



सत्यमेव जयते

**SUPPLEMENTARY
REPORT OF THE
COMPTROLLER AND AUDITOR
GENERAL OF INDIA**

FOR THE YEAR 1973-74

GOVERNMENT OF MEGHALAYA

GOVERNMENT OF MICHIGAN
DEPARTMENT OF THE TREASURY
COMMISSIONER AND JUNIOR
STATE OF MICHIGAN

FOR THE YEAR 1934

GOVERNMENT OF MICHIGAN

ERRATA

Supplementary Report of the Comptroller and Auditor General for the year 1973-74—Government of Meghalaya

Serial no.	Reference to page para, etc.	For	Read
(1)	(2)	(3)	(4)
1	Table of contents— Appendix IV	Committees	Committees
2	Table of contents— Appendix V	Statement showing..... to Audit upto Janu- ary 1975	Statement showing to Audit upto De- cember 1975
3	Table of contents— Appendix VII	Statement showing pro- posed classification of roads	Particulars of the proposed State High ways and major district roads
4	Page 1—Heading	RELIEF OF DIS- TRESS CAUSED BY NATURAL CALA- MITIES	RELIEF OF DIS- TRESS DUR- ING 1970-71 TO 1973-74
5	Page 1—Introductory 1.1.— 2nd line	relief	relieve
6	Page 1—Sub-para—1.3—4th line	d stress	distress
7	Page 1—11th line from bottom	Heading-Khasi Hills District	Heading—Khasi Hills District
8	Page 1—sub-para under Khasi Hills District	Please read 'on' in place of 'in' appearing before 'relief works'	
9	Page 1. 9th line from bottom	elieve	relieve
10	Page 2. 5th line from bottom	executlon	execution
11	Page 2. sub-para 1.5—2nd line	the Deputy Commi- ssioner	the Deputy Com- missioners
12	Page 2—para 2—4th line from bottom	assesment	assessment
13	Page 2—last line	completly	completely
14	Para—3—Sub para 2(i) 2nd para—3rd line	Deputy Commisisoner	Deputy Commis- sioner

(1)	(2)	(3)	(4)
15	Page—3—sub-para 2(ii) 1st line	Sanct oned (i—missing)	Sanctioned
16	—do—	Rs.1'88 lakh	Rs.1'88 lakhs
17	Page—4—2nd line from top	the Deputy Commi- ssioner	the Deputy Com- missioner
18	Page—4—sub-para 2(iii) 17th line	Distr ct	District
19	Page—5—3rd line	hard hil	hard hit
20	Page—5—sub-para 3—Relief Works (Heading)	Please read 3.1. Relief Works	
21	Page—6—sub-para 3.6—Heading	Amouuts	Amounts
22	Page—7—2nd line in "(b)"	schedule	scheduled
23	Page—7—4th line in '(d)'	In the same block	In the same blocks
24	Page—7—1st line in "(2)"	D mbuk—Aga	Dambuk—Aga
25	Page—8—1st line	scrutinished	scrutinised
26	Page—8—sub-para 3.10--23rd line	stipulted	stipulated
27	Page--8—sub-para 3.10—25th line	The Block Department Officer	The Block Develop- ment Officer
28	Page—8—8th line from bottom	hire char es	hire charges
29	Page—9—sub-para 3.12 last line	Committee	Committee
30	Page—10—statement under sub- para 4.3	Please read "Saipong-Darrang" as name of block against name of district 'Jaintia Hills'.	
31	Page 10—sub-para 4.4 2nd line.	effected	affected
32	Page 10—sub-para 4.5 2nd line.	Rs.0 50 lakh	Rs.0'50 lakh
33	Page 11—Heading	6. ROAD DEVELOP- MENT.	6. ROAD DEVELOP- MENT DURING THE FOURTH FIVE YEAR PLAN .
34	Page 11—2nd paragraph un- der sub-para 6.1—2nd line	later	latter
35	Page 11—2nd paragraph under sub-para 6.1—6th line	Jorhat-Shillong-Tama- bil road	Jorabat—Shillong— Tamabil road

(1)	(2)	(3)	(4)
36	Page 12—11th line from bottom	October for supply of.....	Orders for supply of.....
37	Page 12	The lines starting with "The State Government received....." may be read as para 7	
38	Page 13—Para 8(iii)	Construction of missing links	Construction of missing links
39	Page 13—Para 8(iii)	bridges	bridges
40	Page 14.9—10th line from top	Divisional Officers to prepare	Divisional Officer to prepare
41	Page 14—1st line of sub-para 9(b)	research	research
42	Page 14—2nd line of sub-para 9(b)	roads standards	road standards
43	Page 14—9th line from bottom	research	research
44	Page 15—3rd paragraph under sub-para 11. 6th line	material	materials
45	Page 15—4th paragraph under sub-para 11. 3rd line.	2,210 village	2,210 villages
46	Page 15—4th paragraph under sub-para 11. 4th line.	11 villages	11 villages
47	Page 16—10th line of sub-para 13.1.	(9 km.)	(9 kms)
48	Page 16—9th line from bottom	Block-topping	Black-topping
49	Page 16—7th line from bottom	Nong erm	Nongcl erm
50	Page 17—sub-para 13.2—6th line.	"Class X" may be read as "class IX"	
51	Page 17—3rd line from bottom	Offcals	officials
52	Page 18—15th line from top	Rs. 0.64 lkh	Rs. 0.64 lakh
53	Page 18—4th line of sub-para 13.3.	strech	stretch
54	Page 18—7th line from bottom	exceeded	exceeded

(1)	(2)	(3)	(4)
55	Page 19—sub-para 13.4—Heading thereof.	Nongchrem	Nongcherm
56	Page 19—14th line of sub-para 13.4.	exceded	exceeded
57	Page 19—sub-para 13.5—2nd line.	'Mawsynram'	'Mawngap'
58	Page 20—2nd paragraph—last line thereof	supervisery	supervisory
59	Page 29—4th paragraph—3rd line thereof.	alloted	allotted
60	Page 21—5th line from top	contractor's	contractors'
61	Page 21—10th line from bottom	obtained though contractors.	obtained through contractors.
62	Page 22—last line	Rs. 3.10 lakh	Rs. 3.10 lakhs
63	Page 23—4th line from top	cost	coat
64	Page 23—para—15—1st line thereof.	th	the
65	Page 23—para—15—6th line thereof.	uniformally	uniformly
66	Page 23—para—15—6th line	5 metre wide	5 metres wide
67	Page 24—21st line of para 16.	Rs. 9.60 lakhs	Ps. 9.60 lakhs
68	Page 24—para 16—sub-para 3.	99.40 kilometer	99.40 kilometers
99	Page 31—Appendix I	"1.69 (4th col.) shown against "Khasi Hills" for the year "1972-73" may be read as "1.68"	
70	—Do—	Rs. "4.14" (3rd col.) shown against "Khasi Hills" for the year 1973-74 may be read as "4.18".	
71	—Do—	Total against col. 3 and 4 may respectively be read as "33.50" and "3.75"	
72	Page 32—Appendix—II	Silt clenrance (against Khasi Hills)	silt clearance
73	Page 35—Appendix IV	"0.18" against Mawsynram may be read as "0.19"	
74	Page 37—Appendix—VI—last line.	kat ha	katcha
75	Page 38—Appendix—VII—4th column	width carriageway in feet	width of carriageway in feet

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76	Page 40 -Appendix—VIII— 1st column	7. Improvement of Shillong-Cheera Road (20 kms.)	7. Improvement of Shillong-Cherra Road (20 kms.)
77	Page 41—Appendix—VIII— 1st column	22. Improvement Dud- nai-Damra-Nangal- bibra-Baghmara Road (156 kms.)	22. Improvement of Dudnai-Damra-Na- ngalbibra-Baghmara Road (156 kms.)
78	Page 42—col. 1. sl. 11	Please read "Metalling and black-topping of Rongram-Bajengdoba Road (56 kms.)"	
79	Page 42—col. 1. sl. 17	Metalliang	Metalling
80	Page 43—col. 1. sl. 25	Construction of Pong- tung-mwet Road (37 kms.).	Construction of Pong- tung-Mowet Road (37 kms.)
81	Page 43—col. 4. sl. 27	10.31	10.81
82	Page 44—Appendix IX— column under the heading "Surface"	Black-topptng work in progress.	Black-topping work in progress.
83	Page 44—Appendix IX	Against Sl. 5 to 7, please read 'do' just below 10—12 (4th col.) occurring against 81-4.	
84	Page 45—3rd column	Black-topping of a length of 49.18 kms. in progress.	Black-topping of a length of 49.18 kms. in progress.
85	Page 46—col. 2	1. Construction of Nar- taing..... Road.	Construction of Nar- tiang..... Road.

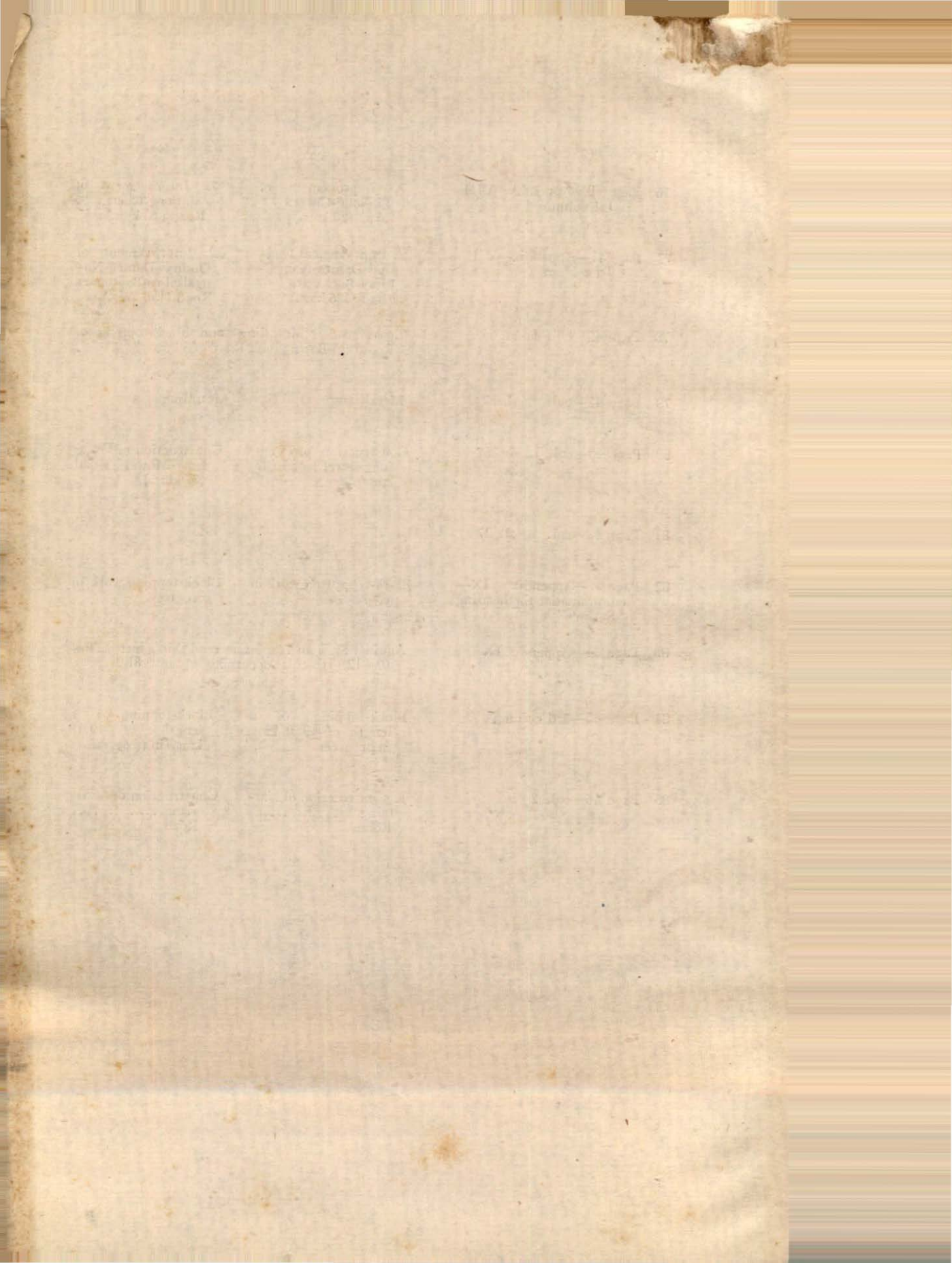


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PREFATORY REMARKS

This Report containing reviews of expenditure incurred by the Government of Meghalaya on (i) relief of distress during 1970-71 to 1973-74 and (ii) road development during the fourth five year plan has been prepared for submission to the Governor under Article 151 of the Constitution and is based mainly on the test audit of expenditure incurred from 1969-70 to 1973-74. This Report is Supplementary to the Reports on matters arising from the Appropriation Accounts, etc., for 1973-74 and earlier years which have been submitted already.

The Report is not intended to convey or to be understood as conveying any general reflection on the financial administration by the departments or authorities concerned.

UNIVERSITY OF CHICAGO

THE UNIVERSITY OF CHICAGO
DEPARTMENT OF CHEMISTRY
5408 SOUTH DIVISION STREET
CHICAGO, ILLINOIS 60637
TEL: 773-936-3700

1970

1. RELIEF OF DISTRESS CAUSED BY NATURAL CALAMITIES

1.1 **Introductory**—During the Fourth Plan period, Government undertook measures to relieve distress caused by calamities like flood, fire, hailstorm and drought. The measures taken were execution of relief works to provide employment to people in the affected areas and distribution of gratuitous relief to them. Besides relief of distress caused by these calamities, Government undertook measures, mainly execution of relief works, to relieve distress caused by closure of border *hats*. People residing in the border areas have been trading their produce across the border with erstwhile East Pakistan and now Bangladesh. With the closure of the border, the trade across the border stopped, causing economic distress in these areas. Relief works were also undertaken to relieve distress caused by scarcity of food in certain areas.

1.2 Government spent Rs. 44.90 lakhs on relief of distress caused by closure of border *hats* (Rs. 33.46 lakhs), scarcity of food (Rs. 3.76 lakhs), flood, fire, hailstorm and drought, etc. (Rs. 7.68 lakhs) during 1970-71 to 1973-74. Year-wise and district-wise details of the expenditure are given in Appendix I. All this expenditure was debited to head of account '64—Famine Relief.'

1.3 Expenditure on relief works in Khasi Hills and Garo Hills districts was as follows:—

Garo Hills district

During 1970-71, Rs. 1.72 lakhs and Rs. 1 lakh were sanctioned and spent on relief works in the district to relieve distress caused by closure of border *hats* and scarcity of food respectively. No relief works were undertaken in this district during 1971-72. In 1972-73, Rs. 10 lakhs were spent on the relief works to relieve distress caused by closure of border *hats* in Dambuk Aga, Chokpot, Dalu, Betasing and Jikjak blocks (Rs. 2 lakhs each) and works valued Rs. 0.36 lakh were undertaken in Dadenggiri and Sellsella blocks to relieve distress caused by flood. In 1973-74, Rs. 2.40 lakhs were spent on these works for relief of distress caused by closure of border *hats* in Dambuk Aga block and Rs. 0.07 lakh in Dambo-Rongjeng Block for relief of distress caused by scarcity of food.

Khasi Hills district

During 1970-71, Rs. 2 lakhs were sanctioned and spent in relief works in all the ten blocks of the district to relieve distress caused by closure of border *hats*. Out of this, Rs. 1.33 lakhs had been distributed equally to the blocks, Rs. 0.47 lakh were spent in Shella Bholaganj block and Rs. 0.20 lakh were spent in the then Jowai sub-division of the district. Works valued Rs. 0.45 lakh were also undertaken in the then Jowai sub-division for relief of distress caused by scarcity of food. In 1971-72, relief works valued Rs. 0.22 lakh were undertaken only in Bholaganj-Shella block to relieve distress caused by closure of border *hats* (Rs. 0.16 lakh) and scarcity of food (Rs. 0.06 lakh). During 1972-73, Rs. 10.20 lakhs

were spent on relief works to relieve distress caused by closure of border *hats* in Shella-Bholaganj (Rs. 2.21 lakhs), Nongstoin (Rs. 2 lakhs) Mawkyrwat (Rs.1.99 lakhs), Mawsynram (Rs.2 lakhs) and Pynursla (Rs. 2 lakhs) blocks and Rs.1.68 lakhs were spent for relief of distress caused by scarcity of food in Bhoi (Rs. 0.59 lakh), Nongstoin (Rs 0.81 lakh) Mawkyrwat (Rs.0.18 lakh) and Shella-Bholaganj (Rs.0.10 lakh) blocks. In the same year Rs. 0.57 lakh were spent for relief of distress caused by hailstorm and drought in Myllem block. In 1973-74, Rs.4.18 lakhs were spent for relief of distress caused by closure of border *hats* in Nongstoin (Rs.1.40 lakhs), Mawsynram (Rs. 1.16 lakhs), Shella-Bholaganj (Rs. 0.42 lakh), Pynursla Rs. 0.25 lakh) and Mawkyrwat (Rs. 0.95 lakh) blocks and Rs. 0.97 lakh were spent for relief of distress caused by natural calamities in Nongstoin (Rs.0.44 lakh), Mawryngkeng (Rs. 0.10 lakh), Mawphlang (Rs. 0.20 lakh), Mairang (Rs. 0.20 lakh) and Myllem (Rs. 0.03 lakh) blocks.

1.4 The expenditure on relief works and gratuitous relief was generally sanctioned by the Revenue Department on the basis of proposals received from the Deputy Commissioners of the districts ; in certain instances, however, expenditure was sanctioned by the department without the specific proposals from district officers. The relief was distributed and works were executed in the blocks by the Block Development Officers.

It was noticed that though the Revenue department was controlling the expenditure on relief measures, reports of the progress of relief works and the number of people employed, number of people who were provided gratuitous relief, amount spent, etc., were apparently not obtained from the Deputy Commissioners.

1.5 A review of the expenditure based on test check of records in the Revenue Department and offices of the Deputy Commissioner, Khasi Hills and Garo Hills districts and the Block Development Officers, Nongstoin, Pynursla, Mawsynram, Shella-Bholaganj, Myllem (Khasi Hills district), Chokpot, Betasing and Dambuk Aga (Garo Hills district) was conducted in August 1974 and March 1975. Points noticed are detailed in the succeeding paragraphs.

2. **Reports of Distress**—The Government of composite Assam had issued instructions in July 1959 regarding reporting of natural calamities, distribution of gratuitous relief and execution of relief works, etc. These instructions *inter alia* required the concerned Deputy Commissioners and Subdivisional Officers to submit detailed reports to the Government indicating the nature and extent of damage caused to the houses, roads, crops and the number of villages, people, cattle, properties affected or lost, etc., soon after the occurrence of calamity. The Government of Meghalaya had adopted these instructions. In December 1973, the Government issued fresh instructions regarding selection and execution of relief works. No instructions had, however, been issued regarding detailed assessment of distress caused by closure of border *hats* (on which the major amount was spent). It was noticed in Audit that instructions on reporting were not followed completely by reporting officers and proposals for

relieving distress did not always contain details of distress, number of persons affected and intended beneficiaries, and period during which the relief was to be distributed or works executed. Sanctions for expenditure issued by the Government, too did not always contain details like the number of beneficiaries, duration of relief, etc.. Out of 45 sanctions for relief works (Rs. 39.38 lakhs) issued during the period under review, 13 sanctions (Rs. 11.49 lakhs) did not contain these basic details.

Some instances where reports were incomplete are mentioned below:—

(i) The Block Development Officer, Chokpot, sent (April 1970) some applications for relief from villagers affected by floods with a list of relief works proposed to the Deputy Commissioner, Garo Hills. In May 1970, the Block Development Officer, Rongram also reported scarcity of food and essential commodities in the border areas of the block to the Deputy Commissioner and proposed execution of 15 relief works (estimated cost Rs 0.25 lakh) to benefit 5,109 persons affected by the scarcity, and the Block Development Officer, Betasing reported that the area needed help to develop the economic condition of the people and proposed execution of 12 relief works (estimated expenditure : Rs. 0.58 lakh) to benefit 2,950 persons. In May 1970, the Deputy Commissioner informed Government that he had received reports of scarcity of foodgrains from Dadengiri, Songsak, Rongram, Resubelpara, Selsella, Chokpot and Betasing blocks. We recommended implementation of productive schemes as the areas suffered from chronic scarcity and requested for sanction of Rs.2 lakhs for relief works and Rs. 0.50 lakh for free distribution of seeds to enable utilisation of reclaimed lands in these blocks. It appeared from his recommendation that detailed schemes for relief works had not been prepared. The number of people who would be given seeds or employment was also not mentioned. The Government sanctioned (May 1970) Rs. 1.50 lakhs for execution of relief works (Rs. 1 lakh) and free distribution of seeds (Rs. 0.50 lakh). The sanctioned amounts were distributed by the Deputy Commissioner to all the eleven blocks of the district.

In August 1970, the Deputy Commissioner asked Government by a wireless message, for sanction of Rs. 0.15 lakh for gratuitous relief in the district. In September 1970 the Deputy Commissioner requested Government for sanction of Rs 2 lakhs for distribution of seed loans. The basis on which these requests were made was not available to Audit. The Government sanctioned these amounts in November 1970 but in December 1970 amended the sanction to Rs. 1.72 lakhs for relief works and Rs. 0.15 lakh for gratuitous relief. The sanctioned amounts were distributed to all the blocks in the district.

(ii) In March 1971, the Revenue Department sanctioned Rs. 1.88 lakh for relief works in all ten blocks of Khasi Hills district. The specific reasons for which relief works were necessary and reports from the Deputy Commissioner regarding details of the damage caused or distress suffered

by people in these blocks were not available. While sanctioning the amount, the Government directed the Deputy Commissioner to select the works for execution in consultation with Block Development Officers, the Khasi Hills District Council and members of the Legislative Assembly. It appears that funds were sanctioned without details of works, employment to be provided, duration of employment, etc. The sanctioned amount was distributed equally amongst the ten blocks.

(iii) It was decided in a meeting of departmental and field officers in November 1972 that Rs. 2 lakhs would be given to each of the eleven border blocks (five each in Garo Hills and Khasi Hills and one in Jaintia Hills) where people had been affected by closure of border *hats*. Reasons for which an uniform amount was recommended for each block were not on record. Detailed assessment, if any, of needs of these blocks made by the field officers was not available. It was also decided that the Deputy Commissioners would submit details of the works to be undertaken in these blocks. On the basis of works proposed by the Deputy Commissioners, the Government sanctioned Rs. 10 lakhs each for Garo Hills and Khasi Hills and Rs. 2 lakhs for Jaintia Hills between December 1972 and March 1973. It was noticed that the number of people to be provided employment and the period of employment were not given in the proposals submitted by the concerned Deputy Commissioners for Dambuk Aga (Rs. 1.07 lakhs out of Rs. 2 lakhs), Saipong Darrang and Mawkyrwat blocks. Out of Rs. 10 lakhs sanctioned for blocks in Garo Hills District Rs. 8.93 lakhs were sanctioned for the five blocks mentioned below.

Block	Population	Number of works	Amount in lakh of rupee
Dambuk Aga	17,450	17	0.93
Chokpot	10,614	47	2.00
Dalu	4,120	39	2.00
Jikjak	21,350	27	2.00
Betasing	58,026	57	2.00

(iv) The Block Development Officer, Dambo Rongjeng, requested (May 1973) the Deputy Commissioner, Garo Hills to sanction relief works as scarcity of foodstuff was experienced by the people of the block every year. On the recommendation of the Deputy Commissioner who did not give details of the relief works proposed, the Government sanctioned Rs. 0.07 lakh for execution of relief works in the block in March 1974.

(v) The Deputy Commissioner, Garo Hills, requested (July 1973) the Government for sanction of relief works in the District. Details of the distress were not mentioned in the Deputy Commissioner's report. Rupees 2.40 lakhs were sanctioned for relief works in August 1973.

(vi) In March 1974, Rs. 1.16 lakhs were sanctioned by the Government on a report (February 1974) of the Block Development Officer, Mawsynram that the people of the border area were hard hit that year by low production of crops and closure of the border *hats*; details of distress caused or the relief required were not mentioned.

3. **Relief works.**—As stated earlier, Rs.39.38 lakhs were spent on relief works during 1970-71 to 1973-74. Districtwise and category-wise details of the works undertaken during these years are given in Appendix II.

3.2. Instructions to field officers regarding relief works issued in July 1959 and December 1973 had provided *inter alia* that

- (i) works were to be executed under the supervision of the Deputy Commissioners or Subdivisional Officers,
- (ii) only such works were to be undertaken as were useful to the community,
- (iii) proper estimates for the works were to be prepared before sanction and execution,
- (iv) works would be got done through villagers for whom relief was intended,
- (v) villagers would be employed on a system of daily labour and muster rolls would be maintained. Works would be measured and paid for daily or weekly as may be considered suitable or convenient, and
- (vi) the rate of wages would be fixed in each case by the Deputy Commissioner or the Subdivisional Officer with due regard to the rates of daily labour current in the locality where such works were undertaken.

3.3. **Survey and selection of works.**—While relief works were undertaken in the blocks on the basis of sanctions accorded by the Government, detailed surveys of works which might be useful to the community in the blocks did not appear to have been conducted. Relief works were, it appears, selected *ad hoc* by the Block Development Officers. In many cases, amounts for relief works were sanctioned by the Government without works being selected or estimates being prepared. Amounts sanctioned as such in Khasi Hills and Garo Hills districts were as under:

Name of the district	Year	Amount (In lakhs of rupees)
Khasi Hills	1970-71	1.88
Garo Hills	1970-71	2.72
	1972-73	10.00
	1973-74	2.40

It was also noticed that where the amounts were sanctioned for the district as a whole, no records were available to show the basis of distribution of the sanctioned amount to different blocks.

3.4. Nature of works.—The works undertaken were mainly of the nature of improvement of village roads, road-cum-bunds, land reclamation and terrace cultivation. Improvement of roads comprised only of earth-work, the estimates for these provided excavation or filling of layers without any compaction. The estimates for these works were prepared by the block overseers and approved by the Block Development Officers. There were no instructions for getting the works technically approved by officers of the Public Works Department.

3.5. Size of works.—Of 453 works test checked on which Rs. 17.69 lakhs were spent the cost of each of 308 works was less than Rs.5,000. Rupees 7.23 lakhs were spent on these 308 works.

3.6. Amounts remaining unspent.—As the relief works were sanctioned to relieve distress, it was expected that these would be executed and amounts spent during the year in which these were sanctioned, but substantial amounts remained unspent at the end of the year.

In Garo Hills, the following amounts were not spent in the year in which they were sanctioned :—

Year	Amount sanctioned and drawn by the Deputy Commissioner	Amount spent during the year	Balance
		(In lakhs of rupees)	
1970-71	2.72	1.00	1.72
1972-73	10.36	2.83	7.53

It was noticed that funds were sanctioned by the Government towards the close of the year. Of the amounts sanctioned in 1972-73 (Rs.10.36 lakhs) for Garo Hills District, Rs.10 lakhs were sanctioned in March 1973. Similarly, Rs. 2.33 lakhs in 1970-71, Rs.0.16 lakh in 1971-72, Rs. 3.66 lakhs in 1972-73 and Rs. 4.87 lakhs in 1973-74 were sanctioned for Khasi Hills District in March, each year.

3.7. Payment of wages.—The instructions issued by the Government envisaged that relief works would be executed by employing villagers of the affected areas on a system of daily wages and for this purpose, muster rolls would be maintained. Wages were to be paid daily or weekly as may be suitable. The rates of wages were to be fixed in each case by the Deputy Commissioner or Subdivisional Officer with due regard to current local rates. The wages for works were to be markedly lower than the normal wages in the area.

The following were noticed during test check.—

(a) In 4 blocks of Khasi Hills district, Rs.7.94 lakhs were paid during 1970-71 to 1973-74 at a time to the local village committees for payment of wages to labourers who were engaged in 206 works. The department did not ensure whether the labourers were paid wages daily or weekly as envisaged in the instructions.

(b) Rate of wages varied from Rs.2.50 per day to Rs.12 in different blocks although the Public Works Department schedule rate for such labour was Rs.4 per day. Some instances of payment at rates higher than Rs.4 per day are given in Appendix III.

(c) Certificates to identify persons to whom wages had been disbursed were not recorded on the muster rolls. Attendance of labourers which forms the basis of payment were recorded in almost all cases by the gram sevaks or group leaders.

(d) In Betasing (Garo Hills) and Nongstoin (Khasi Hills) blocks, Rs.0.04 lakh and Rs.3.58 lakhs respectively were paid as wages but the quantity of the work done was not recorded.

In the same block, Rs.0.36 lakh were shown as paid in May and June 1973 as wages of labourers employed on 15 relief works. The dates of payment of wages to the labourers, as certified by the gram sevaks in the muster rolls, were different from the dates shown in the cash book of the block.

(e) In Dambuk-Aga block, Rs.0.07 lakh were spent on one work (1970-71) for which no muster rolls were maintained.

In 1973-74, muster rolls for Rs.0.20 lakh were prepared and maintained by group leaders only.

(f) In Chokpot block, all muster rolls were prepared and maintained by the group leaders.

(g) In Nongstoin block, muster rolls contained corrections, over-writings in rates of wages, name of work, etc., which were not attested by any officer.

3.8. Measurement of works.—The instructions envisaged recording by block overseers of measurements of work done in measurement books. It was, however, noticed in a block in Garo Hills and 3 blocks in Khasi Hills districts that measurements of works executed were not recorded for 22 works during 1970-71, 1 work in 1971-72, 29 works in 1972-73 and 66 works in 1973-74 out of 587 works test checked. In the absence of measurements, it was not clear how it had been ascertained that the work of the value paid had been done. No instructions had been issued by the Government regarding check measurements.

3.9 Register of relief works.—Records to show up to date progress of the works were not maintained either by the Deputy Commissioners or the Block Development Officers of 7 blocks whose

records were scrutinised. Only muster rolls for wages paid and registers containing details of expenditure incurred on the works undertaken, without details of items of works executed, were maintained in those blocks. From the records maintained, it could not be ascertained whether the works were completed or remained incomplete. The Block Development Officers did not submit any progress reports on these works to the Deputy Commissioners.

3.10 Estimates and execution of works.—Some points noticed in the estimates and execution of these works are mentioned below:—

- (a) It was noticed that in a number of cases estimates were prepared by the block overseers without survey reports.

In D mbuk-Aga block, estimates for construction or improvement of one road in 1970-71, 7 roads in 1972-73 and 4 roads in 1973-74 and in Chokpot block, estimates for construction of 3 roads in 1972-73 were prepared without any survey.

- (b) Estimates for construction of a suspension bridge (Rs.0.10 lakh) near Mawlat village in Pynursla block, sanctioned in March 1974 included items of work such as stone masonry, boulder filling and fixing with rope clamps, plank floorings. But actually stone masonry, boulder filling, etc., were not done. Revised estimate was also not prepared.

Similarly, estimates for construction of 3 roads (Rs.1.80 lakhs) in the Dambuk-Aga block included Rs.0.84 lakh as cost of materials. No payment was made for materials and the entire amount was shown as having been disbursed as wages. It is not known whether the estimates were defective or the works were not executed in accordance with the estimates.

Government sanctioned (March 1972) Rs.0.16 lakh for repair of protection works on rivers Shella and Kalatak in Shella-Bholaganj block. It had been stipulated in the sanction that the work should be executed under the supervision of the Executive Engineer of the Public Works department. The Block Department Officer reported in June 1972 to the Deputy Commissioner, Khasi Hills, that the work was completed in the same month but had been washed away by floods. Neither the measurement book for the work nor record to show that the work had been executed under the supervision of the Public Works department was made available to Audit.

In October 1970, the Government sanctioned Rs.0.47 lakh for reconstruction of these protection works. The sanction included Rs.0.15 lakh for meeting hire charges of bulldozers and for payment to labourers to be engaged for removing sand and silt from the existing paddy fields. The Block Development Officer reported to the Government that as bulldozers could not be employed on sand and silt clearance, Rs.0.08 lakh has been paid by him to 60 cultivator families at the rate of Rs.64.68 per acre for doing the work. An enquiry by the Additional Deputy Commissioner, Khasi Hills revealed that the amount had been distributed without any work being done.

Government asked the Block Development Officer to recover the amount but it was not recovered till January 1975. No records were available to show what happened to the balance amount of Rs.0.07 lakh.

3.11. Maintenance of relief works.—The Government had not issued any instructions regarding maintenance of these works after completion. It was also noticed that no provision was made for maintenance of these works by the Deputy Commissioners or the Block Development Officers. There were no records to show that periodic inspections were undertaken of these works to check whether the completed works continued to exist in useful condition. Consequently, there was no record of the state of the assets created or even whether the assets created continued to exist.

3.12 Advances to local committees—According to Government instructions, relief works were to be measured and paid for daily or weekly as may be suitable or convenient. In several cases in Khasi Hills, full amounts sanctioned for the works were paid to local committees of villagers. In these cases, neither were the works measured nor was payment of daily or weekly wages ensured. Details are given in Appendix IV.

In March 1973, the Government sanctioned Rs.0.57 lakh for relief works in Myllem block to relieve distress caused by damage to the potato crop and other vegetables by hailstorm and drought. The amount was distributed for reclamation of land (Rs.0.19 lakh) in Madanrying and Laitkor villages and irrigation works in Mawlong and Pynthorumkhrah villages (Rs.0.38 lakh). The work in the three villages was got done through villagers on daily wage basis on muster rolls. Neither was a measurement book maintained nor was measurement of work done recorded in any other way. The amount (Rs. 0.30 lakh) for the irrigation work in Pynthorumkhra village was paid in July 1973 as advance to an *ad hoc* relief committee. The Block Development Officer, Myllem, had not received details of the amounts spent by the committee (October 1974).

4. GRATUITOUS RELIEF

4.1 It has been stated earlier that Rs.5.52 lakhs were spent on gratuitous relief during these years. District-wise details are as under:—

District	(In lakhs of rupees)				Total
	1970-71	1971-72	1972-73	1973-74	
Garo Hills	1.77	0.11	0.12	1.10	3.10
Khasi Hills	0.17	0.02	0.54	0.39	1.12
Jaintia Hills	0.05	0.71	0.48	0.05	1.30

4.2 The instructions of July 1959 had provided that gratuitous relief was to be granted to only such persons as were affected by natural calamity and who were unable to take advantage of relief offered in any other form. Gratuitous relief was to be gradually reduced and continued only until the next crop has been reaped or until arrangements have been made to relieve the destitute by employment on relief works.

4.3 The number of persons reported to have been given gratuitous relief between 1970-71 and 1973-74 in some of the blocks are given below (Information for other blocks was not available with the Revenue Department or with the Deputy Commissioners):—

Name of district	Name of block	Year	Number of persons
Garo Hills	Dambuk-Aga Betasing	1971-72	263
		1972-73	71
	Chokpot	1970-71	1,133
		1972-73	1,258
Khasi Hills	Mairang	1971-72	3
		1973-74	77
	Nongstoin	1971-72	9
		1972-73	646
		1973-74	53
	Mawkyrwat	1971-72	28
		1972-73	1
Myllicm	1970-71	4	
Jaintia Hills		1972-73	229
		1973-74	176

4.4 **Amount drawn lying undischursed**—Gratuitous relief needs to be distributed to the effected people immediately on occurrence of a calamity as otherwise the purpose of giving relief might not be achieved. It was, however, noticed that amounts drawn by the Deputy Commissioner, Garo Hills in a year remained undischursed at the end of the year. The undischursed amounts were Rs.0.34 lakh, Rs.0.26 lakh and Rs.0.09 lakh at the end of 1970-71, 1971-72 and 1972-73 respectively.

It would appear that either requirements for relief were not properly assessed or relief was not given to the people as needed.

4.5 **Procurement and distribution of seeds.**—In May 1970, the Government sanctioned Rs.0.50 lakh for purchase of seeds for free distribution in all the blocks in Garo Hills. The District Agricultural Officer, Tura purchased 191 quintals of sali paddy seeds for Rs.0.27 lakh from the Assam Seed Corporation on 22nd July and 29th July 1970. Except for 17 quintals of seed, there was no record showing when and to whom the seeds were distributed. Records also showed that the seeds were transported from Gauhati to Tura on 6th, 8th and 27th July 1970. It is not clear how seeds were transported from Gauhati before they were bought. The District Agricultural Officer also purchased 28½ quintals of maize seeds for Rs.0.09 lakh. No records were produced regarding transport or distribution of these seeds.

Distribution of pineapple suckers.—Out of the amount sanctioned, Rs.0.13 lakh were allotted by the Deputy Commissioner to the Block Development Officers for distribution of pineapple suckers. Test check of the accounts of Block Development Officers, Chokpot, Dambuk-Aga and Betasing disclosed that lists of villagers to whom these were distributed were either not available at all (Chokpot) or complete lists were not available (Betasing) or accounts for the amount allotted were not available (Dambuk-Aga).

5. Rendition of accounts.—The amounts sanctioned by the Government for relief works and gratuitous relief were drawn on abstract bills to be regularised by submission of detailed bills. The Deputy Commissioners had given the amounts drawn on abstract bills to the Block Development Officers who executed the works and distributed the relief. In Khasi Hills District, funds sanctioned for relief works were given to local village committees. The Block Development Officers and the village committees were to render detailed accounts for the amounts received by them.

It was noticed that submission of detailed accounts by the Block Development Officers was delayed and there were instances where detailed accounts had not been rendered till October or November 1974.

Instances where the detailed bills for the amounts drawn on abstract bills had not been submitted by the Deputy Commissioners to Audit upto December 1975 are detailed in Appendix V.

6. ROAD DEVELOPMENT

6.1. Introductory.—There are no railways or waterways in Meghalaya. Roads are the only means of communication in the State.

Roads in Meghalaya are broadly categorised as State sector roads and Central sector roads. Roads in the later category are the National Highways, and certain other roads construction or development of which is financed by the Government of India and roads being developed by the Border Roads Development Board. There are two National Highways, viz., Jorhat-Shillong-Tamabil road (N. H. 40) and Shillong-Jowai-Badarpur-Agartala road (N. H. 44) passing through the State. The length of these National Highways falling within Meghalaya is 249 Kms. The Government of India is financing the development of three roads in all 259 Kms. long, mentioned in paragraph 7 below. The Border Roads Development Board is developing the road from Damra to Baghmara via Darugiri and Nangalbibra (193 Kms.).

Expenditure on construction, improvement and maintenance of National Highways is entirely met by the Government of India directly, though works on these roads are executed by the State Public Works Department. For those works, the State Government receives an agency commission from the Government of India. During the period 1970-71 to 1973-74, Rs.136.45 lakhs were spent on the National Highways and the State Government received Rs.4.91 lakhs as agency commission during 1971-72 to 1973-74.

Roads in the State sector are constructed and maintained by the Public Works Department which has eight combined Roads and Buildings divisions to look after these works. The Department also gives grants to the District Councils for construction and maintenance of some roads.

The State Government received grants from the Government of India for development including improvement of the other roads mentioned earlier and the State Public Works Department executed the works. The maintenance of these roads is the responsibility of the State Government.

During the period 1971-72 to 1973-74, the State Government spent Rs.109.29 lakhs on these roads out of grants received from the Government of India :—

(Rupees in lakhs)

Improvement of Dalu-Baghmara road	63.89
Improvement of Mawsynram-Balat-Maheshkhola road	19.91
Improvement of Dalu-Purkhasia road	25.49
	109.29

Mention was made in paragraph 38 of the Report for 1973-74 regarding expenditure of Rs.25.87 lakhs on the collection of soling stone, stone metal and stone chips for improvement of the Dalu-Purkhasia road at rates higher than those included in the estimates, stacking of these by the roadside and non-execution of actual improvement work.

Similarly, Rs.63.89 lakhs were spent by the Department on collection of soling stones (0.38 lakh cubic metres), stone metal (0.35 lakh cubic metres) and stone aggregate (0.66 lakh cubic metres) for the work of improvement of Dalu-Baghmara road during 1971-72 to 1973-74. A preliminary estimate (Rs.94.33 lakhs) for improvement of the road was sent by the State Government to the Government of India in July 1971. The Government of India accorded technical approval and financial sanction for Rs.64.73 lakhs in November 1971. As the improvement was urgently required, the Government of India agreed to the work being started subject to the condition that a detailed and proper estimate for the work would be submitted to them by December 1971. Orders for supply of soling stones and stone metal needed for the work were placed with a number of contractors by the Chief Engineer between April 1971 and February 1972. October for supply of stone aggregate were placed by the Superintending Engineer in July 1972. The rates at which the supply orders for soling stones and stone metal were placed were higher than the estimated rates by 17 to 100 per cent and 15 to 80 per cent respectively. The collection of stones, metal, etc., and their stacking by the road-side was completed in 1972-73 at a cost of Rs.63.02 lakhs against the provision of Rs. 44.01 lakhs for these in the rough cost estimate forming the basis of the technical sanction. The soling stones, metal and aggregate collected were lying unutilised upto October 1975. In July 1973, the Sub-divisional Officer, Baghmara who is incharge of the work had reported to

the Executive Engineer, Tura South Division, that a large quantity of material had either been washed away when gullies were formed on the road by heavy rainfall or was lying buried under debris because of land slides also caused by heavy rains in May 1972. Neither had the material been physically verified nor had the quantities lost been assessed (October 1975).

8. PLANNING FOR ROADS

According to the All India Road Plan (20 year Road Development Plan 1961-81) drawn up in the Second Chief Engineers' Conference in 1957, each State was expected to have by the end of 1981, 32 kilometres of motorable roads per 100 square kilometres area. Based on this, Government envisaged a total length of 6,289 kilometres of roads in Meghalaya by the end of 1981.

At the commencement of the Fourth Plan, Meghalaya areas (then in composite Assam) had a total length of 2,639 kilometres of roads. According to the Annual Plan for 1971-72, the length of roads in Meghalaya was expected to be 3,899 kilometres by March 1974. In the Annual Plan for 1973-74, the target to be achieved by March 1974 was scaled down to 3,759 kilometres. It was stated by the Government (September 1975) that the targets had to be scaled down because of the poorer achievements, in the earlier years of the Plan.

The main objectives of road development in the Fourth Plan were stated as under:—

- (i) Completion of projects which spilled over from the earlier plans.
- (ii) Completion of all weather trunk road from Shillong to Tura *via* Nongstoin and Darugiri.
- (iii) Construction of missing links and reconstruction of weak bridges and culverts on the existing roads.
- (iv) Improvement and up-grading of the existing substandard roads for mineral, industrial and power development and other purposes so as also to keep down future maintenance costs
- (v) Extension and improvement of existing roads as also construction of new roads to open up potentially rich areas for rapid growth of the State economy.
- (vi) Extension and improvement of roads in district headquarters.

In physical terms, the roads programme in the Fourth Plan was stated in the Annual Plan for 1971-72 to include:—

- (a) Construction of 840^{*} Kms of new roads,
- (b) widening, metalling and surfacing of 670^{*} Kms of roads,
- (c) construction of 2,900 running metres of bridges and culverts, and
- (d) constructions of the missing links on and improvements of the Shillong-Tura Road.

* The physical targets of (i) construction of new roads, (ii) widening, metalling and surfacing, and (iii) construction of bridges and culverts were changed to 1,110 Kms, 335 Kms and 3,900 running meters respectively in the Annual Plan for 1973-74,

While objectives of road development as well as targets of physical achievement were fixed for the Fourth Plan, no comprehensive plan for development of roads based on an areawise study of actual requirements, the missing links on existing roads and deficiencies in the road specifications was drawn up (October 1974).

During the Fourth Plan, the procedure followed for selection of roads to be constructed or improved was that on receipt of proposals from various sources such as District Councils, District officers and others the Department directed the concerned Divisional Officers to to prepare and submit preliminary estimates. After preliminary verification of feasibility of such proposals, the same along with preliminary estimates were forwarded to the Planning Department for inclusion in the Annual Plan.

9. The All India Road Plan also included *inter-alia* the following:

(a) Classification of roads as National highways, State highways, major district roads, other district roads, and village roads (specifications of these roads are shown in Appendix VI).

(b) Setting up of a road research laboratory or a cell for development of traffic engineering and roads standards in each State.

(c) Setting up of a separate machinery for land acquisition in each State.

(d) Surfacing of 40 per cent of the total road length in each State.

The Government have not so far (February 1975) classified the the roads as State highways, major and other district roads and village roads. Proposals to classify certain roads as State highways and major district roads were stated (September 1975) to be under consideration of the Government ; details of these are given in Appendix VII.

No road research laboratory or any facilities for development of traffic engineering, etc., has been established (October 1975). It was stated (September 1975) by the Government that the services of the Assam Roads Research Laboratory were being availed, whenever required and that the development of roads has not been adversely affected by not having its own research laboratory. No independent machinery has been set up for land acquisition. As regards surfacing of roads, only 773 kilometres were surfaced out of 2,315 kilometres of roads in the State at the end of the Fourth Plan.

10. Apart from new schemes for construction or improvement of roads, schemes already under execution prior to the Fourth Plan period and not completed, were continued. Details of the new and continued schemes (with the expenditure incurred thereon), the estimated cost of each of which was Rs. 10 lakhs, or more, are given in Appendix VIII.

11. **Achievements in the Fourth Plan**—The length of roads as in March 1969, the length of roads planned to be constructed during the Fourth Plan and length actually constructed as furnished by the department, are given below:—

(Length in kilometres)

	As in March 1969	Planned at the end of Fourth Plan	Achieved at the end of Fourth Plan.
Surfaced	731	1,066	948
Gravelled and katcha ...	1,908	2,824	2,125
	<hr/> 2,639	<hr/> 3,890	<hr/> 3,073

As regards widening, metalling and surfacing of existing roads, the achievement was 204 kilometres against the target of 670 kilometres (changed to 335 kilometres in 1973-74). No information as to what was done in respect of bridges and culverts has been received from the Department (October 1975).

While reviewing implementation of development schemes and programmes for 1974-75, Government had stated that though there had been good progress in construction of roads, the total length of roads in the State remained far from adequate. Short-fall in the achievement of the targeted road length in the Fourth Plan was mainly because of scarcity of essential materials such as bitumen, cement and explosive materials as also shortage of an adequate number of skilled technical personnel. In September 1975, the Government added that lower achievement in the Fourth Plan was mainly on account of rising costs and inadequate allocation of funds.

On the 1st April 1969, 1,918 villages were, it was reported, connected by motorable roads. By March 1974, 474 more villages were stated to have been connected by motorable roads, leaving 2,210 villages still to be connected, of which the population of 11 villages was 1,000 persons or more.

12. **Expenditure on roads during the Fourth Plan**—Expenditure on roads in the State sector during the Fourth Plan was met from both Plan and Non-Plan resources.

On Meghalaya being constituted as an autonomous State on 2nd April 1970 an ad-hoc allocation of Rs. 38 crores was made for Meghalaya out of the Fourth Plan outlay for the hill areas of the composite State of Assam. Of this, the allocation for roads and bridges was Rs. 12.15 crores. The expenditure (Rs. 200.09 lakhs) by the Government of Assam in Meghalaya areas during 1969-70 was to form part of the outlay for Meghalaya. The expenditure during the remaining years of the Fourth Plan was *Rs. 993.20 lakhs.

*This differs from the expenditure of Rs. 1,211.89 lakhs (spill over schemes: Rs. 462.76 lakhs, new schemes: Rs. 749.13 lakhs) as per the divisional expenditure statements and needs reconciliation.

The non-plan expenditure on roads from 1970-71 to 1973-74 was as under:—

	Expenditure	
	(Rupees in lakhs)	
Construction or improvement of roads	...	53.09
Grants to District Councils for roads	...	17.16
Repairs and maintenance	...	621.83
Tools and plant	...	36.60

The expenditure of Rs. 53.09 lakhs is inclusive of expenditure on other border roads for which the State Government received grants totalling Rs. 45.65 lakhs during the period 1970-71 to 1973-74. While the expenditure incurred on development of these roads is reimbursed by the Government of India, expenditure on maintenance is met by the State Government from its own resources.

13. Development of Shillong-Tura Road.

13.1. The road, 303.50 kms. long, connects the State Capital with Tura, the district headquarter of Garo Hills. The road starts from the 92nd kilometre of the Jorabat-Shillong-Tamabil road (NH 40) at Upper Shillong and passes through Moirang, Nongstoin, Mawsynrut, Nongdaju, Nongcherim in Khasi Hills district and Rongjang, Darugiri, Rongram in Garo Hills district.

As mentioned earlier, completion of this all weather road was one of the objectives of the Fourth Plan. As in April 1969, the road had three missing links 62.50 kms. long, Mawsynrut to Nongdaju (28 kms.), Nongdaju to Nongcherim (25.50 kms.) and Nongcherim to Rongjang (9 km.). Work on two of these missing links (Nongcherim-Rongjang and Mawsynrut-Nongdaju) was in progress as on that date. The width of the road was not uniform in all the portions. The road was 16 feet wide for a length of 33 kms from Shillong and 15 kms from Tura. The width of the remaining length of the road varied from 10 to 12 feet. Twentyfive kilometres of the road between Upper Shillong and Mawngap (10 kms.) and Rongram and Tura (15 kms.) were black topped, 49 kms. between Moirang and Nongstoin were gravelled and the remaining lengths had a *katcha* surface. Block-topping of another 23 kilometres between Mawngap and Moirang and gravelling of 37 kilometres between Mawsynrut and Nongdaju and Nongcherim and Rongjang was in progress. The bridges on 82 kilometres of road between Upper Shillong and Nongstoin were capable of carrying 9 to 12 tonnes load (Class IX). Construction of Class XVIII loading bridges on 91 kilometres from Darugiri to Rongram, Class IX loading bridges on 9 kilometres between Nongcherim and Rongjang and Class XII loading bridges on 45 kilometres between Nongstoin and Mawsynrut was in progress.

Construction of missing links between Nongcherm and Rongjang and between Mawsynrut and Nongdaju was completed in March 1971 and March 1974 respectively. Work on the third missing link (Nongdaju-Nongcherm) was commenced in July 1971 but had not been completed till October 1974. The road was widened from 10·12 feet to 16 feet in three stretches aggregating 82 kilometres (Mairang to Kynshi, Markasa to Nongstoin, Nongstoin to Mawsynrut). Widening from 12·16 feet to 24 feet in four stretches aggregating 82 kms. (Upper Shillong to Mawngap, Mawngap to Mairang, Mairang to Markasa and Markasa to Nongstoin) was taken up but remained incomplete till October 1974. Metalling and black topping on 98·18 kilometres of the stretches from Mairang to Markasa and Markasa to Nongstoin aggregating 49 kms. and a portion of the stretch Rongram to Darugiri (49·18 kms.) were in progress (October 1974). Construction of 11 bridges and culverts of the stretch between Mawsynrut and Nongdaju was also taken up. A comparative statement showing the condition of the road in April 1969 and March 1974 in its different stretches is given in Appendix IX. It will be seen therefrom that the road was not complete and where built was not of uniform specifications.

Points noticed during test check of accounts and other records of works on this road are mentioned below:—

13.2. Widening of the stretch between Upper Shillong and Mawngap.—The Chief Engineer sanctioned Rs. 5·91 lakhs in August 1971 for widening of this stretch of the road from 16 feet with a carriageway of 10 feet, to 24 feet with a carriageway of 12 feet. The estimate also provided for construction of a reinforced cement concrete bridge of class XVIII loading in replacement of the existing bridge of class X loading on the 7th kilometre from Shillong. The work was awarded at 10 per cent below the schedule of rates and commenced in March 1972. Rupees 4·83 lakhs were spent on the work upto October 1974. According to the progress report of the work for October 1974 all items except the bridge and metalling and surfacing on which physical progress was 70 per cent were complete. Construction of the bridge had not been taken up as its design based on hydraulic data was still to be finalised. The department stated in October 1975 that the bridge had been constructed since then.

The estimate provided Rs. 0·28 lakh for acquisition of land needed for widening of the road. Additional land was, however, not acquired and widening of the road was done with the land already available. This resulted in lesser earthwork (0·28 lakh cubic metres) than estimated (0·43 lakh cubic metres) being done for formation but expenditure on earthwork (Rs. 3·06 lakhs) exceeded the estimated provision (Rs. 1·95 lakhs), though the work had been allotted at 10 per cent below the schedule of rates which also formed the basis of the estimate. The excess was explained as being due to the higher classification of the soil. Further, neither was earthwork done according to the drawings nor were the exact chainages where earthwork was done recorded in measurement books. It is, therefore, not clear how measurements were checked by supervisory officials. The estimate provided Rs. 0·47 lakh for construction of retaining walls. Expenditure on these walls was Rs. 0·92 lakh. As part of this work, Rs. 0·64 lakh

were paid to different contractors for carriage of 3,424 cubic metres of stone, required for construction of walls, filling behind the walls and construction of slab drains. Even though a number of quarries were available near the 11th and 16th kilometres of the road (at a distance of 1 and 5 kilometres from Mawngap respectively), carriage charges were paid for stone procured for retaining walls and slab drains for distances ranging from 25 to 35 kilometres and for filling behind the retaining walls for distances ranging from 5 to 12 kilometres. According to departmental regulations, quarries from which stone was to be obtained by the contractors were to be approved by the Executive Engineer. There were no records in the Division to show that any quarry was approved by the Executive Engineer for this work. Had the stone been collected from quarries at the 11th or 16th kilometre of the road, carriage charges payable could have been Rs.0.26 lakh or Rs. 0.34 lakh respectively against Rs.0.64 lakh paid to the contractors.

13.3 Construction of missing link between Mawsynrut and Nongdaju—Two separate estimates for construction of this missing link were sanctioned by the Chief Engineer in September and October 1968, for the stretch from 1 to 11.20 kms. for Rs. 5 lakhs and for the remaining stretch from 11.20 to 28 kms. for Rs. 11 lakhs. Work on both stretches was awarded to contractors at 10 per cent below the schedule of rates and started in January and February 1969. The work was completed in March 1973 at a cost of Rs.14.97 lakhs. The Department has stated (October 1975) that delay in completion of work was due to:—

- (i) Non-availability of explosives in time.
- (ii) Scarcity of skilled and unskilled labourers.
- (iii) Restricted working season due to heavy rains.
- (iv) Romoteness and inaccessibility of the area.

Construction of 11 bridges (lengths varying from 13 to 30 feet) of class XI loading (in this missing link) at an estimated cost of Rs.3.99 lakhs was sanctioned by the Chief Engineer in September 1971. Work on these bridges was started in October 1971 and completed in March 1974 at a total cost of Rs. 3.89 lakhs.

Expenditure on the formation in the first stretch (Rs.3.24 lakhs) exceeded the estimated provision (Rs. 2.71 lakhs) by Rs. 0.53 lakh. The excess expenditure was explained (October 1975) by the department as due to the classification of soil being higher than estimated. Though the Divisional Officers required to check-measure a minimum of 7 per cent of bills, the Executive Engineer did not check-measure any of the claims till January 1972. After January 1972, he check-measured only 4 per cent of the bills. It was not clear how it was ensured that the classification of soil as recorded in the measurement books was correct.

Expenditure on jungle clearance exceeded the estimated amount by 100 per cent in the first stretch (provision: Rs.0.05 lakh, expenditure: Rs. 0.11 lakh) and by 759 per cent in the second stretch (provision: Rs.0.08 lakh, expenditure: Rs.0.71 lakh). Trees of girths 50 centimetres to 175 centimetres and above were extracted during jungle clearance but apparently the trees extracted were not utilised or disposed of. It was stated in the contractors' bills that the trees had been thrown away.

Expenditure on retaining walls in the first and second stretch exceeded the estimated cost by 138 per cent (provision: Rs 0.28 lakh, expenditure: Rs. 0.66 lakh). According to the estimates, retaining walls with dry stone were to be constructed only on both faces of slab drains. Retaining walls were, in fact also constructed along the road in different places in addition to those required for slab drains; approval of the Chief Engineer was not obtained. This was stated (October 1975) by the department to have been done to keep the toe of the road within the available land.

13.4 Construction of the missing link from Nongdaju to Nongchrem:—Construction of this missing link, 25.50 kilometres long, was sanctioned by the Chief Engineer for Rs 16.53 lakhs in August 1971. The estimate for the work was revised to Rs. 39.12 lakhs *inter alia* to provide for construction of two major and five minor bridges (Rs. 21.46 lakhs). The work was awarded to contractor at 10 per cent below the schedule of rates in July 1971. The work had not been completed till the date of audit (October 1974). According to the progress report for that month, the work of formation, side drains and retaining walls had been completed but gravelling and construction of bridges were in progress. The expenditure incurred upto October 1974 was Rs. 35.35 lakhs. The department has stated (October 1975) that all works except construction of two culverts and one minor bridge have been completed since then.

Expenditure on retaining walls exceeded the estimated provision by Rs. 0.28 lakh because of construction of more retaining walls than estimated. This was stated to be necessary to keep the toe of the road within the available land.

13.5 Improvement of road between Mawngap and Nongstoin

A-Widening.—This stretch (length: 72 kms.) passes through Mawsynram, Moirang, Kynshi and Markasa. Widening of the stretch from 12—16 feet to 24 feet was sanctioned by the Chief Engineer in March 1971 at an estimated cost of Rs. 77.76 lakhs. The work was awarded to 99 contractors by the Superintending Engineer Shillong Circle at 10 per cent below the schedule of rates. The work was started in February 1971. According to the progress report for the month of October 1974, the work was reported to be complete except between Moirang and Markasa (28 kms.) where the work was reported to be complete upto 65 per cent. Expenditure incurred on the work till October 1974 was Rs. 63.40 lakhs, no money had been spent upto October 1974 on bridges and culverts metalling and surfacing, survey and land compensation for which Rs. 14.35 lakhs had been provided. The delay in completion of the work was explained (October 1975) by the Department as due to:—

- (i) Non-availability of stock materials in time.
- (ii) Interruptions in work due to vehicular traffic.
- (iii) Limited working season due to heavy rains.

The estimate for the work had been prepared on the basis of schedule of rates and a further amount of Rs 1.79 lakhs had been provided for possible higher rates because of the remoteness of the locality. As the work had been awarded at 10 per cent below the schedule of rates, the cost of the completed work was expected to be lower than the estimated cost. Against the provision of Rs 61.62 lakhs, excluding amounts provided for bridges and culverts, metalling and surfacing, survey, land compensation and contingency for higher rates, expenditure upto October 1974 on the incomplete work was Rs.63.40 lakhs.

The estimate provided for 8.23 lakhs cubic metres of earth work at an estimated cost of Rs.25 lakhs. Though the quantity of earthwork executed till October 1974 was 5.76 lakhs cubic metres (70 per cent of the estimated quantity), the expenditure incurred was Rs.22.75 lakhs, being 91 per cent of the estimated provision. The excess was explained (October 1975) by the department as due to higher classification of earthwork and carriage of earth by trucks over longer distances as compared to the classification and lead provided in the estimate. Longer leads, it was stated, became necessary as additional land for which Rs.3.80 lakhs were provided in the estimate had not been acquired. It was noted in audit that quantities of earthwork done were recorded in the measurement books without indication of the locations where earthwork had been done. In the absence of these details it is not clear how measurements of the quantities of earthwork and classification of earth as recorded by subordinate officials were test-checked by supervisory officials.

In the estimate, Rs.11.03 lakhs were provided for construction of retaining walls. Expenditure on retaining walls exceeded the estimated amount by Rs.13.54 lakhs (123 per cent). The Executive Engineer attributed (April 1973) this excess mainly to construction of extra retaining walls to keep the toe of the road within the available land as no additional land could be acquired and also because of further improvement made in the curvature of the road for providing better vision to motorists. It was noticed that whereas the agreements with the contractors provided for construction of retaining walls with (i) dry stone masonry (rate Per cubic metre- Rs. 24.03) and (ii) cement mortar masonry (rate per cubic metre Rs. 70.30), the estimated quantities of retaining walls to be constructed with dry stone or cement mortar masonry were not separately mentioned. The contractors constructed 1,974 cubic metres of retaining walls with cement mortar masonry without specific approval of the department. In April 1973, the Executive Engineer submitted a recast estimate of the work with Rs.24.57 lakhs as provision for retaining walls. This estimate had not been approved (December 1974) in the absence of drawings and other details of the retaining walls constructed.

It was also noticed during test-check that the agreements with the contractors did not indicate either the exact chainages of the lengths of the road allotted to each contractor or quantities of various items of work to be done and specifications thereof.

Gelatine and detonators needed for blasting hard and very hard rock were to be issued by the Division. For earthwork executed in hard and very hard rock (1.74 lakh cubic metres), the Division issued 4,582 kilograms of gelatine. As stated (October 1975) by the department, 4.2 kilogrammes of

gelatine are required to explode 28 cubic metres of hard and very hard rock. Computed at this rate, approximately 26,099 kilogrammes of gelatine were required for the quantities of hard and very hard rock excavated. Reasons for a lesser quantity of gelatine being issued were not on record. In the contractor's bills it was stated that they had done the work by chiselling the rock.

Although 1.74 lakh cubic metres of hard rock and very hard rock were excavated, the excavated rock was, it appeared, neither utilised on the road nor preserved for future use. Even though the estimate did not specifically provide for excavated stones being utilised for gravelling or metalling, there were instructions (April 1971) of the Chief Engineer regarding utilisation of excavated stones in such works. The estimate for the work also provided for gravelling on which Rs.0.56 lakh were in fact spent. Apart from this, Rs.13.89 lakhs were spent on collection of soling stones for metalling and surfacing from November 1971 to March 1974 against a separate estimate (Rs.33.64 lakhs) for metalling and surfacing. Similarly, during excavation of foundations for the retaining walls and cutting for widening the formation, 0.73 lakh cubic metres of hard shale and very hard shale usually considered suitable for use in retaining walls and for filling behind the walls were excavated. No portion of the excavated rock and shale was apparently used in the retaining walls.

According to departmental regulations, stones required for construction of retaining walls and for filling behind the walls were to be obtained from quarries approved by the Executive Engineer. The contractors were paid Rs.7.50 lakhs for carriage of 0.41 lakh cubic metres of stones used in these works. However, from records available in the Division it could not be ascertained whether the Executive Engineer had approved any quarry as the source from where stone was to be obtained for the work.

Between March and June 1971, the Executive Engineer and the Sub-divisional Officer, Mairang, pointed out certain deficiencies in the construction of retaining walls, viz., (i) sub-standard stones used in the walls, (ii) defective workmanship, (iii) the work was not done on the alignment given, to the contractor for the 3rd kilometre of the road. The Sub-divisional Officer ordered stoppage of the work in July 1971. The work was again inspected by the Executive Engineer in August 1971 when he allowed the contractor to continue the work but with 'modifications in curved portion'. The exact modifications to be carried out were, however, not specified. There was no record in the Division to show what modifications, if any, were actually carried out by the contractor.

B. Metalling and Black Topping.—Metalling and black topping of stretches of the road from (i) Mawngap to Mawmaram Section I (5 kms), (ii) Mawngap to Mawmaram Section II (8 kms), (iii) Mawmaram to Mairang (11 kms) at a cost of Rs.9.52 lakhs were sanctioned in 1962-63. The work was started in March and April 1968 departmentally (except for supply of soling stones and stone metal obtained through contractors) but was incomplete in March 1974. Rupees 9.84 lakhs had been spent till then.

There were considerable deviations between the estimated amounts and expenditure on (i) labour for surfacing (provision: Rs.0.48 lakh, expenditure: Rs.0.94 lakh) and (ii) work-charged establishment (provision: Rs.0.10 lakh, expenditure: Rs.1.34 lakhs). The excess was mainly caused by delay in collecting stone chips required for the work (to be arranged for departmentally) which resulted in work-charged staff and labour engaged remaining idle.

Though the work had not been completed in all respects by the end of March 1974, paving had been completed. According to the estimate, the thickness of soling on the road was to be 5 to 7 inches and that of metalling $7\frac{1}{2}$ inches loose consolidated to 6 inches. Thus the thickness of pavement was to be between 11 to 13 inches. Besides, two coats of surfacing with stone chips and bitumen were to be laid. In April 1974 the Executive Engineer, Nongstoin Division submitted to the Chief Engineer an estimate for Rs.14.13 lakhs (not sanctioned till October 1974) for strengthening the pavements of these stretches to 15 inches thickness and proposed that further works against the old estimates be suspended. It was stated in this estimate that the thickness of the pavement was found to be 7 inches and showed signs of distress. It also stated that only one coat of surface dressing had been done and due to this, ruts and pot-holes had developed.

Metalling and black-topping of the stretch of the road from Mairang to Nongstoin (49 kms) were sanctioned by the Chief Engineer in three parts; first for the stretch from Mairang to Kynshi (16 kilometres) in December 1970 for Rs.11.10 lakhs, second for the stretch from Kynshi to Markasa (12 kilometres) in August 1972 for Rs.9 lakhs and the third for the stretch from Markasa to Nongstoin (21 kilometres) in February 1971 for Rs.13.54 lakhs. The work in these three stretches was taken up in November 1970, May 1972 and January 1971 respectively but was incomplete in October 1974. The delay was reported (September 1974) to be due to shortage of stone chips and labour and unfavourable weather. The total expenditure incurred till October 1974 on all three stretches was Rs.21.62 lakhs against the estimated cost of Rs.33.64 lakhs.

The Government stated (October 1975) that work on the stretch between Markasa and Nongstoin has been completed since then. Out of 12 kilometers between Kynshi and Markasa, 4 kilometers were still to be black-topped. For the stretch from Mairang to Kynshi, collection of materials was in progress and consolidation was completed partially in some places. Expenditure incurred upto August 1975, as intimated by the department, was Rs.25.57 lakhs.

14. Passi-Garampani Road.—This is one of the proposed State highways. The road (length 44 kms) starts from Passi on the Shillong-Jowai-Badarpur Agartala road (NH 44) and goes up to Garampani near the border with Assam. In April 1969 the road was 16 feet wide with surface partly black-topped (6.42 kms), partly gravelled (24 kms.) and the rest katcha. Bridges on the road were all of class IX loading. There was no bridge over the river Kopili where the Public Works Department had provided a ferry service.

Improvement of the surface of the road between 12.8th and 36.8th kms. (estimated cost: Rs.7.25 lakhs) was sanctioned by the Chief Engineer in May 1968. The items of work to be done were (a) earthwork and (b) soling to a thickness of 6 inches and metalling to a thickness of $7\frac{1}{2}$ inches consolidated to a thickness of 6 inches. The work was taken up in October 1968 and Rs.7.31 lakhs were spent on the work upto the end of 1970-71. There after no further expenditure was incurred against this estimate.

Similarly, Rs.3.12 lakhs were sanctioned in 1968 for soling and black-topping of the first 8.80 kilometres of the road. The estimate was subsequently revised to Rs.6.5 lakhs. The work was taken up in 1968 and Rs.3.10 lakh

were spent upto the end of 1970-71. No expenditure was incurred thereafter. Soling and metalling and only one coat of surfacing was done on 6.40 kilometres of the road. Departmental regulations require that the second coat of surfacing should be laid within two months of the laying the first coat but the second coat of surfacing was not laid. In June 1972, a special repair estimate amounting to Rs.0.65 lakh was sanctioned by the Superintendent Engineer, Shillong Circle for metalling and black-topping of the stretch from 1 to 8 kilometres, it appears, necessitated largely by the fact that the second coat was not laid in time. The work was completed in March 1974 at a total cost of Rs.0.57 lakh.

The road was surveyed in September and October 1974 by the Executive Engineer, Jowai Division, in connection with preparation of estimate for (a) soling, metalling and black topping of the stretch from kilometres 12.80 to 44 and (b) strengthening of portion from kilometres 0 to 8. The survey revealed that in the stretch from kilometres 1 to 6.40 on which soling 6 inches thick and metalling 6 inches thick had been laid upto March 1974, the thickness of the pavement was hardly 3 inches and that, too, had started giving way. In the stretch from kilometres 12.80 to 36.80, too, where Rs.7.31 lakhs had been spent on soling and metalling, the pavement was found to be hardly 4 inches thick.

The estimate for improvement had not been finalised (November 1974) and submitted to the Chief Engineer.

15. Jowai-Jarin-Muktapur Road.—This is one of the proposed major district roads and starts from Jowai which is at kilometre 65.6 of the Shillong-Jowai-Badarpur-Agartala Road (NH 44) and ends at Muktapur, a village near the Bangladesh border. Between 1960-61 and 1968-69, Rs 22.62 lakhs were spent on widening the road to 5 metres and for gravelling. But the road as constructed was not uniformly 5 metre wide. In August 1968, an estimate for Rs.10 lakhs (revised to Rs.13 lakhs in July 1972) was sanctioned by the Chief Engineer for (i) improvement of geometrics on the entire length of the road, (ii) widening the road to 5 metres (1-14 km. and 41.6 km), and (iii) metalling and surfacing of a total of 10 kms. (1-6 kms and 41 to 49 kms). The work commenced in November 1968 and was completed in March 1974 at a total cost of Rs.12.95 lakhs.

In November 1970, the Subdivisional Officer, Jowai-Jarin-Muktapur Sub-division reported to the Executive Engineer, Jowai Division that retaining walls and slab drains in the portion on the first 7.2 kilometres had collapsed during rains because the foundations of the walls and slab drains were inadequate and unstable. The retaining walls and slab drains were originally constructed between 1968 and 1969 at a total cost of Rs.0.74 lakh and were reconstructed between October 1970 and January 1971 at a cost of Rs.0.48 lakh.

In November 1973 another estimate for Rs.4.43 lakhs was sanctioned by the Chief Engineer for metalling and surfacing stretch of the road between kilometres 7 and 15. The work was started in November 1973 and Rs.1.56 lakhs were spent till October 1974.

The condition of the road as in November 1974 was as follows :—

Width	4 to 5 metres.
Carriageway	3.65 metres.
Surface	15 kms. black-topped 36.2 kms gravelled.
Bridges	Class IX loading.

It will appear from the above that the road, improvement of which commenced in 1960, is yet to reach the desired standard.

16. Nongstoin-Darugiri Road.—This road, 99.40 kms long, is to connect interior villages of Khasi Hills district with Nongstoin and Darugiri both of which are on Shillong-Tura Road. Construction of the road from Nongstoin to Nongmawkkhlam (14.40 kms) estimated to cost Rs.5 lakhs was started in January 1965 and completed in March 1970 at a total cost of Rs.4.85 lakhs. Work on the stretch of the road from Nongmawkkhlam to Nongumngam (12.80 kms) was started in February 1969 at an estimated cost of Rs.6 lakhs. In March 1971 after Rs.6 lakhs were spent, further work was suspended because of shortage of funds. The overall progress of the work, as in the progress report submitted by the Subdivisional Officer for May 1973, was 84.50 per cent. Progress of formation work in different portions varied from 50 per cent to 10 per cent while for slab drains and retaining walls the progress varied from 30 per cent to 100 per cent. The records of the division showed that work on the road had not been restarted upto December 1974. No expenditure was incurred on maintenance of the road after April 1971 (December 1974).

Construction of the stretch from Nongumngam to Nongshyuken (10.80 kms) and construction of minor bridges and culverts in stretches of the road from Nongstoin to Nongmawkkhlam and Nongmawkkhlam to Nongumngam at an estimated cost of Rs.9.60 lakhs was started in February 1971 and Rs.11.39 lakhs had been spent till March 1974. The work had not yet been completed (December 1974).

Although it was decided in 1964 to construct a total length of 99.40-kilometer of the road, work on only 38 kilometres had been started (December 1974; expenditure : Rs.22.24 lakhs) and only 14.40 kms (from Nongstoin to Nongmawkkhlam) were completed.

17. Roads constructed by District Councils.—

17.1 Construction and improvement of six roads was entrusted to Garo Hills and Jaintia Hills District Councils between March 1968 and October 1970. The Councils were given grants to meet the expenditure on construction or improvement. The grants were paid in instalments, 25 per cent of the estimated cost of each work after technical sanction had been accorded, 50 per cent of the estimated cost on proportionate progress certified by an officer of the Department not below the rank of an Executive Engineer and the balance on certification of completion of the work by the Superintending Engineer. The Councils were to furnish certificates of utilisation of grants to the Department.

Any amount remaining unspent after completion of a work was to be adjusted against other specific grants to be given to the Council for roads. Maintenance of roads constructed was to be the responsibility of the District Councils for which maintenance grants were to be given to them.

Details of the roads entrusted to the District Councils and the grants paid are given in Appendix X.

17.2. Of the three roads construction and improvement of which was entrusted to the Garo Hills District Council, the work on improvement of Damalgiri Molim road was completed in 1970-71. The other two works, improvement of Mahendraganj-Rapangpang Hill road and construction of Dimapara-Ruga road had not been completed till January 1975.

17.3. The Jaintia Hills District Council was entrusted with the construction of 3 roads and was paid grants aggregating Rs.23.18 lakhs during the period 1967-68 to 1973-74. During test check (November 1974) of accounts and records of the Jowai District Council, the following points were noticed:—

(a) **Nartiang-Jonglwit-Barato Road.**—The stretch of the road from Nartiang to Jonglwit (10 kms) was constructed by the Public Works Department of the composite State of Assam prior to 1969. Construction of the remaining stretch from Jonglwit to Barato (26.7 kms.) was entrusted to Jowai District Council. The road was to be 16 feet wide with a gravelled surface. The District Council completed construction of the road in January 1971 at a cost of Rs.7.93 lakhs. The Council had, however, furnished from time to time (last one in September 1972) utilisation certificates for a total amount of Rs.9.21 lakhs duly countersigned by the Chief Engineer.

The last instalment of the grant (Rs.2.44 lakhs) was paid to the Council in March 1971 after completion of the road had been certified by the Superintending Engineer, Shillong Circle. The road was taken over by the Government in October 1971 and its maintenance was entrusted to the Jowai Public Works Division. In November 1971, the Subdivisional Officer, Jowai Public Works Subdivision, reported that the road was impassable because of deep rain cuts, wheel ruts and as slab drains and culverts were totally damaged. The following further points were mentioned.

(i) In the 2nd, 3rd and 5th kilometres, extra earth filling would be required to open the road to vehicular traffic.

(ii) Slab drains and culverts were constructed with log timber although according to the estimate drains and culverts were to be built of dry stone masonry.

Gravelling of the road had been done to the extent of 10 per cent only.

After the road was taken over, Rs.2.05 lakhs were spent on the road on maintenance, special repairs, slab drains and construction of temporary bridges. The road was not yet motorable (November 1974).

(ii) **Sutnga-Saipung Road.**—The road, 18 kms. long, was to start from Moolymbiang, 4 miles from village Sutnga and was to end at Saipung village. Sutnga which is on National Highway 44 was already connected to Moolymbiang by a road. The road was to be 16 feet wide with a katcha surface.

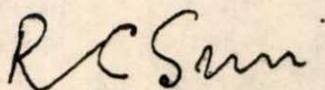
Construction of the road was started by the District Council in May 1971 and by March 1972 Rs.8.37 lakhs had been spent on the road. During his inspection of the road in August 1972, a Section Officer of the department found that almost all the log culverts as well as the stone masonry walls, retaining walls needed to be reconstructed, the gradient of road between the 3rd and 8th kilometres was steep and some slab drains and retaining walls were damaged. In February 1973, the District Council advised the Superintending Engineer, Shillong Circle that the Council had done work upto 14th kilometre of the road, though some portions of the road between the 3rd and 14th kilometres were incomplete and last portion (15th and 16th kms.) was still to be taken up. In March 1973 the Council requested the Chief Engineer for release of the last instalment of the grants amounting to Rs.3.29 lakhs. Rupees 2.59 lakhs were paid to the Council in March 1974.

In August 1974, the Government decided to take over the road from the Council and get the works on the road completed by the Jowai Division. The road had not been taken over by the Department (November 1974). It was reported to be incomplete and not yet motorable (November 1974).

The Council was yet to furnish the utilisation certificate for Rs.2.59 lakhs grant paid in March 1974 (December 1975).

(iii) **Wakhmai-Ranjat Road.** -Construction of the road 8 kilometres long and 16 feet wide with a gravelled surface estimated to cost Rs.3.02 lakhs was entrusted to the District Council, to provide an access for vehicular traffic from villages Wakhmai to Ranjat via Una and Musniang and also to connect the villages with the Shillong-Jowai-Badarpur Road (NH 44). The work was started in July 1971. Certain diversions were made by the Council to connect some more villages. After completion (April 1972) of a stretch 8 kilometres long, at a cost of Rs.2.54 lakhs, which did not reach upto Ranjat as contemplated in the estimate, the Council reported completion of the work to the Superintending Engineer, Shillong Circle in May 1972. The Superintending Engineer having objected to this, Council started construction of a further stretch 2.8 kms. long in July 1972 to bring the road upto Ranjat and reported completion in January 1973 at a cost of Rs.0.25 lakh. While expenditure on the first 8 kilometres of the road was Rs.31,800 per km., it was only Rs.9000 per km. for the 2.8 kilometres constructed later. No revised estimate and drawings for the road constructed on a different alignment and for the additional length of the road was prepared and got approved by the Chief Engineer. In November 1973, the Superintending Engineer certified completion of the road and the last instalment of grant amounting to Rs.1.21 lakhs was paid to the Council. The road was not open to vehicular traffic (November 1974).

Since completion of the first 8 kms of the road in April 1972, no grants have been given to the Council for maintenance. In April 1974, the Chief Engineer directed the District Council to hand over the road to the Public Works Department for maintenance and improvement. The road had not been handed over (November 1974).



Dated **28 FEB 1976**

(R. C. SURI)

Shillong the

Accountant General
Assam, Meghalaya, Arunachal Pradesh
and Mizoram.

Countersigned



Dated **4 MAR 1976**

(A. BAKSI)

New Delhi the

Comptroller and Auditor General of India.

APPENDICES

APPENDIX

APPENDIX I

(Referred to in paragraph 1·2)

Statement showing the details of year-wise and district-wise expenditure incurred under 64 Famine Relief during 1970-71 to 1973-74

(In lakhs of rupees)

Year	Name of district	Purpose			
		For relief works due to scarcity caused by closure of border hats	For relief works due to scarcity of food	For relief works due to scarcity caused by floods, hail-storm, draught, etc.	For giving gratuitous relief due to fire, flood, drought, etc., and pnar evacuees
(1)	(2)	(3)	(4)	(5)	(6)
1970-71	Garó Hills	1·72	1·00	...	1·77
	Khasi Hills	2·00	1·00	...	0·17
	Jaintia Hills	...	...	...	0·05
1971-72	Garó Hills	...	...	...	0·11
	Khasi Hills	0·16	...	0·06	0·02
	Jaintia Hills	..	...	...	0·71(†)
1972-73	Garó Hills	10·00	...	0·36	0·12
	Khasi Hills	10·20	1·69	0·57	0·54(*)
	Jaintia Hills	2·00	...	0·20	0·48(†)
1973-74	Garó Hills	2·40	0·07	...	1·10
	Khasi Hills	4·14	...	0·97	0·39
	Jaintia Hills	0·84	...	...	0·06
Total		33·46	3·76	2·16	5·52

(†) These amounts were drawn against amounts sanctioned (Rs.0·78 lakh in March 1972 and Rs.0·38 lakh in October 1972) for distribution of food stuff to Pnar evacuees who came from Mikir Hills to Jowai.

(*) This includes Rs.0·05 lakh sanctioned in March 1973 for giving relief to families of the employees of Messers. Assam Sillimanite Ltd. who were thrown out of employment.

APPENDIX

(Referred to in

Statement showing the district-wise and category-wise details

Name of district	1970-71			1971-72		
	Category of works	Number of works	Expenditure	Category of works	Number of works	Expenditure
Garo Hills	Roads	75	1.38	...	...	...
	Roads on bund	1	0.03	..	..	...
	Bridges	4	0.04	...	...	...
	Terrace cultivation	8	0.11	...	...	...
	Land Reclamation	43	0.44	...	...	...
	Bund-dong	15	0.31	..	...	...
	Construction of Channel	3	0.07	...	...	...
	Land Improvement	2	0.02	...	...	...
	Minor Irrigation	17	0.13	...	...	...
	Pit Construction	1	0.01	...	...	...
	Embankment	1	0.01	...	...	...
	Drainage	2	0.01	...	...	...
	Silt clearance	1	0.01	..	...	..
	Tank	1	0.02	...	..	..
	Culvert	1	0.01	...	..	..
	Distribution of seeds	...	0.12	..	...	...
Khasi Hills	Foot paths	55	0.98	Protection work	1	0.16
	Protection work	1	0.32	Distribution of food stuff	...	0.06
	Silt clearance	1	0.15	..	...	...
	Details not available	...	1.12	...	...	...
Roads	8	0.23	...	...	...
Jaintia Hills	...	...	..	...	..

II

paragraph 3.1)

of relief works undertaken during the years 1970-71 to 1973-74

(In lakhs of rupees)

Category of works	1972-73		1973-74		
	Number of works	Expenditure	Category of works	Number of works	Expenditure
Roads	50	4.46	Roads	4	2.40
Land reclamation	54	1.82	Foot path	2	0.05
Bund stone pitching	12	0.60	Channel	2	0.02
Construction of Channel	12	0.46	...	..	...
Terrace cultivation	10	0.39	..	..	...
Fishery project	1	0.07	...	...	...
Bund dong	21	0.54	..	..	...
Minor irrigation	31	1.76	..	...	...
Embankment	4	0.25	..	...	..
Roads	84	5.27	Roads ...	11	0.66
Foot paths	174	4.60	Foot path	151	4.22
Bridle paths	8	2.00	Playground	2	0.07
Land reclamation	2	0.19	Iron Ladder	1	0.04
Irrigation	2	0.39	Irrigation	1	0.03
			Bridge	2	0.06
			Improvement of Block Office	1	0.03
Roads	21	0.94	Roads ...	15	0.44
Foot paths	39	1.18	Foot paths	17	0.40
Protection work	2	0.03			
Drainage	1	0.05			

APPENDIX III

[Referred to in paragraph 3.7 (b)]

Statement showing the instances of payment of wages at rates higher than Rs.4 per day

Name of the Block	Year	Rate at which payment made	Man days for which paid
Nongstoin	1973-74	Rs. 5	19,018
Mawsynram	1973-74	Rs. 5	73
		Rs. 6	331
		Rs. 7	40
		Rs. 12	49
Mylliem	1973-74	Rs. 6	150
		Rs. 6.50	30
		Rs. 7	35

APPENDIX IV

(Referred to in paragraph 3.12)

Statement of advances paid to Local Committees]

Name of the Block	(In lakhs of rupees)		
	Amount of advance paid in 1970-71	Amount of advance paid in 1972-73	Amount of advance paid in 1973-74
Nongstoin	0.19	2.81	1.84
Pynursla	0.10	...	...
Mawsynram	0.18	1.70	1.16
Shella Bholaganj	...	2.31	...
Myllem	...	...	0.30
Total	0.48	6.82	3.30

APPENDIX V

(Referred to in paragraph 5)

Statement showing the cases where detailed bills for amounts drawn on abstract bills have not been submitted by the Deputy Commissioner to Audit upto December 1975

(In lakhs of rupees)		
Name of the Drawing Officer	Year	Amount
Deputy Commissioner, Khasi Hills	1971-72	0.28
	1972-73	12.90
	1973-74	0.03
Deputy Commissioner, Garo Hills	1970-71	0.30
	1972-73	4.38
	1973-74	0.74
Deputy Commissioner, Jaintia Hills	1972-73	2.26
	1973-74	0.01

APPENDIX VI

(Referred to in paragraph 9)

Statement showing specifications for different classifications of roads

Serial No.	Classification of roads	Specifications
(1)	(2)	(3)
1. State high-ways		(i) Should connect all district headquarters within the State or outside the State. (ii) Should connect a National highway within the State or outside the State. (iii) Should be of 24 feet width having blacktopped carriage way of at least 12 feet with gravelled shoulders on either side of 2 feet width. (iv) Should have bridges and culverts of class XVIII loading (<i>i. e.</i> , capable of carrying load of at least 18 tonnes).
2. Major district roads		(i) Should connect all important business centres/markets or subdivisional headquarters. (ii) Should connect a State highway or a National highway. (iii) Should be of 24 feet width having metalled carriage way of at least 12 feet width suitable for all weather use. (iv) Should have bridges capable of carrying load of at least 18 tonnes.
3. Other district roads		(i) Should connect subdivisional/district headquarters. (ii) Should be of 24 feet width with gravelled carriageway of 12 feet suitable for all weather use.
4. Village roads		(i) Should connect important villages, markets, coalfields. (ii) Should be of 16 feet width gravelled or katha carriageway of 12 feet.

APPENDIX

(Referred to in

Particulars of the proposed State

Name of Road	Length in kilometres	Width in feet	Width carriage way in feet
A—State highways—			
1. Shillong--Tura Road	303.50	10-16	10
2. Passi-Garampani Road	44.00	16	10
B—Major district road—			
1. Jowai-Jarain-Muktapur Road	51.20	14-16	12
2. Amlarm-Dawki Road	29.00	16	12
3. Dawki-Muktapur Road	15.61	16	12
4. Mawngap-Mairang-Ranigodown Road	104.60	16	12
5. Shillong-Cherra Road	35.91	24	12
6. Umsning-Jagi Road	83.63	12	9
7. Rongram-Bajeng-Doba Road	56	16	12
8. Tura-Garobadha-Mankachar Road	51.60	16	12
9. Mankachar-Mahendraganj Road	22.50	16	12
10. Mahendraganj-Dalu Road	49.28	16	12
11. Phulbari-Hallideyganj-Garobadha Road.	53.80	16	12
12. Jowai-Nartiang-Kadiap-Khandiah Road.	61.00	16	12

VII

Paragraph 9)

Highways and major district roads

Type of surface	Standard of bridges (class of loading)
25 Kms. black-topped, 49 Kms. gravelled, remaining length katcha.	IX-XII
6.42 Kms. black-topped, 24 Kms. gravelled and remaining length katcha.	XII
Partly black topped (15 Kms.) and partly gravelled (36.2 Kms.).	IX
Partly black-topped (9 Kms.) and partly gravelled (20 Kms.)	IX
Gravelled	IX
Partly black-topped (24 Kms) partly gravelled (63.60 Kms) and partly katcha (17 Kms).	IX-XII
Black-topped	XII
Partly gravelled (24 Kms.) and partly katcha (59.63 Kms.)	IX
Partly black-topped (32 Kms) and partly gravelled (24 Kms).	IX
Partly black-topped (46 Kms) and partly gravelled (5.60 Kms).	IX
Gravelled	IX
Gravelled	IX
Partly black-topped (52.60 Kms.) and partly gravelled (1.20 Kms).	IX
Gravelled	IX

APPENDIX VIII

(Referred to in paragraph 10)

Statement showing details of Continued and New Schemes costing Rs.10 lakhs or more

Particulars of scheme	Estimated amount	Expenditure from April, 1962 to March 1969	Expenditure from April 1969 to March 1974	Total expenditure upto March 1974
(1)	(2)	(3)	(4)	(5)
A. SPILL OVER SCHEMES—				
1. Construction of road from Maw-synrut to Nongdaju (28 Kms).	11.00	0.13	10.47	10.60
2. Improvement of road from Nong-stoin-Mawsynrut (45 Kms).	12.00	1.38	8.95	10.33
3. Construction of bridges on road from Rongram to Rongramgiri.	19.82	4.55	14.14	18.69
4. Improvement of Passi-Garampani Road (44 Kms).	17.25	1.25	6.06	7.31
5. Construction of Umsning-Jagiroad Road (21.27 Kms).	15.00	5.96	1.91	7.86
6. Construction of Mawngap-Moirang-Ranigodown Road—Portion 15th to 35th Km (21 Kms).	16.87	2.86	15.06	17.92
7. Improvement of Shillong-Cheera Road (20 Kms).	46.80	11.59	26.83	38.42
8. Improvement of Jowai-Jarain-Muktapur Road (51.2 Kms).	13.00	1.61	11.34	12.95
9. Improvement of Rongiam-Bajengdoba Road (56 Kms)	15.00	8.39	6.94	15.33
10. Construction of Songsak-Mendhipathar Road (40 Kms)	16.00	12.62	4.10	16.72
11. Construction of Road from 12th Mile of Tura-Dalu Road (35 Kms) to Chokpot	14.90	0.57	1.57	2.14
12. Construction of bridges on the above road	18.94	1.78	15.49	17.27
13. Construction of Baghmara-Siju Road-Darugiri (56 Kms)	39.39	28.67	0.30	28.97

(1)	(2)	(3)	(4)	(5)
14 Construction of bridges on the above road.	45.28	11.67	18.63	30.30
15 Construction of Baghmara-Mahadeo-Maheshkhola Road (12 Kms).	20.17	7.79	11.91	19.70
16. Construction of bridges on Dudnoi-Damra-Darugiri Road.	26.22	4.52	9.85	14.37
17. R.C.C. brtdge on River Someswari-Baghmara-Maheshkhola Road.	34.11	25.79	24.05	49.84
18. Construction of bridge on Dalu-Baghmara parallel Road.	20.00	7.99	10.12	18.11
19. Improvement of Damra-Rongjang Road (93Kms).	11.00	6.71	3.40	10.11
20. Improvement of Dalu-Baghmara Road (64 Kms),	12.00	2.04	8.54	10.58
21. Improvement of Tura-Manka-char Road (51.60 Kms).	14.90	3.81	11.55	15.36
22. Improvement Dudnai-Damra-Nongalbibra-Baghmara Road (156 Kms.)	48.32	21.57	16.75	38.32

B. NEW SCHEMES

1. Construction of Nongstoin Mawthawpdah Road (12 Kms).	10.76	...	10.52	...
2. Construction of Nongstoin-Rambrai Road (21.50 Kms).	17.03	...	15.85	...
3. Construction of Nongdaju Nongcherm Road (25.50 Kms).	39.12	...	33.93	...
4. Construction of Mawsynrut-Mahin Road (8 Kms).	10.22	...	9.34	...
5. Construction of Nongkhla Nongkasen-Nonakhlaw Road (10 Kms)	12.00	...	2.52	...
6. Construction of Kynshi-Mynaw Road (13 Kms)	18.47	...	12.36	...
7. Widening and improvement of Shillong-Nongstoin Road-Portion Mawngap to Nongstoin (72 Kms)	77.76	...	63.86	..
8. Metalling and black topping				
(a) Miarang to Kynshi (16 Kms)	11.10	...	1.06	...
(b) Markasa to Nongstoin (21 Kms)	13.54	...	12.96	...

(1)	(2)	(3)	(4)	(5)
(In lakhs of rupees)				
9. Construction of Anogiri-Rongrahat-Gabit (14.30 Kms)-	15.00	...	9.36	...
10. Reconstruction of Chibinang bridge	14.00	...	12.13	...
11. Metalling and black topping Rongram-Bajengdoba Road (56 Kms)	36.04	...	30.10	...
12. Construction of Amapati-Purakhasia Road (28 Kms)	12.00	...	5.81	...
13. Construction of Siju-Mahadco Road (11 Kms)	11.36	...	2.66	..
14. Construction of Chokpot-Siju Road (8 Kms)	23.83	...	13.15	...
15. Construction of Chokpot-Sibbari Road (8 Kms)	31.17	...	19.09	..
16. Construction of Rongrenggiri-Simsanggiri-Nangalbibra Road (24 Kms)	47.47	...	22.56	...
17. Matalliang and black topping of portion Rongram to Rongrenggiri (49.18 Kms)	43.46	...	33.60	...
18. Construction of Mawthepadhi-Phlangdilon Road (15 Kms)	23.22	...	13.01	...
19. Metalling and black topping of Mawphlang-Balat Road (75.20 Kms)	13.31	...	Nil	...
20. Construction of bridges and culverts in Bongthog-Ranikor Road	15.00	...	Nil	...
21. Construction of Rymbai-Bataw-Borghat Road (7.5 Kms)	15.00	...	11.89	...
22. Construction of Laskeri-Barato Road (17 Kms)	15.04	...	14.43	...

(1)	(2)	(3)	(4)	(5)
23. Construction of Passi-Mynso Road (23 Kms)	13.00	...	13.35	...
24. Improvement of Amlaram-Dawki Road (29 Kms)	12.00		11.38	...
25. Construction of Pongtung-mwet Road (37 Kms)	17.75	...	0.45	...
26. Construction of Shillong-Dieng- doh Road (15 Kms)	16.32	...	0.08	...
27. Construction of Umsning-Jagi Road (16.27 Kms)	17.58	...	10.31	...
Total	602.55	...	386.26	...

APPENDIX

(Referred to in

Statement showing position of Shillong-

April 1969					
Serial No.	Stretch of road	Length in Kilometres	width in feet	Surface	
1.	Upper Shillong to Mawngap	10	16	Black topped 10 feet	
2.	Mawngap to Mawmaram	...	13	} Black topptng work in progress	
3.	Mawmaram to Moirang	...	10		
4.	Moirang to Kynshi	...	16	10—12	Gravelled
5.	Kynshi to Markasa	...	12		Gravelled
6.	Markasa to Nongstoin	...	21		Gravelled
7.	Nongstoin to Mawsynrut	..	45		Katcha
8.	Mawsynrut to Nongdaju	...	28		Missing link
9.	Nongdaju to Nongcherm	...	26		Missing link
10.	Nongcherm to Rongjeng	...	9		do
11.	Rongjeng to Darugiri (under BRDB).	...	8		
12.	Darugiri to Rongrem	...	91	10-12	Katcha
13.	Rongram to Tura	..	15	16	Black topped —10 ft.

IX

paragraph 13.1)

Tura Road as in April 1969 and March 1974

March 1974

Bridges	Width in feet	Surface	Bridges	Remarks
Class IX	16	Black topped 10 feet	Class IX	Work of widening to 24 feet and also black-topping work was in progress.
do	16	Black topping work in progress.	do	
do	16	do	do	
do	16	do	do	
do	12	do	do	
do	16	do	do	
Temporary	16	Katcha	Class XII	
	16	do	IX to XII	
	Incomplete			
	12	Gravelled	IX	
...	
Temporary	12	Black topping of a length of 49.18 Kms. in progress; rest gravelled.	Construction of Class XVIII bridges in progress.	Work of widening to 16 feet from 12 feet and construction of class XVIII bridges in progress.
Class XII	16	Black-topped 10 ft.	XII	

(Referred to in

Particulars of roads constructed by

Name of District Council	Name of road	Length in kilometres	Estimated amount (In lakhs of rupees)	Date of sanction
1	2	3	4	5
Garo Hills District Council.	1. Improvement of Damalgiri-Molim-Boldangiri Road (Stretch from Damalgiri to Molim).	12	1.31	March, 1968
	2. Improvement of Mahendraganj-Rampangpeng Hill Road.	12	2.07	November, 1969.
	3. Construction of Dimpara-Ruga Road.	8	1.60	November, 1969.
Jowai District Council (In Jaintia Hills).	1. Construction of Nartaing-Jonglwit-Borato Road (Stretch from near Jonglwit to Borato).	26.7	9.21 Revised 9.63	March, 1968
	2. Construction of Sutnga-Saipung Road.	16	6.77 Revised 10.53	March, 1970 January 1974
	3. Construction of Wahkami-um-Musniang-Ranjat Road.	8	3.02	October 1970

X

paragraph 17.1)

District Councils

Amount of grants (In lakhs of rupees)	Period of payment	Expenditure upto December 1974 (In lakhs of rupees)	Remarks
6	7	8	9
1.31	1967-68	1.37	Completed in 1970-71.
0.52	1969-70	0.52	Incomplete.
1.20	1972-73	1.35	Incomplete.
9.63	1967-68 to 1971-73	7.93	Completed in January 1971 and handed over to the department in October 1971.
7.67	1969-70 to 1973-74	8.37	Work upto 14 kms. completed in February 1973. The road was to be handed over to the department but not handed over till November 1974.
3.02	1972-73 to 1973-74	2.79	Work upto 10 kms. completed in January 1973 with change of alignment.

January 17-18

Director's Office

1	2	3	4	5	6	7	8	9	10

11	12	13	14	15	16	17	18	19	20

21	22	23	24	25	26	27	28	29	30

31	32	33	34	35	36	37	38	39	40

1. The first part of the report is a general statement of the work done during the year.

2. The second part of the report is a detailed account of the work done in each of the various departments.

3. The third part of the report is a summary of the work done during the year.

4. The fourth part of the report is a list of the names of the persons who have been employed during the year.

5. The fifth part of the report is a list of the names of the persons who have been promoted during the year.