

Directives by the Governor of Maharashtra under Rule 7 of the Development Boards for Vidarbha, Marathwada and rest of Maharashtra Order, 1994 regarding the region-wise and sector-wise allocation in other Backlog Sectors (other than Irrigation) in the Annual Plan FY 2009-10

I. Introduction

1. The State of Maharashtra (Special Responsibility of Governor for Vidarbha, Marathwada and the rest of Maharashtra) Order, 1994 made by the President of India under Article 371(2) of the Constitution of India has assigned the Governor of Maharashtra special responsibility for matters specified in sub Clauses (b) and (c) of Clause (2) of Article 371 of the Constitution in respect of the areas of Development Boards for Vidarbha, Marathwada and the rest of Maharashtra. On 30 April 1994, the Governor of Maharashtra issued the "Development Boards for Vidarbha, Marathwada and the rest of Maharashtra Order, 1994" (hereinafter referred to as the Order) constituting separate Development Boards for the said three regions.

2. According to Rule 7 of the said Order, the Governor of Maharashtra has the special responsibility of ensuring equitable allocation of funds for development expenditure over the areas of Development Boards, subject to the requirements of the State as a whole.

3. According to Rule 8 of the said Order, the allocation of funds or outlays made by the Governor shall be reflected in the Annual Financial Statement to be placed before the State Legislature and the development activities with regard to the outlays as aforesaid, shall be carried out or caused to be carried out by the State Government and the funds so allocated shall be non-divertible from the area of one Board to that of another Board.

II Status of backlog in sectors other than Irrigation sector

4. Indicators and Backlog Committee appointed in the year 1994 calculated the overall backlog as on 1st April, 1994 as Rs.14006.77 crore out of which Rs. 6588.77 was the backlog for sectors other than irrigation. The region wise details are given at **Annexure I**.

5. After deducting the expenditure incurred on backlog removal during FY 1995-96 to FY 2001-02, backlog as on 1st April, 2002 for sectors other than irrigation was worked out at Rs.4208.98 crore, the region wise details of which are given at **Annexure II**. By adopting the similar methodology backlog as on 1 April 2005, 2006, 2007, 2008 and 2009 has

been worked out the region wise details of which are given in **Annexure III**.

6. These Directives are in continuation of the Directives of 6 March 2006 and 1 March 2007. The timeline in the Directives of 6 March 2006 was to liquidate the backlog of Rs. 3909 crore as on 1 April 2005 in the 3 years period starting from FY 2006-07 to FY 2008-09. The Directives of 1 March 2007 envisaged liquidation of the backlog of Rs.3034.50 crore as on 1 April 2006 within the period of two years i.e. FY 2007-08 and FY 2008-09. By directives dated 6 March 2008, the time limit for liquidating the backlog in the other backlog sectors was extended up to 31 March 2010.

7. It is observed from **Annexure-III** that the remaining backlog as on 1 April 2009 would be Rs. 848.36 crore. This shows that the backlog as on 1 April 2002 has been reduced by 79.84 % by end of FY 2008-9. This backlog is expected to be liquidated in the FY 2009-10

III Allocation for removal of backlog in sectors other than irrigation

8. For backlog sectors other than the Irrigation Sector, the distinction between the backlog and non-backlog allocations will continue. The region-wise and sector-wise remaining backlog as on 1 April 2009 after taking into account the expenditure incurred on backlog removal in FY 2000-01 to FY 2008-09, is shown in **Annexure-IV**.

9. From the statement at **Annexure-IV**, the backlog under the other sectors excluding Irrigation Sector as on 1 April 2009 would be **Rs. 848.36 Crore** which is to be removed within the period of one year i.e. FY 2009-10. Out of this backlog, the Public Health sector constitutes **Rs. 807.51 crore**. The Governor has, however, observed that this backlog in the sector of Public Health may not be removed during the current year itself considering the low levels of expenditure incurred in the last few years in this sector. The Planning Department has also indicated that Rs. 518 crore may be earmarked for backlog removal in the Public Health Sector in the current year and the remaining amount may be made available in the next financial year. So the minimum outlay to be provided during the FY 2009-10 would be **Rs. 558.85 crore**.

10. The Governor therefore has directed that an allocation of **Rs. 558.85 crore** should be earmarked for backlog removal in sectors other than Irrigation in the Annual Plan for FY 2009-10. The region-wise allocation of Rs. 558.85 crore outlay for backlog removal in 2009-10 should be as follows:

Sr. No.	Region	Outlay for backlog removal (Rs. in crore)	Percentage to total
1.	Vidarbha	59.85	10.71
2.	Marathwada	186.33	33.34
3.	Rest of Maharashtra	312.67	55.95
4.	Total	558.85	100.00

Further, the sectoral allocation for backlog removal within the region is given in the statement at **Annexure V**.

IV. General Education Sector

11. In the Directives of 1 March 2007, it was noted that the expenditure incurred in other backlog sectors have not been more than 15% to 20% of the outlay. The situation was more alarming in certain sectors like General Education, Public Health, Energisation of Agricultural Pump-sets and Technical Education. The Governor therefore had directed that the Planning Department should review physical as well as financial backlog in each sub-sector of all the backlog sectors and reconcile the figures of backlog as on 1 April 2006.

12. The Planning Department completed the said exercise in respect of General Education sector and by vide letter dated 29th January 2008 communicated that since the physical backlog in General Education sector has been removed by utilizing the general outlays and not the outlays for backlog removal as a result of which the financial backlog remained the same even though physical backlog is removed. The Planning Department therefore proposed by letter dated 29 January 2008, that the remaining financial backlog of Rs.77.19 crore in General Education sector be deleted and accordingly sought the Governor's approval for the same. The Governor, after ascertaining the views of the Development Boards, has now approved the deletion of the financial backlog of Rs. 77.19 crore in the sector of General Education and the same has been communicated to the Planning Department vide letter dated 23 June 2008. However, the proposal was approved by the Governor subject to the following conditions:

- a) The Education Department shall reconcile the remaining physical backlog of primary teachers in newly created districts of Nandurbar and Washim districts in the light of excess posts created in Dhule & Akola districts. In case, Nandurbar & Washim districts still have physical backlog of primary teachers, funds should be made available from the general plan outlay for creation of posts as per requirement.
- b) The Education Department shall reconcile the remaining backlog of higher secondary teachers and take adequate steps to remove the same by utilizing general outlay as has been done in the past.

- c) The Education Department shall update the data of how many of the newly created posts for backlog removal are filled up and provide the same to the Development Boards.

V. Energisation of Agricultural Pump-Sets

13. The sector of Energisation of Agricultural pump-sets had a backlog of Rs. 116.23 crore as on 01/04/08. The expenditure in the FY 2008-09 in this sector is Rs. 372.45 crore, thus the backlog in this sector in the state as well as all the regions has been liquidated.

VI. Areas for Concern in other sectors

14. The Governor in earlier Directives had expressed a concern on the slow pace of backlog removal in the sectors of Public Health and Technical Education. Therefore, a detailed review of the challenges in the process of backlog removal in these sectors was taken in a meeting with the officials of Planning and the concerned departments at Raj Bhavan on 16th February 2008 and an indicative action plan was prepared. The departments of Public Health and Technical Education were asked to reconcile the difference between the physical and corresponding financial backlog and to address the bottlenecks in removing the backlog as well as to take necessary steps to remove those. Despite such measures, if it is not possible to remove certain quantum of backlog for some technical reasons, then the departments may send proposal to delete the same after consulting all the stakeholders for the Governor's consideration. Similar procedure may be followed, if necessary, to delete the amount of financial backlog if there exist the mismatch between the physical and the financial backlog.

15. After receipt of such proposals for deletion of certain quantum of backlog from the departments by following appropriate consultative process, the status of backlog and outlays required for removal of the same in the sectors of Public Health and Technical will be reviewed and necessary modifications, if necessary, will be made after ascertaining the views of the Development Boards in the quantum of backlog as well as sector-wise outlays.

VII. Higher & Technical Education

16. The backlog of students in ITIs (1243 student seats as on 1 April 2008) is mainly concentrated in Mumbai city and suburban district where construction of ITIs is not possible due to paucity of space. However, the Higher and Technical Education Department has taken measures such as running the existing ITIs in Mumbai in two shifts and thereby enhancing the capacity. The Department has also been trying to get additional FSI for existing buildings to create more capacity. The Department has informed that as result of these measures taken by the Department this backlog will

be liquidated during the FY 2008-09. As regards construction of ITIs and hostels, the progress is quite slow. Out of 100 buildings of ITIs to be constructed under backlog, only 47 buildings are completed and out of 100 hostel buildings only 20 buildings are completed. The Governor has observed that there is greater need for the Department to coordinate with the Public Works and Revenue Departments in order to expedite the construction works and land acquisition for these buildings where land is yet not available.

17. The backlog in sub sector of poly-techniques (777 student seats as on 1 April 2008) is now limited to 4 districts of Thane, Dhule, Hingoli, and Gondia. The Department has informed that it has undertaken works of 4 new poly-techniques in these districts, which would liquidate the entire backlog in this sub sector. The Governor has however observed that the Higher and Technical Education Department should ensure greater coordination with the Public Works Department in order to ensure timely completion of these poly-techniques.

18. The Governor has observed there is serious problem in the sub sector of Technical Schools where backlog (5300 student seats) has remained the same since 1994. The Higher and Technical Education Department had earlier informed that the government had decided not to give approvals to new technical school, as its curriculum was not in keeping with time. However the state government has since decided vide GR dated 28 August 2008 to start 34 new technical schools in 16 districts which will liquidate backlog of 4693 student seats. The Department has also informed that the remaining physical backlog will be fully liquidated by FY 2008-09. The Governor has however observed that the construction of technical schools as well as other buildings of ITIs, hostels and poly-techniques will require close coordination between Planning, Finance, Higher and Technical Education and Public Works Departments. In order to achieve this, the Governor has directed to constitute a committee under the Principal Secretary, Planning, with Principal Secretary, Finance, Secretary, Higher and Technical Education Department and the Secretary, Public Works Department as members to draw up the comprehensive work wise programme for removal of backlog as well as to monitor its implementation so that these works are completed in a mission mode. The Higher and Technical Education Department shall also submit to the Governor the work wise programme and the periodic reports on implementation of this programme.

VIII. Public Health Sector

19. The financial backlog as on 1 April 2000 in the public health sector was Rs. 1353.67 crore. An expenditure of Rs. 546.16 crore has been incurred during April 2000 to March 2009 towards removal of backlog and the remaining financial backlog of public health sector as on 1 April 2009 is Rs. 807.51 crore. The Governor has observed that the pace of utilisation

of backlog funds in public health sector is very slow. The role of Public Health Department in the process of removal of backlog in the sectors other than irrigation is very crucial since it shares major chunk of total financial backlog (95.18 %) in other backlog sectors. The Governor has therefore stressed upon the need for the Public Health Department to identify the bottlenecks in utilisation of backlog funds and take remedial steps to overcome them in a mission mode.

20. One of the main issues in utilisation of backlog funds in public health sector is that the remaining financial backlog in public health sector does not commensurate with the remaining physical backlog. The Public Health Department has submitted that the physical backlog of primary health centres, sub centres, and rural hospitals has been removed except establishment of 10 rural hospitals. The Governor has appreciated that the Public Health Department has covered the backlog districts in terms of making public health services available in those areas. While doing so, the Public Health Department has made those health institutions in backlog districts functional, not necessarily in their owned premises but in other government or rented premises as well depending upon the circumstances. The Governor has observed that making the public health services available to the backlog districts is important, making them functional with full capacity or potential by supporting them with adequate essential infrastructure wherever necessary is also important. The backlog funds should be utilised for creating such supporting infrastructure wherever physical services are made available to public since such support would make these services to its fullest potential and more meaningful.

21. The Public Health Department has also submitted that the entire amount of remaining financial backlog would not be possible to be utilised for certain reasons such as non-availability of land for construction of these institutions, etc. The Governor has therefore directed that the Public Health Department shall undertake a detailed review of the infrastructure requirement corresponding to the physical backlog removed and ascertain the exact quantum of funds required for completing the on-going works as well as taking up the new works, if required and feasible, and arrive at the exact quantum of financial backlog which the Department will be able to liquidate. Further, the Department shall submit a proposal for consideration of the Governor regarding the financial backlog that would be possible for the Department to liquidate so that the remaining financial backlog can be deleted after ascertaining views of the Development Boards. For this, the Department may use revised cost norms so that there will be adequate funding to complete these works as per the new norms. In this way the Department can utilise these funds even though the physical backlog is shown removed.

22. The backlog in the sector of Public Health may be difficult to be removed during the current year itself considering the low levels of expenditure incurred in the last few years. In view of this, the Governor has directed that the Health Department should prepare a detailed a plan for liquidation of backlog and submit it for his approval. The Governor has further observed that the construction of infrastructure work of health institutions will require closer coordination between Planning, Finance, Public Health and Public Works Departments. In order to achieve this, the Governor has directed to constitute a committee under the Principal Secretary (Planning) with Secretary, Health Department, Secretary, Finance Department and the Secretary, Public Works Department as members to monitor the implementation of the plan approved by the Health Department so that the infrastructure works are completed in a mission mode. The implementation of this plan should be reviewed by this committee on quarterly basis. The Public Health Department shall also submit the progress report of implementation of this programme to the Governor. The State government may consider if powers of administrative and revised administrative approvals can be decentralised in order to avoid delays in implementation of this programme.

IX. Scheme-wise Outlays for Removal of Backlog within Sectors

23. Within the overall allocation for the removal of backlog in the areas under the respective Development Boards, as mentioned above, the Scheme-wise outlays should be made by the Planning Department based on the recommendations made in consultation with the respective Development Boards and the concerned District Planning Committees in respect of district level schemes and the concerned Departments in respect of State Pool and State Level Schemes.

24. After deducting allocation for the Irrigation Sector, funds for removal of backlog in other backlog sectors, and the outlays under TSP/OTSP the divisible portion of the remaining Plan outlays should be distributed amongst the three regions in proportion to the overall population of the respective regions.

25. The funds from backlog to Non-backlog and from the area of one Development Board to that of another Development Board shall not be diverted.

By order and in the name of the Governor of Maharashtra.


(Shrikant Deshpande)

Raj Bhavan, Mumbai
Date: 27 May 2009

Secretary to the Governor

Annexure-I

Statement showing region-wise financial backlog as computed by the Indicators and Backlog Committee as on 1 April 1994

(Rs. in crore)

Sr. No.	Region	Irrigation	Other Backlog Sectors	Total Backlog
1	Vidarbha	4083.00 (55.04%)	2541.02 (38.57%)	6624.02 (47.60%)
2	Marathwada	2401.00 (32.37%)	1603.55 (24.34%)	4004.55 (28.77%)
3	Rest of Maharashtra	934.00 (12.59%)	2444.20 (37.09%)	3378.20 (23.63%)
4	Total	7418.00 (100%)	6588.77 (100%)	14006.77 (100%)

Source: Indicators and Backlog Committee Report

Annexure – II

Statement showing region-wise financial backlog as on 1 April 2002

(Rs. in crore)

Sr. No.	Region	Irrigation	Other Backlog Sectors	Total Backlog
1	Vidarbha	3422.11 (62.20%)	1399.87 (33.25%)	4821.98 (49.66%)
2	Marathwada	1821.06 (33.10%)	1045.59 (24.84%)	2866.65 (29.52%)
3	Rest of Maharashtra	258.50 (4.70%)	1763.52 (41.90%)	2022.02 (20.82%)
4	Total	5501.67 (56.65%)	4208.98 (43.34%)	9710.65 (100%)

Note: Backlog as on 1 April 2002 has been calculated by deducting the expenditure incurred on backlog removal in sectors other than Irrigation during FY 1995-96 to FY 2001-02.

Source: - Above information is based on the expenditure statements submitted by the Planning Department.

Annexure – III

Comparative position of financial backlog in the other backlog sectors as on 1 April 1994, 1 April 2002, 1 April 2005, 1 April 2006, 1 April 2007, 1 April 2008 & 1 April 2009

(Rs. in crore)

Sr. No.	Region	Backlog as 1 on April 1994	Backlog as on 1 April 2002	Backlog as on 1 April 2005	Backlog as on 1 April 2006	Backlog as on 1 April 2007	Backlog as on 1 April 2008	Backlog as on 1 April 2009	Percentage reduction in financial backlog between FY 2002-03 and FY 2008-09
1.	Vidarbha	2541.02 (38.57%)	1399.87 (33.25%)	1329.66 (34.02%)	923.77 (30.44%)	605.08 (26.81%)	295.00 (21.48%)	85.86 (10.12%)	93.86
2.	Marathwada	1603.55 (24.34%)	1045.59 (24.84%)	854.13 (21.85%)	695.78 (22.93%)	543.30 (24.07%)	365.16 (26.58%)	291.47 (34.24%)	72.12
3.	Rest of Maharashtra	2444.20 (37.09%)	1763.52 (41.09%)	1725.21 (44.13%)	1414.95 (46.63%)	1108.74 (49.12%)	713.47 (51.94%)	472.03 (55.64%)	72.23
4.	Other backlog sectors (Total backlog)	6588.77 (100%)	4208.98 (100%)	3909.00 (100%)	3034.50 (100%)	2257.12 (100%)	1373.63 (100%)	848.36 (100%)	79.84

Note: Backlog on respective dates shown in above table has been calculated by deducting the expenditure incurred since FY 1995-96 during respective years from the amount of backlog as on 1 April 1994.

Source: - Above information is based on the expenditure statements submitted by the Planning Department.

Annexure-IV

Statement showing region-wise remaining financial backlog in the sectors other than Irrigation as on 1 April 2009 by taking into account the expenditure for backlog removal during the Annual Plans 2000-01 to 2008-09

(Rs. In crore)

Sector	Vidarbha				Marathwada				Rest of Maharashtra				Total				Sector wise %
	Backlog as on 1/4/2000	Exp. 00-01, to 07-08	Expenditure in 08-09	Remaining backlog as on 1/4/09	Backlog as on 1/4/00	Exp. 00-01, to 07-08	Expenditure in 08-09	Remaining backlog as on 1/4/09	Backlog as on 1/4/00	Exp. 00-01, to 07-08	Expenditure in 08-09	Remaining backlog as on 1/4/09	Backlog as on 1/4/00	Exp. 00-01, to 07-08	Expenditure in 08-09	Remaining backlog as on 1/4/09	
1 Roads	693.97	703.3	16.45	0	437.57	458.09	4.55	0	657.69	659.45	19	0	1789.23	1820.84	40	0	
2 General Education	14.86	0.14			13.33	0.12			50.04				78.23		0	0	
3 Technical Education	105.23	58.89	33.04	13.3	73.23	45.17	28.77	0	241.09	117.22	96.68	27.19	419.55	221.28	158.49	40.49	4.77%
4 Public Health	187.34	70.57	44.21	72.56	422.74	89.12	43.15	290.47	743.59	212.74	86.37	444.48	1353.67	372.43	173.73	807.51	95.18%
5 Urban Water Supply	27.2	31.05		0	78.72	78.72		0		18.04		0	105.92	127.81	0	0	
6 Soil Conservation	133.21	134.73	28.8	0	50.98	47.69	22.35	0	245.23	240.57	80.12	0	429.42	422.99	131.27	0	
7 Veterinary Services	0.13	0.16	0.04	0	0.87	0.69	0.33	0	3.17	2.18	0.63	0.36	4.17	3.03	1	0.36	0.04%
8 Energisation of agricultural pump-sets	660.19	528.3	210.81	0	295.66	364.42	54.21	0	220.03	166.93	107.43	0	1175.88	1059.65	372.45	0	
Total :	1822.13	1527.14	333.35	85.86	1373.1	1084.02	153.36	290.47	2160.84	1417.13	390.23	472.03	5356.07	4028.03	876.94	848.36	100%
				10.12%				34.24%				55.64%				100%	

Source: - Expenditure statements submitted by the Planning Department vide letter dated 23/05/09

Annexure – V

**Statement showing sector-wise allocation of outlay for backlog removal in the Annual Plan 2009-10
(Rs. in crore)**

Sr. No.	Sector	Vidarbha	Marathwada	Rest of Maharashtra	Total
1	Roads				
2	General Education				
3	Technical Education	13.30		27.19	40.49
4	Public Health	46.55	186.33	285.12	518.00
5	Urban Water Supply				
6	Land Development, Soil & Water Conservation and Horticulture				
7	Veterinary Services			0.36	0.36
8	Energisation of Agricultural pump-sets				
	Total	59.85	186.33	312.67	558.85
		10.71%	33.34%	55.95%	100%