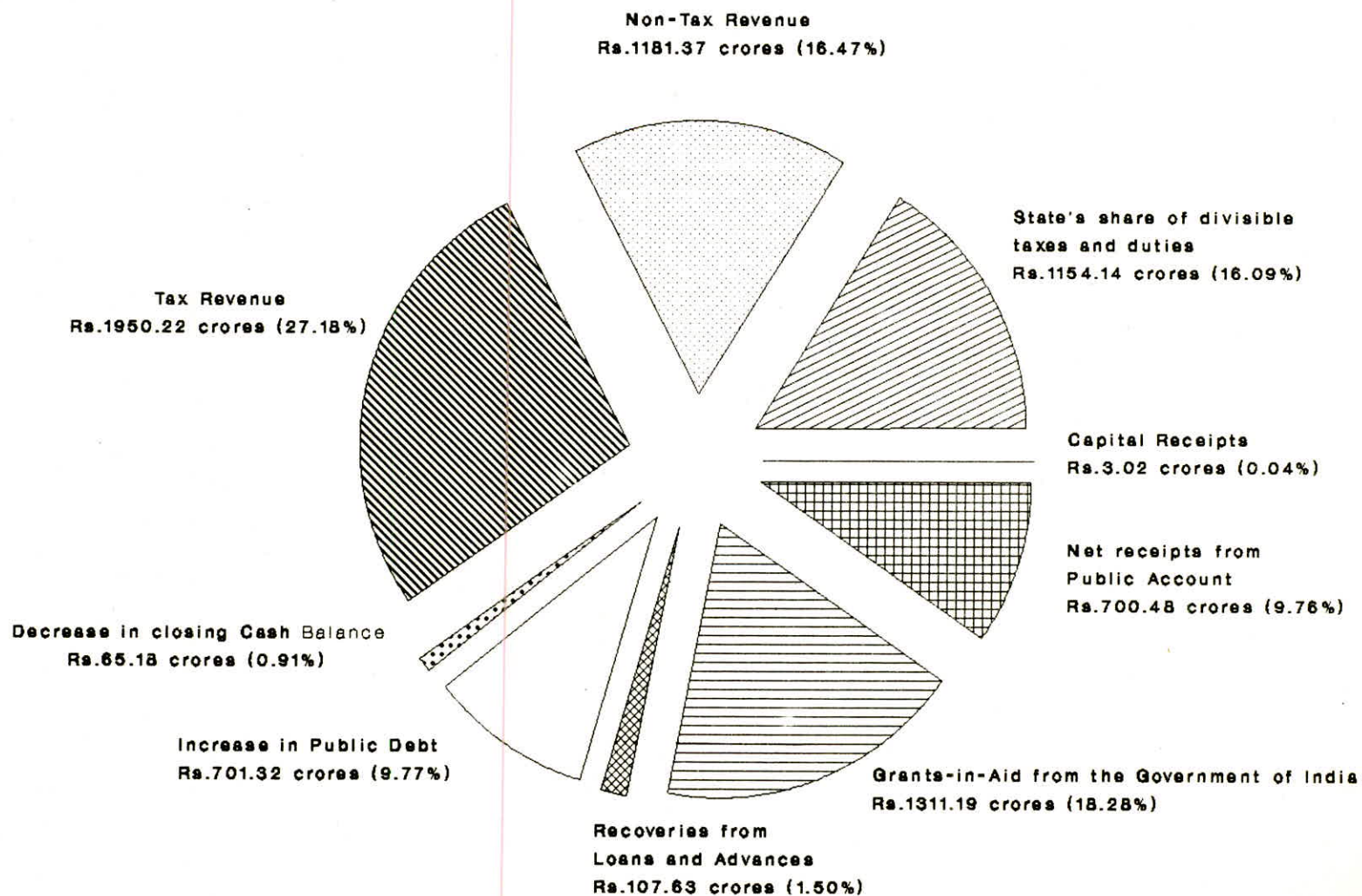
Sources		
		(Rupees in crores)
1.	Revenue Receipts	5596.92
2.	Capital Receipts	3.02
3.	Recoveries of loans and advances	107.63
4.	Increase in Public Debt	701.32
5.	Net receipts from Public Account	700.48
(i)	Increase in Small Savings, Provident Funds, etc.	343.14
(ii)	Increase in Deposits and Advances	266.44
(iii)	Increase in Reserve Funds	73.62
(iv)	Effect of Remittance Balance	(-) 4.13
(v)	Effect in Suspense and Miscellaneous Balance	21.41
6.	Decrease in closing cash balance	65.18
Total		7174.55

of Funds for 1993-94**Application****(Rupees in crores)**

1. Revenue Expenditure	5897.60
2. Loans for Development and other purposes	494.40
3. Capital Expenditure	782.55

7174.55

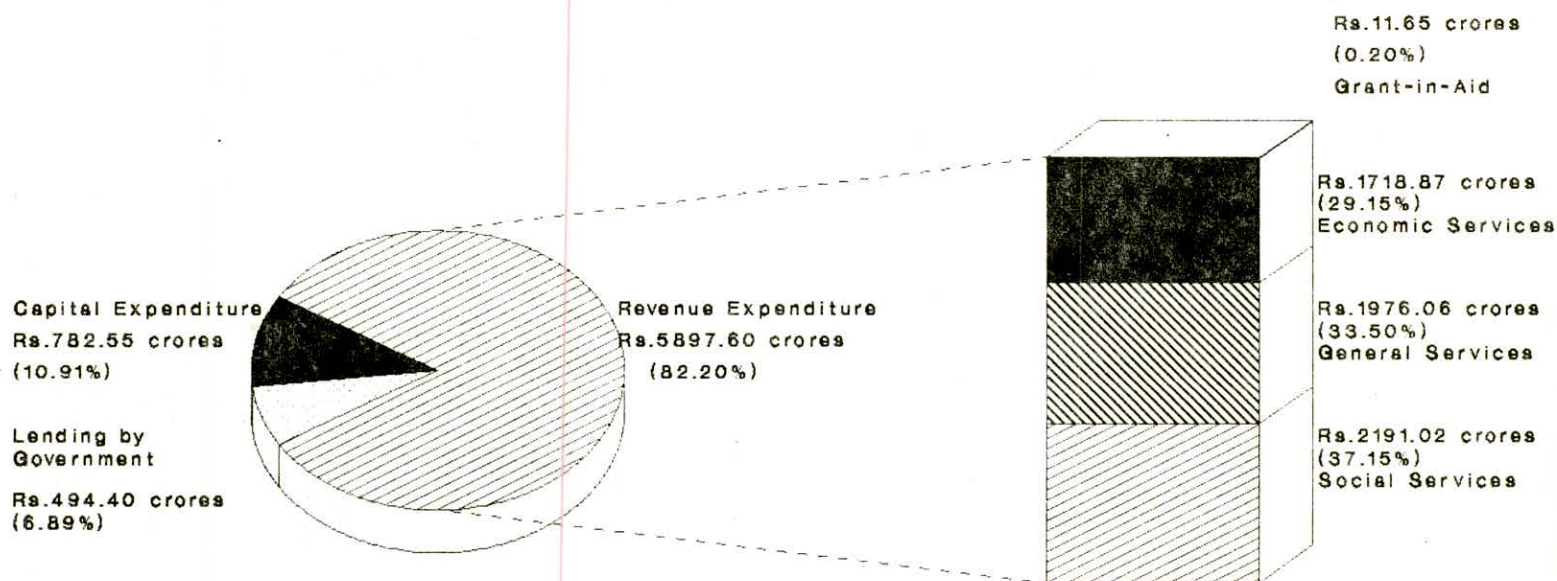
SOURCES OF FUNDS OF THE STATE: 1993-94



Total Rs.7174.55 crores



APPLICATION OF FUNDS OF THE STATE (1993-94)



Total Rs.7174.55 crores

Based on the foregoing statements and other supporting data, the following is an analysis of the management of the finances of Government during 1993-94.

1.2 Assets and liabilities of the State

The assets comprising capital investments and loans advanced and the total liabilities of the State Government during the last five years were as under:

Year	Assets	Liabilities
	(Rupees in crores)	
1989-90	5579.54	6162.11
1990-91	6167.54	6581.10
1991-92	7283.76	7648.79
1992-93	8181.65	8656.18
1993-94	9268.60	10040.79

While the assets have grown up by 66 *per cent* at the end of 1993-94 over the level of 1989-90, the liabilities have grown up by 63 *per cent* during the same period.

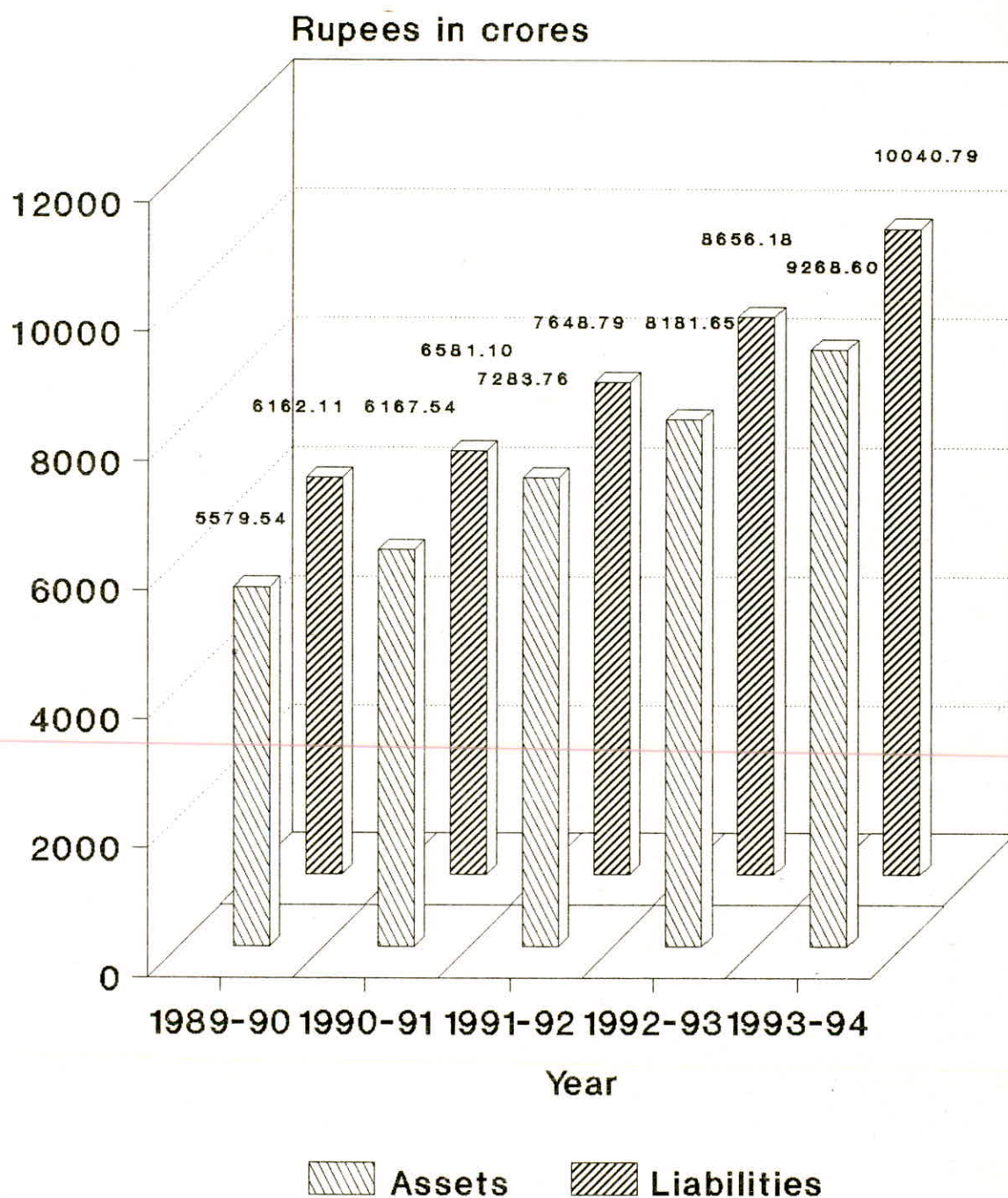
1.3 Revenue deficit/surplus

The trend of continued revenue surplus during the years 1990-91 and 1991-92 was reversed during the years 1992-93 and 1993-94. During 1993-94, as against the budget estimates of revenue deficit of Rs.200.50 crores which was modified to Rs.317.17 crores in the revised estimates, the actual deficit was Rs.300.68 crores.

During 1993-94, the revenue receipts grew by 15 *per cent* over the previous year against the growth of 18 *per cent* in revenue expenditure. The position during the last five years is given in the following table:

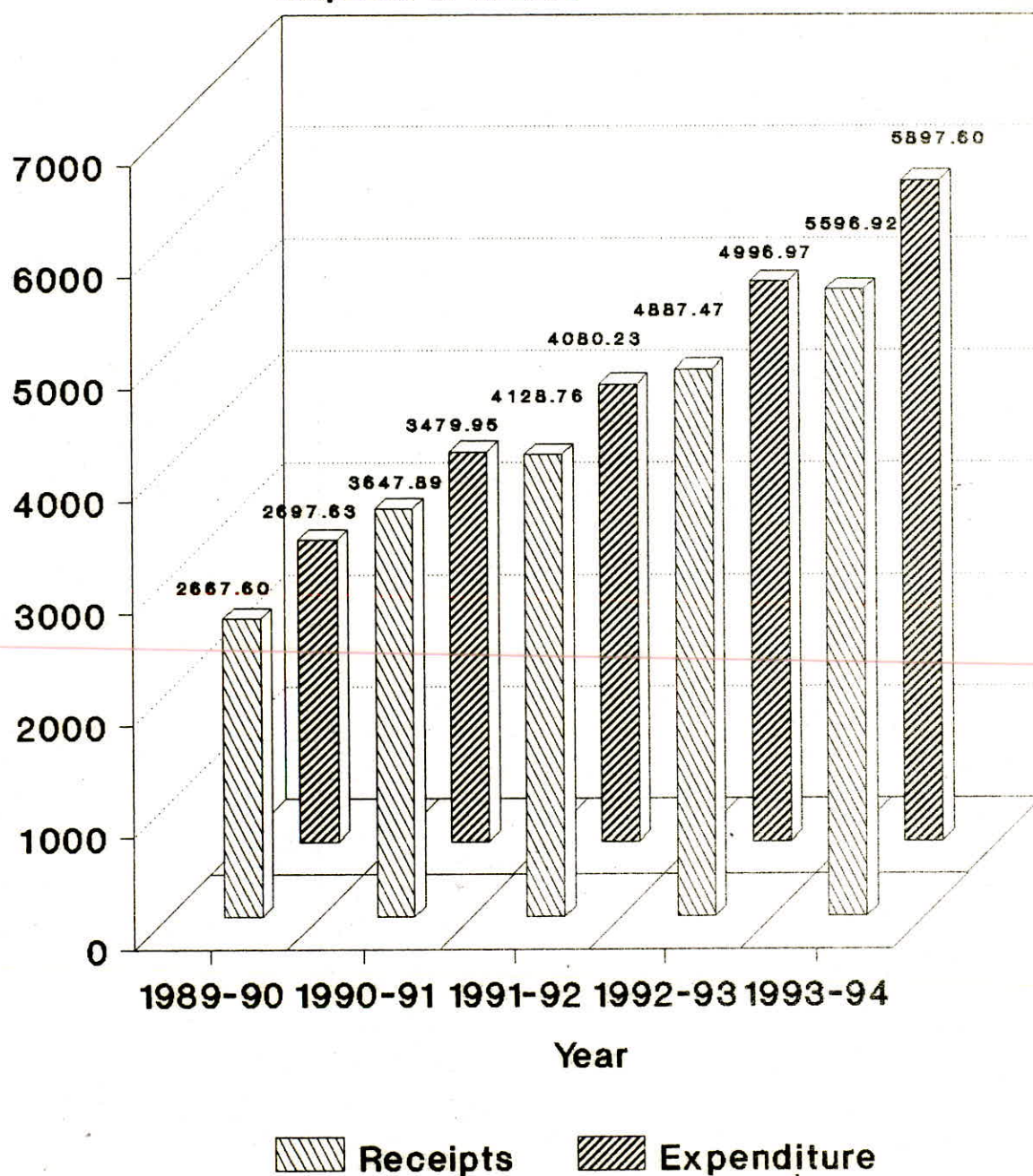
Year	Revenue		Deficit (-)/ Surplus (+)
	Receipts	Expenditure	
(Rupees in crores)			
1989-90	2667.60	2697.63	(-) 30.03
1990-91	3647.89	3479.95	(+)167.94
1991-92	4128.76	4080.23	(+) 48.53
1992-93	4887.47	4996.97	(-)109.50
1993-94	5596.92	5897.60	(-)300.68

Assets and Liabilities of the State



Revenue receipts-expenditure

Rupees in crores



1911

1912

1913

1914

1915

1916

1917

1918

1919

1920

1921

During the last five years there had been wide variations between the actual revenue deficit/surplus and the anticipated revenue deficit/surplus as shown below:

Year	Revenue Deficit (-)/Surplus (+)		
	Budget Estimates	Revised Estimates	Actuals
(Rupees in crores)			
1989-90	(-) 75.81	(-) 90.08	(-) 30.03
1990-91	(-)103.93	(+)157.68	(+)167.94
1991-92	(-)199.35	(-)172.77	(+) 48.53
1992-93	(-)176.03	(-) 46.65	(-)109.50
1993-94	(-)200.50	(-)317.17	(-)300.68

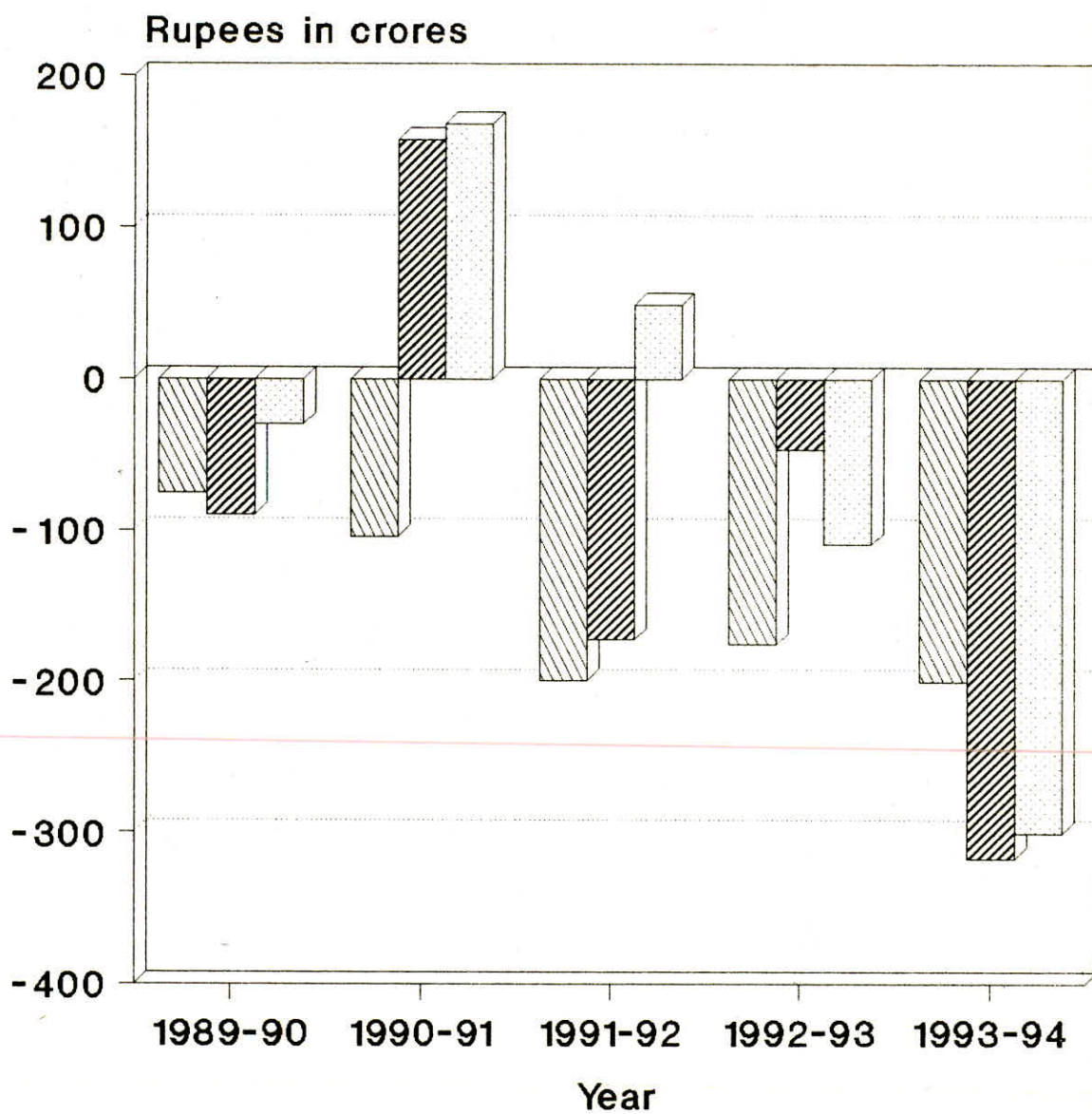
1.4 Revenue receipts

The actual revenue receipts during the five years ending 1993-94 are given below:

Year	Budget Estimates	Revised Estimates	Actuals	
			Amount	Percentage growth over the pre- vious year
(Rupees in crores)				
1989-90	2523.80	2670.13	2667.60	13
1990-91	3358.98	3657.73	3647.89	37
1991-92	3820.69	4040.81	4128.76	13
1992-93	4592.27	4915.11	4887.47	18
1993-94	5204.20	5545.44	5596.92	15

During the period 1989-94, the revenue receipts had grown by 110 *per cent.* The position of revenue raised by the State and of the State's share of Union taxes and duties and grants-in-aid received from the Government of India

Revenue deficit/surplus

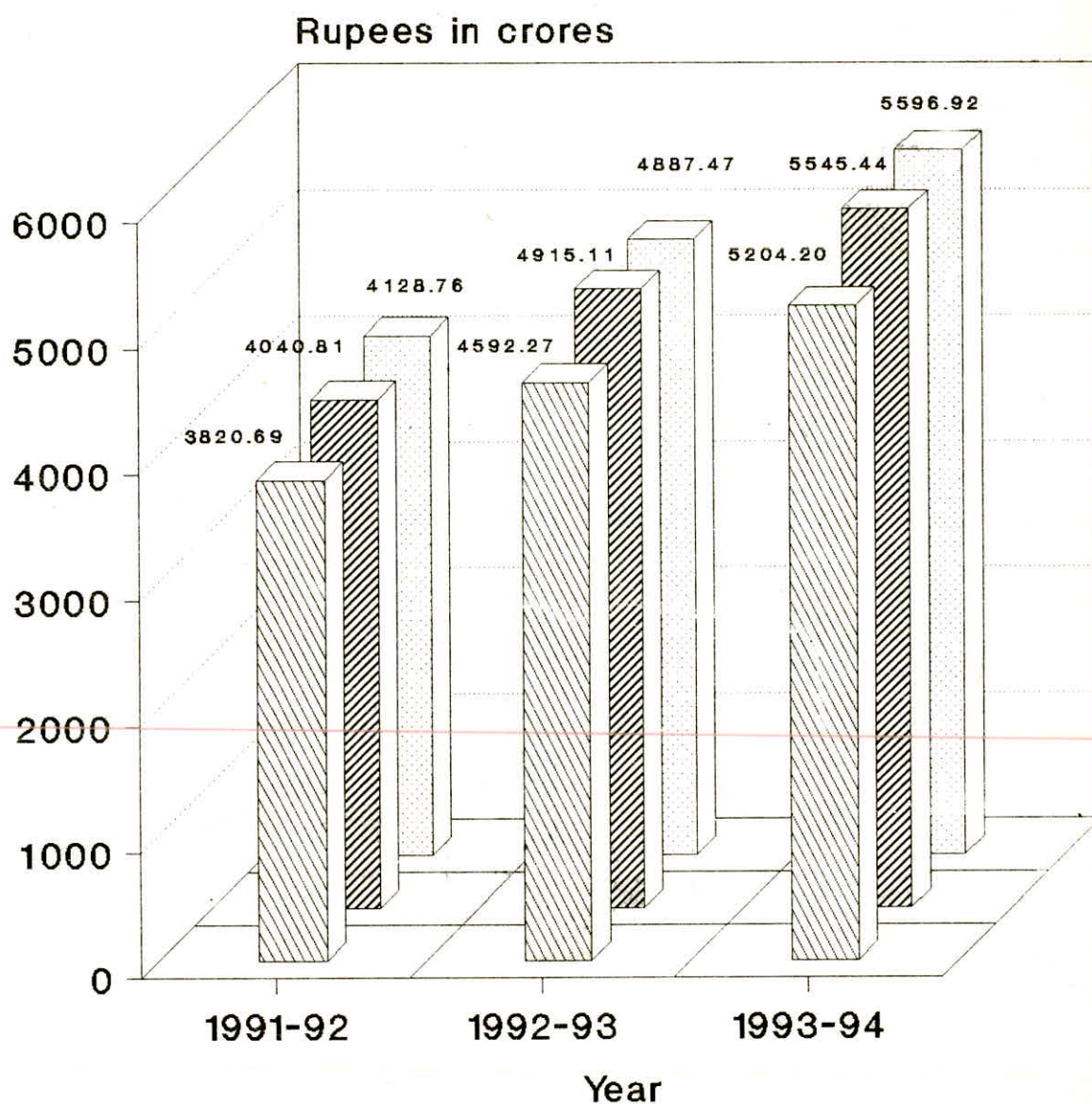


 Budget estimates

 Revised estimates

 Actuals

Revenue receipts



 Budget estimates

 Revised estimates

 Actuals

was as follows:

	1989-90	1990-91	1991-92	1992-93	1993-94
(Rupees in crores)					
I. Revenue raised by the State Government					
(a) Tax Revenue	1072.51	1216.50	1548.79	1734.29	1950.22
(b) Non-Tax Revenue	470.28	820.05	731.63	1005.04	1181.37
Total	1542.79	2036.55	2280.42	2739.33	3131.59
II. State's share of net proceeds of taxes on income other than corporation tax	186.41	199.28	246.77	293.51	373.79
III. Receipts from the Government of India					
(i) State's share of Union Excise Duties	456.58	559.59	649.48	779.90	780.35
(ii) Grants-in-aid	481.82	852.47	952.09	1074.73	1311.19
Total (II+III)	1124.81	1611.34	1848.34	2148.14	2465.33
IV. Total receipts of State Government (I+II+III) (Revenue Account)	2667.60	3647.89	4128.76	4887.47	5596.92
V. Percentage of revenue raised to total receipts	58	56	55	56	56

The revenue raised by the State Government as a percentage of the total revenue receipts ranged from 55 to 58 between 1989-90 and 1993-94. The aggregate of the amount received by the State Government on account of share of net proceeds of taxes and duties and grant-in-aid from the Central Government increased by 119 *per cent* during the period 1989-94.

1.5 Tax revenue

The growth of tax revenue mobilised by the State Government during the last five years is indicated below:

Year	Tax Revenue	Percentage growth over the previous year
	(Rupees in crores)	
1989-90	1072.51	20
1990-91	1216.50	13
1991-92	1548.79	27
1992-93	1734.29	12
1993-94	1950.22	12

The growth in tax revenue during 1989-94 was 82 *per cent*. While the revenue receipts of Government increased by 15 *per cent* during 1993-94 in relation to 1992-93, the tax revenue increased by 12 *per cent*.

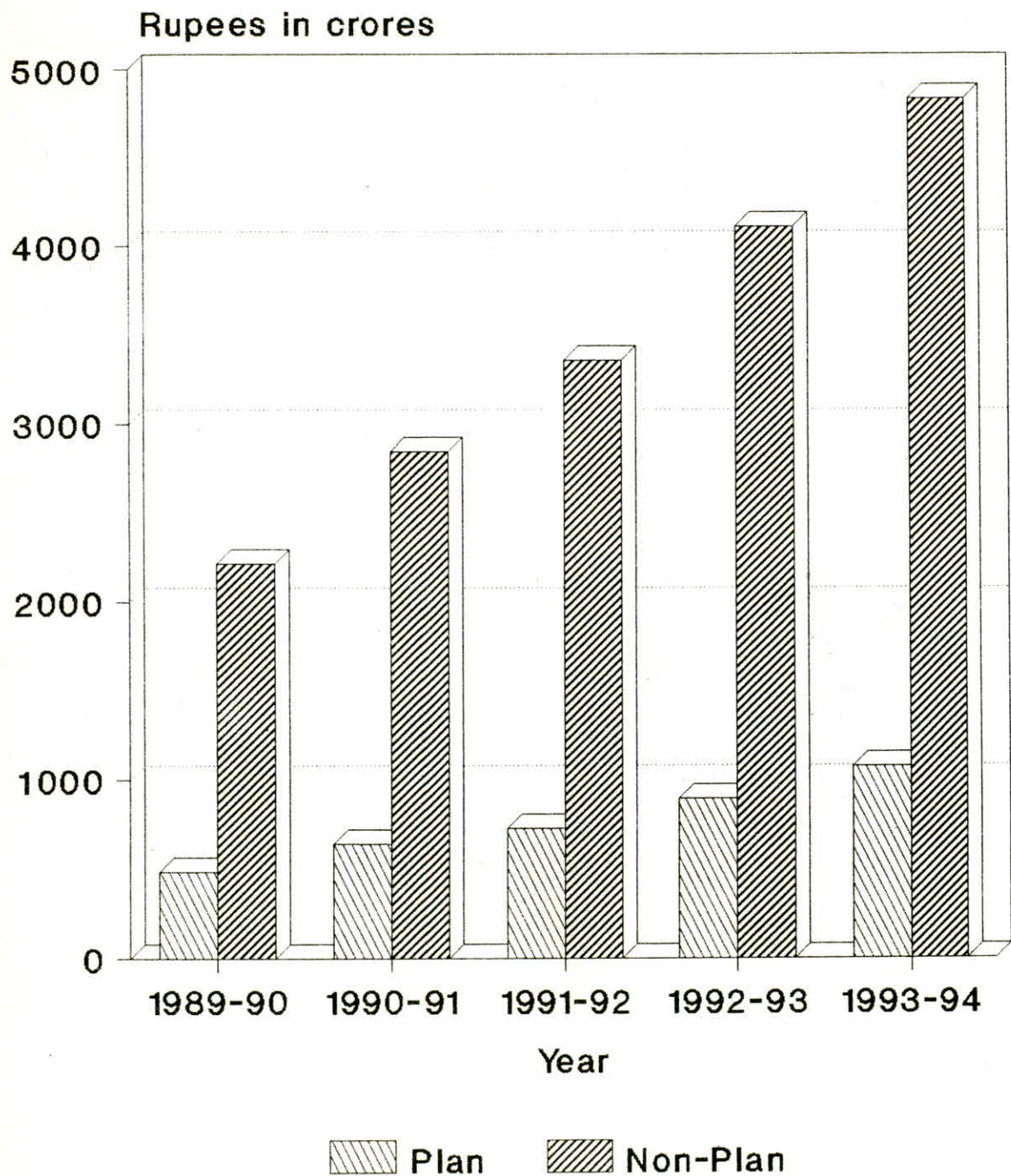
1.6 Non-tax revenue

The growth/decline of non-tax revenue during the last five years is indicated below:

Year	Non-tax revenue	Percentage growth(+)/ decline (-) over the previous year
	(Rupees in crores)	
1989-90	470.28	(+)30
1990-91	820.05	(+)74
1991-92	731.63	(-)11
1992-93	1005.04	(+)37
1993-94	1181.37	(+)18

Non-tax revenue for the year 1990-91 included receipts on account of write off of the balance of Rs.324.35 crores outstanding on 31 March 1989 out of the drought loan assistance advanced by the Government of India during the years 1986-87 to 1988-89. The non-tax revenue for the years 1991-92, 1992-93 and 1993-94 included the amount of accrued interest of Rs.148.54 crores, Rs.295.97 crores and Rs.383.83 crores respectively on loans advanced to the Rajasthan State Electricity Board (RSEB) by the State Government and adjusted as interest receipts by sanction of assistance in the shape of grant. The actual

Growth of revenue expenditure



increase in non-tax revenue for the years 1990-91, 1991-92, 1992-93 and 1993-94 over the respective previous years was thus 5, 18, 22 and 12 *per cent* respectively.

1.7 Revenue expenditure

The revenue expenditure (Plan) during 1993-94 was Rs.1072.08 crores against the Budget provision of Rs.1150.62 crores (including supplementary provision) disclosing a shortfall of Rs.78.54 crores. The non-Plan revenue expenditure during the year was Rs.4825.52 crores against the Budget provision of Rs.4816.39 crores (including supplementary provision) disclosing an excess of Rs.9.13 crores in expenditure. The main reasons of shortfall in expenditure, wherever furnished by the State Government, are given in Chapter II of this Report. Further details are available in the Appropriation Accounts of the State Government for 1993-94.

1.8 Growth of revenue expenditure

The growth of revenue expenditure (both Plan and non-Plan) during the last five years was as follows:

Year	Revenue Expenditure		
	Plan	Non-Plan	Total
	(Rupees in crores)		
1989-90	481.99	2215.64	2697.63
1990-91	637.62	2842.33	3479.95
1991-92	726.26	3353.97	4080.23
1992-93	891.82	4105.15	4996.97
1993-94	1072.08	4825.52	5897.60

During the period 1989-94, the revenue expenditure has grown by 119 *per cent*. While there was increase of 122 *per cent* under Plan expenditure in 1993-94 over the level of 1989-90, the non-Plan expenditure increased by 118 *per cent* during the same period.

1.9 Non-Plan revenue expenditure

The following table shows the details of non-Plan revenue expenditure, other than interest payments, where there has been significant

increase over five years:

	1989-90	1993-94	Percentage increase
(Rupees in crores)			
State Excise	19.94	59.61	199
Other Fiscal Services	5.30	11.95	125
Public Works	16.84	33.96	102
Pension and Other			
Retirement Benefits	113.94	260.31	128
Miscellaneous General	37.76	142.40	277
Services			
General Education	531.49	1024.14	93
Medical and Public Health	126.81	256.15	102
Water Supply and Sanitation	113.72	242.97	114
Housing	4.80	11.20	133
Information and Publicity	2.69	5.36	99
Social Security and Welfare	15.93	36.81	131
Co-operation	7.22	49.13	580
Major and Medium Irrigation	125.67	275.40	119

1.10 Capital expenditure

The position of shortfall of capital expenditure during the last five years as against the Budget Estimates (including supplementary provision) is indicated below:

Year	Budget estimates (including supplementary provision)	Actuals	Shortfall
(Rupees in crores)			
1989-90	493.05	440.81	52.24
1990-91	534.88	490.05	44.83
1991-92	1255.60	1212.23	43.37
1992-93	700.72	700.13	0.59
1993-94	841.89	782.55	59.34

The shortfall during the last five years ranged between Rs.0.59 crore to Rs.59.34 crores.

1.11 Financial assistance to local bodies and others

The quantum of assistance provided to different local bodies during the period of five years ended 1993-94 is given below:

Name of Body	1989-90	1990-91	1991-92	1992-93	1993-94
(Rupees in crores)					
I. Panchayat Samitis and Zila Parishads and Municipalities	251.70	357.31	283.74	326.59	313.30
II. Educational Institutions (including Universities)	67.12	79.95	107.16	116.83	132.86
III. Co-operative Societies and Co-operative Institutions	4.36	33.22	36.59	54.86	44.14
IV. Other Institutions and Bodies	88.01	272.62	421.78	632.75	826.99
Total	411.19	743.10	849.27	1131.03	1317.29
V. Total Revenue Receipts	2667.60	3647.89	4128.76	4887.47	5596.92
VI. Percentage of assistance to total Revenue Receipts	15	20	21	23	24
VII. Revenue Expenditure	2697.63	3479.95	4080.23	4996.97	5897.60
VIII. Percentage of assistance to Revenue Expenditure	15	21	21	23	22

The growth of financial assistance to local bodies and others during the period 1989-94 registered a growth of 220 *per cent*. Assistance of Rs.148.54 crores, Rs.295.97 crores and Rs.383.83 crores was sanctioned to RSEB for adjustment of interest due from it on loans advanced by the State Government during 1991-92, 1992-93 and 1993-94 respectively. Actual assistance provided to local bodies and others during 1991-92, 1992-93 and 1993-94 was thus Rs.700.73 crores, Rs.835.06 crores and Rs.933.46 crores respectively which was 17 *per cent* of the total revenue receipts during each year and 17, 17 and 16 *per cent* respectively of the total revenue expenditure during these years.

1.12 Investment and returns

During 1993-94, Government invested a net amount of Rs.60.16 crores as share capital in Statutory Corporations (Rs.19.10 crores), Government Companies and Joint Stock Companies (Rs.27.03 crores) and Co-operative Banks and Societies (Rs.14.03 crores).

The total investments of Government in the share capital and debentures of different undertakings and the dividend/interest received thereon during the five year period 1989-94 were as follows:

At the end of	Investments	Dividend/ interest received during the year	Percentage of dividend/in- terest recei- ved to the total invest- ment
(Rupees in crores)			
1989-90	354.94	2.87	0.81
1990-91	423.46*	2.75	0.65
1991-92	1089.94	3.27	0.30
1992-93	1153.96**	5.44	0.47
1993-94	1214.12***	5.44	0.45

The accumulated loss of 31 Companies/Statutory Corporations in which Government had invested Rs.119.37 crores as on 31 March 1994 was Rs.214.69 crores as disclosed in the latest accounts rendered by them for various years from 1983-84 to 1993-94. Nine companies in which Government had invested Rs.0.23 crore as on 31 March 1994 were under liquidation.

1.13 Public Debt and other liabilities

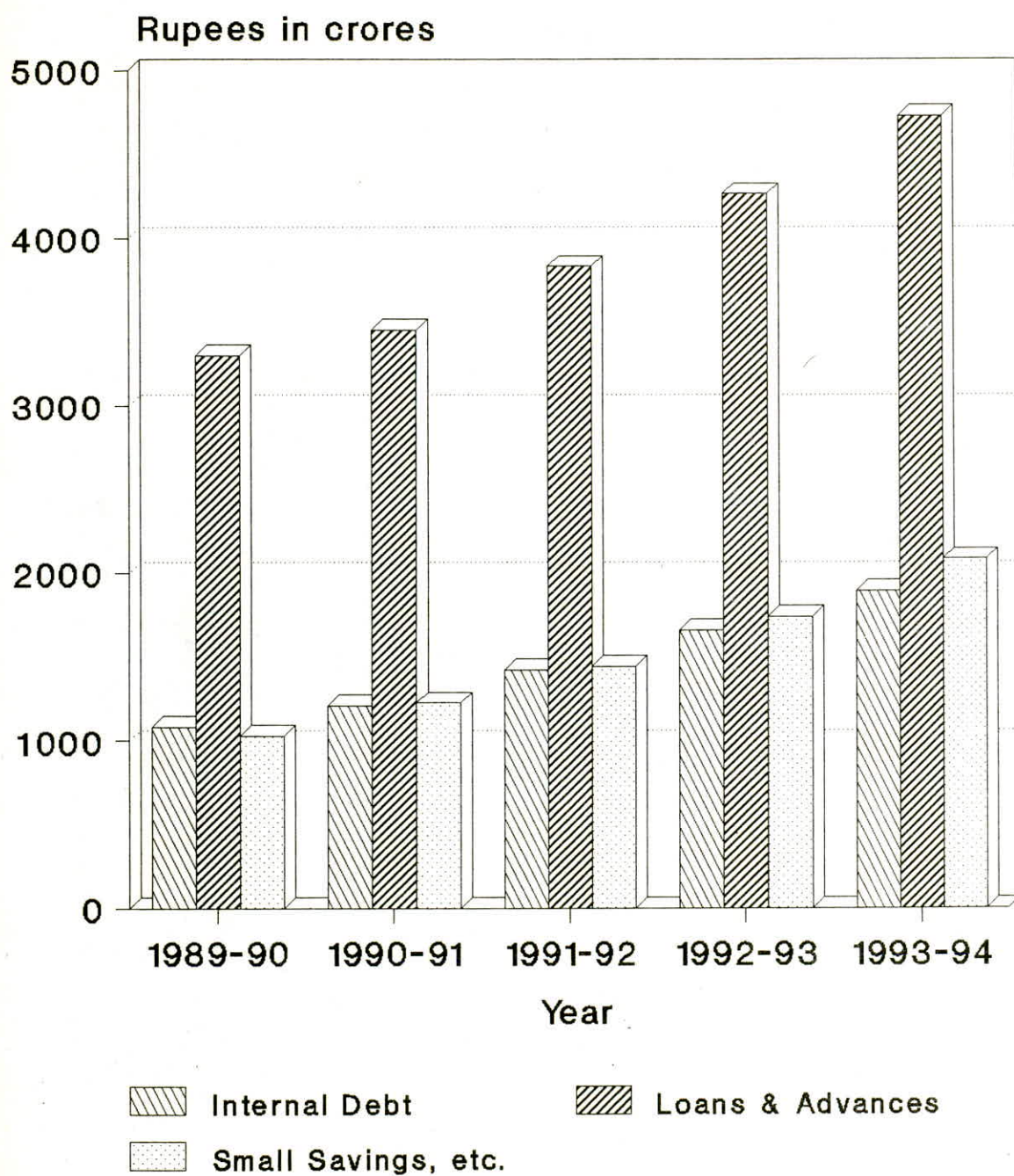
Under Article 293(1) of the Constitution of India, a State may borrow within the territory of India, upon the security of the Consolidated Fund of the State within such limits, if any, as may from time to time be fixed by the

* Includes refund of Rs.0.43 crore pertaining to the year 1991-92 information of which received from the Government during the year 1992-93.

** Includes investment of Rs.0.30 crore made during 1990-91 which could not be depicted in the Finance Accounts for the year 1990-91 due to late receipt of information from the State Government.

*** Excludes Rs.0.07 crore as a result of rectification of misclassification of earlier period.

Public debt and other liabilities



Act of the Legislature of the State. No law has been passed by the Rajasthan Legislature laying down such a limit.

Public Debt of the State consists of internal debt and loans and advances from the Central Government. Internal debt comprises long-term loans raised in the open market and loans received from financial institutions, etc. This also include ways and means advances from the Reserve Bank of India and other bonds issued by the State Government. Loans and Advances from the Central Government represent loans received from the Government of India for execution of various Plan and non-Plan schemes. Besides, Government had other liabilities on account of funds raised through small savings, provident funds, etc.

The details of such liabilities of the State Government during the five years ending March 1994 are given below:

Year	Internal Debt	Loans and Advances from the Central Government	Total Public Debt	Small Savings, Provident Funds, etc.	Total
(Rupees in crores)					
1989-90	1083.17	3299.78	4382.95	1028.51	5411.46
1990-91	1209.24	3452.61	4661.85	1226.57	5888.42
1991-92	1425.62	3829.94	5255.56	1443.15	6698.71
1992-93	1654.69	4263.60	5918.29	1737.77	7656.06
1993-94	1892.98	4726.63	6619.61	2080.91	8700.52

It would be seen that the total borrowings of Government had increased from Rs.5411.46 crores at the end of 1989-90 to Rs.8700.52 crores at the end of 1993-94 *i.e.* an increase of 61 *per cent* over a period of four years.

1.14 Debt service

The following table shows the outgo of funds on account of

interest payments (gross) during the five years ending 31 March 1994:

Year	Interest Paid	Opening balances of					Percentage of interest to	
		Internal Debt	Loans and advances from the Central Government	Small Savings. Provi- dent Funds, etc.	Other liabili- ties/Obl- igations	Total	Total	Revenue Expend- iture
(Rupees in crores)								
1989-90	437.02	979.01	3054.04	851.74	208.00	5092.79	9	16
1990-91	498.60	1083.17	3299.78	1028.51	238.71	5650.17	9	14
1991-92	615.74	1209.24	3452.61	1226.57	193.02	6081.44	10	15
1992-93	742.77	1425.62	3829.94	1443.15	352.69	7051.40	11	15
1993-94	885.41	1654.69	4263.60	1737.77	364.24	8020.30	11	15

It will be seen that the outflow of funds for payment of interest during the period from 1989-90 to 1993-94 ranged between 14 and 16 *per cent* of the revenue expenditure.

Interest received during 1993-94 was Rs.612.94 crores while interest paid on debt and other obligations was Rs.885.41 crores. The net interest burden during the year was thus Rs.272.47 crores (5 *per cent* of the total revenue receipts and 14 *per cent* of the tax revenue of the State).

The repayment of the Government of India loans and payment of interest thereon by the State Government during the last five years was as follows:

Year	Repayments			Loans received during the year	Percentage of repayments to loans received
	Principal	Interest	Total		
(Rupees in crores)					
1989-90	230.44	226.72	457.16	476.18	96
1990-91	473.88	249.08	722.96	626.71	115
1991-92	180.24	310.97	491.21	557.57	88
1992-93	171.43	363.92	535.35	605.09	88
1993-94	198.22	425.22	623.44	661.25	94

During 1993-94, 94 *per cent* of the fresh loans received were consumed by the repayment of outstanding loan and payment of interest thereon.

1.15 Loans and advances by State Government

The State Government has been advancing loans to Government companies, corporations, autonomous bodies, co-operatives, non-Government institutions, etc., for developmental and non-developmental activities. The position of such loans for the five years 1989-90 to 1993-94 is given below:

	1989-90	1990-91	1991-92	1992-93	1993-94
	(Rupees in crores)				
Opening balance	1266.17	1376.74	1599.45	1228.21	1577.26
Amount advanced during the year	166.36	275.48	327.62	444.65	494.40
Amount repaid during the year	55.79	52.77	698.86	95.60	107.63
Closing balance	1376.74	1599.45	1228.21	1577.26	1964.03
Net addition(+)/ reduction(-)	(+)110.57	(+)222.71	(-)371.24	(+)349.05	(+)386.77
Interest received and credited to revenue	29.63	8.97	162.55	308.05	397.76

Of the loans advanced to various bodies (other than RSEB), the detailed accounts of which are kept in the office of the Accountant General, recovery of Rs.17.17 crores (principal : Rs.4.28 crores and interest : Rs.12.89 crores) was in arrears as on 31 March 1994. In the case of RSEB, loans totalling Rs.1547.65 crores were outstanding at the end of March 1994 and the amount of interest due for recovery was Rs.206.81 crores. In the absence of detailed terms and conditions for repayment of these loans in the Government sanctions, the amount of principal overdue for recovery could not be worked out.

In respect of loans the detailed accounts of which are maintained by the Departmental Officers, the Controlling Officers are required to furnish to the Accountant General a statement showing details of arrears in recovery of loan instalments and interest by June every year. Against 194 statements due for 1993-94, only 82 statements were received by July 1994. According to these statements, the total amount overdue for recovery against loan advanced as on 31 March 1994 (Rs.223.16 crores) was Rs.140.87 crores including Rs.35.65 crores

on account of interest. The major portion of the arrears related to loans for 'Industries and Minerals' (Rs.44.06 crores), 'Co-operation' (Rs.26.87 crores), 'Crop Husbandry' (Rs.25.37 crores), 'Command Area Development' (Rs.22.00 crores), 'Village and Small Industries' (Rs.8.94 crores) and 'Food storage and Warehousing' (Rs.8.27 crores).

Agriculture, Rural Development and Panchayati Raj, Tribal Area Development, Co-operatives and Industries Departments were the main defaulters in not furnishing the statements of overdue loans.

1.16 Ways and Means advances and overdraft

Under an agreement with the Reserve Bank of India, the State Government has to maintain with the Bank a minimum daily cash balance of Rs.60 lakhs. If the balance falls below the agreed minimum on any day, the deficiency is made good by taking ways and means advances/overdraft from the Bank.

The extent to which Government maintained the minimum balance with the Bank during the period 1989-90 to 1993-94 is given below:

	1989-90	1990-91	1991-92	1992-93	1993-94
(i) Number of days on which minimum balance was maintained					
(a) without obtaining any advance	85	333	273	350	358
(b) by obtaining ways and means advances	238	26	72	10	7
(ii) Number of days on which overdraft was taken	42	6	21	5	-

The position of ways and means advances and overdraft taken by the State

Government and interest paid thereon during 1989-90 to 1993-94 is detailed below:

	1989-90	1990-91	1991-92	1992-93	1993-94
(Rupees in crores)					
Ways and Means					
Advances					
(i) Advances taken during the year (Gross)	472.65	53.59	148.84	37.51	17.61
(ii) Advances outstanding at the end of the year	33.60	-	-	-	-
(iii) Interest paid	1.24	0.20	0.49	0.08	0.02
Overdraft					
(i) Overdraft taken during the year (Gross)	281.17	21.76	138.07	94.65	-
(ii) Overdraft outstanding at the end of the year	6.67	-	-	-	-
(iii) Interest paid	0.36	0.02	0.20	0.15	-

1.17 Guarantees given by the State Government

The position of contingent liability for guarantees given by the State Government for repayment of loans and payment of interest thereon by the

Statutory Corporations, Government Companies and Co-operatives, etc. was as follows:

At the end of	Maximum amount guaranteed (Principal only)	Amount outstanding	
		Principal	Interest
(Rupees in crores)			
1990	2449.39	1789.54	31.41
1991	3341.55	2188.42	37.27
1992	3942.41	2685.87	42.86
1993	4356.40	3082.11	60.82
1994	4896.28	3490.00	83.08

An amount of Rs.6.35 crores was received as guarantee commission during 1993-94.

No law under Article 293 of the Constitution has been passed by the State Legislature laying down the maximum limits for Government for giving guarantees on the security of the Consolidated Fund of the State.

CHAPTER II

APPROPRIATION AUDIT AND CONTROL OVER EXPENDITURE

2.1 General

2.1.1 The summarised position of the actual expenditure during 1993-94 against grants/appropriations* is as follows:

	Original grant/ appro- priation	Supplementary grant/ appropriation	Total	Actual expenditure	Variation savings(-)/ excess(+)
(Rupees in crores)					
I-REVENUE					
Voted	4840.13	560.30	5400.43	5273.02	(-)127.41
<i>Charged</i>	<i>902.15</i>	<i>2.01</i>	<i>904.16</i>	<i>894.64</i>	<i>(-)9.52</i>
II-CAPITAL					
Voted	950.56	60.29	1010.85	1024.58	(+)13.73
<i>Charged</i>	<i>0.03</i>	<i>0.16</i>	<i>0.19</i>	<i>0.07</i>	<i>(-)0.12</i>
III-PUBLIC DEBT					
<i>Charged</i>	<i>556.70</i>		<i>556.70</i>	<i>269.80</i>	<i>(-)286.90</i>
IV-LOANS AND ADVANCES					
Voted	461.54	57.64	519.18	494.40	(-)24.78
GRAND TOTAL	7711.11	680.40	8391.51	7956.51	(-)435.00

2.2 Results of appropriation audit

2.2.1 The overall saving of Rs.435.07 crores was the net result of saving of Rs.551.63 crores in 104 cases and excess of Rs. 116.56 crores in 19 cases as

* In a demand the grants are voted and appropriations are charged.

shown below:

	<u>Savings</u>		<u>Excess</u>		<u>Net Savings(-)/Excess(+)</u>	
	Revenue	Capital	Revenue	Capital	Revenue	Capital
(Rupees in crores)						
Voted	199.71	55.30	72.30	44.25	(-)127.41	(-)11.05
	(In 41	(In 22	(In 8	(In 5		
	grants)	grants)	grants)	grants)		
Charged	9.53	287.02	0.01	-	(-)9.52	(-)287.02
appropri-	(In 38	(In 3	(In 6			
ations	appropri-	appropri-	appropri-			
	ations)	ations)	ations)			

2.2.2 Supplementary provision

The supplementary provision of Rs.680.40 crores was obtained during 1993-94 constituted 9 *per cent* of the original budget provision. Supplementary provision of Rs.23.66 crores obtained in 11 cases (9 grants) during February 1994/ March 1994 proved unnecessary as the expenditure did not come up, in these cases, even to the level of the original provision, saving in each case exceeding Rs.10 lakhs, as detailed in *Appendix-1*.

In 25 cases (22 grants/appropriations), the additional funds required was only Rs.109.78 crores against the supplementary provision of Rs.158.09 crores, saving in each case exceeding Rs.10 lakhs. Relevant details are given in *Appendix-2*.

The supplementary provision of Rs.319.66 crores obtained in respect of 12 cases (9 grants) in February 1994/March 1994 proved insufficient, by more than Rs.10 lakhs in each case, leaving an aggregate uncovered excess expenditure of Rs.116.46 crores as detailed in *Appendix-3*.

2.2.3 Excess over grants/appropriations

In the revenue section, there was an excess expenditure of Rs.72,30,12,564 in 8 grants and Rs.1,43,239 in 6 appropriations and in the capital section, the excess expenditure was Rs.44,24,95,780 in 5 grants, as detailed

below, which requires regularisation under Article 205 of the Constitution of India:

S.No.	Number and Name of the grant/ appropriation	Total grant/ appropriation	Actual expenditure	Excess
Revenue-Voted			(In rupees)	
1.	1- State Legislature	3,56,17,000	3,65,11,167	8,94,167
2.	15- Pension and other Retirement Benefits	2,52,92,91,000	2,60,27,14,323	7,34,23,323
3.	24- Education, Art and Culture	11,52,24,98,000	11,78,32,01,443	26,07,03,443
4.	26- Medical and Public Health and Sanitation	3,58,78,01,000	3,72,00,09,579	13,22,08,579
5.	27- Drinking Water Supply Scheme	2,86,18,05,000	3,01,40,99,975	15,22,94,975
6.	29- Town Planning and Regional Development	18,38,38,000	21,52,39,448	3,14,01,448
7.	35- Miscellaneous Community and Economic Services	1,54,80,03,000	1,60,50,09,433	5,70,06,433
8.	46- Irrigation	3,42,44,56,000	3,43,95,36,196	1,50,80,196
Revenue-Charged				
1.	5- Administrative Services	63,000	87,500	24,500
2.	9- Forest	6,00,000	6,00,423	423
3.	16- Police	4,95,000	5,33,468	38,468
4.	24- Education, Art and Culture	2,29,000	2,41,060	12,060
5.	33- Social Security and Welfare	77,000	85,913	8,913
6.	38- Minor Irrigation and Soil Conservation	23,000	81,875	58,875
Capital-Voted				
1.	21- Roads and Bridges	1,12,18,90,000	1,15,05,59,388	2,86,69,388
2.	24- Education, Art and Culture	3,16,40,000	3,39,45,000	23,05,000
3.	27- Drinking Water Supply Scheme	2,68,24,92,000	3,01,54,32,467	33,29,40,467
4.	46- Irrigation	4,23,48,20,000	4,31,09,72,925	7,61,52,925
5.	48- Power	3,79,30,62,000	3,79,54,90,000	24,28,000

2.2.4 Unutilised provision

The expenditure in the following grants fell short by more than Rs.1 crore and also by more than 10 *per cent* of the total provision :

S.No.	Description of the grant/ appropriation	Amount of saving (Rupees in crores)	Reasons for savings
Revenue - Voted			
1.	2- Council of Ministers	1.32 (63)	Due mainly to dissolution of State Assembly in December 1992 and constitution of fresh Assembly in December 1993.
2.	3-Secretariat	4.72 (18)	Due mainly to non-implementation of scheme for establishment of project cell for Agriculture Development.
3.	7-Election	6.40 (22)	Due mainly to (i) non-conducting of <i>panchayat</i> elections, (ii) non-receipt of bills from District Head-quarters/Government presses and (iii) non-finalisation of the matter of issuing of identity cards to voters.
4	11- Miscellaneous Social services	1.32 (15)	Due mainly to (i) some posts remaining vacant, (ii) non-furnishing of tenders by the firms for purchase of image processing system according to terms and conditions prescribed by the World Bank and (iii) less expenditure on environmental improvement.

S.No.	Description of the grant/ appropriation	Amount of saving (Rupees in crores)	Reasons for savings
5.	12- Other Taxes	1.63 (11)	Due mainly to (i) some posts remaining vacant and (ii) non-purchase of machinery and equipment.
6.	22- Area Development	12.48 (19)	Due mainly to (i) non-implementation of some schemes, (ii) some posts remaining vacant, and (iii) economy measures.
7.	23-Labour and Employment	4.85 (19)	Due mainly to (i) late/non-receipt of assistance from the Government of India, (ii) reduction in Plan ceiling, (iii) slow progress of minor works and (iv) less expenditure on machinery and equipment.
8.	32-Civil supplies	1.44 (17)	Due mainly to (i) actual lifting of foodgrains by ration shops for distribution being less than anticipated resulting in less reimbursement of equalisation amount on transportation and (ii) some posts remaining vacant.

S.No.	Description of the grant/ appropriation	Amount of saving (Rupees in crores)	Reasons for savings
9.	33-Social Security and Welfare	14.85 (11)	Due mainly to (i) receipt of less grants from the Government of India, (ii) less number of students/stipend holders, (iii) some posts remaining vacant and (iv) non-completion of minor works.
10.	34-Relief on account of Natural Calamities	65.64 (26)	Due mainly to less expenditure on other special relief works under drought.
11.	38- Minor Irrigation and Soil Conservation	11.33 (11)	Due mainly to non-receipt of sanctions from the Government of India and less expenditure on soil conservation works; detailed reasons of which have not been intimated (November 1994).
12.	42-Industries	5.92 (11)	Due mainly to (i) less number of claims for reimbursement, from the Rajasthan State Weavers Co-operative Federation, (ii) less grants to Rajasthan State Handloom Development Corporation, (iii) non-receipt of assistance from the Government of India and (iv) some posts remaining vacant.
13.	43-Mines	7.42 (23)	Due mainly to (i) less purchase of material for processing and consequently less sales tax because of availability of steelish lime stone at cheaper rates in the international market and (ii) some posts remaining vacant.
14.	44- Stationery and Printing	8.83 (51)	Due mainly to (i) less purchase of paper because of non-taking of final decision on the issue of purchases till the end of the year and (ii) non-purchase of other stationery articles due to non-completion of requisite formalities by the tenderers.

S.No.	Description of the grant/ appropriation	Amount of saving (Rupees in crores)	Reasons for savings
CAPITAL-VOTED			
15.	30- Tribal Area Development	3.02 (13)	Due mainly to (i) slow progress of work and (ii) disbursement of less loans to Tribal Area Development Co-operative Corporation. Detailed reasons for which have not been intimated.
16.	36-Co-operation	12.22 (32)	Due mainly to (i) non-receipt of sanction from the National Co-operative Development Corporation/Government of India, (ii) non-sanction of loans to RAJFED by Government and (iii) non-receipt of proposals for investments in Co-operative Spinning Mills.
17.	37-Agriculture	9.93 (59)	Due mainly to (i) non-sanction/ less sanction of loans to State Agro Industries Corporation and Rajasthan Seeds Corporation respectively and (ii) non-completion of works under Agriculture Development Project.
18.	38-Minor Irrigation and Soil Conservation	2.92 (26)	Due mainly to non-receipt of sanction from the Government of India.
19.	45-Loans to Government Servants	8.99 (12)	Due mainly to (i) less demand for foodgrain advances by the employees and (ii) sanction of less loans through Housing Development Financing Corporation.
CAPITAL-CHARGED			
20.	Public Debt	286.90 (52)	Due mainly to less ways and means advances/overdrafts required than anticipated because of better financial position of the State Government resulting in less repayments to the Reserve Bank of India.

Note:- Figures within parentheses represent percentage of saving to total provision.

2.2.5 Persistent savings

Persistent savings of 10 *per cent* or more were noticed in the following grants:

S.No.	Number and name of the grant	Percentage of savings		
		1991-92	1992-93	1993-94
REVENUE-VOTED				
1.	7-Election	30	14	22
2.	22-Area Development	20	17	19
3.	23-Labour and Employment	39	21	19
4.	31-Relief and Rehabilitation	32	34	50
5.	38-Minor Irrigation and Soil Conservation	34	21	11
6.	42-Industries	22	10	11
CAPITAL - VOTED				
7.	35-Miscellaneous Community and Economic Services	17	21	74
8.	36-Co-operation	17	16	32
9.	39-Animal Husbandry and Medical	18	30	24

2.2.6 Excessive/unnecessary re-appropriation of funds

Re-appropriation is transfer of funds, after due consideration, within a particular section of a grant, from one unit of appropriation where savings are anticipated to another unit where additional funds are needed. In view of the final savings/excesses, the augmentation/reduction of provision by way of

re-appropriation in the cases mentioned in *Appendix-4* proved to be excessive/unnecessary.

2.2.7 Surrender of savings

(a) Financial Rules prescribe that all anticipated savings should be surrendered as soon as these are foreseen without waiting till the end of the financial year. However, surrenders aggregating Rs.551.25 crores were made on the last date (31 March 1994) of the financial year in all cases.

(b) In the following grants the amount of savings not surrendered exceeded Rs.50 lakhs in each case:

S.No.	Number and name of the grant	Total grant	Savings	Amount surrendered	Unsurrendered saving and its percentage to total savings (In brackets)
(Rupees in crores)					
REVENUE-VOTED					
1.	9-Forest	80.29	6.11	4.60	1.51 (25)
2.	21-Roads and Bridges	151.18	6.89	0.26	6.63 (96)
3.	34-Relief on account of Natural Calamities	248.00	65.64	59.56	6.08 (9)
CAPITAL-VOTED					
4.	19-Public works	41.30	2.79	1.18	1.61 (58)
5.	38-Minor Irrigation and Soil Conservation	11.29	2.92	2.12	0.80 (27)

(c) In the following grants, surrenders made in March 1994, exceeding Rs.50 lakhs in each case, were in excess of the saving actually available for surrender:

S.No.	Number and name of the grant	Total grant	Savings	Amount surrendered	Amount surrendered in excess
(Rupees in crores)					
REVENUE-VOTED					
1.	16- Police	272.23	0.33	3.51	3.18
2.	23- Labour and Employment	25.69	4.85	5.12	0.27
3.	28- Special Programmes for Rural Development	89.31	0.63	1.63	1.00
4.	30- Tribal Area Development	132.50	2.98	7.36	4.38
5.	32- Civil supplies	8.45	1.44	1.53	0.09
6.	33- Social Security and Welfare	129.94	14.85	15.22	0.37
REVENUE-CHARGED					
7.	Interest Payments	894.57	9.17	9.92	0.75

(d) In the following grants, surrenders were made on the last day of the financial year even though the expenditure under these grants had exceeded the budget provision:

S.No.	Number and name of the grant	Total grant	Excesses	Amount surrendered
(Rupees in crores)				
REVENUE-VOTED				
1.	1- State Legislature	3.56	0.09	0.70
2.	24- Education, Art and Culture	1152.25	26.07	1.65
3.	26- Medical and Public Health and Sanitation	358.78	13.22	4.44
4.	27- Drinking Water Supply Scheme	286.18	15.23	2.14
5.	29- Town Planning and Regional Development	18.38	3.14	1.53
6.	46- Irrigation	342.45	1.51	0.60
CAPITAL-VOTED				
7.	24- Education, Art and Culture	3.16	0.23	0.11
8.	27- Drinking Water Supply Scheme	268.25	33.29	0.59
9.	46- Irrigation	423.48	7.62	1.15

2.2.8 Expenditure without provision

As envisaged in the Budget Manual, expenditure should not be incurred on a scheme/service without provision therefor. It was, however, noticed that expenditure was incurred in the following cases without the provision having been made either in the original estimates or in the supplementary demand:

Grant No.	Head of account	Expenditure
		(Rupees in crores)
46-Irrigation	4701-Capital Outlay on Major and Medium Irrigation	
	01-Major Irrigation Commercial	
	103-Beas Project	
	(iv) Beas Transmission Project (Expenditure through Beas Construction Board)	
	2.Extension of Beas Transmission Line Project	0.91
	(v) Advance for other Governments and Agency for common works	
	1-Advance to Beas Construction Board	0.82

2.2.9 Shortfall/excess in recoveries

Under the system of gross budgeting followed by Government, the demands for grants presented to the Legislature are for gross expenditure and exclude all receipts and recoveries which are adjusted in the accounts in reduction of expenditure. The anticipated recoveries and receipts are shown separately in the budget estimates.

During 1993-94, such receipts and recoveries were estimated at Rs. 506.73 crores (Revenue:Rs.337.58 crores; Capital:Rs.169.15 crores). Actual receipts and recoveries during the year were Rs.512.16 crores (Revenue:Rs.270.06 crores; Capital: Rs.242.10 crores). A few significant cases of variation are detailed below:

S. No.	Number and name of the grant	Budget estimates	Actuals	Amount of excess(+)/shortfall(-)
(Rupees in crores)				
1.	9-Forest Revenue-Voted	6.46	4.06	(-)2.40
2.	19-Public Works Revenue-Voted	100.57	103.39	(+)2.82
3.	27-Drinking Water Supply Scheme Revenue-Voted	45.85	43.23	(-)2.62
	Capital-Voted	54.50	89.23	(+)34.73
4.	34-Relief on account of Natural Calamities Revenue-Voted	124.00	58.36	(-)65.64
5.	46-Irrigation Revenue-Voted	41.96	45.87	(+)3.91
	Capital-Voted	113.79	151.97	(+)38.18

While the excess was mainly due to incurring on excess expenditure on works than anticipated, the shortfall was mainly due to less expenditure on famine relief works and other works and less transfer of *pro-rata* charges on establishment on works. This was indicative of the fact that the Budget Estimates were not prepared on realistic basis.

2.3 Non-receipt of explanations for savings/excesses

After the close of each financial year, the detailed appropriation accounts showing the final grants/appropriations, the actual expenditure and the resultant variations are sent to the controlling officers who are required to explain the significant variations under the heads of account. Out of 361 heads of account, explanations for variations were not received in respect of 192 heads of account (53 *per cent*) as of January 1995.

CHAPTER III

CIVIL DEPARTMENTS

Education Department

3.1 Idle investment owing to improper planning

To implement the new education policy introduced in 1986, the Department was to set up District Institutes for Education and Training (DIET) at suitable places having infrastructural facilities like building, library, furniture, hostel, laboratory and technicians, etc. Such DIETs were also to be equipped with computers for (i) collection and analysis of statistical information, (ii) collection and analysis of data relating to procedural investigations and (iii) training of teachers for the entire district. The information collected and analysed by the computers was to be supplied to the various sections of the DIET.

In accordance with these provisions, the Director, Primary and Secondary Education, Rajasthan, Bikaner purchased four computers with accessories between March 1989 and August 1991 at the cost of Rs.7.45 lakhs. These were supplied to four DIETs¹ in four districts².

Test-check of records of these institutes, conducted between January and July 1992 revealed that none of the computers supplied to the four institutes were installed for use as of June 1992. The respective Principals stated (May-June 1994) that in 3 DIETs³ computers could not be installed for want of suitable room, technical staff and basic facilities in the rented buildings. In respect of DIET, Jhalrapatan, though the computer had been installed in July 1992, it was not utilised for want of technical staff. Thus, the purchases of 4 computers without proper planning resulted in idle investment of Rs.7.45 lakhs.

The matter was referred to Government in April 1993; reply has not been received (July 1994).

1.Goner-March 1989 to December 1989, Jhalrapatan-
May 1989 to March 1990, Kuchaman City-August 1991
and Masuda -May 1990.

2 Ajmer, Jaipur, Jhalawar and Nagaur.

3.Goner, Kuchaman City and Masuda.

3.2 Improvement of Science Education in Schools

3.2.1 Introduction

The Central Government introduced the scheme of 'improvement of science education in schools' in 1987-88 to improve the quality of science education and promote scientific temper as envisaged in the National Policy on Education, 1986 (NPE). The main input components of the scheme were (i) providing science kits to the upper primary schools, (ii) upgradation and strengthening of the science laboratories in secondary and higher secondary schools, (iii) library assistance to secondary and higher secondary schools, (iv) setting up of the District Resource Centres for Science Education (DRECSE) for teacher's training and development of instructional materials, etc., (v) training of science and mathematics teachers, and (vi) assistance to voluntary organisation for undertaking innovative projects and resource support activities in science education.

The aim of the scheme, introduced in 1987-88, was to cover all Government and Government aided upper primary, secondary and higher secondary schools in a phased manner in 3 years by taking the schools of one third of the districts each year. The scheme, as sanctioned in the State in March 1988, however, envisaged implementation in 2,436 upper primary schools, and 866 secondary/higher secondary schools of 9 districts¹ in 1987-88 (Phase-I), 923 upper primary schools, and 302 secondary/higher secondary schools in 4 districts² in 1990-91 (Phase-II), 2,728 upper primary schools and 1,080 secondary/higher secondary schools in 8 districts³ in 1991-92 (Phase-III) and 1,138 upper primary schools, and 454 secondary/higher secondary schools in 6 districts⁴ in 1993-94 (Phase-IV). Actually, the scheme was implemented in 3,359 upper primary schools (46.5 *per cent*) and 1,168 secondary/higher secondary schools (43.2 *per cent*) of 13 districts relating to Phases-I and II only up to December 1993. In Phase-II, funds to the extent of only 36.6 *per cent* were utilised, while in Phase-III a negligible expenditure (0.5 *per cent*) was incurred on training. No expenditure was incurred in Phase-IV.

The abbreviations used in this review have been listed in the Glossary in Appendix-13 (Page 197).

1. Banswara, Bhilwara, Chittorgarh, Jaisalmer, Jhalawar, Jodhpur, Nagaur, Sirohi and Udaipur.

2. Barmer, Bikaner, Churu and Dungarpur.

3. Alwar, Bharatpur, Bundi, Dholpur, Jaipur, Jalore, Jhunjhunu and Kota.

4. Ajmer, Ganganagar, Pali, Sawaimadhopur, Sikar and Tonk.

3.2.2 Organisational set up

The Director of Primary and Secondary Education, Bikaner (hereinafter referred to as Director) was responsible for implementation of this programme at the State level in so far as the procurement of material and distribution thereof to the schools, etc. were concerned. The training part of the scheme was entrusted to the State Institute of Educational Research and Training (SIERT), Udaipur. At district level, the scheme was implemented through the District Education Officers (DEOs). The overall administrative control of the Department vested with the Secretary, Education Department, Rajasthan.

3.2.3 Audit coverage

Implementation of the scheme from 1987-88 to December 1993 was reviewed in audit during January 1994 to May 1994 based on test-check of the records of the office of the Director, SIERT, and three DEOs⁵, in addition to 3 higher secondary, 3 secondary and 5 upper primary schools (except Bikaner) of each district. The important points noticed as a result of test-check are discussed in the succeeding paragraphs.

3.2.4 Highlights

- Against Rs. 1213.13 lakhs released by the Government of India, budget provision of Rs. 1210.09 lakhs was allocated by the State Government and Rs. 1206.34 lakhs only were reported as spent during the years 1987-88 to 1993-94. However, Rs. 786.48 lakhs were shown utilised by transferring the amount to the Personal Deposit Account of SIERT. As much as Rs. 564.39 lakhs were lying unspent in the PD Account as of December 1993. Another sum of Rs. 57.37 lakhs was utilised for purchase of sports material, steel almirahs, utensils, etc. not envisaged in the scheme. The amount shown utilised on implementation of the scheme up to 1993-94 was thus overstated substantially.

(Paragraph 3.2.5)

- The scheme, introduced in 1987-88, envisaged coverage of all the schools of the State in three years. However, science kits were provided only to 46.5 per cent upper primary schools and

5. Bhilwara (upper primary schools 360, secondary/higher secondary schools 149); Udaipur (upper primary schools 539, secondary/higher secondary schools 280) of Phase-I. Bikaner (upper primary schools 173, secondary/higher secondary schools 97) of Phase-II.

laboratory equipment and library books to 43.2 *per cent* secondary/higher secondary schools up to December 1993.

(Paragraph 3.2.1)

21 Resource Centres were to be established for imparting training to Science and mathematics teachers but the Central Government withdrew the allotments for 11 of these in September 1993 due to non-utilisation. Meanwhile, expenditure of Rs. 10.08 lakhs incurred on purchase of equipment for 10 Centres proved idle, as the Centres had not been established.

No key persons were trained after 1989-90. As against the target, only 65 *per cent* workshops with 32.5 *per cent* participants were organised for preparation of guidelines and instructional material and only 50.5 *per cent* Resource Persons were trained. No Resource Persons were trained in Science in 5 districts and in Mathematics in 6 districts for upper primary/secondary schools. There was shortfall in training of teachers of upper primary and secondary schools in 4 districts ranging from 48 to 61 *per cent*.

(Paragraph 3.2.6)

Purchases of Rs. 303.17 lakhs during 1988-89 and 1989-90 were made without reference to the purchase committee constituted in April 1988.

(Paragraph 3.2.7(a)(i))

While equipment and books worth Rs. 7.59 lakhs were not received by two districts test-checked, materials worth Rs. 1.53 lakhs were received short or in broken condition though paid for in full.

(Paragraph 3.2.7(a)
(vii) & (viii))

Excess payment of Rs. 1.63 lakhs was made due to passing of separate bills for the same supply in 8 cases. There was further excess payment of Rs. 1.45 lakhs due to payment on books at rates higher than those as per supply order.

(Paragraph 3.2.7(a)
(iv) & (v))

During the rush of expenditure in the last five days in 1988-89 and 1989-90, there was double drawal of Rs. 7.46 lakhs in 33 cases.

(Paragraph 3.2.7(b))

3.2.5 Financial performance

This is a Centrally sponsored scheme with 100 *per cent* assistance from the Central Government. Details of funds released by the Government of India and the expenditure incurred thereagainst during 1987-94 are indicated as under:

Year	Grants released by the Central Government	Budget allocation by the State Government	Expenditure	Closing balance
(Rupees in lakhs)				
1987-88	349.52	Nil	Nil	349.52
1988-89	Nil	179.60	180.24	169.28
1989-90	Nil	188.47	188.47	(-)19.19*
1990-91	139.84	Nil	Nil	139.84
1991-92	499.74	55.54	51.15	588.43
1992-93	Nil	573.45	573.45	14.98
1993-94	224.03	213.03	213.03	25.98**
	1213.13	1210.09	1206.34	

The following points were noticed in audit:

- (i) The State Government was not making budget provisions year to year to match the grants released by the Government of India. Since provision in the state budget was following release of Central assistance, sometimes with delay of 2 years, there was inherent delay in implementation of the programme and idle retention of Central grants. No reasons were, however, offered by the State Government for these deficiencies (January 1994).

* Against this excess expenditure, the Government of India issued a sanction of Rs.4.93 lakhs in February 1992 and Rs.14.26 lakhs were to be borne by the State Government.

** This includes the excess expenditure of Rs.19.19 lakhs.

(ii) The entire amount of Rs. 786.48 lakhs provided in the budget allocations for 1992-93 and 1993-94 was shown to have been utilised by the State Government. However, this amount was simply transferred to the Personal Deposit (PD) account of SIERT in 1992-94. There was an outstanding balance of Rs.564.39 lakhs in the said PD Account as of December 1993.

(iii) Of the expenditure of Rs.368.71 lakhs incurred during 1988-89 and 1989-90, the Government of India admitted expenditure of Rs.354.45 lakhs in February 1992 leaving Rs.14.26 lakhs being expenditure in excess of provision for library books to be borne by the State Government. No record in support of having withdrawn the debit of Rs.14.26 lakhs from the scheme was shown to Audit.

(iv) While the funds received in 1987-88 could not be utilised during that year because of its receipt at the fag end of the financial year, reasons for non-utilisation of funds for 1990-91, received in October 1990, were not intimated by the Department.

(v) The Directorate utilised funds to the extent of Rs.57.37 lakhs on purchase of sports material, utensils, steel almirahs, computers (other than micro computer), etc. not envisaged in the scheme. The Director did not offer any comments on this irregularity.

3.2.6 Implementation of the programme

Due to late receipt of funds in 1987-88, science kits for 2,436 upper primary schools and equipment for laboratories and books for libraries of 866 secondary/higher secondary schools under Phase-I could be arranged only during 1988-90. Under Phase-II, the funds provided in 1990-91 for procurement of science kits for 923 upper primary schools and equipment for laboratories and books for libraries for 302 secondary/higher secondary schools were utilized by the DEOs to the extent of 31, 34 and 45 *per cent* respectively in 1991-92. Science kits for 2,728 upper primary schools and equipment for laboratories and books for libraries of 1,080 secondary/higher secondary schools each under Phase-III, required to be procured in 1991-92, were not procured as of December 1993 despite availability of funds. This indicated delay in implementation of the programme. For Phase-IV, science kits for 1,138 upper primary schools and equipment for laboratories and books for libraries for 454 secondary/higher secondary schools were required to be procured in 1993-94. The equipment and books could not be procured, as the funds were transferred in PD account of SIERT in March 1994.

(a) Science kits

Each upper primary school was to be provided with a science kit costing Rs.1,200 during the period 1987-88 to 28 February 1992, Rs.2,000 during

the period 20 March 1992 to 7 June 1993 and Rs.2,400 thereafter. It was noticed from the records of the districts test-checked that:

- (i) Funds amounting to Rs.1.96 lakhs for purchase of science kits for 159 schools were allotted to DEOs (Boys and Girls), Bikaner in January 1992 but the same could not be utilised for want of administrative sanction from the Director (February 1994).
- (ii) In Bhilwara district, science kits were provided to only 50 out of 64 girls schools targeted during the period 1988-89 and 1989-90. Short coverage was attributed to receipt of science kits in lesser number from the Director (April 1994).
- (iii) In Udaipur district, 338 science kits (value:Rs.3.37 lakhs) meant for upper primary schools were issued during 1989-90 to secondary and higher secondary schools by the DEO (Boys) due to non-receipt of instructions for the distribution. Thus, 338 upper primary schools were deprived of the science kits, out of 539 upper primary schools to be provided with the kits.

(b) Upgradation of laboratories

Rupees 20,000 during the period 1987-88 to 1989-90, Rs.25,000 from 1990-91 to 1992-93 and Rs.30,000 from 1993-94 were to be provided for upgradation of each inadequate laboratory by equipping it with necessary equipment/apparatus. The inadequate laboratories were to be identified through survey. The Department considered survey to be a long and time consuming process and of no use by the time it was completed. No survey was conducted after sample survey of 10 *per cent* schools in March 1988 (Phase-I), and the assistance was given in Phase-I on *ad hoc* basis and thereafter on uniform scale.

In Phase-I of the scheme, purchase of equipment was made by the Director in bulk centrally and thereafter sent to DEOs for distribution to the institutions. In Phase-II the Director, instead of making the purchases centrally, allotted the funds to institutions to make purchases at their level as a result of which the advantage of bulk purchases at competitive rates could not be availed of.

In order to cover 302 schools in 1990-91 (Phase-II), the Director placed funds of Rs.75.5 lakhs with the institutions for procurement of equipment against which the institutions spent Rs.25.5 lakhs only (34 *per cent*) and surrendered the balance amount. The laboratory equipment targeted for purchase for 1,080 schools in 1991-92 was not procured even by the end of December 1993.

Examination of the records of districts test-checked revealed as follows:

(i) In Udaipur, laboratory equipment was supplied by the Director for 195 schools (secondary:133 and higher secondary:62) which was distributed by the DEO amongst 254 (secondary:190 and higher secondary:64) including 3 private secondary/higher secondary schools (equipment :Rs.0.42 lakh) not covered in the scheme. This was a case of incomplete supply of equipment to the schools. There was no available indication as to the basis on which the diversion of specific items to the schools not initially included among the 195 chosen was decided. Consequently 251 schools (excluding private schools) actually covered were not equipped to the prescribed extent.

(ii) Rupees 19 lakhs were allotted to the schools of Bikaner district in Phase-II for procurement of laboratory equipment but no information regarding the upgradation of laboratories was available either with the Director or the DEO, Bikaner (March 1994).

(iii) Secondary schools of Napasar and Udamsar of Bikaner district were given Rs.25,000 each in 1991-92. While Napasar school surrendered the amount of Rs.22,153, Udamsar school surrendered the entire amount to the Director. Non-utilisation of funds was attributed to the absence of instructions from the Director. No efforts were made by the institutions for seeking instructions regarding utilisation of funds from the Directorate.

(iv) In 5 secondary schools (Bhilwara: 3,Udaipur: 2) and 6 higher secondary schools (Bhilwara: 3, Udaipur: 3), science equipment worth over Rs.0.31 lakh could not be used because of defect in the equipment, absence of science subjects in the schools, absence of dark room or gas connection, etc.

An estimated average amount of Rs.75,000 each for the year 1987-93 and Rs.90,000 from 1993-94 was provided in the scheme for establishment of new laboratories. The State government did not submit any proposal for establishment of new laboratories as such no funds for this purpose were received from the Government of India.

(c) Library grant

For upgrading standards of education in secondary and higher secondary schools, one time library grant of Rs.15,000 during the period 1987-93 and Rs.18,000 from 1993-94 was to be given to each school for purchasing about 500 new volumes of science and mathematics books, etc.

During Phase-I, the Director placed supply orders on the firms making the DEOs as consignees to receive the books. The payment was made by the Director himself. In Phase-II, the Director changed this procedure and placed the funds at the disposal of institutions for purchasing books at their level. The books targeted to be procured for 866 schools in 1987-88 (Phase-I) were actually

ERRATA

Report of the Comptroller and Auditor General of India for the year ended 31 March 1994 (Civil) (Government of Rajasthan)

Page No.	Para No.	Line No.	For	Read
(i)	Table of contents	1st from bottom	45-47	45-57
(vi)	List of Appendices	4th from top	Appendix	—
(xii)	Overview	1st from bottom	ases	cases
(xv)	Overview	20th from top	cannal	canal
15	Graph	5th from top	Grant-in-aid	Grant-in-aid and contribution
34	1.9	15th from bottom	posiiton	position
45	2.2.1	3rd from bottom	Rs. 435.07	Rs. 435.00
45	2.2.1	2nd from bottom	Rs. 551.63	Rs. 551.56
53	2.2.7	5th from top	forseen	foreseen
85	3.9.5 (iii) (a)	10th from top	our	own
98	3.9.8 (iv)	13th from top	non provision	non-provision
112	4.5	1st from bottom	expediture	expenditure
114	4.6	4th from top	maintenace	maintenance
121	4.10	15th from top	channels	channel
121	4.10	5th from bottom	awared	award
121	4.10	5th from bottom	survey,	survey
123	4.12.1	15th from top	1.10.800	1,10,800
123	4.12.1	15th from top	44.320	44,320
123	4.12.1	10th from bottom	1.16.093	1,16,093
123	4.12.1	10th from bottom	47.001	47,001
124	4.12.4	17th from top	Paragraph	Paragraphs
127	4.12.6	4th from top	(1991)	1991
127	4.12.6 (i)(b)	18th from top	1.230 to 1.405	1,230 to 1,405
127	4.12.6 (i)(b)	19th from top	10	To
127	4.12.6 (i)(c)	12th from bottom	irrigation	irrigation,
128	4.12.6 (vi)	20th from bottom	overrun	over-run
144	4.18	16th from bottom	Disp tes	Disputes
145	4.18	18th from top	witht-holding	withholding
147	4.20.1	10th from bottom	up-keep	upkeep
148	4.20.4	11th from bottom	Paragraph	Paragraphs
168	6.8	19th from top	1.500	1,500
178	Appendix-4	7th from bottom	(+)219.0	(+)219.07
182	Appendix-5	8th from top	5.48	5.48
182	Appendix-5	17th from top	10	10.23
182	Appendix-5	7th from bottom	supply	supplier
182	Appendix-5	15th from bottom	800	8.00
195	Appendix-12	15th from top	() 2.60	(-) 2.60

procured in 1989-90. In order to cover 302 schools in 1990-91 (Phase-II) the Director placed funds of Rs.45.30 lakhs with the institutions against which the institutions spent Rs.20.53 lakhs only (45 *per cent*). Books to be purchased for 1,080 schools sanctioned in 1991-92, were not procured by the end of December 1993.

Scrutiny of records of districts test-checked revealed that:

(i) In Udaipur, library books were supplied by the Director for 191 secondary/higher secondary schools out of 280 schools in the district (secondary: 216 and higher secondary: 64) during 1989-90. Of these, DEO actually distributed library books to 195 schools (secondary: 138 and higher secondary: 57) including 3 private secondary/higher secondary schools (Rs.0.24 lakh) not covered under the scheme. 88 schools were not covered at all while 192 schools were not equipped to the required extent.

(ii) In Bikaner, funds were allotted to the schools by the Director in Phase-II. The details about upgradation of libraries in the schools of the district were, however, neither available with the Director nor with the DEO (March 1994).

(iii) In 5 schools (2 secondary and 3 higher secondary) of Bhilwara district and 6 schools (3 secondary and 3 higher secondary) of Udaipur district 1,261 books issued by the Director during Phase-I were not got issued by the students on account of their being of higher standards, in English medium and out-dated.

(iv) Against the supply of 455 titles of books to be supplied to each school, 115 books each were supplied to 16 schools by DEO, Udaipur due to receipt of lesser books from the Director.

(d) Resource Centres

For imparting training to Science and Mathematics teachers and also to take up the activities for promotion of science education, Resource Centres were to be established in 21 districts of the State between 1987-88 and 1991-92 as envisaged in the scheme. During Phase-I material costing Rs.9.08 lakhs was procured centrally and sent to 9 DEOs for establishing the Centres. Information regarding the establishment of the Centres was not made available. During Phase-II, Rs.1 lakh for each Centre was provided to 4 DEOs by the Director during January 1992 for purchase of science equipment/material. Of these, only one DEO (Dungarpur) utilised the allotted funds and the remaining surrendered the entire amount of Rs.3 lakhs. In September 1993, funds for 11 Resource Centres were withdrawn by the Government of India due to non-utilisation.

Each Resource Centre was to be provided with 35 items of science equipment including micro computer, television, VCP, fridge, etc. The cost of micro computer, as per the list of items, was estimated to be Rs.17,000. The

Director purchased (March 1989) 10 computers at Rs.0.79 lakh each, one for the Institute of Advance Studies in Education, Bikaner (IASE), which was not covered by the scheme, and 9 for District Resource Centres. The computer given to IASE, Bikaner remained packed till November 1992. On its opening, accessories costing Rs.8,000 were found short. No action was taken to obtain the accessories or recover the cost thereof from the firm. The expenditure on this item was grossly in excess of what was indicated in the estimate. Further the entire expenditure of Rs.7.90 lakhs proved idle.

Scrutiny of the records of the districts test-checked revealed as under:

- (i) No Resource Centre was established in the districts test-checked. The reasons for non-establishment thereof were not intimated.
- (ii) Computer, television, VCP, fridge, air conditioner, etc. costing Rs.2.75 lakhs received from the Director by the DEOs, Bhilwara and Udaipur in June 1989, remained unutilised because of non-establishment of such centres.

In Sirohi district computer, television, VCP, fridge, AC, etc. valued at Rs.1.29 lakhs were received from the Director in September 1989 by the DEO for the Resource Centre. Out of this, articles costing Rs.1.23 lakhs were lying unutilised in higher secondary school, Sirohi for want of AC room.

(e) Training

The SIERT organised various training programmes and workshops for preparation of guidelines and instructional material, etc. The targets fixed and achievements in respect of training of key persons⁶, resource persons⁷ and teachers and workshops for preparation of guidelines and instructional material

6- person to train resource person

7- person to impart training to teachers

were as under:

S. No.	Item	Phase-I		Phase-II		Phase-III		Phase-IV	
		Tar- get	Achi- eve- ment	Tar- get	Achi- eve- ment	Tar- get	Achi- eve- ment	Tar- get	Achi- eve- ment
1.	Training of key persons	N.A.	8	Nil	Nil	Nil	Nil	Nil	Nil
2.	Workshop for preparation of guidelines and instructional material	$\frac{4}{80}$	$\frac{6}{68}$	$\frac{4}{80}$	$\frac{3}{26}$	$\frac{8}{160}$	$\frac{4}{36}$	$\frac{4}{80}$	Nil
3.	Training of resource persons	$\frac{4}{200}$	$\frac{4}{168}$	$\frac{4}{200}$	$\frac{6}{74}$	$\frac{8}{400}$	$\frac{8}{226}$	$\frac{4}{200}$	$\frac{2}{37}$
4.	Training of teachers of upper primary schools	$\frac{136}{5,440}$	$\frac{180}{4,309}$	$\frac{46}{1,840}$	$\frac{44}{1,079}$	$\frac{134}{5,360}$	Nil	$\frac{52}{2,080}$	Nil
5.	Training of teachers of secondary schools	$\frac{46}{1,840}$	$\frac{52}{1,249}$	$\frac{18}{720}$	$\frac{18}{372}$	$\frac{60}{2,400}$	Nil	$\frac{24}{960}$	Nil

Note: The numerator indicates the number of courses whereas the denominator indicates the number of participants.

Scrutiny of the records revealed as under:

- (i) Only 8 key persons (Science:6 and Mathematics:2) were trained in 1989-90. No key persons were trained in other years.
- (ii) Against the target of 20 workshops with 400 participants to be organised for preparation of guidelines and instructional material, only 13 workshops (65 per cent) with 130 participants (32.5 per cent) were organised.
- (iii) Against the target of training 1,000 Resource Persons in 20 workshops, only 505 persons (50.5 per cent) were trained in 20 workshops.

As per training programme of the scheme, 5 Resource Persons were to be trained in each subject (Science and Mathematics) in each district for upper primary schools and secondary schools. No resource person was, however, trained in Science in Barmer district for upper primary schools and in four districts⁸ for secondary schools and in Mathematics for Nagaur district for upper primary schools and 6 districts⁹ for secondary schools.

Training was imparted to the full complement of 5 Resource Persons each for Science and Mathematics only in 9 districts¹⁰ for upper primary

8 Jaisalmer, Jhalawar, Nagaur and Sirohi

9 Alwar, Bhilwara, Jaisalmer, Jhalawar, Nagaur and Sirohi

10 Alwar, Bharatpur, Bikaner, Chittorgarh, Jaipur, Jhunjhunu, Kota, Sirohi and Udaipur

schools and in 4 districts¹¹ for secondary schools. In 7 districts¹² for upper primary schools and 6 districts¹³ for secondary schools, training was imparted to excess Resource Persons while 13 districts suffered from shortages of trained Resource Persons either in Science or in Mathematics for upper primary and secondary schools.

(iv) The training of Resource Persons was arranged late by 2 years in case of upper primary schools and 2 to 3 years in case of secondary schools.

The delay in training was attributed by SIERT to delay in receipt of administrative sanction from Government.

(v) Against the target of 182 courses (91 each for Science and Mathematics) and training of 7,280 (3,640 each for Science and Mathematics) upper primary school teachers, 224 courses (112 each for Science and Mathematics) were organised through which only 5,388 teachers (2,518 for Science and 2,870 for Mathematics) were trained. Similarly, against the target of 64 courses (32 each for Science and Mathematics) for training 2,560 (1,280 each for Science and Mathematics) secondary school teachers, 70 courses (35 each for Science and Mathematics) were organised through which only 1,621 teachers (807 for Science and 814 for Mathematics) were trained.

There was acute shortfall in training of teachers in Bikaner (48 *per cent*) and Nagaur (51 *per cent*) districts in respect of upper primary schools and in Jaisalmer (60 *per cent*), Jhalawar (61 *per cent*), and Nagaur (51 *per cent*) in respect of secondary schools.

The shortfall in training of teachers was attributed to constraint of funds for travelling allowance with the schools and consequent delay in payment of TA claims.

(vi) NCERT was also to co-ordinate a training programme of about 3 weeks duration planned for 5 teachers each of Science and Mathematics from higher secondary schools in summer institutes. No such training programme was, however, organised; reasons for which were not intimated.

(vii) Out of 28 schools test-checked, in 19 schools there were no teachers trained under the scheme in Science and Mathematics.

3.2.7 Other points of interest

(a) Irregularities in purchases

The following irregularities were noticed:

¹¹ Alwar, Jhunjhunu, Kota and Udaipur

¹² Alwar, Bharatpur, Bikaner, Jaipur, Jhunjhunu, Kota and Udaipur

¹³ Bharatpur, Churu, Jaipur, Jhunjhunu, Kota and Udaipur

- (i) The State Government constituted a purchase committee in April 1988. It was, however, seen that purchases worth Rs.303.17 lakhs during 1988-89 and 1989-90 were made by the Director without reference to purchase committee. The reasons for deviation were not intimated by Government (September 1994).
- (ii) Ninety *per cent* advance payment required to be made against 'Railway Receipts' was made against Goods Receipts of transport companies also. In 16 cases test-checked, the amount of advance payment made was Rs.16.28 lakhs (March to August 1989). Confirmation of the goods having been received was not made available (September 1994) on audit enquiry.
- (iii) All the railway receipts/goods receipts relating to the material of 9 districts of Phase-I were received by the Director through a bank at Bikaner in the first instance and thereafter transmitted to DEOs which caused delay in taking delivery of material. In the districts test-checked, this resulted in payment of demurrage of Rs.0.24 lakh by DEO, Udaipur and Rs.0.03 lakh by DEO, Bhilwara. DEO, Bhilwara further demanded (September 1991) Rs.0.40 lakh for payment of demurrage charges from the Director. When no funds were provided to him, he returned the goods/railway receipts to the Director. Ninety *per cent* payment had already been made against these receipts but the whereabouts of the material of these receipts were not known. However, in reply to Audit query it was intimated by the Director that position of goods received in DEO's against advance payments was being ascertained (September 1994).
- (iv) Notes quoting reference of fully vouched contingent bills through which payment had been made were not recorded on the office copies of the supply orders as a result of which payment was made twice in 7 cases and thrice in one case on separate bills submitted by two firms of Jaipur for the same supply. The excess payment aggregated Rs.1.63 lakhs. This also indicated that the bills were being paid without verification of receipt of material by the DEOs. Action taken for recovery of the amount paid in excess was not intimated by the Director (September 1994).
- (v) The bills submitted by firm 'A' for the books supplied against Director's supply order of 26 December 1989, contained rates higher than those agreed to in the supply order. Payment of these bills was made without tallying the rates claimed by the firm with those entered in the supply order. This resulted in excess payment of Rs.1.45 lakhs. Action taken for the recovery of the amount overpaid was not intimated.
- (vi) Books costing Rs.4.40 lakhs, not included in the list of approved books, were purchased by Director in March 1990 from two firms without invitation of tenders and without placing any formal orders on them. The Department intimated that the matter was being looked into and action would be taken against the then officials (September 1994).

(vii) Material worth Rs. 0.99 lakh (Bhilwara:Rs. 0.46 lakh and Udaipur: Rs. 0.53 lakh) was received short and material worth Rs. 0.54 lakh was received in broken /damaged condition by the DEO, Udaipur. Payment for the same had, however, already been made by the Directorate. Recovery of the cost/replacement of material was not made as of April 1994.

(viii) Laboratory equipment worth Rs. 4.80 lakhs and books worth Rs. 2.79 lakhs were not received at all by the DEOs, Bhilwara and Udaipur although payment for these items had been made by the Directorate.

Regarding short/non-receipt of material by the DEOs (Phase-I), the Director intimated that the details were being ascertained (September 1994).

(b) Rush of expenditure

Out of the total expenditure of Rs.180.24 lakhs and Rs.188.47 lakhs incurred during 1988-89 and 1989-90 on the purchase of equipment and books, the expenditure of Rs. 138.95 lakhs (77 *per cent*) and Rs. 89.49 lakhs (47.5 *per cent*) was incurred in a rush during the period 27 March to 31 March of the respective financial years. During this period, there was double drawal of Rs. 7.46 lakhs in 33 cases. Of this, an amount of Rs. 5.07 lakhs relating to 21 cases was deposited back into the treasury during the period April 1990 to September 1990 under the 'Revenue Head' of the Department. In the remaining 12 cases (Rs.2.39 lakhs), the Directorate did not intimate the latest position (September 1994).

(c) Stock Account

(i) Material/books worth Rs. 7.19 lakhs were received by the Directorate instead of the consignee DEOs, and entered in its stock accounts as per note recorded on the bills of the firm. The stock registers were not made available to audit, in the absence of which the correctness of accountal and final disposal thereof could not be ascertained.

(ii) During the meeting held in August 1993 for reviewing the progress of the scheme under the chairmanship of the Secretary, Education, a decision was taken to ascertain the position of science kits, library books and laboratory equipment, etc. received by the institutions under Phase-I and utilisation thereof covered. For this purpose SIERT was to arrange for the physical verification of material through the respective DEOs by 31 October 1993 and furnish a report to Government by 15 November 1993. No such report was sent as of May 1994.

3.2.8 Grant-in-Aid to voluntary agencies

As envisaged in the scheme voluntary organisations suitable for taking -up programmes in the field of Science education, were to be given financial assistance on the recommendation of State Government for taking up innovative projects for promotion of science education, teachers training programmes, development of instructional materials, text books, audio visuals material, etc.

The details of voluntary organisations assisted were not intimated by the State Government.

3.2.9 Monitoring and evaluation

No mechanism for monitoring the progress of the implementation of this scheme from the grassroot level has been established. The State Government did not make available any progress report sent to the Government of India. The concurrent evaluation of the scheme was not done by the State Government or any other agency.

The matter was referred to Government in July 1994; reply has not been received (November 1994).

3.3 Unfruitful expenditure owing to payment of idle wages

Government sanctions various categories of staff for each Department according to its requirement. The services of such staff are required to be fully utilised and excess staff, if any, is required to be surrendered for utilisation at other places, where there may be shortage, to avoid wasteful expenditure on pay and allowances.

Test-check of records of two units conducted in December 1992 and March 1993 and subsequent data collected up to January 1994 revealed payment of idle wages to two drivers amounting to Rs.2.02 lakhs, as tabulated

below, for the reasons noted against each:

Sl. No.	Office	Period	Amount	Remarks
			(Rupees in lakhs)	
1.	Government Special Primary School, Udaipur	August 1987 to January 1994	1.29	Vehicle went out of order in August 1987 and was declared unserviceable in March 1989.
2.	District Education Officer (Rural), Sikar	August 1991 to February 1993	0.73	Despite there being no vehicle, the driver was posted and his salary drawn against a vacant post of lower division clerk.

The matter was referred to Government in April 1994; reply has not been received (September 1994).

Finance Department

3.4 Excess payment to State pensioners through Public Sector Banks

The State Government, after consultation with the Government of India and Reserve Bank of India, introduced a system of payment of pension to State pensioners through six public sector banks with effect from 1 July 1977. Treasury Officers were made responsible for checking the correctness of the payments made by the banks with reference to the records maintained by them before incorporating the transactions in their accounts. These instructions were reiterated by the Director, Treasury and Accounts, Rajasthan, in March 1980 and September 1987. Treasury Officers were required to maintain a register in the prescribed *pro forma* for keeping a comprehensive record of pension payments made by the banks to each pensioner. In token of having applied the required checks, each entry of monthly payments in the register was to be attested by the Assistant Treasury Officer.

Mention was made in para 3.9 of Audit Report (Civil) for the year 1984-85 and in para 3.1 of Audit Report (Civil) for the year 1990-91 about the excess payments made to State pensioners by public sector banks and about non-observance of the provisions of the scheme. However, test-check of the records of pension payments made by six banks, conducted between April 1992 and

February 1994, revealed that the irregularities had continued and excess payments were made to pensioners in 241 cases aggregating Rs.12.99 lakhs as detailed below:

S. No.	Particulars	Number of cases	Excess payments (Rupees in lakhs)
1.	Pension not reduced to lower rate after commutation	34	1.14
2.	Family pension not reduced to lower rate/ stopped after expiry of the prescribed period	128	6.69
3.	Pension and relief wrongly paid at higher rate than admissible	47	1.90
4.	Temporary increase in pension wrongly paid to re-employed pensioner to whom such increase was not admissible	26	3.02
5.	Miscellaneous types of cases		
(i)	Provisional pension not adjusted/recovered from commuted value of pension and double payments	4	0.19
(ii)	Irregular payment of pension	2	0.05
Total		241	12.99

While accepting the facts, Government stated (October 1994) that an amount of Rs.1.72 lakhs had been recovered and efforts were being made to recover the remaining amount.

Medical and Health Department

3.5 Idle machinery/equipment

For early and precise diagnosis of various diseases, the hospitals were equipped with costly machines and equipment by the State Government for

benefit of patients. These machines require proper handling and careful maintenance.

During test-check of records of 2 hospitals it was noticed between May 1990 and January 1993 that 9 machines valued at Rs.48.25 lakhs had been lying idle for want of spare parts, repairs, etc. as indicated in *Appendix-5* for periods ranging from 3 to 9 years and thus the patients were being deprived of the intended benefits, apart from the blocking of funds.

Government, to whom the matter was referred in April and June 1994, accepted the facts and stated (September 1994) that efforts were being made to get the machines repaired. Further progress was awaited (November 1994).

3.6 Non-recovery of loss on account of irregular appointments

The Chief Medical and Health Officer (CMHO), Jaipur appointed 64 persons (August-September 1989) and 130 persons (January-June 1990) as class IV employees despite non-availability of vacant posts and ban on fresh recruitments imposed on 31 March 1989 by the State Government. On this being noticed by the Director, Medical and Health Services (DMHS), the services of all the 194 class IV employees recruited in two batches were terminated between September 1989 and November 1990.

These employees, however, filed two writ petitions in the Rajasthan High Court against termination of their services. The High Court (June 1990 and October 1991), while dismissing the case held that the appointments were made irregularly and without authority and that the termination orders were according to law. The Court, however, ordered payment of emoluments for the period these persons worked and deemed to have worked and also one month's wages in lieu of one month's notice according to the terms of the termination orders. The High Court in their judgement (June 1990) in case of the first batch appointments (64 class IV) gave no direction regarding recovery of loss. But in its judgement of October 1991 in case of the second batch appointments, the Court gave a specific direction that Government should expedite enquiry in the matter of alleged irregularities in making of appointments and the financial loss suffered by Government should be recovered from defaulting officers/employees. These directions of the High Court were mandatory and Government was bound to comply with the same.

The Department drew (January-March 1991) a sum of Rs.21.35 lakhs and made payment of Rs.9.12 lakhs to the first batch appointees and Rs.8.66 lakhs to 108 out of 130 second batch appointees and refunded

Rs.2.00 lakhs (November 1993) leaving a balance of Rs.1.57 lakhs undisbursed as of June 1994.

During the course of test-check of records of CMHO, Jaipur, it was noticed (May 1992) that enquiry against the defaulting officers/officials had not been finalised and loss of Rs.8.66 lakhs paid to 108 second batch appointees (the amount will increase on payment of the undisbursed amount to the remaining appointees) had not been recovered as per directions of the High Court. The total loss to the State exchequer was to the extent of Rs.17.78 lakhs as of June 1994.

On enquiry (June 1993), the Department intimated (March 1994) that chargesheet against one CMHO had been issued (December 1992) by the Department of Personnel and charges had been sent (January 1994) to Government against another CMHO. Chargesheet had also been issued (April 1992) against the office assistant and one upper division clerk. Further progress was awaited (May 1994).

The matter was referred to Government in June 1993; reply has not been received (May 1994).

Sheep and Wool Department

3.7 Wasteful expenditure

Government sanctions specific number of posts in public interest, which involve specified duties and responsibilities to be discharged by a person appointed against a post for a particular place. Posting of two persons against one post and keeping another vacant is against all canons of financial propriety. It also amounts to withdrawal of services at the place where the post is kept vacant.

During the course of audit of the Regional Deputy Director, Sheep and Wool, Bikaner, it was noticed (July-August 1993) that doctor 'A' working at Bikaner was transferred (June 1990) under orders of the Director, Sheep and Wool to Phalodi vice doctor 'B' working at Phalodi. Against these orders, 'A' obtained stay orders from the court on 30 June 1990. Accordingly, the Regional Deputy Director issued (30 June 1990) a telegram to 'B' asking him not to hand over his charge till further orders. Despite telegraphic orders 'B' handed over his charge to his subordinate on 2 July 1990 and was allowed to assume duties at Bikaner on 3 July 1990. On seeking clarification by the Regional Deputy Director, Bikaner, the Director, Sheep and Wool ordered (28 July 1990) that 'B' and 'A' both would remain at Bikaner till the stay was vacated and salary of 'A' would be drawn from Bikaner and that of 'B' would be drawn from his previous place of posting (Phalodi). It was also directed that the stay be got vacated. Thus, 'B' remained at Bikaner from 3 July 1990 to 31 July 1992 till he was transferred

and Rs.1.56 lakhs were paid to him as pay and allowances. Duties, if any, performed by 'B' at Bikaner were not intimated to Audit.

Thus, keeping two officers against one post at Bikaner, while a regular post at Phalodi remained vacant, resulted in wasteful expenditure of Rs.1.56 lakhs.

The matter was referred to Government in April 1994; reply has not been received (September 1994).

Social Welfare Department

3.8 Wasteful expenditure

The Rajasthan Scheduled Caste Development Co-operative Corporation Limited (RSCDCC) sanctioned to District Rural Development Agency (DRDA), Pali Rs.11.50 lakhs each in June 1989 and January 1990 for construction of two hostel buildings for scheduled caste students at Marwar Junction and at Pali respectively. The works were to be executed through Public Works Department (PWD). Accordingly, DRDA, Pali, released Rs.8 lakhs for the two works at Marwar Junction (Rs.6 lakhs) and Pali (Rs. 2 lakhs) in August 1989 and May 1990 respectively. However, PWD demanded in March 1990, additional funds of Rs.6.98 lakhs as the site selected for the buildings was far away from the township at Marwar Junction thereby increasing the cost of providing services for water supply and electricity, and at Pali, the site was at low level requiring fillings and construction of retaining wall. The Additional Collector (Development), Pali informed (June 1990) PWD that additional funds required would be provided and further directed in September 1990 that the works be started immediately failing which sanctions issued would be cancelled. PWD started these two works between July 1990 and January 1991 and incurred total expenditure of Rs.1.28 lakhs as of August 1992. The RSCDCC cancelled the sanctions issued for construction of these hostels in March 1991 as the pace of works was found very slow. The PWD was, accordingly, informed in March 1991. The request of Collector and Chairman, DRDA, Pali (November 1991) to RSCDCC for revival of the sanctions as the works had started before October 1990 was not agreed to by RSCDCC (December 1991/June 1992). There has also been no move as of September 1994 to restart the work despite lapse of 3½ years

Thus, apart from depriving the scheduled caste students of hostel accommodation there has been wasteful expenditure of Rs.1.28 lakhs and blocking of funds of Rs.6.72 lakhs (July 1994).

The matter was referred to Government in March 1994; reply has not been received (September 1994).

Special Schemes and Integrated Rural Development Department

3.9 Jawahar Rozgar Yojana

3.9.1 Introduction

Jawahar Rozgar Yojana (JRY), a Centrally sponsored programme was launched by the Government of India in April 1989 as a single rural employment programme after merging with it the on-going National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Programme (RLEGP) started in October 1980 and August 1983 respectively. The primary objective of the programme is to generate additional gainful employment for the rural unemployed and the rural under-employed, both men and women. The secondary objectives of the Yojana are to (i) create productive community assets for direct and continuing benefits to the poor groups and for strengthening rural, economic and social infrastructure leading to rapid growth of rural economy and steady rise in the income levels of the rural poor, and (ii) improve the overall quality of life in the rural areas. Besides, the programme envisaged preference in employment to SCs/STs and freed bonded labourers and 30 per cent of the employment opportunities under the yojana were to be reserved for women.

Indira Awas Yojana (IAY), Million Wells Scheme (MWS) and Social Forestry are parts of the strategy for achievement of the objectives of JRY.

In the State, 61.03 lakh SCs and 52.21 lakh STs lived in rural areas out of which about 19.39 lakh families, consisting of 92 lakh people (approximately) were living below the poverty line¹ in 7,358 *Gram Panchayats* (GP) of 237 *Panchayat Samitis* (PS)/Blocks in 30 districts of State, as per 1991 census figures.

3.9.2 Organisational set up

At the State level, the Secretary, Special Schemes and Integrated Rural Development (SS & IRD) Department is the overall incharge of the programme. At the district level, District Rural Development Agencies (DRDAs) registered under Rajasthan Societies Registration Act, 1958, were responsible for implementation and monitoring of the programme. The planning and execution of the programme at the village level is entrusted to the *Gram Panchayats* and *Panchayat Samitis* (Blocks), with technical supervision to be provided by the DRDAs, and other functional departments, viz. Forest, Irrigation, Public Works and Soil Conservation.

The abbreviations used in this review have been listed in the Glossary in Appendix-13 (Page 197)

1. Annual income up to Rs.6,400 during 1985-86 to 1991-92 and Rs. 11,000 thereafter.

3.9.3 Audit coverage

Implementation of the programme for the period 1989-94 was reviewed in Audit during June 1994 to August 1994 in Banswara and Dungarpur districts of Rajasthan selecting two *Panchayat Samitis*² in each district and five *Gram Panchayats*³ in each *Panchayat Samiti*. This was supplemented by the relevant information relating to this programme collected from 6 districts⁴ during the period October 1993 to May 1994 and interesting points of other districts noticed in local audit. The important points noticed are given in the succeeding paragraphs.

3.9.4 Highlights

- During the 5 years (1989-94), of Rs.712.20 crores, (including Rs.100.75 crores released by the Government of India directly to DRDAs in 1989-90) released for implementation of the scheme, Rs.674.36 crores were reportedly spent. The expenditure figure, as reported, includes the sum of Rs.2.34 crores, which was diverted for other non-JRY schemes/programmes. There were delays in release of Central assistance and the matching share by the State Government in six cases involving Rs. 143.41 crores. The delay ranged up to 6 months.
- During 1989-94, there was expenditure of Rs.206.36 lakhs in excess of the 20 *per cent* earmarked as district share by DRDA, Banswara of which Rs.25.75 lakhs were adjusted in 1993-94 against *Gram Panchayats* allotment and the balance was being adjusted against the allotments of *Gram Panchayats*/district share in subsequent years, thus depriving the *Gram Panchayats* of their share.
- Utilisation certificates were outstanding from the DRDAs for Rs.43,521.84 lakhs which amounted to 59 *per cent* of the expenditure of Rs.73,480.11 lakhs including Rs.6044.15 lakhs relating to the period ending 31 March 1989, in respect of

2. Banswara-Ghatol and Talwara, Dungarpur-Dungapur and Sagwara

3.(a)Ghatol-Chanduji-Ka-Garha, Ghatol, Kuwaria, Nichli-Mordi and Senawasa.

(b)Talwara-Gamari, Kundla, Kupda, Surwania and Talwara.

(c)Dungarpur-Asela, Bassai, Damadi,Faloj and Jhothari

(d)Sagwara- Barbodania, Ghata-ka-Gaon, Jethana, Khadgada and Padaradi Badi.

4. Alwar, Bhilwara, Jodhpur, Kota, Sawai Madhopur and Udaipur.

which utilisation certificates were due during 1989-94. Some of these were due for over 3 years.

(Paragraph 3.9.5)

- Contrary to the provisions of the scheme, preference was given to the creation of socio-economic community welfare assets, over directly productive economic assets. Expenditure on creation of socio-economic community welfare assets formed 83 per cent of the total.

(Paragraph 3.9.6(ii))

- Expenditure of Rs.671.09 lakhs incurred on irrigation works not completed (Rs.100.51 lakhs), wells left incomplete (Rs.213.33 lakhs), anicuts not completed (Rs.109.91 lakhs), wells constructed in dark zones (Rs.197.03 lakhs) and wells constructed from which no irrigation was being done (Rs.50.31 lakhs) proved unfruitful.

- There was an excess payment of Rs.4.72 lakhs in three districts on account of non-deduction of proportionate cost in the construction of 91 wells of less than the prescribed dimensions. Subsidy of Rs.3.31 lakhs was paid to 18 non-entitled beneficiaries in 3 districts.

(Paragraphs 3.9.6(iv) & 3.9.7)

- Expenditure of Rs.222.43 lakhs incurred on 943 incomplete houses (Rs.62.75 lakhs) and 1652 houses in clusters which were allotted but remained unoccupied (Rs.159.68 lakhs) proved unfruitful. This includes expenditure of Rs.60.15 lakhs on unoccupied houses that got damaged.

(Paragraph 3.9.8 (iv))

- 1.69 lakh empty gunny bags valued at Rs.7.61 lakhs were lying undisposed of in 6 districts.

(Paragraph 3.9.10)

- The employment generation in the State exceeded the targets. In the 2 district test checked, it was found that such excess generation was possible due to payment of wages at rates lower than the prescribed minimum wages.

(Paragraph 3.9.11)

- Thirty four motor cycles were purchased at the cost of Rs.5.64 lakhs irregularly out of JRY funds by 3 DRDAs.

- Expenditure of Rs.87.77 lakhs was incurred irregularly out of JRY funds on additions to the buildings of 105 secondary/higher secondary schools (Rs.58.40 lakhs) and construction of 23 shops (Rs.29.37 lakhs).

(Paragraph 3.9.13)

- No effective mechanism for monitoring the execution of programme was evolved.

(Paragraph 3.9.14)

3.9.5 Financial outlay and expenditure

- (i) Central assistance is allocated to states on the basis of the proportion of the rural poor in a State vis-a-vis the total poor in the country.

The State Government further allocates funds to the districts on the index of backwardness formulated on the basis of percentage of agricultural labourers to main workers in the rural areas and percentage of rural SC/ST population to the total rural population. Not less than 80 per cent of the funds allocated to each district, after providing for earmarked sectors, is to be distributed to village *panchayats* in the district. The balance 20 *per cent* funds could be utilised at the district level for interblock/village works. The JRY funds were to be kept in banks or post offices in an exclusive and separate saving bank account by the DRDAs/village *panchayats*.

Expenditure under the Yojana was to be shared between the Central and State Government on 80:20 basis. On receipt of funds from the Government of India, the State Government makes suitable provision in its budget estimates. The funds are transferred in the Personal Deposit Account of DRDAs which are subsequently drawn and kept in post office /bank in saving bank accounts. The year-wise break-up of financial outlay, amounts released by the State Government and the expenditure incurred thereagainst during 1989-94

was as follows:

Year	Allotment of funds as per Government of India's sanctions	Released by the State Government	Expenditure as per department
(Rupees in lakhs)			
1989-90	10075.40	3851.41* 2607.56	10648.94
1990-91	9537.71	13678.45	17087.49
1991-92	7580.42	11407.36	13206.41
1992-93	13642.58	15410.00	12246.06
1993-94	14960.55	18041.11	14247.06
Total	55796.66	61144.48	67435.96

Note: (i) Amount released by State Government does not include Rs.10075.40 lakhs released by the Government of India in 1989-90 to DRDAs directly whereas the expenditure therefrom is included in the departmental expenditure figures.

Of the total expenditure of Rs.67435.96 lakhs, expenditure incurred in two districts test-checked was Rs.6745.83 lakhs. The expenditure incurred in the 4 *Panchayat Samitis* test-checked was Rs.1733.03 lakhs and in the 20 *Gram Panchayats* Rs.179.84 lakhs.

The amount transferred to PD account of DRDAs were treated as expenditure in Government accounts while the actual expenditure was as reported by the DRDAs in progress reports which showed the total expenditure at Rs.67435.96 lakhs over 1989-94. However, as per the monthly progress reports (MPR) submitted by the DRDAs to the State Government, the figure of total allotment during the period 1989-94 worked out to Rs.64637.05 lakhs against the actual release of Rs.61144.48 lakhs excluding Rs.10075.40 lakhs released by Central Government directly to DRDAs. Discrepancies were also noticed in the yearly figures of allotment and expenditure. Apparently, the MPRs were not being prepared correctly.

* Unspent balances of the previous year

(ii) Funding Pattern

Total resources under JRY were to be allocated amongst various components of the Programme as under:

1.	IAY	6 per cent 10 per cent with effect from 1993-94
2.	MWS	20 per cent 30 per cent with effect from 1993-94
3.	Administration/ contingent items	2 per cent
4.	Training expenses	Rs.50,000 per annum
5.	Share of <i>Village Panchayats</i>	80 per cent of the balance
6.	District Share (DRDA/Zila Parishad)	20 per cent of the balance

The resource allocation to IAY and MWS was raised to 10 and 30 per cent respectively in order to extend the coverage to the poor of other castes.

District share was to be further allocated amongst various sectoral works in following ratio:

1.	Economically productive assets	35 per cent
2.	Social forestry work	25 per cent
3.	Individual beneficiaries scheme for SCs/STs	15 per cent (22.5 per cent since November 1992)
4.	Other works including roads and buildings	25 per cent (17.5 per cent since November 1992)

Panchayats were required to spend 15 *per cent* of annual allocations on works benefiting SC/ST directly.

(iii) JRY Manual provided that the State Government would release funds to the DRDAs within a week of release of the Central assistance along with its own matching share and DRDAs to the *Panchayat Samitis/Village Panchayats* within a week of receipt of funds from the State Government. In the following cases release of funds was delayed.

- (a) Rupees 2280.98 lakhs allocated by the Government of India on 19 May 1993 were released by the State Government on 19 June 1993 and their own matching share of Rs.570.25 lakhs was released on 17 November 1993.
- (b) In 4 cases relating to the period 1991-94, the Special Schemes and Integrated Rural Development Department took 17 to 169 days after the release of Central assistance amounting to Rs.9390.63 lakhs and the Finance Department 5 to 21 days further in issuing sanctions. Thereafter, the Treasury Officers, Banswara and Dungarpur took 12 to 47 days in intimating the credit to DRDAs.
- (c) Rupees 2669.01 lakhs, released by the State Government to DRDAs on 31 March 1993, were transferred by the latter to the *Panchayat Samitis* and *Gram Panchayats* in May 1993.
- (iv) JRY funds were required to be kept in Bank or in Post Office in an exclusive and separate account of the DRDA/*Panchayat Samitis*. Instead the funds were kept in Personal Deposit (PD) Account from which the amounts were transferred, from time to time, to common Bank Accounts being maintained for all schemes. Non-maintenance of separate account led to diversion of Rs. 234.41 lakhs to other schemes not related to JRY as indicated in *Appendix-6*.
- (v) After setting aside the quantum of funds earmarked for specific scheme components like, IAY, MWS, administrative/training expenses, only 20 *per cent* of the balance amount are to be treated as the District share. The other 80 *per cent* are for Village *panchayats*. The actual position of district share in Banswara and Dungarpur for sectoral works and the expenditure incurred

thereagainst was as under:

Year	District share		Expenditure		Excess(+)/Shortfall(-)	
	Banswara	Dungarpur	Banswara	Dungarpur	Banswara	Dungarpur
(Rupees in lakhs)						
Up to						
1989-90	200.06	116.23	120.86	37.04	(-)79.20	(-)79.19
1990-91	85.28	59.74	497.95	132.67	(+)412.67	(+)72.93
1991-92	116.40	51.02	161.46	134.99	(+)45.06	(+)83.97
1992-93	110.15	96.38	-	4.44	(-)110.15	(-)91.94
1993-94	77.78	74.13	15.76	83.33	(-)62.02	(+)9.20
Total	589.67	397.50	796.03	392.47	(+)206.36	(-)5.03

The State Government permitted (December 1993) DRDA. Banswara to adjust the excess expenditure of Rs.206.36 lakhs against allotments in subsequent years but called for the explanation of the then Project Director for incurring the excess expenditure. Against the excess of Rs.206.36 lakhs, an amount of Rs.25.75 lakhs, representing fourth instalment of *Gram Panchayats* for 1993-94, had been adjusted and the balance of Rs.180.61 lakhs was awaiting adjustment against the future allocation of *Gram Panchayat*/District share, thus depriving the *Gram Panchayats* of their share.

(vi) The position of utilisation certificates (UCs) received from DRDAs against the expenditure incurred by all the DRDAs of the State was as under:

Year	Utilisation certificates due	UCs submitted	UCs awaited
(Rupees in lakhs)			
1989-90	16693.09*	8432.73	8260.36
1990-91	17087.49	10955.28	6132.21
1991-92	13206.41	8768.75	4437.66
1992-93	12246.06	1801.51	10444.55
1993-94	14247.06	Nil	14247.06
Total	73480.11	29958.27	43521.84

* Includes Rs.6044.15 lakhs in respect of which UCs were awaited as of April 1989.

Utilisation certificates for 59 *per cent* of the expenditure were awaited from DRDAs.

In Banswara and Dungarpur districts, utilisation certificates for Rs.1650.43 lakhs (43 *per cent*) and Rs. 1906.44 lakhs (53 *per cent*) against the expenditure of Rs.3830.97 lakhs and Rs.3569.73 lakhs respectively incurred during the period 1989-94 including UCs of Rs.654.87 lakhs pending as on April 1989, were submitted to the State Government and the reasons for the non-submission of utilisation certificates for the balance amount were not intimated (August 1994).

3.9.6 Implementation and achievements

(i) Identification of beneficiaries

As per the programme, people below the poverty line were the target group. The State Government adopted the criterion of identification of beneficiaries as under Integrated Rural Development Programme (IRDP), which had also identified beneficiaries being below the poverty line.

(ii) Preference was to be given for creation of directly productive assets over socio-economic community assets. The position of physical assets created under the programme during the period 1989-93 as per annual progress

reports⁵ for the State was as under:

Sl.No.	Particulars of assets	Unit		Amount (Rupees in lakhs)
A.	Directly productive economic assets			
	(a) Irrigation wells, tanks, ponds and other works	Numbers	20,239	4,300.84
	(b) Field channels	Kilometres	382.50	135.81
	(c) Flood protection works, anti-water logging works, soil conservation and land reclamation, land development, etc.	Hectares	1,542.32	221.83
		Total		<u>4,658.48</u>
B.	Socio-economic community welfare assets			
	(a) Drinking water wells and other water sources	Numbers	3,974	742.93
	(b) School buildings, <i>panchayat ghars, mahila mandals</i> and other buildings	Numbers	23,683	8,092.04
	(c) Rural roads	Kilometres	8,893.08	3,817.18
	(d) Sanitary latrines	Numbers	3,883	129.55
	(e) Development of house site and construction of houses	Numbers	24,001	1,040.86
	(f) Other works	Numbers	39,818	12,035.29
		Total		<u>25,857.85</u>
C.	Social forestry		NA	724.62

NA - Not available

Eighty three *per cent* of the expenditure was incurred on socio-economic community welfare assets which is indicative of the fact that preference was given to the creation of such assets over the creation of directly productive economic assets. In the districts test-checked (Banswara and Dungarpur), the

5. Annual progress reports for the year 1993-94 were not finalised as of August 1994.

expenditure on socio-economic community welfare assets constituted 64 and 60 per cent respectively of the entire expenditure.

(iii) (a) The percentage of expenditure incurred on buildings, roads and other works in the districts test-checked was as under :

District	<i>Panchayat Samitis</i>	Number of <i>Gram Panchayats</i>	Building works	Road works	Other works
Banswara	Ghatol and Talwara	10	40 to 93	6 to 60	1 to 8
Dungarpur	Dungarpur and Sagwara	10	52 to 91	2 to 35	9 to 33

The following points emerged as a result of test-check:

(1) Of the 65 building works (Rs.33.40 lakhs), executed in 20 *Gram Panchayats* of the two districts, 14 works (Rs.6.12 lakhs) were for providing additional rooms in existing secondary and higher secondary school buildings, 5 works (Rs.1.11 lakhs) were for the repair of quarters of *gram sewaks* and teachers while Rs.26.17 lakhs were spent on other 46 construction works⁶. The high percentage of the expenditure incurred on these works in contravention to the guidelines of the programme and the meagre expenditure incurred on other works such as social forestry, reclamation of wasteland, development of ponds/tanks, etc. indicates that preference was not given to the creation of directly productive economic assets as envisaged in the programme.

(2) In *Panchayat Samiti*, Ghatol funds received for all the schemes including JRY were credited in PD account of the *Panchayat Samiti*. At the end of March 1994, as per the Treasury Officer, Banswara, there was a balance of Rs.37.71 lakhs in the PD account of the *Panchayat Samiti* whereas, as per the cash book, the balance worked out to Rs.38.44 lakhs. The discrepancy of Rs.0.73 lakh, continuing since 1991-92 was not analysed.

(b) Test-check of the records of *Panchayat Samitis*, Dungarpur and Sagwara revealed the following deficiencies:

6. Bus stands: Rs.4.94 lakhs (15 works), Ayurvedic Aushadhalaya: Rs.5.76 lakhs (10 works), Veterinary dispensaries: Rs.4.07 lakhs (6 works), Banks Rs.1.30 lakhs (3 works), Sub-health centres: Rs.6.66 lakhs (9 works), Meeting Hall: Rs.2.90 lakhs, Godowns Rs.0.15 lakh and Rest House: Rs.0.39 lakh.

(1) The particulars of workers such as sex, SC/ST or freed bonded labourers, IRDP selection number and address, etc. were not mentioned in the muster rolls of works executed by the *Gram Panchayats* as a result of which the position of category-wise employment generated could not be ascertained.

(2) Asset registers were not maintained in the *Gram Panchayats* test-checked.

(iv) According to the JRY Manual, large and costly works which could not be completed within two years were not to be taken up under the programme.

In Banswara and Dungarpur districts, 22 big irrigation schemes, the administrative sanctions for which ranged between Rs.12.98 lakhs and Rs.857.91 lakhs and which had been started initially under NREP/RLEGP during 1985-86, were taken up under JRY and a sum of Rs.100.51 lakhs was spent on them during the period 1990-92. These works were stopped by the DRDAs (August 1991) due to paucity of funds and the same were lying incomplete as of August 1994. The expenditure of Rs.100.51 lakhs (Banswara: Rs.53.60 and Dungarpur: Rs.46.91 lakhs), has thus remained unfruitful.

3.9.7 Million Wells Scheme (MWS)

With a view to provide open irrigation wells, free of cost, to small and marginal farmers belonging to SCs/STs and to the freed bonded labourers below the poverty line, the Million Wells Scheme was introduced in the State in April 1988 and was one of the components of JRY from April 1989.

Twenty *per cent* (raised to thirty *per cent* in 1993-94 extending the benefit to non-SCs/STs) of the total allocation under JRY was to be earmarked for MWS. This was to be allocated amongst the districts with reference to unirrigated land held by SCs/STs and freed bonded labourers and having potential for well irrigation. The allocation was meant for open wells only; tube-wells and bore wells were not to be taken up under the scheme.

The wells were to be dug by the beneficiaries themselves by employing members of their families for which they were to be paid subsidy at the fixed unit cost of the well in 4 instalments.

(i) (a) The position of funds allotted and utilised in the State was as under:

Year	Total funds released under JRY	Funds to be released for MWS as per norms	Opening Balance	Funds released	Funds available	Expenditure as per departmental records	Saving
(Rupees in lakhs)							
1989-90	12682.96*	2536.59	1366.64	1560.87	2927.51	2192.40	735.11
1990-91	13678.45	2735.69	735.11	2487.33	3222.44	1816.10	1406.34
1991-92	11407.36	2281.47	1406.34	2561.06	3967.40	3109.35	858.05
1992-93	15410.00	3082.00	858.05	3027.40	3885.45	1789.28	2096.17
1993-94	18041.11	5412.33	2096.17	1263.79	3359.96	1301.75	2058.21

The reasons for non-utilisation of Rs.2058.21 lakhs could not be ascertained from the records of the Department.

The Government of India, permitted (February 1994) the State Government to utilise only 10 *per cent* of JRY allocations for MWS and permitted diversion of Rs.2592.30 lakhs to IAY during 1993-94.

(b) In Banswara and Dungarpur DRDAs, expenditure of Rs.984.57 lakhs and Rs.884.52 lakhs was incurred against the allotment of Rs.1058.98 lakhs and Rs.982.91 lakhs respectively during the period 1988-94. Of the saving of Rs.74.41 lakhs in Banswara, saving of Rs.35.66 lakhs was due to non-sanctioning of wells for the poor of other castes during 1993-94. The reasons for the balance saving of Rs.137.14 lakhs⁷ were not on record.

Against the funds available (Rs.356.66 lakhs), the expenditure incurred by the four *panchayat samitis* of Banswara and Dungarpur districts test-checked was Rs.321.51 lakhs during the period 1989-94. While there was a saving of Rs.35.15 lakhs in these *panchayat samitis*, 762 wells⁸ and 5 anicuts (Talwara: 1 and Ghatol: 4) were lying incomplete as of April 1994. Besides, execution for construction of 8 wells had not been commenced by *Panchayat Samiti*- Talwara as of August 1994.

* Includes Rs.10075.40 lakhs released by the Government of India to DRDAs directly.

7. Banswara: Rs.38.75 lakhs and Dungarpur: Rs.98.39 lakhs.

8. Dungarpur: 550; Ghatol: 67; Sagwara: 110 and Talwara:35.

(ii) (a) The targets fixed and achievements made thereagainst for the State were as under:

Year	Targets	Achievements	Shortfall(-)/ Excess (+)
(In number)			
1988-90	20,000	13,480	(-)6,520
1990-91	12,350	6,755	(-)5,595
1991-92	10,082	12,150	(+)2,068
1992-93	9,910	9,973	(+) 63
1993-94	3,820	4,844	(+)1,024
(Non SC/ST)			
Total	56,162	47,202	(-)8,960

Of the shortfall of 8,960 wells, 8,590 wells were reported to be under progress as of March 1994.

(b) Position of physical targets and achievements made in two districts test-checked was as under:

Year	Targets		Achievements		Shortfall	
	Bans- wara	Dungar- pur	Bans- wara	Dungar- pur	Bans- wara	Dungar- pur
(In number)						
1988-90	1,538	1,436	632	1,022	906	414
1990-91	1,692	1,110	1,645	534	47	576
1991-92	1,419	1,195	1,742	1,022	-	173
1992-93	1,370	1,000	698	1,832	672	-
1993-94	132	414	452	583	-	-
Total	6,151	5,155	5,169	4,993		

Although the expenditure incurred during 1988-90 in Dungarpur district was Rs.233.40 lakhs against the allocation of Rs.216.57 lakhs, there was shortfall of 414 wells. Reasons for the shortfall were not intimated (August 1994).

(iii) 1,908 wells on which an expenditure of Rs. 213.33 lakhs had been incurred by 18 *panchayat samitis* of 6 districts⁹ during the period 1989-94 had not been completed as of March 1994 though targeted to be completed by 1992-93. The shortfall was attributed to the poor financial condition of beneficiaries and their lack of interest due to payment of unit cost in instalments.

(iv) The anicuts, as detailed below, were incomplete since 1992-93:

Name of DRDA	Number of anicuts	Expenditure incurred (Rupees in lakhs)
Alwar	8	2.31
Banswara	45	73.66
Bhilwara	24	15.70
Dungarpur	3	16.76
Total	80	108.43

Of these, 4 anicuts (Banswara) could not be completed due to paucity of funds, 3 (Dungarpur) remained incomplete due to non-receipt of revised administrative sanctions while the reasons for non-completion of the remaining were not available. Besides, Rs.1.48 lakhs spent on the Hijhatpura (abandoned after earth work) and Tidiadeo (completed at incorrect site) anicuts proved wasteful. The expenditure of Rs. 109.91 lakhs was, thus, proving unfruitful.

(v) The State Government issued instructions in April 1988 that the construction of wells should be taken up only in areas where ground water was available on the basis of survey done by the Ground Water Department (GWD). It was, however, noticed that in contravention of these instructions 1,133 wells were constructed in 6 districts¹⁰ at the cost of Rs.197.03 lakhs in dark zones, where sufficient ground water was not available. The expenditure of Rs.197.03 lakhs incurred on construction of 1,133 wells, thus, proved infructuous.

9. Alwar-Rajgarh; Banswara- Anandpuri, Bagidora, Garhi, Ghatol, Kushalgarh, Pipal Khunt, Sajjangarh and Talwara; Dungarpur-Aspur, Dungarpur and Sagwara; Jodhpur-Balesar, Bilara, Osian and Phalodi; Sawaimadhopur- Sawaimadhopur and Udaipur - Salumber.

10. Ajmer: Rs.4.40 lakhs (37 wells); Alwar: Rs.32.60 lakhs (163 wells); Pali: Rs.30.02 lakhs (410 wells); Sawaimadhopur: Rs.70.19 lakhs (324 wells); Sikar: Rs.26.86 lakhs (115 wells) and Udaipur: Rs.32.96 lakhs (84 wells)

(vi) In Alwar, Pali and Tonk districts, the prescribed unit cost for construction of well of 3 metre diameter and 20 metre depth in soft soil was Rs.23,100 in 1990-91 and Rs.27,700 in 1991-92 (Pali) and Rs.24,000 in 1991-92 (Alwar and Tonk). In case the diameter/depth of the well was less than the prescribed standard, proportionate cost was to be deducted from the unit cost. It was observed that wells of less diameter and depth than prescribed were constructed, but proportionate amounts were not deducted resulting in excess payment of Rs.1.44 lakhs in 54 cases in Pali, Rs.1.28 lakhs in 13 cases in Tonk and Rs.2 lakhs in 24 cases in Umren (Alwar). No action was taken to recover the excess amount.

(vii) Financial assistance for digging wells was to be sanctioned to those small and marginal farmers who possessed unirrigated land not less than one hectare (half hectare from March 1991 in special cases).

It was observed that DRDAs, Tonk, Bundi and Nagaur had sanctioned subsidy of Rs.3.31 lakhs to 13 persons having land less than half hectare, 3 persons having no land and two big farmers having land of 79 and 98 *bighas*. No action was taken for recovery of the irregular payment.

(viii) Test-check of records of 6 *panchayat samitis* of 5 districts¹¹ revealed that no irrigation could be done from 330 wells constructed at the cost of Rs.50.31 lakhs either due to paucity of water or for want of means of lifting water i.e. pumps, engines, etc.

3.9.8 Indira Awas Yojana (IAY)

(i) With a view to provide houses, free of cost, to SCs/STs and freed bonded labourers below the poverty line who were not in possession of houses, a specific allocation of 6 *per cent* up to 1992-93 and 10 *per cent* from 1993-94 of the total funds provided to each district was earmarked for Indira Awas Yojana (IAY) which formed part of JRY. Houses under IAY, as far as possible, were required to be built up in clusters so that common facilities could be provided. However, in case micro-habitat approach was not possible because of non-availability of land or the beneficiaries possessing plots which were scattered or any other reason, IAY houses could also be built up without following the cluster micro-habitat approach.

11. Alwar- Rajgarh PS; Banswara- Pipal Khunt PS;
Dungarpur- Sagwara and Dungarpur PS ;Jodhpur-
Baleshar PS and Udaipur- Salumbar.

The expenditure ceiling was as below:

S.No.	Details	Expenditure ceilings			
		1988-89		1989-90	1990-94
		Ordinary locality	Remote locality	For all localities	For all localities
(In Rupees)					
1.	Cost of construction	6,000	7,800	7,800	9,800
2.	Cost of construction of sanitary latrines	1,200	1,200	1,200	1,400
3.	Infrastructure facilities	3,000	3,000	3,000	3,300

(ii) (a) Funds released and the expenditure incurred thereagainst during 1989-94 in the State were as under:

Year	Total release under JRY	To be released for IAY as per norms	Funds released	Expenditure	Excess(+)/ Saving(-)
(Rupees in lakhs)					
1989-90	12,682.96 ^{\$}	760.98	592.50	447.47	(-)145.03
1990-91	13,678.45	820.71	966.14	1,235.37	(+)269.23
1991-92	11,407.36	684.44	966.14	1,085.14	(+)119.00
1992-93	15,410.00	924.60	1,143.72	1,094.43	(-)49.29
1993-94	18,041.11	1,804.31	3,362.04	2,287.96	(-)1,074.08
Total	71,219.88	4,995.04	7,030.54	6,150.37	(-)880.17

As against the prescribed allocation of 6 and 10 *per cent* under the scheme, the allocations during the years 1990-94 ranged between 5 and 18 *per cent*. The excess allocation during 1993-94 was primarily by way of diversion of Rs.2592.30 lakhs from MWS to this scheme.

Reasons for non-utilisation of the allotted funds in full could not be ascertained from the records maintained by the Department.

^{\$} Includes Rs.10075.40 lakhs released by the Government of India to DRDAs directly.

(b) Financial performance in the two districts test-checked was as under:

Year	Allotment		Expenditure		Excess (+)/ Saving(-)	
	Banswara	Dungarpur	Banswara	Dungarpur	Banswara	Dungarpur
(Rupees in lakhs)						
1989-90	37.22*	23.70**	8.47	14.49	(-)28.75	(-)9.21
1990-91	74.06	50.44	54.20	54.39	(-)19.86	(+)3.95
1991-92	74.07	50.45	64.03	115.84	(-)10.04	(+)65.39
1992-93	87.69	59.72	75.39	38.88	(-)12.30	(-)20.84
1993-94	232.09	112.39	106.14	88.86	(-)125.95	(-)23.53
Total	505.13	296.70	308.23	312.46	(-)196.90	(+)15.76

The excess expenditure incurred in Dungarpur was met by diverting allocation relating to MWS in 1993-94 with the permission of the Central Government.

In Banswara district, the funds allocated under IAY were utilised less by 14 to 77 *per cent* during the period 1989-90 to 1993-94 due to non-provision of latrines and other infrastructural facilities.

In 1993-94, funds amounting to Rs.43.55 lakhs allocated for providing 300 Indira Awas to the rural poor belonging to non-SC/ST categories were not utilised.

(iii) (a) The targets fixed and the achievements made thereagainst for the State were as under :

Year	Targets	Achievements
		(In numbers)
1989-90	4,937	3,766
1990-91	6,663	7,828
1991-92	6,663	13,479
1992-93	7,888	11,541
1993-94	23,187	19,958
Total	49,338	56,572

* Includes previous unspent balance of Rs.25.44 lakhs.

** Includes previous unspent balance of Rs.0.56 lakh.

(b) Physical targets and achievements made in two districts test-checked were as under:

Year	Targets		Achievements	
	Banswara	Dungarpur	Banswara	Dungarpur
	(In numbers)			
1989-90	98	193	119	191
1990-91	511	348	542	-
1991-92	511	348	602	1,164
1992-93	498	339	771	630
1993-94	1,600	775	726	666
Total	3,218	2,003	2,760	2,651

In Banswara district, 300 houses sanctioned in 1993-94 for non-SC/STs living below poverty line were not constructed. Reasons for short/excess achievements in respect of Banswara and Dungarpur were not intimated (August 1994).

(iv) Houses under this scheme were constructed in clusters up to 1990-91, some of which could be completed by 1992-93. Thereafter, the State Government keeping in view the problem in occupation of the houses constructed in clusters by the beneficiaries allowed (August 1990) them to construct houses at the place of their choice.

The position of houses started before March 1993 but still lying incomplete and houses completed during the period 1985-93 but remaining unoccupied in 8 districts test-checked was as under:

Name of the District	Incomplete houses		Completed but unoccupied		Damaged out of completed but unoccupied houses due to non-maintenance	
	Number	Expenditure (Rupees in lakhs)	Number	Expenditure (Rupees in lakhs)	Number	Expenditure (Rupees in lakhs)
Alwar	82	5.71	-	-	-	-
Banswara	345	20.83	812	76.91	257	25.89
Bhilwara	168	10.75	35	2.93	-	-
Dungarpur	18	1.10	106	9.01	60	5.26
Jodhpur	38	4.02	91	7.90	25	2.58
Kota (now Baran)	-	-	64	6.72	64	6.72
Sawai-madhopur	274	19.16	30	2.67	10	1.11
Udaipur	18	1.18	514	53.54	182	18.59
Total	943	62.75	1,652	159.68	598	60.15

1,652 allotted houses involving expenditure of Rs.159.68 lakhs, as detailed above, remained unoccupied since their allotment as mentioned below:

Year of completion and allotment	No. of houses remaining unoccupied	Expenditure
		(Rupees in lakhs)
Up to March 1989	1,036	100.02
1989-90	209	19.47
1990-91	177	17.70
1991-92	95	9.06
1992-93	135	13.43
	1,652	159.68

Reasons were attributed to non provision of infrastructural facilities, construction of houses at places away from the villages (Bhilwara, Jodhpur, Kota, Sawaimadhopur and Udaipur) and construction of houses without taking into consideration local environment and living habitat (Banswara and Dungarpur districts where people did not prefer to live in clusters). Non occupation of 1,652 houses constructed under the scheme not only defeated the objective but also resulted in unfruitful expenditure on their basic amenities. Thus, the expenditure of Rs.222.43 lakhs, proved unfruitful (August 1994).

3.9.9 Social Forestry

(i) At least 25 *per cent* of the district share was to be earmarked for the social forestry works. This percentage was not found to have been maintained by two DRDAs test-checked as would be evident from the following details :

Year	District share		Funds given for forestry works		Percentage of funds to District share		Expenditure	
	Banswara	Dungarpur	Banswara	Dungarpur	Banswara	Dungarpur	Banswara	Dungarpur
	(Rupees in lakhs)		(Rupees in lakhs)				(Rupees in lakhs)	
1989-90	85.50	47.45	11.46	9.25	13	19	10.77	8.80
1990-91	85.28	59.74	24.51	20.58	29	34	24.24	17.90
1991-92	116.40	51.02	10.12	1.09	9	2	13.72	1.15
1992-93	110.75	96.38	4.30	0.44	4	-	4.30	0.53
1993-94	77.78	74.13	Nil	2.69	Nil	4	-	2.63
Total	475.71	328.72	50.39	34.05			53.03	31.01

Reasons for non-maintenance of the prescribed percentage were not on record.

Out of Rs. 10.12 lakhs given to Divisional Forest Officer, Banswara in 1991-92 for making payments to labourers employed on social forestry works, a sum of Rs. 5 lakhs was utilised on Drought Prone Area Programme works.

The DRDA, Alwar transferred a sum of Rs.26.16 lakhs earmarked for social forestry work to the Field Director, Tiger Project, Sariska during the period 1990-94. Out of this, Rs.22.27 lakhs were spent by him on construction of anicut and closures in the reserved forest area wherefrom no direct and continuing benefits could flow to the rural poor who, in any case, had no access to reserved forest area.

3.9.10 Distribution of foodgrains

The wages under the programme were to be paid partly in cash and partly in foodgrains. The DRDAs were to make arrangements for lifting the allocated foodgrains and its further distribution. The Food Corporation of India was to issue foodgrains to the DRDAs or their authorised agents at the rate of Central issue price. The position of the quantities allotted and lifted by the State was as under :

Year	Quantity allotted	Quantity lifted	Percentage of lifted foodgrains
(In Tonnes)			
1989-90	65,882	38,770.45	59
1990-91	78,533	Nil	Nil
1991-92	50,830	Nil	Nil
1992-93	49,100	2,645.00	5
1993-94	41,700	3,149.00	8
Total	2,86,045	44,564.45	16

The allotted foodgrains were not lifted in full up to 1991-92 as its distribution was not made compulsory by Government. The short lifting of foodgrains during the period 1992-94 was attributed to non-acceptance of the same by the labourers due to availability of foodgrains in the market at rates cheaper than the Central issue price. Details of distribution were not available with the State Government.

According to guidelines, the empty gunny bags in which foodgrains were received for distribution under the programme, were to be disposed of. In 6 districts¹² test-checked, 1,69,220 gunny bags valued at Rs.7.61 lakhs were lying undisposed of (August 1994).

3.9.11 Generation of employment

During the period 1989-90 to 1993-94, the employment generated, as per figures available with SS & IRD Department, was 2079.63 lakh mandays which exceeded the target of 1837.73 lakh mandays. The position of targets fixed for generation of employment for the two districts test-checked and the achievements made thereagainst was as under:

Year	<u>Targets</u>		<u>Achievements</u>		<u>Wages paid</u>	
	Banswara	Dungarpur	Banswara	Dungarpur	Banswara	Dungarpur
	(Mandays in lakhs)				(Rupees in lakhs)	
1989-90	17.86	12.54	19.34	32.99	258.44	306.07
1990-91	25.72	17.01	38.95	28.27	782.31	424.24
1991-92	12.99	13.74	23.69	30.68	503.92	507.04
1992-93	22.08	16.21	18.86	17.31	253.98	339.01
1993-94	21.65	19.01	16.82	20.52	367.44	418.88
Total	100.30	78.51	117.66	129.77	2166.09	1995.24

The payment of wages was to be made as per Minimum Wages Act, 1948 i.e. at Rs.14 per day during 1989-90 and at Rs.22 per day during the period 1990-94. The programme laid down that no attempt should be made to avoid or evade this mandatory obligation. The State Government, however, linked payment of wages with tasks as per the rates specified in *Gramin Karya Nirdeshika*. As per muster rolls of the *Gram Panchayats* test-checked, the actual payment ranged between Rs.5 and Rs.14 for 1989-90 and Rs.10 and Rs.22 for 1990-94. According to the provisions of the Act *ibid* only 105.17 lakh and 98.64 lakh mandays could have been generated with Rs.2166.09 lakhs and Rs.1995.24

¹² Alwar (1,636 bags), Banswara (62,600 bags), Bhilwara (65,229 bags), Jodhpur (3,105 bags), Sawaimadhopur (8,391 bags) and Udaipur (28,259 bags).

lakhs in Banswara and Dungarpur districts respectively. The payment of wages to labourers on task basis, as approved by the State Government, being less than the said minimum wages, resulted in the generation of extra 12.49 lakh and 31.13 lakh mandays. The figures of employment generation were, thus, higher due to payment of wages at rates below the minimum wage.

Further, in 54 *Gram Panchayats* of 7 districts¹³ test-checked, 1.02 lakh mandays (women) were generated out of total 4.07 lakh mandays. The percentage came to 25 as against the prescribed 30 *per cent*.

The payment of wages was required to be made within one week of the end of fortnight. A review of payments made on muster rolls by *Gram Panchayats* test-checked revealed delay in payment of wages ranging between 23 and 580 days.

As per guidelines, the material component was not to exceed 40 *per cent* (50 *per cent* in 1989-90) of the total expenditure incurred on the works. Expenditure on non-wage component comprising cost of materials, etc. in excess of the prescribed norms was to be met from outside the JRY funds. In case of 531 works completed in 120 GPs of 6 districts¹⁴, the expenditure (Rs.96.41 lakhs) on material component worked out to 62 *per cent* of the total expenditure (Rs.156.30 lakhs) incurred during 1989-94. It resulted in creation of lower employment potential (1.49 lakh mandays), based on the daily minimum wage of Rs.14 per day in 1989-90 and Rs.22 per day thereafter, on account of Rs.32.23 lakhs (Rs.1.11 lakhs in 1989-90 and Rs.31.12 lakhs in 1990-94) spent in excess on material component.

As per the scheme, contractors were not permitted to be engaged for execution of works so that full benefits of wages could reach the workers. Further, to ensure maximum utilisation of the machinery of Ground Water Department (GWD), the State Government issued (August 1989) instructions to all the departments that the GWD should be consulted for the works of drilling

13 Alwar-Goonta, Shahpura, Holawas, Raikheda, Bhindusi, Baleta, Nangal-Khedia, Kohrana, Mohammadpur and Pahadi

Banswara-Chanduji ka Garha and Kuwania
Bhilwara-Galva and Shakkargarh

Jodhpur-Modijoshingan and Sarecha and 30 *Gram Panchayats* of Bilara *Panchayat Samiti*.

Kota-Sultanpur

Sawaimadhopur-Sherpur, Chhan, Daulatpura and Atoont Kala

Udaipur-Sindhu, Toda and Gigla

14 Alwar:13; Banswara:9; Bhilwara:9; Dungarpur:10; Kota:44 and Udaipur:35.

and blasting and alternative arrangement should be made only if GWD was unable to execute such works.

(a) In Banswara district, 6 contractors were engaged in 1990-91 for blasting work of wells under MWS and a sum of Rs.29.10 lakhs was paid in July 1991. While checking the accounts of Kushalgarh *Panchayat Samiti*, it was seen that the Junior Engineer had verified the execution of holes on the basis of certificates given by the beneficiaries and *Sarpanchs*. Calculated at the rate of 10 *per cent* which is the normal provision in the basic schedule of rate, a sum of Rs.2.91 lakhs was paid as profit to the contractors. No reasons for allotting the work to the contractors were furnished.

(b) The work of drilling and blasting of 12,000 holes in Annapurna Dam was allotted by Irrigation Division, Bundi to a contractor in February 1991 for Rs.4.87 lakhs at the rate of Rs.40.57 per hole as against the Ground Water Department rate of Rs.25 per hole. The contractor drilled and blasted only 5,962 holes for which payment of Rs.2.42 lakhs was made (June 1992) to him. The engagement of the contractor resulted in extra expenditure of Rs.0.93 lakh.

3.9.12 Training

DRDAs were required to spend up to Rs.0.50 lakh per annum on training expenses of officials/non-officials involved in the implementation of JRY at the district/block/village *panchayat* levels provided that at least 50 *per cent* of this was to be spent on the training of non-officials. No training programme was organised during 1989-94 in two DRDAs test-checked.

3.9.13 Other points of interest

(a) The Government of India, prohibited (December 1989) the purchase of vehicles from JRY funds. Contrary to these orders, DRDA, Banswara purchased 9 motor cycles at the cost of Rs.1.35 lakhs out of JRY funds, one each for 8 Junior Engineers in *Panchayat Samitis*¹⁵ and one Assistant Engineer in DRDA.

Similarly, the subsidy granted for meeting expenses on handling and transportation of foodgrains from Food Corporation of India depots to sites of works under NREP/RLEGP was required to be credited to JRY funds on the merger of former with the latter on 1 April 1989. DRDAs, Sawaimadhopur and Alwar, however, utilised Rs.4.29 lakhs¹⁶, out of the said subsidy for purchase of 25 motor cycles during the period (1989-91).

¹⁵ Anand puri, Bagidora, Garhi, Ghatol, Kushalgarh, Pipal Khunt, Sajjagarh and Talwara

¹⁶ Sawaimadhopur- 11 Motorcycles (costing Rs.1.70 lakhs)

Alwar-14 Motor cycles (costing Rs.2.59 lakhs).

(b) The *Ex-Sarpanch* of the 11 *Gram Panchayats* of 3 districts¹⁷ did not render accounts of the advances amounting to Rs.3.31 lakhs given to them by the DRDAs for execution of JRY works. Of these, advances of Rs.0.58 lakh were adjusted by DRDA, Jodhpur without obtaining any account from the *Sarpanchs*. Reasons for carrying out this adjustment were not intimated to Audit.

(c) As per the guidelines, only primary schools were to be constructed in those revenue villages which had no buildings of their own. It was, however, noticed that an irregular expenditure of Rs.58.40 lakhs was incurred on the addition to buildings of 105 secondary/higher secondary schools in six districts¹⁸.

Similarly, shopping complexes/commercial buildings did not fall in the category of economically productive assets. However, DRDAs, Banswara, Dungarpur and Jodhpur spent Rs.29.37 lakhs from JRY funds on the construction of 23 shops irregularly.

3.9.14 Monitoring and Evaluation

The officers dealing with the programme at the State Headquarters and those incharge of implementation at district and block levels were required to visit work sites to ascertain that the programme was being implemented satisfactorily and that execution of works was in accordance with the prescribed specifications. A schedule of inspections, prescribing a minimum number of field visits for each supervisory level functionary from the State Government to block level, was required to be drawn up and got approved by the State level coordination committee and a copy thereof made available to the Government of India. No such schedule was, however, drawn. The State Government, however, prescribed certain *percentages* of inspection for the Junior Engineer, Assistant Engineer and *Vikas Adhikari*.

In the districts test-checked, no record was kept to ensure that the inspection up to the prescribed percentage was carried out by these officials/officers.

Further, although periodical returns/reports for monitoring the programme were being submitted by the DRDAs, no effective procedure to watch timely receipt of these reports/returns existed nor was any mechanism to ensure

17 Alwar- Machal, Khaheer and Bhagaur

Banswara- Bagidora and Mohkampura

Jodhpur- Salwa Kalan, Daikarha, Panchla Khurd Solkiyatata, Ghatiyali and Luni.

18 Alwar:Rs.23 lakhs; Banswara: Rs.10.13 lakhs;

Bhilwara: Rs.1.07 lakhs; Jalore: Rs.1.61 lakhs;

Jodhpur:Rs.20.97 lakhs and Sawaimadhopur:

Rs.1.62 lakhs.

that the reports submitted by the DRDAs were based on correct data evolved by the Department.

The DRDA, Banswara intimated (August 1994) that evaluation of the programme was conducted by the Dy. Director, Evaluation Organisation, Rajasthan, Jaipur, but his report was not received (August 1994).

The matter was reported to Government in October 1994 ; their reply has not been received (November 1994).

General

3.10 Write off of losses, revenues, etc.

During 1993-94, losses of Rs.20.04 lakhs (170 cases) due to irrecoverable revenue/advances, death of animals, loss of books, etc. were written off by the competent authorities. Relevant details are indicated in *Appendix -7*.

3.11 Outstanding inspection reports

For early settlement of Audit inspection reports and paragraphs, Government issued instructions to all departmental officers in August 1969 for sending the first reply to inspection reports within a month and replies to further observations from Audit within a fortnight. In September 1987, the Finance Department, while reiterating the instructions issued from time to time, stressed that there should be no delay in dealing with the inspection reports. Half-yearly reports of outstanding inspection reports and paragraphs are sent by the Accountant General to the Administrative Secretaries and Heads of the Department so that the paragraphs contained in the inspection reports receive the desired attention.

At the end of June 1994, 23,793 paragraphs contained in 5,548 inspection reports issued during the period from 1982-83 to 1993-94 (reports issued up to 31 December 1993) were pending settlement. Details are indicated

below (with corresponding figures for the earlier two years):

	1992	1993	1994
(At the end of June each year)			
Number of inspection reports not settled	5,807	6,532	5,548
Number of pending paragraphs	24,949	27,955	23,793
Earliest year of issue	1972-73	1982-83	1982-83

The year-wise break up of the outstanding inspection reports at the end of June 1994 is given below:

	Year	Inspection Reports	Paragraphs
Up to	1988-89	1,546	4,743
	1989-90	342	1,078
	1990-91	758	2,847
	1991-92	828	3,512
	1992-93	961	4,535
	1993-94	1,113	7,078
	Total	5,548	23,793

For prompt settlement of inspection reports, Audit Committees (consisting of the Secretary of the Administrative Department, Head of the Department, Deputy Secretary of Finance Department and representatives of Director, Treasuries and Accounts and the Accountant General) were formed in 7* out of the 35 departments of Government in July 1985 and August 1991. Sixteen meetings, as detailed below, were held by these committees up to

* The Audit Committee of Special Schemes and Integrated Rural Development Department was merged in Audit Committee of Agriculture Department.

August 1992 only and no meeting was held thereafter.

S.No.	Name of Department in which Audit Committee was formed	Date of formation	Number of meetings held	Date of last meeting	Number of paragraphs settled
1.	Agriculture	3 July 1985	3	20 June 1990	39
2.	Relief	3 July 1985	7	19 July 1990	Nil
3.	Rural Development and Panchayat Raj	3 July 1985	1	19 December 1986	Nil
4.	Education	6 August 1991	1	4 December 1991	Nil
5.	Medical and Health	6 August 1991	2	31 August 1992	Nil
6.	Social Welfare	6 August 1991	2	8 June 1992	92

The paragraphs were outstanding due to non-recovery of outstanding dues, sanctions for write-off, non-regularisation of purchases, non-receipt of utilisation certificates, etc., compliance thereof are still pending even after discussions in Audit Committee meetings.

An analysis of the position of outstanding inspection reports relating to District Rural Development Agencies of the Special Schemes and Integrated Rural Development Department revealed that 1,508 paragraphs contained in 69 inspection reports issued during the period 1984-85 to 1993-94 (reports issued up to December 1993) remained unsettled at the end of June 1994. Year-wise details of these outstanding inspection reports are given below:

Year of issue	Number of inspection reports	Number of paragraphs
Up to 1988-89	41	528
1989-90	2	57
1990-91	10	256
1991-92	4	183
1992-93	8	315
1993-94	4	169
Total	69	1,508

Of these 69 inspection reports, even the first compliance reports involving 407 paragraphs contained in 11 inspection reports had not been received as of June 1994. The earliest such report pertained to the year 1991-92. In the remaining cases also, first compliance reports in respect of 57 inspection reports containing 109 paragraphs were furnished belatedly, the delay ranged between one month and five years.

Review of the inspection reports of various District Rural Development Agencies of Special Schemes and Integrated Rural Development Department revealed that important irregularities such as non-obtaining of sanctions of competent authority, irregularities in execution of schemes, wasteful expenditure on incomplete schemes, non-recovery of outstanding dues, etc. involving 1,508 paragraphs with money value of Rs.651.06 crores (detailed in *Appendix -8*) were commented upon in the inspection reports.

The matter was referred to Government in August 1994; reply has not been received (September 1994).

CHAPTER IV

WORKS EXPENDITURE

Command Area Development and Water Utilisation Department

4.1 Irregular engagement of daily wage labour

In March 1989, the State Government imposed ban on employment of labour on daily wages. However, the ban was relaxed in November 1990 to the extent that the Executive Engineer and the Chief Engineer could sanction engagement of labour on daily wage for 10 and 20 days respectively where there was damage or probability of damage of irrigation works due to natural calamities. For engagement beyond 20 days, sanction of the Finance Department was necessary. These orders were also applicable to Command Area Development (CAD), Chambal Project, Kota. Under these orders, 3 divisions of CAD, Chambal Project, Kota engaged labour on daily wage basis during December 1990 to May 1992 and incurred expenditure of Rs. 8.86 lakhs on their wages.

Test-check of records revealed (October 1992) that as per record entries in the muster roll, the labourers were not engaged on repair of damages or to prevent probable damages during natural calamities but on maintenance and repair of canals, construction of village roads, bridges and CAD building. As these works were not covered by the Government orders *ibid*, the expenditure was irregular.

Government in Command Area Development and Water Utilisation Department, to whom the matter was referred in October 1993, stated (September 1994) without consulting the Finance Department that the labourers were engaged to avoid damage to the canals by piping caused due to cracks created by crabs which falls under the category of natural calamities. The reply was not tenable as the Finance Department orders were meant for emergent cases in natural calamities and not for regular maintenance for which work charged labour was available. The Finance Department confirmed (January 1995) that engagement of the labourers was not covered under their circular of November 1990.

4.2 Likely loss owing to non-recovery of cost of materials and compensation

For manufacture of 57 lakh bricks required for lining of water courses of Avai distributary and Nachna minor, tenders were invited in June 1989 to manufacture and supply 19 lakh bricks each at kilns 1, 2 and 3 near village

Nachna. The lowest rates of contractor 'A' for all the three kilns were approved (October 1989), the dates of commencement and completion of supply being 16 October 1989 and 15 October 1990 respectively.

Test-check in audit revealed (May 1993) that the Department, even before start of moulding operations between January 1990 and May 1991, transported 2,178.73 tonnes of coal between November 1989 and February 1990. This quantity was sufficient to manufacture 54.19 lakh bricks. The work contract was for manufacturing 57 lakh bricks and as per condition of contract, coal was to be supplied from time to time as per actual requirement. Contrary to the above condition, almost the full quantity of coal had been transported to kiln site and was issued to the contractor between March 1990 and April 1991. Similarly, without assessing the actual requirement, the contractor was also allowed to transport clay to kiln site. The carriage charges for coal and clay amounting to Rs.8 lakhs and Rs.13.09 lakhs respectively were paid to the contractor between November 1990 and February 1991.

Taking advantage of allotment of work to manufacture bricks at all the three kilns, the contractor dug only one trench and set up one chimney thereon to operate the kiln. This way the contractor was unduly benefitted by saving expenditure on digging 2 more trenches and setting up chimneys thereon. However, this resulted in slow progress of work.

Against the contract of 19 lakh bricks at each kiln, the contractor supplied 19.05 lakh bricks in respect of kiln 2 and its final bill was paid in June 1992. After supplying 9.71 lakh and 2.48 lakh bricks up to March 1992 against contracts of kiln 1 and 3 respectively, further work was left incomplete and was not resumed. The Department accordingly levied compensation of Rs.1.53 lakhs (kiln 1: Rs.0.77 lakh and kiln 3 :Rs.0.76 lakh) under clause 15 of the agreements but no orders for recovery of the extra cost of Rs.4 lakhs incurred by the Department on procurement of 25 lakh bricks due to failure of the contractor to supply the contracted quantity of bricks were issued under clause 12 of the agreements.

It was observed in audit (May 1993) that as per proposed final bills in respect of contract of kilns 1 and 3, the contractor had consumed coal and clay in excess of the prescribed standard of consumption. The report of June 1993 prepared by the Department confirmed that the contractor had consumed coal and clay in excess of the prescribed norms and did not hand over the balance coal and clay which was lying scattered at various places and covered by sand and was difficult to collect. Thus a sum of Rs.29.52 lakhs was recoverable from the contractor toward cost of materials consumed in excess or not returned.

The Department is only having a sum of Rs.3.58 lakhs due to the contractor on account of security deposit against the recoverable amount of Rs.35.05 lakhs on account of compensation extra cost and cost of materials. No action to recover the balance of Rs.31.47 lakhs has been taken as of December 1993.

The matter was referred to Government in March 1994; reply has not been received (November 1994).

Forest Department

4.3 Huge expenditure on works without preparation/sanction of technical estimates

During test-check of the accounts of Deputy Chief Wild Life Warden, Udaipur and Divisional Forest Officer, Banswara, it was observed (November/December 1993) that 238 works costing Rs.265 lakhs were executed without obtaining technical sanctions from the competent authority and 41 works for Rs.25 lakhs were executed even without preparing estimates during the period 1984-85 to 1993-94 in contravention of the prescribed rules envisaged in the Public Works/General Financial and Accounts Rules. In the absence of prior preparation and sanction of estimates before commencement of works it was not possible to ensure that the proposals were structurally sound and based on the detailed calculations supported by adequate data. The reasonability of rates from the tenderers cannot also be ensured. This led to an irregular expenditure of Rs.290 lakhs; requiring its regularisation by obtaining *ex-post-facto* sanction from the competent authority.

The matter was referred to Government in March 1994; reply has not been received (November 1994).

Indira Gandhi Nahar Pariyojana Department

4.4 Acceptance of sub-standard coal

The Executive Engineer, X Division, Indira Gandhi Nahar Pariyojana (IGNP), Rawatsar received 2,374.70 tonnes coal at Hanumangarh Junction in August 1990 from Central Saunda Colliery of Bihar. The coal received was of inferior quality and contained stone and slate, as reported (August 1990) by the Executive Engineer to the Superintending Engineer. The Chief Engineer constituted (April 1991) a committee for inspection and test-check of the coal. After sorting, weighing and testing of 2 stacks containing 11,590 kg. of coal, the committee found that the coal contained 8.97 and 7.59 *per cent* of stones and slate respectively. In response to a complaint lodged (April 1991) by the

Executive Engineer, the Central Coal Fields Limited intimated (May 1991) that the Department had not deputed its representative at their siding during loading of the coal despite their requests and that it was difficult to comment on complaints received after 10 months of despatch of the coal. The company, therefore, expressed their inability to depute their staff to Hanumangarh for inspection or to provide any refund. Incidentally, the Government had decided in October 1978 to post staff at the collieries/transshipment point for inspection of coal. This decision was conveyed to the Chief Engineer, IGNP in April 1979.

Audit noticed (July 1993) that contrary to the Government instructions of October 1978 for deputing necessary staff at collieries as well as at transshipment points, the Department failed to depute its representative at the loading point of collieries which resulted in receipt of sub-standard coal.

The prescribed consumption standard for Grade 'D' coal was 35.92 tonnes per lakh of tiles. In respect of the above sub-standard coal, however, the Chief Engineer prescribed (May 1993) the revised consumption standard at 39 tonnes per lakh of tiles. Thus, had the coal been of the standard quality, 66.11 lakh tiles could have been manufactured out of 2,374.70 tonnes of coal, whereas according to the revised consumption standard only 60.89 lakh tiles could be manufactured. This resulted in avoidable excess consumption of 187.50 tonnes of coal costing Rs.1.82 lakhs.

Government, to whom the matter was referred in September 1993, stated (September 1994) that no fruitful purpose would have been served by deputing the representative of the departments at the time of loading of coal in wagons as by mere visual inspection the quality of coal could not be ascertained. The reply is not tenable as it is contrary to the decision taken by Government in October 1978 and also since poor quality of coal and the presence of slate and stone of bigger size mixed in it was noticed by the Executive Engineer while unloading the coal from railway wagons by mere visual inspection.

4.5 Avoidable extra expenditure owing to reduction in tendered quantity

With a view to feed the lining reaches of Sagarmal Gopa Branch, it was decided to manufacture 20 lakh pre-cast cement concrete (PCC) blocks. This work was to be executed by the contractors at workshop No.II at RD 135 of the Branch. The Additional Chief Engineer, Indira Gandhi Nahar Pariyojana (IGNP), Jaisalmer sanctioned (September 1990) the estimates for manufacture of 20 lakh PCC blocks at Rs.26.89 lakhs.

The Executive Engineer, Survey and Investigation Division, IGNP, Ramgarh (Jaisalmer) had, however, already invited (February 1990) tenders for manufacture of 20 lakh PCC blocks at the workshop in anticipation of sanction to the estimate. Eleven tenders were received by 11 April 1990. The lowest rate of a contractor was at 31 *per cent* above Schedule 'G' and the total rate per block worked out to 32.75 paise. The tenders were forwarded (19 July 1990) to the Superintending Engineer, II Stage Circle 5, IGNP, Jaisalmer with the recommendation for negotiation as even the lowest rate was considered high.

The Superintending Engineer neither conducted any negotiations nor forwarded the tenders to the Additional Chief Engineer, who was the competent authority to sanction the tenders. Instead he kept the tenders pending for 5 months and subsequently obtained revised recommendations of the Executive Engineer on 7 December 1990 for approval of the lowest tender owing to increase in cost of labour and material and reduction in the quantity of PCC blocks from 20 lakhs to 15 lakhs looking to the working time available. Necessary approval of tenders with reduced quantity of 15 lakhs was accorded by the Superintending Engineer in December 1990.

The contract was awarded (21 December 1990) with stipulated date of completion on 4 July 1991. The contractor could manufacture only 12.23 lakh PCC blocks between May 1991 and May 1992 and was paid (May 1992) Rs.3.92 lakhs up to VII running bill. The remaining work was left incomplete. The work was not resumed despite extension granted up to 31 March 1993.

To meet the requirement of PCC blocks for lining, tenders were again invited on 22 August 1991 for manufacture of 8 lakh PCC blocks and the lowest rate of 44 paise per PCC block of another contractor was approved and contract awarded (November 1991) to him. The second contractor manufactured 9,55,500 blocks and was paid Rs.4.20 lakhs in August 1992. However, the former contractor re-started the work in March 1994 and manufactured a further quantity of 2.13 lakh blocks bringing the total quantity to 14.36 lakhs up to June 1994 and was paid Rs.0.78 lakh on 28 June 1994. The work by the former contractor has finally been closed on 29 June 1994.

Under clause 12 A of the standard condition of contract, the Department is empowered to get extra quantity of work done to the extent of 20 *per cent* of the quantity mentioned in Schedule 'G' at the rate tendered. Thus, had the Superintending Engineer, not reduced the quantity of blocks irregularly from 20 to 15 lakhs, the former contractor was legally bound to manufacture 24 lakh blocks at his tendered rate of 32.75 paise per block as against 44 paise paid to the second contractor. This resulted in extra expenditure of Rs.1.07 lakhs.

While accepting the facts, the Chief Engineer stated (May 1994) that the number of blocks seem to have been reduced by the Superintending Engineer in order to bring the tender amount within his own financial powers and that action was being taken.

The matter was referred to Government in March 1994; reply has not been received (November 1994).

4.6 Infructuous expenditure

The Kanwar Sain Lift Canal Scheme, taking off at kilometre 74 of the Indira Gandhi Nahar envisaged supply of water for irrigation as well as for drinking purpose for meeting the needs of Bikaner city. However, drawal of water through uncontrolled outlets posed a great problem in regulating supply of water to tail end cultivators as well as supply for drinking purposes.

To overcome the difficulty, the Department decided to supply water for irrigation through parallel channels along both sides of the canal. Accordingly, the Project Level Committee of the Department, in its meeting held on 9 November 1990, approved construction of 22.32 kms. of parallel channels on both sides of the canal between RD 227 and 303.90 for Rs.130 lakhs covering 38 out of 91 outlets. Administrative and financial sanction for Rs.132 lakhs was accorded by Government in January 1991.

Tenders for construction of six parallel channels were invited between June 1991 and October 1991. Meanwhile, the cultivators started agitation against construction of these channels and protested to the Minister in August 1991. The Minister, while visiting the site, directed the departmental officers verbally on 28 September 1991 to defer the construction of parallel channels. The Chief Engineer also directed (February 1992) that no further work was to be taken up. In spite of these directions, work orders were issued by the Executive Engineer, Indira Gandhi Nahar Pariyojana (IGNP), Lift Division IV, Loonkaransar in four cases between September 1991 and March 1992 (September 1991: RD 244 to 249.2; October 1991: RD 235.8 to 241.7 and RD 269.7 to 276.15; and March 1992: RD 241.7 to 246.7) and an expenditure of Rs.5.42 lakhs for jungle clearance, uprooting of trees and earth work was incurred between October 1991 and September 1992. Subsequently, as a result of the continued agitation of cultivators, the work had to be stopped in April 1992 and all the works except RD 241.7 to 246.7 had been withdrawn in September/December 1993. As an alternate measure, it was decided (April 1993) to reduce the size of outlets to regulate supply of water.

Thus, execution of works in disregard of directions resulted in infructuous expenditure of Rs.5.42 lakhs.

Government, to whom the matter was referred in January 1994, stated (September 1994) that the work was done as per directions of Government and most of the earth work done in construction of parallel channels was useful in maintenance of branch canal. The reply is not tenable as the work of construction of three parallel channels was taken up between October 1991 and March 1992 despite directions (September 1991) of the IGNP Minister to defer the construction of the channels. The argument that the earth work done was useful in maintenance of branch canal is also not acceptable as no mention of its utilisation was made in the estimates/proposals and had it been so, this would have been done in the entire length of the canal and not in particular reaches.

4.7 Wasteful expenditure on laying of pipeline

A Distributary of Indira Gandhi Nahar Pariyojana (IGNP) named as Kheruwala Distributary (Distributary) was under the process of lining. The Distributary was off-taking at RD 101.42 of Charanwala Branch (Branch) (Map on opposite page).

To cater to the requirement of water for lining between RD 0 and RD 25 of the Distributary, water was being obtained by 8 inch diameter (dia) existing pipeline laid in 1988 with a pump installed at the Head of the Distributary. While adequate water was not reaching even up to RD 20, the lining work was proposed to be taken up beyond RD 25 to RD 39.678. It was decided to have an independent water supply of bigger diameter pipes therefor between RD 12 and RD 40 of the Distributary.

The Superintending Engineer accordingly sanctioned (September 1989) estimate of Rs.4.09 lakhs for cutting, dismantling, transportation of an another existing pipeline of 16 inch dia along the Branch from RD 81.5 to RD 105.5 and 12.75 inch dia from RD 105.5 to RD 110 and its laying and welding along the Distributary from RD 12 to RD 40, since water up to RD 12 was being supplied by gravity or by existing 8 inch dia pipeline. The Executive Engineer, XVII Division, IGNP, Bikampur allotted the work to the lowest tenderer on item rate basis in October 1989 with stipulated date of commencement and completion on 20 October 1989 and 3 February 1990 respectively.

The existing pipeline along the Branch from RD 81.5 was, however, dismantled only up to RD 94 because of the existence of a pump house at RD 94 which was used for pumping water for lining work of the Branch from RD 110 up to RD 137.5.

In the meantime, the Executive Engineer, IGNP, Bikampur reported (January 1990) to the Superintending Engineer that in view of slow progress of lining work between RD 0 and RD 25 of the Distributary, flow of

water in the said portion was not expected before April 1990. In order to proceed with lining work in the Distributary beyond RD 25, it was proposed (January 1990) that instead of laying the new pipeline along the Distributary as sanctioned, it may be laid directly connecting the Branch with the Distributary from RD 110 of the Branch to RD 40 of the Distributary via RD 25 of the Distributary. These proposals were approved by the Superintending Engineer in January 1990.

The work of dismantling, transportation of pipeline from RD 81.5 to RD 94 of the Branch and its laying as per revised plan from RD 110 of the Branch to RD 25 of the Distributary was taken up in December 1989. However, RD 25 of the Distributary could not be connected due to shortage of pipes by 12 RD length. The shortage of pipes was owing to retaining the existing pipeline along the Branch from RD 94 to RD 110.

By the time the pipeline was laid between RD 110 and RD 25 of Branch and Distributary respectively, the lining work of the Distributary up to RD 25 was completed. This rendered the pipeline useless. Accordingly, this was again dismantled and re-laid between RD 25 to RD 37.5 between September 1990 and April 1991 but by that time the lining work between RD 25 and RD 38 of the Distributary was almost complete. Thus, the pipeline remained without use.

The inconsistent planning and execution, thus, resulted in wasteful expenditure of Rs.3.50 lakhs.

Government replied (December 1994) that by laying pipeline in 13 RD length from RD 110 of the Branch and subsequently dismantling it and relaying between RD 25 and RD 38 of the Distributary, it has saved the laying charges of 12 RD length of pipeline and its maintenance and the pipeline laid between RD 25 and RD 38 of the Distributary was used for lining of the Distributary. The reply was not found tenable as in the absence of additional 12 RD length of pipes, the pipeline laid in 13 RD length was not utilised for the purpose it was laid and the laying of pipeline in RD 25 to RD 38 of the Distributary was completed simultaneously with the lining work of the Distributary in these reaches, proving the expenditure as futile.

Irrigation Department

4.8 Avoidable extra payment to contractors

(a) Excavation of trench of main dam of Chhapi Irrigation Project by line drilling method in up stream and down stream of reaches RD 147-190, 66-106 and 106-147 was awarded in 1989-90 and 1990-91 to four contractors at rates ranging between 107 and 185 *per cent* above Schedule 'G'.

Special conditions nos. 1 and 5 to the agreements stipulated that (i) dewatering and diversion works, wherever necessary, would be done by the Department free of cost, and (ii) as the Department would arrange for dewatering no extra payment would be made for excavation in wet conditions or below water.

During the course of audit, it was noticed (May 1992) that payment of Rs.2.75 lakhs was made to these contractors as extra items for the excavation work in saturated condition which could support man's load excluding bailing out water as per item 40 of the Basic Schedule of Rates.

The ground on which the payment was based was not considered acceptable in audit as the excavation work was executed in hard rock strata which does not contain earth particles to absorb water and thereby create saturated conditions. Besides, dewatering was the responsibility of the Department which was duly discharged by the Department and the contractor was required to execute the work in wet/below water conditions for which no extra payment was to be made to him as per special condition nos.1 and 5 of the agreements.

On this being pointed out (August 1992) by Audit, the Department justified the extra payment stating (November 1992) that due to high level of ground water in the river portion, the sub strata remained highly saturated requiring dewatering and due to continuance of excavation by blasting, the foundation rock got shattered in successive layer and the joint pattern also opened out. Therefore, complete saturation was created in the rocky strata with open joints filled with clayey seams, shale, etc. and work was required to be carried out in saturated conditions. The reply was not tenable as this was not a case of failure of dewatering by the Department. The contractor had to work under percolating water conditions which he was required to do as per agreement without getting any extra payment. Thus, the extra payment allowed to contractors resulted in avoidable extra expenditure of Rs.2.75 lakhs.

The matter was referred to Government in August 1992; reply has not been received (November 1994).

(b) Similarly, Irrigation Division, Baran (Kota) made extra payments of Rs.2.55 lakhs to two contractors on extra items sanctioned by the Additional

Chief Engineer, Irrigation Zone, Kota on similar grounds as per details given below:

S. No.	Name of work	Quantity of work (cum)	Rate per 10 cum (Rupees)	Tender premium	Total amount paid (Rupees in lakhs)	Month of sanction of extra item
1.	Inlet and Feeder channel RD 0 to 1050 metres	5.995	73.15	188 <i>per cent</i> above	1.26	September 1987
2.	Pick-up-weir RD 80-570 metres	7.000	125.00	6.9 <i>per cent</i> above	0.94	February 1988
3.	Pick-up-weir RD 570-816 metres	2.634	125.00	6.9 <i>per cent</i> above	0.35	February 1988
Total					2.55	

On this being pointed out in audit (September 1993), the Department stated (November 1993) that it had been decided to provide a separate item in Basic Schedule of Rates (BSR) for excavation in percolating water conditions in soft/hard rock blasted and unblasted in future. For past cases, it was argued that where competent authority had approved the extra item may be admitted as it was done in good faith without any mala fide intention. The Department was informed (March and May 1994) that the possibility of percolating water entering the site was known to the contractors and as per special conditions of the contract no extra payment was admissible when dewatering was the responsibility of the Department. Making provision in BSR for future would not affect the existing contracts.

The matter was referred to Government in September 1993; reply has not been received (November 1994).

4.9 Avoidable payment on account of delay in acceptance of tender

Tenders for the remaining works of Narayanpur Main Dam RD 100-285 were invited in August 1991 and were to be received by 10 September

1991. The lowest rate at 59 *per cent* above 'G' Schedule for Rs.29.98 lakhs was recommended (October 1991) to the Additional Chief Engineer after being processed at various levels. The validity date was extended thrice between 2 November 1991 and 12 December 1991. However, extension of the validity period for the fourth time up to 20 December 1991 put forward the condition that payment of 59 *per cent* above 'G' Schedule would remain unaltered and in addition, further premium would be charged at 100 *per cent* of the 'G' Schedule rate for increased lead/lift.

The Superintending Engineer recommended (23 December 1991) the case to the Additional Chief Engineer and the Additional Chief Engineer accorded approval (27 December 1991) to the tender including the condition regarding payment of 100 *per cent* premium on lead/lift without obtaining prior sanction of the Finance Department as required under item 16 of *Appendix XIII (kha)* of Public Works Financial and Account Rules. The agreement was executed with the tenderer with the stipulated dates of commencement and completion being 27 December 1991 and 26 August 1992 respectively.

Up to VII running bill, the contractor had been paid (November 1992) an amount of Rs.3.35 lakhs as under on account of 100 *per cent* extra premium over and above the tendered premium of 59 *per cent*:

S. No.	Name of items of work	Quantity executed (cum)	Rate as per 'G' Schedule (Rupees per cum)	Cost	Amount of 100 <i>per cent</i> extra premium
(Rupees in lakhs)					
1.	3 to 5 extra lifts for extra earth work	74.917	1.50	1.12	1.12
2.	Extra payment of additional lead between ½ to 1 km	74.917	2.00	1.50	1.50
3.	Extra payment for additional lead between 1 to 2 km	18.229	4.00	0.73	0.73
Total					3.35

This payment would have been avoided had the Additional Chief Engineer accepted the tender within the validity period without the condition of

providing 100 *per cent* extra premium above the quoted rates in case of increased lead/lift.

The matter was referred to Government in September 1993; reply has not been received (November 1994).

4.10 Defective estimates

The Executive Engineer, Distributary Division II, Left Main Canal, Mahi Project, Banswara sanctioned (January-February 1987) estimates of the work 'Excavation of Kushal Kot Minor, km 0-2, km 2-4 and km 4-7.2' wherein provision for 15,217 cubic metres (cum) of earth work was made. However, tenders for 10,657 cum earth work (3657, 3400 and 3600 cum as against the sanctioned estimate of 3697, 5170 and 6350 cum in the above reaches respectively) were invited (December 1986) and lowest tenders at 40 *per cent* above Schedule 'G' of contractor 'A' in respect of reaches 0-2 and 2-4 and that of contractor 'B' in respect of reach 4-7.2 were approved. When the work was in progress, the Department noticed that the channels was passing through an area having hard rock strata and through centre of fields. Accordingly, the alignment of the channel was changed so as to shift the channel to the boundaries of the fields. The side slope of the channel was also changed from 1:1 to vertical due to hard rock strata. This resulted in increase of earth work from the original estimates of 15217 cum (10657 cum put to tender) to 27448 cum. The contractors to whom the works were allotted refused to undertake the work further after executing work to the extent of 20 *per cent* in excess of original Schedule 'G' and applied for finalisation of their bills as per clause 12A of their agreements. As the Department could not legally force the contractors to execute the work, their contracts were finalised in November 1991 for Rs.3.85 lakhs. The remaining work was, therefore, put to retender (November 1991) and lowest tenders of contractors 'C', 'D' and 'E' at 169, 215 and 220 *per cent* above Schedule 'G' in respect of above reaches respectively were approved by the Superintending Engineer (January 1992 and August 1992). The payment of Rs.5.33 lakhs was made to the contractors 'C', 'D' and 'E' up to January 1994 and the works were in progress as of June 1994.

Defective estimation without adequate survey, and awarded of work for lower quantity of earth work than necessary thus, resulted in avoidable extra cost of Rs.3.90 lakhs on the quantity of earth work allotted on retendering.

Government, to whom the matter was referred in February 1994, have accepted (July 1994) the facts.

4.11 Erroneous payment of charges of extra lifts

Paragraph 5.2 of IS code 1200 (Part-I) 1974 stipulates that excavation up to 1.5 metre depth below ground level and depositing the excavated material on the ground up to 30 metre distance shall be included in the basic rate of the item of earth work for various kinds of soil. Beyond 30 metres, but up to 250 metres additional payment is allowable for both extra lifts and leads, the former being measured in the units of 1.5 metres or part thereof and the latter being measured in the units of 30 metres or part thereof. Beyond 250 metres, extra payment is allowed only for additional leads which inherently includes payment for extra lifts also, if any.

Test-check of the records of the Executive Engineer, Jakham Project Canal Division, Dhariavad revealed (September 1993) that a contractor for the construction work of main dam (RD 26 to 245) was paid (May 1992) up to the XVIII running bill a sum of Rs.2.56 lakhs for 1 to 13 extra lifts over the initial lift involved in the carriage of 1.18 lakh cubic metres of earth from a distance of 2 kms. though the charges for the extra lifts were not payable separately as the distance involved was more than 250 metres.

Government forwarded in November 1994 the reply furnished by the Additional Chief Engineer without comments for examination in Audit. It was indicated in the department's reply that the payments were made only for the obvious lifts, i.e. lifts involved in construction of embankment section without giving consideration to the levels of the borrow area. As the borrow areas were at distance of 2 km from the embankment where excavated earth was deposited, the payments of lifts were made in accordance with the relevant IS code and provisions of Basic Schedule of Rates (BSR). The reply was factually incorrect as the provisions of IS code clearly state that payments of extra lifts are not admissible beyond a distance of 250 metres. The above provisions of IS code were incorporated in the BSR of Jaipur circle. It was, however, seen that the Superintending Engineer, Udaipur had failed to incorporate the said provision of IS code in the BSR of his circle which resulted in extra payment of Rs.2.56 lakhs to the contractor.

4.12 Gurgaon Canal Project

4.12.1 Introduction

Rajasthan State holds riparian rights on Yamuna water and its land comes under the natural command of the Agra Canal System. For effective use of

Yamuna water by its riparian states which was actively considered by the Central Water Commission (CWC). Gurgaon Canal Project was conceived after consultation with the Governments of Uttar Pradesh, Punjab (now Haryana) and Rajasthan, with the canal off-taking from kilometre (km) 6.9 of Agra Canal. In a meeting held in April 1960, it was agreed among the participants that 500 cusecs of water would be made available for use of Rajasthan at its border through Gurgaon Canal.

For utilisation of 500 cusecs of Yamuna water in the State in the monsoon period (July to September), Gurgaon Canal Project, a major non-perennial irrigation project, was administratively sanctioned for Rs. 287.87 lakhs by Government in July 1966. The Gurgaon Canal, after flowing for a length of about 67.3 km in Haryana, is named as Rajasthan Link Channel for 21.33 km after which it enters Rajasthan near village Jurehara. The project envisaged construction of main canal of 53.35 km length with a distribution system of 276 km to cover 1,10,800 acres (44,320 hectares (ha)) of Culturable Command Area (CCA) in Bharatpur district. The project also included share of the cost of common works, such as remodelling of Agra Canal up to the off-take point of Gurgaon Canal, Gurgaon Canal Feeder, main Gurgaon Canal in Haryana and Rajasthan Link Channel. The estimated sanctioned cost of the project included works in Rajasthan: (Rs. 90 lakhs) and share of cost for common works in Haryana: (Rs.197.87 lakhs).

The works in Rajasthan were started in 1966-67 and the project was proposed to be completed by 1970-71. The project estimates were revised twice to Rs.1903.32 lakhs (1985) and Rs.3544.06 lakhs (1991). The revised CCA was assessed to cover 1,16,093 acres (47,001 ha). In the first and second revision of estimates, the project was scheduled to be completed by 1991-92 and 1992-93 respectively. According to the status report on the construction programme for the year 1994-95, it was anticipated to be completed by March 1998. Total expenditure of Rs.2182.57 lakhs had been incurred on the project as of March 1994.

4.12.2 Organisational set up

The execution of the project was entrusted to Gurgaon Canal Division, Deeg (renamed as Irrigation Division, Deeg) under the control of the Superintending Engineer, Irrigation Circle, Bharatpur and the Additional Chief Engineer, Irrigation, Jaipur.

4.12.3 Audit coverage

Test-check of the records of the project covering the period up to March 1994 was conducted during April-May 1994. The results of test-check are brought out in the succeeding paragraphs.

4.12.4 Highlights

- Against the estimated cost of the project of Rs.287.87 lakhs (1966) subsequently revised to Rs.1903.32 lakhs (1985) and Rs.3544.06 lakhs (1991), the actual expenditure was Rs.2182.57 lakhs up to March 1994.

(Paragraphs 4.12.5 and 4.12.6)

- The project, envisaged to be completed by 1970-71, had not been completed as of March 1994. Delay in execution of the works of the project and changes in design and scope of the project resulted in time and cost over-run. As per the status report for construction programme 1994-95, the project would be completed by March 1998.

(Paragraph 4.12.6 and 4.12.7)

- The percentages of shortfall in actual irrigation with reference to the Project Report ranged between 89 and 98 and with reference to irrigation potential created, it ranged between 84 and 95. The shortfalls were on account of less receipt of water from Agra Canal due to heavy silt in the canals and channels in U.P. and Haryana carrying water for Rajasthan, incomplete lining and masonry side walls of the main canal, in Rajasthan, incomplete distribution system, non-fixing of outlets and non-construction of field channels.

(Paragraph 4.12.8)

- Heavy expenditure of Rs. 46 lakhs was incurred on restoration of banks and resectioning them to the designed level due to non-execution of pucca works in quick succession of earth work. Reconstruction and resectioning of the distribution system destroyed and levelled by cultivators and change of specification of lining work resulted in extra cost of Rs. 86.53 lakhs. Due to non-utilisation of Indroli Minor, expenditure of Rs.6.19 lakhs was not fruitful. There was loss of Rs.6.52 lakhs

due to non-utilisation of available departmental stone for construction of service road.

(Paragraph 4.12.9 (i) (a)(c)

and (ii) (a) (b) and (iii))

Unreasonably high rates involving likely loss of Rs.25.55 lakhs were accepted for execution of road works.

(Paragraph 4.12.10)

4.12.5 Financial arrangements and expenditure

The Gurgaon Canal Project was financed from the State Plan funds. The budget provision and expenditure incurred thereagainst were as follows:

Year	Budget Provision	Expenditure
(Rupees in lakhs)		
1965-66		1035.35
to		
1985-86		
1986-87	20.00	23.06
1987-88	47.00	61.75
1988-89	186.00	230.33
1989-90	170.00	171.74
1990-91	255.00	272.41
1991-92	260.00	236.85
1992-93	115.00	94.50
1993-94	48.47	56.58
Total		2182.57

4.12.6 Revision of estimates

The original estimate of the Gurgaon Canal prepared in 1964 for Rs. 287.87 lakhs was sanctioned in July 1966. The estimate was revised for Rs.1903.32 lakhs in 1985 and was further revised in 1991 for Rs.3544.06 lakhs. The revised and re-revised estimates were not sanctioned as of September 1994.

The sub-headwise comparative study of the above three estimates

is as under:

Sub-head	Cost as per sanctioned estimate (1966)	Cost as per revised estimate (1985)	Cost as per revised estimate (1991)
(Rupees in lakhs)			
I-Works			
A-Preliminary	0.60	8.24	16.47
B-Land	1.73	21.69	22.80
D-Regulators	0.20	3.11	8.28
F-Cross Drainage Works	0.40	42.86	47.34
G-Bridges	2.34	24.44	29.22
H-Escape	-	3.10	14.75
K-Building	1.58	31.03	47.69
L-Earth Work	52.32	182.25	191.16
L-II-Lining	-	229.03	620.49
M-Plantation	0.09	2.00	5.09
O-Miscellaneous	0.06	24.91	98.93
P-Maintenance	0.58	15.74	81.93
Q-Special Tools and Plants	0.87	15.00	20.80
R-Communication	-	11.00	73.34
U-Distributary and Minors	22.16	215.28	264.86
U-I-Field Channels	-	352.50	512.00
V-Water Courses	3.32	-	-
W-Drainage Works	-	0.50	10.00
Y-Losses on stock	-	2.40	2.50
Pro rata charges	-	-	460.76
II-Establishment	5.16	146.95	358.68
III-Ordinary Tools and Plants	0.87	11.70	20.66
IV-Suspense	-	-	-
V-Receipts	(-13.52)	(-)13.08	(-)17.64
Capitalisation of abutment of land revenue	0.34	0.36	0.36
Audit and Accounts charges	0.87	13.00	24.28
Total	89.97	1344.01	2914.75
	(say Rs.90.00 lakhs)		
Share cost of Haryana	197.87	369.31	439.31
Share cost of Okhla	-	190.00	190.00
Grand Total	287.87	1903.32	3544.06

The revision in the cost of the project were attributable to the following reasons:

(i) Of the total increase of Rs.3256.19 lakhs. from the original estimate to the revised estimate of (1991), the increase of Rs.1871.34 lakhs (54.47 *per cent*) was on account of inclusion of six new items in the revised estimates. These items, discussed in the succeeding sub-paragraphs, were totally omitted while making provisions in the original estimate. On examining the reasons advanced by the project authorities, it was observed in audit that these items were essential and were easily foreseeable indicating that the initial planning was defective.

(a) A provision of Rs.14.75 lakhs was made under the sub-head 'Escape' in the re-revised estimate (1991) for the construction of three escapes to pass the surplus water in case of any eventuality.

(b) In the original estimate the canal section was unlined. As the canal runs in heavy filling in the head reach and the soil of this area is mostly saline, it was considered inevitably essential to provide lined section in 35.66 km in the main canal to reduce loss of water on account of seepage. Further as the canal from chain 1.230 to 1.405 runs in deep cutting up to 52 feet, there was problem of the canal getting choked by slips and cuts of earth. To overcome this problem, a covered barrel and open ducts in its upstream and downstream in total length of 2.13 km costing Rs.161.08 lakhs were proposed to be provided. For the execution of work of the lining of the canal and other allied works, a provision of Rs.620.49 lakhs was made under the sub-head 'Lining' in the re-revised estimate, whereas there was no provision for this in the original estimate.

(c) A provision of Rs.73.34 lakhs was made under the sub-head 'Communications' in the re-revised estimate as against nil provision in the original estimate. In any sizable system of irrigation telephonic communication is an established requirement. Further a pucca service road was also considered essential for the inspection and upkeep of the main canal.

(d) Originally it was envisaged to construct distribution system for chucks* up to 40 ha, but according to the instructions issued in October 1979 by the Planning Commission, the distribution system was to be provided up to 5 to 8 ha chucks. The cost of the field channels for providing outlets up to 5 to 8 ha chucks was assessed at Rs.512 lakhs.

(e) A provision for *pro rata* charges, which was omitted from the original estimate, was included in the re-revised estimate for Rs.460.76 lakhs, being an essential item of expenditure on the project.

* Chuck denotes a group of fields consisting of a specified area.

(f) The cost of construction of new Okhla Barrage was also to be shared by the beneficiary States namely Uttar Pradesh, Haryana and Rajasthan in the ratio of discharges being received by them from Agra Canal. The provision of Rs.190 lakhs was taken in the re-revised estimate for the purpose, whereas the same was not taken into account at the time of framing the original estimate.

(ii) Under sub-head 'Land' the provision kept in the original estimate at the rate of Rs.250 per acre was assessed in 1964 as per prevailing rates at that time, whereas the land was acquired after a considerable gap during 1977 to 1985 and the payment of compensation were actually made at the rates ranging from Rs.2,500 to Rs.7,500 per acre.

(iii) The number of regulators, cross drainage works, bridges and buildings required to be constructed were not initially assessed properly with the result that inadequate provision was made under these sub-heads in the original estimate.

(iv) The increase under the sub-head 'Establishment' was due to longer span of construction and revision of pay scales and dearness allowance of the employees by the State Government.

(v) The share cost on common works in Haryana was increased from Rs.197.87 lakhs to Rs.439.31 lakhs.

(vi) Besides, the cost of the project had also considerably increased due to rise in cost of material and labour over years on account of time overrun.

4.12.7 Physical performance

The project, according to original estimate 1964 (sanctioned in 1966) envisaged to be completed by 1970-71 (in four years) was incomplete as of March 1994. Though the project was started in 1966-67, most of the works were taken up after 1978 because the division created for the project in 1966 was abolished in 1967 and the regular division was again created only in 1978. The project authorities stated (1991) that the reasons for non-execution of works up to 1978 were beyond their control. Due to change of unlined canal into lined canal and change of distribution system in accordance with the instructions of the Planning Commission of October 1979 from chunks up to 40 ha to chunks up to 5 to 8 ha by constructing field channels and outlets, the completion schedule was changed with every revision of estimate. According to the first and second revision, the project was scheduled to be completed by 1991-92 and 1992-93 respectively but none of the schedules were adhered to. Now as per status report for construction programme 1994-95, the project is anticipated to be completed by March 1998. The delay in completion of the project was also caused because the Chief Minister, while reviewing the performance of the project, had considered it as uneconomical and hence all works were stopped in December 1991. On reconsideration, the works were again resumed only in March 1994.

The Government of India, Ministry of Irrigation had asked the State Government in May 1983 to get the field channels and outlets completed in accordance with the instructions of the Planning Commission of October 1979 by March 1988 but work on these items had not been taken up as of March 1994. No reasons for not taking up these works were furnished by the Department.

The physical progress of various works of the project at the end of year 1993-94 was as under:

S. No.	Particulars	Unit	Quantity to be executed	Actually executed up to March 1994	Balance quantity (Percentage)
1.Main Canal					
	(i) Earthwork	km	53.35	53.35	-
	(ii) Cement concrete lining	km	35.66	32.86	2.8 (8)
	(iii) Joint filling of lining	km	35.66	23.47	12.19 (34)
	(iv) Masonry side walls	km	1.83	0.94	0.89 (49)
	(v) Open duct	km	0.69	0.69	-
	(vi) Covered barrel	km	1.44	1.44	-
2.Distributaries and Minors					
	(i) Earthwork	km	276	253.5	22.5 (8)
	(ii) Pucca works	nos	440	407	33 (8)
3.Bridges		nos	51	46	5 (10)
4.Buildings		nos	51	25	26 (51)
5.Outlets		nos	554	-	554 (100)
6.Field channels		ha	47,000	-	47,000 (100)
7.Drainage works		km	6	-	6 (100)
8.Road Works					
	(i) Water bound macadam	km	49.78	47.19	2.59 (5)
	(ii) Bitumen carpet	km	49.78	-	49.78(100)

4.12.8 Utilisation of irrigation potential

Irrigation was started for the first time in 1972-73. The total CCA under command of the project was 44,320 ha, subsequently revised to 47,001 ha and annual irrigation of 25,380 ha later revised to 28,200 ha had been designed. The year-wise details of area to be irrigated according to the Project Report, irrigation potential created and actual irrigation done during 1984-85 to 1993-94 were as under:

Year	Irrigation potential to be created	Irrigation potential created	Quantity of water received in million cubic feet (mcft)	Actual irrigation	Percentage of short-fall with reference to	
	(ha)	(ha)		(ha)	Col.3 (6)	Col.2
(1)	(2)	(3)	(4)	(5)		
1984-85	28,200	9,300	58	870	91	97
1985-86	28,200	9,500	400	1,376	86	95
1986-87	28,200	9,752	57	1,576	84	94
1987-88	28,200	10,237	Nil	634	94	98
1988-89	28,200	13,685	622	1,718	87	94
1989-90	28,200	15,320	150	740	95	97
1990-91	28,200	20,155	1,441	1,699	92	94
1991-92	28,200	22,155	217	3,168	86	89
1992-93	28,200	22,155	1,567	1,740	92	94
1993-94	28,200	22,275	NA	1,816	92	94

NA- Not available.

It would be seen that the shortfall percentage in actual irrigation with reference to the Project Report ranged between 89 and 98 and whereas it ranged between 84 and 95 *per cent* with reference to irrigation potential created.

The Department attributed (May 1994) the shortfall in actual irrigation to the work of the project being in running stage, and the project being an inter-state one, with the consequence that irrigation depended upon the water made available to Rajasthan from Agra Canal.

The figures of actual irrigation done as supplied by the Department and reflected in the above table also appeared on the higher side. During 1987-88, irrigation was shown to have been done in 634 ha whereas no water was received in the canal. During 1984-85 and 1986-87, water received was 58 and 57 mcft respectively whereas irrigation was shown to have been done in 870 and 1,576 ha

respectively. Thus, the area of irrigation does not co-relate with the quantity of water actually received in the project.

The following points were noticed in audit:

(a) On the basis of 500 cusecs of water for 90 days, the share of water for Rajasthan through Gurgaon Canal works out 3,888 mcft, but the actual receipt of water ranged from 57 to 1,567 mcft during the period 1984-85 to 1992-93. No water was made available during 1987-88.

The less receipt of water in Rajasthan was on account of the following reasons:

(i) Agra Canal between km 0 and 6.9 (the point from which water is released to Gurgaon Canal for Rajasthan) had silted (April 1992) up to a depth of 1.5 metres in that zone. Even though the matter was taken up (May 1992) by the Government of Haryana with the Government of Uttar Pradesh, no clearance of the silt had been done as of May 1994.

(ii) The Approach Channel of Gurgaon Canal Feeder and the Gurgaon Canal Feeder itself had also silted heavily. The feeder had silted (April 1992) to a depth of 2 metres out of total depth of 3.35 metres with the result that the actual discharge of water was 300 cusecs as against its designed discharge of 2,240 cusecs for Haryana and Rajasthan. Despite direction of the Chairman, CWC (April 1992) no action for their clearance had been taken by the Haryana and Uttar Pradesh Governments as of May 1994.

(iii) Gurgaon Canal in Haryana portion had also silted with the result that its capacity had reduced to 400 cusecs against the designed discharge of about 2,200 cusecs. The work of silt clearance could not be carried out, since the Haryana Government had expressed its inability to close the canal because water from this canal was supplied to the thermal plant at Faridabad.

(iv) Though the Rajasthan Link Channel had been constructed exclusively for Rajasthan and the cost was also borne by Rajasthan, yet regulators were constructed at 4 points and 50 outlets ranging from 4 inches to 2 feet diameters and 91 pumping sets were found unauthorisedly fixed on it as of April 1990. The Executive Engineer, Irrigation Division, Deeg, stated (June 1994) that despite requests, these were not removed by Haryana. This unauthorised action resulted in shortfall of discharge by 272.50 cusecs in Rajasthan as worked out by the Department in April 1990.

(b) In Rajasthan portion of the main canal, there were heavy losses of water due to incomplete stage of lining and masonry side walls with the result that the canal was not in a position to carry water to its designed capacity.

(c) The distribution system had also not been completed. Against the envisaged length of 276 km, actual construction was done in 253.5 km of which 86 km distribution system had been demolished by the cultivators.

(d) For release of water to the fields for irrigation neither any outlets were fixed in distributaries and minors, etc. nor had any field channels been constructed out of the total length of 24,900 metres, as envisaged in the Project Report.

4.12.9 Execution

(i) Main Canal

(a) Heavy expenditure on restoration and re-sectioning of banks

The original Project Report of the Gurgaon Main Canal provided for construction of an earthen canal only. The work of canal chain[#] 0 to 811 was executed between 1967 and 1970 while the earth work of the remaining reaches chain 812 to 1,750 was completed during 1980 to 1984. Pucca works like cement concrete lining, stone masonry side walls, covered barrel and construction of service road on canal bank, etc. were, however, not taken-up in quick succession of earth-work and were executed much after completion of the earthen canal during the period from 1979-80 to 1992-93. Further, while executing the pucca works wide gaps had been left unexecuted in cement concrete lining (87 chain), masonry side wall (29.15 chain) and service road (85 chain) because the contractors had left the works in mid-stream and the Department did not get the works completed departmentally nor awarded the left over works to other contractors/agencies (September 1994). These large segments of the canal were left open to the vagaries of nature/local vehicular traffic, etc. necessitating huge expenditure on their restoration in future.

Expenditure of Rs. 46 lakhs was incurred on restoration of damaged banks, re-sectioning thereof to the designed level between 1980-81 and 1991-92. This expenditure could have been avoided had the Department planned the execution of pucca works in quick succession following completion of earth work of the canal. On being asked (April 1994) by Audit, the Executive Engineer stated (July/August 1994) that originally the canal was to be constructed as an earthen canal. Construction of pucca lined canal was taken up subsequently due to

[#] 1 Chain=100 feet or 30.48 metres

heavy water losses on account of seepage, rain cuts and other damages in the section of the canal and restoration of damaged banks and their re-sectioning to the designed level was essential before execution of pucca works.

Since the conditions which led to execution of pucca works were such as could have been foreseen easily by the Department, the reply of the Department is not considered tenable.

(b) Wasteful expenditure on execution of dry stone pitching

Government accorded in August 1970 administrative approval for lining of the main canal from chain 0 to 500 with 9 inches thick dry stone pitching hammer dressed with cement concrete on exposed surface. This work was executed at the cost of Rs.4.49 lakhs in patches in these chainages of the canal. This type of lining was not found suitable as the lining with pitching got damaged very badly during rains almost in the entire reach. As an alternative the Chief Engineer approved (February 1975) lining of the canal in chain 0 to 200 with 10 centimetre thick cement concrete which was later on approved (November 1978) for the entire reach (chain 0 to 500) in place of stone pitching. The lining work with dry stone pitching already executed was demolished.

It would, thus, be observed that decision to do lining with dry stone pitching was not correct and resulted into a wasteful expenditure of Rs.4.49 lakhs.

(c) Extra cost due to change of specification of lining work

The Additional Chief Engineer accorded technical approval during 1988-89 to an estimate of Low Density Poly Ethylene (LDPE) film lining below 5 cm thick cement concrete (1:3:6). The tenders for the reaches chain 815-905, 920-1,075 and 1,105-1,200 were invited and the works were awarded in October 1988 to the contractors.

The Executive Engineer, Minor Irrigation Works Division, Deeg, however, proposed (November 1988) 7.5 cm thick cement concrete lining in the full reach from chain 815 to 1,200 (1:3:6) in place of LDPE film lining. He supported his proposal with a comparative economics of the two proposals according to which the rate per chain of cement concrete lining with 7.5 cm thickness was costlier by Rs.0.037 lakh. The Superintending Engineer, Irrigation Circle, Bharatpur also recommended (December 1988) the proposal made by the Executive Engineer stating that the staff and contractors were well acquainted with cement concrete lining; that no LDPE film lining work had been executed in the area till then; that cement concrete lining was simpler as compared to the LDPE film lining and that there were chances of rupture of LDPE film lining due

to angular shape of aggregate. The proposals were approved (January 1989) by the Additional Chief Engineer and accordingly the works in a length of 355 chains were executed with cement concrete lining of 7.5 cm thickness.

It may be mentioned that though LDPE film lining work was new to the area, it was not new to the Department, as such type of lining was already being executed in Indira Gandhi Nahar Pariyojana. The contractors had also tendered for LDPE film lining. The change of specification of lining was, therefore, owing to insufficiency of technical know-how of the departmental officers which led to an extra estimated cost of Rs.13.14 lakhs to the public exchequer.

(ii) Distribution System

(a) Loss on account of destruction of distribution system

According to status report of November 1993, a length of 86 km out of 211.7 km of distribution system, was reported to have been destroyed and levelled by the cultivators. This was proposed to be reconstructed at the cost of Rs.28.59 lakhs and re-sectioning to be done in the remaining 125.7 km (211.7 km-86 km) of the system involving an outlay of Rs.44.80 lakhs. The demolition and levelling of the system took place owing to absence of release of water for irrigation in part/full length of the system.

No action was taken by the division against the defaulting cultivators so as to check them from destroying the distribution system. The division had also neither lodged any FIR with the police nor was the matter brought to the notice of the higher authorities for taking suitable action at the appropriate time. Thus, the expenditure (details not made available as no separate details were kept for part of this distribution system) incurred on construction of distribution system could not be gainfully utilised. Besides, due to the failure of the Department to check the demolition and levelling of the system by cultivators, the Department will have to incur extra expenditure of Rs. 73.39 lakhs on the reconstruction and resectioning.

(b) Infertuous expenditure on Indroli Minor

Indroli Minor off-takes from chain 1,270 of the main canal. An estimate for construction of earthen minor on it in a length of 210 chains was approved by the Executive Engineer during 1981-82 for Rs.0.85 lakh. The construction of a covered barrel of three feet by three feet (cement concrete foundation with stone masonry walls inside and stone lintel roofing) in the initial reach of four chains of the minor was also sanctioned in February 1985 by him.

The earth work of the minor was executed between 1982-83 and 1984-85 in a length of 120 chains only. Covered barrel was constructed during 1984-85 to 1985-86. Other pucca works like village road bridges and canal syphons were also constructed at 12 chains (25, 45, 65, 91, 96, 125, 128, 131, 132, 170, 176 and 205) although the work of the minor was executed up to 120 chains only. In all, expenditure of Rs.6.19 lakhs was incurred on this minor.

According to the status report of November 1993, the covered barrel of Indroli Minor needed remodelling by constructing 4 inspection wells and re-sectioning of the minor initially up to 100 chains for which an estimate for Rs.1.23 lakhs had been submitted separately by the division. The construction of wells was essential as in a length of 4 chains of the minor no air or sunlight could have access in the barrel. The barrel was lying choked with silt, debris and sand and without wells it was not possible to clear it.

It was also observed that the level of the minor was higher than the main canal. As such no water could be released through the minor. Although a cross regulator was also constructed in the main stream of the main canal, in the absence of lifting arrangements of water and shutters it was not possible to release water into the minor. A separate estimate for the same was being submitted.

The minor had not been used since its completion even though expenditure of Rs.6.19 lakhs had been incurred. Even after remodelling of the covered barrel and providing lifting arrangements and shutters, the canal is proposed to be utilised in a part length of 100 chains only. The pucca works costing Rs.1.81 lakhs constructed beyond chain 120 also did not serve any useful purpose as the minor was constructed up to 120 chains only. As such the expenditure of Rs.6.19 lakhs incurred on the construction of earthen minor and pucca works has remained infructuous.

(iii) Road works

The estimate of 1979-80 sanctioned by the Additional Chief Engineer for construction of service road from chain 0 to 811 provided that a quantity of 11,480 cubic metres (cum) of stone would be required for soling against which 11,500 cum stone was available along the main canal due to dismantling of pitching work, executed in chain 0 to 500 as stated in subparagraph 4.12.9(i)(b) supra, which was to be utilised for soling.

The 'G' Schedules of the agreements for construction of water bound macadam (WBM) roads in chain 0 to 265, 265 to 450, 450 to 600 and 600 to 811 accordingly contained a condition that stone would be issued by the Department for which recovery would be made from the contractor. Review of

the payments made for these works, however, revealed that payments amounting to Rs.6.52 lakhs were made to four contractors including the tender premium for collection of 11,948.75 cum of stone for soling. These payments could have been avoided had the departmental stone been utilised by the contractors, as planned.

On enquiry made by audit (May 1994) regarding the where-abouts of the stone lying along the main canal due to dismantling of pitching, reasons for its non-utilisation by the contractors and justification for the above payment of Rs.6.52 lakhs, the Executive Engineer while admitting the facts in August 1994, stated that an enquiry officer had been appointed on 26 May 1994 for conducting detailed inquiry in the matter. The enquiry report was awaited (September 1994).

(iv) Special repairs of Rajasthan Link Channel

The construction of Gurgaon Main Canal along with Rajasthan Link Channel (Haryana portion) was completed in 1972. Since its completion, no work connected with silt clearance from the bed of the channel and restoration of its banks was carried out. The Link Channel had badly silted and its banks and lining at many places had been damaged resulting in reduction of carrying capacity from 500 cusecs to 262 cusecs. These required special repairs for restoration of the carrying capacity to the designed level. An estimate of Rs.31.35 lakhs was submitted (November 1987) to the Superintending Engineer, Irrigation circle, Bharatpur by the Haryana Irrigation authorities in the meeting held on 28 November 1987 to discuss the special repairs required to be carried out for restoration of the Rajasthan Link Channel to its designed capacity.

Payments against the estimate, amounting to Rs.31.30 lakhs (10 lakhs in March 1988 and Rs.21.30 lakhs in November 1991) were made by the Rajasthan Government. In March 1993, the Executive Engineer, Irrigation Division, Deeg reported to the Additional Chief Engineer that the concerned Executive Engineer of Haryana had further intimated that the work would now cost Rs.55 lakhs and hence a further amount of Rs.20 lakhs should be paid. Accordingly, Rs.20 lakhs more were deposited in March 1993. The total amount of Rs.51.30 lakhs paid represented *ad hoc* payments. The Haryana State neither rendered any detailed account nor sent utilisation certificate thereagainst as of September 1994.

On enquiry regarding the position of works executed, the Executive Engineer stated (June 1994) that restoration of banks had been done but the work of repairs of damaged lining had not been taken up as of August 1994. In the absence of silt clearance from the bed and restoration of damaged lining, it was not possible to restore the carrying capacity of the Link Channel to its designed capacity.

4.12.10 Other points of interest

(a) Loss on account of acceptance of higher rates for execution of road works

Tenders for construction of bitumen carpet road in six reaches of km 0 to 49.78 on the bank of main canal were invited (March 1991) by the Irrigation Division, Deeg to be received by May 1991. The lowest tendered rates ranging from 68.50 to 73.89 *per cent* above 'G' Schedule received from six tenderers were forwarded in June 1991 to the Superintending Engineer.

The Superintending Engineer considered these rates as abnormally high in comparison to the rates received in Public Works Department and Agriculture Marketing Board, Bharatpur. While forwarding the tender case to the Additional Chief Engineer in June 1991, he brought out that the prevailing rates of similar works in the adjoining area of Deeg and Kama tehsils were up to 10 *per cent* above 'G' Schedule based on BSR of PWD Circle, Bharatpur. He, therefore, recommended that negotiation be conducted with the contractors in order to lower the rates to a reasonable level. During negotiation with the six lowest tenderers, the rates were reduced between 58.50 and 58.73 *per cent* above 'G' Schedule. The tenderers had offered pooled rates and also manipulated the negotiated rates in such a way that every one of them could get the work in respect of one reach. The Superintending Engineer considered the negotiated tender premium of 58.50 to 58.73 *per cent* above 'G' Schedule as reasonable, though he himself had stated the prevailing rates to be about 10 *per cent* above 'G' Schedule. The Additional Chief Engineer, on the recommendations of the Superintending Engineer, conveyed approval on 28 August 1991.

The reason why such high rates were found acceptable are not on record. Further, despite the likelihood of pooling by the six lowest tenderers the Department did not consider negotiation with all the bidders though the award of contracts was likely to result in loss of Rs.25.55 lakhs (the difference of accepted negotiated rates and 10 *per cent* above 'G' Schedule) to Government.

The reasons for awarding of works on exorbitant rates were enquired in May 1994 from the Additional Chief Engineer. His comments, were awaited (September 1994).

(b) Superfluous expenditure on dewatering by the Department

Construction of covered barrel in deep cutting reaches of Gurgaon Main Canal (chain 1,297.65 to 1,320 and chain 1,320 to 1,345) was awarded (June 1988) to contractors 'A' and 'B.' The 'G' Schedule included a condition, according to which dewatering was to be done by the Department. The Department incurred an expenditure of Rs.1.34 lakhs on dewatering up to February 1989. In addition, the Department also made payments aggregating Rs.1.24 lakhs and Rs.1.30 lakhs to the two contractors for executing work of foundation concrete and laying and consolidation of ballast under water/after bailing out water. These extra items were sanctioned (January 1989) by the Additional Chief Engineer.

In March 1989, the Additional Chief Engineer while reviewing the payments of extra items sanctioned in January 1989 enquired from the Superintending Engineer as to whether the Department had incurred any expenditure on dewatering, and stated that if payments were made, the same was recoverable from the contractors. One of the contractors, represented (April 1989) that according to condition no.3 attached with the 'G' Schedule, dewatering was the responsibility of the Department and also pointed out that they had to execute work under water conditions and, therefore, recoveries proposed to be made were unjustified. Considering this, the Additional Chief Engineer directed (March 1990) that no recovery was to be made from these contractors. The decision of the Additional Chief Engineer was not correct as the extra items sanctioned in favour of the contractors superseded provisions of condition no.3 attached with the 'G' Schedule because the process of bailing out water was included in the rates allowed in extra items to the contractors. Moreover, the expenditure of Rs.1.34 lakhs was incurred simultaneously by the Department on dewatering, while extra items were being executed by the contractors. Thus, the expenditure of Rs.1.34 lakhs incurred by the Department on dewatering was not necessary.

To an Audit enquiry, the Departmental authorities stated (June 1994) that the extra rates allowed did not include dewatering and therefore, no undue benefit was given to the contractors. The reply of the Department was not tenable as the rates sanctioned were for the items including the process of bailing out water.

(c) Outstanding water charges

At the end of the year 1993-94, dues of water charges to the extent of Rs.4.42 lakhs were outstanding. The arrears have accumulated since 1974-75 and no effective steps have been taken to recover the outstanding dues as of March 1994.

The matter was referred to Government in June 1994, reply has not been received (November 1994).

4.13 Infructuous expenditure due to start of work without prior geological survey

The Mogra Minor Irrigation Project was administratively sanctioned (January 1985) by Government for Rs.69.50 lakhs and technically approved by the Additional Chief Engineer, Irrigation Zone, Kota in 1986 for Rs.84.50 lakhs.

The work of construction of waste weir and wing wall of Mogra dam from RD 825 to RD 1065 metres (M) was allotted (January 1987) to contractor 'A' at 19.91 *per cent* above 'G' Schedule amounting to Rs.33.01 lakhs. The work was to commence from 25 January 1987 and was scheduled to be completed within 18 months excluding the rainy season. It was seen that before inviting tenders of award of work, advice of Geological Survey of India (GSI) was not taken.

The contractor, after executing the work for Rs.19.84 lakhs up to 15 June 1989, stopped the work. Taking note of the situation and also with a view to reduce the cost of the dam, the design of the dam was changed in June 1991 reducing the length of waste weir by 60 metres (RD 825 to 885 M) where earthen dam was extended. The remaining work was withdrawn (June 1991) from the contractor 'A' by the Department under clause 32 of agreement.

Prior to taking the decision for reduction of length of the waste weir and withdrawal of work, the contractor had executed 5,371 cubic metres (cums) earth work with a depth of 5 metres in the reach RD 825 to 885 M for reaching hard rock strata at the cost of Rs.0.53 lakh. However, with the change in design which required only a small cut-off trench to be excavated and filled in at Rs.0.26 lakh, the excavation was refilled through another contractor 'B' at the cost of Rs.2.16 lakhs. Thus, due to delay in taking decision for change in design of the dam, infructuous expenditure of Rs.2.43 lakhs was incurred.

While accepting the facts, Government intimated (December 1993) that during excavation of foundation of waste weir, it was found that good hard rock was available only in a length of 180 M (from RD 885 to 1065 M) and so instead of taking the risk of continuing the excavation in the remaining portion of 60 M and further increasing the cost of waste weir, the length was reduced by 60 M and flood lift was slightly increased without affecting the stability of dam. It was also stated that such changes in the design at the time of actual execution are not uncommon and are actually necessary for overall safety of the project and its economy. The reply of Government is not convincing as advice of the GSI was

not taken before invitation of tender and the design of the dam was changed after excavation of 5,371 cum of earth which indicated that proper geological survey was not conducted.

Public Health Engineering Department

4.14 Abortive outlay

In order to cater to the demand of water to Sakatpura and Kunhadi colonies of Kota City located on the left side of river Chambal, Public Health Engineering Department (PHED) made a request to Irrigation Department for allowing replacement of the existing 150 mm diameter pipeline by 600 mm diameter to be laid on upstream of Kota Barrage.

After a number of joint inspections by officers of both the departments and inspection by the Director, Central Water Commission (CWC) in July 1987, it was decided to lay the pipeline on the road section for which formal clearance was conveyed by CWC in December 1987.

The Chief Engineer, Irrigation, was of the view that laying of pipeline on the road section would create problem during maintenance when big machines would be kept on the road section and vehicles would not pass over it. A joint meeting of the Chief Engineers of Irrigation and PHED was again convened in January 1988 wherein it was decided to extend a cantilever on the road section on which the pipeline would be laid, and for its balancing appropriate size RCC slab would be provided on the road section. Design for this was to be prepared by PHED and after check by Irrigation Department, CWC was to be consulted. The work was to be executed by Irrigation Department as a deposit work of PHED.

The design of the cantilever was approved (April 1988) by the CWC and the PHED deposited Rs.17 lakhs (March 1988 :Rs.7 lakhs; January 1989 : Rs. 10 lakhs) with the Irrigation Department. The work was executed by Chambal Project Division, Kota and Rs.9.01 lakhs were spent as of July 1993.

However, during execution of the work of laying and jointing of pipeline over the cantilever, it was considered essential by the PHED to provide cement concrete haunches to facilitate the work of welding of pipes and subsequent maintenance. The Superintending Engineer, Rana Pratap Sagar and Jawahar Sagar Dam, Kota objected to the construction of haunches as the same was not provided in the design approved by CWC. Besides, it would result in increasing the concentrated load on the cantilever slab and he suggested stoppage of the work till the revised design was approved by CWC.

The Deputy Director, CWC, who visited the site in January 1991, was also of the opinion that laying of pipeline on the extended cantilever would be unsafe. Alternatively, he suggested laying of pipeline on the main deck slab of the barrage leaving the cantilever free which was accordingly undertaken reducing the road width from 6.10 to 5.25 metres.

It would, thus, be seen that the cantilever provided at Kota Barrage at the cost of Rs. 9.01 lakhs for laying the 600 mm diameter pipeline could not be used on technical consideration and the expenditure incurred thereon proved unfruitful.

Government stated (April 1994) that the work of cantilever was executed with the approval of CWC. Besides, the object of providing cantilever was to lay 600 mm diameter pipeline with a view not to minimise the width of road and that had been achieved by providing compensating space on the cantilever. The reply was not considered (April 1994) tenable as the cantilever was not utilised for the purpose it was constructed and the road width had also been reduced due to laying of pipeline on the road section.

Public Works Department

4.15 Avoidable expenditure owing to shifting of approved site

Construction of Sub-Jail building, Hanumangarh was awarded in March 1988 by the Executive Engineer, Public Works Department (PWD) Division, Hanumangarh to a contractor at 19.90 *per cent* above Schedule 'G' amounting to Rs. 11.99 lakhs. The work was to be completed by 7 October 1989.

The contractor completed the work as of 15 May 1989 except the compound wall and 12 warden barracks after incurring an expenditure of Rs. 9.68 lakhs. The construction of boundary wall and warden barracks was stopped at the request of the Rajasthan Housing Board and the Sub-Divisional Magistrate, as it would have obstructed the existing approach road to the Rajasthan Housing Board Colony.

On enquiry by the Executive Engineer, PWD, the Assistant Engineer, PWD reported (August 1988) that in the approved site plan of Sub-Jail building, the approach road had been shown along with the railway line and the compound wall had been shown at a distance of 100 feet from the centre of the road. However, while giving the lay-out of the Sub-Jail building for construction, the main security wall of the Jail building was shifted 100 feet towards the railway line in contravention of the approved site plan.

Consequently, the Superintending Engineer, PWD Circle, Sriganganagar sent (March 1989) proposal to the Director General and Inspector General, Jails, Rajasthan, Jaipur for approving construction of barracks at alternative site within the existing Jail premises. Meanwhile, the work of barracks was withdrawn in June 1989 from the contractor by the Additional Chief Engineer, PWD, Bikaner, on the recommendation of the Executive Engineer as the contractor was not in a position to execute the work owing to land dispute. The decision of withdrawal of work was not prudent as the construction of warden barracks was alternatively proposed to be approved on the land available within the existing Jail premises.

Thereafter, the work of boundary wall was not taken up. The tenders for construction of 12 warden barracks (estimated cost:Rs.1.95 lakhs) at another site within the existing Jail premises were reinvited and the work was awarded in May 1991 to the same contractor at a tender premium of 144. 90 *per cent* above 'G' Schedule for Rs.4.77 lakhs. The work was completed in January 1992 at Rs.4.63 lakhs. This resulted in avoidable expenditure of Rs.2.30 lakhs.

The matter was referred to Government in January 1994; reply has not been received (November 1994).

4.16 Excess payment

The contracts for construction of road from Cheelpura to Basaikarey and construction of Industrial Training Institute (ITI) building at Dholpur were awarded (May 1991) to two contractors. Clause 45 of the contracts provided that if during progress of the work, the price of any materials incorporated in the works (not being materials supplied by the Department) and/or wages of labour increased or decreased and such increase/decrease exceeded 10 *per cent* of the price and/or wages prevailing on the date of opening of tenders for the work, the amount payable to the contractor for the work would be adjusted quarterly on the basis of the formula prescribed. However, reimbursement or refund shall be effective when the variation was over 10 *per cent* and further that such an adjustment would be calculated after deducting 10 *per cent* from the variations mentioned above. Thus, variations up to 10 *per cent* in the price was to be borne by the respective parties (Contractor/Department).

During the course of audit of Executive Engineer, Public Works Division, Dholpur, it was noticed (November-December 1993) that while making payments for increases in quarterly average prices index of labour and material components, the Department misinterpreted the provisions and instead of deducting 10 *per cent* of the price prevalent at the time of opening of tenders from the increases, erroneously deducted 10 *per cent* of the difference between

the average price at the time of payments and that prevailing at the time of tender. This resulted in excess payment of Rs.2.95 lakhs.

While accepting the facts, Government stated (September 1994) that the excess payment would be recovered and that action against defaulting officers/officials was being taken.

**4.17 Extra cost due to stoppage of work in midstream and
 reallotment at higher rate**

The Government of India sanctioned (February 1989) a project under Centrally sponsored scheme for construction of District Institute of Education Training (DIET) buildings at 9 places in Rajasthan. According to the sanction one DIET building was to be constructed at Bagri Nagar in Pali district for which land was allotted (March 1989) by the Collector, Pali. The administrative and financial sanction for Rs.63 lakhs was issued by the Education Department in August 1989. Technical approval to the estimate was accorded (November 1989) for Rs.50.32 lakhs by the Additional Chief Engineer, Public Works Department (PWD), Jodhpur.

The tender for the Academic and Administrative Blocks was sanctioned by the Chief Engineer, PWD in December 1989 at 36.80 *per cent* above Schedule 'G' of 1988 for Rs.17.68 lakhs. The work was allotted (January 1990) by the Executive Engineer, PWD Division, Sojat City to a contractor for completion by 23 January 1991.

In the last week of March 1990, the Hon'ble Member of Legislative Assembly, Sojat City discussed the matter regarding the change of site of DIET building with the PWD Minister and informed that Government was proposing to shift the site from Bagri Nagar to Sojat City.

Test-check of the records of the Executive Engineer, PWD, Sojat City for the period August 1991 to January 1994 revealed (March 1994) that in view of the above discussions, the Chief Engineer telegraphically ordered stoppage of work on 24 March 1990. The work was stopped by the contractor on 26 March 1990 after its partial execution for Rs.2.89 lakhs.

In July 1990, the Education Department issued instructions to the Chief Engineer to continue the construction work of DIET building at Bagri Nagar. In pursuance of these instructions, the Executive Engineer, PWD asked (August 1990) the contractor to restart the work. But the contractor refused to recommence the work unless escalation charges were paid on account of increase in labour rates and material cost, for the period the work was stopped by the Department. The demand of the contractor was not acceded to by the Department. The matter was again referred to the Government of India for change of site from

Bagri Nagar to Sojat city in May 1991 but proposal was not approved by the Government of India and it was finally decided (October 1991) to restart the work at the same site. The work was withdrawn from the contractor by the Chief Engineer in August 1992 under clause 32 of the agreement.

Tenders for the remaining work were invited and the rate of 11 *per cent* above revised 'G' Schedule based on Basic Schedule of Rates (BSR) 1990 aggregating Rs.23.41 lakhs was approved (October 1992) in favour of the same contractor. The work scheduled to be completed by 30 September 1993 was still in progress and payment of Rs. 20.21 lakhs had been made as of February 1994 to the contractor.

Thus, due to vacillating stand as regards the site of building, stoppage of work in midstream and its subsequent allotment at higher rate to the same contractor there was extra cost of Rs.8.62 lakhs.

While accepting the facts, Government intimated (September 1994) that Government was proposing to shift the site of DIET building from Bagri Nagar to Sojat City and as such work was stopped in midstream. Later, however, it was decided to carry on the work at the same site. It was further added that there was no provision to provide cost escalation as the clause was deleted while inviting tenders. The Government reply was not considered tenable as the work was stopped without deciding the alternate site and getting it approved by the Government of India.

4.18 Infructuous expenditure

Under the Industrial Disputes Act, 1947, no workman who has been in continuous service for not less than a year shall be retrenched unless (a) he has been given one month's notice in writing or paid wages in lieu thereof and (b) paid the retrenchment compensation equivalent of 15 days average pay for every completed year of continuous service or part thereof in excess of six months. It further lays down that where a workman is not in continuous service, he shall be deemed to be in continuous service for one year in case during the period of 12 calendar months preceding the date with reference to which calculation is to be made, he has actually worked under the employer for not less than 240 days.

In March 1986, the Department dispensed with the services of 13 daily wage workers who were appointed in 1984 by Sub-Division, Bari (Dholpur). These workers had not been in continuous service either for 12 calendar months or for 240 days immediately preceding retrenchment and their cases did not fall within the ambit of the Act *ibid*. However, wages at Rs.165 each for 15 days as retrenchment compensation was sent to them by money order. The

workers did not accept the payments and filed applications before the Conciliation Officer, Bharatpur. Due to failure of conciliation proceedings, the State Government referred the matter to the Labour Court, Bharatpur for adjudication in July 1988. On account of the failure of the Department to attend the proceedings of the Labour Court from time to time, it passed *ex parte* award against the Department on 25 January 1990 holding that retrenchment of the applicants was unjustified and illegal and that the applicants were entitled to re-appointment, to full pay and allowances for the past period and to continuity in service.

The Department filed an application before the Labour Court on 10 May 1990 urging that the *ex parte* award be set aside. The Labour Court, however, dismissed it on 11 July 1991 on the ground that it should have been filed within the prescribed period of 15 days from the date of order and with satisfactory reasons for non-attendance.

The Department, however, did not implement the award of the Labour Court and the workers filed a case in the Tribunal under Payment of Wages Act on 27 November 1991. The Tribunal in its decision of 27 May 1992 held, that the Department was with-holding the payment of applicants without justification and ordered payment of Rs.26,936 towards wages from 1 March 1986 to 31 October 1991, penalty of Rs.5,000 and cost of the suit to each of the 13 applicants. The Department accordingly deposited (25 June 1992) a sum of Rs.4.22 lakhs with the Tribunal by debiting the estimates of the work.

On 5 December 1992, the Department settled, with the applicants, the matter relating to payment of wages according to the award, the continuation in service of the applicants and declaration of all 13 workers as quasi-permanent under work charged rules. This agreement was endorsed by the Conciliation Officer, Bharatpur on 14 December 1992. On production of this settlement, the District and Sessions Judge, Bharatpur modified (14 December 1992) the award of the Tribunal of May 1992 and set aside the levy of penalty and cost of suit by the Tribunal. Accordingly, a sum of Rs.0.72 lakh was refunded by the Tribunal to the Department on 20 March 1993.

During course of audit it was noticed (November-December 1993) that though termination of services was based on the fact that none of the workers had rendered one year or 240 days continuous service, the case was lost due to non-attendance of proceedings before the Labour Court and non-filing of the restoration application within the stipulated period. There were delays and lapses at every stage resulting in avoidable infructuous expenditure of Rs.3.50 lakhs.

Government, to whom the matter was referred in January 1994, accepted the facts in June 1994.

4.19 Irregular payment of secured advance

The Public Works Financial and Accounts Rules of the State normally prohibit sanction of advances to contractors. As an exception they empower the competent authority to sanction advance against the security of material brought to site of work in respect of contracts for completed items of work. The material should, however, be of imperishable nature, be required for bonafide use on work and should be expected to be used within three months. The maximum amount of advance that can be sanctioned is *75 per cent* of the present cost of the material. Recovery of the advance is made from the running payments of the contractor as and when the material is consumed.

During test-check of the records of the Executive Engineer, City Division, Bikaner it was noticed (August/September 1991) that a secured advance of Rs.2.77 lakhs was paid (January 1991) to a contractor against the material (Tarfelt) brought by him at site for use in the execution of work. However, on physical verification by the Superintending Engineer (February 1991) and testing by the Bureau of Indian Standards (BIS), the material was not found as per specifications mentioned in the Schedule to the contract agreement, though the material was recorded in the measurement book to be as per specifications. The Department informed (March 1991) the contractor that the material not being as per specification, was not acceptable. The material had not been replaced nor used, the advance has also not been refunded by the contractor. The material has, therefore, been lying in the divisional store at the cost and risk of the contractor as of July 1994. The payment of secured advance of Rs.2.77 lakhs against sub-standard material was, thus, irregular.

The Department stated (January 1994) that the material not being as per specification mentioned in the Schedule, its rate was reduced and the amount of advance was calculated accordingly. It was also argued that as per practice of the Department, entries in the measurement book were recorded by copying the description and specifications of the material from those mentioned in the Schedule. It was also simultaneously stated that the contractor had been asked (March 1991) to replace the material. Government endorsed (April 1994) the reply of the Department. The reply was not considered (March 1994) tenable because the advance was paid in January 1991 and the fact regarding the material being below specification came to notice in February 1991. As such it was not correct that the amount of advance was calculated after reduction in rates. The Department also could not furnish documentary proof of the rates allowed. The mode of recording measurement was also not correct as the same are required to be entered after checking, counting, weighing and measuring of the material on actual basis only. In any case, there can be no question of advance whether at full or at reduced rates, against sub-standard material which cannot be used in the

work. It was again pointed out (March 1994) to Government that the Department had been repeatedly holding the material as not conforming to the contract agreement and been asking for its replacement. The material was also lying unutilised for over three years. Final reply has, however, not been received. (July 1994).

4.20 Road Development Programme for dacoit infested areas of Rajasthan

4.20.1 Introduction

Rajasthan along with Uttar Pradesh and Madhya Pradesh has certain dacoity prone areas viz., Bharatpur, Dholpur, Kota and Sawaimadhopur districts. These areas have, apart from adverse economic and social conditions, difficult topography. There are deep ravines, forests, plateau and hills making movement of people and goods difficult. This also makes the tracking and pursuance of dacoits a difficult job.

With a view to tide over these problems, the Planning Commission, in consultation with the State Government, decided (January 1984) on formulation of a programme for road development in dacoity prone districts. The selection of schemes was to be made after consulting the revenue and police authorities in the State. Accordingly, a Project estimated to cost Rs.90 crores for construction of 2,198 kilometre (km) roads was submitted (June 1984) by the State Government to the Government of India. The Government of India, Ministry of Agriculture (Department of Rural Development) desired that the works be taken up in a phased manner and in Rajasthan, the scheme was confined to two districts viz., Dholpur and Sawaimadhopur, along river Chambal. According to the guidelines issued by the Government of India, on the basis of recommendations of the Ramanathan Committee, the cost of the Project was to be shared equally by the Government of India and the State Government subject to the conditions that the Central liability would in no case exceed 50 *per cent* of the approved cost. Excess, if any, over the approved cost would be borne by the State Government from their own resources. Future maintenance and up-keep of the roads after construction and the cost of acquisition of land and agency charges, if any, were also to be borne entirely by the State Government. The Government of India, Ministry of Agriculture (Department of Rural Development), had conveyed administrative approvals aggregating Rs.3030.70 lakhs during the period from March 1986 to November 1990 for implementation of the Project for the construction of 31 roads (15 lateral and 16 feeder roads) measuring 389.05 km in Dholpur and Sawaimadhopur districts and one bridge over river Chambal in

Sawaimadhopur district. The Project was envisaged to be completed by March 1990. Expenditure of Rs.2687.73 lakhs had been incurred as of March 1994, but the project was still incomplete (November 1994).

4.20.2 Organisational set up

Execution of the Project was entrusted to four Executive Engineers of Public Works Department (PWD), stationed at Bari, Dholpur, Karauli and Sawaimadhopur under the control, supervision and guidance of two Superintending Engineers, PWD of Bharatpur and Sawaimadhopur circles and two Additional Chief Engineers, PWD of Jaipur and Kota Zones. The overall control and supervisions vested with the Chief Engineer, Roads-II, Jaipur.

4.20.3 Audit coverage

Test-check of the records of the Project covering the period March 1986 to March 1994 was conducted during March-June 1994. The results of test-check are brought out in the succeeding paragraphs.

4.20.4 Highlights

- **Against the Project outlay of Rs.30.31 crores, the expenditure incurred up to March 1994 was Rs.26.88 crores. Rupees 455.02 lakhs incurred on account of upkeep and maintenance, acquisition of land, agency charges and excess expenditure over the approved cost were not to be included in the calculation of the cost for the purpose of determining the share of the Central Government. However, due to erroneous inclusion of such items, the reimbursement already received from the Central Government is in excess of the entitled amount by Rs.166.98 lakhs.**

(Paragraph 4.20.1 and 4.20.5)

- **The Project envisaged to be completed in the Seventh Plan period up to March 1990 was largely incomplete as of March 1994. Against the target of 31 roads measuring 389.05 km (length reduced to 383.16 km) and one high level bridge, only 13 roads measuring 111.05 km could be completed up to March 1994. Of the 18 incomplete roads (272.11 km), the work on 15 roads (203.96 km) had been stopped (1989-93) after incurring expenditure of Rs.898.50 lakhs. Of these 6 were held up because the Government had not obtained clearance for use of forest land.**

- High level bridge over river Chambal was incomplete even though expenditure of Rs.418.95 lakhs had been incurred (March 1994) as against the approved cost of Rs.450 lakhs. Due to delay in finalisation of the site, its drawing and designs, the work of the bridge sanctioned in March 1986 could be started only in March 1990. The delay also increased the cost to Rs.1,106.04 lakhs.
 - Earth work in 13 roads measuring 45.10 km executed at the cost of Rs. 64.55 lakhs remained uncovered with water bound macadam and bitumen treatment works resulting in wasteful expenditure. Four roads on which an expenditure of Rs.251.74 lakhs had been incurred contained gaps, making the roads difficult for use by the public.
 - Expenditure of Rs. 40 lakhs incurred on the construction of a bridge on Kela Devi Langra road has remained unfruitful on account of incomplete road work and non-execution of approaches because of non-acquisition of forest land.
- (Paragraph 4.20.6)
- Cases of sub-standard works of crust thickness in 6 roads were noticed, resulting in an inadmissible payments of Rs.22.03 lakhs to contractors.
 - One sub-division has remained without any assigned work since February 1991, after the concerned contractors left the works of construction of 2 roads (allotted to the sub-division) in August 1990 and February 1991. Consequently, there has been infructuous expenditure of Rs.9.87 lakhs on pay and allowances alone.
 - Road material valued at Rs.6.93 lakhs was lying unused at road sides since 1989-91.

(Paragraph 4.20.7)

4.20.5 Financial arrangement and expenditure

The budget provision and expenditure incurred thereagainst on the Project were as follows:

Year	Budget provision	Expenditure
(Rupees in lakhs)		
1986-87	117.27	121.53
1987-88	360.91	366.79
1988-89	545.45	558.65
1989-90	479.45	483.79
1990-91	151.09	151.07
1991-92	292.00	291.67
1992-93	272.72	225.94
1993-94	272.72	243.95
Total	2491.61	2443.39
Add <i>pro rata</i> charges (10 per cent)		244.34
Grand Total		2687.73

Of the total expenditure of Rs.2687.73 lakhs incurred up to March 1994, funds amounting to Rs.1283.34 lakhs were provided by the Government of India under the Centrally Sponsored Scheme (CSS) between 1985-86 and 1991-92 in anticipation of actual expenditure incurred by the State Government.

Audit scrutiny revealed that the expenditure incurred on account of (a) upkeep and maintenance : Rs.28.07 lakhs, (b) cost of acquisition of land: Rs.95.90 lakhs, (c) agency charges : Rs. 244.34 lakhs and (d) excess expenditure over the approved cost : Rs.86.71 lakhs, were irregularly included in the total expenditure incurred on the project for the purpose of obtaining Central assistance. After excluding the expenditure on these items, the Central liability works out to Rs.1116.36 lakhs only. Thus, funds aggregating Rs. 166.98 lakhs have been received in excess from the Central Government.

4.20.6 Financial and physical performance

The work-wise details of physical achievements made up to March 1994 in respect of 31 roads and one high level bridge of the Project, as supplied by the Department are indicated in *Appendix-9*.

It would be seen therefrom that:

- (a) the Project taken up in 1985-86 and envisaged to be completed in the Seventh Plan period (up to March 1990) was mostly incomplete as of March

1994 except for 13 roads (111.05 km). Of the 18 incomplete roads (272.11 km), the execution of work in 15 roads (203.96 km) had been stopped between 1989 and 1993 after incurring expenditure of Rs. 898.50 lakhs and the work on these roads had not been resumed as of March 1994. The work on the remaining three roads (68.15 km) were in progress and the Department had intimated (March 1994) that these are expected to be completed by March 1995. However, due to non-acquisition of forest land there appear to be bleak chances of their completion by this date.

The reasons for these roads remaining incomplete and non-resumption of works on them, as noticed in audit, were as under:

- (i) The work on 9 roads aggregating 152.40 km in length and estimated to cost Rs. 986.71 lakhs (six out of 15 roads where work had been stopped; two out of 3 roads which were stated to be in progress and one out of 13 completed roads) was taken up for execution between 1987 and 1989 without obtaining prior permission for use of forest land from the Government of India as required under the Forest (Conservation) Act, 1980, because these roads partly or fully pass through forest land measuring 105.45 hectares.

Scrutiny of the departmental records revealed that the State Government had not brought to the notice of the Government of India, Ministry of Agriculture (Department of Rural Development) any case involving acquisition of forest land while mooted proposals for obtaining administrative approval of these roads. The State Public Works Department for the first time approached the State Forest Department in August 1991 for sorting out the question of using forest land in the construction of roads. In the meanwhile, the contractors had stopped the work between 1989 and 1993 as the Forest authorities were not allowing them to carry out the works on forest land. The State Forest Department, however, allowed (August 1991) the Public Works Department (PWD) to carry out the work on the existing cart tracks passing through forest land. Thereupon, the Conservator of Forest, Bharatpur pointed out (February 1992) to the Principal Chief Conservator of Forests that the existing cart tracks were of 2-3 metres width whereas the PWD were executing road works of 10-15 metres width which would require extra land and would also cause damage to forest produce. Only in one case (construction of Kotri-Gadholi road), the State Forest Department took up the matter with the Government of India, Ministry of Environment and Forests in January 1992 for the release of 3.85 hectares of forest land to the Public Works Department. The Ministry of Environment and Forests intimated in March 1992 that approval for diversion of land could be accorded subject to fulfilment of the conditions that the State Government should take immediate action for transfer and mutation of non-forest land to forest land and pay the cost of compensatory afforestation to the State Forest Department. Thereafter, the State Forest

Department took up the matter with the PWD regarding the transfer of non-forest land measuring 105.45 hectares at one place in lieu of the forest land being covered in construction of nine roads, in accordance with the directions of the Government of India. The Public Works Department approached the Collector, Sawaimadhopur in March 1993 for transfer of the non-forest land but the same had not been provided as of September 1994. Consequently, 6 out of 15 roads remained incomplete after incurring expenditure of Rs.353.77 lakhs. Completion of 2 roads out of 3 roads in progress where expenditure of Rs.169.86 lakhs had been incurred up to March 1994, is also doubtful till forest land involved on those roads is acquired. Even after acquisition of forest land, the completion of these roads would involve cost over-run due to price escalation in the cost of labour and material.

(ii) The work on 2 roads had been stopped because the contractors had gone for arbitration. These arbitration cases were pending for finalisation as of September 1994. These roads were lying incomplete since 1989-93; on these, expenditure of Rs.141.93 lakhs had been incurred.

(iii) Three roads have remained incomplete even after execution of the complete earth work, water bound macadam (WBM) and bitumen treatment (BT) works worth Rs. 189.00 lakhs, because of non-completion of approaches, cross drainage works and protection works. The reasons for non-completion of left over works were not furnished to audit (September 1994).

(iv) Four road works were left by the contractors between 1989 and 1992 after incurring expenditure of Rs.213.80 lakhs. No action under clauses 2 and 3 of the agreement had been initiated and these works were also not awarded for completion through other agencies.

(b) A further study of relevant records and details contained in the *Appendix-9* revealed as follows:

(i) On 13 roads, earth work including embankment up to formation level executed in 45.10 km after incurring an expenditure of Rs.64.55 lakhs remained uncovered with water bound macadam and bitumen treatment (BT). The unsafe earth work executed between 1987 and 1990 sustained damages especially during rainy seasons resulting in wasteful expenditure.

(ii) Ten roads (40.59 km) constructed up to the stage of WBM during the period between 1987 and 1990 after spending Rs.40.25 lakhs were not covered with BT as of March 1994. Therefore, such portions of these roads could not be put to use ; and their condition would deteriorate further with the passage of time thereby creating more trouble to users.

(iii) Four roads contained gaps ranging from 0.5 to 1.2 km making the roads difficult for use by the public. The expenditure incurred on these roads aggregated Rs.251.74 lakhs.

(iv) Forty cross drainage (CD) works on two roads (7 on Baler Utgir Zone B-km 11 to 16 and 33 on Ondh Bhompura Zone B and C) were not linked with roads and remained uncovered with WBM and BT resulting in unfruitful expenditure aggregating Rs.15.97 lakhs incurred on their construction.

(c) Administrative approval of Rs.450 lakhs was accorded by the Government of India in March 1986 for construction of a bridge over river Chambal in Sawaimadhopur district (Karauli teshsil) to link Madhya Pradesh on Karauli-Mandrail road near Mandrail village. The State Government, accorded the administrative and financial sanction in September 1986, and entrusted the work excluding work of approaches to the Rajasthan State Bridge and Construction Corporation Limited (RSBCC) for execution in October 1986 on the basis of actual cost plus 15 *per cent* as agency charges. The detailed estimates for the work were required to be prepared by the RSBCC for submission to the Chief Engineer (Roads) for getting technical sanction. The work was to be completed in two years. Despite funds of Rs.186 lakhs having been released to the RSBCC between October 1986 and March 1989, the work of the bridge could not be taken up for execution because of certain technical problems as pointed out in July 1987 by the RSBCC.

The final site for the construction of the bridge and its drawing and design could be finalised by the Chief Engineer in consultation with the Police Department, RSBCC and the Geological Survey of India in December 1989 only. The changed site of the bridge was decided near Sone Ka Gurja in Dholpur district (Sewar Pali Ghat). However, approval of the Government of India for the change of the site of the bridge was not obtained. After finalisation of the new site the work of construction of the bridge, in anticipation of the approval of the detailed estimate, was started by the RSBCC in March 1990 and Rs.418.95 lakhs were spent on its execution as of March 1994. Funds aggregating Rs.450 lakhs towards the approved cost had been released to the Corporation as of March 1994.

The RSBCC prepared (September 1993) the estimate of the bridge for Rs.1106.04 lakhs (cost of structure and abutments etc: Rs.562.73 lakhs; price escalation 1990-96: Rs.348.90 lakhs; contingencies and miscellaneous: Rs.50.14 lakhs and agency charges: Rs.144.27 lakhs) and submitted the same to the Chief Engineer for according administrative and financial sanction of Government and releasing further funds. The RSBCC, attributed the increase in the estimated cost of the bridge from Rs.450 lakhs to Rs.1106.04 lakhs *inter alia* to delay in the finalisation of location and design of the bridge, increase in cost of labour and

material etc. The RSBCC stated (December 1993) that in case the revised administrative and financial sanction was not accorded early the progress of the work could be slowed down or even stopped. As of September 1994, the matter was under consideration of the State Government, which would have to meet the excess over the sanctioned cost through its plan funds.

(d) Administrative approval of Rs.180 lakhs was accorded by the Government of India in January 1989 for construction of 30 km long road from Kela Devi to Langra. The length of the road was, however, finally reduced to 29.225 km.

This work also included construction of a bridge across river Borkhera near Bahadarpur village at an estimated cost of Rs. 40.40 lakhs. While construction of this bridge was awarded (February 1990) to RSBCC on the basis of actual cost plus 15 *per cent* agency charges, the construction of other road works, including cross drainage (CD) works and approaches on both sides of the bridge, was awarded (August 1989) by the Executive Engineer, Karauli to contractor 'A' at the tendered cost of Rs.83.43 lakhs with stipulated date of completion by 21 August 1990.

The RSBCC had completed the bridge in March 1993 at Rs. 40 lakhs. But contractor 'A' after executing earth work in 7 km, water bound macadam work in 4 km and 10 cross drainage works valued at Rs.7.24 lakhs stopped the work in September 1990 due to problem in acquisition of forest land. The contractor could, however, have executed work in 12.225 km as no dispute of forest land was involved in this portion taken up for execution. Last payment was made in November 1991. No action under clauses 2 and 3 of the agreement was initiated against the contractor by the Department (May 1994). Besides, Rs.3.22 lakhs were also spent departmentally on this road. Thus, the investment of Rs.50.46 lakhs on the construction of a bridge and road works remained unfruitful.

4.20.7 Other points of interest

(i) Sub-standard Crust thickness

After inspection of the network of roads primarily meant for efficient movement of Anti-Dacoit Force in dacoit infested areas of Dholpur district, the Additional Chief Engineer, National Highway Zone, Jaipur asked (May 1990) the Superintending Engineer, PWD Circle, Bharatpur to get the crust thickness of these roads checked. The Superintending Engineer, in turn, constituted a committee of two Assistant Engineers to check the crust thickness of 11 roads of PWD Division, Dholpur and 6 roads of PWD Division, Bari on the basis of cross cut in carriage way up to sub-grade level to measure the depth of pavement of these roads.

According to the specifications prescribed by PWD, the thickness of crust WBM should be 25 cm. and that of premixed carpet (PMC work) should be 20 mm. Test-check of these roads was conducted by the committee during June 1990 which revealed that while the thickness of the 11 roads of PWD Division, Dholpur generally conformed to PWD specifications, the same in respect of 6 roads of PWD Division, Bari did not conform to the prescribed specifications though contractors were paid at full rates according to the prescribed specifications. Consequently, there were inadmissible payments aggregating Rs.22.03 lakhs worked out on proportionate basis. The road-wise difference in thickness noticed was as under:

Sl. No.	Road	Kms	Pavement thickness			
			WBM crust As per specification (cm)	BT work Actual	As per specification (mm)	Actual
1.	Chandelipura Sarmathura 16 km	5 to 16 2 to 3	25	12 to 23	20	12 to 17.5
2.	Sone ka Gurja Sewar Pali 8.20 km	2 to 8	25	17 to 22	20	11 to 18
3.	Gajpura Basai Dang 11.132 km	2 to 10	25	15 to 24	20	12 to 18
4.	Sarmathura Sone ka Gurja 22 km	1 to 22	25	11 to 24	20	12 to 18
5.	Basai Dang Barpura 9.50 km	1 to 5	25	21.00 Incomplete one layer	20	-
6.	Basai Dang Nagar 9 km	1 to 2	25	laid Incomplete	20	-

The following further deficiencies were also noticed:

- (i) No separate layers of over-size metal (OSM) sub-base and base-course existed, which disclosed that both sub-base and base-course layers were laid simultaneously and then compacted.

(ii) Consolidation of WBM course was carried out without water or with less water.

(iii) The OSM was comprising stones of 230-150 mm instead of 90-40 mm.

The matter was reported to the Chief Engineer in September 1990. Action on the report was awaited (May 1994).

(ii) Excess payment

The construction of road from Mandrail to Rondhai was awarded (July 1987) to a contractor 'B' at Rs.35.99 lakhs. The 'G' Schedule of the work provided for excavation of earth (7,758 cum) and its disposal at distances ranging between 30 and 210 metres. Against the provisions in 'G' Schedule, the contractor was paid lead charges ranging between 30 and 500 metres for 54,885.25 cum of earth amounting to Rs.6.19 lakhs. On a complaint, the case regarding fraudulent payment of lead charges was enquired by a committee constituted (July 1989) by the Chief Engineer. The Committee in its report submitted (February 1990) by the Additional Chief Engineer, Kota observed that the actual average lead involved in the above earth work worked out to 90 metres only and the amount payable to the contractor worked to Rs.1.06 lakhs against which he was fraudulently paid Rs.6.19 lakhs. Thus, excess payment of Rs.5.13 lakhs was made to the contractor. An amount of Rs.3.19 lakhs was adjusted (October 1990) from the security deposit of the contractor leaving an unrecovered balance of Rs.1.94 lakhs. No action for recovering the balance amount and fixing responsibility for the fraudulent payments had been taken as of September 1994. The case was reported to be under investigation (September 1994).

(iii) Execution in soft rock and stacking charges

Soft rock means disintegrated rocks, slates, shales, laterite and other material which did not require blasting and could be removed with pickaxes and shovels. Consequently, the soft rock did not have useable material to be stacked for use on work. It was, therefore, necessary to deduct stacking charges at the rate of Rs. 6 per cum before making payments. Scrutiny of the measurement books and vouchers also confirmed that useable material was not found stacked.

Payment at the full rate of Rs.12 per cum was, however, made in November 1991 and November 1993 without any deductions on account of stacking, which resulted in overpayment of Rs.1.47 lakhs to the contractors.

The Divisional Officer, PWD Division, Karauli accepted the facts in March 1994. Recoveries were, however, not effected as of September 1994.

(iv) Nugatory expenditure

The Sub-division, Khandar was created in 1987 for construction of Baler Utgir and Utgir Karanpur roads. The work of both the roads was left incomplete in August 1990 and February 1991 respectively by the contractors due to dispute in acquisition of forest land. Since then no additional work has been allotted to utilise the services of the employees posted in the sub-division resulting in infructuous expenditure of Rs.9.87 lakhs incurred on their pay and allowances as of March 1994.

(v) Non-completion of protection works on Sone Ka Gurja-Sewar Pali road

The CD works of parts A and B comprising 6 causeways and 4 hume pipe culverts including protection work in Ghati portion were awarded (February 1989) by the Chief Engineer to RSBCC for Rs.14.89 lakhs. Except for the protection works, these were completed by the Corporation in March 1991 and payments aggregating Rs.10 lakhs were released in March 1990 against Rs.9.59 lakhs actually payable. The protection works were not taken up by the RSBCC as the earth work, berms and slopes in Ghati portion, which were required to be completed by the Department, were not completed and also the balance amount of Rs.4.89 lakhs was not deposited with RSBCC. Thus, non-execution of earth work by the Department and non-deposit of the balance amount with RSBCC resulted in non-completion of the road. The reasons therefor were enquired (September 1994) from the division but the Divisional officer did not furnish any reply.

(vi) Infructuous expenditure

The Assistant Engineer's residence at Khandar was completed (June 1990) at the cost of Rs. 1.57 lakhs. During his inspection, the Executive Engineer detected that the work executed was below specifications which led to development of cracks in walls, sinking of ground and other deficiencies. The building was lying vacant since the date of completion. The Department had not taken any steps for restoration of damaged work (September 1994). Final payment of the contractor had not been released because of sub-standard work (September 1994).

(vii) Non-recovery of the cost of the unconsumed material

According to clause 10 A of the agreement, if a contractor fails to return the unused material, the cost thereof is recoverable at double the issue rate including storage and supervision charges or the market rate, whichever is higher.

Contractor 'F', to whom the work of construction of Ondh to Bhompura road was awarded in November 1987 at the cost of Rs.44.75 lakhs, had left the work incomplete in August-October 1989 after executing work worth Rs.27.52 lakhs. The contractor was issued 29.05 tonne steel and 489 drums of bitumen of which, 24.44 tonne steel and 195 drums bitumen were consumed on the work, leaving unused balance of 4.61 tonne steel and 294 drums bitumen. The cost of unutilised material amounting to Rs.4.87 lakhs at double the issue rate plus storage and supervision charges was recoverable from the contractor as of September 1994.

(viii) Road Material lying unused

Road material valued at Rs. 6.93 lakhs collected during the period 1989 and 1991 in 22.5 km length of 5 roads was lying on the sites unutilised as of September 1994, resulting in blocking of capital.

The matter was referred to Government in June 1994; reply has not been received (November 1994).

CHAPTER V

STORES AND STOCK

Medical and Health Department

5.1 Stores and Stock Accounts

In the Medical and Health Department, there is no centralised system of maintaining various stock and stores articles. The stores are maintained at Directorate, Deputy Directorate and unit levels (hospitals, dispensaries/primary health centres) also. The main items of stores consists of (i) medicines, (ii) equipment, (iii) clothings and ration, (iv) motor vehicles, tyres, tubes and spare parts thereof, (v) office furniture and miscellaneous stores, etc.

Scrutiny of stock registers revealed the following:

- (i) Although the Department is required to submit stores and stock accounts to audit by 1 July every year, the consolidated stores and stock accounts for the years 1981-82 to 1992-93 have not been submitted as of June 1994. The last accounts for the year 1980-81 were submitted in 1984.
- (ii) Although the rules provide that reserve stock should be maintained within limits fixed by Government, no reserve stock limit was fixed.
- (iii) The rules provide that physical verification should be conducted at least once in a year and certificate to that effect furnished to Audit, no such certificate was furnished since 1981-82. The Department is not aware about shortages/excesses of any stores/stock articles.
- (iv) The rules provide that surplus stores and stock articles should be shifted to other offices where required and unserviceable articles disposed of expeditiously. It was, however, noticed that in 2 Chief Medical and Health Offices (Alwar and Sikar) unserviceable stores articles worth Rs.1.61 lakhs and Rs.1.14 lakhs were awaiting disposal as on November 1993 and March 1994 respectively.
- (v) Time-barred medicines cannot be used for treatment of patients and after expiry date the medicines/chemicals, etc. are rendered useless becoming a total loss. The Department has not devised any mechanism for monitoring the expiry dates of various medicines/chemicals to ensure timely use thereof so as to avoid loss on this account.

The matter was referred to Government in June 1994; reply has not been received (September 1994).

CHAPTER VI

FINANCIAL ASSISTANCE TO LOCAL BODIES AND OTHERS

Finance Department

6.1 General

(a) During 1993-94, Rs.1317.29 crores were paid as grants to local bodies, co-operative societies, private institutions and other non-Government bodies, as shown below:

		(Rupees in crores)
1.	Panchayat Samitis and Zila Parishads	311.59
2.	Municipalities	1.71
3.	Educational institutions (including universities)	132.86
4.	Co-operative societies and co-operative institutions	44.14
5.	Other institutions and bodies	826.99
Total		1317.29

The table below shows broadly the purposes for which the grants were given :

		(Rupees in crores)
1.	Education	390.41
	General Education	359.65
	Technical Education including Agricultural Research and Education	30.76

		(Rupees in crores)
2.	Rural Employment Programme	183.50
3.	Co-operation	44.75
4.	Special Programme for Rural Development and other Rural Development Programme	127.69
5.	Industries	32.62
6.	Welfare of Scheduled Caste and Scheduled Tribes and other Backward Classes	33.94
7.	Urban Development	18.69
8.	Village and Small Industries	9.31
9.	Crop-Husbandry	17.80
10.	Minor Irrigation	5.71
11.	Compensation and Assignment to Local Bodies and Panchayati Raj Institutions	11.36
12.	Soil and Water Conservation	5.13
13.	Other Special Area Programme	6.81
14.	Power	391.43
15.	Others	38.14
Total		1317.29

(b) According to the provisions of Section 14 of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971, the accounts of bodies and authorities substantially financed by grants or/and loans

from the Consolidated Fund of India or of a State are to be audited by the Comptroller and Auditor General of India. For this purpose, a body or an authority is deemed to be substantially financed in a year if the total amount of grants and loans received by it during the year, including the unutilised balance, if any, of the grants or/and loans of the previous year(s) is not less than Rs.25 lakhs (Rs.5 lakhs prior to 1983-84) and is also not less than 75 *per cent* of the total expenditure of the body or authority in that year. In cases where the audit of a body/authority becomes due under Section 14(1) of the Act in a particular year, the audit of the body/authority in the next two years is also conducted under Section 14(3) notwithstanding the fact that the prescribed conditions are not fulfilled during any of the two subsequent years.

For identification of such bodies and authorities, all administrative departments of the State Government are required to furnish the names of the bodies/authorities, substantially financed by Government, through payment of grants/loans not less than Rs.25 lakhs, to the Accountant General by 15 May of the following year. Despite repeated instructions from the Finance Department, the relevant information for the years 1990-91 (one department), 1991-92 (11 departments), 1992-93 (7 departments) and 1993-94 (28 departments) had not been furnished to the Accountant General. This requirement was also brought to the notice of the Finance Department in July 1991, July 1992, September 1993 and August 1994.

Further, on the basis of information received from the various departments, the details of the number of bodies/authorities which received grants/loans of Rs.25 lakhs or more during 1990-91 to 1993-94 and from whom the annual accounts were awaited are given below:

		1990-91	1991-92	1992-93	1993-94
(i)	Number of bodies/authorities which received grants/loans of not less than Rs.25 lakhs	101	88	89	86
(ii)	(a) The number from which accounts have been received	98	74	76	61
	(b) The number from which accounts have not been received	3	14	13	25

The reasons for non-submission of annual accounts were not intimated (January 1995).

The matter was referred to Government in August 1994; reply has not been received (January 1995).

**Audit under section 14 of Comptroller and Auditor General's
(Duties, Powers and Conditions of Service) Act, 1971**

**Special Schemes and Integrated
Rural Development Department**

6.2 Defective planning leading to blocking of funds

With a view to increase storage capacity and irrigate 440 hectares of additional land by raising the height of the existing Mithri Irrigation dam constructed in 1969-70 in tehsil Bali (Pali district) by 4.50 feet, the State Government sanctioned (November 1984) Rs.24.31 lakhs under the National Rural Employment Programme. Technical sanction was accorded in January 1985 for Rs.24.86 lakhs.

During test-check of records of District Rural Development Agency (DRDA), Pali it was noticed (January-March 1993) that the work of the project was started in February 1985 and Rs.20.68 lakhs were spent up to March 1990. Thereafter, the work was abandoned and remained incomplete for want of the balance amount of Rs.7.61 lakhs required for completion, which could not be made available as of December 1990. Government, however, decided (November 1990) to complete the work with State Plan Funds meant for minor irrigation works and directed the Additional Chief Engineer, Irrigation Zone, Jodhpur to ensure completion of the work by October 1991.

In the meeting of Governing Council of DRDA held in December 1990, raising of height of Mithri dam was objected to by some members as it was apprehended that there would be consequent reduction in the water level in old and new wells located in the area. Accordingly stoppage of further work was suggested and it was decided to refer the matter to Chief Engineer, Irrigation for re-examination. The work is still lying incomplete as of January 1994 for want of final decision which led to blocking of Rs.20.68 lakhs, besides non-fulfilment of the objectives of the project.

Meanwhile, the Executive Engineer, Irrigation, Pali admitted (July 1994) that the question of likely reduction in the water level of the wells of the

area on raising the height of Mithri dam was not examined while preparing technical estimates.

Government stated (August 1994) that earth work had been completed and only a small portion of pick-up-weir was to be completed. The Irrigation Department would be completing the remaining work soon. Further progress was awaited (November 1994).

6.3 Excess payment of subsidy

Government laid down (October 1978) a financial pattern for grant of subsidy and loan to small, marginal and other farmers for execution of soil conservation works on their land under Desert Development Programme (DDP) and Drought Prone Area Programme (DPAP). The subsidy admissible was 58.3, 66.7 and 33.3 *per cent* respectively to the above categories of farmers of the expenditure incurred on such works. The remaining portion was to be treated as loan. The loan component was recoverable from the concerned cultivators who were required to apply for grant of subsidy and loan and execute an agreement in a prescribed form. Government released Rs.51.03 lakhs (July 1987:Rs.18.75 lakhs and September 1989 :Rs.32.28 lakhs) to District Rural Development Agency (DRDA), Sikar, under the DDP Scheme. The DRDA, in turn, allocated these funds to the Soil Conservation Department, Sikar for execution of works.

The Soil Conservation Department, Sikar, incurred an expenditure of Rs.6.80 lakhs (subsidy:Rs.3.59 lakhs and loan:Rs.3.21 lakhs) during the years 1987-88 to 1990-91 on execution of soil conservation works on the private land of 356 farmers of 5 villages¹.

During test-check of records of DRDA, Sikar, it was noticed (October-December 1991) that the Soil Conservation Department had incurred the expenditure on soil conservation works on private land of farmers without obtaining application and without execution of an agreement in the form prescribed and had irregularly treated the entire expenditure of Rs.6.80 lakhs, as subsidy in contravention of the Government instructions. This resulted in excess payment of subsidy amounting to Rs.3.21 lakhs.

On this being pointed out (November 1991) in audit,^{*} the Assistant Engineer, Soil Conservation, Sikar, stated (December 1991) that since no agreement had been executed by the farmers before sanction of work on their land, it was difficult to recover the amount of loan from them. The Additional Collector (Development), DRDA, Sikar, while admitting the irregularity due to non-observance of rules, stated (May 1992) *inter alia*, that the Soil Conservation

¹ Balwad, Dayal-ki-Nangal, Gudhakhurd, Kishanpura and Mankari Manwanda.

Department had intimated that action to recover the loan was being taken. Further progress was awaited (July 1994).

Government, to whom the matter was referred in November 1992 and June 1994, accepted (August 1994) that concerned officers of the Department were responsible for the excess payment and stated that orders to initiate departmental action had been issued. Regarding recovery, the Law Department had opined that in absence of any loan bond Government case was weak but still efforts were being made to get the loan bond executed and effect recovery. Further progress was awaited (August 1994).

6.4 Improper utilisation of grant

The State Government sanctioned (September 1989) Rs.45.10 lakhs for forest development for execution of village fuel and fodder works in Nagaur district under the Desert Development Programme (DDP). The Collector and Chairman, District Rural Development Agency (DRDA), Nagaur, instead sanctioned (March-May 1990) funds (Rs.8.26 lakhs) under this scheme out of the savings of the DDP grant for construction of boundary walls in 10 school buildings of 5 *Panchayat Samitis* at an estimated cost of Rs.82,600 each including plantation of 300 fruit/shadowy trees in each school.

During test-check of the records of DRDA, Nagaur, it was noticed (October 1992-January 1993) that the agency released an advance of Rs.5.17 lakhs (out of Rs.6.61 lakhs) in June-August 1990 to 5 *Panchayat Samitis* for 8 schools and Rs.1.38 lakhs for 2 schools in March-May 1990 to the Forest Department, which was reported to have been utilised by March 1991. However, utilisation certificates were not produced to audit by the agency. Thus, there was improper use of grant due to utilisation for purposes not covered by the sanction.

On enquiry (October 1993), in audit the Project Director, DRDA, Nagaur admitted (April and July 1994) that there was no provision in the scheme to construct boundary walls of schools.

While accepting the facts, Government stated (August 1994) that action was being taken for identification of the concerned officers for fixing responsibility.

6.5 Irregular execution of works through contractors

The Government of India, Ministry of Agriculture issued (October 1987) directives to the State Governments that the works under Drought Prone Area Programme (DPAP)/Desert Development Programme (DDP), particularly those relating to water resource development and other construction oriented

activities, should be executed departmentally, employing local labour wherever necessary. The employment of contractors, middlemen or any such intermediate agencies was not permitted since such practice pushed up the cost of the schemes and denied full benefit of wages to local rural labour.

During test-check of records of District Rural Development Agency, Pali, it was noticed (January-March 1993) that contrary to the above directives, which were mandatory, 155 works relating to construction of water tanks for cattle were executed irregularly through contractors at the cost of Rs.92.01 lakhs during the years 1988-89 to 1990-91. This resulted in denial of full benefit to local rural labour as envisaged in the implementation of the programmes.

Government, to whom the matter was referred in April 1994, agreed (August 1994) that the execution of these works through contractors was irregular. Meanwhile, the executing agency reported that since these works involved RCC work and required use of machinery, these were executed through contractors. Government was intimated (August 1994) that the reply was not tenable because any deviation required prior approval of the Government of India. Further reply has not been received (November 1994).

6.6 Irregular expenditure

The State Government imposed (July 1989) ban on purchase of vehicles out of funds provided for Centrally Sponsored Schemes. Relaxation from the ban could be accorded only by the Chief Minister.

(a) Notwithstanding these instructions the Collector and Chairman, DRDA, Pali purchased a car in December 1989 for Rs.1.36 lakhs and booked the expenditure to Desert Development Programme (DDP)- a Centrally Sponsored Scheme. The Collector and Chairman requested (May 1990) the State Government to issue *ex-post-facto* sanction to regularise the expenditure which was refused in August 1990 with the direction that disciplinary action be initiated against the defaulters. The State Government reminded (August 1991) the Collector and Chairman, DRDA, Pali but no action was taken. Further developments in this regard were awaited (November 1994).

(b) Similarly, DRDA, Jalore purchased a Maruti Gypsy in March 1990 for Rs.1.40 lakhs out of DDP funds. The Additional Collector (Development), DRDA, Jalore stated in December 1993 that vehicle had been transferred in August 1991 to DRDA, Rajsamand requesting the State Government to issue sanction for *ex-post* regularisation. Further progress was awaited (November 1994).

Thus, the purchases resulted in irregular expenditure of Rs.2.76 lakhs.

Government, to whom these cases were referred in March 1994 and August 1994, issued *ex-post-facto* sanction in August 1994 to regularise the expenditure in respect of DRDA, Pali. The sanction was not in order as it does not bear the approval of the Finance Department. Reply in respect of DRDA, Jalore was awaited (November 1994)

6.7 Non-recovery/non-adjustment of advance to *ex-Sarpanchs*

The development/construction works undertaken by District Rural Development Agencies (DRDAs) under various Centrally/State Sponsored Schemes are executed through *Panchayat Samitis/Gram Panchayats*. On receipt of budget allotment from DRDAs, the *Panchayat Samitis* grant advance to the concerned *Gram Panchayats* for execution of works. The *Gram Panchayats* have to furnish utilisation certificates and render accounts to the *Panchayat Samitis* on completion of the works, latest by June following the concerned financial year, for adjustment.

The State Government, on expiry of the tenure of *Gram Panchayats* in the State, dissolved all *Gram Panchayats* and appointed (June 1991) village level workers (*Gram Sewaks*) as *ex-officio* Secretary and Administrators of the *Gram Panchayats* till constitution of the new *Gram Panchayats* after election. Accordingly, *ex-Sarpanchs* were required to render accounts and return the unspent balances of advances obtained by them for various development works.

During the course of audit of DRDA, Bhilwara, Jalore and Nagaur, it was noticed between January 1992 and January 1993 that advances of Rs.12.56 lakhs granted to *Sarpanchs* of various *Gram Panchayats* between 1983-84 and 1991-92 were neither adjusted nor recovered despite lapse of 2 to 10 years as tabulated below:

S. No.	Name of DRDA	Number of Panchayat Samitis	Number of cases	Amount of advance (Rupees in lakhs)
1.	Bhilwara	3	59	7.49
2.	Jalore	5	5	1.54
3.	Nagaur	3	44	3.53
Total		11	108	12.56

Government, to whom these points were referred in May 1994 and August 1994, stated (August 1994) that in DRDA, Bhilwara, Rs.2.20 lakhs had been recovered/adjusted and efforts were being made to recover the remaining amount. Reply in respect of remaining DRDAs has not been received (August 1994).

6.8 Unfruitful expenditure

The District Rural Development Agency (DRDA), Sikar sanctioned Rs.43.50 lakhs between July 1988 and March 1989 out of Desert Development Programme (DDP) for construction of 145 *khel-kothas* for cattle drinking water in 8 *Panchayat Samitis* of the district at the rate of Rs.0.30 lakh each during the year 1988-89. Construction was to be undertaken according to the approved design and at places having facility of water within a distance of not more than 20 metres from such sources of water. The sources were to be connected with galvanised pipe.

Test-check of records of DRDA, Sikar, revealed (October-December 1991) that 16 *khel-kothas* constructed at the cost of Rs.4.65 lakhs in 4 *Panchayat Samitis* during 1988-89 were not connected with the source of water rendering these useless for cattle. Of these, 8 *khel-kothas* (cost: Rs.2.25 lakhs) were constructed at distances ranging from 30 to 1,500 metres from the source of water as against prescribed distance of not more than 20 metres. This resulted in unfruitful expenditure of Rs.4.65 lakhs, besides non-achievement of the desired objective.

Government, to whom the matter was referred in June 1994, have accepted (November 1994) the facts.

Youth Affairs and Sports Department

6.9 Improper utilisation of grant

The Government of India, Ministry of Human Resource Development, sanctioned (January 1986) grant-in-aid of Rs.5 lakhs and released Rs.2.50 lakhs as first instalment for construction of a new stadium at Bharatpur. In turn, the State Government sanctioned (March 1986) Rs.2.50 lakhs for the said purpose for transmission to the Urban Improvement Trust (UIT), Bharatpur. The amount was released in February 1987 to UIT, Bharatpur on production of a Bond by Collector and Chairman, UIT, Bharatpur in September 1986 that the required land for the stadium with clear title was available.

During the course of audit it was noticed (July 1993) that the UIT, Bharatpur furnished utilisation certificate for the entire amount of Rs. 2.50 lakhs

in October 1990 though the same was utilised on repair and maintenance of exhibition building, construction of stairs in cattle fair-cum-exhibition ground of Animal Husbandry Department and not on the sanctioned work.

On this being pointed out (July 1993) in audit, Government admitted the improper utilisation of the grant-in-aid and stated (November 1994) that sanction to refund the amount to the Government of India has been issued on 24 October 1994.

CHAPTER VII

COMMERCIAL ACTIVITIES

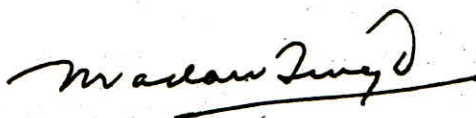
7.1 General

As on 31 March 1994, there were 20 departmentally managed Government Commercial Undertakings in the State as indicated in *Appendix- 10*.

The *pro forma* accounts of 12 undertakings under Agriculture, Ground Water, Home, Printing and Stationery and Medical and Health and Public Health and Engineering Departments were in arrears for periods ranging from 3 to 25 years as indicated in *Appendix-11*. It would be seen therefrom that one scheme under Agriculture Department had been declared non-commercial from October 1985; one scheme and activities of Rajasthan Ground Water Department had been declared non-commercial from December 1987 and were exempted from preparation of *pro forma* accounts in future. In regard to the accounts of earlier years of these schemes, Rajasthan Ground Water Department, Jodhpur and the Agriculture Department had repeatedly requested Government for exemption for preparation of such accounts; however, decision on these proposals was awaited as of July 1994. In the case of the scheme for purchase and distribution of seeds and manures, the Agriculture Department stated (April 1991) that the scheme was closed from 1979-80 and there were no transactions thereafter. The Department was requested by Audit in June 1991 and July 1993 to obtain exemption from Government from preparation of *pro forma* accounts. Further progress was awaited as of August 1994.

A synoptic statement showing the summarised financial results of the working of 20 undertakings on the basis of the latest accounts made available during the year is indicated in *Appendix- 12*.

JAIPUR,
The



(M.S. SHEKHAWAT)
Accountant General (Audit) I, Rajasthan

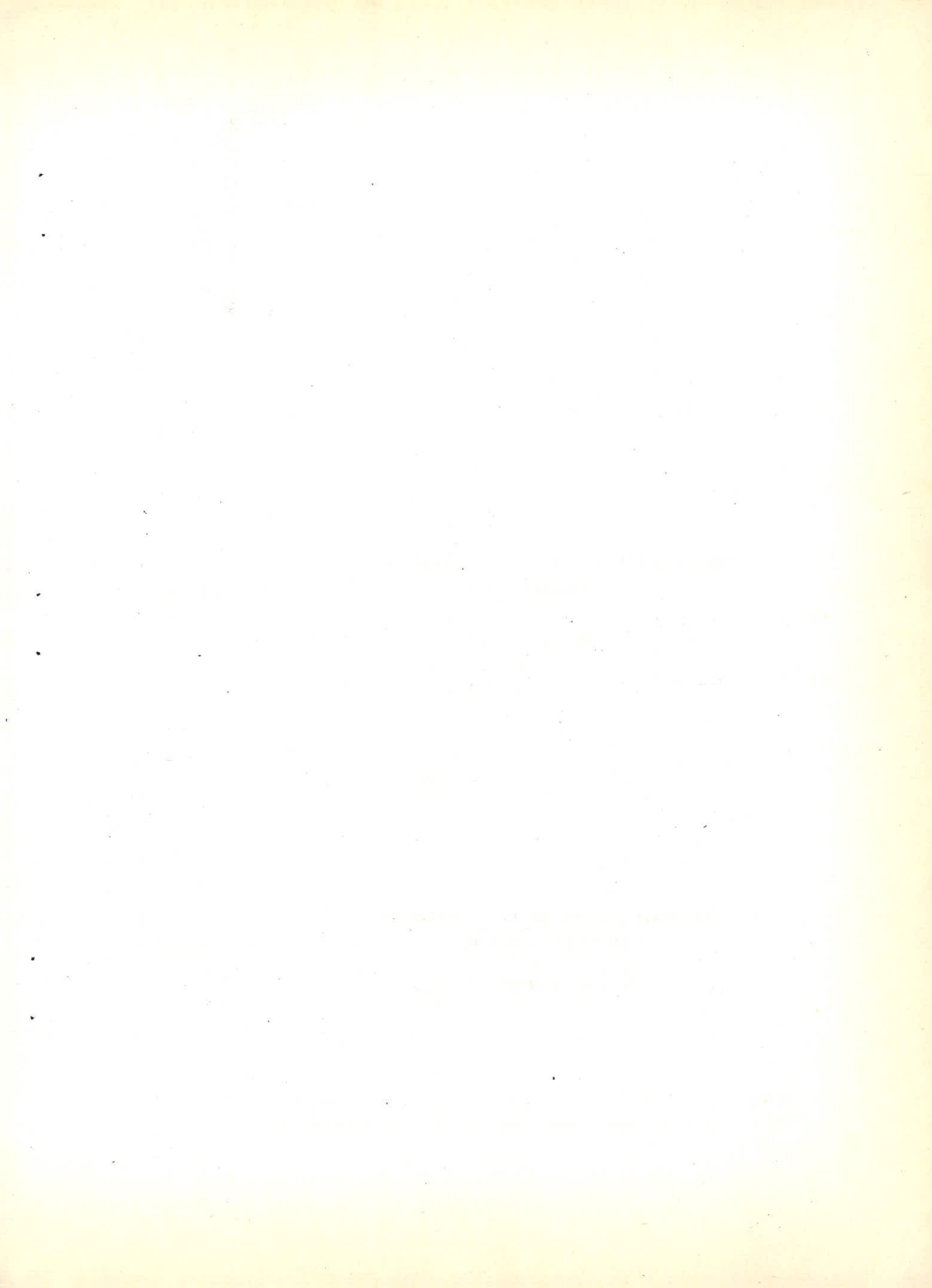
Countersigned



NEW DELHI,
The

(C.G. SOMIAH)
Comptroller and Auditor General of India

F-4 31 MAR 1975



APPENDICES

APPENDIX - 1

(Refer paragraph 2.2.2; page 46)

Statement showing cases where supplementary provision (Rs.10 lakhs or more) was unnecessary

S. No.	Number and name of the grant	Original provision	Supplementary provision	Total provision	Expenditure	Saving
(Rupees in lakhs)						
Revenue-Voted						
1.	21-Roads and Bridges	14789.67	327.99	15117.66	14428.32	689.34
2.	22-Area Development	6336.69	318.56	6655.25	5407.73	1247.52
3.	23-Labour and Employment	2493.00	75.78	2568.78	2083.69	485.09
4.	33-Social Security and Welfare	12646.43	347.78	12994.21	11509.06	1485.15
5.	36-Co-operation	5864.71	70.33	5935.04	5480.60	454.44
6.	49-Compensation and Assignment to Local Bodies and Panchayati Raj Institution	1192.52	23.70	1216.22	1165.28	50.94
Capital-Voted						
7.	22-Area Development	4679.45	224.87	4904.32	4243.56	660.76
8.	30-Tribal Area Development	2200.66	184.48	2385.14	2083.42	301.72
9.	36-Co-operation	3654.48	177.88	3832.36	2610.60	1221.76
10.	42-Industries	3850.24	115.01	3965.25	3376.59	588.66
11.	45-Loans to Government Servants	6891.90	500.00	7391.90	6492.69	899.21
Total		64599.75	2366.38	66966.13	58881.54	8084.59

APPENDIX-2

(Refer paragraph 2.2.2; page 46)

Statement showing cases where supplementary provision was made in excess of actual requirement (where saving is exceeding Rs.10 lakhs in each case)

S. No.	Number and name of the grant/appropriation	Original provision	Supplementary provision	Total provision	Expenditure	Saving
(Rupees in lakhs)						
Revenue-Voted						
1.	4- District Administration	7595.04	67.40	7662.44	7595.36	67.08
2.	5- Administrative Services	1557.69	212.08	1769.77	1667.33	102.44
3.	6- Administration of Justice	3150.02	212.49	3362.51	3293.38	69.13
4.	7- Election	1679.04	1286.36	2965.40	2325.79	639.61
5.	9- Forest	7173.17	856.26	8029.43	7418.38	611.05
6.	13- Excise	5434.96	600.00	6034.96	5961.32	73.64
7.	14- Sales Tax	1870.19	129.57	1999.76	1947.11	52.65
8.	16- Police	25355.16	1867.77	27222.93	27189.45	33.48
9.	18- Public Relation	484.80	118.80	603.60	582.19	21.41
10.	19- Public Works	12937.19	1362.20	14299.39	14002.63	296.76
11.	20- Housing	1768.22	73.47	1841.69	1794.04	47.65
12.	28- Special Programmes for Rural Development	7957.10	974.00	8931.10	8868.12	62.98
13.	30- Tribal Area Development	12112.21	1137.82	13250.03	12951.90	298.13
14.	31- Relief and Rehabilitation	13.30	16.86	30.16	15.06	15.10
15.	37- Agriculture	9030.90	2494.05	11524.95	10784.21	740.74

S. No.	Number and name of the grant/appropriation	Original provision	Supplementary provision	Total provision	Expenditure	Saving
(Rupees in lakhs)						
16.	40- State Enterprises	166.19	36.69	202.88	182.23	20.65
17.	41- Community Development	4293.01	210.95	4503.96	4339.49	164.47
18.	42- Industries	4949.46	631.57	5581.03	4989.31	591.72
19.	50- Rural Employment	15142.53	2234.90	17377.43	16959.51	417.92
Revenue-Charged						
20.	6- Administration of Justice	463.01	22.20	485.21	475.17	10.04
Capital-Voted						
21.	19- Public Works	3526.26	603.34	4129.60	3850.68	278.92
22.	20- Housing	1065.00	220.56	1285.56	1180.51	105.05
23.	29- Town Planning and Regional Development	535.00	323.50	858.50	802.92	55.58
24.	34- Relief on account of Natural Calamities	0.03	99.99	100.02	57.20	42.82
Capital-Charged						
25.	46- Irrigation	3.01	15.97	18.98	6.96	12.02
Total		128262.49	15808.80	144071.29	139240.25	4831.04

S. No.	Number and name of the grant and head of account	Provision (original plus supplementary)	Re-appropriation made addition(+)/reduction(-)	Total grant	Actual expenditure	Excess(+)/Saving(-)
(Rupees in lakhs)						
7. 02-	Sewerage and Sanitation					
001-	Direction and Administration					
(iii)-	Execution	2580.49	(+)159.23	2739.72	2680.58	(-)59.14
8. 4215-	Capital outlay on Water Supply and Sanitation					
01-	Water Supply					
102-	Rural Water Supply					
(i)-	Enhancement of Rural Water Supply Schemes					
1-	General	3992.92	(-)283.55	3709.37	3912.93	(+)203.56
9.01-101-	Urban Water Supply					
1-	General Urban Water Supply Schemes					
(v)-	Re-organisation of Jodhpur Water Supply Scheme					
1-	Major Works	2252.25	(-)180.18	2072.07	2341.69	(+)269.62
30-	Tribal Area Development					
10.2225-	Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes					
02-	Welfare of Scheduled Tribes					
796-	Tribal Area Sub-Plan					
2-	Through the Agency of Commissioner Tribal Area Development (V.K.S)					
(ii)-	Grants-in-aid/contributions/subsidies for scheme of Tribal Area Sub-Plan					
xxix-	Grants-in-aid to District Rural Development Agencies for Miscellaneous Works	653.90	(-)626.15	27.75	681.65	(+)653.90
34-	Relief on account of Natural Calamities					
11.2245-	Relief on account of Natural Calamities					
02-	Floods, cyclones, etc.					
113-	Assistance for repairs/re-construction of Houses	0.01	(+)170.99	171.00	127.50	(-)43.50

S. No.	Number and name of the grant and head of account	Provision (original plus supplementary)	Re-appropriation made addition(+)/reduction(-)	Total grant	Actual expenditure	Excess(+)/Saving(-)
(Rupees in lakhs)						
	34- Relief on account of Natural Calamities					
12. 01-	Drought					
104-	Supply of Fodder					
(ii)-	Transportation	0.01	(+)108.99	109.00	66.80	(-)42.20
	46- Irrigation					
13.2701-	Major and Medium Irrigation					
80-	General					
005-	Survey and Investigation					
(ii)-	Execution	369.19	(+)52.30	421.49	365.39	(-)56.10
14.4701-	Capital outlay on Major and Medium Irrigation					
01-206-	Sidhmukh Project					
	Through the agency of Chief Engineer, Irrigation (North) Department					
1-	Works in Rajasthan					
(ii)-	Works	208.20	(+)587.76	795.96	680.89	(-)115.07
15. 01-	Major Irrigation Commercial					
205-	Nohar Feeder Project					
	(Through the agency of Chief Engineer, Irrigation (North) Department)					
(i)-	Works	790.33	(-)234.05	556.28	600.37	(+)44.09
16. 03-	Medium Irrigation Commercial					
204-	Som Kamla Amba Project	1819.35	(-)147.71	1671.64	1718.18	(+)46.54
(i)-	Works					
17.01-206-	Sidhmukh Project					
	(Through the agency of Chief Engineer, Irrigation (North) Department)					
1-	Works in Rajasthan					
(iv)-	Suspense					
1-	Viklan	120.00	(-)103.00	17.00	168.28	(+)151.28

S. No.	Number and name of the grant and head of account	Provision (original plus supplementary)	Re-appropriation made addition(+)/reduction(-)	Total grant	Actual expenditure	Excess(+)/Saving(-)
(Rupees in lakhs)						
18.01-205-	Nohar Feeder Project (Through the agency of Chief Engineer, Irrigation (North) Department)					
Add:	Pro rata charges transferred from Major head 2701					
I-	Establishment	148.64	(-)93.42	55.22	102.48	(+)47.26
19. 80-	General					
005-	Survey and Investigation					
(i)-	Study in Planning relating to Water resources under Agriculture Development Project	25.00	(+)90.00	115.00	13.84	(-)101.16
20.01-102-	Chambal Project					
(2)-	Right Canal					
II-	Through the agency of Commissioner Area Development Chambal					
(v)-	Suspense					
I-	Viklan	177.00	(+)48.00	225.00	183.35	(-)41.65
21.01-207-	Mahi Project					
(i)-	Unit No. I Dam	520.26	(+)43.92	564.18	508.78	(-)55.40

APPENDIX-5

(Refer paragraph 3.5; page 76)

Details of machines lying idle

S. No.	Name of Unit	Name of machine	Cost of machine (Rupees in lakhs)	Month/ Year of purchase	Date of installation	Date from which lying idle	Remarks
1.	Associated Group of Hospitals, Ajmer	(i) Fibre Optic Recorder of SIM 3000	5.48	1986	July 1986	5 August 1988	The machine went out of order since 5 August 1988 and the supplier firm did not turn up for repairs despite several intimations made between March 1990 and October 1992. The machine has now been handed over in October 1994 to Electronics Test and Development Centre (ETDC), Jaipur for repairs.
		(ii) Fibre Optic Recorder of SIM 5000	10.00	February 1989	February 1989	18 March 1991	The supplier firm desired to have the machines repaired at their workshop to which the Department did not accept. However, action has been initiated to repair the machine through ETDC.
		(iii) Vingmed Doppler SD 200	5.33	1988	1988	29 August 1990	Being a part of Fibre Optic Recorder of SIM 3,000, position is same as in respect of Sl.No 1(i).
		(iv) Sodium, Potassium, Calcium Analyser	0.95	February 1988	1988	July 1991	Because of non-receipt of spare parts from the foreign supplier, the repairs would now be undertaken by ETDC.
		(v) Sonography SIM 4000	8.00	1985	1987	26 November 1990	The supplier firm did not turn up for repair of machine and open tenders for repair did not also yield any response. Thus, the machine is being repaired through the ETDC.
		(vi) Asepter 8800	11.48	January 1988	1988	17 February 1989	
2.	Sir Padampat Mother and Child Health Institute, Jaipur	(i) Three baby incubators	0.23	March 1985	March 1985	December 1985	The supply firm did not turn up for repairs despite several reminders sent between April 1986 and July 1986. The machines have been handed over to ETDC, Jaipur in May 1994 but the institute has not returned the machines (October 1994).

S. No.	Name of Unit	Name of machine	Cost of machine (Rupees in lakhs)	Month/ Year of purchase	Date of installation	Date from which lying idle	Remarks
		(ii) Bradma System Machine	0.35	August 1985	October 1985	October 1987	The admission rate of the patients had increased to 60 per day whereas the machine could cater to the need of only 20-25 patients. As per advice of the departmental committee, the Department contacted the firm in June 1992 for increasing the capacity of machine but no reply has since been received from the firm (October 1994). The Superintendent of hospital recommended (October 1994) to declare it unserviceable.
		(iii) Radio-meter blood gas analyser with spares	6.20	August 1986 and 1988 (spares)	-	March 1990	The service Engineer of the firm reported in August 1990 that the voltage stabilizer was defective therefore the temperature Controller/ Pressure transducer PCB and CRT controller required replacement. After repair of voltage stabilizer, firm was requested to depute service Engineer to repair the equipment but none came. The Department contacted another firm, who reported in February 1994 that after importing some spares from Denmark this machine could be repaired. Meanwhile, the concerned Head of the Department reported (October 1994) that the repair of this machine is not feasible and economical therefore action for its declaring unserviceable has been proposed.
Total			48.25				

APPENDIX-6

(Refer paragraph 3.9.5 (iv); page 85)

Details of JRY funds diverted to other programmes/schemes

S. No.	Name of DRDA	Period during which diverted	Name of the scheme/ programme to which diverted	Amount (Rupees in lakhs)
1.	Banswara	1990-94	Construction of <i>Gram-Sewak</i> residential quarters in <i>Panchayat Samitis</i> Pipal Khunt and Kushalgarh	2.32
2.	Bhilwara	1989-90	Irrigation Division-I Bhilwara-payment to work charged staff	1.44
3.	Dungarpur	1991-92	Sheep and Wool Department residential house at Sagwara	1.46
			Expenditure on light, water and door fittings in tehsil office at Sagwara, Aspur and Simalwara	2.23
4.	Jalore	1990-91	Construction of <i>Gram-Sewak</i> residential quarters in <i>Panchayat Samiti</i> , Sayala	5.60
5.	Kota	1989-92	IRDP	147.86
6.	Sawai-Madhopur	1991-92	(i) IRDP	20.00
		1991-92	(ii) Construction of school building and purchase of laboratory equipment under the head 'Education'	3.50
7.	Udaipur	1989-90	Small saving post office account in favour of Small Farmers Development Agency	50.00
Total				234.41

APPENDIX-7

(Refer paragraph 3.10; page 104)

Department-wise details of losses written off, etc. during 1993-94

S. No.	Name of the Department	Write off of losses, etc.	
		Number of cases	Amount (Rupees in lakhs)
1.	Agriculture	25	6.91
2.	Animal Husbandry	21	0.74
3.	Civil Defence and Home Guards	4	1.82
4.	Education (including Technical Education)	11	0.87
5.	Finance	4	0.26
6.	Fisheries	1	0.01
7.	General Administration	1	1.97
8.	Ground Water	4	0.24
9.	Horticulture	1	0.01
10.	Industries	3	0.59
11.	Information and Public Relation	4	0.09
12.	Jails	1	2.70
13.	Law and Legal Affairs	1	0.02
14.	Local Fund Audit	1	0.07
15.	Medical and Health	4	0.13
16.	Police	1	0.11
17.	Registration and Stamps	1	0.03
18.	Sheep and Wool	75	3.00
19.	State Excise	3	0.18
20.	State Motor Garage	1	0.01
21.	Statistical and Administrative Reforms	1	0.02
22.	Transport	1	0.23
23.	Vidhan Sabha Secretariat	1	0.03
Total		170	20.04

APPENDIX-8

(Refer paragraph 3.11; page 107)

Important irregularities commented upon in the inspection reports of District Rural Development Agencies of Special Schemes and Integrated Rural Development Department

S. No.	Nature of irregularities	Number of paragraphs	Money value (Rupees in lakhs)
1.	Non-obtaining of sanction of competent authority for regularisation/write off	142	1,572.28
2.	Theft and embezzlement cases	12	11.88
3.	Irregularities in implementation of schemes	192	4,616.46
4.	Blocking of funds	126	6,603.44
5.	Overpayments/irregular payments of pay and allowances to staff	27	6.50
6.	Non-recovery/adjustment of outstanding dues/advances from private parties/suppliers	167	1,079.66
7.	Irregularities in purchase of stores	59	100.98
8.	Non-disposal of unserviceable articles	15	28.65
9.	Non-utilisation of grants	41	1,316.40
10.	Likely loss due to non-disposal of scrap and wheat	19	30.93
11.	Irregular/excess payment of grants/subsidies	102	783.54
12.	Want of utilisation certificate	28	12,748.15
13.	Irregular/unauthorised investments of grants	27	1,806.51

S. No.	Nature of irregularities	Number of paragraphs	Money value (Rupees in lakhs)
14.	Non/irregular adjustments of advances/grants	130	15,947.93
15.	Irregular payments made on schemes	71	378.22
16.	Wasteful expenditure incurred on incomplete schemes/other purposes	195	12,024.25
17.	Misutilisation of grants/subsidies funds	66	680.68
18.	Irregularities in the maintenance of records	66	5,036.82
19.	Loss of interest due to non-deposit of funds to correct interest bearing accounts	19	323.19
20.	Irregular payment of recoverable advance to staff	4	9.24
Total		1,508	65,105.71

APPENDIX- 9

(Refer paragraph 4.20.6 ; page 150)

Statement showing physical and financial progress of the roads/bridges sanctioned under Road Development Programme for dacoit infested areas in Rajasthan

S.No.	Name of the Road/Bridge	Sanctioned length of Road (km.)		Administrative Approval		Actual length taken up for execution (km.)	Expenditure up to March 1994 (Rupees in lakhs)	Physical Progress			Status
				Date	Amount (Rupees in lakhs)			EW @ (km.)	WBM @ (km.)	BT @ (km.)	
1.	Basai Dang Nagar	LR-13	9.00	21 March 1986	58.50	9.00	51.63	9.00	8.50	8.50	Work stopped since March 1990. Two cross drainage works not taken up
2.	Chandelipura Ondh	FR-5	10.00	-do-	65.00	8.50	45.26	7.00	5.00	4.00	Work stopped since December 1989 due to non-acquisition of forest land from km. 2/500 to 6/0 (3.50 km.) and arbitration
3.	Mandrail Ondh	LR-6	15.00	-do-	70.00	12.00	80.99	12.00	12.00	12.00	Completed in June 1988
4.	Bridge over river Chambal Sone ka Gurja	-	-	-do-	450.00	-	418.95	-	-	-	In progress
5.	Nagar Sehon	LR-14	5.00	14 July 1986	62.00	11.80	69.08	11.80	11.80	11.80	Completed in May 1991
6.	Sehon Maroli	LR-15	6.00	-do-	56.00	6.00	61.11	6.00	6.00	6.00	Completed in June 1991
7.	Muchkund Maroli	LR-16	7.00	-do-	48.00	10.00	52.55	10.00	10.00	10.00	Completed in January 1992
8.	Dholpur Bahroli	LR-17	5.00	-do-	62.00	6.00	27.56	6.00	6.00	6.00	Completed in April 1991
9.	Bahroli Bhaisana	LR-18	5.00	-do-	54.00	5.00	54.31	5.00	5.00	5.00	Completed in July 1988

S.No.	Name of the Road/Bridge		Sanctioned length of Road (km.)	Administrative Approval		Actual length taken up for execution (km.)	Expenditure up to March 1994 (Rupees in lakhs)	Physical Progress			Status
				Date	Amount (Rupees in lakhs)			EW @ (km.)	WBM @ (km.)	BT @ (km.)	
10.	Bhaisana Kuthiyana	LR-19	14.00	14 July 1986	144.00	13.20	182.66	13.20	13.20	13.20	Completed in November 1993
11.	Baler Utgir	LR-2	16.00	-do-	84.00	16.60	96.20	16.00	10.50	10.50	Work stopped in August 1990 due to non-acquisition of forest land from km 9/500 to 11/0 (1.5km). 7 cross drainage works left uncovered. Contains one gap of 0.5 km.
12.	Utgir Karanpur	LR-3	14.00	-do-	68.00	13.00	40.48	10.00	3.80	-	Work stopped since February 1991 due to non-acquisition of forest land from km. 0/500 to 5/500 (5 km)
13.	Karanpur Rondhai	LR-4	28.00	-do-	210.18	24.35	175.97	24.35	22.00	14.00	In progress
14.	Mandrail Rondhai	LR-5	14.00	-do-	60.50	10.35	47.97	10.35	9.35	8.00	Work stopped since March 1989 due to arbitration.
15.	Ondh Bhompura	LR-7	7.00	-do-	62.81	8.50	41.62	7.00	2.00	2.00	Work stopped since October 1989 due to non-acquisition of forest land from km 2/600 to 4/600 (2 km). 33 cross drainage works also left uncovered.
16.	Sarmathura Sone ka Gurja	FR-8	27.00	-do-	90.00	22.00	89.91	22.00	22.00	22.00	Work stopped since October 1989. Approaches and cross drainage works remained incomplete.

S.No.	Name of the Road/Bridge		Sanctioned length of Road (km.)	Administrative Approval		Actual length taken up for execution (km.)	Expenditure up to March 1994 (Rupees in lakhs)	Physical Progress			Status
				Date	Amount (Rupees in lakhs)			EW @ (km.)	WBM @ (km.)	BT @ (km.)	
17.	Sone ka Gurja Sewarpali	FR-10	8.00	14 July 1986	50.00	8.20	37.32	8.20	8.20	8.20	Work stopped since May 1991. Eight cross drainage works to be constructed.
18.	Gajpura Basai Dang	FR-13	10.00	-do-	48.00	11.132	44.53	11.14	11.14	10.30	Work stopped since May 1990 due to missing link and ghati portion contains one gap of 0.55 km.
19.	Rajakhera Samona	FR-16	8.00	-do-	26.00	8.50	29.43	8.50	8.50	8.50	Completed in March 1992.
20.	Rajakhera Silawat	FR-17	8.00	-do-	27.00	9.50	27.61	9.50	9.50	9.50	Completed in June 1988.
21.	Chandelipura Sarmathura	FR-6	14.00	-do-	62.93	16.00	61.77	16.00	16.00	16.00	Work stopped since October 1989. Protection works yet required to be done.
22.	Kela Devi Karanpur	FR-1	24.00	-do-	123.40	23.00	79.76	18.00	18.00	16.00	Work stopped since December 1989 due to non-acquisition of forest land from km 0/0 to 23/0 (23 km). Contains one gap of 1.2 km.
23.	Basai Dang Barpura	LR-12	8.00	16 January 1989	83.00	9.50	31.25	9.50	9.40	0.80	Work stopped since January 1992, and 8 cross drainage works also incomplete. Contains two gap of one km. each.
24.	Kuthiyana Cheelpura	LR-20	7.20	-do-	40.00	7.20	40.30	7.20	7.20	7.20	Completed in October 1991.

S.No.	Name of the Road/Bridge		Sanctioned length of Road (km.)	Administrative Approval		Actual length taken up for execution (km.)	Expenditure up to March 1994 (Rupees in lakhs)	Physical Progress			Status
				Date	Amount (Rupees in lakhs)			EW @ (km.)	WBM @ (km.)	BT @ (km.)	
25.	Machariya Basaikare	FR-15	3.85	16 January 1989	24.50	3.85	22.59	3.85	3.85	3.85	Completed in January 1991.
26.	Deholi Andwa Purani	FR-14	10.30	-do-	123.69	8.65	86.39	8.65	7.00	7.00	The contractor left the work since December 1989. No action for getting the work completed was taken by the Department.
27.	Kela Devi Langra Via Bhadarpur	FR-3	30.00	-do-	180.00	29.225	50.45	7.00	4.00	-	Work stopped since September 1990 due to non-acquisition of forest land from km 1/800 to 14/300 and km 18/0 to 22/500 (17 km).
28.	Chandelipura Teenpokhar Langra	FR-5	17.40	16 March 1990	113.50	17.80	62.49	17.80	14.00	8.00	In progress but forest land (6 km) not yet acquired.
29.	Tali-Siloti	FR-20	14.00	-do-	70.00	10.00	74.69	10.00	10.00	10.00	Completed in July 1993.
30.	Kotri Gadholi	FR-22	8.00	-do-	60.00	8.00	57.23	8.00	8.00	8.00	Completed in November 1993 (work also executed in forest land 1.90 km without its acquisition).
31.	Langra Kala Khet Rondhai	FR-2	26.00	14 November 1990	230.00	26.00	107.37	15.00	5.00	-	In progress but forest land (6.20 km) not yet acquired.

S.No.	Name of the Road/Bridge	Sanctioned length of Road (km.)	Administrative Approval		Actual length taken up for execution (km.)	Expenditure up to March 1994 (Rupees in lakhs)	Physical Progress			Status	
			Date	Amount (Rupees in lakhs)			EW @ (km.)	WBM @ (km.)	BT @ (km.)		
32.	Cheelpura Basaikare	FR-21	10.30	14 Nov-ember 1990	123.69	10.30	93.96	9.50	5.50	5.50	Work stopped since January 1993 due to arbitration.
Total		389.05			3030.70	383.16	2443.39 + 244.34 2687.73	337.54	292.44	251.85	
Shortfall								45.62	90.72	131.31	
Percentage of Shortfall								11.90	23.67	34.27	

@
EW - Earth Work
WBM - Water Bound Macadam
BT - Bituminous Treatment

Appendix-10

(Refer paragraph 7.1; page 170)

List of departmental undertakings as on 31 March 1994

S. No.	Name of departmental undertakings	Number of schemes
1.	Home Department Jail Manufactures at Ajmer, Alwar, Bikaner, Jaipur, Jodhpur, Kota and Udaipur	7
2.	Forest Department Departmental Trading of Forest coupes	1
	Patta Tendu Scheme	1
3.	Printing and Stationery Department Government Publication Branch, Government Central Press, Jaipur	1
4.	State Enterprises Department Rajasthan State Chemical Works at Didwana (Sodium Sulphate Works, Sodium Sulphate Plant and Sodium Sulphide Factory)	3
	Government Salt Works at Pachpadra and Didwana	2
5.	Medical and Health Department Government Ayurvedic Rasayanshalas at Ajmer, Bharatpur, Jodhpur and Udaipur	4
6.	Public Health Engineering Department Rajasthan Water Supply and Sewerage Management Board, Jaipur	1
	Total	20

Appendix-11

(Refer paragraph 7.1; page 170)

Undertakings whose accounts were in arrears for 3 years or more

S. No.	Name of departmental undertakings	Years for which accounts were in arrears	Remarks
Agriculture Department			
1.	Scheme for purchase and distribution of seeds and manures	1969-70 to 1985-86 (up to September 1985)	The scheme was declared non-commercial with effect from October 1985.
Ground Water Department			
2.	Scheme for purchase and sale of pumping sets, Jodhpur	1975-76 to 1987-88 (up to November 1987)	The scheme was declared non-commercial with effect from December 1987.
3.	Rajasthan Ground Water Department, Jodhpur	1974-75 to 1987-88 (up to November 1987)	The Department was declared non-commercial with effect from December 1987.
Home Department			
4.	Jail Manufacture, Udaipur	1991-92 to 1993-94	Accounts had not been received.
5.	Jail Manufacture, Alwar	1991-92 to 1993-94	Accounts had not been received.
6.	Jail Manufacture, Bikaner	1991-92 to 1993-94	Accounts had not been received.
Printing and Stationery Department			
7.	Government Publication Branch, Government Central Press, Jaipur	1990-91 to 1993-94	Accounts had not been received.
Medical and Health Department			
8.	Government Ayurvedic Rasayanshala, Ajmer	1990-91 to 1993-94	Accounts had not been received.
9.	Government Ayurvedic Rasayanshala, Bharatpur	1988-89 to 1993-94	Accounts had not been received.
10.	Government Ayurvedic Rasayanshala, Jodhpur	1988-89 to 1993-94	Accounts had not been received.
11.	Government Ayurvedic Rasayanshala, Udaipur	1988-89 to 1993-94	Accounts had not been received.
Public Health and Engineering Department			
12.	Rajasthan Water Supply and Sewerage Management Board, Jaipur	1991-92 to 1993-94	Accounts had not been received.

APPENDIX-12

(Refer paragraph 7.1; page 171)

Financial results of departmental undertakings for the latest year audited

S. No.	Name of departmental undertakings	Period of accounts	Government capital	Mean capital	Block assets (Net)	Depreciation	Gross Profit(+)/ Loss(-)	Interest charged	Net Profit(+)/ Loss(-)
(Rupees in lakhs)									
Home Department									
1.	Jail Manufacture, Ajmer	1991-92	3.07	3.07	1.37	0.15	(-)2.18	0.05	(-)2.13
2.	Jail Manufacture, Alwar	1990-91	0.16	0.16	0.12	0.002	(-)0.81	0.09	(-)0.72
3.	Jail Manufacture, Bikaner	1990-91	0.29	0.29	0.10	0.01	(-)1.29	0.06	(-)1.23
4.	Jail Manufacture, Jodhpur	1991-92	1.74	1.74	0.61	0.07	(-)3.13	0.53	(-)2.60
5.	Jail Manufacture, Kota	1992-93	0.12	0.12	0.05	0.04	(-)0.82	Nil	(-)0.82
6.	Jail Manufacture, Udaipur	1990-91	2.06	2.06	0.69	0.07	(-)2.11	0.50	(-)1.61
7.	Jail Manufacture, Jaipur	1991-92	7.20	7.16	3.37	0.34	(-)4.61	2.13	(-)2.48
Forest Department									
8.	Departmental Trading of Forest Coupes	1991-92	89.18	88.71	24.34	2.67	(+)72.26	-	(+)72.26
9.	Patta Tendu Scheme	1991-92	1866.15	943.38	12.46	0.57	(+)801.60	Nil	(+)801.60
Printing and Stationery Department									
10.	Government Publication Branch, Government Central Press, Jaipur	1989-90	0.04	0.04	0.02	0.001	(-)2.16	0.52	(-)1.64
State Enterprises Department									
Rajasthan State Chemical Works-									
11.	Sodium Sulphate Works, Didwana	1991-92	1.64	1.64	0.17	0.01	(+)42.76	Nil	(+)42.76
12.	Sodium Sulphide Factory, Didwana	1991-92	15.83	15.83	13.92	0.40	(-)4.45	6.67	(+)2.22
13.	Government Salt Works at Didwana	1991-92	48.12	48.12	34.36	2.14	(+)43.03	Nil	(+)43.03
14.	Government Salt Works at Pachpadra	1992-93	27.78	27.78	23.50	1.23	(-)15.26	3.50	(-)11.76
15.	Sodium Sulphate Plant, Didwana	1991-92	103.40	103.40	70.48	1.43	(-)21.30	19.71	(-)1.59
Medical and Health Department									
16.	Government Ayurvedic Rasayanshala, Ajmer	1989-90	14.08	13.93	4.02	0.40	(+)0.08	6.41	(+)6.49
17.	Government Ayurvedic Rasayanshala, Udaipur	1987-88	6.93	6.93	6.53	0.24	(+)4.68	1.28	(+)5.96

S. No.	Name of departmental undertakings	Period of accounts	Government capital	Mean capital	Block assets (Net)	Depreciation	Gross Profit(+)/ Loss(-)	Interest charged	Net Profit(+)/ Loss(-)
18.	Government Ayurvedic Rasayanshala, Jodhpur	1987-88	7.35	7.345	2.43	0.31	(-)0.87	2.51	(+)1.64
19.	Government Ayurvedic Rasayanshala, Bharatpur	1987-88	3.27	3.27	0.94	0.11	(-)2.69	0.71	(-)1.98
	Public Health Engineering Department								
20.	Rajasthan Water Supply and Sewerage Management Board, Jaipur	1990-91	57,388.08	54,179.48	18,290.04	599.40	(-)6,892.19	1,691.91	(-)5,200.28

APPENDIX-13

Glossary of Abbreviations

A

AC :Air Conditioner

A/C :Account

B

BIS :Bureau of Indian Standards

BSR :Basic Schedule of Rates

BT :Bitumen Treatment

C

CAD :Command Area Development

CCA :Culturable Command Area

CD :Cross Drainage

CMHO :Chief Medical and Health Officer

Cm :Centimetre

CSS :Centrally Sponsored Scheme

Cum :Cubic Metres

CWC :Central Water Commission

D

DDP :Desert Development Programme

DEOs :District Education Officers

dia :Diameter

DIET :District Institutes for Education
and Training

DMHS :Director, Medical and Health Services

DPAP :Drought Prone Area Programme

DRDA :District Rural Development Agency

DRECSE :District Resource Centre for Science
Education

E

EAS :Employment Assurance Scheme

ETDC :Electronic Test Development Centre

EW :Earth Work

F

FIR :First Information Report

G

GP :Gram Panchayats

GSI :Geological Survey of India

GWD :Ground Water Department

H

ha :hectare

I

IASE :Institute of Advance Studies in
Education

IAY :Indira Awas Yojana

IGNP :Indira Gandhi Nahar Pariyojana

IRDP :Integrated Rural Development Programme

ITI :Industrial Training Institute

J

JRY :Jawahar Rojgar Yojana

K

Km :Kilometre

L

LDPE :Low Density Poly Ethylene

M

M	:Metres
mcft	:Million cubic feet
mm	:millimetre
MPR	:Monthly Progress Report
MWS	:Million Wells Scheme

N

NA	:Not Available
NCERT	:National Council of Education Research and Training
NPE	:National Policy on Education
NREP	:National Rural Employment Programme

O

OSM	:Over Size Metal
------------	------------------

P

PCC	:Pre-Cast Cement Concrete
PD	:Personal Deposit
PHED	:Public Health Engineering Department
PMC	:Premixed Carpet
PS	:Panchayat Samitis
PWD	:Public Works Department

R

RCC	:Reinforced Cement Concrete
RLEGP	:Rural Landless Employment Guarantee Programme
RSBCC	:Rajasthan State Bridge Construction Corporation Limited

RSCDCC :Rajasthan Scheduled Caste Development
Cooperative Corporation

S

SCs :Scheduled Castes

SIERT :State Institute of Educational Research
and Training

SS&IRD :Special Schemes and Integrated Rural
Development

STs :Scheduled Tribes

T

TA :Travelling Allowance

U

UCs :Utilisation Certificates

UIT :Urban Improvement Trust

V

VCP :Video Cassette Player

W

WBM :Water Bound Macadam