

PREFACE

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This Report for the year ended 31 March 2017 has been prepared for submission to the Governor of Jharkhand under Article 151 of the Constitution of India.

The Report contains results of Audit on (i) execution of dairy development schemes in Jharkhand; (ii) implementation of the Pre-conception and Pre-natal Diagnostic Techniques (PCPNDT) (Prohibition of Sex Selection) Act 1994; and (iii) management of forest land in Jharkhand. In addition, the Report contains eight Audit paragraphs based on Compliance Audit of 27 Departments.

The Audit was aimed at assessing the functioning of schemes/programmes during 2012-17 viz., human resource management, financial management, management of implementation of schemes/programmes, supervision and monitoring, internal oversight etc., and report the results in the Audit Report as per the audit mandate of the Comptroller and Auditor General of India to the State Legislative Assembly for ensuring accountability of the officials of the concerned administrative Departments.

Significant deficiencies noticed in the execution of schemes/programmes by the concerned Departments are mentioned below:

Audit on execution of dairy development schemes in Jharkhand

Audit reviewed the milch cattle induction scheme (MCIS) and technical input programme (TIP) aimed at attaining self-sufficiency in milk production and for providing gainful sustainable employment to small/marginal farmers.

The MCIS under *Rastriya Krishi Vikas Yojna* was implemented only in two districts (Dhanbad and Khunti) during 2013-14, as the Department did not release funds. In 2016-17, the scheme was not implemented as the subsidy amount was reduced to 25 *per cent* (from the earlier 40-50¹ *per cent*) for general category beneficiaries and 33.33 *per cent* (from the earlier 40-50 *per cent*) for SC/ST beneficiaries under a new funding pattern. The Department did not have any information about the scheme defaulters (beneficiaries) as the District Dairy Development Officers (DDDO) did not coordinate with the banks to get these details and visit the beneficiaries as provided in the scheme guidelines. The Department had not linked MCIS under BPL (female) scheme with the target of milk production in the State.

The Department failed to provide details to Audit of procurements and distributions under TIP for the period 2012-16 despite several requisitions/reminders and assurance given (January 2018) by the Secretary of the Department in the exit conference. The matter merits examination from a vigilance angle, as also the fact that the Department awarded supply order to an ineligible firm and paid ₹ 4.25 crore against supply of substandard mineral mixture by suppression of quality test report.

¹ 50 *per cent* for Mini dairy and 40 *per cent* Midi dairy.

Audit on PCPNDT Act, 1994 and Rules 1996

The Act and Rules prohibit determination and disclosure of sex of foetus. As on March 2017, 250 (36 *per cent*) genetic/ ultrasonography (USG) centres in 19 out of 24 districts of the State had only 227 unqualified doctors and no qualified doctors. Of these, 126 unqualified doctors working in 136 USG centres in test-checked districts conducted 59,959 sonographies during 2014-17 in violation of section 3(2) of the Act which stipulates that no genetic/USG centre shall employ or take services of any person other than sonologist or imaging specialist or registered medical practitioner with post graduate degree or diploma or having six month training (as per Amendment Rule 2014). In addition, 18 radiologists were registered with 71 USG centres in five out of 24 districts during 2014-17 which implied that, on average, one radiologist worked in three to six USG centres, against the permissible limit of two USG centres per radiologist.

The State government had not constituted Sub-district Appropriate Authority in any of the sub-divisions even after more than two decades of enactment of the Act. Further, there was delay of two years in reconstitution of State Supervisory Board and State Advisory Committee responsible for reviewing, monitoring and supervision of the implementation of the Act at the State level. These delays/inactions prevented implementation of the recommendations of State and Central level committees such as restricting qualified doctors to work in a maximum of two ultrasound clinics in a district, setting up online grievance/complaint portal for receiving complaints, inspecting ultrasound clinics by State Level Monitoring committee, tracking online form F², GIS mapping of USG centres etc.

The State Inspection and Monitoring Committee did not carry out any field visit or inspect any USG centre during 2014-17. District Appropriate Authorities conducted only three *per cent* (244 out of 8,608 targeted inspections) and two *per cent* (96 out of 5,060 inspections required) in the test checked districts during 2014-17.

Audit on management of forest land in Jharkhand

Though 19.185 lakh hectare was declared as protected forest through preliminary notifications mostly between 1952 and 1967 under the Indian Forest Act, 1927, the Department failed to issue a single final notification in the last 65 years. Similarly, the Department failed to finally notify Palamu wildlife (Betla National Park) sanctuary and Mahuadanr wolf sanctuary, although preliminary notifications were issued in June and July 1976 respectively. Consequently, there were coordination deficits between Forest Department and Land Revenue Department regarding exact forest boundaries within revenue plots and resulted in encroachments in forest area, sale and purchase of forest land, unauthorised use of forest land etc. In addition, arrangements for alternative livelihood of affected right holders in the

² Form for maintenance of record in case of Prenatal Diagnostic test/procedure by genetic clinic/ultrasound clinic/imaging centre

sanctuary area were not ensured. The Department also failed to prevent encroachment of 25,181 hectare forest land, and notify (as reserved/ protected forest), 760.41 hectare non-forest land transferred for compensatory afforestation in seven out of 12 test checked forest divisions.

Audit paragraphs

The eight Audit Paragraphs covered in this Report relate to various departments indicating deficiencies such as absence of compliance with rules and regulations, audit against propriety, cases of expenditure without adequate justification and failure of oversight/administrative control. Significant observations include the unauthorised deputing of police guards to private persons.

The instances mentioned in this Report are among those which came to notice in the course of test audit for the period 2016-17 as well as those which came to notice in earlier years but could not be reported in previous Audit Reports. Instances relating to the period subsequent to year 2016-17 have also been included, wherever necessary.

The audit has been conducted in conformity with the Auditing Standards 2002 and Regulations on Audit and Accounts, 2007 issued by the Comptroller and Auditor General of India.

