



सत्यमेव जयते

**REPORT OF THE
COMPTROLLER AND AUDITOR GENERAL OF
INDIA
ON LOWER SUBANSIRI DISTRICT**

For the year ended 31 March 2011

Government of Arunachal Pradesh

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PREFACE

1. This Report of the Comptroller and Auditor General of India contains the results of district centric Audit of Lower Subansiri district in Arunachal Pradesh. The Report has been prepared for submission to the Governor under Article 151(2) of the Constitution of India.
2. Audit conducted a review of the significant socio-economic developmental activities implemented in Lower Subansiri district during the period 2005 to 2011. Audit process involved test check of records pertaining to the district Lower Subansiri, in the State Planning Department, the Office of the Deputy Commissioner, District Rural Development Agency, selected Blocks, Gram Panchayats, other departments and various District level implementing agencies.
3. The Audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

EXECUTIVE SUMMARY

Recognizing the importance accorded by the Planning Commission, Government of India for a district centric approach to devolution of Finances for the integrated local area development, a district centric audit of Lower Subansiri district was carried out to assess the status and impact of implementation of various socio-economic developmental activities in the district during 2005-11 and to evaluate whether quality of life of the people has improved.

The review covered key sector programme relating to health, education and water supply, economic sector programmes relating to creation of roads and other infrastructure, employment generation, provision of basic civic amenities and use of information technology (IT) to provide better public services etc.

While audit brought out many positives in the Social Sector programmes relating to education; there were quite a few areas where the State/District Administration needs to focus greater attention.

PLANNING

The District Level Vigilance and Monitoring Committee (DVMC) had not prepared any Perspective Plan prior to 2007-08. Though the department claimed that the schemes were selected and planned by gram sabha and later approved by the DVMC, but records in its support were not available. The committee had met four times during 2005-11 to review the progress of implementation of the developmental schemes.

Due to non-preparation of Perspective Plan and Annual Action Plan for the development of the District and launching development effort without inputs from the blocks and the gram panchayats, gaps in various developmental schemes/programmes remained unidentified with the result that the felt needs of the weaker section of the society and the disparities between various regions and communities within the District could not be addressed.

Recommendation

Holistic Perspective Plan and Annual Plan should be prepared for the district, based on a structured process of obtaining inputs from Blocks and the Gram Panchayats and other stakeholders for a more realistic assessment of the needs of the District.

There should be regular meeting of DVMC to monitor and review the progress of implementation of various developmental schemes being executed in the District.

ACCOUNTING FRAMEWORK AND FINANCIAL MANAGEMENT

The total flow of funds in the District during 2005-11 and expenditure incurred was not available either with the Addl. DC, who is the Chief Planning Officer or with the District Planning Officer and other District Authority like DRDA. Funds were shown as fully utilised in the books of the DRDA, societies and controlling officers the moment the amounts were released to the implementing agencies rather than actual expenditure incurred on execution of projects by the implementing agencies. Substantial amounts of funds was parked in banks without utilizing them within the prescribed time frame due to inadequate project management, skewed planning, lapses in execution, ineffective monitoring and supervision. Accounts of zila parishads, anchal samitis and gram panchayats were not being maintained in proper format in an on-line computerized system as envisaged due to lack of infrastructure and non-appointment of secretaries

Recommendation

Financial management, in general, needs improvement and funds provided for various socio-economic developmental programmes needs to be efficiently and effectively utilized. A system needs to be evolved to show actual utilisation of funds as distinct from mere release of funds by suitable modification in the reporting statements.

Concrete action should be taken to maintain the accounts of Panchayat Raj Institutions in proper format as envisaged.

SOCIAL SERVICES

Health

Perspective Plan for the entire health mission period (2005-2012) has not been prepared in the District. However, District Health Annual Plan was prepared by involving lower functionaries and by doing house-wise survey to identify the gap in health care facilities in the rural areas. Community participation was not ensured. Though the number of healthcare centres in the District was more than prescribed norms, most of these centres did not provide the basic healthcare services expected from them due to non availability of skilled manpower and infrastructure.

The overall achievement in the district with regard to immunization of children between zero to one-year age group covering BCG, DPT and OPV was low. However, the shortfall in achievement of targets in secondary immunization ranges from 0 to 9 percent. During 2005-11, 230 cataract surgeries were carried out and 2055 schoolchildren were screened for eye problems against the target of 330 and 8600 respectively. The rate of prevalence of leprosy in the district was less than one percent.

Scrutiny revealed that District Health Society did not interact with or obtain inputs from the concerned departmental functionaries relating to drinking water, sanitation and

hygiene, nutrition etc. leading to disjointed efforts of effects on various agencies towards achieving the same goal.

In the absence of proper planning involving identification of gaps in the health care infrastructure and non-availability of stipulated facilities and skilled manpower in the health institutions, the aim of providing accessible and affordable healthcare to the people remained to be fully achieved in the district.

Recommendation

The District Health Society should commission a survey to identify the gaps in healthcare infrastructure and facilities and draw up a strategic plan specifying time frame to provide accessible and affordable health care to the rural poor and vulnerable sections of society as per NRHM guidelines. Community involvement should be ensured at every stage in planning, implementation and monitoring of programmes.

Basic health infrastructure and amenities and skilled human resource should be provided at all healthcare centres by proper utilisation of the available funds to achieve the objective of the programme.

The district administration should implement various health programme viz., JSY, NPCB, NVBDCP, Universal Immunisation Programme etc. in a more concerted manner so that the benefit of the programme is extended to entire population of the district.

Education

A review of the status of education in the district, especially in the context of implementation of SSA, revealed that the number of Primary and Upper Primary Schools (up to class VIII) as well as the enrolment of children in the targeted age group of 6 to 14 years in these schools increased during 2005-11. Drop out rate in schools has also declined during the period.

Though overall Pupil Teacher Ratio (PTR) in the district was favourable compared to the prescribed norms, there were excess teachers in certain schools (mostly in urban areas) while there was shortage of teachers in schools located in rural/remote areas. Three schools having 92 student had no teachers and 30 primary schools were having single teacher against the norm of minimum two teachers. Lack of trained teacher was another matter of concern.

During 2005-11 all the schools were having two rooms showing a significant improvement. However, 16 primary schools and 9 upper primary schools required major repairs. There was an all-round shortfall in basic amenities, such as drinking water, separate toilets for girls and ramps for disabled children, both in primary and upper primary schools.

Pass percentage of students studying in government schools in Class X examination was low in comparison with private schools even though books and other learning materials were supplied to the student.

Further, mid-day meal was not served regularly at schools in the district.

Recommendation

Basic infrastructure amenities such as drinking water and toilets etc. should be provided on a priority basis in all the schools.

Rational deployment of teachers in schools should be ensured and effective steps should be taken to train all the untrained teachers at the earliest to improve the quality of education imparted to the students.

Hygienic Mid-day Meals should be served to all eligible students on all schooldays as envisaged under the programme.

Drinking Water

Out of 323 habitations, 108 habitations (33 percent) were fully covered, 180 habitations (56 percent) were partially covered and 35 habitations (11 percent) remained uncovered as on March 2011. During 2005-11, Despite 176 water supply schemes having been implemented at a cost of ₹ 44.64 crore covering a population of 21,514, the number of fully covered habitations declined from 160 in March 2005 to 108 in March 2011. The Department had no Perspective Plan. Therefore, the water supply schemes requiring augmentation, renovation and construction could not be prioritised and taken up for execution in a phased manner for optimising results.

53 water supply schemes taken up for execution during 2003-04 and 2004-05 at an estimated cost of ₹ 6.57 crore remained incomplete even though these schemes were to be completed within one year of their sanction. An expenditure of ₹ 1.45 crore has been incurred so far on these schemes. 114 water supply schemes completed at a cost of ₹ 8.58 crore were not provided with slow sand filter component. As a result, a population of 18,875 covered under the schemes were supplied with untreated water During six year period 2005-11, 947 persons suffered from acute gastroenteritis and there were 29 deaths.

Recommendation

The district administration needs to prepare a strategic action plan to provide potable drinking water to all the habitations in the district, especially to the uncovered habitations in a time bound manner.

Water treatment facility system should be improved/ upgraded to ensure supply of safe drinking water to avoid any causality and reduce water borne diseases.

Sanitation

During 2005-11, the Division had constructed 4494 numbers of sanitation facilities (APL -1164, BPL - 2963, Sanitary Complex - 13, Latrine for School - 232, Latrine for Anganwadi - 119 and Rural Sanitary Mart - 03) against the total 7310 approved schemes though the entire allotted funds were spent.

Further, the District has only one census town, namely Ziro also district headquarters, where sanitation facilities were yet to be provided.

Recommendation

District authorities should initiate effective steps for achievement of the target fixed for household latrines for all APL and BPL families.

Suitable plan should be framed to create proper sanitation facilities to urban area of the district, especially Ziro town which is district headquarters also.

ECONOMIC SERVICES

Road Connectivity

There is no Railway connectivity and Airport in the district and only link with the rest of the country is by road.

As of March 2011, there were 788 Km (Black Topped - 344 Km, WBM - 77 Km, Unsurfaced - 367 Km) roads in the district, of which 276 Km road was constructed by BRTF. There was no District Rural Road Plan indicating the core network required to ensure that each eligible habitation is provided with a basic access (single and all-weather road connectivity) to essential social and economic services. Public Works Department and Rural Works Department were two main departments responsible for construction and maintenance of roads in the district.

Public Works Department did not had any Perspective Plan. But Annual Operative Plan was prepared without any survey or proper inputs. None of the six major works taken up between 2001 and 2008 have been completed.

The internal road condition of the district was very poor even though ₹ 26.48 crore was spent for its maintenance during 2005-11.

Out of 22 villages in the district, as of March 2011 Rural Works Department had provided road connectivity to 74 villages (State fund - 46 Nos. and PMGSY fund - 28). Division did not maintain Asset Register for both roads constructed under State fund and PMGSY fund.

18 Rural Link Road (RLR), taken up between 1993-94 and 1999-2000 at an estimated cost of ₹ 3.85 crore, was partially completed by incurring an expenditure of ₹ 1.39 crore and no action had been taken to complete the remaining work, rendering the expenditure incurred partially unproductive.

Two PMGSY works (i) Construction of road from Pitapool to Sagalee road to Kebi (5.01 Km) approved at an estimated cost of ₹ 2.44 crore and (ii) Construction of road from Deed to Radhpu (5.25 Km) approved at an estimated cost of ₹ 2.26 crore were not completed till date. These works were awarded to a contractor on single tender basis, but the work remained incomplete at different stages rendering the expenditure incurred unfruitful.

Recommendation

Steps should be taken to prepare a perspective plan and identify the gap in the road connectivity and a broad action plan to provide connectivity to all eligible habitations in the district within specified period of time.

Annual operational plans should be framed in line with the perspective plan and specific milestones be drawn to ensure timely completion of the projects planned for execution during the year.

All incomplete work should be completed without further loss of time to avoid already completed work becoming wasteful due to long delays.

Timely completion of work taken up should be ensured by adhering to codal and other formalities required for the execution of the work.

Asset registers should be maintained properly and proper timely maintenance of the road constructed should be ensured.

Irrigation

In the district there is no Major or Medium but only Minor Irrigation Projects (MIP) with open trench weir type head work. The total agriculture land is fifteen thousand hectares.

Up to 2005, 127 MIPs were completed. But irrigation potential created in terms of hectares was not on record. During 2005-11 out of 291 targeted MIPs 221 MIPs were completed and irrigation potential created was 931 hectares against the target of 1171.66 hectares.

Benefit Cost Ratio (BCR) projected in the estimate was between 5 percent and 400 percent. But in terms of production there was decline in production of three major crops of the district which could be attributable to poor co-ordination among farmers, Agriculture Department and Irrigation Department.

Recommendation

A perspective plan be framed with detail of irrigational potential required to be created in the district with identification of the source of water detailing the time frame and funds required for implementation of the irrigation schemes so planned.

The execution of projects/scheme should be appropriately monitored Asset register should be maintained properly.

Completed irrigation schemes should be handed over to the beneficiaries, under intimation to the agriculture department. An impact assessment of the completed schemes should be carried out to assess whether BCR projected has been achieved or not. Efforts should be made to collect water usage charges from the recipients.

Internal control mechanism should be strengthened and the department should introduce the system of awarding works by calling tenders.

Employment Generation

The Mahatma Gandhi National Rural Employment Guarantee Schemes (MGNREGS) is being implemented in the district from 2008-09. The basic objective of the scheme is to ensure security of livelihood in rural areas by providing at least 100 days guarantee wage employment.

While SGRY could generate 2.98 lakh mandays employment in three years (2005-08), 1.62 lakh mandays were generated under MGNREGS during the period 2008-11. Out of 18,800 Job Card holders in the district only 69 persons were provided 100 days employment.

During 2005-11, 47 Self Help Groups and 678 individual Swarozgaries were assisted under SGSY. But no mechanism was evolved to evaluate the impact of implementation of the programme.

Recommendation

Ensure proper utilization of funds so that minimum guaranteed wage employment is provided to each job-card holders who demand wage employment.

The authorities should take steps to monitor and evaluate projects undertaken under SGSY schemes to assess the progress/performance of swarozgaries.

Power

Out of 226 inhabited villages as per 2001 census report in the district, 196 villages (87 percent) were electrified and energized till date (March 2011).

During 2005-10, 11 KV line work to cover 134 villages was taken up in June 2008 at an estimated cost of ₹ 34.67 crore and stipulated to be completed by December 2009. As of March 2011, work in 110 villages was completed while in the remaining 24 villages was yet to be completed. Of the 110 villages where the work was completed, 107 villages were energized. A total amount of ₹ 20.30 crore was spent till March 2011.

About 40 *per cent* of the consumers in the district paid their electricity bills regularly, but the rest paid them only when revenue realization drives were conducted or when lines were disconnected due to defaults in payment. The outstanding electricity dues stood at ₹ 8.25 crore.

Recommendation

The department should take steps to complete the project without further delay and electrified uncovered villages, so that benefits of programme is extended to villagers living in those uncovered villages.

Revenue on electricity should be realised as and when due and also vigorous efforts should be made to collect the revenue arrears on account of electricity charges.

Horticulture and Fisheries

The soil and climatic conditions of the District are favourable for growing of large cardamom and kiwi fruit. However, the cultivation of these crops have not increased as the farmers did not have access to proper marketing facilities and were not getting support price for their produce.

Recommendation

Proper marketing infrastructure should be created so that kiwi fruit and large cardamom growers get remunerative prices for their produce thereby safeguarding the economic interest of the growers. This would encourage other farmers to take up cultivation of these cash crops and contribute towards growth of the economy of the district as well as the State.

GENERAL SERVICES

Panchayati Raj Institutions (PRI)

Panchayat is a institution of Self Government constituted for the rural areas. According to 73rd Constitutional Amendment Act, the States were required to devolve adequate powers and responsibilities on PRIs in order to make them effective institutions of local self-government. The responsibility for preparation of plans for economic development and social justice and its implementation in respect of 29 subjects listed in Eleventh Schedule of the Constitution were to be assigned to Panchayats and to this effect, the State Governments were expected to transfer the functions of department dealing with these 29 subjects including the officials under the control of the Panchayats.

As of March 2011, neither functions nor functionaries, as envisaged in the Constitution, have been transferred under the control of the Panchayats in the District as no progress in this regard has been made in Arunachal Pradesh. Role of PRIs were very limited even in the preparation of plans for economic development and social justice. No Gram

Panchayat Secretaries were appointed as the Arunachal Pradesh Panchayati Raj Act, 1997, had no provision for appointment of Gram Panchayat Secretary. The post of Zillah Parishad Secretary was not yet created. The Project Director, DRDA, is in charge of the Zillah Parishad. Further, there was no Panchayat building and the Panchayat accounts were not computerized.

Recommendation

Steps should be taken in earnest to make PRIs fully functional at the earliest so that the vision envisaged in the Constitution amendment of having a decentralised approach in district planning is accomplished.

Waste Management

The District has only one census town, namely Ziro, which is district headquarters. As urban civic body is not yet formed, the function of municipality is discharged by the District Urban Development Agency. No proper solid waste management exists in the district. However, an estimate for solid waste management submitted to the authority in July 2009 was awaiting approval. As a result, proper disposal of garbage was not being done. Further, there was no proper facilities for the disposal off bio-medical waste generated by the healthcare centres in the district. These issues posed a serious threat to the public health and the environment.

Recommendation

Waste management needs to be improved to ensure proper disposal of solid waste for preventing environmental pollution.

Awareness for cleanliness should be spread among common man.

Proper disposal of bio-medical waste should be ensured, which otherwise poses a serious treat to public health and the environment.

MONITORING MECHANISM

Monitoring and supervision of the progress of implementation of various schemes at all tiers of local administration in the district was perfunctory. Though the DC stated that field visit and inspection were carried out by DC, Planning Officer and Block Officers there was no documentary evidence of such inspection or the decision taken/follow up action initiated consequent to such inspection.

No Grievance Redressal Cell has been set up in the district. DC claims that the complaints are forwarded to the concerned department who in turn address the same with intimation to DC. However, there was nothing available on record in support of this claim.

Recommendation

Supervision and inspection of the various schemes/projects undertaken by different departments in the districts should be carried out regularly so that corrective measures could be taken before too late.

Internal control mechanism of various departments involved in the implementation of schemes/projects and discharge of public responsibilities should be strengthened so that wasteful expenditure, misappropriation, etc could be prevented.

The grievance redressal cell should be set up and grievances should be properly attended to

CONCLUSION

Local government at the district, block and gram panchayats levels were not involved in the planning process, as envisaged in the Constitution, to ensure efficiency and effectiveness in delivery of key services like rural development, health, employment, etc.

There are a multiplicity of programmes and schemes and an even larger number of implementing agencies, presenting challenging situation to the district administration to effectively monitor and supervise the developmental activities. While almost all developmental programmes are targeted at the same set of beneficiaries, the existence of a myriad programmes requires an integrated focus, rather than their implementation in a standalone mode.

An adequate monitoring mechanism was not functioning as envisaged with regard to execution of schemes. While plans have been formulated for providing integrated development of a sector/service, these could not be executed due to delay in release of funds and inadequate project management.

The State Government will have to address these issues in order to accelerate the process of development of the district at the desired pace. Good governance, effective and efficient delivery mechanism and sustainable development buttress high level of performance and play a crucial role in the overall socio-economic development of the district by providing essential and quality public infrastructure and services.

CHAPTER I: INTRODUCTION

1.1 Profile of the District

The Lower Subansiri District of Arunachal Pradesh is situated approximately between 92°40' and 94°21' East Longitude and 26°55' and 28°21' North Latitudes. The District is bounded by Kurung Kumey District and some part of Upper Subansiri District to the North, West Siang District and some part of Upper Subansiri District to the East, Papumpare District and the State of Assam to the South and Kurung Kumey and Papumpare District to the west respectively. The District covers an area of approx. 3460 square km with its Headquarters at Ziro. The District comprises of three Sub-divisions and eight Circles. With a view to all round rural development, the District has been divided into three Community Blocks covering 194 Gram Panchayats (GPs) with 226 inhabited villages.

As per 2011 Census, the District has a population of 0.83 lakh (a growth of 48.65 *per cent* from the last decade), which is about 6 *per cent* of the total population of the State (13.85 lakh). The literacy rate is 76.33 *per cent* (an increase of 27.93 *per cent* from the last decade) as against State average of 66.95 *per cent* and 74.04 *per cent* (National average). The progress made in the literacy front is very impressive as the literacy rate of the district, as per 2011 Census, is higher than the State as well as National averages while it was far below the State and National averages as per earlier census figures.

As per 2001 Census, out of 11,264 families in the District, 5,274 families (47 *per cent*) are below poverty line (BPL) as compared to 66 *per cent* at the State level. 78 *per cent* of the population reside in rural areas.

1.2 Administrative Set-up

The District Level Vigilance and Monitoring Committee is the apex body at the District level which approves developmental schemes for the District. The Deputy Commissioner (DC) is in charge of the District and is the sanctioning authority for all developmental programmes/schemes. He is also the Chief-Executive Officer (CEO) of the District Rural Development Agency (DRDA), and ensures co-ordination between DRDA, Panchayati Raj Institutions (PRIs), Field Offices and other Departments of the State Government. In other cases (State and Central Plan Schemes implemented by other Departments), he is the District Programme Coordinator (DPC). Although DC is the overall in-charge of the District, including Law & Order, the Superintendent of Police (SP) is responsible for maintenance of law and order.

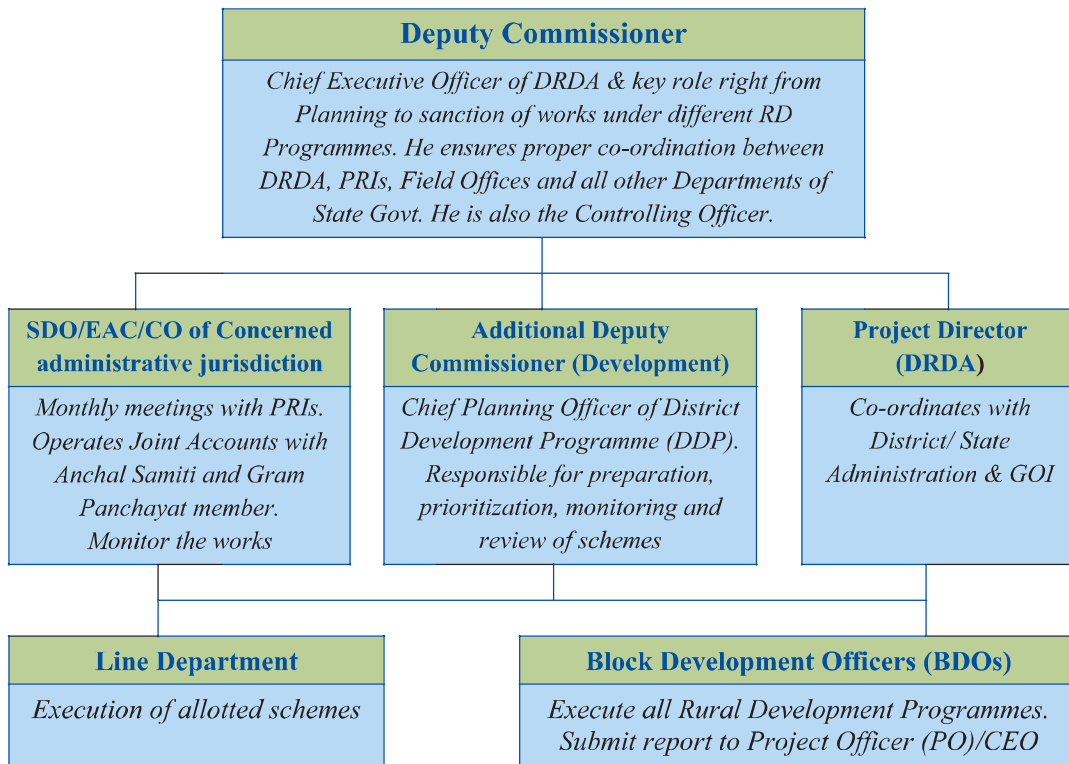
The DC is assisted by an Additional Deputy Commissioner (ADC) (Development), who is the Member Secretary for preparation and prioritization of schemes, their monitoring and review.

1.3 District Rural Development Agency (DRDA)

DRDA is the main organ at the District level to oversee the implementation of Rural Development Programmes. It is responsible for planning and co-ordinating with various agencies – Governmental/non-Governmental, for successful programme implementation. DRDA enables the community and the rural poor to participate in the decision making process, oversees the implementation of programmes to ensure adherence to guidelines, quality, economy, efficiency, etc.; and submits reports to the concerned authorities at prescribed intervals. It is also responsible for carrying out various surveys relating to BPL families, etc;. The Project Director (PD) is the executive in charge of DRDA and is the Controlling Officer for all Block Development Officers (BDOs). He is responsible for interaction with the District/State Administration and Government of India, and ensures co-ordination with Zila Parishads for implementation of Rural Development Programmes.

The administrative set-up of the District is depicted in Chart-1 below:

Chart – 1



CHAPTER-II

AUDIT FRAMEWORK

CHAPTER II: AUDIT FRAMEWORK

2.1 Scope of Audit

Audit of Lower Subansiri District involved a review of the significant socio-economic development programmes implemented in the District during 2005-11. The audit encompassed an appraisal of Social Sector Programmes relating to health, education, water supply and sanitation. In the Economic Sector, infrastructure development was reviewed through an assessment of Projects and Schemes implemented for improvement of road connectivity in the district (PMGSY and other Road Sector Schemes). Provision for employment and houses to the poor and vulnerable sections of the society under various schemes were also reviewed. This Audit covered developmental initiatives and associated expenditure in the District, based on Funds received from Central or State Government. Audit also focused on the role and responsibilities of the District Administration in providing essential public services and the extent of community participation in Programme implementation and monitoring. The status of provision of basic civic amenities by the District Urban Development Authority was also looked into.

Audit was based on scrutiny of records, physical verification in the offices of the DC, DRDA, selected Blocks and Circle Officers/Addl. Dy. Commissioner and concerned Departments.

2.2 Audit Objectives

The objectives of Audit were as follows:

- ❖ Assessing the adequacy of the planning process for different programmes.
- ❖ Assessing the effectiveness of the developmental programmes in terms of achievements of targeted outputs and their impact.
- ❖ Assessing the effective and efficient execution of various developmental programme
- ❖ Assessing the effectiveness of the procedures for receipt, utilization and accounting of funds.
- ❖ Verification of reported expenditure on major development Programmes (Central and State) with reference to detailed Statements of Expenditure and original vouchers at the lower level in a hierarchical manner (State to District, District to Block and Block to GP).
- ❖ Assessing the effectiveness of the processes for monitoring, reporting and evaluation.

2.3 Audit Criteria

Audit findings were benchmarked against the criteria contained in the following sources and are quoted at relevant places in the performance audit report:

- ❖ District Plans and Annual Plans;
- ❖ Guidelines of the concerned Programmes/Schemes;
- ❖ Financial Rules and Regulations of the State Government; and
- ❖ Prescribed monitoring mechanisms.

2.4 Audit Methodology

District Audit was conducted in two spells spread over two years due to acute shortage of staff. In first spell audit was commenced with an Entry Conference on 14 May 2010, with the District Authorities, where the Audit objectives, Criteria, Scope and their inputs and perceptions relating to various developmental Programmes were discussed.

Preliminary audit findings were discussed with departmental functionaries at various levels during the course of audit and their views have been incorporated in the Report in appropriate places. Major audit findings noticed during the first spell of audit were also discussed in a conference held on 28 March 2011 with concerned District level officers and their views were obtained

Second spell of audit was commenced with another conference on 30 May 2011; where in the District Authorities were appraised of further course of audit. ***An exit-conference after updating the district centric audit up to March 2011 was held on 19th October 2011. The department's comment/replies have been incorporated in the Report wherever found relevant.***

[19] programmes (four in Social Sector¹, 10 under Economic Sector² and five in General Sector³) were selected, keeping in view the socio-economic impact thereof. All three Blocks were selected for audit. Other records to be scrutinized are those of the DC, DRDA, Sarva Shiksha Abhiyan (SSA), District Health Mission, District Urban Development Authority and Circle Officers, being Member Secretaries dealing with PRI.

2.5 Acknowledgement

The office of the Accountant General, Arunachal Pradesh acknowledges the co-operation extended by the Deputy Commissioner, Lower Subansiri District and heads of the concerned departments in carrying out this performance audit.

¹ Health, Education, Water Supply and Nutrition

² Public Works, Rural Works, Irrigation, Employment Generation and Housing, MLALADS, Energy, Tourism, Fisheries and Horticulture

³ Pachayati Raj Institutions, Public Distribution System, Waste Management, Law & Order and E-Governance

CHAPTER-III

PLANNING

CHAPTER III: PLANNING

3.1 Policy and Planning

Government of India envisages an inclusive and participative planning process for the development of Districts. The 74th Amendment to the Constitution mandates the establishment of a District Planning Committee (DPC) for consolidating plans prepared by Panchayats and Municipalities of the District into an integrated District Plan. All three tiers of the local administration, *viz.*, DRDA, Blocks and GPs were to prepare an Annual Action Plan (AAP) at the beginning of each financial year equivalent to about 125 *per cent* of their share of funds allocated in the preceding year and no work is to be taken up unless it forms part of the AAP.

A District Level Vigilance and Monitoring Committee (DVMC), formed in 10th May 2005, with a Cabinet ranked minister from the District as the Chairman of the Committee, is the apex body in the District. The Committee was to meet as and when felt necessary in a year, and should particularly meet in the month of August for scrutiny/amendment of District level plans, preparation of Perspective Plan and Integrated Plan for overall development of the District. Review and monitoring of implementation of Schemes was also in the ambit of the DVMC.

3.2 Perspective and Annual Plans

Scrutiny revealed that the District Level Vigilance and Monitoring Committee (DVMC) had not prepared any Perspective Plan prior to 2007-08. However, the Department claimed that the Gram Sabha had selected and planned the Schemes and got them approved by DVMC. But no evidence in this regard was on record. The DVMC met four times during 2005-11 to review the progress of implementation of the development Schemes.

Plan under Urban Development involves planning for employment generation in urban areas under the “Swarna Jayanti Sahari Rojgar Yojana” (SJSRY) Scheme and planning for Infrastructure Development under “Integrated Development of Small and Medium Towns” (IDSMT).

SJSRY includes two sub-schemes, *viz.*, “Urban Self Employment Programme” (USEP) and “Urban Wage Employment Programme” (UWEP). The Scheme is to be administered by the District Urban Development Authority (DUDA), with active participation of the District units of Town and Country Planning (T&CP) and Urban Local Bodies (ULBs). DUDA did not prepare any Action Plan for implementation of SJSRY. Besides, preparation of a shelf of projects and identification of beneficiaries survey were not done. The planning process for implementation of IDSMT was yet to be initiated.

Thus, preparation of AAPs was made on an ad-hoc basis and most significantly, survey and identification of beneficiaries was not carried out.

MGNREGS, SGRY and IAY were implemented by DRDA through BDOs during the period covered by the Review. Separate accounts were maintained by the BDOs for Anchal Samity and Gram Panchayats, as there was no Panchayat building and there was no provision in the State Act, 1997, for appointment of GP Secretaries. Moreover, there were no Zila Parishad Secretaries. The PD, DRDA, is acting as the Chief Executive Officer (CEO) of the Zila Parishad. AAPs indicating location-wise distribution of works for execution based on proposals made by village level Committees/Gram Sabhas was absent. Under MGNREGS/SGRY, year-wise targets for employment generation were not fixed. Hence, there was lack of transparency in the planning process with reference to Guidelines.

In the absence of adequate planning in the District, schemes and programmes were implemented without assessing the actual requirement of the area/people.

Due to non-preparation of Perspective Plans and integrated Annual Action Plans for the development of the District with inputs from Blocks, GPs and ULBs, gaps in various developmental schemes/programmes remained unidentified, with the result that the felt needs of the weaker sections of society (both rural and urban) and the disparities between various regions and communities within the District could not be addressed.

Recommendation

Holistic perspective and integrated annual plans should be prepared for the district, based on a structured process of obtaining inputs from blocks and GPs and other stakeholders for a more realistic assessment of prime needs of the district.

There should be regular meeting of DVMC to monitor and review the progress of implementation of various developmental schemes being executed in the District.

CHAPTER-IV

FINANCIAL MANAGEMENT AND ACCOUNTING

FRAMEWORK

CHAPTER IV: FINANCIAL MANAGEMENT AND ACCOUNTING FRAMEWORK

Funds are allocated to the District through the State Budget for various development activities. In addition, funds are directly released to DRDA and other implementing agencies in the District by the Union Government for implementation of various socio-economic programmes. DRDA releases the funds to the blocks, based on approved allocation for individual schemes.

4.1 Fund flow and Expenditure

Details regarding the total flow of funds in the District during 2005-11 and expenditure incurred were not available either with the Additional Deputy Commissioner, who is the Chief Planning Officer, or with the District Planning Officer and other district authorities like DRDA. However, information on funds received and reported expenditure in respect of certain significant programmes during 2005-11, collected by Audit from various Departments is given in Table 1:

Table – 1

(₹ in crore)

Sl. No.	Scheme	Funds Provided	Expenditure Incurred
1.	National Rural Health Mission (NRHM)	5.02	4.85
2.	National Aids Control Programme (NACP)	0.09	0.09
3.	Sarva Shiksha Abhiyan (SSA)	65.57	65.57
4.	DUDA	10.42	10.48
5.	Water supply	54.62	54.62
6.	Total Sanitation Campaign (TSC)	2.56	1.61
7.	Pradhan Mantri Gram Sadak Yojana (PMGSY)	43.98	43.98
8.	Other Road Sector Schemes	6.91	6.91
9.	Irrigation	55.05	55.05
10.	Member of Legislative Assembly Local Area Development Scheme (MLALADS)	9.67	9.67
11.	Sampoorna Grameen Rozgar Yojana (SGRY)	2.72	2.69
12.	Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)	3.10	2.55
13.	Indira Awaas Yojana (IAY)	8.84	8.58
14.	Rajiv Gandhi Grameen Vidyutikaran Yojana	20.30	20.30
15.	Hariyali	11.95	7.61
16.	Swarnjayanti Gram Swarozgar Yojana (SGSY)	4.24	3.33

Source: Departmental Figures

During the year 2008-10, the District received a total amount of ₹ 4.71 crore under EFC and TFC for execution of works related to civic amenities, on the basis of estimates prepared by Extension Officers, Rural Engineering of the respective Blocks.

There was inherent flaw in accounting of funds, as these funds were shown as fully utilised in the books of the DRDA, societies and controlling officers the moment the amounts were released to the implementing agencies rather than actual expenditure incurred on execution of projects by the implementing agencies. Thus, the accounting and reporting of expenditure as reflected in the records of the DRDA/ societies controlling officers did not actually reflect the actual implementation/physical progress and actual outcomes of the programmes at the ground level by the implementing agencies.

Further, substantial funds released by Central as well as State Government was parked in banks without utilizing them within the prescribed time frame, as works could not progress due to inadequate project management, skewed planning, execution, monitoring and supervision.

4.2 Maintenance of PRIs Accounts

Accounts in respect of Zila Parishads (ZP), Anchal Samitis (AS) and Gram Panchayats (GP) were to be maintained in an on-line computerized system. However, this was not being done due to lack of infrastructure and non-appointment of secretaries.

None of the three categories of PRIs maintained accounts in any format, except for recording transactions in the Cash Book. There is no assigned office space for AS and GP. The BDOs maintained separate Cash Books, Anchal Samiti-wise, in respect of all Rural Development Programmes, while the CO/ADC maintained Cash Books for the Eleventh and Twelfth Finance Commission grants meant for GP and AS.

To sum up, due to absence of proper control over receipt and utilisation of funds meant for various developmental activities, deficiency in accounting of the funds received coupled with weakness in internal control mechanism, there were instances of improper utilization of funds as discussed in the succeeding paragraphs.

Recommendation

A system needs to be evolved to show actual utilisation of funds as distinct from a mere release of funds by suitable modification in the reporting statements.

Concrete action should be taken to maintain the accounts of PRIs in proper format as envisaged.

A mechanism needs to be evolved to ensure proper utilisation of the funds and also to ensure that funds are released for works and schemes only after all preliminary/ preparatory works are completed.

CHAPTER V: SOCIAL SECTOR

Under Social services, areas of Education, Health, Water supply and sanitation and Nutrition were covered.

A review of the implementation of Flagship Programmes in the Social Sector like

- National Rural Health Mission (NRHM)
- Sarva Shiksha Abhiyan (SSA)
- Accelerated Rural Water Supply Programme (ARWSP)

revealed that there was a need to provide adequate and skilled manpower in these sectors for full utilization of the infrastructure to achieve the intended objectives of providing quality Health Care, Education, Water Supply and basic amenities to the people of the District, as evident from the Audit findings as discussed below:-

5.1 HEALTH

The District Medical Officer, DMO-cum-Co-Chairman, District Health Society and the District Family Welfare Officer, DFWO-cum-Chief Executive Officer, District Health Society, are responsible for providing healthcare services to the people through one District Hospital and other healthcare centres established under NRHM.

5.1.1 Planning

As a first step towards providing accessible, affordable and equitable healthcare under NRHM, a household and facility survey was to be conducted to identify gaps in healthcare facilities in rural areas.

Audit scrutiny revealed that the village level survey to assess the healthcare needs of the rural population was conducted in 2006-07. Resource mapping was done to assess the effects of other determinants such as drinking water, sanitary latrines, etc. and the needs of different localities were collected through block level meetings. The District Health Society (DHS) was required to prepare a Perspective Plan for the entire Mission Period (2005-2012) and Annual Plans for the District with inputs from the lower tiers of the Government. No Perspective Plan for the Mission Period was prepared in the District. However, a District Health Annual Plan was prepared by involving lower functionaries and house-wise surveys were made to identify the gap in health care facilities in the rural areas.

Mission activities were to have converged with programmes of other departments and the working of Non-Governmental Stakeholders, Village Health & Sanitation Committees (VHSCs) and Rogi Kalyan Samities (RKSs). However, Audit scrutiny revealed that the DHS did not interact with or obtain inputs relating to drinking water, nutrition, sanitation and hygiene, etc. from the concerned departmental functionaries, leading to disjointed efforts of various agencies towards the same goal. Further,

community participation was not ensured. Scrutiny of records revealed that only nine RKS (in 8 PHCs and 1 CHC) were formed but the RKS in the CHC were not functioning.

5.1.2 Infrastructure

As per Guidelines, for tribal area there should be one SC for a population of 3,000; one PHC for a population of 20,000; and one CHC for every 80,000 people,. In terms of these norms, the District required one CHC, three PHCs and 19 SCs, against which there are one CHC, eight PHCs and 26 SCs, out of which one PHC and four SCs are run by the Voluntary Health Association of India (VHAI).

Further, out of 26 SCs, seven SCs were non-functional and in 14 SCs, no ANM was posted As a result, rural people located in the area of these SCs were deprived of the intended healthcare.

However, many of these healthcare centres lacked the basic minimum infrastructure facilities. This is evident from the details collected from the Health Centres physically visited by audit team, as detailed in Table 2.

Table - 2

Particulars	Centres where infrastructure was not available	
	CHCs	PHCs
No. of Health Centres visited	1	5
Waiting Room for Patients	0	2
Labour Room	1	5
Operation Theatre	1	1
Clinic Room	0	3
Emergency/Casualty Room	0	2
Residential Facilities for Staff	1*	5*
Separate Utilities for Male & Female	0	1
Indoor Patient Facilities	1	3

*not sufficient

5.1.3 Basic Healthcare Services

The basic healthcare services required to be provided in the Health Centres were not available at many centres visited by the audit team.

In only CHC of the district, healthcare services like newborn care, 24x7 deliveries, X-rays, Obstetric Care, Intra-Natal Examination, Family Planning (Tubectomy and Vasectomy), Blood Storage, Ultra Sound and ECG, which was supposed to be provided at CHC as norms prescribed, were not available.

The position of availability of basic healthcare services in five physically verified PHC were as following:

- Newborn care and Obstetric care not available in all the five PHCs,
- 24x7 deliveries and X-Ray not available in four PHCs
- In-patient services not available in three PHCs and
- Emergency services (24 hours) and Paediatrics not available in two PHCs.

In two out of three SC visited by Audit, newborn care facility was not available.

Following are the photographs of some healthcare centres in poor condition



5.1.4. Upgrading of health infrastructure

The District Health Society (DHS) received ₹ 85 lakh during 2005-2010 for upgrading District Hospital (₹ 65 lakh) and one CHC to First Referral Units (FRUs) (₹ 20 lakh). The DHS spent ₹ 65 lakh for upgradation of the District Hospital. Out of ₹ 20 lakh meant for the CHC, ₹ 8 lakh was spent on procurement of equipment, ₹ 4.32 lakh on procurement of medicines and ₹ 8 lakh on repair/ renovation of kitchen and security fencing with steel gate. However, it was noticed that none of the units were actually upgraded to FRUs as of March 2011, as Specialists and other supporting staff were not posted.

Thus, the Department failed to provide appropriate health infrastructure to ensure availability of Referral Services in these institutions.

5.1.5 Community Health Centre, Ziro

CHC, Ziro is the lone CHC in Lower Subansiri District. The District Hospital is located a mere four km. away. As a result, no patients were admitted in the CHC as in-patients.. Following are the photographs depicting sorry state of the CHC during first visit in July 2010:



Labour Room - used as Store Room



Operational Theatre - not used and full of dirty water



In-patient Facility - Patients never admitted as In-patients

However, there were improvement in working of the CHC after the matter was discussed with the concerned authorities at the end of the first spell of performance audit and positive impact of audit can be seen from the following photographs.



Improvise Labour Room - CHC, Ziro



Improvise Operation Theatre-CHC, Old Ziro



Indoor facility (functional) - CHC, Old Ziro

Due to such inequitable distribution of health care services, people in remote/far flung areas are deprived of adequate health care facilities

5.1.6 Manpower Resources

NRHM aimed at providing adequate skilled manpower as per norms of the Indian Public Health Standard (IPHS) at all Health Centres. Information furnished for one CHC, eight PHCs and 12 SCs revealed that none of the Centres were staffed adequately as per the IPHS norms, as detailed below:

5.1.6.1 Community Health Centre, Ziro

Critical manpower position at CHC, Ziro as of March 2011 is given Table 3.

Table – 3

Sl.No	Category of Post	Requirement	In position	Percentage of Shortfall
1.	Doctors	15	05	67 %
2.	Staff Nurse	19	04	79 %

Against the requirement of 15 Doctors there were only five Doctors at CHC, Ziro (One Paediatric and One Orthopaedic (posted on a regular basis) and three other doctors on temporary basis). There was no Gynaecologist, Eye Specialist or Dental Surgeon posted. Against the sanctioned strength of 19 Staff Nurses, there were four Staff Nurses and two ANMs.

5.1.6.2 Primary Health Centres

According to IPHS norms two medical officers (one may be from Ayush) are to be posted in each PHC. The position of staff in eight PHCs in the district and five PHCs those physically visited by the audit team is given in the Table 4.

Table – 4

Sl. No	Category of Post (Number required as per IPHS norm)	Position of Staff					
		PHC in district (Eight)			In physically visited PHC (Five)		
		Requirement	In position	% of Shortfall	Requirement	In position	% of Shortfall
1.	Doctors (TWO)	16	14	13 %	10	10	-
2.	Staff Nurse (THREE)	24	11	54 %	15	7	47 %
3.	ANM	Nil	16		Nil	12	
4.	Pharmacist (ONE)	8	2	75 %	5	4	20 %
5.	Lab. Technician (ONE)	8	3	62 %	5	3	20 %

Scrutiny of records at five PHCs physically visited by audit team revealed that:

- Two Medical Officers were posted in Yazali PHC;
- One Allopathic and one Homeopathic doctors were posted at Yachuli PHC;
- Deed Neelam PHC was functioning with two Homeopathic doctors;
- Raga PHC was running with one Medical Officer and one Dental Surgeon; and
- Boa Simla SC which was upgraded to PHC in October 2005, was posted with two Medical Officers in July 2011.

This indicates that the PHCs in the districts are not posted with qualified staff as per IPHS norm.

5.1.6.3 Sub-centres

Against a requirement of 52 ANMs for 26 SCs (two ANMs for each SC) in the district, there were 12 ANMs, three health worker (female) and three health worker (male). In three SCs that were physically visited by the audit team, against the requirement of six ANMs there were five ANMs, two health workers (female) and three health workers (male) posted at these centre.

Performance Indicators quantifying the targets for reducing Infant Mortality Rate (IMR), Maternal Mortality Rate (MMR), Total Fertility Rate (TFR), reducing morbidity and mortality rate and increasing care rate of different endemic diseases are generally prescribed by the State Government.

5.1.7 Reproductive and Child Health Care (RCH)

To achieve the NRHM goal of reducing the Infant Mortality Rate (IMR), Maternal Mortality Rate (MMR) and Total Fertility Rate (TFR), the State Govt. prescribed various health indicators to be achieved by 2011. As per details provided by the DHS, all the prescribed targets were achieved.

Female Community Health Workers Accredited Social Health Activists (ASHAs).

One of the strategies envisaged by the Mission for achievement of the goal of reduction in IMR, MMR and TFR was appointment of Trained Female Community Health Workers called Accredited Social Health Activists (ASHAs). One ASHA is to be appointed for every thousand population, and act as an interface between the community and the health care system. However, the DHS appointed 255 ASHAs against a requirement of 56 and ASHA Kits were issued to them. ₹ 11.41 lakh was spent on selection, training, etc. of 255 ASHAs.

5.1.8 Janani Suraksha Yojana (JSY)

One of the important components of the RCH Programme is the *Janani Suraksha Yojana* (JSY), to encourage pregnant women to opt for institutional delivery rather than domiciliary delivery, in order to reduce maternal and neo-natal mortality. Under this Programme, all pregnant women above 19 years of age, belonging to the SC, ST and BPL categories, are entitled to ₹ 500/- to meet the cost of domiciliary delivery and ₹ 1000/- for institutional delivery (up to 2 live births).

5.1.8.1 Institutional/Domiciliary Deliveries

Details relating to institutional and domiciliary deliveries and cash assistance provided by the DHS is given Table 5: -

Table - 5

Year	No. of Pregnant Women	No. of Institutional Deliveries	No. of Domiciliary Deliveries	Cash Assistance given (₹ in lakh)
2006-07	489	442	52	1.20
2007-08	581	420	90	3.63
2008-09	726	496	16	2.32
2009-10	623	485	46	1.26
2010-11	726	481	29	4.823

Source: - Departmental Figures

Audit analysis revealed that the DHS was able to increase the number of institutional deliveries. However, the amount of cash assistance stated to have given does not match with the number of institutional deliveries and as a result all the deserving recipients may not have been extended the benefit of the scheme or full entitlement not being given to the intended.

However, a test check of one CHC in Old Ziro revealed that it did not conduct a single institutional delivery, despite having adequate facilities.

5.1.8.2 Ante-natal Care

Scrutiny revealed that the percentage of pregnant women in the District who had received three antenatal checkups during 2005-2011 ranged between 26.67 per cent and 39.60 per cent as of March 2011.

5.1.9 Immunization Programme

The overall achievement in the District with regard to immunization of children was dismal. In the age group from birth to one-year children administered with Bacillus Calmette-Guerin (BCG), DPT and oral polio vaccine (OPV), ranged between 38 and 45 *per cent* during 2005-11. There was a shortfall in achievement of targets in the secondary immunization programme - 9 *per cent* in 10 year age group (with diphtheria toxoid/tetanus toxoid (DT/TT)) and 9 *per cent* in 16 year age group (with tetanus toxoid (TT)) during 2005-2011.

Data showed that the prevalence of vaccine preventable diseases was negligible in the District, as no case of infant and child diseases like neo-natal tetanus, diphtheria, tetanus and whooping cough was detected during 2005-2011. No new cases of Polio were detected during 2005-2011. However, the district health authorities needs to increase their efforts to achieve universal coverage of all children as envisaged under Universal Immunisation Programme.

5.1.10 National Programme for Control of Blindness (NPCB)

The NPCB aimed at reducing the prevalence of blindness to 0.8 *per cent* by 2007 through the increase of Cataract Surgery, Eye Screening of school children, collection of donated eyes, creation of Donation Centres, Eye Banks, strengthening of infrastructure, etc;.

During 2005-11, 230 cataract surgeries were conducted and 2055 school children were screened against the target of 330 and 8600 respectively. No facility for eye donation was created in the District.

5.1.11 National Leprosy Eradication Programme (NLEP)

The NLEP aimed at eliminating leprosy by the end of the XIth Plan and to ensure that the leprosy prevalence rate was less than 1 per 10,000. The total number of leprosy patients undergoing treatment in the District was one per year during 2010-11. The prevalent rate of leprosy in the District was less than one *per cent*.

5.1.12 National AIDS Control Programme (NACP)

The Programme was launched by the GOI in September 1992, with the assistance of the World Bank and extended up to 2012. The main objectives of the Programme are:-

- To reduce the spread of HIV infection in the country and
- To strengthen the capacity to respond to HIV/AIDS on a long-term basis.

To achieve the above objectives, funds were to be utilized on different components/activities of the Programme, like priority intervention for the general community, low cost AIDS Care, STI/HIV/AIDS surveillance, training, etc. As per

Guidelines of the National AIDS Control Programme (NACP), one Voluntary Blood Testing Centre (VBTC) was to be established in each District.

During 2005-11, ₹ 9.62 lakh was allotted under the programme and the District AIDS Programme Officer (DAPO) utilized ₹ 9.02 lakh.

The State Government established one VBTC each in all the Districts of the State, including Lower Subansiri. Test check revealed that the first HIV positive case in the district was reported in July 2008. Out of 4899 people screened up to March 2011 in the District, four HIV positive cases were detected, of which one was a fully blown AIDS case.

5.1.12.1 Family Health Awareness Camps

To increase awareness about HIV/AIDS and Sexually Transmitted Diseases (STD) among the community/targeted population falling in the age group of 15-49 years, and to provide facilities for diagnosis and treatment, the GOI decided (November, 1999) to organize Family Health Awareness Camps in all States in a phased manner.

The position of the Family Health Awareness Camps held in District during 2005-11 is given Table 6:-

Table - 6

Period of Campaigns	Targeted Population	No. of people who attended the Camp	% of Attendance
2006 to 2011	5000	3780	76

Source:- Departmental Figures

District health authorities should make concerted efforts in mobilization of more people at the grass-root level to increase the awareness about HIV/AIDS among the public.

5.1.12.2 Blood Safety

Under the Blood Safety component, the existing Blood Banks were to be modernised and new Blood Banks opened. Blood component separation facilities were to be made available.

There is only one Blood Bank in the District Hospital operated with the help of one Blood Bank Officer, one Nurse and one Laboratory Technician. However, blood components separation facilities were not available.

5.1.13 National Vector Borne Disease Control Programme (NVBDCP)

The NVBDCP aims at control of vector borne diseases by reducing mortality and morbidity due to Malaria, Filaria, Kala Azar, Dengue, Chicken Gunia and Japanese encephalitis in endemic areas through close surveillance, mosquito control (by way of indoor residual spray of larvicides and insecticides) and improved diagnostic and treatment facilities at Health Centres. The Programme is aimed at achieving an Annual Blood Examination Rate (ABER) of 10 *per cent* of the targeted population

under surveillance by 2007-08, and Annual Parasitic Incidents (API) of less than 0.5 per thousand throughout the country by that date.

Scrutiny of records revealed that annual blood examination was being done in all circles of the district. The percentage of ABER in District has increased from 5.09 *per cent* (2005-06) to 8.23 *per cent* (2010-11), which is still lower than the achievement of 10 *per cent* aimed at by 2007-08.

The API rate increased from 2.64 (2009-10) to 15.10 (2010-11) indicates that achieving API of less than 0.5 per thousand is remote. Further, four deaths due to malaria has also been reported during the period 2005-11.

Distribution records indicated that 5000 insecticide-treated bed nets were distributed to the intended beneficiaries through 47 Gaon Buras of Yazali Circle, but there was no proof of distribution of these nets to the actual beneficiaries.

Further, a huge quantity of date expired anti-malaria drugs were held in stock of the District Health Society Store Room as tabulated in Table 7.

Table - 7

Sl. No.	Name of Medicine	Expiry Date	Quantity
1.	Quinine Sulphate	April 2010	600 Tablets
2.	Primaquine Tab (2.5 mg.)	March 2010	9600 Tablets
3.	Quinine Injection	December 2009	49 Units
4.	Primaquine Tab.(2.5 mg)	March 2009	4000 Tablets
5.	Blister Combipack	May 2010	196 Packs
6.	Primaquine Tab	March 2011	8000 Tablets

Source:- Departmental Figures

The District Family Welfare Officer (DFWO) accepted (March 2011) all the audit findings and assured that all possible effort will be made to comply with the audit recommendations.

Recommendations

The District Health Society should commission a survey to identify the gaps in health care infrastructure and facilities and draw up a specific time frame to provide accessible and affordable health care to the rural poor and vulnerable sections of society as per NRHM guidelines.

Community involvement should be ensured at every stage in planning, implementation and monitoring of programmes.

Basic health infrastructure and amenities should be provided at all healthcare centres by proper utilisation of the funds available to give confidence to achieve the objective of the programme.

The district administration should implement various health programme viz., JSY, NPCB, NVBDCP, Universal Immunisation Programme etc. in a more concerted manner so that the benefit of the programme is extended to entire population of the district.

The district administration needs to renew and strengthen its efforts to create more awareness about HIV/AIDS and STD among the people.

5.2 EDUCATION

Education is one of the most important indicators of social progress of a nation. Both the State and the Central Governments have been spending enormous amounts on increasing the enrolment and retention of children in schools, especially in the primary and elementary segments. Focus is also on inclusive progress, with special attention to girls, SC/ST Communities, other vulnerable sections of the society and remote and backward areas. The Sarva Shiksha Abhiyan (SSA) is one of the flagship programmes of the Government to make primary education universal.

5.2.1 Sarva Shiksha Abhijan (SSA)

With a view to make Elementary Education universal Sarva Shiksha Abhijan (SSA) was launched in the District along with all other districts in 2001-02 with the objective of providing quality education to children in the age group of 6-14 years. SSA aimed to provide useful and relevant Elementary Education to all children in the age group of 6-14 years by 2010. Another goal was to bridge social and gender gaps by active community participation in the management of schools.

5.2.1.1 Administrative Set-up

The responsibility for implementing the programme rests with the District Project Officer (DPO), headed by the Deputy Director of School Education (DDSE), assisted by 3 (three) Asst. District Education Officers (ADEOs) in Headquarters. At the Block level there is an Asst. District Education Officer and Asst. Project Officer (APO). The Dy. Commissioner is the Chairman of the SSA. There are 3 Education blocks in the District. As of March 2011, total number schools in the district was 311 schools (222 primary and 89 upper primary).

At the village level, there is a Village Education Committee (VEC), consisting of a Panchayat member as Chairman, the Head Master of the school as Member Secretary and three representatives from the parents side and village elders selected by Village Committee as members. The ADEO/APO or any representative of the DDSE is the District ex-officio member of the committee. The responsibilities of the VECs are: -

- To manage, direct, supervise and control the schools and to ensure administrative, academic and financial discipline.
- To plan and execute school activities, including academic and co-curriculum activities.
- To ensure availability of separate toilets for boys and girls.

- To ensure provision of clean drinking water and construction of ramps for disabled students in the school.
- To provide good and sufficient land for the school and a playground.

5.2.1.2 Fund Management

Funds are allocated through the State Budget for carrying out various activities in the field of elementary education, which are mainly towards salary of teachers. In addition, funds were received directly by the implementing agencies for educational developmental programmes sponsored by the GOI viz., *Sarva Siksha Abhiyan* (SSA) along with the State Government's matching share. The total receipt and expenditure for the District under SSA are given in Table 8: -

Table - 8

(₹ in crore)

Year	Opening Balance	Receipts during the year			Total Expenditure	Closing Balance
		G.O.I	Interest	Total fund		
2005-06	0.40	3.49	0.01	3.90	3.85	0.05
2006-07	0.05	12.66	0.05	12.76	12.70	0.06
2007-08	0.06	9.34	0.01	9.41	9.33	0.08
2008-09	0.08	15.50	0.04	15.62	14.85	0.77
2009-10	0.77	7.30	NIL	8.07	7.99	0.08
2010-11	0.08	16.97	NIL	17.05	16.97	0.08

Source: - Extract from Audited Accounts and information furnished by DDSE

Accounts for the year 2007-08 showed that ₹ 2.28 crore was spent towards execution of Civil Works. It was evident from the Project Director's letter of 30th September 2008, that the amount was initially released to M/s Syntex for Civil Works, but the firm could not execute the works and refunded the entire amount within the year. Subsequently, the fund was released to the VEC during 2008-09. The works were executed during 2008-09 without effecting any rectification either in accounts of 2007-08 or 2008-09. This resulted in overstatement of expenditure during 2007-08 with corresponding understatement of expenditure ₹ 2.28 crore in the accounts of 2008-09.

5.2.1.3 Planning

The success of any programme depends on good planning, beginning from the grassroots' level. Good planning also depends on effective training given to the functionaries from Community to the District level. Planning in SSA is need-based, context specific, decentralized and participatory. Therefore, the bottom up approach of planning is adopted and the habitation is the unit of planning. Micro planning is undertaken to ascertain the educational status and need.

5.2.1.4 Coverage of Habitations

SSA norms provided that Primary Schools should be set up subject to availability of child population in the age-group of 6 to 14 with a minimum enrolment of 20 children

in those areas which do not have any school within one kilometre of habitation. The Right to Education Act (RTE), 2009, envisaged that every child in the age group of 6 to 14 would be provided eight years of Elementary Education in an age appropriate class in the vicinity of his/her neighbourhood.

There were 477 habitations in the District. As on 31st March 2011, 469 habitations (98 *per cent*) had Primary Schools/Education Guarantee Centre within one kilometre radius. However, eight habitations of the District (Ziro I Block – two, Ziro II Block – three and Raga Block – three) were not having Primary schools within one kilometre radius as per SSA norms.

Further, seven habitations of the district were not having Upper Primary schools within three kilometre radius as per norms.

5.2.1.5 Enrolment and out of school children

The position of enrolment and out-of-school children during the last six years is given in Table 9: -

Table - 9

Year	Primary Schools				Upper Primary Schools				Grand Total	Out-of-School Children
	No. of Schools	Boys	Girls	Total	No. of Schools	Boys	Girls	Total		
2005-06	45	5952	4950	10902	35	1902	1512	3414	14316	4911
2006-07	61	7160	6986	14092	35	2846	2925	5771	19863	2530
2007-08	70	6786	6408	13194	37	2340	2298	4638	17832	1194
2008-09	101	6850	6558	13408	69	2352	2262	4614	18022	1016
2009-10	135	8320	7848	16168	80	2508	2449	5029	21197	721
2010-11	222	8471	7935	16406	89	2657	2585	5242	21645	590

Source: SSA Records

Above table indicates that except during the year 2007-08 the enrolment had increased steadily over the previous years. Out-of-school children had decreased from 4911 (in 2005-06) to 590 (2010-11), which is an encouraging fact. However, more effort needs to be made to achieve 100 *per cent* enrolment of the children in classes appropriate to the age group.

5.2.1.6 Drop Outs

Test check revealed that the dropout level of students has decreased from 18 *per cent* in 2006-07 to seven *per cent* in 2010-11. Thus, there was improvement in checking the dropout level in elementary schools. However, greater endeavour is required to attain universal retention.

5.2.1.7 Pupil Teacher Ratio

The Pupil Teacher Ratio (PTR) according to SSA norms is 40:1, which was modified to 30:1. There should be at least two teachers for every primary school and a teacher for each class in upper primary schools.

The overall PTR in the District at 15:1 was favourable than the permissible limit of 30:1 under SSA norms. PTR in three Blocks of the district is as shown in Table 10:

Table - 10

Block	Total No. of Students	Total No. of Teachers	Pupil-Teacher Ratio
Ziro-I	4227	350	12:1
Ziro-II	5947	400	15:1
Raga	5395	283	19:1
DISTRICT	15569	1033	15:1

Source: Departmental Figures

Audit analysis of the deployment of teachers in the district revealed that the deployment of teachers in schools was not judicious. It was also noticed that there was an excess of teachers in certain schools (mostly in urban area) and a shortage in others (mostly in rural/remote areas).

Audit scrutiny revealed that following three schools in the district with 92 students enrolled had no teachers as per details provided in Table 11.

Table - 11

Sl. No.	Block	School	Class	Number of Students
1.	Ziro-I	Govt. PS- Pai Gate	I-V	35
2.	Ziro-II	Govt. PS- Harak	I-V	18
3.	Ziro-II	Govt. PS- Tayo	I-V	39

In addition, 30 Primary Schools (**Appendix II**) of the district with total enrolment of 1234 students (enrolment ranging from 32 to 70 children per school) had only one teacher posted against the norm of at least two teachers for every primary school, where as six schools in and around Ziro town (two upper primary school having students enrolled in primary classes only, two residential schools having primary classes and two primary schools) has more number of teachers than prescribed under norms. The PTR in these schools varied between 1:4 and 1:10.

Similarly, there were some upper primary schools which had excess teachers over the prescribed norms, while other few upper primary schools were not provided with the minimum number of teachers as prescribed in the norms.

This is indicative of injudicious deployment of teachers. This is bound to adversely impact on the quality of education imparted at deficit teacher schools

5.2.1.8 Teacher Training

As per SSA norms, untrained teachers should be given at least 60 days In-house training to enhance their skills for imparting quality education. In the audit scrutiny it was noticed that none of the untrained teachers were given the mandatory 60 days training.

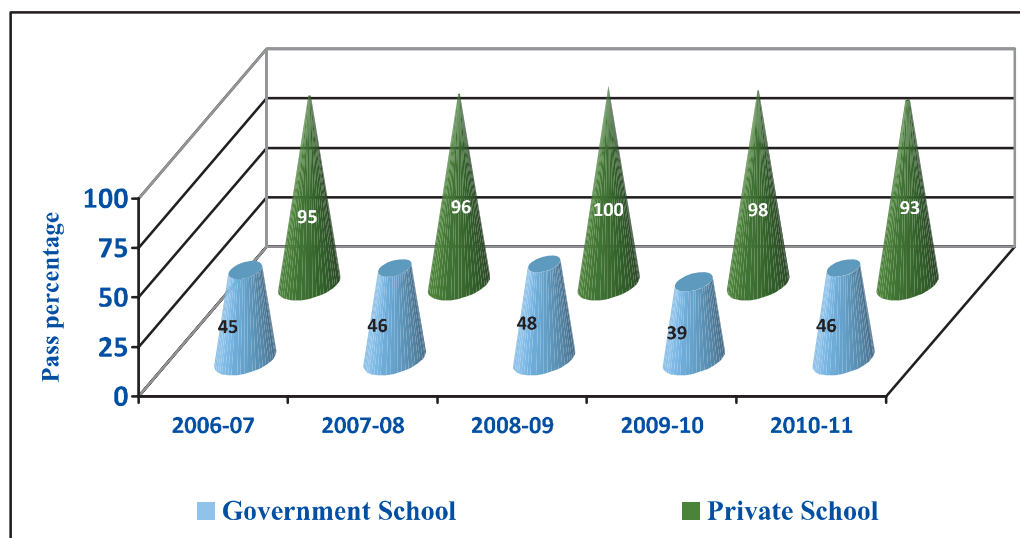
However, during 2009-10, ₹ 13.46 lakh was sanctioned to impart 20 days training to 875 In-service teachers. The SSA conducted Teachers' Training Camps/Courses simultaneously in three Blocks for 10 days instead of 20 days (between 05 January 2010 and 15 January 2010) where in teachers were imparted some training (Ziro-I - 301 teachers, Ziro-II – 352 teachers and Raga - 222 teachers). The usefulness of such training is doubtful as the training was simultaneously conducted at three venues in groups ranging between 222 and 352 teachers.

During 2010-11, though ₹ 16.31 lakh was received for imparting 20 days training to 913 teachers, but no training was conducted during the year.

5.2.1.9 Quality of learning

Lack of trained teachers coupled with injudicious deployment of teachers had impacted adversely on the quality of education imparted at these schools as is evident from results of the Class X Board Examination. It could be seen that the results of students of Private schools was better than that of Government schools, as shown in the following chart:

Chart: 2



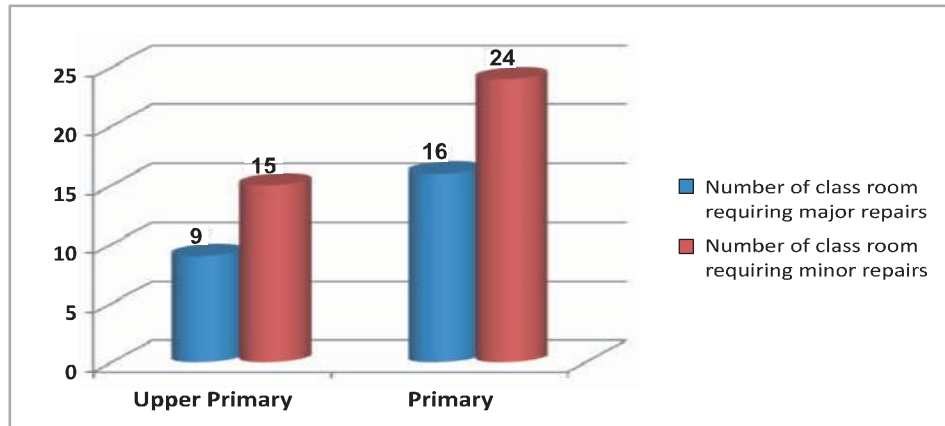
5.2.1.10 Physical Infrastructure

As of April 2006, there were 96 schools (61 primary schools and 35 upper primary schools) in the district. Total number schools in the district, as of March 2011, had

more than tripled to 311 schools (222 primary schools and 89 upper primary schools). All schools had more than two rooms, which is a significant achievement.

Out of the total number of 222 Primary and 89 Upper Primary Schools in the District as of March 2011, number of schools requiring major and minor repairs are as depicted in the Chart 3.

Chart: 3



Source: -Departmental Figures

5.2.1.11 Basic Amenities

A majority of the schools at the elementary level did not have the basic minimum amenities. Position regarding availability of basic amenities at elementary schools during the period 2006-11 is as detailed in Table 12.

Table: -12

Year	Total No. of Schools		No. of Schools without							
			Drinking water facility		Common toilet facility		Girls toilet facility		Ramps for disabled children	
	PS	UPS	PS	UPS	PS	UPS	PS	UPS	PS	UPS
2006-07	61	35	51	27	42	19	61	35	61	35
2007-08	70	37	35	16	51	21	70	37	70	37
2008-09	101	69	31	00	63	24	62	48	101	69
2009-10	135	153	107	00	96	39	112	44	132	78
2010-11	222	89	109	36	117	28	102	43	218	89
			(49)	(40)	(53)	(31)	(46)	(48)	(98)	(100)

Source: - Department Figures (Figures in parentheses indicate the percentage)

Above table indicates that there was an all-round shortfall of infrastructural facilities, both in the primary and the upper primary schools. As of 31 March, 2011,

- Drinking water facility was not provided in about 49 *per cent* primary schools and 40 *per cent* upper primary schools;
- 46 *per cent* of primary schools and 48 *per cent* of upper primary schools were not having separate girls' toilets; even common toilets were not available in 53 *per cent* primary and 31 *per cent* upper primary schools.
- Ramps for disabled children were not available in almost all the schools of the District.

5.2.1.12 Construction activities

Records connected with the construction of new school building for Primary and Upper Primary Schools were scrutinised in audit. The points noticed during the audit scrutiny are brought out in the subsequent paragraphs.

As per Manual, funds for construction of school building is released to Village Education Committee (VEC)/School Management Committee (SMC), were to be released in three instalments – 50 *per cent* as 1st instalment, 35 *per cent* as 2nd instalment and the remaining 15 *per cent* after the work was fully completed.

From the Chartered Accountant's Report of SSA for DDSE, Lower Subansiri District for the year 2008-09 it was seen that ₹ 150 lakh, ₹ 63 lakh and ₹ 49 lakh were booked as expenditure incurred on Civil Works towards construction of Primary Schools, Upper Primary Schools and Residential Hostels.




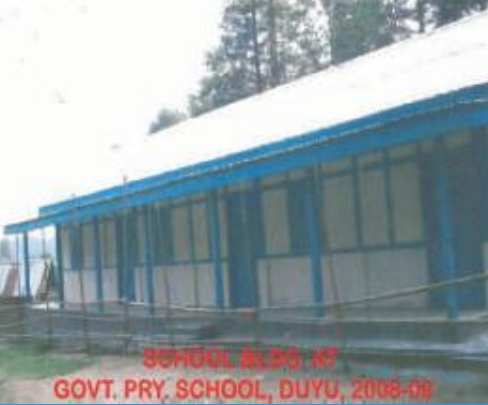

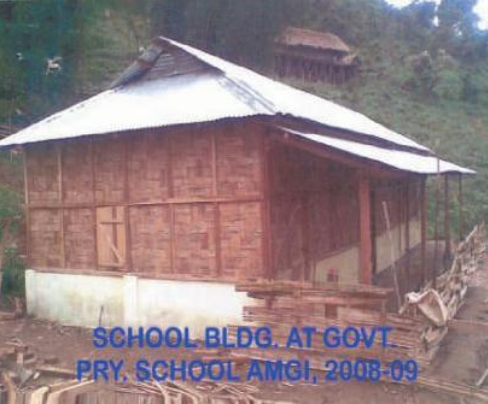
Construction of primary schools

Scrutiny of records of DDSE revealed that the entire amount of ₹ 150 lakh¹ booked on construction of Primary Schools was drawn on 28th March 2009 and ₹ 4.29 lakh each was paid to 25 VECs along with CGI Sheets and Ridging. Completion certificates were obtained from the VECs concerned on the same day.

It was noticed that estimates for construction was prepared as per Arunachal Pradesh Schedule of Rates (APSR) 2007. The cost of construction inter-alia included cost for 69.39 Sq m roofing. Rates applicable roofing as per APSR 2007 was for supply and fixing of CGI sheet and ridging, which means that the rate included the cost of CGI sheets and ridging. Since CGI sheets and ridging were supplied free of cost, the rates allowed for roofing should have been reduced by that extent. Thus, CGI sheet and ridging supplied to VECs/SMCs valuing ₹ 42.75 lakh amounts to double payment for material used in the roofing.

Audit team visited some of the schools constructed by VECs/SMCs and found that standard of construction of schools was good in some cases and sub-standard in some cases as evident from the photographs of some of the schools visited by Audit Team.

¹ (₹ 107.25 lakh towards ₹ 4.29 lakh each paid to 25 VECs/SMCs along with 99 CGI sheets and 14 ridging for construction of primary school building and ₹ 42.75 lakh as cost of 2475 CGI sheets and 350 ridging centrally purchased and supplied by the State Project Director to respective VECs/SMCs).

	
<p align="center">Sub-standard school building</p>	<p align="center">Good School building</p>
	
<p align="center">Sub-standard school building</p>	<p align="center">Good School building</p>
	
<p align="center">Good School building</p>	<p align="center">Sub-standard school building</p>

Further physical verification revealed that new Primary School at Pai Gate was abandoned and was in dilapidated condition since the year of construction in 2008-09. A view is shown below:



Photo showing Pai-Gate Primary School

Construction of upper primary schools

Similarly, out of ₹ 63 lakh booked as expenditure incurred on Civil Works towards construction of nine Upper Primary Schools constructed during 2008-09, (₹ 45 lakh was paid to nine VECs/SMCs @ ₹ five lakh each along with 107 CGI sheets and 16 ridging for construction of upper primary school building and ₹ 18 lakh as cost of 963 CGI sheets and 144 ridging centrally purchased and supplied to respective VECs/SMCs). The amount of ₹ 45.00 lakh was drawn on 28th March 2009 and ₹ five lakh each was paid to the VECs concerned along with CGI Sheets and ridging. Again, the completion certificate was obtained on the same day.

It was also noticed in audit that in spite of the issue of roofing materials worth ₹ two lakh each to VECs/SMCs, they were paid for 79.75 sq. m. roofing area executed by them at rate, which included the cost of supply and fixing as. per APSR 2007. Thus, CGI sheet and ridging supplied to nine VECs/SMCs valuing ₹ 18 lakh amounts to double payment for material used in the roofing.

Photos of UP Schools are shown below: -



Construction of hostel buildings

During 2008-09, an amount of ₹ 68.40 lakh was booked towards construction of three hostel buildings (50 boarders each) measuring 264 sq.mt. (₹ 49.35 lakh paid to the three VECs/SMCs @ ₹ 16.45 lakh each and ₹ 19.05 lakh as cost of 996 CGI Sheets and 120 ridging issued for construction).

As in the case of primary and upper primary school building construction, in spite of the issue of roofing materials worth ₹ 6.35 lakh each to VECs/SMCs, they were paid for roofing 138.70 Sq m at the rate which included the cost of supply and fixing as per APSR 2007. Thus, CGI sheet and ridging supplied to nine VECs/SMCs valuing ₹ 19.05 lakh amounts to double payment for material used in the roofing.

Against the expenditure booked towards the construction of primary, upper primary and hostel building, there were no other supporting documents, except completion certificates obtained at the time of release of funds and issue of centrally purchased materials, such as paid vouchers, measurement books, etc. available on record nor were produced to audit on demand,. As such whether the actual construction was made according to the specifications laid down without compromising the quality of construction could not be assessed. This has to be viewed in the light of the fact that a Junior Engineer-cum-Civil Co-ordinator was working under SSA. Further, bill/voucher in support of centrally purchased items viz., CGI sheets and ridging was not on the records nor was made available to audit

Photos of 50 Boarder Hostel Buildings are shown below



RESIDENTIAL BLDG. FOR 50 BOARDERS AT GOVT. M.E. SCHOOL KEBI, ZIRO-II BLOCK



RESIDENTIAL BLDG. FOR 50 BOARDERS AT GOVT. M.E. SCHOOL BOA SIMLA – RAGA Block

While furnishing the reason for non-maintenance of MB, the Project Officer stated (November 2010) that the Mission was not empowered to maintain MB due to uniform unit cost of all structures. The money was simply released to the VECs concerned and construction was carried out by the VECs. Designated officials visited the construction sites and conducted visual verifications only. However, the Chief Consultant, EDCIL, New Delhi, had recently suggested the maintenance of MBs, recording of measurements and release of payment to the VECs in three phases.

Construction during 2010-11

During 2010-11, the construction work of 30 new Primary School, upgraded from EGS to Primary Schools was administratively approved at a total estimated cost of ₹ 450 lakh (₹ 15 lakh per school). The schools were to be constructed with four rooms (including one teacher room) of 40 student capacity in easy belt and 20 student capacity in hard belt, boundary walls around the school building, separate toilets for girls and boys, drinking water facilities, etc.

Test check revealed that a total of ₹ 382.37 lakh was released to the School Managing Committee (SMC) in two instalments (₹ 212.43 lakh (50 per cent) as 1st instalment and ₹ 169.84 (40 per cent) as 2nd instalment). The construction work was carried out by the SMC and balance 10 per cent (the last instalment) was yet to be released. Against this expenditure, except for Utilisation Certificates and APR's, no other supporting documents such as estimates, paid vouchers, MB's, etc; were available on record nor could be produced to audit. Further, neither were status reports of the buildings submitted by the SMC to the District Project Director-cum-DDSE nor insisted upon by the latter.

However, physical verification revealed that two schools were constructed with only three rooms each. In one school at Dokum village, a common toilet was constructed, but no boundary wall or drinking water facilities were provided, though stipulated in the specifications. Views of the schools are shown below:-



5.2.2 Mid-day Meal

Test check revealed that 190 kitchen sheds were to be constructed in the district with the specifications, i.e., total built-up area (including wall) 24.76 sq m. These kitchen sheds were to be built at a total cost of ₹ 1.14 crore, out of which ₹ 0.51 crore (44.98 per cent) was retained by the Mission Directorate for central purchase of CGI sheets and ridging (including VAT and transportation charges). Work Orders were issued between September and December 2008 for construction of these kitchen sheds. The contractors were issued with 23 CGI sheets and 5 ridging for construction of each kitchen shed. The actual number of kitchen sheds constructed in the district was not available on record and measurement book was maintained. Dates of commencement and completion were not recorded on bills. Payment of ₹ 62.72 lakh was made to the contractors between October 2009 and March 2010.

From the photographic evidence gathered by Audit, it could be seen that out of 190 kitchen sheds in Lower Subansiri district only 37 were as per specifications and the rest are substandard. Some of the photographs are given below.

Condition of MDM Kitchen Sheds	
	
<i>Kitchen Shed at, Komp</i>	<i>Kitchen Shed at EGS Centre, Toon</i>
	
<i>Kitchen Shed at Migo Joram</i>	<i>Kitchen Shed at Dem-II</i>

The Department stated (November 2010) that the construction of Kitchen sheds was done as per availability of local materials and as per local conditions in different parts

of the District, and that in some cases, the sanctioned amount was not enough to meet the specifications. Interaction with the Anchal Chairperson, ZPMs, GPMs and ASMs confirmed the fact that almost all the Kitchen sheds were of the 'kuccha' type and but they however, averred that mid-day meals were served regularly, barring 2008-09.

Test check revealed that 18,022, 21,197 and 21,648 students were enrolled during 2008-09, 2009-10 and 2010-11 respectively in the district. However, Mid-day Meal rice for 12,539, 12,539 and 16,652 students was sanctioned during 2008-09, 2009-10 and 2010-11 respectively which was sufficient to feed 70 per cent, 59 per cent, 77 per cent of the student enrolled during the respective years. The basis on which the number of students entitled was determined was neither stated nor on record. With the amount of rice sanctioned it is obvious that the mid-day meals were not served regularly in the district. This fact is corroborated by the views expressed by public representatives with whom Audit interacted.

Interaction with 12 public representatives revealed that mid-day meals were not served regularly in any of the twelve schools located in the areas represented by those public representatives. In one of the schools mid-day meals was never served according to the public representative of the area where the school was located.

Nutritional status of students through regular weight measurement was stated to have been done in schools, but no record of health improvement was on record. The quality of education through better performance in class examinations was never assessed at one level.

To sum up, many schools in the district lacked basic infrastructure/facilities. Besides, deployment of teachers was not rational and adequate steps were not taken to train teachers properly to ensure quality education. The target of bringing all children within age group of 6-14 years to school by 2010 could not be achieved in the District till date.

Recommendations

Basic infrastructure facilities should be provided on a priority basis in all the schools.

Rational deployment of teachers in schools should be ensured and effective steps taken to train all the untrained teachers at the earliest to improve the quality of education imparted to the students.

District education authorities should ensure that the school buildings are constructed as per specification with all basic amenities as envisaged and quality should not be compromised. A proper overseeing mechanism should be put in place for this purpose.

Hygienic Mid-day Meals should be served to all eligible students on all schooldays as envisaged under the programme.

5.3 DRINKING WATER SUPPLY

Providing adequate and safe drinking water to all, especially those living in rural areas, has been a priority for both the Central and State Government. In Lower Subansiri District, the Accelerated Rural Water Supply Programme (ARWSP) and Rural Piped Water Supply (RPWS) Scheme were implemented.

The budget allotments for the Rural Water Supply Scheme during 2005-2011 were as given in Table 13: -

Table – 13

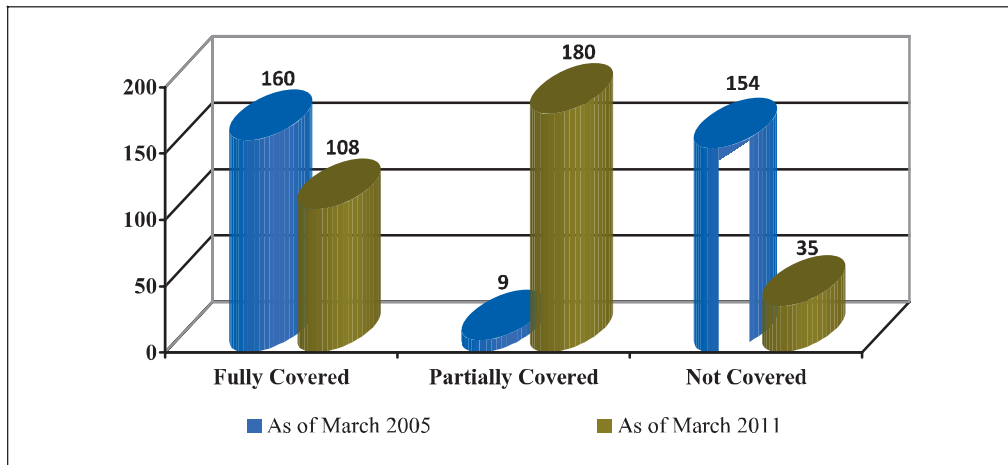
(₹ in crore)

Year	Centre		State Government		Total	
	Budget Allotment	Expenditure	Budget Allotment	Expenditure	Budget Allotment	Expenditure
2005-06	8.92	8.92	1.03	1.03	9.95	9.95
2006-07	7.47	7.47	2.10	2.10	9.57	9.57
2007-08	5.90	5.90	2.16	2.16	8.06	8.06
2008-09	7.78	7.78	0.20	0.20	7.98	7.98
2009-10	11.20	11.20	-	-	11.20	11.20
2010-11	7.33	7.33	0.53	0.53	7.86	7.86
Total	48.60	48.60	6.02	6.02	54.62	54.62

Source:- Departmental Figures

Up to 2005, Out of 323 habitations 160 habitations were fully covered, nine partially covered and 154 habitations were uncovered. During the last six years, 176 Water Supply Schemes were constructed at a cost of ₹ 44.64 crore covering a population of 21,514. Out of 323 habitations, 108 were fully covered, 180 partially covered and 35 yet to be covered, as shown in the chart.

Chart No.4



From the above graph it can be seen that number of not covered villages has decreased from 154 habitations in March 2005 to 35 habitations in March 2011. However, all these villages have not fully covered. The matter of concern is fully covered habitations has declined from 160 in March 2005 to 108 in March 2011.

Reasons for slip back of fully covered habitations to partially covered habitations/uncovered habitations was attributed to increase in population of the habitations, completion of design period, rusting of GI pipes, damage to intake source and supply network due to flood and landslide.

To have a reliable and sufficient water management system in the District, a detailed plan was to be formulated so that the water supply schemes could be taken up for execution in a phased manner and the schemes prioritised for optimising results. For proper implementation of a programme, action plans incorporating all the rural schemes requiring augmentation, renovation and construction are required to be formulated by way of preparation of a perspective plan (PP). The annual action plans which should pave way for taking up of the works in a particular year should flow from the PP.

Records showed that the Department had not prepared any Perspective Plan to provide Not Covered (NC) habitations with adequate potable drinking water and upgrade Partially Covered (PC) habitations to Fully Covered (FC) habitations. However, Annual Operating Plans (AOPs) were prepared for the District.

Under ARWSP Guidelines, no works were to be taken up for private individuals, institutions owned by societies, private schools, etc. But between February 2002 and March 2004, 28 Water Supply Schemes (unauthorized) belonging to the above categories were taken up under ARWSP at a cost of ₹ 327.80 crore. They were completed between March 2003 and March 2005, at a cost of ₹ 353.77 crore.

53 Water Supply Schemes were again taken up during 2003-04 and 2004-05, at an estimated cost of ₹ 6.57 crore, and an expenditure of ₹ 1.45 crore was incurred. However, none of the schemes were completed as of March 2011. Only materials were partially procured for 49 schemes (₹ 1.17 crore), for which neither were any Material-at-Site Accounts maintained nor were the materials transferred to other works. In 4 schemes, only CC works were done in 2003-04 at a cost of ₹ 0.28 crore. As per sanction orders, these 53 schemes should have been completed within one year from the date of sanction, but all the schemes still remained incomplete even after lapse of more than four years from the date of sanction, and details of these schemes are given in *Appendix – II*.

5.3.1 Water Quality

Test check revealed that 114 Water Supply Schemes, covering a population of 18,875 were taken up between March 1996 and March 2008 at an estimated cost of ₹ 8.58 crore. These were completed between March 1997 and March 2008 but without the Slow Sand Filter component. As a result, the population was not provided with safe/treated drinking water. In Lower Subansiri District, during the last 6 years, 947 people suffered from acute Gastroenteritis and were admitted to the District Hospital, Ziro, of which there have been 29 casualties. Thus, the objective of supply of good quality water to the people covered under these schemes was defeated despite huge expenditure on their execution.

The Executive Engineer, Public Health Engineering Division, Ziro accepted (March 2011) all the audit findings.

To sum up, unsafe/untreated water was being supplied to the public in general, as water treatment plants were not installed in most of the schemes. Quite a number of water borne diseases were noticed in the District. Further, many schemes remained incomplete.

Recommendations

The district administration needs to prepare a strategic action plan to provide potable drinking water to all the habitations in the district, especially to the uncovered habitations in a time bound manner.

Water treatment facility should be improved/ upgraded to ensure supply of safe drinking water to avoid any causality and reduce water borne diseases.

5.4 SANITATION

The District has only one census town, namely Ziro, where sanitation facilities were yet to be provided. However, under Total Sanitation Campaign (TSC) the following sanitation facilities were approved for construction in the district at a cost of ₹ 144.98 lakh.

Table - 14

House Hold Latrines		Sanitary Complex	Latrines for Schools	Latrines of Anganwadis	Rural Sanitary Mart
APL	BPL				
1164	5766	26	232	119	03

Against the approved facilities there was shortfall in achievement in respect of Household Latrines - (BPL-2803), Sanitary Complex – 13, though the entire allotted fund was expended. This was due to excess expenditure on components such as Start-up Activities (₹ 7.56 lakh), Administrative Charges (₹ 5.415 lakh) and IEC (₹ 18.92 lakh).

Further, test check revealed that out of 119 sanitary latrines shown to have been constructed by the Public Health Engineering Division, Ziro at Anganwadi Centres, 17 centres where latrines were stated to have been constructed do not figure in the list of 286 Anganwadi Centres established in the district as furnished by the three Child Development Project Officers, viz. Ziro-I, Ziro-II and Tamen Raga.. As such, the claim made by the department is questionable and the expenditure incurred on the construction of these latrines are doubtful.

Thus, in the absence of adequate sanitation facilities, due to non-completion of various schemes, the aims of Total Sanitation Campaign (TSC) could not be achieved.

The Executive Engineer, Public Health Engineering Division, Ziro accepted (March 2011) all the audit findings.

Recommendations

District authorities should initiate effective steps for achievement of the target fixed for household latrines for all APL and BPL families.

Suitable plan should be framed to create proper sanitation facilities in the urban area of the district, especially Ziro town which is district headquarters also.

5.5 NUTRITION

The Integrated Child Development Services (ICDS) Programme is India's primary response to nutritional needs of children below six years and nursing mothers. The scheme is in the forefront of the Central Government's efforts to achieve the nutrition related Millennium Development Goal (MDG) of halving underweight rates from 54 per cent to 27 per cent between 2009 and 2015.

The aim of Supplementary Nutrition Programme (SNP) is to supplement nutritional intake for 300 days a year of children between six months to six years of age, nursing mothers and severely malnourished children, as per norms given in Table 15.

Table - 15

Category	Existing Norms		Revised norm's from 2009-10	
	Calories	Proteins	Calories	Proteins
Children up to 6 years	300	8-10 gm	500	12-15 gm

Out of 286 Anganwadi Centres in the District, 113 had their own Mud Insulated Basa Type (MIBT) and the remaining Centres were run in the houses of Anganwadi workers and helpers.

During 2005-11, 262.906 MTs of Kichiri, Biscuits, Posahar, Peas, Complam, Noodles, etc;. was reported to have been distributed to 36,179 children in the age group of 0-6 years (84 per cent of 43,179) through the 286 Anganwadi Centres in the District. The Project Officer could not furnish the calorific and protein content of the food provided. Scrutiny of the relevant records revealed that the food was distributed for about 180 days a year or on an average 15 days a month. Thus, the purpose of the programme was frustrated.

However, interaction with 12 public leaders of different villages revealed that two ICDS Centres were functioning from a private house and seven from a "Kutchra" building. Food was provided occasionally in Neelam and Taya Simla, once in week in Yazali, once in a year in Yarkum and was not at all provided AT Tamen Raga Centre.

Recommendations

Effective steps should be taken to supply nutritional supplement to all children in the age group of 0-6 years for 300 days a year. It should be ensured that the calorific and protein content of nutritional supplement is in accordance with the norms fixed.

CHAPTER VI: ECONOMIC SECTOR

Good infrastructure is the key for enhancing the growth potential of the District and bridging the gap between the urban and rural areas. It will also bring remote and backward areas closer to the District Headquarters and bring about growth of the economy. Infrastructure includes provision of good all weather roads, adequate electricity for households, industrial and irrigation needs, Railway connectivity, air services and reliable communication facilities.

6.1. ROAD CONNECTIVITY

There is no flight or rail connectivity in the District. However, there is one Helipad in Old Ziro, and the nearest airport (Lilabari) and Railway Station is in North Lakhimpur, Assam, which is about 120 km. away. Ziro Town is connected by road to the State Capital (Itanagar), about 167 km. away. The roads in Lower Subansiri District from Kimin to Raga Block via Ziro-II Block were constructed and maintained by the Border Roads Organisation (BRO). A review of road development in the District revealed that 75 per cent villages were connected by road up to March 2011. The total length of roads constructed by different construction agencies is as given in Table 16.

Table – 16

(in km.)

Agency	Black Topped	Water-bound Macadam	Unsurfaced	Total Length of Roads
APPWD	67.72	70.48	243.73	381.94
BRTF	276.00	-	-	276.00
RWD	-	7.14	123.21	130.35
Total	343.72	77.62	366.94	788.29

Source: Statistical Handbook.

Distance of various places from the District Headquarter is as under: -

Table - 17

Block	Circle	Distance from HQs (Ziro)
Ziro-I	Sadar Circle	0 km
	Old Ziro	7 km
Ziro-II	Yachuli	23 km
	Pistana	64 km
	Pitapool	54 km
Tamen Raga	Raga	74 km
	Dollungmuk	145 km
	Kamporijo	61 km

Out of 226 villages in the district, up to March 2005, Only 104 villages were provided road connectivity (APPWD = 55 and RWD = 49), which increased to 195 as of March 2011 (APPWD = 72 and RWD = 123).

The District Rural Road Plan (DRRP) indicating the entire existing road network in the District and the core network identifying the roads required to assure each eligible habitation with a basic access (single and weather road connectivity) to essential social and economic services was required to be prepared. Records showed that DRRP had not been prepared by the department as a result; the entire existing and the required road network to be constructed in the District could not be ascertained. Construction and maintenance of roads in the district is mostly done by Public Works Department and Rural Works Department.

6.1.1 Public Works Department

The Division/Department had no Perspective Plan, however, Annual Operative Plans were prepared. In the absence of a Perspective Plan, there is always possibilities of haphazard execution of the schemes due to improper prioritisation of the project causing delay in completion of the project or projects remaining incomplete for long time leading to blocking of funds, wasteful expenditure, etc. Such instances noticed during the audit scrutiny of the records of the division are discussed in the subsequent paragraphs.

During 2005-11, the PWD has constructed only 27.5 km of road (25.5 km under CRF and 2 km under NABARD) in the district.

(a) It was seen in audit that between 1987-88 and 1998-99, the Division had taken up “Formation Cutting” at an estimated cost of ₹ 1.04 crore in different locations and between 40 and 100 per cent work was physically completed, with an expenditure of ₹ 1.07 crore as of March 1999. Thereafter, no further work was taken up on those roads. As a result, earthwork already done on incomplete roads may become waste due to landslips, vagaries of weather, etc.

(b) Six major road works were taken up between 2001 and 2008 in the district, but none were completed till date as detailed below: -

Table - 18

Year taken up	Name of the Road	Funded from	Estimated cost (₹ in Lakh)	Expenditure (₹ in lakh)
2007	Pai to Pine Grove	CRF	500.00	289.25
2008	Raga Township Road	CRF	448.60	118.80
2007	Yazali Mangio Road	RIDF	4224.43	3715.13
NA	Road from 20 Camp Daporijo to Chambang	RIDF	713.80	629.81
2001	Pine Grove to Siro	RIDF	1882.38	1882.90
2008	Yallap to Yom	RIDF	400.00	139.25

Source: As per Progress Report

Further, scrutiny revealed that construction of RIDF funded road from Pine Grove to Siro (3 to 44 km.), which was administratively approved in February 2001 at ₹ 18.82 crore, was to be completed by March 2002. The work commenced in 2001 and only 74.53 per cent of work was executed after incurring an expenditure of ₹ 18.81 crore. Thereafter no progress in the work was made till August 2011. However, a revised estimate for ₹ 36.65 crore was prepared and submitted to the Chief Engineer for approval. The same has not been approved yet.

Meanwhile, 6.05 km. formation cutting was damaged due to floods, but the actual occurrence of damage was not on record. As a result, the expenditure became unproductive, as shown in the photographs below:



It was also seen that though the Division did not maintain any Asset Register, ₹ 26.48 crore was incurred towards maintenance of internal roads during the last six years. Neither was any survey conducted nor any estimate prepared for the repair work. Physical verification revealed that there was no or very poor maintenance of internal roads, as seen from the photographs below: -



Creation of new PWD Division

The Ziro PWD Division was bifurcated and Yazali PWD Division was created in August 2009. The handing and taking over of assets of Yazali took place on 15th October 2009, and records such as Measurement Books, Site Accounts and Estimates were transferred to Yazali Division. But other records like APRs, Vouchers, Work Orders, etc;. were still in the custody of PWD Division, Ziro. Though the Department said it would transfer these records to Yazali Division, they were still with PWD Division, Ziro as of August 2011. However, some shortcoming/lapses were noticed during the test check of the records maintained by the PWD divisions in the District which is indicative of deficient internal control mechanism in the department that fraught with the risk of fraud, misappropriation and wasteful expenditure, etc.. For example: -

- ❖ Works valued at ₹ 2.50 crore was awarded to 18 contractors on the basis of about 43 Work Orders, keeping each Work Order within the financial power of the Executive Engineer. Payments were made to the contractors on Hand Receipts (142 cases) for ₹ 0.64 crore.
- ❖ Construction of a Foot Suspension Bridge over Dollungmukh river at a cost of ₹ 0.26 crore was awarded to a single contractor by issuing 24 Work Orders.

- ❖ ₹ 0.15 crore was paid to contractor for repair and maintenance of internal roads in Ziro without measurement of the work done.
- ❖ Basic records like Work Registers, Deposit Registers and T&P Ledgers were not maintained by the Division.

To sum up, in the absence of a Perspective Plan, works were taken up without assessing their immediate requirement. Some works remained incomplete for long time resulting in wasteful expenditure as such incomplete works became useless due to long delays in completion of work. Internal control system prevalent in the department was weak.

Recommendations

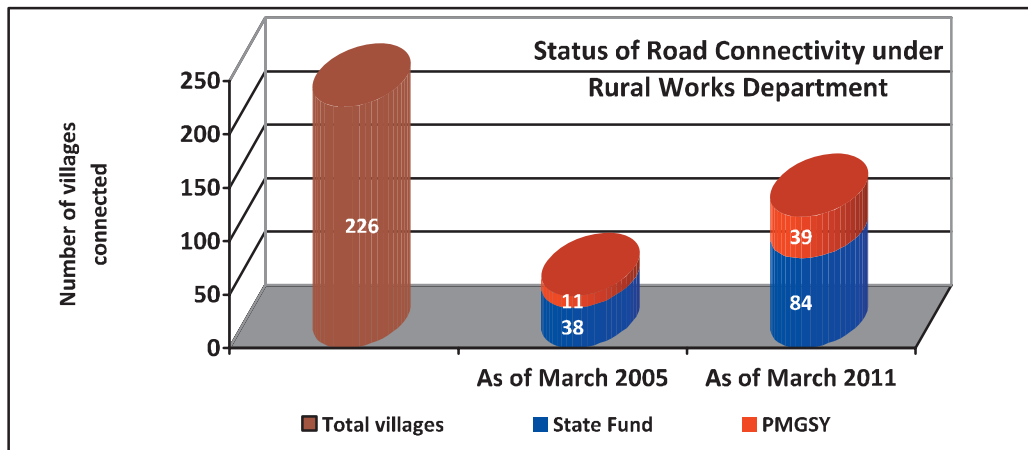
Steps should be taken to prepare a perspective plan and prioritise the work. All incomplete work should be completed without further loss of time to avoid already completed work becoming wasteful due to long delays.

Internal mechanism should be strengthened and it should strictly be ensured that no codal provisions are violated. All prerequisite before the commencement of work such as survey, soil testing, etc should be invariably carried out.

6.1.2 Rural Works Department

Under Rural Works Department, 49 villages were connected by road up to March 2005 (under State Fund - 38 and PMGSY - 11). 74 more villages were provided with road connectivity by the department during 2005-11 (State Fund - 46 and PMGSY - 28) bringing the number of villages connected by roads to 123 (State Fund – 84 and PMGSY – 39) as depicted in the following chart.

Chart 5



It was noticed in audit that the Division neither prepared a Perspective Plan nor Annual Operative Plans (AOPs). Further, the Division did not maintain Asset Registers of the roads constructed under State or PMGSY funds.

As a result oversight, no action was taken/initiated to complete works in respect of 18 Rural Link Roads (RLRs) in different locations, which were taken up between 1993-94 and 1999-2000 at an estimated cost of ₹ 3.85 crore and were partially completed after incurring an expenditure of ₹ 1.39 crore (March 2001). Thus, the entire expenditure of ₹ 1.39 crore became unproductive.

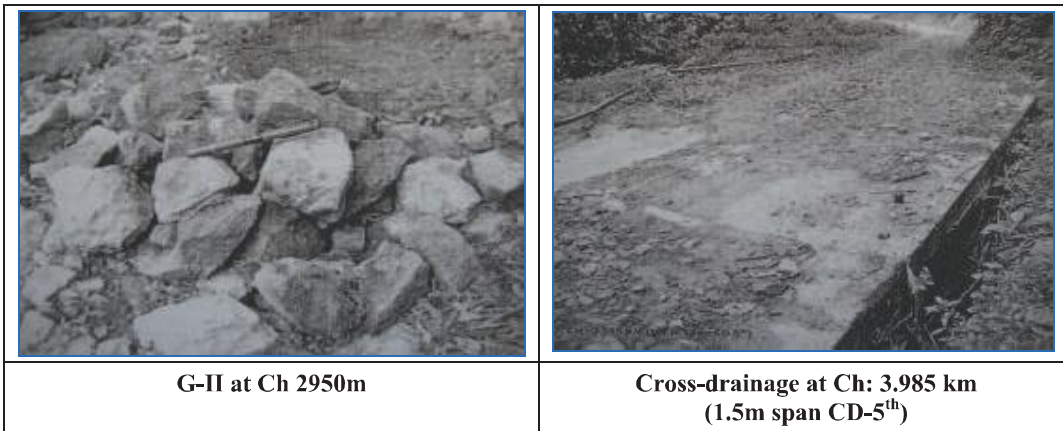
Deficiencies noticed in the two works undertaken in the district are discussed in detail in the subsequent paragraphs.

(a) The work “Construction of Road from Pitapool to Sagalee Road to Kebi (5.01 km)” was approved at an estimated cost of ₹ 2.44 crore (₹ 2.09 crore for construction and ₹ 0.35 crore for maintenance) to cover a population of 289 persons. In response to Notice Inviting Tender (NIT) of July 2007, four tenders were received, out of which three were rejected on technical grounds. The work was awarded to a contractor on single tender basis at his tender value of ₹ 2.32 crore by entering into an agreement in November 2007. The work, due to be completed by November 2008, was extended up to February 2009.

The work was commenced in November 2007 and payment of ₹ 74.34 lakh was made to the contractor in February 2009 for the items of works completed (Physical Progress: Preparation Work – 100 per cent, Earth Work – 100 per cent, Drainage – 8 per cent, Base Course – 49 per cent and Base Wearing Coarse (Bituminous) – 0 per cent). Thereafter neither was any further progress of work made nor was work withdrawn and awarded to another contractor at the risk and cost of the original contractor.

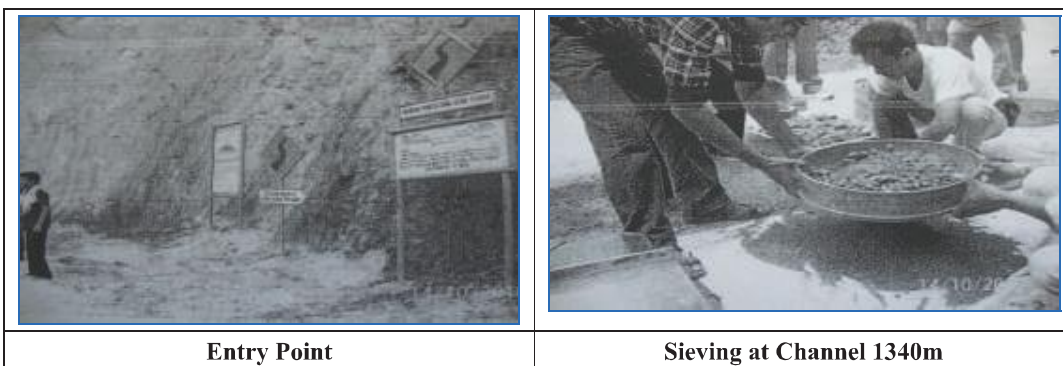
Further, it was revealed from the report of the National Quality Monitor (NQM) dated 13-10-2010, that the thickness of each WBM was not adequate and the aggregate did not conform to the grading, and that the same was oversized and the thickness provided was inadequate, as can be seen from the photographs below: -

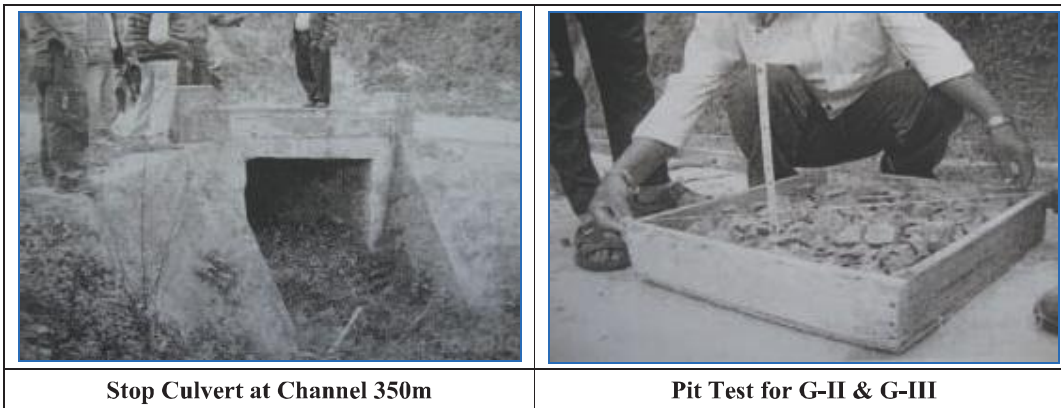




(b) The work “Construction of Road from Deed to Radhpu - 5.25 kms.” was approved at an estimated cost of ₹ 2.26 crore (Construction Work - ₹ 1.96 crore and Maintenance Work - ₹ 0.30 crore) to cover a population of 302 persons. In response to NIT (July 2007) three tenders were received, of which two tenders were rejected on technical grounds. The work was awarded to a contractor on single tender basis at his tender value of ₹ 2.25 crore, by entering into an agreement in November 2007. The work was stipulated to be completed by February 2009. The work commenced in November 2007 and 66 per cent of the work was executed, for which ₹ 1.30 crore was paid to the contractor in September 2009 (Physical Progress: Preparation Work – 100 per cent; Earth Work – 100 per cent; Cross Drainage – 100 per cent; WBM 1 – 100 per cent; Shoulder – 25 per cent Base Course – 70 per cent; Wearing Course – 0 per cent and Marking & Road Side Furniture – 25 per cent), though the stipulated date of completion was already over in February 2009. Thereafter, no progress of the work was noticed. Further, it was revealed from the State Quality Monitoring (SQM) Report dated 5th April 2009, that the aggregates in base course were oversized, geometrics and side slope were not maintained, thickness of base course was not as per specifications and highly plastic soil was used as filler material. The contractor was recommended for blacklisting.

Further, NQM recommended (14-10-2010) that all mandatory tests were not conducted. Super elevation was not as per specifications and the aggregate did not conform to the grading. A few photographs of the road are shown below:





Again in two completed works, viz. construction of road from Bamin to Nanchalaya (₹ 1.40 crore) and road from Tamen to Phokho Yokar (₹ 2.35 crore) ₹ 3.75 crore, including 4 per cent VAT component of ₹ 0.15 crore, was paid to contractors. As such an excess payment was made to the contractor due to non-deduction of statutory dues of ₹ 0.15 crore.

Recommendations

Steps need to be initiated to prepare a Perspective Plan identify the gap in the road connectivity and a broad action plan to provide connectivity to all eligible habitations in the district within specified period of time.

Annual operational plans should be framed in line with the perspective plan and specific milestones be drawn to ensure timely completion of the projects planned for execution during the year.

Timely completion of work taken up should be ensured by adhering to codal and other formalities required for the execution of the work.

Asset registers should be maintained properly and timely maintenance of the road constructed should be ensured.

6.2 IRRIGATION

The total agricultural land is 15,000 hectares. There were no Major or Medium Irrigation Projects in the District. Only Minor Irrigation Projects with open trench weir type headwork were established in the district.

The District did not prepare any Perspective Plan, but works were executed on the basis of Annual Operative Plans (AOPs).

127 minor irrigation schemes were completed up to 2005, but the irrigation potential created in terms of hectares was not on record. During 2005-11, total allotment of ₹ 55.05 crore made was spent in the respective year as indicated in Table 19.

Table - 19

<i>(₹ in crore)</i>		
Year	Allotment	Expenditure
2005-06	2.38	2.38
2006-07	6.00	6.00
2007-08	8.93	8.92
2008-09	7.66	7.59
2009-10	4.91	4.91
2010-11	25.16	25.16
Total	55.05	55.05

Source: Departmental Figures

During 2005-10, out of 291 targeted minor irrigation schemes, 155 schemes were completed and the irrigation potential created was 931 hectares against a target of 1171.66 hectares. During 2010-11 no target was fixed, nor was there any construction.

Information in respect of creation of Irrigation Potential (hectare) was never reported to the District Agriculture Officer (DAO) or the Director of Agriculture, Naharlagun. As a result, the Agriculture Department had no information on the irrigational potential created by the Irrigation Department.

Test check also revealed that the WRD Division projected Benefit Cost Ratio (BCR) between 5 per cent and 400 per cent in respect of 31 completed schemes taken up in 2006-07 and completed during 2007-09. But WRD did not have any mechanism to assess the achievement in respect of production as per projected BCR in the Estimate/DPR. Information furnished by the District Agricultural Officer regarding area coverage and production/yield in respect of paddy, maize and millet during the period 2005-11 is given in the following table.

Table – 20

(Area covered in hectares, Production in MTs)

Year	Paddy		Maize		Millet	
	Area covered	Production	Area covered	Production	Area covered	Production
2005-06	9500	11160	1672	2189	2504	3602
2006-07	9643	1174	1697	2222	2542	3656
2007-08	7685	9221	558.78	1117	1850.08	1341.31
2008-09	7838	9406	569.96	1122.82	1887.08	1358.70
2009-10	10193.18	12231.28	620.04	1221.48	1924.08	1443.06
2010-11	8154.54	15982.91	624.75	1230.75	1529.00	1441.31

Source: - Departmental Figures

From the above table it could be seen that total area covered under paddy, maize and millet cultivation has declined from 13882 ha in 2006-07 to 10308.29 ha in 2010-11, despite creation of additional irrigational facility for 931 ha land during the period. Land under cultivation of paddy, maize and millet declined by 14.16 per cent, 62.63

per cent and 38.94 per cent respectively. Barring production of paddy, there was a shortfall of 44 per cent in production of maize and 60 per cent in production of millet in comparison of 2005-06, even though certified and hybrid seeds were issued to the farmers as per the agriculture calendar as claimed by DAO.

6.2.1 Execution of minor irrigation schemes

Test check revealed that five schemes covering five villages¹ were taken up in March 2009 at an estimated cost of ₹ 40 lakh through contractors by issuing work orders without calling for tenders. The works were shown to have been completed in July 2009, and a Utilization Certificate for ₹ 40 lakh was submitted to the Chief Engineer.

Audit scrutiny, however, revealed that in four out of five schemes (at Habong, Bas Camp, Pat Sepa Boa and Kemliko Villages) were completed without constructing 'head works', though provided in the estimates. As a result, expenditure on those schemes, amounting to ₹ 25 lakh became unfruitful.

6.2.2 Handing-over of completed irrigation schemes/realization of water charges

Revised scheme guidelines (April 2004) provided for the following economic reforms:

- Revision of the Water Rates to ₹ 225/ha within a period of three years.
- Meeting the full operational and maintenance cost from the water charges collected.

The Department stated that no water charges were collected from the users as no Water User Association (WUA) was constituted (September 2010). But Audit scrutiny revealed that the Division had paid ₹ one lakh each to Yachuli WUA and Raga WUA.

Test check revealed that during January to March 2009 the Division incurred ₹ 0.70 crore towards repairs and maintenance of irrigation schemes, for which no funds were provided. Maintenance work was carried out on work order basis without recording the names of the schemes/works or their locations either in the work orders, bills or measurement books.

6.2.3 Internal Control

The Division did not introduce the system of calling for tenders for awarding works. Rather works were split and awarded to contractors. 616 Work Orders, valued at ₹ 5.56 crore were issued to 74 contractors (average 8 WOs to each) during 2009-10. Moreover, the completed works were not measured to assess whether the works were completed as per specifications. Asset Register was not maintained by the Division. As a result, assets created could not be ascertained.

¹ [MIP at Radum (₹ 15 lakh); Habong (₹ 10 lakh); Bas Camp (₹ 5 lakh); Pat Sepa Boa (₹ 5 lakh) and Kemliko (₹ 5 lakh)]

In Tamen Raga Block, six Minor Irrigation Channels (MIC), constructed under Hariyali Scheme at a cost of ₹ 18 lakh without prerequisite 'head works', became unfruitful.

To sum up, no Perspective Plan was prepared. Completed schemes were not handed over to the beneficiaries with intimation to the Agriculture Department. There was no assessment of achievement in production as per BCR projected in the DPR. There was lack of proper internal control, Asset Register were not maintained and also monitoring of schemes was not carried out.

Recommendations

A perspective plan be framed with detail of irrigational potential required to be created in the district with identification of the source of water detailing the time frame and funds required for implementation of the irrigation schemes so planned.

Completed irrigations schemes should be handed over to the beneficiaries, under intimation to the agriculture department. An impact assessment of the completed schemes should be carried out to assess whether BCR projected has been achieved or not. Efforts should be made to collect water usage charges from the recipients.

Asset register should be maintained properly. Internal control mechanism should be strengthened and the department should introduce the system of awarding works by calling for tenders. The execution of projects/scheme should be appropriately monitored.

6.3 Employment Generation

The GOI and the State Government initiated numerous measures to make a dent on poverty, unemployment and the slow pace of progress in rural economy. In addition, provision of food security, especially to the poor and vulnerable sections of the society, was envisioned as one of the important components for intensive growth of the economy. One of the most important schemes sponsored by the Central Government for providing employment in the rural areas as a means of poverty alleviation was Sampoorna Grameen Rozgar Yozana (SGRY). The Programme was to be closed on 31st March 2008, with the introduction of another rural employment guarantee oriented scheme, viz. MNREGP (Mahatma Gandhi National Rural Employment Guarantee Programme) under an Act of Parliament, which envisaged to cover all Districts throughout the country in phases *w.e.f.* April 2008.

6.3.1 Sampoorna Grameen Rozgar Yozana (SGRY)

The Programme was done through participatory planning at the Gram Panchayat (GP) level, Anchal Samitee (AS) level and District level. The works to be taken up were finalized in the Gram Sabha at GP levels and reviewed at AS and District levels. Important works not included in the list of works finalized in the Gram Sabhas are included in the AS and District levels.

Fund allotted vis-à-vis expenditure under the programme in the district as per information provided by during the years from 2005-06 to 2007-08 were as follows:

Table – 21

(₹ in lakh)

Year	Opening Balance	Funds Received			Total	Funds Utilized	Unspent Balance
		Centre	State	Misc. Receipts			
2005-06	11.41	61.28	11.32	0.65	84.66	66.46	18.20
2006-07	18.20	76.43	2.64	39.77	137.03	65.50	71.53
2007-08	71.53	52.76	12.00	3.62	139.91	137.41	2.50

6.3.1.1 Employment Generation under SGRY

Details of employment generation under this scheme as furnished by the blocks during 2005-08 were as under: -

Table – 22

(Mandays in lakh)

Year	Total ST Population	Mandays Generated			
		Men	Women	Others	Total
2005-06	0.94	0.57	0.37	NIL	0.94
2006-07	0.72	0.44	0.28	NIL	0.72
2007-08	1.32	0.63	0.69	NIL	1.32
Total	2.98	1.64	1.34	NIL	2.98

Source: figures furnished by the Blocks

During 2005-06 & 2007-08, 347 works were sanctioned, of which how many works were executed were not on record nor stated to audit. Details of works sanctioned were as shown in Table 23.

Table – 23

(Value of work - ₹ in lakh)

Year	Block-wise Number of Works Sanctioned						Total	
	Ziro-I		Ziro-II		Raga		No. of Works	Value of Works
	No. of Works	Value of Works	No. of Works	Value of Works	No. of Works	Value of Works		
2005-06	210	49.80	22	9.54	51	11.87	283	71.21
2006-07	-	-	46	13.03	18	11.37	64	24.40
Total	210	49.80	68	22.57	69	23.24	347	95.61

Sources: Departmental Figures

Test check revealed that the foodgrains component of 3 kg per manday was not given to the Muster Roll labourers. They were paid in cash instead. It may be pointed out here that during 2005-08 the three Blocks of Lower Subansiri District had not drawn or issued any foodgrain component to the MR labourers, which amounted to non-issue of 894 MTs of rice (2,98,000 mandays x 3 kg.). The concerned district authorities stated that *Government of India, Ministry of Rural Development has exempted Arunachal Pradesh for lifting of food grains.*

6.3.1.2 Shortcoming in works executed under SGRY

Under SGRY, 8 works such as CC footpaths, CC drains, etc. were sanctioned for ₹ 30.71 lakh. The works were started in November 2007 and completed in December 2007, at a cost of ₹ 30.58 lakh.

Test check of the accounts of Ziro-I Block revealed that for execution of works, 4071 bags of cement, 568 *cum* of sand and 1076.74 *cum* shingles were required, against which 3129 bags of cement were procured and utilized, resulting in short utilization of 942 bags of cement. Further, sand and shingles were not at all utilized in the work. Moreover, the rice component valued at ₹ 6.74 lakh, was also not issued to the labourers. They were paid in cash instead, and the quantum of work done by unskilled labourers was also not recorded in the MR Bills.

In view of the above, the expenditure of ₹ 30.58 lakh seemed doubtful.

6.3.2 Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)

Following the decision of Government of India to extend National Rural Employment Guarantee Act (NREGA) to all the rural areas of all the remaining district of the country with effect from 01 April 2008, the SGRY programme in the districts was to be discontinued on starting of NREGA programme (renamed as Mahatma Gandhi National Rural Employment Guarantee Scheme (MGREGS)). This programme was implemented in Lower Subansiri District from 2008-09. The basic objective of the scheme is to ensure security of livelihood in rural areas by providing at least 100 days of guaranteed wage employment in a year to local rural household if it demands wage employment and is willing to do unskilled manual work.

The cost of the scheme was to be shared between the Centre and the State in the ratio of 90:10. The Central Government would bear the entire cost of wages for unskilled manual workers, 75 *per cent* of the cost of material and wages for skilled and semi-skilled workers and administrative expenses, which will include, inter alia, the salary and allowances of Programme Officers and their support staff and work site facilities. The State Government would bear 25 *per cent* of the cost of material and wages for skilled and semi-skilled workers besides unemployment allowance payable in case the State Government cannot provide wage employment within 15 days of application.

For effective implementation of scheme, time bound activities had to be discharged at the Gram Panchayat, Block and District levels. For this purpose appointment of key personnel was imperative. At district level, a District Programme Coordinator is responsible for overall coordination and implementation of the scheme in the District. Programme Officer (PO) is a key functionary in the scheme and coordinates the NREGA works undertaken by Gram Panchayat and implementing agencies at the block level. A full time dedicated PO was necessary. The success of the programme, to a large extent, depend on him. Full time Programme Officers were not appointed in

the district till date. Officers of the DRDA and Blocks prepared the estimates and measured the works.

6.3.2.1 Fund Management

The year-wise fund position and expenditure there against during 2007-08 to 2009-11 were as indicated in Table 24.

Table – 24

(₹ in lakh)

Year	Opening Balance	Fund Received			Total fund available	Expenditure	Unspent Balance/ (%)
		Centre	State	Other Misc. Receipts			
2007-08	-	54.50	-	-	54.50	39.57	14.93 (27%)
2008-09	14.93	66.78	-	0.60	82.31	23.91	58.40 (71%)
2009-10	58.40	125.00	2.93	1.39	187.72	81.05	106.67 (56%)
2010-11	106.67	59.37	-	-	166.04	110.80	55.24 (33%)

Source: Departmental Figures

As per information furnished by three blocks of the district, there was a balance of ₹ 75.68 lakh with the Blocks. (Ziro-I : ₹ 16.61 lakh; Ziro-II : ₹ 36.54 lakh and Raga Block : ₹ 22.53 lakh).

6.3.2.2 Employment Generation under MGNREGS

Details of employment generation under this scheme from 2008-09 to 2010-11 as furnished by the DRDA are as under: -

Table - 25

(Man days in lakh)

Year	Mandays Generated (ST)		
	Total	Men	Women
2008-09	0.14	0.09	0.05
2009-10	0.65	0.42	0.23
2010-11	0.83	0.55	0.28
Total	1.62	1.06	0.56

Sources: figures furnished by the DRDA

Out of 18800 Job-card holders, during 2008-09, 2009-10 and 2010-11 only 460, 10155 and 9851 job cardholders were provided with the employment. Only 69 job cardholders were provided with minimum guaranteed 100 days employment during 2009-10.

Details of employment generated from 2007-08 to 2010-11 as furnished by the Blocks are as indicated in the following table.

Table - 26

(Mandays in lakh)

Year	Mandays Generated (ST)		
	Total	Men	Women
2008-09	0.53	0.27	0.26
2009-10	0.30	0.09	0.21
2010-11	0.73	0.43	0.30
Total	1.56	0.79	0.77

Sources: Figures furnished by the Blocks

It can be seen from the Table 25 and 26 that there is discrepancies in between the two reports on quantum of generation of mandays. This indicates lack of credibility in the information furnished.

6.3.2.2 Works executed under MGNREGS

During 2010-11, 68 works were completed. An analysis revealed that out of 68 works completed during the year, six works related to water conservation/harvesting; 11 works belonged to the category of Micro Irrigation; seven works was in connection with land development; 10 work was in connection with flood control and majority of 34 works (50 per cent of total completed work) belonged to the category of rural connectivity. There were 16 incomplete work (Seven - rural connectivity, five – flood control, one – land development and remaining three – Micro Irrigation). This indicates that the greater emphasis was on rural connectivity, which is also main focus of PMGSY. There is a need to have more balanced approach in this regard and durable assets needs to be created for greater benefit of the rural population.

6.3.3 Swarnayanti Gram Swarozgar Yojana (SGSY)

The objective of the SGSY was to bring the assisted poor families above the poverty line by ensuring an appreciable sustained level of income over a period of time by organizing the rural poor into Self Help Groups (SHGs) through a process of social mobilization, their training and capacity building and provision of income generating assets through a mix of bank credit and subsidy.

Each District Rural Development Agency may incur expenditure on the following items from funds available under the Scheme: (i) Infrastructure Development, (ii) Training, (iii) providing Revolving Funds to SHGs (10 per cent of the total fund) and (iv) providing subsidies through Bank Loans. Providing infrastructure support under SGSY is primarily to bridge the gaps in available infrastructure (maximum 25 per cent of the total fund).

Further, the process/performance of the SHG/Individuals in management of assets for generation of incremental income has to be continuously followed up, monitored and evaluated. The follow-up of Projects taken up by the Swarozgaries should be done by the DRDA/Block Officials and Bankers to assess the capacity to generate the projected income.

Funds received and expenditure during 2005-11 are indicated in the following table.

Table – 27

Year	Opening Balance	Funds Received		Other Receipts	Total	Expenditure Incurred	Closing Balance
		Centre	State				
2005-06	68.41	29.78	-	1.80	99.99	39.56	60.43
2006-07	60.43	8.55	-	1.64	70.62	9.75	60.87
2007-08	60.87	27.51	6.47	1.89	96.74	64.55	32.19
2008-09	32.19	65.03	11.24	1.72	110.18	21.27	88.91
2009-10	88.91	121.62	15.13	1.30	226.96	160.11	66.85
2010-11	66.85	31.3	28.65	1.94	128.74	37.86	90.88
Total		283.79	61.49	10.29		333.10	

Sources: Figures furnished by the DRDA and audited accounts

During 2005-11, 47² Self Help Groups and 678³ individual Swarozgaries were assisted by the Blocks. But no mechanism was evolved to evaluate the impact of implementation of the programme. As such, whether the Swarozgaries assisted under SGSY fund were uplifted to APL or not, could not be assessed.

To sum up, while SGRY could generate 2.98 lakh mandays employment in three years (2005-08), 1.62 lakh mandays were generated under MGNREGS during the period 2008-11. The district authority has failed to generate enough employment which could provide assured minimum wage employment of 100 days per household having job-cards, there by defeating the objective of security of livelihood of needy rural populace. The extent of poverty alleviation achieved through implementation SGSY remains unassessed as no evaluation of the impact of the programme has been carried out.

Recommendations

Ensure proper utilization of funds so that minimum guaranteed wage employment is provided to each job-card holders who demand wage employment.

The authorities should take up steps to monitor and evaluate projects undertaken under SGSY schemes to assess the progress/performance of swarozgaries.

6.4 Housing Schemes (Indira Awas Yojana)

Indira Awas Yojana (IAY) is a flagship scheme to provide housing to the rural poor. The objective of the scheme is primarily to help construction/up-gradation of dwelling units of members of Scheduled Castes/Scheduled Tribes, freed bonded labourers and

² SHGs- 47(Ziro-I – 20, Ziro-II – 20 and Raga – 7)

³ Individual Swarozgaries 678 (Ziro-I - 298, Ziro-II – 319 and Raga – 61)

other below-poverty-line non-SC/ST BPL rural households by providing them lump sum financial assistance. Under the scheme, 60 *per cent* of the total allocation should be spent for SC/ST BPL households and a maximum 40 *per cent* should be spent for non-SC/ST BPL households. In the District, the entire unit cost is utilized for providing household materials, *i.e.* CGI Sheets only.

6.4.1 Identification of Beneficiaries

Beneficiaries were selected by Gram Panchayats, as per targets fixed by the DRDA and the targets are fixed entirely for ST families.

6.4.2 Funding

The IAY is a centrally sponsored scheme, funded on cost sharing basis in the ratio of 75:25. Funds received and expenditure incurred during 2005-11 are shown below:

Table 28

(₹ in lakh)

Year	Opening Balance	Fund Received		Other Receipts	Total Funds	Expenditure Incurred	Closing Balance/%
		Centre	State				
2005-06	0.04	67.53	9.80	0.41	77.78	75.80	1.98 (2.55%)
2006-07	1.98	32.86	16.53	0.11	51.48	38.64	12.84 (24.94%)
2007-08	12.84	104.60	-	2.07	119.51	118.17	1.34 (1.12%)
2008-09	1.34	196.52	48.52	0.16	246.54	243.62	2.92 (1.18%)
2009-10	2.92	100.51	-	0.78	104.21	99.55	4.66 (4.47%)
2010-11	4.66	281.96	18.93	2.96	308.51	281.88	26.63 (8.63%)
Total		783.98	93.78	6.49		857.66	

Source: Figures furnished by DRDA

As per the information furnished by the district authorities, 2995 units of houses (new constructions - 2154 units; and up-gradations - 841 units) were constructed in three Blocks during 2005-11. But monitoring reports on the implementation of the programme were neither on record nor was produced to audit on request. As such, whether the beneficiaries actually utilized the CGI Sheets for housing purposes, could not be ascertained.

Further, test check revealed that in Ziro-I Block, CGI Sheets were issued to 385 families (234 new constructions and 151 up-gradations) at the rate of 0.53 MT per head for new construction and 0.20 MT for up-gradation. 173 families of Ziro-I (new constructions - 94 units; and up-gradations - 79 units) were non-BPL, so 173 bona fide BPL families were deprived of benefits under IAY.

Recommendations

Selection of beneficiaries under IAY should be done from BPL list and it should be ensured that non-BPL persons are extended the benefit of the scheme.

A mechanism should be evolved to ascertain the actual utilization of CGI sheets for housing by beneficiaries.

6.5 Schemes for other Development Activities

Other development activities like extension and construction of hostel of government schools, construction of concrete cement (CC) footpaths, CC steps, rural link roads, play grounds, etc;. were taken up in the District under Untied Fund and Member of Legislative Assembly Local Area Development Fund (MLALADS) Scheme.

6.5.1. Untied Fund

As per guidelines, an Untied Fund was placed with the DC and the ADC (with independent charges) for execution of works of very urgent nature directly benefiting the community as a whole.

During 2005-11, ₹ 4.86 crore was spent on works like CC footpaths (09), compound/boundary/protection walls (14), suspension bridge (01), CC culverts (14), approach roads (11), link road (04), land development (07), etc. These works were executed through various agencies.

6.5.2 MLALADS

Lower Subansiri District has three Members of Legislative Assembly (Ziro-I, Ziro-II and Raga). Under MLALADS, ₹ 50 lakh was released to each MLA during 2005-06 to 2008-09 and ₹ 70 lakh to each MLA from 2008-09 onwards for execution of developmental works in their respective constituencies, including housing assistance, like roofing materials, cement, etc.

During 2005-11, the DC received ₹ 9.67 crore, of which ₹ 5.99 crore was spent on the execution of works like minor irrigation channels, drainage, hanging bridges, land development, CC footpaths, waiting sheds, etc. through various implementing agencies like the Circle Officer, DRDA, Block, etc;. The remaining ₹ 3.68 crore was spent by the District Planning Officer for procurement and distribution of CGI Sheets (650.51 MT) to 1,332 beneficiaries.

Audit scrutiny revealed that the work “Construction of Retaining Wall to protect Quarters of the Power Department” was executed during March 2010 at a cost of ₹ 8.5 lakh. The work was not within the purview of the scheme, as such the expenditure of ₹ 8.5 lakh was unauthorized.

Test check of the records revealed that there were no storage facilities for the CGI Sheets and they were distributed through an unidentified party. The same was countersigned by the MLA, DC and the District Planning Officer. Out of the total 1,174 beneficiaries, APRs from 892 beneficiaries were not produced to audit for verification. In view of this the distribution of CGI Sheets to these beneficiaries was doubtful. Detail of CGI Sheets in respect of which receipts of beneficiaries were wanting is tabulated below.

Table – 29

Year	Constituency					
	Ziro-I		Ziro-II		Raga	
	No. of Beneficiaries	Qty. (MT)	No. of Beneficiaries	Qty. (MT)	No. of Beneficiaries	Qty. (MT)
2005-06	160	NA	-	-	-	-
2006-07	160	NA	12	5.69	-	-
2007-08	267	105.27	-	-	42	22.02
2008-09	142	53.68	-	-	-	-
2009-10	-	-	-	-	109	72.72
Total	729		12		151	

6.6 Power

There are 226 inhabited villages in the District, out of which 196 (87 per cent) were electrified and energized as of March 2011. Out of a total of 7,553 BPL households, 4,756 were provided regular service connections, and the average energy consumption per household per day was 0.9832 units (approx. one kwh per day).

6.6.1 Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY)

Rajiv Gandhi Grameen Vidyutikaran Yojana RGGVY, which is a component of the Bharat Nirman Programme, was launched by the GOI in April 2005, to provide electricity to all rural households within a period of six years. The Executive Engineer, Ziro Electrical Division, is the implementing agency in the District.

During 2005-10, 11 KV line work to cover 134 villages was taken up in June 2008 at an estimated cost of ₹ 34.67 crore and stipulated to be completed by December 2009. As of March 2011, work in 110 villages was completed and work in remaining 24 villages was yet to be completed. Of the 110 villages where the work was completed, 107 villages were energized. A total amount of ₹ 20.30 crore was spent till March 2011.

6.6.2 Realisation of Electricity charges

About 40 per cent of the consumers in the district paid their electricity bills regularly, but the rest paid them only when revenue realization drives were conducted or when lines were disconnected due to defaults in payment. Revenue realization during the last six years was ₹ 7.23 crore, whereas the outstanding electricity dues stood at ₹ 8.25 crore. The Department had not taken/initiated any action to realize the outstanding dues from defaulting consumers.

To sum up, as of March 2011, 27 villages (20 per cent) were yet to be covered under RGGVY which should have been electrified by December 2009.

Recommendation

The department should take steps to complete the project without further delays and electrified uncovered villages, so that benefits of programme is extended to villagers living in those uncovered villages.

Revenue on electricity should be realised as and when due and also efforts should be made to collect the revenue arrears on account of electricity charges.

6.7 Tourism



View on the way to Ziro

The topography of the District is mostly mountainous terrain, where the elevation varies from approx. 1000 to 1600 metres above sea level. A greater part of it falls within the Higher Mountain Zone, consisting of tangled peaks and valleys. The heartland of the district, where the District Headquarters, Ziro, is situated, is in the form of a magnificent plateau at about 1564 metres above sea level. It is famous for its Paddy-cum-Fish Culture cultivation, which attracts tourists from different parts of the country.

Other places of interest are Tale Valley, located about 30 km from Old Ziro, which is



almost an eco-system in itself, and a repository of many unique and endangered flora and fauna.

A Shiva Lingam, about 25 feet high and 22 feet wide was discovered in Kardo, in July 2004. Many devotees visit and worship Lord Shiva in this area.

For the welfare of the devotees the work, 'Construction of Wayside Amenities at Shiva Lingam Site,' was taken up under the Secretariat Economic Scheme at a

cost of ₹ 15 lakh in January 2008. The work was shown completed by February 2008 and ₹ 15 lakh was paid to contractors in March 2008.

A joint physical verification (June 2010) revealed that the work, valued at ₹ 6.32 lakh was not executed. Moreover the wayside building was not ready for use as it was found closed till date (July.2011).



For tourist accommodation, the construction of a Mini Resort and Cottage at Old Ziro was taken up at an estimated cost of ₹ 177.89 lakh through WRD. The work commenced in March 2008 and was stipulated to be completed in March 2009. But only 80 *per cent* of the work was completed till November 2010, though the entire sanctioned cost of ₹ 191.23 lakh was expended. The view of the Resort may be seen from the photographs below: -



Similarly, to facilitate tourism, construction of Trekker Huts at Dosu Katu at Hari Village Forest (with a view of the whole Ziro Valley) was taken up by the Tourism Department at a cost of ₹ 17 lakh in October 2010. The work was completed in November 2010 and ₹ 16.93 lakh was paid to contractors in January 2011.

On physical verification (July 2011), it was revealed that just a wooden house with CGI Sheet roofing was constructed, though the entire allotted fund was expended. There were no CC footsteps for easy access and the house was closed till date (July 2011). Photographs of the hut are shown below:



To sum up, proper Tourist amenities could not be created in spite of a large amount of expenditure.

Recommendation

The government should take effective steps to complete pending works and create conducive environment to attract tourist and generate income for the district.

6.8 Fisheries

Paddy-cum-Fish Cultivation

A famous innovative cultivation practice followed in the Apatani Plateau, where fishes are reared along with paddy cultivation. In wet rice cultivation, after transplantation of paddy from the Nursery to the main paddy field (W.R.C), fish fingerlings are put in mulled (knee-deep channels in the paddy field for drainage) and kept for 2/3 months before they could be harvested.



Fish being harvested from Paddy Field



High altitude fish farm at Ziro

Year wise area covered, fingerlings distributed and production of fish are shown below: -

Table - 30

Year	Area Covered (in hectares)	Fingerlings distributed to farmers (in lakh)	Fish Production (in MT)
2005-06	193.50	3.63	108.90
2006-07	97.34	1.71	50.50
2007-08	221.20	2.72	74.60
2008-09	140.00	1.20	36.00
2009-10	205.00	2.66	79.86
2010-11	32.33	17.74	96.99

It can be seen from the above table that there is no particular trend and correlation with area under cultivation, fingerling distributed to farmers and fish production. A study should be conducted to analyse the huge variations and formulate a scientific approach to increase the productivity so that farmers could benefit from it.

Recommendation

The causes of low production of fish may be investigated and remedial action taken to increase production

6.9 Horticulture

The soil and climatic conditions of the District are favourable for growing of large cardamom and kiwi fruit.

Large Cardamom

In Lower Subansiri District, land cultivated for large cardamom during the last five years varied between 20 and 30 hectares. The yield was between 8 to 10 MTs. But cultivation has not increased as the farmers did not have access to proper marketing facilities and they were not getting support price for their produce.

Kiwi Fruit

Kiwi, an exotic fruit which contains starch, soluble sugar, ascorbic acid (Vitamin C), soluble solids, tendering enzymes, etc. has been a large success in the district.

Details of area covered for plantation and production of Kiwi are as follows: -

Table - 31

Year	Area Covered (in hectares)	Production (in MT)
2005-06	10	38
2006-07	25	94
2007-08	40	150
2008-09	70	262
2009-10	50	187
2010-11	50	50

Source: Departmental Figures

The area covered and production declined during the years 2009-10 and 2010-11 as there were no marketing facilities. However, a marketing board was constituted, in July 2010, under the Chairmanship of the Commissioner and Secretary (Horticulture), but the Board is yet to start functioning (July 2011).

Recommendation

Proper marketing infrastructure should be created so that kiwi fruit and large cardamom growers get attractive prices for their produce to safeguard economic interest of the growers. This would encourage other farmers to take up cultivation of these cash crops and contribute towards economy of the district as well as the State.

7.1 Panchayati Raj Institution (PRI)

Panchayat is an institution of self-government constituted for rural areas. There should be a Panchayat at the village level specified by the Governor by Public Notification to be a village, and includes a group of villages so specified to execute connectivity to interior areas, access to quality and timely health care in interior areas, nutrition, particularly to the girl child, status of health of mothers and children, availability of sources of water for irrigation, universal compulsory education and quality achievement, opportunity for employment wages or self employment, etc;. In brief, this should be a Millennium Development Goal as a starting point for achieving at District Vision.

According to 73rd Constitutional Amendment Act, the States were required to devolve adequate powers and responsibilities on PRIs in order to make them effective institutions of local self-government. The responsibility for preparation of plans for economic development and social justice and its implementation in respect of 29 subjects listed in Eleventh Schedule of the Constitution were to be assigned to Panchayats and to this effect, the State Governments were expected to place the functions of department dealing with these 29 subjects including the officials under the control of the Panchayats.

However, as of March 2011, neither functions nor functionaries, as envisaged in the Constitution, have been placed under the control of the Panchayats in the District as no progress in this regard has been made in Arunachal Pradesh. Role of PRIs were very limited even in the preparation of plans for economic development and social justice.

The three Blocks of the District consist of 195 Panchayats (Ziro-I : 127; Ziro-II : 38; and Raga : 30). There are 14 Anchal Samitis (Ziro-I : 07; Ziro-II : 03; and Raga : 04) and one Zila Parishad. In respect of all Rural Development Programmes, the DRDA executes the work through BDOs by maintaining separate accounts for Gram and Anchal Samitis.

Eleventh and Twelfth Finance Commission grants received by the Panchayats for Civil Amenities were as indicated in the following table:

Table: -32

(₹ in crore)

Year	Grants received under	Gram Panchayat	Anchal Samiti	Zila Parishad	Total
2008-09	Eleventh Finance Commission	1.24	0.65	0.30	2.19
	Twelfth Finance Commission	1.22	0.82	0.48	2.52
	Total	2.46	1.47	0.78	4.71

Sources: - Departmental figures.

No Gram Panchayat Secretaries were appointed as the Arunachal Pradesh Panchayati Raj Act, 1997, had no provision for appointment of Gram Panchayat Secretary. Moreover, the post of Zila Parishad Secretary was not yet created. The Project Director, DRDA, is in charge of the Zila Parishad.

The Panchayat accounts were not computerized. The joint accounts of the Anchal Samitis and Gram Panchayats are operated by the Chairperson. The Addl. Dy. Commissioner (ADC)/Circle Officer (CO), being Member Secretary, holds monthly meetings with the PRIs. Further, there was no Panchayat building.

The DRDA places funds at the disposal of the BDO's of the District for implementation of all Rural Development Programmes. The estimates of works were prepared and measured by the Extension Officers (Rural Engineers) of the Blocks, whereas the works were executed by the Panchayat or Anchal Samiti, as the case may be. During 2008-10, works like drinking water supply (58), drainage (184), sanitary latrines (74), CC platforms (15), CC footpaths (279), water tanks (62), CC culverts (57), classrooms (19), panchayat ghars (18), approach roads (72), etc; were constructed by the Panchayats.

The DRDA has to process sanction of works under all RD Programme besides performing, monitoring or executing works. Each Scheme was to be monitored and reviewed by the ADC by virtue of being the Member Secretary of the DVMC, but not a single monitoring or review report could be made available to Audit.

To sum up, the Panchayat function in the District is not fully operational yet.

Recommendation

Steps should be taken in earnest to make PRIs fully functional at the earliest so that the vision envisaged in the Constitution amendment of having a decentralised approach in district planning is accomplished.

7.2 Public Distribution System (PDS)

Food security was to be ensured by regular supply of food grains to economically vulnerable sections of society at affordable prices. The Targeted Public Distribution System (TDPS) was launched in Arunachal Pradesh in June 1997, with the objective of providing food grains at specially subsidized rates, below the Central Issue Price (CIP) to Below Poverty Line (BPL) families as per norms prescribed by the Government of India. BPL families were to be properly identified and issued with special Ration Cards. Antodaya Anna Yojana (AAY), launched in December 2000, was intended to ensure food availability to the poorest of the poor amongst BPL families by providing rice at a specially subsidized rate. Distinctive ration cards were to be issued to AAY beneficiaries after identification of such families. The PDS programme in Arunachal Pradesh covers rice, wheat, sugar and kerosene.

Besides, there is the Annapurna Scheme (launched in April, 2000), under which destitute senior citizens (65+ years) not in receipt of pension under the National Old Age Pension Scheme or State Pension Scheme, are entitled to get 10 kg of rice per month free of cost. Under PDS, the Above Poverty Line (APL) families would continue to get food grains from Fair Price Shops (FPS) through ration cards at normal rates.

The prescribed rates and scale for providing food grains to BPL and AAY families are (a) BPL ₹ 6.15/kg and 35 kg per ration card per month, (b) For AAY ₹ 3/kg and 35 kg per ration card per month. To control the movement of food grains from the FCI Depot, the appointed District nominee-cum-carriage contractor was to draw/lift the PDS food grains from the FCI Depot and maintain books of accounts for issue of ration items to Fair Price Shops. There are two stockists and 127 fair price shops in the District. The quantity of rice, sugar, kerosene lifted by FPS and issued to consumers are as follows:

Table - 33

Year	Rice (in MT)	Sugar (in MT)	Kerosene (in litres)
2006-07	4175.546	108.00	804000
2007-08	5630.287	159.45	804000
2008-09	3835.200	395.70	737000
2009-10	4332.205	224.40	737000
2010-11	4773.172	619.70	835000
Total	22746.41	1507.25	3917000

Source: Departmental Figures

Interaction with 12 public leaders revealed that kerosene was not issued in nine villages, and only occasionally issued in two villages. Sugar was not issued in five villages, issued occasionally in four villages and issued only once in a year in one village. Rice was not issued at all in Taya Simla Village.

The quantities of Wheat lifted by the Nominee, Atta Chaki Mills and FPS are shown below: -

Table: -34

Year	Lifted by Nominee (in MT)	Lifted by Atta Chaki Mills (in MT)	Lifted by FPS (in MT)	Short-lifted by FPS (in MT)	Lifted by Consumers
2006-07	388.500	388.500	369.075	19.425	Report not submitted
2007-08	306.490	306.470	291.200	15.290	
2008-09	484.200	484.200	460.000	24.200	
2009-10	211.000	211.000	0	211.00	
2010-11	80.295	80.295	80.295	00	
Total	1470.485	1470.465	1200.57	269.915	

Source: Departmental Figures

The Department stated that the report of Atta lifted by consumers could not be submitted as there was no provision made by the Department to record this detail. Interaction with 12 public leaders revealed that no Atta was issued to the beneficiaries.

This indicated that 1470.465 MTs of Atta had either not been distributed to FPSs or diverted elsewhere. Mis-utilization cannot be ruled out.

Due to lack of monitoring and supervision, Fair Price Shop commodities did not reach to the intended beneficiaries.

Recommendation

The district administration in charge of Public Distribution System should ensure that fair price shop commodities reach all beneficiaries regularly and as per prescribed norms.

7.3 Management of waste

7.3.1 Municipal Waste

The District has only one census town, namely Ziro, which is also district headquarters. As the urban civic body was yet to be formed municipality functions were discharged by District Urban Development Agency (DUDA). It received funds from the Government but did not collect any revenue from the general public. In Ziro Town, 4.15 MT of garbage was generated daily. It was collected by one Tipper truck daily except Sundays and dumped in 25 dustbins three km away from Ziro/Hapoli township.

The funds allocated during 2007-11 were as shown in Table

Table – 35


Year	Allotment			Expenditure			Excess(+) Saving(-)
	Non-Plan	Plan	Total	Non-Plan	Plan	Total	
2007-08	1.85	161.67	163.52	1.14	152.28	153.42	(-) 10.10
2008-09	20.54	286.49	307.03	20.31	217.01	237.32	(-) 69.71
2009-10	71.00	224.62	295.62	69.92	255.83	325.75	(+) 30.13
2010-11	4.50	369.71	374.21	4.50	423.36	427.86	(+) 53.65

Source: Departmental Figures

From 2007-08 to 2010-11, ₹ 10.48 crore was spent against an allocation of ₹ 10.42 crore. No solid waste management has been taken up till date. However, an estimate for solid waste management was submitted to the authorities in July 2009, which is yet to be approved. During the first spell of performance audit during 2010 it was noticed that garbage remained undisposed and could be seen strewn all round the place, posing potential health hazards. Photographs taken during that time are depicted.

	
<p>Garbage scattered out of overflowing dustbin built near residential area, Ziro</p>	<p>Garbage scattered out of overflowing dustbin built near residential area, Ziro</p>
	
<p>Garbage scattered out of overflowing dustbin on Stadium Road, Ziro</p>	<p>Garbage scattered out of overflowing dustbin built near residential area, Ziro</p>

However, during the second spell of performance audit in 2011, a marked improvement was noticed. Waste was being managed by the construction of dustbins and are cleared regularly as shown below:

	
<p>Renovated Dustbin at Stadium road, Ziro</p>	<p>Workers engaged in clearance of a dustbins near Apex Bank, Ziro</p>

7.3.2 Bio-medical Waste

Bio-medical waste is generated by hospitals and other health service providers and consists of discharged drugs, waste shapes, micro-biological and bio-technological waste, human anatomical waste, etc. The District had one District Hospital, one CHC, eight PHCs and 26 SCs generating bio-medical waste.

Interaction with the Medical Superintendent, District Hospital, MO in-charge CHC and five other PHCs revealed that except for the District Hospital, Ziro, no other Health Centre had incinerators for disposing of bio-medical waste as per specified norms laid down in the Bio-Medical Waste (Management and Handling) Rules, 1998 and amended from time to time.

Physical verification of the CHC and 5 PHCs revealed that waste was either dumped or burnt at different places in the Health Centre premises.

Recommendations

Waste management needs to be improved to ensure proper disposal of solid waste for preventing environmental pollution.

Awareness for cleanliness should be spread among common man.

Proper disposal of bio-medical waste should be ensured, which otherwise poses a serious treat to public health and the environment .

7.4 Law & Order and Fire fighting services

Government of India introduced the Scheme “Modernization of Police Force” (MOPF) to augment the operational efficiency of the State Police to face the emerging challenges to internal security.

Information furnished by Superintendent of Police, Lower Subansiri, revealed that the crime rate in the District increased by 7 *per cent* from 113 in 2006 to 121 in 2010. There was a major increase in miscellaneous crimes (31 *per cent*) from 65 to 85 and kidnapping by from two to three. Murder cases reduced from five to three, which was due to regular patrolling, checking of hotels, setting up of *NAKAS* and the Beat System. However the Superintended of Police pointed out that there was shortage of manpower in every unit of the District.

The District had only one Fire Station against a requirement of three, as per the Standard Fire Advisory Council norms. There were 64 fire incidents during 2005-11, where 02 human lives and property worth ₹ 7.44 crore were lost. Shortage of infrastructure may be one of the causes responsible for loss of lives and property.

Recommendation

Law enforcing authorities of the District should ensure that police force is optimally manned and provided with requisite infrastructure in the area of mobility, connectivity so that incidences of crime is minimised.

Fire Stations as per norms should be established to avoid loss of human life and property.

7.5 E-Governance

National Informatics Centre (NIC) had set up a District Informatics Centre (DIC) in Lower Subansiri District in 1998 to support the District Administration and spread the awareness about the use of information technology (IT) in various departments. The initiative envisaged procurement of hardware, development of software applications and training staff of various offices in the District in the use of IT.

The State Government set up Integrated Community Service Centres (I-COSC), known as “*Jana Suvidha* Centres” in March 2010.

The system developed was basically providing the following services electronically.

Table - 36

Certificates	Only Scheduled Tribe Certificates
Licences/Permits	Driving Licences, Registration Certificates of New Vehicles and Change of address

Recommendation

***Jan-Suvidha* centres should provide other facilities such as issue of Temporary inner line permits, permanent residential certificates (PRC), Temporary Residential certificates (TRC), issue and renewal of inner line permits and issue and renewal of identity cards**

7.6 Other Civic Amenities

7.6.1 Transportation

Audit came across poor condition of roads to reach the State Capital, Itanagar, North Lakhimpur, and Block Headquarters. Moreover, there were only 11 State Transport vehicles operating on six routes. As such, rural/poor people of the Lower Subansiri District faced trouble communicating from one place to another.

7.6.2 Telephone connections

The District had 7876 Telephone (landline) connections, out of which 3876 (49 *per cent*) were urban connections and 4000 (51 *per cent*) rural connections. There were also 8841 Mobile phone connections, out of which 6196 (70 *per cent*) were urban connections and 2645 (30 *per cent*) were rural connections. Tele-density of the District was 45.50 *per cent*.

7.6.3 Banking facilities

Information obtained from Banks revealed that the District had 3 (three) semi-urban and 5 (five) rural branches of different Commercial Banks. In the District, 22,425 saving bank accounts in different banks were in operation. There was a total credit of ₹ 68.48 crore as on March 2011. The number of villages with a population of over 2000 covered by banks are as per RBI guidelines could not be made available to audit. Thus, coverage under banks could not be unascertained.

CHAPTER VIII: MONITORING AND EVALUATION

8.1 Inspection and Supervision

The DC is responsible for monitoring and overall progress of implementation of various developmental programmes in the District and ensuring that they are executed within the specified time frame and approved budget. While most of the Central and State Plans specify the monitoring requirements in general, most schemes required that the DC should closely monitor the progress on a monthly/quarterly basis. The District Level Vigilance and Monitoring Committee is also required to review the progress of schemes every quarter. The State Government did not specify the extent of supervision to be carried out at various levels with regard to Developmental Works/Projects. The extent of supervision carried out at various levels is shown below:-

Table - 44

Designated Officers	Percentage of Inspections to be carried out
Block Development Officer/Junior Engineer	100%
District Planning Officer	NA
Addl. DC/Addl. DM	NA
Sub-Divisional Officer	NA
Deputy Commissioner	approx. 75%
Officials from State Planning	NA

Source: Departmental Figures

Apart from the stipulated personal inspection and supervision, a review of the execution of schemes was also to be done through the periodical Review Reports and Statements of Expenditure (SOE) sent from various levels - GPs to the Blocks, Blocks to the DRDA/DC, DC to the State Government and to the Central Government with respect to Central schemes.

Information obtained from the DC and DRDA revealed that monitoring and supervision of the progress of implementation of various schemes in the District was perfunctory. The District Level Vigilance and Monitoring Committee and Governing Body met only four times during 2006-11. While the DC stated that field visits and inspections were carried out both by the DC, Planning Officer and Block Officers, there was no documentary evidence relating to discussions held during such visits or decisions taken/follow up action initiated consequent to such inspections.

Due to weakness in the internal control mechanism in various departments in the district there were instances of misappropriation, wasteful expenditure, etc. which could have been avoided if the laid down rules and regulations have been properly followed as brought in the earlier paragraphs.

8.2 Grievance Redress Mechanism

The State Government had initiated a mechanism at District level for redress of grievances. But in Lower Subansiri District, the Grievance Cell had not yet been set up (August 2011). The DC stated that complaints are forwarded to the concerned Departments, who in turn address the same under intimation to the DC. However, there was nothing on record in support of this claim.

Recommendations

Supervision and inspection of the various schemes/projects undertaken by different departments in the districts should be carried out regularly so that corrective measures could be taken before too late.

Internal control mechanism of various departments involved in the implementation of schemes/projects and discharge of public responsibilities should be strengthened so that wasteful expenditure, misappropriation, etc could be prevented.

The grievance redress cell should be set up and grievances should be properly attended to

CHAPTER IX: CONCLUSION

To ensure efficiency and effectiveness in delivery of key services like rural development, health, employment, etc. the Government of India has increasingly been entrusting responsibilities to the local government at the district, block and gram panchayats levels. These agencies were to be empowered to discharge the functions that are constitutionally assigned to them. Neither functions nor functionaries, as envisaged in the Constitution, have been transferred under the control of the panchayats. However, the Department claimed that the planning process was with participation at the gram panchayat level, but records in support of this claim were absent.

There are a multiplicity of programmes and schemes and an even larger number of implementing agencies, presenting challenging situation to the district administration to effectively monitor and supervise the developmental activities. While almost all developmental programmes are targeted at the same set of beneficiaries, the existence of a myriad programmes requires integrated focus, rather than their implementation in a standalone mode.

The monitoring mechanism is not functioning as envisaged with regard to execution of schemes. While plans have been formulated for providing integrated development of a sector/service, these could not be executed due to delay in release of funds and inadequate project management. The State Government will have to address these issues in order to accelerate the development of the district at the desired pace. Good governance, effective and efficient delivery mechanism and sustainable development buttress high level of performance and play a crucial role in the overall socio-economic development of the district by providing essential and quality public infrastructure and services.

**Itanagar
The**



(S.A. Bathew)

**Accountant General
Arunachal Pradesh**

Countersigned



(Vinod Rai)

**New Delhi
The**

Comptroller and Auditor General of India

Appendix – I

Statement showing detail of primary schools posted with single teacher in Lower
Subansiri District

(Reference: Paragraph 5.2.1)

Sl. No	Name of School	Student enrolled	Sl. No	Name of School	Student enrolled
1.	Govt. PS-Hari-I	32	2.	Govt. P.S- Kuthkut	33
3.	Govt. PS-Jama Putu	38	4.	Govt. P.S- Tajgi	31
5.	Govt. PS-Dutta-II	38	6.	Govt.PS-Hoji	49
7.	Govt. P.S- Lod Subu	38	8.	Govt.PS-Luba	40
9.	Govt. P.S-Diiko Piita	38	10.	Govt.PS-Sektap	36
11.	Govt.PS-Deed-Bazaar	48	12.	Govt.PS-Serin Rakhe	32
13.	Govt. PS-Mudo	41	14.	Govt.PS-Sela Rakhe	40
15.	Govt. PS-Agri. Farm-Yazali	43	16.	Govt.PS-Yom	70
17.	Govt. PS-Dem-II	35	18.	Govt.PS-Tumporijo	41
19.	Govt. PS-Amgi	49	20.	Govt.PS-Say Godak	42
21.	Govt. PS-Raka	45	22.	Govt.PS-Tomchak	48
23.	Govt. PS-Komp	46	24.	Govt.PS-Mengi Nyoko	34
25.	Govt. P.S- Tado Silley	34	26.	Govt.PS-Delengi	32
27.	Govt. P.S-Sikhe (Sito)	68	28.	Govt. P.S- Repari	32
29.	Govt. P.S- Rakha	43	30.	Govt. P.S- Midpu	38

Appendix – II

Statement showing number of Schemes (year-wise) taken up but not completed/slipback.

(Reference Paragraph: 5.3)

(₹ in lakh)

Sl. No.	Scheme	Sanction Order No. & Date	Estimated cost.	Taken up (Year)	Type of Expenditure	Amount of Expenditure.
1.	W/S at Comm. School, Korli (Biram)	PHED/IV/234/2004-05 dt.17-.3.05.	12.05	2004-05	G.I fitting partially booked.	3.22
2.	W/S at Upper Tajge, Comm. School.	PHED/Sectt-37/99 Dt.29.3.04	20.00	2003-04	Materials partially booked.	6.35
3.	W/S at KG School, Aribo.	PHED/Sectt-37/99 Dt.29.3.04	12.00	2003-04	Materials partially booked.	4.41
4.	W/S at Delengi LP School & (Delengi Hill)	PHED/Sectt-37/99 Dt.29.3.04	18.00	2003-04	Materials partially booked	0.18
5.	W/S at ME School, Hapoli.	PHED/Sectt-37/99 Dt.29.3.04	12.07	2003-04	C.C work completed.	6.47
6.	W/S at Abulya Comm School.	PHED/SecctSectt.37/99 Dt.29.3.04	14.76	2003-04	Materials partially booked	1.18
7.	W/S at Comm. School, Yazali	PHED/Sectt-37/99 Dt.29.3.04	15.00	2003-04	C.C work completed.	10.76
8.	W/S at Community School, Hija-II.	PHED/IV/234/2004-05 dt.17.3.05.	6.92	2004-05	Materials partially booked	2.19
9.	W/S at Kakong Vill.	PHED/IV/234/2004-05 dt 17.3.05.	7.00	2004-05	Materials partially booked	1.80
10.	W/S at Community School, Pachu.	PHED/IV/234/2004-05 dt.17.3.05	18.10	2004-05	Materials partially booked	4.12
11.	W/S at KG School Chod.	PHED/IV/234/2004-05 dt 17.3.05	12.20	2004-05	Materials partially booked	1.97
12.	W/S at Tip IV School (Tip Vill)	PHED/IV/234/2004-05 dt.17.3.05	20.00	2004-05	G.I fitting partially booked	2.26
13.	W/S at Comm. School, Lej.	PHED/IV/234/2004-05. Dt.17.3.05.	9.97	2004-05	G.I fitting partially booked	3.19
14.	W/S at Comm. School, Lej.	PHED/IV/234/2004-05.Dt. 17.3.05.	5.37	2004-05	Materials partially booked	0.80
15.	W/S at Comm. School. Dekhi.	PHED/IV/234/2004-05.Dt.17.3.05.	7.00	2004-05	Materials partially booked	1.30
16.	W/S at Comm. School, Pitapool.	PHED/IV/234/2004-05.dt.17.3.05.	5.39	2004-05	C.C work completed	3.40
17.	W/S at KG school Agri Farm Colony, Yazali.	PHED/IV/234/2004-05. Dt.17.3.05.	4.51	2004-05	Materials partially booked	.55

Sl. No.	Scheme	Sanction Order No. & Date	Estimated cost.	Taken up (Year)	Type of Expenditure	Amount of Expenditure.
18.	W/S at KG School, Rukhmai.	PHED/IV/234/2004-05. Dt. 17.3.05.	12.07	2004-05	Materials partially booked	1.80
19.	W/S at KG School Toon.	PHED/IV/234/2004-05. Dt. 17.3.05.	12.00	2004-05	C/o H/W completed.	6.66
20.	W/S at LP School, Miya.	PHED/IV/234/2004- 05 Dt. 17.3.05.	16.00	2004-05	C.C work in progress	7.01
21.	W/S at KG School Mai Camp-II (Tiju Vill)	PHED/IV/234/2004-05.Dt.17.3.05	9.93	2004-05	G.I fitting partially booked	7.01
22.	W/S at KG School, Anbam Vill.	PHED/Sect18/2005-06 Dt.13.3.06	37.76	2005-06	Materials partially booked	5.23
23.	W/S at Comm. School, Old Ziro.	PHED/Sect18/2005-06 dt.13.3.06.	14.65	2005-06	Materials partially booked	1.98
24.	W/S at Primary School Tago.	PHED/Sect18/2005-06 dt 13.3.06	29.85	2005-06	Materials partially booked	2.30
25.	W/S at Comm. School, Bulla.	PHED/Sect18/2005-06 dt.13.3.06.	15.95	2005-06	Materials partially booked	3.94
26.	W/S at Comm.. School, Dutta.	PHED/Sect18/2005-06 Dt.13.3.06.	21.15	2005-06	Materials partially booked	0.19
27.	W/S at Comm. School NEEPCO, Yazali.	PHED/Sect18/2005-06 Dt.13.3.06.	9.63	2005-06	Materials partially booked	0.49
28.	W/S at Comm. School, Possa.	PHED/Sect18/2005-06 Dt.13.3.06	9.73	2005-06	Materials partially booked	4.25
29.	W/S at KG School, Seredaga Colony.	PHED/Sect18/2005-06 Dt.13.3.06	10.00	2005-06	Materials partially booked	1.30
30.	W/S at Primary School, Loly (Loly Vill)	PHED/Sect18/2005-06 Dt.13.3.06	10.00	2005-06	Materials partially booked	1.42
31.	W/S at ME School, Tall.	PHED/Sect18/2005-06 Dt.13.3.06.	10.00	2005-06	Materials partially booked	1.54
32.	W/S at KG School, Komp.	PHED/Sect18/2005-06 Dt.13.3.06.	10.00	2005-06	Materials partially booked	0.99
33.	W/S at KG School, Mowbhapa.	PHED/Sect18/2005-06 Dt.13.306	9.79	2005-06	Materials partially booked	0.75
34.	W/S at KG School Dodo.	PHED/Sect18/2005-06 Dt. 13.306.	10.00	2005-06	C.C work in progress.	2.416
35.	W/S at KG School, Russi.	PHED/Sect18/2005-06 Dt.13.3.06.	10.00	2005-06	Materials partially booked	0.988
36.	W/S at Comm.. School Saya.	PHED/Sect18/2005-06 Dt.13.3.06	10.00	2005-06	Materials partially booked	0.41
37.	W/S at Primary School, Pel	PHED/Sect18/2005-06 Dt.13.3.06	10.00	2005-06	Materials partially booked	1.937

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Sl. No.	Scheme	Sanction Order No. & Date	Estimated cost.	Taken up (Year)	Type of Expenditure	Amount of Expenditure.
38.	W/S at TRA School, Rup.	PHED/Sect18/2005-06 Dt.13.3.06	10.00	2005-06	Materials partially booked	0.75
39.	W/S at Comm. Kudang Barong.	PHED/Sect18/2005-06 Dt.13.3.06	7.40	2005-06	Materials partially booked	1.00
40.	W/S at KG School, Tanio.	PHED/Sect18/2005-06 Dt.13.3.06	10.00	2005-06	Materials partially booked	0.75
41.	W/S at Comm. Dani, Haju	PHED/Sect18/2005-06 Dt.13.3.06	10.00	2005-06	Materials partially booked	0.50
42.	W/S at Comm.Pura.	PHED/Sect18/2004-05 Dt.13.3.06	9.73	2005-06	Materials partially booked	0.299
43.	W/S at Keka Primary School.	PHED/IV/234/2004-05 Dt.17.3.05	11.29	2004-05	Materials partially booked	3.87
44.	W/S at Loa Primary School.	PHED/Sect18/205-06 Dt.17.3.05.	11.29	2004-05	Materials partially booked	3.11
45.	W/S at Comm. School Kolapang.	PHED/Sect18/2005-06 Dt.13.3.06	14.40	2005-06	Storage tank completed. Material partially booked	3.84
46.	W/S at Comm. School, Rigyo.	PHED/Sect18/2005-06 Dt.13.3.006	8.97	2005-06	Materials partially booked	2.71
47.	W/S at Raga Primary School.	PHED/Sect18/2005-06 Dt.13.3.06.	11.51	2005-06	Materials partially booked	1.46
48.	W/S at Comm. School, Tamenchi.	PHED/Sect18/2005-06 Dt.13.3.06	12.60	2005-06	Materials partially booked	3.49
49.	W/S at Comm.. School, Rakher.	PHED/Sect18/2005-06 Dt.13.3.06	12.76	2005-06	Storage tank completed. Material partially procured.	4.49
50.	W/S at Comm. School, Jugi	PHED/sect18/2005- 06 Dt.13.3.06	13.02	2005-06	Storage tank completed. Material partially procured.	5.21
51.	WE/S at Comm. School, Kumliko.	PHED/Sect18/2005-06 Dt.13.3.06	12.96	2005-06	Storage tank completed. Material partially procured.	5.13
52.	W/S at Comm. School, Boa Simla.	PHED/Sect18/2005-06 Dt.13.306	12.61	2005-06	Materials partially procured.	3.55
53.	W/S at Comm. School, Luba.	PHED/Sect18/2005-06. Dt.13.3.06.	14.80	2005-06	Materials partially booked.	5.31
	Total		657.195			144.88