

PREFACE

1. This Report has been prepared for submission to the Governor under Article 151 of the Constitution.
2. Chapter I deals with the findings of performance audits in various departments while Chapter II deals with the findings of audit of transactions including Roads and Buildings, Water Resources Department, audit of Autonomous Bodies and departmentally run commercial undertakings. Chapter III deals with the comments on integrated audits of selected departments of the State.
3. The Report containing the observations arising out of audit of Statutory Corporations, Boards and Government Companies and the Report containing such observations on Revenue Receipts are presented separately.
4. The cases mentioned in the Report are among those which came to notice in the course of test-audit of accounts during the year 2008-09 as well as those which had come to notice in earlier years but could not be dealt with in previous Reports; matters relating to the period subsequent to 2008-09 have also been included wherever necessary.
5. The audits have been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

OVERVIEW

This Report contains three chapters containing four reviews and 10 paragraphs based on Audit of certain selected programmes/schemes, activities and transactions of the Government.

The audit has been conducted in accordance with the Auditing Standards prescribed for the Indian Audit and Accounts Department. Audit samples were drawn based on statistical sampling methods as well as on judgement basis. The specific audit methodology adopted for audit of programmes and schemes has been mentioned in the reviews. The audit conclusions have been drawn and the recommendations made taking into consideration the views of the Government, wherever received.

Audit comments on the performance of the Government in implementation of programmes and schemes are given below:

1. Modernisation of Police Force in Gujarat

Modernization of Police Force Scheme approved by Government of India aimed at providing additional infrastructure to enhance the efficiency and effectiveness of the State Police Force.

A performance review on Modernisation of Police Force (MoPF) in Gujarat revealed that the Government did not prepare perspective plans and there were delays ranging between 14 and 128 days in submission of Annual Action Plans. Under utilization of allotted funds ranged between five and 68 *per cent*. DG & IGP purchased vehicles at a cost of Rs.2.75 crore though these were not approved in the Annual Action Plan. Contrary to scheme guidelines 119 vehicles purchased were utilized by district police officers instead of allotting them to police stations, out posts etc. DG&IGP allotted 2167 vehicles in place of condemned vehicles which was not permissible under MoPF scheme. Shortage of modern weapons ranged between 20 and 78 *per cent* and of ammunition ranged between 17 to 100 *per cent*. POLNET System installed at a cost of Rs. 4.47 crore to integrate communication network of police department was almost non functional since installation due to poor quality of equipment and poor complaint redressal by Bharat Electronics Limited (supplier). The project of installing Digital Radio Trunking System in the City of Ahmedabad could not be completed even after three years of its approval despite allotment of Rs.10.01 crore. Automatic Finger Print Identification System purchased at the cost of Rs. 1.87 crore was not optimally utilized. There was cost overrun of Rs. 1.23 crore in construction of residential buildings at Police Commissioner Head Quarters, Sahibaug, Ahmedabad. There was a saving of Rs.33.78 crore in completed works pertaining to residential and non residential buildings which was neither reported to GOI nor any new works taken up out of the savings. Despite Honorable Supreme Court's direction in September 2006, State Government did not make functional the State Security Commission, Police Establishment Board and

State/District Police Complaint Authorities. There was on an average 24 *per cent* shortage of man power in various cadres of the police department. MoPF Scheme was not monitored by State Level Empowered Committee.

(Paragraph 1.1)

2. Implementation of the Juvenile Justice (Care and Protection of Children) Act, 2000 (Amended Act, 2006) and Orphanages and Other Charitable Homes (Supervision and Control) Act, 1960

The Juvenile Justice (Care and Protection of Children) Act, 2000 (JJ Act) was enacted by Government of India (GOI) on 30th December 2000 to provide care, training and rehabilitation for neglected children. GOI amended the Act in August 2006 and prepared model Rules for the amended Act in October 2007. The State Government adopted the model rules framed by GOI in June 2009 pending finalization of the State Rules. The State rules have not been framed so far (August 2009). The State Advisory Board reconstituted in March 2008 had not met (March 2009). GOI enacted (April 1960) the Orphanages and Other Charitable Homes (Supervision and Control) Act, 1960. This Act was implemented in the State from 19 September 1991 to control orphan/ destitute children. In Gujarat, juvenile homes and other child care institutions are run by Government and NGOs.

A performance review on implementation of J J Act and Orphanages and other Charitable Homes Act revealed that Child Welfare Committees in two districts were not constituted in the State as required under the amended Juvenile Justice Act, 2006. In violation of the provision in the Act, delinquent juveniles and the children in need of care and protection were being kept in the same premises, exposing the innocent children to delinquent juveniles. In 12 districts, absence of agency for in-country adoption resulted in failure to protect the best interest of the children. In four CWCs, delays exceeding six months in finalization of cases for admission to homes resulted in children being denied formal education and training. Similarly in seven JJBs, 6531 cases were pending for more than four months resulting in delay in rehabilitation of the delinquents. Basic facilities such as toilets, bathrooms, adequate space for accommodating children, etc. were lacking in 11 homes. To implement Das Committee recommendations Government instructed transfer of 963 children of Anath Kutirs to the children homes, however Government had no information about the whereabouts of these children. There were only two Superintendents cum Probation Officers against 61 required for the 35 Government homes in the State. Due to shortage of staff/ non-availability of Probation Officers, there was no follow-up of children released from homes. No child protection unit has been constituted at the State and District levels. As such, the impact of rehabilitation of children after discharge remained un-assessed.

(Paragraph 1.2)

3. National Rural Health Mission (NRHM)

The National Rural Health Mission was launched in April, 2005 in the country to bridge gaps in healthcare facilities, facilitate decentralized planning

in the health sector, provide an overarching umbrella to the existing programmes of Health and Family Welfare including Reproductive & Child Health, Vector Borne Disease Control Programme, Tuberculosis, Leprosy, Blindness Control Programmes and Integrated Disease Surveillance Project and also to address the sector wise health issues like sanitation and hygiene, nutrition etc, and advocate its convergence with related social sector departments.

A performance review on NRHM in the State of Gujarat revealed that Annual Action Plans for 2005-06 and 2006-07 were prepared based on annual household survey conducted at Sub-Centre level without conducting facility survey. Facility survey was not carried out for any Sub Centre in the State till March 2009. District Health Action Plan was not prepared by consolidating Block level Action Plans in any of the four years 2005-06 to 2008-09 in any district as Block level plans were not prepared. Delay in submission of State Programme Implementation Plans for 2007-08 and 2008-09 to GOI was to the extent of 91 and 95 days respectively. As of 31 March 2009, funds of Rs.103.77 crore remained unutilized. Untied Fund and Maintenance Grant were not released to any Rogi Kalyan Samities at Community Health Centres during 2005-07 and 2005-09 respectively. Infrastructure provided at health centres was inadequate and critical equipments were found wanting in CHCs and PHCs test checked. Vacancies in cadres of medical and para-medical staff in the State ranged between 12 and 100 *per cent*. Medicines worth Rs.1.45 crore were purchased from two de-registered companies. Printing work of booklets, stickers, cards etc. for Rs.1.44 crore was got done by three black listed parties. Percentage of registered pregnant women who received antenatal check-ups ranged between 69 and 73 during the years 2005-06 to 2008-09. Annual targets for pulse polio immunisation was achieved during the period 2005-09. Percentage of vasectomy to the total sterilization was a meagre 2.92 *per cent*.

(Paragraph 1.3)

4. Audit of Transactions

Audit of transactions in various departments of the Government and their field offices revealed cases of losses, infructuous, wasteful expenditure, unfruitful expenditure, blockage of fund and other irregularities aggregating Rs.49.30 crore as mentioned below:

- ? The expenditure of Rs.81 lakh incurred on Rashtriya Sam Vikas Yojana was rendered infructuous in the Panchayats, Rural Housing and Rural Development Department due to lack of monitoring of the programme and *ad hoc* payment of installments to the NGOs.

(Paragraph 2.1.1)

- ? Rupees 1.67 crore were released in excess to the contractor in the Narmada, Water Resources, Water Supply and Kalpsar Department in violation of contractual stipulations.

(Paragraph 2.2.1)

- ? Avoidable/excess/unfruitful expenditure of Rs.22.84 crore was noticed in the Agriculture and Co-operation Department (Rs.1.99 crore), Narmada, Water Resources, Water Supply and Kalpsar Department (Rs.13.48 crore) and Urban Development and Urban Housing Department and Revenue Department (Rs.7.37 crore) due to delay in taking a decision on reimbursement of loss, land acquisition and providing water supply to dwelling units respectively.

(Paragraphs 2.3.1, 2.3.2 and 2.3.3)

- ? Idle investment/idle establishment/blockage of funds of Rs.22.76 crore was noticed in the Education Department (Rs.7.03 crore) and the Narmada, Water Resources, Water Supply and Kalpsar Department (Rs.15.73 crore). This included a case of inordinate delay in completion of a water resources project leading to non-achievement of intended objectives despite incurring an expenditure of Rs.9.43 crore.

(Paragraphs 2.4.1, 2.4.2, 2.4.3 and 2.4.4)

- ? Non-adherence to Labour Welfare Cess Act, 1996 resulted in non-recovery of Rs.1.22 crore in the Narmada, Water Resources, Water Supply and Kalpsar Department.

(Paragraph 2.5.1)

5. Integrated Audit on working of Forest Department

State has not framed its own forest policy despite passage of three years since recommendation of National Forest Commission in March 2006. There was shortfall of 28 *per cent* in achievement in plantation during 2004-09 and Forest Survey of India Report brings out depletion of 99 sqkm forest coverage and 2965 km tree coverage outside of forest in 2005 compared to the position in 2003. In test checked Divisions, plantations were carried out without approval of Treatment Map. Control Register was not maintained by Principal Chief Conservator of Forest or Forest and Environment Department to watch receipt and submission of Budget Estimates and Revised Estimates and serious deficiencies were noticed in maintenance of Cash Books, Dead Stock Registers and operational control registers. Achievement of target in work towards demarcation of forest boundaries and protection works were 75 *per cent* and 57 *per cent* only. Banni grassland in Kachchh district was not in possession of Forest and Environment Department despite its declaration as protected forest in 1955 and orders of Collector, Kachchh to hand over its possession in October 1998. Monitoring of survival of plantations in test checked divisions was grossly inadequate. Despite notification of intention in 1982 and orders of Supreme Court, Gir Sanctuary was not declared as National Park. Hovercraft and boats purchased for protection of Marine National Park, Jamnagar remained idle.

(Paragraph 3.1)

CHAPTER I

PERFORMANCE AUDITS

This Chapter contains three Performance Audits on “Modernisation of Police Force in Gujarat”, “Implementation of the Juvenile Justice (Care and Protection of Children) Act, 2000 (Amended Act, 2006) and Orphanages and Other Charitable Homes (Supervision and Control) Act, 1960” and “National Rural Health Mission”.

HOME DEPARTMENT

1.1 Modernisation of Police Force in Gujarat

Highlights

Modernization of Police Force Scheme approved by Government of India aimed at providing additional infrastructure to enhance the efficiency and effectiveness of the State Police Force. Perspective plan for Modernization of Police Force was not prepared by Government of Gujarat; Annual Action Plan was submitted late to GOI every year. Vehicles were purchased against GOI instructions, allotted to ineligible officers and in lieu of condemned vehicles. POLNET installed by GOI was not properly utilized. Automated Finger Print Identification System was not optimally utilized. Many completed accommodations were not allotted. State Level Empowered Committee did not meet even once to monitor implementation of the Scheme after its formation.

State Government did not prepare perspective plans and there were delays ranging between 14 and 128 days in submission of Annual Action Plans

(Paragraphs 1.1.8.1 and 1.1.8.2)

Against the funds provided, the under utilization ranged between five and 68 per cent

(Paragraph 1.1.9.1)

DG &IGP purchased vehicles costing Rs.2.75 crore not approved in the Annual Action Plan. Contrary to scheme guidelines 119 vehicles purchased were utilized by district police officers instead of allotting them to police stations, out posts etc. DG&IGP allotted 2167 vehicles in place of condemned vehicles which was not permissible under MoPF scheme

(Paragraphs 1.1.10.2 and 1.1.10.3)

Shortage of modern weapons ranged between 20 and 78 per cent and of ammunition ranged between 17 and 100 per cent. Against sanctioned strength of 64 personnel in Anti Terrorist Squad, the men in position were only 39 (61 per cent). Weapons approved in AAPs were not supplied by GOI though the grant of Rs.6.15 crore was deducted from the funds allotted to GOG

(Paragraphs 1.1.11.1, 1.1.11.2, 1.1.11.4 and 1.1.11.5)

POLNET System installed at a cost of Rs.4.47 crore to integrate communication network of police department was almost non functional since installation due to poor quality of equipments and poor complaint redressal by Bharat Electronics Limited (supplier)

(Paragraph 1.1.12.1)

Under Mega City component, unspent amount during three years of its implementation from 2006-07 to 2008-09 was 67 per cent

(Paragraph 1.1.14.1)

The project of installing Digital Radio Trunking System in the City of Ahmedabad could not be completed even after three years of its approval despite allotment of Rs.10.01 crore

(Paragraph 1.1.14.3)

Automatic Finger Print Identification System purchased at the cost of Rs.1.87 crore was not optimally utilized

(Paragraph 1.1.15.1)

There was cost overrun of Rs.1.23 crore in construction of residential buildings at Police Head Quarters, Sahibaug, Ahmedabad

(Paragraph 1.1.16.1)

Construction of Training-Cum-Store Complex for Home Guards could not be commenced even after five years of providing grant to GSPHCL due to non availability of land

(Paragraph 1.1.16.2)

There was Rs.33.78 crore savings in completed residential and non residential works which was neither reported to GOI nor any new works taken up

(Paragraph 1.1.16.4)

Despite Honorable Supreme Court's direction in September 2006, State Government did not make functional the State Security Commission, Police Establishment Board and State/District Police Complaint Authorities

(Paragraph 1.1.17.1)

There was average 24 per cent shortage of man power in various cadres of the police department

(Paragraph 1.1.17.2)

MoPF Scheme was not monitored by State Level Empowered Committee

(Paragraph 1.1.20)

1.1.1 Introduction

The Scheme of Modernisation of Police Forces (MoPF) was launched (1969-70) by the Ministry of Home Affairs, Government of India (GOI) for modernising police forces in the country to enable them to effectively face the emerging challenges to internal security. A revised scheme involving substantial outlay of Central assistance was launched by the GOI in February 2001 for a period of ten year starting from 2000-01. The basic objectives of the scheme were to meet the deficiencies in the State Police Forces as identified by the Bureau of Police Research and Development (BPR&D)¹ and to achieve planned development and modernisation of the State Police Forces with latest technology.

1.1.2 Organizational Set Up

Police force functions under the Home Department of the State Government headed by Additional Chief Secretary (ACS) who is responsible for implementation and monitoring of the scheme (**Appendix I**). The Director General and Inspector General of Police (DG & IGP) is the head of the Police Department. Deputy Inspector General (DIG) (Police Modernisation) is in direct charge of Modernisation Programme. The Directorate of Forensic Science (DFS), Gandhinagar, Managing Director, Gujarat State Police Housing Corporation Limited (GSPHCL), Gandhinagar, Commissioner of Police (CP), Ahmedabad and Commandant General, Home Guards, Ahmedabad are responsible for formulation and implementation of the scheme. A State Level Empowered Committee (SLEC) has been set up (February 2007) under the Chairmanship of the State Chief Secretary for speedy sanction of Annual Action Plans (AAPs) and for proper monitoring of the implementation of the scheme.

¹ BPR&D is a research and development organization positioned to guide a policy of Modernization of police force. It sets norms and standards for each aspects of the policing.

1.1.3 Scheme Objectives

The main objectives of the scheme were to:

- ☛ meet the deficiencies in the various aspects of police administration,
- ☛ reduce the dependence of the State Government on the Army and Central Para Military Forces,
- ☛ provide infrastructure like vehicles, modern weaponry, communication equipments, etc. at police station level,
- ☛ strengthen forensic science laboratories for reducing delays in submission of analytical reports to expedite finalization of crime cases and
- ☛ construct residential and non-residential buildings.

1.1.4 Audit Coverage

The performance review of the Scheme covered the period 2003-04 to 2008-09. Records in the offices of ACS (Home), DG&IGP, DFS, and MD, GSPHCL at Gandhinagar, Commandant General, Home guards at Ahmedabad, two Police Training Institutes², 12³ out of 25 District Superintendents of Police and two⁴ out of four Commissioners of Police along with police stations thereunder, involved in the implementation of the scheme were test checked in field audit conducted between February and June 2008 and January and April 2009. The Commissionerates/districts were selected on the basis of their geographical location.

1.1.5 Audit objectives

The audit objectives were to assess whether:

- ☛ The deficiencies identified by the Bureau of Police Research and Development (BPR&D) were met in a time bound manner,
- ☛ Annual Action Plans (AAPs) were in accordance with the perspective plans(PP) and the fund flow was timely and adequate and optimally utilized,
- ☛ State Police forces were adequately trained so as to reduce the dependence on Army and Para-Military forces; facilities for training were created,
- ☛ Sufficient infrastructure like vehicles, modern weaponry and communication equipments were provided to augment operational efficiency at Police Stations and Forensic Science Laboratories were modernized,

² Police Training Academy, Karai and Police Training School, Vadodara

³ Ahmedabad Rural, Dahod, Gandhinagar, Godhra, Jamnagar, Kachchh, Mehsana, Porbandar, Rajkot Rural, Sabarkantha, Surat Rural, Vadodara Rural

⁴ Ahmedabad and Surat

- ☛ Required residential and non-residential buildings were constructed and
- ☛ Implementation/progress of the Scheme was effectively monitored and adequate internal control mechanism exists in the Police Department for proper control of expenditure and management of assets created.

1.1.6 Audit criteria

The main sources of audit criteria adopted for the performance audit were the following:

- ☛ BPR&D study report of the year 2000-01,
- ☛ Circulars/ instructions issued by the GOI for implementation of the scheme,
- ☛ Minutes of the meetings of High Powered Committee in GOI and
- ☛ Approved Annual Plans (AAPs).

1.1.7 Audit Methodology

The performance audit commenced with an entry conference (March 2008) with the ACS, Home Department wherein the audit methodology, scope, objectives and criteria were explained. ACS gave an overview of the scheme.

Audit collected data from the DG&IGP and the field offices, issued audit enquiries to elicit information, scrutinized files/records, held discussions with the officers and visited selected offices to assess the implementation of various components of the scheme.

After the conclusion of field audit, an exit conference was held with the team of the department headed by ACS, Home Department in April 2009, where the draft audit findings and recommendations were discussed at length.

Audit Findings

1.1.8.1 Non Formulation of perspective plan

As per the GOI guidelines, State Government was to submit to GOI, a five year perspective plan starting from 2000-01 for its police force (2000-05 and 2005-10). The annual action plans were to flow from the perspective plan. The Annual Action Plans (AAPs) formulated by the State Police Force had to be scrutinized by the SLEC before sending it for approval of the High Powered Committee (HPC) of the GOI for allocation of funds to the State Government.

State Government did not prepare perspective plan and there were delays ranging between 14 and 128 days in submission of Annual Action Plans

Though DG&IGP prepared perspective plans for 2000-05 and 2006-11, these were not scrutinized by SLEC as it was not formed till February 2007. The plans prepared by DG&IGP were not submitted to GOG. On audit enquiry, department replied (April 2008) that though the perspective plans were prepared, due to their incomplete shape and insufficient information they were not submitted to GOG for its approval. This was further confirmed by the Office of DG & IGP in April 2009. Reply is not acceptable as mandated requirement of GOI was not adhered to and further, in the absence of five-year perspective plan from which annual requirement plan should have flowed, department had adopted an ad-hoc approach towards planning.

1.1.8.2 Delay in submission/approval of Annual plan

State Government was to submit AAP every year by due dates as specified by GOI. Details of due dates, dates of submission of AAP by the State Government and dates of approval by the GOI during the period of audit are given in Table 1.

Table - 1

Table showing delay in submission of Annual Action Plan

Sr. No.	Year	Due date for submission of Annual Action Plan to GOI	Actual date of submission of Annual Action Plan	Date of approval of the Annual Action Plan by the GOI	Delay by GOG (Days)	Time taken by GOI for approval (Days)
1	2003-04	15.05.2003	20.09.2003	17.12.2003	128	88
2	2004-05	15.06.2004	10.09.2004	29.11.2004	87	80
3	2005-06	15.05.2005	22.06.2005	19.09.2005	38	89
4	2006-07	05.05.2006	08.08.2006	07.09.2006	95	30
5	2007-08	30.04.2007	14.05.2007	13.11.2007	14	183
6	2008-09	31.12.2007	22-04-2008	14.08.2008	113	114

GOG did not submit AAP to the GOI by the due dates in any of the years covered under Performance Audit. The delay ranged from 14 to 128 days. Consequently, the approval of the AAP by GOI was also delayed. GOI took between 30 (2006-07) and 183 days (2007-08) for approving the plans. Therefore, the implementing agencies were left with insufficient time to utilize the funds in the same year, which resulted in unspent balance every year thus affecting timely implementation of the plans. Department, while accepting the delays, stated (July 2009) that for MoPF 2008-09 plan details of all districts/units were collected and plan prepared. Changes to the plan were suggested by DGP and High Powered Committee which met in New Delhi in February 2008. Hence there was delay in finalizing the plan. The reply was not acceptable as preparations should have commenced at the earliest to prepare AAPs as it was an annual exercise. AAPs should ideally have been a subset of perspective plan. Absence of a cogent comprehensive perspective plan thus affected the formulation of AAP in time.

1.1.9 Financial Management

The size of Annual Plan for the State was fixed at Rs. 100 crore. GOI, however, did not approve plans to that extent and fixed the plan ceiling each

year and asked GOG to submit a plan within that ceiling. Central share was 60 *per cent* of the approved AAP during the period from 2003-04 to 2004-05 and 75 *per cent* from 2005-06 onwards.

Details of approved plan size, share of GOI and GOG with reference to the approved plan and funds released by GOI and GOG and expenditure incurred under the scheme (2003-09) is given in Table 2.

Table - 2

(Rs. in crore)

Year	Approved Plan	Share of		Funds released			Expenditure	Percentage expenditure to Approved Plan	Excess(+) Savings(-)
		GOI	GOG	GOI	GOG	Total			
2003-04	98.35	59.01	39.34	42.21	60.51	102.72	90.93	92	(-) 11.79
2004-05	100.25	60.15	40.10	39.54	51.35	90.89	90.22	90	(-)0.67
2005-06	92.35	69.26	23.09	39.84	72.39	112.23	88.18	95	(-)24.05
2006-07	49.33	37.00	12.33	45.52	12.34	57.86	43.05	87	(-)14.81
2007-08	53.33	40.00	13.33	48.97 ⁵	19.83	68.80	31.50	59	(-)37.30
2008-09	53.33	40.00	13.33	40.00 ⁶	19.94	59.94	42.43	80	(-)17.51
Total	446.94	305.42	141.52	256.08	236.36	492.44	386.31	86	(-)106.13

Though GOI was committed to give Rs.305.42 crore during 2003-09, the amount released to the State Government was only Rs.256.08 crore resulting in shortfall in Central assistance by Rs.49.34 crore (16 *per cent*). On the other hand, GOG, against their share of Rs.141.52 crore, had released Rs.236.36 crore (167 *per cent*). GOI acknowledged (March 2004) the performance of State Government in utilizing the funds but assigned reason for short release of Central assistance to low utilization of funds by States as a whole. Further, there was a steady decline of funds for the Scheme by Finance Ministry, Government of India resulting in less availability of funds for States. GOG utilized more than 80 *per cent* of funds every year during the audit period except in the year 2007-08 where the expenditure was 59 *per cent* of approved plan. Reasons for this were low utilization under Mega City component as the amount provided under Digital Radio Trunking System (Rs.7.90 crore) and other items could not be utilized by CP, Ahmedabad due to non-finalization of purchase procedure in time.

Though the utilization of funds by GOG averaged 86 *per cent* of approved plan, reduction in plan size from Rs.100 crore to Rs.49.33 crore during 2006-07 and to Rs.53.33 crore during 2007-09 affected scheme implementation and delayed timely over coming of infrastructural deficiencies identified by BPR&D.

1.1.9.1 Short utilization of funds

State Government could not utilize the annual allocation of funds within the financial year under the various components of the scheme. The percentage of under utilization ranged from five *per cent* to 68 *per cent* (**Appendix II**).

⁵ This includes allotment of Rs.2.05 crore by GOI on 31 March 2008 as an additional grant

⁶ GOI allotted Rs.8 crore in March 2009 as an additional grant

Audit scrutiny revealed that-

Against the funds provided, under utilization ranged between five and 68 per cent

During 2003-04 to 2008-09, department utilized more than 80 *per cent* funds under mobility, weaponry, training and Home Guards component, above 50 *per cent* in respect of Intelligence, Equipments and Computerization and less than 50 *per cent* in communication. Overall utilization of funds was 66 *per cent*. GOG replied (July 2009) that before purchase, procedures like tender, demonstration, advertisement etc. are to be observed. It was stated that it takes a long time for tendering and even after that technical or commercial bids are to be opened. On account of these procedures considerable delay occurs and items cannot be purchased within time limit. The fact remains that the procedures are well established and the department should have taken appropriate steps to complete the procedures in time. Owing to short utilization during the scheme year, the grant on items approved in plan of earlier years was carried over and utilized in subsequent years. The grant sanctioned in plans approved during the period 2001-06 was spent in the year 2007-08.

1.1.9.2 Revalidated grant not utilized for earlier approved components

GOG proposed (June 2007) revalidation of unspent balance of Rs.15.85 crore for the period 2001-06. This was based on a list of 124 items planned but not purchased during the years from 2001 to 2006 compiled by the Office of DGP. These items were identified as no longer required by Gujarat Police. The unspent amount consisted of various items under different components (**Appendix III**) such as mobility, weaponry, communication, intelligence, equipment and proposed new items under mobility and communication. GOI accorded its approval for revalidation (December 2007) and GOG utilized the amount accordingly (January 2008).

This indicates that requirement of items proposed under AAPs of earlier years was not prioritized which led to change in items during revalidation.

1.1.9.3 Utilization of Grant for items not approved in AAP

Under the instructions issued by GOI (February 2001), funds released for a particular item shall not be diverted by the State Government for any other item without obtaining specific sanction from the Ministry (MHA). Audit noticed that Rs.6.74 crore unspent balance for the year 2006-07 was revalidated by GOI (December 2007). Out of this, the department utilized Rs.2.24 crore under Mega City component for purchase of PCR vans which were not approved in the AAP. Further, DG&IGP had spent Rs.1.71 crore⁷ on the approved items leaving a balance amount of Rs.2.79 crore which was not utilized till date (March 2009). Therefore, diversion of the funds for purchase of items not in approved AAP was contrary to GOI instructions.

⁷ Bomb disposal vehicles

1.1.9.4 Revalidated grant for Forensic Science Laboratory not transferred to FSL

GOI while approving (December 2007) revalidation of unutilized grant for the period 2001-06 and 2006-07, revalidated Rs.3.83 crore⁸ for FSL. The amount was utilized by DG&IGP on purchase of vehicles and communication equipments instead of transferring it to FSL. DG&IGP replied (January 2009) that the revalidated grant was for DG&IGP office only; hence not transferred to FSL. Reply was not acceptable as the GOI while approving the revalidation of unspent grant specifically mentioned the share of FSL as Rs.3.83 crore. Thus, the grant revalidated for FSL was irregularly utilized for purposes other than intended.

1.1.10 Mobility

Mobility is vital for efficient and effective performance of police force. BPR&D in its study report stated that mobility deficiency is nil when a well equipped police force has the ability to move the entire police force at once. Based on this concept, the BPR&D prescribed scales for various types of operational vehicles such as Heavy/Medium/Light Vehicles and Motor Cycles required for Police Stations (PS), District Armed Reserve (DAR) and State Reserve Police (SRP), which are the guiding factors in procurement of vehicles. The requirement and availability of vehicles vis-a-vis BPR&D norms is given in Table 3.

Table - 3

Type of Vehicles (1)	Requirement as per BPR&D norms as on 1 January 1998 (2)	Vehicles available as on 1 April 2003 (3)	Vehicles purchased during 2003-09 (4)	Total (5)	Vehicles condemned 2003-09 (6)	Total Vehicles available as on 31 March 2009 (7)	Shortage (2)-(7) (8)	Percentage of shortage against BPR&D norms (9)
Light Motor Vehicles	1773	880	1002	1882	569	1313	460	26
Motor Cycles	2918	1875	2517	4392	1081	3311	(-) 393	-
Others ⁹	1752	1651	628	2279	517	1762	(-) 10	-
Total	6443	4406	4147	8553	2167	6386	57	-

The analysis of above table indicate that against the requirement of 1773 light motor vehicles, only 1313 (74 per cent) were available as on 31 March 2009. Even after 10 years of BPR&D study report, the shortage in light motor vehicles could not be overcome.

1.1.10.1 Shortage of vehicles at police stations

MoPF is meant to provide field vehicles required for basic policing. BPR&D prescribed norms of two four-wheelers (light motor vehicles) and three two-wheelers (motor cycles) at every Police Station (PS) to meet the requirement

⁸ Automatic Dessotometer, Explosive Detection Kit, System of analysis of physically damaged hard drive, Tensile testing machine with computers, GC-MS-HS, HPTLC, Automatic Moister Balance, Twin Video Comparator, 42" Plasama T.V, Creation of new infrastructural facilities in the existing buildings at Gandhinagar, Surat & Ahmedabad by GSPHCL

⁹ Prison Vans, Buses, Open trucks, Water tankers etc.

of mobility of police force. Scrutiny of records of selected districts revealed that out of 198 PSs test checked, 145 PSs (*73 per cent*) and 109 PSs (*55 per cent*) did not have the required number of four-wheelers and two-wheelers respectively (**Appendix IV**). On further analysis it was found that out of 145 PSs, 138 PSs (*95 per cent*) had only one four wheeler and seven PSs (*5 per cent*) did not have any four-wheeler. Out of 109 PSs, 36 PSs (*33 per cent*) had only two two-wheelers, 57 PSs (*52 per cent*) had one two-wheeler and 16 PSs (*15 per cent*) had no two-wheeler. Thus, the minimum requirement of vehicles at police stations as prescribed by BPR&D was not fulfilled thus impacting the operational efficiency of the police force.

1.1.10.2 Irregular purchase and allotment of vehicles

Contrary to scheme guidelines 119 vehicles were allotted to officers instead of allotting them to police stations

While approving AAPs, GOI insisted on purchase of soft top vehicles for utilization at police stations and outposts for operational purposes. GOI, while approving Annual Action plan (2007-08), directed (November 2007) State Government not to purchase vehicles like Tavera and Indigo from the grant because they did not increase the operational efficiency of the police. However, 55 Tavera cars valued at Rs.2.75 crore were purchased (November 2007) by DG&IGP from the grant revalidated during 2007-08. DG&IGP office justified (June 2008) the purchase stating that 'Tavera Cars' were purchased considering them as 'Jeeps'. GOG further replied (July 2009) that 55 vehicles were purchased in the Jeep category, which were distributed to the districts/units and to officers, such as SP and DSP, who were also doing operational duties. However, the fact remained that 119 vehicles purchased under MoPF were allotted to officers, contrary to scheme guidelines, (**Appendix V**) which resulted in shortage of four wheelers at police stations.

Utilization of funds available under MoPF to procure vehicles for use of officers instead of meeting the requirement of police stations/outposts resulted in non availability of required number of vehicles for operational purposes and was in violation of condition governing allotment of funds under MoPF.

1.1.10.3 Replacement of condemned vehicles

2167 vehicles were allotted in place of condemned vehicles

The MoPF scheme being principally meant for creation of infrastructure and capital assets, did not permit replacement of old condemned vehicles, as scheme is meant to increase the existing fleet of vehicles. Audit scrutiny however revealed that out of 4147 vehicles purchased (2003-09), 2167 vehicles (*52 per cent*) were used to replace condemned vehicles in contravention of GOI instructions. DG&IGP accepted (April 2009) that since State Government did not provide any additional grant for mobility, vehicles purchased under MoPF were allotted in place of condemned vehicles. Further, GOG replied (July 2009) that as per GOI letter of 2001, vehicles in place of condemned ones were purchased and distributed. From the year 2008-09, vehicles have been issued as new vehicles as per audit instructions. Reply of Government was not acceptable as scheme aims at providing additional infrastructure to police department and replacement of condemned vehicles was not permissible under MoPF scheme. Vehicles brought from MoPF funds to replace condemned vehicles defeated the objective of increasing the existing fleet of vehicles, in police department.

1.1.11 Weaponry

To meet the challenges of terrorists and criminals, equipped with high tech and latest weapons, upgradation of weaponry is of utmost importance for the police force. Gujarat Police had acute shortage of modern weapons. Out of total 74577 weapons available (March 2009) with the police, .303 rifles were 46357 in number (62 *per cent*) and .410 muskets were 8805 in number (12 *per cent*) which were old and archaic and these two sets of weaponry formed a major portion (74 *per cent*) of the total weaponry. GOG replied (July 2009) that BPR&D norms were decided in January 2001 and modern weapons such as INSAS 5.56 rifles and 7.62 SLR were initially approved under MoPF during 2005-06 onwards and these weapons have been obtained from ordnance factories in 2007 and 2008. It was also stated that purchase of 10,000 numbers of INSAS 5.56 rifles to replace .303 rifles is part of MoPF proposal for 2009-10.

However, the fact remains that one of the main objectives of MoPF scheme of equipping police with modern weapons for bringing improvement in preparedness and striking capability of force was not achieved even after lapse of 8 years of the scheme.

1.1.11.1 Shortage of modern weapons with Gujarat Police

Shortage of modern weaponry ranged between 20 and 78 per cent

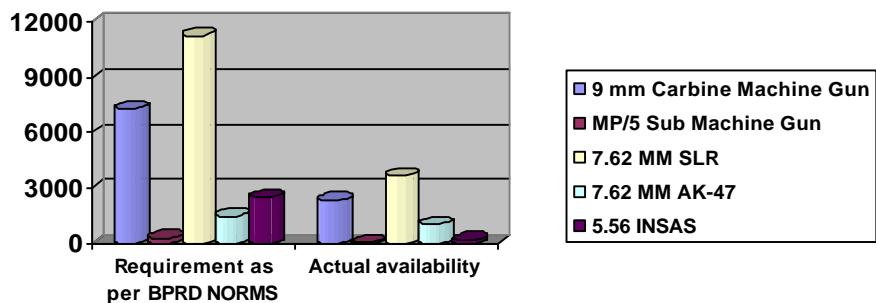
Under MoPF scheme State Government procures modern weaponry every year. Audit observed that there was a huge shortage of modern weapons (March 2009) ranging between 78 *per cent* in case of MP/5 Sub Machine Gun and 20 *per cent* in case of INSAS, the overall shortage was 60 *per cent* as shown in Table 4.

Table - 4

Shortage of modern weapons as on 31 March 2009

Type of weapon	Requirement as per BPR&D Norms	Actual availability	Shortage	Shortage in Percentage
9 mm Carbine Machine Gun	7278	2322	4956	68
MP/5 Sub Machine Gun	300	65	235	78
7.62 MM SLR	11233	3672	7561	67
7.62 MM AK-47	1500	1033	467	31
5.56 INSAS Rifle	2500	2000	500	20
Total	22811	9092	13719	60

Availability of Weapons



Modern weapons are the backbone of an effective police force. Police cannot perform effectively and attend to law and order functions on time without adequate modern weapons. Non availability of adequate number of modern weapons would weaken the striking capability of police force considerably.

1.1.11.2 Shortage of ammunition in police department

Shortage of ammunition ranged between 17 and 100 per cent

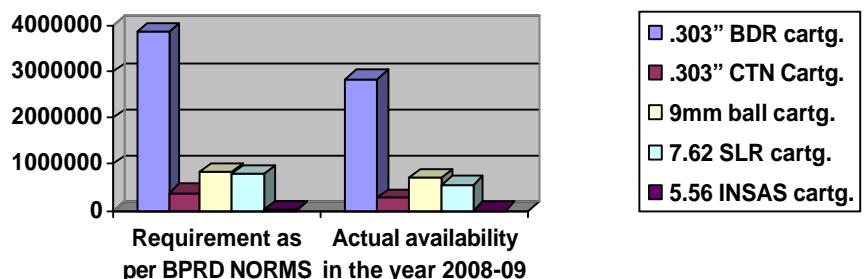
Adequate ammunition for weapons to be used as firepower, for training and regular practice is a necessary requirement. Audit observed that there were huge shortages of ammunition as shown in Table 5.

Table - 5

Shortage of ammunitions as on 31 March 2009

Type of Ammunition	Requirement as per BPR&D Norms	Actual availability in the year 2008-09	Shortage	Percentage shortage
.303" BDR cartg.	3845440	2842346	1003094	26
.303" CTN cartg.	388300	264252	124048	32
9mm ball cartg.	828648	691854	136794	17
7.62 SLR cartg.	801180	551066	250114	31
5.56 INSAS cartg.	200000	0	200000	100

Availability of Ammunitions



The above table indicates that the shortage of ammunition ranged between 17 *per cent* (9mm ball cartg.) and 100 *per cent* (5.56 INSAS cartg.). Department replied (July 2009) that due to shortage of funds ammunitions could not be purchased. It was further stated that the first lot of INSAS rifles were received in 2008 and payment for obtaining necessary cartridges had been made to Ordnance Factory in March 2009 and deliveries were expected shortly.

However, shortage of ammunition compromised on firepower of the police force considerably. Further, as ammunition for 5.56 INSAS rifles, which are used for VVIP security and commando duties could not be purchased along with other weapons due to paucity of funds and consequently the weapons could not be put to use.

1.1.11.3 Non availability of usable gas shells

Gas shells form a very important part of armory of police force as they are used to control the mob without using firepower and causing lethal damage to public life. The life span of long/short range gas shells is three years. Three to seven years old gas shells are used for practice purpose and above seven years are treated as expired. It was seen from the records of test checked districts (2CsP/12 SsP) that eight districts¹⁰ did not have usable gas shells. Further, out of 51953 gas shells (**Appendix VI**) available with the department, 22751 (44 *per cent*) were three to seven years old and 17933 (35 *per cent*) were more than seven years old and hence had expired (March 2009). Department replied (July 2009) that though 9290 gas shells were allotted in 2007-08 and payment for the same was made in April 2008, the allotment was cancelled by BPR&D. It was also stated that out of 4000 numbers allotted in 2008-09, 2800 numbers were received and distributed to district units in April 2009 and 1200 numbers will be obtained shortly. Shortage was mainly due to inability of supplying agency (Border Security Force) to supply the gas shells.

The fact remains that in the absence of usable gas shells police was not properly equipped to meet any eventuality.

1.1.11.4 Working of Anti Terrorist Squad (ATS)

Against sanctioned strength of 64 personnel in Anti Terrorist Squad, men in position were 39 (61 *per cent*)

ATS was formed in 1993 to counter the increasing threat to internal security from terrorist organizations. It has a sanctioned staff of 64 police personnel. However, records revealed that there was a shortage of personnel in various cadres ranging between eight and 100 *per cent* (January 2009) as shown in Table 6.

¹⁰ CP-Ahmedabad, Dahod, Godhra, Jamnagar, Kachchh-Bhuj, Porbandar, Rajkot (Rural), Surat (Rural)

Table - 6

Table showing sanctioned strength and vacancy in Anti Terrorist Squad

Sr. No.	Cadre	Sanctioned Strength	Present Strength	Vacancy	Percentage of vacancy against sanctioned strength	Since When
1	Inspector General (Operation)	1	0	1	100	2008
2	Deputy Inspector General(Operations)	1	2	(-1)	0	
3	Superintendent of Police (Operation)	3	1	2	67	2008
4	Dy. Superintendent of Police	3	3	0	0	
5	Police Inspector	12	11	1	8	2008
6	Police Sub Inspector	18	7	11	61	2005
7	Head Constable	20	9	11	55	2004
8	Armed Police Head Constable	6	6	0	0	
	Total	64	39	25		

No specific counter terrorism training was provided to ATS personnel to meet the threat to internal security effectively.

BPR&D prescribed that head constables, Police Inspectors and Sub-inspectors working in Anti-Terrorist Squad (ATS) should be provided 5.56 INSAS rifles (with sighting equipments). However, it was seen from the records that none of the ATS personnel were issued 5.56 INSAS rifles. On being pointed out in audit, the DG&IGP issued orders (February 2009) for issuance of 64 INSAS rifles. However, as police did not have ammunitions for INSAS rifles, the weapons can not be used till ammunition is procured.

1.1.11.5 Weapons not supplied by GOI

Weapons approved in AAP were not supplied by GOI though the grant of Rs.6.15 crore was deducted from the funds allotted to GOG

Under MoPF scheme, GOI gives its approval for supply of weapons to State Government through Ordnance Factory Board. The grant for supply of weapons is deducted by GOI from the fund allotted under MoPF scheme and is directly paid to the weapons supplying agencies. Scrutiny of records revealed that GOI failed to supply the weapons approved under AAP even though an amount of Rs.6.15 crore was held back. The details are given in Table 7.

Table - 7

Table showing non supply of modern weapons by GOI

Year	Weapons approved in AAP	Quantity sanctioned	Quantity supplied	Weapons not supplied	Grant Retained by GOI (Rs. in Crore)
2003-04	AK-47	600	500	100	0.15
2004-05	Sniper Rifle PSG-1	18	0	18	0.85
	Sniper Rifle PIIK	22	0	22	0.28
	MP-5 SD-3 rifles	22	0	22	0.17
	Night Weapon sight	11	0	11	0.19
2005-06	MP-5	400	0	400	3.40
	Sniper Rifle PSG-1	5	0	5	0.23
2007-08	Gas Gun	100	00	100	0.12
	MP-5	75	0	75	0.64
	Sniper Rifle	8	0	8	0.12
	Total				6.15

On being pointed out, Department replied (July 2009), that these weapons were imported by GOI during 2003-04 and 2004-05. In the subsequent years, GOI asked State Government to import these weapons after obtaining its permission. Correspondence had been initiated to obtain permission from GOI for importing these weapons. Reasons for non importing these weapons were not made available to audit. Thus, the acquisition of modern weapons was not completed though funds were available.

1.1.12 Communication

Modern means of communication are the backbone of effective policing. Police requires faster, secure and reliable means of communication. Police in Gujarat uses High Frequency (HF), Very High Frequency (VHF) and Ultra High Frequency (UHF) sets as mode of communication. The department plans to convert entire communication network into UHF based network as VHF sets are found to be unreliable and non secure, as communication on them can be heard on F.M. bands.

1.1.12.1 POLNET

With a view to cope up with deficiency in existing communication system and to meet the emerging requirements, GOI decided (October 2002) to establish a dedicated satellite based integrated Police Communication Network (POLNET) for Police and Para military forces. It aimed at installation of 24 Very Small Aperture Terminal (V-SAT)¹¹ and 434 Multi Access Radio Telephony (MART)¹² in Gujarat to integrate police communication by linking all police stations and dialing system, with voice/fax/data transmission capabilities. Computer network was to be interlinked with National Crime Record Bureau computers at various district headquarters. It envisaged linking the National Capital with all State capitals and further extending the connectivity down to the District Headquarter/Police Station level. The work of execution of “POLNET” project was awarded (November 2002) by GOI to Bharat Electronics Limited (BEL), Ghaziabad. Director of Coordination and Police Wireless (DCPW)¹³ was co-coordinating agency for this. GOI deducted an amount of Rs.4.47¹⁴ crore from GOG’s share while releasing grant under approved AAPs, for payment to BEL.

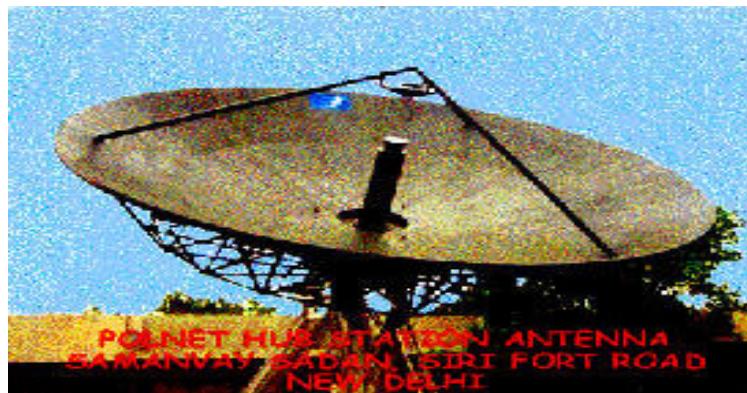
POLNET system installed at a cost of Rs.4.47 crore to integrate communication network was non functional since installation

¹¹ A very small aperture terminal (VSAT) is a two way satellite ground station with a dish antenna. VSATs access satellites in geosynchronous orbit to relay data from small remote earth stations (terminals)

¹² A multiple access radio telephone system is connected to a telecommunication switching system and serves a group of N remote stations through M two-way radio channels (where M is smaller than N)

¹³ Directorate of Coordination and Police Wireless (DCPW), New Delhi is the nodal agency for coordinating and consulting Central as well as State Government for approving communication related matters

¹⁴ Rs.63,63,117 on 23 February 2005, Rs.26,67,262 on 31 March 2005, Rs.7,11,775 on 16 March 2006 and Rs.3,50,00,000 on 30 September 2005



A POLNET HUB STATION ANTENNA

As per terms and conditions of the installation of V-SAT, BEL was to provide inter-alia computer, fax machine, antenna, Base Subscriber Unit (BSU) of MART, at district level and Remote Subscriber Unit (RSU)¹⁵ of MART, antenna and telephone set at police station level. GOG was to provide towers for V-SAT (24), generators, voltage stabilizers, air conditioning machines, tower for each MART unit (434), furniture and batteries with charger.

Audit noticed that:

- ☛ Out of MART 434 Remote Subscribers Units (RSU), 202 RSU could not be installed (July 2009) because these police stations were beyond 'line of sight'¹⁶ (LOS). GOG replied (July 2009) that matter was under correspondence with GOI to utilize these equipments. Remaining 232 RSUs installed at police stations remained non-operational (July 2009) as the technology was obsolete and there was no response from BEL to attend to complaints. This left the objective of integration of police station with the said network unfulfilled.
- ☛ Generator Sets were not provided to POLNET stations by the State Government; consequently the POLNET system could not work beyond 45 minutes in the absence of continuous power supply. GOG replied (July 2009) that all POLNET stations have a 45 minute UPS backup. It was also stated that DCPW New Delhi was requested to provide generator sets instead of UPS. However, the fact remains that POLNET stations do not have a generator backup.
- ☛ For efficient working of the system, dust proof room with temperature between 20 and 30 Celsius was an essential requirement. Records revealed that air conditioners (ACs) had not been provided in 23 districts except at Central Hub, Gandhinagar. While agreeing that the room should be air conditioned as per manual of operations, department replied (July 2009) that the office of MD, GSPHC was requested (March 2005) to procure ACs for various sites. Fact remains that even after four years, AC machines have not been procured.

¹⁵ RSU converts Cable Television frequencies to telephone signals. It operates on a shared facilities basis with the voice communication facilities of the remote subscriber line unit. The architecture eliminates the need for dedicated communication facilities to interconnect the remote subscriber line unit with the central facilities management system

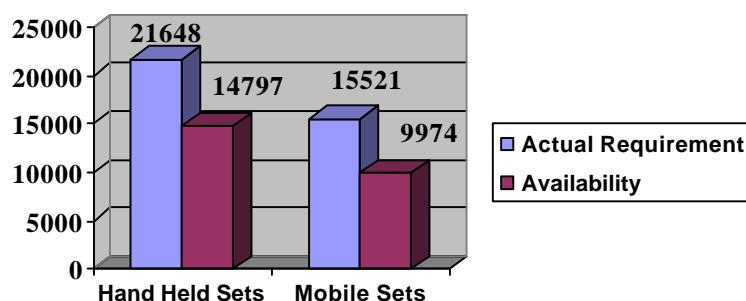
¹⁶ Line of Sight propagation refers to electromagnetic radiation traveling in a straight line. The rays or waves are diffracted, refracted, reflected or absorbed by atmosphere and obstruction with material and generally cannot travel over the horizon or behind obstacles

☞ The system at State Police Headquarters at Gandhinagar had completely shut down since August 2008 due to non-functioning of Radio Frequency Modulator (RFM) card. The matter was reported (August 2008) to DCPW, New Delhi and BEL, Ghaziabad. BEL insisted upon entering into Annual Maintenance Contract before replacement of RFM card. The matter was pending (July 2009) with the GOG.

Thus, POLNET remained non-functional due to frequent failures, non response from BEL to redress system failure complaints and obsolete MART technology. Thus, the objective of integrating police communication network could not be achieved and the amount of Rs.4.47 crore paid to BEL by deducting from scheme funds by GOI proved infructuous.

1.1.12.2 Shortage of Communication Equipments

Police uses VHF hand held (HH) and mobile sets as a principal source for inter- district communication. Information provided by ADGP, Communication revealed that Gujarat police had huge shortage (*32 per cent* of HH sets and *36 per cent* Mobile sets) as on 31 March 2009 as shown graphically below:



GOG replied (July 2009) that Hand Held and Mobile sets were used as principal source for inter district police communication. During 2001-2009 4603 VHF Mobile sets and 3351VHF Hand Held sets were procured. It was also stated that GOG planned to convert VHF communication into secure and reliable mode as Digital Radio Trunking System.

However, the fact remains that the available equipment was far below the requirement. Shortage of communication equipment might result in lack of coordination between different units of police department and could lead to poor response at the time of requirement.

1.1.12.3 Non-operation of Global Positioning System (GPS) based Automatic Vehicle Locator System (AVLS)

Global Positioning System (GPS) based, Automatic Vehicle Locator System (AVLS) envisaged a state of art control room having the facility to monitor every patrol vehicle and effectively centralize traffic and crime monitoring duties. The system was intended to enable the control room to instruct patrolling

vehicle to reach the place of distress call quickly. An amount of Rs.20 lakh was approved under the AAP (2005-06) for purchase of software and hardware. For this system, Geographic Information System (GIS) i.e. digital maps of the cities were to be prepared. The grant of Rs.20 lakh was placed (March 2006) by DG&IGP with Survey of India (SOI), Dehra Dun for the preparation of digital maps of four cities viz. Ahmedabad, Rajkot, Surat and Vadodara. However, SOI failed to supply digital maps of the cities till date (July 2009). The Office of DG&IGP replied (July 2009) that regular followup was being made for obtaining maps of Surat, Vadodara, Ahmedabad and Rajkot from SOI.

Even after lapse of three years, the project has not taken off beyond initial payment of Rs.20 lakh to SOI. Though GOG released payment to SOI, there was no understanding as to the date by which the digital maps were to be supplied by SOI. Failure, to fix a time period for compliance has resulted in non-completion of this project which would otherwise enable the police to respond quickly in case of emergencies.

1.1.12.4 Acute Shortage of Technical Man Power in communication wing

For smooth operation of communication system, adequate, skilled and trained manpower was a necessary requirement. Scrutiny of records revealed that there was acute shortage of man power in the communication wing of police department as of March 2009 as shown in Table 8.

Table - 8
Sanctioned and actual strength in communication wing

Name of the Post	Sanctioned Strength	Actual Strength	Shortage	Percentage
Police Wireless Inspector (PWI)	32	02	30	94
Police Wireless S Inspector(PWSI)	363	204	159	44
Radio Operator(RO)	349	309	40	11
Radio Technician(RT)	101	97	4	4

The shortfall ranged between 94 *per cent* in case of Police Wireless Inspector and four *per cent* in case of Radio Technician. Department while admitting (July 2009) that for smooth operation of communication system, availability of skilled and trained manpower was a necessary requirement, stated that shortages in cadre of wireless inspectors were to be filled up through promotions. However, promotions were held up due to pending court cases and for shortages in post of police wireless sub-inspector and other cadres, recruitment process is under progress.

1.1.13 Equipment

1.1.13.1 Defective planning in purchase of pollution measuring equipments

GOI approved pollution measuring equipments (Rs.30 lakh) in the AAP for the year 2005-06 for measuring pollution emission level of the public vehicles plying on the road. DG&IGP office purchased (March 2006) pollution

measuring equipments¹⁷ amounting to Rs.29.98 lakh. When these equipments were tested (April 2006) by Additional Police Commissioner, Traffic Ahmedabad, they were found to be not giving correct results and consuming considerable time in measuring pollution. GOG subsequently transferred (March 2007) these equipments to Commissioner of Transport stating that these were originally approved for Transport Department as it was then part of Home Department.

Inclusion of such items in AAP was not warranted as the scheme was meant for police force only and though, then under Home Department, Transport Department was not a part of the police force.

1.1.14 Mega City Policing

1.1.14.1 Planning and Financial Management

GOI introduced a new concept of Mega City Policing as a sub-plan under MoPF from the year 2005-06 with a view to enable police to counter specific problems of crime investigation, traffic management, up-gradation of control rooms and installation of digital radio trunking¹⁸ system etc. In Gujarat, Ahmedabad City was covered under Mega City component and grant was received in the year 2006-07.

Table - 9

Grant received and expenditure incurred under Mega City component

(Rupees in crore)

Year	No. of items sanctioned	Grant received	Expenditure incurred	No. of items purchased	Unspent amount	Percentage
2006-07	870	5.01	1.30	24	3.71	74
Additional Grant	--	4.00	3.62	--	0.38	9.5
2007-08	429	12.00	1.47	230	10.53	88
2008-09	486	2.70	1.34	29	1.36	50
Total	1785	23.71	7.73	283	15.98	67

Under Mega City Component there was very little expenditure during last three years

Out of 1785 items¹⁹ approved under AAP during 2006-09, only 283 items were purchased. CP replied (July 2009) that grants of Rs.5.01 crore and Rs.4.00 crore were allotted to Ahmedabad city police on 28 March 2007 and as procurement of most of the items approved were to be done through tendering/DGS&D Rate Contract (RC) before 31 March 2007, due to lack of time the items could not be purchased. However, 500 Bajaj Pulsar motor cycles and 22 Tavera vehicles were purchased from the additional grant of Rs.4 crore. In the year 2007-08, out of grant of Rs.12 crore, 24 vehicles and 200 handheld wireless sets were purchased as per RC/tendering. However,

¹⁷ Four Gas analyzers (8) Rs.12.56 lakh, Five Gas analyzer (3), Rs.12.29 lakh and Diesel smoke meter (1) Rs.5.13 lakh

¹⁸ Traditional radio equipment works on the principle that all parties involved agree on what frequencies they will utilize. Trunking radios constantly renegotiate the frequencies used for conversation. This allows for more efficient utilization of limited frequencies available

¹⁹ 2006-07: Digital radio trunking equipment, Manpacks, Static Wireless Sets, Ultra Violet Lamps, CCTV network, Digital Still Camera, Door Frame Metal Detector, Exploder Dynamo, Finger Print/Palm Print Scanner 2007-08: digital Radio Trunking Equipments, Trafic Help Lines, Variable Signal Messaging

2008-09: UHF Hand Held Sets, Telephonic CDR Analysis Software, Bomb Blanket, Non Linear Junction Detector, Prodder, Under Vehicle Search Mirror, Portable X-ray Scanner-RTVS, Telescopic Mirror, Explosive Detector, Search Light Rechargeable, Hand Held Metal Detector, Electronics Stethoscope, Deep Search Metal Detector, Customized Vehicles for BDDS, hand Free Equipments for hand sets, Porta Hut

other items were not purchased due to non finalization of tender (Digital Radio Trunking System, Automatic Vehicle Locator System) and non finalization of specification (Variable Signal Message). In year 2008-09, out of grant of Rs.2.70 crore, Rs.1.34 crore was spent on purchase of 29 Police Control Room (PCR) vans as per rate contract. Other items were not purchased due to non- finalization of tender procedure in time (UHF Hand Held Transreceiver Set), delay in finalising specifications, market research and survey to publish tender (Telephonic CDR Analysis Software) etc.

Thus, despite availability of funds, the items approved for procurement could not be procured, adversely affecting the objective of Mega City policing.

1.1.14.2 Non purchase of CCTV network

Under Mega City Component of MoPF, purchase of CCTV network for traffic branch of the city of Ahmedabad was approved in the AAP (2006-07) at a cost of Rs.2.20 crore. CP, Ahmedabad could not purchase the system in the year due to delay in allotment of grant (28 March 2007) by the GOG. GOG revalidated the grant for the year 2007-08 and merged the grant of two other items namely Out Board Motor (OBM) Boat (Rs.3 lakh) and explosive detector (Rs.1.40 lakh) enhancing the amount for CCTV to Rs.2.24 crore. CP later requested (January 2008) GOG to change the proposal to purchase PCR vans as the demonstration of the CCTV network by the vendors did not yield satisfactory results. The grant could not be utilized in the year 2007-08. GOG revalidated the grant in the year 2008-09 without obtaining sanction for change from GOI (March 2009) and CP purchased 50 PCR (Maruti Gypsy) vans amounting to Rs.2.24 crore.

Audit scrutiny revealed that out of 50 vehicles only 10 have been issued as PCR vans, 30 to various police units and 10 have not been issued. Reasons for non utilization of all vehicles as PCR were not furnished. The change of item from CCTV to PCR vans by GOG was irregular as GOI's instruction prohibits such change without its prior approval; no reasons were advanced for this.

1.1.14.3 Inordinate delay in purchase of Digital Radio Trunking System

To upgrade Ahmedabad City's communication network into Digital Radio Trunking based TETRA system, GOI sanctioned an amount of Rs.12 lakh in AAP for the year 2006-07 and Rs.6.5 crore in the year 2007-08. Other communication items²⁰ valued Rs.3.39 crore approved for the period 2006-09 were also included in this project (as the features were available with the TETRA system). Thus, taking the total amount to Rs.10.01 crore under this project. Technical bids for the purchase of this system were invited (February 2008) and only one company²¹ qualified in the technical bid. Technical bid was under examination from March to December 2008. Commercial bids for the project were opened (December 2008) and matter was referred to the Secretariat Purchase Committee (SPC) (January 2009).

²⁰ Manpacs (Rs. 40 lakh), Static Wireless Sets (Rs.39 lakh) in the year 2006-07, Traffic Help Line (AVLS) Rs. 1.4 crore in the year 2007-08, UHF Hand Held Trans receiver Rs. 1.20 crore

²¹ M/s Thunderbird Industries (India) Pvt. Ltd.

There was no final decision till July 2009 in this matter. GOG accepted the position (July 2009) and stated that the matter was pending decision in SPC.

Thus, the objective of setting up a reliable communication system through digital radio trunking could not be achieved despite passage of three years and availability of funds to the tune of Rs.10.01 crore.

1.1.14.4 Non installation of Variable Signal Messaging (VSM) System

VSMs are programmable traffic control devices that display messages on boards, erected at strategically important locations of the city. They are used for providing information regarding traffic congestion, weather, traffic routes, speed restrictions, disaster management warnings, social messages etc. An amount of Rs.1.30 crore was approved in the AAP of the year 2007-08 for purchase of VSM system. To establish this system, necessary infrastructure (iron frame to mount the system) was required to be created. Audit scrutiny revealed that there was no preparation by CP, Ahmedabad to create this infrastructure. Joint Commissioner of Police (Traffic) suggested (February 2009) to take help of Ahmedabad Urban Development Authority or Ahmedabad Municipal Corporation for erecting the structures. The system could not be purchased in the year 2007-08 and grant was revalidated for the year 2008-09. The system could not be purchased even in the year 2008-09 as SPC did not meet till March 2009. CP replied (July 2009) that due to non finalization of necessary specification, time taken in market research and survey and lengthy purchase procedure, the system could not be procured.

Thus, even after the approval of purchase that was received three years earlier, specifications have not been finalized, as a result of which, the system has not been procured and consequently measures to ease traffic congestion have not been implemented.

1.1.14.5 Non utilization of Crash-Lab System

Crash lab system was not being utilized for its intended purpose of accident analysis as the software loaded in the system was not customized to Indian conditions

Two vehicles purchased (March 2007) at a cost of Rs.10.92 lakh were customized (August 2007) as crash lab at a cost of Rs.44.17 lakh. Crash lab system uses accident analysis software, for reconstructing the accident scene, by feeding geographical location of the accident site and details of vehicles involved in the accident. This was intended to help in investigation of cases. During audit it was observed that the crash software loaded in the system contained information of vehicles in Europe and America instead of India. The software loaded in the system catered to left hand drive (keeping to right side of the road as prevalent in USA). Digital maps of cities where the vehicle was in use, were required, which were also not available. Scrutiny of records of CP, Ahmedabad and Surat (to whom the vehicles were allotted) revealed that the vehicles were utilized for normal patrolling purpose and not for accident analysis. DG&IGP asked (June 2009) the Company²² to take necessary action of rectification in software but these were not rectified till date (July 2009).

²² M/s Integra, NOIDA

It was evident that the system was purchased without judging its suitability. This resulted in wasteful expenditure of Rs.44.17 lakh on purchase of this system.

1.1.14.6 Non purchase of Video Surveillance System

In the AAP (2006-07) an amount of Rs.28 lakh was sanctioned under Mega City Component for the purchase of Video Surveillance System to be mounted on four vehicles. DG&IGP purchased four Maruti Wagon R vehicles (May 2007) at a total cost of Rs.10.64 lakh. However, the surveillance system could not be purchased in the same year. The remaining grant of Rs.17.36 lakh was revalidated in the year 2007-08 but the system was not purchased even in 2007-08. CP Ahmedabad replied (July 2009) that there was no communication from DG &IGP to purchase the system, so it was not purchased.

Non-purchase of this system again highlighted inadequacy of planning for execution of items approved under AAP under Mega City Component. Mega City Component was included to lay special emphasis on city specific problems. Failure to purchase the system negated the purpose of separating this component from MoPF.

1.1.15 Forensic Science Laboratory

Directorate of Forensic Science (DFS) was established in July, 2003 at Gandhinagar with the aim to become the foremost forensic science department of the country in providing prompt and dependable services of international standards to the criminal justice delivery system. DFS has four regional laboratories.²³ There are thirty mobile laboratories in the State each headed by a Scientific Officer to assist the district police in crime scene management by providing forensic expertise at the crime scene.

Grant sanctioned and expenditure by DFDS, Gandhinagar during the period 2003-09 is indicated in Table 10.

Table - 10

(Rupees in crore)

Year	Grant Sanctioned	Expenditure incurred	Unspent Balance	Percentage of expenditure to grant received
2003-04	4.60	4.59	0.01	100
2004-05	6.80	3.87	2.93	57
2005-06	8.90	8.08	0.82	91
2006-07	7.40	7.16	0.24	97
2007-08	8.01	8.01	0	100
2008-09	9.12	9.12	0	100
Total	44.83	40.83	4	91

²³ Ahmedabad, Junagadh, Surat and Vadodara

Analysis of above table revealed that utilization of grant by DFS, Gandhinagar was quite high (above 90 per cent) during 2003-09 except in the year 2004-05 where the GOI restricted the plan size and only Rs.4 crore were allotted to DFS.

1.1.15.1 Non utilization of optimum capacity of Automated Finger Print Identification System

AFIS system purchased at the cost of Rs.1.87 crore was not optimally utilized

DFS, Gandhinagar purchased 25 Automated Finger Print Identification Systems (AFIS) in March 2004 (9 systems)²⁴ and central server at Gandhinagar and (16 systems)²⁵ at a total cost of Rs.1.87²⁶ crore. These systems were to be installed at district level and connected with central server at DFS, Gandhinagar for online verification and identification of finger prints data of criminals. Audit scrutiny (March 2009) revealed that online connectivity in Kachchh-Bhuj district was not available even after five years of purchase of the system. Records revealed that though the FSL officials had entered into correspondence with DSP, Bhuj Kachchh, for provision of telephone connection, there was no progress (July 2009). Further, AFIS system at Anand, Himatnagar and Surendranagar were shifted to DFS Gandhinagar due to vacancies in the post of finger print staff. On being pointed out, Department replied (July 2009) that out of 25 district sites 21 sites have online connectivity. It was also stated that online connectivity was only one of the functions of the system and therefore non-availability of online facility does not interrupt the district AFIS function.

However, the fact remains that in the absence of online connectivity the objective of integrating all district units with DFS, Gandhinagar could not be achieved.

1.1.15.2 Non utilization of Forensic Science infrastructure in investigation by District Police Offices

Forensic science laboratories have been modernized under MoPF scheme for providing scientific assistance to police in investigation of crime cases. Scrutiny of records in the test checked districts revealed that there was almost no utilization of the forensic science infrastructure²⁷ by the Investigating Officers (IO). Further, Police Manual did not provide any direction on the nature of cases requiring reference to FSL. Cases referred to FSL for analysis ranged between 3 and 13 *per cent* of registered cases during any year (**Appendix VII**) indicating that police did not avail of benefits of modernised FSL. In the absence of any binding provision in the Police Manual and directions from the higher authorities, the IOs were left with the discretion to refer or not refer any case to FSL.

²⁴ Ahmedabad city, Bhavnagar, Gandhinagar, Junagadh, Kutch-Bhuj, Mehsana, Nadiad, Rajkot City & Rural, Surat City & Rural, Vadodara City& Rural

²⁵ Ahmedabad Rural, Amreli, Anand, Bharuch, Dahod, Godhra, Himatnagar, Jamnagar, Narmada, Navsari, Palanpur, Patan, Porbandar, Surendranagar, Valsad, Western Railway-Vadodara

²⁶ Rs.1.19 crore for 10 system and Rs.0.68 crore for 16 system

²⁷ Cyber crime investigation system, Computerized automatic fingerprint system, ICP emission spectrograph, Auto distillation apparatus for petroleum products, Quantity blot human DNA identification , Ballistic data acquisition system, FT Raman Spectroscopy system, Automatic viscometer, Integrated Ballistic identification system, DNA Sequencer, Narcotic detection kit, Digital photography imaging workstation etc.

1.1.15.3 Underutilization of Mobile Forensic Science Laboratory (MFSL)

Mobile forensic science laboratories made operational at district level were not optimally utilized by police department

MFSL have been made operational (2003-08) by FSL at each district for visiting the crime scene. These laboratories provide on the spot service to the police department.

Scrutiny of records of FSL and police department revealed that the police department was not utilizing the services of MFSL optimally as detailed in Table 11.

Table - 11

Table showing utilization of MFSL for collecting samples on crime scene

Year ²⁸	2004			2005			2006			2007			2008		
	Type of case	Cases Registered	Mobile Visit	Percent-age	Cases Registered	Mobile Visit									
Murder	1130	481	43	1062	491	46	1189	600	51	1189	601	51	1109	718	65
Attempt to Murder	465	136	29	451	135	30	471	186	39	494	179	36	486	267	55
Robbery	1126	172	15	963	184	19	977	189	19	1093	195	18	1319	233	18
H.B. Theft	5630	976	17	5135	1012	20	5323	1129	21	4699	1015	22	4831	1532	32
Total	8351	1765	21	7611	1822	24	7960	2104	26	7475	1990	27	7745	2750	36

Above table reflected that visit of MFSL had ranged from 21 *per cent* (2004) to 36 *per cent* (2008). During 2008, in all 2750 visits were made by the 30 mobile FSL vehicles (i.e. an average of 92 visits during the year) showing under-utilisation of MFSL which in turn defeated the purpose of operating mobile forensic service at the district level.

1.1.15.4 Pendency of finger prints at Regional Forensic Science Laboratory (RFSL), Ahmedabad

Finger print slips of convicted criminals and finger prints taken from crime scene were sent for matching at RFSL, Ahmedabad. Scrutiny of records revealed that there was huge pendency of cases for verification of fingerprints slips. The pendency of cases increased from 3.05 lakh in the year 2003 to 7.37 lakh in the year 2008 (**Appendix VIII**).

There was huge pendency of finger print slips for analysis at RFSL, Ahmedabad due to shortage of staff

Pendency of cases increased from 70 *per cent* (2003) to 96 *per cent* (2008). Deputy Director (RFSL, Ahmedabad) stated (March 2009) that this was due to huge receipt of search slips on account of prohibition cases which were peculiar to Gujarat. Further, there was acute shortage of finger print technical staff. The work of finger print verification was mechanical as well as manual. The reply of Deputy Director was not acceptable as the department had been provided with Automatic Finger Print Identification System. The huge pendency might result in delayed submission of result of fingerprint matching to police department leading to delay in nabbing offenders.

²⁸ Information calendar year wise

1.1.15.5 Shortage of technical manpower at FSL

Without adequate manpower, infrastructure created under the scheme was not optimally utilized for the purpose for which it was created. There was acute shortage of technical manpower in DFS as on 31 March 2009 as shown in Table 12.

Table 12

Sr.No.	Name of Post	Sanctioned Strength	Present Strength	Vacancy	Percentage of vacancy to sanctioned
1	Assistant Director	26	15	11	42
2	Scientific Officer	69	57	12	17
3	Scientific Assistant	86	61	25	29
4	Lab technician	76	40	36	47

Shortage of man power ranged between 17 and 47 *per cent*. GOI advised GOG (2004 & 2006) to fill up the vacant posts in FSLs so that infrastructure created under FSL could be utilized effectively. DFS replied (July 2009) that process of recruitment was on and vacancies would be filled soon.

1.1.16 Gujarat State Police Housing Corporation Limited

The scheme laid special emphasis on construction of residential and non residential buildings with a view to providing better working environment to the police personnel. GSPHCL is the agency for constructing police buildings. DG&IGP prepares a priority list of works to be undertaken under MoPF every year. Based on this list, works are included in the AAP. After approval of AAP, GOI allots its share of funds to GSPHCL directly and GOG releases its matching share.

1.1.16.1 Cost overrun to the tune of Rs.1.23 crore due to re-inviting tenders

There was cost overrun of Rs.1.23 crore in construction of residential buildings at Police Head Quarters

Before planning any construction activity availability of suitable and clear land is the essential requirement. GSPHCL undertook construction of 118 residential buildings²⁹ at Ahmedabad Police Headquarters, Shahibaug (2003-04). Tender was finalized (January 2004) at a cost of Rs.3.30 crore. Audit scrutiny revealed that site selected for construction of quarters was near a protected monument and there were old police quarters which were to be dismantled, on that land. Corporation replied (July 2009) that when tenders were finalized, it was noticed that permission of Archeological Survey of India (ASI) was required. ASI permission was received in May 2004. Further, there were other issues pertaining to title clearance and plan clearance by Ahmedabad Municipal Corporation which took a considerable time and hence the tender was cancelled. Fresh tenders were finalized (January 2007) and the work was awarded at a cost of Rs.4.53 crore and the same was in progress and an expenditure of Rs.3.72 crore was incurred till March 2009.

²⁹ Type B-96; Type C-16 and Type C-6

However, failure to identify suitable and clear site, which was a prerequisite of any construction activity led to delays, ultimately resulting in a cost overrun of Rs.1.23 crore.

1.1.16.2 Non-commencement of works for want of clearance of site

Construction of Training –Cum-Store Complex for Home Guards could not be commenced even after five years of providing grant to GSPHCL due to non availability of land

Police Manual (Volume II Rule 59) provides that land should be acquired first before planning any construction activity. GOI also issued instructions that before releasing any grant for construction activity, land without encumbrance should be available. The work of construction of Training-cum-Store Complex for Home Guards at Ahmedabad was approved under AAP of the year 2003-04 for which Rs.85.00 lakh was placed (March 2004) at the disposal of GSPHCL. However, GSPHCL could not commence the work (March 2009) because Commandant General, Home Guards could not obtain clearance from Archeological Survey of India (ASI) as the land selected was near a protected monument³⁰ and permission of ASI was required to start any construction activity. The clearance from ASI was received (November 2008) and plan was submitted (February 2009) to local body for approval. The funds were lying with the GSPHCL (March 2009). This resulted in blocking of money for five years and depriving the Home Guards of the intended benefits of training-cum-store complex.

1.1.16.3 Non allotment of quarters

The Police Manual stipulates that building site should be on high, dry land having conveniences such as natural drainage, proximity to drinking water and privacy etc. It was seen that GSPHCL completed construction of 112 (16+96) residential quarters at Bhuj (June and October 2006) at a cost of Rs.2.95 crore. However, quarters could not be allotted to police personnel due to non-availability of potable water at the place where the residential buildings were constructed. Water supply was available in January 2009 after Municipal Council laid a water pipeline and buildings were handed over to police department. The provision of water connection should have been a priority because of the topography of Bhuj. The fact remains that the site was selected without taking into consideration the availability of potable water in the area. Thus, due to improper site selection and non initiation of suitable measures in time for potable water, the quarters remained vacant (March 2009) even though construction was completed by October 2006.

1.1.16.4 Savings under MoPF scheme

There was Rs.33.78 crore savings in completed residential and non residential works which was neither reported to GOI nor any new works taken up

During the period 2003-09, GSPHCL received grant of Rs.217.77 crore for construction of 5208 residential and 50 non-residential buildings. GSPHCL completed construction of 4294 residential and 19 non residential buildings³¹ at a total cost of Rs.129.08 crore against estimated cost of Rs. 162.86 crore. Thus, there was savings to the extent of Rs.33.78 crore (**Appendix IX**) in completed projects. The amount saved was not reported to GOI and was invested in interest earning deposits without obtaining specific approval of

³⁰ Ahmed Shah's Mosque

³¹ Only completed works for the year 2003-04 to 2006-07 have been taken as other works are still in progress

GOI. GSPHCL stated (September 2008) that savings would be utilized for taking up of future projects from the priority list of works provided by DG&IGP.

The reply was not acceptable as savings should have been reported to GOI as it has instructed GOG to report physical and financial progress of works regularly. Further no projects were undertaken out of these savings (March 2009). This resulted in savings remaining unreported and unutilized.

1.1.16.5 Booking of unspent balances as expenditure

**GSPHCL booked
Rs.217.77 crore as
expenditure instead
of Rs.178.14 crore**

Funds amounting to Rs.217.77 crore were placed at the disposal of GSPHCL for housing/ building projects during 2003-09 against which expenditure incurred (March 2009) was Rs.178.14 crore on completed projects as well as on works in progress. GOI had instructed that the funds remaining unspent with the implementing agency should not be treated as expenditure. However, GSPHCL booked the entire amount of Rs.217.77 crore as expenditure. GSPHCL stated (May 2008) that construction activity takes its own time and utilization certificates were issued on the basis of estimated cost of projects to be undertaken.

The reply of GSPHCL was not acceptable as this was contrary to the GOI instructions and violated rules of financial propriety. This inflated the expenditure to the tune of Rs.39.63 crore and presented an incorrect picture of utilization of funds under the scheme.

1.1.17 Police Reforms, human resource and monitoring and internal control

1.1.17.1 Non implementation of Supreme Court directive on police reforms

**Supreme Courts
directive on Police
Reforms were not
implemented by
State Government**

The Honourable Supreme Court (SC) of India directed (September 2006) State Governments to establish, by legislation (i) State Security Commission (ii) Police Establishment Board (iii) State Police Complaint Authority and District Police Complaint authorities by 31 December 2006. GOI while approving AAPs asked State Government to implement police reforms at the earliest as this could make the investment under the MoPF scheme meaningful. GOG established Police Establishment Board in September 2007 and Gujarat State Security Commission, District Police Complaint Authorities, in November 2008 by enacting amendments in Bombay Police Act, 1851. However, these bodies/authorities did not commence work till date (July 2009). GOG replied (July 2009) that meetings of these bodies could not be held due to elections and other administrative reasons.

Reply of Government was not acceptable as these bodies were to start functioning from 1 April 2007. It defeated the objective of the SC directives to make police people friendly and responsible for their duties towards public and accountable for their actions.

On an average shortage of 24 per cent man power in various cadres of police department

1.1.17.2 Human Resource Management

Sufficient and trained manpower is a prerequisite for effective policing. The norms for fixing of strength of police personnel were designed in 1960. Since then the crime scenario had changed considerably. Gujarat police had a total sanctioned strength of 76,780 personnel including State Reserve Police (SRP) (March 2009) against which the actual strength was 58,158. There were huge vacancies ranging between five *per cent* and 92 *per cent* in various cadres. The average vacancy in police strength is 24 *per cent* (**Appendix X**) against the present sanctioned strength. The police–population³² ratio is at 140 per 100,000 (1:714)³³ against sanctioned strength and 105 per 100,000 (1:952) against present strength. The national average is 145 and 117 respectively. The United Nations norm for minimum police strength is about 222 per 100,000 (1:450). Thus the state is far behind in meeting international standards of police population ratio. The police–area³⁴ ratio (Number of police men per 100 square kms) is 30 (present strength) against the national average of 51. After reviewing the 1960 norms of fixing police strength, ADGP (Police Reforms) had recommended (2004) to GOG for change in norms of fixing the strength of police force. As per the recommendation, sanctioned strength of police force should be 97,292³⁵ as per the criteria of the year 1960. As per revised norms recommended by ADGP the present strength of police force should be 2.49³⁶ lakh. GOG stated (July 2009) that Police department was asked to reconsider their proposal taking into consideration the various facilities of latest equipment made available to police.

The reply is not acceptable as the police strength is well below national average as well as international standards prescribed by the UN.

1.1.18 Training

Training is an essential element for an organization to upgrade the skills of its personnel to meet the demands of the current environment. It becomes more important in case of police department as it needs regular updating and innovation to meet the challenges posed by criminals. Gujarat Police has four³⁷ training institutes which cater to the training needs of police personnel. Training includes regular induction course for newly recruited personnel. Apart from this, regular refresher courses and basic commando courses are also conducted. Annual firing practice is also given to constables as well as officers at the place of their posting.

³² Population of the State has been taken as 5.52 crore as per BPR&D statistics

³³ One policeman for 714 people

³⁴ Area of the State is 196022 square kilometers

³⁵ P station 94226, LIB 351, Hqr 2715

³⁶ P station 196281, LIB 861, LCB 1997, Reader 118, Command & Control 20606, Hqr 29247

³⁷ Police Training Academy, Karai, Police Training School, Vadodara, Police College, Junagadh and Police Training Center, Chowki (Sorath), Junagadh

Annual Firing Practice was discontinued between 2003 and 2006

1.1.18.1 Annual firing practice not imparted to police personnel

According to Rule 135 of Gujarat Police Manual Volume I, all armed and unarmed police personnel should be provided musketry training every year either at headquarters or at respective police stations to which they are posted. The number of rounds to be fired during training as per scales / ranks enunciated in police manual is given in Table 13.

Table - 13

Type of Weapon	Rank of trainee	Round to be fired
.303 rifle	Armed Police Constable(PC)/Head Constable(HC)	65
.410 Muskot	Unarmed PC/HC/Women	65
9 mm Carbine/Stane gun	Armed Police/SRP Commando/SRP HC Assistance Sub Inspector(ASI)	15
9mm pistol 38 bore revolver 455 bore revolver 0.38 VIP	Armed ASI and officers in upper rank	60
22 rifle	Every recruit	40

Scrutiny of records revealed that mandatory musketry training was stopped for three years (September 2003-May 2006). Training was re-started in May 2006 but due to shortage of ammunition firing practice was restricted to 20 rounds per person per year. Office of DG&IGP replied (April 2009) that due to shortage of arms and ammunition, the firing practice was discontinued. However, it was further observed in audit that a circular has now been issued (June 2009) mandating firing practice to all police personnel. Inadequate training on fire arms could adversely affect the effectiveness of police force in meeting emergent situations.

1.1.18.2 Infrastructure not provided at Police Academy

GOI approved (2003-04) Rs 7.65 crore for providing necessary infrastructure³⁸ at Police Academy, Karai. However, in nine³⁹ out of 15 works with an estimated cost of Rs.4.50 crore, work had not commenced (March 2009). GSPHCL replied (March 2009) that initially these works were not in priority list so they were not taken up. Now, these works are at various stages of implementation such as drawing, finalization of tenders, etc and work would be completed in one year.

However, the fact remained that even after five years of approval and allotment of grant, non-commencement of works denied requisite training facilities and infrastructure for Police Academy, Karai as envisaged in the plan.

³⁸ Flood rescue school, 200 meter Baffle range, Mounted School, M.T. School, Dog school, Band school, Gym hall, Sports complex, Modern police station building, Wireless school, Gazetted Officer MESS, Indoor firing range, Internal roads and compound, Dispensary, Quarter guard and Magazine Building

³⁹ Flood rescue school (Rs.110 lakh), M.T. School (Rs. 20 lakh), dog school (Rs. 20 lakh), band school (Rs.25 lakh), gym hall (Rs.30 lakh), sports complex (Rs. 150 lakh), wireless school (Rs. 25 lakh), indoor firing range (Rs. 40 lakh), Quarter guard & Magazine building (Rs. 30 lakh)

1.1.19 Absence of Internal Audit Wing

Internal Audit wing examines and evaluates the level of compliance with departmental rules and procedures so as to provide reasonable assurance to the management on the adequacy of the internal control mechanism of the department. It was noticed that there was no separate and independent audit wing in the department. Thus, the absence of an independent internal audit wing denied the management an assurance on the adequacy and effectiveness of prescribed internal control system in the department.

1.1.20 Monitoring and Internal Control

Scheme was not monitored by State Level Empowered Committee

As per the GOI directions, a State Level Empowered Committee (SLEC) was to be set up under the chairmanship of the Chief Secretary in the year 2001 for speedy sanction of AAPs and proper monitoring of their implementation. GOG could set up the Empowered Committee only in February 2007 to monitor the implementation of MoPF. Further, even after formation of the Empowered Committee after delay of six years it had not met even once to overview the implementation of Annual Action Plans. AAPs were finalized only at Principal Secretary/Additional Chief Secretary (Home Department) level. This showed that implementation of the scheme was not monitored by SLEC.

1.1.21 Conclusion

State Government did not prepare Perspective Plans to assess long term requirement of police force. AAPs were not submitted in time. This resulted in delay in approval of AAP by GOI. There were shortages of vehicles at police stations. Replacing condemned vehicles with new ones under MoPF scheme defeated the objective of increasing the existing fleet of vehicles. Absence and shortage of modern weaponry kept the police dependent on old and archaic weapons. AFIS was installed in districts to modernize finger print identification system, but due to shortage of staff in certain districts and non providing telephone connection in one district, its intended benefits did not accrue. There was inadequate planning in site selection resulting in cost over run /non commencement of work. Savings in the completed projects were neither utilized for taking up new works nor reported to GOI. GOG did not implement SC's directives on the police reforms. The sanctioned as well as the present strength of police force lagged far behind the national average. AAPs were not submitted to SLEC for its approval. The implementation of the scheme was neither monitored nor was its impact on modernizing police infrastructure worked out.

1.1.22 Recommendations

- ❖ State Government should prepare perspective plan after assessment of deficiencies, actual requirement with reference to infrastructure i.e. administrative and residential buildings, mobility, weaponry, communication etc. Annual Action plan should flow from these perspective plans and be submitted to GOI in time.

- ☛ New vehicles purchased under the scheme should not be allotted in place of condemned ones as the purpose of the scheme is to augment existing fleet of vehicles and create capital assets. Vehicles meant for police stations, out posts, highway patrolling etc. should not be placed at the disposal of the officers of the district police headquarters.
- ☛ Immediate action is required to address shortage of modern weapons and ammunitions.
- ☛ The existing infrastructure with reference to communication technology need to be upgraded and requisite accessories be procured to utilize them optimally.
- ☛ Police reforms should be implemented in letter and spirit for modernizing the working environment of police department.
- ☛ SLEC should monitor and evaluate the implementation of the scheme on regular basis.

SOCIAL JUSTICE AND EMPOWERMENT DEPARTMENT

1.2 Implementation of the Juvenile Justice (Care and Protection of Children) Act, 2000 (Amended Act, 2006) and Orphanages and Other Charitable Homes (Supervision and Control) Act, 1960

Highlights

The Juvenile Justice (Care and Protection of Children) Act, 2000 (JJ Act) was enacted by Government of India (GOI) on 30th December 2000 for providing care, training and rehabilitation for neglected children. GOI amended the Act in August 2006 and prepared model Rules for the amended Act in October 2007. The State Government adopted the model rules framed by GOI in June 2009 pending finalization of the State Rules. The State rules have not been framed so far (August 2009). The State Advisory Board reconstituted in March 2008 had not met (March 2009). To provide for the Supervision and Control of Orphanages and homes for neglected women and orphaned/destitute children who are in need of care and protection, GOI enacted (April 1960) the Orphanages and Other Charitable Homes (Supervision and Control) Act, 1960. This Act was implemented in the State from 19 September 1991. In Gujarat, juvenile homes and other child care institutions are run by Government and NGOs. Implementation of the provisions of the relevant Acts/Rules was deficient, resulting in denial of care, protection and welfare to the targeted children.

Major audit findings are as under:

Child Welfare Committee in two districts were not constituted in the State as required under the amended Juvenile Justice Act, 2006.

(Paragraph 1.2.8.1)

In violation of the provision in the Act, juvenile in conflict with law and the children in need of care and protection were being kept in the same premises, exposing the innocent children to delinquent juveniles.

(Paragraph 1.2.9.3)

In 12 districts, absence of agency for in-country adoption resulted in failure to protect the best interest of the children.

(Paragraph 1.2.9.5)

In four CWCs delays exceeding six months in finalization of cases resulted in children being denied formal education and training. Similarly in seven JJBs 6531 cases were pending for more than four months resulting in delay in rehabilitation of the delinquents.

(Paragraph 1.2.9.7)

Basic facilities were lacking in 11 homes.

(Paragraph 1.2.9.8)

There were only two Superintendents cum Probation Officers against 61 required for the 35 Government homes in the State.

(Paragraph 1.2.13.1)

Due to shortage of staff/non-availability of Probation Officers, no follow-up action was carried out. As such, the impact of rehabilitation of children after discharge remained un-assessed.

(Paragraph 1.2.13.2)

1.2.1 Introduction

Children constitute the principal asset of any country and their development is the best way to develop national human resources. A lot more has to be done for the health, nutrition and education of children and their protection is most important as they are vulnerable to exploitation and abuse.

The Juvenile Justice (Care and Protection of Children) Act, 2000 (JJ Act) was enacted by Government of India (GOI) on 30th December 2000 for providing care, training and rehabilitation for neglected children. The Juvenile Justice Act, 2000 was amended by Government of India as the Juvenile Justice (Care and Protection of Children) Amendment Act, (Amended Act, 2006) and came into effect from 23 August 2006. GOI modified (October 2007) the Model Rules of the JJ Act earlier introduced in June 2001. The State Government adopted the Model Rules framed by GOI only in June 2009 pending finalization of rules by the State. Till date Government of Gujarat has not framed their own rules for implementation of the Act. For rehabilitation of orphans and destitute children, NGOs are running destitute homes under the Orphanages and Other Charitable Homes (Supervision and Control) Act, 1960 (O&OCH Act). The various Acts and Rules pertaining to children are listed in **Appendix XI**.

1.2.2 Organizational Set-up

The Secretary, Social Justice and Empowerment Department is responsible for implementation of the Acts and framing of rules thereunder at State level. The Director of Social Defence (DSD) administers the provisions of the Acts/Rules in the State. DSD runs Observation Homes, Children Homes, Special Homes and After Care Homes meant for children under the JJ Act. He is assisted by Deputy Directors, Assistant Directors, District Social Defence Officers (DSDOs) and the Superintendents of the respective homes. The Director is also responsible temporarily under Section 31 (2) of the O&OCH Act, 1960 to issue certificate for recognition and inspection of orphanages and other charitable homes under both the Acts. An organization chart of the Directorate is given in **Appendix XII**.

As of February 2009, 70 institutions under JJ Act and 86 institutions under O&OCH Act were functioning in the State for rendering various services to children as shown in Table 1.

Table – 1

Name of Act	No. of institutions functioning under		
	Government	NGOs	Total
JJ Act	38	32	70
O&OCH Act	0	86	86
Total	38	118	156

1.2.3 System of providing services to the children

1.2.3.1 Child care services provided under Juvenile Justice Act

There are two categories of children as per Juvenile Justice Act, 2000 viz. children in need of care and protection and children in conflict with law.

Children in need of care and protection are produced before Child Welfare Committee (CWC) by any Police Officer, any public servant, Childline (an organization), social worker, public spirited citizen and by the children on their own and are kept in the Reception Unit pending inquiry by CWC. After inquiry a child is either reintegrated with the family or is sent to a Children Home for rehabilitation.

Children in conflict with law are produced before the Juvenile Justice Board (JJB) by Police and are kept in Observation Homes or released on bail pending inquiry. After inquiry, the child is either acquitted or kept in a Special Home for rehabilitation. Children discharged from Children Homes/Special Homes are sent to “After Care Organizations” for facilitating their restoration in the society including employment generation and vocational training.

1.2.3.2 Child care services provided by orphanages and other charitable homes run by NGOs

Government declared 32 institutions run by voluntary organizations or NGOs as fit institutions⁴⁰ for providing services to juveniles in conflict with law and children in need of care and protection.

For rehabilitation of orphans and destitute children, NGOs are running destitute homes.

Various institutions established under the Directorate under both the Acts are given in **Appendix XIII.**

1.2.4 Audit Objectives

The performance audit was conducted to assess the following –

⁴⁰ Fit institution means a Governmental or a registered NGO or a Voluntary organization prepared to own the responsibility of a child and such organization as found fit by the competent authority

- ❑ the mechanism for enforcing the provisions of the Acts and Rules relating to children including the institutions run by NGOs.
- ❑ method adopted for admission of children to various institutions.
- ❑ adequacy of institutions as compared to the estimated number of targeted children and quality of services provided.
- ❑ quality (including adequacy of manpower) of the existing monitoring system.

1.2.5 Audit Criteria

The following criteria were adopted to achieve the audit objectives –

- ❑ Government policy and provisions of Juvenile Justice (Care and Protection of Children) Act, 2000 as amended in 2006 and Rules relating to the original and Amended Acts.
- ❑ Government policy and provisions of Orphanages and Other Charitable Homes (Supervision and Control) Act, 1960 and Rules relating to the Act.
- ❑ Manual and Resolutions of the Social Defence Department.

1.2.6 Audit Methodology and Scope of audit

Records for the period 2004-05 to 2008-09 relating to implementation of JJ Act and O&OCH Act maintained in the Social Justice and Empowerment Department, the Directorate of Social Defence, Gujarat State at Gandhinagar and six⁴¹ out of 26 District Social Defence Offices in the State were test checked between November 2008 and April 2009. The selection of the districts was based on the expenditure incurred and number of institutions in the districts. Further, records in 18 out of 38 Government institutions and 15 out of 32 institutions run by NGOs in the State in the six selected districts were scrutinized. Records of three institutions⁴² out of 12 in the State which received Government grant under the O&OCH Act in the selected districts were also scrutinized. Details are given in **Appendix XIV**.

The audit objectives were discussed with the Principal Secretary to Government, Social Justice and Empowerment Department in an entry conference on 9 March 2009.

An exit conference was held on 03 July 2009 in which the audit conclusions were discussed with the Secretary, Social Justice and Empowerment Department.

⁴¹ (1) Ahmedabad (2) Bharuch (3) Jamnagar (4) Rajkot (5) Surat and (6) Vadodara

⁴² (1) Kasturba Stree Vikas Gruh, Jamnagar, (2) Shri Kanta Stree Vikas Gruh, Rajkot and (3) Shri Kathiawad Nirashrit Balashram, Rajkot

Audit findings

1.2.7 Financial Management

1.2.7.1 Funds provided and expenditure incurred

The budget allotment and expenditure incurred under the two Acts for the years 2004-05 to 2008-09 is given in Table 2.

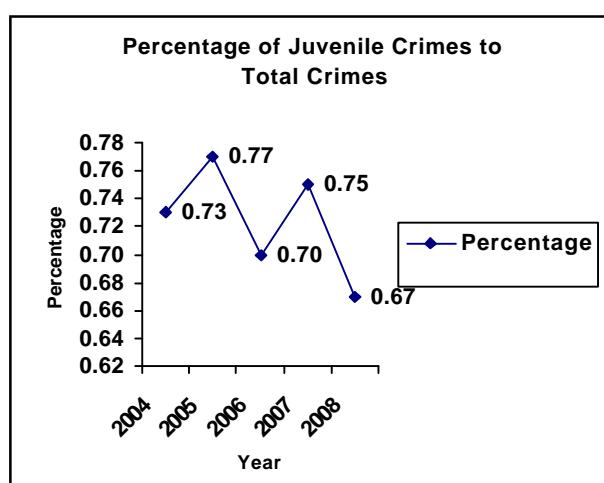
Table – 2

(Rs. in crore)

Year	JJ Act			O&OCH Act	
	Allotment	Expenditure	Saving (%)	Allotment	Expenditure
2004-05	3.90	3.90	Nil	1.22	1.22
2005-06	4.09	3.78	0.31 (8%)	0.62	0.62
2006-07	5.05	4.82	0.23 (5%)	1.03	1.03
2007-08	4.66	4.65	0.01	0.69	0.69
2008-09	5.59	5.59	Nil	1.00	1.00
Total	23.29	22.74		4.56	4.56

The state was able to spend the money as per allocation every year with very minor saving in 2 years.

1.2.8 Juvenile delinquency



The data compiled by the State Crime Records Bureau (SCRB) revealed that the share of crime committed by juveniles in the State during the years 2004-08 as a percentage of the total crimes in the State was 0.73, 0.77, 0.70, 0.75 and 0.67 respectively as shown in the graph. (Details are given in Appendix XV(A)).

During the period 2004-08 the average percentage of juveniles who indulged in theft were 18.99 *per cent*, followed by violation of the Prohibition Act 13.58 *per cent*, gambling 3.25 *per cent* causing hurt 10.68 *per cent*, burglary 6.59 *per cent*, rioting 5.23 *per cent*, cruelty by husband or relative 1.67 *per cent*, murder 1.41 *per cent*, rape 0.71 *per cent*, kidnapping 1.09 *per cent* and other crimes 36.79 *per cent*. (Details in Appendix XV(B)).

The data compiled by SCRB on the juveniles apprehended in the State during the years 2004 to 2008 revealed that the percentage of juveniles apprehended (Appendix XV(C)) in the age group of 16 to 18 years ranged between 58

and 65 *per cent* of the total juveniles apprehended. This indicated that the juveniles apprehended in the age group of 16 to 18 years needed specific rehabilitation under the programme.

As per the records of SCRB, of the total juveniles apprehended during the years 2004-08, six *per cent* were let off after advice or admonition, 20 *per cent* were placed under care of parents/guardian, five *per cent* were sent to fit institutions, six *per cent* were sent to special homes, four *per cent* were fined and 11 *per cent* were either acquitted or their cases disposed off. In the remaining 48 *per cent* (6634⁴³ cases) relating to the years 2004-08 decisions were pending.

1.2.8.1 Inadequacy of institutions

No CWC was functioning in Dahod and Tapi districts in the State

Section 6 of the Amended Act, 2006 (August 2006) requires that the Juvenile Justice Board (JJB) be formed in each district within a period of one year from the date of commencement of the Amended Act, by notification in the official gazette in order to exercise powers to adjudicate and dispose of cases of juveniles in conflict with law. As of February 2009, three out of 26 JJBs are yet to be constituted in Anand, Dahod and Tapi districts. Similarly, Section 16 of the Amended Act requires establishment of CWC in each district within one year from the date of commencement of the Amended Act for exercising the powers and discharging duties in relation to children in need of care and protection. However as against the requirement of 26 CWCs, 24 CWCs were functioning in the State and CWC in Dahod and Tapi districts were yet to be constituted. The Director stated (July 2009) that, JJBs in the remaining three districts were constituted between 2 March 2009 and 27 July 2009 and CWCs in Dahod and Tapi districts would be constituted soon.

1.2.8.2 Capacity utilization in the institutions

The details of the sanctioned capacity and actual capacity utilized for children during 2005-06 to 2008-09, in the existing child care institutions under control of Government and NGOs are given in **Appendix XVI**.

Scrutiny of details of the sanctioned capacity and the actual capacity utilized for children in the existing child care institutions under the control of Government and NGOs revealed that as against the total sanctioned capacity of 3970 children⁴⁴ in 70 institutions (142 homes including 23 Shelter Homes⁴⁵) the actual capacity utilized was of 4044 children in 2008-09. Further, against the sanctioned capacity, Government Homes utilized 83 *per cent* while NGO run institutions utilized 120 *per cent* of its capacity.

⁴³ 1106 cases (2004), 1254 cases (2005), 1235 cases (2006), 1553 cases (2007) and 1486 cases (2008)

⁴⁴ Government run institutions 1935 and NGO runs institutions 2035

⁴⁵ Institutions under JJ Act are functioning as one or more types of home i.e. Observation Home, Children Home, After Care Home and Shelter Home within the same premises of the institution

1.2.9 Implementation of JJ Act and Rules

1.2.9.1 State Advisory Board (SAB)

As per Section 62 of JJ Act, the State Government may constitute a SAB to advise the Government on matters relating to the establishment and maintenance of homes, mobilization of resources, provision of facilities for education, training and rehabilitation of children in need of care and protection and juveniles in conflict with law and co-ordination among the various official and non-official agencies concerned. SAB shall consist of such persons as the State Government may think fit and shall include eminent social workers, representatives of voluntary organizations in the field of child welfare, corporate sector, academician, medical professionals and the department concerned of the State Government. State Rules also stipulate constitution of State Advisory Board, District Advisory Board and City Advisory Board as necessary.

Scrutiny of records and information furnished by the Directorate revealed that SAB was established by Government in May 2001, but no meeting was held during its tenure of two years. During the period May 2003 to February 2008 no SAB was in existence for which reasons were not furnished by DSD though called for (July 2009). SAB was again re-constituted by Government in March 2008 stipulating that the Board would meet at least once in a year. However no non-official member was included in SAB and no meeting has been held (January 2009). Thus SAB was not functional and objective of its constitution was not achieved.

1.2.9.2 Rules not framed

JJ Act was amended (August 2006) and titled as the Juvenile Justice (Care and Protection of children) Amendment Act, 2006 for which GOI framed model rules in October 2007. However, Government adopted the GOI Model Rules 2007 only in June 2009 till the finalization its own rules by the State.

Deficiencies in the implementation of the Act/Rules are mentioned in the following paragraphs.

1.2.9.3 Mixing of Children of various age groups

☛ The State Rules, 2003 notified under JJ Act, 2000 and GOI Model Rules, 2007 require that each observation home and special home should establish and maintain exclusive living premises for housing different age group of children preferably 7-11 years, 12-16 years and 16-18 years, giving due consideration to physical and mental status and the nature of offence committed. However in four⁴⁶ observation homes run by NGOs and one observation home and one special home for girls run by Government at Rajkot selected for test check, children of all age groups from 7 to 18 years were put together. The Superintendents of all the test checked homes attributed (April 2009) shortage of space in the homes as the reason for juveniles of all age groups being together.

⁴⁶ (1) Ahmedabad (2) Bharuch (3) Surat and (4) Vadodara

Children in need of care and protection and children in conflict with law were kept in same premises in seven observation homes

☒ As per Section 8 of the JJ Act, 2000, observation homes in every district or a group of districts are required for the temporary reception of any juvenile in conflict with law during pendency of any inquiry against them under the Act. Whereas, as per Section 34, children's homes in every district or group of districts are established for reception of children in need of care and protection during the pendency of any inquiry and subsequently for their care, treatment, education, training, development, and rehabilitation. According to the Model Rules framed by GOI homes for juveniles in conflict with law and children in need of care and protection shall function from separate premises.

Audit scrutiny of records in DSD revealed that Government notified (October 2002 and January 2004) 25 observation homes in the State as "Children Homes". In seven⁴⁷ institutions visited during audit, the juveniles in conflict with law and children in need of care and protection were kept together in the same premises. As a result innocent children in need of care and protection were mixed up with juveniles committing crime.

The Director stated (April 2009) that proposal for keeping both types of children in separate premises was submitted to Government (November 2008) on which decision was awaited (April 2009). Secretary to GOG stated (July 2009) that the matter was under consideration to keep them separately.

☒ The National Human Rights Commission (NHRC) visited observation home, Ahmedabad in March 2007 and observed that children facing criminal charges under Prevention of Terrorism Act (POTA) were being kept with the children in need of care and protection. The Secretary, observation home reported (March 2008) to Government that 11 children (out of 21) were involved in serious crime. Of them, four were of more than 20 years of age (including one of 29 years of age) and urged Government to transfer the custody of the above juveniles to a place of safety as per Section 16(1) of the J.J. Act. However Government had not yet provided for the transfer (July 2009).

1.2.9.4 Non-observance of procedure for admission and release of children

The State Rules specify that when any person/organization authorized receives a child in need of care and protection, they may produce the child before the CWC with the report of the circumstances under which the child came to their notice. Children above three years of age, shall be produced before the committee within 24 hours of such admission, excluding the journey time. In respect of children under three years of age, the organization shall send a written report along with the photograph, within 48 hours of

⁴⁷ Observation Home at (1) Ahmedabad (2) Bharuch (3) Chhota Udepur (4) Rajkot (5) Surat (6) Vadodara and (7) Special Home for Girls, Rajkot

admission, excluding the transition/journey time. After completion of inquiry, CWC will make an order to place the child in a children home for specified period. No juvenile/child shall be allowed to stay in the institution after expiry of the period of stay as ordered by the competent authority.

Test check of records of three⁴⁸ NGO run children homes revealed that 498 children were admitted and 90 children were released during the period 2004-05 to 2008-09 without orders from CWC for admission and release of children. Two⁴⁹ institutions stated (February/April 2009) that they had not followed the procedure due to ignorance of rules and non receipt of instructions in this regard from the DSDO/DSD. The reply given by the institutions is not acceptable as all the institutions registered under the Act have to follow the prescribed procedure for admission and release of children.

On being pointed out, Director stated (July 2009) that copies of the relevant orders and circulars were being sent to every institution. However he agreed to obtain clarification from the concerned DSDO for non-observance of prescribed procedure.

This indicated lack of monitoring by the Directorate.

1.2.9.5 Adoption of children

State Government has not recognized all the State run homes as adoption agencies as required in JJ Rules

A family is the best option to provide care and protection for children. Adoption shall be the first alternative for rehabilitation and social re-integration of children who are orphaned, abandoned, neglected and abused. For monitoring and control over the procedure for in-country and inter-country adoption, State Government created (May 2003) a State Adoption Cell at Gandhinagar. The State Government had recognized 19 adoption agencies in 14 districts for in-country adoption (**Appendix XVII**).

As per provisions in the State JJ Rules, 2003 all the Children Homes or State run homes established should be recognized as adoption agencies for in-country adoption. However State Government had not issued orders authorizing all the homes to undertake adoption as recognized agencies. No facility for adoption was therefore available in the remaining 12⁵⁰ districts (February 2009). The children in such homes were thus deprived of the opportunity to get rehabilitated within a supportive family. The Director stated (July 2009) that as per the requirement of rules, circular was issued to call for applications from the willing institutions of the remaining districts. However, the fact remains that in 12 districts there was no delivery system to carry forward child welfare programme of adoption.

⁴⁸(1) Shreyas Bal Vikas Ghatak, Ahmedabad Admitted – 11 and Released – 19, (2) Sultan Ahmed Muslim Yatimkhana Ahmedabad Admitted–414, (3) Mahajan Anath Balashram, Surat Admitted–73 and released–71

⁴⁹ (1) Shreyas Bal Vikas Ghatak, Ahmedabad, (2) Mahajan Anath Balashram, Surat

⁵⁰ (1) Ahwa, (2) Amreli, (3) Anand, (4) Dahod, (5) Gandhinagar, (6) Junagadh, (7) Mehsana, (8) Narmada, (9) Patan, (10) Porbandar, (11) Tapi, (12) Valsad

1.2.9.6 Non observance of the provisions of guidelines on adoption

As per the provisions in the Gujarat JJ Rules, 2003, the guidelines on adoption issued by the Central Adoption Resource Authority⁵¹ (CARA) and the Supreme Court judgments from time to time are to be applied for adoption. Audit scrutiny of records of seven out of ten⁵² adoption agencies in six districts revealed as follows:

- ☛ As per CARA guidelines, the prospective adoptive parent(s) may take the child on pre-adoption foster care signing a foster care affidavit only when a case is filed in the court. The State Government has to see that cases of children placed in pre-adoption foster care have been legalized within six months of such placement. Scrutiny of adoption records in six⁵³ adoption agencies revealed that in respect of children given in Foster Care between May 2004 and September 2008 court orders for adoption were pending in 66 cases beyond the stipulated period for periods ranging between one month and 53 months. This period included delay between one month and 32 months in 50 cases by adoption agencies in filing of cases in the court. One agency⁵⁴ had no records regarding date of admission of 16 cases in the court. Further, no follow-up reports for these children as required under CARA guidelines were available (July 2009) with DSD, who agreed to obtain the same from the agencies.
- ☛ As per CARA guidelines, after the Home Study Report (HSR⁵⁵) prepared by the Social Worker of the State Government was approved and accepted by the adoption agency, a child will be shown to the prospective parents. The agency will take care to match the child with the description if any, desired by the parent (s). After successful matching, the agency will file a petition in the court and place the child for pre-adoption foster care to the prospective adoptive parents. Contrary to above in Shishu Gruh Khanpur, Ahmedabad, six children were given in Foster Care (between June 2006 and June 2007) without preparing HSRs in five cases and in the remaining case the HSR was prepared after the child was given in foster care by the agency (February 2009). Similarly, Mahipatram Roopram Ashram in Ahmedabad had given 23 abandoned children between May 2004 and May 2008 in Foster Care to adoptive parents though HSR and other required documents were not available with them. Agency

⁵¹ CARA is an autonomous body under the Ministry of Social Justice and Empowerment, GOI

⁵² (1) Kathiawad Nirashrit Balashram, Rajkot, (2) Shishu Gruh, (Observation home), Ahmedabad, (3) Mahipatram Roopram Ashram, Ahmedabad, (4) Missionaries of Charities, Ahmedabad, (5) Shishu Gruh (State home for Women), Odhav, Ahmedabad, (6) Shishu Gruh (State Home for Women), Vadodara, (7) Shishu Gruh (Lady Reception Centre), Bharuch, (8) Shishu Gruh (State Home for Women), Surat, (9) Mahajan Anath Balashram, Surat, (10) Kastrurba Stri Vikas Gruh, Jamnagar

⁵³ (1) Kathiawad Nirashrit Balashram, Rajkot – 19, (2) Shishu Gruh, (Observation home), Ahmedabad – 8, (3) Mahipatram Roopram Ashram, Ahmedabad – 16, (4) Shishu Gruh (State Home for Women), Vadodara – 12, (5) Shishu Gruh (State Home for Women), Surat – 5, (6) Kastrurba Stri Vikas Gruh, Jamnagar – 6

⁵⁴ Mahipatram Roopram Ashram, Ahmedabad

⁵⁵ HSR – It contains details of the adoptive couples social status and family background, description of home, standard of living, relationship with spouse and family members, health details, economic status, clear police record, necessary documents; such as medical certificate, marriage certificate, proof of income, age, financial etc. are annexed to HSR

replied that the placement was made as per the orders issued by the Chairman CWC and President JJB (between 10 May 2004 and 3 May 2008).

- ☛ The procedure for making a child legally free for adoption by CWC requires a minimum period of two months from the date of admission of the child. Nine children in Shishu Gruh (State Home for Women) Surat and one child in Shishu Gruh Khanpur, Ahmedabad were given in Foster Care (between December 2004 and October 2008) to adoptive parents before completion of the prescribed period of two months. While the adoption agency at Surat replied (April 2009) that in all cases orders were given by the CWC, the agency at Ahmedabad stated that the order was signed by Chairman, CWC. The reply is not acceptable as at least two months period was required for completing the inquiry as mentioned in the State Rules.
- ☛ CARA guidelines specified that siblings/twins/triplets should not be separated. However, Shishu Gruh (State Home for Women) Ahmedabad had separated siblings (December 2006).
- ☛ An abandoned child shall be legally free for adoption only when the order is signed by at least two members of the CWC. Contrary to the above, 76 children were given for adoption between 2004-05 and 2008-09 by three⁵⁶ adoption agencies under orders signed only by the Chairman CWC in violation of the provisions of Section 41(5) of the Act. The Superintendents State Home for Women in Vadodara, Bharuch and Surat stated that henceforth provisions under the rules would be followed.

Non-observance of the guidelines for adoption can result in failure in ensuring the interests of the children are protected and all the adoptions legally processed. Absence of adoption agency in all the districts indicated that Government was not encouraging in-country adoption of destitute and orphaned children. On being pointed out, DSD replied (July 2009) that clarifications would be obtained from the concerned agencies.

1.2.9.7 Delay in finalization of cases

Delays were noticed in finalization of cases relating to both children in need of care and protection (handled by CWCs) and juvenile in conflict with law (handled by JJBs) as discussed in the succeeding paragraphs –

? Delay by CWCs

Each CWC constituted under JJ Act consists of a non official chairman and four members (including at least one woman member and another expert on the matters concerning children). The CWCs are vested with powers of a Metropolitan Magistrate or Judicial Magistrate First Class. The Committees

⁵⁶ (1) State Home for Women, Vadodara – 52, (2) State Home for Women, Bharuch – 22, (3) State Home for Women, Surat – 2

were to meet at least once a week on any fixed day and time in the premises of the notified Children Home for inquiring into the cases of children brought to them. The committee assigns the case of each child to a social worker or case worker or probation officer or superintendent of the institution or any recognized agency for conducting the inquiry and submitting a report containing an individual care and suitable rehabilitation plan.

The Gujarat JJ Rules, 2003 require that inquiry by the CWC be completed within four months unless special circumstances do not permit to do so in the interest of the child.

Scrutiny of relevant records revealed that delays of more than six months were noticed in completing the inquiries during 2004-05 to 2008-09 as given in Table 3.

Table – 3

CWC at	Total no. of cases	No. of cases of delayed	
		6 months to one year	More than one year
Ahmedabad	3407	155	82
Vadodara	1190	00	109
Bharuch	767	94	32
Jamnagar	959	437	291

Records also revealed that in Jamnagar, meetings were held fortnightly by CWC. The delays led to children being kept in reception units for longer period thus denying them formal education/vocational training during the period of delay.

?? Delay in JJBs

Finalization of large number of cases was delayed by JJBs

JJBs deal with cases of juveniles in conflict with law. The Board consists of a Metropolitan Magistrate or a Judicial Magistrate First Class as chairman with two social workers (including one woman social worker) as members having powers conferred under the Criminal Procedure Code, 1973. The Board has to meet as far as possible every day but in no case less than twice in a week. The State Rules require that inquiry including police investigation and trial by the JJB be completed within four months unless special circumstances do not permit to do so in the interest of the child.

Details collected from seven JJBs (two JJBs in Vadodara district) revealed that 6531 cases were pending disposal for more than the prescribed period of four months. The pendency beyond four months upto one year was in 11 to 24 *per cent* cases and for more than one year in 76 to 100 *per cent* cases. The details are given in Table 4.

Table – 4

JJB at	No. of cases pending as of December 2008	Cases pending for more than four months to one year	Percentage	Cases pending for more than one year	Percentage
Ahmedabad	3290	377	11	2913	89
Rajkot	483	115	24	368	76
Vadodara	1087	201	18	886	82
Bharuch	216	29	13	187	87
Jamnagar	301	0	0	301	100
Surat	1154	122	11	1032	89
Total	6531	844	13	5687	87

Scrutiny of records revealed that the JJB met once in a week in all the six districts test checked.

The Presidents JJB Ahmedabad, Jamnagar, Rajkot and Surat attributed (April/July 2009) the delay mainly to only one sitting of the Board in a week and/or in most cases accused on bail not being traced and non service of summons to accused and witnesses in time. In JJB Bharuch, delay was reported (March 2009) to be due to heavy work load of civil and criminal cases. The reasons for delays were awaited from JJB Vadodara. Delays resulted in juveniles not being acquitted or transferred to homes for getting proper rehabilitation.

1.2.9.8 Inadequate facilities in the institutions

? Poor Infrastructure

Infrastructure facilities were lacking in 11 homes

As per Rule 17(A) of the Gujarat JJ Rules, 2003 the Superintendent of an institution shall provide sufficient and safe accommodation for class room, workshop, kitchen/grain room, storeroom, play room and medical room, play ground and dormitory having sufficient cross ventilation and sunlight; provided that in case of a dormitory, the minimum standard accommodation per juvenile/child shall be as far as practicable 40 sq. ft. However, poor infrastructure facilities were noticed in seven out of 18 Government institutions and four out of 15 institutions run by NGOs visited in the six selected districts as under -

- ❖ The Juvenile Home for Boys, Bharuch was functioning in a very old and badly damaged rented building situated eight Kms. away from the city on the bank of the river Narmada. The building required major repairs for proper accommodation and was lacking in facilities like bathrooms and sanitation. As of February 2009, 126 children were accommodated in this home. However, against the requirement of 126 cots, only 70 iron cots were available and the remaining 56 children were without cots. Superintendent stated (February 2009) that the matter had been referred to DSD from time to time. Further it was stated that as against the estimated cost of Rs. 2.71 crore

(February 2007), for construction of children home and staff quarters at Bharuch, Government had accorded administrative approval (March 2007) for Rs.90.00 lakh to incur expenditure during the year 2007-08. However, as of March 2009 no construction work had commenced except clearance of site. The Executive Engineer, R&B Division, Bharuch attributed (May 2009) the reasons for delay as mainly due to revision of estimates, finalization of the tender procedure etc.

- ☛ The Observation Home Surat established in 1937 and recognized as children's home (October 2002) by Government was also functioning in an old building with asbestos roof. The accommodation was not adequately safe for inmates as required under the State Rules. On being pointed out, Superintendent stated (March 2009) that plan for new building submitted to Municipal Corporation Surat was approved in August 2009.
- ☛ The main building of Observation Home at Rajkot was damaged in an earthquake (January 2001) and was not in use. There was only one room and dormitory allotted by partitioning of the kitchen for accommodating 40 juveniles. Superintendent stated (July 2009) that a grant of Rs.90.00 lakh was sanctioned (May 2002) under World Bank Programme for reconstruction. However, construction could not be carried out as the case of ownership of the building was pending in the High Court.
- ☛ There were insufficient number of latrines and bathrooms in 10 homes visited as detailed in **Appendix XVIII**.

???Vocational Training

No vocational training facilities were available in eight Government institutions and four institutions run by NGOs

Under the scheme of Prevention and Control of Juvenile Social Maladjustment, GOI stipulated the vocational training to be imparted in the homes established under JJ Act. The State Rules also specified that diversified programme of vocational training be organized in all children/special homes and after care organizations with special reference to employment opportunities available in the community so as to facilitate their rehabilitation. The courses shall be designed on the lines approved by the Technical Department of the Government and trained instructors appointed for imparting training. Vocational training facilities in the community shall also be availed for juveniles/children on a selective basis by providing linkages with welfare institutions, placement agencies and industrial and other production units.

As per information provided by DSD, out of 38 Government homes, vocational training was being provided in 35 homes. Training in tailoring **was being provided in seven⁵⁷** juvenile/special homes and carpentry and printing in only one juvenile home at Vadodara. In the remaining homes

⁵⁷ (1) Juvenile Home for Boys, Vadodara, (2) Juvenile Home for Boys, Surat, (3) Juvenile Home for Girls, Surat, (4) Juvenile Home for Girls, Ahmedabad, (5) Juvenile Home for Girls, Bharuch, (6) Special Home for Girls, Rajkot, (7) Special Home for Boys, Rajkot

training in weaving, bharat-gunthan (knitting) and caning was imparted through Craft Teacher. Approved training course in tailoring was available only in three⁵⁸ homes. There was no linkage with any welfare institution, placement agency, industrial and production units to create employment opportunities for rehabilitation of the juveniles/children. No management committee for management of institution and monitoring progress of child, their linkages for vocational training and for employment, was constituted in Government homes.

Scrutiny of records in eight⁵⁹ out of 18 Government institutions and four⁶⁰ out of 15 institutions run by NGOs in the six selected districts revealed that there was no vocational training facility. Therefore, the information provided by the Directorate was not authentic as verified/cross checked during field visit. Machinery items remained idle in Special Home for Boys, Rajkot (Rs. 3.73 lakh)⁶¹ for want of instructor and in Juvenile Home for Boys, Vadodara (Rs. 0.97 lakh) for not being in working condition.

Thus, the infrastructure for providing vocational training for rehabilitation of destitute juveniles/children was inadequate.

? Medical Care

Inadequate medical facilities in girl's institutions run by Government and NGOs

Rule 17 E of the Gujarat Juvenile Justice Rules, 2003 specified that (i) in case of girl's institution, the Home should have the services of a visiting gynaecologist, (ii) the services of psychologist or psychiatrist, professionally trained social worker and physiotherapist shall be availed of preferably by establishing linkages with child guidance clinics, counselling and Guidance Center, Psychiatric Department or similar agencies and (iii) each Juvenile/ Child admitted in any Home shall be medically examined by the Visiting Medical Officer (VMO) of the Home within 24 hours or in special cases within 48 hours.

Audit scrutiny of records in seven⁶² girl's institutions (four run by Government and three by NGOs) out of 12 test checked revealed that since 2004-05, services of visiting gynaecologist as required had not been provided. Further, no arrangement was made for providing of the services of a psychologist or psychiatrist in the Government Homes at Ahmedabad and Rajkot. The post of Visiting Medical Officer (VMO) in Surat had not been filled in by the Government, after resignation of the VMO (April 2008). Besides, in three girl's homes at Rajkot, Bharuch and Surat, no juvenile/child was medically examined by a VMO within 24 hours of admission as required and no medical

⁵⁸ (1) Juvenile Home for Boys, Vadodara, (2) Juvenile Home for Girls, Bharuch, (3) Special Home for Boys, Rajkot

⁵⁹ (1) Juvenile Home for Girls, Ahmedabad, (2) State Home for Women, Ahmedabad, (3) District Shelter Home, Ahmedabad, (4) Observation Home, Chhota Udepur, Vadodara, (5) Juvenile Home for Girls, Bharuch, (6) After Care Hostel, Vadodara, (7) State Home for Men, Rajkot, (8) Observation Home, Jamnagar

⁶⁰ (1) Observation Home, Bharuch, (2) Observation Home, Jambusar, (3) Observation Home, Vadodara and (4) Kanta Stri Vikas Gruh, Rajkot

⁶¹ 74 items : Turner fitter department, 19 items : Scooter Mechanic department, 51 items : Carpentry department and 47 items : Electric department

⁶² (1) Special Home for Girls, Rajkot, (2) Juvenile Home for Girls, Ahmedabad, (3) Juvenile Home for Girls, Bharuch, (4) Juvenile Home for Girls, Surat, (5) Vikas Vidyalaya, Morbi, (6) Kasturba Stri Vikas Gruh, Jamnagar and (7) Vikas Gruh, Ahmedabad

record of the child/juvenile was maintained for 2004-05 to 2007-08. The Superintendents of the seven girl's institutions stated that services of gynaecologist could not be availed of due to non-sanctioning of the post by the Government. However, Superintendents of three⁶³ girl's institutions agreed to carry out medical examination in respect of admitted children within the prescribed time and maintain records.

This indicated that specialized medical attention was not provided to the girls and even the mandatory/routine medical examination was not carried out.

The Secretary to GOG agreed (July 2009) to look into the matter.

? After care Services

The State Rules, 2003, stipulate that the juveniles/children after leaving the special homes/children homes shall be admitted in after care homes provided they are not less than 17 years of age at the time of admission and have no family, so as to encourage them to adapt to society and move smoothly from an institutional based life to normal one. The maximum period of stay will be for a period of three years. The programme under the service includes (i) facilitating employment generation including vocational training, (ii) arranging loan/assistance to set-up entrepreneurial activities and (iii) providing peer counsellor in the homes to help the youth to lead a decent, well behaved life and to keep them away from bad habits such as drug, illicit liquor, tobacco in any form etc.

Government declared (July 2004) 14 homes as after care homes (11 for girls and three for boys) in the State. Scrutiny of records in five⁶⁴ out of seven after care homes test checked revealed that –

- ☛ Separate admission register for inmates admitted for after care was not maintained in the District Shelter Home for Boys at Ahmedabad and Rajkot and in State Home for Women at Bharuch. On being pointed out Superintendent Ahmedabad stated (January 2009) that general register for inmates admitted would be maintained separately.
- ☛ Psychologists were appointed in these homes only in June 2008 and July 2008. However, psychologist had resigned at Rajkot and remained absent from 01 August 2008 at Vadodara.
- ☛ During 2004-05 to 2008-09 loans/assistance was not granted to inmates and no rehabilitation activity was carried out in two boys homes at Ahmedabad and Vadodara and one girls home at Bharuch.

⁶³ (1) Juvenile Home for Girls, Surat, (2) Juvenile Home for Girls, Bharuch and (3) Special Home for Girls, Rajkot

⁶⁴ (1) District Shelter Home, Ahmedabad, (2) District Shelter Home, Rajkot, (3) After Care Hostel, Vadodara (All for boys), (4) State Home for Women, Ahmedabad, (5) Reception Center for Women, Bharuch

☒ In After Care Home at Vadodara, 17 inmates continued to stay after completion of three years and nine inmates were admitted above the age of 21 years in contravention of the rules. In the absence of individual files it could not be ascertained whether these inmates were orphans or otherwise. The Superintendent replied (July 2009) that while the 17 inmates were continued in the home as per the oral instructions of DSDO Vadodara the other nine inmates were admitted by the then Superintendent of the home. Further, it was stated that no inmate was rehabilitated on their release and no stipend was given to them. Further it was assured that provisions of the Gujarat JJ Rules would be followed.

Thus the key objectives of the programme to provide counselling and encouragement to learn a vocation and gradually sustain themselves without state support and move out to stay in a place of their own in mainstream society was not largely achieved in above five Homes.

1.2.9.9 Non-rehabilitation of children of “Anath Kutirs”

Capacity of inmates was increased by only 155 as against target of 1000 inmates, though Rs. 99.78 lakh was provided in the budget in the year 2007-08

To implement the recommendations of the ‘Das Committee’⁶⁵ Government decided (February 2006) to close the Anath Kutir Yojana from 30 April 2006 and merge the same with the GOI Scheme of Prevention and Control of Juveniles Social Maladjustment having identical objectives. Government instructed admitting of the children of Anath Kutirs to the children home/ observation home of the concerned institutions that were running the Anath Kutirs. If the institution had no such home the children were to be transferred to other homes functioning in the same district. As on 30 April 2006 there were 963 children⁶⁶ in 17 Anath Kutirs in nine districts.

In order to accommodate the children of Anath Kutirs in the children homes, Government decided (March 2007) to increase the capacity of the inmates by 1000 in 19 institutions⁶⁷ run by NGOs and provided Rs. 99.78 lakh (Rs.68.68 lakh Plan and Rs.31.10 lakh Non-plan) in the budget under New Items during the year 2007-08 for diet, clothing, bedding, medical facilities and salary of employees recruited.

Audit scrutiny of records in the DSD and information made available revealed that as against the targeted capacity of 1000 inmates, the capacity was increased only by 155 (15.5 per cent) in three⁶⁸ homes (April 2009) after

⁶⁵ Committee appointed (April 1999) to review all schemes of all departments and suggest winding up or amalgamation with other schemes

⁶⁶ Ahmedabad (Kutir – 1, Children – 83), Vadodara (Kutir – 5, Children – 223), Gandhinagar (Kutir – 1, Children – 47), Surendranagar (Kutir – 1, Children – 25), Sabarkantha (Kutir – 2, Children – 231), Banaskantha (Kutir – 1, Children – 110), Rajkot (Kutir – 1, Children – 38), Kutch (Kutir – 3, Children – 23), Jamnagar (Kutir – 2, Children – 183)

⁶⁷ Observation Home (1) Ahmedabad, (2) Nadiad, (3) Vadodara, (4) Jambusar, (5) Rajpipla, (6) Surat, (7) Bharuch, (8) Kathiawad Nirashrit Balashram, Rajkot, (9) Mahila Vikas Mandal, Amreli, (10) Kasturba Stri Vikas Gruh, Jamnagar, (11) Vikas Vidyalaya, Wadhwan, (12) Shishu Mangal, Junagadh, (13) Pancholi Pragati Gruh, Halvad, (14) Vikas Gruh, Paldi, Ahmedabad, (15) Mahipatram Roopram Ashram, Ahmedabad, (16) Vikas Vidyalaya, Morbi, (17) Kanta Stri Vikas Gruh, Rajkot, (18) Tapibai Vikas Gruh, Bhavnagar and (19) L.M. Dhruv Balashram, Surendranagar

⁶⁸ (1) Observation Home, Bharuch – 50, (2) Vikas Vidyalaya, Wadhwan – 50, (3) Kathiawad Nirashrit Balashram, Rajkot – 55

incurring expenditure of only Rs. 6.10 lakh. Audit scrutiny further revealed that the DSD had no information where the 963 children were transferred and whether they were accommodated in the children homes.

Thus, except for providing Rs. 99.78 lakh in the budget for increasing the capacity in children homes, Government had no information about the whereabouts of the 963 children of Anath Kutirs. This showed a serious lack of monitoring and concern about the welfare of the children.

1.2.9.10 Recreation facilities

According to Rule 17(I) of the Gujarat JJ Rules, 2003 adequate importance is to be given to leisure, creativity, playing facilities to children and ensuring a secured environment in homes where the children were lodged.

Audit scrutiny revealed that in all the institutions visited by audit, play ground and recreation facilities such as television, library, games (indoor and outdoor) etc. were provided to the children. However, no Physical Education Teacher was provided in any Home in the State.

1.2.9.11 Inadequate manpower in Government institutions

Shortage of manpower in the cadre of Superintendent and Superintendent cum Probation Officer deprived the children of proper counselling and other institutional services

Under the scheme of Prevention and Control of Juvenile Social Maladjustment, GOI stipulated the staffing pattern in the Observation Homes and Children Homes, established under the JJ Act for socially maladjusted children. According to the staffing pattern, each Observation Home and Children/Special Home should have 23⁶⁹ staff members of different categories.

The staff position as on 01 January 2009 furnished by the DSD revealed that out of the 897 posts sanctioned for the Directorate as a whole, only 488 were filled-in and 409 posts (*46 per cent*) were vacant. The major vacancies were 81 posts of Probation Officer (*86 per cent*), 25 posts of Junior Craft Teacher (*44 per cent*), 22 posts of Junior Clerk/Typist (*76 per cent*), 27 posts of Junior Clerk (*49 per cent*) and 29 posts of Guard (*48 per cent*).

Further, in Government homes, as against 383 posts sanctioned (December 2008) for Government run homes, only 246 persons were in position and 137 posts (*36 per cent*) were vacant (Details in **Appendix XIX**). The major vacancies were eight posts of Superintendent (*42 per cent*), 14 posts of Superintendent cum Probation Officer (*88 per cent*), 8 posts of Case worker/Probation Officer (*100 per cent*), 10 posts of Language Teacher (*45 per cent*), 13 posts of VMO (*36 per cent*), 10 posts of Craft Teacher (*31 per cent*), 11 posts of Guard (*20 per cent*) and 8 posts of Cook (*20 per cent*).

⁶⁹ Superintendent – 1, Part time Medical Officer- 1, Probation Officer-4, Vocational Instructor – 1, Teacher – 1, UDC- 1, Matron – 1, Typist- 1, Caretakers – 6, Chowkidar – 1, Cook- 1, Helper- 1, Group D – 1 and Sweeper – 2

Superintendent and Probation Officer are the most important functional posts in the home under the JJ Act. The duties of the Superintendent and Probation Officer are mentioned in the **Appendix XX**. The charge of the post of Superintendent/Superintendent cum Probation Officer was handled by either craft teacher or clerks in seven⁷⁰ out of 18 Government institutions scrutinized in the six selected districts that were not qualified and experienced to perform the duties of the post. This resulted in not providing adequate manpower to juvenile/children homes depriving them of proper counselling and other institutional services.

1.2.10 Children escaping from Homes

The State Rules, 2003 stipulated that in the event of escape of a juvenile/child, the officer in-charge of the institution besides conducting immediate search for the missing juvenile/child was to send a report to the DSD after conducting an inquiry. The matter was also to be intimated to the parent/guardian immediately and reported to the police authorities.

In 17 child care institutions out of 33 test checked in the six selected districts, it was revealed that 379 children had escaped from homes run by Government and NGOs during 2004-05 to 2008-09. Audit scrutiny revealed that no action was taken when the children in Juvenile Home for Boys Vadodara had escaped during the years 2004-06, no records detailing the action taken in this regard for the period 2004-07 were available in Juvenile Home for Boys Bharuch. Of these, 269 children (71 per cent) were yet to be traced (**Appendix XXI**). Reasons attributed by the officer in-charge of the homes visited for the children escaping were that (i) inmates had failed to adjust to the environment of the home (four homes) (ii) inmates were habitual by nature to escape (two homes) and (iii) shortage of security staff (two homes). Reasons given by the Superintendent Observation Home, Surat were not acceptable as there was no shortage of security staff during 2004-08 as per sanctioned strength. Reasons from State home for women Surat was awaited (July 2009).

1.2.11 Rehabilitation of street children

1.2.11.1 Programme implemented for street children

Street children programme not extended to targeted children in Rajkot

The scheme for welfare of street children as “An integrated Programme for Street Children” was revised on 1 October 1998. Under the revised scheme, the target group of the programme was essentially children without homes and families i.e. street children and children especially vulnerable to abuse and exploitation, such as children of sex-workers and children of pavement dwellers. The revised programme sought to shift the focus to these children from children living in slums who had hitherto been the main beneficiaries of the programme.

Records of a project run by a NGO⁷¹ in Rajkot District revealed that the

⁷⁰ Craft Teacher in (1) Observation Home, Rajkot (2) Observation Home, Chhota Udepur (3) State Home for Women, Vadodara (4) Special Home for Girls, Rajkot (5) Special Home for Boys, Rajkot Clerks in (1) District Shelter Home, Rajkot (2) After Care Hostel, Vadodara

⁷¹ Shri Pujit Rupani Memorial Trust, Rajkot

beneficiary children under the project were from slum areas and having a family. As such, the objectives under the programme were not achieved even though grant of Rs. 27.54 lakh during 2004-05 to 2007-08 was released by GOI to the NGO. Similarly, information received in respect of three NGOs⁷² in Vadodara district revealed that the majority of the children covered under the project were from extremely poor families. Grant of Rs. 57.61 lakh between 2004-05 and 2008-09 was released by GOI to these NGOs. Information regarding implementation of the programme called for from DSDO of Ahmedabad and Surat was awaited (July 2009).

Further, while recommending the projects⁷³ for the years 2007-08 and 2008-09 submitted by NGOs, the Task Force⁷⁴ in the minutes of its meetings held on 13 September 2007 and 24 November 2008 mentioned that benefits of the programme were not being extended to street children as required under the revised scheme.

1.2.11.2 Juvenile Beggary cum Juvenile Crime Eradication Centre (JBCJCC)

JBCJCCs (centre) were established (1985-86) in five⁷⁵ districts in the State to divert the school children in slums in big cities to schools instead of their indulging in gambling, transportation of liquor and other anti-social activities and to involve them in social and constructive activities. The main centre has one or more sub-centres as per the number of children and activities carried out in the sub-centres. The honorary workers were appointed in the sub-centres as per the requirement after obtaining the approval of the DSDO of the district and they are working under the supervision and guidance of the organizer.

The district centres were established with five sanctioned posts of Chief Organizer, three Organizers and one clerk (six sanctioned posts in Ahmedabad). However, no post was occupied at Ahmedabad and the DSDO reported (November 2007) that two sub-centres at Saraspur and Chamanpura were closed as the children were not coming regularly and no activity was being carried out. The honorary workers in these sub-centres were also not coming regularly due to lack of proper management. At the centres at Rajkot and Surat, though one peon at each was available, their services were being utilized in the DSDO offices. Sub-centres in Rajkot, run by honorary workers were closed (2007-08) and honorary workers of sub-centres in Surat were not attending as their salary (Rs. 100 per month) was not paid for 15 months (March 2009). Similarly, in Vadodara one clerk and one peon were available but no post of honorary worker was filled up in the two sub-centres. Director reported (April 2009) that sub-centre at Bhavnagar was also closed. Thus, no activity was carried out in all the five district centres defeating the Government objective of diverting the school aged children from slums to schools.

⁷² (1) Vikas Jyot, Vadodara (Rs. 18.60 lakh), (2) Baroda Citizen Council, Vadodara (Rs. 25.89 lakh), (3) Sahyog Charitable Trust (Rs. 13.12 lakh)

⁷³ 18 projects 2007-08, 15 projects 2008-09

⁷⁴A committee constituted (January 2006) by the GOG with the Principal Secretary of Social Justice and Empowerment Department as Chairman for sanctioning the proposal for street children project received from NGOs for recommendation to GOI and evaluating the implementation of the project

⁷⁵ (1) Ahmedabad, (2) Bhavnagar, (3) Rajkot, (4) Surat, (5) Vadodara

1.2.12 Juvenile Justice Board (JJB) and Child Welfare Committee (CWC)

JJBs and CWCs are constituted under Section 4 and 29 of JJ Act to deal with cases of children in conflict with law and children in need of care and protection respectively. Following issues were noticed.

1.2.12.1 Qualification of members of JJB

As per GOI Model Rules, 2007, the Social Worker to be appointed as a member of the Board should have educational qualification of not less than post graduate degree in social work/health/education/psychology/child development or any other social science discipline. In four⁷⁶ districts, one female member appointed on 17 September 2007 as social worker in each of the four JJBs had educational qualification upto SSC and female member in Jamnagar district was an under graduate. Selection Committee as required under GOI Model Rules 2007 for appointing the members of the JJB or CWC was not constituted in the State. Director stated (January 2009) that Selection Committee was not constituted due to non-finalisation of State Model Rules. Reasons for not considering the educational qualification in appointment of female members in the JJB called for (July 2009) from Government was awaited (August 2009).

1.2.12.2 Infrastructure for JJBs and CWCs

No separate infrastructure available for JJBs and CWCs in the State

Till framing of separate model rules by the State Government, the provisions made in the GOI model rules were to be made applicable. JJB and CWC were sitting in the premises of the Observation Homes with no separate arrangements and other essential facilities. Director stated (March 2009) that as the revised rules which provided for the separate infrastructure facilities for JJBs and CWCs were not framed in the State, no arrangement for separate infrastructure was made.

1.2.12.3 Attendance at meetings by members of the JJB and CWC

As per the JJ Act a minimum of 75 *per cent* attendance of chairperson and members of the JJB/CWC at meetings is necessary during a year. A member of the JJB/CWC shall be terminated after holding inquiry in case of non fulfillment of required attendance. It was observed that a member of the JJB at Rajkot was not attending the sittings since 29 November 2007. In Ahmedabad, no member was appointed by Government in place of a member who had resigned in January 2008. Similarly, in Jamnagar, two members of JJB and Chairman and two members of CWC had not attended any meeting since their establishment (September 2007). Though the fact was reported by the Superintendents of the respective homes between November 2007 and February 2009 to DSD, action remained to be taken (April 2009).

On being pointed out Director stated (March 2009) that report in respect of Rajkot had not been received and in respect of Ahmedabad, Government had been requested to appoint a new member. Reply in respect of Jamnagar was awaited.

⁷⁶ (1) Dang, (2) Navsari, (3) Surendranagar, (4) Valsad

1.2.13 Probation Services

1.2.13.1 Inadequate probationary services

Probation Officers available were too few considering the requirement

Probation is a very significant development in criminal justice system. Probation services helps individuals by restoring them back to their families and society by persuading them to behave in socially acceptable manner and become useful productive members of society. Thus, probation is an alternative to imprisonment in a method of non-institutional community based treatment of offenders.

Probation Officers (POs) are appointed in observation homes, children homes, special homes and after care homes for assistance and guidance in the form of personal supervision. The specified duties of the POs are detailed in **Appendix XX**.

Under the guidelines issued (after enactment of JJ Act, 1986) by GOI for establishment of various homes under JJ Act, four POs are required for an observation home with 50 children and children/special home with 100 children. Thus, for 35⁷⁷ Government institutions (excluding three after care homes) 61 POs were required. However only 29 posts were sanctioned and against this, there were only two Superintendents cum Probation Officers available in Government homes in the State (May 2009).

Scrutiny of records in the office of the Director of Social Defence revealed that as against 95 posts sanctioned for the Directorate as a whole, only 13 posts had been filled in. The vacancy increased further from 41 (August 2001) to 82 (February 2008) due to non appointment of POs by Government even though proposal for recruitment of vacant posts of POs and equivalent cadres was initiated by the Director in 2001. The Director had requested (February 2008) the Government for appointment of 60 POs, however, the appointments were pending (April 2009).

The Director stated (April 2009) that appointment of POs could not be made by Gujarat Subordinate Services Selection Board (GSSSB), Gandhinagar due to work load. Further it was stated that requisition for appointment of 60 POs was sent to GSSSB and procedure for recruitment was in progress. Delay in recruitment and the huge shortage of POs affected the implementation of the provisions of the Act.

According to Rule 85 of Model Rules, of the JJ Act, honorary or voluntary welfare officers and POs could be appointed from voluntary organizations and social workers found fit for the purpose by the competent authority and their services co-opted to augment the existing probation services. Despite shortage of 59 (61-2) POs in the institutions, State Government/DSD had not taken up any initiative for filling up of the vacant posts.

⁷⁷ Observation Home: 16 with 334 children, Children Home: 17 with 750 children and Special Home: 2 with 103 children

1.2.13.2 Follow-up by POs after discharge of children

As per Rule 87 of the Model Rules read with Rule 50(2)(g) of the Gujarat JJ Rules, 2003, the PO was to follow-up juveniles after their release and extend help and guidance to them.

Scrutiny of records in the 23 out of 33 institutions test checked revealed that no follow up action was taken after discharge of children from any of the institutions. Reasons attributed for absence of follow up by Superintendent of the respective institution was mainly shortage of staff/non availability of PO. As no follow up after discharge of children was carried out, the impact of rehabilitation provided to the children remained un-assessed.

1.2.14 Counselling Services

Inadequate professional help for want of Psychologists and Psychiatrists

Children admitted to the Children Homes and Observation Homes are abused and neglected, they need professional help of a counsellor to help them lead a normal life. As per information provided by DSD, no post of psychologist or psychiatrist was sanctioned in Government Homes upto 2006-07. Government decided (March 2007) to avail the services of psychologist and psychiatrist on a fixed pay of Rs. 4500 per month through outsourcing. For this purpose Rs. 28.80 lakh was provided in the budget under “New Items” during 2007-08.

Scrutiny of records in DSD revealed that as against 27 sanctioned posts each of psychologist and psychiatrist, 16 posts of psychologist and two posts of psychiatrist were filled in, leaving vacant posts of 11 and 25 in the respective cadres. Thus, Government objective of providing counselling services to children in Government institutions was not achieved. The Director stated (April 2009) that posts remained vacant due to non-availability of suitable candidates and non-resuming of duty of selected candidates.

1.2.15 Child Protection Units

According to Section 24 of JJ (Amended Act), every State Government is required to constitute a Child Protection Unit for the State and for each district to take up matters relating to children in need of care and protection and juvenile in conflict with law to ensure implementation of the provisions of the Act including the establishment and maintenance of homes, notification of competent authorities in relation to children and their rehabilitation and co-ordination with various official and non-official agencies concerned.

No Child Protection Unit had been constituted at the State and district levels.

1.2.16 Creation of Juvenile Justice Fund

Rule 59 of Gujarat JJ Rules, 2003 stipulates that State Government should create a fund at State level called the Juvenile Justice Fund (JJF) for the welfare and rehabilitation of the child dealt with under the provisions of the JJ Act.

However, no such fund was created by the Government as of February 2009.

Further, Rule 6 of the Gujarat JJ Rules, 2003 specified that the amount realized in case of payment of fines by order of JJB from the parents of the juvenile or the juvenile will be deposited in the JJF. DSD stated (January 2009) that no such punishment was reported to them. However, contrary to the above statement, information furnished by the Department revealed disposal of 177, 187, 43 and 12 cases, during the years 2004-05 to 2007-08 respectively, of punishment by fines. This indicated lack of co-ordination within the branches in the Directorate. Reasons for non-constituting the JJF were not furnished by DSD though called for (July 2009). However, it was stated that proposal for creation of JJF was submitted (November 2008) to Government as “New items” and provision of Rs.25.00 lakh was made in the budget 2009-10.

1.2.17 Social Audit

The State Rules stipulate that State Government monitor and evaluate the functioning of the institutions annually with the help of leading voluntary organizations working with the children, besides autonomous bodies like National Institute of Public Co-operation and Child Development, Indian Council for Child Welfare, Indian Social Institute, Childline India Foundation, National Institute of Social Defence, Social Welfare Boards, recognized schools of social work and the reports be made open to public scrutiny. The Director stated (March 2009) that no such social audit was done. Reasons for non-conducting of social audit was not furnished by the DSD though called for (July 2009) but, it was stated that conducting of social audit was under consideration.

1.2.18 Implementation of O&OCH Act, 1960

To provide for the Supervision and Control of Orphanages and homes for neglected women and orphaned/destitute children who are in need of care and protection, GOI enacted (April 1960) the Orphanages and Other Charitable Homes (Supervision and Control) Act, 1960. The O & OCH Act, 1960 came into force in the State with effect from 19 September 1991. The Act empowered the State Government to establish a Board for the control and supervision of such homes in the State. The State Government had not established the Board and all the powers were delegated temporarily to the DSD (February 2004). State Government had also not finalized the Rules (July 2009) under the Act. In the absence of the rules, there were no guidelines for implementation of the provisions of the Act. Reasons for non framing of rules under O&OCH Act, called for (July 2009) from Government was awaited (August 2009).

Government had not finalized the Rules under the Act

There are 86 institutions, all run by NGOs, which are recognised for functioning in the State under the Act. Of these, 12 received Government assistance of Rs. 4.03 crore for carrying out their activities during the period 2004-05 to 2008-09.

1.2.18.1 Functioning of orphanages without certificate of recognition

As per Section 13 of the O&OCH Act, no person shall maintain or conduct any home except under and in accordance with the conditions of the certificate of recognition granted under this Act. In the absence of specific rules for implementation of the Act, the institutions functioning under the Act are inspected by the officers of DSD and DSDO of the concerned districts.

Two⁷⁸ orphanages in Vadodara and Ahmedabad districts run by NGOs were operating without renewal of certificate of recognition. Though orphanage at Ahmedabad district had reminded the DSD for renewal of certificate (between January 2003 and December 2008), the same was not renewed (February 2009).

DSD replied (April 2009) that institution at Vadodara was reluctant to obtain certificate, as it was of the opinion that it was exempted as per the provisions Section 3(A) and 3(C) of the Act. However, DSDO Vadodara was instructed (February 2009) by DSD to conduct inspection and furnish report in this regard. In the case of the institution at Ahmedabad, inspection report of DSDO was awaited (April 2009).

Non renewal of certificate of recognition in the above cases for such a long period reflected lack of supervision and control under the Act.

1.2.19 Monitoring

1.2.19.1 Inspection of Institutions under JJ Act

Inspection of the institutes was not carried out as per the requirement of the State Rules

Rule 30(1) of Gujarat JJ Rules, 2003 specified that every institution shall be inspected at least twice a year. DSD office has an audit wing for inspection of child care institutions under JJ Act, but no separate staff was allotted to that wing. Inspections were conducted by DSDO and other regular staff of DSD office. DSD had not fixed any schedule for inspections, but programme was given by the administration wing of the office from time to time. Inspection committees, as required in Section 35 of JJ Act, 2000 were not constituted.

The details of inspections conducted by the regular staff of DSD and DSDO during the period 2003-04 to 2007-08, as furnished by the department, are as shown in Table 5.

Table – 5

Year	Total no. of inspections to be conducted per year		Actually conducted		Shortfall in conducting inspections (per cent)	
	Govt. institution	NGO run institution	Govt. institution	NGO run institution	Govt. institution	NGO runs institution
2003-04	76	64	25	10	51 (67)	54 (84)
2004-05	76	64	25	20	51 (67)	44 (69)
2005-06	76	64	21	20	55 (72)	44 (69)
2006-07	76	64	23	21	53 (70)	43 (67)
2007-08	76	64	24	20	52 (68)	44 (69)

⁷⁸ (i) Hamara Gruh Yatimkhana, Vadodara (recognition renewed upto 31 December 2004), (ii) Shreyas Bal Vilas Ghatak, Ahmedabad (recognition renewed upto 31 December 1990)

Shortfall in conducting inspection of Government institutions ranged between *67 per cent* (2003-04, 2004-05) and *72 per cent* (2005-06) and in respect of institutions run by NGOs between *67 per cent* (2006-07) and *84 per cent* (2003-04). DSD stated (July 2009) that no institution remained un-inspected for more than three years, however the fact could not be ascertained in the absence of inspection register. The details further revealed that all the institutions were not covered annually and DSD could not conduct the mandatory two inspections which were required to be carried out in a year under the Rules.

The pendency of cases in JJBs and CWCs were not reviewed six monthly by the Chief Judicial Magistrate, Chief Metropolitan Magistrate and State Government as required under the amended JJ Act respectively.

1.2.19.2 Inspection of Institutions under O&OCH Act

Inspection of the institutes was not carried out as per the requirement of the State Rules

The details of inspection conducted during the period 2004-05 to 2007-08 as furnished by the DSD were as detailed in Table 6.

Table – 6

Year	Total No. of inspection to be conducted per year	Actually conducted	Shortfall and percentage
2004-05	86	62	24 (28%)
2005-06	86	61	25 (29%)
2006-07	86	32	54 (63%)
2007-08	86	35	51 (59%)

The Director stated (January 2009) that separate staff had not been provided for inspection of homes functioning under O&OCH Act. The inspections were carried out by the officer/inspector whenever they visited the district place. Besides, DSDO also inspected these institutions from time to time.

Other topic of interest

1.2.20 Missing Children Cell

The State level Missing Children Cell under the Inspector General of Police, Gujarat State, Gandhinagar is functioning to maintain permanent data bank of missing children and for tracing them and their safe return to their homes. A State level standing committee under the chairmanship of Additional Secretary (Home) Home Department was constituted (2002-03) to collect details of missing children and take action/review in terms of Supreme Court directives in a writ petition (No. 610/1996). The Director of Social Defence was the Member Secretary of the committee. No periodicity of meetings of the committee were prescribed, however as of March 2009 six⁷⁹ meetings of the committee were held.

The data received from DSD in respect of missing children during the period 2004-05 to 2008-09 (upto January 2009) is given in Table 7.

⁷⁹ (23-04-2003, 29-07-2004, 06-04-2005, 07-03-2006, 22-11-2006 and 16-3-2009)

Table – 7

Year	No. of children missing			No. of children traced			No. of children remained to be traced (per cent)	
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls
2004-05	969	824	1793	847	732	1579	122 (13)	92 (11)
2005-06	992	993	1985	838	827	1665	154 (16)	166 (17)
2006-07	974	1053	2027	503	409	912	471 (48)	644 (61)
2007-08	1077	1327	2404	577	573	1150	500 (46)	754 (57)
2008-09 (upto January 2009)	914	1316	2230	423	481	904	491 (54)	835 (63)

The above details indicated that the number of boys not traced increased from 13 *per cent* (2004-05) to 54 *per cent* (2008-09) and 11 *per cent* (2004-05) to 63 *per cent* (2008-09) in respect of girls. Further, scrutiny revealed that out of 5692 missing children between October 2006 and January 2009, 1749 are boys (31 *per cent*) and 2700 girls (47 *per cent*) in the age group of 13 to 18 years.

The State level Standing Committee (November 2006) expressed concern over the non tracing of missing girl children and expressed the possibility of their being used in immoral trafficking. The Committee also expressed that the police department did not have power to constitute task force to investigate missing children as this duty was entrusted to the woman police unit as an additional duty under the JJ Act, 2000.

The increasing trend in the number of children remaining untraced indicated lack of concern for such children and the likelihood of their being used in immoral trafficking cannot be ruled out.

Action taken by the Government in respect of missing children in the age group of 13-18 years between October 2006 and January 2009 was awaited (July 2009).

1.2.21 Conclusion

Infrastructure for JJBs and CWCs were lacking. CWCs and JJBs were not conducting sittings as per norms, hence there was delay in clearance of the cases referred to them. Juvenile delinquents and innocent children were put up in the same premises in violation of the provision in the Act. The best interest of child was not protected in certain cases due to delay at various level and non-observance of procedures for adoption. Inadequate infrastructure in certain institutions, poor medical services specially in girl's institutions and inadequate vocational training deprived the children of their basic needs and proper rehabilitation. Of the children who had run away from homes between 2004-05 and 2008-09, 71 *per cent* remained untraced. Acute shortage of Superintendent, Probation Officer, Psychiatrists and Counsellors resulted in poor follow-up and counselling services. The Child Protection Unit in the State was not constituted. The juvenile beggary cum juvenile crime eradication centres were not functioning.

1.2.22 Recommendations

- ☛ CWCs should be established in each of the districts,
- ☛ CWCs and JJBs should be provided adequate infrastructure and days of sittings should be increased to avoid any delay in finalization of the cases referred to them,
- ☛ Children of different age groups should not be kept together. Further innocent children in need of care and protection should be kept apart from children in conflict with law and juvenile delinquents, juveniles apprehended under POTA should be kept separately in a different home,
- ☛ State Adoption Cell should closely monitor and provide suitable guidance for adoption of children,
- ☛ Adequate infrastructure, medical care and vocational training should be provided to children in the institutions,
- ☛ The required number of Superintendents, Probation Officers and Counsellors should be appointed to improve counselling services and the fixed pay for the post of psychiatrist should be increased;
- ☛ Child Protection Units should be constituted,
- ☛ The Juvenile Beggary cum Juvenile Crime Eradication Centres should be made functional and
- ☛ Missing children should be traced so as to ensure that they are not used in immoral trafficking.

HEALTH AND FAMILY WELFARE DEPARTMENT

1.3 National Rural Health Mission (NRHM)

Highlights

The National Rural Health Mission was launched in April, 2005 in the country to bridge gaps in healthcare facilities, facilitate decentralized planning in the health sector, provide an overarching umbrella to the existing programmes of Health and Family Welfare including Reproductive & Child Health, Vector Borne Disease Control Programme, Tuberculosis, Leprosy, Blindness Control Programmes and Integrated Disease Surveillance Project and also to address the sector wise health issues like sanitation and hygiene, nutrition etc., and advocate convergence with related social sector departments.

Facility survey was not carried out for any Sub Centre in the State till March 2009.

(Paragraph 1.3.7.1)

District Health Action Plans were prepared without preparation of Block and Village level plans

(Paragraph 1.3.7.2)

As of 31 March 2009, funds of Rs.103.77 crore remained unutilised. Untied Fund and Maintenance Grant were not released to any Rogi Kalyan Samities at Community Health Centres during 2005-07 and 2005-09 respectively.

(Paragraph 1.3.8.1 and 1.3.8.2)

Infrastructure provided at health centres was inadequate and critical equipments were found wanting in the Community Health Centres test checked.

(Paragraphs 1.3.9.2 and 1.3.9.2.1)

Vacancies of medical and para-medical staff in Community Health Centres, Primary Health Centres and Sub Centres in the State ranged between 12 and 100 per cent with reference to sanctioned strength and between 16 and 100 per cent with reference to Indian Public Health Standards.

(Paragraph 1.3.10.3)

Printing work of Rs.1.08 crore was got executed without inviting open tenders.

(Paragraph 1.3.11.1)

Medicines worth Rs.1.45 crore were purchased from two de-registered companies.

(Paragraph 1.3.11.2)

Printing work of Rs.1.44 crore was got done by three black listed parties.

(Paragraph 1.3.11.3)

Number of pregnant women registered at any health centre in the State as a whole indicated a decline as of 31 March 2009. Iron Folic Acid was administered during 2008-09 to only 44 per cent of pregnant women registered. The achievement of Institutional Deliveries vis-a-vis the target ranged between 63 and 82 per cent during 2005-09.

(Paragraph 1.3.12.3)

Annual targets for Pulse Polio Immunisation was achieved during the period 2005-09.

(Paragraph 1.3.12.4)

Percentage of vasectomy to the total sterilisations was a meagre 2.92.

(Paragraph 1.3.12.5)

1.3.1 Introduction

The National Rural Health Mission (NRHM) was launched by the Government of India (GOI) on 12 April, 2005 throughout the country with special focus on 18 States. In Gujarat State it was operationalised in August 2005. The key strategy of NRHM was to bridge gaps in healthcare facilities, facilitate decentralized planning in the health sector, provide an overarching umbrella to the existing programmes of Health and Family Welfare including Reproductive & Child Health (RCH)-II, Vector Borne Disease Control Programme, Tuberculosis, Leprosy, Blindness Control Programmes and Integrated Disease Surveillance Project. The Mission envisages increasing expenditure on health, with a focus on primary healthcare, from the current level of 0.9 per cent of GDP to 2-3 per cent of GDP over the mission period (2005-2012).

1.3.2 Organisational Set up

At the State level, NRHM functions under the overall guidance of the State Health Mission (SHM), headed by the Chief Minister. The State Health Society (SHS) a governing body headed by the Chief Secretary of the State, approved the Annual State Action Plan for NRHM and reviewed its implementation. The Principal Secretary, Health and Family Welfare Department (Department) was the head of the Executive Committee of SHS which reviewed the detailed expenditure and implementation, approved proposals from districts and other implementing agencies and executed the

approved State Action Plan including release of funds for programmes at State level. At district level, the Mission was headed by the President of the District Panchayat. The District Health Society (DHS), which is responsible for preparation of Annual District Health Action Plan and its implementation, was headed by the District Collector who was assisted by the Chief District Health Officer, an executive committee headed by District Development Officer and District Programme Committees headed by District Programme Officers for various disease control programmes and Reproductive and Child Health and Family Welfare. The organisational chart is given in **Appendix XXII.**

The implementation of the various disease control programmes was supervised by their respective heads. The various components/ activities of NRHM were implemented through 274 Community Health Centres (CHCs), 1080 Primary Health Centres (PHCs) and 7274 Sub Centres (SCs) in the State.

1.3.3 Mission Objectives

The main objectives were:

- ↗ to provide accessible, affordable, accountable, effective and reliable health-care facilities in the rural areas especially to the poor and vulnerable sections of the population,
- ↗ to involve the community in planning and monitoring,
- ↗ to reduce infant mortality rate, maternal mortality rate and total fertility rate for population stabilization and
- ↗ prevention and control of communicable and non-communicable diseases, including locally endemic diseases.

1.3.4 Audit Objectives

The objectives of the performance audit were to verify whether:

- ↗ planning, monitoring and evaluation procedures at the level of Village, Block, District, State achieved its principal objective of ensuring accessible, effective and reliable healthcare to the rural population,
- ↗ release of funds, utilization of funds released and accounting thereof was adequate,
- ↗ the Mission achieved capacity building and strengthening of physical and human infrastructure at different levels as planned and targeted,
- ↗ the procedures and system of procurement of drugs and services, supplies and logistics management were cost effective, efficient and ensured improved availability of drugs, medicines and services and

- ↗ the performance indicators and targets fixed specially in respect of reproductive and child healthcare, immunization and disease control programmes were achieved.

1.3.5 Audit Criteria

The audit criteria adopted were:

- ↗ GOI guidelines on the scheme and instructions issued from time to time,
- ↗ State Programme Implementation Plan (PIP) approved by Government of India (GOI),
- ↗ Memorandum of Understanding (MOU) between GOI and the State Government and
- ↗ Indian Public Health Standards (IPHS) for up gradation of CHCs, PHCs and SCs.

1.3.6 Audit Methodology and Scope of audit

The performance audit was conducted between April and October 2008 and between February and May 2009 covering the period 2005-06 to 2008-09 by test check of records in SHS, six DHSs (out of 25) along with 18 CHCs (out of 274), 36 PHCs (out of 1080) and 72 SCs (out of 7274) including selected records of Rogi Kalyan Samities at selected CHCs, PHCs and district hospitals in the districts as detailed in **Appendix XXIII**.

Districts were selected using Probability Proportional to Size With Replacement (PPSWR) independently for various regions with size measure as the total amount of grants-in-aid released to the respective District Health Society during the years 2005-08 by the State Health Society.

In each sample district, three CHCs, six PHCs and twelve Sub Centres were selected using Sample Random Selection Without Replacement (SRSWOR).

An entry meeting was held on 10 April 2008 with the Joint Secretary of the Department wherein the audit objectives and criteria were discussed. Exit meeting was held on 09 September 2009 with the Joint Secretary of the Department wherein the audit findings were discussed.

Audit Findings

1.3.7 Defects and shortcomings in system of planning

1.3.7.1 Deficiency in surveying of facilities

Facility survey was not carried out at SC level to identify the deficiencies

NRHM strives for decentralized planning and implementation arrangements to ensure that need-based and community-owned District Health Action Plans become the basis for interventions in the health sector. The districts were

required to prepare Perspective Plan and Annual Action Plans for the Mission period. Household survey and facility survey at the levels of Village, Block and District were to be conducted for comprehensive district planning and assessing the progress of the Mission.

It was observed that Annual Action Plans for 2005-06 and 2006-07 were prepared based on annual household survey conducted at Sub-Centre level without conducting facility survey. Annual Action Plans for 2007-08 and 2008-09 were prepared based on facility survey conducted at PHC and CHC levels only, without conducting facility survey at SC level. In the absence of facility survey at the SC level, the extent of deficiencies in availing facilities and services were not identified. Some of the important deficiencies noticed in the selected SCs are detailed in para 1.3.9.2.

1.3.7.2 Non preparation of Block and Village level Action Plans

DHAPs were prepared without preparation of Block and Village level plans

As per the NRHM framework, village and block level plans were to be prepared, and consolidated into the District Health Action Plan (DHAP) forming the basis for all interventions under the Mission.

It was however, observed that District Health Action Plan was not prepared by consolidating the Block level action plans in any of the four years 2005-06 to 2008-09, in any district in the State as the Block level plans were not prepared in any of the four years.

In the six sampled districts, village level action plan required to be prepared during the years 2007-08 and 2008-09 were not prepared by 2969 (out of 3786) and 2680 (out of 3791) villages respectively (**Appendix XXIV**).

SHS stated that the districts prepared their plans as per demands generated at every level and the requirements raised by the lower levels were consolidated at block level which were taken into consideration while preparing District Health Action Plans. However, these demands were not documented in the form of Block and Village level Action Plans. The reply is not acceptable in the absence of documented evidence.

Non preparation of Village and Block level plans and its merger into the district health action plan led to preparation of a plan which lacked ground level inputs which was one of the essential requirements as per the framework of NRHM.

1.3.7.3 Delay in preparation and approval of annual Programme Implementation Plans (PIP)

Delay in submission of State PIPs for 2007-08 and 2008-09 to GOI was to the extent of 91 and 95 days respectively

As per the framework of NRHM, milestones in the process of preparation of PIP and approval thereof were prescribed. Adherence to these milestones was essential to ensure release of funds and early implementation of programme interventions as envisaged in the PIP. It was, however, observed that milestones prescribed were not adhered to resulting in delays which

consequently had adverse implications on implementation of PIP. The delay in submission and approval of plan is given in Table 1.

Table - 1

Sr. No.	Activity	2007-08			2008-09		
		Due Date	Actual Date	Delay in days	Due Date	Actual Date	Delay in days
1	Approval of plan by Governing body and submission of State PIP to the GOI.	15-12-2006	16-03-2007	91	15-11-2007	18-02-2008	95
2	Appraisal of State PIP by National Programme Co-ordination Committee of GOI.	31-01-2007	19-06-2007	139	15-12-2007	14-03-2008	90
3	Communication of GOI approval of the State PIP	15-02-2007	23-08-2007	189	15-02-2008	01-05-2008	76
4	Communication of the State approval of District Action Plans to the districts.	28-02-2007	11-09-2007	195	28-02-2008	09-06-2008	102

The delays in respect of PIPs for the years 2005-06 and 2006-07 could not be computed for want of information from the department.

1.3.8 Funds Management

1.3.8.1 Non-utilisation of funds

Funds were released by the Central Government to the State through three different channels, i.e. State Finance Department⁸⁰, directly to SHS⁸¹ and directly to the State level disease control societies.⁸²

Funds were provided to SHS on the basis of approved State Programme Implementation Plans (PIPs) by the GOI. The State was required to reflect its requirements in a consolidated PIP containing individual programmes⁸³. During 2005-06 and 2006-07, hundred *per cent* grants were provided to State. From the Eleventh Plan Period (2007-12) State was to contribute 15 *per cent* of the funds required annually. The State contributed Rs.87.88 crore (24 *per cent*) and Rs.75.68 crore (12 *per cent*) of annual action plan during the years 2007-08 and 2008-09 against the requirement of Rs.55 crore and Rs.91.26 crore respectively.

⁸⁰ Under the heads: Direction & Administration, Rural Family Welfare Service, Urban Family Welfare Services, Grants to State Training Institution, Sterilisation Beds, Other funds through state budget

⁸¹ Under the heads: Information, Education, Communication; Reproductive Child Health Flexible Pool; NRHM Additionalities; Routine Immunisation ; Pulse Polio Immunisation ; National TB Control Programme (from financial year 2007-08); Integrated Disease Surveillance Programme (from financial year 2008-09)

⁸² Under the heads: National Vector Borne Disease Control Programme, National TB Control Programme (up to 2006-07); Integrated Disease Surveillance Programme (up to 2007-08); National Leprosy Eradication Programme, National Programme for Control of Blindness, Iodine Deficiency Disorder Disease Control Programme

⁸³ (a) Reproductive Child Health Care (RCH), (b) Additionalities under NRHM, (c) Immunisation, (d) Revised National TB Control Programme (RNTCP), (e) National Vector Borne Disease Control Programme (NVBDPC), (f) Other National Disease Control Programmes (NDCPs) and (g) Inter-sectoral issues

Details of grants received and expenditure incurred by SHS during 2005-09 were as given in Table 2.

Table - 2

(Rs. in crore)

As of 31 March 2009, Rs.103.77 crore remained unutilised

Year	Opening Balance	Grant received from GOI	Grant Received from GOG	Interest and other income	Funds available	Expenditure	Closing Balance
1	2	3	4	5	6	7	8
2005-06	-11.40 ⁸⁴	260.30	0.00	0.36	249.26	127.79	121.47
2006-07	121.47	246.48	0.00	1.42	369.37	215.06	154.31
2007-08	154.31	375.85	87.88	0.58	618.62	370.72	247.90
2008-09	247.90	327.66	75.68	0.67	651.91	548.14	103.77
Total		1210.29	163.56	3.03		1261.71	

The Programme-wise details of grant received and expenditure incurred during 2005-09 are given in **Appendix XXV**.

Scrutiny of the details revealed that there were huge unspent balances as on 31 March 2009 under some heads. Expenditure under the head Direction and Administration was only *69 per cent* (Rs.29.45 crore against Rs.42.50 crore), under Urban Family Welfare Services expenditure was *65 per cent* (Rs.26.05 crore against Rs.40.26 crore), under the head Pulse Polio Immunisation *80 per cent* (Rs.37.40 crore against Rs.46.56 crore) and Other Funds through State budget was NIL against the available funds of Rs.31.25 crore. Under the head NRHM Additionalities as against grant of Rs.383.78 crore received during 2005-09, expenditure incurred was Rs.303.89 crore (*79 per cent* of available funds). The extent of yearly utilisation varied between one *per cent* and *70 per cent*. Non-utilisation of funds consequently had an adverse effect on achievement of targets at ground level.

SHS stated (September 2009) that reasons for unspent funds under NRHM Additionalities were due to delay in release of funds from SHS to the lower level. Further, due to procedural time taken in constitution of Rogi Kalyan Samitis (RKSs) and Village Health and Sanitation Committees (VHSCs), the funds could not be fully utilised. The reply is not acceptable as the annual grants required for RKSs at PHCs and untied fund for SCs and VHSCs worked out to Rs.22.59 crore per annum⁸⁵ (up to 2007-08), which was insignificant as compared to the yearly under utilisation of funds.

SHS further stated that unspent balance of funds under the head Pulse Polio Immunisation was due to cancellation of two rounds of National Immunisation Day and Special National Immunisation Day in 2008-09 by

⁸⁴ Minus balance for the year 2005-06 represents balances lying in erstwhile schemes at the end of 2004-05

⁸⁵ Untied Fund for RKSs at PHCs	Rs.2.68 crore (1073xRs.25000)
Maintenance Grant for RKSs at PHCs	Rs.5.37 crore (1073xRs.50000)
Untied Fund for VHSCs	Rs.7.27 crore (7274xRs.10000)
Untied Fund for Sub-centres	Rs.7.27 crore (7274xRs.10000)
Total	Rs.22.59 crore

GOI. Further, due to non-adjustment of advances given to districts on account of non-receipt of utilisation certificates (UCs) and statements of expenditure, the expenditure was shown less. The SHS however, did not furnish the details of the un-adjusted advances and any action taken to obtain UCs.

Reasons for unspent balances in respect of the other heads were not furnished though called for (August 2009).

1.3.8.2 Fund management by Rogi Kalyan Samities

Short/non-release of funds to RKSs and non-utilisation of released funds by RKSs resulted in denial of facilities to the beneficiaries

NRHM strategises to upgrade the CHCs to Indian Public Health Standard (IPHS) to provide sustainable quality health care with accountability and people's participation along with total transparency. To ensure a degree of permanency and sustainability, a management structure called Rogi Kalyan Samities (RKS) has been evolved to be established at PHCs, CHCs and district hospitals. Main functions of the RKS at CHCs and PHCs is to identify and redress the problems faced by the patients, acquiring equipments, furniture, ambulance etc. and its maintenance, improving boarding /lodging arrangements for patients and their attendants, encouraging community participation in maintenance of hospitals etc.

As per scheme guidelines, specified funds⁸⁶ are to be released by SHS to RKSs at CHCs and PHCs in a timely manner to carry out functions devolving on them.

Details of amount of Untied fund and Maintenance grant released to and utilised by the RKSs at CHCs and PHCs in the State during 2005-09 are mentioned in **Appendix XXVI**. Scrutiny of the details revealed that untied fund and maintenance grant were not released to any RKS at CHCs during 2005-07 and 2005-09 respectively. As against the requirement of annual untied fund of Rs. 136.50 lakh to be released to 273 CHCs, Rs.57.50 lakh and Rs.682.50 lakh were released during 2007-08 and 2008-09 respectively. Further, at PHC level though no RKS was formed up to 2006-07, Untied fund and Maintenance grant of Rs.267.05 lakh and Rs.535 lakh were released during 2006-07. The extent of utilisation of Untied fund and Maintenance grant by PHCs during the period 2006-09 was 56 *per cent* and 45 *per cent* respectively. As per scheme guidelines, untied funds were meant to meet expenditure for local health activity, while maintenance grant was meant for upkeep of facilities and to ensure quality services at CHCs and PHCs. Due to short release/non-release of funds by the SHS to the implementing units and non-utilisation of allotted funds by RKSs the objectives to be achieved through these funds could not be met, ultimately resulting in denial of facilities to beneficiaries.

⁸⁶ RKS at CHC and PHC -, annual untied grant of Rs.50,000 and Rs.25,000 respectively and annual maintenance grant of Rs. 1 lakh and Rs. 50,000 respectively

**Rupees 40.76 crore
(75 per cent)
provided by GOI for
up gradation of
CHCs to IPHS
remained unutilised**

1.3.9 Lack of adequate physical infrastructure and facilities

1.3.9.1 Under utilisation of funds for CHC up gradation

Government of India released Rs.54.40 crore⁸⁷ for up gradation of CHCs to Indian Public Health Standards (IPHS) under NRHM.

Commissioner of Health instructed (February 2007) Director, Central Medical Stores Organization (CMSO) to purchase equipments⁸⁸ for CHCs as per requisition of CHCs out of the above fund. However records of CMSO revealed that though the rate contracts with firms were finalised by CMSO (March 2007), no equipments were purchased from the said funds. Expenditure of Rs.13.64 crore was incurred on up gradation of 86 CHCs⁸⁹ buildings leaving unspent grant of Rs.40.76 crore (Project Implementation Unit (PIU) at Gandhinagar-Rs.1.36 crore and SHS-Rs.39.40 crore) as on 31 March 2009. Thus, though funds were available for purchase of identified equipments for various CHCs, this was not done. The reasons for under-utilisation of the grant were not furnished by SHS though called for in audit.

1.3.9.2 Inadequate infrastructure at health centres

The framework for implementation of the Mission has set the target of providing certain guaranteed services to public at SC, PHC and CHC levels. To achieve this, the Ministry had come forward with IPHS for different levels of health centres for ensuring availability of facilities. Audit review of availability of facilities at 72 SCs, 36 PHCs and 18 CHCs revealed many deficiencies as indicated in **Appendix XXVII**. A few important deficiencies are highlighted below:

Operation Theatres (OTs)/ minor OTs were not provided in four CHCs and in 27 PHCs, which included nine PHCs where labour room was not available. Also in 57 SCs labour room was not available. However, in two PHCs and six SCs labour rooms were not functional. Separate wards for male and female patients were not provided in five CHCs and 26 PHCs. Separate utilities for men and women were not present in three CHCs and 16 PHCs. In 34 SCs there was no facility for medical waste disposal. Two PHCs and 61 SCs had no telephone connection. Five CHCs and 14 PHCs had no stand by for power supply.

SHS stated that OT was not functional in CHCs at Salaya, Sadra and Vapi as there was no specialist available. OT was not available at Sutrapada CHC as it was functioning in rented building. Reasons for the other deficiencies called for in audit were awaited (August 2009).

⁸⁷ Rs 10 crore in October 2005, Rs 5 crore in April 2006 and Rs 39.40 crore in July 2006

⁸⁸ Operation theatre equipments, labour/ delivery equipments, linen for labour/ delivery, equipments for Wards, basic equipments for all levels, delivery pack, equipments for vacuum extraction or forceps delivery, obstetric laparotomy/caesarean section pack, basic equipments for uterine evacuation, Anaesthesia equipments etc.

⁸⁹ Ahmedabad-4, Amreli-4, Banaskantha-1, Bhavnagar-7, Bharuch-2, Dahod-1, Dangs-1, Gandhinagar-4, Godhra-2, Jamnagar-4, Junagadh-1, Kachchha-1, Kheda-1, Narmada-2, Nadiad-4, Navsari-1, Mehsana-1, Panchmahal-7, Patan-1, Rajkot-2, Sabarkantha-4, Surat-12, Surendranagar-6, Tapi-1, Vadodara-8, Valsad-4

Thus, the guaranteed services to public at SC; PHC and CHC levels as per the frame work of implementation of NRHM were not available.

1.3.9.2.1 Absence of critical equipment in Operation Theatres

Absence of critical equipments in operation theatres deprived the beneficiaries of quality surgical services

The details of non-availability of critical equipments⁹⁰ in the operation theatres in 14 CHCs(out 18 test checked)were as shown in Table 3.

Table - 3

Name of Equipment	Number of CHCs where equipment was available	Number of CHCs where equipment was available but not functional	Number of CHCs where equipment was not available
Boyles apparatus (Anaesthesia machine)	8	1 (Vanthali)	6 ⁹¹
Cardiac Monitor for OT	4	0	10 ⁹²
Ventilator for OT	3	0	11 ⁹³
Vertical High Pressure Sterilizer 2/3 drum capacity	8	1(Bhachau)	6 ⁹⁴
Shadow less lamp pedestal for minor OT	13	0	1 ⁹⁵
Gloves and dusting machines	9	0	5 ⁹⁶
Nitrous oxide cylinder 1780 ltrs. 8 for one Boyles Apparatus	7	2 (Kodinar and Vanthali)	7 ⁹⁷
EMO Machine	0	Not Applicable	All 14 CHCs
Defribillator for OT	2	0	12 ⁹⁸
Horizontal High Pressure Sterilizer	4	2 (Bhachau and Hansot)	10 ⁹⁹
Shadow less lamp ceiling track mounted	8	0	6 ¹⁰⁰
OT care/fumigation apparatus	8	0	6 ¹⁰¹
Oxygen cylinder 660 ltrs. 10 cylinder for one Boyles apparatus	10	2 (Kodinar and Vanthali)	4 ¹⁰²
Hydraulic operation table	12	0	2 ¹⁰³

⁹⁰ critical equipment means life saving equipment

⁹¹ Dungari, Hansot, Jamkalyanpur, Kodinar, Nardipur, Umalla,

⁹² Dhro1, Dungari, Hansot, Jamkalyanpur, Kodinar, Mundra, Nanapondha, Nardipur, Umalla, Vanthali

⁹³ Dhro1, Dungari, Hansot, Jambusar, Jamkalyanpur, Kodinar, Mundra, Nanapondha, Nardipur, Umalla, Vanthali

⁹⁴ Dungari, Jamkalyanpur, Kodinar, Nanapondha, Nardipur, Vanthali

⁹⁵ Jamkalyanpur

⁹⁶ Bhachau, Jamkalyanpur, Kodinar, Nanapondha, S.H Mandavi

⁹⁷ Bhachau, Dhro1, Dungari, Hansot, Jamkalyanpur, Nardipur, Umalla

⁹⁸ Dhro1, Dungari, Hansot, Jambusar, Jamkalyanpur, Kodinar, Mundra, Nanapondha, Nardipur, S.H Mandavi, Umalla, Vanthali

⁹⁹ Chandkheda, Dhro1, Dungari, Jambusar, Jamkalyanpur, Kodinar, Mundra, Nanapondha, Nardipur, Vanthali

¹⁰⁰ Dhrol, Jamkalyanpur, Kodinar, Nanapondha, Umalla, Vanthali

¹⁰¹ Dhrol, Hansot, Jamkalyanpur, Kodinar, Nardipur, Vanthali

¹⁰² Bhachau, Dhro1, Jamkalyanpur, Umalla

¹⁰³ Jamkalyanpur, Nardipur

SHS stated that details regarding period for which the equipments were not functional, its impact on services and reasons thereof were not available.

Details furnished by four CHCs (Mandavi, Bhachau, Nanapondha and Jambusar) revealed that in the absence of certain critical equipments, the OTs were being partially utilised.

As such, even after four years of implementation of NRHM, OTs were lacking in critical equipments thus depriving the beneficiaries of quality surgical services.

1.3.9.2.2 Lack of Radiological/X-ray services, Blood storage facilities and Emergency services

X-ray facilities were not available at five¹⁰⁴ out of 18 CHCs test checked. In none of the 18 CHCs test checked, blood storage facilities were available. Further, NRHM provided for availability of 24 hours emergency services in each PHC for management of injuries and accidents, first aid, stabilization of patients before referral, dog/snake/scorpion bite cases etc. by posting three staff nurses at PHCs. Out of 36 PHCs audited, 17¹⁰⁵ did not have 24 hour emergency services for treatment.

1.3.9.2.3 Shortcoming in extending of AYUSH services

One of the objectives of the scheme was to mainstream Ayurveda, Yoga, Unani, Siddha and Homeopathy (AYUSH) services through revitalizing of local traditions. The Mission aimed to provide AYUSH services in accordance with the local tradition by providing an AYUSH doctor over and above the medical officers posted at PHCs. In the six sampled districts there was shortage of 71 Medical Officers AYUSH (34 per cent) against the sanctioned strength of 210.

SHS stated that the posts were kept vacant in some PHCs as work load of in-door/out-door patients and for other national health programmes was less and that the posts would be filled in on increase in work load. The reply is not acceptable as in the absence of AYUSH Medical Officers the objective to mainstream AYUSH services through re-vitalising of local traditions would not be achieved.

1.3.10 Absence of adequate and skilled human resources

1.3.10.1 Shortfall in engagement and training of ASHAs with respect to norms of NRHM

☒ Engagement of ASHAs

Under NRHM a trained female community health worker called Accredited Social Health Activist (ASHA) was to be provided in each village in the

¹⁰⁴ Bhachau, Dungari, Nanapondha, Sutrapada and Vapi

¹⁰⁵ Aadhoi, Balada, Bhatia, Chhidra, Dabkhali, Jaliadevani, Jaspor, Junakataria, Kajanranchod, Latipur, Mota pondha, Movani, Nani tambadi, Panetha, Ran, Thareli and Vankal

ratio of one per 1000 population (or less for large isolated habitations). The ASHA was expected to act as an interface between the community and the public health system.

As against 31171 ASHAs, required to be engaged in the State as per norms till 31 March 2009, 24782 (80 *per cent*) ASHAs were engaged, leaving a shortfall of 6389 (20 *per cent*) ASHAs. Though the overall shortfall was 20 *per cent*, the vacancies of ASHAs as on 31 August 2009 in Junagadh district was to the extent of 54 *per cent*.¹⁰⁶

SHS stated that earlier the ASHA scheme was implemented in only 11 tribal districts and Junagadh district was not included in tribal area and that the directives to cover the uncovered areas in the State as per norms was given by GOI in August 2008.

The facts remains that the short fall in ASHAs would affect the expected interface between the community and the public health system.

Training of ASHAs

Scheme guidelines provide for training of ASHAs for helping to equip them with necessary knowledge and skills. The guidelines provide for Induction training of five Modules¹⁰⁷, as well as periodic trainings for skill enhancement. Out of 24782 ASHAs engaged up to 31 March 2009, only 20229, 14611, 12533 and 11331 ASHAs were provided first, second, third and fourth module training respectively. No ASHA was provided fifth module training.

SHS stated that the fifth module was received from GOI in 2008 and the process of translating it into Gujarati language was in progress. The same would be made available to the districts in 2009-10.

The fact remains that there was shortfall in providing training even in respect of modules one to four.

1.3.10.2 Non-supply of drugs kits to ASHAs

No drug kits were provided to ASHAs

The ASHAs were required to be provided with drug kits containing medicines for minor ailments, oral rehydration solution, contraceptives etc. SHS reported that kit was not provided to any ASHA during the period 2005-09 as it was not purchased due to technical objections by CMSO. In the absence of drug kits no First-Aid could be provided by the ASHAs.

1.3.10.3 Vacancies of Medical and para-medical staff

There was huge shortage of medical and para-medical staff

Details of sanctioned strength and personnel in position as on 31 March 2009 of medical and para-medical staff in the State are shown in **Appendix XXVIII**.

¹⁰⁶ Requirement 1737 and in position-800

¹⁰⁷ Module I- 7 days training programme, Module II, III, IV and V-4 days each training programme

Scrutiny revealed that vacancies of medical and para-medical staff in CHCs, PHCs and SCs in the State ranged between 12 and 100 *per cent* with reference to sanctioned strength and between 16 and 100 *per cent* with reference to Indian Public Health Standards.

SHS stated that the shortage of staff in the State was mainly due to non-availability of qualified persons and in respect of certain cadres such as Nurse and Multi-Purpose Health Worker the posts were to be filled in by the District Panchayats.

Details of vacancies of medical and para-medical staff as on 31 March 2009 in SCs and PHCs in the six sampled districts are given in **Appendix XXIX**. Scrutiny of details revealed that at PHC level, no post of Staff Nurse (Regular) and Nurse Mid Wife were sanctioned or filled in. Further, there was vacancy of 73 *per cent* in respect of contractual appointments of Staff Nurse. The posts of Laboratory Assistant and Pharmacist were vacant to the extent of 56 and 58 *per cent* respectively.

Shortage of man power in critical areas for delivery of health services had adverse consequences particularly in the absence of 174 pharmacists in PHCs in the test checked districts.

1.3.10.4 Increased vacancies in cadre of specialists in CHCs

Non-availability of specialists at CHCs resulted in the populace being deprived of specialised medical attention

As per IPHS, there should be seven specialists¹⁰⁸ in each CHC. Availability of specialists in 266 out of 274 CHCs as furnished by the SHS revealed that the seven specialists were not available in any CHC. While four specialists were available in 22 CHCs, only one specialist was available in 180 CHCs. No specialist was available in 64 CHCs as on 31 March 2009. Number of CHCs without any specialists increased from 49 (March 2008) to 64 (March 2009). The position of availability of specialists in the remaining eight CHCs was not furnished.

SHS stated that open interviews were being held every week for ad-hoc/contractual appointment of specialists but due to shortage of qualified personnel, posts could not be filled in and wherever the post of gynaecologist Class-I was not sanctioned, medical officer was trained for handling delivery services. Further, it was stated that no other plans had been formulated for increasing the capacities.

The fact remains that shortage of specialists resulted in the populace being deprived of specialised medical attention.

¹⁰⁸ 1 General Surgeon, 2 Physician, 3 Obstetrician/Gynaecologist, 4 Paediatrician, 5 Anaesthetist, 6 Public Health Programme Manager and 7 Eye Surgeon

1.3.10.5 Shortfall in training of medical and paramedical staff

There was huge short fall in training of medical and paramedical staff

One of the aims of NRHM was capacity building of human resources through skill up gradation of the medical and support personnel by imparting periodic training to them. Test check revealed non-achievement of targets set for training as mentioned in Table 4.

Table - 4

Cadre of Medical/ Paramedical staff	Target for training during 2005-09	Actual training during 2005-09	Percentage of achievement to target	Short fall	Percentage of shortfall to target
ASHA	20241	9341	46	10900	54
ANM	43800	19697	45	24103	55
Staff Nurse	1000	762	76	238	24
Medical Officer	4606	2667	58	1939	42
Programme Manager	100	95	95	5	05

1.3.11 Inefficiencies and delay in system of procurement

1.3.11.1 Violation of provision of Procurement Guidelines

Violation of provisions of procurement guidelines resulted in irregular award of printing work of Rs. 1.08 crore

SHS adopted the procurement policy laid down in Procurement Guidelines for Reproductive and Child Health (RCH) - II Project prepared by the GOI for procurement of goods and services for NRHM.

As per provisions in the Procurement Guidelines, the monetary ceiling for each contract prevailing in the State was required to be adopted for purchases under NRHM. State Government procurement policy (September 1997) envisaged that purchases above Rs.2 lakh per annum require inviting of open tenders. Scrutiny of records in SHS, however, revealed that purchases up to Rs.25 lakh were made by inviting quotations and purchases exceeding Rs.25 lakh were made through open tenders. As such, all purchases made and services obtained by SHS for amounts exceeding Rupees Two lakh and up to Rs.25 lakh, by way of quotations were irregular.

Member Secretary, SHS stated that NRHM envisages flexibility and hence broader view of ceiling of Rs.25 lakh for National Shopping (i.e. by inviting three quotations) was adopted. The reply is not acceptable as the provisions of Procurement Guidelines of RCH II clearly prescribe that State Government Rules/Policy be followed for procurement of goods and services under NRHM.

Further, more cases came to light where even contracts and purchases exceeding Rs.25 lakh were awarded without following procedure of open tenders which are discussed below:

Printing works amounting to Rs.1.08 crore for 70,500 Flip Books for ASHAs (Rs.66.27 lakh) and 50,000 Swarnim Gujarat Calendars (Rs.41.50 lakh) were awarded to M/s. Smart Graph Art Advertisement Pvt Ltd Company,

Ahmedabad and M/s. Gujarat Offset Pvt Ltd, Ahmedabad respectively (between December 2008 and March 2009) on quotations instead of inviting open tenders. This resulted in irregular awarding of printing work to the extent of Rs.1.08 crore.

Member Secretary SHS replied (May 2009) that the sanctions for the said works were accorded as per delegation of powers. Further, it was stated that the printer for printing calendar, pamphlets and stickers work relating to Swarnim Gujarat Celebration was fixed by the Department of Sports, Youth and Cultural Activities of Government of Gujarat. The reply is not acceptable since irregular procurement procedure was adopted by SHS. Furthermore, arrangement made by another department for tieing up of printing work cannot be a plea for assigning work to the same party since the approved rates were not obtained from that department and only quotations were invited.

1.3.11.2 Purchase of drugs/medicines from de-registered companies

Drugs/medicines amounting to Rs.1.45 crore were procured from two de-registered companies

Scrutiny of records of the CMSO revealed that purchase orders were placed during the years 2006-07 and 2007-08 on two companies which were de-registered by the Director General of Medical Stores (Medical Stores Organisation), GOI. A certificate was given on each bill/invoice that the goods were received as per terms and specifications of contract in acceptable condition. Placement of purchase orders on the de-registered companies resulted in irregular purchase of medicines of Rs.1.45 crore as detailed in Table 5.

Table - 5

(Rs. in crore)

Sr. No.	Name of Company	Date from which permanently deregistered	Cost of medicines/drugs purchased by CMSO during 2006-07 and 2007-08
1	M/s. Micron Pharma, Vapi	24-04-2005	1.22
2	M/s. Jacson Labs (P) Ltd., Amritsar	11-03-2003	0.23
Total			1.45

CMSO stated that the matter of de-registration of the companies was not known to them. The reply is not acceptable as proper care should have been exercised before placement of orders to these de-registered firms.

1.3.11.3 Award of contracts for printing work to black listed parties

Printing work amounting to Rs.1.44 crore was awarded to three blacklisted parties

The Commissioner of Health had black listed (April 2008) 11 parties based on the post procurement review done by SGS Netherland appointed by the World Bank for TB II Project under the Revised National Tuberculosis Control Programme in the State. The instructions were issued to all T.B. officers in the State. However, no instructions were issued to all the branches of SHS.

Scrutiny of records in SHS revealed that printing works (Booklets, Modules, Stickers, Cards etc.) for amounts aggregating Rs.1.44 crore were got executed from three¹⁰⁹ of these 11 black listed parties during 2008-09.

Member Secretary (SHS) stated (May 2009) that the printing works were carried out as per rate contracts and as per RCH II procurement guidelines. Further the black listing of parties was only for RNTCP (TB) programme and on the grounds of small lapses. The reply is not acceptable as proper scrutiny should have been carried out before placement of orders to these black listed parties. Further, barring of black listed parties should have been applied for all branches of SHS.

1.3.12 Performance Indicators

1.3.12.1 Achievement of Infant Mortality Rate, Maternal Mortality Rate and Total Fertility Rate

NRHM has prescribed national targets for reducing Infant Mortality Rate (IMR), Maternal Mortality Rate (MMR), Total Fertility Rate (TFR), Reducing Morbidity and Mortality Rate and Increasing Cure Rate of different endemic diseases covered under various national programmes.

The target of IMR, MMR and TFR and achievement there against in the State are given in Table 6.

Table - 6

Sr. No.	Particular of indicators	Target as per NRHM	Target fixed by State ¹¹⁰	Achievement
1	IMR	30 per 1000 live births by the year 2012	30 per 1000 live births by the year 2010	50 as of 2006 ¹¹¹
2	MMR	100 per 100000 live births by the year 2012	100 per 100000 live births by the year 2010	160 as of 2006 ¹¹²
3	TFR	2.1 by the year 2012	2.1 by the year 2010	2.4 as of 2006 ¹¹³

The data indicates that the State was moving towards achievement of the targets prescribed under NRHM.

1.3.12.2 Status of in-patient and out-patient cases

The effect on number of in-patient and out-patient cases is an important indicator to assess the effectiveness of various interventions under the NRHM. As per the information provided by the SHS the overall status of increase/decrease in number of patients coming to health centres for

¹⁰⁹ Dharam Printers, Honey Printers and Pathik Printers

¹¹⁰ No annual targets were prescribed by the State in annual plans

¹¹¹ Source National Family Health Survey-III (2005-06)

¹¹² Source Special Sample Registration Survey (2006)

¹¹³ Source National Family Health Survey-III (2005-06)

out-patient and in-patient services during the years 2005-09 was as shown in Table 7.

Table 7

Name of the Health centre	Year	Total number of units in the State	Out Patient		In Patient			
			Out-door patients	Increase (+)/Decrease (-) over previous year		In-door patients	Increase (+)/Decrease (-) over previous year	
				Number	Percentage		Number	Percentage
PHCs	2005-06	1072	11724176			150345		
	2006-07	1072	14245685	2521509	21.51	291616	141271	93.96
	2007-08	1073	12683952	(-)1561733	(-)10.96	207994	(-)83622	(-)28.68
	2008-09	1080	11402500	(-)1281452	(-)10.10	193581	(-)14413	(-)6.93
CHCs	2005-06	272	9620793			957444		
	2006-07	273	10472163	851370	8.85	1115482	158038	16.51
	2007-08	273	9187542	(-)1284621	(-)12.27	1095849	(-)19633	(-)1.76
	2008-09	274	9516646	329104	3.58	1214605	118756	10.84

Details of increase/decrease in out-patients and in-patients during 2005-09 in the six sampled districts are shown in **Appendix XXX**, which revealed that in PHCs out-patients increased during 2005-06 by 33 *per cent* and decreased by 20, 13 and 10 *per cent* during the years 2006-07, 2007-08 and 2008-09 respectively as compared to the earlier year. Number of in-patients in PHCs increased by 16, one and 14 *per cent* during 2006-07, 2007-08 and 2008-09 respectively.

In the CHCs of the six sampled districts, out-patients decreased by five and 18 *per cent* during 2005-06 and 2007-08 and increased by 19 and six *per cent* during 2006-07 and 2008-09 and in-patients increased by 22 and eight *per cent* during 2005-06 and 2008-09 and decreased by one and 10 *per cent* during 2006-07 and 2007-08.

Thus, it appears that the number of out-patients and in-patients did not show any improvement to indicate the effectiveness of the interventions under NRHM.

1.3.12.3 Maternal health

RCH II project aims to reduce maternal and infant mortality rates to 100 per one lakh and 30 per thousand respectively by 2010. The important services for ensuring maternal health and care inter-alia include antenatal care, institutional delivery, post natal care, referral services etc.

(a) Antenatal care

One of the major aims of the safe motherhood is to register all the pregnant women before they attain 12 weeks of pregnancy and provide them with services, such as, four¹¹⁴ antenatal check-ups, 90 or more Iron Folic Acid tablets, two doses of tetanus toxoid (TT) and advice on the correct diet and vitamin supplements and in case of complications referring them to more specialised gynaecological care.

¹¹⁴ Three antenatal check-ups were being provided in the State

 **Registration and checkups**

Status of registration and antenatal check-ups during 2005-09 provided by the State Health Society was as shown in Table 8.

Table 8

Year	Total number of pregnancies	No. of pregnant women registered	No. of registered pregnant women who received three antenatal check-ups (percentage)
2005-06	1480000	1390861	1008594 (73)
2006-07	1471500	1365461	961302 (70)
2007-08	1500800	1370588	952414 (69)
2008-09	1490300	1310964	963285 (73)

Percentage of registered pregnant women who received three antenatal check-ups ranged between 69 and 73. The number of pregnant women registered at any health center indicated a decreasing trend from 13.91 lakh in 2005-06 to 13.11 lakh in 2008-09.

In six test checked districts the average percentage of pregnant women who received three antenatal check-ups varied between 18 and 25 during 2005-09 (**Appendix XXXI**).

 **Iron Folic Acid Administration**

There was short fall in Iron Folic Acid administration to pregnant women during 2008-09

Anaemia, haemorrhage, sepsis, toxæmia, tetanus and obstructed labour were the main cause of maternal deaths. Anaemia is considered as leading cause of maternal mortality and is an aggravating factor to haemorrhage, sepsis and toxæmia. The RCH II programme, therefore, emphasised Iron Folic Acid (IFA) administration for pregnant women. Prophylaxis against nutritional anaemia in a pregnant woman requires a daily dose of large Iron Folic Acid tablets for a period of 100 days. As per information provided by the State Health Society, the details of pregnant women provided with 100 days of IFA tablets were as shown in the Table 9.

Table - 9

Year	No. of pregnant women registered	No. of registered pregnant women who received 100 days of IFA tablets (percentage)
2005-06	1390861	982548 (71)
2006-07	1365461	1351706 (99)
2007-08	1370588	1228915 (90)
2008-09	1310964	577083 (44)

Details of Iron Folic Acid Administration to pregnant women during 2005-09 in the six sampled districts are shown in **Appendix XXXII**. Scrutiny revealed that in Junagadh and Kachchh districts, the percentage of pregnant women who were administered IFA tablets (with reference to the pregnant women

registered) decreased during 2005-09 from 141 to 87 and 93 to 74 respectively. In Gandhinagar district it decreased from 98 to 82 *per cent* during 2006-09. Percentage of IFA administration to pregnant women was 68 in Valsad district during 2006-07 and 2007-08 and in Bharuch district 67 and 48 in 2006-07 and 2007-08 respectively. The IFA administration in the State and in the sampled districts indicated a decline.

Tetanus Toxoid Immunisation (TTI)

Two dosages of tetanus toxoid have been prescribed for all pregnant women to immunise the mothers and neonates from tetanus.

As per SHS, 13.24 lakh, 13.06 lakh, 12.64 lakh and 12.02 lakh women were fully immunised from tetanus during the years 2005-06, 2006-07, 2007-08 and 2008-09 against the target of 14.80 lakh, 14.72 lakh, 15.01 lakh and 14.90 lakh respectively. The shortfall in achievement ranged between 11 *per cent* (2005-06 and 2006-07) and 19 *per cent* (2008-09) in the State.

Scrutiny of six sampled districts (**Appendix XXXIII**) revealed that the percentage of pregnant women who were administered TT doses during the years 2005-09 in Jamnagar, Junagadh, Kachchh, Valsad and Bharuch districts ranged between 83 and 93, 91 and 97, 79 and 108, 83 and 102 and 89 and 103 respectively. In respect of Gandhinagar the TTI during 2006-09 ranged between 77 and 91 *per cent*.

(b) Institutional delivery care

The achievement of annual targets for Institutional Delivery ranged between 63 and 82 per cent

An important component of the RCH II programme was to encourage mothers to undergo institutional deliveries.

The target of institutional delivery in the State was 11.92 lakh, 12.01 lakh, 11.82 lakh and 10.28 lakh during 2005-06, 2006-07, 2007-08 and 2008-09 respectively. Against the targets set, the total institutional deliveries were 7.54 lakh (63 *per cent*), 8.12 lakh (68 *per cent*), 9.20 lakh (78 *per cent*) and 8.43 lakh (82 *per cent*) during the four years.

The targets and achievements of institutional deliveries during the period 2005-09 in the six sampled districts are detailed in **Appendix XXXIV**. The data revealed that the overall percentage of institutional deliveries increased from 50 *per cent* (2005-06) to 73 *per cent* (2008-09) though the annual targets set were not achieved (except in Bharuch district for 2008-09).

1.3.12.4 Immunisation and child health

Strengthening of services to improve child survival is one of the major components of the RCH II programme. This mainly focuses on preventive aspects such as control of vaccine preventable diseases, diarrhoea, and acute respiratory infection among infants and children under five years of age.

Routine Immunisation

The immunisation of children against six preventable diseases, namely tuberculosis, diphtheria, tetanus, polio and measles has been the cornerstone of routine immunisation under universal immunisation programme.

Scrutiny of targets and achievements of Routine Immunisation during 2005-09 in the State (**Appendix XXXV**) revealed that percentage achievement of full immunisation against the target fell from 88 in 2005-06 to 79 in 2008-09. Similarly, percentage of achievement as against the targets for Diphtheria and Tetanus (DT) , Tetanus Toxoid (TT) (16 Years) and TT (10 Years) decreased from 79 to 53, 94 to 54 and 74 to 59 respectively during the period 2005-09, thus increasing the chances of children being vulnerable to these diseases.

The targets and achievements of routine immunisation during the period 2005-09 in the six sampled districts (**Appendix XXXVI**) revealed that the achievement against targets for DT and TT (10 years) during the period 2005-09 decreased from 84 to 63 *per cent* and from 82 to 64 *per cent* respectively.

Pulse Polio Immunisation

The annual targets for Pulse Polio Immunisation was achieved during the period 2005-09

The Pulse Polio Immunisation was launched under RCH II project to eradicate polio and ensure zero transmission by the end of 2008. The year wise details of polio cases in the State were as given in Table 10.

Table - 10

Year	No. of new polio cases	No. of children given polio drops(figures in lakh)		
		Target	Achievement	Percentage of Achievement
2005-06	1	190.73	190.81	100
2006-07	5	482.52	486.17	101
2007-08	0	246.66	248.46	101
2008-09	0	167.38	168.92	101

There was no new case of polio reported during the years 2007-08 and 2008-09 and the achievement of pulse polio immunisation in the State exceeded the target during the years 2005-09. Reasons for higher achievements were stated by SHS to be due to coverage of migrant population from other States and possible inclusion of children above five years of age.

1.3.12.5 Family planning

The RCH II has launched a number of initiatives under the family planning and continued prevailing methods to achieve the goal of population stability through reduction of total fertility rate to replacement level of 2.1 by 2012. Family planning includes terminal method to control total fertility rate and spacing method to improve couple protection ratio.

(a) Terminal method

Vasectomy constituted a meagre 2.92 per cent of the total sterilisations during the period 2005-09

The terminal method of family planning includes vasectomy for male and tubectomy for female. The status of target and achievement in various terminal methods in the State during 2005-09 was as shown in Table 11.

Table - 11

Year	Target	Achievement						
		Vasectomy		Tubectomy		Laparoscopic		
		No.	Percent-age	No.	Percent-age	No.	Percent-age	
2005-06	327000	1446	0.52	135129	48.20	143759	51.28	280334
2006-07	341000	1032	0.39	129093	48.25	137424	51.36	267549
2007-08	354794	20646	6.66	137678	44.40	151740	48.94	310064
2008-09	350000	11530	3.55	153973	47.36	159604	49.09	325107
Total	1372794	34654	2.92	555873	46.99	592527	50.09	1183054

The proportion of vasectomy to the total sterilisations was only *2.92 per cent* during the period 2005-09. About *47 per cent* of sterilisations were tubectomy and this is a manifestation of the gender imbalance that plagues the programme.

The proportion of vasectomy and tubectomy to the total sterilisations in the six sampled districts was only 3 and *26 per cent* respectively during the period 2005-09 (**Appendix XXXVII**).

(b) Spacing methods

Oral pills, condoms and inter uterine device insertion are the three prevailing spacing methods of family planning to regulate fertility and promote couple protection ratio. The year wise details on target and achievement of use of spacing contraceptives in the State were as shown in Table 12.

Table - 12

Year	Oral pills cycle		IUD insertion		Distribution of condom	
	T	A	T	A	T	A
2005-06	253000	244559	494000	466230	1173000	1004331
2006-07	274300	237472	566000	464484	1159600	1082994
2007-08	288000	296014	592696	494529	1217600	1224263
2008-09	288000	275258	611950	591564	1295951	1197145
Total	1103300	1053303	2264646	2016807	4846151	4508733

Among the total spacing method users (7578843), around *59 per cent* accounted for condom users and 14 and *27 per cent* accounted for oral pills and IUD users respectively.

1.3.12.6 National Programme for Control of Blindness (NPCB)

The NPCB aimed to reduce prevalence of blindness cases to *0.8 per cent* by 2007 through increased cataract surgery (46 lakh by 2012), school eye screening and free distribution of spectacles, collection of donated eyes and creation of donation centres and eye-banks.

(a) Cataract operation performance

Cataract operations performed by Government sector averaged only 9 per cent during 2005-09

Cataract operations (catOps) are performed by Government doctors in Government hospitals, by NGOs and private practitioners in clinics and eye camps. Details of cataract surgery performed in the State are as given in Table 13.

Table -13

Year	Performance of catOps in Government sector		Performance of catOps by NGOs		Performance of catOps by private practitioners and others		Total catOps
	Number	Percentage to total	Number	Percentage to total	Number	Percentage to total	
2005-06	55135	10	195757	36	297340	54	548232
2006-07	59010	10	210228	34	341720	56	610958
2007-08	61081	9	233729	36	349579	55	644389
2008-09	55399	7	278811	38	409949	55	744159
Total	230625		918525		1398588		2547738

The government sector achieved only seven to ten *per cent* of the total catOps between 2005-06 and 2008-09.

(b) Refractive error and free distribution of spectacles

The programme envisaged training of teachers in government and government aided schools, for screening refractive errors among students and free distribution of spectacles to the students having refractive errors.

During 2005-06, 2006-07, 2007-08 and 2008-09, 43980, 38297, 75862 and 150832 spectacles were issued against the total detection of 40585, 39574, 82989 and 187412 cases of refractive errors respectively.

The number of free spectacles issued did not correspond to the students having refractive error.

(c) Eye banks

The performance of eye banks in Government and voluntary sectors was as shown in Table 14.

Table -14

Year	No. of eyes			
	Donated	Utilized	Transferred to other bank	Used for research
<i>Government sector</i>				
2005-06	1418	488		930
2006-07	1550	508		1042
2007-08	1484	435		1049
2008-09	1418	448		970
Total	5870	1879 <i>(32 per cent)</i>		3991
<i>Voluntary sector</i>				
2005-06	4431	1562	2630	239
2006-07	4601	1668	2604	329
2007-08	5888	1680	3861	347
2008-09	5050	1597	3135	318
Total	19970	6507	12230	1233
Grand Total	25840	8386	12230	5224

It is evident from the table that the percentage of eyes actually utilised under government sector was 32, which was less than those by voluntary sector.

1.3.12.7 Revised National Tuberculosis Control Programme (RNTCP)

The main objective of the RNTCP was to diagnose as large a number of cases as possible by detecting at least 70 *per cent* cases and to ensure cure rate of at least 85 *per cent* of smear positive cases through Direct Observed Treatment Short Course (DOTS).

Targets and achievements under RNTCP

The achievement under RNTCP exceeded the annual targets fixed for detection as well the cure rate of 85 *per cent*

The year wise details of targets and achievement under the RNTCP regarding sputum examination and case detection are as shown in Table 15.

Table - 15

Year	Sputum examination			Detection of new Sputum Positive Cases		
	Target	Achievement		Target	Achievement	
		No.	Percentage		No.	Percentage
2005-06	328860	348473	106	30688	33601	109
2006-07	333600	347676	104	31136	34856	112
2007-08	338400	385332	114	31584	35375	112
2008-09	342600	388774	113	31976	35405	111

The achievements were higher than the annual targets prescribed during 2005-09.

The cure rate of TB patients ranged between 86 and 87 *per cent* in the State during 2005-09.

1.3.12.8 National Vector Borne Disease Control Programme (NVBDCP)

The NVBDCP aims to control vector borne diseases by reducing mortality and morbidity due to malaria, filaria, kala azar, dengue, chikungunia and japanese encephalitis in endemic areas through close surveillance, controlling breeding of mosquitoes, sand fly etc. through indoor residual spray of larvicides and insecticides and improved diagnostic and treatment facilities at health centres.

(a) Annual Blood Examination Rate (ABER) and Annual Parasitic Incidence (API) for malaria

The programme stipulated to achieve ABER of 10 *per cent* and API of less than 0.5 per thousand for the country. The ABER was 19.9, 19.6 ,16.4 and 15.35 per cent and API was 3.2, 1.6, 1.2 and 0.87 per 1000 in the State during the years 2005, 2006, 2007 and 2008 respectively.

(b) Incidence of vector borne diseases

Details of mortality due to various vector borne diseases in the State during 2005-08 are given in **Appendix XXXVIII**.

Deaths due to Malaria had decreased substantially during 2005-08. Though the incidences of Dengue had increased substantially during 2008, the number of deaths decreased from 11(2005) to two (2008).

1.3.12.9 National Leprosy Elimination Programme (NLEP)

The NLEP aimed to eliminate leprosy by the end of 11th plan. It also aims to ensure leprosy prevalence rate to less than one per thousand.

Details of total number of new leprosy cases and prevalence rate in the State during 2005-09 were as shown in Table 16.

Table - 16

Year	New cases detected	Prevalence rate
2005-06	6399	0.73
2006-07	7652	0.76
2007-08	7228	0.82
2008-09	7581	0.74

1.3.12.10 National Iodine Deficiency Disorder Control Programme (NIDDCP)

The NIDDCP aims to control iodine deficiency disorder through production and distribution of iodised salt, analysis of salt samples and analysis of urinary iodine excretion etc. Details of salt samples tested and urinary excretions analysed in the State during 2005, 2006, 2007 and 2008 were as shown in Table 17.

Table - 17

Year	Number of salt samples tested	Number of urinary excretions analysed	
		Target	Achievement
2005	693810	480	929
2006	655725	480	262
2007	669253	480	359
2008	774161	480	958

Against the annual target of 480 samples for urine analysis, number of samples analysed were less than the requirement during the years 2006 and 2007.

1.3.13 Monitoring and Evaluation

The Mission Document provided for Health Management Information System (MIS) to be developed up to CHC level, and web-enabled for citizen's scrutiny. Though the State developed a web-based Information System up to PHC/CHC level, however, it was not enabled for citizen's scrutiny. Mission Document provided for external evaluation through Professional bodies/ NGOs. The Additional Director at the State Commissionerate stated that RCH programme had been reviewed (July-August 2008) by "Taleem", an external agency. The reply is not acceptable as it was not an evaluation of NRHM.

1.3.14 Conclusion

Village and block level health plans were not prepared as a result of which, these could not be consolidated into the District Health Action Plan as was mandated. Delay in submission and approval of the PIP hampered the implementation of the annual action plan. Facility survey was not carried out for any SC. Operation theatres were not having critical equipments despite passage of four years of NRHM. System of procurement was defective as purchase procedures for inviting open tenders were not followed and purchases made from de-registered and black listed firms. Untied fund and maintenance grant were not released to RKSs at 72 and 273 CHCs during 2005-06 and 2006-07 respectively. There were huge vacancies of para-medical staff. Specialists were not provided to CHCs as per IPHS. The State was moving towards achieving the mile-stone targets for IMR, MMR and TFR. There was decline in the pregnant women registered at any health centres in the State. Iron Folic Acid administration during 2008-09 to pregnant women registered had fallen sharply. The percentage of Vasectomy to total sterilization performed was a meagre 2.92.

1.3.15 Recommendations

- ☞ Facility survey should also be extended to SC level so as to assess gap in infrastructure facilities. Preparation of action plans should be made mandatory at village and block level so as to make District Health Action Plan comprehensive and accurate.
- ☞ Adherence to mile stones prescribed in NRHM in process of approval of programme implementation plan should be strictly ensured and monitored at appropriate level.
- ☞ To strengthen functioning of RKS, timely release of Untied Fund and Maintenance Grant should be ensured so that the ultimate objective of providing services to the beneficiaries is achieved.
- ☞ Gaps in availability of critical facilities and equipment in Operation Theatres and diagnostic services should be bridged at the earliest.
- ☞ Procedure for procurement prescribed under NRHM should be adhered and for this necessary instructions may be issued to all field formations besides regular updating of de-registered and black listed firms and their timely circulation.
- ☞ Women and child health care and family planning programmes require strengthening.
- ☞ Substantial posts of doctors and nurses for providing essential medical services are required to be filled in on priority.

Report was issued to the Secretary to Government of Gujarat, Health and Family Welfare Department (July 2009), reply thereto was awaited.

CHAPTER II

AUDIT OF TRANSACTIONS

2.1 Infructuous/wasteful expenditure and overpayment

PANCHAYATS, RURAL HOUSING AND RURAL DEVELOPMENT DEPARTMENT

2.1.1 *Infructuous expenditure*

Lack of monitoring of a development programme and ad hoc payment of the first installment of assistance to the NGOs resulted in non-completion of the programme and infructuous expenditure of Rs.80.81 lakh.

Government of India (GOI) launched (2003-04) Rashtriya Sam Vikas Yojana (RSVY). The programmes under RSVY were to be implemented by Rural Development Department through District Rural Development Agency (DRDA). The scheme was intended to improve living conditions of beneficiaries who were selected on the basis of their position in BPL index of 0-16. GOI was to provide grant of Rs.15 crore per year for three years. Panchmahal (Godhra) district being a tribal district of the State was selected under RSVY on the basis of index of backwardness. The District Plan of Panchmahal district approved (March 2006) by GOI, included setting up orchard plantations in 0.20 Ha pieces of land called Wadi with local drip and traditional irrigation facilities. BPL families were to be provided good quality mango, amla, drumstick, lemon plants etc. and given training for nurturing the wadi. The project envisaged plantation of 43 plants per Wadi. A unit cost of Rs. 10000 per Wadi was fixed and it was decided to cover 10000 BPL families. The expenditure was to be shared in the ratio of 50:50 between the Central Government and the beneficiaries. DRDA, Godhra decided (August 2006 and October 2006) to develop 4790 Wadis¹ and awarded the work to three Non-Governmental Organizations² (NGOs). The NGOs were required to identify the beneficiaries on the basis of the lists of BPL families finalized by Government and were required to produce photographs, videos and documentation before commencement of work. They were to submit forms which included inter-alia information regarding the beneficiaries identified, details of land holdings of beneficiaries and their ranking in the BPL index. As per administrative approval (August 2006) the organizations were responsible to complete the work in four years and the payment was to be made in three annual installments³ after verification of

¹ 2790 wadis in August 2006 and 2000 wadis in October 2006

² Mahatma Gandhi Pratisthan, Dahod (2338), Samanvay Resources Centre, Devgadh Baria (378) and Eklavya Adijati Vikas Mandal, Dahod (2074)

³ Rs. 3750 per wadi in the first year, Rs. 750 per wadi in the second year and Rs.500 per wadi in the third year

the actual progress achieved. In case of non completion of preliminary work such as selection of BPL families, submission of layout plans, obtaining approval from local panchayat committee, providing water facilities, pesticides, fertilizers, training etc. in time by the NGOs or the work not being carried out satisfactorily, the work was to be cancelled.

Audit scrutiny of records (February 2009) of DRDA, Godhra revealed that on a request from NGOs appointed for the work, DRDA, Godhra released 50 *per cent* of the amount of first installment on *ad hoc* basis for purchase of implements, plants, fertilizers and pesticides to complete the preliminary work: Rs. 45.23 lakh (October 2006) and Rs.44.58 lakh (December 2006) against first installment (Rs. 1.80 crore). DRDA, Godhra took up verification (December 2007) of forms submitted by NGOs and also sent verification teams for on-spot inspection (February 2008) of Wadis. Then a third party inspection was also conducted by Institute of Rural Management, Anand (IRMA), whose report (May 2009) revealed that out of targeted 4790 Wadis for which advance ad hoc payments were made by DRDA to three NGOs, 4710 (98 *per cent*) forms were received. During physical verification of Wadis it was observed that no plantation was set up in 1635 Wadis and in respect of 3155 Wadis fertilizers, pesticides, enough plants, training and water facilities were not provided by the NGOs. The value of work done by NGOs was assessed at Rs. 9 lakh (Approx.) leaving an amount of Rs. 80.81 lakh to be recovered from them.

In response to an Audit observation, DRDA, Godhra replied (February 2009 and April 2009) that payment of assistance on *ad hoc* basis was made to avoid adverse effect on preliminary works to be carried out by the NGOs and to avoid loss of Central assistance and that further assistance to defaulting NGOs was withheld and notices for recovery of assistance released were served on the three NGOs in June 2008 for Rs.22.57 lakh.

The DRDA failed to monitor the work of the implementing agencies, exercising timely check on the number of forms submitted by the NGOs or in their completeness and to carry out spot verification to assess the progress of the work. This resulted in the expenditure of Rs.80.81 lakh being rendered infructuous and the envisaged community development work remained unrealized, thus depriving the intended beneficiaries of improvement in their living conditions.

Government stated (July 2009) that detailed field verification had since been entrusted to IRMA. The report submitted (May 2009) by IRMA pointed out serious irregularities and deficiencies in the work carried out by the three NGOs and failure to comply with the conditions governing the sanction of grants to them. As a result criminal complaints were lodged (May 2009) against the NGOs and recovery notices were issued to the three NGOs for a further amount of Rs.58.23 lakh (May 2009). Thus, an amount of Rs.80.81 lakh was required to be recovered from the three NGOs.

2.2 Violation of contractual obligations/undue favour to contractors

NARMADA, WATER RESOURCES, WATER SUPPLY & KALPSAR DEPARTMENT

2.2.1 Undue financial aid to contractor

Release of excess amount in violation of contractual obligation resulted in undue aid of Rs.1.67 crore to the contractor.

Executive Engineer, Public health works division, Nadiad (Division) of Gujarat Water Supply & Sewerage Board (GWSSB) awarded (November 2006), a work of Designing, Constructing and Maintenance of Kapadvanj South group water supply scheme⁴ on turn-key basis to M/s IVRCL infrastructure Project Ltd., Hyderabad at a tendered cost of Rs.28.75 crore. The work order was issued (November 2006) with stipulated period of completion of 12 months (29 October 2007).

As per agreement, the agency was entitled for payment at 60/65 *per cent*⁵ of value of pipes on its receipt at site and up to 75/80 *per cent*⁶ when work on laying, lowering, jointing etc. is completed.

Scrutiny of records (July 2008) of the division revealed that the agency brought 3.90 lakh RMT of various types of pipes⁷ at the site up to January 2007 and the agency was paid (January 2007), 60/65 *per cent* of value of pipes amounting to Rs.7.04 crore. The agency requested (March 2007) the Superintending Engineer (SE) for release of further 15 *per cent* payment for pipes brought to site due to blockage of agency's funds on procurement of pipes. SE submitted (March 2007) the proposal to the Chief Engineer (CE), GWSSB for approval. The proposal was, however, not approved by the CE (July 2008). Audit scrutiny revealed that without waiting for the approval of the CE and without any contractual obligation, SE released (March 2007) further payment of Rs.1.67 crore (additional 15 *per cent* of value of pipes beyond contractual obligation), though the work of lowering, laying and jointing of pipes was not executed by the agency. Thus, release of Rs.1.67 crore without contractual obligation resulted in undue financial aid to the contractor.

On being pointed out in audit (July 2008), the SE replied that there was a gap of 22 months between invitation of tender and finalization of contract and during this period there was huge increase in the basic price of raw material of steel and PVC pipes. Though the contractor had accepted the bid, he was facing financial crisis and in order to complete the project in time, the rate of payment of pipes brought to site was revised in the larger interest of the work. Further, it was stated that the project was nearing completion and payment made at higher rate stood adjusted. The reply of

⁴ Covering population of 1,88,000 in 67 villages and 135 hamlets

⁵ 60 *per cent* of tendered rate in respect of MS pipes and 65 *per cent* of tendered rate in respect of other pipes

⁶ 75 *per cent* of tendered rate for MS pipes and 80 *per cent* of tendered rate for other pipes

⁷ MS, PVC, HDPE and AC pipes

SE was not acceptable as he was under no contractual obligation to make further payment without completion of the prescribed stage of work. The work also could not be completed within the stipulated period and the same was in progress as of April 2009.

When reported, Government replied (May 2009) that for the total pipes of all sizes supplied (4,08,564.22 Rmt) up to September 2007, payment was made as per revised payment schedule and pipes to the extent of 3,34,528.7 Rmt have already been laid. The excess payment of Rs.56.44 lakh has been recovered from the Running Account bills. It further stated that the payment made to the agency for the material brought at site in excess of the rate specified in the schedule of payment was in the larger interest of the progress of the project. The reply is not acceptable as the recovery of Rs.56.44 lakh being excess payment in respect of pipes not laid itself indicated that payment was made without any contractual obligation. Further, no larger interest of the progress of the project was served as work was still in progress (April 2009).

2.3 Avoidable/excess/unfruitful expenditure

AGRICULTURE AND CO-OPERATION DEPARTMENT

2.3.1 *Avoidable payment of interest*

Delay in deciding reimbursement of loss in excess of Rs.25 crore to GUJCOT resulted in avoidable payment of interest of Rs.1.99 crore.

With a view to protect the financial interest of the cotton growing farmers by ensuring a reasonable price for their produce, Government decided (March 1999) to implement a scheme for purchase of cotton from farmers at remunerative price through Gujarat State Co-operative Cotton Federation Ltd. (GUJCOT), Ahmedabad. The Scheme *inter alia* provided that GUJCOT would sell the cotton in such a way so as not to suffer loss. However, if GUJCOT suffered loss on sale of cotton, the State Government agreed to reimburse/bear a maximum loss to the extent of Rs.25 crore.

Audit scrutiny of the records of the Director of Agriculture, Gandhinagar (July 2008) revealed that GUJCOT suffered a loss of Rs.29.69 crore in trading of 2,58,041 cotton bales⁸. Against this, Government paid Rs.24.96 crore between August 1999 and March 2000 along with service charge of Rs.1.48 crore. GUJCOT submitted from time to time⁹ proposals to Government for release of funds to meet the loss in excess of Rs.25 crore. Government, however, decided in February 2007 to release the balance amount of loss of Rs.4.73 crore and interest of Rs.1.99 crore¹⁰ due for the period from April 2000 to March 2006.

⁸ Between March 1999 and June 1999

⁹ 27 July 2000, 30 July 2001 and 22 March 2003

¹⁰ Calculated at seven *per cent* simple interest on Rs.4.73 crore for six years

Thus, delay on the part of Government to release the amount of loss resulted in avoidable expenditure of Rs.1.99 crore on account of interest.

On this being pointed out, the Director of Agriculture replied (July 2008 and January 2009) that the decision of payment of compensation in excess of Rs.25 crore was taken by State Government though not agreed to by the Directorate and as such the reasons for delay were not available with them. Government stated (February 2009) that it had rejected the claim upto February 2006 but GUJCOT continued to press Government for reimbursement of the loss along with interest. Further, it was stated that the limit of Rs.25 crore was considered for two lakh bales. However, the procurement process of cotton remained operative till May 1999. By the time Government instructed (June 1999) GUJCOT to stop the procurement; GUJCOT had procured additional 58046 bales beyond approved two lakh bales. As the procurement operation by GUJCOT was in the interest of farmers and it had borrowed finance to meet working capital, Government decided as a special case to reimburse the loss with interest. The reply is not acceptable as Government was aware of the reasons as early as July 2000. Thus, the failure of Government to decide the payment of compensation in excess of Rs.25 crore in time resulted in payment of interest of Rs.1.99 crore for six years which could have been avoided.

When reported, Government while accepting the audit point, stated (April 2009) that it took time to take a view on the issue and take a final policy decision. No justification has, however, been given for the delay of six years in revising the limit of Rs.25 crore. Delay in the decision resulted in avoidable payment of interest of Rs.1.99 crore.

NARMADA, WATER RESOURCES, WATER SUPPLY AND KALPSAR DEPARTMENT

2.3.2 Unfruitful expenditure on a water resource project

Due to delay in acquisition of land, expenditure of Rs.13.48 crore incurred on Phophal II Water Resources Project to provide irrigation to 1704 hectares of land remained unfruitful.

With a view to provide irrigation to 1704 hectares of land in seven villages of Jamnagar and Rajkot Districts, Government accorded (22 November 1996) administrative approval to Phophal II Water Resources Project (Project) with a lined canal system consisting of Right Bank Main Canal (RBMC) of 5.94 kms having three minors. The project costing Rs.14.61 crore was expected to be completed by March 2003.

Scrutiny of records (April 2008) of the Executive Engineer, Irrigation Division, Rajkot revealed that the work on main head work (dam) commenced in June 1997 by Rajkot Irrigation Project Division and was completed at a cost of Rs.4.22 crore in June 2000. The work for construction of 5.94 km

long RBMC and one of its minors was taken up in January 2000, but the alignment of RBMC from chainage 2289 to 5158 was changed and one minor was dropped in June 2001 on account of the demand from the farmers with the result that the contractor was relieved from the work (May 2002). By this time, about 70 *per cent* of the canal system was completed. Though the main canal was not fully operational due to non-construction of the canal section from chainage 2289 to 5158 metres, the project was treated as completed and handed over to the Executive Engineer, Irrigation Division, Rajkot in June 2005. Upto March 2005, expenditure of Rs.13.14 crore had been incurred on the project constituting 90 *per cent* of the original project cost. Against 1704 hectares of land to be covered under irrigation, 570 hectares (33 *per cent*) only could be covered by then.

Audit scrutiny further revealed that, though the new alignment from chainage 2289 to 5158 was approved in June 2001, the Irrigation Project Division, Rajkot did not make any progress in acquiring land for the purpose before handing over the project to Irrigation Division for operation in June 2005. The land required as per the new alignment was acquired only in 2008. Reasons for the delay, though called for, were not intimated (May 2009).

Further, when the dam was filled up in the monsoon of 2005, leakages were noticed near the wing wall on the right side of the dam and also on the left side downstream training wall, due to poor quality of work done. No irrigation was possible as the reservoir was empty thereafter. Rectification work was carried out at a cost of Rs.0.34 crore (December 2008).

Thus, the project originally expected to be completed by March 2003 and to provide irrigation to 1704 hectares of land could not yield any fruitful result even after an expenditure of Rs.13.48 crore due to delay in acquisition of land.

On being pointed out, Government replied (May 2009) that work of canal system was under progress and was planned to be completed in 2009-10 for creating the full irrigation potential of 1704 hectares. The reply, however, was silent about the delay of seven years in acquiring the land.

URBAN DEVELOPMENT AND URBAN HOUSING DEPARTMENT AND REVENUE DEPARTMENT

2.3.3 Unfruitful expenditure on a housing project

Delay in providing water supply facilities to the dwelling units resulted in unfruitful expenditure of Rs.7.37 crore.

Under the Chief Minister's 15 point programme, Government decided (November 1998) to construct dwelling units for the urban economically weaker sections of the society. As per the revised guidelines issued by Government (October 1999), the houses were to be constructed by the Municipal Corporations, Gujarat Housing Board (GHB), Gujarat Slum

Clearance Board and Urban Development Authorities by obtaining loan from HUDCO for which GHB was designated as the nodal agency. Government also decided to grant a subsidy of Rs.4000 per unit during 1998-99 and Rs.5000 per unit thereafter to the executing agencies. Fifty *per cent* of the amount was payable on approval of the project and the remaining 50 *per cent* on receipt of completion report certificate from GHB. Accordingly, GHB approved (April 2000) in the first phase, construction of 1819 dwelling units estimated to cost Rs.7.51 crore, out of 3073 units costing Rs.15.36 crore planned to be constructed at Nari village on the outskirts of Bhavnagar Municipal limits. However, based on the demand, 1812 units were constructed at a cost of Rs.6.80 crore in July 2001. GHB collected Rs.94.44 lakh from the beneficiaries as first installment and also received subsidy of Rs.90.60 lakh from Government.

Scrutiny of records of Collector, Bhavnagar (September 2008) and Estate Manager, GHB, Bhavnagar (December 2008) revealed that the authorities were aware that the site had no source for drinking water and Collector, Municipal Commissioner and Gujarat Water Supply and Sewerage Board (GWSSB) were to jointly identify a suitable source for providing drinking water to the colony. Further, as seen from the minutes of the meeting (16 June 1999) convened by the Hon'ble Minister, Water Supply and Urban Housing to discuss the implementation of the scheme, it was decided that the Collector, Bhavnagar would oversee and ensure providing water supply to the colony when the construction work was completed by GHB.

On completion, GHB fixed (May 2002) the hire purchase price as Rs.52,000 per unit to be paid in thirteen years at the rate of Rs.575 per month. As per GHB, the units were ready for allotment in July 2003 and though it was decided to allot the units at Rs.24,990 per unit on one time payment basis, the beneficiaries declined to take over possession as the colony was not provided with drinking water facility.

It was further noticed that the Mahi Pipeline Project for supplying drinking water to Bhavnagar, expected to be ready by December 2000 was identified as the source to provide water supply to the colony. The pipeline was ready by October 2004, but due to opposition from the villagers, water supply to the colony could not be arranged. Finally, it was decided (February 2005) to lay a pipeline from Maleshree river by GWSSB for which GHB paid Rs.35 lakh to GWSSB in September 2007. However, water supply to the colony was made available only by September 2008 for which GWSSB incurred an expenditure of Rs.56.71 lakh. Since the beneficiaries were demanding reduction in the cost, the units remained un-allotted. GHB resolved (17 October 2008) to reduce the price of the houses to Rs.22,490 per unit for 911 units and Rs.17,000 per unit for 901 units respectively. Government's approval to this proposal was awaited (July 2009).

Thus, non synchronization of the work of providing drinking water facilities to the dwelling units with various authorities rendered expenditure of Rs.7.37 crore unfruitful with the result that the very purpose of providing low cost dwelling units to the urban poor could not be achieved even after a lapse of eight years.

On being pointed out, the Collector, Bhavnagar replied (September 2008) that due to high price of dwelling units and non-availability of water facilities, the houses remained un-allotted.

When pointed out, Government while confirming and accepting the factual position added (August 2009) that sufficient efforts were made by Government, Collector Bhavnagar, GHB and GWSSB to provide water supply to the scheme, but circumstances beyond their control like public agitation delayed providing water supply to the dwelling units.

2.4 Idle investment/idle establishment/blockage of funds

EDUCATION DEPARTMENT

2.4.1 Blocking of Government fund

Due to adoption of unrealistic estimates by Gujarat Council of Educational Research and Training and delay in construction, funds aggregating Rs. 5.78 crore remained blocked.

The National Policy on Education (1986) envisaged creation of sound institutional infrastructure for in-service and pre-service training of elementary and secondary school teachers. As a part of this policy, Gujarat Council of Educational Research and Training (GCERT) acting as a nodal agency for the State, decided (August 2004) to construct hostel buildings within the campus of the District Institute of Educational Training (DIETs). The work of construction of hostel buildings was entrusted (November 2004) to Gujarat Council of Primary Education (GCPE).

Scrutiny of records of the department (December 2008) revealed that Rs.1.50 crore was provided by Government of India for construction of Administrative buildings/establishment bloc/staff quarters and hostel buildings. GCERT made another proposal (December 2004) to the State Government (GOG) for additional demand of Rs. two crore for four hostel buildings based on the plans/estimates prepared (April 1999) by the State Roads & Buildings Department on the lines of newly constructed hostel building at DIET, Bhuj at a unit cost of Rs 54.55 lakh for 160 inmates. State Government while accepting the demand as new service under Plan heads for the year 2004-05 accorded administrative approval (March 2005) for strengthening and upgrading of five¹¹ hostel buildings. Approval was accorded (November 2006) to construct /upgrade four¹² hostel buildings under second phase and funds aggregating to Rs 5.78 crore¹³ (for nine hostel buildings) were placed at the disposal of GCPE (implementing agency)between 20 May 2005 and 13 February 2008. Scrutiny in audit revealed that though funds were

¹¹ Bharuch, Bhavnagar, Dangs, Gandhinagar and Kachchh-Bhuj

¹² Ahmedabad City, Anand, Dahod and Mehsana

¹³ Rs. 0.15 crore (May 2005), Rs. 1.00 crore (January 2006), Rs. 1.85 crore (January 2006), Rs. 0.55 crore (April 2006), Rs. 1.00 crore (February 2007), Rs. 0.23 crore (February 2007) and Rs. 1.00 crore (February 2008)

available, work had not commenced (December 2008) and funds were lying with GCPE.

When pointed out, Project Engineer, GCPE stated (December 2008) that the reason for delay in preparation of building plans was due to non response from the Director, GCERT and the Principal of the concerned DIETs to furnish the requirements which were to be incorporated in the building plans. It was further stated that revised plans/estimates at a unit cost of Rs.1.73 crore were submitted to GCERT in November 2007. Audit also observed that the revised plans /estimates were submitted to GOG in May 2008 and sanction for same is still awaited (July 2009).

Thus adoption of unrealistic estimates and delay in submission of proposal by GCERT resulted in blockage of Rs 5.78 crore.Besides, the objective of providing sound institutional infrastructure for training as envisaged in the National policy on Education was not achieved.

The matter was reported to Government in March 2009, reply has not been received (July 2009).

2.4.2 Blocking of funds

Failure of Sardar Patel Institute of Economic and Social Research, Ahmedabad to utilize ICSSR grant resulted in blocking of funds amounting to Rs.1.25 crore.

Sardar Patel Institute of Economic and Social Research (SPIESR), Ahmedabad is an autonomous organization registered (1965) under the Societies Registration Act, 1860. The main objectives of the institute are to conduct research on economic and social problems; to give due attention to the problems of regional and national economy; foster training of research scholars and to engage in dissemination of knowledge in social sciences in collaboration with other regional educational institutes. Government of India (GOI) recognized (1975) SPIESR as a ‘National Institute’ and the Indian Council of Social Science Research (ICSSR) shared the maintenance grant equally with GOG.

GOG fixed (November 1999) with effect from 1999-2000 maximum ceiling of one crore rupees as annual grant payable to SPIESR, of which Rs.47.50 lakh was paid by GOG and ICSSR each and in addition datum grant of Rs.5 lakh was borne by GOG.

Scrutiny of records (June 2007 and January 2009) of SPIESR revealed that, apart from the above, ICSSR paid (2000-08) Rs.1.25 crore¹⁴ as Plan grant (recurring) to meet expenses to develop faculty strength for research facilities as the resources of SPIESR were limited. The sanction orders contained the following stipulations:

¹⁴ 2000-01-Rs.17 lakh, 2001-02 Rs.16 lakh; 2002-03 to 2006-07 Rs.15 lakh each and Rs.17 lakh in 2007-08

- ☒ Grants were sanctioned for meeting approved developmental programmes and research activities.
- ☒ The amounts of grant sanctioned were to be utilized before end of March of each financial year and unspent balance refunded to ICSSR immediately after the closure of the financial year.
- ☒ If grantee failed to utilize the grant for the purpose for which it was sanctioned, grantee was required to refund the unspent amount of grant with interest thereon at the rate of *6 per cent per annum* from 2004-05 onwards (raised to *10 per cent* from 2006-07).

SPIESR failed to adhere to the stipulations of release as were made by ICSSR as the unspent balances were never returned after closure of the financial year. As such they were liable to pay Rs.33.56 lakh as interest for the period 1 April 2005 to 31 March 2009 as was specified in the terms of release from 2004-05 onwards.

SPIESR did not incur any expenditure out of the grants received but instead, from time to time parked the ICSSR grants in term deposits violating the stipulations in the sanction orders. Thus, funds aggregating Rs.1.25 crore remained blocked, thus defeating the objective of the grant for developing faculty strength for research facilities.

On being pointed out, SPIESR stated (June 2007) that they could not spend the grant paid by ICSSR for want of matching grant from GOG. It further stated (November 2008) that the unspent grants would be utilized during the current financial year. The reply is not acceptable as these funds were not required to be matched by GOG. Further, as per the stipulations of ICSSR they were required to refund the unspent amount with interest in case of non-utilisation. SPIESR not only failed to utilize the funds but also did not adhere to the stipulations of release.

The matter was reported to Government in February 2009; reply has not been received (July 2009).

NARMADA, WATER RESOURCES, WATER SUPPLY AND KALPSAR DEPARTMENT

2.4.3 Inordinate delay in completion of a water resources project

Hanol Water Resources Project planned to be completed by 2001 remains incomplete even after eight years, due to which the expected benefits could not be derived despite incurring expenditure of Rs. 9.43 crore.

In order to provide irrigation facilities to 1405 Ha. of land to nine villages¹⁵ of Palitana taluka in Bhavnagar District through flow irrigation, Government accorded (September 1995) administrative approval of Rs.11.90 crore to

¹⁵ Ankolali, Hanol, Khakhariya, Khijadiya, Kumbhan, Loichada, Mokhadka, Navagam and Senjaliya

Hanol Water Resources Project across river Rajaval¹⁶. The project envisages constructing head works¹⁷ and Left Bank Main Canal (LBMC). The project was expected to be completed by 2001.

Scrutiny of records (May 2008) of the Executive Engineer (EE), Irrigation Project Division, Bhavnagar and further information collected (March 2009) revealed that though the construction of head works started in September 1996 and was completed in June 1998 at a cost of Rs.6.67 crore, the canal work was not taken up (March 2009).

Audit further noticed that Government decided (August 1996) to adopt drip and sprinkler irrigation system¹⁸ in Saurashtra region in place of flow irrigation system for economical use of water. Government accorded (February 1999) technical sanction for Rs.1.69 crore for construction of LBMC and distribution minors for providing lift irrigation system¹⁹ and thereby increasing irrigable area to 2038 Ha. The affected land owners were opposing (January 2000) the plan to construct the canal which would further dwindle and split their meagre land holding. However, Government went ahead with the tendering and awarded the work. As there was delay in land acquisition, the work for constructing of 12.72 km long canal was delayed and awarded (June 2001) to a contractor at a tender cost of Rs.1.13 crore.

The contractor, however, could not commence the work due to agitation by farmers. Government decided (May 2004) to maintain *status quo* in construction of canal due to various representations made by local MLA during the year 2003 for stopping the work of canal and considering the alternative of drip irrigation system. The MLA also gave assurance to get refund of the land compensation already paid to farmers. Government finally decided (December 2006) to drop the proposal of canal system for the project and decided to develop drip irrigation system in the command with help of two farmers' cooperative societies formed for the purpose, with the condition that no financial burden will be borne by the Government. An expenditure of Rs.9.43 crore²⁰ was incurred on the different components of the project between 1995-96 and 2008-09. The proposals (June 2008) of the two cooperative societies²¹ for developing drip irrigation system were approved (November 2008) by Government with the condition that the work should be completed within two years.

When pointed out, Government replied (May 2009) that due to farmers' agitation and strong representation from the Local MLA, the work of construction of the main canal could not be taken up, though the work order

¹⁶ Located near village Hanol of Palitana taluka

¹⁷ Earthen Dam, Spillway and Head regulator

¹⁸ An irrigation method which minimizes use of water and fertilizer by allowing water drip slowly to the roots of plants, either on to the soil surface or directly on to the roots zone, through a net work of valves, pipes, tubing and emitters

¹⁹ Providing flow of water through a canal in which a kundi to be provided after every ½ Km and from which farmer had lift water by pumping

²⁰ Head works Rs. 6.67 crore, buildings Rs. 0.15 crore, canal Rs. 0.04 crore, land Rs.1.19 crore, other expenditure Rs. 1.38 crore

²¹ Kumbhan Lift-cum-Drip Irrigation Co-operative Society, Kumbhan and Hanol Lift-Drip Irrigation Co-operative Society, Hanol

was issued in June 2001. Government had considered to adopt drip irrigation system but because of significant expenditure of about Rs.37.90 crore, it did not adopt the same. Government also stated that drip irrigation system at the cost of the societies would now be implemented very soon which on completion, was expected to cover additional command area than anticipated earlier. Government would now limit its financial involvement to allocate soft loans and subsidies to farmers.

Thus, frequent change in decisions on the part of Government resulted in an inordinate delay of eight years in completion of irrigation scheme due to which the expected benefit of the project could not be passed on to the beneficiaries despite an expenditure of Rs.9.43 crore.

2.4.4 Idling of expenditure on a water supply scheme and non-achievement of objective

Non-completion of distribution system of a water supply scheme resulted in non-augmentation of water supply even after incurring expenditure of Rs.6.30 crore.

The Chief Engineer (Zone-I), Gujarat Water Supply & Sewerage Board (GWSSB) accorded (November 2003) administrative approval and overall technical sanction for Augmentation of Southern Zone Bara Tract (SZBT) Group-I Regional Water Supply Scheme (RWSS) based on Ukai Branch Canal (Boridra Branch) for Rs. 7.27 crore²². The scheme consisted of remodelling of existing pond at village Boridra, intake well on the bank of pond, pumping machinery, RCC UG sumps at various sites, filter plant of 5 mld capacity and, RCC ESR of 4.50 lakh liters capacity at Adol head works etc. The RWSS was designed to cater to drinking water needs of a population of 46603²³ of 21 villages of Ankleshwar taluka and 13 villages of Hansot Taluka in Bharuch district. The Executive Engineer (EE), Public Health Works Division, GWSSB, Bharuch was in charge of executing the water supply scheme.

Audit scrutiny (January 2009) of the records of the EE, Bharuch revealed that different components of the water supply scheme awarded in February 2004 were completed between July 2004 and March 2007 at a total expenditure of Rs.6.30 crore²⁴. However, the execution of network distribution system and internal distribution which is an important component for any water supply scheme was not taken up (January 2009). In a review meeting (June 2005) held by the Chief Engineer (Zone-1), Vadodara, it had been decided to complete the water supply scheme by August 2005. But lack of the distribution network resulted in non-augmentation of water supply to the targeted villages even after incurring an expenditure of Rs.6.30 crore. This defeated the very purpose for which RWSS was conceived.

²² Including 17.85 per cent on establishment, tools and plants charges

²³ calculated on the basis of 1991 census and 82474 persons projected by end of 2030

²⁴ Filter Plant Rs. 42.78 lakh, RCC UG Sump Rs.37.79 lakh, Remodeling of pond Rs.56.20 lakh, RCC etc. Pipe line laying Rs.31.43 lakh, Carting of pipes Rs.10.46 lakh, Bridge structure Rs.22.02 lakh, Raising main Rs.6.60 lakh, laying of PV Pipeline Rs.0.87 lakh, Route and survey work Rs.1.35 lakh, pipe issued to contractors Rs.352.28 lakh and electrical work Rs.68.53 lakh

On it being pointed out, the EE, Bharuch stated (January 2009) that the scheme could not be completed due to non-completion of the distribution network, though tenders had been invited ten times (between August 2006 and January 2009). Tenders were approved two times. However, no contractor came forward to take up the work. The tendering would be carried out again and if required the work would be executed departmentally. The EE further stated (March 2009) that the area of Ankleshwar and Hansot are criss-crossed by Ukai Right Bank Canal Network, the canal is unlined causing water logging in the area, and also at many places the pipelines of GAIL and ONGC are laid in the area.

When reported (March 2009), Government stated (May 2009) that the works upto the existing head work at village Adol were completed between July 2004 and March 2007 and were being utilized for supplying drinking water to eight needy villages having population of about 22000 people utilizing the existing pipelines of the original scheme and that the distribution network was planned to be completed by March 2010 to supply water to all the villages. The reply is not acceptable as the work of distribution pipelines to two villages awarded in February 2009 to be completed in August 2009 was in progress and the tenders in two parts in respect of 18 villages were yet to be approved (July 2009).

2.5 Regulatory issues and other points

NARMADA, WATER RESOURCES, WATER SUPPLY AND KALPSAR DEPARTMENT

2.5.1 Non-recovery of Labour Welfare Cess

Non-adherence to the provisions of Labour Welfare Cess Act, 1996 resulted in non-recovery of Labour Welfare Cess amounting to Rs.1.22 crore.

Building and other construction workers are one of the largest and most vulnerable segments of unorganized labour. Government of India (GOI) enacted (August 1996) the Building and Other Construction Workers (Regulation of Employment and Conditions of Service) Act, 1996 for constitution of Welfare Board in each State so as to undertake social security schemes²⁵ for such workers. GOI also enacted the Building and Other Construction Workers Welfare Cess Act, 1996 (Cess Act). To augment the resources of the Board, Section 3 of the Cess Act provides for levy and collection of labour welfare cess at the rate of not less than one *per cent* of the cost of construction incurred by an employer.

Accordingly, Government of Gujarat framed (August 2003) the Building and Other Construction Workers (Regulation of Employment and Conditions

²⁵ Provide financial assistance to the beneficiary for the purpose of loans and advances for construction of houses, education of children, medical expenses for treatment of major ailments of the beneficiary or his dependant or for such other welfare measures and facilities as may be determined by the Board

of Service) Rules, 2003 and constituted (December 2004) a Gujarat Building and Other Construction Workers Welfare Board (Board). The Board resolved to collect cess with effect from 18 December, 2004. Government made it mandatory (January 2005) for all its Departments, Public Sector Undertakings (PSUs) and local authorities to collect and pay the cess as per Cess Act. Government appointed all Heads of Departments of Government and PSUs as cess collectors to effect recovery of cess.

Audit scrutiny (between May 2007 and July 2008) of the records of the Superintending Engineers (SEs), Public Health (PH) Circle, Gujarat Water Supply & Sewerage Board (GWSSB), Nadiad and information collected (February 2009) from SE, PH Circle, GWSSB, Godhra revealed that recovery of labour welfare cess amounting to Rs.1.22 crore calculated at one per cent of total amount of Rs.121.72 crore paid to the contractors in respect of 111 works entrusted to various contractors between 2005-06 and 2008-09 was not effected as detailed below:

(Rs. in crore)

Sr. No.	Name of office/Division	Year of contract/ work	No. of works	Amounts paid to contractors	One per cent labour welfare cess	Amount Recovered
1	Godhra	2006-07	02	63.36	0.64	Nil
		2007-08	19	5.00	0.05	Nil
		2008-09	03	19.70	0.20	Nil
2	Nadiad	2006-07	53	25.33	0.25	Nil
		2007-08	15	7.92	0.08	Nil
		2008-09	19	0.41	0.00	Nil
	Total			121.72	1.22	

On being pointed out, Executive Engineer (EE), PH Division, GWSSB, Nadiad while admitting that no recovery of labour cess had been effected, stated (January 2009) that no clear instructions/directives from the higher authorities were received for recovery of labour welfare cess and the matter had been referred to Headquarters office.

SE, PH Circle, GWSSB, Godhra replied (February 2009) that labour welfare cess was paid by the contractor and information of the labour welfare cess paid by the contractor to Government would be called for and intimated to audit.

When reported, Government, in Narmada, Water Resources, Water Supply & Kalpsar Department replied (June 2009) that for the works from which the labour welfare cess had not been effected, there was no provision for labour cess made in the tender agreements as well as estimates. However, instructions have been given to make the provision of one *per cent* labour welfare cess in the estimates and pay to the Labour Welfare Board. The reply is not acceptable as the recovery of labour welfare cess is mandatory with effect from December 2004; failure to effect recovery resulted in non availability of funds for Construction Workers Welfare Board.

CHAPTER III

INTEGRATED AUDITS

FOREST AND ENVIRONMENT DEPARTMENT

3.1 Integrated Audit on working of Forest Department

Gujarat has forest coverage of 18,928 sqkm which represents 9.66 per cent of the geographical area (1.96 lakh sqkm) of the State. There are three National Parks (NP), 23 Wild Life Sanctuaries (WLS) and one Marine National Park (MNP) in the State.

Highlights

State has not framed its own Forest Policy though recommended by National Forest Commission. The State has not achieved its own targets for augmentation of forest. Deputy Conservators of Forest had executed afforestation works without approval of Treatment Maps. Maintenance of control registers for various purposes was deficient and there were deficiencies in the maintenance of Cash Book. Targets for protection works such as demarcation and erection of cairns were not achieved. Possession of Banni grass land was not taken over despite its declaration as protected forest in 1955. Compensatory afforestation works were not completed within the stipulated time frame. Survival of plantations was low as it was not monitored. Government of India funds released for National Afforestation Programme were diverted for State scheme. Adequate action was not taken to declare Gir Protected Area as National Park. Mining units within five km radius of Gir Protected Area were in operation in violation of Government of India directives. Hovercraft and boats purchased for protection of Marine National Park remained idle.

State has not prepared its own forest policy despite passage of three years since recommendation of National Forest Commission in March 2006

(Paragraph 3.1.7.1)

As against the target fixed, there was shortfall of 28 per cent in plantation during 2004-09. Forest Survey of India Report brings out depletion of 99 sqkm forest coverage and 2965 km tree coverage outside of forest in 2005 as compared to its status in 2003

(Paragraphs 3.1.7.2 and 3.1.7.5)

In test checked Divisions, plantations were carried out without approval of Treatment Map and monitoring of survival of plantations was inadequate

(Paragraph 3.1.7.3 and 3.1.9.6)

Control Register was not maintained by Principal Chief Conservator of Forest and Forest and Environment Department to watch receipt and submission of Budget Estimates and Revised Estimates and serious deficiencies were noticed in maintenance of Cash Books, Dead Stock Registers and operational control registers

(Paragraphs 3.1.8.2, 3.1.8.4, 3.1.8.5 and 3.1.10.8)

Achievement of target in work towards demarcation of forest boundaries and protection works were 76 per cent and 57 per cent only

(Paragraph 3.1.9.1)

Banni grassland in Kachchh district was not in possession of Forest and Environment Department despite its declaration as protected forest in 1955

(Paragraph 3.1.9.3)

Despite notification of intention in 1982 and orders of Supreme Court, Gir Sanctuary was not declared as National Park

(Paragraph 3.1.11.1)

Hovercraft and boats purchased for protection of Marine National Park, Jamnagar had remained idle

(Paragraph 3.1.11.6)

3.1.1 Introduction

Gujarat has forest coverage of 18,928 sqkm under three categories (reserve forest¹ – 14,122 sqkm, protected forest² 379 sqkm and un-classed forest³ – 4,427 sqkm), which represents 9.66 per cent of the geographical area (1.96 lakh sqkm) of the State. There are three National Parks (NP), 23 Wild Life Sanctuaries (WLS) and one Marine National Park (MNP) in the State.

¹ An area notified under the provisions of Indian Forest Act or State Forest Act having full degree of protection and unless otherwise permitted, all activities therein are prohibited

² An area notified under the provisions of Indian Forest Act or State Forest Act having limited degree of protection and unless otherwise permitted, all activities therein are prohibited

³ An area recorded as forest, but not included in reserved or protected category

3.1.2 Organizational set up

Principal Secretary, Forest and Environment Department (FED) is overall in charge of Forest Department. Principal Chief Conservator of Forest (PCCF) is the Head of the Department (HoD). PCCF (Wildlife) is the head for wildlife conservation matters and exercises technical control over the related functions associated with conservation of wildlife in the State.

There are three Additional Principal Chief Conservators of Forest⁴ (APCCF) responsible for specific areas of work related to afforestation and they are assisted by 11 Chief Conservators of Forests (CCFs). At the field level there are 17 Circles each headed by Conservator of Forests (CFs) and the Circles are divided into Divisions totaling 66, each headed by a Deputy Conservators of Forest (DCFs).

3.1.3 Scope and coverage of Integrated Audit

Records for the period 2004-09 maintained by Principal Secretary (FED), PCCF, PCCF (Wildlife), and 22 Divisional offices detailed in **Appendix XXXIX** (out of 66) pertaining to formulation of plans and implementation of schemes of afforestation and wildlife protection including adequacy and effectiveness of internal controls in the Department were test-checked during September 2008 to May 2009. The selection of the Divisions was made to ensure representative coverage of the implementation area in the State with the due consideration to geographical strata, programmes/schemes that were executed and expenditure that was incurred.

3.1.4 Audit methodology

Integrated Audit was carried out by preparing audit guidelines, collecting and analyzing statistical data/specifications and conducting discussion with the officers of the implementing and monitoring departments. Physical evidences were obtained in the shape of replies to audit queries, copies of documents, maps etc. Entry Conference and Exit Conference were held in March 2009 and September 2009 respectively with the Principal Secretary, FED.

3.1.5 Audit Objectives

Audit objectives were to assess whether;

- ☛ Long term and specific plans were formulated based upon accurate and reliable inputs and whether these plans resulted in augmentation of forest cover and protection of afforestation, plantations and wildlife,
- ☛ System of finance management was efficient and effective and procedure, rules and regulations specified thereof were adhered,
- ☛ Effective efforts were made for protection of afforestation and plantations in an efficient, economical and time-bound manner,

⁴ (i) Development and Management, (ii) Project Management Unit and (iii) Social Forestry

- ☛ Schemes to augment afforestation including social forestry were effectively implemented and
- ☛ Measures for protection of wildlife were taken in timely manner and were effective.

3.1.6 Audit criteria

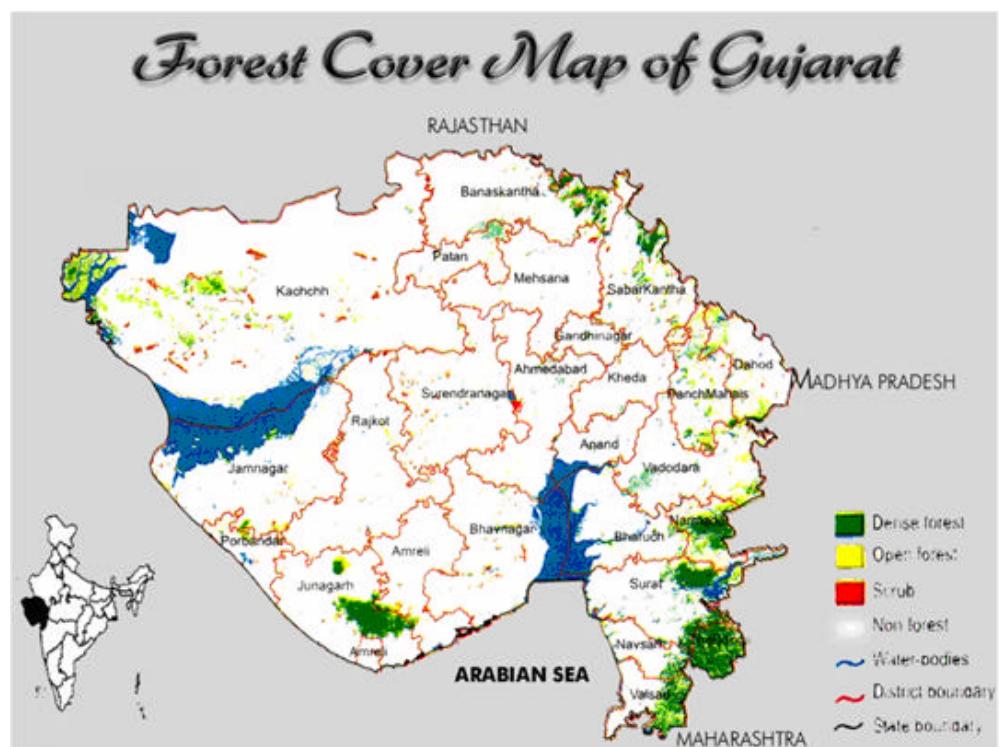
The performance of the Department was assessed on the following criteria keeping in view the audit objectives.

- ☛ Stipulations and mandates contained in Gujarat Forest Manual, Forest Conservation Act and Wildlife Protection Act,
- ☛ Instructions pertaining to formulation of Budget in Gujarat Budget Manual and provision of expenditure as stipulated in Gujarat Treasury Rules and
- ☛ Conditions and stipulations specified in Treatment Map, Working Plan and Management Plan for augmentation of afforestation and protection of Wildlife.

3.1.7 Planning

3.1.7.1 Non framing of State Forest Policy

Forests in Gujarat are unevenly distributed, mainly in the eastern and southern districts of the State.



State did not prepare its own forest policy to address State specific issues

National Forest Commission recommended (March 2006) that each State should have their own forest policy within the broad parameters of National Forest Policy, 1988 for sustainable management of the forest of the States. The Policy *inter alia* was to address issues pertaining to conserving remaining natural forests, increasing sustainability of forest/tree cover through massive afforestation and social forestry programmes, creation of people's movement for achieving the objectives, etc. It was however, observed that even after three years, State had not prepared a separate forest policy. PCCF stated (August 2009) that the instructions of the Central Government on the recommendation of National Forest Commission are still awaited. However, PS stated during exit conference that the Department will prepare its own Forest Policy in future.

3.1.7.2 Non achievement of targets for augmentation of forests

State failed to achieve the target of plantation in one lakh hectare per year to increase the forest cover as per Tenth Five Year Plan

Report of Forest Survey of India (2005) revealed that forest coverage in the State was 11.40 *per cent*⁵ as against national average of 23 *per cent*. Tenth Five Year Plan documents visualized augmentation of tree coverage to 25 *per cent* by 2007 and 33 *per cent* by 2012. To achieve the target, State had to take up afforestation at 5.70 lakh hectare area every year, but due to shortage of availability of land, State Government limited this target in the Annual Development Programme of each year to one lakh hectare⁶ increase in plantation with effect from 2004-05.

Schemes like Soil and Moisture Conservation (SMC), Social Forestry (SF) and Compensatory Afforestation (CA) were taken up to augment forest coverage. The achievements against targets during 2004-09 are given in Table 1.

Table – 1

Year	Plantations carried out (in hectares)			Shortfall	
	Within forests	Outside forests	Total	Area	Percentage
2004-05	52807	10441	63248	36752	37
2005-06	38106	11747	49853	50147	50
2006-07	67142	15986	83128	16872	17
2007-08	58680	16853	75533	24467	24
2008-09	70215	20446	90661	9339	9
Total	286950	75473	362423	137577	28

⁵ 7.51 *per cent* in forest and 3.89 *per cent* outside forest

⁶ 75,000 hectare in forest area and 25,000 hectare outside forests

PCCF stated (June 2009) that the targets were further reduced keeping in view the fund allotted. Fact remains that commensurate plans to achieve the target as mentioned in Tenth Five Year Plan were not drawn so that appropriate funding arrangements could have been organised for achievement of targets specified therein. However, 91 per cent of the plantation target was achieved in the year 2008-09.

3.1.7.3 Execution of plantations work without treatment map

Divisions executed plantation without preparing treatment map which was mandatory as per working plans

Instructions contained in working plan provide that the concerned ACF should prepare a Treatment Map detailing models of plantations, place, survey number, area, year of plantations, type and number of species, type of soil, details showing expenditure to be incurred under various activities and ancillary works every year by March. The Treatment Map containing the said details were required to be approved by the DCFs by the month of May for all the works to be carried out in the subsequent year. There were delays in approval of Treatment Map, illustrative cases of delays are given in **Appendix XL**.

Delays in approval of Treatment Map were attributed by DCF, Kachchh (East), Bhuj (July 2009) to delays in communication of targets by head office and to shortage of staff and burden of work by DCF, Gir (East), Dhari. Further, DCF Valsad North and South stated that delays were due to changing of targets/heads/models by the head office.

However, the fact remains that as per instructions contained in working plan, taking up plantation without approval of Treatment Map was prohibited.

The PS stated during exit conference that proper action in this regard would be taken in future.

3.1.7.4 Non-preparation of Annual Plan for State schemes

To achieve the working plan and for identifying and carrying out year-long activities, the implementing Divisions were required to prepare and submit Annual Plan of Operation (APOs) which were to be approved by the PCCF. However, this aspect of work was not monitored at any level.

On test-check, it was seen that none of the Forest Divisions had prepared APOs. When pointed out, Deputy Conservators of Forests (DCFs) stated that every year, items of works to be carried out, were proposed as new items as per practice and no APOs were prepared. The fact remains that the mandatory provisions of Working Plan were not adhered to by DCFs and this aspect was also not ensured by the PCCF.

The PS stated in exit conference that they prepared Annual Development Programme for every year instead of Annual Plan of Operation.

3.1.7.5 Depletion of tree coverage outside forest area

Forest area and tree coverage declined by 99 sqkm and 2965 sqkm respectively

Report of the Forest Survey of India (FSI) states that ‘forest coverage’ and ‘tree coverage outside forests’ in Gujarat (2003) was 14,814 sqkm and 10,586 sqkm respectively, this was reduced to 14,715 sqkm (forest coverage) and 7,621 sqkm (tree coverage outside forest) in 2005⁷, thus registering a depletion of 99 sqkm (forest coverage) and 2,965 sqkm (tree coverage outside forest). The PCCF did not furnish any reasons for such depletion of tree coverage. Thus, implementation of the various schemes for preservation and augmentation of forests and tree coverage did not have the desired impact in the State.

3.1.8 Finance Management

3.1.8.1 Budget provisions and expenditure

Budget provisions, release of funds, expenditure there against and excess/savings during 2004-09 of Forest Department are given in **Appendix XLI**. Reasons for excess expenditure were not furnished by the PCCF.

3.1.8.2 Non-maintenance of control registers

Gujarat Budget Manual provides that HoD should submit Revised Estimates (REs) for the current year and Budget Estimates (BEs) for the subsequent year by 30th September and 10th December to the Administrative Department and the Administrative Department in turn should submit the same to Finance Department by 20th December for REs and 15th October for BEs. Scrutiny of records revealed that no control register was maintained by PCCF or Secretary, FED to monitor adherence of the due dates. The PCCF agreed (June 2009) to open control register with effect from April 2009.

Review of BEs of various schemes for 2007-08 and 2008-09 were submitted by three controlling officers⁸ with delays ranging between 13 and 164 days to FED. The PCCF stated (July 2009) that the BEs were delayed due to revision of plantation targets and ceiling limits for budget from time to time.

The reply is not acceptable as the targets could have been fixed as per Annual Development Programme to avoid delays.

⁷ No survey report of FSI subsequent to 2005 was available

⁸ (i) PCCF (Wildlife), (ii) APCCF (Development and Management) and (iii) APCCF (Social Forestry)

3.1.8.3 Lack of control mechanism for monitoring expenditure

Gujarat Budget Manual stipulates that HoD should maintain control registers for monitoring the expenditure incurred. Progress of expenditure statement giving grantwise, headwise and sub-headwise details were to be submitted by 10th of every month from the HoD, i.e. PCCF to FED. However, audit scrutiny revealed that no such control registers were maintained in the office of PCCF (HoD) to monitor receipt of the expenditure statements from the subordinate offices. The monthly expenditure statements were submitted with delays ranging from one to 44 days in 174 cases by eight circle offices during 2004-09. When pointed out in audit, PCCF stated (May 2009) that Control Registers had since been opened from April 2009 to watch receipt of expenditure statements from Circle offices.

3.1.8.4 Deficiencies in maintenance of Cash Book

There were many lacunae in maintenance of cash books in divisions. Controlling officer failed to exercise proper checks on maintenance of cash books

Rule 28 of Gujarat Treasury Rules, 2000 provides that all monetary transactions should be entered in the Cash Book as soon as they occur and attested by the Head of Office in token of having been verified. All the entries should be made in pen only. The Head of the Office should verify the totals of the Cash Book, or get them verified by some responsible subordinate officer other than the writer of the Cash Book and certify them accordingly. Rule 28 (VI) *ibid* further provides that there should be no overwriting in Cash Book and in case of any correction, the entries should be attested by the competent authority. Scrutiny of Cash Book maintained in various offices revealed the following omissions –

- ☛ Carry forward and brought forward figures on each page of Cash Book were recorded in pencil (PCCF, Gandhinagar (January 2006 to May 2006)),
- ☛ Totals of Cash Books were not verified either by the Head of Office or by any other subordinate officer (PCCF, Gandhinagar (April 2006 to March 2009), DCF, SF, Amreli (2004-09) and DCF, SF, Vadodara (2004-09)),
- ☛ No surprise checks were done by the competent authority (PCCF, Gandhinagar (2004-09)),
- ☛ Transactions made were not attested by the Head of the Office DCF, Ahwa South (July 2006 to March 2009), Rajpipla East (2004-09), Junagadh West - Talala Range (December 2007 to February 2008),
- ☛ Corrections made in the cash books were not attested by the competent authority (PCCF, Gandhinagar, DCF, Amreli, Vadodara),
- ☛ Drawing and Disbursing Officer did not certify the cash balance appearing at the end of the month (DCF, Rajpipla East) and
- ☛ Cash Book pages were not numbered (Gir East, Rajpipla East).

3.1.8.5 Deficiencies in maintenance of Dead Stock Register

Rule 95 Bombay Contingent Expenditure Rules, 1958⁹ provides that a Register should be maintained in Form-8 (prescribed under the Rules) for recording purchase of Plant and Machinery, furniture, fixtures and other dead-stock articles. Rule 98 further provides that Head of Office shall be responsible for verification of ground stock of the articles annually with reference to the Register (Form-8) and record a certificate to the effect. In regard to the above stipulated conditions, following omissions in the maintenance of Dead Stock Register were noticed -

- ☒ Annual physical verification of the articles was not carried out (DCF, Ahwa North (2007 onwards), Ahwa South (2004-09), Gir East (2002 onwards), MNP-Jamnagar (2004-09)),
- ☒ Dead stock registers were not maintained with due care, the authority for purchases, dates of purchases and value of items purchased were not recorded (DCFs, Ahwa North and South),
- ☒ Entries of purchases¹⁰ made were not recorded (DCF, MNP, Jamnagar) and
- ☒ Dead Stock Register prior to March 1992 (containing Sl. No. 1 to 73) was not produced to audit. The register was maintained only from Sl. No. 74 onwards. DCF stated (November 2008) that the Register was missing (DCF, Gir East, Dhari).

When pointed out in audit, DCFs Ahwa (North and South), stated (May 2009) that due to shortage of staff the register remained incomplete. The DCF, (MNP), Jamnagar stated (December 2008) due to administrative reasons the entries were pending in Dead Stock Register. The DCF Dhari stated (April 2009) that action had been initiated to locate the missing register.

3.1.8.6 Incomplete investigation in a misappropriation case

Government pays compensation for the injuries/loss of life caused to public by the wildlife. Similar compensation was being paid to *maldharies* for the loss of live-stock that became prey to the wildlife. The compensation payments are to be made through demand drafts at Gir (East) Dhari Division.

A case of misappropriation in payments of compensation was detected in June, 2007 by the Department but the FIR was lodged by Head Clerk in December, 2007, after a delay of six months. The misappropriation was facilitated by arranging dispatch of demand drafts towards compensation payments to incorrect addresses. On receipt of the DDs back, they were presented to the Bank along with a forged authorization. An amount of Rs.1,55,000 (September 2005 and June 2006) was thus, misappropriated by two officials.

⁹ Inherited by Gujarat State on its formation (May 1960)

¹⁰ (i) Glass Bottom Boat, (ii) Tata Sumo, (iii) Tents, (iv) Diesel Engine, (v) Fire Extinguisher etc.

Misappropriation in payments of compensation towards death of domestic animals by wildlife was not investigated comprehensively

Deputy Conservator of Forest entrusted the investigation (June 2007) of the case to ACF. DCF also directed ACF to inquire into all cases starting from the date from which compensation payments were paid through demand drafts. ACF submitted the report verifying cases for the period 2003 to 2007 and stated (November 2008) that entire period (1995 onwards) in which the officials were working in the Division could not be verified due to heavy work load.

Further, DCF did not report the case of misappropriation to the Accountant General (Civil Audit), Gujarat, Rajkot as required under the rules 20 and 25 of Gujarat Financial Rules.

When pointed out, DCF stated (November 2008) that (i) investigation report of ACF would be examined and if found necessary, it would be re-investigated, (ii) the matter was under investigation and action would be taken after final decision and (iii) necessary report would now be sent to Accountant General. Thus, misappropriation case was not investigated thoroughly. Fact remains a fool proof system for ensuring payment of compensation to the beneficiaries was not evolved.

3.1.8.7 Recovery of misappropriated moneys in installments

Deputy Conservators of Forest are required to place funds at the disposal of Range Forest Officers (RFO) for undertaking different afforestation activities. Audit scrutiny of the works under Social Forestry models by RFO, Manavadar working under DCF, Junagadh revealed that a case of misappropriation was noticed by the Department. Scrutiny of the case further revealed that during February and March 1998, the RFO had preferred bogus vouchers for digging of pits, contour trenching and gully plugging professing execution of these items of works and debiting the amount covered through bogus vouchers to execution of works, an amount of Rs.3,28,471 was thus misappropriated. Even though the case came to notice of the PCCF, no report was furnished to Accountant General (Civil Audit), Gujarat, Rajkot as per rule 20 and 25 of Gujarat Financial Rules. Further, though this was a case of misappropriation of Government money, no Police complaint was lodged and only departmental proceedings were initiated. Even while concluding the departmental proceedings, PCCF ordered (October 2002) placing the defaulting officer at the minimum of the time scale with cumulative effect for five years. Though PCCF had ordered (July 2005) recovery of misappropriated amount immediately, the CF, Working Plan, Junagadh ordered (September 2005) to recover the misappropriated amount in 95 installments with last installment coinciding with month of retirement of the charged official. Government money which was misappropriated was thus, allowed to be recovered in installments contrary to the provisions of Gujarat Financial Rules.

The PS assured during exit conference to examine the said case and stated that the order of recovery in installments would be modified/restored and corrective steps would be taken. The PS further stated that in future all cases of misappropriation would be reported to the Accountant General.

3.1.8.8 Incorrect claims preferred for reimbursement under funding agreement with JBIC

Gujarat Forestry Development Project, funded by the Japan Bank of International Co-operation (JBIC) was being implemented (2007-15) with an outlay of Rs.830 crore for integrated forestry development encompassing various activities¹¹. The funding agreement was entered between JBIC and GOG on 16th November 2006. As per terms of agreement, expenditure was first required to be incurred by GOG on approved items of works and subsequently a claim on yearly basis was to be preferred and amount of expenditure incurred obtained from JBIC as loan.

Department claimed reimbursement of Rs.12.71 lakh under JBIC loan without incurring expenditure

DCFs, Sabarkantha North and South Divisions, Himatnagar together had drawn (March 2008) Rs.12.71 lakh and deposited the amount in the accounts of FDA, Himatnagar. APCCF, Gandhinagar claimed reimbursement of the amount from JBIC towards community meetings, exposure visits, office equipment, entry point activities, etc. without incurring any expenditure and without having any supporting documents and vouchers as proof thereof. Concerned DCFs stated (December 2008) that activities under JBIC could not be taken up in short period and amount was drawn at the instance of the higher authorities. Thus, claiming reimbursement without incurring expenditure was not in order and was against the provisions of funding agreement with JBIC.

3.1.8.9 Non adherence to the instruction regarding Twelfth Finance Commission grants

Plan outlay of State was reduced by Rupees four crore due to re-appropriation of grant to meet TFC expenditure

As per Government of India instructions (October 2005), Twelfth Finance Commission (TFC) provided additional grant to State Government for management and development of forests activities. The instructions further provide that in no case, Plan outlay of the Forest Department should be brought down due to sanction of grants of TFC. Test check of records revealed that FED issued orders (31 March 2006) for re-appropriation of Rupees four crore from the Plan outlay of the State for providing funds towards TFC grants as no provision of funds was kept in the budget. This resulted in reduction of Plan outlay of GOG in Forest sector and therefore was against the instructions of GOI which had mandated non reduction of the state outlay.

3.1.9 Protection

3.1.9.1 Non-demarcation of boundaries and non-erection of cairns

Protection activities like demarcation of boundaries and erection of cairns remained incomplete

Demarcation of forest boundaries was a primary function for ensuring protection of forests. By the end of 2008-09, of the total forest area of 8,74,413 hectare covered under various Working Plan (WP), 6,63,766 hectare (76 per cent) were demarcated, leaving a balance of 2,10,647 hectare which had remained un-demarcated. The Working Plan provided for erection of 4,10,058

¹¹ Like plantations under different models, Wildlife Conservation, Joint Forest Management and research and infrastructural facilities

cairns¹² during 2004-09, but only 2,34,435 (57 per cent) could be erected at a cost of Rs.17.98 lakh. The PCCF attributed (August 2009) the reasons for shortfall due to fund constraints.

3.1.9.2 Illegal felling of trees

Illegal felling of trees continued to be a major menace in forests. Cases of illegal felling of trees during the period of audit were as given in Table 2.

Table - 2

Year	Number of incidents reported	Number of trees illegally felled	No. of cases where accused were detected	Timber seized (cub metres)	Value of material seized (Rupees in crore)
2004-05	8333	64578	4373	4163	4.93
2005-06	8470	61832	4781	4314	5.27
2006-07	7515	68434	4305	3940	4.80
2007-08	5825	43911	3504	3261	5.83
2008-09	5482	39771	3825	3718	6.70
Total	35625	278526	20788	19396	27.53

35625 cases of illegal cutting of trees was reported during 2004-09, out of which only 20788 cases were detected

Thus, of the total number of 35625 cases of illegal felling of trees that were in knowledge of the Department, detection of the accused could be made only in 20,788 cases (58 per cent). Further out of this 13,509 number of cases only were finalised and in 7,279 number of cases proceedings were in progress (March 2009). When pointed out, the PCCF stated (August 2009) that in many cases the local populace cuts the trees for fuel wood and these cases are difficult to detect and even detected cases remain pending due to legal proceedings, non-payment of penalty etc. by the accused.

3.1.9.3 Non possession of forest land

Grass land ‘Banni’ in Kachchh district, declared as protected forest land during 1955 was still under the control of revenue department

Possession of forest land by the FED is the primary requirement for its conservation, particularly in case of areas declared as forest land. It was, however, noticed that Banni grassland area in Kachchh district, measuring 2,497 sqkm was declared as protected forest during the year 1955. Even after passage of 54 years (2008-09), possession of the land was not with the FED. It was also observed that in this area, 36,933 hectare prosopis juliflora existed (15 per cent of the area) in October 2003, which by January 2007 was reduced to 3,200 hectare (one per cent of the total area). Even though the Collector, Bhuj ordered (October 1998) for transfer of possession of the land to the FED, scrutiny of records revealed that DCF, Kachchh (West) did not have possession of land as of July 2009 and the matter was still under correspondence with the Revenue department.

¹² Manmade pile of stone, often in conical form, in absence of any other marks/features, cairns gives forest boundaries and their marks, approximately the direction and distance from point to point or cairn to cairn

The PS stated during exit conference that, taking up possession of land was beyond the control of Forest Department and matter was under correspondence with Revenue Department.

3.1.9.4 Shortfall in Compensatory Afforestation

Compensatory Afforestation in lieu of diversion of forest land for non forest purposes was not carried out in 7978 hectares

Compensatory Afforestation (CA) is aimed to reduce environmental damage and to check deforestation by afforestation on at least an equivalent area of non forest land¹³ in lieu of forest land transferred, the cost of which was to be borne by user agency. GOI instructions provide for completion of CA within two years.

Scrutiny of records of PCCF revealed that since 1980, 14,835 hectare forest land was diverted for which Rs.94.37 crore were recovered from 958 user agencies between 1980 and 2007 as cost towards afforestation. Against the above, afforestation was to be taken up at 32,360 hectare, however, achievement was 24,382 hectare (*75 per cent*) only. Of Rs.94.37 crore recovered, Rs.40.82 crore was spent on CA. An amount of Rs.53.55 crore remained unspent and was deposited (January 2007) with an account maintained by Compensatory Afforestation Fund Management and Planning Authority (CAMPA), an authority formed by GOI.

Principal Chief Conservator of Forests stated (May 2009) that CA works remained pending due to non-submission of proposals from Divisions, budget constraints and non-release of grants from CAMPA. Reply is not acceptable as PCCF should have ensured timely receipt of proposals from Divisions and utilized Rs.53.55 crore lying unspent from proceeds of amounts recovered from the agencies. Further, depositing of amounts received in CAMPA was made mandatory only from May 2006 but prior to that the funds were available with the State Government.

Recovery of Net Present Value (NPV) of Rs.101.66 crore in 67 cases was pending

Instructions of GOI provide (September 2003) that over and above the cost to be recovered from user agencies for CA, Net Present Value (NPV)¹⁴ in respect of diverted forest land shall be charged from the user agency. In compliance to orders of the Supreme Court (September 2006) pertaining to recovery of NPV, GOI instructed (October 2006) that NPV should be charged¹⁵ in those cases, where formal approval was granted after 30 October 2002 irrespective of the date of approval by GOI. Scrutiny of records revealed that recovery of Rs.101.66 crore towards NPV pertaining to 67 cases was pending as of 31st March 2009 as detailed in **Appendix XLII**. Of the above, one case (Rs.2.16 lakh) was three years old, 30 cases (Rs.96.90 crore) four to five years old and 23 cases (Rs.4.20 crore) six to seven year old. There were 13 cases (Rs.54.03 lakh) wherein period of pendency was not available. Out of the amount of Rs.101.66 crore, Rs.89.68 crore was due from National Highway Authority of India (1495 hectare in seven cases

¹³ Twice the area in case of non-availability of non-forest land

¹⁴ NPV - being the cost to compensate loss of natural forest as the plantations require more time to mature and the plantations were poor substitute to natural forests

¹⁵ At the rate of Rs.5.80 lakh to Rs.9.00 lakh per hectare depending upon the quality and density of the forest land diverted for non-forest purposes

pertaining to April 2003 to March 2005), Rs.7.11 crore from State Irrigation Department (90 hectare in six cases pertaining to December 2002 to February 2005), Rs.1.71 crore from State Roads and Buildings Department (28 hectare in seven cases pertaining to November 2002 to March 2006) and Rs.68.88 lakh was due from private parties (17 hectare in 10 cases pertaining to November 2002 to December 2005).

The CAMPA vide order (September 2007) instructed that all activities should be stopped on forest land in case of non-payment of NPV. When asked, the PCCF stated (August 2009) that no such legal action has been initiated. Further efforts were also not made to collect the amount as arrears of land revenue.

3.1.9.5 Non completion of CA

CA works pending since 2005

Government of India regularized (August 2000) 21,082 hectare of forest land encroached upon earlier (October 1980), subject to condition that compensatory afforestation in 29,770 hectare non-forest land¹⁶ should be completed within five years. However, scrutiny of records revealed that CA had been carried out in 15,611 hectare (52 *per cent*) land only during the period 2001-2008. Thus, the CA works required to be completed by 2005 were not completed despite of passage of more than three years. The PCCF stated (August 2009) that CA works were delayed due to budget constraints.

3.1.9.6 Survival of plantations

Forest Department had not documented the rate of survival for plantations, however, when enquired, PCCF stated (April 2009) that 80 *per cent*, 70 *per cent*, 60 *per cent*, 50 *per cent* and 50 *per cent* survival rate was fixed for plantations for first, second, third, fourth and fifth year respectively.

Monitoring Wing of the office of PCCF carries out monitoring of current year plantations¹⁷. Position of survival rate noticed during 2004-08 is given in Table 3.

Table – 3

Survival of plantations was below the targets

Year	2004-05	2005-06	2006-07	2007-08
Percentage average of first year survival noticed	69.66	77.35	75.67	79.41

Thus, in none of the years, the department achieved the target of 80 *per cent* survival rate as fixed for first year plantation.

¹⁶ In Jamnagar, Kachchh, Rajkot and Surendranagar districts

¹⁷ 10 *per cent* plantations under Social Forestry Divisions and five *per cent* under Territorial Divisions

The PCCF carried out monitoring in the years 2005 and 2006 of plantation carried out in 1999-2000 and 2000-01 and survival rate was only 31 *per cent* and 33 *per cent* respectively, which was much below the norm of 50 *per cent* fixed by the Government.

PCCF is required to publish the report on survival rate of plantations noticed during monitoring. Last such report was published in respect of 2005-06. When inquired about the reasons for non publication of the reports for subsequent years, PCCF stated (March 2009) that reports for 2006-07 and 2007-08 were under process. Therefore, the Department could not have monitored the survival of plantation for 2nd, 3rd and 4th years, as the data in this regard was not compiled and published in time. As a result of which remedial measures that were required could not be taken up. Further, inadequate monitoring by PCCF regarding survival of plantations, resulted in non-availability of data to assess the success/failure of the said programme, which is an important input/indicator for formulation of future plans.

3.1.9.7 Low survival of plantations

Survival of plants in Social Forestry Division, Ahmedabad was low

Test check of records of DCF, SF, Ahmedabad (2004-06) revealed that the Division carried out plantations of 3.43 lakh saplings at an expenditure of Rs.78.20 lakh. Out of the above plantations, only 27,211 plantations survived (eight *per cent*). The DCF attributed (September 2008) low survival to unfavourable conditions like saline land and water logging. The reply of DCF is not acceptable for as per the prescribed procedure, feasibility was to be ensured before taking up the execution of work and the survival rate was below the norms fixed by PCCF.

3.1.10 Implementation of the Schemes

3.1.10.1 Excess expenditure incurred in raising of nursery

In the WP (2008-09) of Valsad Circle, it was proposed to take up plantations of ‘teak, kher and bamboo’ (TKB) in 2,276 hectares. However, PCCF assigned a target of 3,476 hectares (2007-08) for ‘advance work’. Accordingly, Rs.2.40 crore was allotted to the Circle at the rate of Rs.6,906 per hectare for ‘advance work’ in 3476 hectares land. In absence of adequate land to meet additional target CF, Valsad requested (October 2007) APCCF to decrease the targets and to restrict the same to 2,276 hectares. PCCF did not accept (November 2007) the request as time for preparation of nursery for ‘advance works’ was over and targets could not be redistributed.

Scrutiny of records further revealed that PCCF allotted additional grant of Rs.46.13 lakh (March 2008) to the CF, Valsad for TKB nursery works without any justification or demand from Valsad Circle, which was over and above amount of Rs.2.40 crore released earlier. The amount of Rs.46.13 lakh was also spent by the circle though there was no increase in the target area for taking up of the plantation work. Government reply is awaited (August 2009).

3.1.10.2 Diversion of funds from National Afforestation Programme

National Afforestation Programme (NAP), a people participatory Central Scheme was introduced (2001-02) with the objectives of (i) regeneration and eco-development of degraded forests and adjoining areas on watershed basis, (ii) augmentation of fuel-wood, fodder and grass availability from the regenerated areas, etc. NAP was implemented by Joint Forest Management Committees (JFMC) at village level and Forest Development Agencies (FDA) at Divisional level, GOI funds were directly received by FDAs.

Rs.19.40 lakh diverted from NAP funds to SSY for construction of check dams

State Government under a different Scheme, i.e. Sujalam Suphalam Yojana (SSY) provided funds to FED for construction of check dams in forest area. As per scheme mandate, 20 *per cent* of check dams were to be constructed through people's participation in the form of supply of labour or material by them. Scrutiny of records of Kachchh East and West Divisions revealed that 42 check dams were constructed (2007-08) at a cost of Rs.99.94 lakh. Therefore, an amount of Rs.19.88 lakh was required as contribution under SSY through supply of labour or supply of material from the beneficiaries. As against this, an amount of Rs.19.40 lakh was diverted from NAP funds to meet cost towards contribution from beneficiaries.

In reply, DCFs (October 2008) stated that NAP funds were diverted as per instructions of PCCF (March 2008). The reply is not tenable as such diversion was not permissible from funds received under NAP.

The PS stated during exit conference that this was a part of contribution from village fund created by FDA and it was done only in few cases, but the exact reasons for the diversion of the funds in these cases were not explained.

3.1.10.3 Unfruitful expenditure on Gram Van Scheme

Gram Van Scheme failed to achieve its objective as there was low survival of plantation

Plantations under Social Forestry and Strip Plantations are harvested on attaining maturity. Under Gram Van Scheme (GVS), plantations were to be carried out on the land provided by the Gram Panchayats and on maturity, the plantations were harvested¹⁸. When called for details of plantations carried out under GVS and subsequent harvesting, PCCF stated (July 2009) that information was not available and had been called for from Circle/Division office but the same was not received. In test check of three SF Divisions, the position of plantation of Gram Vans and sale proceeds on harvesting noticed is given in Table 4.

¹⁸ After deducting expenditure on plantations, 75 *per cent* income is allotted to the Gram Panchayats for community works and 25 *per cent* income kept in joint account of RFO and Sarpanch of Gram Panchayat for forest conservation and development works

Table - 4

(Area in hectare, Rupees in crore)

Division	Plantations of Gram Vans				Sale proceeds received on harvesting				
	Year	No.	Area	Expenditure	Year	No.	Area	Percentage	Amount
SF, Ahmedabad	1973-2001	1011	4562	4.51	1974-1998	235	1233	27	4.35
SF, Junagadh	1974-1997	867	5094	3.38	1985-2008	30	254	5	2.75
SF, Vadodara	1990-2001	724	2541	5.17	2001-2009	10	39	2	0.40
Total		2602	12197	13.06		275	1526	13	7.50

Deputy Conservator of Forest, Ahmedabad/Junagadh stated (July 2009/December 2008) that due to low survival, harvesting was not taken up in the remaining areas. DCF, Vadodara did not give any reason (May 2009) for low harvesting. Thus, out of the plantations at 12,197 hectare, only 1,526 hectare (*13 per cent*) plantations survived and therefore the expenditure of Rs.5.56 crore incurred thereon could not yield any fruitful result.

The objective of GVS for afforestation on idle Gram Panchayat land and to generate funds upon its harvesting was not successfully monitored and implemented. Thus, only *13 per cent* of plantations in three test checked Divisions were actually harvested which was indicative of low survival of plantations and poor implementation of the scheme.

3.1.10.4 Non observance of instructions while permitting cutting of owner's trees

Government granted (March 1984) 'cutting rights' of reserved trees¹⁹ to tribal land holders in Dang District, with the condition that for every tree cut three trees should be planted and they should survive atleast for three years. As per the instructions FED had to pay *cent per cent* income from sale proceeds of timber to the beneficiaries after deducting expenditure incurred on harvesting, transportation and auction. Conditions fixed (July 2005) also included (i) allowing cutting of maximum 10 plants per family in every block of five years, (ii) a priority register for application received was to be maintained and priority numbers to be allotted to the beneficiaries and (iii) creation of revolving fund of Rs.50 lakh for timely payment to the beneficiaries.

Scrutiny of records of two divisions (Dangs North and South) revealed that 17,453 cases have been finalized under this scheme and Rs.107 crore disbursed to the beneficiaries (1994-2009). It was however, seen that –

- ↗ Government created a Revolving Fund of Rs. one crore in 2006 and handling charges of Rs.2.84 crore (March 2009) were retained in the revolving fund instead of crediting the same to Government accounts,
- ↗ Auction of 490 cubic metre of timber was attempted on three occasions in 2007, however, as the bids received were lower than the reserve value which was fixed at Rs.62 lakh, the sale had to be

Shortcomings in giving permission for cutting of owner's trees

¹⁹ Teak wood, sesam, kher, mahudo and sandalwood

postponed. The timber was lying in the depots since 2007 due to traders offering less than reserved price. The permission for disposal of timber was awaited from Government (May 2009) and

- ☛ Concerned DCFs have not maintained priority registers.

The DCFs stated (May 2009) that applications received are registered on the computer, timber lying unsold would be auctioned on receipt of permission from Government and handling charges recovered would be credited to Government account. The reply of the DCFs is not tenable as the priority numbers were not intimated to beneficiaries, delay in auction of timber for two years would result in deterioration of its condition leading to non-realization of its marketable value and handling charges had remained outside Government account for a period of more than three years.

FED vide order (March 2007) regarding cutting of Kher trees from malki survey land in the districts other than Dang, instructed that the numbers of new plants should be three times as against number of Kher plants to be harvested. Audit scrutiny of Valsad North and South divisions revealed that permission for cutting 2,11,851 reserved trees was granted (2006-09) without verification and confirmation of planting new saplings. DCFs stated that undertakings were taken from the beneficiaries, but due to shortage of staff, verification could not be made. The reply of DCFs was not tenable as verification of plantations was compulsory before granting permission for cutting reserved trees.

3.1.10.5 Outstanding against auction of trees

Forest department auctions trees after coupe²⁰ cutting and in case of non-lifting of the timber by the successful bidder, the timber is to be re-auctioned at the risk and cost of the first bidder.

Scrutiny of records of DCF, Territorial Division, Rajpipla (East) revealed that recovery of Rs.22.47 lakh (towards risk and cost) was outstanding as of March 2009 pertaining to the period 1995-2008 from various first bidders who failed to lift the timber. DCF stated (May 2009) that necessary action was under process to get the amount recovered as arrears of land revenue. However, the facts remains that DCF had not taken any action for last 14 years for recovery of the outstanding amount.

3.1.10.6 Non recovery of CA charges

Government of India accorded approval (December 1997) for lease of 6,120 hectare of forest land belonging to Marine National Park, Jamnagar on lease to 15 salt units. The CA charges were to be recovered in five equal yearly installments and last installment being due in the year 2001. The GOG instructed (February 1998) to cancel the lease in case of delay for more than three months in payment of installments.

²⁰ Coupe is the area of forest land for exploitation of timber

Compensatory afforestation charges amounting to Rs.1.52 crore remained un-recovered from salt units in Jamnagar

Of the 15 units, CA charges amounting to Rs.1.52 crore²¹ were outstanding (from 1999 onwards) from four units, of which three²² units have closed down their business (2000-2002). The DCF took possession of land of defaulting units in September 2002. DCF stated (December 2008) that the whereabouts of the parties were not available. However, he agreed to recover the CA charges as arrears of land revenue. The reply of the DCF was not tenable as timely action as directed (February 1998) by GOG was not ensured. However, no reply was furnished as to why FIRs were not lodged.

3.1.10.7 Non renewal of lease in the forest land

Eleven Salt units were working without renewal of lease in Jamnagar

Within the forest land, it was noticed that DCF, Marine National Park Division, Jamnagar leased 5,206 hectare of Forest land to 11 salt units for the purpose of preparation of Salt Pan. The lease of 11 working units (5,206 hectare) expired between June 2001 and February 2009, however proposals from the lessees for renewal of leases were received with delays ranging between four and 37 months by the DCF and they were forwarded to PCCF with delays ranging between one month and 34 months as detailed in **Appendix XLIII**. DCF stated (December 2008) that applications for renewal of lease received in complete form, were forwarded to PCCF. The Government stated that the renewals of lease were pending with GOI, as decision on recovery of NPV was awaited. However, the facts remains that these units were working without renewal of lease and there were delays at all levels in ensuring renewal of lease.

3.1.10.8 Deficient maintenance of operational control registers

Operational Plan provides for maintenance of the following important registers. The deficiencies noticed in maintenance of these registers are as discussed below:

‘Control Book’ capturing information about thinning of artificial regeneration of forests under different WP, Register of ‘Compartment Histories’ giving information like, stock map, treatment map, etc., ‘Control Journals’ to give details of the management of the area, objective analysis, etc., ‘Plantations Register’ recording details of survey number, type of soil, etc., ‘Deviation Register’ recording deviation from WP.

Scrutiny of Plantations Registers maintained in Territorial Divisions, Dangs (South) (2004-07), Junagadh (2004-09), Rajpipla East (2004-09), Rajpipla West (2004-09), Valsad North (2002-09), Valsad South (2002-09), revealed that besides few entries in the registers, the majority of the registers were blank. The registers also did not contain crucial information about survival of plantations and details of first good rain, further the registers were not authenticated. Second copy of the register which was to be submitted to the Divisional Officer was also not submitted.

²¹ Including Rs.79.05 lakh towards interest

²² Matter regarding CA from one unit is under litigation

Other registers such as Control Book, Compartment History, Deviation Register were not maintained in any of the Divisions test checked, resulting in important operation control mechanism being ineffective.

3.1.11 Wildlife Protection

In all 2,758 species of animals are found in forests of the State²³, of which eight are extinct, nine critically endangered, nine endangered and three near threatened.



²³ This includes 513 species of birds and 107 species of amphibians/reptiles

There are nine wildlife divisions working under the Department, out of which three divisions²⁴ were test checked during the review, outcome of which is discussed in the succeeding paragraphs.

3.1.11.1 Delay in demarcation Gir Sanctuary area as National Park

Despite Supreme Courts directions in 1997, 1153 sqkm area of Gir Sanctuary was not notified as National Park

Under Section 35(i) of the Wildlife Protection Act, GOG notified (March 1982) its intention to constitute National Park consisting of 1153 sqkm²⁵ of Gir Sanctuary. Section 35(3) read with Section 35(7) of the Act provides that where any area was intended to be declared as National Park, rights in relation to any land therein are to be extinguished.

Supreme Court directed (August 1997), GOG to issue proclamation under Section 21 of the Act within two months²⁶ and to determine the rights within one year.

Conservator of Forests (Wildlife), Junagadh stated (July 2009) that 216 sqkm of forest land was free from rights of any occupants and proposals for its declaration as NP was forwarded (October 2004) to PCCF. Details regarding action taken by PCCF were called for as also status for the balance land admeasuring 937 sqkm. Reply however, has not been received (August 2009).

Thus, intention notified by GOG in 1982 and the orders of the Supreme Court (August 1997) still remained unfulfilled despite passage of 27 years from GOG notification and 12 years from Supreme Court order.

The PS stated during exit conference that as per legal provisions, all rights stand extinguished after declaring the area as National Park. The PS further stated that the rights of the people there were to be dealt with in a separate package.

3.1.11.2 Forest land not declared as wild-life sanctuary

Government of India accorded approval (November 1998) for diversion of 26.36 hectare forest land (Junagadh district) from Gir Sanctuary for Maghardi Minor Irrigation Scheme. Conditions thereof prescribed that compensatory afforestation was to be taken over 38.23 hectare non-forest land and the non-forest land transferred shall be declared as Protected/Reserve Forest as well as Wildlife Sanctuary under the Wildlife Protection Act, 1927.

Forest land not declared as wild life sanctuary even after submission of proposals in 2001

Accordingly, non-forest land measuring 38.23 hectare of Prempara village was transferred to Forest Department and CA works completed and also was declared as Protected Forest (February 2000). DCF, Gir (West) Division forwarded proposal (September 2001) to PCCF for declaration of the transferred land as Wildlife Sanctuary, which was not notified (June 2009) as a result measures for protection in the area, such as prohibition of entry of public without permission, causing any fire or leaving burning articles within

²⁴ (i) DCF, Gir (East) Dhari, (ii) DCF, Gir (West) Junagadh and (iii) DCF, MNP, Jamnagar

²⁵ 1006 sqkm of Junagadh district and 147 sqkm of Amreli district

²⁶ For settlement of claims in the proposed area of National Park

the area, prohibition on entry to the area with weapons, prohibition of usage of injurious substances, etc. under Wildlife (Protection) Act were not available.

The PS agreed (September 2009) with audit observation and ensured that action would be taken immediately.

3.1.11.3 Illegal mining around Gir Protected Area (PA)

Illegal mining activity was going on around Gir Protect Area

Government of India instructions (August 1998) provide that mining activity within five km radius from the boundary of National Parks and Wildlife Sanctuaries was not permissible. As per information available with the Gir (West) Division (May 2007), there were 13²⁷ mining units operating within radius of five km. None of the above units had lease orders issued in their favour by Revenue authorities. Collector, Junagadh issued lease cancellation orders (May 2007) to another set of 22 mining units operating within five km radius from boundary of Gir PA with valid lease license. However, no action was taken by Collector, Junagadh to get the 13 illegal mining units closed.

When pointed out in audit, DCF, Wildlife, Junagadh wrote to Collector, Junagadh (July 2009) to take necessary action to get mining activities stopped by these 13 illegal units. Further, Forest Department and Collector, Junagadh could neither make efforts to prepare exhaustive list of mining units within five km radius of Gir PA nor take action for stopping their activities in PA.

Due to continued mining within radius of five kms of the protected area of the wild life of Gir PA, adverse consequences to the Gir eco-system with serious threat to its bio-diversity cannot be ruled out.

3.1.11.4 Open wells in and around Gir PA

As per the provisions contained in Chapter III regarding conservation of wild and endangered species and their habitats of National Wildlife Action Plan 2002, it was required to provide special care and resources to protect highly endangered species especially those having single population and high degree of endemism which includes Asiatic Lion.

Twenty Asiatic lions died during 2004-09 due to drowning in open wells around Gir PA

Survey conducted (March 2004) revealed that there were 8,696 open wells in and around Gir PA. During 2004-09, 20 Asiatic lions died by drowning due to falling in these open wells. Department had started action to construct parapet walls to the open wells only from 2007-08 after delay of more than three years. In all, 6,024 wells were protected at a cost of Rs.2.82 crore (March 2009). Balance 2,672 (31 *per cent*) wells are still unprotected as of March 2009. This shows that appropriate actions were not taken by FED to protect the endangered species.

²⁷ (1) Shri Lakhmanbhai Jivrajbhai Singala, (2) Shri Vasrambahai Mohanbhai Vekaria, (3) Shri Balubhai Khodabhai Sojitra, Shri Nagjibhai Becharbhai Savaliya, (4) Shri Ramshibhai Mahendrabhai, H. Ranabhai Bhimabhai, (5) Shri Jinabhai Vashrambhai Patel, H. Chhaganbhai Mohanbhai Sakhrelia, (6) Shri Jamdgani Ashram, (7) Shri Milapbhai Hajabhai Motha, (8) Shri Jayantibhai Valjibhai, (9) Shri Balubhai Kalubhai Bambhaniya, (10) Shri Navnitbhai Bhimabhai Dobariya, (11) Shri Babubhai Kanabhai, (12) Shri Malabhai Ukabhai Abhalvad and (13) Shri Sajatbhai Kalabhai

3.1.11.5 Non relocation of maldharies from Gir PA and their re-entry after relocation

Wildlife (Protection) Act provides that there should not be any human settlements in the PAs so as to provide undisturbed life to the wildlife. As per 1971 census, 845 maldharies (shepherd) families resided in 129 nesses²⁸ within Gir PA. Government relocated (1972 to 1978), 588 families outside PA after providing each of them, eight acres of cultivable and grazing land, 600 sqmt residential plot and Rs.6,050 in cash. However, 257 families have not been shifted. Of the 588 families relocated, 87 families returned and were residing unauthorisedly again in the PA. As per records of CF, Wildlife, Junagadh, at the end of 2008-09 there were 376 families settled within Gir PA. CF, Wildlife Circle, Junagadh, who was to monitor and relocate the families stated (July 2009) that proposals have been submitted (March 2009) to PCCF for relocation of these maldhari families. Thus, adequate steps preventing maldhari families (previously relocated) into the PA were not taken. Consequently expenditure that was incurred on their earlier relocation towards farm lands, housing plots and cash proved to be infructuous.

The PS stated during exit conference that the scheme of rehabilitation of maldharies is approved and would be implemented on availability of funds from GOI.

3.1.11.6 Idling hovercraft and boats at Marine National Park

A unique marine ecosystem exists in the Gulf of Kachchh which provides habitat for several marine species. An area of 163 sqkm was declared as MNP and another 568 sqkm designated as Marine Sanctuary. For protection of marine wealth, MNP Division, Jamnagar purchased (1994) a hovercraft at a cost of Rs.6.22 lakh for patrolling in the area and for monitoring the mangroves. However, the hovercraft remained idle since its purchase. DCF stated (September 2009) that due to excess utilization of petrol, the hovercraft was kept unutilized. Reply was not acceptable as the hovercraft was purchased for specific purpose for protection of the area and monitoring of the mangroves. The cost of operation should have been assessed before embarking upon its purchase.

Marine National Park Division, Jamnagar had purchased (1982-2007), 21 boats at a cost of Rs.57.02 lakh²⁹ for plantations, protection and maintenance of mangroves and coral reefs. Of the total 21 boats, only four boats purchased in 1982 were registered with Gujarat Maritime Board (GMB)³⁰ and remaining 17 purchased between 1993 and 2007 were not registered with GMB.

As of August 2009 out of 21 boats, only six boats were in working condition and only one operator was available with the Division.

²⁸ Small group of settlements of shepherd in forest

²⁹ Cost of four vessels, which were registered with GMB, was not available

³⁰ Designated authority for registration of sea vessels

As the boats were specifically purchased for protection and management of mangroves and coral reefs; their idling had adverse consequence on protection of mangroves and coral reefs, the very purpose for which these were purchased.

3.1.11.7 Non establishment of Oil Spill Monitoring Unit

Forest Department diverted (1992), 9.60 hectare forest land from Marine National Park, Jamnagar to Indian Oil Corporation Limited (IOCL) for installation of Single Point Mooring System³¹, and an agreement was also entered (October 2001) between the FED and IOCL. Agreement provided for establishment of a Monitoring Unit for monitoring oil spills, quality of habitat, water and preserving biodiversity, under the control of CF. A qualified Marine Biologist was also required to be appointed.

The agreement further provided that IOCL would pay Rs.14 lakh for establishing the Monitoring Unit and also make annual payments of rupees four lakh. IOCL deposited Rs.74 lakh (upto March 2009), of which Rs.66 lakh were remitted to Consolidated Fund of the State as Forest Remittances (2006-07) and deposits of eight lakh rupees (2007-09) were credited to the PLA of DCF.

Deputy Conservator of Forests stated (December 2008) that proposals for establishing Monitoring Unit was submitted (September 1998) and it was pending with FED. The Department did not furnish (September 2009) any reply for non-approval of proposal furnished by the DCF. Thus, despite passage of more than 10 years since submission of proposal, Monitoring Unit has not been set up even though an amount of Rs.74 lakh was received from IOCL for this purpose. In absence of Monitoring Unit, the extent of spillage/leakage caused and adverse consequence of the same on the marine eco-system could not be ascertained.

The PS stated in exit conference that action is being taken for establishing the Oil Spill Monitoring Unit for the entire Gulf of Kachchh area and proposal for the same has already been sent (September 2009) to GOI.

3.1.12 Other Points

3.1.12.1 Absence of independent Internal Audit wing

Internal Audit is intended to keep a watch on compliance to Government Rules and orders as well as expenditure. The internal auditors are primarily responsible to bring about fiscal discipline in their respective assignments by pointing out the system lapses and advising regularly for taking corrective steps. There was no independent IA wing in the department, thus management was deprived of this important mechanism which was meant for strengthening of internal controls of the Department and their timely assessment.

³¹ The system of transferring liquid cargo from a floating vessel to shore

3.1.12.2 Non compliance to the Inspection Reports of Accountant General

Accountant General (Civil Audit), Gujarat, Rajkot conducts test check of records maintained by the head of the Administrative Department, Head of the Department and subordinate officers under his control. First replies to the observations as a result of the test check communicated through Inspection Reports (IR) were to be furnished within four weeks. A half-yearly report on pending IRs is also sent to the Secretary to facilitate monitoring of the action taken on the observations. Position of outstanding paragraphs of IRs issued upto March 2008 and pending as at the end of June 2009 is given in Table 5. Further details are given in **Appendix XLIV**.

Table - 5

Year in which IR issued	Principal Chief Conservator of Forests, Gandhinagar		Forest Divisions	
	Inspection Reports	Outstanding Paragraphs	Inspection Reports	Outstanding Paragraphs
Upto March 2005	0	0	6	6
2005-06	0	0	1	1
2006-07	1	1	11	20
2007-08	0	0	26	41
2008-09	1	1	9	22
Total	2	2	53	90

3.1.13 Conclusion

Despite passage of more than three years, State did not frame a State specific Forest Policy. Even reduced targets for augmentation of forest were not achieved during 2004-09 and aggregate shortfall was *28 per cent*. Mandatory requirement of taking up of plantations work only after approval of Treatment Maps was not adhered to. Annual Plans of Operations were also not prepared by test-checked Divisions. System of budgetary control was poor and control registers prescribed for watching expenditure were not being maintained. There were serious deficiencies in maintenance of Cash Book, Dead Stock Registers and in disposal of misappropriation cases. Possession of Banni grass land in Kachchh district was not available with Forest and Environment Department despite passage of 54 years since its declaration as forest land and 11 years after issue of orders by Collector, Kachchh for its handing over. Achievement of Compensatory Afforestation was *75 per cent* only despite availability of funds before these were credited to CAMPA accounts. Funds released by Government of India for National Afforestation Programme were diverted for State scheme i.e., Sujalam Suphalam Yojana. In the test checked Divisions, survival of plantations under Gram Van Scheme was negligible. Serious deficiencies were noticed in maintenance of operational control Registers. Despite passage of 27 years since notification of State Government

and 12 years since orders of Supreme Court to declare Gir Sanctuary as National Park, eviction of occupants from the area was still pending. Illegal mining within five km radius of Gir Protected Area continued. No timely actions were taken to protect Asiatic Lion, an endangered species from drowning in open wells in and around Gir PA. Hovercraft and boats purchased for protection of Marine National Park, Jamnagar remained idle.

3.1.14 Recommendations

- ☛ Efforts should be made to formulate State specific Forest Policy in line with recommendation of National Forest Commission within the broad parameters of National Forest Policy for the effective management of the forests of the State,
- ☛ Preparation of Annual Plans of Operation to be ensured by PCCF and instructions pertaining to execution of work only after approval of Treatment Map to be strictly enforced,
- ☛ Controls pertaining effective preparation of Budget and expenditure should be monitored by Forest and Environment Department and deficiencies in maintenance of Cash Book and Dead Stock Register should be rectified urgently. Strict instructions for its compliance should be issued to field formulations immediately,
- ☛ A plan to be chalked out for early implementation of the shortfalls in area towards Compensatory Afforestation. Amounts outstanding towards ‘Net Present Value’ from various parties should be vigorously pursued and adequately monitored at appropriate level,
- ☛ System of renewal of lease in the forest land should be reviewed and process of renewal within a time frame specified should be ensured,
- ☛ Operation of all illegal mines within the radius of five kilo meters of the Gir Protected Area should be immediately stopped, for this necessary instructions to the field formations should be issued on priority and
- ☛ Work of protection of wells around Gir Protected Area should be expedited and monitored to prevent lions and other wildlife from drowning in the open wells.

The matter was reported to Government in July 2009, reply was not received (September 2009).

Rajkot
The

(DHIREN MATHUR)
Accountant General (Civil Audit) Gujarat

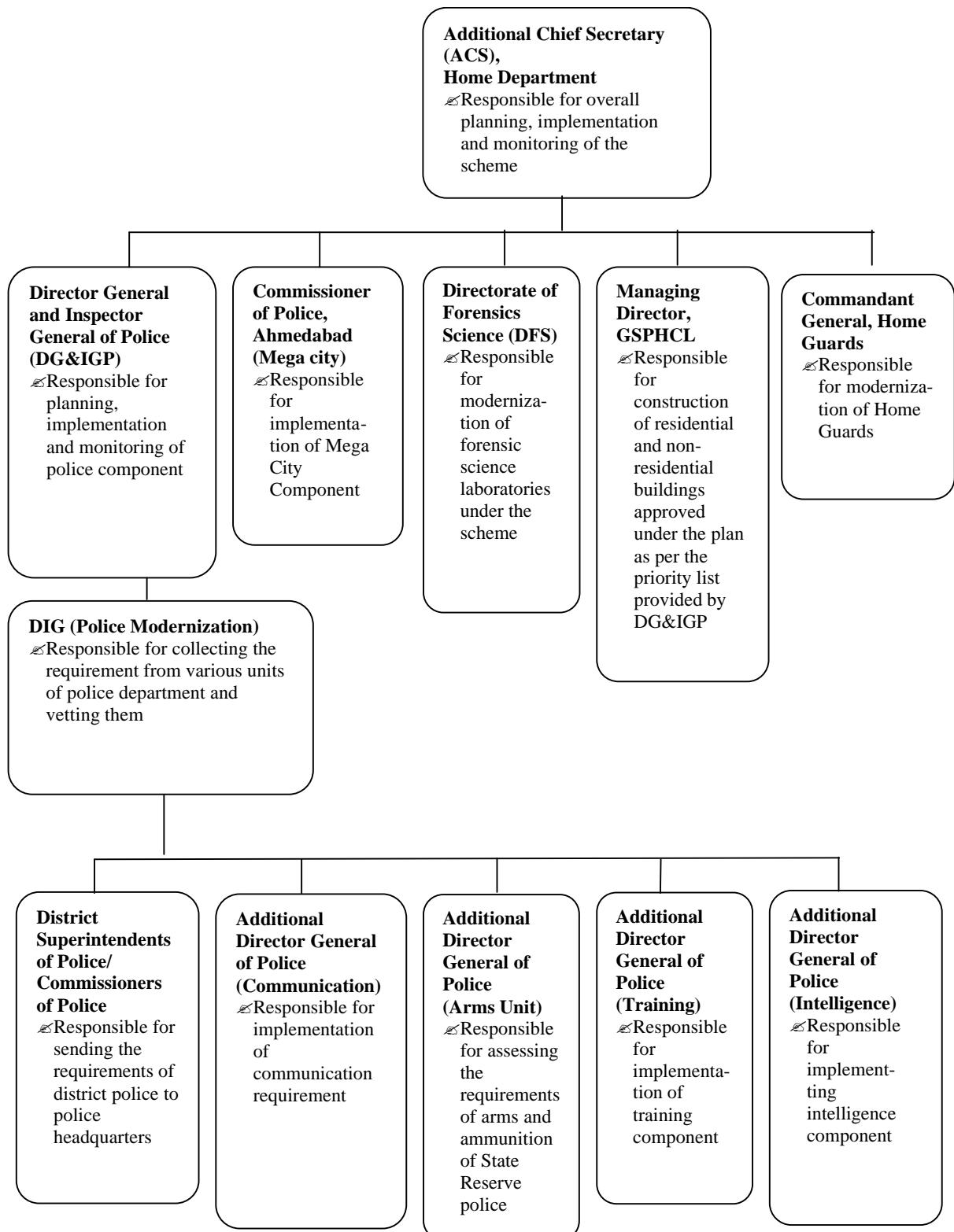
Countersigned

New Delhi
The

(VINOD RAI)
Comptroller and Auditor General of India

APPENDIX -I

**Chart showing the various units involved in formulation,
implementation and monitoring the MoPF Scheme
(Reference : Paragraph 1.1.2; Page 3)**



APPENDIX – II

Table showing component-wise expenditure
(Reference: Paragraph 1.1.9.1; Page 7)

(Rs. in crore)

Component	2003-04			2004-05			2005-06			2006-07			2007-08			2008-09			Total		
	Grant	Exp.	Per-cent-age	Grant	Exp.	Per-cent-age															
Weaponry	1.41	0.76	54	2.04	2.04	100	4.24	4.09	96	7.99	7.99	100	2.01	1.13	56	0.78	0.00	00	18.47	16.01	87
Mobility	1.51	1.44	95	13.49	12.98	96	8.72	7.31	83	3.73	2.85	76	6.85	3.08	45	11.57	10.14	88	45.87	37.80	82
Intelligence	7.73	5.76	75	00	00	00	1.52	0.01	01	00	00	00	6.28	4.8	76	4.64	1.81	39	20.17	12.38	61
Equipments	1.85	1.67	90	1.40	1.25	89	2.87	2.34	82	8.76	2.91	33	2.00	0.37	19	8.96	4.57	51	25.84	13.11	51
Computerization	6.50	3.92	60	1.78	1.75	98	2.75	2.32	84	1.10	0.93	85	5.20	0.37	07	1.13	0.00	00	18.46	09.29	50
Training	3.77	3.34	89	0.40	0.35	88	0.08	0.06	75	00	00	00	00	00	00	0.00	0.00	00	4.25	03.75	88
Communication	1.10	0.20	18	3.48	3.10	89	1.32	0.82	62	2.45	1.23	50	9.65	0.4	04	2.25	0.88	39	20.25	06.63	33
Home Guards	00.00	00.00	00	1.57	1.54	98	1.44	1.34	93	0.84	0.51	61	0	00	00	2.63	2.58	98	6.48	05.97	92
Total	23.87	17.09	72	24.16	23.01	95	22.94	18.29	80	24.87	16.42	66	31.99	10.15	32	31.96	19.98	63	159.79	104.94	66

APPENDIX - III

**Statement showing the details of the unspent grant for the years 2001-06
revaluated in the year 2007-08**
(Reference: Paragraph 1.1.9.2; Page 8)

(Rupees in crore)

Year	2001-02	2002-03	2003-04	2004-05	2005-06	Total
Component						
Mobility	0.36	---	---	---	0.94	1.30
Communication	1.41	---	0.62	---	0.50	2.53
Equipment for police stations	0.55	0.55	0.09	---	---	1.19
Intelligence	0.55	0.55	1.15	---	1.50	3.75
Weapon	---	---	0.38	---	---	0.38
Computerization & Home Guard Automations	---	---	0.18	0.01	0.43	0.62
Chetak Commando	---	---	0.52	---	---	0.52
Savings	0.83	1.15	2.18	0.71	0.69	5.56
Total	3.70	2.25	5.12	0.72	4.06	15.85

APPENDIX- IV

Statement showing the details of shortage of vehicles against the prescribed norms

(Reference: Paragraph 1.1.10.1; Page 10)

Name of District	No. of Police Station	No. of PS having one four-wheeler	No. of PS having no four-wheeler	Total	No. of PS having 2 two-wheeler	No. of PS having one two-wheeler	No. of PS having no two-wheeler	Total
Himmatnagar	20	15	0	15	5	4	1	10
Mehsana	14	7	7	14	1	1	0	2
Gandhinagar	10	6	0	6	2	4	0	6
Ahmedabad Rural	17	14	0	14	3	6	1	10
Porbandar	8	6	0	6	1	5	0	6
Dahod	10	8	0	8	0	5	2	7
Godhra	12	9	0	9	1	0	8	9
Kuchchh	23	12	0	12	7	9	0	16
Surat (Rural)	8	7	0	7	0	0	0	0
Surat (CP)	16	2	0	2	1	0	1	2
Vadodara (Rural)	18	14	0	14	3	4	0	7
Jamnagar	20	19	0	19	7	10	2	19
Rajkot	22	19	0	19	5	9	1	15
Total	198	138	7	145	36	57	16	109

APPENDIX – V
Statement showing the details regarding four wheeler vehicles
(Reference: Paragraph 1.1.10.2; Page 10)

Name of District	Designation	List of vehicles allotted to officers/offices						
		Tavera	Gypsy	Tata Sumo Victa	Qualis	Tata Spacio	Bolero	Car
Jamnagar	SP				1			
	Dy. SP			2				
	Dy. SP (SC/ST)		1					
Himmatnagar	SP	1			1			
	Dy. SP (Hqr.)					1		
	SDPO		2	3				
Dahod	SP				1		1	
	Dy. SP			2			1	
	Dy. SP (SC/ST)					1		
Gandhinagar	SP	1			1			
	Dy. SP (Security)		1				1	
	Dy. SP (Hqr.)		1				1	
	DIGP	1			1			
	SDPO			2				
Rajkot (Rural)	Dy. SP (SC/ST)						1	
	SP				1			
	Dy. SP			2		1		
	Dy. SP (SC/ST)			1				
	IG/DIG	1			1			
Porbandar	Dy. SP (Hqr.)						1	
	SP				1			
	Dy. SP(Hqr.)		1					
	Dy. SP (SC/ST)			1				
	Dy. SP		1					
Vadodara (Rural)	ASP			1				
	SP			1	1			1
	Dy. SP			2				1
	Dy. SP (Hqr.)			1				
	Dy. SP (SC/ST)			1				
	IGP Range	1			1			
	IGP,R R Squad			1				
Mehsana	SP				1			
	Dy. SP			2				
	Dy. SP (Hqr.)			1				
	Dy. SP (SC/ST)			1				

Name of District	Designation	Tavera	Gypsy	Tata Sumo Victa	Qualis	Tata Spacio	Bolero	Car
Godhra	SP				1			
	SDPO			3				
	Dy. SP (Hqr.)			1				
Ahmedabad (Rural)	SP	1						
	Dy. SP (Hqr.)		1					
	Dy. SP (SC/ST)					1		
	IG	1						
	SDPO			3				
Ahmedabad (CP)	ACP/JCP	5	4	8				
	DIG			1				
	CP	1	1		1			
	Sonia Ben Gokani		1	2				
	SDPO			3				
Surat (Rural)	Dy. SP (SC/ST)							1
	Special IGP				1			
	JCP	1						1
Surat (CP)	Dy. CP	1						
	ACP	4	2	6	1			
	CP	1	1					
	ACP (SC/ST)							1
	ACP (Sp. Br.)							1
Total		20	17	51	15	4	7	5
Grand Total				119				

APPENDIX – VI
Statement showing the details of expired gas shells
(Reference: Paragraph 1.1.11.3; Page 13)

Units	3 years old	3-7 years old	More than 7 years old	Total
CP, Ahmedabad	0	4740	3267	8007
CP Vadodara	574	3254	231	4059
CP, Surat	200	1294	0	1494
CP Rajkot	800	0	0	800
Ahmedabad Rural	263	305	1792	2360
DSP Nadiad	38	214	962	1214
DSP Anand	538	546	203	1287
DSP, Gandhinagar	200	173	718	1091
Mehsana	733	266	636	1635
DSP Patan	0	0	1313	1313
Sabarkantha	261	113	477	851
DSP Palanpur	640	0	443	1083
Vadodara Rural	126	619	178	923
DSP Bharuch	0	298	269	567
DSP Narmada	0	172	150	322
Godhra	0	476	202	678
Dahod	0	0	740	740
Surat Rural	0	1286	0	1286
DSP Tapi-Vyara	0	0	0	0
DSP, Valsad	887	0	0	887
DSP Navsari	284	1156	150	1590
DSP Dangs Ahwa	0	16	118	134
DSP Junagadh	0	0	444	444
DSP Bhavnagar	474	354	398	1226
Porbandar	0	492	54	546
Rajkot Rural	0	450	0	450
DSP Surendranagar	0	750	617	1367
Jamnagar	0	769	168	937
Kachchh-Bhuj	0	237	0	237
DSP Amreli	0	432	13	445
Western Railway	210	0	228	438
Commandant Gr.-I Vadodara	4761	3565	1360	9686
Comm. GR-II, Ahmedabad	0	0	527	527
Commandant Gr.-III, Madana	0	123	166	289
Commandant Gr- IV, Pavdi	0	0	0	0
Commandant Gr- V Godhra	0	213	170	383
Commandant Gr. VI, Muleti	0	0	0	0
Commandant Gr- VII, Nadiad	0	0	208	208
Commandant Gr- VIII, Gondal	0	0	292	292
Commandant Gr- IX Vadodara	80	0	503	583
Commandant Gr- X, Roopnagar, Valia	0	0	438	438
Commandant Gr- XI, Vav	0	237	0	237
Commandant Gr- XII	0	0	498	498
Commandant Gr- XIII Rajkot	200	73	0	273
Commandant Gr- XIV, Kevadia	0	128	0	128
Commandant Gr- XV, ONGC, Mehsana	0	0	0	0
Total	11269	22751	17933	51953

APPENDIX – VII

Statement showing the details of cases reported to FSL

(Reference: Paragraph 1.1.15.2; Page 23)

Name of District	Year	No. of offences committed under IPC (I-V)	No. of cases referred to Forensic Science Laboratories	Percentage of cases referred to Forensic Science Laboratories
Jamnagar	2003-04	2260	90	4
	2004-05	2171	112	5
	2005-06	2232	99	4
	2006-07	2294	106	5
	2007-08	2508	138	6
Himatnagar	2003-04	2712	94	3
	2004-05	2610	108	4
	2005-06	2295	81	4
	2006-07	2145	101	5
	2007-08	2314	106	5
Dahod	2003-04	1340	81	6
	2004-05	1762	99	6
	2005-06	1373	85	6
	2006-07	1376	101	7
	2007-08	1768	135	8
Porbandar	2003	457	49	11
	2004	472	53	11
	2005	486	56	12
	2006	501	52	10
	2007	462	46	10
	2008	427	39	9
Vadodara (Rural)	2003-04	1722	143	8
	2004-05	1891	191	10
	2005-06	1649	183	11
	2006-07	1811	168	9
	2007-08	1835	187	10
Gandhinagar	2003-04	2648	177	7
	2004-05	2123	125	6
	2005-06	2006	143	7
	2006-07	2136	139	7
	2007-08	2412	142	6
Rajkot (Rural)	2003-04	3153	110	3
	2004-05	3291	88	3
	2005-06	2958	131	4
	2006-07	2910	117	4
	2007-08	3063	121	4

Name of District	Year	No. of offences committed under IPC (I-V)	No. of cases referred to Forensic Science Laboratories	Percentage of cases referred to Forensic Science Laboratories
Ahmedabad (Rural)	2003-04	348	30	9
	2004-05	354	29	8
	2005-06	325	22	7
	2006-07	317	19	6
	2007-08	377	23	6
	2008			
Surat (Rural)	2004	1330	89	7
	2005	1168	75	6
	2006	1219	79	6
	2007	1117	80	7
	2008	1037	72	7
	2009			
Surat (CP), City	2003-04	4167	209	5
	2004-05	4192	190	5
	2005-06	5627	222	4
	2006-07	6302	269	4
	2007-08	6456	254	4
	2008			
Mehsana	2003-04	2278	264	12
	2004-05	2112	261	12
	2005-06	2204	247	11
	2006-07	1994	252	13
	2007-08	2171	276	13
	2008			
Godhra	2003-04	1779	106	6
	2004-05	1865	106	6
	2005-06	1671	92	6
	2006-07	1982	133	7
	2007-08	2034	151	7
	2008			
Bhuj	2003	2271	93	4
	2004	2412	107	4
	2005	2747	126	5
	2006	3049	131	4
	2007	3437	113	3
	2008	2926	125	4

APPENDIX - VIII

Table showing pendency of finger print search slips at Finger Print Bureau, Ahmedabad

(Reference: Paragraph 1.1.15.4; Page 24)

Year	Opening Balance of pending cases	Cases received during the year	Total	Cases disposed during the year	Report pending for verification at the end of year	Percentage of pending cases to total cases
2003	2,02,059	2,31,929	4,33,988	1,29,014	3,04,974	70
2004	3,04,974	2,12,387	5,17,361	68,740	4,48,621	87
2005	4,48,621	2,49,745	6,98,366	1,02,264	5,96,102	85
2006	5,96,102	2,01,953	7,98,055	63,423	7,34,632	92
2007	7,34,632	34,779	7,69,411	33,719	7,35,692	96
2008	7,35,692	33,011	7,68,703	31,243	7,37,460	96

APPENDIX-IX

**Statement showing the details of works taken by Gujarat State Police
Housing Corporation Ltd., Gandhinagar under the MoPF Scheme
(Reference: Paragraph 1.1.16.4; Page 26)**

Financial year 2003-04							
(Rs. in lakh)							
Sr. No.	District	Place	Type of Building	Estimated Project Cost	Actual Cost	Saving	Date of completion
1.	Anand	Khembhat	Rural Police Station	20.54	13.61	6.93	15/09/2003
2.	Gandhinagar	Sector-6, Gandhinagar	Rural Police Station	19.81	14.82	4.99	17/10/2004
3.	Mehsana	Vijapur	Rural Police Station	24.78	14.31	10.47	08/09/2004
4.	Narmada	Rajpipla	Barrack	68.70	47.61	21.09	05/03/2005
5.	Porbandar	Porbandar	Barrack	76.31	37.69	38.62	28/10/2004
6.	Rajkot City	Bhaktinagar	Urban Police Station	34.35	58.67	10.80	09/08/2005
7.	Rajkot City	Malviyanagar	Urban Police Station	35.12			09/08/2005
8.	Rajkot Rural	Ghanteshwar	Adm. Block	117.96	66.87	51.09	02/03/2005
9.	Sabarkantha	Idar	Rural Police Station	24.12	14.20	9.92	28/07/2004
10.	Surat	Surat	Barrack	64.38	41.04	23.34	01/11/2004
			Total	486.07	308.82	177.25	
(Rs. in lakh)							
Sr. No.	District	City / Town	No. of Units	Estimated Project Cost	Actual Cost	Saving	Date of completion
1	Ahwa	Ahwa H.Q.	38	168.37	119.65	48.72	01/05/2006
2	Anand	Bhadran	24	92.57	65.55	27.02	28/02/2005
3	Banaskantha	Madana	111	236.05	231.87	4.18	28/02/2006
4	Bharuch	Western Railway	50	176.38	120.91	55.47	13/08/2005
5	Bharuch	Hansol	16	59.03	41.24	17.79	31/12/2004
6	Bharuch	Zaghadya	16	58.08	52.30	5.78	
7	Kachchh	Bhuj	96	356.30	252.03	104.27	
8	Dahod	Limkheda	18	75.72	44.98	30.74	19/11/2004
9	Dahod	Dahod Rural	32	115.32	83.28	32.04	02/03/2005
10	Dahod	Dahod H.Q.	32	99.85	68.73	31.12	04/02/2005
11	Dang	Vaghai	16	56.62	44.44	12.18	20/12/2005
12	Jamnagar	Jamnagar H.Q.	80	296.54	158.62	137.92	01/03/2006
13	Mehsana	Vasai	32	112.19	54.92	57.27	28/12/2004
14	Mehsana	Santhal	24	71.19	60.24	10.95	11/07/2005
15	Mehsana	Bavlu	1	8.63	6.86	1.77	17/09/2004
16	Narmada	Rajpipla	48	155.99	126.13	29.86	24/03/2006
17	Panchmahal	Godhra	48	162.00	115.45	46.55	04/10/2005
18	Panchmahal	Halol	34	125.51	96.04	29.47	
19	Panchmahal	Shivrajpur	8	31.83	20.54	11.29	29/03/2005
20	Panchmahal	Morva	24	75.99	50.67	25.32	09/06/2005
21	Patan	Santalpur	32	133.77	114.89	18.88	28/11/2005
22	Sabarkantha	Talod	16	58.29	36.64	21.65	27/10/2004
23	Surat	Rander	80	270.98	204.08	66.90	28/02/2006
24	Surat Rural	Mangrol	52	182.26	122.01	60.25	28/05/2005
25	Surat Rural	Uchchhal	33	121.64	106.91	14.73	07/06/2006
26	Surat Rural	Songadh	33	121.66	91.16	30.50	17/01/2006
27	Vadodara	City Police line	32	102.68	80.05	22.63	04/07/2005
28	Vadodara	Akota	48	168.29	110.45	57.84	06/08/2005

29	Vadodara	S.R.P.F.Gr.-9	96	325.45	203.92	121.53	01/03/2006
30	Vadodara	Pavi Jetpur	12	36.58	23.46	13.12	13/07/2005
	Total		1182	4055.76	2908.02	1147.74	
	Grand Total		1192	4541.83	3216.84	1324.99	

Financial year 2004-05

(A) Non-Residential Buildings							
(Rs. in lakh)							
Sr. No.	Place	District	Type of Building	Estimated Project Cost	Actual Cost	Saving	Date of completion
1	Bhavnagar City	Bhavnagar	Control Room	7.50	5.92	1.58	25/06/2005
2	Karai Academy	Gandhinagar	Buffle Range	125.00	65.60	59.40	09/09/2005
3	Tandalja *	Vadodara City	Police Station	35.00	25.59	9.41	14/07/2006
	Total (A)			03	167.50	97.11	70.39
(B) Residential Buildings							
Sr. No.	Place	District	No. of Units	Estimated Project Cost	Actual Cost	Saving	Date of completion
1	Dholka	Ahmedabad	16	57.05	41.72	15.33	14/04/2005
2	Palej	Bharuch	16	53.93	42.00	11.93	13/08/2005
3	Bhuj	Kachchh	16	55.61	43.05	12.56	17/07/2005
4	Bavlu	Mehsana	1	8.63	6.86	1.77	17/09/2004
5	Godhra	Panchmahal	1	15.58	10.19	5.39	
6	Halol	Panchmahal	34	125.51	96.04	29.47	04/11/2005
7	Shivrajpur	Panchmahal	8	31.38	20.54	10.84	29/03/2005
8	SRP-V, Godhra	Panchmahal	48	162.00	115.45	46.55	04/10/2005
9	Bardoli	Surat	13	46.34	40.71	5.63	09/11/2005
10	Dabhoi	Vadodara	36	106.15	77.57	28.58	18/10/2005
11	Danilimda	Ahmedabad	320	1065.14	1048.16	16.98	
12	Sabarmati Jail	Ahmedabad	51	215.62	178.44	37.18	04/04/2006
13	Madana	Banaskantha	192	548.53	454.44	94.09	09/04/2007
14	Palanpur	Banaskantha	137	421.28	344.46	76.82	09/04/2007
15	Ankleshwar	Bharuch	37	137.05	117.62	19.43	09/04/2006
16	Jambusar	Bharuch	35	128.18	109.92	18.26	09/05/2006
17	PHQ	Bharuch	48	160.14	135.38	24.76	07/07/2006
18	Zaghadia	Bharuch	16	58.08	52.30	5.78	29/06/2005
19	Vaghai	Dang	16	56.52	44.44	12.08	20/12/2005
20	Dehgam	Gandhinagar	34	130.57	84.04	46.53	15/11/2005
21	Rakhiyal	Gandhinagar	25	94.36	71.52	22.84	14/12/2005
22	Mehsana	Mehsana	17	67.82	60.22	7.60	04/02/2006
23	PHQ	Mehsana	108	326.70	276.38	50.32	07/04/2007
24	Rajpipla	N armada	48	155.99	126.13	29.86	24/03/2006
25	Jalalpor	Navsari	33	109.70	93.40	16.30	20/03/2006
26	Morva	Panchmahal	24	75.99	50.67	25.32	09/06/2005
27	Golapur	Patan	64	223.97	170.15	53.82	15/10/2006
28	Harij	Patan	12	36.49	26.79	9.70	20/07/2005
29	Kakoshi	Patan	12	43.03	33.50	9.53	05/07/2005
30	Jetpur	Rajkot	38	127.23	105.13	22.10	10/01/2006
31	Vijaynagar	Sabarkantha	24	79.63	79.41	0.22	04/03/2006
32	Mahuva	Surat	24	90.40	69.44	20.96	15/12/2005
33	Rander	Surat	32	108.67	89.08	19.59	01/05/2006
34	Songadh	Surat	33	121.66	91.16	30.50	17/01/2006
35	Uchchhal	Surat	33	121.64	106.91	14.73	07/06/2006
36	Pavi Jetpur	Vadodara	12	36.58	23.46	13.12	13/07/2005
37	Pratapnagar	Vadodara	32	99.67	82.17	17.50	27/03/2006
38	Valsad Rly.	Valsad	32	101.61	91.84	9.77	13/04/2006
	Total (B)		1678	5604.43	4710.69	893.74	
	Grand Total (A+B)		1681	5771.93	4807.80	964.13	

Financial year 2005-06							
(A) Non-Residential Buildings (Rs. in lakh)							
Sr. No.	Place	District	Type of Building	Estimated Project Cost	Actual Cost	Saving	Date of completion
1	Savarkundla	Amreli	Town Police Station	21.22	14.83	6.39	01/10/2006
2	Bharuch 'B' Divi.	Bharuch	Police Station	19.32	16.89	2.43	19/06/2006
3	PHQ Mehsana	Mehsana	Barrack	74.64	62.63	12.01	14/10/2006
Total (A)			03	115.18	94.35	20.83	
(B) Residential Buildings							
Sr. No.	Place	District	No. of Units	Estimated Project Cost	Actual Cost	Saving	Date of completion
1	Vadiya	Amreli	1	5.35	4.65	0.70	20/05/2006
2	Amreli City	Amreli	32	104.28	93.59	10.69	25/12/2006
3	Dhari	Amreli	50	189.04	131.02	58.02	01/10/2007
4	Vagara	Bharuch	32	129.65	107.35	22.30	07/04/2007
5	Nabipur	Bharuch	33	132.60	109.58	23.02	19/02/2007
6	DevgadhBaria *	Dahod	49	191.79	171.81	19.98	05/08/2007
7	Dhaod PHQ	Dahod	112	399.67	360.20	39.47	07/02/2008
8	Ahwa	Dang	64	233.43	206.32	27.11	17/05/2007
9	Ahwa	Dang	1	11.20	8.96	2.24	07/09/2006
10	Kalol	Gandhinagar	96	303.65	257.49	46.16	24/09/2007
11	Bhesan	Junagadh	32	117.68	100.64	17.04	23/06/2007
12	'B' Division	Junagadh	32	177.68	93.25	84.43	25/05/2007
13	Bhuj (SarpatNaka) WIP	Kachchh	96	393.10	330.63	62.47	08/04/2008
14	Bhuj (Haripar Rd.)WIP	Kachchh	96	418.83	345.95	72.88	04/04/2008
15	Bhuj (AirPort Rd)WIP	Kachchh	40	184.57	150.78	33.79	27/06/2007
16	Becharaji	Mehsana	13	55.46	50.00	5.46	09/08/2006
17	Langhnaj	Mehsana	25	95.02	76.21	18.81	04/12/2006
18	Vijapur	Mehsana	27	115.09	94.98	20.11	29/01/2007
19	Kadi	Mehsana	67	257.21	217.41	39.80	29/01/2007
20	Kothamba	Panchmahal	25	83.35	79.30	4.05	13/09/2006
21	Porbandar PHQ	Porbandar	48	178.62	137.39	41.23	29/03/2007
22	Dhoraji	Rajkot	72	162.67	132.37	30.30	
23	Jasdan	Rajkot	33	134.32	106.69	27.63	24/04/2007
24	Morbi	Rajkot	24	100.34	94.97	5.37	20/01/2007
25	Himmatnagar	Sabarkantha	120	373.35	314.50	58.85	29/12/2007
26	Udhana	Surat	64	262.93	208.16	54.77	01/03/2008
27	Navbharat-Vadi	Vadodara	32	111.16	93.23	17.93	27/12/2006
28	Dharmapur	Valsad	25	87.46	77.76	9.70	22/03/2007
Total (B)			1341	5009.50	4155.19	854.31	

*PS : Expenditure with Police Station

(C) Karai Academy							
Sr. No.	Place	District	Type of Building	Estimated Project Cost	Actual Cost	Saving	Date of completion
1	Karai	Gandhinagar	S. Officers' Mess	379.00	239.50	139.50	
2	Karai	Gandhinagar	Gazetted Officers' Mess				
3	Karai	Gandhinagar	RCC Road	125.00	99.88	25.12	02/06/2005
Total (C)				504.00	339.38	164.62	
Grand Total (A+B+C)				1347	5628.68	4588.92	1039.76
Financial year 2006-07							
(A) Residential Buildings							
(Rs. in lakh)							
Sr. No.	Place	District	No. of Units	Estimated Project Cost (Rs. in lacs)	Actual Cost	Savings	Date of completion
1	Lunavada	Panchmahal	61	217.23	176.36	40.87	24/11/2007
2	Kosamba	Surat	32	126.10	117.85	8.25	16/08/2007
Total				93	343.33	294.21	49.12
Grand Total (2003-07)				4313 (19+ 4294)	16286	12908	3378

APPENDIX-X

**Statement showing vacancy of police in Gujarat State as on 31-03-2009
(Reference: Paragraph 1.1.17.2; Page 28)**

Name of Cadre	Sanctioned strength	Men in position	Shortfall	Percentage
Unarmed PI	775	714	61	8
Armed PI	131	124	7	5
Women PI	11	9	2	18
Unarmed PSI	2302	1353	949	41
Armed PSI	540	512	28	5
Unarmed ASI	5382	5043	339	6
Armed ASI	1841	1690	151	8
Armed ASI SRP Group	1481	915	566	38
Women ASI	233	183	50	21
Unarmed HC	7363	6911	452	6
Armed HC	2997	2852	145	5
Women Head Constable	372	279	93	25
Armed HC SRP Group	1498	1109	389	26
Unarmed Constable	18680	11964	6716	36
Armed Constable	12820	10340	2480	19
Armed Constable SRP Group	13130	9955	3175	24
Women Police Constable	1480	1013	467	32
Unarmed Lok Rakshak	2983	1175	1808	61
Armed Lok Rakshak	2402	1988	414	17
Women Lok Rakshak	359	29	330	92
Total	76780	58158	18622	24

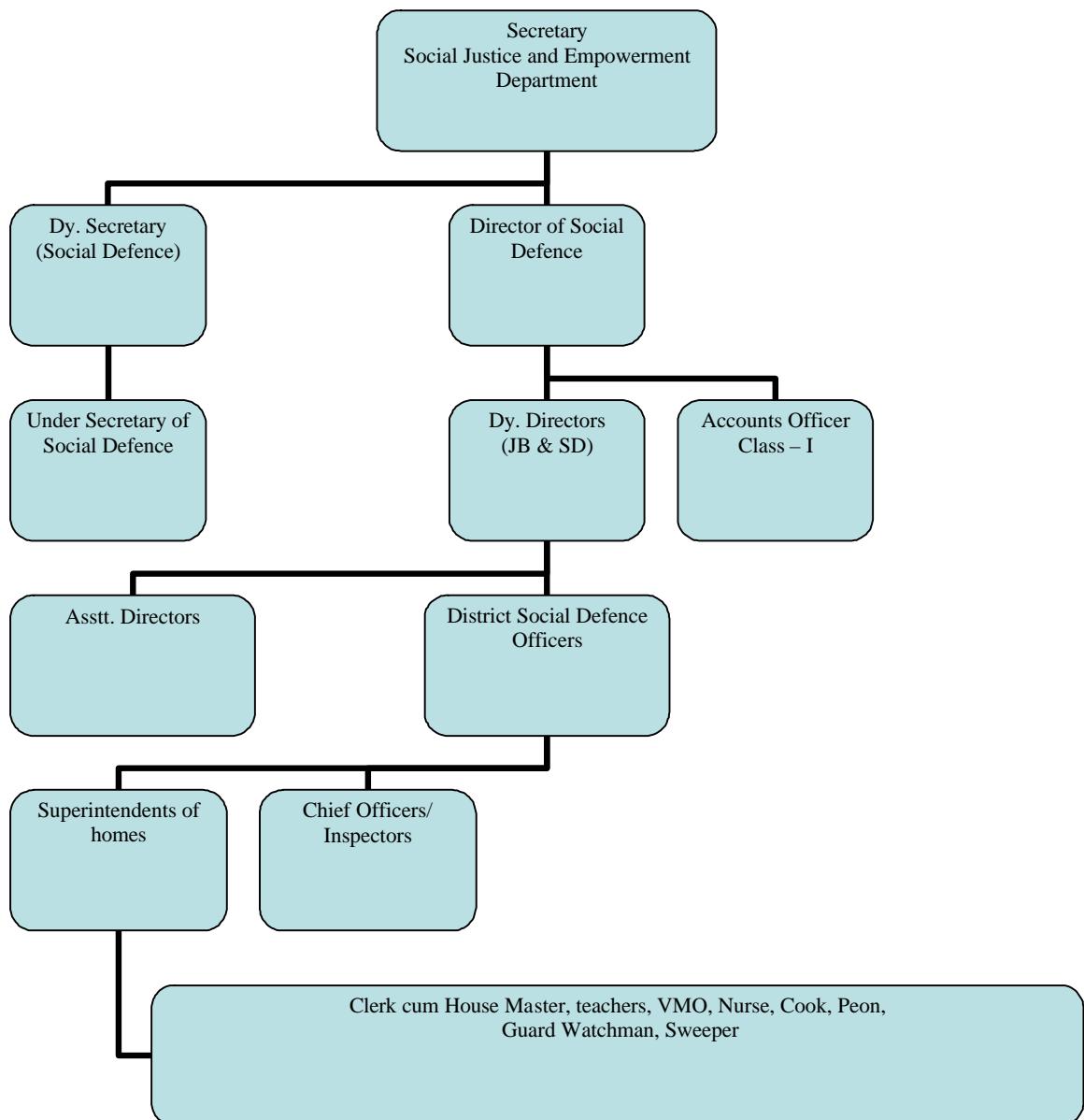
APPENDIX – XI

Various Acts and Rules related to children

(Reference : Paragraph 1.2.1; Page 33)

- ☛ The Juvenile Justice (Care and Protection of Children) Amendment Act, 2006
- ☛ The Juvenile Justice (Care and Protection of Children) Act, 2000
- ☛ The Gujarat Juvenile Justice (Care and Protection of Children) Rules, 2003
- ☛ The Commissions for Protection of Child Rights Act, 2005
- ☛ National Commission for Protection of Child Rights Rules, 2006
- ☛ The Commissions for Protection of Child Rights (Amendment) Act, 2006
- ☛ The Child Marriage Restraint Act, 1929
- ☛ The Prohibition of Child Marriage Act, 2006
- ☛ The Infant Milk Substitute Act, 2003
- ☛ The Infant Milk Substitutes, Feeding Bottles and Infant Foods (Regulation of Production, Supply and Distribution) Act, 1992
- ☛ The Infant Milk Substitutes, Feeding Bottles and Infant Foods (Regulation of Production, Supply and Distribution) Amendment Act, 2003
- ☛ Amendment Proposed in Immoral Traffic (Prevention) Act, 1956

APPENDIX - XII
Organizational Chart
(Reference : Paragraph 1.2.2; Page 33)



APPENDIX – XIII
List of institutions in the State
(Reference : Paragraph 1.2.3.2; Page 34)

Sr. No.	Name and address of Orphanages
1.	Observation Home, Khanpur, Near Kama Hotel, Ahmedabad.
2.	Vikas Gruh, Dhumketu Marg, Paldi, Ahmedabad.
3.	Mahipatram Rupram Ashram, Near Raipur Darwaja, Ahmedabad.
4.	Shreyas Balvikas Ghatak, Ambawadi, Ahmedabad.
5.	Sultan Ahmed Yatimkhana, Opp. GPO, Ahmedabad.
6.	Missionaries of Charity, Bhimji pura, Nawa Vadaj, Ahmedabad.
7.	Asag Study Action Group, Ahmedabad.
8.	Sevaklo Trust, Ahmedabad.
9.	Indian Council of Social Welfare, Ahmedabad.
10.	Sram Mandir Trust, Sangrot, Vadodara.
11.	Nirmal Shishubhavan, Soghda, Vadodara.
12.	Observation Home for Boys, Vadodara.
13.	Fatesinh Arya Anathasram, Vadodara.
14.	Hamara Ghar, The Muslim Welfare Society, Vadodara.
15.	Muni Sevasram, Goraj, Vadodara.
16.	Basko Snehalaya Shelter Home, Vadodara.
17.	Missionaries of Charity,.. Vadodara.
18.	Yug Shakti Ma Hareswari Devi, Vadodara.
19.	Klordin Nivas, Nirmal Seva Mandal, Halol, Vadodara.
20.	Methodist Boys Hostel, Godhra.
21.	Observation Home, Bharuch.
22.	Patel Welfare Society, Bharuch.
23.	Observation Home, Jambusar, Bharuch.
24.	Lovehuminity International Trust, Valsad.
25.	Observation Home. Rajpipla.
26.	Agriculture & Rural Development Trust, Navsari.
27.	Bai Dosi Bai Parsi of Child, Navsari.
28.	Observation Home, Nadiad.
29.	Hindu Anathasram, Nadiad
30.	Matruchhaya, Nadiad.
31.	Jisus & Merry Gujarat Society, Anand.
32.	Vidyarthi Pragati Mandal, Muslim, Borsad, Anand.
33.	Jagruti Mahila Sangathan, Anand.
34.	Mahajan Anathashram, Surat.
35.	Surat Ismail Yatimkhana, Surat.
36.	Balacharam, Viswa Jagruti Mandal, Surat.
37.	Smt.Santaben Gajera Charitable Trust, Surat.
38.	Parvatiben Leprocy Hospital, Surat.
39.	Observation Home, Surat.
40.	Pancholi Pragati Gruh, Halvad.
41.	Vikas Vidyalaya, Vadhwan.
42.	Bharat Hindu Bhramcharyshram, Vadhwan.

Sr. No.	Name and address of Orphanages
43.	Shri Mansukhlal Doshi Lok Vidyalaya, Surendranagar.
44.	L.M.Dhruv Balashram, Anathashram, Surendranagar.
45.	Jivan Jyot Trust, Surendranagar.
46.	Kathiawad Nirashrit Balashram, Rajkot.
47.	Kanta Stri Vikas Gruh, Rajkot.
48.	Sunni Muslim Yatimkhana, Rajkot.
49.	Bhagvatsihji Balashram and Bai Saheba Nirashrit Gruh, Gondal.
50.	Vikas Vidyalaya, Morbi.
51.	Yatimkhana, Dhoraji.
52.	Nirmalaben Ramjibhai Ashakt Mahila Ashram, Morbi.
53.	Lakhdhirsiji Endowment Trust, Morbi
54.	Missionaries of Charity, Morbi.
55.	Missionaries of Charity, Rajkot.
56.	Shishumangal, Junagadh.
57.	Lohana Mahila Vikas Gruh, Rajkot.
58.	Tapibai R.Gandhi Vikas Gruh, Bhavnagar.
59.	Nandkuvarba Anathashram, Bhavnagar.
60.	Kasturba Stri Vikas Gruh, Jamnagar.
61.	Sanatan Seva Mandal, Dwarka, Jamnagar.
62.	Anandbawa Anathalaya, Jamnagar.
63.	Mahila Vikas Mandal, Amreli.
64.	Kutch Mahila Kalyan Kendra, Bhuj.
65.	S.O.S.Children Vigilance of India, Bhuj.
66.	Shri Shivananda Balikashram, Bhuj.
67.	Viswas Balashram, Bhuj.
68.	Jamiyat Ulema Hind, Jamiyat Children Village, Bhuj.
69.	Jivan Prabhat Arya Samaj, Gandhidham.
70.	Sampark Balgram, Anjar.
71.	Aadhar, Manav Seva Trust, Gandhidham.
72.	Dharma Bhakti Niketan, Anupam Mission, Gandhidham.
73.	Kalrav Mangal Trust, Sedrana, Patan.
74.	Anjuman Baitun Tabiyat, Patan.
75.	Bhagini Samaj, Patan.
76.	Balashram & Anathashram, Madhusudan Yogniketan Trust, Patan.
77.	Mothers Love Charitable Trust, Chanassma, Mehsana.
78.	Vishwagram Sanstha, Jagudad, Mehsana.
79.	Nari Kendra, Gandhinagar.
80.	Child Heaven International, Gandhinagar.
81.	Ba nu Ghar Kasturba Gandhi Rastriya Smarak Trust, Koba, Gandhinagar.
82.	Sahyog Kusthyagya Trust, Himatnagar.
83.	Observation Home, Fatehpura, Dahod.
84.	Nari Sanrakhan Gruh, Dahod.
85.	Parmeshwar Shishu Gruh, Meghaninagar, Ahmedabad.
86.	Darul Yatama Banatul Muslemin, Dhoraji.

List of Institute/homes under JJ Act

Sr No	Name of institution	Name of district	Type of institution
1.	Observation Home	Mehsana	Govt.
2.	Observation Home, Chhota Udepur	Vadodara	Govt
3.	Observation Home Vyara,	Surat	Govt
4.	Observation Home	Navsari	Govt
5.	Observation Home Ahwa	Dang	Govt
6.	Observation Home	Surendranagar	Govt
7.	Observation Home	Junagadh	Govt
8.	Observation Home	Bhuj	Govt
9.	Observation Home	Jamnagar	Govt
10.	Observation Home	Rajkot	Govt
11.	Observation Home	Amreli	Govt
12.	Observation Home	Bhavnagar	Govt
13.	Observation Home Palanpur	Banaskantha	Govt
14.	Observation Home Himatnagar	Sabarkantha	Govt
15.	Observation Home Gohdرا	Panchmahal	Govt
16.	Observation Home	Gandhinagar	Govt
17.	Juvenile Home For Boys	Surat	Govt
18.	Juvenile Home For Boys	Vadodara	Govt
19.	Juvenile Home For Boys	Bharuch	Govt
20.	Juvenile Home For Girls	Bharuch	Govt
21.	Juvenile Home For Girls	Surat	Govt
22.	Special Home For Boys	Rajkot	Govt
23.	Special Home For Girls	Rajkot	Govt
24.	State Home For Women	Surat	Govt
25.	State Home For Women	Vadodara	Govt
26.	State Home For Women	Ahmedabad	Govt
27.	Reception Centre For Women	Bharuch	Govt
28.	Reception Centre For Women Godhra	Panchmahal	Govt
29.	Reception Centre For Women Himatnagar	Sabarkantha	Govt
30.	Reception Centre For Women, Palitana	Bhavnagar	Govt
31.	Reception Centre For Women	Surendranagar	Govt
32.	Reception Centre For Women, Vansda	Valsad	Govt
33.	Reception Centre For Women Palanpur	Banaskantha	Govt
34.	Reception Centre For Women, Khambhat	Kheda	Govt
35.	District Shelter Home	Ahmedabad	Govt
36.	After Care Hostel	Vadodara	Govt
37.	District Shelter Home	Rajkot	Govt
38.	Juvenile Home For Girls	Ahmedabad	Govt
39.	Observation Home Nadiad	Kheda	NGO
40.	Observation Home	Ahmedabad	NGO
41.	Observation Home	Bharuch	NGO

Sr No	Name of institution	Name of district	Type of institution
42.	Observation Home, Jambusar	Bharuch	NGO
43.	Observation Home Rajpipla	Narmada	NGO
44.	Observation Home	Vadodara	NGO
45.	Observation Home	Surat	NGO
46.	Observation Home	Dahod	NGO
47.	Mahipatram Rupram Ashram	Ahmedabad	NGO
48.	Vikas Gruh	Ahmedabad	NGO
49.	Kutch Mahila Kalyan Kendra	Bhuj	NGO
50.	Pancholi Pragati Gruh Halvad	Surendranagar	NGO
51.	Vikas Vidyalaya, Wadhwan	Surendranagar	NGO
52.	Kanta Stri Vikas Gruh	Rajkot	NGO
53.	Kathiawad Nirashrit Balashram	Rajkot	NGO
54.	Kasturba Stri Vikas Gruh	Jamnagar	NGO
55.	Shishu Mangal	Junagadh	NGO
56.	Mahila Vikas Gruh	Amreli	NGO
57.	Tapibai Vikas Gruh	Bhavnagar	NGO
58.	Hindu Anathashram Nadiad	Kheda	NGO
59.	Sultan Ahmed Yatimkhana	Ahmedabad	NGO
60.	St. John Bal Sanstha, Borsad	Kheda	NGO
61.	Arya Kanya Vidyalaya	Vadodara	NGO
62.	Shreyas Bal Vikas Ghatak	Ahmedabad	NGO
63.	Methedis Hospital Godhra	Panchmahal	NGO
64.	Parvati Leprocy Hospital	Surat	NGO
65.	Missionaries of Charity	Ahmedabad	NGO
66.	Matruchhaya Nadiad	Kheda	NGO
67.	Manglayatan Chhatralaya	Surendranagar	NGO
68.	Vikas Vidyalaya, Morbi	Rajkot	NGO
69.	Mahajan Anathashram	Surat	NGO
70.	Observation Home	Valsad	NGO

APPENDIX -XIV

A list of Government run homes and NGO run homes covered by audit

(Reference : Paragraph 1.2.6; Page 35)

Sr. No.	District	Homes run by Govt.	Homes run by NGO
1	Ahmedabad	(1) Juvenile Home for Girls Odhav, Ahmedabad	(1) Observation Home , Ahmedabad
		(2) State Home for Women, Odhav, Ahmedabad	(2) Mahipatram Rupram Aharam, Raipur, Ahmedabad
		(3) District Shelter Home for Boys, Ahmedabad	(3) Vikas Gruh Paldi, Ahmedabad
			(4) Sultan Ahmed Yatimkhana, Ahmedabad
			(5) Shreyas Balvikas Ghatak, Shreyas Tekara, Ahmedabad
			(6) Missionaries of Charity, Nava Vadaj, Ahmedabad
2	Bharuch	(4) Juvenile Home for boys, Bharuch	(7) Observation home, Bharuch
		(5) Juvenile home for girls, Nandeshwar Road, Bharuch	(8) Observation home, Jambusar, Bharuch
		(6) Reception Centre for women, Nanderva Road, Rly. Station Road, Bharuch	
3	Jamnagar	(7) Observation Home, Jamnagar	(9) Kasturba Stri Vikas Gruh, Jamnagar
4	Rajkot	(8) Observation home, Rajkot	(10) Shri Kanta Stree Vikas Gruh Rajkot
		(9) Special home for girls, Rajkot	(11) Shree Kathiawad Nirashrit Balashram Rajkot
		(10) State Home for Men/After Care Home, Rajkot	(12) Vikas Vidyalaya Morbi, Rajkot
		(11) Special home for boys Rajkot	
5	Surat	(12) Juvenile home for boys, Surat	(13) Observation home, Ghod dod Road, Surat
		(13) Juvenile home for girls, Surat	(14) Mahajan Anath Balashram, Surat
		(14) State home for women, Surat	
6	Vadodara	(15) Observation Home, 4 Sardarnagar Society, Chhotaudepur, Vadodara	(15) Observation home, Butadi Jhanpa, Vadodara
		(16) Juvenile Home for boys, Alembic Road, Vadodara	
		(17) State home for women, Nizampura, Vadodara	
		(18) After Care Hostel, Vadodara.	

APPENDIX – XV(A)

Number of juvenile crime during 2004 to 2008 and rate of juvenile delinquency
(Reference : Paragraph 1.2.8; Page 36)

Year	Total crime	Juvenile crime	Percentage
2004	273113	2007	0.73
2005	287750	2229	0.77
2006	292057	2048	0.70
2007	317946	2395	0.75
2008	324123	2170	0.67

APPENDIX – XV(B)

Juvenile indulge in various crimes 2004-08
(Reference : Paragraph 1.2.8; Page 36)

Nature of crime	2004	2005	2006	2007	2008	Total	Average (Percentage)
Theft	298	454	438	487	481	2158	432 (18.99)
Prohibition Act	236	527	251	300	230	1544	309 (13.58)
Gambling	80	82	61	77	69	369	74 (3.25)
Hurt	229	229	213	265	281	1217	243 (10.68)
Burglary	89	117	183	184	179	752	150 (6.59)
Riots	129	135	75	138	119	596	119 (5.23)
Cruelty by husband or relative	40	39	36	43	34	192	38 (1.67)
Murder	23	22	32	40	42	159	32 (1.41)
Rape	21	13	12	22	13	81	16 (0.71)
Kidnapping	22	17	35	31	21	126	25 (1.09)
Other crimes	840	594	712	808	1230	4184	837 (36.79)
							2275

APPENDIX – XV(C)

Juvenile apprehended 2004-08
(Reference : Paragraph 1.2.8; Page 36)

Year	7 to 12 years	Above 12 & below 16 years	16 to 18 years	Total
2004	95	872	1722 (64%)	2689
2005	124	1029	1595 (58%)	2748
2006	81	1035	1691 (60%)	2807
2007	73	930	1875 (65%)	2878
2008	54	914	1731 (64%)	2699

APPENDIX- XVI

**Capacity utilization of institution during 2005-06 to 2008-09
(Reference : Paragraph 1.2.8.2; Page 37)**

(A) Government Institutions

Sr. No.	Type of Homes	Total No. in the State	Total sanctioned strength	Actual strength during			
				2005-06	2006-07	2007-08	2008-09
1	Observation Homes	16	580	441	497	407	507
2	Children Homes	35	955	326	373	331	961
3	After Care Homes	14	100	104	352	377	48
4	Shelter Homes	0	0	0	0	0	0
5	Special Homes	13	300	197	644	459	85
	Total	78	1935	1068	1866	1574	1601

(B) Institutions run by NGOs

Sr. No.	Type of Homes	Total No. in the State	Total sanctioned strength	Actual strength during			
				2005-06	2006-07	2007-08	2008-09
1	Observation Homes	9	600	545	636	667	681
2	Children Homes	32	1435	748	805	815	1762
3	After Care Homes	0	0	0	0	0	0
4	Shelter Homes	23	0	0	0	0	0
5	Special Homes	0	0	0	0	0	0
	Total	64	2035	1293	1441	1482	2443

APPENDIX – XVII

List of adoption agencies in Gujarat State (Reference : Paragraph 1.2.9.5; Page 40)

(A) Government Agencies

1. State Home for Women, Ahmedabad
2. State Home for Women, Vadodara
3. State Home for Women, Surat
4. State Home for Women, Surenderanagar
5. Reception Centre for Women, Bharuch
6. Reception Centre for Women, Vansada, Navsari
7. Reception Centre for Women, Palanpur
8. Reception Centre for Women, Godhra
9. Reception Centre for Women, Himatnagar

(B) Voluntary Organizations

10. Shri Mahipatram Roopram Ashram, Ahmedabad
11. Vikas Vidyalaya, Surendranagar
12. Shri Tapibai Gandhi Vikas Gruh, Bhavnagar
13. Shri Kasturba Stri Vikas Gruh, Jamnagar
14. Shri Kathiawad Nirashrit Balashram, Rajkot
15. Matruchhaya, Nadiyad
16. Missionaries of Charities, Ahmedabad
17. Kutch Mahila Kalyan Kendra, Bhuj
18. Mahajan Anathashram, Surat
19. Observation Home, Ahmedabad

APPENDIX – XVIII

Inadequate facility of bathrooms/latrines in homes

(Reference : Paragraph 1.2.9.8; Page 45)

Sr. No.	Name of home	Capacity	Requirement as per norms		Available		Shortfall	
			Bath- room	Latrines	Bath- room	Latrines	Bath- room	Latrines
1	Special home for Boys, Rajkot	125	13	20	4	8	9	12
2	Observation home, Ahmedabad	100	10	16	7	7	3	9
3	Juvenile home for boys, Vadodara	150	15	24	10	9	5	15
4	Juvenile home for boys Bharuch	150	15	24	0	5	15	19
5	Juvenile Home for Girls, Ahmedabad	100	10	16	8	9	2	7
6	Vikas Gruh, Ahmedabad	200	20	32	16	20	4	12
7	Juvenile home for Girls, Bharuch	100	10	16	4	4	6	12
8	Juvenile home for Girls, Surat	100	10	16	7	7	3	9
9	Observation Home, Bharuch	100	10	16	4	2	6	14
10	Observation Home, Surat	50	5	8	2	5	3	3

Norms as per model rule 40(3) -

(For 50 inmates : 5 Bathrooms and 8 Latrines)

APPENDIX – XIX**Cadre wise men in position in Government homes on 01 January 2009****(Reference : Paragraph 1.2.9.11; Page 49)**

NAME OF POST	SANCTIONED	MIP	VACANT
Superintendent	19	11	8
Superintendent cum PO	16	2	14
Dy. Superintendent	5	1	4
Probation Officer	2	0	2
Case Worker	6	0	6
Clerk	31	20	11
Nurse	8	3	5
Workshop Sup.	2	0	2
Craft Teacher	32	22	10
Lang. Teacher	22	12	10
Sr. Teacher	1	0	1
Sr. Trained Teacher	8	5	3
Binder	2	2	0
Compositor	1	1	0
Machine Man	1	1	0
Workshop Attd.	2	2	0
Guard	55	44	11
Gardener	5	3	2
Watchman	30	21	9
Cook	40	32	8
Asstt. Cook	1	0	1
Peon	25	18	7
Matern	1	1	0
Aaya	11	8	3
VMO	36	23	13
Sweeper	21	14	7
Total	383	246	137

APPENDIX - XX

Duties of the Superintendent of Homes and Duties of Probation Officer (Reference : Paragraph 1.2.9.11 and 1.2.13.1; Page 49 and 53)

Duties of the Superintendent of Homes:

- (1) The General duties, functions and responsibilities of the Superintendent shall be as follow :
 - (a) Providing homely atmosphere of love, affection, care development and welfare of juvenile/children.
 - (b) Planning, implementation and coordinating all institutional activities; programmes and operations;
 - (c) Maintaining minimum standards of services in the Homes;
 - (d) Monitoring of juveniles/children, as the case may be, training and treatment programmes and correctional activities;
 - (e) Supervision over juvenile/children's discipline and moral well being;
 - (f) Allocation of duties to personnel;
 - (g) Assigning of duties to personnel and close supervision thereof;
 - (h) Preparation of budget and control over financial matters;
 - (i) Supervision over office administration;
 - (j) Monthly office inspection;
 - (k) Daily inspections and round of Institution;
 - (l) Ensure that juveniles/children provided food, clothing and bedding as per prescribed scales;
 - (m) Inspecting and tasting food prepared for juveniles/children;
 - (n) Take prompt action to meet emergencies;
 - (o) To take appropriate rehabilitation measures;
 - (p) Proper maintenance of statistical information and sending periodical reports to the concerned authorities;
 - (q) In addition to above duties, the Superintendent shall perform all such duties, functions and responsibilities as laid down by the Director of Social Defence from time to time;
- (2) Superintendents shall not employ a juvenile/children under their supervision for their own purpose or take any private services from them.

Duties of Probation Officer :

- (1) On receipt of information from the Superintendent/the special Juvenile Police Unit under section 13, of the Act, Probation Officer shall inquire into the antecedents and family history of the juvenile/child and such other material circumstances, as may be necessary and submit a social investigation report as early as possible in Form VIII to the Board.
- (2) Every Probation Officer shall carry out all directions given by a Board/ Committee or concerned authority and shall perform the following duties :
 - (a) To make inquiries regarding the home and school conditions, conduct, character and health of juvenile/child under their supervision;
 - (b) To attend regularly the proceeding of Juvenile Justice Board/ Child Welfare Committee and submit reports;
 - (c) To maintain diary, case file and such registers as may be prescribed from time to time;
 - (d) To visit regularly the residence of the juvenile/child under their supervision and also places of employment or school attended by such juveniles and to submit regularly monthly reports as prescribed in Form IX;
 - (e) To accompany juvenile/children wherever possible, from the office of the Committee/Board to Observation Homes, Special Home, Children's Home or fit person, as the case may be;
 - (f) To bring before the Board/Committee, immediately juveniles/ children who have not been of good behavior during the period of supervision;
 - (g) Follow-up if juveniles or children after their release from the organizations and extending help and guidance to them;
 - (h) Establishing linkages with voluntary workers and organizations to facilitate rehabilitation and social reintegration of juvenile/ children and to ensure the necessary follow-up;
 - (i) Ensuring that the juvenile/children's need of food, clothing and bedding are met as per prescribed scales;
 - (j) Ensure the cleanliness of the premises and maintenance of physical infrastructure including provisions of water and electricity.
- (3) Probation Officer shall not employ juveniles/children under their supervision for their own purpose or take any private services from them.

APPENDIX – XXI

Number of children who had run-away form various homes

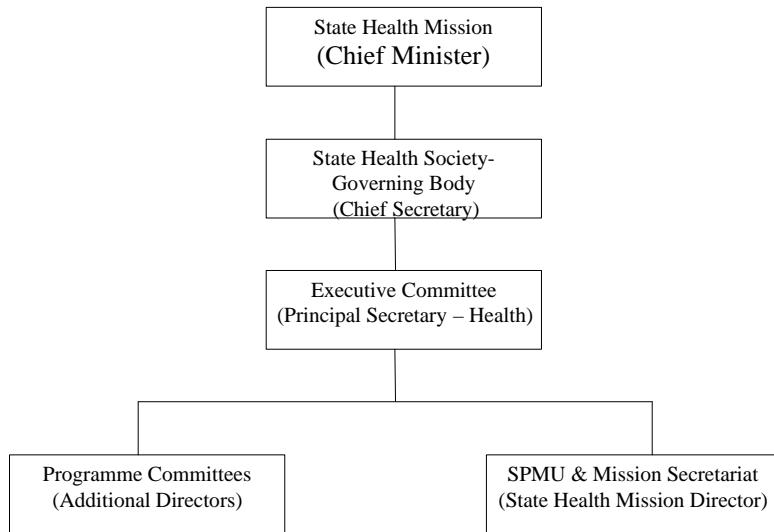
(Reference : Paragraph 1.2.10; Page 50)

Sr. No.	Name of home	Number of escapes	Number retrieved	Balance not traced as on date
1	Observation Home , Ahmedabad	10	2	8
2	Mahipatram Rupram Ashram, Raipur, Ahmedabad	4	0	4
3	Vikas Gruh Paldi, Ahmedabad	57	56	1
4	Observation Home, Chhotauddepur, Vadodara	3	2	1
5	Juvenile Home for boys, Alembic Road, Vadodara	8	0	8
6	Observation home, Butadi Jhampa, Vadodara	28	7	21
7	Juvenile Home for boys, Bharuch	22	0	22
8	Observation home, Bharuch	27	6	21
9	Observation home, Jambusar, Bharuch	4	1	3
10	Juvenile home for boys, Surat	55	0	55
11	Juvenile home for girls, Surat	1	0	1
12	State home for women, Surat	10	1	9
13	Observation home, Surat	91	9	82
14	Observation home, Rajkot	31	14	17
15	Special home for girls, Rajkot	3	1	2
16	Special home for boys, Rajkot	23	9	14
17	Vikas Vidyalaya Morbi, Rajkot	2	2	0
	Total	379	110	269

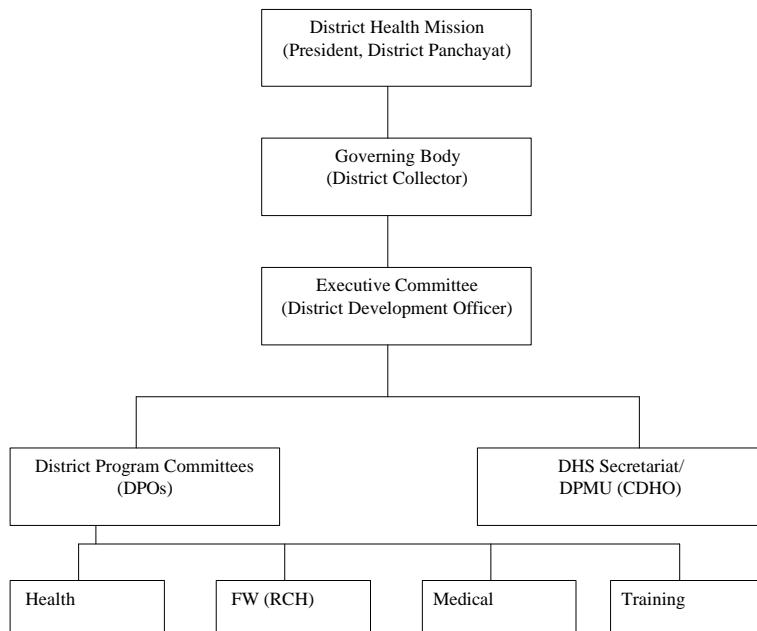
APPENDIX - XXII

Statement showing the Organisational Set-up at State and district level (Reference : Paragraph 1.3.2; Page 62)

Organisational Set-up State Level



Organisational Set-up District Level



APPENDIX - XXIII

List of selected Districts, CHCs, PHCs and SCs

(Reference: Paragraph 1.3.6; Page 63)

Sr. No	District	CHC	PHC	SC
1	Jamnagar	Dhrol	Latipur	Dhrol IV
				Majod
			Jaliadevani	Sumra
				Khengarka
		Jamkalyanpur	Bhatia	Nandana
				Bankodi
			Ran	Bhopalka
				Dudhia
		Salaya	Vadatra	Salaya III
				Bharan
			Movan	Juvangadh
				Aambavadi
2	Junagadh	Kodinar	Harmadia	Pichhavi
				Ronaj
			Dolasa	Kodinar-II
				Petavada
		Vanthali	Kanza	Zapodad
				Vanthali I
			Thana pipli	Lushala
				Akha
		Sutrapada	Thareli	Gorakhmadhi
				Lati
			Dhamlej	Dhamlej
				Dhamlej Bandar
3	Kachchh	Bhachau	Junakataria	Lakadiya-I
				Jangi
			Aadhoi	Aadhoi-II
				Vodhda
		Mundra	Vanki	Mundra-I
				Kunddradi
			Bhujpur	Bhujpur-II
				Desalpur
		S.H Mandavi	Darsadi	Nana Asambia
				Sherdi
			Gadhshisha	Devpar
				Moti Unadoth

Sr. No	District	CHC	PHC	SC
4	Gandhinagar	Chandkheda	Adalaj	Jundal
				Chandkheda-II
			Vadodara	Ishanpur
		Sadra	Uvarsad	Raipur
				Vavol
			Aadraj	Por
		Nardipur	Pansar	Tintoda
				Jalund
			Rancharda	Dingucha
				Isad
5	Bharuch	Jambusar	Kavi	Nasmad
				Vanasjada
			Chhidra	Kangam
		Umalla	Panetha	Dahegam
				Chhidra
			Jaspor	Jantran
		Hansot	Kudadara	Velugam
				Tavdi
			Ailav	Vankhunta
6	Valsad	Nanapondha	Jaspore	Kadvali
				Kudadara
			Motapondha	Kantasayan
			Dabkhal	Ilav
		Vapi	Balada	Panjroli
				Kakadkopar
			Nani tambadi	Ambheti-I
		Dungari	Vankal	Nandgam
				Mendha
			Kajanranchod	Aamli
				Sonvada
				Moti tambadi
				Chanod-I
				Faldhara
				Dulsad
				Kajanhari
				Kamparia

APPENDIX - XXIV

Statement showing details of Village level health action plans in six sampled districts

(Reference : Paragraph 1.3.7.2; Page 64)

Name of district audited	Year	No. of villages that prepared plan (from 2007-08 onwards)		No. of villages did not prepare plan (from 2007-08 onwards)	Total no. of villages
		No. of villages where plans were prepared	No. of blocks where plan was validated by the PRI		
JAMNAGAR	2005-06	0			
	2006-07	0			
	2007-08	0	0	664	664
	2008-09	0	0	664	664
KACHCHH	2005-06	0			
	2006-07	0			
	2007-08	0	0	894	894
	2008-09	0	0	894	894
GANDHINAGAR	2005-06	0			
	2006-07	0			
	2007-08	0	0	294	294
	2008-09	294	294	0	294
VALSAD	2005-06	0			
	2006-07	0			
	2007-08	0	0	460	460
	2008-09	0	0	465	465
JUNAGADH	2005-06	0			
	2006-07	0			
	2007-08	817	0	0	817
	2008-09	817	0	0	817
BHARUCH	2005-06	0			
	2006-07	0			
	2007-08	0	0	657	657
	2008-09	0	0	657	657
Total	2005-06	0			
	2006-07	0			
	2007-08	817 <i>(22 per cent)</i>	0	2969	3786
	2008-09	1111 <i>(29 per cent)</i>	294	2680	3791

APPENDIX - XXV**Programme wise details of grant received and expenditure incurred
for the years 2005-06, 2006-07, 2007-08 and 2008-09****(Reference: Paragraph 1.3.8.1; Page 66)**

Sr No	Program Name	Year	Opening Balance	Grant Received From GOI	Grant Received From GOG	Interest /Other Income	Total	Expenditure for state including districts	Closing balance
1	2	3	4	5	6	7	8	9	10
1	Direction & Administration	2005-06	0.00	15.68	0.00	0.00	15.68	8.12	7.56
		2006-07	7.56	10.02	0.00	0.00	17.58	6.12	11.46
		2007-08	11.46	7.65	0.00	0.00	19.11	6.28	12.83
		2008- 09	12.83	9.15	0.00	0.00	21.98	8.93	13.05
		Total	0.00	42.50	0.00	0.00	42.50	29.45	13.05
2	Rural Family Welfare Service	2005-06	0.00	70.56	0.00	0.00	70.56	80.13	-9.57
		2006-07	-9.57	49.28	0.00	0.00	39.71	84.46	-44.75
		2007-08	-44.75	107.36	0.00	0.00	62.61	89.55	-26.94
		2008- 09	-26.94	93.36	0.00	0.00	66.42	99.58	-33.16
		Total	0.00	320.56	0.00	0.00	320.56	353.72	-33.16
3	Urban Family Welfare Services	2005-06	0.00	11.32	0.00	0.00	11.32	6.28	5.04
		2006-07	5.04	7.24	0.00	0.00	12.28	6.05	6.23
		2007-08	6.23	11.56	0.00	0.00	17.79	5.25	12.54
		2008- 09	12.54	10.14	0.00	0.00	22.68	8.47	14.21
		Total	0.00	40.26	0.00	0.00	40.26	26.05	14.21
4	Grants to State Training Institution	2005-06	0.00	2.44	0.00	0.00	2.44	3.24	-0.80
		2006-07	-0.80	1.43	0.00	0.00	0.63	5.14	-4.51
		2007-08	-4.51	2.44	0.00	0.00	-2.07	3.98	-6.05
		2008- 09	-6.05	2.01	0.00	0.00	-4.04	4.07	-8.11
		Total	0.00	8.32	0.00	0.00	8.32	16.43	-8.11
5	Sterilisation of beds	2005-06	0.00	0.23	0.00	0.00	0.23	0.06	0.17
		2006-07	0.17	0.16	0.00	0.00	0.33	0.00	0.33
		2007-08	0.33	0.00	0.00	0.00	0.33	0.00	0.33
		2008- 09	0.33	0.00	0.00	0.00	0.33	0.00	0.33
		Total	0.00	0.39	0.00	0.00	0.39	0.06	0.33
6	Other funds through state budget	2005-06	-21.04	46.15	0.00	0.00	25.11	0.00	25.11
		2006-07	25.11	0.18	0.00	0.00	25.29	0.00	25.29
		2007-08	25.29	0.00	0.00	0.00	25.29	0.00	25.29
		2008- 09	25.29	5.96	0.00	0.00	31.25	0.00	31.25
		Total	-21.04	52.29	0.00	0.00	31.25	0.00	31.25
7	Routine Immunisation	2005-06	0.00	2.73	0.00	0.00	2.73	0.22	2.51
		2006-07	2.51	0.00	0.00	0.00	2.51	2.53	-0.02
		2007-08	-0.02	5.95	0.00	0.00	5.93	2.35	3.58
		2008- 09	3.58	0.00	0.00	0.00	3.58	3.12	0.46
		Total	0.00	8.68	0.00	0.00	8.68	8.22	0.46
8	Pulse Polio Immunisation	2005-06	3.22	6.04	0.00	0.00	9.26	5.90	3.36
		2006-07	3.36	13.68	0.00	0.00	17.04	13.25	3.79
		2007-08	3.79	12.27	0.00	0.00	16.06	8.77	7.29
		2008- 09	7.29	11.35	0.00	0.00	18.64	9.48	9.16
		Total	3.22	43.34	0.00	0.00	46.56	37.40	9.16
9	Information, Education, Communication	2005-06	-0.02	1.20	0.00	0.00	1.18	1.25	-0.07
		2006-07	-0.07	0.75	0.00	0.00	0.68	0.65	0.03
		2007-08	0.03	0.00	0.00	0.00	0.03	0.03	0.00
		2008- 09	0.00	0.00	0.00	0.00	0.00	0.00	0.00
		Total	-0.02	1.95	0.00	0.00	1.93	1.93	0.00

Sr No	Program Name	Year	Opening Balance	Grant Received From GOI	Grant Received From GOG	Interest /Other Income	Total	Expenditure for state including districts	Closing balance
1	2	3	4	5	6	7	8	9	10
10	RCH Flexible Pool	2005-06	2.83	38.50	0.00	0.00	41.33	7.59	33.74
		2006-07	33.74	49.35	0.00	0.00	83.09	51.64	31.45
		2007-08	31.45	61.10	0.00	0.00	92.55	46.21	46.34
		2008- 09	46.34	63.05	0.00	0.00	109.39	117.18	-7.79
		Total	2.83	212.00	0.00	0.00	214.83	222.62	-7.79
11	NRHM Additionalities	2005-06	0.00	46.38	0.00	0.00	46.38	0.35	46.03
		2006-07	46.03	93.63	0.00	0.00	139.66	25.37	114.29
		2007-08	114.29	142.19	0.00	0.00	256.48	93.70	162.78
		2008- 09	162.78	101.58	0.00	0.00	264.36	184.47	79.89
		Total	0.00	383.78	0.00	0.00	383.78	303.89	79.89
12	National Vector Borne Disease Control Programme	2005-06	0.19	5.37	0.00	0.19	5.75	3.49	2.26
		2006-07	2.26	6.27	0.00	0.11	8.64	3.77	4.87
		2007-08	4.87	7.73	0.00	0.19	12.79	7.16	5.63
		2008- 09	5.63	3.86	0.00	0.38	9.87	8.14	1.73
		Total	0.19	23.23	0.00	0.87	24.29	22.56	1.73
13	National TB Control Programme	2005-06	0.25	6.20	0.00	0.08	6.53	6.25	0.28
		2006-07	0.28	9.00	0.00	0.09	9.37	8.39	0.98
		2007-08	0.98	9.27	0.00	0.08	10.33	9.68	0.65
		2008- 09	0.65	11.27	0.00	0.11	12.03	11.87	0.16
		Total	0.25	35.74	0.00	0.36	36.35	36.19	0.16
14	National Leprosy Eradication Programme	2005-06	1.19	0.00	0.00	0.04	1.23	0.72	0.51
		2006-07	0.51	0.85	0.00	0.02	1.38	0.82	0.56
		2007-08	0.56	0.87	0.00	0.04	1.47	1.03	0.44
		2008- 09	0.44	0.94	0.00	0.01	1.39	1.30	0.09
		Total	1.19	2.66	0.00	0.11	3.96	3.87	0.09
15	National Programme for Control of Blindness	2005-06	1.98	3.31	0.00	0.05	5.34	4.14	1.20
		2006-07	1.20	4.62	0.00	1.12	6.94	5.51	1.43
		2007-08	1.43	7.34	0.00	0.09	8.86	7.32	1.54
		2008- 09	1.54	14.39	0.00	0.16	16.09	14.80	1.29
		Total	1.98	29.66	0.00	1.42	33.06	31.77	1.29
16	Integrated Disease Surveillance Programme	2005-06	0.00	4.15	0.00	0.00	4.15	0.00	4.15
		2006-07	4.15	0.00	0.00	0.08	4.23	1.33	2.90
		2007-08	2.90	0.00	0.00	0.18	3.08	1.41	1.67
		2008- 09	1.67	0.42	0.00	0.01	2.10	0.95	1.15
		Total	0.00	4.57	0.00	0.27	4.84	3.69	1.15
17	Iodine Deficiency Disorder Disease Control Programme	2005-06	0.00	0.04	0.00	0.00	0.04	0.05	-0.01
		2006-07	-0.01	0.02	0.00	0.00	0.01	0.03	-0.02
		2007-08	-0.02	0.12	0.00	0.00	0.10	0.12	-0.02
		2008- 09	-0.02	0.18	0.00	0.00	0.16	0.10	0.06
		Total	0.06	0.36	0.00	0.00	0.42	0.30	0.12
18	State's shares of Expenditure	2005-06	0.00	0.00	0.00	0.00	0.00	0.00	0.00
		2006-07	0.00	0.00	0.00	0.00	0.00	0.00	0.00
		2007-08	0.00	0.00	87.88	0.00	87.88	87.88	0.00
		2008- 09	0.00	0.00	75.68	0.00	75.68	75.68	0.00
		Total	0.00	0.00	163.56	0.00	163.56	163.56	0.00
	Grand Total	2005-06	-11.40	260.30	0.00	0.36	249.26	127.79	121.47
		2006-07	121.47	246.48	0.00	1.42	369.37	215.06	154.31
		2007-08	154.31	375.85	87.88	0.58	618.62	370.72	247.90
		2008- 09	247.90	327.66	75.68	0.67	651.91	548.14	103.77
		Total	-11.40	1210.29	163.56	3.03	1365.54	1261.71	103.77

APPENDIX - XXVI**Statement showing details of release and utilisation of Untied fund
and Maintenance grant to RKSs at PHCs and CHCs****(Reference: Paragraph 1.3.8.2; Page 67)****(Rs. In lakh)**

Year	No. of RKS	Untied funds				Maintenance Grant			
		Amount released	Amount utilized	Unspent		Amount released	Amount utilised	Unspent	
				Amount	Percen- tage			Amount	Percen- tage
PHC level									
2005-06		0	0	0	0	0	0	0	0
2006-07		0	267.05	14.58	252.47	95	535	29.16	505.84
2007-08		1073	267.05	162.03	105.02	39	536.5	193.60	342.90
2008-09		1073	268.25	271.65	-3.40	-1	536.5	501.31	35.19
Total		802.35	448.26	354.09		44	1608	724.07	883.93
CHC level									
2005-06		72	0	0	0	0	0	0	0
2006-07		273	0	0	0	0	0	0	0
2007-08		273	57.5	10.64	46.86	81	0	0	0
2008-09		273	682.5	765.93	-83.43	-12	0	0	0
Total		740	776.57	-36.57		-5	0	0	0
Grand Total		1542.35	1224.83	317.52		21	1608	724.07	883.93
									55

APPENDIX - XXVII

Statement detailing deficiencies in availability of facilities as per IPHS norms in selected SCs, PHCs and CHCs (Reference: Paragraph 1.3.9.2; Page 68)

Sr. No.	Particulars	Sub Centre	Primary Health Centre	Community Health Centre
1.	Total numbers audited	72	36	18
2.	Centres running without a building	1(Kamparia)	0	0
3.	Centres having no government building	16 ¹	0	0
4.	No. of health centres in close vicinity of garbage dump/cattle shed/stagnant pool/pollution from industry	14 ²	3 ³	3 ⁴
5.	No. of health centres where cleanliness was poor	15 ⁵	0	1 (Mundra)
6.	No. of health centres where vehicles/ ambulance was not available	--	9 ⁶	1 (Kodinar)
7.	No. of health centres where Citizen's Charter was not displayed prominently with local language	49 ⁷	17 ⁸	2 (Vanthali and, Sutrapada)
8.	No. of health centres where suggestion/complaint box was not kept prominently	62 ⁹	9 ¹⁰	0
9.	No. of health centres where separate utilities for men and women not present	NA	16 ¹¹	3 ¹²
10.	No. of health centres where OPD rooms/cubicles not present	NA	1 (Panetha)	0
11.	No. of health centres where operation theatre/minor operation theatre not present (where applicable)	NA	27 ¹³	4 ¹⁴
12.	No. of health centres where labour room not present (where applicable)	57 ¹⁵	9 ¹⁶	0
13.	No. of health centres where labour room was present but not functional (where applicable)	6 ¹⁷	2 (Mota pondha and Vankal)	0
14.	No. of health centres where medical store was not present	NA	2. (Dabkhel and Kajanranchod)	0

1 Aambavadi, Bhopalka, Dhamlej Bandar, Dhrol IV, Dingucha, Dudhia, Juvangadh, Kadvali, Kamparia, Khengarka, Kodinar-II, Lushala, Moti Unadoth, Raipur, Salaya III and Tavdi

2 Bharan, Chanod-I, Chhidra, Ilav, Isad, Jalund, Jantran, Kangam, Kantasayan, Kudadara, Panjroli, Petavada, Tavdi and Tintoda

3 Dabkhel, Pansar and Rancharda

4 Dhrol, Vapi , Sutrapada

5 Bharan, Bhopalka, Dhamlej, Dhamlej Bandar, Dhrol IV, Dudhia, Gorakhmadhi, Kamparia, Kantasayan, Lati, Panjroli, Salaya III, Vanasjada, Vanthali I and Vodhda,,

6 Balada, Dhamlej, Junakataria ,Mota pondha, Movana, Pansar, Rancharda, Thareli and Vadatra

7 All except Aadhoi-II, Aamli, Bharan, Bhujpur-II, Chhidra, Desalpur, Devpar, Ilav, Kantasayan, Khengarka, Kudadara, Kunddradi, Moti Unadoth, Mundra-I, Nana Asambia, Panjroli, Pichhavi, Ronaj, Salaya III, Sherdi, Sumra, Tavdi and Vodhda

8 Balada, Bhatia, Bhujpur, Chhidra, Dabkhel, Darsadi, Gadhshisha, Junakataria, Kajanranchod, Kavi, Latipur, Mota pondha, Nani tambadi, Ran, Thana pipli, Vankal and Vanki

9 All except Akha, Chandkheda-II, Chhidra, Ilav, Jantran, Jundal, Kantasayan, Kudadara, Majod and Panjroli

10 Balada, Bhatia, Bhujpur, Kajanranchod, Lalpur, Mota pondha, Nani tambadi, Ran and Thareli

11 Aadhoi, Dabkhel, Dhamlej, Gadhshisha, Ilav, Kajanranchod, Kavi, Kudadara, Mota Pondha, Panetha, Pansar, Rancharda, Thareli, Uvarsad, Vadatra and Vadodara

12 Nardipur, Vapi and Vanthali

13 All except Bhatia, Dolasa, Gadhshisha, Jaliadevani, Jaspor, Mota pondha, Uvarsad, Vadodara and Vanki

14 Salaya, Sadra, Vapi and Sutrapada

15 All except Aadhoi-II, Bankodi, Bhujpur-II, Chandkheda-II, Ilav, Ishapur, Kudadara, Kunddradi, Nandana, Nasmad, Pichhavi, Ronaj, Sumra, Vanasjada, Zapodad

16 Balada, Dabkhel, Ilav, Kajanranchod, Movana, Nani tambadi, Ran, Thareli and Vadatra

17 Aadhoi-II, Bhujpur-II, Nasmad, Pichhavi, Ronaj and Vanasjada

Sr. No.	Particulars	Sub Centre	Primary Health Centre	Community Health Centre
15.	No. of health centres where separate ward for male and female not present (where applicable)	NA	26 ¹⁸	5 ¹⁹
16.	No. of health centres where waiting rooms for patients was not present/not in good condition	NA	10 ²⁰	5 ²¹
17.	No. of health centres with no provision of water supply	10 ²²	0	0
18.	No. of health centres with no provision of storage of water	51 ²³	8 ²⁴	0
19.	No. of health centres with no facility of sewerage	NA	2 (Mota pondha and Thareli)	0
20.	No. of health centres with no facility of medical waste disposal	34 ²⁵	0	0
21.	No. of health centres with no electricity connection/power supply	NA	1 (Dabkhali)	0
22.	No. of health centres with no working facility of standby power supply/generator	NA	14 ²⁶	5 ²⁷
23.	No. of health centres with no telephone connection	61 ²⁸	2 (Juna kataria and Dabkhali)	0
24.	No. of health centres with no computer	NA	0	1 (Vapi)
25.	No. of health centres where accommodation facilities for staff was not present/occupied	44 ²⁹	5 ³⁰	2(Chandkheda and Sutrapada)
26.	No. of health centres where accommodation facilities for staff was partially present/occupied	NA	20 ³¹	15 ³²
27.	No. of health centres where adequate number of furniture was not present/not in working condition	35 ³³	35 ³⁴	18 (All sampled CHCs)

- 18 All except Aadhoi, Bhatia, Bhujpur, Dolasa, Gadhshisha, Harmadia, Jaliadevani, Kanza, Latipur and Vanki
 19 Dungari, Nanapondha, Sutrapada, Vanthali and Vapi
 20 Adalaj, Balada, Bhatia, Dabkhali, Dolasa, Ilav, Jaliadevani, Kajanranchod, Latipur and Mota pondha
 21 Nardipur, Nanapondha, Vapi, Dungari and Vanthali
 22 Ambheti-I, Dhrol IV, Kakadkopar, Khengarka, Kodinar-II, Mendha, Nandgam, Petavada, Sonvada and Vanthali I
 23 All except Aadhoi-II, Ambheti-I, Bankodi, Bhujpur-II, Desalpur, Ilav, Isad, Ishanpur, Jalund, Jantran, Kakadkopar, Kudadara, Kunddradi, Lakadiya-I, Moti Unadoth, Mundra-I, Nasmad, Raipur, Sherdi, Tintoda and Vanasjada
 24 Aadhoi, Dabkhali, Kavi, Mota pondha, Movana, Panetha, Thareli and Vadatra
 25 Bhujpur-II, Desalpur, Devpar, Dhamlej Bandar, Dhrol IV, Gorakhmadhi, Ishanpur, Jangi, Kadvali, Kajanhari, Kamparia, Khengarka, Kodinar-II, Kunddradi, Lakadiya-I, Majod, Mendha, Aamli, Mundra-I, Nana Asambia, Nandgam, Nasmad, Pichhavi, Por, Raipur, Ronaj, Sherdi, Sumra, Vanasjada, Vankhunta, Vanthali I, Vavol, Vodhda and Zapodad
 26 Bhatia, Chhidra, Dabkhali, Dhamlej, Dolasa, Harmadia, Jaliadevani, Junakataria, Mota pondha, Movana, Panetha, Ran, Thareli and Vadatra
 27 Chandkheda, Nardipur, Vapi, Kodinar and Hansot
 28 All except Aadhoi-II, Bhujpur-II, Chandkheda-II, Desalpur, Dingucha, Isad, Kunddradi, Mundra-I, Nasmad, Vanasjada and Vodhda
 29 All except Aamli, Bankodi, Bharan, Bhujpur-II, Devpar, Dulsad, Faldhara, Ilav, Jalund, Jantran, Kudadara, Majod, Moti Tambadi, Nana Asambia, Nandana, Nasmad, Pichhavi, Por, Raipur, Ronaj, Sherdi, Sumra, Tavdi, Tintoda, Vanasjada, Vavol, Velugam and Zapodad
 30 Jaspor, Kanza, Panetha, Thareli and Vanki
 31 Adalaj, Balada, Chhidra, Dabkhali, Dhamlej, Dolasa, Harmadia, Ilav, Kajanranchod, Kavi, Kudadara, Mota pondha, Movana, Nani tambadi, Pansar, Ran, Rancharda, Thana pipli, Uvarsad and Vadodara
 32 All except Dhro1, Chandkheda and Sutrapada
 33 Ambheti-I, Bankodi, Bharan, Bhujpur-II, Chhidra, Dahegam, Desalpur, Dulsad, Faldhara, Gorakhmadhi, Ilav, Ishanpur, Jalund, Jantran, Kadvali, Kangam, Kantasayan, Kudadara, Lati, Lushala, Majod, Mundra-I, Nana Asambia, Nandana, Nasmad, Por, Raipur, Sherdi, Tavdi, Titnada, Vanasjada, Vankhunta, Vavol, Velugam and Zapodad
 34 Except Dabkhali

APPENDIX - XXVIII

Statement showing details of sanctioned strength and personnel in position of medical and para-medical staff in Health Centres in the State

(Reference : Paragraph 1.3.10.3; Page 71)

Sr. No	Name of cadre	Sanctioned strength	Requirement as per IPHS	Position as on 31-03-2009		
				Existing strength	Vacancy with reference to sanctioned strength (percentage)	Vacancy with reference to IPHS (percentage)
CHC level						
1	General Surgeon (Superintendent Class-I)	262	274	56	206 (79)	218 (79)
2	Obstetrician and Gynaecologist	34	274	7	27 (79)	267 (97)
3	Paediatrician	34	274	05	29 (85)	269 (98)
4	Orthopaedic Surgeon	03	---	0	3 (100)	---
5	Ophthalmic Surgeon	03	274	02	01 (33)	272 (99)
6	Resident Medical Officer	04	--	0	4 (100)	---
7	Medical Officer	658	Not available with Commissionerate	561	97 (15)	---
8	Ayush Medical Officer	252		137	115 (46)	---
9	Anaesthetist	0	274	0	---	274 (100)
10	Jr. Pharmacist	300	900	228	72 (24)	672 (75)
11	Laboratory Technician	285	855	249	36 (13)	606 (71)
12	X ray Technicians	265	530	127	138 (52)	403 (76)
13	Jr. Pharmacist (Ayush)	---	265	---	---	265 (100)
14	Head Nurse	34	Information not furnished	16	18(53)	---
15	Staff Nurse at CHCs	1961	1911	1607	354(18)	304 (16)
PHC Level						
1	Medical Officer	1084	1073	678	406 (37)	395(37)
2	Ayush Medical Officer	1073	1073	729	344 (32)	344(32)
3	Staff Nurse for 24x7 PHCs	---	981	230	---	751(77)
4	Jr. Pharmacist	1084	2168	586	498 (46)	1582 (73)
5	Laboratory Technician	1084	2168	664	420 (39)	1504 (69)
SC Level						
1	Female Health Worker	7274	14548	6413	861 (12)	8135 (56)
2	Female Health Supervisor	1193	1193	875	318(27)	318 (27)
3	Multi Purpose Health Worker	7239	7239	4690	2549(35)	2549(35)

APPENDIX-XXIX
Statement showing the position of medical and para-medical staff in the six sampled districts as on 31-03-09
(Reference : Paragraph 1.3.10.3; Page 72)

Name of the District	Jamnagar				Junagadh				Kachchh				Gandhinagar				Valsad				Bharuch				Total			
Name of the post	Sanctioned strength	Men-in-position	Vacancy in No.	Vacancy in %	Sanctioned strength	Men-in-position	Vacancy in No.	Vacancy in %	Sanctioned strength	Men-in-position	Vacancy in No.	Vacancy in %	Sanctioned strength	Men-in-position	Vacancy in No.	Vacancy in %	Sanctioned strength	Men-in-position	Vacancy in No.	Vacancy in %	Sanctioned strength	Men-in-position	Vacancy in No.	Vacancy in %	Sanctioned strength	Men-in-position	Vacancy in No.	Vacancy in %
SC level																												
ANM(Regular)	265	209	56	21	390	270	120	31	279	228	51	18	171	141	30	18	330	317	13	4	200	160	40	20	1842	1610	232	13
ANM(Contractual)	0	47			0	52			205	177	28	14	0	0	0		2	0	2	100	0	9						
MPW-Male	209	160	49	23	0	0	0		0	0	0		137	113	24	18	334	267	67	20	214	148	66	31	894	688	206	23
MPW- Female (R)	0	0	0		291	286	5	2	0	0	0		0	0	0		0	0	0		0	0	0		291	286	5	2
MPW- Female(C)	0	0	0		0	163			0	0	0		0	0	0		0	0	0		0	0	0		0	163	-	-
PHC level																												
Medical Officer-Allopathic	58	42	16	28	19	19	0	0	36	32	4	11	34	32	2	6	39	23	16	41	45	26	19	42	231	174	57	25
Medical Officer-AYUSH	37	32	5	14	36	45	-9	-25	36	1	35	97	24	23	1	4	39	19	20	51	38	19	19	50	210	139	71	34
Staff Nurse-Regular	0	0	0		0	0	0		0	0	0		0	0	0		0	0	0		0	0	0		0	0	0	0
Staff Nurse-Contractual	30	5	25	83	0	0	0		20	20	0	0	56	9	47	84	12	0	12	100	33	7	26	79	151	41	110	73
Nurse Mid wife	0	0	0		0	0	0		0	0	0		0	0	0		0	0	0		0	0	0		0	0	0	0
Lab Assistant	0	0	0		58	21	37	64	37	17	20	54	26	26	0	0	39	23	16	41	37	0	37	100	197	87	110	56
Lady Health Visitor	0	0	0		55	37	18	33	39	22	17	44	31	24	7	23	45	32	13	29	37	0	37	100	207	115	92	44
Pharmacist	51	22	29	57	58	26	32	55	91	36	55	60	25	22	3	12	39	8	31	79	37	13	24	65	301	127	174	58
Block Health Education Information Officer	0	0	0		10	8	2	20	9	5	4	44	0	0	0		5	5	0	0	10	4	6	60	34	22	12	35

APPENDIX - XXX

**Statement showing details of increase /decrease in Out-patients and
in-patients in six sampled districts**

(Reference : Paragraph 1.3.12.2; Page 76)

Health centres	Year	Total number of health centre in the six districts	Out-Patient			In-Patient		
			No. of Out door patients	Increase(+) / Decrease(-)		No. of In-door patients	Increase(+) / Decrease(-)	
				In No.	Percen-tage		In No.	Percen-tage
PHCs	2004-05	228	2220416			22410		
	2005-06	228	2943366	722950	33	22455	45	0
	2006-07	228	2368839	-574527	-20	26089	3634	16
	2007-08	228	2067743	-301096	-13	26359	270	1
	2008-09	229	1851217	-216526	-10	30104	3745	14
CHCs	2004-05	62	2490020			276489		
	2005-06	62	2365427	-124593	-5	336872	60383	22
	2006-07	62	2821137	455710	19	333391	-3481	-1
	2007-08	62	2326409	-494728	-18	300909	32482	-10
	2008-09	62	2463599	137190	6	324213	23304	8

APPENDIX - XXXI

Statement showing details of Pregnant women received three ante natal check-ups in six sampled districts

(Reference : Paragraph 1.3.12.3(a); Page 77)

Name of District	Year	No. of pregnant women registered	Pregnant women who received three ante natal check-ups	
			In number	In percentage
JAMNAGAR	2005-06	35225	4947	14
	2006-07	35134	6710	19
	2007-08	34976	5662	16
	2008-09	38611	4234	11
JUNAGADH	2005-06	57845	6805	12
	2006-07	59562	5895	10
	2007-08	54163	4517	8
	2008-09	56734	6813	12
KACHCHH	2005-06	40349	9045	22
	2006-07	37819	9032	24
	2007-08	43764	6987	16
	2008-09	41729	9178	22
GANDHINAGAR	2005-06	N.A	N.A	N.A
	2006-07	41696	13322	32
	2007-08	37895	10454	28
	2008-09	38401	11024	29
VALSAD	2005-06	38553	14583	38
	2006-07	44546	8049	18
	2007-08	43280	8014	19
	2008-09	39004	5533	14
BHARUCH	2005-06	40198	11800	29
	2006-07	37827	9751	26
	2007-08	33028	8781	27
	2008-09	35761	25341	71
TOTAL	2005-06	212170	47180	22
	2006-07	256584	52759	21
	2007-08	247106	44415	18
	2008-09	250240	62123	25
GRAND TOTAL		966100	206477	21

APPENDIX - XXXII

Statement showing details of IFA administration to pregnant women in six sampled districts

(Reference : Paragraph 1.3.12.3(a); Page 77)

Name of District	Year	No. of pregnant women registered	No. of women given IFA tablets		Total	Percentage
			Prophylactic	Therapeutic		
JAMNAGAR	2005-06	35225	22031	14562	36593?	104
	2006-07	35134	27317	12055	39372?	112
	2007-08	34976	28753	10417	39170?	112
	2008-09	38611	24191	18686	42877?	111
JUNAGADH	2005-06	57845	57248	24432	81680?	141
	2006-07	59562	56848	33585	90433?	152
	2007-08	54163	58773	35584	94357?	174
	2008-09	56734	24468	24750	49218	87
KACHCHH	2005-06	40349	37705	0	37705	93
	2006-07	37819	14500	14508	29008	77
	2007-08	43764	16000	16084	32084	73
	2008-09	41729	15438	15439	30877	74
GANDHINAGAR	2005-06	N.A.	N.A.	N.A.	N.A.	N.A.
	2006-07	41696	27191	13692	40883	98
	2007-08	37895	23791	10412	34203	90
	2008-09	38401	18172	13367	31539	82
VALSAD	2005-06	38553	29592	0	29592	77
	2006-07	44546	23786	6580	30366	68
	2007-08	43280	23639	5777	29416	68
	2008-09	39004	26281	10417	36698	94
BHARUCH	2005-06	40198	40832	15017	55849?	139
	2006-07	37827	18794	6440	25234	67
	2007-08	33028	12133	3763	15896	48
	2008-09	35761	25744	9655	35399	99
TOTAL (Six Districts)	2005-06	212170	187408	54011	241419?	114
	2006-07	256584	168436	86860	255296	99
	2007-08	247106	163089	82037	245126	99
	2008-09	250240	134294	92314	226608	91
GRAND TOTAL		966100	653227	315222	968449	100

N.A: Information for the year 2005-06 was not made available by DHS Gandhinagar.

? Patients other than registered were also administered IFA.

APPENDIX - XXXIII
Details of TT Immunization to pregnant women
(Reference : Paragraph 1.3.12.3(a); Page 78)

Name of District	Year	No. of pregnant women registered	No. of women given Tetanus toxoid dosages	Percentage to pregnant women registered
JAMNAGAR	2005-06	35225	31998	91
	2006-07	35134	32614	93
	2007-08	34976	31724	91
	2008-09	38611	32123	83
JUNAGADH	2005-06	57845	56337	97
	2006-07	59562	53929	91
	2007-08	54163	51381	95
	2008-09	56734	55280	97
KACHCHH	2005-06	40349	31957	79
	2006-07	37819	40963	108
	2007-08	43764	40166	92
	2008-09	41729	38109	91
GANDHINAGAR	2005-06	N.A	N.A	N.A
	2006-07	41696	36070	87
	2007-08	37895	34409	91
	2008-09	38401	29639	77
VALSAD	2005-06	38553	33556	87
	2006-07	44546	36764	83
	2007-08	43280	41144	95
	2008-09	39004	39829	102
BHARUCH	2005-06	40198	37788	94
	2006-07	37827	34266	91
	2007-08	33028	33959	103
	2008-09	35761	31785	89
TOTAL	2005-06	212170	191636	90
	2006-07	256584	234606	91
	2007-08	247106	232783	94
	2008-09	250240	226765	91
GRAND TOTAL		966100	885790	92

N.A: Information for the year 2005-06 was not furnished by DHS,Gandhinagar

APPENDIX - XXXIV

Statement showing details of Institutional Deliveries in six selected districts (Reference : Paragraph 1.3.12.3(b); Page 78)

Name of District audited	Year	No. of pregnant women registered	No. of institutional deliveries		Achievement in percentage
			Targets	Achievements	
JAMNAGAR	2005-06	35225	30641	16970	55
	2006-07	35134	31972	20935	65
	2007-08	34976	31922	22794	71
	2008-09	38611	30252	24175	80
	Total	143946	124787	84874	68
JUNAGADH	2005-06	27845	59800	22923	38
	2006-07	59562	55900	32622	58
	2007-08	53573	56700	37182	66
	2008-09	51215	64000	38243	60
	Total	192195	236400	130970	55
KACHCHH	2005-06	40349	32298	14862	46
	2006-07	37819	42382	17799	42
	2007-08	43764	42800	22968	54
	2008-09	41729	44800	25548	57
	Total	163661	162280	81177	50
GANDHINAGAR	2005-06	N.A	N.A	N.A	N.A
	2006-07	36526	34388	26650	77
	2007-08	37895	37500	30274	81
	2008-09	38401	38526	32416	84
	Total	112822	110414	89340	81
VALSAD	2005-06	38553	31369	23011	73
	2006-07	44565	34286	25163	73
	2007-08	43280	34462	27291	79
	2008-09	24376	36577	28416	78
	Total	150774	136694	103881	76
BHARUCH	2005-06	40188	16992	8321	49
	2006-07	37827	20419	20244	99
	2007-08	37027	26826	26184	98
	2008-09	35761	25971	27332	105
	Total	150803	90208	82081	91
TOTAL	2005-06	182160	171100	86087	50
	2006-07	251433	219347	143413	65
	2007-08	250515	230210	166693	72
	2008-09	230093	240126	176130	73
GRAND TOTAL		914201	860783	572323	66

N.A: Information for the year 2005-06 was not furnished by DHS,Gandhinagar.

APPENDIX - XXXV

Statement showing details of Routine immunization (Reference : Paragraph 1.3.12.4; Page 79)

Year	Target	Achievement				FI*	DT		TT(16)		TT(10)	
		BCG	Measles	DPT	OPV		T	A	T	A	T	A
2005-06	1264300	1262294	1169733	1213337	1210065	1118030 (88 %)	1244071	981440 (79 %)	573245	537885 (94 %)	1201770	889338 (74%)
2006-07	1282000	1258339	1170354	1211932	1207836	1147664 (90 %)	1246600	955189 (77 %)	536700	539741 (101 %)	1204200	848439 (70 %)
2007-08	1290900	1208784	1153185	1174855	1162414	1115121 (86 %)	1270246	1000058 (79 %)	1170613	696809 (60 %)	1227057	922199 (75 %)
2008-09	1260794	1143332	1025887	1065238	1046974	997950 (79 %)	1240621	653611 (53 %)	1143312	620062 (54 %)	1198440	703143 (59 %)
Total	5097994	4872749	4519159	4665362	4627289							
			(95.58%)	(88.64%)	(91.51%)	(90.77%)						

Note: FI denotes Full Immunization.

APPENDIX-XXXVI

Statement showing details of routine immunisation in six sampled districts (Reference : Paragraph 1.3.12.4; Page 79)

Name of District audited	Year	Target for complete Immunizations	Actual achievement							
			Up to one Year (Complete course)	(%)	Above one and half year (DPT &OPV booster)	(%)	Above five years (DT only)	(%)	Above 10 years (TT only)	(%)
JAMNAGAR	2005-06	36300	30675	85	30109	83	36803	101	35330	97
	2006-07	34400	30013	87	51350	149	30225	88	27850	81
	2007-08	34800	29999	86	53488	154	32392	93	29941	86
	2008-09	32994	28239	86	52526	159	25090	76	24926	76
	Total	138494	118926	86	187473	135	124510	90	118047	85
JUNAGADH	2005-06	56000	53384	95	47892	86	49270	88	50187	90
	2006-07	53000	46890	88	49476	93	42805	81	28857	54
	2007-08	54000	47136	87	42565	79	49014	91	43410	80
	2008-09	54144	44627	82	45155	83	35046	65	27556	51
	Total	217144	192037	88	185088	85	176135	81	150010	69
KACHCHH	2005-06	41637	32691	79	25300	61	27267	65	25042	60
	2006-07	40187	19134	48	27330	68	29963	75	26864	67
	2007-08	40200	39503	98	31770	79	29786	74	29768	74
	2008-09	42200	35121	83	58800	139	24174	57	21832	52
	Total	164224	126449	77	143200	87	111190	68	103506	63
GANDHINAGAR	2005-06	N.A	N.A	N.A	N.A	N.A	N.A	N.A	N.A	N.A
	2006-07	32701	30855	94	35223	108	24822	76	22818	70
	2007-08	35000	33851	97	32499	93	32499	93	28648	82
	2008-09	33097	30842	93	28588	86	23270	70	22673	69
	Total	100798	95548	95	96310	96	80591	80	74139	74
VALSAD	2005-06	33500	27856	83	25421	76	27614	82	25402	76
	2006-07	34400	28183	82	26720	78	23417	68	22017	64
	2007-08	35288	24201	69	26837	76	27386	78	26356	75
	2008-09	35288	26339	75	24607	70	21873	62	25572	72
	Total	138476	106579	77	103585	75	100290	72	99347	72
BHARUCH	2005-06	32968	33548	102	35546	108	27738	84	28563	87
	2006-07	36441	32845	90	33971	93	25055	69	26916	74
	2007-08	36416	33209	91	34010	93	27271	75	32590	89
	2008-09	36416	31183	86	28868	79	17725	49	28367	78
	Total	142241	130785	92	132395	93	97789	69	116436	82
TOTAL	2005-06	200405	178154	89	164268	82	168692	84	164524	82
	2006-07	231129	187920	81	224070	97	176287	76	155322	67
	2007-08	235704	207899	88	221169	94	198348	84	190713	81
	2008-09	234139	196351	84	238544	102	147178	63	150926	64
	GRAND TOTAL	901377	770324	85	848051	94	690505	77	661485	73

N.A: Information for the year 2005-06 was not furnished by DHS, Gandhinagar

APPENDIX-XXXVII**Statement showing Targets and Achievements under Family Planning
in six sampled districts****(Reference : Paragraph 1.3.12.5(a); Page 80)**

Name of the district audited	Year	Vasectomy			Tubectomy			Laprosopy		
		T	A	Achievement (%)	T	A	Achievement (%)	T	A	Achievement (%)
JAMNAGAR	2005-06	9900	14	Negligible	9900	25	Negligible	9900	6314	Negligible
	2006-07	8000	1	Negligible	8000	30	Negligible	8000	5177	65
	2007-08	8500	30	Negligible	8500	40	Negligible	8500	6345	75
	2008-09	8500	9	Negligible	8500	N.A	N.A	8500	6644	78
	Total	34900	54	Negligible	34900	95	Negligible	34900	24480	70
JUNAGADH	2005-06	17700	7	Negligible	17700	3352	19	17700	7291	41
	2006-07	19700	3	Negligible	19700	3108	16	19700	6300	32
	2007-08	13600	481	4	13600	3380	25	13600	7084	52
	2008-09	13500	974	7	13500	3650	27	13500	6128	45
	Total	64500	1465	2	64500	13490	21	64500	26803	42
KACHCHH	2005-06	8900	2	Negligible	8900	N.A	N.A	8900	6409	72
	2006-07	10000	5	Negligible	10000	988	10	10000	5965	60
	2007-08	8500	13	Negligible	8500	633	7	8500	6529	77
	2008-09	8500	N.A	N.A	8500	510	6	8500	6167	73
	Total	35900	20	Negligible	35900	2131	6	35900	25070	70
GANDHINAGAR	2005-06	N.A	N.A	N.A	N.A	N.A	N.A	N.A	N.A	N.A
	2006-07	10000	3821	38	10000	2602	26	10000	9920	99
	2007-08	11000	1016	9	11000	7043	64	11000	1224	11
	2008-09	11504	239	2	11504	10354	90	11504	1454	13
	Total	32504	5076	16	32504	19999	62	32504	12598	39
VALSAD	2005-06	13400	71	1	13400	8349	62	13400	1244	9
	2006-07	10500	28	Negligible	10500	5747	55	10500	2530	24
	2007-08	11500	358	3	11500	7656	67	11500	1741	15
	2008-09	10500	405	4	10500	7739	74	10500	1977	19
	Total	45900	862	2	45900	29491	64	45900	7492	16
BHARUCH	2005-06	10700	3	Negligible	10700	70	1	10700	7209	67
	2006-07	9000	8	Negligible	9000	590	7	9000	6263	70
	2007-08	9900	1287	13	9900	627	6	9900	6645	67
	2008-09	10500	14	Negligible	10500	754	7	10500	6923	66
	Total	40100	1312	3	40100	2041	5	40100	27040	67
TOTAL	2005-06	60600	97	Negligible	60600	11796	19	60600	28467	47
	2006-07	67200	3866	6	67200	13065	19	67200	36155	54
	2007-08	63000	3185	5	63000	19379	31	63000	29568	47
	2008-09	63004	1641	3	63004	23007	37	63004	29293	46
	GRAND TOTAL	253804	8789	3	253804	67247	26	253804	123483	49

N.A: Information for the year 2005-06 was not furnished by DHS, Gandhinagar

APPENDIX -XXXVIII

**Details of mortality due to various vector borne diseases in the State
during 2005-08**

(Reference : Paragraph 1.3.12.8(b); Page 82)

Year	Kala Azar		Malaria		Filaria		Japanese Encephalitis		Dengue	
	No. of cases	Deaths	No. of cases	Deaths	No. of cases	Deaths	No. of cases	Deaths	No. of cases	Deaths
2005	Nil	Nil	177936	54	329	Nil	Nil	Nil	454	11
2006	Nil	Nil	93071	45	125	Nil	Nil	Nil	545	5
2007	Nil	Nil	71121	73	112	Nil	Nil	Nil	640	2
2008	Nil	Nil	51161	43	80	Nil	Nil	Nil	1065	2
2009 (Up to March 2009)	Nil	Nil	4210	1	10	Nil	Nil	Nil	171	Nil

APPENDIX - XXXIX**Statement showing the name of test checked Offices/Divisions****(Reference : Paragraph 3.1.3; Page 101)**

Sl. No.	Name of Division
1	O/o the Deputy Conservator of Forests, (Territorial) Division, Junagadh
2	O/o the Deputy Conservator of Forests, (Territorial) Division, Godhra
3	O/o the Deputy Conservator of Forests, (Territorial) Division, Vyara
4	O/o the Deputy Conservator of Forests, (Territorial) Division, Valsad (North)
5	O/o the Deputy Conservator of Forests, (Territorial) Division, Valsad (South)
6	O/o the Deputy Conservator of Forests, (Territorial) Division, Rajpipla (East)
7	O/o the Deputy Conservator of Forests, (Territorial) Division, Rajpipla (West)
8	O/o the Deputy Conservator of Forests, (Territorial) Division, Dangs-Ahwa (North)
9	O/o the Deputy Conservator of Forests, (Territorial) Division, Dangs-Ahwa (South)
10	O/o the Deputy Conservator of Forests, (Territorial) Division, Kachchh- Bhuj (East)
11	O/o the Deputy Conservator of Forests, (Territorial) Division, Kachchh-Bhuj (West)
12	O/o the Deputy Conservator of Forests, (Territorial) Division, Devgadhbaria
13	O/o the Deputy Conservator of Forests, (Social Forestry) Division, Rajkot
14	O/o the Deputy Conservator of Forests, (Social Forestry) Division, Amreli
15	O/o the Deputy Conservator of Forests, (Social Forestry) Division, Junagadh
16	O/o the Deputy Conservator of Forests, (Social Forestry) Division, Godhra
17	O/o the Deputy Conservator of Forests, (Social Forestry) Division, Vadodara
18	O/o the Deputy Conservator of Forests, (Social Forestry) Division, Dahod
19	O/o the Deputy Conservator of Forests, (Social Forestry) Division, Ahmedabad
20	O/o the Deputy Conservator of Forests, Gir (East), Division Dhari
21	O/o the Deputy Conservator of Forests, Gir (West), Division, Junagadh
22	O/o the Deputy Conservator of Forests, Marine National Park, Jamnagar

APPENDIX - XL

Statement showing the details of delay in approval of Treatment Maps

(Reference : Paragraph 3.1.7.3; Page 104)

Sl. No.	Division	Area (in Ha.)	Expendi- ture (Rs.in Crore)	Year(s) in which planta- tions carried out	Due Month of approval of Treatment Maps	Actual Month of approval of Treatment Maps	Details of delays in Month in approval of Treatment Maps
1	O/o the DCF, (Territorial) Dn.Kachchh- Bhuj (East)	50	.15	2006-07	05-2005	08-2007	27
		513	1.28	2007-08	05-2006	07-2007	14
		175	.46	2008-09	05-2007	09-2007	4
		Total	738	1.89	2006-09		
2	O/o the DCF, Gir (East), Dn. Dhari	469	.20	2004-05	05-2003	09-2006	40
		724.5	.20	2005-06	05-2004	09-2006	28
		679.5	.19	2006-07	05-2005	09-2006	16
		Total	1873	0.59	2004-07		
3	O/o the DCF, (Territorial) Dn. Valsad (North)	500	.30	2005-06	05-2004	03-2005	10
		3366	2.80	2006-07	05-2005	03-2006	10
		1377	1.20	2007-08	05-2006	03-2007	10
		Total	8919	6.70	2005-09		
4	O/o the DCF, (Territorial) Dn. Valsad (South)	500	.37	2005-06	05-2004	03-2005	10
		3090	2.11	2006-07	05-2005	03-2006	10
		2866	2.45	2007-08	05-2006	03-2007	10
		Total	8233	5.95	2005-09		
5	O/o the DCF, (Territorial) Dn. Godhra	3226.25	3.40	2004-05	05-2003	01-2005	20
		1590.40	1.21	2005-06	05-2004	02-2006	21
		6201.00	4.67	2006-07	05-2005	12-2006	19
		3865.62	3.31	2007-08	05-2006	02-2008	21
		Total	19783.27	16.88	2004-09		
6	O/o the DCF, (Territorial) Dn. Devgadhbaria	6733	2.24	2004-05	05-2003	02-2004	9
		1534	.70	2005-06	05-2004	02-2005	9
		6937	3.59	2006-07	05-2005	02-2006	9
		4510	3.72	2007-08	05-2006	02-2007	9
		Total	26784	13.91	2004-09		
	Grand Total	66330.27	45.92	2004-09			4 to 40

APPENDIX - XLI

Statement showing the Budget provisions, release of funds, expenditure there against and excess/savings

(Reference:- Paragraph 3.1.8.1; Page 105)

(Rupees in crore)

Year	Budget Provisions			Revised Estimate			Expenditure incurred			Excess (+)/Savings (-) with reference to Revised Estimate		
	Plan	Non Plan	Total	Plan	Non Plan	Total	Plan	Non Plan	Total	Plan	Non Plan	Total
2004-05	144.67	110.13	254.80	143.06	112.85	255.91	141.48	114.98	256.46	(-)1.58	(+)2.13	(+)0.55
2005-06	152.83	110.66	263.49	146.90	118.89	265.79	147.21	123.51	270.72	(+)0.31	(+)4.62	(+)4.93
2006-07	192.39	123.11	315.50	232.49	131.73	364.22	231.85	132.68	364.53	(-)0.64	(+)0.95	(+)0.31
2007-08	217.33	138.93	356.26	203.37	151.75	355.12	207.18	158.42	365.60	(+)3.81	(+)6.67	(+)10.48
2008-09	344.19	143.81	488.00	318.92	155.85	474.77	316.16	152.14	468.30	(-)2.76	(-)3.71	(-)6.47
Total	1051.41	626.64	1678.05	1044.74	671.07	1715.81	1043.88	681.73	1725.61	(-)0.86	(+)10.66	(+)9.80

APPENDIX - XLII

**Statement showing the details of outstanding recovery of Net Present Value
(Reference:- Paragraph 3.1.9.4; Page 111)**

Sl. No.	Year	No. of cases	Amount outstanding towards NPV (Rs. in Crore)
1	2002-03	09	1.70
2	2003-04	14	2.50
3	2004-05	27	96.53
4	2005-06	03	0.37
5	2006-07	01	0.02
6	Period not available with the Department	13	0.54
Total		67	101.66

APPENDIX - XLIII
Statement showing the details of delay in non-renewal of lease of Salt units in Jamnagar district
(Reference:- Paragraph 3.1.10.7; Page 117)

Sl. No.	Name of Salt Unit	Lease Area (in Ha.)	Lease period renewed vide GOI letter dated 10-12-1997	Date of expiry of lease	Date of proposal received from Salt Unit	Date of proposal forwarded to CCF by the Division	Delay in receiving the proposal from Salt Unit (in month)	Delay in forwarding the proposal to CCF (in month)
1	Birla Salt Works, Khijadiya	955.88	1-04-1987 to 31-03-2007	31-03-2007	23-12-2005	10-04-2006	--	4
2	Saurashtra Salt Works, Bedibandar	588.63	02-06-1981 to 1-06-2001	01-06-2001	14-05-2003	07-04-2006	23	34
3	Sikka Salt Works, Sikka	202.34	28-04-1987 to 27-04-2007	27-04-2007	23-12-2005	20-04-2006	--	4
4	Saurashtra Salt Works, Vadinar	671.60	19-11-1982 to 18-11-2002	18-11-2002	23-07-2003	06-05-2006	8	31
5	Navanagar Salt Works, Parodiya	509.08	07-02-1989 to 06-02-2009	06-02-2009	23-12-2005	10-04-2006	--	4
6	Saurashtra Salt industries, Chudeshwar	679.44	01-08-1982 to 31-07-2002	31-07-2002	23-02-2005	10-04-2006	31	13
7	Varun Salt Works, Hadiyana	60.7	01-08-1983 to 31-07-2003	31-07-2003	16-03-2005	08-08-2006	20	17
8	Ram Salt Works, Hadiyana	101.17	01-05-1984 to 30-04-2004	30-04-2004	16-03-2005	08-08-2006	11	17
9	Maruti Salt Works, Khijadiya	60.7	01-05-1984 to 30-04-2004	30-04-2004	18-06-2007	05-11-2007	37	5
10	Belarpur Industries, Singach	1214.04	31-07-1982 to 30-07-2002	30-07-2002	10-07-2004	03-07-2006	23	24
11	Dwarkadas Valji Salt Works, Salaya	162.73	01-08-1984 to 31-07-2004	31-07-2004	10-12-2004	10-01-2005	4	1
	Total	5206.31						

APPENDIX – XLIV

Statement showing the office wise outstanding audit paragraphs (Reference:- Paragraph 3.1.12.2; Page 123)

Sl. No.	Name of the Office/Division	Period of Audit	No. of Paras
1	O/o the Pr. Chief Conservator of Forests, Gandhinagar	2006-07 2008-09	2 1
2	O/o the Conservator of Forest (Working Plan) Circle, Surat	2006-07	1
3	O/o the Conservator of Forest (Working Plan) Circle, Vadodara	2007-08	3
4	O/o the Conservator of Forest, Surat	2008-09	2
5	O/o the Dy. Conservator of Forest (Territorial) Division, Surendranagar	1997-98 2006-07	1 1
6	O/o the Dy. Conservator of Forest (Territorial) Division, Godhra	2004-05	1
7	O/o the Dy. Conservator of Forest (Social Forestry) Division, Vadodara	2004-05 2007-08	1 1
8	O/o the Dy. Conservator of Forest (Social Forestry) Division, Bharuch	2006-07 2008-09	3 5
9	O/o the Dy. Conservator of Forest (Social Forestry) Division, A'bad	2007-08	1
10	O/o the Dy. Conservator of Forest (Wild Life) Division, Vadodara	2007-08	2
11	O/o the Dy. Conservator of Forest (Social Forestry) Division, Surat	2007-08	4
12	O/o the Dy. Conservator of Forest (Social Forestry) Division, Nadiad	2007-08	4
13	O/o the Dy. Conservator of Forest (Training), Gandhinagar	2007-08	2
14	O/o the Dy. Conservator of Forest (Territorial) Division, Rajpipla (East)	2007-08	1
15	O/o the Dy. Conservator of Forest (Territorial) Division, Rajpipla (West)	2007-08	3
16	O/o the Dy. Conservator of Forest (Training) Kakrapar, Surat	2008-09	1
17	O/o the Dy. Conservator of Forest Gir (East) Division, Dhari	1998-99	1
18	O/o the Dy. Conservator of Forest (Social Forestry) Division, Jamnagar	2004-05 2006-07	1 3
19	O/o the Dy. Conservator of Forest (Social Forestry) Division, Junagadh	2005-06 2006-07	1 1
20	O/o the Dy. Conservator of Forest (Territorial) Division, Jamnagar	2006-07 2008-09	1 4
21	O/o the Dy. Conservator of Forest (Territorial) Kachchh West Division, Bhuj	2006-07	1
22	O/o the Dy. Conservator of Forest (Social Forestry) Kachchh Division, Bhuj	2006-07	1
23	O/o the Dy. Conservator of Forest Marine National Park Division, Jamnagar	2006-07	3
24	O/o the Dy. Conservator of Forest (Territorial) Kachchh East Division, Bhuj	2007-08	1

25	O/o the Dy. Conservator of Forest (Social Forestry) Division, Rajkot	2007-08	1
26	O/o the Dy. Conservator of Forest (Social Forestry) Division, Amreli	2007-08	1
27	O/o the Dy. Conservator of Forest Gir (West) Division, Junagadh	2007-08	2
28	O/o the Dy. Conservator of Forest Sasan (Gir) Division, Sasan	2008-09	1
29	O/o the Dy. Conservator of Forest (Territorial) Division (North)- Dangs-Ahwa	2004-05	1
30	O/o the Dy. Conservator of Forest (Territorial) Division, (South), Himatnagar	2006-07	2
31	O/o the Dy. Conservator of Forest (Territorial) Division, Palanpur	2006-07	1
32	O/o the Dy. Conservator of Forest (Territorial) Division, (South) Valsad	2007-08	1
33	O/o the Dy. Conservator of Forest (Territorial) Division, (North) Valsad	2007-08	2
34	O/o the Dy. Conservator of Forest (Territorial) Division, (South) Dangs-Ahwa	2007-08	1
35	O/o the Dy. Conservator of Forest (Territorial) Division, Chhotaudepur	2007-08	2
36	O/o the Dy. Conservator of Forest (Territorial) Division, Patan	2008-09	4
37	O/o the Dy. Conservator of Forest (Territorial) Division, Devgadhbaria	2008-09	1
38	O/o the Assistant Conservator of Forest (Social Forestry) Division, Anand	2007-08	3
39	O/o the Assistant Conservator of Forest (Social Forestry) Division, Rajpipla	2007-08	1
40	O/o the Assistant Conservator of Forest (Social Forestry) Division, Porbandar	2007-08	1
41	O/o the Assistant Conservator of Forest Barda Sanctuary, Porbandar	2007-08	1
42	The Director, World Food Programme, Vadodara	2007-08 2008-09	2 1
43	The Director, Sakkarbaug Zoo, Junagadh	2008-09	2
44	The Superintendent Wild Ass Sanctuary, Dhrangdhara	2007-08	1
		Total	90