CHAPTER 2

PERFORMANCE AUDIT

Higher Education Department

2.1 Working of Kurukshetra University

Highlights

The Kurukshetra University was established in 1956 for the encouragement of higher education and research, especially in Sanskrit, Prakrit and modern Indian languages. Subsequently, in 1986, the University was upgraded with jurisdiction of 11 districts of the State. A performance audit of the University brought out deficiencies in planning, budget formulation, financial management, maintenance of accounts, etc. Low rate of success of students in a few courses was due to shortage of teaching and non-teaching staff. Progress of research projects and submission of theses by research scholars was not up to the mark. There was inadequate infrastructure for classrooms, laboratories and a library in the University Institute of Engineering and Technology and hostel accommodation, both for boys and girls.

A long term Perspective Plan for developmental activities was not prepared. The Academic Planning Board remained non-functional for the last 11 years.

(Paragraph 2.1.6.1)

Budget projections were not realistic and could not be achieved. The rate of increase in the salary expenditure was much more than the rate of increase in the internal receipts of the University, which could erode the financial base of the University.

(Paragraph 2.1.7)

The University, right from its inception, did not prepare any balance sheet, with the result that its total assets and liabilities were not known to it. Further, an in-house software programme developed for maintenance of accounts of receipts and payments was not foolproof and was prone to serious errors.

(Paragraphs 2.1.7.2 and 2.1.7.3)

Youth welfare and cultural fees amounting to ₹ 66.74 lakh were outstanding against 94 affiliated colleges.

(Paragraph 2.1.7.6)

Inadequate financial control led to non-adjustment of temporary advances amounting to ₹ 5.89 crore given to employees during 1998-2011.

(Paragraph 2.1.7.8)

Due to lack of planning and slackness, ₹ 20 crore out of ₹ 30 crore provided by the Government for enhancing the intake capacity of students could not be utilised.

(Paragraph 2.1.8.7)

Out of 54 research projects, only 17 projects were completed during 2006-11. Out of 117 registered research scholars for Ph.D, only 28 research scholars submitted their theses within the prescribed period.

(Paragraphs 2.1.9.1 and 2.1.9.2)

The shortages of teaching staff were 26 *per cent* for general courses and 61 *per cent* for self-financing courses, which affected the quality of education, leading to a decline in the percentage of successful students in various courses.

(Paragraph 2.1.10.1)

There was inadequate space for classrooms, laboratories and a library in the University Institute of Engineering and Technology and an overall shortage of hostel accommodation, both for boys and girls.

(Paragraphs 2.1.11.2 and 2.1.11.3)

Physical verification of assets, stores, library, etc. was not carried out for long periods.

(Paragraph 2.1.12.5)

2.1.1. Introduction

The Kurukshetra University was established as a unitary[1] type of University in 1956 for the encouragement of higher education and research, especially in Sanskrit, Prakrit and modern Indian languages. The Government upgraded the University as a teaching-cum-affiliating University vide the Kurukshetra University Act, 1986 in December, 1986, with jurisdiction of 11[2] districts of the State.

As of 31 March 2011, 434 colleges were affiliated to the University. It has Ph.D as well as 46 post-graduate (PG) teaching departments and institutes offering 130 courses, besides 23 non-teaching departments. The Directorate of Distance Education provides distance education in various courses. The objectives and activities of the University are:

- to hold examinations and grant such degrees, diplomas and other academic distinctions as may be laid down in its Statutes, Ordinances or Regulations;
- to confer honorary degrees or other distinctions on approved persons;

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1 University without affiliated colleges.

2 Ambala, Kurukshetra, Karnal, Kaithal, Panipat, Panchkula, Sirsa, Fatehabad, Jind, Hisar and Yamunanagar.

- to co-operate with educational and other institutions in India and abroad having objectives similar to those of the University;
- to make special arrangements for the education of women and students belonging to weaker sections of society and
- to provide for research and instruction in such branches of learning as it may think fit.

The University got Grade 'A' accreditation by the National Assessment and Accreditation Council (NAAC), Bangalore in 2009. Futher, the University had acquired a unique place of being the only University in the country to honour the outstanding Indian scientists through Goyal Prizes[3]. Fifty one eminent scientists had been honoured with Goyal prizes.

2.1.2. Organisational set-up

The Governor of the State is the Chancellor of the University. The Vice-Chancellor is the principal executive and academic officer who exercises control over the affairs of the University. He is assisted by a Registrar, a Finance Officer, 15 Deans, 45 Directors of Departments/institutes, two Controllers of Examinations and two Chief Wardens. The authorities of the University are (i) the Court (ii) the Executive Council (iii) the Academic Council (iv) the Finance Committee (v) the Faculties (vi) the Academic Planning Board and (vii) such other authorities as may be declared by the Statutes.

2.1.3. Audit objectives

The objectives of the performance audit were to assess whether:

- there was proper planning of the various activities of the University;
- the financial management, mobilization and utilisation of resources was efficient and effective;
- the academic activities/programmes were efficiently managed in accordance with the prescribed norms.
- the human resources and infrastructure were adequate and as per norms to improve the quality of education;
- the estate management and support services were adequate, efficient and effective; and
- the monitoring mechanism was in place and effective.

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[3] Goyal Prizes are instituted to honour Indian scientists who are engaged in advanced research in basic and applied sciences, chemistry, life sciences and physics.

2.1.4. Audit criteria

For the performance audit, the following audit criteria were adopted:

- Norms fixed by the Academic Council.
- Norms prescribed by the funding agencies.
- Norms and targets of research works.
- Orders of the University Grant Commission (UGC), minutes of the Executive Council, Academic Council and Finance Committee meetings, the Kurukshetra University Act and Statutes-1986 and the All India Council for Technical Education (AICTE) Handbook.
- Punjab Budget Manual, Punjab Financial Rules and the Public Works Department Code as applicable to the University.
- Calendar of Kurukshetra University and the University Accounts Code.
- Annual Reports of Kurukshetra University and Annual Audit Reports of the Director, Local Fund Audit.
- Procurement system evolved by the University.

2.1.5. Scope of audit and methodology

Audit of the University is conducted under Section 14 (2) of the Comptroller and Auditor General's (Duties, Power and Conditions of Service) Act, 1971. Out of 69 departments (46 teaching and 23 non-teaching), 13[4] teaching departments and nine[5] non-teaching departments along with the Directorate of Distance Education and the University College were selected for test check. These departments were selected by adopting the probability proportional to size without replacement method. The performance audit covered the period from 2006-11. Entry conferences were held with the Vice-Chancellor of the University in April 2011 and with the Financial Commissioner and Principal Secretary to the Government of Haryana (FCPS), Higher Education in May 2011, wherein audit objectives, audit criteria and the scope of audit were discussed. The FCPS's suggestions to look into the research activities and obtain feedback of students regarding quality of education, hostel facilities, etc. were also kept in view during the performance audit. An exit conference was held in July 2011 with the FCPS, Higher Education and Vice-Chancellor of the University to discuss the audit findings. Responses of

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[4] Political Science, Psychology, Home Science, Commerce, Electronics Science, Computer Science and Application, Physics, Chemistry, University Institute of Engineering and Technology, Institute of Law, Institute of Mass Communication and Media Technology, University School of Management, Institute of Pharmaceutical Science

[5] General Administration, University Printing Press, Library, Computer Centre, Construction, Electricity, Sanitation, Hostels and Examination Branch

the FCPS, Higher Education and Vice-Chancellor of the University were taken into consideration while finalising the performance audit report.

Audit findings

2.1.6. Planning Process

2.1.6.1 Non-formulation of Perspective Plan

Long term Perspective Plan was not prepared.

The University should have prepared a long-term Perspective Plan outlining the year-wise developmental activities to be carried out by it.

The Registrar of the University assured (August 2011) that a five-year Perspective Plan would be formulated and a vision document for proper implementation of the programmes and activities would also be prepared.

The Academic Planning Board was non-functional since September 2000.

Section 13 of the Kurukshetra University Act, 1986 provided that the University would constitute an Academic Planning Board. The Board was to advise on planning and development of the University, particularly in respect of the standards of education and research. However, it was observed that the last nominations for the Academic Planning Board were made in December, 1998 for two years and the last meeting of the Board was held in September, 2000 and thereafter the Academic Planning Board was non-functional. The Registrar of the University stated (August 2011) that the Chancellor was being requested to nominate seven members of the Board as per Statutes.

2.1.7. Financial management

The University is financed through grants (Plan and Non-Plan) from the State Government, UGC and other Central Government Organizations like AICTE, Council for Scientific and Industrial Research (CSIR), Indian Council of Historical Research (ICHR), Department of Science and Technology (DST), etc. The University also generates its own income by way of fees and fines from the students, sale of publications and study material, lease rent, etc. The details of income and expenditure for the period 2006-11 are given below in Table-1:

Table 1: Statement showing details of receipts and expenditure

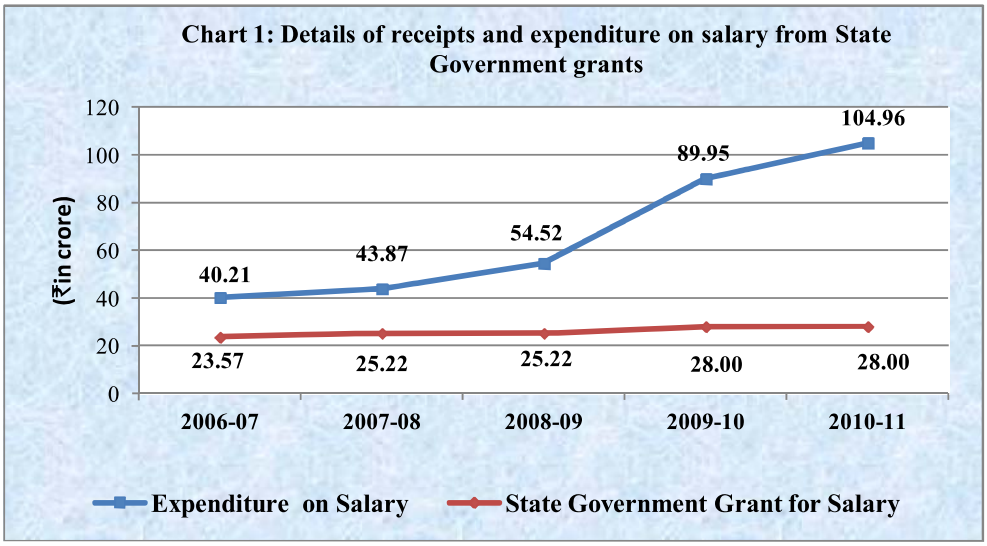
(₹ in crore)

Year	Opening balance	Income	Expenditure	Closing balance
2006-07	53.07	114.55	110.30	57.32
2007-08	57.32	170.23	129.41	98.14
2008-09	98.14	159.80	154.75	103.19
2009-10	103.19	193.97	197.72	99.44
2010-11	99.44	194.70	227.29	66.85

Source: Income and expenditure account of the University.

Note: Figures for 2010-11 are tentative.

The Government provides grants under Non-Plan for salaries. It was observed that the Government had not been releasing funds for this purpose as per the University requirement. The salary expenditure was much higher than the grants released by the Government, as depicted in the following chart.



The Government was not releasing adequate funds to the University for salaries.

It would be seen from the above chart that grants from the Government had increased from ₹ 23.57 crore in 2006-07 to only ₹ 28 crore in 2010-11, whereas the expenditure on salaries had increased from ₹ 40.21 crore to ₹ 104.96 crore during this period. The deficit was met by the University from the income from Distance Education and courses under self-financing schemes. The University could not create adequate infrastructure for laboratories, libraries, computer facilities, hostel accomodation, etc. (refer paragraph 2.1.11.3 and 2.1.12.4) which would have otherwise been created out of the income from the Distance Education programme and the self-financing scheme.

Further, the income from internal receipts rose from ₹ 36.91 crore in 2006-07 to ₹ 70.70 crore in 2010-11 (92 *per cent*) while the expenditure on salaries increased from ₹ 40.21 crore to ₹ 104.96 crore (161 *per* cent) during this period.

The Registrar of the University replied (August 2011) that the Government was requested to provide grant-in-aid of ₹ 94.44 crore on account of pay revision with effect from January 2006 but it had not acceeded to the request.

2.1.7.1 Preparation of budget estimates of receipts and expenditure

Budgets set the annual financial agenda and are the most important tools for ensuring financial discipline. It is, therefore, imperative that their preparation is marked by due care and diligence. Monitoring the progress of expenditure against well-formulated budget targets is an important management oversight function. Poor budgetary control not only results in inefficient use of scarce financial resources but also hampers achievement of the objectives of an organisation.

Details of budget estimates, actual receipts and expenditure during the period 2006-11 are given below in Table-2:

Table 2: Details of budget estimates of receipts and expenditure

(₹ in crore)

Year	Receipts			Expenditure		
	Budget Estimate	Revised Estimate	Actuals	Budget Estimate	Revised Estimate	Actuals
2006-07	126.58	165.16	114.55	123.38	124.05	110.30
2007-08	149.99	183.73	170.23	162.78	152.75	129.41
2008-09	158.64	246.27	159.80	176.69	197.72	154.75
2009-10	204.11	215.02	193.97	200.17	238.87	197.72
2010-11	193.04	214.16	194.70	235.97	230.56	227.29

Source: Budgets and Income and Expenditure Accounts of the University.

There were variations between estimates and actual receipts.

As is evident from the table, there were variations between the revised estimates and actual receipts. The University had not analysed reasons for shortfall in realisation of receipts, although there were substantial shortfalls during the years 2006-07 and 2008-09.

The Registrar of the University stated (August 2011) that estimates were prepared on the basis of information received from departments, but the actual realisation was much less than budget projections. Thus, the departments had prepared unrealistic estimates.

2.1.7.2 Compilation of annual accounts

The University was not preparing Balance Sheets though required under the Kurukshetra University Act, 1986.

Section 26(1) of the Kurukshetra University Act 1986 provides that the University should prepare Annual Accounts and Balance Sheets under the directions of the Executive Council every year.

It was observed that the University was preparing only Income and Expenditure Accounts but was not preparing Balance Sheets. In the absence of Balance Sheets, the state of affairs i.e. assets, liabilities, loans and advances, cumulative excess of income over expenditure or vice-versa could not be ascertained.

The Registrar of the University stated (August 2011) that prior to April 2009, it was exempted from preparing Balance Sheets and that Balance Sheets for the years 2009-10 and 2010-11 were under finalisation. The reply regarding exemption from preparing Balance Sheets is not sustainable because the Director, Higher Education was not competent to give exemption from preparing Balance Sheets as the requirement was provided for in the Kurukshetra University Act. Only the legislature was competent to give exemption through amendment of the Act.

2.1.7.3 Cash books

Maintenance of accounts of receipts and payments was not foolproof and prone to serious financial irregularities.

As per provision of Rule 2.2 of the Punjab Financial Rules as adopted by the State of Haryana, all money transactions should be entered in a cash book as soon as they occur and should be attested by the head of the office in token of check. At the end of each month, the head of the office should verify the cash balance in the cash book and record a signed and dated certificate to that effect.

Scrutiny of the records of the University and its departments revealed that it was not maintaining a cash book. The Accounts Branch was recording receipts and payments in an in-house programme developed in Fox Probase.

The Registrar of the University replied (August 2011) that subsidiary cash books were being maintained and that a multi-user license of Tally ERP9 (a software) would be made functional within three months to resolve the problem. The reply is not convincing as the subsidiary cash books (income and expenditure registers) were not being authenticated by the concerned officers.

As per the rules for self-financing schemes, self-financing departments were to maintain separate accounts of income and expenditure of their courses. Scrutiny of the records of three self-financing departments viz; Mass Communications and Media Technology, Pharmaceutical Science and the University Institute of Engineering and Technology (UIET) revealed that these departments were not maintaining separate accounts of income and expenditure. All receipts like fees, fines and miscellaneous income of these departments were accounted for directly in the University account.

The following other deficiencies were noticed:

- Vital data viz. demand draft numbers, names of banks, etc. were not captured in the Fox Probase system with the result that bank-wise ledgers depicting receipts and payments in individual bank accounts and closing balances on a given date were not ascertainable. Further, reconciliation of amounts actually lying as per bank pass books I the balances as per the records of the University had not been done since April, 1989.

- The closing balance of the income register maintained by the Accounts Branch was carried forward without ascertaining whether corresponding amounts had been credited by the respective banks or not.

The University was maintaining 17 bank accounts. An analysis of the bank reconciliation statement of bank account number 1201 of the Oriental Bank of Commerce (OBC) and 50221 of the State Bank of India (SBI) revealed as under:

- Income of ₹ 5.02[6] crore shown as credited in the OBC account as per the books of the University was not credited by the bank in this account.

- Interest credited by OBC was not accounted for in the books of the University. The departments credited amounts directly into the banks and corresponding entries were not made in the books of the University, with the result that ₹ 1.45 crore credited by the banks during the period April 1999 to February 2010 were not accounted for in the books of the University.

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[6] April 1999 to March 2000: ₹ 0.01 crore, April 2001 to March 2005: ₹ 3.41 crore and April 2005 to March 2010: ₹ 1.60 crore.

- The closing balances of the expenditure register were carried forward without ascertaining that the amounts debited by banks were as per the books of accounts of the University. Scrutiny of the bank reconciliation statements of the SBI account revealed that debits amounting to ₹ 153.40 crore pertaining to the period April 2004 to October 2009 remained non-reconciled.
- The consolidated abstract was prepared by taking entries from income and expenditure registers without any reconciliation.

These discrepancies indicated that the accounting system of receipts and payments was not foolproof and that the system was prone to financial irregularities, which could remain undetected due to non-reconciliation.

The Financial Adviser of the University stated (May 2011) that the deficiencies noticed in the transactions would be accounted for after reconciliation. The final outcome was awaited (August 2011).

2.1.7.4 Cash management

Deficient cash management resulted in delay in investment in fixed deposits.

The University used to invest surplus funds in fixed deposits from its main bank account. The Director of Distance Education and the University College, Kurukshetra were maintaining two[7] savings bank accounts and one[7] current account respectively and the balances of these accounts were transferred to the main account i.e. 'collection account of VC' on the 7th of every month for further investment. It was observed that funds ranging between ₹ five lakh and ₹ 7.41 crore were lying in the savings/current accounts. No expenditure had been incurred from these bank accounts during the period 2006-11. Had these departments transferred the funds immediately to the main bank account of the University, the same could have been invested in fixed deposits.

The Registrar of the University replied (August 2011) that it would review its cash management policy and would maintain only required amounts in current/savings accounts.

2.1.7.5 Submission of false utilisation certificate

A false utilisation certificate for ₹ 26.26 lakh was submitted to IGNOU.

In view of the increasing demand for trained manpower in the area of Bio-informatics, the Director, Distance Education of the University submitted (June 2006) a proposal for financial assistance of ₹ 81.70 lakh to the Director, Distance Education Council, Indira Gandhi National Open University (IGNOU) for starting a Post-M.Sc Diploma in Bio-informatics and a PG Diploma in Bio-Informatics from 2006-07. IGNOU provided (June 2006) ₹ 40 lakh for starting these courses. The University submitted (April 2008) a utilisation certificate (UC) for ₹ 26.26 lakh and refunded (September 2007) the balance amount of ₹ 13.74 lakh to IGNOU. It was,

[7] Saving Accounts No. 11442010000100, 11442010000110 of Oriental Bank of Commerce and Current Account no.10139650016 of State Bank of India.

however, observed that the University had not started these new courses as yet but had spent ₹ 26.26 lakh on the ongoing courses. Thus, the UC submitted to IGNOU was false as the expenditure had not been incurred for the purpose for which the funds were provided. Further, these new courses had not started, as a result of which the students were deprived of the benefit of these courses.

The University replied (August 2011) that the Distance Education Council, IGNOU did not raise any objection on the UC. The reply is not convincing as the UC furnished by the University did not indicate diversion of funds.

2.1.7.6 Non-utilisation of the Amalgamated Fund and non-recovery of youth welfare and cultural fees

Amounts under the Amalgamated Fund, collected from students as per the Amalgamated Fund Rules were to be spent for the benefit of students on specified items such as purchase of sports material, maintenance of playgrounds and swimming pools, amenities for NCC cadets and expenditure in connection with trips to places of historical, geographical, scientific or other educational interests, extra-curricular activities of the students, travelling allowances to sports teams, organisation of annual sports meets, etc.

The University Institute of Engineering and Technology collected funds amounting to ₹ 61.41 lakh for this purpose during 2004 to 2011. However, only ₹ 10.94 lakh was spent and ₹ 50.57 lakh was lying unspent (March 2011). It was observed that the University had not prepared any plan to provide these facilities to students, as a result of which, the funds remained unutilised and the students remained deprived of these facilities, even after contributing to the fund.

The University assured (August 2011) that the money available under the Amalgamated Fund would be utilised during 2011-12.

Youth welfare and cultural fees amounting to ₹ 66.74 lakh remained outstanding against 94 affiliated colleges.

Similarly, the colleges were required to collect Youth Welfare and Cultural fees at the rate ₹ 40 per student per annum, of which ₹ 30 was to be sent to the department of Youth and Cultural Affairs of the University and ₹ 10 was to be retained by the colleges. The technical institutions including B.Ed colleges were required to collect the fees at the rate ₹ 500 per student per annum, of which ₹ 375 was to be sent to the University and ₹ 125 was to be retained by the college concerned. These funds were to be utilised for organising cultural festivals and youth festivals.

Test check of the records of the Youth Welfare and Cultural Department of the University revealed that 94 colleges, institutions and technical institutions had not deposited youth welfare and cultural fees of ₹ 66.74 lakh collected from the students with the University as of March 2011. Further, the department did not have the details of the number of students enrolled in different years in 52 colleges. In the absence of the number of students, the quantum of outstanding youth and cultural fees of these colleges could not be worked out. The Registrar of the University stated (August 2011) that Principals of the colleges have been requested to deposit the outstanding youth welfare fees and work out the actual number of students of 52 colleges.

2.1.7.7 Non-refund of scholarships

A scheme of providing scholarships to students belonging to Scheduled Castes/Backward Classes was started by the Government of India (GOI) for providing financial assistance to enable them to complete their education.

As per the sanction orders, the undisbursed amounts were required to be deposited in the local treasury and credited under the head " 0250-Receipt from schemes for welfare of Schedule Castes/Tribes and other Backward classes". During the period 2006-07 to 2010-11, GOI released grants of ₹ 3.18 crore for the benefit of SC/Backward Class students, out of which, ₹ 23.54[8] lakh pertaining to 182 students was lying undisbursed (April 2011). The University did not deposit the undisbursed amount into the treasury as per the sanction orders.

The University replied (August 2011) that this amount could not be disbursed because of the fact that the beneficiaries had either left the University or were awarded scholarships of higher value and assured that the balance funds would be refunded to the quarter concerned shortly. The reply of the University is not acceptable as the University should have ensured the disbursement of scholarship in time to avoid such types of eventualities and to achieve the objective of scholarship scheme. As such it is recommended that the university should prepare a plan to guard against such things in future.

2.1.7.8 Non-adjustment of temporary advances

Temporary advances amounting to ₹ 5.89 crore paid during 1998-2011 remained unadjusted.

As per Para 10.13 of the University Accounts Code, temporary advances should be utilised within three days and adjusted within one month from the date of drawal. It was the duty of the head of the department to ensure that accounts were rendered as early as possible and unspent balances refunded immediately after the finalization of occasions/purchases.

It was observed that the University was not following the codal provisions, as a result of which, temporary advances of ₹ 5.89[9] crore pertaining to the period 1998-99 to 2010-11 were lying unadjusted as of August 2011. Inadequate control over temporary advances is fraught with the risk of misappropriation of funds. The University replied (August 2011) that the concerned departments had been advised to expedite the adjustment of advances.

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[8] 2007-08: ₹ 2.11 lakh, 2008-09: ₹ 4.21 lakh, 2009-10: ₹ 1.01 lakh and 2010-11: ₹ 16.21 lakh.

[9] Up to 2006-07: ₹ 0.06 crore, 2007-08: ₹ 0.18 crore, 2008-09: ₹ 0.60 crore, 2009-10: ₹ 1.34 crore and 2010-11: ₹ 3.71 crore

2.1.7.9 Non-levy of penal interest on computer and vehicle advance

Documents in support of having purchased computers and vehicles from the advances of University were not produced.

Paragraph 20.3.1 of the University Accounts Code provides that registration certificates, purchase papers, mortgage deeds, etc. should be produced within a month of purchase, or within two months from the date of drawal of advances, failing which penal interest at the rate of 10 *per cent* per annum would be levied from the date of drawal.

It was observed that 1,182 employees who had taken computer advances and vehicle advances amounting to ₹ 7.04 crore, had not produced the required documents in support of having spent the amounts for the specified purposes. The details of these cases are depicted in the table below:

Table 3: Details of computer and vehicle advances

Year	Computer Advance		Vehicle advance	
	Number of employees	Amount (₹ in lakh)	Number of employees	Amount (₹ in lakh)
2006-07	Nil	Nil	102	38.08
2007-08	200	80.00	101	40.90
2008-09	195	58.25	97	94.48
2009-10	75	22.50	196	190.15
2010-11	50	15.00	166	165.08
Total	**520**	**175.75**	**662**	**528.69**

Source: Registers of advances.

The University had neither insisted upon submission of the documents nor levied penal interest. To monitor the submission of required documents, the University should have maintained a register indicating the details of documents submitted by each loanee. However, no such register was maintained in the University.

The Registrar of the University stated (August 2011) that the Accounts Branch had initiated action to obtain the relevant documents from the loanees in a time-bound manner.

2.1.8. Academic activities

2.1.8.1 Planning for courses

Academic courses of the University are regulated with the approval of the Academic Council. The Board of Studies frames the regulations, curricula and the syllabi for various undergraduate (UG) and postgraduate (PG) courses and gets them approved by the Academic Council and the Syndicate.

One of the objectives of the University is to devise and conduct courses, which are relevant to the current needs of the society. It was observed that enrolment in regular courses of the University indicated the increasing trend but certain courses

offered by the University through distance education showed a decreasing trend as detailed in the table below:

Table 4: Trend of enrolment of students in Directorate of Distance Education

Course	Enrolment (in numbers)					Percentage decrease in 2010-11 with reference to 2006-07
	2006-07	2007-08	2008-09	2009-10	2010-11	
MA[10]	4,599	3,124	3,109	3,915	3,097	33
MSc[11]	1,251	1,016	1,007	1,044	859	31
PG Diploma[12]	4,967	4,613	3,843	2,314	1,268	74
MCA	890	795	814	805	539	39
MBA	985	983	798	579	378	62

Source: Records of the Directorate of Distance Education.

As is evident from the above table, the decrease in the enrolment of students in these courses ranged between 31 and 74 *per cent*.

The Director (Distance Education) attributed (January 2011) the decrease in enrolment of students in these courses to developing interest of students towards technical/professional courses, competition among universities for providing distance education, etc.

2.1.8.2 Campus placement of students

The University had established a Placement Cell in 2003. As per records maintained by the cell, the placement of students in the following courses was showing a decreasing trend.

Table 5: Showing campus placement of students

Department	Year	Number of students		Percentage of selected students
		Eligible	Selected	
Management	2006-07	75	63	84
	2007-08	130	103	79
	2008-09	130	34	26
	2009-10	140	41	29
Computer Science and Application	2006-07	54	54	100
	2007-08	56	38	68
	2008-09	55	25	45
	2009-10	54	18	33

There was a decreasing trend in placement of students in the Management and Computer Science Application courses.

Source: Records of the placement cell.

It would be seen from the above table that the percentage of campus placement of students decreased from 84 to 26 in Management courses and from 100 to 33 in respect of Computer Science and Application.

The University Institute of Engineering and Technology (UIET) started its

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10 Hindi, Panjabi, Sanskrit, English, Philosophy, Political Science, Economics, Public Administration and History.

11 Mathematics and Geography.

12 Environment Education, Journalism and Mass Communication, Export Marketing Management, Computer Application and Translation.

Placement Cell from 2008. Campus placement of students of different courses was showing a decreasing trend as detailed below:

Table 6: Decreasing trends of different courses

Batch	Stream	Total Students	Placements
2004-05 to 2007-08	Computer Engineering	40	33 (82 *per cent*)
	Electronic and Communication Engineering	40	30 (75 *per cent*)
	Bio-Technology	40	5 (12 *per cent*)
2005-06 to 2008-09	Computer Engineering	57	7 (12 *per cent*)
	Electronic and Communication Engineering	57	11 (19 *per cent*)
	Bio-Technology	40	1 (2 *per cent)*
2006-07 to 2009-10	Computer Engineering	57	7 (12 *per cent*)
	Electronic and Communication Engineering	56	7 (12 *per cent*)
	Bio-Technology	37	Nil (Zero *per cent*)

Source: Records of the Placement Cell of UIET.

Placement of students in Bio-Technology was negligible.

It would be seen from the above that campus placement of students from different courses was very poor and decreased drastically.

The Registrar of the University attributed (August 2011) the poor placement of students to global recession and preference of students for jobs in public sector undertakings instead of the private sector.

2.1.8.3 Delayed declaration of results

As per the Kurukshetra University Calendar, the results of examinations have to be published after four weeks of the termination of the examinations.

It was observed that the examination/result branch of the University declared results of 34 courses after eight to 24 weeks of the termination of examinations during 2005 to 2010.

Similarly, the examination branch of the University also delayed the declaration of results of re-evaluation. A test check of 122 cases of re-evaluation for the period April 2009 to May 2010 disclosed that the results were declared after six to 40 weeks of receipt of the applications.

Delayed declaration of results could delay the start of ensuing academic sessions. Further, the students could be deprived from getting admissions in other institution of their choice due to delays in declaration of results.

The Registrar of the University attributed the delays in declaration of results to introduction of the semester system, which increased the quantum of answer books. It was also stated that the University would constitute a committee to suggest ways and means to expedite the process of declaration of results.

A total of 2.34[13] lakh applications for re-evaluation were received during 2006-10, which indicated that a large number of students were not satisfied with the evaluation. Evaluator-wise data had not been maintained by the University to monitor the cases of change in results due to increase/decrease in marks

[13] 2006-07: 53,223, 2007-08: 57,488, 2008-09: 57,486 and 2009-10: 65,660.

after re-evaluation so as to fix the responsibility of the evaluators who had erred in the evaluation of answer sheets.

2.1.8.4 Pass percentages of students

Out of 63 courses, the pass percentages of students in 16 courses (***Appendix 2.1***) were not very satisfactory shown below:

Table 7: Showing the position of results of students

Year	Number of students appeared	Number of students declared passed	Percentage of successful students.
2006-07	21,397	11,038	52
2007-08	25,654	11,947	47
2008-09	23,809	13,718	58
2009-10	25,541	14,112	55

Source: Records of the examination branch.

An analysis of the data of the appendix shows that the percentages of successful students in MSc (Statistics) (22 to 65 *per cent*), MSc (Mathematics) (13 to 28 *per cent*), MSc (Computer Science) (29 to 40 *per cent*), M.A (History) (31 to 54 *per cent*), MA (Sanskrit) (19 to 75 *per cent*), Post Graduate Diploma in Computer Applications (17 to 28 *per cent*), etc. were not satisfactory. The University should have ascertained the reasons for the poor results for remedial action. The Registrar of the University stated (August 2011) that the matter would be looked into for taking appropriate action.

2.1.8.5 Non-implementation of Memoranda of Understanding (MOU)

One of the objectives of the University was to coordinate with educational and other institutions in India and abroad having similar objectives.

The University signed 12 MOUs with educational and other institutions in India and abroad during 2007-11. Out of these, only seven MOUs were put into operation. No action was taken to put into operation the remaining five [14] MOUs. The Chairman of the University School of Management stated (May 2011) that ex-facto sanction of GOI for starting an MBA (International) course in collaboration with the University of Canada, West Vancouver and Victoria, British Columbia, Canada had been received but the University is in a process of starting the course.

The Registrar of the University replied (August 2011) that implementation of the MOUs depended on the interest taken by the other concerned parties and that efforts would be made to revitalise these MOUs.

[14] 1. University of Gambia Kanifing Serrekunda, 2. University Canada West Vancouver and Victria, British Columbia, Canada, 3.Vel-Tech DR R R and Doctor Senior Technical University (VTU), Chennai, 4. Department of Science and Technology GOI, New Delhi and 5. American Institute of Indian Studies, New Delhi.

2.1.8.6 Non-creation of 'Maintenance Funds' for technical education

Maintenance Funds for technical education were not created as envisaged in TEQIP.

Under the World Bank sponsored Technical Education Quality Improvement Programme (TEQIP), the University received (2003-08) ₹ 8.20 crore to improve the quality of technical education and enhance its existing capacities. An amount of ₹ 7.74 crore was spent for the purpose, ₹ 3.47 lakh was refunded to GOI and the balance amount of ₹ 43.39 lakh was lying with the University.

Paragraph 3.4.1 of TEQIP laid down that institutions covered under TEQIP would be funded by the State Government through block grants which would be in addition to the normal Plan funds. The institutions were to establish Corpus Funds, Staff Development Funds, Depreciation/Renewal Funds (for equipment replacement) and Maintenance Funds (for maintenance of equipment and buildings) out of the block grants. It was observed that these funds were not created by the University for long-term maintenance of quality technical education. Scrutiny of the records further revealed that neither had the University submitted any proposal to the Government for creation of these Funds nor had the Government released any block grants for the purpose. The Registrar of the University replied (August 2011) that the Institute of Instrumentation Engineering (IIE) had initiated the process of getting the block grants from the Government.

2.1.8.7 Under-utilisation of earmarked funds

Out of a grant of ₹ 30 crore provided for enhancing capacity, only ₹ 10.34 crore was spent.

The Commissioner and Secretary to the Government of Haryana, Higher Education Department released (March 2008) a special grant of ₹ 30 crore for enhancing intake capacity, equipment, laboratories, etc. of different courses. However, even after three years, funds amounting to ₹ 19.66 crore were lying unutilised (***Appendix 2.2***). There was slackness and lack of planning on the part of the University for execution of works and purchase of equipment. It was observed that the intake capacity of courses was increased without providing adequate infrastructure such as equipments, laboratories, etc. Scrutiny of records of test-checked departments revealed that the earmarked funds were diverted as detailed below:

- The Chemistry Department spent ₹ 37.32 lakh on purchases of consumable items like chemicals, filter papers, glassware, etc.
- The Electronic Science Department spent ₹ 7.93 lakh on purchase of a sofa set, chairs for rooms of faculty members, payment of remuneration for teaching, travelling allowance/daily allowance of guest faculty, etc.

The Registrar of the University replied (August 2011) that the process of procurement of equipments, etc. was lengthy, involving calling of tenders/ quotations, holding negotiations, arranging for imports, etc. and the Government had been approached to extend the time to utilise the unspent balances. It was further stated that the Chemistry and Electronics Science departments would be advised to incur expenditure on items for which the funds were provided.

2.1.9. Research activities

The Government, national and international agencies sponsor research projects in the University and provide necessary financial support for successful completion of the projects.

2.1.9.1 Government sponsored and UGC sponsored research projects

The details of 32 Government sponsored research projects undertaken, completed and in progress are indicated below in Table 8:

Table 8: Showing the position of research projects

Year	Number of projects undertaken	Project cost (₹ in lakh)	No of projects completed	Cost of projects completed (₹ in lakh)	Cost of pending projects (₹ in lakh)
2006-07	4	44.09	3	32.88	11.21
2007-08	5	45.04	5	45.04	-
2008-09	12	170.58	4	9.10	161.48
2009-10	8	244.36	-	-	244.36
2010-11	3	315.24	-	-	315.24
Total	**32**	**819.31**	**12**	**87.02**	**732.29**

Source: Data obtained from various departments.

Out of 32 Government sponsored research projects, only 12 were completed during 2006-11.

As may be seen from the above table, out of 32 Government sponsored projects, only 12 were completed. Five of these projects were completed after delays of one to 16 months.

Similarly, 22 UGC sponsored research projects involving an expenditure of ₹ 1.37 crore were undertaken during 2006-11. Out of these, 14 projects were due for completion but only five projects were completed by June 2011. Three of these were completed after a delay of six to 14 months.

The Registrar of the University replied (August 2011) that most of the projects had been completed by the due date but the submission of utilisation certificates was pending, which would be done shortly.

2.1.9.2 Delay in submission of theses

As per the ordinance regarding the Doctorate of Philosophy of the University, the normal duration of a Ph.D is four years for full time research scholars (RS) and five years for part-time scholars. The position of submission of theses in the test-checked departments was as under:

Table 9: Showing the submission of theses

Name of department	Number of RS registered	Number of RS submitted theses within stipulated period	Number of RS submitted theses after stipulated period		Number of RS registration was cancelled	Percentage of RS submitted theses with in stipulated period
			Submitted	Still to be submitted		
Political Science	6	4	2	Nil	Nil	66
Psychology	17	8	9	Nil	Nil	47
Electronic Science	13	7	6	Nil	Nil	54
Commerce	31	Nil	9	21	1	Nil
Management	50	9	21	10	10	18
Total	**117**	**28**	**47**	**31**	**11**	**23**

Source: Data obtained from concerned departments.

Out of 117 registered research scholars of Ph.D, only 28 submitted their theses within the prescribed period.

It would be seen from the above that the position of submission of theses was dismal in the Commerce stream where not a single research scholar submitted his/her theses on time. In other departments also, the percentage of theses submitted within the stipulated period ranged between 18 and 66 *per cent*. Delayed submission of theses put a burden on the existing infrastructure.

2.1.10. Administration and Establishment

Human Resources and Infrastructure

2.1.10.1 Vacancies in teaching cadres

Shortage of teaching staff was 26 *per cent* in general courses.

Posts in the University were sanctioned according to norms fixed by UGC and AICTE. As of March 2011, the sanctioned strength and the number of existing faculty members (in budgeted heads) of the University were as under:

Table 10: Vacancy position of teaching staff for general courses

Sr. No.	Name of Cadre	Approved posts	In position	Shortfall	Percentage of shortfall
1	Professors	122	104	18	15
2	Associate Professors	120	79	41	34
3	Assistant Professors	244	175	69	28
Total		**486**	**358**	**128**	**26**

Source: Records of academic branch.

As is evident from the above table, the shortfall ranged between 15 and 34 *per cent*.

Similarly, there was a shortfall of 141 posts (61 *per cent*) of teaching staff under the self-financing schemes (March 2011) as detailed below:

Table 11: Showing the vacancy position of SFS teaching staff

Sr. No.	Name of cadre	Sanctioned posts	Filled up posts	Vacant posts	Percentage vacant posts
1	Professors	19	2	17	89
2	Associate Professors	39	5	34	87
3	Assistant Professors	172	82	90	52
	Total	**230**	**89**	**141**	**61**

Source: Data obtained from academic branch.

The above table reveals that cadre-wise shortage of staff of self-financing schemes ranged from 52 to 89 *per cent*.

The Registrar of the University replied (August 2011) that the University was in the process of filling up the vacant posts. Under self financing schemes, the financial viability of the posts are also being kept in view while filling them. It was also mentioned that filling of all the vacant posts would increase the burden of salary drastically and the University would not be able to sustain the expenditure. Therefore, the Government would be requested to provide sufficient funds. The

reply of the University is not convincing as it should take necessary steps to generate its own resources by reviewing its fee structure.

2.1.10.2 Teacher-student ratio

The teacher-student ratio in a University should be 1:15 as per AICTE and UGC norms. It was observed in audit that as on 31 March 2011, the teacher-student ratio for technical courses was 1:31 and for non-technical ones, it was 1:18. The inadequate teacher-student ratio could be one of the reasons for unsatisfactory results and low placements as discussed in earlier paragraphs. The Registrar of the University stated (August 2011) that teachers were engaged on contract basis to manage the teaching work.

2.1.10.3 Vacancies in non-teaching cadres

There was shortage of 31 *per cent* in non-teaching staff.

Against 2,555 sanctioned posts in various categories of non-teaching cadres, the actual strength as on 31 March 2011 was 1,769. In certain categories viz; librarian, assistant librarian, sports coach, inker, learner binder, peon and sweeper in self-financing courses and technical assistants in the examination branch, the shortage was 100 *per cent* as not a single post had been filled. The shortage of staff was adversely affecting the administration of the University. The Registrar of the University replied (August 2011) that though the Government could not fill up the vacant posts because of imposition of the ban on fresh recruitment, the work was being managed through outsourcing. It was, however, observed that the level of outsourcing was not meeting the requirement of the University in all the fields.

2.1.10.4 Skill upgradation of teaching staff

The Academic Staff College (ASC) was established to help the teaching faculty in the University/affiliated colleges to update their knowledge in their chosen fields of expertise. It was observed that Orientation /Refresher Courses in the college were not organised as planned. The shortages ranged from 29 to 50 *per cent* as detailed below:

Against the target of organising 85 training courses, only 53 courses were organised.

Table 12: Showing the position of training courses

Year	Number of courses planned	Number of courses organised	Shortfall
2005-06	16	8	8 (50 *per cent*)
2006-07	15	10	5 (33 *per cent*)
2007-08	17	12	5 (29 *per cent*)
2008-09	18	11	7 (39 *per cent*)
2009-10	19	12	7 (37 *per cent*)
Total	**85**	**53**	**32 (38 *per cent*)**

Source: Data obtained from Academic Staff College.

It was observed that skill upgradation courses on Information Technology, Life Sciences, Research Methodology and Sanskrit were planned every year during 2007-10 but the training courses were not conducted. Further, the University had not made any plans for skill upgradation of non-teaching staff.

The Registrar of the University replied (August 2011) that the courses could not be organized due to insufficient number of applicants as two more Academic staff

colleges at BPS Mahila Vishwavidyalaya, Khanpur and Guru Jhambheshwar University, Hisar had been established in the State.

2.1.10.5 Imparting of computer training

One of the functions of the University Computer Centre was to impart computer training to the University staff. In two years, the Centre conducted only five training programmes, each of one week duration between September and December 2010 for 96 members. Only 30 members attended the programme and that too, with one to five days' attendance. No action was taken by the University against those who did not attend the training. This indicated that there was a casual approach towards computer training. As a result of this, majority of the staff remained untrained in computer applications. The Registrar of the University stated (August 2011) that the attendance record of the trainees was sent to Establishment Branch for necessary action. Audit observed that due to lack of any Action Plan, the objective of imparting computer training remained unachieved.

Estate management and supporting services

2.1.11.1 Non-maintenance of records of assets

The Estate Wing, headed by the Estate Officer, is responsible for the upkeep/control of the University properties. The University is spread over 400 acres of land and owns 506 acres of agricultural land which is given on lease basis through open auction for agricultural purposes. The University also has 55 shops in the University Market Complex, 10 shops in the Girls Hostel Complex and 14 canteens and tea booths. For effective estate management, the wing was required to maintain a database regarding ownership of land/assets, lease of land, collection of rentals, etc.

Scrutiny of records revealed that the University was not maintaining consolidated asset records. Different branches were dealing with different kinds of assets i.e. the Estate Office Branch was dealing with the agricultural land, the General Branch was dealing with allotment of houses and shops and the Construction Branch was dealing with building records. None of these had knowledge of the actual valuation of the assets. As a result of this, the quantum of fixed assets, current assets, etc. was not ascertainable.

The Registrar of the University replied (August 2011) that appropriate initiatives would be taken to consolidate the record of assets.

2.1.11.2 Inadequacy of infrastructure in Instructional area

As per AICTE norms, the sizes of instructional areas for classrooms, laboratories/workshops and libraries/reading rooms should be 66, 200 and 400 sq m respectively.

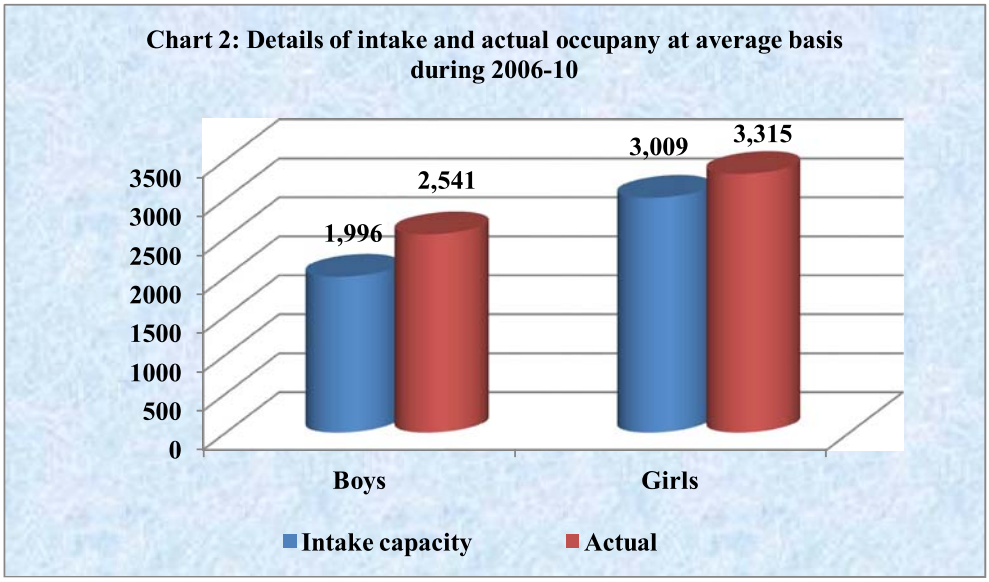
It was observed that in UIET, the actual sizes of classrooms, laboratories and the library/reading room were 57.01, 57.81 and 184.32 sq m respectively. Thus, the students were forced to work in a congested environment.

The Registrar of the University replied (August 2011) that the norms of AICTE came into force in UIET in the year 2010 and the construction of its building had been planned in the year 2003. The reply is not acceptable as the AICTE Act came into force in 1987 and the sizes of classrooms, laboratories/workshops, etc. should have been adhered to the norms of AICTE.

2.1.11.3 Inadequate hostel accommodation

Hostel accommodation was provided to the campus students of the University. Scrutiny showed that there was overcrowding in the hostels from 2006-07 to 2009-10, as the average number of students was far in excess of the intake capacity as detailed below:

Chart 2: Details of intake and actual occupany at average basis during 2006-10



It would be seen from the above that against the intake capacity of 5,005 students, the actual occupancy was 5,856. Overcrowding of hostels was not conducive for study and hygienic living. Further, the space for the intake capacity of 97 beds had been used for office work, which also added to the overcrowding.

The Registrar of the University replied (August 2011) that more hostels with capacity of accommodating 1,200 students were under construction and on completion of these, more students could be accommodated.

2.1.11.4 Book Bank

Grants for creation of a Book Bank are provided by UGC for helping needy and poor students. It was, however, noticed that no Book Bank had been established in the libraries of the University. Further, no grant was sought for the purpose from UGC during 2006-11.

The Registrar of the University replied (August 2011) that Book Banks were available in colleges/departmental libraries and that a proposal for obtaining grants for creating a Book Bank in the main library would be submitted to UGC shortly.

2.1.11.5 University Printing Press

The University had its own Printing Press with a strength of 74 working staff. It was observed that the Press was not well-equipped with modern technology. An analysis of the history of its equipment showed that 28 out of 30 pieces of equipment were very old and had been purchased between December 1964 and March 2005. The Press incurred cumulative losses of ₹ 4.44 crore during 2006-10 as shown in Table 13 below:

Table 13: Income and expenditure of Printing Press

(₹ in crore)

Year	Income	Expenditure	Excess expenditure over income
2006-07	1.40	2.14	0.74
2007-08	1.48	2.38	0.90
2008-09	1.51	2.81	1.30
2009-10	1.33	2.83	1.50
2010-11	1.26	1.86	0.60
Total	**6.98**	**12.02**	**5.04**

Source: Income and expenditure statements of the University.

The University had also outsourced some of its printing works on the plea that the Press was not well-equipped. It was further observed that various printing works including printing of answer sheets were got done (2009-11) through private units by incurring an expenditure of ₹ 56.24 lakh. The University had neither analysed the reasons for the losses nor taken any action to make the Press economically viable.

2.1.11.6 Avoidable expenditure on Customs Duty

GOI notified (July 1996) that if an institution registered with the Department of Scientific and Industrial Research (DSIR) produces a certificate to this effect, it can avail of the exemption of customs duty on scientific and technical equipment and instruments. The University was registered with DSIR.

Scrutiny of records of four[15] departments revealed (January and February 2011) that these departments imported scientific and technical equipment and instruments and paid customs duty amounting to ₹ 12.41 lakh. This showed lack of awareness and thus, resulted in avoidable expenditure of ₹ 12.41 lakh. The Registrar of the University replied (August 2011) that refund of customs duty would be sought from the Customs Department after enquiry.

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[15] Electronic Science (₹ 8.12 lakh), Chemistry (₹ 2.47 lakh), University Institute of Engineering Technology (₹ 0.84 lakh) and Physics (₹ 0.98 lakh)

2.1.12 Monitoring and evaluation

2.1.12.1 Internal Control

Internal control provides reasonable assurance to the Management about the compliance of applicable rules and regulations. It was noticed that internal control in the University was deficient and not commensurate with the transactions and other activities. The University had not prepared any Balance Sheet since its inception. In the absence of a Balance Sheet, the actual state of affairs of the University could not be ascertained. The bank balances were carried forward without ensuring whether contra-debit and credit entries had been properly afforded by the banks. The mechanism of regular reconciliation of bank balances had not been followed with the result that many transactions involving crores of rupees were lying unaccounted for. There was no proper monitoring over the temporary advances to employees.

The University had partially computerised its accounts in Fox Probase, which was very old. In-house programmes did not have proper validation checks and were started without approval. The audit findings brought out in paragraphs 2.1.7.3, 2.1.7.8, 2.1.7.9 and 2.1.8.3 indicate lack of internal control.

2.1.12.2 Audit by Director, Local Audit

The accounts of the University continued to be audited by the Director, Local Audit, Haryana on a day-to-day basis up to 26 August 2009 and thereafter, on a modified pre-audit system as introduced by the Finance Department. After introducing the pre-audit system, no authority had been designated for conducting the audit as per provision of Section 26 (1)[16] of Kurukshetra University Act, 1986. Resultantly, the pre-audit and the post-audit since then was being conducted by the same authority, which was irregular.

As per the Annual Audit Reports of the Director, Local Audit, Haryana, for the year 2009-10, 489 objections (audit paragraphs, requisitions and minor objections) of various nature like embezzlements of ₹ 5.85 lakh in five[17] cases, irregularities in works accounts, non-completion/defective maintenance of records and many other acts of omission and commission were pending since 1962-63. In 2009-10, only eight paragraphs, three requisitions and five objections were settled. This indicated non-responsiveness of the University for taking remedial action on the objections raised by Director, Local Audit, Haryana. The Registrar of the University stated (August 2011) that strenuous efforts would be made to settle the pending objections and that a meeting with the concerned departments would be convened to assess the latest position.

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[16] Section 26(i) indicates that Annual Accounts and Balance Sheets would be audited by the Examiner, Local Fund Accounts (Now, Director, Local Audit).

[17] 2002-03: ₹ 1.76 lakh, 2003-04: ₹ 3.08 lakh, 2004-05: ₹ 0.01 lakh, 2005-06: ₹ 0.58 lakh and 2007-08: ₹ 0.42 lakh.

2.1.12.3 Physical verification

Under the provisions of Rule 15.16 of the Punjab Financial Rules, physical verification of all stores should be made at least once in every year. A certificate of verification with its results should be recorded on the list and inventory register as the case may be where such verification is carried out. The position of physical verification in the test-checked departments was as follows:

Table 14: Non-conducting of physical verification

Name of department	Date of last physical verification
University Administration	1996-97
Jawahar Lal Nehru Library (Main Library)	August 1992
library of the Directorate of Distance Education	1996-97
University Institute of Engineering and Technology	2005-06
Pharmaceutical Science and Electronics Science Departments	2006-07
Home Science Department	2006-07

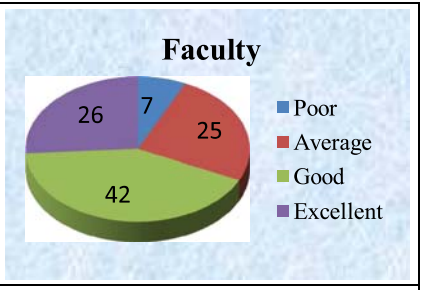
Source: Ascertained from concerned departments.

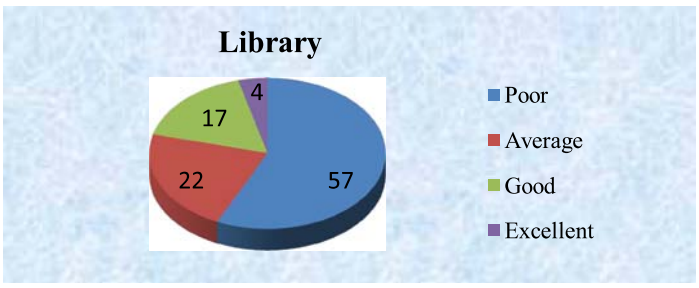
In the absence of physical verification, the shortage/theft of assets, stores, etc. if any, were not known to the University. This irregularity carried a high risk of loss to the University. The Registrar of the University replied (August 2011) that the system of physical verification would be reviewed shortly to make it more effective.

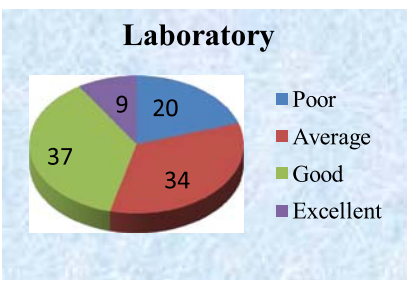
2.1.12.4 Performance evaluation

A monitoring cell was required to be established in the University for addressing the grievances of the students and collecting feedback to assess the problems being faced by the students. It was, however, noticed that no proper mechanism had been evolved to take feedback from students for the redressal of their grievances in a phased manner. During performance audit, feedback of 153 students of 14 test-checked departments was taken through the questionnaire method in the presence of authorities of University in order to assess their satisfaction level. The sample size of 153 students constituting 83 girls and 70 boys were asked to rate the University on various parameters. Analysis of the data revealed as under:

Activities	Percentage of students who rated the facilities			
	Poor	Average	Good	Excellent
Faculty	7	25	42	26
Food	36	33	25	6
Hostel	14	32	41	13
Library	57	22	17	4
Laboratory	20	34	37	9
Syllabus covered	19	29	40	13
Course content	8	26	48	19
Behaviour of administrative staff	13	12	47	28
Computer facility	23	17	32	27







- Overall 68 *per cent* students were satisfied with the faculty while 32 *per cent* of the interviewed students expressed dissatisfaction. Dissatisfaction was more pronounced in self-financing courses, particularly in UIET (76 *per cent*); computer sciences (64 *per cent*) and MBA (70 *per cent*). It was also observed during audit that there was a shortage of faculty members in these streams which could be one of the factors for dissatisfaction of the students in these streams as discussed in paragraph 2.1.10.2.
- Sixty nine *per cent* of students were not happy with mess facilities and wanted improvement in the quality of food.
- Overall, 59 *per cent* of the students were satisfied with the computer facilities. However, these facilities were rated as deficient by students belonging to Political Science (100 *per cent*); Physics (78 *per cent*); Chemistry (75 *per cent*); Commerce (60 *per cent*) and Psychology (59 *per cent*) streams.
- Thirty four *per cent* of the interviewed students wanted changes in their course content and rated the course content as 'poor' or 'average'. Majority of the students (50 *per cent*) of this category belonged to the science stream.
- Fifty four *per cent* of the students were not satisfied with the infrastructure provided in laboratories.
- Forty six *per cent* students were not satisfied with hostel facilities. It was also observed during audit that there was overcrowding in the hostels as the occupancy was more than the intake capacity as discussed in paragraph 2.1.11.3.
- Girl students expressed dissatisfaction with the security situation prevailing in the campus.

It may also be seen from the above that only 16 *per cent* of the students rated the facilities available in the University as excellent. The Registrar of the University replied (August 2011) that the University administration had considered the observations of the survey and would take appropriate action.

2.1.12.5 Meetings of the Court and Executive Council

As per the provisions of the Kurukshetra University Calendar Vol-III, the Court[18] has to meet thrice or after every four months in a year. The Court reviews the broad policies and programmes of the University and passes resolutions on its Annual Report, Annual Budget and Annual Accounts. It advises the Chancellor in respect of matters referred to it and perform such other functions as may be prescribed by the Statutes. The meetings of the Executive Council have to be held

[18] Court is an authority of the University.

every month except during summer vacations. Details of Court and Executive Council meetings held are given below:

Table 15: Position of Court and Executive Council meetings

Year	Court meetings			Executive Council meetings		
	Target	Actual	Shortfall	Target	Actual	Shortfall
2006	3	1	2	10	8	2
2007	3	1	2	10	8	2
2008	3	1	2	10	4	6
2009	3	2	1	10	5	5
2010	3	2	1	10	3	7
	15	7	8	50	28	22

Source: Data obtained from General Administration department.

The shortfall in Court meetings was 53 *per cent* while for Executive Council meetings, it was 44 *per cent*. The University stated (May 2011) that the shortfalls were due to non-availability of agenda. The reply is not convincing as the meetings should have been convened at prescribed intervals to review the implementation of resolutions of earlier meetings. The Registrar of the University replied (August 2011) that appropriate action would be taken in this regard.

2.1.13. Conclusion

The main objective of the University was to provide for research and instruction in the field of higher education. The performance of the University was not satisfactory as far as the research activities were concerned as out of 54 resarch projects, only 17 had been completed. Further, there were substantial delays in submission of theses by Ph.D research scholars. There were deficiences in planning, budget formulation, financial management, maintenance of accounts, etc. There were delays in declaration of results and low rates of success of students in few courses. Further, infrastructure such as classrooms, laboratories, the library in UIET and accommodation both for boys and girls in the University hostels was inadequate. Shortage of teaching staff both for general and courses under SFS also had an adverse impact on the quality of education.

2.1.14. Recommendations

- The University should prepare a long-term Perspective Plan indicating yearly milestones.
- The University should prepare Balance Sheets to ascertain the exact position of its assets and liabilities.
- The cash book should be maintained properly and bank reconciliations should be carried out regularly. A proper system should be evolved to have a check over the outstanding temporary advances.
- The University should review the study courses from time to time, discontinue unpopular courses and introduce new courses.

- The University should gear up its machinery to ensure declaration of results within the prescribed time period and ascertain the reasons for the low success rate of students in certain courses, for taking remedial action.
- The University should review the research projects from time to time so that they are completed within the stipulated period.
- Physical verification of assets should be conducted at prescribed intervals.

These points were demi-officially referred to the Financial Commissioner and Principal Secretary to Government of Haryana, Higher Education Department in June 2011. Reply had not been received (August 2011).

Forest Department

2.2 Working of the Forest Department

Highlights

Forests play a vital role in maintaining ecological balance, environment stability, biodiversity conservation, food security and sustainable development of the country. The National Forest Policy 1988 aims at having forests and tree cover over one-third of the country's geographical area. The State Government, in its forest policy, envisaged bringing 10 per cent of the State's area under forests and tree cover by 2010. Performance audit of the department revealed non-preparation of a long-term Perspective Plan to bring 10 per cent of the State's total geographical area under forest and tree cover as per its policy, non-demarcation of forest land, non-development of forest land for eco-tourism, tardy implementation of forest development schemes, diversion of funds, low survival of plantation and overlapping of areas under different schemes. Apart from this, huge funds realised as compensation for utilisation of forest land for non-forest purposes remained unutilised.

A long term Perspective Plan to cover 10 *per cent* of the total geographical area of the State under forest and tree cover by 2010 as per the policy of the Government was not prepared.

(Paragraph 2.2.6)

In four divisions, a sum of ₹ 5.56 crore was kept in bank accounts instead of remitting the same to the Compensatory Afforestation Management and Planning Authority (CAMPA).

(Paragraph 2.2.7.5)

Against the due amount of ₹ 4.60 crore, only ₹ 2.61 crore was realized as compensation from forest land users.

(Paragraph 2.2.7.7)

The survival rate of plantations under the Integrated Natural Resource Management and Poverty Reduction Project was very low. No action was initiated against the delinquent officers.

(Paragraph 2.2.8.2)

Proper planning for carrying out compensatory afforestation was not done and as a result, ₹ 109.18 crore realised in 12 test-checked divisions as compensation from land users of forest land for non-forest purposes was not utilised.

(Paragraph 2.2.11)

Contrary to provisions of the Forest (Conservation) Act, 1980 and the Wild Life (Protection) Act, 1972, 11 herbal parks were developed in reserved forest/protected forests/wild life sanctuary.

(Paragraph 2.2.12)

Due to non-completion of projects of eco-tourism within the stipulated period, the department could not avail of Central assistance of ₹ 1.30 crore.

(Paragraph 2.2.13.1)

Inadequate monitoring by the department/Deputy Commissioner, Gurgaon led to illegal mining in Aravalli hills, resulting in damages to forest resources.

(Paragraph 2.2.15.3)

2.2.1 Introductions

Haryana is situated in the Gangetic plains, meeting the Shivalik foothills in the north, Aravallis in the south-west and arid plains in the west. It has a geographical area of 44.2 lakh hectares. As of March 2011, the State's forest area was spread over 1.59 lakh hectares (about 3.60 *per cent* of the total area of the State) out of which 15.72 *per cent* was reserved[19], 72.96 *per cent was* protected[20] and 11.32 *per cent* was unclassified and other notified forests[21]. Besides this, 1.41 lakh hectares (3.19 *per cent* of the State's area) area was under tree cover. Thus, the total area under forest and tree cover was about 6.79 *per cent* of the total area of the State, which was much below the national goal of one-third area under forest and tree cover as envisaged in the National Forest Policy 1988. As 81 *per cent* of the State's land was under agriculture, achieving the national goal was not possible. The Government of Haryana framed (November 2006) the Haryana State Forest Policy which envisaged bringing 10 *per cent* area under forest and tree cover by 2010 and ultimately bringing it to 20 *per cent* in a phased manner. The State has two national parks at Kalesar and Sultanpur, 10 wild life sanctuaries and three mini-zoos i.e. at Pipli, Bhiwani and Rohtak. The Forest Department is responsible for implementation of the State Forest Policy. Activities of the Forest Department include conservation of natural forests and wild life habitats, conservation of soil and water, raising plantations on forest lands, common lands and institutional lands and promotion of agro-forestry

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19 Government lands which are constituted as Reserved Forest under Section 3 of the Indian Forest Act 1927.

20 Government lands which are notified as Protected Forest under Section 29 of the Indian Forest Act 1927.

21 Area notified under Section 38 of the Indian Forest Act 1927 and Punjab Land Preservation Act 1900 but not covered under Reserved and Protected Forests.

through distribution of quality seedlings to farmers and institutions. The department carries out its activities within the legal framework of the Indian Forest Act, 1927, the Wild Life Protection Act, 1972, the Forest (Conservation) Act 1980 and the Punjab Land Preservation Act, 1900.

2.2.2 Organisational set-up

The Financial Commissioner and the Principal Secretary to the Government of Haryana (FCPS), Forest Department is the administrative head at the Government level. The Principal Chief Conservator of Forests (PCCF) at Panchkula is responsible for policy-making, budgetary control, issuing directions and overall working of the department. He is assisted by two Additional PCCFs (one for forestry and the other for wild life), six Chief Conservators of Forests and two Chief Project Directors (CPD) at the headquarters. The two CPDs are responsible for planning, implementation and monitoring of two projects, viz the Integrated Natural Resource Management and Poverty Reduction Project and the Community Forestry Project. The State is divided into four Forest Development circles, one Wild Life circle, one Production circle, two Community Forestry circles and one circle each for Monitoring & Evaluation, Research, Training, Social Forestry, Publicity & Extension and Working Plan. The Conservators of Forests head the circles. The above 14 circles are further divided into 37 Forest and four Wild Life divisions. At the divisional level, Divisional Forest Officers (DFOs) and Divisional Wild Life Officers (DWLOs) carry out the activities of the department relating to forest and wild life respectively.

2.2.3 Audit objectives

The main audit objectives were to ascertain whether:

- a long term perspective plan and annual plans were prepared to achieve the goals of the department as per Government policy;
- efficient financial administration with reference to allocated priorities existed in the department;
- effective programme management in terms of delivery of goals of the schemes/programmes existed;
- management of human resources was efficient in terms of recruitment, deployment and training of personnel for skill upgradation and
- adequate supervision and monitoring including an internal control mechanism existed.

2.2.4 Audit criteria

The audit criteria used for benchmarking the audit findings were as under:

- Policy and Plan documents, Acts and Rules pertaining to the Forest Department;
- Provisions of the Punjab Budget Manual and the Punjab Financial Rules/Treasury Rules as adopted by Haryana;
- Government notifications and instructions issued from time to time for the implementation of State and Centrally sponsored schemes;
- Departmental Manual, Rules and Regulations;
- Procedure prescribed for monitoring and evaluation of schemes/programmes; and
- Rulings of the Supreme Court of India and Punjab and Haryana High Court as regards preservation of forests.

2.2.5 Audit scope and methodology

Performance audit of the working of the Forest Department was conducted for the period 2006-11. Records of the PCCF, Additional PCCF (Wild Life) and all the 14 circles were selected for scrutiny. All 21 territorial forest divisions (including one eco-tourism division) were selected for test check. Two[22] out of four wild life divisions, two[23] out of four production divisions, and three[24] out of five community forestry divisions were selected for test check using the 'Stratified Probability Proportional to Size Random Sampling without Replacement' method.

An entry conference with the FCPS, Forest Department was held in April 2011 to discuss the audit objectives, audit criteria and scope of audit. An exit conference was held on 4th August 2011 with the FCPS to discuss the audit findings. Views of the department were taken into consideration while finalising the performance audit report.

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22 Divisional Wild Life Officers, Panchkula and Rohtak.

23 Divisional Forest Officers (Production), Karnal and Kurukshetra.

24 Divisional Forest Officers (Community Forestry Project), Ambala, Hisar and Kurukshetra.

Audit findings

2.2.6. Forest Policy and Planning

Long-term Perspective Plan to cover 10 *per cent* of the total geographical area of the State under forests by 2010 was not prepared.

The Government framed its Forest Policy in 2006, after 40 years of the creation of the State of Haryana to promote sustainable development of forest resources. The policy fixed the goal of increasing the area under forest and tree cover in the State from the existing 6.63 *per cent* to 10 *per cent* by 2010 and eventually to 20 *per cent* in a phased manner. The goal was to be achieved by growing large numbers of trees on panchayat, common and institutional land as well as on private land through agro-forestry, farm forestry and urban forestry.

The department also outlined its vision for the XIth Five Year Plan (2007-08 to 2011-12) as under:

- Increase forest and tree cover to 12 *per cent*;
- Expand agro-forestry and farm forestry;
- Popularize propagation, cultivation and marketing of medicinal plants;
- Promote eco-tourism;
- Check soil erosion through soil and water conservation works;
- Protect forests and wild life; and
- set-up a Wild Life Conservation Education Centre with public-private-partnership.

It was observed that the department had not made any long term plan outlining physical milestones to be achieved each year to ensure coverage of 10 *per cent* of the total geographical area of the State by 2010. The department implemented various programmes/schemes without specifying as to how the goal of bringing 10 *per cent* of the area under forest and tree cover would be achieved through these schemes. Further, the department had not prepared a detailed Perspective Plan outlining the areas of the State to be brought under forest and tree cover; the budgetary support required to achieve the goals, division/circle-wise physical and financial targets, etc. In the absence of proper planning, the forest and tree cover area increased to only 6.79 *per cent* of the total geographical area of the State as detailed below:

Table 1: Status of forest and tree cover in the State

(Area in lakh hectares)

Year	Gross area of the State	Reserved forest	Protected forest	Unclassified forest	Tree cover	Total forest and tree cover
2006	44.20	0.25 (0.57)	1.16 (2.62)	0.15 (0.34)	1.37 (3.10)	2.93 (6.63)
2011	44.20	0.25 (0.57)	1.16 (2.62)	0.18 (0.41)	1.41 (3.19)	3.00 (6.79)

(Note: Figures in brackets indicate percentage of total area of the State)

Thus, the total increase in forest and tree cover was only 0.16 *per cent* of the total geographical area of the State, even after spending ₹ 539.58 crore on the schemes relating to forest and tree cover during 2006-11. Though the goal of the department was not achieved, the department neither reviewed its policy nor formulated any new plan to achieve the goal of bringing 20 *per cent* area of the State under forest and tree cover as envisaged in the State Forest Policy 2006. The PCCF stated (July 2011) that the strategy to achieve this goal was through massive afforestation on farm lands and tree plantation on all waste lands and institution lands in the State and that efforts had been initiated in 2008-09, which would deliver results after 2011-12, as it normally takes four to five years for canopies to develop and areas to be reflected as green cover in satellite imageries. The reply is not convincing as specific targets were not specified as to how the goal of bringing 10 *per cent* of the area under forest and tree cover would be achieved.

The Compensatory Afforestation Management and Planning Authority (CAMPA) was constituted (April 2004) by the Government of India (GOI) to credit all receipts from user agencies on account of diversion of forest land for non-forest purposes. The money received was to be utilised for natural assisted regeneration, forest management and afforestation schemes after getting approval from GOI. It was observed that no specific plan was prepared for carrying out compensatory afforestation despite accumulation of ₹ 274.86 crore as of June 2011 in the fund, as discussed later in paragraph 2.2.7.6.

Thus, lack of planning contributed to the area under forest and tree cover in the State remaining almost stagnant during the period 2006-11.

2.2.7. Financial Management

The Government provides funds to the department through the budget for carrying out activities of the department. The PCCF is responsible for preparation and submission of the budget estimates to the Government. The department implemented 14 Plan schemes (Two Centrally sponsored schemes on sharing basis, one externally aided and 11 State Plan schemes) and 12 Non-Plan schemes (***Appendix 2.3***). In addition to this, a sum of ₹ 5.18 crore was received in 2007-08 from the Ministry of Tourism, GOI through the Haryana Tourism Corporation Limited for development of eco-tourism. The receipts of the forest department were mainly from the sale of forest produce such as trees, grass, bamboo, etc.

2.2.7.1 Budget and expenditure control

The budget is an important tool for ensuring financial discipline. Monitoring the progress of expenditure against well-formulated budget targets is an important management function. Poor budgetary control not only results in inefficient use of scarce financial resources but also hampers the progress in achieving the organisational objectives. As laid down in paragraph 5.3 of the Punjab Budget Manual, as adopted by Haryana, the budget estimates of ordinary expenditure

should be framed as accurately as possible. All items of expenditure that can be foreseen should be provided for and included under the proper sub-heads. The disbursing officers are required to forward the details of proposals in the prescribed form to the controlling officer, who further scrutinises them for preparation of budget estimates.

The budget provisions under Plan, Non-Plan, expenditure incurred thereagainst and actual receipts during 2006-11 were as under:

Table 2: Budget provisions and expenditure

(₹ in crore)

Year	Original Budget allocation			Final Budget allocation			Expenditure			Excess (+)/ saving (-) against the Original Budget	Actual receipts
	Plan	Non Plan	Total	Plan	Non Plan	Total	Plan	Non Plan	Total		
2006-07	99.95	49.37	149.32	91.14	49.51	140.65	124.79	49.45	174.24	(+) 24.92	38.62
2007-08	103.54	35.05	138.59	98.96	34.00	132.96	102.07	34.02	136.09	(-) 2.50	33.79
2008-09	117.15	37.52	154.67	118.25	38.23	156.48	120.87	39.32	160.19	(+) 5.52	40.74
2009-10	101.40	93.75	195.15	95.79	91.49	187.28	94.95	91.87	186.82	(-) 8.33	56.13
2010-11	128.53	66.56	195.09	130.91	75.30	206.21	119.41	86.68	206.09	(+) 11.00	33.56
Total	**550.57**	**282.25**	**832.82**	**535.05**	**288.53**	**823.58**	**562.09**	**301.34**	**863.43**	**(+) 30.61**	**202.84**

Source: Detailed Appropriation Accounts of the respective years.

As is evident from the above table, there was excess over the original budget allocations during 2006-07, 2008-09 and 2010-11 and savings during 2007-08 and 2009-10. Wide variations between the original budget estimates and the actual expenditure without any justification indicated faulty budgeting. Out of total excess of ₹ 24.92 crore in 2006-07, ₹ 23.46 crore was in respect of the Haryana Community Forestry Project. The issue was pointed out in paragraph 2.3.8 of the Report of the Comptroller and Auditor General of India for the year ended 31 March 2007 (Civil) Government of Haryana. However, recommendations of the Public Accounts Committee were awaited. It was further observed that though the department prepared budget estimates in respect of Non-Plan expenditure by obtaining details from disbursing officers, no such exercise was being carried out in respect of Plan estimates.

The PCCF stated (May 2011) that excesses under the various schemes were due to increase in wage rates and maintenance of buildings while the savings were due to vacant posts and less expenditure on implementation of schemes. The reply indicates that the budgets were not prepared as per the provisions of the Budget Manual as increase in wage rates, maintenance of buildings, vacant posts, etc. were foreseeable and the estimates should have been prepared after taking these items of expenditure into account.

Scrutiny of records revealed the following deficiencies:

- In four[25] schemes (***Appendix 2.4***), no expenditure was incurred against allotment of ₹ 1.55 crore during 2006-10 and the amount had to be

[25] Information Technology; State Resource Management Livelihood Project; Survey and Utilisation of Forest Resources; Development of Agro-Forestry Clonal and Non-Clonal.

surrendered on the last day of the financial year. The PCCF stated (June 2011) that schemes could not be executed because of inadequate provision of funds provided for these schemes. Thus, the provisions in the budget for these schemes were not made properly.

- According to the Haryana Forest Manual, savings from salaries were not be re-appropriated towards other standard objects of expenditure. Excess expenditure of ₹ 25.13 lakh incurred on two schemes (***Appendix 2.5***) was re-appropriated out of savings from salaries on the last day of the financial year, which was not only contrary to the provisions of the Forest Manual, but also indicated poor budgetary control.

2.2.7.2 Non-maintenance of Budget Control Register

According to the Haryana Forest Manual Vol. II (Paragraph 14.35), a Budget Control Register was to be maintained by the PCCF, which was to show all transfers, sanctions, re-appropriation and additional grants, if any, up to date along with the actuals of receipt and expenditure for effective check and control over the finances of the department. It was noticed that though all the Drawing and Disbursing Officers (DDOs) of the department were sending actual expenditure and receipt statements every month to PCCF, the required Budget Control Register indicating DDO-wise budget allocation and expenditure incurred thereagainst was not maintained in the prescribed form. Only DDO-wise expenditure was recorded, which was not sufficient to monitor and control the expenditure with reference to the budget provision. Thus, the department was not enforcing the prescribed expenditure control mechanism, as a result of which, there were variations between the budget provisions and the actual expenditure and various instances of re-appropriations on the last day of the year.

2.2.7.3 Non-cancellation of paid vouchers

The State Financial Rules (Rules 2.21 (5) and 8.13) provide that all paid vouchers must be stamped as 'paid and cancelled' so as to avoid their misuse again for presenting fraudulent claims. Further, as per these rules, contingent sub-vouchers for items not exceeding ₹ 1,000 are to be retained in the offices of drawing officers. Scrutiny of the vouchers of the test-checked divisions and circles for the month of March 2010 revealed that paid vouchers for this month had not been marked as 'paid and cancelled' by any of these divisions and circles. This could give rise to the risk of frauds, misappropriations, etc. On this being pointed out (May 2011), the PCCF directed (June 2011) all the Chief Conservators of Forests (CCFs)/Conservator of Forests (CF) and DFOs to ensure that all paid vouchers are stamped as paid and cancelled in future.

2.2.7.4 Non-deposit of revenue in Government Account

Haryana Forest Development Corporation did not deposit revenue of ₹ 2.54 crore in the Government Account.

The felling and removal of forest produce is done by the production divisions of the department and by the Haryana Forest Development Corporation (HFDC) in nine[26] districts. HFDC was established in 1989 with the main purpose of assuring reasonable prices to farmers for their standing trees and other forest produce. The units of HFDC are required to deposit the amounts of royalty (being the proceeds from the sale of forest produce) with the department for crediting into the Government account. It was observed that the Regional Manager, HFDC, Gurgaon did not deposit a sum of ₹ 2.54[27] crore on account of royalty for the period 2008-11 with the department for crediting into the Government account. Further, despite the department being aware of the fact that the Regional Manager, Gurgaon was utilising the royalty amount for implementation of its projects and not depositing it with the department, no effective action was taken against him. This increased the amount of outstanding royalty from ₹ 60 lakh in 2008-09 to ₹ 2.54 crore in 2010-11. Utilisation of the Government's receipts towards HFDC's projects was irregular. On this being pointed out (February 2011) by audit, the PCCF took up (May 2011) the matter with the Regional Manager, HFDC, Gurgaon for deposit of the amount with the concerned DFO. However, further developments were awaited. The department should have evolved a proper system to ensure that all the receipts were deposited into the Government Account. During the exit conference, the FCPS, Forest Department, viewed the matter seriously and assured action against the officers concerned.

2.2.7.5 Retention of money in bank account

As per Para 13.38 of the Forest Manual, every officer who is authorized to receive and disburse Government money should maintain a cash book in Form FAC-6 in which he should enter all the transactions. As per Supreme Court orders (October 2002), unspent funds of compensatory afforestation, net present value of forest land, etc. lying with the State Government or any amount yet to be recovered from the user agency were to be deposited with CAMPA.

In four divisions, a total amount of ₹ 5.56 crore was kept in bank accounts instead of remitting the same to CAMPA.

In four[28] out of 20 territorial divisions, a total sum of ₹ 5.56 crore received from user agencies during October 2004 to December 2010 was kept in the bank accounts of the DFOs instead of depositing the same with CAMPA. Keeping of funds in the bank accounts was in contravention of the financial rules. Further, the entries of receipts on this account and depositing of the same in the bank accounts were not made in the cash books. Non-maintenance of cash books properly coupled with keeping the funds outside the Government Account i.e. in bank account, could lead to losses/misappropriation.

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[26] Ambala, Faridabad, Gurgaon, Hisar, Jhajjar, Jind, Mewat, Rewari and Rohtak.

[27] 2008-09: ₹ 0.60 crore, 2009-10: ₹ 0.97 crore and 2010-11: ₹ 0.97 crore.

[28] Fatehabad, Hisar, Jind and Sirsa.

2.2.7.6 Management of Compensatory Afforestation Fund

In pursuance of a Supreme Court order of October 2002, the Ministry of Environment and Forests (MOEF) constituted (April 2004) CAMPA to credit all receipts from user agencies towards compensatory afforestation, additional compensatory afforestation, net present value of forest land, catchment area treatment plan or for compliance of any other condition(s) stipulated by the Central Government while according approval under the Forest (Conservation) Act, 1980. The unspent funds already realised by the States/Union Territories on this account were also to be transferred to CAMPA. CAMPA, in turn, was to release money to the concerned States and Union Territories in instalments through State Level Management Committees as per the annual plans of operation finalized by the concerned States and Union Territories. The money received was to be utilised for natural assisted regeneration, forest management and afforestation schemes approved by GOI.

The Government constituted (January 2010) the State CAMPA, Haryana in accordance with GOI guidelines for management of funds receivable from CAMPA through GOI for forestry activities. It was to be registered as a society by the State Government under the Societies Registration Act, 1860. The State CAMPA, Haryana had not been registered as a Society till date (August 2011).

Proper plan was not prepared to utilise funds of ₹ 24.48 crore.

It was observed that a sum of ₹ 38 crore was released (August 2009: ₹ 19.11 crore, October 2010: ₹ 18.89 crore) by GOI out of this fund. Though a plan for expenditure of ₹ 19.11 crore was approved (June 2010) by the Steering Committee of the State CAMPA headed by the Chief Secretary, Haryana, the department released only a sum of ₹ 13.52 crore between July 2010 and June 2011 to the DFOs and a sum of ₹ 5.59 crore was lying in a bank account as of July 2011 (***Appendix 2.6***). Out of the released amount, a sum of ₹ 9.65 crore was utilised and a sum of ₹ 3.87 crore was lying unspent with the DFOs in their bank accounts. No plan was prepared to utilise the funds of ₹ 18.89 crore released by GOI in October 2010. It was further observed that a sum of ₹ 274.86 crore was accumulated in the Haryana State CAMPA account maintained by MOEF up to June 2011, besides, the balance of ₹ 28.35 crore in bank accounts of the PCCF and DFOs. Thus, no proper plan was prepared to utilise the funds for natural assisted, forest management and afforestation scheme and the purpose of creation of the fund was not properly served.

2.2.7.7 Non-realization of compensation for use of forest land for non-forest purposes

As per provisions contained in the Forest (Conservation) Act 1980 and the Rules framed thereunder, user agencies in whose favour, diversion of forest land is allowed for non-forest use, are required to deposit charges for compensatory afforestation, additional compensatory afforestation, penal compensatory, catchment area treatment, diversion of protected areas, etc. As per MOEF guidelines (September 2003), net present value (NPV) of land has to be realized from user agencies before according final approval for diversion of forest land.

User agencies of forest land paid only ₹ 2.61 crore against the due amount of NPV of ₹ 4.60 crore.

In seven[29] out of 20 territorial divisions, it was noticed that the user agencies applied (November 2006 – April 2011) for diversion of 26.34 hectares of land for carrying out construction works in 14 cases. GOI accorded approvals in these cases, subject to the condition that an amount of ₹ 4.60 crore would be paid by the user agencies on account of the said compensation. The user agencies had deposited ₹ 2.61 crore but the balance amounting to ₹ 1.99[30] crore was not deposited as of March 2011, despite the lapse of one to four years of the grant of in-principle approval of GOI. Though the user agencies had executed the works, the department had taken no action against them to recover the balance amount during the execution of works. The department should not have allowed the user agencies to carry on the work without the deposit of NPV.

2.2.7.8 Non-transfer of funds to CAMPA

The department deposited an amount ₹ 4.06 crore of CAMPA fund under a State Revenue head.

In seven[31] out of 20 territorial divisions, GOI granted (July 2003 – November 2010) permission for use of forest land for non-forest use in 56 cases. The user agencies deposited a sum of ₹ 25.37 crore with the department for depositing with CAMPA. It was observed that out of these funds, these divisions remitted an amount of ₹ 4.06 crore under the deposit head 8782-Forest Remittances of the State Government contrary to the guidelines of GOI. This affected the accumulations of the Compensatory Afforestation Fund to the extent of ₹ 4.06 crore. Two[32] DFOs stated (February 2011) that the funds deposited under the Revenue head pertained to felling charges realised from the user agencies. The reply was not in consonance with the directives of GOI as felling charges were included in the calculation of compensatory afforestation charges and as such, were to be deposited with CAMPA.

2.2.7.9 Haryana Wood-Based Industries Revolving Corpus Fund

The Forest Department notified (March 2006, September 2009) the provision of licence fees for the grant of licences to wood-based industries and framed rules, viz the Haryana Forest Management of Wood-Based Industries Revolving Corpus Fund Rules 2009 for management of funds created through licence fees. The funds collected were to be utilised for acquisition of land, conservation of natural resources viz. soil, water, plants and animals and any other activity approved by the committee to promote forestry. As per Government instructions issued in June 1997, the surplus funds were to be invested in debt instruments floated by Central/State Governments, fixed deposits with nationalised/cooperative banks, etc.

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29 Ambala, Fatehabad, Gurgaon, Hisar, Jind, Morni at Pinjore and Sirsa.

30 Bharat Sanchar Nigam Limited: ₹ 0.19 crore, Haryana Urban Development Authority: ₹ 0.13 crore and Public Works Department: ₹ 1.67 crore.

31 Ambala, Fatehabad, Jhajjar, Mahendergarh, Morni at Pinjore, Rewari and Rohtak.

32 Fatehabad and Mahendergarh.

Instead of spending funds of ₹ 26.18 crore of Haryana Wood-Based Industries Revolving Corpus Fund on promotion of forestry, the same were kept in a bank account.

A sum of ₹ 26.18 crore was realized by the department on account of licence fees, during the period from March 2007 to June 2010. The entire amount was kept in a saving bank account, instead of utilising it for the objectives set out in the Rules. The department neither spent the amount on promotion of forestry nor invested the amount in fixed deposits at regular intervals though the minimum balances in the saving bank account ranged from ₹ 71.99 lakh to ₹ 16.41 crore during 2007-2011. The department would have earned interest of ₹ 63.31 lakh, had the surplus money been invested in fixed deposits. Further, the purpose of creating of this fund to promote the cause of forestry was not served.

Programme implementation

The department implemented 14 Plan schemes including three projects (two Centrally sponsored on sharing basis, one externally aided and 11 State Plan schemes) and 12 Non-Plan schemes. Audit observations in respect of some major schemes/projects are discussed below:

2.2.8 Integrated Natural Resource Management and Poverty Reduction Project

The Integrated Natural Resource Management and Poverty Reduction Project was an externally aided project funded by the Japan Bank of International Cooperation (JBIC) {now Japan International Cooperation Agency (JICA)}. The project commenced in 2004-05 and was to continue up to 2010-11. The project area comprised 800 villages, spread over in 17 out of the 19 districts of the State, leaving out Gurgaon and Faridabad districts. The main objectives of the project were to rehabilitate forest land in an ecologically sustainable manner; to improve the quality of life of the villagers adjoining forests; to take up development and management of degraded forests and common lands in an integrated manner through reforestation, afforestation, improved soil and water conservation measures, etc.

The estimated cost of the project was ₹ 286 crore, of which JICA's share in the form of soft loan was ₹ 234.33 crore. Against this, an amount of ₹ 279.48[33] crore was spent up to 2010-11. JICA provided soft loans to GOI for implementation of the project at 0.75 *per cent* rate of interest per annum. The said loan was to be paid back in 30 years with a 10-year grace period. GOI transferred this loan to the State Government as per the project guidelines.

The department submitted reimbursement claims amounting to ₹ 235.18 crore during 2004-11 from JICA. JICA, however, reimbursed ₹ 231.31 crore, leaving a balance of ₹ 3.87 crore. It was observed that reimbursement was disallowed due to audit

[33] 2004-05: ₹ 15.04 crore, 2005-06: ₹ 48.50 crore, 2006-07: ₹ 57.79 crore, 2007-08: ₹ 65.50 crore, 2008-09: ₹ 55.84 crore, 2009-10: ₹ 26.77 crore and 2010-11: ₹ 10.04 crore.

observations such as diversion of funds, low survival of plantation, etc.

The following points were noticed in the implementation of the scheme:

2.2.8.1 Physical targets

A target of plantation of 48,800 hectares under different components[34] in the project was allocated amongest 17[35] divisions. Against this, plantation in 45,685 hectares was carried out during the project period (2004-11), resulting in shortfall in plantation of 3,115 hectares. The target under the farm forestry component remained unachieved by 37 *per cent*, but the targets under other components were achieved fully. The Project Director, JICA Project stated (June 2011) that the shortfall in plantation was due to low demand for plants by local people and with the improved variety of plants, the demands for plants would increase in future.

2.2.8.2 Low survival of plants

According to the PCCF's orders (January 1992), the minimum survival percentage of plantations was required to be 70. Further, in cases where the percentage of survival in plantation was less than the norm, the cost of the plantations was to be recovered from the officers responsible for low survival of the plants subject to certain exceptions i.e. damages due to floods, fire or diverting of planted land for some other development activities.

No action was initiated against delinquent officers responsible for low percentage of survival of plantations.

There were abnormal failures in survival of plantations under various components in an area of 263.5 hectares and 473.45 row kilometres raised at a cost of ₹ 2.52 crore during 2005-08 in eight[36] out of 17 test-checked territorial divisions as pointed out by the Monitoring and Evaluation Wing of the department. The percentage of survival in these cases ranged between zero and 65, which resulted in loss of ₹ 77.45 lakh to the Government. No action was taken against the officers despite a lapse of 21 to 33 months from the date of reporting by the Monitoring and Evaluation Wing. The Project Director, JICA Project, while admitting the facts, stated (June 2011) that action was being initiated against the officers responsible for poor survival of plantations.

2.2.8.3 Community organization for poverty alleviation

- **Entry Point Activities**

Entry Point Activities (EPA) are an introductory incentive to develop small infrastructures desired by villagers for attracting peoples' attention to forestry development and income generation activities. A small amount is spent for community development works such as providing drinking water, minor irrigation, sanitation facilities, improvement of common places and schools.

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[34] Strip Forest Plantation, Block Forest Plantation, Community Land Plantation and Farm Forestry.

[35] Ambala, Bhiwani, Fatehabad, Hisar, Jhajjar, Jind, Kaithal, Karnal, Kurukshetra, Mahendergarh, Panchkula, Panipat, Rewari, Rohtak, Sirsa, Sonepat and Yamunanagar

[36] Hisar, Jhajjar, Jind, Kurukshetra, Mahendergarh, Rewari, Rohtak, and Yamunanagar.

As per the project guidelines, a sum of ₹ one lakh was to be released to each target village having strip, block or community plantations for EPA subject to the condition that the villagers would contribute 10 *per cent* of ₹ one lakh in cash or kind so as to ensure their active participation in the programme.

It was observed that 14[37] territorial divisions had not submitted (March 2011) utilisation certificates (UCs) for the expenditure of ₹ 6.11 crore incurred on entry point activities, despite the lapse of two to five years.

As per the project guidelines, EPAs were to be carried out up to the year 2008-09 and thereafter, no expenditure was to be incurred on these activities. But contrary to the project guidelines, funds of ₹ 30 lakh were spent on EPAs during 2009-10 in eight[38] territorial test-checked divisions.

- **Income Generation Activities**

Poor unemployed persons from villages adjoining forest areas were to be identified and provided training in income generation activities or micro-enterprises relevant to the areas. Necessary equipment, credit and marketing was to be arranged through Village Forest Committees (VFCs)/Non-Government Organisations (NGOs). The landless poor, seasonal unemployed and under-employed labourers were to be provided priority in this venture.

Women were to be provided special help through Self Health Groups (SHGs), thereby making themselves self-reliant. Promotion of income generating vocations was desirable not only for economic upliftment of villagers but also for their empowerment.

In 15 test-checked territorial divisions, against the release of ₹ 13.35 crore to Village Forest Committees for income generating activities, only ₹ 6.88 crore was paid to Self Help Groups.

As per the guidelines, income generation activities[39] (IGA) were to be carried out in selected villages by forming SHGs. The VFCs were to be provided seed money of ₹ two lakh for creating revolving funds for giving loans to SHGs. The SHGs were to promote IGA by taking loans from VFCs.

In 15[40] test-checked territorial divisions, a sum of ₹ 13.35 crore was released to 668 VFCs consisting of 1,732 SHGs during 2005-11 (up to December 2010). These VFCs, however, further released loans amounting to ₹ 6.88 crore to SHGs up to December 2010 and the balance sum of ₹ 6.47 crore remained unspent with the VFCs. Audit observed that the SHGs were not active. Further, against the target of formation of 2,400 SHGs in the State, 2,013 SHGs were formed. No NGOs were involved for carrying out IGAs.

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37 Ambala, Fatehabad, Hisar, Jind, Kaithal, Karnal, Kurukshetra, Mahendergarh, Panipat, Rewari, Rohtak, Sirsa, Sonepat and Yamunanagar.

38 Karnal, Mahendergarh, Morni at Pinjore, Panipat, Rewari, Rohtak, Sonepat and Yamunanagar.

39 Pisciculture, Apiculture, Cottage industries, Vermi-compost making, Alternative energy sources, Floriculture and Silage making.

40 Ambala, Fatehabad, Hisar, Jind, Kaithal, Karnal, Kurukshetra, Mahendergarh, Panipat, Morni at Pinjore, Rewari, Rohtak, Sirsa, Sonepat and Yamunanagar.

2.2.8.4 *Injudicious expenditure on overlapping of areas*

As per the provisions contained in the project, the areas covered under the project were not to overlap with those covered by any other Central/State/ externally aided scheme relating to forests.

An expenditure of ₹ 92 lakh was incurred on EPA and IGA schemes in areas which were already covered under other schemes.

In six[41] out of 20 territorial test-checked divisions, it was noticed that although it was recorded in the project document that the proposed areas were not covered under any other scheme, 32 villages taken up for EPA and IGA were found to be already covered under other schemes[42]. An expenditure of ₹ 92 lakh was incurred on the EPA and IGA schemes. Three[43] DFOs stated (November 2010 to February 2011) that the project was approved by JBIC through GOI and the proposal had been submitted by the PCCF. The reply is not convincing as these villages were identified by the DFOs while preparing the project.

2.2.8.5 *Diversion of funds*

In violation of the project guidelines, an amount of ₹ 1.01 crore was incurred on raising of nurseries in Ambala district.

As per the project guidelines, plantations on community land were to be carried out in nine[44] districts of the State. District Ambala was not approved for plantation under this component. However, an expenditure of ₹ 1.01 crore was incurred (2008-09) on raising of a nursery in community land measuring 250 hectares in the district, contrary to the guidelines. On this being pointed out (May 2010) in audit, the department initiated (June 2010) action for fixing responsibility for the irregularity but final action in the matter was awaited (March 2011).

2.2.8.6 *Delay in conducting independent monitoring and evaluation*

The project guidelines provided for an independent external consultant for monitoring and evaluation of its activities. He was to carry out a study to assess the physical and financial achievements, clearly bringing out the changes brought out in the socio-economic parameters, evaluate roles and responsibilities discharged by the village institutions, analyse constraints and limitations faced by the authorities in project implementation and suggest remedial measures.

Due to delay in awarding the work of study of monitoring and evaluation, little time was left for taking corrective action.

The study was allotted (November 2008) to a firm at a cost of ₹ 27.47 lakh with the condition to complete the work within one year from the date of allotment (February 2009). Twenty-five *per cent* payment of the consideration amount was to be made at the time of allotment, 50 *per cent* on submission of the Interim Report and the balance 25 *per cent* on submission of the Final Report.

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41 Ambala, Hisar, Kaithal, Mahendergarh, Morni at Pinjore and Sirsa.

42 Community Forestry Project (CFP) and National Afforestation Programme through FDA (12 villages under CFP and 20 Villages under FDA).

43 Ambala, Hisar and Mahendergarh.

44 Bhiwani, Hisar, Jhajjar, Kaithal, Karnal, Mahendergarh, Rewari, Rohtak and Sirsa.

It was observed that 25 *per cent* payment was made at the time of allotment while 50 *per cent* payment was released in September 2010 by the Project Director without receipt of the Interim Report. The main activities were to be carried out up to the year 2008-09 and the project period was to end in March 2011. The results of the study submitted (November 2010) by the firm were sent for action in December 2010 to field functionaries. The report pointed out non-formation of many VFCs and SHGs, non-involvement of NGOs, non-holding of meetings of SHGs regularly, etc. Since the project period was up to March 2011, very little time was left for taking remedial measures. The delay in awarding the work of the study besides delay in submission of report, defeated the objective of the evaluation report and rendered the expenditure of ₹ 20.60 lakh largely unfruitful.

2.2.9. Social and Farm Forestry

Social and Farm Forestry is continuing as a State Plan Scheme since the Eighth Five-Year Plan. The main emphasis under this scheme is to supply seedlings to farmers, Government institutions, etc. free of cost for plantation with the objective of bringing about an overall increase in tree cover in the State and enhance the income of tree-growing farmers. During 2006-11, 13.39[45] crore seedlings were distributed in the State by incurring an expenditure of ₹ 44.02[46] crore.

A test check of 4,193 beneficiaries by the Monitoring and Evaluation Wing of department revealed that 16.78 lakh plants were supplied against the issue of 17 lakh plants from the nurseries of 21 divisions during 2007-10. The survival percentage under the scheme ranged between 13 and 33 as shown below:

Table 3: Statement showing survival of plants

Year	Number of beneficiaries	Seedlings supplied as per nursery records	Actual supply of plants	Plants survived	Percentage of survival
2007-08	490	1,81,548	1,81,030	23,727	13
2008-09	1,989	8,73,985	8,69,675	1,49,396	17
2009-10	1,714	6,44,454	6,27,549	2,05,879	33
Total	**4,193**	**16,99,987**	**16,78,254**	**3,79,002**	**23**

Source: Departmental figures.

The survival of plantations under Social and Farm Forestry was only 23 *per cent* during 2007-10.

As is evident from the above table, the average overall survival of plants was only 23 *per cent*. No norm for survival of plantations under Social and Farm Forestry was fixed. The PCCF stated (July 2011) that the poor survival of plants under the Social Forestry component was due to absence of control of the department over the local people who were supplied free plants and were responsible for their maintenance and further upkeep. With a view to increase the survival of

[45] 2006-07: 2.33 crore plants, 2007-08: 2.54 crore plants, 2008-09: 2.75 crore plants, 2009-10: 3 crore plants and 2010-11: 2.77 crore plants.

[46] 2006-07: ₹ 7.07 crore, 2007-08: ₹ 7.19 crore, 2008-09: ₹ 9.71 crore, 2009-10: ₹ 9.26 crore and 2010-11: ₹ 10.79 crore.

plantations, the department should have evolved a proper mechanism to have control over plantation work under Social Forestry.

2.2.10. Community Forestry Project

The Haryana Community Forestry Project (CFP) was made operational from November 1998 with the objective of building up the capacity of rural communities to improve the natural environment and maintain land fertility through sustainable management of natural resources undertaken in a participatory manner. The project was closed in June 2008.

Audit observations relating to implementation of this project were incorporated in paragraph 3.1 of the Report of the Comptroller and Auditor General of India for the year ended 31 March 2008 (Civil) Government of Haryana. The points noticed in test check relating to the follow up of the project are discussed hereunder**:**

2.2.10.1 Non-handing over of dams to village communities for maintenance

Nineteen water harvesting dams constructed at a cost of ₹ 5.72 crore in Ambala and Yamunanagar districts were not handed over to village communities as envisaged in the scheme.

As per a provision contained in the CFP guidelines, water-harvesting dams were to be constructed in the Shivalik Hills of Ambala and Yamunanagar districts to rehabilitate degraded forests. After construction of dams, these were to be handed over to the village communities for their maintenance, with the condition of ensuring equal distribution of water and protection and management of the catchments by the village committees.

In Ambala and Yamunanagar districts, 19 dams were constructed during the project period (1998-2008) at a cost of ₹ 5.72 crore by the Ambala and Kurukshetra (CFP) Divisions. After the construction and closure of the project, the department did not hand over these dams to the village communities for protection and management. Audit observed that these dams were damaged due to floods and an expenditure of ₹ 31.70 lakh was incurred on their repairs in 2010-11. Thus, due to non-handing over of the dams to village communities, the Government had to incur this avoidable expenditure. On this being pointed out by Audit in December 2010, the Project Director (CFP) stated (June 2011) that the dams had been handed over to village communities after repairs in March 2011.

2.2.10.2 Re-plantation out of sale proceeds of forest produce

As per the project guidelines, woodlots[47] were to be established in 7400 hectares of Panchayat land, village common land (jointly owned by several villagers), river banks and institutional land. The plantations were to be handed over for further management to the communities after three years. As per tripartite agreements signed between the Village Resource Management Committees (VRMCs), the

[47] A woodlot is a segment of forest capable of small-scale production of forest products.

Village Panchayats and the department, 30 *per cent* of the sale proceeds of forest harvesting were to be used on re-plantation. The Forest Department was to monitor whether the sale proceeds were being ploughed back into re-plantation at the time of harvesting.

Scrutiny of records of the DFO (CFP), Kurukshetra (out of three test-checked CFP, divisions) revealed that Village Resource Management Committees (VRMCs) felled 21,330 trees in Kurukshetra and Yamunanagar districts up to September 2010 and sold the same for ₹ 79.95 lakh, but the required percentage of sale proceeds was not utilised on re-plantation. There was no follow up for the last three years. During the exit conference, the FCPS, Forest Department directed the departmental officers to do the needful as per the provisions of the project.

2.2.11. Non-afforestation of areas in lieu of land diverted for non-forest use

Compensatory afforestation was not carried out in 12 divisions, despite realization of compensation of ₹ 109.18 crore.

The Ministry of Environment and Forests granted (July 2003 to March 2010) permission for diversion of a total of 749.37 hectares of forest land for non-forest use in 12[48] out of 20 test-checked territorial divisions under the provisions of the Forest (Conservation) Act 1980. The permission was granted with the condition that compensatory afforestation would be carried out by the State Government within a year from the date of permission. An amount of ₹ 109.18 crore was realised by the department from land user agencies on account of compensation during July 2003-April 2010, but the desired compensatory afforestation had not been carried out despite the lapse of 12 to 92 months after realisation of compensation. Six[49] Divisional Forest Officers stated (January-February 2011) that the physical targets and budget provisions for these plantations were not provided to them by the PCCF. No reply was received from other divisions.

2.2.12. Development of Herbal Parks

Contrary to the Forest (Conservation) Act, 1980 and Wild Life (Protection) Act, 1972, 11 herbal parks were developed in reserved forest/ protected forest/Wild Life sanctuary without the approval of GOI.

As per provisions contained in Forest (Conservation) Act, 1980 and the Wild Life (Protection) Act, 1972, cultivation of oil-bearing plants, horticultural crops or medicinal plants are non-forestry activities and attracts restrictions as applicable for de-reservation of forests or use of forest land for non-forest purposes. Thus, cultivation of fruit-bearing trees, oil-bearing plants or medicinal plants on forest land and wild life sanctuaries requires approval of the National Board of Wild life and the Supreme Court.

A scheme for development of herbal parks was formulated (April 2005) by the Government to create herbal parks in each district with the objective of

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48 Ambala, Fatehabad, Gurgaon, Hisar, Kurukshetra, Mahendergarh, Mewat at Nuh, Morni at Pinjore, Rewari, Rohtak, Sirsa, and Sonepat.

49 Ambala, Fatehabad, Hisar, Mahendergarh, Mewat at Nuh and Sonepat.

conserving medicinal plants, carrying out research and study, popularising cultivation and using Indian medicinal and aromatic plants. It also aimed at producing quality seeds and seedlings for distribution to farmers. The parks were to be established as far as possible either inside forest areas (outside national parks and wild life sanctuaries) or on some other suitable Government land.

It was observed that 10[50] herbal parks were developed at a cost of ₹ 8.26 crore on 151.60 hectares of reserved/protected forest without obtaining permission from GOI. The department developed one herbal park in Jhajjar (Bhindawas Herbal Park) district in the wild life sanctuary, contrary to the Wild Life Protection Act 1972.

In seven[51] territorial test-checked divisions, it was observed that during 2005-11, 2,82,319 herbs/shrubs were raised in seven herbal parks. The department was to sell the plants to the public to make the herbal parks sustainable. Only a sum of ₹ 0.67 lakh was realised in Kaithal and Panipat divisions. No plants were sold in the other five divisions to make the herbal parks sustainable. The FCPS, Forest Department accepted the facts during exit conference and stated that necessary action would be taken.

2.2.13. Development of Eco-Tourism

2.2.13.1 Non-completion of eco-tourism project

The Ministry of Tourism sanctioned (September 2007) projects for development of eco-tourism in the Morni-Pinjore Hills, Sultanpur National Park and Kalesar in Haryana at a cost of ₹ 6.48 crore and released (September 2007) a sum of ₹ 5.18 crore (80 *per cent* of the project cost). The projects were to be completed by the Forest Department within 24 months from issue of the sanctions. Cost escalations on account of delays were to be borne by the Government. The balance 20 *per cent* of the project cost was to be reimbursed on submission of utilization certificates and completion/commissioning of the projects as per the original plan. The Government was to undertake the responsibility of maintenance of the facilities.

Due to non-completion of projects of eco-tourism, the department could not avail of Central assistance of ₹ 1.30 crore.

Funds amounting to ₹ 5.18 crore were received (December 2007) through the Director, Haryana Tourism Corporation Limited, Chandigarh. As per the plan, 90 works were to be taken up at a cost of ₹ 6.42 crore to create tourist facilities under eco-tourism. Further, the completed buildings and other facilities were to be handed over to private operators on lease basis for management.

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[50] Bhiwani (Chaudhary Surendra Singh Memorial Park), Faridabad (Ratanjot Vatika), Gurgaon (Anwala Herbal Park), Hisar (Shatavar Vitika), Kaithal (Jamun Vatika), Kurukshetra (Arjun Vatika), Mahendergarh (Googal Vatika), Panchkula (Karpur Vatika, Thapli Herbal Park) and Yamunanagar (Rudraksh Vatika),

[51] Fatehabad, Hisar, Kaithal, Panipat, Rewari, Rohtak and Sirsa.

Out of 90 works, 54 were taken up and a sum of ₹ 5.03 crore was spent (May 2010) on their execution (32 completed and 22 incomplete) as detailed in ***Appendix 2.7***. It was observed that the department did not initiate any action regarding execution of the remaining 36 works. Scrutiny of records revealed that 20 *per cent* of the project costs, which were to be reimbursed by GOI on submission of utilisation certificates, was not released by the Government for completion of the projects.

The department started construction of six structures pertaining to Bansantaur nature camp in violation of the Wild life (Protection) Act 1972 and stopped (May 2010) the same after incurring an expenditure of ₹ 30.14 lakh. Due to non-completion of the projects as scheduled, the balance Central assistance of ₹ 1.30 crore could not be availed of besides depriving the Government from revenue which it would have earned by leasing out the structures to private operators. The FCPS, Forest Department assured necessary action during exit conference.

2.2.13.2 Non-utilisation of Bhondsi area for eco-tourism

Bhondsi area was not developed for eco-tourism.

The Government declared (March 2004) an area of 588.5 acres of Bhondsi village (Gurgaon district) as a protected forest under Section 38 of the Indian Forest Act, 1927. The building complex comprising 13 buildings consisting of 47 rooms and four tubewells named the Bharat Yatra Kendra (BYK) was managed by a Tehsildar through the village Panchayat, Bhondsi up to June 2009. Thereafter, the area was taken over for management by the Forest Department to develop eco-tourism through a society to be constituted by the department. In a meeting held (May 2010) under the Chairmanship of FCPS, Tourism Department, it was decided to evolve a plan for development of this area as a tourist place. However, the department neither evolved any plan nor constituted any society for the purpose. The area had not been developed for eco-tourism as of March 2011. A sum of ₹ 17.55 lakh was spent on payment of electricity bills and maintenance charges for protection of buildings and the area by the department. Further, the condition of these buildings was deteriorating due to the vagaries of weather.

2.2.14. Wildlife Development

The Wildlife Wing of the department is entrusted with the protection of wild life in the forests as well as outside forest areas by enforcing the provisions of the implementation of the Wildlife (Protection) Act, 1972 and Rules made thereunder. Management and development of national parks, wildlife sanctuaries and zoos is also an important function of the Wing. There are two national parks in the State, one at Sultanpur in Gurgaon district and the other at Kalesar in Yamunanagar district. There are eight[52] wildlife sanctuaries in the State. The total

[52] Abubshehar, Bhindawas, Bir Shikargah, Chhilchhila, Kalesar, Khaparawas, Khol-Hi-Raitan and Nahar.

area of wildlife sanctuaries in the State is 106.65 sq.km. There are three zoos in Haryana at Rohtak, Bhiwani and Pipli. The main animals kept in the zoos include tigers, leopards, hippopotamuses, bears, crocodiles, gharials, deers, birds, monkeys, etc.

One Elephant Rehabilitation Centre at Bansantaur (Yamunanagar District) was under construction.

The budget provisions under Plan and Non-Plan and the expenditure incurred thereagainst for wildlife development was as under:

Table 4: Budget provisions and expenditure

(₹ in crore)

Year	Original Budget Provision	Final Budget Provision	Expenditure	Saving (-)/ excess (+) with respect to Original Budget Provision
2006-07	4.98	4.11	4.25	(-) 0.73
2007-08	5.82	4.91	4.94	(-) 0.88
2008-09	7.67	7.20	7.20	(-) 0.47
2009-10	7.92	5.99	6.05	(-) 1.87
2010-11	8.62	10.55	10.55	(+) 1.93
Total	**35.01**	**32.76**	**32.99**	**(-) 2.02**

Source: Appropriation Accounts figures

As can be seen from the above table, there were savings as compared to the original budget allocation during 2006-08 and 2009-10 and excess during 2010-11.

On this being pointed out (July 2011), the Additional PCCF (Wild Life) stated (August 2011) that the savings during 2006-10 were due to delayed release of assistance by GOI and the excess during 2010-11 was due to payment of arrears on account of revised pay scales.

The points noticed during test check are detailed below:

2.2.14.1 Delay in completion of 'Project Elephant'

Non-completion of the Elephant Rehabilitation Centre resulted in unfruitful expenditure of ₹ 50 lakh.

The Ministry of Environment and Forests approved (November 2006) construction of an Elephant Rehabilitation Centre viz. 'Project Elephant', Haryana at a cost of ₹ 90.75 lakh at Bansantaur in Yamunanagar district. The aim of the centre was to rehabilitate elephants unauthorisedly kept by *Mahabats*[53] as well as sick elephants. As per the scheme, expenditure was to be incurred on fixing of solar power fences, fixing of GI wires, construction of 10 elephant sheds, excavation of water ponds for elephants, erection of deep tubewells and construction of two feed stores, two class IV quarters, four *mahabat* quarters, two guard huts, a doctor's room, etc. The first instalment amounting to ₹ 50 lakh was released by GOI in 2006-07.

It was noticed that the department spent a sum of ₹ 50 lakh on construction of guard huts, *mahabat* quarters, elephant sheds and boring of tubewells during 2008-09. The balance works were not executed (March 2011) and the project remained incomplete. The Additional PCCF (Wild Life) stated (June 2011) that

[53] Mahabat is a person who handles elephants.

the Elephant Rehabilitation Centre could not be completed due to non-release of funds by GOI. GOI informed the department that the funds would be released only after removal of eco-huts[54] constructed near the centre. On pursuance of the matter, GOI released ₹ one crore in May 2011. The reply indicates that there was lack of coordination between the eco-tourism project and this project, as a result of which, the completion of the project was getting delayed. The FCPS, Forest Department accepted the facts during the exit conference and directed the department to take necessary action immediately.

2.2.14.2 Non-construction of enclosure of animals for Rohtak Zoo

The Central Zoo Authority accorded (October 2005) approval for grant-in-aid for construction of enclosures of animals at a cost of ₹ 1.81[55] crore for Rohtak Zoo and released (October 2005) ₹ 50 lakh subject to the condition that the works would be completed within 18 months of release of the grant. In case of any delay in execution of work or deviation in work plan, the financial assistance was to be withdrawn.

Due to delay in construction of enclosures of animals, the Government could not avail of Central assistance of ₹ 1.31 crore.

HFDC completed (June 2009) the construction works assigned (September 2006) to them, viz. the crocodile enclosure and the in-charge room at a cost of ₹ 38.09 lakh, which was ₹ 19.17 lakh more than the approved cost. The work relating to the leopard enclosure was in progress and an expenditure of ₹ 12.94 lakh was incurred on it. Due to slow execution of works, the Central Zoo Authority did not release further grant-in-aid and as a result, the zoo could not be developed to the desired level. The PCCF, while admitting the delay in execution of works, stated (July 2011) that the Central Zoo Authority did not release the funds due to which the enclosures remained incomplete. Thus, due to delay in execution of works, the department was deprived of Central assistance of ₹ 1.31 crore. The FCPS, Forest Department accepted the facts during exit conference and directed the department to take necessary action immediately.

2.2.14.3 Parking of funds outside the Government Account

Funds contributed by the Irrigation Department for wild life preservation were deposited in a bank account instead of Government Account.

The Ministry of Environment and Forests approved (October 2007) construction of a portion of the Bhakra Main Line (Hansi-Butana Branch Multipurpose Link Channel), which passes through the erstwhile Saraswati Wild Life Reserve, with the condition that the Irrigation Department would contribute ₹ one crore for the preservation of wild life. Accordingly, the Irrigation Department deposited (June 2008) the amount (₹ one crore) with the Chief Wild Life Warden for development of wild life sanctuaries and national parks in the State. The department, in turn, deposited (June 2008) the amount in a bank account instead of in the Personal Ledger Account (PLA). The Steering Committee of State CAMPA

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54 Eco-huts constructed in the forest to tap the tourism potential.

55 Construction of Himalaya Black Bear enclosure: ₹ 45 lakh, Construction of Jackal enclosure: ₹ 27.37 lakh, Construction of Wolf enclosure: ₹ 24.95 lakh, Construction of Crocodile enclosure: ₹ 18.92 lakh and Construction of Leopard enclosure: ₹ 65.10 lakh.

under Chairpersonship of Chief Secretary, Haryana approved (June 2010) the purchase of tranquilizing guns, trapping nets and establishment of water ponds with deep tubewells in the Saraswati forests. Out of ₹ one crore, a sum of ₹ 26.65 lakh was released (February-March 2011) for construction of water ponds and installation of deep tubewells in the Saraswati forest. The balance amount of ₹ 73.35 lakh was lying in bank as of July 2011. The irregular retention of money outside the Government Account resulted in loss of interest of ₹ 23.09[56] lakh to the Government up to March 2011. Besides, the purpose of utilisation of the funds on the development of wild life sanctuaries and national parks in the State was not fully served. The Additional PCCF (WL) stated (July 2011) that the amount was kept in the bank account due to non-receipt of permission from the Government for opening of a PLA and that the case for purchase of 21 tranquilizing guns for ₹ 68 lakh was in process.

2.2.15. Preservation of Forests

One of the functions of the department is to preserve the natural heritage of forests. Forests are an open access resource and are vulnerable to various kinds of dangers like theft, fire, grazing and encroachment. Encroachment on forest land was required to be arrested and effective action taken to prevent its continuance for preservation of forests. The details of forest offence cases such as losses to forests due to fire, illegal felling, unauthorised grazing, etc. for the period 2006-10 were as under:

Table 5: Details of forest offences recorded and decided during 2006-10

Year	Pendency as on 31 March	New cases during the year	Total	Cases decided during the year	Cases undetected	Balance at the close of the year.
2006-07	7,962	7,390	15,352	8,004	7	7,341
2007-08	7,341	10,432	17,773	9,494	31	8,248
2008-09	8,248	11,460	19,708	11,398	111	8,199
2009-10	8,199	10,822	19,021	10,022	51	8,948

As is evident from the above table, the pendency of cases rose from 7,962 to 8,948 during 2006-10. Out of 215 cases of fire recorded during the period 2006-10, reasons for 193 cases of fire could not be ascertained. As per records available with the department, a total of 763.53 hectares forest area was under encroachment in 2,427 cases in six[57] districts for the last one to 15 years.

2.2.15.1 Demarcation of forest land not done

The Government acquired (1969-1979) 50,807 acres of land in the Morni Hills and declared the area as a protected forest under the provisions of the Indian Forest Act 1927. To declare the protected forest as a reserve forest and to detect encroachments, stop thefts, etc. forest settlement operations were started (1987)

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[56] Calculated at Treasury bill rates by reducing the interest earned on saving bank account.

[57] Jhajjar, Karnal, Panchkula, Panipat, Rohtak and Sonipat.

under the supervision of the Forest Settlement Officer–cum-Sub Divisional Officer (Civil) Kalka (now Additional Deputy Commissioner, Panchkula). In 1989-90, a Tehsildar, a Naib Tehsildar, two Kanungos, six Patwaris, etc. were deployed for the work. An area of only 522 acres was, however, measured up to October 1995. Thereafter, there was no progress. An expenditure of ₹ 1.64 crore was incurred on pay and allowances of the staff deployed during the period from 1990-91 to 2009-10. Audit observed that although the staff was diverted to the Revenue Department, their pay and allowances continued to be drawn from the Forest Department. It was also noticed from the department's records that an area of 1,376 acres was encroached upon by local inhabitants.

Demarcation of forest land in Morni Hills was not carried out despite spending ₹ 1.64 crore on pay and allowances of the staff deployed for the purpose.

In a meeting held (June 2007) under the Chairmanship of the Revenue Minister, it was decided to engage revenue staff from Himachal Pradesh for speedy completion of the settlement work. A proposal for purchase of seven total station machines[58] was initiated (May 2008) by the Conservator of Forests (North), Panchkula for approval of the PCCF but no decision had been taken up to March 2011. Non-completion of work by the Forest and Revenue departments rendered the proportionate expenditure of ₹ 1.62 crore incurred on pay and allowances of the staff nugatory.

Similarly, the Government, under Section 29 of the Indian Forest Act 1927 declared Bhutlka Bund in Nuh Sub Division as a protected forest. It was noticed that the area was neither demarcated nor entered as a protected forest in the revenue records, despite a lapse of about 30 years. Due to non-demarcation of the area, the possibility of encroachment of land could not be ruled out.

2.2.15.2 Notifications under Punjab Land Preservation Act

Demarcation and videographing of forest land declared under Sections 4 and 5 of PLPA were not done.

The Government issued notifications under Sections 4 and 5 of the Punjab Land Preservation Act (PLPA) 1900 for the conservation of groundwater and prevention of land erosion for a particular period from time to time. The Act prohibited cutting of trees, collection or removal of grass, quarrying of stones, clearing/breaking up of land, etc. only for the notified period. Since the preservation of forests was for a particular period, the Punjab and Haryana High Court, in order to save the forest land, ordered (May and September 2009) that

- forest land covered by notifications under the Act should be saved from illegal and unscientific mining and these areas should not be used for non-forest purposes.
- the notifications under Sections 4 and 5 should be compiled within one month of the receipt of the Court order and sent to all the Divisional Forest Officers, Revenue Officers and District Mining Officers.

[58] These machines are used for measurement of land in hilly areas.

- the land covered under notifications under Sections 4 and 5 of PLPA 1900 should be demarcated as forest land through revenue authorities in the presence of the concerned District Mining Officers.
- the Government, through its Forest, Mines and Geology departments should evolve immediately, a scheme for videographing the entire forest area of the State, especially the private forest land, which should be periodically updated to assess the actual forest cover at the spot.

It was, however, observed that though the department compiled the total[59] area notified under Sections 4 and 5 of the PLPA 1900 in January 2010, the required joint demarcation of forest land had not been done (June 2011) despite a lapse of 22 months after the Court's orders. Further, no steps for videographing the entire forest area of the State were taken up (June 2011).

2.2.15.3 Illegal mining in Aravalli hills

In order to enforce the provisions contained under Sections 3(1) and 3(2) (v) of the Environment Protection Act, 1986 and Rule 5(3) (d) of the Environment (Protection) Rules, 1986, MOEF issued (May 1992) a notification prohibiting mining processes and operations. However, mining was permitted only in cases of mining projects (major minerals) with lease areas of more than five hectares, renewal of mining leases with the permission of GOI in the specified areas of Aravalli Ranges.

The department and the Deputy Commissioner, Gurgaon failed to prevent damage from illegal mining in Aravalli hills.

MOEF further desired (November 1999) to take protective measures by constituting an expert committee under the Chairmanship of the Secretary, Department of Environment and a monitoring committee under the Chairmanship of the Deputy Commissioner (DC), Gurgaon to report cases of violation to the Government.

The Government was to prepare a master plan for development of the area integrating environmental concerns and keeping in view, the future land use of the area and finally publish the same within two years from the date of issue of the notification (November 1999). Although the Government constituted both the above committees in November 2001, it did not prepare the master plan for development of the area, as desired by MOEF. The monitoring committee headed by DC, Gurgaon had not reported any case of violation of the Environment Protection Act to the Government. However, in three[60] districts/divisions of the Aravalli area, 35 cases of illegal mining in nine villages of the Aravalli hills involving damage of natural resources worth ₹ 1.39[61] crore were noticed (January 2006–September 2009) by DFOs, Gurgaon, Mewat and Mahendergarh. Out of the above, three cases related to illegal operation of stone crushers in a 12000 sq.m area (4000 sq.m each) involving damages of

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59 28,361.80 acre under Sections 4 and 5 of Punjab Land Preservation Act 1900.

60 Divisional Forest Officer (Territorial), Gurgaon, Mahendergarh and Mewat (Nuh).

61 The money value of 11 illegal mining cases of Mahendergarh division was not included as the same was not on record.

₹ 1.20 crore (₹ 0.40 lakh in each case) in the Aravalli area in Naurangpur (Gurgaon district). The damage reports were registered (September 2009) by the DFO, Gurgaon for violation of the Indian Forest Act, 1927 and Forest (Conservation) Act, 1980. These cases were pending for finalization in the Environment Court (August 2011). Thus, adequate monitoring was not done by the department/DC, Gurgaon to protect the damage of forest resources from illegal mining.

2.2.16. Human Resource Development

2.2.16.1 Shortage of Wildlife Guards

Against 4,772 sanctioned posts of 76 categories of staff as on 31 March 2010, the department had 3,903 persons-in-position, leaving 869 posts (18 *per cent*) of various categories vacant. Important posts manned by Indian Forest Service (IFS) Officers (13 *per cent*), Haryana Forest Service Officers (17 *per cent*), Forest Rangers (18 *per cent*), Deputy Rangers (11 *per cent*), Forest Guards (14 *per cent*) and Wildlife Guards (32 *per cent*) for carrying out forestry and wildlife activities were lying vacant (***Appendix 2.8***). Due to shortages in the instrumental cadre of Forest Guards and Wildlife Guards meant to manage the forest and wildlife at the ground level, enforcements of various provisions of Forest and Wildlife Acts could get diluted.

2.2.16.2 Training

There are two training divisions of the Forest Department at Pinjore and Sohana. The main objective of these divisions was to impart training to the departmental staff and officers. The forest officers and all other officials of the department are imparted training in latest development in forestry and related disciplines. The position of targets and achievements of imparting training to staff during the period 2006-11 was as under:

Table 6: Targets and achievements of training

Year	Targets	Achievements	Shortfall/Excess
2006-07	270	282	(+) 12
2007-08	210	203	(-) 7
2008-09	160	140	(-) 20
2009-10	145	126	(-) 19
2010-11	155	144	(-) 11
Total	**940**	**895**	**(-) 45**

Source: Data supplied by the department.

From the above table, it is seen that the department has more or less achieved the targets of imparting training to its staff as shortfall was only five *per cent*.

2.2.17. Internal controls

To improve the overall quality of work, reduce errors/omissions and irregularities, there should be an internal audit system in all Government departments. It was observed that there was no internal audit system in the department.

After periodical inspections, the Principal Accountant General (Audit) issues Inspection Reports (IRs) to the heads of the offices audited, with copies to the next higher authorities. The executive is expected to promptly rectify the defects and omissions pointed out and report compliance to the Principal Accountant General (Audit) within six weeks. A half-yearly report of the IRs pending for more than six months is also sent to the concerned Administrative Secretary of the department to facilitate, monitoring and finalise audit observations in the pending IRs.

A review of IRs issued up to 31 March 2011 of various offices of the department in the State disclosed that 395 paragraphs of 134 IRs with money value of ₹ 126.16 crore (***Appendix 2.9***) remained outstanding at the end of 31 March 2011. Of these, 43 IRs containing 87 paragraphs with money value of ₹ 10.53 crore were more than five years old. Category-wise details of irregularities pointed out through these IRs which were outstanding as of March 2011 are given in ***Appendix 2.10***.

2.2.18. Monitoring and evaluation

Monitoring and evaluation provide the means for managers, planners and decision makers to track the progress of development and remain alert to detect deviations for early corrective action, determine effectiveness and efficiency of development activities and learn lessons for future development planning. The Forest Department constituted Monitoring and Evaluation Divisions at Karnal and Hisar for periodic monitoring and evaluation of works executed by field staff, specially plantations and trees in forest land in the State. It was observed that the department had not evolved any such mechanism for monitoring of other activities such as eco-tourism, herbal parks, wild life activities etc. Further, as discussed earlier, cases of diversion of funds, tardy implementation of schemes, non-utilisation of funds lying with CAMPA, low survival of plantations, etc. indicated that the monitoring was not effective and remedial action was not taken to achieve the goals of the State Forest Policy 2006. Evaluation of State Plan schemes was neither done departmentally nor got done from any external agency to assess the impact of implementation of schemes.

2.2.19. Conclusion

The department could not achieve the goal set under the Forest Policy 2006 of increasing the area under forest and tree cover in the State from the existing 6.63 to 10 *per cent* by 2010 as the increase in forest and tree cover was only 0.16 *per*

cent of the total geographical area during this period. As observed during audit, the performance of the department was marred by deficiencies in several areas such as non-preparation of a long-term Perspective Plan, non-demarcation of forest land to prevent use of forest land for non-forest purposes and encroachments, non-development of sites for eco-tourism, illegal mining in Aravalli hills, diversion of funds, tardy implementation of income generating activities, low survival of plants, overlapping of areas under different schemes, etc. Huge amounts were accumulating with CAMPA and in Haryana Wood-Based Industries Revolving Corpus Fund but no proper planning was done for their utilisation in forestry and wild life preservation.

2.2.20. Recommendations

- The department should prepare a long-term Perspective Plan to achieve the goals of the State Forest Policy 2006.
- The department should prepare a proper plan for utilisation of the funds with CAMPA and other similar funds for the development of forestry and wild life conservation.
- The department should take effective measures to enhance the survival rate of plantations to the level of 70 *per cent*.
- The department should complete projects in hand urgently to derive the benefits of invested funds.
- The department should prepare a plan for demarcation of forest land to prevent use of forest land for non-forest purpose, encroachments and illegal mining.

These points were demi-officially referred to the Financial Commissioner and Principal Secretary to Government of Haryana, Forest Department in May 2011. Reply had not been received (August 2011).

Commissioner, Hisar Division

2.3 District Jind

Highlights

A district-centric audit of Jind district was conducted to assess the status and impact of implementation of various socio-economic development activities. Audit scrutiny revealed that the District Planning Committee had not prepared any Perspective Plan. In the health sector, the district was short of health centres, minimum infrastructure and doctors, as a result of which it was lagging behind in achievement of targets for reducing the infant mortality rate, the birth rate, the death rate and increasing ante-natal care, institutional deliveries, etc. In the education sector, there was lack of monitoring over the execution of repair works and a large number of schools were without science laboratories. Thirteen villages were not provided a minimum of 40 litres per capita per day of drinking water. Out of five towns in the district, Julana town was without any sewerage facility and Safidon town was without a sewerage treatment plant. Solid Waste Treatment Plants were not provided in Jind and Uchana towns.

There were deficiencies in the public distribution system such as non-detection of bogus ration cards, delays in distribution of food items to beneficiaries, lack of supervision, etc. There was shortage of police personnel and a rising trend in crimes in the district.

In Panchayati Raj institutions, there were deficiencies such as leaving of works incomplete, diversion of funds, slow execution, irregular expenditure, non-maintenance of asset registers, lack of supervision, overpayments, etc.

The District Planning Committee had not prepared a Five-Year Perspective Plan or an integrated district plan covering all the activities for overall development of the district.

(Paragraph 2.3.6)

Household and facility surveys to identify gaps in health care facilities in rural areas were not conducted.

(Paragraph 2.3.8.1)

There were shortages of health centres and doctors in health institutions and inadequate infrastructure for providing basic health care services.

(Paragraphs 2.3. 8.2 and 2.3.8.3)

Out of 8,969 samples of drinking water, 851 had bacteriological contamination during 2006-11, indicating that habitants were not being provided safe drinking water.

(Paragraph 2.3.12.4)

Sewerage facility was not available in Julana town while a Sewage Treatment Plant was not provided in Safidon town.

(Paragraph 2.3.13)

In Panchayati Raj institutions, there were deficiencies such as leaving of works incomplete, slow execution, irregular expenditure, diversion of funds, non-maintenance of asset registers, lack of supervision, overpayments, etc.

(Paragraph 2.3.16)

Due to non-availability of any dumping site, 30 tonnes of garbage being produced daily in Jind was being scattered around the city. There were no Solid Waste Treatment Plants for Jind and Uchana towns.

(Paragraph 2.3.17.1)

There were deficiencies in the public distribution system such as non-detection of bogus ration cards, delay in distribution of food items to beneficiaries, lack of supervision, etc.

(Paragraph 2.3.18)

There was shortage of police personnel and a rising trend in crimes in the district.

(Paragraphs 2.3.19.1 and 2.3.19.3)

2.3.1 Introduction

District Jind is bound by Panipat and Sonepat districts in the east, Karnal and Kaithal districts in the north, Rohtak district in the south, Hisar and Fatehabad districts in the west and the Haryana-Punjab border in the north-west. It falls under the Hisar Division. The district accounts for 11.90 lakh (5.62 *per cent*) of the population of the State (211.45 lakh) with 80 *per cent* of the people residing in rural areas. About 80 *per cent* of the population depends on agriculture for livelihood. The district comprises three[62] Sub-Divisions, four[63] Tehsils and three[64]

[62] Jind, Narwana and Safidon.
[63] Jind, Julana, Narwana and Safidon.
[64] Alewa, Pillukhera and Uchana.

Sub-Tehsils. For the purpose of rural development, the district has been divided into seven Development Blocks covering 300 Gram Panchayats (GPs). There are two Municipal Councils[65] and three Municipal Committees[66] in the district. The literacy rate is 62.12 *per cent* as against 67.91 *per cent* in the whole State.

2.3.2 Administrative set-up

The District Planning Committee (DPC) is the apex body at the district level for approving the shelf of schemes for development of the district. The Deputy Commissioner (DC) is incharge of the district and is also the Chairman of the District Rural Development Agency (DRDA). He ensures co-ordination between the DRDA, Panchayati Raj Institutions (PRIs) and all other departments of the Government.

The DC is assisted by an Additional Deputy Commissioner (ADC)-cum-Chief Executive Officer (CEO), DRDA and a Chief Planning and Development Officer (CPDO) for preparation and prioritization of schemes and their implementation, monitoring and review. The ADC is assisted by a District Planning Officer (DPO) and a Deputy CEO, Zila Parishad (ZP). Executive Officers (EOs) of Municipal Councils and Secretaries of Municipal Committees work under DC's overall command.

2.3.3 Audit objectives

The objectives of audit were to assess whether:

- the annual planning process for different developmental programmes was effective;
- the financial management of the district was economical and efficient;
- programmes and schemes were implemented efficiently and effectively to achieve the targets and outputs/outcomes; and
- an effective monitoring mechanism and a system of internal control were in place.

2.3.4 Audit criteria

The audit criteria applied for assessing the implementation of various developmental programmes/schemes were as under:

- District Plan and Annual Action Plans.

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65 Jind and Narwana.

66 Julana, Safidon and Uchana.

- Punjab Financial Rules and Punjab Budget Manual as adopted by the Government of Haryana.
- Guidelines of the concerned programmes and schemes.
- Prescribed monitoring mechanism.

2.3.5 Audit scope and methodology

The audit was conducted during January to April 2011 for the period 2006-11. Records of activities relating to health, education, water supply and sanitation, irrigation, roads, police, public distribution system, PRI, e-governance, etc. were covered under test check. The offices of the DC, ADC-cum-CEO, DRDA, CPDO, Zila Parishad, District Development and Panchayat Officer (DDPO) and four[67] Block Development and Panchayat Officers (BDPOs) along with 39 GPs of these blocks were selected by using the random sampling technique. The Municipal Council, Jind and Municipal Committee, Uchana were also selected by adopting the same method.

An entry conference was held in March 2011 with the DC, Jind wherein audit objectives, audit criteria and scope of audit were discussed. An exit conference was held in September 2011 with the Commissioner, Hisar Division and Deputy Commissioner, Jind, along with other departmental functionaries, wherein the audit findings were discussed. The responses of the officers of various departments have been incorporated at the appropriate places in this report.

2.3.6 Planning

The 74th amendment to the Constitution made in 1992 mandated the establishment of a District Planning Committee (DPC) for consolidating the plans prepared by the Panchayats and Municipalities in the district, covering all activities such as health, education, public health, irrigation, buildings and roads, police, etc. into an Integrated District Plan. All the three tiers of local administration viz. ZP, Block *Samitis* and GPs were to prepare an Annual Action Plan (AAP) at the beginning of each year and no work was to be taken up unless it was part of the AAP.

Integrated district plan did not cover activities under medical care, education, roads, police, etc.

Audit scrutiny of the records revealed that though the DPC was constituted in November 2007, the Five Year Perspective Plan for overall development of the district was not prepared. The DPC approved the works under the District Plan Scheme only while developmental works to be taken up by the other departments i.e. Health, Education, Public Health, Irrigation, Buildings and Roads, Police, etc. were not included in the District Plan. As such, there was no Integrated District Plan. During 2008-11, the DPC held only three meetings, against the requirement of 12 meetings.

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[67] Alewa, Jind, PiluKhera and Uchana Blocks

In the absence of a Perspective Plan, an Integrated District Plan and inputs from blocks and GPs for various activities such as health, education, public health, irrigation, buildings and roads, police, etc., the felt needs of the society and the disparities between various regions and communities within the district remained unidentified and unresolved.

2.3.7 Financial management and accounting framework

Funds are allocated to the district through the State budget for various developmental activities. In addition, funds are directly released to the DRDA and implementing agencies for various socio-economic developmental programmes by the State and Government of India (GOI). The DRDA, CPDO and the DDPO release the funds to blocks and other executing agencies based on the approved allocation for the individual schemes.

The details of funds received and expenditure incurred thereagainst in respect of certain significant schemes/activities for the period 2006-11 in the district are given below:

Table 1: Funds provided and expenditure under certain significant schemes/activities

(₹ in crore)

Name of Scheme	Funds provided	Expenditure incurred	Unspent amount
District Rural Development Agency			
Mahatma Gandhi National Rural Employment Guarantee Act	12.79	11.81	0.98
Sampoorna Gram Rojgar Yojna	12.81	12.07	0.74
Indira AwasYojna	10.21	9.51	0.70
Total Sanitation Campaign	8.59	8.20	0.39
Member of Parliament Local Area Development Scheme	8.29	6.79	1.50
Swaran Jayanti Gram Swarojgar Yojna	13.00	12.80	0.20
Swaran Jayanti Shahari Rojgar Yojna	2.76	2.42	0.34
Chief Planning and Development Officer			
D-Centralised Plan	2.90	2.74	0.16
District Plan	29.03	16.95	12.08
District Development and Panchayat Officer			
Twelfth Finance Commission	25.68	25.68	-
Haryana Rural Development Fund	59.39	61.73	(+) 2.34[68]
Total	**185.45**	**170.70**	**14.75**

Source: Departmental figures

Funds were shown as utilised after releasing the same to the next level without ascertaining their actual utilisation.

As is evident from the above table, against the provision of ₹ 185.45 crore, ₹ 170.70 crore was spent and ₹ 14.75 crore remained unspent with the implementing agencies.

Scrutiny of records of the ADC-cum-CEO, DRDA and the test-checked blocks and GPs revealed that the funds were shown as expended as soon as these were released to the next level i.e. the DRDA, showed utilisation of funds as soon as these were released to the blocks and the blocks, in turn, showed utilisation on release to GPs, without waiting for the actual utilisation of the funds.

[68] This excess expenditure of ₹ 2.34 crore was spent by diverting funds from some other scheme.

Social services sector

The Social services sector has been receiving priority in funding both by the Central and the State Governments. Under this sector, flagship programmes like the National Rural Health Mission (NRHM), Sarva Shiksha Abhiyan (SSA) and the Accelerated Rural Water Supply Programme (ARWSP) were implemented in the district. Audit findings relating to this sector are enumerated below:

2.3.8 Health

The Civil Surgeon, Jind was responsible for providing health care services to the people through a network of two hospitals, seven community health centres (CHCs), 21 primary health centres (PHCs), 158 sub-centres (SCs) and 27 delivery huts.

The National Rural Health Mission (NRHM) was launched by Government of India in April 2005 with a view to provide accessible, affordable, effective and reliable health care facilities in rural areas, especially to poor and vulnerable section of the population.

2.3.8.1 Planning

As a first step towards provision of accessible, affordable and equitable health care under NRHM, a household and facility survey was required to be carried out to indentify the gaps in the health care facilities in rural areas. It was observed that no such survey had been conducted in the district.

The Civil Surgeon, Jind replied (August 2011) that separate instructions had not been received to carry out the household and facility survey from higher authorities. The reply is not acceptable as the survey was required to be carried out to identify the gaps in health care facilities as per the guidelines of NRHM.

Household and facility survey was not conducted.

As per NRHM guidelines, the District Health Society (DHS) was required to prepare a Perspective Plan for the entire Mission period (2005-12) and Annual Plans for the district with the inputs from the lower tiers of the Government. Audit scrutiny revealed that these plans had been prepared without receipt of household and facility survey reports from lower functionaries. In the absence of this survey, proper planning could not be done to address disparities among various regions and communities in the district.

The Civil Surgeon, Jind replied (August 2011) that inputs for preparing plans from lower functionaries e.g. CHCs, PHCs and SCs were taken from the concerned Senior Medical Officers during meetings. The reply is not acceptable as inputs were to be received from CHCs, PHCs and SCs in documented form for proper planning.

2.3.8.2 Infrastructure

There was shortage of health centres.

- As per Indian Public Health Standards (IPHS), for every 80,000 to 1,20,000 population, there should be a CHC, for a population of 20,000 to 30,000 there should be a PHC and for every 5,000 people there should be

one SC. In terms of these norms, there were shortages of CHCs, PHCs and SCs in the district as detailed below:

Table 2: Showing the requirement and availability of CHCs, PHCs and SCs

Block	CHC			PHC			SC		
	Requirement	Available	Shortage	Requirement	Available	Shortage	Requirement	Available	Shortage
Safidon	1	1	-	4	2	2	27	20	7
Ujhana	2	1	1	6	5	1	40	27	13
Julana	2	1	1	4	4	-	26	24	2
Kandela	1	1	-	3	2	1	26	18	8
Uchana	2	1	1	7	5	2	40	29	11
KharkRamji	1	1	-	3	2	1	22	17	5
Total	**9**	**6**	**3**	**27**	**20**	**7**	**181**	**135**	**46**

Source: Data supplied by Civil Surgeon, Jind.

Note: The information relating to Alewa block was not available.

- Further, there was inadequate infrastructure as on 31 January 2011 in CHCs (out of seven) and PHCs (out of 21) in the district as detailed below:

Table 3: Showing the non-availability of infrastructure in CHCs and PHCs

There was inadequate infrastructure.

Sr. No.	Particulars	Number of centres where service was not available	
		CHCs	PHCs
1	Waiting Room	1	10
2	Labour Room	-	4
3	Operation Theatre	3	17
4	Clinic Room	-	2
5	Emergency/Casualty Services	2	13
6	Separate Units for Male and Female patients	4	10

Source: Data supplied by concerned CHCs.

In the absence of adquate infrastructure at the health centres, the basic facilities could not be provided to the rural population.

- The basic health care services required to be provided in the health centres were not available in many centres. The details in this regard as on 31 January 2011 in CHCs and PHCs in the district are given below:

Table 4: Non-availability of basic health services in CHCs and PHCs

Basic health care services were not provided in CHCs and PHCs.

Particulars	Number of Health Centres where services were not available	
	CHC	PHC
Blood storage	3	Not applicable
New-born care	1	12
24X7 deliveries	Nil	6
Inpatient services	2	6
X-rays	3	18
Ultrasound	4	Not applicable
ECG	4	Not applicable
Obstetric services	2	10
Emergency services (24 Hours)	2	7
Tubectomy and Vasectomy	3	Not applicable
Internal Examination of Gynaecology	2	10
Paediatric Services	3	Not applicable

Source: Data supplied by Civil Surgeon, Jind.

In the absence of the above basic services, the rural population of these areas remained deprived of these services.

The Civil Surgeon, Jind replied (August 2011) that the matter regarding improvement of infrastructure had been taken up with the higher authorities.

2.3.8.3 Manpower management

The quality and efficiency of medical care largely depends upon the availability of manpower resources. Audit scrutiny showed shortage of Medical Officers as on 31 December 2010 as detailed below:

Table 5: Shortage of Medical Officers

Sr. No.	Name of the institution	Sanctioned	Filled	Vacant	Percentage of vacant posts
1	G.H. Jind	29	19	10	34
2	G.H. Narwana	11	7	4	36
3	CHC Safidon	14	6	8	57
4	CHC Kalwa	12	4	8	67
5	CHC Kandela	8	3	5	63
6	CHC Uchana	12	11	1	8
7	CHC Julana	5	3	2	40
8	CHC Ujhana	9	6	3	33
9	CHC Khark Ramji	7	5	2	29
Total		**107**	**64**	**43**	**40**

Source: Data supplied by Civil Surgeon, Jind.

The shortage of doctors in the district was 40 *per cent.*

It is evident from the above table that there was overall 40 *per cent* shortage of doctors.

Further, there were shortages of nurses and Multi Purpose Health Workers (Female) to the extent of 14 and 20 *per cent* respectively at the end of July 2011 in hospitals and CHCs ***(Appendix 2.11)***.

The Civil Surgeon, Jind stated (August 2011) that the matter to fill up the vacant posts of doctors and para-medical staff had been taken up with the higher authorities.

2.3.8.4 Bed occupancy

Bed occupancy in the General Hospital, Jind was good and ranged between 75 and 108 *per cent* during 2006-10. However, bed occupancy in CHCs was very poor and ranged between 'nil' and 54 *per cent* during 2006-11 as depicted in the following table:

Table 6: Low bed occupancy

Name of the Hospital/CHS	2006-07	2007-08	2008-09	2009-10	2010-11
General Hospital, Jind	108	79	78	88	75
CHC, Kandela	Data not provided	7	17	29	41
CHC, Julana	10	8	10	16	21
CHC, Ujhana	7	7	7	7	7
CHC, Safidon	Data not provided	14	15	33	54
CHC, Uchana	Data not provided	12	10	11	1
CHC, Khark Ramji	Nil	Nil	Nil	Nil	Nil

Source: Data obtained from concerned health institutions.

It was observed that the low bed occupancy was due to shortage of doctors in CHCs and indicated the unsatisfactory health services available in the district.

2.3.8.5 Cold chain management

Out of 6,432 pieces of cold chain equipment 1,722 were out of order.

To support the immunization programme, cold chain management was to be ensured in all the CHCs and PHCs. Availability of cold chain facilities was a prerequisite to maintain the potency of the vaccines. It was observed (January 2011) that out of 6,432 pieces of cold chain equipment such as Large Ice Line

Refrigerators (ILR), small ILRs, deep freezers, small deep freezers, stabilizers, thermometers, vaccine carriers, cold boxes and ice packs, only 4,710 items were functional and 1,722 items were found to be non-functional in the district as of March 2011.

In reply, the Civil Surgeon, Jind stated (August 2011) that only major equipment e.g. large ILRs, small ILRs, small deep freezers were replaced. The reply of the department indicated that other type of equipment e.g. stabilizers, vaccine carriers, ice packs, etc. were not replaced, which were equally essential to maintain the cold chain.

2.3.8.6 Pre-Natal Detection Test Act

The sex ratio was declining in the district. Against 1,000 male, the ratio of the female population ranged between 861 and 896 during 2006-10 as detailed below:

Table 7: Showing the female sex-ratio in urban and rural areas

Female sex-ratio was less in the district.

Year	Sex ratio		
	Urban	Rural	Average
2006	842	928	891
2007	866	920	896
2008	859	930	895
2009	852	870	861
2010	849	890	868

Source: Data supplied by Civil Surgeon, Jind.

Due to the poor sex ratio in the district, stringent implementation of the Pre-Natal Detection Test (PNDT) Act was a key strategy for meeting the adverse sex ratio. A task force at the district level was to be constituted, consisting of a team of dedicated officers to conduct raids and inspections of ultrasound centres to curb the illegal activities. It was observed that no such task force had been constituted in the district.

There were 50 registered ultrasound centres in the district. Though 271 inspections of these centres were carried out by the department during 2006-10, no case was registered against any ultrasound centre for violation of the provisions of the PNDT Act.

A budget provision of ₹ four lakh was made under NRHM during 2008-11 for activities such as organising workshops and seminars for legal awareness, hiring legal experts, conducting street plays and organising health and PNDT awareness camps, out of which ₹ 1.40 lakh was spent on organising health and PNDT awareness camps. However, no expenditure was incurred on two activities i.e. hiring legal experts and staging street plays.

The Civil Surgeon, Jind stated (August 2011) that a task force consisting of a team of dedicated officers was being constituted for implementation of the PNDT Act, who would inspect the ultrasound centres to take up the regulatory measures against the female foeticide, etc. During the exit conference, the Commissioner, Hisar Division, directed (September 2011) the Civil Surgeon, Jind to inspect the ultrasound centres in an effective manner.

2.3.8.7 National Programme for Control of Blindness

The National Programme for Control of Blindness (NPCB) was launched in 1976-77. As per the Status Reports of NRHM, Haryana (2005-10), the prevalence rate of blindness in Haryana was 1.13 *per cent* against the national rate of 1.49 *per cent*. The salient features of the programme in the district were as under:

Under NPCB, the prevalence rate of blindness was to be brought down to 0.50 *per cent* by 2010 through increased cataract surgeries, eye screening of school children, collection of donated eyes, creation of donation centres and eye banks, strengthening of infrastructure, etc.

Prevalence of blindness in the district was more than that of State and National level.

During 2006-11, no targets for cataract surgeries and eye screening of school children were fixed. In the district, 24,951 cataract surgeries and eye screening of 1,29,768 school children were done and 6,107 spectacles were provided to the children. The prevalence of blindness in the district in 2009-10 was 1.70 *per cent* in comparison to NPCB targets of 0.50 *per cent*. It was also higher than the State average (1.13 *per cent*) and the national average (1.49 *per cent*).

The Civil Surgeon stated (August 2011) that due to shortage of eye surgeons, targets for cataract surgeries could not be fixed which contributed to the prevalence of the high rate of blindness in the district. He, however, assured that with the posting of five eye surgeons in the district now, adequate targets for cataract surgery would be fixed and achieved.

2.3.8.8 Accredited Social Health Activists

One of the strategies envisaged by NRHM for achievement of the goal of reduction in IMR, MMR and TFR was appointment of accredited female community health workers called Accredited Social Health Activists (ASHA). One ASHA was to be appointed for every thousand people and had to act as an interface between the community and the health care system.

As per information supplied by the department, 960 ASHAs were required to be engaged in the district as per the 2011 population. However, only 880 ASHAs were selected, out of which 25 ASHAs left their job. Thus, there was a shortage of 105 ASHAs. Shortage of ASHAs deprived the community from the information on determinants of health such as nutrition, basic sanitation and hygienic practices apart from counseling to women on birth preparedness, importance of safe delivery, breast-feeding, etc.

The Civil Surgeon stated (August 2011) that ASHAs would be selected very shortly to overcome the shortage so that health services could be provided at doorsteps.

2.3.9 Family welfare

2.3.9.1 Terminal methods and spacing methods

Terminal methods and spacing methods are used to control the total fertility rate and improving the couple protection ratio.

A number of initiatives were launched (April 2005) under NRHM to achieve the goal of population stabilisation through reduction in the total fertility rate from 2.3 to 2.05 by December 2010. Targets in respect of total sterilization for the period 2006-10 were never achieved and the achievement ranged between 66.46 and 89.66 *per cent*

There was increase in birth rate due to shortfall in total sterilization programme.

Use of oral pills, condoms and intra-uterine devices (IUD) are the three prevailing spacing methods of family planning to regulate fertility and increase the couple protection ratio. Although, the percentage of achievement in respect of targets for the above spacing methods for the period 2006-07 to 2009-10 was more than 100 , the birth rate increased from 2.3 in 2006-07 to 2.5 by December 2010.

The Civil Surgeon replied (August 2011) that appropriate efforts would be made to decrease the birth rate.

2.3.9.2 Non-availability of medical termination of pregnancy facilities

Enhancing the number and quality of facilities for medical termination of pregnancy (MTP) was an important component of the Reproductive and Child Health Programme. MTP was permitted in certain conditions under the MTP Act 1971. The MTP facility was available at Government hospitals at Jind and Narwana where a total of 4,731 MTPs were performed. Out of the total of seven CHCs in the district, the facility of MTP was available only in CHC, Julana.

The department stated during the exit conference that facilities for MTP could not be made available due to shortage of doctors. The department's reply was not convincing as it was their responsibility to provide proper medical facilities at CHCs.

2.3.9.3 Performance indicators of health services

The position of performance indicators of health services was as under:

Table 8: Showing the performance position of health services

(Data in percentage)

Sr. No.	Indicator	Base position 2006-07	Target up to December 2010	Achievement up to December 2010
1	Reduction in infant mortality rate	46.7	25	41
2	Reduction in birth rate	22.3	18	23
3	Reduction in total fertility rate	2.3	2.05	2.5
4	Reduction in death rate	6.3	5.2	7
5	Increase in ante-natal care	93	98	68.9
6	Increase in proportion of women getting Iron and Folic Acid tablets	92.33	98	132.5
7	Increase in proportion of women getting two Tetanus Toxoid injections	96.84	99.58	89.75
8	Increase in institutional deliveries	32.55	45	75
9	Increase in institutional deliveries by skilled birth attendants	60	88	59.8
10	Increase in contraceptive prevalence rate	60.5	73	63
11	Increase in complete immunization of children(12-23 month of age)	87	99	103
12	Reduction in prevalence of STI/RTI[69]	19,471 cases	11,000 cases	1,498 cases

Source: Data supplied by Civil Surgeon, Jind.

[69] Sexually Transmitted Infection/Reproductive Tract Infection.

Shortfalls in achievement against the performance indicators (as shown in the table above) indicated unsatisfactory implementation of health programmes of the Government in the district. In some cases, especially in cases of (i) reduction of birth rate (ii) reduction in total fertility rate (iii) increase in ante-natal care, the position in December 2010 was even worse than the base position in 2006-07. The shortfall in achievement of above indicators was mainly due to inadequate infrastructure and shortage of doctors and para-medical staff.

2.3.10 Elementary education

Sarva Shiksha Abhiyan (SSA) is a comprehensive and integrated flagship programme of GOI which was started in 2000-01. The main objective of SSA was to attain universalisation of elementary education in the country in a mission mode. SSA aimed to provide useful and relevant education to all children in the age group of six to 14 years. During 2006-11, against the allocation of ₹ 91.99 crore, an amount of ₹ 74.64 crore (81 *per cent*) was spent on this programme.

2.3.10.1 Status of enrolment of children in schools

Enrolment of children, both in primary and upper primary schools, increased in the district during 2006-11 as detailed below:

Table 9: Enrolment of Children in schools

Year	Primary schools		Upper Primary schools	
	Number of schools	Number of students	Number of schools	Number of students
2006-07	470	95,687	286	47,830
2007-08	470	96,983	306	46,248
2008-09	470	88,202	306	44,783
2009-10	470	88,501	307	44,977
2010-11	470	1,25,487	307	70,910

Source: Data furnished by the department.

With a view to accommodate the increased number of students in schools, the District Project Coordinator (DPC), Jind planned to construct 735 additional classrooms during 2006-11. Out of these, the construction of 652 classrooms was completed, the work of 80 classrooms was in progress while work for three classrooms had not been started (August 2011).

2.3.10.2 Out of school children

The DPC, SSA, Jind neither monitored the dropping out of children from elementary schools nor maintained any data relating to out of school children for the period 2006-11. However, audit scrutiny in 40 test-checked primary and upper

primary schools showed that the number of out of school children ranged between three and seven *per cent* during 2006-11 as detailed below:

Table 10: Showing the position of out of school children

Year	Number of children identified (6-14 years)	Number of children enrolled	Number of children out of school	Percentage of out of school children
2006-07	12,013	11,278	735	6
2007-08	12,110	11,668	442	4
2008-09	11,754	11,450	304	3
2009-10	12,182	11,788	394	3
2010-11	12,594	11,680	914	7

Source: Data supplied by Block Education Officer/Block Resource Coordinator.

The data indicates that very few children in the age group of six to 14 years remained out of school in the 40 test-checked schools. Thus, the goal of SSA of universalisation of elementary education seemed to be drawing near.

2.3.10.3 Repair works

As per GOI instructions, schools having up to three classrooms were eligible for maintenance grant of ₹ 5,000 per year while schools having more than three classrooms were eligible for maintenance grant of ₹ 7,500 per year. During the years 2006-11, DPC, Jind released ₹ 2.50 crore to 470 primary and 307 upper primary schools for repair works. The schools, however, could not produce any records in support of utilisation of these funds. In the absence of any documents, it could not be ascertained whether the repair works were actually carried out by the schools or not. Reporting of expenditure without producing any documentary evidence in support of expenditure having been incurred is fraught with the risk of misappropriation of funds.

2.3.10.4 Kitchen sheds for mid-day meals

Mid-day meals are provided in all primary and upper primary schools in the State. It was observed that out of 777 schools of the district, 399 schools (187 primary and 212 upper primary schools) did not have separate kitchens for preparation of mid-day meals. In the absence of separate kitchens, the meals were being prepared either in the classrooms or in the open, which was not only unhygienic but could also affect the concentration of the students as well as the teachers.

DPC, Jind while admitting the facts, stated (August 2011) that funds of ₹ 2.82 crore had been provided to 224 schools for construction of kitchen sheds during 2010-11 and for the remaining schools, funds would be provided for construction of kitchen sheds after receipt of the same from the Government.

2.3.10.5 In-service teachers' training

As per SSA guidelines, 30 days in-service training to all the teachers was required to be provided in each year. It was observed that in-service training to teachers was not imparted in the district during the years 2008-09 and 2009-10, despite a

provision of ₹ 62.94 lakh and ₹ 44.30 lakh respectively in the budget for the purpose. The DPC, Jind stated (August 2011) that training could not be imparted due to non-receipt of a training schedule from the State Project Director. This showed lack of coordination between the district and State coordinators.

2.3.11 Secondary education

Secondary education is being imparted in the district through a network of 118 Government High Schools (GHSs), 89 Government senior secondary schools (GSSSs), one Navodaya Vidyalaya, 205 recognized private schools and nine aided high and senior secondary schools. The District Education Officer (DEO) is the Controlling Officer of the district for implementation of the schemes for educational development. The position of enrolment of students in various classes was as under:

Table 11: Position of enrolment of students in various classes

Class	2006-07	2007-08	2008-09	2009-10	2010-11
IX	12,773	20,047	19,417	19,849	21,876
X	16,251	18,001	21,136	18,978	21,439
XI	3,065	13,242	12,818	15,331	15,415
XII	2,760	9,990	12,719	11,166	16,052

Source: Data supplied by District Education Officer, Jind.

The data indicates that there was a substantial increase in the number of students for classes IX to XII during 2006-11.

A survey conducted under the Rashtriya Madhyamik Shiksha Abhiyan (RSMA[70]) revealed that out of 207 high/senior secondary schools in the district, 30 schools did not have playgrounds, while 51 schools needed improvement in their existing playgrounds, 45 schools needed repairs of boundary walls and two schools needed to construct boundary walls.

2.3.11.1 Quality of education

Quality education can only be imparted when there is an adequate availability of teachers in schools. It can be judged from Board results of examinations conducted by the Haryana School Education Board.

The category-wise position of vacant posts of teachers in the district as on February 2011 is given in ***Appendix 2.12***. An analysis of the data in the appendix showed that 23 *per cent* of sanctioned posts of teaching staff and 54 *per cent* of sanctioned posts of Principals and Headmasters were vacant. However, the department deployed guest teaching staff to the extent of 17 *per cent* of the

[70] RMSA was launched in 2009 with an aim to achieve universal access and quality secondary education.

sanctioned strength. The shortage of Principals, Headmasters and teachers adversely affected the quality of education. The pass percentage of students was 80 but the percentage of students who secured more than 60 *per cent* marks in class 10 was around 28 (Boys: 27.41; Girls: 28.03).

Scrutiny of records also revealed the following:

Science laboratories were available in only 11 *per cent* schools.

- Out of 207 high/senior secondary schools in the district, only 22 schools (11 *per cent*) had science laboratories.
- All the above mentioned 207 schools had toilets with water connections, but only 40 schools had storage facilities for water for use in the toilet.

2.3.11.2 Inspection of schools

Records of inspection notes of schools were not available.

The DEO or any other officer authorised by him/her has to inspect the schools from time to time. The DEO should take remedial action, if something adverse is noticed during inspection. Scrutiny of records revealed that the DEO had not maintained any records of inspections carried out by him/her or any other officer authorized by him. The details of the number of inspections carried out during 2006-11 are given in the table below:

Table 12: Number of inspections of schools carried out during 2006-11

Year	Middle	High	Senior Secondary School	Total
2006-07	15	25	28	68
2007-08	35	55	45	135
2008-09	53	78	65	196
2009-10	48	63	79	190
2010-11	70	95	72	237

Source: Data furnished by DEO, Jind.

In the absence of inspection notes, follow up of action on deficiencies pointed out during the inspections could not be verified in audit.

2.3.11.3 Scholarship schemes

With a view to reducing the dropout rate amongst students of weaker sections of the society, the Government is providing scholarships to Scheduled Caste, backward class and below poverty line students. Scrutiny of records revealed the following points:

- A total of 4,844 students of the backward class category in the Jind and Narwana blocks, were deprived of stipend amounting to ₹ 20.98 lakh for the year 2008-09 due to non-receipt of budget from the Government.
- A total of 728 students of different categories of 11 test-checked schools were deprived of stipend of ₹ 4.04 lakh for the period 2006-10 due to lack of funds.
- In Government High School, Kharak Bura, stipend amounting to ₹ 2.66 lakh could not be disbursed due to non-opening of bank accounts by the

school and 134 students of different categories were deprived of the benefits as detailed below:

Table 13: Number of students deprived of stipend

Category	Year	No of students
Scheduled Caste	2008-09	16
	2009-10	32
	2010-11	22
Backward Class	2009-10	36
	2010-11	26
Below Poverty Line	2010-11	2
Total		**134**

Source: Data provided by concerned schools.

The DC stated during the exit conference that the issue regarding opening of bank accounts would be resolved after holding a meeting with bank officers.

2.3.12 Water supply

Provision of adequate and safe drinking water to all citizens has been a priority area for both the Central and State Governments. In Jind district, various Centrally sponsored schemes and State Plan schemes were implemented for providing drinking water through two divisions (Public Health Engineering Divisions, Jind and Narwana). An expenditure of ₹ 186.14 crore was incurred during 2006-11 on water supply schemes in the district.

2.3.12.1 Status of water supply

All the villages in the district were being provided drinking water facilities. However, against the provision of supplying minimum 40 litres per capita per day (LPCD) water as provided in the Accelerated Rural Water Supply Programme (ARWSP), the status of water supply in 13 out of 307 villages in the district ranged between 20 and 35 LPCD. The Government sanctioned (March 2007) augmentation of 28 water supply schemes at an estimated cost of ₹ 25.01 crore to enhance the water supply from 40 to 70 LPCD but 13 villages with water supply of less than 40 LPCD were not included in these augmentation schemes. During the exit conference, the concerned Superintending Engineer stated that all the villages had since been provided 40 LPCD water.

As of March 2011, 25 out of the 28 augmentation schemes were completed, one was in progress and two were dropped but later taken up under another programme.

2.3.12.2 Excess expenditure over estimates

Financial Rules provide that no expenditure should be incurred without technical sanction for estimates. Excess expenditure over estimates should be got approved from the competent authority. Test check of records of Public Health Divisions in

the district revealed that a total amount of ₹ 2.03 crore was spent in excess over estimates in 17 cases, without approval of the competent authorities.

The Executive Engineer (EE), Public Health Engineering Division (PHED), Jind stated (August 2011) that the excess expenditure was due to increase in the cost of material and labour between the period of preparation of the estimates and allotment of work. EE, PHED, Narwana stated (August 2011) that the records would be scrutinised and excess expenditure would be got regularised after preparing revised estimates.

During the exit conference, the SE stated (September 2011) that excess expenditure in eight cases had since been regularised and excess expenditure in the remaining cases would be got regularised from the competent authority. Excess expenditure incurred by the departmental authorities without the approval of the competent authorities was in violation of the financial rules and should not have been allowed to happen as such a tendency on the part of the departmental officers may have serious financial consequences.

2.3.12.3 Non-recovery of water and sewerage charges

The Government prescribed rates of water fees chargeable for supply of water and providing sewerage facilities. Water fees of ₹ 1.42 crore (Jind Division: ₹ 0.77 crore and Narwana Division: ₹ 0.65 crore) were outstanding against residents up to March 2011.

A total of 56,715 connections were given under the Indira Gandhi Drinking Water Scheme to Scheduled Caste households during 2006-11. These cases were not added to consumer ledgers and bills were not raised against them, which resulted in loss of revenue amounting to ₹ 1.47 crore to the State exchequer as detailed below:

Table 14: Outstanding water charges from SC households

Number of connections	Period	Months	Rate per month (in ₹)	Amount (₹ in lakh)
285	April 2007 to June 2011	51	10	1.45
21,555	April 2008 to June 2011	39	10	84.06
13,329	April 2009 to June 2011	27	10	35.99
16,169	April 2010 to June 2011	15	10	24.25
5,377	April 2011 to June 2011	3	10	1.61
		Total		147.36

Source: Amount worked out by Audit.

In addition to the above, neither were the details of water connections provided to general category households in rural areas maintained nor were any bills raised for water supply.

EE, PHED, Jind stated (August 2011) that ledgers were being prepared and after completion of this work, the bills would be raised.

2.3.12.4 Water quality

The provision of clean drinking water has been given priority in the Constitution of India, with Article 47 conferring the duty of providing clean drinking water and improving public health standards to the State. Government fixed norms of 2,400 samples for testing water samples for each laboratory. As per instructions issued (April 2010) by the Department of Drinking Water Supply, GOI, a laboratory can test 300 samples in a month and 3500-4000 in a year. It was also stressed that water from each source should be subjected once in a year to chemical testing and two to four times a year to bacteriological testing. On the basis of this, the Government increased (May 2010) the target of a year to water samples to 3500 per year.

Records of the Public Health laboratory at Jind revealed that against the target of 2400/3500 tests, only 1,455 to 2,117 tests were conducted during 2006-11. It showed that the desired number of tests was not carried out regularly. Results of 851 out of 8,969 samples showed bacteriological contamination. Further, as per information supplied by the Health Department, 40,641 cases of waterborne diseases (Diarrhea: 39,935 and Jaundice/Viral Hepatitis: 706) were noticed in the district during 2006-10.

EE, PHED, Narwana stated (April, 2011) that after using bleaching powder, water samples were again taken and tested and thereafter the quality of water was found to be satisfactory. The reply showed that bleaching powder was not being used regularly to avoid bacterial contamination.

During the exit conference, the DC took the matter of bacteriological contamination seriously and advised the department to avoid such lapses so that the people did not suffer from various waterborne ailments. The DC and the SE concerned also suggested that in future, the panchayats should be made aware about the quality of potable water and be involved in the collection of water samples for testing.

2.3.13 Sanitation and sewerage facilities

Sewerage facilities were provided in four[71] out of five[72] towns in the district. In Julana, sewerage facilities were still to be provided. A sewerage scheme for Julana was approved (May 2010) for ₹ 14.65 crore and work was in progress.

It was noticed that out of 98 colonies in Jind and Safidon towns, sewerage facility was not provided in 19 colonies (Jind: 11 and Safidon: eight). Sewerage works in 11 colonies of Jind town were in progress. However, no plan had been prepared for providing sewerage facilities in the eight colonies in Safidon town as yet (August 2011).

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[71] Jind, Narwana, Safidon and Uchana.

[72] Jind, Julana, Narwana, Safidon and Uchana.

Sewage or excreta and sullage discharged from communities should be properly collected, transported and treated to the required degree and finally disposed of without causing any health or environmental problem. It was noticed that no sewerage treatment plant was provided to Safidon town and sewage was being drained out in open drains causing health hazards to the residents of the area.

The EE, informed during the exit conference that the necessary action plan for providing sewerage facilities was under process.

Economic services

The availability of basic infrastructure is essential for enhancing the growth of the district and bridging the gap between urban and rural areas. It also helps in bringing the remote area closer to the District headquarters for inclusive growth of the economy. Infrastructure includes provision of all weather roads, railway connectivity, air services and irrigation needs.

Jind district is well connected with rail transport. All the blocks except Alewa have been connected with Railway lines.

2.3.14 Road connectivity

2.3.14.1 Status of road connectivity

Haryana has very good road connectivity across the State. The status of road connectivity as well as road lengths in the district was as under:

Table 15: Showing the status of road length

Type of road	Road length (in kilometres)
National Highways	127
State Highways	154
Major district Roads	50
Other Roads (village roads)	905

Source: Data furnished by department.

All the villages except two villages i.e. Baraban and Tegbhadurpur (out of 307 villages) are connected with all-weather roads. On the DC's initiative during the exit conference, the department stated (September 2011) that the work relating to the construction of link roads to the remaining two villages would be undertaken under the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA).

2.3.14.2 Execution of road works

In the district, 47 works of strengthening, widening and construction of new roads were taken up under the Pradhanmantri Gram Sadak Yojna (PMGSY) and Central Road Fund (CRF) schemes as detailed below:

Table 16: Position of road works executed

Year	Number of works taken up		Approved cost (₹ in crore)		Completed		Expenditure (₹ in crore)	
	State	PMGSY	State	PMGSY	State	PMGSY	State	PMGSY
2006	13	2	32.14	9.69	13	2	28.93	9.60
2007	7	2	24.51	13.00	7	2	22.89	13.21
2008	4	2	4.87	7.32	4	2	4.46	7.71
2009	7	7	41.11	46.19	5	7	13.52	39.81
2010	2	1(CRF)	2.17	19.38	-	-	-	-
Total	**33**	**14**	**104.80**	**95.58**	**29**	**13**	**69.80**	**70.33**

Source: Compiled from MIS Reports.

It may be seen from the above table that the progress of work relating to road connectivity was satisfactory as 42 out of 47 works had been completed. The remaining five works, however, could not be completed even after the lapse of three to 11 months of their due dates of completion.

Out of above, one new road project prepared for ensuring smooth traffic (a bypass road) from Jind-Hansi road to Jind-Assandh road was approved (October 2008) at an estimated cost of ₹ 17.71 crore. The work was started in March 2009 and was to be completed in 18 months i.e. by September 2010. Test check of records of the Provincial Division, Jind revealed that the work of the bypass road was very slow as only expenditure of ₹ 3.57 crore had been incurred up to March 2011. EE, Provincial Division, Jind stated (August 2011) that the delay in completion of the road was due to non-availability of material as there was a ban on quarries as per the orders of Supreme Court of India dated 1 March 2010. The reply is not convincing as the work should have been got completed from the contractor as the per agreement by arranging the material from the market. Delays in completion of the work could lead to increase in its cost.

2.3.15 Irrigation

Canal water is the major source of irrigation for the dry and parched land of Jind. Of the total net irrigated area, canal irrigation constitutes as much as 85 *per cent*.

In Jind district, three divisions (Water Services Divisions, Jind, Narwana and Safidon) maintain the canal system. In addition to the canal, these divisions also construct and maintain drains in the district. An expenditure of ₹ 194.39 crore was incurred on construction of new drains, remodelling and maintenance of drains and canals during 2006-11. The observations of Audit are discussed below:

2.3.15.1 Silt clearance of canals and drains not done under Mahatma Gandhi National Rural Employment Guarantee Act

GOI enacted the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) to provide employment to rural people. Under this scheme, the

entire cost of wages for unskilled manual workers is provided by GOI. The scheme was implemented in the district from April 2008. The Government decided (March 2007) to undertake the work of silt clearance of drains and minors under MGNREGA.

Test check of records of these divisions revealed that an amount of ₹ 5.02 crore (Jind Division: ₹ 2.69 crore, Safidon Division: ₹ 2.19 crore and Narwana Division: ₹ 0.14 crore) was spent on silt clearance of drains and minors through contractors during 2008-11. Audit observed that the water services division, Narwana had got the work of silt clearance done under MGNREGA during 2010-11. However, other divisions had not got the silt clearance done under MGNREGA. Had these works been executed under MGNREGA, an amount of ₹ 4.88 crore could have been saved.

EE, Water Services Division, Safidon stated (April 2011) that the silt clearance of minors/drains was to be done within a short period due to the urgent nature of the work. The reply is not acceptable as there was sufficient time for silt clearance in view of the 24 day closure period of minors.

2.3.15.2 Non-payment of annuity under Rehabilitation and Resettlement policy

The policy for Rehabilitation and Resettlement (RR) of land owners/land acquisition oustees provided for payment of annuity to those whose land had been acquired by the Government. The eligible land owners were to be paid annuity at the rate of ₹ 15,000 per acre per annum for 33 years. The annuity was to be increased by ₹ 500 every year. The amount of annuity was revised to ₹ 21,000 per year with an increase of ₹ 750 every year from September, 2010.

It was noticed that 140.69 acres of land was acquired by the Water Services Division, Jind for construction of minors and drains during 2006-11 but annuity amounting to ₹ 82.63 lakh, due for payment up to December 2010 to farmers had not been paid. EE, Water Services Division, Jind stated (August 2011) that payment could not been made due to non-availability of funds.

Audit observed that the Government had failed to make the said payments to the farmers concerned and to implement the RR policy of the Government. The delays in payments may result in forcing the land owners to take recourse to judicial intervention for payment of interest on such outstanding dues and cause loss to the Government.

2.3.16 Other developmental activities and employment generation

Other developmental activities like construction of streets, drains, *chaupals*, sanitation, rain water harvesting, rural housing, etc. were taken up in the district under the District Plan Scheme, out of grants given by Twelfth Finance Commission, Total Sanitation Campaign, grants given by Haryana Rural Development Fund Board, Indira Awas Yojna, Swarnjayanti Gram Swarojgar Yojna, Mahatma Gandhi National Rural Employment Guarantee Scheme, etc. These are discussed in the following paragraphs:

2.3.16.1 District Plan Scheme

The District Plan scheme was introduced in the district by the Government from April 2008 to execute developmental works, specifically covering construction of roads and streets, school buildings, health institutions, *chaupals*, etc. The works under this scheme were to be approved by the DPC. During 2008-11, an amount of ₹ 29.03 crore was released to the executing agencies, out of which only ₹ 16.95 crore was spent. It was observed that a new DPC was formed in February 2011 after the Assembly and Panchayat elections. The meeting of the DPC was held in March 2011. As there was a delay in formation of the DPC, the entire funds amounting to ₹ 8.35 crore for 2010-11 remained unutilised and the people were deprived of timely benefits.

Scrutiny of records of the implementing agencies revealed the following:

- The Government allocated (May 2010) funds amounting to ₹ 12.65 crore for 2010-11 for the District Plan scheme. This allocation was reduced (March 2011) to ₹ 8.35 crore due to the very slow progress of works.
- As per the Monthly Progress Report for November 2010 submitted by the BDPO, Jind to the ADC, Jind, out of ₹ 2.39 crore received during 2009-10, funds amounting to ₹ 2.18 crore were shown as having been utilised. Eighty-six out of 128 works were completed. However, the checking of cash books (General and SC component) disclosed that funds amounting to ₹ 1.05 crore were lying unspent with the BDPO (March 2011). Thus, the progress report submitted by BDPO was incorrect.

2.3.16.2 Grants by Twelfth Finance Commission

Expenditure of ₹ 42.16 lakh was incurred on submersible pumps but electricity connections were not obtained.

GOI provides funds on the recommendations of the Central Finance Commission to Panchayati Raj institutions for various developmental activities. An expenditure of ₹ 42.16 lakh was incurred (2005-10) by 21 GPs on installation of submersible pumps for drinking water in Alewa Block. During test check, it was noticed that electricity connections had not been applied for by the concerned GPs, as a result of which all the pumps were non-functional and the intended purpose of providing drinking water to villagers remained unachieved. BDPO, Alewa replied (September 2011) that instructions had been issued to the GPs for applying for electricity connections. Thus, despite the installation of the submersible pumps, their benefits could not be derived due to inaction on the part of the GPs and the BDPO, Alewa.

2.3.16.3 Total Sanitation Campaign

The main objectives of the Total Sanitation Campaign, started by GOI in 1999 were to bring about an improvement in the general quality of life in rural areas and to accelerate sanitation coverage in rural areas for providing access to toilets to all by 2012. Under this scheme, funds amounting to ₹ 8.59 crore were received by the district during 2006-11, out of which ₹ 8.20 crore was utilised. Against the target of construction of 58,000, individual household latrines for

BPL families, 51,075 were constructed. Further, against the target of constructing 82 community sanitary complexes, only 41 were constructed during this period. The shortfall in achievement of targets of construction of community sanitary complexes was attributed to non-receipt of proposals from GPs.

The following deficiencies were noticed in the implementation of this scheme.

- Scrutiny of five Community Sanitary Complexes by Audit disclosed that two complexes at villages Kaloda Kalan and Bhikhewala were not being maintained properly by the concerned GPs as evident from the photographs shown below.

	
Non-functional community sanitary complex at village Kaloda Kalan	**Incomplete community sanitary complex at village Bhikhewala**

Diversion of funds.

- Out of the funds of the TSC scheme, ₹ 7.50 lakh was paid (2009-10) to three employees of DRDA, Jind, being the arrears of pay on account of the Sixth Pay Commission's Recommendations, on the plea that these employees were working for the said scheme. During scrutiny, it was observed that all these employees were regular and the arrears were payable from the DRDA Administration Scheme. Thus, TSC grant of ₹ 7.50 lakh was diverted.

2.3.16.4 Haryana Rural Development Fund

The Haryana Rural Development Fund (HRDF) Board provides funds to Panchayati Raj Institutions for carrying out various developmental activities in rural areas. Funds amounting to ₹ 59.39 crore were received by the district from the HRDF Board and ₹ 61.72 crore were spent during 2006-11. The excess expenditure of ₹ 2.33 crore was incurred by the EE (Panchayati Raj), Jind by diverting funds from other schemes. Funds were spent for construction and repair of *chaupals*, construction of streets/drains in Mahatma Gandhi Gramin Bastis[73], etc. The following shortcomings were noticed:

[73] Under Mahatma Gandhi Gramin Basti Yojna (launched on 2 October 2008), plots of 100 square yards were to be allotted to BPL families.

- Funds amounting to ₹ 16.02 lakh were released (March 2010) by DC, Jind to five GPs of Alewa Block for construction of streets/roads in five[74] villages. Only the work at village Gohiyan was completed while works in the other four villages had not been started. An amount of ₹ 12.05 lakh was lying unspent (March 2011). Similarly, funds amounting to ₹ 38 lakh were released (March 2010) to BDPO, Jind for construction of streets/roads in 21 villages but works in 18 villages had not started (December 2010). BDPO, Jind stated (August 2011) that efforts were being made to utilise the unspent funds.

2.3.16.5 Indira Awas Yojna

The Indira Awas Yojna (IAY) is a Centrally sponsored scheme funded on cost sharing basis between GOI and the State Government in the ratio of 75:25. The objective of the scheme is primarily to help construction/upgradation of dwelling units of members of Scheduled Castes/Scheduled Tribes (SC/ST), freed bonded labourers and other non-SC/ST rural households below the poverty line by providing them a lump sum financial assistance. The physical and financial targets and achievements for the district during 2006-11 under the scheme were as under:

Table 17: Physical and financial targets and achievements during 2006-11

Year	Physical targets	Achievements	Funds available	Actual expenditure
	(in numbers)		(₹ in crore)	
2006-07	314	326	1.18	1.18
2007-08	435	438	1.09	1.09
2008-09	435	436	2.24	1.53
2009-10	843	864	3.03	3.02
2010-11	583	597	2.71	2.69
Total	**2,610**	**2,661**	**10.25**	**9.51**

Source: Data supplied by ADC, Jind.

As is evident from the above table, the department succeeded in achieving physical and financial targets during this period. During test check, the following irregularities were noticed:

- **Irregular payments to male beneficiaries**

As per the guidelines of the scheme, the beneficiaries should be women or the dwelling unit should be in the name of both wife and husband. Test check of records in sampled blocks disclosed that grants of ₹ 29.15 lakh were disbursed during 2008-11 to 77[75] male beneficiaries in violation of the scheme guidelines. BDPO, Alewa stated (December 2010) that the amounts were disbursed to the beneficiaries selected by ADC, Jind. During the exit conference, the DC stated (September 2011) that the matter would be investigated and action taken accordingly.

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74 Chuharpur, Diluwala, Gohiyan, Kuchrana Kalan and Kuchrana Khurd.

75 Alewa: 13, Jind: 27, Pillukhera: 21 and Uchana: 16.

- **Submission of false utilisation certificates**

Test check of records of BDPOs, Alewa and Pilu Khera revealed that utilisation certificates for the entire grants of ₹ 26.60 lakh and ₹ 25.90 lakh respectively received during 2009-10 were furnished by them. However, there were closing balances of ₹ 10.63 lakh and ₹ 8.70 lakh respectively as per the bank pass books at the close of March 2010. This indicated that the there was misrepresentation of facts in the UCs. BDPO, Alewa, while admitting the facts stated (August 2011) that such irregularities would not be repeated in future.

- **Misreporting of number of houses completed**

As per physical performance progress reports submitted by ADC, Jind to the Government, construction of 2,661 houses against a target of 2,610 was shown as completed by the beneficiaries. However, scrutiny of records of test-checked blocks revealed that in 20 cases, neither had the houses been completed nor were the second installments released. Thus, the ADC, Jind had misreported the physical performance under the scheme to the Government.

2.3.16.6 Common irregularities in Panchayati Raj institutions

The following common irregularities were noticed in the Panchayati Raj institutions:

- As per provisions of Section 26 of the Haryana Panchayati Raj Act, 1994, (the Act), a GP should prepare a map of *abadi deh*[76] in the Sabha area showing therein, the boundaries of buildings, public streets and other public open spaces. No such map had been prepared by any of the GPs selected for test check.

- As per provisions contained in Section 12 (iv) of the Act, a GP should maintain a complete register for all developmental works undertaken by it or by any other Government department specifying the costs, date of completion of work, name of assets, etc. No such register was maintained by any of the test-checked GPs.

- As per Rule 12 of the Haryana Panchayati Raj Rules, 1995, every GP was required to maintain works registers, measurement books, receipt book issue registers, muster roll issue registers, register of immovable properties in the prescribed form, etc. to substantiate that works had really been executed. No such records were found to be maintained in any of the test-checked GPs.

- As per the guidelines issued (August 2006) by the Government, all works up to ₹ three lakh were required to be compulsorily inspected by the SDO (Panchayati Raj), and above ₹ three lakh to ₹ 20 lakh by the EE (PR) during execution and after execution of works. Inspection reports were

[76] The location in the village, where the people reside.

required to be sent to the concerned DC. However, no such inspection reports were sent to the DC.

- As per Government instructions (August 2006), block level and village level vigilance committees were to be constituted for keeping vigil over the execution of works. No such committees were constituted in the test-checked blocks/GPs.

- As per Government guidelines (September 2007), third party inspection of development works executed by the GPs was to be got conducted. No such inspection was, however, got conducted by any of the GPs test-checked.

Due to non-compliance of above-mentioned provisions of the Panchayati Raj Act and Rules and Government instructions, serious financial irregularities could take place. BDPOs (Alewa, Jind, Pilukhera and Uchana) while admitting the facts stated (August 2011) that efforts would be made to comply with the abovementioned provisions of Panchayati Raj Act and Rules and Government instructions.

- The irregularities noticed in the execution of works in GPs were as follows:

Sr. No.	Name of GPs	Amount involved (in ₹)	Nature of irregularities
1.	Radhana	2,000	Payment of ₹ 18,864 was shown in the cash book against the muster roll of ₹ 16,864 in March 2010.
		42,296	Muster roll payments in three cases were made (February-April 2010) without mentioning names and addresses of the labourers.
		17,976	Labourers were engaged on a work from 21 to 31 May 2009 for construction of a drain, whereas construction material was purchased in July 2009.
2.	Pandu Pindara	96,000	Bricks purchased in January 2010 were neither entered in the stock register nor were consumed on any work.
		97,000	Damaged drain near the holy pond of the village indicated execution (December 2006) of sub-standard work. 

Sr. No.	Name of GPs	Amount involved (in ₹)	Nature of irregularities
3.	Bhairon Khera	82,650	Bricks shown issued (November 2006 and May 2007) in excess of the actual consumption.
		10,715	Muster roll payment was made (February-April 2008 and June 2008) without obtaining signature/thumb impression of labourers.
4.	Kheri Masania	16,840	Muster roll payments in two cases were made (March 2009 and March 2010) without signatures/thumb impressions of labourers.

Similarly, BDPO, Alewa made (May 2010) payment of ₹ 8,827 to labourers without obtaining signatures/thumb impressions from them.

During the exit conference, the DC viewed the matter seriously and assured that appropriate action would be taken against defaulters after proper inquiries.

2.3.16.7 Swarnjayanti Gram Swarojgar Yojna

The Swarnjayanti Gram Swarojgar Yojna (SGSY) was launched (April 1999) with the aim of converting all aspects of self-employment such as organization of the poor into self-help groups (SHG) for training, credit mobilization, technology improvement, infrastructure development and market linkage. The following deficiencies were noticed in the implementation of this scheme in the district:

- **Non-achievement of scheme objectives**

The main objective of this scheme was to bring poor families (Swarojgaries) above the poverty line in three years by providing them bank credit and Government subsidy for creating income generating assets. However, as per reports submitted by ADC, Jind to Government during 2006-11, none of the BPL families assisted under SGSY had crossed the poverty line since inception of the scheme in April 1999. ADC, Jind stated that standards of living of assisted families had improved to some extent.

- **Physical verification and monitoring**

An annual physical verification of assets created by Swarojgaries was required to be undertaken on a drive basis at the end of every year and the results of such verification were to be incorporated in the Annual Plan for the next year. DRDA, Jind had not conducted physical verification of the assets of Swarojgaries. As such, the status of assets could not be incorporated in the annual plan.

2.3.16.8 Mahatma Gandhi National Rural Employment Guarantee Scheme

MGNREGS is a Centrally sponsored scheme, funded on cost sharing basis between the GOI and the State Government. The basic objective of the scheme is to enhance security of livelihood in rural areas by providing at least 100 days of guaranteed wage employment to a household, besides creating durable community assets, empowering rural women and fostering social equity among

others. During 2008-11, funds amounting to ₹ 12.79 crore were released by the ADC, out of which ₹ 11.81 crore were spent on activities covered under the scheme.

Scrutiny of records of the DRDA and four sampled blocks of the district revealed as under:

- **Non-preparation of Perspective Plan**

As per the operational guidelines of the scheme, a five-year District Perspective Plan was to be prepared to facilitate advance planning by identifying the types of works which would be beneficial to the community and provide long-term employment generation and sustainable development of the area. But the plan had not been prepared in the district. In its absence, the ADC released the funds on the basis of works approved by the BDPOs.

The ADC, while admitting that the Perspective Plan for the period 2006-11 had not been prepared, stated that the plan was under preparation.

- **Physical performance**

The number of households/persons registered, job cards issued, household provided employment and the number of families which had completed /earned 100 days' employment in the district as of March 2011 was as under.

Table 18: Position of employment generated under MGNREGA

Year	Number of Registered		Job cards issued	Employment provided		Number of household (completed 100 days)	Average days per household
	Households	Persons		Households	Person days		
2008-09	22130	52,953	22130	6749	193500	210	28.67
2009-10	24999	54,812	24999	5456	147500	96	27.03
2010-11	27075	63016	27075	7084	191845	137	27.08

Source: Data supplied by ADC-cum-CEO, DRDA, Jind.

Analysis of the above data revealed that against the provision of 100 days of employment to all registered households, only 210 (one *per cent*) out of 22,130 households could complete/earn 100 days employment during 2008-09. In 2009-10, only 96 out of 24,999 registered households (0.38 *per cent*) and in 2010-11, only 137 out of 27075 registered households (0.50 *per cent*) could get/earn 100 days' wage employment.

Further scrutiny of the above data revealed that the average number of days for which wage employment was provided to a household was 29 in 2008-09, which fell to 27 during 2009-10 and 2010-11 against the target of 100.

ADC, Jind stated (August 2011) that labourers in Haryana were not much interested in MGNREGS because labour wage rates were higher in the open market than under MGNREGS.

- **Social audit**

With a view to ensure public accountability and continuous public vigilance in the implementation of projects, Social Audit has been given a central role under MGNREGS. Gram Sabha meetings were to be held at least once in six months for

social audit as notified (June 2009) by the Government. Audit scrutiny revealed that social audit was done only once in a year in the test-checked blocks.

ADC, Jind stated (August 2011) that social audit would be done once in six months as per the scheme guidelines.

2.3.17 Civic amenities by Municipal Administration

Provision of basic amenities in towns is the responsibility of the municipal administration. Jind district has two Municipal Councils for Jind and Narwana towns and three Municipal Committees for Safidon, Julana and Uchana towns.

Audit of the functioning of the Municipal Council, Jind (MCJ) and Municipal Committee, Uchana (MCU) revealed the following:

2.3.17.1 Solid waste treatment plant

The MCJ received (2005-08) grants amounting to ₹ 80.18[77] lakh and the MCU received (2006-10) ₹ 67.43[78] lakh from the Government for purchase of land for setting up solid waste treatment plants. The grant was sanctioned to the MCJ in compliance of the direction of the Supreme Court Committee on waste management. However, the land had not been purchased (August 2011) and the entire amount was parked in the savings bank accounts of the Council. It was noticed that a notification under Section 4 of the Land Acquisition Act was issued in July 2005 but land could not be acquired due to opposition of the villagers whose land was being acquired. No efforts seems to have been made by the MCJ, as no correspondence in this regard was available on record after September 2007.

The MCJ area produces about 30 tonnes of garbage per day. There were only 25 containers, one dumper placer and three tractor trolleys available with the MCJ for collecting the garbage. Due to non-availability of a fixed dumping site, the garbage was not being lifted on a daily basis, as a result of which containers were overflowing and garbage was being scattered in and around the city. The solid waste collected was being transported in open tractor trolleys to the dumping sites. Similarly, MCU scattered solid waste here and there because of non-availability of land for dumping the solid waste.

The solid waste collected by MCJ was being dumped at different places in the town itself as the MC has not installed any Solid Waste Treatment Plant, thereby exposing the public to the dangers of untreated waste and pollution.

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[77] March 2006: ₹ 55 lakh and August 2007: ₹ 25.18 lakh.

[78] March 2007: ₹ 46.23 lakh and June 2009: ₹ 21.20 lakh.



Solid waste lying near Gurudwara and Rani Talab, Jind



Solid waste lying near Somnath Gaushala, Jind

The Secretary, MCJ stated (August 2011) that efforts were being made to acquire land for setting up a Solid Waste Treatment Plant.

2.3.17.2 Embezzlement of funds

An amount of ₹ 11,790 was embezzled by MCJ staff during 2009-10 as per details given below:

- **An amount of ₹ 11,272 was drawn through self cheque No. 852449 dated 20 April 2009 for disbursement of wages of ₹ 4,272. After disbursement of wages of ₹ 4,272 vide voucher No. 138 dated 21 April 2009, the balance amount of ₹ 7,000 was embezzled.**

- **The House Tax Branch realized an amount of ₹ 715 vide receipt No. 42/1480 dated 22 March 2010 but only ₹ 115 was accounted for in the cash book and the balance amount of ₹ 600 was embezzled.**

- **Double payment of ₹ 2,720 was made to the same seven labourers vide voucher Nos. 98 and 99 dated 10 November 2009. Names of these seven labourers were appearing in both the muster rolls on 10 and 11 October 2009.**

- **Similarly, in another case, one labourer's name appeared in two different muster rolls from 10 to 19 June 2009. Payment of ₹ 1,470 was made twice to this person vide voucher No. 31 dated 27 July 2009 and 35 dated 30 July 2009.**

On this being pointed out in January 2011, the Secretary, MCJ while admitting the above audit findings, replied (August 2011) that the entire amount of ₹ 11,790 had been recovered from the concerned officials. The above cases of embezzlements indicated weak financial control.

2.3.18 Public Distribution System

The Public Distribution System (PDS) evolved as a system of management of

scarcity and for distribution of foodgrains at affordable prices. Over the years, PDS has become an important part of Government's policy for management of food economy in the country. PDS is supplemental in nature and is not intended to make available the entire requirement of any of the commodities distributed under it to a household or a section of the society. The commodities are rice, wheat, sugar, edible oils, kerosene and other such commodities as notified by the Central Government. The main objective of the PDS is to ensure regular supply of essential commodities at reasonable prices, particularly to the weaker sections of the society/community as well as for enhancing the food security for the poor.

The Government of India (GOI) strengthened PDS by introducing (June 1997), the scheme of Targeted Public Distribution System (TPDS). Under this, special cards were issued to BPL families and foodgrains were provided to them at specially subsidized prices. Scrutiny of records revealed the following:

2.3.18.1 Bogus ration cards in TPDS

On the basis of independent evaluation of TPDS in the States by the Programme Evaluation Organisation of the Planning Commission and ORG-MARG, a nine-point Action Plan was evolved by GOI to weed out bogus ration cards, which was to be implemented by the State Governments from July 2006.

The Directorate of Food and Supplies intimated (October 2008) the District Food and Supply Controller (DFSC), Jind that as per a survey conducted by the DRDA/District Urban Development Agency (DUDA), there were only 2,47,524 families in the district, but the DFSC office had already issued 2,56,465 ration cards to Above Poverty Line (APL), BPL and Antodaya Anna Yojna (AAY) families in the district. Hence, there were 8,941 bogus ration cards in the district. DFSC, Jind was directed (October 2008) to weed out the bogus ration cards. However, not a single bogus ration card was detected as of April 2010.

During the exit conference, the Commissioner, Hisar Division advised that the matter should be seriously taken up by the District Food and Supplies Controller and a proper exercise should be conducted to weed out bogus ration cards.

2.3.18.2 Allocation and lifting of wheat

The table below indicates category-wise allocation and lifting of wheat under TPDS during the last five years.

Table 19: Category-wise allocation and lifting of wheat

(Quantity in Metric Tonnes)

Year	Above Poverty Line			Below Poverty Line			Antodya Anna Yojna		
	Allocated	Lifted	Percentage	Allocated	Lifted	Percentage	Allocated	Lifted	Percentage
2006-07	-	-	-	10,020	9,519	95.0	9,504	9,124	96.0
2007-08	3,960	-	-	10,080	9,616	95.4	10,152	9,746	96.0
2008-09	3,960	-	-	20,772	19,858	95.6	8,784	8,379	95.4
2009-10	3,960	-	-	19,908	19,310	97.0	8,820	8,520	96.6
Total	**11,880**	**Nil**	**-**	**60,780**	**58,303**	**95.92**	**37,260**	**35,769**	**96.0**

Source: Data obtained from DFSC, Jind.

As is evident from the above table, under the AAY during 2006-10, 35,769 metric tonnes (MTs) of wheat was lifted, against the allocation of 37,260 MT by GOI. This resulted in short distribution of 1,491 MT of wheat, valuing ₹ 1.30 crore.

APL families are also provided with foodgrain through APL Family Identity Cards. The scale of issue of wheat under the APL category has been fixed at 15 kg per family per month at ₹ 6.86 per kg. No wheat was lifted against the allocation of 11,880 MT valuing ₹ 11.21 crore, during 2006-2010. The District Food and Supplies Controller, Jind attributed non-lifting of wheat by APL families to retention of foodgrains during harvesting season for their consumption and cautiousness about quality. It was further stated that the allocation of wheat for this category was not regular. The reply was not convincing as the wheat was not lifted at all by APL families during 2006-10. Thus, the awareness was not created by the department among the beneficiaries about the benefits of the scheme.

2.3.18.3 Other irregularities

- The Government was required to get the lists of BPL and AAY families reviewed every year for the purpose of deletion of ineligible families and inclusion of eligible families. However, the lists of BPL/AAY beneficiaries had not been revised after September 2008. As per the survey conducted (October 2008) by GOI, the number of BPL families including AAY was 0.37 lakh in the district whereas DRDA and DUDA had identified 0.72 lakh BPL families in the district during their survey conducted in September 2008. Since there was a wide variation, a fresh review and checking of the households of beneficiaries was required to be done as this involved a subsidy of ₹ 2.86 crore from September 2008 to March 2010 as detailed below:

Table 19: Financial implication of subsidy under BPL and AAY

Year	Quantity of wheat (in MT)	Provision made in State Budget (₹ in lakh)	Expenditure Incurred (₹ in lakh)
2008-09 (September 2008 to March 2009)	7,380	14.91	14.98
2009-10	13,429	271.22	271.22
Total	**20,809**	**286.13**	**286.20**

Source: Data obtained from DFSC, Jind.

In accordance with the guidelines issued by the Director, Food and Supplies Department, it was to be ensured that foodgrains were made available to the Fair Price Shops (FPSs) by the fifth of the each month. Out of 611 FPSs in six blocks of the district, 40 FPSs of four blocks were selected for test check. The results of the test check of selected FPSs are given below:

- Haryana State Federation of Consumers Cooperative Wholesale Stores Limited (CONFED) is the wholesale nodal agency for lifting of foodgrains. Sixteen complaints were received from FPSs that doorstep delivery of sugar was not made by CONFED.

- All the FPSs received foodgrains and kerosene oil from CONFED between the eighth and 20th of the month, which was not in consonance with instructions,
- The stock boards were not updated daily by 38 *per cent* FPSs (15),

Out of 495 beneficiaries called for interaction with Audit, 417 beneficiaries could be contacted and their comments on PDS in the district were as under:

- Forty *per cent* beneficiaries (174) stated that FPSs did not open regularly.
- Seventy *per cent* beneficiaries (311) stated that PDS items were not provided to them on first visit.
- Sixty six *per cent* beneficiaries (276) stated that availability of stock was not displayed on board.
- The Directorate of Food and Supplied directed (October 2008) the DFSC to constitute required committees at the State, district, block and village levels. It was, however, observed that district and block level committees were not constituted for monitoring PDS and redressal of public grievances as of July 2010.
- As per PDS (Control) Order 2001, the Government was required to ensure monitoring of the functioning of PDS at FPSs level through the computer network of National Informatics Centre (NIC) installed in the districts. For this purpose, computerized codes were also issued to each FPS. It was observed that four computer networking kits at PR-Centres (Safidon, Uchana, Alewa and Pilukhera) costing ₹ 9.25 lakh received in September 2010, were not functional. No steps had been taken to make them functional. As a result of this, the purpose of monitoring the functioning of PDS at FPSs level was not served.

General services

2.3.19 Police services

The Superintendent of Police (SP), Jind is entrusted with the task of preventing and detecting crime and maintenance of law and order in the district. There are 12 police stations including traffic police stations in the district. There were three offices of Deputy Superintendents of Police in the sub-divisions (Jind, Safindon and Narwana).

2.3.19.1 Shortage of staff

The combined working strength of police personnel in various cadres of the district such as Inspectors, Sub-Inspectors, Assistant Sub-Inspectors, Head

Constables, etc. was 1,058 as against the combined sanctioned strength of 1,234. Vacancies varied from 11 *per cent* to 66 *per cent* in various cadres. Details of the vacancy position are depicted in the table below:

Table 20: Vacancy position of police personnel

	Cadre	Sanctioned	Posted	Vacant	Percentage of vacant posts
Male	DSP	4	3	1	25
	Inspector	18	16	2	11
	SI	37	23	14	37
	ASI	108	84	24	22
	Head Constable	176	185	9 excess	
	Constable	798	679	119	15
	Total	**1,141**	**990**	**151**	**13.23**
Female	DSP	-	-	-	-
	Inspector	Nil	2	2 excess	-
	SI	3	2	1	33
	ASI	6	4	2	33
	Head Constable	9	3	6	66
	Constable	75	57	18	24
	Total	**93**	**68**	**25**	**27**
	Grand Total	**1,234**	**1,058**	**176**	**14.26**

Source: Data obtained from SP, Jind.

The police-public ratio in the district was 1:1085 as against the ratio of 1:516 for the State. Due to shortage of police personnel, it becomes very difficult to maintain law and order and reduce response time to reach the crime site.

In reply, SP, Jind stated (August 2011) that the matter regarding filling up of vacant posts had been taken up with the higher authorities.

2.3.19.2 Response time

Increase in mobility for field policing reduces response time for police to reach a site after occurrence of an offence. It was, however, seen that the Government had not fixed any norms for assessing the response time nor did it give any instructions for recording the same.

2.3.19.3 Crime trends

The incidence of crime in an area is an indicator of the performance of the police force posted there. The number of reported crimes as well as the number of pending crime cases during 2006-2010 and 2011 (up to March 2011) was as given in the table below:

Table 21: Showing the crime trend in the district

Year	Number of cases pending at the beginning of the year	Number of cases registered during the year	Cases solved during the year	No of cases pending at the end of the year
	(First Information Report)			
2006	451	3,653	3,128	976
2007	976	2,984	2,804	1156
2008	1156	3,251	2,604	1803
2009	1803	3,612	2,916	2499
2010	2499	3,082	1,811	3770
2011	3770	591	962	3399

Source: Data furnished by SP, Jind.

As may be seen from the above table, there was progress in solving crimes, but there was no improvement in the crime rate. The data also suggests that there was an increase in crime rate and its corresponding increase in pending cases would undermine the confidence of the people as it indicated incapability of the police to solve these cases.

In the district, out of a total of 14,049 cases admitted in the courts during the year 2006-10, criminals in 1,923 (14 *per cent*) cases remained untraced.

2.3.19.4 Weaponry

Modernisation of Police Force Scheme was launched by GOI for modernising the police force to face the emerging challenges to internal security effectively and efficiently. The SP, Jind sent (December 2008), a requisition for weapons to Director General of Police but no additional weapon was provided for in the district up to April 2011. The position of requirement, availability and shortage of various weapons in the district is depicted below:

Table 22: Showing the position of requirement, availability of weapons

Name of the weapon	Requirement	Availability	Shortage	Shortage in percentage
SLR	732	632	100	14
Revolver .38 bore	205	55	150	73
Pistol 9 mm	209	109	100	48
Insas 5.6 mm	100	-	100	100
Carbine 9 mm	200	100	100	50
AK 47	64	14	50	78
Bomb disposal equipment	1	-	1	100

Source: Data furnished by SP, Jind.

As is evident from the above table, there was acute shortage of revolver .38 bore, pistol 9 mm, insas 5.6 mm, carbine 9 mm, AK 47 and bomb disposal equipment. In the absence of modern weapons, it would be difficult for the police force to face the emerging challenges to internal security effectively and efficiently.

2.3.19.5 Inspection of police stations

Punjab Police Rules as adopted by Haryana, provide that every police station and post in a district should be thoroughly inspected by a Gazetted Police Officer twice a year. At least one such inspection should be carried out by the Superintendent. Scrutiny of the records revealed that no inspection was carried out in the year 2010.

In reply, the SP, Jind stated that due to shortage of staff, the required inspections could not be carried out. However, he assured that the required number of inspections would be carried out in future.

2.3.20 e-DISHA project

e-DISHA is an IT driven electronic interface between the Government and the citizens. The application software for various public services had been developed by NIC-HRSC as a citizen interface on D-NET in collaboration with the

Department of Information Technology. The project is being implemented through the District IT Society. In the first phase, the District Level e-Disha Centre (DleDC) was to provide services relating to renewal and transfer of arms licences; issue of birth and death certificates and driving licences; vehicle registration; processing of passports; receipt of applications for several social welfare schemes; quick redressal of citizens' grievances and touch screen kiosks for revenue records and house tax data queries. It was observed that the e-DISHA centre at Jind was not providing services relating to issue of birth and death certificates, touch screen kiosks for revenue records and receipt of applications for several social welfare schemes.

In reply, Chief Executive Officer, e-DISHA, Jind stated (August 2011) that services relating birth and death services were not provided due to non-completion of backlog data by the Health Department. In respect of touch screen kiosks, it was stated that touch screens would be set up in the second phase. As regards receipt of applications of several social welfare schemes, it was stated that the service was discontinued due to shifting of the office of the District Social Welfare Officer from the Mini-Secretariat building.

2.3.21 Conclusion

The District Planning Committee had not prepared a Five-Year Perspective Plan or an integrated district Plan covering all the activities for overall development of the district. Funds were shown as expended as soon as these were released to the next level without waiting for actual utilisation. The district was short of health centres, minimum infrastructure and doctors, as a result of which, it was lagging behind in achievement of targets for reducing the infant mortality rate, the birth rate, the death rate and increasing ante-natal care, institutional deliveries, etc. About seven *per cent* children in the age group of six to 14 years were out of school in the district. Thirteen villages were not provided a minimum of 40 litres per capita per day of drinking water. Out of five towns in the district, Julana town was without any sewerage facility and Safidon town was without a sewage treatment plant. In Panchayati Raj institutions, there were deficiencies in execution of works such as leaving of works incomplete, diversion of funds, slow execution, irregular expenditure, non-maintenance of asset registers, lack of supervision, overpayments, etc. Solid Waste Treatment Plants were not provided in Jind and Uchana towns. There were deficiencies in the public distribution system such as non-detection of bogus ration cards, delay in distribution of food items to beneficiaries, etc. There was shortage of police personnel and weaponry and a rising trend in crimes in the district.

2.3.22 Recommendations

- The Deputy Commissioner should prepare holistic Perspective and

Integrated Plans for the district covering the activities of all the departments.

- A proper accounting system should be put in place for showing actual utilisation of funds, as distinct from mere release of funds to implementing agencies.
- The Health Department should ascertain the gaps in infrastructure, equipment, manpower as per norms to fill them in a time-bound manner.
- A proper mechanism should be evolved to ensure supply of safe drinking water.
- The mechanism to watch the execution of works by GPs should be strengthened.
- Waste management plans should be finalised by municipalities on a priority basis.

These points were demi-officially referred to the Commissioner, Hisar Division in July 2011. Reply had not been received (August 2011).