

REPORT OF THE CAG GOVERNMENT OF GUJARAT REPORT NO.5 OF THE YEAR 2014

POINTS OF INTEREST IN THE AUDIT REPORT (LOCAL BODIES) FOR THE YEAR ENDED MARCH 2013

issues relating to solid waste management (or mismanagement) that the state government failed to accomplish even after 12 years of present dispensation, which was headed by the present PM, to whom this subject is so very dear).

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- Beneficiary survey of 2,008 IAY beneficiaries in test checked Districts revealed that only 1,621 houses had sanitation facility, 1,963 had electricity facility, 1,528 had proper drinking water facility, etc. Out of 1,621 houses with sanitation, only 67 beneficiaries were converged with Total Sanitation Campaign scheme, 265 beneficiaries out of 1,963 were converged with RGGVY for availing electricity facility and 314 out of 1,528 were converged with NRWSP for getting drinking water facility. This indicates that District and Taluka level authorities had **not ensured proper convergence with other schemes to provide all basic amenities to IAY beneficiaries.**

(Paragraph 2.1.10.1)

- GOI issued (May 2011) instructions under Total Sanitation Campaign (TSC) to ensure that all IAY beneficiaries are provided additional funds under the TSC for construction of a toilet alongwith the IAY houses. However, audit observed in test checked Talukas that no action was taken to provide toilet under TSC to each beneficiary who was sanctioned a house under IAY. Thus, **the beneficiaries of IAY were deprived of additional benefit under TSC for sanitary toilet.**

(Paragraph 2.1.10.2)

TOTAL SANITATION CAMPAIGN

- Projects worth 702.32 crore were approved by GOI for all 26 Districts (March 2012). The details of funds released and expenditure incurred (2008-13) are shown in **Table** below –

Table: Funds released, expenditure and savings

(in crore)

Year	Opening Balance	Funds released		Total funds available	Expenditure	Closing Balance	Percentage of expenditure
		GOI	State				
2008-09	88.24	9.79	18.03	116.06	56.52	59.54	49
2009-10	59.54	30.37	34.82	124.73	75.10	49.63	60
2010-11	49.63	46.92	5.79	102.34	53.37	48.97	52
2011-12	48.97	43.08	11.43	103.48	44.78	58.70	43
2012-13	58.70	39.49	14.62	112.81	48.62	64.19	43
Total		169.65	84.69		278.39		

(Source: Information furnished by CRD)

(Paragraph 2.2.7.2)

- Award money of **6.80 crore received (2010-12)** from GoI under **Nirmal Gram Puraskar scheme** were **not distributed** to award winning GPs to be utilised for improving and maintaining sanitation facilities.

(Paragraph 2.2.7.4)

- Audit observed that **Information, Education and Communication (IEC) Annual Action Plans (AAPs) were not prepared till 2009-10** in any of the test checked Districts. The details of achievement of targets set in AAPs prepared from the year 2010-11 onwards were as shown in **Table** below -

Table : Target and Achievement of number of IEC Activities

District	2010-11		2011-12		2012-13		Total number of activities		Percentage Achievement
	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	
Ahmedabad	250	176	785	113	345	21	1,380	310	22
Dang	10	10	633	153	392	5	1,035	168	16
Jamnagar	235	221	1,557	200	1,357	0	3,149	421	13
Navsari	0	0	602	679	1,301	392	1,903	1,071	56
Panchmahals	315	232	639	339	1,239	336	2,193	907	41
Porbandar	10	220	170	0	326	0	506	220	43
Sabarkantha	4,049	4,049	8,746	2,895	7,203	1,882	19,998	8,826	44

The above table shows that the percentage of achievement against target set (2010-13) ranged from 13 per cent to 56 per cent in the test checked Districts. The achievements of targets were much less in Ahmedabad (22 per cent), Dang (16 per cent) and Jamnagar (13 per cent) Districts. Thus, awareness among people for construction and maintenance of toilets could not be spread as envisaged in TSC.

(Paragraph 2.2.8.1)

- Audit observed deficiencies in implementation of IEC Annual Action Plan (Paragraph 2.2.8.2)
- Prantij Taluka of Sabarkantha District entered (August 2009) into a Memorandum of Understanding (MOU) with an NGO to distribute sanitary materials at the rate of 135. However, the NGO charged upto 190 (June 2010) from the beneficiaries in violation of the conditions of MOU.

(Paragraph 2.2.9.1)

- As per the BLS, the status of overall actual sanitation coverage in the State as on October 2013 was only around 46 per cent and in the test checked Districts it ranged between 13 per cent to 68 per cent as shown in **Table** below –

Table : Status of overall actual sanitation coverage in the State and test checked Districts as on October 2013

Sl. No	District	Number of GPs	Number of GPs surveyed	Number of families	Number of families with toilet	Number of families without toilet	Number of functional toilets	Percentage of sanitation coverage
1	Ahmedabad	565	532	2,45,916	1,67,669	78,247	1,67,669	68
2	Dang	70	70	50,339	42,530	7,809	6,778	13
3	Jamnagar	679	672	2,16,059	1,04,149	1,11,910	1,04,046	48
4	Navsari	366	366	2,09,377	1,39,038	70,339	1,21,452	58
5	Panchmahals	677	674	4,20,878	2,13,874	2,07,004	1,01,936	24
6	Porbandar	151	151	80,390	49,100	31,290	47,834	60
7	Sabarkantha	725	724	4,39,258	2,29,833	2,09,425	2,26,492	52
Total		3,233	3,189	16,62,217	9,46,193	7,16,024	7,76,207	47
State		14,298	13,880	70,14,767	37,19,759	32,95,008	32,15,281	46

(Paragraph 2.2.10.2)

However, the State Government had reported inflated achievement which was based on the grants released to Gram Panchayats (GPs) instead of actual utilisation of funds by the GPs

(Paragraph 2.2.10.1)

- **Wasteful expenditure on purchase/construction of toilets** - During joint field visit, it was noticed that **the toilets provided were either not put to use or used for short period due to inferior quality of toilet structure and non-construction of soak pit**. Thus, the **expenditure of 2.80 crore** incurred on construction/purchase of readymade toilets **became wasteful** as shown in **Table** below

District	Audit observation	Reply of DRDA
Ahmedabad	Out of 21 test checked GPs, in 10 GPs, 1,257 readymade toilets purchased at the cost of 28.03 lakh during 2010-12 were not put to use (June 2013) by the beneficiaries due to inferior quality of toilets or incomplete construction.	The Director replied (June 2013) that due to non-inclination of BPL beneficiaries to construct toilet, option of providing readymade toilet was exercised at GPs level. It was also stated that instruction would be issued to GPs to do needful to put the toilets to use.
Dang	Out of 10 test checked GPs, seven GPs incurred expenditure of 41.09 lakh (2009-10) on construction of toilets for beneficiaries. However, during visit of GPs (May 2013), audit noticed that toilets costing 24.90 lakh were not put to use by the beneficiaries due to inferior superstructure supplied by GPs. Further, none of the GPs maintained names and number of beneficiaries to whom toilets were given. In absence of records it could not be ensured that toilets were actually provided to the beneficiaries.	The Director replied (May 2013) that instruction would be issued to all GPs to furnish list of beneficiaries to whom toilets were provided.
Panchmahals	Field visit(April 2013) of four GPs of Ghoghamba Taluka revealed that 10.82 lakh incurred on construction of 687 units proved wasteful as toilets could not be put to use due to inferior and incomplete superstructures. Further, Kakachiya GP of Lunawada Taluka constructed 261 toilets (2007-08) at the cost of 3.14 lakh by using wooden pillar and gunny bag clothes and none of the toilets were in existence (May 2013). The beneficiaries stated that the superstructure was damaged during the rain. Therefore, 13.96 lakh became wasteful expenditure. Field visit of test checked GPs of Kalol and Lunawada Talukas revealed that eight GPs constructed (January 2011 to December 2012) 2,713 individual toilets at the cost of 72.74 lakh. However, toilets were not put to use as soak pits were not constructed. Thus the expenditure of 72.74 lakh was infructuous.	The Director replied (May 2013) that soak pits would be constructed shortly under Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)
Navsari	As per the information furnished by DRDA, Navsari, 86 GPs of Vandsa Taluka constructed 14,925 toilets (2006-08) by incurring expenditure of 1.79 crore at the rate of 1200 per toilet. Structure of the toilet was created by using wooden pillar and gunny bag cloths. During field visit of four GPs, no such toilets were seen. On being pointed out, the Director stated that 75 per cent of the toilets constructed at the cost of 1.34 crore during 2006-08 were not being used due to low resistance superstructure. Thus, 1.34 crore incurred on construction of low cost unit could not serve the purpose.	The Director replied (June 2013) that initially a toilet constructed with wooden pillar and gunny bags provided to beneficiaries as a makeshift arrangement and to maintain privacy. It was also stated that toilet could not last due to low climatic resistance.
Sabarkantha	In three GPs out of 15 test checked GPs, audit noticed that 468 toilets purchased/constructed at the cost of 5.80 lakh became defunct without being put to use or used for one or two years due to inferior or incomplete construction.	The Director replied (March 2013) that due to less amount of incentives, quality toilet could not be constructed.

(Paragraph 2.2.10.3)

- **Schools Toilets - The Hon'ble Supreme Court in a writ petition directed (September 2011) the State Government to construct separate toilets for girls in 6,434 schools by March 2012 as there were no separate toilets for girls. All test checked Districts have more or less achieved the targets, except Jamnagar and Porbandar Districts, where achievements were 54 per cent and 65 per cent respectively. Further, Audit could not vouchsafe the details of number of toilets constructed for girls separately apart from 6,434 toilet units as the CRD and test checked Districts had not maintained any information regarding number of separate toilet units for girls and boys involved in the target fixed and units constructed.**

(Paragraph 2.2.11.1)

- Completion certificates were issued without actual completion of toilets

(Paragraph 2.2.11.2)

- **Anganwadi Toilets(ATs) - children of Anganwadis remained deprived of facilities of basic amenities due to the ineptitude of the implementing agency. 5096 Anganwadi are without toilets.**

(Paragraph 2.2.12)

- **Manual Scavenging - As per Census 2011 report, the practice of service latrines was continuing in the State as 1,408 cases were reported where night soil was being removed by human beings and in 2,593 cases night soil was being removed by animals in various rural areas of the State.**

(Paragraph 2.2.13.3)

- **Solid and Liquid Waste Management - Audit observed in test checked Districts that as against the permissible amount of 10.29 crore, the expenditure incurred was only 5.29 crore (51 per cent) on solid waste and liquid waste management and in the State as a whole, the expenditure incurred was only 24.54 crore (57 per cent) as against the admissible amount of 43.10 crore. It was also observed that Dang and Porbandar DRDA had not incurred any expenditure on this component which indicates that no mechanism was evolved for solid and liquid waste management in these two Districts. Though, door to door collection of garbage were noticed in GPs of four test checked District, mechanisms for solid and liquid waste management treatment plant had not been established in any of the test checked Districts.**

(Paragraph 2.2.14)

- **Availability of toilets in PRI Schools - According to the data available with GCEE, separate toilets for boys and girls were available in all the elementary schools in the State. However, during joint field visits of 300 schools, it was noticed that toilets were available in 26 schools (nine per cent) but were common for boys and girls. As such, separate toilets for boys and girls were not provided. Thus, the data maintained by the State Government was unreliable and needs investigation as this could result in students being deprived of such basic amenities as required under the RTE Act.**

During joint field visits, it was noticed that in 104 schools out of 300 (35 per cent) there was shortfall in the number of boys' toilets ranging from one to eight. Similarly, in 78 schools out of 300 (26 per cent) there was shortfall in number of girls' toilets ranging from one to six.

Each school was receiving maintenance grant to be utilised for maintenance of Class Rooms, Drinking water facility and Toilet blocks. However during joint field visits it was noticed that in 45 schools (15 per cent), the toilets were



Picture 3: Toilet in Kamboi PS, Dahod (02.04.2013)



Picture 4: Toilet in Chavaj PS, Bharuch (29.05.2013)

in unusable condition (Picture 3) and in 35 schools (12 *per cent*), water was not available in toilets (Picture 4). **(Paragraph 2.3.4.1)**

- **Lack of disable friendly toilets**

During joint field visits, it was noticed that 246 schools (82 *per cent*) out of 300 schools did not have this facility. In 54 schools where this facility was created, the actual construction of toilets was found defective and were not as per approved design, as the ramps were constructed with steps, without railing/handle. Also the doors were narrow which could not serve the purpose for which it was constructed.

(Paragraph 2.3.4.1)



Other points of interest in respect of Municipal Solid Waste Management

Municipal Solid Waste Management

- **Mixing of Bio-medical waste with MSW**


Audit observed during joint field visit that BMW were mixed with MSW in 24 out of 41 test checked NPs (59 *per cent*) which could cause infectious diseases to those human/animal/birds arriving near the dumped waste, including the employees of NPs, rag pickers, *etc.*(**Picture 1**). Further, it was observed that BMW was found mixed with MSW in container outside the RMS Hospital, Dhandhuka (**Picture 2**) which is a hazard for patients, their family, hospital staff and visitors of the hospital.

(Paragraph 4.1.6.3)

	
Picture 1 : BMW mixed with MSW at Chalala NP dumping site, Amreli District (05/06/2013)	Picture 2 : BMW mixed in MSW container at Dhandhuka NP, Ahmedabad District (31/05/2013)

- **Mixing of Horticultural and Construction waste along with MSW**

Audit observed during joint field visit that in 39 out of 41 test checked NPs (95 *per cent*) (except Songadh and Vyara), these wastes were not collected separately, thereby violating the provisions of the Rules (**Picture 3 and 4**). The construction waste could have been utilised by the NPs for filling the low lying areas. (Paragraph 4.1.6.3)

	
Picture 3 : Construction and Demolition waste dumped along with MSW at Padra NP, Vadodara District (07/05/2013)	Picture 4 : Construction and Demolition waste dumped along with MSW at Bhabhar NP, Banaskantha District (17/06/2013)

- ***Inadequate storage facilities***



Audit observed that GUDC supplied only Green and Black containers to the NPs, thereby, depriving the NPs from the facility of white containers. Further, during joint field visit of 41 NPs, it was observed that none of the NPs placed the different coloured containers at one particular place rather only one container was placed in any particular area of NPs. Further, it was seen that in 12 NPs the containers were overflowing with MSW (**Picture 5 and 6**). (**Paragraph 4.1.6.4**)

- ***Transportation of MSW in open vehicle***

Audit observed that all test checked NPs were having only open vehicles and the wastes transported by

		<p>these vehicles were not being covered (Picture 7 and 8). This could result in littering of the wastes and</p>
<p>Picture 5: Container overflowing with MSW at Dholka NP, Ahmedabad District (10/04/2013)</p>	<p>Picture 6: Container overflowing at Dhanera NP, Banaskantha District (18/06/2013)</p>	

exposure to open atmosphere. In addition, the very purpose of transfer of MSW from one place to another hygienically so as to prevent foul odour, littering and unsightly conditions was defeated. (**Paragraph 4.1.6.5**)

	
<p>Picture 7 : Uncovered vehicles used for transportation of Solid Waste at Surendranagar NP, Surendranagar District (22/05/2013)</p>	<p>Picture 8 : Uncovered vehicle used for transportation of solid waste and stray animal grazing the waste at Bagasara NP, Amreli District (05/06/2013)</p>

- ***Availability of Vermicompost plants***

Though 159 VCPs were required in the State, the GUDC planned only 93 VCPs in first phase (December 2006 to April 2009) and 36 VCPs in the second phase (July 2009 to December 2010) for processing of solid waste generated in all the NPs in the State. Audit observed that GUDC had completed (upto August 2013) only 93 VCPs (First phase – 70 VCPs and Second phase – 23 VCPs). The works of remaining 36 VCPs were not taken up due to non-availability of land (13 VCPs) and unsuitable land allotted for VCP (23 VCPs). Remaining 30 VCPs have not been planned by GUDC (August 2013).

Audit observed that

- 12 NPs out of 18 NPs having the facility of VCPs were not utilising these facilities and were used as dumping sites, and were found surrounded with haphazardly thrown MSW as shown in pictures below – **(Paragraph 4.1.6.6)**



Picture 9 : VCP not being utilised and encircled with unsegregated solid waste at Surendranagar NP, Surendranagar District (22/05/2013)



Picture 10 : Idle VCPs at Savarkundla NP, Amreli District (04/06/2013)

Picture 11 : Idle VCPs at Padra NP, Vadodara District (07/05/2013)

- VCPs in four test checked NPs were under-utilised. **(Paragraph 4.1.6.6)**
- During joint field visit at three NPs it was observed that the construction of VCP started by GUDC at Jafrabad NP (July 2009) and Dholka NP (July 2009) were abandoned and remained incomplete (July 2013) after erection of platform and skeleton respectively **(Picture 14 and 15)**. The VCP at Jafrabad NP was abandoned due to opposition by local public and the VCP at Dholka NP was found not suitable due to water logging as it was constructed in a low lying land adjacent to the dumping site. Though the construction of VCP at Songadh NP was completed (April 2009), it was observed that the same was not being utilised (July 2013) since last 21 months as six out of seven sheds erected over the pits were destroyed due to rains and no action was taken to erect the sheds for utilisation of the pits **(Picture 16)**. GUDC could not provide the records relating to cost of construction of these VCPs. **(Paragraph 4.1.6.6)**



Picture 14 :Incomplete VCP at Jafrabad NP, Amreli District (04/06/2013)



Picture 15 : Incomplete VCP at Dholka NP, Ahmedabad District (10/04/2013)



Picture 16 : The sheds of pits were absent and the VCP was lying idle at Songadh NP, Tapi District (04/07/2013)

- VCP at Limbdi NP was constructed in a low lying area near Bhogavo river which resulted in non-utilisation of VCP during rainy season due to water logging. **(Paragraph 4.1.6.6)**
- Three NPs (Dakor, Dhandhuka and Padra) had not delivered MSW to the VCPs though they were completed in 3/2008, 5/2008 and 4/2009 respectively. Further, operation and maintenance expenditure to the tune of ₹ 4.32 lakh had been incurred. **(Paragraph 4.1.6.6)**
- Out of 93 VCPs constructed, six VCPs constructed at the cost of ₹ 8.00 crore had not been handed over to the respective NPs i.e. Godhra, Patan, Khambhat, Porbandar, Mahuwa and Ankleshwar. **(Paragraph 4.1.6.6)**

DISPOSAL OF MSW

For disposal of solid waste, the State Government planned 36 Sanitary Landfill Sites (SLFs) clusters to cover seven Municipal Corporations (MCs) and 159 NPs by January 2013. Seven SLF clusters were to be identified and operationalised by seven MCs covering 42 nearby NPs and its municipal area. The remaining 29 SLF clusters covering 117 NPs were to be taken up by GUDC.

- Audit observed that against the target of completion by December 2002, GUDC had completed (January 2013) only seven SLF clusters covering 36 NPs. The works of remaining 22 SLF clusters to cover 81 NPs were not taken up due to non-availability of land and non-viability of cluster on account of less volume of inert waste and transportation cost/distance from the NPs. Further, none of the seven SLFs had been put to use (December 2013) due to non-finalisation of tenders for engaging agencies for O&M of SLFs. This had resulted in unscientific disposal of MSW by the NPs and non-implementation of the provisions of MSW Rules despite passage of more than 13 years since inception of MSW Rules. Audit also observed that as the NPs were resorting to open dumping, stray animals were having easy access to these sites **(Picture 17 and 18).** **(Paragraph 4.1.6.7)**



Picture 17 : Stray animals at the open dumping site of Songadh NP, Tapi District (08/07/2013)



Picture 18 : Stray animals at the open dumping site of Chotila NP, Surendranagar District (24/05/2013)

- Six SLF constructed at the cost of ₹ 2.29 crore under Gujarat Earthquake Rehabilitation and Reconstruction Programme (GERRP) remained incomplete and were not being utilised. **(Paragraph 4.1.6.7)**
- Audit observed at 40 out of 41 NPs test checked that MSW were being disposed by burning in the open at various dumping sites. **(Paragraph 4.1.6.7)**
- No efforts were made by the State Government for waste minimisation **(Paragraph 4.1.7.1)**
- Utilisation certificates for ₹ 195.00 crore were issued to GoI, though only ₹ 129.76 crore was actually spent. **(Paragraph 4.1.8.2)**
- Operation and maintenance contract of VCPs were given without inviting tenders by the Gujarat Urban Development Company (GUDC). **(Paragraph 4.1.9.1)**
- Audit observed that GUDC had not submitted any proposal to World Bank for availing the carbon credit though more than six years have elapsed. It had also failed to negotiate and execute ERPA within 36 months from the date of issue of Letter of Intent (LOI) which resulted in non-availment of estimated carbon credit worth 7.42 crore per year. **(Paragraph 4.1.10.5)**
- Out of 159 NPs in the State, 123 NPs were not having any scientific disposal facility (SLFs) and 66 NPs were not having any processing facility (VCPs) even after expiry of a period of more than nine years of the timeline framed under MSW Rules. In the absence of disposal and processing facilities, NPs resorted to unscientific methods of disposal which could lead to contamination of ground water by the leachate generated from the waste dump, contamination of surface water, air pollution, generation of inflammable gas (e.g. methane) within the waste dump, bird menace above the waste dump, *etc.* **(Paragraph 4.1.6.8)**