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Report of the
Comptroller and Auditor General of India
on District CACHAR

For the year ended 31 March 2010

Report No. 6

Government of ASSAM

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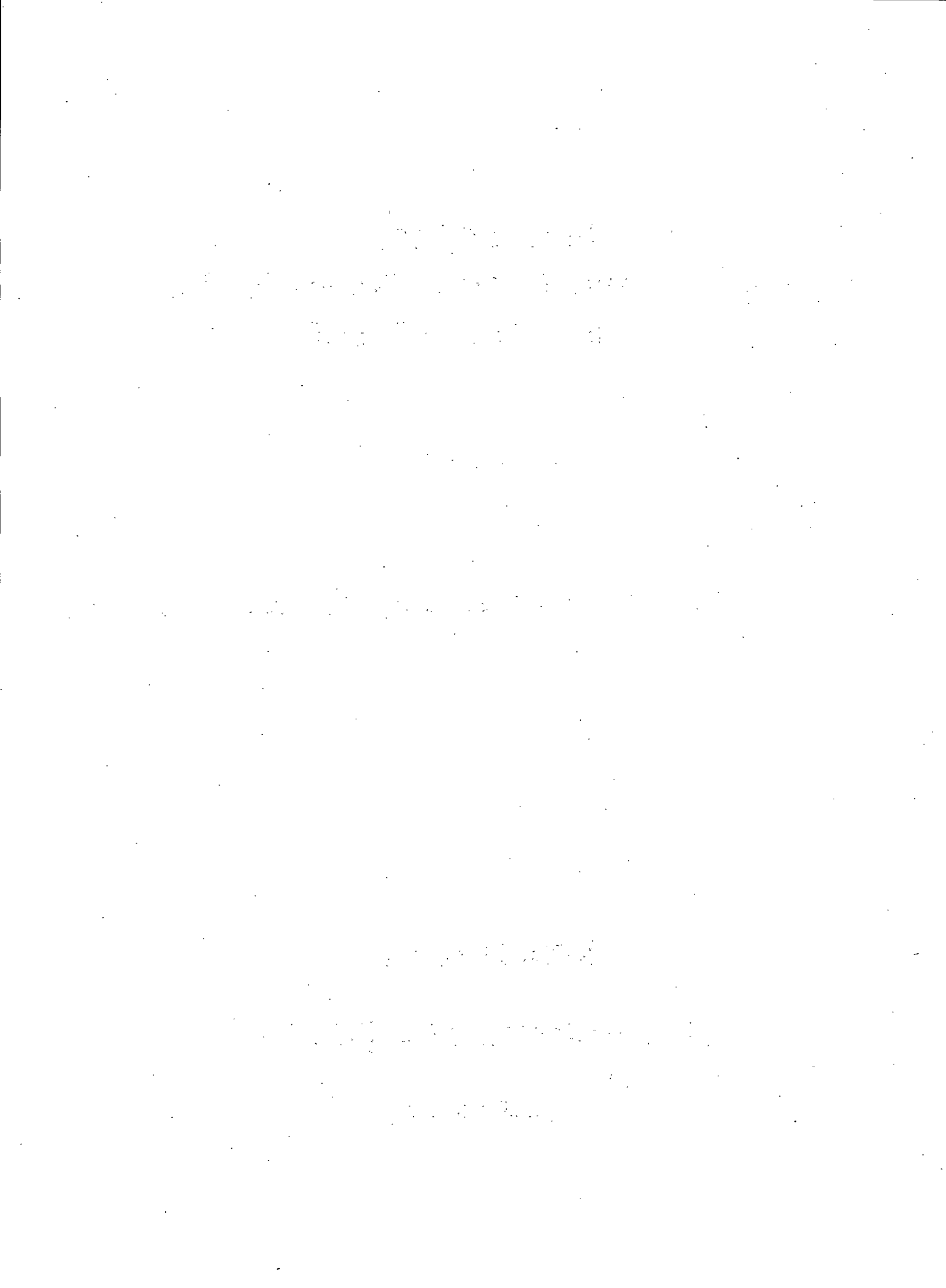
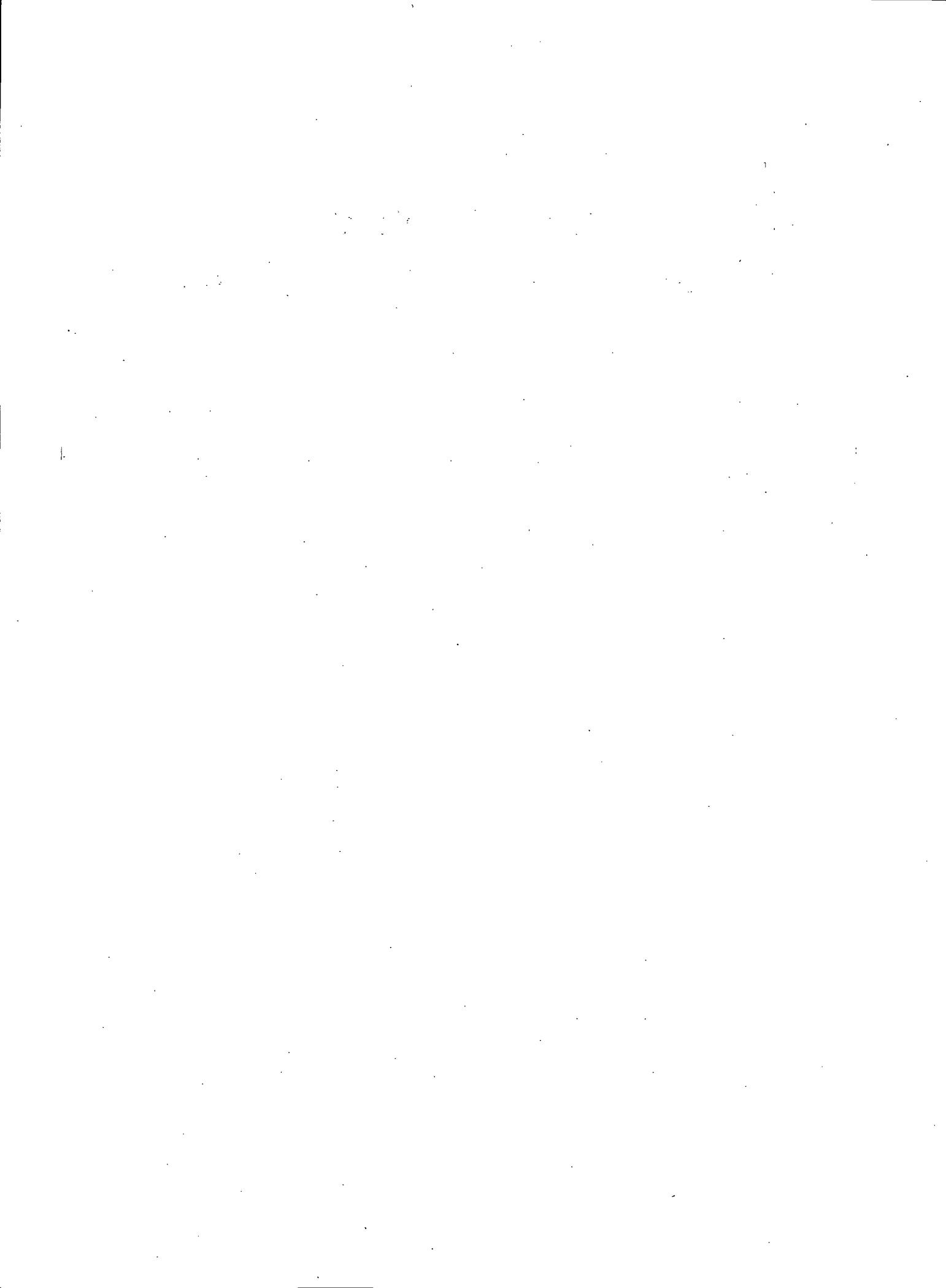


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Glossary of abbreviations

Abbreviations	Expanded form
AAP	Annual Action Plan
AIDS	Acquired Immune Deficiency Syndrome
AMTRON	Assam Electronics Development Corporation Limited
ANM	Auxiliary Nurse Midwives
AP	Anchalik Parishads
APW	Assam Public Work
ARWSP	Accelerated Rural Water Supply Programme
ASHA	Accredited Social Health Activist
BCG	Bacillus Calamide Gurine
BDO	Block Development Officer
BHAP	Block Health Action Plans
BPL	Below Poverty Line
BRC	Border Roads Construction
CEO	Chief Executive Officer
CHC	Community Health Centre
CSC	Common Service Centre
DC	Deputy Commissioner
DDC	District Development Committee
DDP	District Development Plan
DEEO	District Elementary Education Officer
DHAP	District Health Annual Plans
DHS	District Health Society
DMC	District Mission Coordinator
DPC	District Programme Coordinator
DPC	District Planning Committee
DPC	District Project Coordinator
DPMC	District Planning and Monitoring Committee
DPT	Diphtheria Petussis Tetanus
DRDA	District Rural Development Agency
DT	Diphtheria Tetanus
DTW	Deep Tube Well
DUDA	District Urban Development Authority
ED	Executive Director
FHAC	Family Health Awareness Camp
FIS	Flow Irrigation Scheme
FRU	First Referral Unit
GHS	Government High School
GHSS	Government Higher Secondary School
GOI	Government of India
GP	Gram Panchayat
IAY	Indira Awaas Yojana
IDSMT	Integrated Development of Small and Medium Towns
IFA	Iron Folic Acid
IHHL	Individual Household Latrine
IMR	Infant Mortality Rate
IPHS	Indian Public Health Standard
JSY	Janani Suraksha Yojana
LIS	Lift Irrigation Scheme
LMB	Lakhipur Municipal Board
MB	Municipal Board
MCH	Maternal and Child Health
MDM	Mid Day Meal
MLA	Member of Legislative Assembly
MLALADS	Member of Legislative Assembly Local Area Development Scheme
MMR	Maternal Mortality Rate

Audit Report on District Cachar for the year ended 31 March 2010

Abbreviations	Expanded form
MP	Member of Parliament
MPLADS	Member of Parliament Local Area Development Scheme
MPW	Multi-Purpose Worker
NACO	National Aids Control Organisation
NACP	National Aids Control Programme
NBCC	National Building Construction Corporation
NeGP	National e-Governance Policy
NPCB	National Programme for Control of Blindness
NGO	Non-Government Organisation
NLEP	National Leprosy Eradication Programme
NREGS	National Rural Employment Guarantee Scheme
NRHM	National Rural Health Mission
OBC	Other Backward Classes
P&D	Planning and Development
PD	Project Director
PGCL	Power Grid Corporation Limited
PHC	Primary Health Centre
PHE	Public Health Engineering
PMGSY	Pradhan Mantri Gram Sadak Yojana
PRI	Panchayati Raj Institution
PW	Public Works
PWSS	Piped Water Supply Scheme
RCH	Reproductive and Child Health
RGVY	Rajiv Gandhi Gramin Vidyutikaran Yojana
RKS	Rogi Kalyan Samiti
RRC	Regional Resource Centre
SC	Sub Centre
SC	Schedule Caste
SCA	Service Centre Agency
SDA	State Designated Agency
SGRY	Sampoorna Grameen Rozgar Yojana
SGSY	Swarnjayanti Gram Swarozgar Yojana
SHG	Self Help Group
SHS	State Health Society
SJSRY	Swarna Jayanti Shahari Rozgar Yojana
SMB	Silchar Municipal Board
SOE	Statement of Expenditure
SSA	Sarva Shiksha Abhiyan
ST	Schedule Tribe
STD	Sexually Transmitted Diseases
STI	Sexually Transmitted Infections
STW	Shallow Tube Well
TFR	Total Fertility Rate
TSC	Total Sanitation Campaign
TT	Tetanus Toxoid
T&CP	Town and Country Planning
ULB	Urban Local Body
UP	Upper Primary
USEP	Urban Self Employment Programme
UWEP	Urban Wage Employment Programme
VBTC	Voluntary Blood Testing Centre
VHSC	Village Health Sanitation Committee
VLC	Village Level Committees
VLE	Village Level Entrepreneurs
UPVC	Unplasticised Poly Venial Chloride
ZP	Zilla Parishad

Preface



PREFACE

1. This Report of the Comptroller and Auditor General of India contains the results of district centric Audit of Cachar district in Assam. 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 Cachar district during the period 2005 to 2010. Audit process involved test-check of records pertaining to Cachar district, in the State Planning and Development Department, the office of the Deputy Commissioner, District Rural Development Agency, selected Blocks, Gram Panchayats, Municipal boards of Silchar and Lakhipur, 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

Executive Summary

Recognising the importance accorded by the Planning Commission, Government of India, for a district-centric approach to devolution of finances for an integrated local area development, a district centric audit of Cachar district was carried out to assess the status and impact of implementation of various socio-economic developmental activities in the District during 2005-10 and to evaluate whether quality of life of the people has improved.

The review covered key Social Sector programmes 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 observed many positive points in the Social Sector programmes relating to health and education; there were quite a few areas where the State/District administration needs to focus its attention.

Planning

Audit scrutiny revealed that the District Planning and Monitoring Committee (DPMC) had not prepared a Perspective Plan or Annual Action Plans, or even a shelf of schemes for the overall development of the District. The local levels of administration like the Blocks and GPs were not involved in providing any inputs to the planning process. Schemes were sanctioned on an adhoc basis by the Deputy Commissioner (DC)/DRDA based on the proposals submitted by the MPs/MLAs/Other individuals/BDOs as per the perceived benefit to the local populace. In fact, there was no integrated District Plan.

In the absence of perspective plans and annual action plans for the development of the District with inputs from Blocks and GPs, gaps in various developmental schemes/programmes remained unidentified with the result that the felt needs of the weaker sections of the society and the disparities between various regions and communities within the District could not be addressed. **(Paragraphs 3.1 to 3.3)**

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 the needs of the District.

Accounting Framework and Financial Management

The total flow of funds to the District during 2005-10 and expenditure incurred was not available either with the Additional DC who is the Chief Planning Officer or with the District Planning Officer and other district authorities like DRDA.

Utilisation Certificates were submitted after the release of funds to implementing agencies without verifying their actual utilisation. Hence, the reported progress and achievement of these schemes depicting the outcomes did not reflect the true state of affairs. This also affected the future planning process for overall development.

Large amounts of funds obtained from GOI and State Government were parked in banks without utilising them within the prescribed timeframe, as works could not progress due to delay in land acquisition, land disputes, inadequate project management, skewed planning, execution, monitoring and supervision. There were also instances of misappropriation due to lapses in internal control mechanism.

(Paragraphs 4.1 to 4.3)

Recommendations

Financial management, in general, needs improvement, and funds provided for various socio-economic developmental programmes need to be efficiently and effectively utilised.

A uniform accounting system should be put in place for showing actual utilisation of funds relating to various developmental schemes as distinct from mere release of funds to implementing agencies. Also, a mechanism to ensure release of funds only for works and schemes for which all preliminary and preparatory works have been completed, needs to be evolved.

Social Services

Health

The process of assessing the health care requirements and gaps in infrastructure and manpower etc., as per NRHM is yet to be completed in the District. The District had one CHC, 32 PHCs and 272 SCs against the requirement of 12 CHCs, 48 PHCs and 289 SCs. The basic health care services required to be provided in the health centres were not available at many of the centres visited by the audit team. Moreover, due to non-availability of skilled manpower and infrastructure the purpose of setting up the health centres was not achieved in the District.

The overall achievement in the District with regard to immunisation of children between zero to one year age group covering BCG, DPT and OPV ranged between 71 and 83 *per cent* during 2005-10. However, the shortfall in achievement of targets in secondary immunisation ranged between 10 and 50 *per cent*. Prevalence of infant and child diseases like diphtheria (16 cases), tetanus (two cases), pertussis (153 cases), measles (7,134 cases) and polio (274 cases) were noticed during 2005-10.

Separate targets/health indicators for the districts were not prescribed, though as per the Mission (NRHM) guidelines, these were required to be done. Therefore, the progress of achievement of crucial health indicators for the District could not be ascertained and the authenticity of the data reported at the State level could also not be verified.

Community participation in planning, implementation and monitoring of the NRHM programme was not ensured. Although all the PHCs, SCs and the CHC had their Village Health and Sanitation Committees (VHSCs), Rogi Kalayan Samitis (RKSs) were formed only in 2008-09, and are yet to be made fully operational.

In the absence of proper planning involving identification of gaps in the healthcare infrastructure and non-availability of stipulated facilities and skilled manpower in the health institutions, the aim of providing accessible and affordable healthcare to people was not achieved in the District.

The percentage of institutional deliveries has been increasing over the period of implementation of NRHM, which is encouraging. Further, the District could achieve the goal of Leprosy elimination during the last five years. **(Paragraphs 5.1.1 to 5.1.10)**

Recommendation

The District Health Society should play a more positive role in commissioning a survey to identify the gaps in health care infrastructure and facilities and draw up a specific timeframe as per the NRHM guidelines, to provide accessible and affordable health care to the rural poor and vulnerable sections of the population. All the health centres should be equipped with adequate and skilled manpower to achieve the objectives of the programme.

Education

A review of the status of education in the District, especially in the context of implementation of Sarva Shiksha Abhiyan, revealed that the number of primary and upper primary schools (upto class VIII) increased but enrolment of children in the targeted age group of 6-14 years in these schools decreased during 2005-10.

Post class X education is being imparted in the District through a network of 242 Government High Schools (GHS) and 28 Government Higher Secondary Schools (GHSS). The Inspector of schools (IS) is the Controlling Officer at the district level for implementation of the schemes for educational development. Enrolment in classes

IX to XII has increased in the District during 2009-10 as compared to 2005-06. Some increase in pass percentage of Class-XII Board Examination was also noticed.

The infrastructure facilities available in 270 High and Higher Secondary Schools in the District are deficient as 127 schools do not have pucca buildings, two schools are running in rented buildings, 127 schools do not have separate toilets for boys and girls, 139 schools are running without electricity connection, 127 schools do not have safe drinking water facilities and nine schools have no separate laboratories for science subjects.

Scholarship schemes were not effectively managed. Neither surveys were conducted nor was any information regarding enrolment of SC/ST students obtained from the schools to ensure that the targeted group is given due financial assistance. Scholarships are being given only on the basis of applications received from the students.

Under Mid Day Meal Scheme the district administration could provide on an average 144 feeding days to primary students against the requirement of 222 days per year and 64 feeding days to upper primary students against the requirement of 205 days per year.

For management of the MDM programme by the teachers, considerable teaching time was lost. Further, the impact of the MDM through improvement of nutritional status of the students as well as improvement of quality of education through better performance in class examinations were never assessed.

To sum up, many schools in the District were lacking basic infrastructure/facilities and the scholarship schemes were not effectively managed as a database of the actual students to be covered and its periodical updation for assessing the requirement of funds was not being maintained which deprived and delayed the benefits of the scholarships to the eligible students. There were, however, significant qualitative improvement of pass percentage in Board's results inspite of shortage of teachers in schools.

(Paragraphs 5.2.1 to 5.2.3 and 5.3)

Recommendations

Basic infrastructure/facilities should be provided on a priority basis in all the schools, especially at the elementary level, to ensure an appropriate environment for teaching and learning. Appropriate steps should be taken by the Education Department to arrest the declining trend in enrolment in the schools.

The State Government should carry out a survey and create a database of the beneficiaries to be covered under various scholarship schemes. This database should be updated periodically and all the eligible students should be provided scholarship as per norms, in a timely manner.

Drinking Water

Out of 2,690 habitations, 890 (33 per cent) habitations were fully covered, 970 (36 per cent) habitations were partially covered and 830 (31 per cent) habitations were not covered upto 31 March 2005 whereas 1,963 (73 per cent) habitations were fully covered, 316 habitations (12 per cent) were partially covered and 411 (15 per cent) habitations remained uncovered as on 31 March 2010 showing significant increase in coverage during the last five years.

The quality of water provided to the fully covered habitations was, however, not tested at regular intervals and the Department also did not fix any norm for periodical testing. Out of 6,281 samples tested by the two divisions through two water testing laboratories available in the District, 280 samples were found contaminated with Arsenic. The divisions took remedial measures and provided safe drinking water through 88 Piped Water Supply Scheme in these localities but did not cover two habitations having population of 1,651.

As per information furnished by the Joint Director of Health Services, Cachar 1,035 cases of water borne diseases were detected (Diarrhea: 512; Gastroenteritis: 523) during 2005-10 indicating supply of unsafe drinking water.

There was substantial improvement in the coverage of habitations in the last five years. Supply of quality water was, however, not ensured by conducting required water sample tests at regular intervals. **(Paragraphs 5.4.1 to 5.4.5)**

Recommendations

The State Government/district administration needs to prepare a strategic action plan to provide potable drinking water to the uncovered habitations in a time bound manner.

Water quality testing system should be improved/upgraded to ensure supply of safe drinking water to the public.

Sanitation and Sewerage

According to Total Sanitation Campaign (TSC), all schools were to be covered by 2008. The division targeted 1,839 schools (out of 2,438) and covered 1,869 schools by 2009.

Further, only 51 per cent (859 out of 1,697) Angandwadi toilets were constructed although these were to be completed by 2009.

There are two towns in the District viz., Silchar and Lakhipur. No sewerage facilities are available in these two towns. The Department also did not have any plan for construction of sewerage plants. **(Paragraphs 5.5.1 to 5.5.2)**

Recommendation

Steps need to be taken to ensure sewerage facility in both the towns of Silchar and Lakhipur.

Economic Services

Infrastructure-Transportation and Road connectivity

The only airport in the District is at Kumbhirgram, 35 kms away from Silchar town. Except the district headquarters Silchar, only one Block headquarter (Salchapra) is connected by railways.

Out of the total 1,054 habitations in the District, only 425 habitations have been provided road connectivity as of March 2010. The distance of various places from the district headquarters ranges from 9 kms (Baskandi) to 40 kms (Rajabazar). Only 273 kms road was added during the last five years.

Out of 524 road works, 170 works (32 per cent) were completed. Of which only 54 works (10 per cent) were completed within stipulated completion period. Further, out of remaining 354 works, 42 works had not been started whereas the remaining 312 works are in progress. Out of 312 works, 139 works, which were due for completion, remained incomplete with delays ranging from one to 43 months.

Failure to evolve viable mechanism to resolve land disputes and other problems to facilitate timely completion of road works has delayed the providing of road connectivity to all the villages in the District. **(Paragraph 6.1.1)**

Irrigation

During 2007-10, 55 schemes were sanctioned at an estimated cost of ₹165.01 crore, of which 49 schemes (Estimated cost: ₹136.54 crore) were taken up for execution. Out of these 49 schemes 37 were due for completion as on 31 March 2010, against which only seven schemes (Expenditure: ₹3.31 crore) were completed and the balance 42 schemes were in progress after incurring an expenditure of ₹62.78 crore, with physical progress ranging between one to 95 per cent. Against the targeted potential of 10,818 hectare of irrigated land only 2,868 hectare (27 per cent) could be created indicating shortfall of 7,950 hectare.

Thus, due to delay in completion of the schemes, the desired potential was not created and a large number of schemes remained inoperational. **(Paragraph 6.1.2)**

Other Developmental Schemes

The other developmental schemes like District Development Plan (DDP), Untied funds, Members of Parliament Local Area Development Scheme (MPLADS), Member of Legislative Assembly Area Development Scheme (MLAADS) etc., were taken up in the District in an uncoordinated manner as the works were neither properly planned nor completed within the specified timelines, resulting in huge accumulation of funds lying unutilised. The assets created out of these schemes also remained unknown to the district administration as no asset register was maintained at any level. **(Paragraph 6.1.3)**

Recommendation

A coordinated approach needs to be adopted by the State/District administration with the executing agencies to ensure that the works are planned and completed in time to ensure that benefits percolate down to the people.

Employment Generation

Sampoorna Gramin Rozgar Yojana (SGRY)

Under SGRY, works were proposed on perceived need in an ad-hoc manner, rather than in a planned and coordinated manner, resulting in overlaps in execution of works and underutilisation of available funds. There was no database at the district/DRDA level, detailing the developmental works undertaken in various Blocks and GPs.

While 30 per cent of employment generated should have been in respect of women beneficiaries, the DRDA reported only 1.90 lakh mandays for women out of 52.93 lakh mandays generated in the District during 2005-08, resulting in less wage employment of 13.98 lakh mandays for women. **(Paragraph 6.2.1)**

National Rural Employment Guarantee Scheme (NREGS)

Under the NREGS shortfall in providing guaranteed 100 days wage employment to card holders who had demanded employment ranged between 95.57 and 99.88 per cent. No unemployment allowance was granted to eligible job card holders who were not provided employment.

Thus, the district authorities failed to provide the guaranteed wage employment in rural areas of the District thereby defeating the objective of security of livelihood to the needy and the vulnerable sections viz., SC/ST and women; the extent of poverty alleviation through these schemes was not up to the targeted level. **(Paragraph 6.2.2)**

Swarnajayanti Gram Swarozgar Yojana (SGSY)

Though a database indicating year of formation of the Self Help Groups (SHGs) and individual Swarogaries, amount of subsidy and revolving fund released to participating banks is maintained, details of payment of loan and subsidy and revolving funds to the beneficiaries were not indicated. Further, financial status of the SHGs and individual Swarogaries were not physically verified/ensured at any level as evident from the records produced to Audit. Performances/activities of the SHGs/Swarogaries had not been monitored.

(Paragraph 6.2.3)

Thus, in the absence of any monitoring mechanism to evaluate the status of economic viability of the projects undertaken by SHGs/individuals, their economic upliftment was not ascertainable in audit.

Housing Scheme

Indira Awaas Yojana (IAY)

Under IAY 31 to 89 *per cent* houses were completed in the District, whereas in the test-checked Blocks 10 to 95 *per cent* houses were completed during 2005-10. In three Blocks construction of 958 houses were not taken up due to non-selection of beneficiaries. Further, 3,199 beneficiaries were selected from outside the BPL list. Besides, selection of beneficiaries was not done by Gram Sabhas as required according to the provision of guidelines.

(Paragraphs 6.3.1 to 6.3.4)

Recommendation

Selection of BPL beneficiaries should be ensured.

Energy

Rajiv Gandhi Gramin Vidyutikaran Yojana (RGGVY)

Out of 1,020 villages in the District, 850 villages (83 *per cent*) were electrified as of March 2010. The State Government chalked out plans for electrifying 890 villages but did not initiate any action to electrify the remaining 130 villages.

Out of targeted 73,512 BPL households, 40,000 were covered, of which only 4,227 (11 *per cent*) were energised. Further, delay in completion of the work resulted in price escalation of ₹15.60 crore.

(Paragraph 6.4)

Recommendation

The district administration should streamline its internal processes and co-ordination among different agencies to ensure coverage of un-electrified villages and completion of the project within a specific timeframe.

General Services

E-Governance

For implementation of the National e-Governance Policy (NeGP) the Government of Assam appointed (August 2009) M/s Assam Electronics Development Corporation Limited (AMTRON) as the State Designated Agency (SDA). The SDA (AMTRON) in turn, selected M/s Zoom Developers Ltd., a private agency as the Service Centre Agency (SCA) for the District. A District e-Governance Society was also constituted (November 2009) under the Chairmanship of the Deputy Commissioner, Cachar for implementation of NeGP, monitoring the functioning of the Common Service Centres (CSCs), delivery of G2C services etc.

Though 159 Village Level Entrepreneurs (VLEs) were appointed as of July 2010 to run the CSCs at GP/village and expenditure ₹15.53 lakh was already incurred, the CSCs were providing only B2C services¹ and no G2C service² was being provided mainly due to inaction of the district authority.

The District e-Governance Society/district administration has not intimated the steps taken/proposed to be taken for early implementation of NeGP in the District.

(Paragraph 7.1)

Waste management

Management of solid waste by Municipal Boards was characterised by inherent defects of usage of open vehicle for transportation of waste and non-development of suitable sites for setting up of solid waste management project.

Except Medical College, Silchar no other organisation providing medical services has an incinerator for disposing of the bio-medical waste as per specified norm of the Pollution Control Board.

(Paragraph 7.2)

¹ **B2C service:** DTP, commercial photography, internet browsing, insurance, computer education, e-recharge, downloading, CD burning, DTH sale, courier service, coin PCO etc.

² **G2C service:** PRC, caste certificate, Non-creamy layer certificate, next of keen certificate, bakijai clearance certificate, senior citizen certificate, permission for delayed birth/death certificate, permission for special events etc.

⊙ The district town of Silchar is deficient in drainage system. As a result water logging during rainy season causing difficulties to general public was noticed.

⊙ In the case of banking facilities available in the District, Audit noticed that only 124 (12 per cent) out of 1,020 villages were covered by the bank branches. Only 14 per cent of total credits were provided to the farmers, which indicated that financial services at an affordable cost to lower income groups is yet to be delivered in the District.

⊙ Availability of electricity supply is a cause of concern to the common man. The shortage in meeting energy requirement in the District ranged between 17 and 27 per cent during 2005-10 where as shortage of peak demand ranged between 41 to 49 per cent. As a result supply of electricity is available only for 12 to 16 hours a day.

⊙ Crime cases in the District increased by 13 per cent from 3,370 cases as on 31 March, 2005 to 3,807 cases as on 31 March, 2010. Major increases were in kidnapping (84 per cent), rape (44 per cent), car lifting (77 per cent) and theft (16 per cent). Increase in crime cases during 2005-10 indicates that there was no noticeable effect of MOPF in minimizing the crime rate in the District.

To sum-up the District is deficient in basic amenities like good quality roads, sufficient supply of electricity, medical facilities, adequate bank branches, transportation and communications, drainage system. Besides there is no Waste management Plan for both Bio-medical and municipal wastes available in the District.

(Paragraphs 7.3.2 to 7.3.3)

Recommendation

Waste management plans need to be finalised by the MCs on priority basis for pollution free environment.

Satisfaction level of the beneficiaries in the district

The responses to personal interviews and information furnished by the GPs indicate poor satisfaction level in respect of road conditions, drinking water supply, electricity supply, medical facilities etc. **(Chapter-8)**

Recommendation

The District authority should take concrete and tangible efforts to improve the quality of life in the district by efficient implementation of the development programmes.

Monitoring Mechanism and Impact Evaluation

Monitoring and supervision of the progress of implementation of various schemes at all tiers of local administration in the District was perfunctory which impacted the progress of developmental works/projects undertaken by various departments/implementing agencies. Consequently, there were a large number of works in the social and economic sectors which were plagued by cost and time overruns thereby depriving the public of the benefits of these developmental schemes.

(Paragraphs 9.1 to 9.5)

Recommendation

Monitoring, inspection and supervision needs to be strengthened at all the tiers of local administration to ensure that the programmes are executed on time and within cost, and timely corrective action is taken in cases of slippage.

Conclusion

The GOI has increasingly been entrusting the responsibility at local level, especially the PRIs, to ensure efficiency and effectiveness in delivery of key services like health, education, employment etc. Audit scrutiny, however, revealed that people's participation in the planning process at the Block and GP levels was absent, which hindered the planned progress in the District.

Due to multiplicity of programmes/schemes and even large number of implementing/executing agencies, it was difficult for the district administration to effectively coordinate, monitor and supervise the schemes. Adequate monitoring system was either not instituted or was not functioning as required with regard to execution of schemes.

The State Government should introduce structured and coordinated district planning process by mapping the gaps in infrastructure under various sectors like health, education, drinking water supply, employment generation etc. To achieve the targets set through such plans, a clear road map should be drawn up by the district administration so that the intended benefit of the scheme reach the beneficiaries in time. District specific human development indicator to gauge the extent of development and the effectiveness of various schemes being implemented in the District should be evolved by the State Government. People's participation is essential for ensuring sustainable development in the District.

(Chapter-10)

Introduction



Chapter 1: Introduction

1.1 Profile of the District

The District of Cachar, located in the southernmost part of Assam, is one of the oldest districts of Assam. It is bounded on the North by Barail and Jaintia hill ranges, on the South by the State of Mizoram, on the West by sister districts Hailakandi and Karimganj and on the East by Manipur.

The District spans an area of 3,786 sq km, which is 4.83 *per cent* of the total area of the State (78,438 sq km) and is headquartered at Silchar. The District accounts for about 5.43 *per cent* (14.45 lakh) of the population of the State (2.66 crore) with 86.09 *per cent* (12.44 lakh) of them residing in rural areas. The District comprises of two Sub-Divisions¹ and five revenue circles. To cater to rural development, the District has been divided into 15 Community Development Blocks covering 163 Gram Panchayats (GPs). The rate of literacy in the District is 68 *per cent*, marginally higher than 63 *per cent* at the State level and the national average of 65 *per cent*. However, out of 2.74 lakh families of the District, 27 *per cent* (0.74 lakh families) live below the poverty line (BPL). The sex ratio of the District is 945 against the sex ratio of 935 in the State. SC/ST population comprises 15.7 *per cent* of the total population of the District.

¹ (i) Silchar (Sadar) Sub-Division
(ii) Lakhimpur Sub-Division

1.2 Administrative Set-up

Deputy Commissioner

The District Planning and Development Committee is the apex body at the district level for approving the shelf of schemes for the development of the District. The Deputy Commissioner (DC) is in charge of the District and is the sanctioning authority for all developmental programmes in the District. He is also the Executive Director (ED) of the District Rural Development Agency (DRDA), and ensures co-ordination between DRDA, Panchayati Raj Institutions (PRIs), field officers and all other departments of the State Government. In other cases (State and Central Plan schemes implemented by various Departments), he is the District Programme Coordinator (DPC). Although DC is the overall incharge of the District including law and order, the Superintendent of Police (SP) is responsible for maintenance of law and order in the District.

DC is assisted by Additional DC (Development), who is the Chief Planning Officer, for preparation and prioritisation of schemes and their monitoring and review.

District Rural Development Agency (DRDA)

DRDA is the main organ at the district level to oversee the implementation of various rural developmental programmes. It is responsible for planning and coordinating with various agencies - Governmental, non-governmental, technical and financial for successful programme

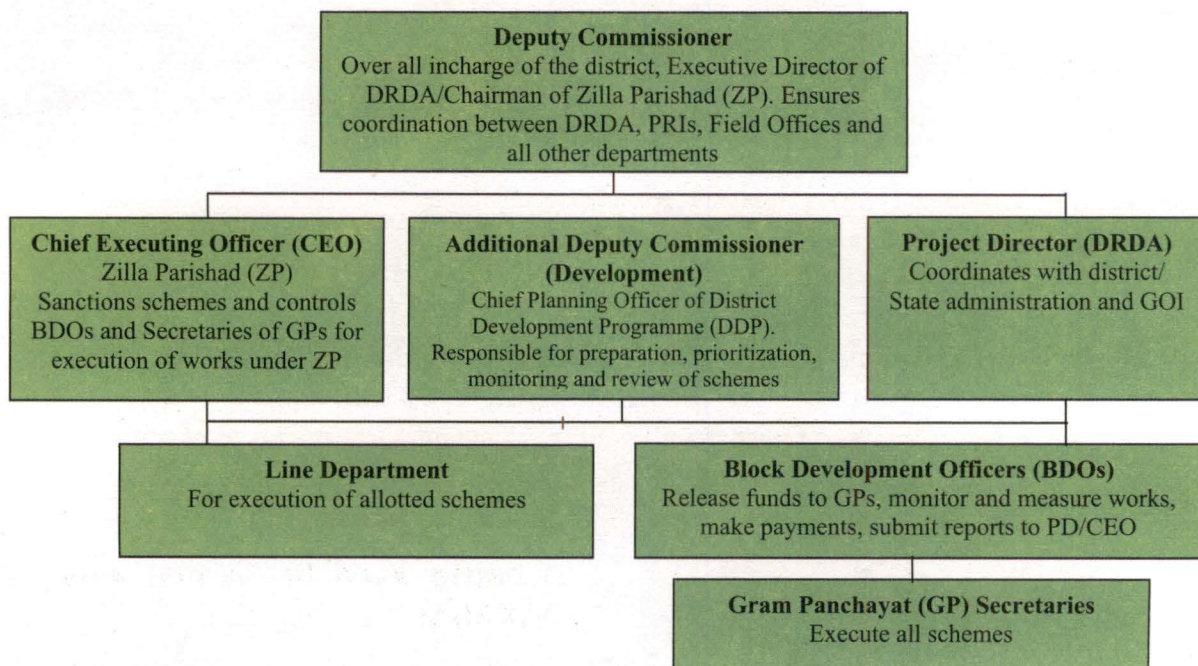
implementation. DRDA enables the community and the rural poor to participate in the decision making process, oversees the implementation of various programmes to ensure adherence to guidelines, quality, economy and efficiency and reporting to the concerned authorities at prescribed intervals. It is also responsible for conduct of various surveys relating to BPL families etc. Project Director (PD) is the executive in charge of DRDA and the controlling officer for all the Block Development Officers (BDOs). PD, DRDA is responsible for interaction with the District/State administration as

well as with GOI and ensures co-ordination with ZP for implementation of various rural development programmes.

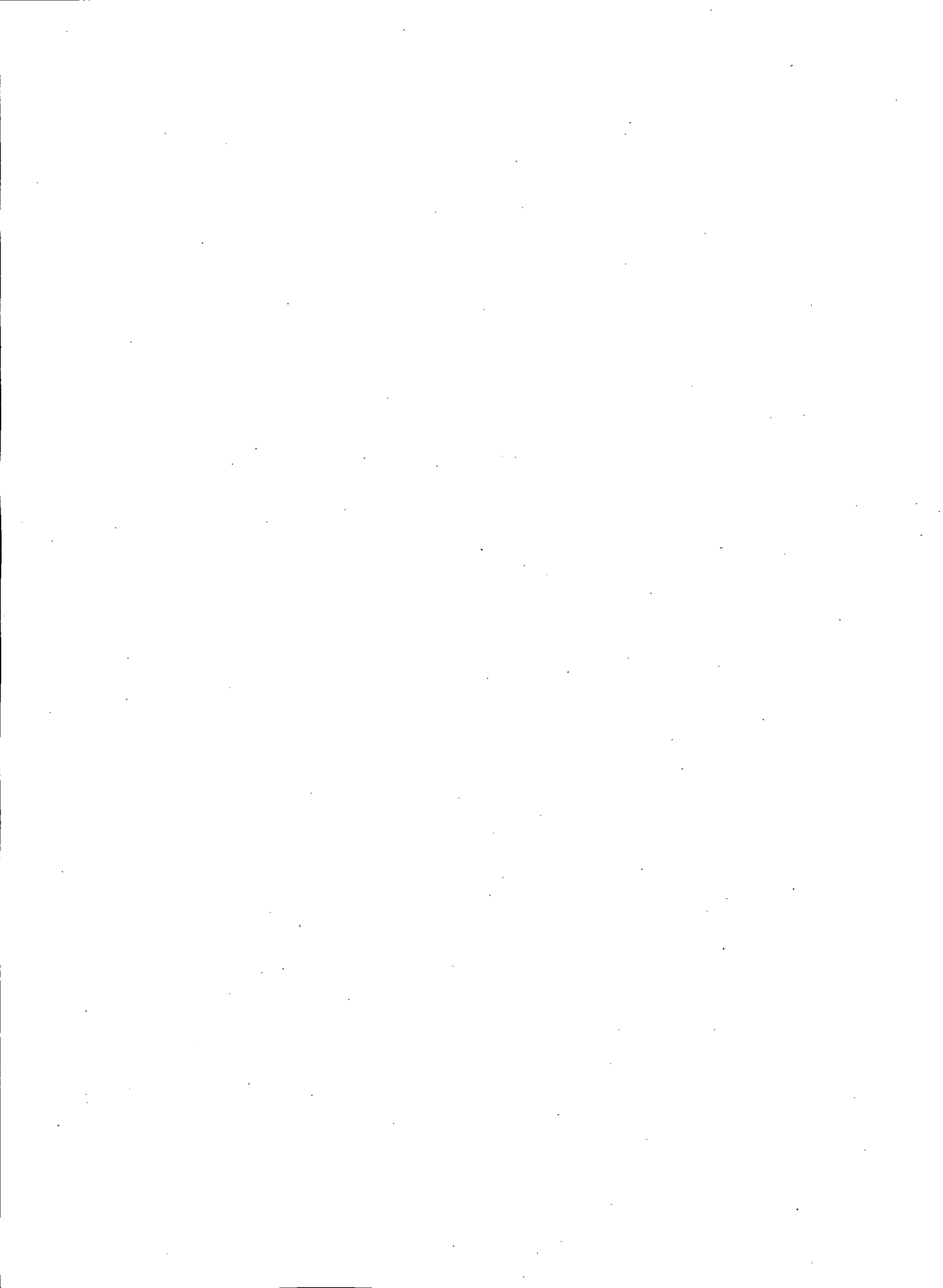
The Chief Executive Officer (CEO), ZP, who is appointed by the State Government, is the sanctioning authority of schemes and exercises control over BDOs and the Secretaries of Gram Panchayats (GP) for execution of works under ZP.

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

Chart – 1



Audit Framework



Chapter 2: Audit Framework

2.1 Scope of Audit

Audit of district Cachar involved a review of the significant socio-economic developmental schemes/programmes implemented in the District during the period 2005-10. 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 the projects and schemes implemented for improvement of road connectivity in the District (PMGSY and other road sector schemes), provision of employment and houses to the poor and vulnerable sections of the society (SGRY, NREGS, IAY and Untied Fund) etc. This audit covered the developmental initiatives and the associated expenditure in the District - whether from Central or State funds, and focused on the role and responsibilities of the District Administration in providing the essential public services and improving the quality of life of the people of the District and the extent of community participation in programme implementation and monitoring. The status of provision of basic civic amenities by the municipal authorities and law and order situation in the District was also reviewed.

Audit was based on a scrutiny of the records in the State Planning and Development Department, the office of DC, DRDA, selected Blocks and GPs and concerned line departments during January and July 2010.

2.2 Audit Objectives

The objectives of audit were to assess:

- the adequacy and effectiveness of the annual planning process for different programmes.
- the effectiveness of the developmental programmes in terms of achievement of targeted outputs and outcomes and their economical and efficient execution.
- the adequacy and effectiveness of procedures for receipt, utilisation and accounting of funds.
- the adequacy and effectiveness of the processes for monitoring, reporting and evaluation and its ultimate impact on the quality of life on the people of the District.

2.3 Audit Criteria

Audit findings were benchmarked against the following criteria:

- District plans and annual plans;
- Guidelines of the concerned programmes/schemes; and
- Prescribed monitoring mechanisms.

2.4 Audit Methodology

Before the commencement of audit, discussions were held with Addl. DC (Development), in an entry conference in March 2010 wherein the audit objectives and scope of audit were discussed and his inputs and perceptions relating to various developmental programmes were obtained.

Photographic evidence and physical verification were also taken into consideration to substantiate audit observations.

The District has 15 Development Blocks and 163 GPs. Blocks were stratified on the basis of their remoteness from the district headquarter and four Blocks² falling in remote areas were selected for detailed scrutiny. Three other Blocks³ were selected on simple random sample basis. Further, 25 *per cent* of the GPs (41 numbers) falling within these seven Blocks and the villages in these GPs were also selected for extensive audit, based on simple random sampling without replacement method. Besides, the records of DC, DRDA, Sarva Shiksha Abhiyan, DEEO, Inspector of Schools, District Health Mission, Municipal Boards of Silchar and Lakhipur, Executive Engineers of Public Works (PW) Divisions, Public Health Engineering (PHE) Divisions and Irrigation Divisions and other concerned offices were also scrutinized. The

satisfaction level of beneficiaries on different parameters was evaluated through collection of information from 35 GPs.

An exit conference was held on 7 October 2010. The Commissioner and Secretary, Finance Department and Joint Secretary, Planning and Development Department attended the meeting. But no discussion could be held due to absence of representatives from the District Authority. The Commissioner and Secretary, Finance assured that para-wise reply would be furnished by 12 October 2010, which was awaited (December 2010).

2.5 Acknowledgement

The office of the Principal Accountant General (Audit), Assam acknowledges the co-operation extended by DC and district heads of the concerned departments.



² Binnakandi, Borkhola, Kalain and Katigarh.

³ Narsingpur, Sonai and Udharband.

Planning

Chapter 3: Planning

3.1 District Planning Committee

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

3.2 Policy and Planning

District Planning and Monitoring Committee (DPMC), formed in August 2004, with a Cabinet ranked minister from the District as the Chairman of the Committee, is the apex body in the District. The committee is to meet as many times as felt necessary during the 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 the schemes is also the function of the DPMC.

3.3 Perspective and Annual Plans

Audit scrutiny revealed that DPMC had not prepared any Perspective Plan or AAP or even shelf of schemes for overall development of the district. District Development Plan was not prepared prior to 2006-07 as discussed in Para-6.1.3. Thus, the envisaged planning process was not adhered to. The Committee had met four times during 2006-10 to review the progress of implementation of the development schemes.

Planning for urban development includes planning for employment generation in urban areas under the scheme "Swarna Jayanti Sahari Rojgar Yojana" (SJSRY) and also planning for infrastructure development under "Integrated Development of Small and Medium Towns" (IDSMT).

The District Urban Development Authority (DUDA), which implements the SJSRY and IDSMT, did not prepare any action plan for implementation of the schemes. Besides, preparation of shelf of projects and identification of beneficiaries through survey was also not done.

In the implementation of IDSMT planning process started after receipt of funds based on the quantum of funds. Shelf of projects and AAPs were not prepared as discussed in Para-7.3.1.

Thus, preparation of AAPs was done on an ad-hoc basis and most significantly,

survey and identification of beneficiaries were not done.

NREGS, Sampurna Grameen Rozgar Yojana (SGRY) and Indira Awaas Yojana (IAY) were implemented by DRDA through ZP and GPs during 2005-10. Annual action plans indicating location-wise distribution of works for execution based on proposals made by Village Level Committees/Gram Sabhas, however, were not shown to Audit. Under NREGS/SGRY year-wise

targets for employment generation were not fixed. Hence, transparency in planning process as envisaged in the guidelines could not be ascertained in audit.

Thus, adequate and envisaged planning process was absent in the District. Schemes and programmes were implemented without assessing the actual requirement of the area/people and without identifying the actual beneficiaries.

In the absence 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 (both rural and urban) of the society and the disparities between various regions and communities within the District could not be addressed adequately.

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 the District.



Financial Management and Accounting Framework

Chapter 4: Financial Management and Accounting Framework

Funds are allocated to the District through the State budget for various developmental activities. In addition, funds are directly released to DRDA and implementing agencies for implementation of various socio-economic programmes by the State and GOI. DRDA releases the funds to the Blocks and other executing agencies based on the approved allocation for individual schemes.

4.1 Gaps in the Funds flow and Expenditure incurred

The total flow of funds to the District during 2005-10 and expenditure incurred was not available either with the Additional Deputy Commissioner (Development) who is the Chief

Planning Officer or with the other district authorities like DRDA. However, information on funds received and reported expenditure as on March 2010 in respect of certain significant programmes as collected by Audit from various departments is detailed below.

Table-1: Position of funds received and expenditure incurred in respect of certain significant programmes

(₹ in crore)

Sl. No.	Scheme	Funds provided	Expenditure incurred
(1)	(2)	(3)	(4)
1.	National Rural Health Mission (NRHM)	53.58	37.92
2.	National Aids Control Programme (NACP)	0.32	0.23
3.	Sarva Shiksha Abhiyan (SSA)	106.24	105.75
4.	Pre-matric Scholarship for SC/ST students	0.10	0.10
5.	Post-matric Scholarship for SC/ST students	1.45	1.45
6.	Mid-day Meal	25.72	21.50
7.	Water Supply	175.08	175.08
8.	Total Sanitation Campaign (TSC)	21.78	10.31
9.	Pradhan Mantri Gram Sadak Yojana (PMGSY)	154.20	140.27
10.	Other Road Sector Schemes	123.28	123.28
11.	Irrigation	67.68	66.09
12.	District Development Plan (DDP)	13.40	12.71
13.	Untied Funds	5.58	4.59
14.	Member of Parliament Local Area Development Scheme (MPLADS)	9.00	8.01
15.	Member of Legislative Assembly Local Area Development Scheme (MLALADS)	11.20	8.59
16.	Sampoorna Grameen Rozgar Yojana (SGRY)	74.72	74.29
17.	National Rural Employment Guarantee Scheme (NREGS)	90.13	81.59
18.	Swarnjayanti Gram Swarozgar Yojana (SGSY)	45.09	41.96
19.	Kalpataru	10.02	8.50
20.	Indira Awaas Yojana (IAY)	139.65	136.57
21.	Rajiv Gandhi Grameen Vidyutikaran Yojana	58.42	58.41
22.	E-Governance	0.45	0.16
23.	Municipal Boards	7.32	5.07
24.	Silchar Storm Water Drainage Programme	17.00	4.25
25.	National Old Age Pension Scheme (NOAP)	20.68	20.01
26.	Integrated Child Development Scheme(ICDS)	51.21	46.18
	Total:	1,283.30	1,192.87

Source: Departmental figures.

Audit analysis revealed that there was a gap between the funds received and expenditure incurred as funds received from GOI and State Government are parked in different bank accounts (scheme-wise) without being utilised within the prescribed timeframe, as works could not progress due to delay in land acquisition, land disputes, inadequate project management – planning, execution, monitoring and supervision.

4.2 Maintenance of Accounts

DC released funds to BDOs, Construction Committees and NGOs for execution of works under different schemes implemented through them. Similarly, DRDA had released funds to BDOs who in turn released the same to GPs. Both DC and DRDA showed the funds as expended as soon as they were released to the next lower level. Except DRDA, BDOs and GPs did not maintain scheme-wise fund register indicating funds received and released/utilised. Further, GPs did not submit any statement of expenditure (SOE) to the blocks but the blocks furnished SOE to DRDA on the basis of funds released to GPs.

However, funds remained unutilised both at Block and GP level as discussed in paras 6.2.1, 6.2.2 and 6.3.1.

4.3 Internal Controls

BDOs hold monthly meetings to apprise the concerned Panchayat Secretaries about the works sanctioned and release the first installment on the basis of resolution passed by the concerned GP for preliminary work. However, Audit

scrutiny revealed that no control was exercised by BDOs to see that the resolutions from GPs (41 numbers) are received in time and works were executed in a timely manner. As a result, large amount of funds remained unutilised for long periods.

Besides, there were glaring examples of lapses in internal control resulting in misappropriation as evident from the following cases:

➤ According to the records of DRDA ₹1.09 crore was transferred to BDO, Kalain between April and November 2007. However, annual accounts of the Block disclosed receipt of ₹85 lakh (including opening balance of ₹3.00 lakh). Thus, there was a discrepancy of ₹27 lakh (₹109 lakh – ₹82 lakh) in receipt of fund from DRDA, misappropriation of which can not be ruled out. Of ₹85 lakh, ₹84 lakh were spent in implementation of the schemes. No vouchers/APRs etc., were produced in support of this expenditure.

➤ During 2007-08 an amount of ₹1.68 crore was released to BDO, Kalain for undertaking 15 works meant for nine GPs. BDO, however, diverted the funds for works executed at the Block level. An enquiry was conducted (between April and September 2008) by DC, Cachar wherein it was found that ₹1.58 crore was misappropriated. Except suspending the BDO and two other officials no other action had been initiated against the delinquent officials as of date. Thus, due to misappropriation of funds no employment could be generated out of the funds of ₹1.58 crore.

- In another enquiry conducted (April 2008) by the district administration against the then BDO, Silchar Development Block, it was found that the BDO misappropriated ₹10.41 lakh out of IAY funds for 2006-07 through fictitious vouchers. No action had been initiated against the officers.

In essence, in the absence of a integrated system of internal checks and controls of receipt, utilisation and accounting of developmental funds, there were funds lying unutilized and there was also a gap between the funds released and funds reported as utilised besides misappropriation of funds.

Recommendations

- A mechanism to ensure release of funds only for works and schemes for which all preliminary and preparatory works have been completed, needs to be evolved.
- A uniform system should be put in place for receipt, utilisation and accountal of funds and a system needs to be evolved for showing actual utilisation of funds as distinct from mere release of funds.



Social Services

Chapter 5: Social Services

A review of the implementation of the flagship programmes like Sarva Shiksha Abhiyan (SSA), Mid Day Meal (MDM), National Rural Health Mission (NRHM), Accelerated Rural Water Supply Programme (ARWSP) and Total Sanitation Campaign (TSC) brought out the successful efforts of the State and District Administration in improving the basic infrastructure in both Health and Education Sectors. However, there is a need to provide adequate and skilled manpower in these sectors to be able to use the infrastructure to achieve the intended objective of providing quality health care, education, water and basic civic amenities to the people of the District.

5.1 Health

The Joint Director of Health Services, Cachar at Silchar functioning under the State Health and Family Welfare Department is responsible for providing health care services to the people through a network of one district hospital, one Community Health Centre (CHC), 32 Primary Health Centres (PHCs) and 272 Sub Centres (SCs). Besides a Government medical college hospital, 16 Nursing homes and private hospitals are also providing health care services to the people.

5.1.1 Planning

As a first step towards providing accessible, affordable and equitable health care under NRHM, a household survey was to be carried out to identify the gaps in health care facilities in rural areas. Audit scrutiny revealed that the Regional Resource Centre (RRC), North East carried out evaluation survey to identify the gaps and the International Institute for Population Sciences, Mumbai had carried out the district level

household and facility survey. Other than these the Auxiliary Nurse Midwives (ANMs), Accredited Social Health Activist (ASHA) used to do the need based survey at the Block PHC level. However, data as collected from these surveys was not ratified by the Panchayati Raj Institutions (PRIs) as was required.

The District Health Society (DHS)⁴ is required to prepare a perspective plan as well as Annual Action Plans (AAPs). The NRHM focuses on the village as an important unit for planning but the DHS did not insist on village plans till 2008-09. Therefore, District Health Annual Plans (DHAPs) were prepared on the basis of Block Health Action Plans (BHAPs).

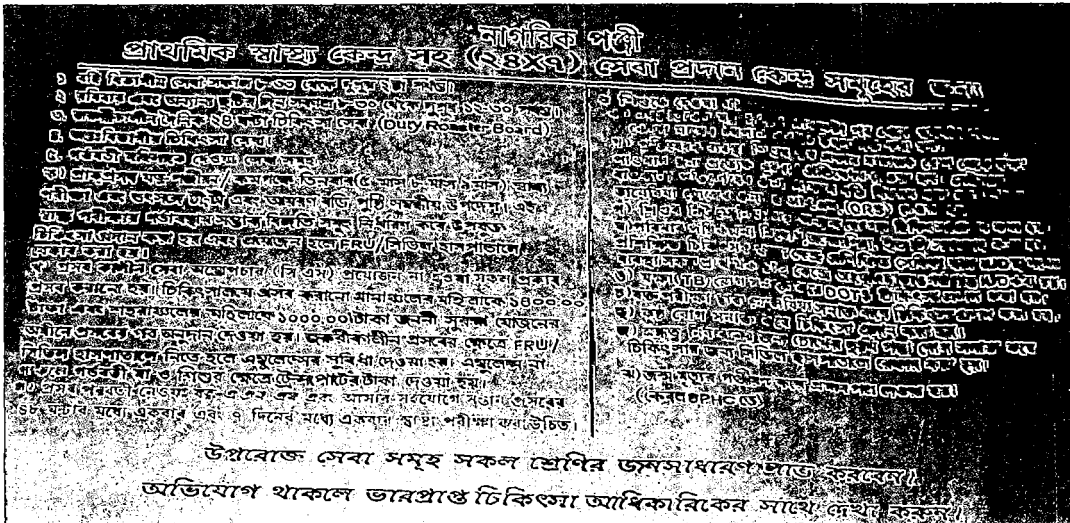
Audit scrutiny revealed that perspective plan was not prepared during 2005-10. The DHAPS were prepared for the years 2007-08, 2008-09 and 2009-10.

⁴ The District Health Society is the district level implementing agency of NRHM, which is headed by District Project Manager.

The Mission activities were to be converged with other department's programmes and working of non-Governmental stakeholders, Village Health and Sanitation Committees (VHSCs) and Rogi Kalayan Samitis (RKSs). Audit scrutiny revealed that all the PHCs, SCs and CHC have their own VHSCs although RKSs were constituted only in 2008-09 and are yet to be functional (November 2010). One of the objectives of RKS is to develop a Citizen Charter for every level of health facility with definite commitment in writing to the citizens for delivering standardised services within a specified time frame. Compliance to citizens'

charter was to be ensured through operationalisation of a Grievance Redressal Mechanism. Audit scrutiny revealed that while the citizen charter was displayed in all the PHCs and the CHC test-checked but there was no mechanism in place for redressal of complaints/grievances of the community regarding their need, coverage, access, quality, denial of care etc., and no records were produced to audit. Thus, health care campaign through the citizen charters was only partial and the grievances of the community regarding delivery of healthcare remained largely unaddressed.

Citizen Charter



Source: Citizen Charter of Udharbond PHC.

5.1.2 Fund Management

Funds are released to the DHS by the State Health Society (SHS). Funds available under NRHM against all components and expenditure incurred thereagainst during 2005-10 are shown below:

Table-2: Funds available under NRHM against all components and expenditure incurred there against during 2005-10

(₹ in crore)

Year	Opening balance	Funds received	Total funds available	Expenditure	Closing balance	Percentage of expenditure
(1)	(2)	(3)	(4)	(5)	(6)	(7)
2005-06	Nil	2.91	2.91	*	2.91	*
2006-07	2.91	4.19	7.10	2.51	4.59	35
2007-08	4.59	7.74	12.33	8.16	4.17	66
2008-09	4.17	14.75	18.92	9.16	9.76	48
2009-10	9.76	23.99	33.75	18.09	15.66	54
Total		53.58		37.92		

Source: Departmental figures.

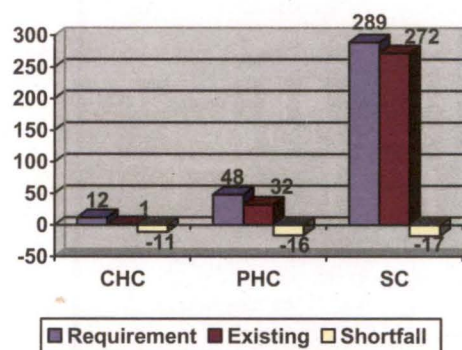
* Expenditure during 2005-06 was ₹37,062 only.

The above table shows that DHS could utilise only 35 to 66 per cent of total available funds during 2005-10 leaving unspent balance of ₹15.66 crore which reflected unrealistic assessment of fund requirements or limited absorption capacity by DHS.

5.1.3 Infrastructure

NRHM guidelines provided that one SC is to be set up for a population of 5,000, one PHC for 30,000 and one CHC for 1,20,000 population. For a total population of 14.45 lakh in the District 289 SCs, 48 PHCs and 12 CHCs were required to be set up. There were 268 SCs, 27 PHCs and one CHC in the District as on 31 March 2005 and during 2005-10 only 4 SCs and 5 PHCs were created. The status of infrastructure at the end of 2009-2010 against requirement is depicted in Chart-2.

Chart: 2



Source: Departmental figures.

It can be seen from the above chart that there was shortfall of 11 CHCs, 16 PHCs and 17 SCs against the requirement.

Non-setting up of the required health centres as per population norms resulted in non-achievement of the primary objective of improving accessibility to health facilities in rural areas.

➤ **Status of infrastructure at health centres**

The NRHM frame work envisaged provision of certain guaranteed services at SCs, PHCs and CHCs as per norms of Indian Public Health Standard (IPHS). The position of non-availability of infrastructure facilities and health care services in the District are given in Table-3 and Table-4 respectively.

Table-3: Non-availability of infrastructure facilities in health centres

Sl. No.	Infrastructure facilities	Sub-centres (SCs)		Primary Health centres (PHCs)		Community Health Centre (CHCs)	
		Requirement	No. of units where the facility is not available	Requirement	No. of units where the facility is not available	Requirement	No. of units where the facility is not available
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1.	Waiting room for patients	272	163	32	4	1	0
2.	Labour Room	272	160	32	10	1	0
3.	Operation theatre	Not required	NIL	32	23	1	0
4.	Clinic Room	272	272	32	0	1	0
5.	Emergency/Casualty Room	272	272	32	2	1	0
6.	Residential facility for staff	272	163	32	4	1	0
7.	Government buildings	272	163	32	0	1	0
8.	Separate utility for male and Female	272	163	32	18	1	0
9.	Provision for water supply	272	198	32	10	1	0
10.	Facility for medical waste disposal	272	272	32	32	1	1
11.	Electricity connection	272	140	32	2	1	0

Source: Departmental figures.

Table-4: Non-availability of basic health care services in health centres

Sl. No.	Health care services	Community Health Centre (CHCs)		Primary Health centre (PHCs)	
		Requirement	No. of units where the facility is not available	Requirement	No. of units where the facility is not available
(1)	(2)	(3)	(4)	(5)	(6)
1.	Blood storage facility	1	1	32	26
2.	New born care	1	1	32	10
3.	24 x 7 deliveries	1	0	32	6
4.	Inpatient services	1	0	32	15
5.	X-Rays	1	1	32	26
6.	Ultrasound	1	1	32	26
7.	Obstetric services	1	0	32	10
8.	Emergency services (24 hours)	1	0	32	2
9.	Diagnostic services	1	1	32	26
10.	Family planning	1	0	32	26
11.	Intranatal examination	1	0	32	4

Source: Departmental records.

In the absence of above physical infrastructure and health care services at health centres, the basic facilities could not be provided to the rural population as envisaged.



Photograph of Rented SC
(Motinagar SC under Sonai PHC/5 May 2010)



Photograph of un-scientific storage of drugs & medicine (Udharbond PHC/3 May 2010)



Photograph of unsecured maternal ward
(Borkhola PHC/4 May 2010)



Photograph of unhygienic maternal ward
(Borkhola PHC/4 May 2010)

The DHS received ₹29.70 lakh during 2005-06 for upgradation of Borkhola PHC (₹22.30 lakh) and Baskandi PHC (₹7.40 lakh) from SHS out of which ₹14.80 lakh was refunded to SHS and ₹8.08 lakh was spent leaving unspent balance of ₹6.82 lakh. The PHCs are yet to be upgraded as CHCs (November 2010). Further, ₹40 lakh was received during 2005-06 by the DHS for upgradation of Kalain CHC as a first referral unit (FRU), which was also refunded (December 2006) to SHS as per instruction of the Government.

Thus, the Department failed to provide appropriate health infrastructure and availability of referral services to these institutions despite availability of funds.

The Block PHC, Udharbond was inaugurated (9 July 2005) as a 30 bedded hospital by the Hon'ble Chief Minister, Assam but remained non-functional for want of infrastructure and manpower. The said unit is still functioning as a PHC with six bed capacity. The major portion of the building constructed for 30 bedded hospital remained unutilised as evident from the following Photographs.



Photographs of UdhARBOND BPHC/3 May 2010

5.1.4 Manpower Resources

NRHM aimed at providing adequate skilled manpower at all the health centres as per the norms of Indian Public Health Standard (IPHS).

The status with regard to the availability of manpower at various health centres physically verified by audit is given below:

Table-5: Availability of manpower as per IPHS norm at various health centres physically verified

Sl. No.	Particulars	Number of cases
Sub-centres (Total numbers audited: 10)		
1	Sub-centres without one MPW	10
Primary Health Centres (Total numbers audited: 7)		
2	PHCs without two medical officer	4
3	PHCs without an AYUSH Medical Officer	4
4	PHCs without two staff Nurses	2
5	PHCs without even one staff Nurse	2
6	PHCs without Lab. Technician/Pathologist	4
7	PHCs without Radiologist	7
8	PHCs without doctor	1

Source: Departmental figures.

The CHC had no General Surgeon, Eye Surgeon, Gynecologist and also no diagnostic facility.

It is evident from the above table that there was severe shortage of key health care personnel. In the absence of Medical Officers and Specialists especially in CHC, the aim of NRHM of providing adequate medical and specialist services remained unfulfilled.

5.1.5 Performance Indicators

Performance indicators qualifying the targets for reducing infant mortality rate (IMR), maternal mortality rate (MMR) and total fertility rate (TFR), reducing morbidity and mortality rate etc., are generally prescribed by the State Government. While Government of India has fixed targets for the country and the States to be achieved during Mission period, SHS had not fixed the year-wise targets for the districts, to enable monitoring and corrective action where necessary. In the absence of year-wise targets for the District, the progress of achievement of crucial health indicators of the District could not be ascertained.

5.1.6 Janani Suraksha Yojana

NRHM, with its programme of Reproductive and Child Health-II (RCH-II), aims to encourage prospective mothers to undergo institutional deliveries. To encourage institutional delivery, the Janani Suraksha Yojana (JSY) was launched to provide all pregnant women cash assistance of ₹1,400 irrespective of their age and number of previous deliveries and ₹600 to ASHA per case for bringing pregnant women to the health centre.

(a) Institutional Delivery

The targets for institutional deliveries in the District and the achievement there-against during 2005-10 are given below:

Table-6: Position of institutional deliveries.

Year	Pregnant women	Institutional delivery	Percentage
(1)	(2)	(3)	(4)
2005-06	46,500	11,519	25
2006-07	47,360	12,143	26
2007-08	47,914	20,755	43
2008-09	49,345	22,166	45
2009-10	46,315	27,680	60

Source: Departmental figures.

As can be seen from the above table, the achievement with regard to institutional deliveries ranged between 25 and 60 *per cent*. Thus, the percentage of institutional deliveries has been increasing over the period of implementation of NRHM, which is encouraging.

This is also evident from the status of pregnant women who had institutional deliveries as verified from the Maternal and Child Health (MCH) Registers in the test-checked units as shown below:

Table-7: Position of institutional delivery in the five⁵ test-checked units

Year	No. of pregnant women registered	Institutional deliveries	Percentage
(1)	(2)	(3)	(4)
2005-06	9,695	442	5
2006-07	16,324	1,766	11
2007-08	17,034	5,847	34
2008-09	17,532	7,740	44
2009-10	18,261	9,388	51

Source: Departmental figures.

The table above confirms that institutional deliveries were on the rise as envisaged by NRHM.

⁵ Borkhala PHC, Jalalpur PHC, Kalain CHC, Sonai PHC and Udharbond PHC.

(b) Antenatal care

One of the major aims of safe motherhood is to register all the pregnant women within 12 weeks of pregnancy and provide them with services like four antenatal check ups, 100 days Iron Folic Acid (IFA) tablets, two doses of Tetanus Toxoid (TT), advice on the correct diet and vitamin supplements and in case of complications, refer them for more specialised gynaecological care. Early detection of complications during pregnancy through the prescribed antenatal checkups is an important intervention for preventing maternal mortality and morbidity. However, records of ante-natal checkups were not maintained properly in any of the sampled health centres. Details of registration as well as the MCH registers were also not maintained systematically. As a result ante-natal checkups provided to the pregnant women could not be ascertained in audit.

5.1.7 Immunisation Programme

The overall achievement in the District with regard to immunisation of children between zero to one year age group covering Bacillus Calamide Gurine (BCG), Diphtheria Petussis Tetanus (DPT) and Oral Polio Vaccine (OPV) ranged between 71 and 83 *per cent* during 2005-10. However, the shortfall in achievement of targets in the secondary immunisation of children ranged between 29 and 30 *per cent* for DT (five years age group) during 2007-10, ten and 31 *per cent* for TT (10 years age group), 18 and 50 *per cent* for TT (16 years age group) during 2005-10. During 2005-06 and 2007-10, two rounds of pulse polio programme were completed where as in 2006-07, six rounds were completed. Audit scrutiny

revealed that shortfall in achievement of target resulted in prevalence of infant and child diseases like diphtheria (16 cases), tetanus (2 cases), pertussis (153 cases) measles (7,134 cases) and polio (274 cases) during 2005-10.

5.1.8 National Programme for Control of Blindness (NPCB)

The NPCB aimed at reducing the prevalence of blindness to 0.8 *per cent* by 2007 through increased cataract surgery, eye screening of school children, collection of donated eyes, creation of donation centres, eye bank, strengthening of infrastructure etc.

During 2005-10, against the target of 25,000, 21,475 (86 *per cent*) cataract surgeries were done with two available Eye surgeons posted in the District Hospital at Silchar. During 2006-10, 10,540 school children were screened and 256 (two *per cent*) were found with refractive errors. Only 52 students were provided with free spectacles during 2007-08. Except 64 teachers in 2007-08, no other teacher was trained during 2005-10 for screening refractive errors among students. The facility for eye donation is available only in Silchar Medical College Hospital (SMCH) in the District in which one eye was donated but not utilized.

The implementation of the scheme was, thus, poor due to lack of eye surgeons and infrastructure facilities which had deprived the rural people from intended benefits.

5.1.9 National Leprosy Eradication Programme (NLEP)

The NLEP aimed at eliminating leprosy by the end of Eleventh Plan and ensure that the leprosy prevalence rate is less than one per ten thousand. The total number of leprosy patients undergoing treatment in the District during 2005-06, 2006-07, 2007-08, 2008-09 and 2009-10 were 48, 36, 57, 46 and 63 respectively. The new cases registered during the last five years were 73, 59, 88, 68 and 84. The rate of prevalence of leprosy in the district during 2005-06, 2006-07, 2007-08, 2008-09 and 2009-10 was 0.30, 0.22, 0.35, 0.27 and 0.37 per ten thousand population respectively. Thus, the District could achieve the goal of Leprosy elimination during the last five years.

5.1.10 National Aids Control Programme (NACP)

The Programme was launched by GOI in September 1992 with the assistance of World Bank and has been extended upto the year 2012. The main objectives of the programme are to:

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

To achieve the above objectives, funds were to be utilised on different components/activities of the programme like priority intervention for the general community, low cost AIDS care/STI/HIV/AIDS sentinel surveillance, training etc.

(a) Out of ₹31.81 lakh received during 2005-10, ₹22.99 lakh (72 per

cent) was utilised by District Aids Control Society.

As per guidelines of National AIDS Control Programme (NACO), one Voluntary Blood Testing Centre (VBTC) was to be established in each district. The State Government had established one VBTC in Cachar in 2002. Audit scrutiny revealed that the first HIV positive case was detected in Cachar district in January 2003. Out of 20,532 persons screened up to March 2010 in the District, 713 persons were found HIV positive. These included 13 fully blown AIDS cases. Treatment of all the HIV infected persons are in progress in SMCH.

(b) Family Health Awareness Camps

To increase awareness about HIV/AIDS and sexually transmitted diseases (STD) among the community and to provide facilities for early diagnosis and treatment of the targeted population falling in the age group of 15-49 years, GOI decided (November 1999) to organise Family Health Awareness Camps (FHACs) in all the States in a phased manner. The position emerging out of the one FHAC held in Cachar district during 2005-06 is given below:

Table-8: The position emerging out of the one FHAC held in Cachar district during 2005-06

(In numbers)			
Period of campaign	Targeted Population	No. of people who attended the camp	Percentage of attendance
(1)	(2)	(3)	(4)
June 2005	5.39 lakh	2.76 lakh	51

Source: Departmental figures.

Mobilisation for awareness campaign at the Government's effort was only partially successful.

No further camp was held in the district after 2005-06 due to paucity of funds. Funds were not provided by GOA during 2006-10 inspite of demand for the same by Jt.DHS.

(c) Blood Safety

Under the blood safety component, the existing blood banks are to be modernised and new blood banks are to

be opened. Blood component separation facility centres and skilled manpower are also to be made available. There are two blood banks in the District viz., Barak Blood Bank, Silchar and Silchar Medical College and Hospital, but none has blood separation facility though skilled manpower was available (November 2010). Services of the skilled manpower were otherwise utilised in the hospital.

To sum up, in the absence of proper planning involving identification of gaps in the healthcare infrastructure and non-availability of stipulated facilities and skilled manpower in the health institutions despite availability of fund, community involvement at every stage of planning, implementation and monitoring, the aim of providing accessible and affordable healthcare to the people remained to be achieved in the District.

Recommendations

- The District Health Society should play a more positive role in commissioning a survey to identify the gaps in health care infrastructure and facilities and draw up a specific timeframe as per the NRHM guidelines, to provide accessible and affordable health care to the rural poor and vulnerable sections of the District.
- Community involvement should be ensured at every stage in planning, implementation and monitoring of the programme.
- Funds should be utilised for the intended purpose, especially for creation of basic health infrastructure and amenities to provide confidence to the community that health centres not only exist but are fully operational.
- All the health centres should be equipped with adequate and skilled manpower to achieve the objectives of the programme.

5.2 Education

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 an 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 for universalisation of primary education.

5.2.1 Elementary Education

The Sarva Shiksha Abhiyan (SSA) programme was launched in Assam during 2001-02 to provide elementary education to all children of age group six to fourteen years with active participation of the community. The District Mission Coordinator (DMC) is responsible for implementation of the scheme at the district level. Funds received and utilised at district level during 2005-10 is given below:

Table-9: Funds received and utilised at district level during 2005-10

(₹ in crore)				
Year	Opening balance	Funds received	Funds utilised	Balance
(1)	(2)	(3)	(5)	(6)
2005-06	2.32	11.03	13.10	0.25
2006-07	0.25	21.37	21.42	0.20
2007-08	0.20	28.84	28.96	0.08
2008-09	0.08	30.46	30.05	0.49
2009-10	0.49	12.22	12.22	0.49
Total		103.92	105.75	--

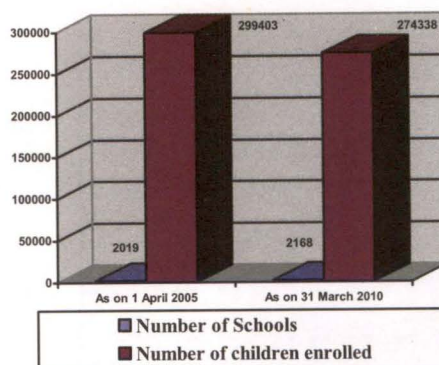
Source: Departmental figures.

The above table shows that funds amounting to ₹0.25 crore to ₹0.49 crore remained unutilized during 2005-10.

(a) Enrolment

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 (upto standard VIII) increased but enrolment of children in the targeted age group of 6-14 years in these schools decreased during 2005-10, as can be seen from Chart-3 below:

Chart: 3



Source: Departmental figures.

The number of primary and upper primary schools (upto class VIII) increased marginally (7 per cent) from 2,019 as on 1 April 2005 to 2,168 as on 31 March 2010, whereas enrollment of children in the targeted age group of 6 – 14 years in these schools decreased (8 per cent) from 2,99,403 as on 1 April 2005 to 2,74,338 as on 31 March 2010.

The percentage of out of school children decreased from 63 per cent in 2005-06 to 11 per cent in 2009-10. Test-check of records of 10 selected primary schools also indicated decrease (8 per cent) in enrolment during the period. The remaining five upper primary schools did not furnish the enrolment figures of 2005-06. The reason for decrease in enrolment may be attributed to increase in enrolment in private schools as stated by the department.

(a) Drop out of Students

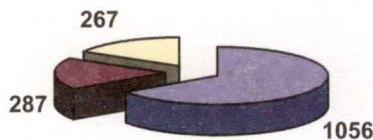
District Project Coordinator (DPC) furnished the information regarding enrolment, attendance and dropout of students for the period 2006-10. Information for the year 2005-06 was not furnished to audit. Audit scrutiny revealed that the dropout level of students during 2006-10 decreased from 34 per cent in 2006-07 to 19 per cent in 2009-10. Similarly, in 15 test-checked Primary and Upper Primary Schools⁶ the dropout level decreased from 17 per cent in 2005-06 to 15 per cent in 2009-10. Thus, there was improvement in checking the dropouts in the elementary schools.

(b) Infrastructure

The status of infrastructure in primary schools in the District as on 1 April 2005 and 31 March 2010 is presented in Charts 4 and 5 below:

Chart: 4

Primary schools as on 1st April 2005



■ No. of schools having one room
 ■ No. of schools having two rooms
 □ No. of schools with more than two rooms

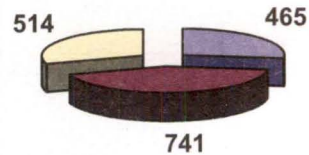
Source: Departmental figures.

⁶ Primary Schools: (1) Arkatipur GSB School; (2) 49 No. Kashipur Bagan LP School; (3) 843 No. Rajghat LP School; (4) 914 No. Silcoorie LP School; (5) Dewan Garden LP School; (6) 682 Parimalbala LP School; (7) HBDS Rajabazar MV School; (8) 1333 No. Mahamaya LP School; (9) 645 No. TA Mazumder LP School; (10) 667 No. N Ali LP School.

Upper Primary Schools: (1) HBDS Rajabazar MV School; (2) Binnakandi ME School; (3) Laxmi Narayan ME School; (4) BNMP HS School; (5) Borakhai High School.

Chart: 5

Primary schools as on 31st March 2010



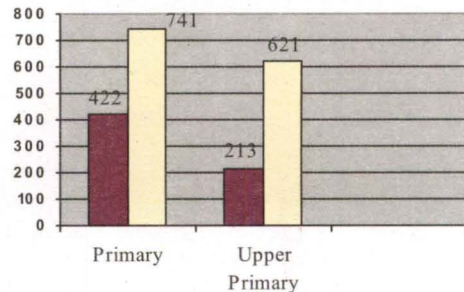
■ No. of schools having one room
 ■ No. of schools having two rooms
 □ No. of schools with more than two rooms

Source: Departmental figures

The charts above indicate an improvement in the provision of infrastructure.

Out of the total number of 1,720 primary and 448 upper primary schools in the District as of March 2010, a significant number required major repairs to the classrooms as depicted in Chart-6 below:

Chart: 6



■ Number of class rooms requiring minor repairs
 □ Number of class rooms requiring major repairs

Source: Departmental figures.



Dilapidated condition of a school/18 May 2010

Reasons for non-taking up of repairing works in these schools were not stated to audit.

(c) Basic Amenities

A majority of the schools at the elementary level did not have the basic minimum amenities as detailed below:

Table-10: Non-availability of basic minimum amenities in elementary schools

(In numbers)

Category	Total Schools in the District	Amenities not available					
		Toilets	Girls' Toilets	Drinking water	Electricity connection	Boundary wall	Playground
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Primary	1,720	964	979	600	1,653	1,702	1,423
Upper Primary	448	193	214	218	362	440	284

Source: Departmental figures.

(d) Availability of Teachers

As against the norm of two teachers per primary school and at least three teachers for every upper primary school, there were a number of schools - both primary and upper primary, which did not comply with this norm as can be seen from the table below:

Table-11: Primary and Upper Primary schools without minimum number of teachers

Year	Primary Schools		Upper Primary (UP) schools	
	Total number of primary schools	Number of primary schools with only one teacher	Total Number of UP schools	Number of UP schools with only two teachers
(1)	(2)	(3)	(4)	(5)
2005-06	1,610	548	409	2
2006-07	1,610	598	442	1
2007-08	1,610	651	434	2
2008-09	1,609*	663	434	2
2009-10	1,720	780	448	2

Source: Departmental figures.

* Reason for decrease of one school was not on record.

The above details show availability of poor infrastructure facilities/amenities and staff position in the schools, which indicated failure of the district authority in ensuring appropriate environment for teaching and learning besides improvement of quality of education at the desired level.

(e) Engagement of Teachers

As per data furnished by the DPC, except for the year 2005-06, excess teachers against the SSA norms were engaged in all the years during 2006-10. 194 teachers were engaged in excess of requirement during 2009-10.

Scrutiny of the records of the selected 15 schools revealed that two⁷ schools in urban areas had four excess teachers where as 13 schools in rural areas had shortage of 53 teachers, indicating disproportionate engagement of teachers in rural and urban areas.

5.2.2 Higher Education

Higher education is being imparted in the District through a network of 242 Government High Schools (GHS), 28 Government Higher Secondary Schools (GHSS), nine Degree Colleges and six Sanskrit Colleges. The Inspector of schools (IS) is the Controlling Officer at the district level for implementation of the schemes for educational development. Enrollment in classes IX to XII has increased by seven *per cent* in the District during 2006-10 as compared to 2005-06. Gradual increase in pass percentage of Class-XII Board Examination was also noticed.

(a) Planning

The Inspector of schools did not carry out any survey to assess the adequacy of accommodation for students, staff and availability of infrastructure in the schools. The IS released ₹1.60 crore only during 2008-09 as building grants to 32 schools, but did not monitor the status of construction of these school

⁷ Mahamaya LP School and Subhashnagar Primary School.

buildings and did not have complete information on its status. As such, he could not provide any information regarding the physical/financial progress of these buildings.

(b) Infrastructure and Amenities

The position of infrastructural facilities in 270 High Schools and Higher Secondary Schools of the District are given below:

Table-12: Infrastructural facilities available in 270 High and Higher Secondary Schools

(In numbers)	
Without pucca building	127
Operating in rented buildings	2
Without safe drinking water	127
Without separate toilets for boys and girls	127
Without electricity connection	139
No separate labs for science subjects	9

Source: Departmental figures.

(c) Quality of Education

Quality education can be imparted only when there is an adequate availability of teachers in schools/colleges and the quality of teaching is reflected in the level of improvement evident from the board results of class X and XII.

(i) Availability of Teachers

Out of total 270 High and Higher Secondary Schools the category-wise position of teachers in respect of 102 provincialised schools in the District as of March 2010 is depicted below:

Table-13: Availability of teachers in 270 High and Higher Secondary Schools

Sl. No.	Category	Sanctioned strength	Men in position	Short-age
(1)	(2)	(3)	(4)	(5)
1	Principal	26	Nil	26
2	Vice Principal	26	2	24
3	PG Teachers	266	239	27
4	Head Master	76	25	51
5	Assistance Head Master	25	14	11
6	Others	1781	1457	324

Source: Departmental figures.

In 15 test-checked institutions⁸, there were 128 vacant posts in different categories (Principal – 6; Vice Principal-6; Head Master-3; Post Graduate teacher 13; Graduate teacher-67; Others – 33).

(ii) Board Results

The data relating to overall pass percentage in Board examination in respect of Class X and XII during 2005-10 had been furnished by the Inspector of School (IS) which indicated that pass percentage of Board Examination in respect of Class X increased from 58 per cent in 2005-06 to 65 per cent in 2009-10. In case of Class XII pass percentage increased from 59 per cent in 2006-07 to 73 per cent in 2009-10.

In 15 test-checked schools, the pass percentage in respect of Class X had increased from 56 per cent in 2005-06 to 72 per cent in 2009-10 and pass percentage of Class XII increased from 25 per cent in 2005-06 to 85 per cent in 2009-10 with inter year variations.

There was significant qualitative improvement inspite of a large vacancy of posts of teachers in the schools.

⁸ High Schools: (1) Town HS, Silchar; (2) LC HS, Kabuganj; (3) PG Barjalenga HS; (4) KVP HS, Udharbond; (5) Khunaw HS, Fulertal; (6) KS HS, Sonai; (7) Kamaleswari HS, Chandpur; (8) Morley HS, Salganga; (9) Ambicacharan HS, Katigorah.

HS Schools: (1) Govt. Boys HSS, Silchar; (2) Govt. Girls HSS, Silchar; (3) BNMP HSS, Dholai; (4) SL HSS, Narsingpur; (5) Earle HSS, Lakhipur; (6) RGCM HSS, Borkhala.

(d) Inspection of Schools

The Inspector of Schools could not furnish any norms for inspection of schools and also any records of actual inspection during 2005-10 by the Director of Secondary Education or by any officer authorised by him. At the district level as per norms, Inspector of School/Assistant Inspector of Schools is responsible for carrying out inspection of at least 10 schools in a month. Audit scrutiny of records revealed that against the requirement of 1,163 inspections in respect of HS/HSS, only 380 inspections were carried out during 2005-10 resulting in shortfall of 783 inspections (67 per cent).

5.2.3 Scholarship schemes

For promoting the educational and economic interests of the weaker sections of the society and in particular the scheduled castes (SCs) and scheduled tribes (STs), the State Government has been implementing various scholarship schemes with financial support from GOI and also from its own sources. The Commissioner and Secretary of Welfare of Plain Tribes and Backward Classes is the nodal officer, whereas at district level schemes are implemented by the Project Director, Integrated Tribal Development project and sub-divisional Welfare Officer in the sub-divisional level.

Audit scrutiny of the records of the district level officer revealed that neither surveys were conducted nor any information regarding enrolment of

SC/ST students from the schools were obtained to ensure that the entire targeted group was covered with due financial assistances. Scholarships are given only on the basis of applications received from the students.

(a) Post-matric Scholarships

During 2005-10, ₹1.45 crore was paid as post-matric scholarships to 3,938 SC/ST students out of 4,050 applications received. Further, although 947 applications were received from SC students during 2009-10, no scholarship was given for non-receipt of funds from the Government. As such, 1,059 SC/ST students were deprived of financial assistances.

In six test-checked schools, 27 out of 406 eligible students were denied the benefit. No data about eligible students were furnished by nine schools.

To sum up, many schools in the District lacked basic infrastructure/facilities and there were substantial shortfall in inspection of schools to be carried out by the Inspector of Schools. The scholarship schemes were not effectively managed as a database of the actual students to be covered and its periodical updation for assessing the requirement of funds was not being maintained which deprived and delayed the benefits of the scholarships to the eligible students. There were, however, significant qualitative improvement of pass percentage in Board's results inspite of shortage of teachers in schools.

Recommendations

- Accommodation and basic infrastructure/facilities should be provided on a priority basis of all the schools, especially at the elementary level, to ensure an appropriate environment for teaching and learning.
- The State Government should carry out a survey and create a database of the beneficiaries to be covered under various scholarship schemes. This database should be updated on a yearly basis and all the eligible students should be provided scholarship as per norms, in a timely manner.

(b) Pre-matric Scholarships

During 2005-09, 3,838 SC students from whom applications received were paid pre-matric scholarships amounting to ₹5.74 lakh. 1,137 ST/OBC students were paid pre-matric scholarships of ₹ four lakh during 2006-07 and 2008-09. During 2005-06, 2007-08 and 2009-10 identification of beneficiaries to be covered and requirement of funds for the purposes were not done.

In three test-checked schools, all the 65 SC/ST/OBC students were given pre-matric scholarship. The other 12 schools did not furnish information regarding eligible beneficiaries.

5.3 Mid Day Meal Scheme

The National Programme of Nutritional Support to Primary Education, a Centrally Sponsored Scheme, commonly known as 'Mid Day Meal' (MDM) scheme was launched in August 1995 with the principal objective of boosting the universalisation of primary education by increasing enrolment, retention and learning levels of children and simultaneously improving nutritional status of primary school children in the age-group of 6-10 years. At district level DC acts as a Nodal Officer and is responsible for implementation of the Scheme.

During 2005-10, DC, Cachar received ₹25.72 crore as transportation cost (₹67 lakh) and cooking cost (₹25.05 crore). Out of this ₹21.50 crore (cooking cost: ₹20.97 crore; Transportation cost: ₹53 lakh) was spent leaving an unspent balance of ₹4.22 crore. Besides, ₹17.16 lakh accrued as interest on savings account meant for MDM.

Audit scrutiny revealed that during 2005-10, against the requirement of 22,944.46 tonne rice for primary school students, 18,009.62 tonne were allotted by GOI and DC, Cachar lifted 14,982.98 tonne rice.

Further, against requirement of 3,181.64 tonne rice for upper primary students, (w.e.f. 2008-09) 4,172.59 tonne rice was allotted by GOI and 1,273.23 tonne rice was lifted by DC. Thus, due to short/excess allotment/short lifting of rice, DC could provide on an average 144 feeding days to primary students against the requirement of 222 days per year and 64 feeding days to upper primary students against the requirement

of 205 days per year. Nutritional status of students through regular weight measurement of the students and improvement of quality of education through better performances in class examinations were never assessed at any level.

As per guidelines all the schools would have a kitchen cum store. Out of 2,168 schools, 1,263 schools had pucca and 861 schools had kachcha kitchen cum store and the rest 44 schools did not have any kitchen cum store.

Deficient storage facility in the schools resulted in damage of 16.37 quintals of rice in two⁹ out of 15 schools test-checked. Also, class rooms were utilised for storage purpose as evident from the following photographs:



Unsystematic storage of MDM rice at Biplabi Ullaskar Bidyabhawan, Meherpur, Silchar/ 17 May 2010.

Physical verification of 15 selected schools revealed that teachers were engaged in management of MDM

⁹ Silcoorie LP School and Lakshminarayan ME School Silcoorie.

scheme although school management committees were formed for implementation of the scheme. As a result, considerable teaching time was lost as evident from the photograph.



Teachers serving MDM among students of Baskandi NMHS School, Lakhipur/19 May 2010

Implementation of the MDM scheme did not achieve its objective of providing nutritious meals to the eligible children and improve their enrolment and retention level since it could not provide the children with the meals upto the required number of days. The nutritional status of the students was not addressed and infrastructural facilities in the schools were inadequate.

5.4 Water Supply

Provision of adequate and safe drinking water to all the citizens, especially those living in rural areas, has been a priority area for both the Central and State Governments. In Cachar district four centrally sponsored schemes and four State plan schemes are being implemented for provision of drinking water. In the District the schemes were

implemented through two Public Health Engineering Divisions. The funds available and expenditure on water supply schemes in the District during 2005-10 was as under:

Table-14: Funds available and expenditure on water supply schemes in the district during 2005-10

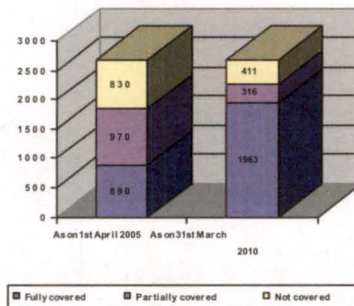
(₹ in crore)		
Year	Funds available	Expenditure
2005-06	24.06	24.06
2006-07	32.47	32.47
2007-08	26.81	26.81
2008-09	56.81	56.81
2009-10	34.93	34.93
Total	175.08	175.08

Source: Departmental figures.

5.4.1 Status of Water Supply

Out of 2,690 habitations¹⁰, 890 (33 per cent) habitations were fully covered, 970 (36 per cent) habitations were partially covered and 830 (31 per cent) habitations were not covered upto 31 March 2005 whereas 1,963 (73 per cent) habitations were fully covered, 316 (12 per cent) were partially covered and 411 (15 per cent) habitations remained uncovered as on 31 March 2010 showing significant increase in coverage during the last five years as shown in the following chart.

Chart: 7



Source: Departmental figures.

¹⁰ Population equal to or more than 100 non SC/ST in an area forms a habitation, while 100 per cent SC/ST population in an area forms an SC/ST habitation.

5.4.2 Status of execution of schemes

In two divisions there were 2,065 on going water supply schemes (both Spot and PWSS), (estimated cost ₹25.98 crore) as on April 2005. Further, during 2005-10, 1,763 water supply schemes were approved at an estimated cost of ₹186.25 crore. The divisions however targeted 3,795 schemes (Spot source: 3,404 and PWSS: 391) for completion out of which 3,777 schemes (Spot source: 3,402 and PWSS: 375) were completed during 2005-10. 45 schemes (estimated cost of ₹15.5 crore) approved between November 2007 and January 2010 had not been taken up as of March 2010. Six schemes were in progress after incurring an expenditure of ₹68 lakh. Ten completed schemes were physically verified during audit. Photographs of some of these schemes are given below:



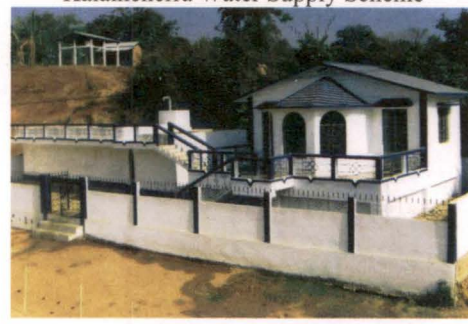
Srikona Part-II Water Supply Scheme



Kalaincherra Water Supply Scheme



Salchakra Part-II Water Supply Scheme



Kalibari Grant Water Supply Scheme



Ghungoor Water Supply Scheme



Nischintapur Water Supply Scheme

(Photographs taken during April-May 2010)

5.4.3 Material management

The Public Health Engineering Department procured material centrally and supplied them to the indenting divisions. Audit scrutiny revealed that 64 thousand RM UPVC pipes of various diameter (50 mm to 160 mm dia) valuing ₹1.41 crore (procured in May 2008) meant for 49 completed schemes remained idle (in PHE Division-II, Silchar) indicating poor material management by the department. The Division did not initiate any action for gainful utilisation/disposal of the idle UPVC pipes.



UPVC pipes worth ₹1.41 crore lying idle in PHE Division-II, Silchar/23 April 2010

5.4.4 Other points

➤ Village Level Committees (VLCs) are required to be formed for each completed scheme for its maintenance out of revenue collected from the beneficiaries. Audit scrutiny revealed that out of 571 completed schemes (PWSSs), VLCs were formed only for 133 schemes. Again, out of these 133 schemes, house connections were provided in only 73 schemes.

➤ The Department incurred an irregular expenditure of ₹1.08 crore for maintenance of 42 schemes for which VLCs were already formed.

5.4.5 Water quality

Apart from non-coverage of the uncovered habitations, the quality of water provided to the fully covered habitations was not tested at regular intervals. The Department did not fix any norm for water testing. However, 6,281 samples were tested by the two divisions through two water testing laboratories available in the District. 280 samples were found contaminated with Arsenic, which was unsafe for drinking. The divisions, however, provided safe drinking water through 88 PWSS in the localities having contaminated water sources. Audit scrutiny, however, revealed that two habitations having population of 1,651 remained uncovered from supply of safe drinking water. Although the divisions moved (March 2008 and February 2010) the Government for sanction of two piped water supply schemes (based on surface water) for these two habitations, the same remained to be sanctioned leaving the population vulnerable to hazardous diseases. As per information furnished by the Joint Director of Health Services, Cachar 1,035 cases of water borne diseases were detected (Diarrhea: 512; Gastroenteritis: 523) during 2005-10 indicating supply of unsafe drinking water.

To sum up, there was substantial improvement in coverage of habitations during the last five years. Supply of quality water was, however, not ensured by conducting the required water sample tests at regular intervals.

5.5 Sanitation and Sewerage

5.5.1 Total Sanitation Campaign

The Total Sanitation Campaign (TSC), a Centrally Sponsored Scheme was implemented in the District by the Public Health Engineering (PHE), Division-II. The main objective of the scheme was to accelerate sanitation coverage in rural areas to provide toilets to all by 2012, cover all schools by 2008 and Anganwadi Centres by March 2009 with sanitation facilities.

During 2005-10 the Division incurred an expenditure of ₹10.31 crore out of total available funds of ₹21.78 crore leaving unutilised balance of ₹11.47 crore. Category-wise targets and achievements of toilets are given below:

Table-15: Target and achievements of toilets

Year		2005-10
Targets	IHHL for BPL	1,19,931
	IHHL for APL	46,293
	School toilets	1,839
	Anganwadi	1,697
Achievements	IHHL for BPL	48,836 (41)
	IHHL for APL	13,427 (29)
	School toilets	1,869 (102)
	Anganwadi	859 (51)

Source: Departmental records.

(Figures in parenthesis denote percentage)

Recommendations

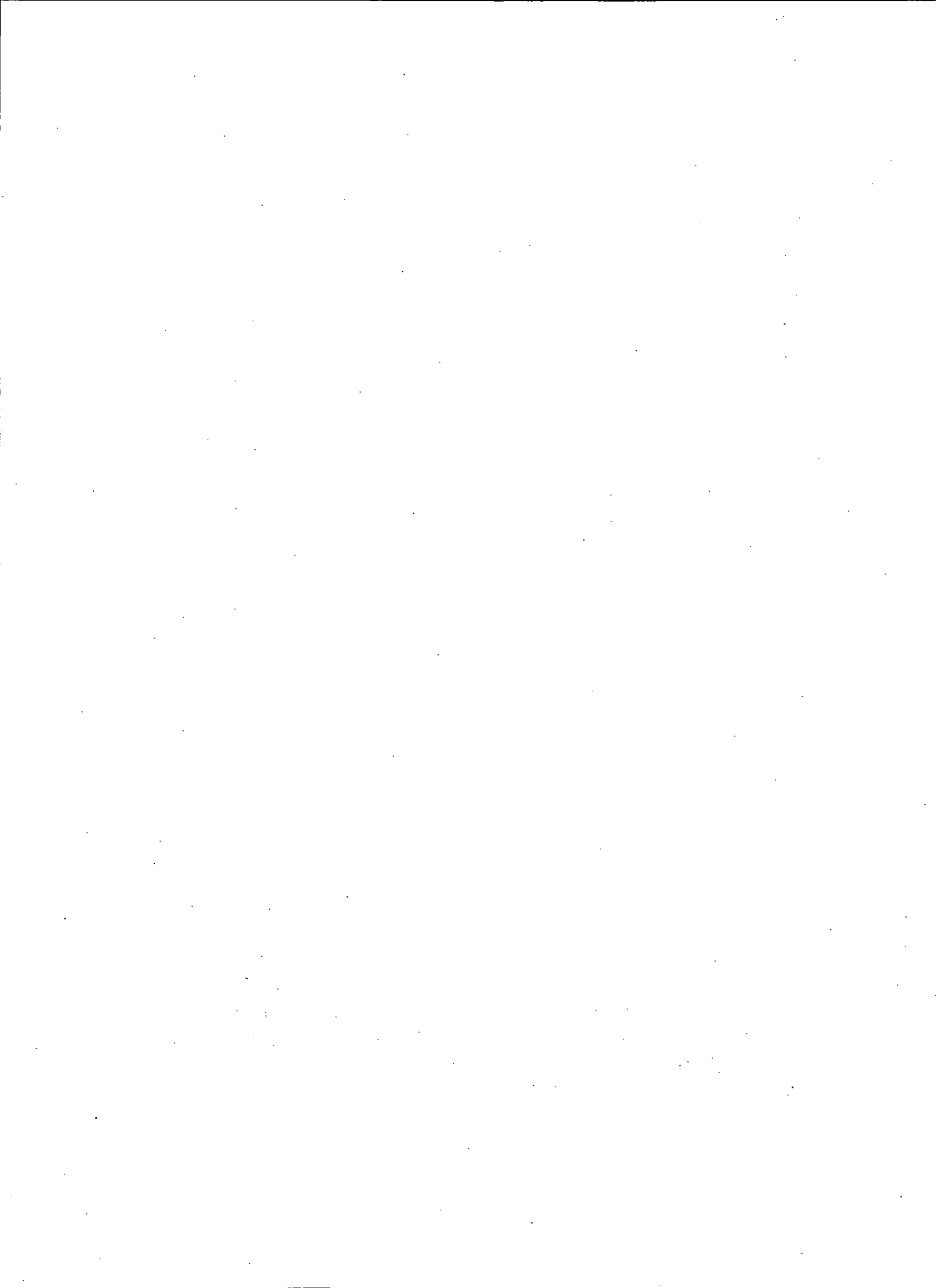
- Water quality testing should be ensured by fixing norms for the purpose.
- Water quality testing should be improved/upgraded to ensure supply of safe drinking water to people.
- Steps needs to be taken to ensure sewerage facility in both the towns of Silchar and Lakhipur.

As per TSC, all the 2,438 schools in the District were to be covered by 2008 but the Division targeted 1,839 schools and covered 1,869 schools by 2009 leaving 569 schools uncovered which defeated the objectives of the scheme. Further, 51 per cent Anganwadi toilets were constructed although these were to be completed by 2009. In respect of IHHL for BPL and APL also the coverage was only 41 and 29 per cent respectively. Thus, inspite of having adequate fund provision the coverage was only partial, which indicated that the objective of the scheme to improve the quality of life of the rural people and provide privacy and dignity to women remained unachieved.

5.5.2 Sewerage

There are two towns in the District viz., Silchar and Lakhipur. No sewerage facilities are available in these two towns. The Department also did not have any plan for construction of sewerage plant.

Thus, in the absence of sewerage facilities in Silchar and Lakhipur, the residents of these two towns are exposed to untreated waste and sewerage, which is a health hazard.



Economic Services

Chapter 6: Economic Services

6.1 Infrastructure

Good infrastructure will go a long way in enhancing the growth potential of the district and bridging the gap between urban and rural areas. It will also bring the remote and backward areas closer to the district headquarters and bring about equity and inclusive growth of the economy. Infrastructure includes provision of good all weather roads, adequate electricity for household, industrial and irrigation needs, railway connectivity, air services and reliable communication facilities.

The only airport in the District is at Kumbhirgram, 35 kms away from Silchar town. Except the district headquarter Silchar, only one Block headquarter (Salchapra) is connected by rail. A review of the development of roads in the District revealed that 40 per cent habitations had been provided road connectivity upto March 2010. Audit findings in this regard are discussed below.

6.1.1 Roads

(a) Status of Road Connectivity

Out of the total 1,054 habitations in the District, only 425 habitations have been provided road connectivity as of March 2010. The distance of various places from the district headquarter ranges from 9 kms (Baskandi) to 40 kms (Rajabazar). The distances from the Blocks to the district headquarter is given in Table-16.

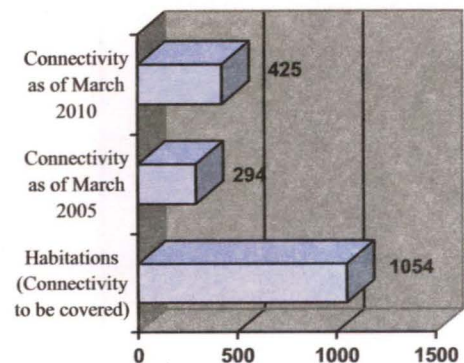
Table-16: Distance of various places from the district headquarters

Block	Distance from district headquarter (kms)
Silchar	This block is at district headquarter.
Narsingpur	17
Sonai	15
Palonghat	25
Barjalenga	25
Borkhala	28
Udharbond	12
Baskandi	9
Binnakandi	30
Salchapra	10
Tapang	38
Lakhipur	24
Kalain	25
Katigorah	32
Rajabazar	40

Source: Departmental figures.

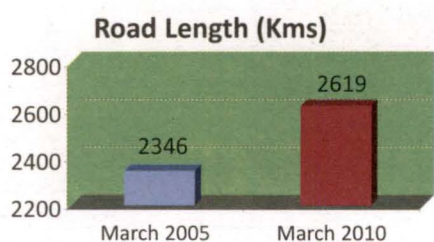
The status of road connectivity as well as road length in the District as of 31 March 2010 is given in Chart-8 and Chart-9 below:

Chart: 8



Source: Departmental figures.

Chart: 9



Source: Departmental figures.

As can be seen from the charts above, there has only been an increase of 131 habitation (45 per cent) connected through roads and 273 kms (12 per cent) of road length provided during last five years after incurring an expenditure of ₹263.55 crore¹¹ indicating poor progress. The delay was attributed to delay in land acquisition, insurgency problem, redesigning of bridges etc.

Detailed position of different types of road length in the District as of March 2005 and March 2010 is given in Appendix-I.

(b) Schemes for Development of Roads

(i) Pradhan Mantri Gram Sadak Yojana (PMGSY) and Bharat Nirman Programme

The PMGSY was launched in 2000 and aimed at connecting all the rural habitations by providing all weather roads. The status of connectivity as of March 2010 was as shown in Table-17.

Table-17: Status of habitations connectivity as of March 2010

Habitations with population	Total numbers of habitations	Habitations as on 31.3.2010		Percentage of shortfall
		Connected	To be connected	
(1)	(2)	(3)	(4)	(5)
More than 1000	559	322	237	42
More than 500	208	59	149	72
More than 250	287	44	243	85
TOTAL	1054	425	629	60

Source: Departmental figures.

During 2005-10 out of total available funds of ₹154.20 crore, ₹140.27 crore was spent for implementation of the scheme leaving unspent balance of ₹13.93 crore.

(ii) Status of works

During 2005-10, total 524 works (PMGSY and other schemes) were sanctioned of which 170 works (32 per cent) were completed. Only 54 works (10 per cent) were completed within stipulated date of completion. 49 works were completed with delays ranging between one and 30 months. Detailed position regarding delay in completion of 67 works was not on records. Further, out of 354 incomplete works, 42 works had not been started whereas the remaining 312 works were in progress. Out of 312 works, 139 works were due for completion, which remained incomplete with delays ranging from one to 43 months.

(iii) Implementation issues

➤ The Border Roads Construction (BRC) Division incurred (March 2010) an expenditure of ₹2.40 crore for payment of price adjustments to contractors for construction of Sluice cum Bridge over rivers Kherua, Foiska,

¹¹ Cost of improvement, Major repairing and restoration, Original works.

Balerwar and Gumrah. The works were scheduled to be completed between February 2007 and January 2008. But due to delay in land acquisition the works remained incomplete till March 2010 and the contractors were paid price adjustments for the period from February 2007 to March 2009. Thus, time over run resulted in cost over run of ₹2.40 crore.

➤ Improvement of TRK Road and conversion of SPT Bridge No. 3/1 to RCC Bridge under CRF was awarded (November 2002) by the Executive Engineer, Rural Road Division to a contractor with the stipulation to complete the work by June 2004. But due to slow progress of work the contract was terminated (February 2008) at the risk and cost of the contractor for the balance work as per clause 3 of tender agreement. Scrutiny of the records revealed that value of balance works was ₹9.57 lakh and due to non-finalisation of the balance work, the liquidated damage was not recovered from the contractor. Further, an amount of ₹8.00 lakh was paid (March 2007) to the contractor in excess, on account of lump sum advance on measured work in addition to cost of same measured works. The division stated (June 2010) that the excess amount would be adjusted from final bill and security deposit. Thus, lack of financial management resulted in undue financial aid to the contractor. The work also remained incomplete (November 2010).

➤ In the Assam Public Works (APW) Department Manual there is no provision for payment of mobilisation advance to contractors. Contrary to the APW Manual, the Superintending

Engineer, Cachar Road Circle, Silchar, paid ₹3.70 crore as mobilisation advance during March 2006 to September 2010 to 15 contractors resulting in undue benefit to the contractors. Out of ₹3.70 crore, ₹1.67 crore was recovered leaving ₹2.03 crore yet to be recovered (November 2010) (*Appendix-II*).

➤ As per rules, equipment advances are payable to the contractor on production of evidence of availability of the equipments required for the construction works. During March 2006 to June 2009, equipment advance of ₹5.65 crore was paid to 10 contractors (*Appendix-II*) without obtaining any documentary evidence regarding availability of the required equipments. This indicated that codal formalities were not observed. Further, out of ₹5.65 crore, only ₹2.49 crore was recovered leaving ₹3.16 crore yet to be recovered (November 2010).

➤ The State Government is responsible for providing funds for regular maintenance of roads other than PMGSY roads. Scrutiny of records revealed that funds under repair and maintenance were not provided by GOA. The divisions, however, took up schemes as renovation of road works. For want of regular maintenance and repair, the condition of the roads were found unsatisfactory as evident from the information furnished by 35 GPs. Further, physical verification of NH 44 which is the gateway to the Barak Valley (Cachar, Karimganj and Hailakandi districts) and neighbouring States of Mizoram, Manipur and Tripura revealed deplorable condition causing immense difficulties to vehicular traffic

as evident from the following photographs.



Photographs showing the deplorable condition of NH 44 in between Malidhar and Kalain
(Photographs taken during April-May 2010)

To sum up only 131 habitations could be covered under PMGSY and road length of 273 km including conversion of 109 km gravel roads to black top roads, were constructed during 2005-10 after incurring an expenditure of ₹263.55 crore. Besides, large number of schemes remained incomplete even after due date of completion. Lack of financial control resulted in undue financial aid, excess payment and cost over run. Besides, main gateway (NH-44) connecting rest of India with Barak Valley and the state of Mizoram, Tripura, Manipur was not maintained resulting in intermittent disruption of main arterial communication. Poor road condition of the District caused immense difficulty to the local people, besides inter-state trade was badly affected.

Recommendations

- The district administration should formulate long term and medium term plans for connecting all the habitations/villages in the District with a clear prioritisation.
- Financial control should be strengthened and codal formalities to be observed to avoid loss, cost over run and undue financial benefit etc.
- The main communication roadway (NH-44) connecting Barak Valley and other neighbouring states with the rest of India should be made traffic worthy forthwith.

6.1.2 Irrigation

Cachar district is a flood prone area. Repeated and alternate occurrences of floods and droughts are a natural phenomenon in the District. This badly affects the crops of the entire valley by lowering the productivity of the traditional crops, which are entirely dependent on natural rainfall. To overcome this problem and to increase raising of crops of high yielding varieties, irrigation schemes like Lift Irrigation Scheme (LIS), Deep Tube Well (DTW), Shallow Tube Well (STW) and Flow Irrigation Scheme (FIS) were sanctioned in the District from time to time.

As on 31 March 2005 there were 64 irrigation schemes in the District. Out of 64, 15 schemes were completed, three schemes were not started and 46 schemes were in progress. As on 31 March 2010, it was observed that out of these 64 schemes, three completed schemes were handed over to Water Users' Association, seven schemes were abandoned, 34 schemes became non-functional, 14 schemes left incomplete and three schemes were not commenced. Only three schemes were found partially functioning. The Division incurred ₹9.74 crore on those 64 schemes. Out of 11,718 hectare targeted potential only 3,812 hectare (32 per cent) could be created.



Damaged pump house and stilling tank of Udharbond ELIS, Bagerkona PC (Inoperative)/27 April 2010



Damaged stilling tank of Gajalghat LIS Phase-I/26 April 2010



Lined canal of Udharbond ELIS, (Inoperative)/27 April 2010

During 2006-10, ₹67.68 crore was released to the Executive Engineer, Irrigation Division, of which ₹66.09 crore was spent for implementation of 55 new schemes sanctioned under Accelerated Irrigation Benefit Programme and Assam Bikash Yojana at an estimated cost of ₹165.01 crore.

Out of these 55 schemes, 49 schemes (Estimated cost: ₹136.54 crore) were taken up for execution. Of these 49 schemes 37 were due for completion as on 31 March 2010, against which only seven schemes (Expenditure: ₹3.31 crore) were completed as of March 2010 and the balance 42 schemes were in progress after incurring an expenditure of ₹62.78 crore, with physical progress (March 2010) ranging between one and 95 per cent. Against the targeted potential of 10,818 hectare only 2,868 hectare (27 per cent) could be created indicating shortfall of 7,950 hectare.

Thus, the objective of speedy development of irrigation potential and its eventual utilisation for the increase of production of traditional crops and high yielding variety to improve the quality of life of the poor people remained unachieved.

6.1.3 Schemes for other developmental activities

Other developmental activities like renovation/repairs of Government Schools, health institutions, water supply schemes, etc., were taken up in the District under District Development Plan (DDP), Untied funds, Members of Parliament Local Area Development Scheme (MPLADS), Members of Legislative Assembly Local Area Development Scheme (MLALADS), etc.

(a) District Development Plan

The 'District Development Plan (DDP)' a State sector scheme was introduced with effect from 2006-07. Under the scheme emphasis was given to infrastructure development, improving agricultural productivity, development of woman and weaker sections.

DPMC was responsible for preparation and submission of annual plan under the scheme for approval of the State planning and development department. People's participation and involvement in planning, implementation and monitoring is the main criteria of the scheme. During 2006-07 and 2007-08, AAPs were prepared by DC, Cachar and by CEO, Zilla Parishad involving ₹7.37 crore and ₹6.03 crore respectively. From 2008-09, no fund was released due to a case pending in Gauhati High Court filed by GP Secretaries for not involving

GPs in preparation of Annual Plan for the year 2008-09.

During 2005-10, ₹12.71 crore was spent leaving unspent balance of ₹69 lakh. Out of 113 works¹² sanctioned and taken up for execution through line departments, 107 works were completed as of March 2010. Utilisation certificates for ₹6.39 crore being 50 per cent funds released as 2nd installment (completed schemes) had not been received from the executing agencies.

Thus, peoples' participation as envisaged in the guidelines was not ensured. Non-submission of UCs by the executing agencies for 107 works and absence of any monitoring report raises doubt about completion of the works.

(b) Untied funds

Untied fund is a State sector scheme with the objectives to support creative, innovative and demand driven ideas of the heads of the Department in the District/District Administration having immediate social and economic benefits. The proposals for such works are required to be submitted to the DDC for its approval and onward transmission to the Planning and Development (P&D) Department for sanction. DC, Cachar being the Chairman of DDC is responsible for maintenance of the funds.

During 2005-10, ₹4.18 crore was released by the P&D Department to DC, Cachar. Out of available funds of ₹5.58

¹²

Roads	: 42 works
Water supply schemes	: 40 works
Ferry/boat services	: 17 works
Community halls	: 3 works
Others	: <u>11 works</u>
	113 works

crore (including opening balance of ₹1.40 crore as on 1 April 2005), ₹4.59 crore was released to the executing agencies leaving an unspent balance of ₹99 lakh as of March 2010. ₹40 lakh, which was drawn (March 2007) for construction of multistoried car parking was deposited (September 2009) in Government account following Government's direction which indicated that funds were drawn in advance of requirement. The construction of multistoried car parking remained incomplete (November 2010).

Out of 27 works¹³ targeted to be completed, 26 works were taken up but only nine were completed as on March 2010. Audit scrutiny of the records revealed that the works were neither proposed by the line departments nor approved by DDC. Proposals submitted by MLA/MP/NGO were directly forwarded by DC, Cachar to P&D Department which were sanctioned accordingly. Further, Out of 27 works, four works sanctioned for ₹35 lakh were not covered under the scheme guidelines.

(c) Members of Parliament Local Area Development Scheme (MPLADS)

The Silchar Parliamentary Constituency covers the entire district. According to MPLADS, the MP proposes the schemes to be taken up during the year within the entitled amount of ₹ two crore per year.

13

Community halls	: 2 works
Infrastructure development of auditorium, stadium, hospitals etc.	: 12 works
Market complex	: 2 works
Others	: 11 works
	27 works

DC of the concerned district is to accord sanction and administrative approval after assessing the feasibility of the schemes. During 2005-10, 851 works (Estimated cost ₹8.96 crore) were recommended by the Hon'ble MP and also sanctioned by DC, Cachar.

During 2005-10, ₹ nine crore was received by DC, Cachar. Out of which ₹8.01 crore was released to the executing agencies leaving an unutilised balance of ₹99 lakh as of March 2010.

Out of 851 works sanctioned, 777 works were taken up for execution as of March 2010 of which 736 works were due for completion by March 2010. Of 736 works, 61 works on which ₹45 lakh was released to the executing agencies remained incomplete for one to four years. Audit scrutiny of the records revealed that 269 works valuing ₹2.38 crore were sanctioned for construction of community halls without assessing any requirement. Most of the community halls were proposed to be constructed near religious places. Joint physical verification with departmental representatives of two such works revealed that the community halls were constructed within the premises of worship, which was not permissible according to scheme guidelines, as evident from the following photographs:



Community Hall at Shiva Mandir, Tarapur, Silchar/1 March 2010



Community Hall at Shani Mandir, Tarapur,
Silchar/1 March 2010

(d) Member of Legislative Assembly Area Development Scheme (MLAADS)

The District has seven Legislative Constituencies. As per scheme guidelines, the MLAs are required to submit the recommendations of works to be carried out in his/her constituency within 90 days from the beginning of the financial year. Audit scrutiny, however, revealed that recommendations from MLAs for ₹60 lakh in respect of three constituencies for the year 2009-10 had not been received. During 2005-10 recommendations of 1,600 works for ₹10.60 crore were received from the MLAs, which were sanctioned by DC, Cachar.

Thus, other developmental schemes like District Development Plan (DDP), Untied funds, Members of Parliament Local Area Development Scheme (MPLADS), Member of Legislative Assembly Area Development Scheme (MLAADS) etc., were taken up in the district in an uncoordinated way as the works were neither properly planned nor completed within the specified timelines resulting in funds remaining unutilised for prolonged periods. The assets created out of these schemes also remained unknown to the district administration as no asset register was maintained at any level.

Recommendation

A coordinated approach needs to be adopted by the State/District administration with the executing agencies to ensure that the works are planned and completed in time to ensure that benefits percolate down to the people.

Under the scheme ₹11.20 crore was received by DC, Cachar of which ₹8.59 crore was released to the executing agencies leaving unutilised balance of ₹2.61 crore. Against sanction of 1,600 works during 2005-10, 1,106 works were completed. Of the remaining 494 works, 396 works which were due for completion remained incomplete for one to four years.

(e) Common Implementation Issues

- Asset registers are required to be maintained to keep track of the assets created out of the funds sanctioned. However, these registers were not maintained at District/Block/GP level resulting in absence of documentation of huge funds spent. Besides, the benefits envisaged out of these assets remained unknown to the district administration.
- Future maintenance of these assets was not ensured by handing over the assets to the user groups as required under the scheme guidelines.

6.2 Employment Generation

GOI and the State Government have initiated numerous measures to tackle problems of poverty, unemployment and the slow pace of progress in the rural economy. The two most important schemes sponsored by the Central Government for providing employment in the rural areas as a means of poverty alleviation are Sampoorna Gramin Rozgar Yojana (SGRY) and Swarnajayanti Gram Swarozgar Yojana (SGSY). The SGRY was subsequently subsumed in National Rural Employment Guarantee Scheme (NREGS) in February 2006.

6.2.1 SGRY

The objectives of SGRY were to provide additional wage employment to the rural poor and to create durable community, social and economic assets. GPs were to

submit work proposals through BDOs to DRDA and a comprehensive *shelf of works* were to be approved at the beginning of the year. In actual practice, schemes were sanctioned by DC in an adhoc manner without any inputs from GPs. **Consequently, works were proposed on a perceived need basis, rather than in a planned and coordinated manner, resulting in overlaps in execution of works and underutilisation of available funds. Also, there was no database at the district/DRDA level, detailing the developmental works undertaken in various Blocks and GPs.**

The SGRY was funded on 75:25 basis by GOI and the State Government. The year-wise position relating to the funds received by DRDA, Cachar and utilisation there against during 2005-08 is given below:

Table-18: Year-wise position of funds received by DRDA, Cachar and utilisation there against during 2005-08

(₹ in crore)

Year	Opening balance	Funds received			Total	Funds utilised	Unspent balance (Percentage)
		Centre	State	Other misc. receipts			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
2005-06	2.49	15.49	4.64	2.51	25.13	23.18	1.95 (8)
2006-07	1.95	17.45	7.62	5.88	32.90	31.81	1.09 (3)
2007-08	1.09	11.63	6.48	0.53	19.73	19.30	0.43 (2)
Total		44.57	18.74	8.92	--	74.29	--

The Scheme discontinued from 31-3-2008.

Source: Departmental figures.

The details of funds received and utilised during this period by the seven sampled Blocks are as follows:

Table-19: Funds received and utilised during 2005-08 by the seven sampled Blocks

(₹ in crore)

Year	Opening balance	Funds received	Other receipts	Total	Funds utilised	Unspent balance
(1)	(2)	(3)	(4)	(5)	(6)	(7)
2005-06	0.78	8.96	0.03	9.77	9.22	0.55
2006-07	0.55	11.28	0.03	11.86	11.63	0.23
2007-08	0.23	7.98	0.01	8.22	8.13	0.09
Total		28.22	0.07	--	28.98	--

Source: Departmental figures

Though SGRY was merged with NREGS w.e.f. 2007-08 in the District, DRDA Cachar continued the scheme for the period 2007-08 and transferred the unspent balance to NREGS in April 2008.

(a) Employment Generation under SGRY

The details of employment generated under this scheme during 2005-08 as reported by DRDA to GOI are as follows.

Table-20: Details of employment generated under SGRY during 2005-08

(Mandays in lakh)

Year	Mandays for SC/ST	Mandays for others	Total mandays generated	Mandays for women
(1)	(2)	(3)	(4)	(5)
2005-06	7.45	14.45	21.90	0.54
2006-07	10.92	20.11	31.03	1.36
Total	18.37	34.56	52.93	1.90

Source: Departmental figures.

The details of employment generation during 2007-08 had not been reported to GOI.

There were no annual targets relating to employment generation although DRDA planned to execute small works like construction of tanks, roads, community halls etc., for generating employment. Therefore, the extent of employment generated vis-à-vis targets could not be ascertained. Further, AAPs prepared based on proposals made by GPs were not produced to Audit.

The status relating to employment generation in the seven test-checked Blocks was reported as in Table-21.

Table-21: Status of employment generation in the test-checked Blocks

(Mandays in lakh)

Year	Mandays for SC/ST	Mandays for others	Total mandays generated	Mandays for women
(1)	(2)	(3)	(4)	(5)
2005-06	1.29	1.46	2.75	0.09
2006-07	1.46	2.04	3.50	0.23
2007-08	0.86	1.18	2.04	0.13
Total	3.61	4.68	8.29	0.45

Source: Departmental figures

More details are shown in *Appendix-III*.

According to the guidelines, 30 per cent employment opportunities were earmarked for women beneficiaries.

As can be seen from the tables above, negligible employment opportunities to women were provided in the District and in the sampled blocks.

The sampled Blocks and GPs had not maintained employment registers in the prescribed format indicating the category-wise details of people provided employment and the number of mandays generated for each work. In the absence of these details, the figures of employment generated were compiled from the muster rolls directly. In the absence of complete details in the employment registers, the employment reported to have been generated, especially in respect of women and SC/ST categories could not be verified in audit.

Table-22: Year-wise position of NREGS funds received by DRDA, Cachar and utilisation there against during 2007-10

(₹ in crore)

Year	Opening balance	Funds received		Other misc. receipts	Total	Funds utilised	Unspent balance (percentage)
		Centre	State				
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
2007-08	--	57.57	0.44	1.19	59.20	19.51	39.69 (67)
2008-09	39.69	--	5.89	1.35	46.93	31.76	15.17 (32)
2009-10	15.17	22.36	1.33	--	38.86	30.32	8.54 (22)
Total:		79.93	7.66	2.54	--	81.59	--

Source: Departmental figures.

In all the 23 test-checked GPs, the category-wise details of SC/ST and women beneficiaries provided wage employment were not recorded in the muster rolls. While 30 per cent of employment generated should have been in respect of women beneficiaries, DRDA reported only 1.90 lakh (4 per cent) mandays for women out of 52.93 lakh mandays generated in the district during 2005-08, resulting in less wage employment of 13.98 lakh (26 per cent) mandays for the women.

6.2.2 National Rural Employment Guarantee Scheme

The National Rural Employment Guarantee Scheme (NREGS) is being implemented in the District since April 2007. The basic objective of the scheme is to enhance security of livelihood in rural areas by providing at least 100 days of guaranteed wage employment.

Under NREGS, the wages of skilled and semi-skilled workers and cost of material is shared in the ratio of 75:25 by GOI and State Government. In addition, the State Government bears the unemployment allowance and the administrative expenses of State Employment Guarantee Council.

The year-wise position of funds received by DRDA, Cachar and utilisation there against during 2007-10 is given below:

The details of funds received and utilised during this period in the seven sampled blocks are as follows:

Table-23: Details of NREGS funds received and utilised during 2007-10 by the seven sampled blocks

(₹ in crore)						
Year	Opening balance	Funds received	Other misc. receipts	Total	Funds utilised	Unspent balance (percentage)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
2007-08	--	21.59	0.03	21.62	12.01	9.61 (44)
2008-09	9.61	14.36	0.48	24.45	16.17	8.28 (34)
2009-10	8.28	12.76	--	21.04	14.51	6.53 (31)
Total:	--	48.71	0.51	--	42.69	

Source: Departmental figures.

The under utilisation of funds was due to slow progress of works by GPs which in turn resulted in less opportunity for employment generation. The reasons for slow progress of works were lack of supervision and overage of the workers.

(a) Employment Generation under NREGS

(i) The details of employment generated under this scheme during 2007-10 as reported by DRDA to GOI were as follows:

Table-24: Details of employment generated under NREGS during 2007-10
(Numbers in lakh)

Year	Total mandays generated	Mandays for SC/ST	Mandays for others	Mandays for women
(1)	(2)	(3)	(4)	(5)
2007-08	14.70	5.03	9.67	1.23
2008-09	28.97	10.61	18.36	2.91
2009-10	16.97	5.19	11.78	0.98
Total:	60.64	20.83	39.81	5.12

Source: Departmental figures.

The details of job card holders registered, those who demanded employment and those who were provided employment in the District during 2007-10 are as under:

Table-25: Details of job card holders registered, demanded employment and provided employment in the District during 2007-10

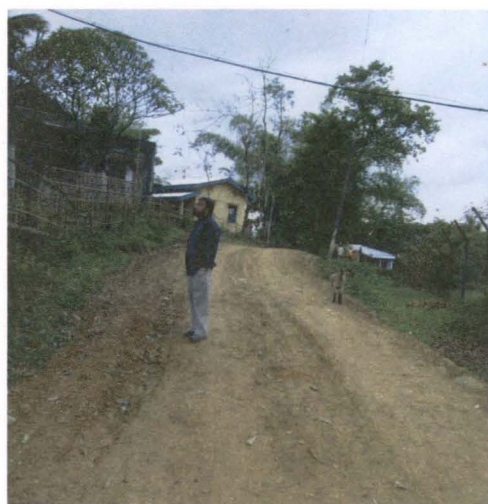
(In numbers)				
Year	Total number of job card holders registered	Job card holders who demanded and were provided employment	Job card holders provided 100 days employment	Percentage of shortfall w.r.t. job card holders who demanded but were not provided 100 days employment
(1)	(2)	(3)	(4)	(5)
2007-08	68,384	59,057	70	99.88
2008-09	1,22,634	90,118	3,991	95.57
2009-10	1,60,062	62,001	237	99.62

Source: Departmental figures

The shortfall in providing guaranteed 100 days wage employment to card holders who had demanded employment ranged between 95.57 and 99.88 per cent. No unemployment allowance was granted to eligible job card holders who were not provided employment. This shows lack of adequate efforts on the part of implementing agencies for ensuring effective implementation of the scheme.

(ii) During 2007-10, 60.64 lakh mandays were generated by providing employment to 2,11,176 workers (job card holders). Of these women workers were provided only 5.12 lakh mandays (8 *per cent*) against the required mandays of 20.01 lakh (33 *per cent*). Thus, the women beneficiaries were not given adequate employment opportunities as required under the Act.

In the shelf of projects for the period 2007-10, 1,674 works were projected for completion. Against this, achievement was only 521 works (31 *per cent*). Thus, creation of durable assets for strengthening livelihood of rural poor was not ensured to the desired level. Further, in 49 works under NREGS, 60:40 ratio of wage (₹2.96 crore) and materials (₹3.67 crore) was not maintained. The excess utilisation of material (₹1.23 crore) resulted in creation of less mandays. As most of the works undertaken were earth work, durability of the assets created remained doubtful as evident from the given photograph.



Road from PWD Arunachal to Akrum Ali's House near river Barak under NREGS 2008-09 in Tupkhana GP under Silchar Dev. Block/11 March 2010

6.2.3 Swarnyanti Gram Swarozgar Yoyana (SGSY)

The objective of the SGSY is to bring the assisted poor families above the poverty line by ensuring appreciable sustained level of income over a period of time by organising the rural poor into Self Help Groups (SHGs) through a process of social mobilisation, 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 the funds available under the scheme (1) Infrastructure Development (2) Training (10 *per cent* of total fund) (3) Providing Revolving fund to SHGs (10 *per cent* of total fund), and (4) Providing subsidy through bank loan. Providing infrastructure support under SGSY is primarily to bridge the gaps in available infrastructure (maximum 25 *per cent* of total fund).

Further, the progress/performance of the SHG/individual in management of assets for generation incremental income has to be continuously followed up, monitored and evaluated. The follow up on the projects under taken by the Swarozgaries should be done by DRDA/Block officials and Bankers to assess the capability to generate the projected income.

The funds received and expenditure incurred during 2005-10 is indicated in Table-26.

Table-26: Funds received and expenditure incurred during 2005-10

(₹ in crore)						
Year	Opening balance	Funds received	Other receipts	Total	Expenditure incurred	Closing balance
(1)	(2)	(3)	(4)	(5)	(6)	(7)
2005-06	0.53	4.07	0.24	4.84	4.34	0.50
2006-07	0.50	2.66	0.15	3.31	3.11	0.20
2007-08	0.20	7.72	0.37	8.29	7.48	0.81
2008-09	0.81	16.66	2.23	19.70	15.40	4.30
2009-10	4.30	10.46	--	14.76	11.63	3.13
Total		41.57	2.99	--	41.96	--

Source: Departmental figures.

Physical target and achievement during 2005-10 is given below:

Table-27: Physical target and achievement during 2005-10

Year	Target (In numbers)		Achievement (In numbers)		Expenditure (₹ in crore)	
	SHG	Individual	SHG	Individual	Subsidy	Revolving funds
(1)	(2)	(3)	(4)	(5)	(6)	(7)
2005-06	--	--	170	--	1.69	0.47
2006-07	343	--	30	--	1.22	0.76
2007-08	374	107	366	--	3.92	1.29
2008-09	570	1572	501	850	7.71	2.00
2009-10	542	942	426	527	5.15	1.86
Total	1829	2621	1493	1377	19.69	6.38

Source: Departmental figures.

Though, a database indicating year of formation of the SHGs and individual Swarojgaries, amount of subsidy and revolving fund released to participating banks is maintained, details of payment of loan and subsidy and revolving funds to the beneficiaries were not indicated. Further, financial status of the SHGs and individual Swarojgaries were not physically verified/ensured at any level as evident from the records produced to Audit. Performances/activities of the SHGs/Swarojgaries as required to be constantly monitored had not been done.

Joint physical verification of 21 SHGs (*Appendix-IV*) were carried out by Audit with departmental officers. DRDA released revolving funds of ₹5.25 lakh and subsidy of ₹16.28 lakh to

these 21 SHGs. Though the SHGs were found to be well functioning, the common problem faced by them was non-cooperation from the participating banks as stated by the SHG members. In respect of one SHG (Sl. No-15 of *Appendix-IV*), though DRDA had already released (February 2010) the subsidy of ₹1.18 lakh, the bank (Bank of Boroda, Silchar Branch) instead of releasing the amount to the SHG kept the same as fixed deposit in the name of the SHG. In another case (Sl. No-16 of *Appendix-IV*) the bank had not released even the revolving fund of ₹0.25 lakh after nine months of release (October 2009) by DRDA.

Photographs (taken on 28 and 29 July 2010) of some SHGs physically verified



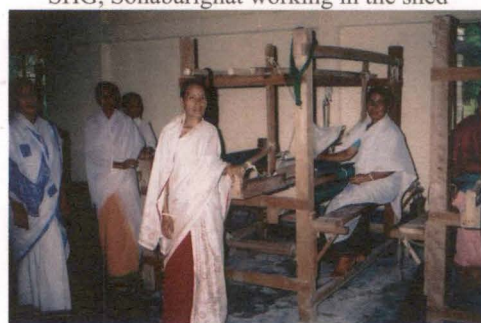
Piggery shed of United Women Federation, Bhaga
(Group of five SHGs)



Members of Dhanehari Pt-III Roy Para Women
SHG, Sonabarighat working in the shed



Working shed of Jibangram Weaving Federation
(Group of five SHGs)



Members of Debipur Kimber Women Society SHG
Jibangram (Weaving) working in the shed



Working shed of Bekirpar Weaving Federation
(Group of five SHGs)



Fishery of Bulbul SHG, Sonabarighat Pt-II

To sum up, the district authorities failed to provide the guaranteed wage employment in rural areas of the District thereby defeating the objective of security of livelihood to the needy and the vulnerable sections viz., SC/ST and women; the extent of poverty alleviation through these schemes remains doubtful.

Recommendation

The district administration should ensure finalisation of beneficiary lists at the beginning of the financial year for timely utilisation of funds and ensure technical support/training of the beneficiaries for maximize the outcome in terms of employment generation.

6.3 Housing Scheme

Indira Awaas Yojana (IAY) is a flagship scheme to provide houses to the poor rural people. The objective of the scheme is primarily to help construction/upgradation of dwelling units of members of Scheduled Castes/Scheduled Tribes, free bonded labourers and other below the poverty line non SC/ST rural house holds by providing them a lump-sum financial assistance. Under the scheme, 60 per cent of total allocation should be spent for SC/ST BPL households.

6.3.1 Identification of beneficiaries

The Gram Sabha is responsible for selection of beneficiaries from the list of eligible BPL households, restricting this number to the target allotted as per the scheme guideline. Selection by the Gram Sabha is final and no approval from higher authority is required.

Audit scrutiny of the records revealed that in Silchar Development Block, 82 beneficiaries for the year 2008-09 were selected by Anchalik Parishads (AP), which was in violation of scheme guidelines. Following the selection of beneficiaries by APs, the GP Secretary Association moved Gauhati High Court

for imposition of stay order in extending benefits to the beneficiaries selected by the APs. Accordingly, the release of funds for 2008-09 and 2009-10 pertaining to IAY schemes to the selected beneficiaries were stayed by the court. BDO, Barjalenga did not furnish any evidence in support of selection of beneficiaries by the Gram Sabha.

From 2007-08, cost of Sanitary Latrine at the rate of ₹300/- per beneficiary was released to the PHE Department for construction of latrine under TSC programme. The PHE Department returned ₹9.60 lakh pertaining to 3,199 IAY beneficiaries in respect of nine blocks on the ground that the names of the beneficiaries did not figure in BPL list, which indicated that 3,199 beneficiaries were not selected from BPL households.

6.3.2 Funding Pattern

The IAY is a centrally sponsored scheme funded on cost sharing basis in the ratio of 75:25. Funds received and expenditure incurred during 2005-10 is indicated below:

Table-28: Funds received and expenditure incurred during 2005-10

Year	Opening balance	Funds received		Other receipt	Total funds available	Expenditure incurred	Closing balance (percentage)
		GOI	GOA				
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
2005-06	4.46	6.90	2.57	0.62	14.55	11.73	2.82 (19)
2006-07	2.82	14.23	3.56	0.87	21.48	18.80	2.68 (12)
2007-08	2.68	17.52	4.33	0.32	24.85	21.91	2.94 (12)
2008-09	2.94	25.12	7.91	0.32	36.29	25.61	10.68 (29)
2009-10	10.68	38.16	12.76	--	61.60	58.52	3.08 (5)
Total		101.93	31.13	2.13	--	136.57	--

Source: Departmental figures.

The above table indicates that utilisation of funds during 2005-10 ranged between 71 and 95 per cent. Records revealed that during 2008-09 and 2009-10, the PD, DRDA released funds for 1,451 IAY houses (2008-09: 876; 2009-10: 575) to BDO, Silchar but the BDO could take up 1,260 houses during the period as there was no SC/ST beneficiaries left out for assistance. The PD released funds to BDO, Silchar. Thus, due to excess release of funds for 191 houses ₹73.54 lakh remained locked up with the Block.

- The position of funds received and utilised in the sampled blocks are as follows:

Table-29: Position of funds received and utilised in the sampled blocks

(₹ in crore)

Year	Opening balance	Funds received	Other receipts	Total funds available	Expenditure	Closing balance	Percentage of utilisation
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
2005-06	1.02	3.48	0.02	4.52	3.72	0.80	82
2006-07	0.80	8.17	0.01	8.98	8.63	0.35	96
2007-08	0.35	10.00	0.02	10.37	9.86	0.51	95
2008-09	0.51	14.32	0.03	14.86	8.81	6.05	59
2009-10	6.05	20.20	0.01	26.26	17.22	9.04	66
Total	--	56.17	0.09	--	48.24	--	

Source: Departmental figures.

6.3.3 Target and Achievement

Physical target and achievement of IAY houses is indicated below:

Table-30: Physical target and achievement of IAY houses

Year	Opening balance	Target	Total	Number of houses completed	Percentage	Houses under progress
(1)	(2)	(3)	(4)	(5)	(6)	(7)
2005-06	3,607	5,114	8,721	6,826	78	1,895
2006-07	1,895	7,144	9,039	8,086	89	953
2007-08	953	7,860	8,813	3,274	37	5,539
2008-09	5,539	7,867	13,406	5,547	41	7,859
2009-10	7,859	13,643	21,502	6,686	31	14,816

Source: Departmental figures.

Position of target and achievement in sampled blocks is given below:

Table-31: Target and achievement in sampled blocks

Year	Opening balance	Target	Total	Number of houses completed	Percentage	Houses under progress
(1)	(2)	(3)	(4)	(5)	(6)	(7)
2005-06	188	1,643	1,831	1,604	88	227
2006-07	227	2,956	3,183	2,920	92	263
2007-08	263	3,396	3,659	3,463	95	196
2008-09	196	3,723	3,919	2,678	68	1,241
2009-10	1,241	6,994	8,235	834	10	7,401

Source: Departmental figures.

During 2005-10, 31 to 89 per cent houses were completed in the District whereas in six test-checked Blocks 10 to 95 per cent houses were completed. Construction of 958 houses in three Blocks (Udharbond: 166; Katigorah: 123; Narsingpur: 669) were not taken up for non-selection of beneficiaries.





6.3.4 Implementation

➤ From 2007-08 funds were disbursed to the beneficiaries through account payee cheques, as the beneficiaries were responsible for construction of IAY houses under technical supervision of the JE of the concerned block and over all supervision of the GP Secretary. It was seen that both in the case of district and sampled blocks the percentage of completion of targeted houses reduced since 2007-08 indicating lack of supervision and monitoring.

➤ No action had been initiated either at district level or at block level for providing benefit of free electricity connection, drinking water supply, low rate loans from banks, insurance benefits to IAY beneficiaries as required under the rules.

➤ The Implementing Agencies should have a complete inventory of houses constructed under the IAY giving details of date of start and date of completion of dwelling unit, name of the village, block, occupation and category of beneficiaries. But, no such inventory of houses was maintained at any of the district, block and GP level.

➤ Joint physical verification with departmental officers revealed that houses remained incomplete in one GP though shown completed as evident from the photograph and completed houses did not have IAY logos displayed as required as per guidelines.

	
<p>IAY (2008-09) house of Shefali Malakar of Katigorah GP shown as completed/1 April 2010</p>	<p>IAY (2008-09) house of Smriti Malakar of Katigorah GP shown as completed/1 April 2010</p>
	
<p>Completed IAY (2008-09) house of N. K. Rajbongshi, Larsing without IAY logo/31 March 2010</p>	<p>Completed IAY (2007-08) house of Khirod Roy, Dhanehari, Sonabarighat without IAY logo/6 April 2010</p>

To sum up 3,199 IAY beneficiaries were selected from outside BPL list and also without selection by the Gram Sabha. Besides, houses could not be completed within time due to lack of supervision at Block and GP level despite availability of funds.

Recommendations

- Selection of BPL beneficiaries should be ensured.
- A coordinated approach needs to be adopted by DRDA to ensure providing all benefit to IAY beneficiaries as admissible to BPL households under different schemes.

6.4 Energy

Out of 1,020 villages in the District, 850 villages (83 per cent) were electrified as of March 2010. The State Government chalked out (February 2006) plans for electrifying 890 villages and did not initiate any action to electrify the remaining 130 villages.

6.4.1 Rajiv Gandhi Gramin Vidyutikaran Yojana (RGGVY)

The RGGVY which is a component of Bharat Nirman Programme was launched by GOI in April 2005 to provide electricity to all the rural households within a period of five years. The Power Grid Corporation Limited (PGCL) is the implementing agency in the District. The main objective of the scheme was to –

- (i) electrify 890 villages;
- (ii) provide free electric connection and subsequent energisation to 73,512 BPL households;
- (iii) provide on an average seven pillars each of LT and HT lines for drawing of connection;
- (iv) set up three new substations.

Audit scrutiny revealed that as of March 2010, 850 villages were electrified and 40,000 BPL households were covered. Out of 40,000 BPL households only 4,227 (11 per cent) were energised and out of 850 villages only 95 villages were commercially energised. Though the construction of three sub-stations was completed but the status of their functioning was not on record. As the PGCL did not complete the works by the stipulated dated of March 2009, a revised DPR was approved at a cost of ₹74.02 crore. Out of ₹58.42 crore released, ₹58.41 crore was spent by the PGCL as of March 2010.

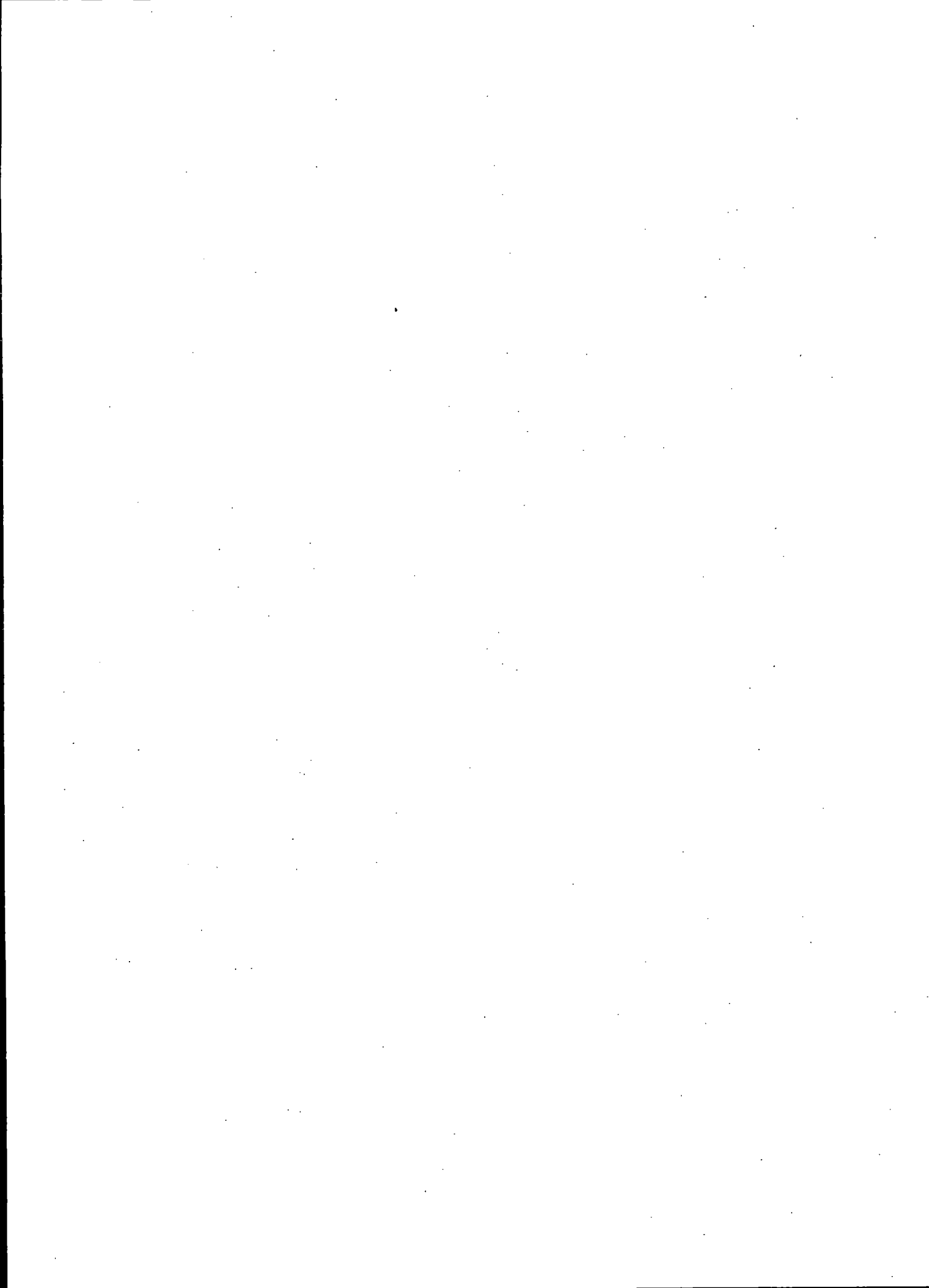
Thus, delay in completion of the work resulted in price escalation of ₹15.60 crore besides depriving the eligible beneficiaries of the intended benefit even after five years of launching of the scheme.

Recommendation

The district administration should streamline its internal processes and co-ordination among different agencies to ensure coverage of un-electrified villages and completion of the project with in a specific timeframe.



General Services



Chapter 7: General Services

7.1 E-Governance

For implementation of the National e-Governance Policy (NeGP) GOA appointed (August 2009) M/s Assam Electronics Development Corporation Limited (AMTRON) as the State Designated Agency (SDA). SDA in turn, selected M/s Zoom Developers Ltd., a private agency as the Service Centre Agency (SCA) for the District. A District e-Governance Society was also constituted (November 2009) under the Chairmanship of DC, Cachar for implementation of NeGP, monitoring the functioning of the Common Service Centres (CSCs), delivery of G2C services etc.

Audit scrutiny revealed that 159 Village Level Entrepreneurs (VLEs) were appointed as of July 2010 by SCA to run the CSCs at GP/village level and SDA had expended ₹15.53 lakh towards revenue support to the CSCs out of total funds of ₹45 lakh received from GOA for the purpose. However, as of July 2010 the CSCs are providing only B2C services¹⁴ and no G2C service¹⁵ is being provided mainly due to inaction of the District Authority. As a result the citizens of the District remained deprived of getting the intended benefits under NeGP as of date.

The District e-Governance Society/District Administration had not

intimated the steps taken/proposed to be taken for early implementation of NeGP in the District.

7.2 Waste Management

7.2.1 Bio-medical waste

Bio-medical waste is generated by hospitals and other health services providers and consists of discharged drugs, waste shapes, microbiological and biotechnological waste, human anatomical waste, animal waste etc.

According to the Bio-medical waste (Management and Handling) Rules 1998, authorisation of the State Pollution Control Board is mandatory for each Medical Service provider including research laboratories, handling Bio-medical waste. The District had one medical college hospital, one district hospital, one CHC, 32 PHCs besides 16 private nursing homes and hospitals and 11 diagnostic centres handling Bio-medical waste. The District Authority and the Joint Director, Health Services, Cachar did not have any information regarding authorisation and system of handling of the Bio-medical waste. However, audit scrutiny revealed that except Silchar Medical College Hospital (SMCH), no other organisation has an incinerator for disposing off the Bio-medical waste as per specified norms of the Board. Segregation of wastes was also not done in any organization except in SMCH. Joint physical verification of the selected medical units with departmental officers revealed that waste was not disposed off as per prescribed procedure but dumped at different places in hospital premises as evident from the given photograph.

¹⁴ **B2C service:** DTP, commercial photography, internet browsing, insurance, computer education, e-recharge, downloading, CD burning, DTH sale, courier service, coin PCO etc.

¹⁵ **G2C service:** PRC, caste certificate, Non-creamy layer certificate, next of keen certificate, bakijai clearance certificate, senior citizen certificate, permission for delayed birth/death certificate, permission for special events etc.



Unhygienic dumping of bio-medical waste at Borkhola PHC/
4 May 2010

The Pollution Control Board did not initiate any action against the service provider having no specified system of disposal of Bio-medical waste.

7.2.2 Municipal waste

Municipal waste is generated by households and consists of paper, organic waste, metals etc. Increasing use of

plastic and packaged products also contribute significantly to municipal waste.

According to the Municipal Solid Waste (Management and Handling) Rules, 2000, Municipalities are responsible for disposal of municipal solid waste. The District has two Municipal Boards (MBs) at Silchar and Lakhipur. Approximately 105 MTs of waste are generated per day in both the MBs of which 65 per cent are non-biodegradable. None of the MBs have solid waste disposal plants. Solid wastes are carried in open carts and trucks in broad day light and dumped at different sites of the towns as evident from the following photographs.



Garbage being dumped on NH-53 by SMB



Garbage being dumped by SMB in residential area



Garbage being accumulated on the entry point to the main market, Fatak bazar



Garbage being transported in open truck by SMB

(Photographs taken on 4 and 5 June 2010)

Thus, in absence of integrated planning of transportation, processing, disposal of municipal waste as well as Bio-medical waste, public are exposed to the dangers of untreated waste and pollution.

7.3 Civic Amenities

7.3.1 Civic Amenities by Municipal Administration

Provision of basic civic amenities in the towns is the responsibility of the Municipal Administration. Cachar district has two Municipal Boards (MBs) for Silchar and Lakhipur. The MBs function as self-governing institutions and receive grants and funds from the Government. These institutions also earn revenue through taxes, rents, issue of licenses and car parking etc. They are mandated to utilise these funds for provision of adequate civic amenities for the public.

During 2005-10, both the MBs received ₹7.32 crore under the schemes – Integrated Development of Small and Medium Towns (IDSMT) and Swarna Jayanti Shahari Rozgar Yojana (SJSRY), out of which ₹5.07 crore was spent by the MBs during the period. The MBs, however, did not prepare AAPs during the period.

Audit scrutiny of the records revealed that the Silchar Municipal Board (SMB) received ₹73 lakh during 2006-07 for construction of a market building (Estimated cost ₹1.35 crore). Though, the work was in progress but the quantum of physical and financial progress was not produced to Audit. The SMB received another amount of ₹69 lakh for multi-utility development funds, which remained unspent as of March 2010. The Chairperson, SMB stated (June 2010) that there was delay in utilisation of funds due to a case filed in Gauhati High Court. However, the work had started and seventy *per cent* fund was utilised. Further, 15 works *viz.*,

improvement of Lanes, PWD roads and construction of dustbins etc., for which ₹16.50 lakh was received during 2009-10 had not been started as of September 2010.

The Lakhipur Municipal Board (LMB) received ₹51 lakh under SJSRY 2010, which remained locked-up as the list of works to be carried out was yet to be approved by the District Urban Development Authority (DUDA), Cachar. Thus, non-completion/non-commencement of works resulted in denial of intended benefits to general public of the District.

7.3.2 Storm Water Drainage

Drainage is a major problem in the Municipal area of Silchar. There is water logging in different areas of the city during rainy season as evident from the photographs below:



Water logged roads at Silchar/29 May 2010

GOI sanctioned ₹17 crore during 2006-07 for Storm Water Drainage Scheme and work was entrusted (February 2007) to NBCC and ₹4.25 crore was released.

After completion of 24 per cent of the work, the company left the work. Thus, the drainage problem of the town remained unsolved.

7.3.3 Other Amenities/services

➤ The Government of India decided to provide essential financial services like savings, credit, micro-insurance and remittance to all villages with population over 2,000 by March 2012. The objective of the scheme was to deliver financial services at an affordable cost to vast sections of the low-income groups.

Information obtained from Reserve Bank of India (RBI) revealed that the District has 56 rural and 21 urban branches of different commercial banks which cover 124 (12 per cent) out of 1,020 villages. In the District, 1,96,135 savings banks accounts in different banks are in operation and 23,524

pensioners are drawing their pensions through different banks. Out of total credit of ₹10.06 crore, only ₹1.36 crore (14 per cent) was for 23,438 farmers as on 31 March 2010. Thus, the coverage of the District under bank inclusions by 2012 seems to be remote.

➤ GOI introduced the scheme of Modernisation of Police Force (MOPF) to augment the operational efficiency of the State police so as to face the emerging challenges to internal security. Audit scrutiny of the records of SP, Cachar revealed that crime cases in the District increased by 13 per cent from 3,370 cases as on 31 March, 2006 to 3,807 cases as on 31 March, 2010. Major increases were in kidnapping (84 per cent), rape (44 per cent), car lifting (77 per cent) and theft (16 per cent). Increase in crime cases during 2005-10 indicates that there was no noticeable effect of MOPF in minimising the crime rate in the District.

➤ Information furnished by the District & Session Judge, Cachar depicted the following regarding disposal of civil and criminal cases:

Table-32: Position of disposal of civil and criminal cases

Year	Opening balance	Cases instituted during the year	Total cases	Disposed during the year	Closing balance	Percentage of disposal
(1)	(2)	(3)	(4)	(5)	(6)	(7)
2005-06	20,848	12,370	33,218	10,507	22,711	32
2006-07	22,711	13,733	36,444	13,734	22,710	38
2007-08	22,710	11,064	33,774	8,814	24,960	26
2008-09	24,960	11,235	36,195	13,000	23,195	36
2009-10	23,195	13,317	36,512	12,432	24,080	34

Source: Information furnished by the District & Session Judge, Cachar.

26 to 38 *per cent* cases were disposed off during 2005-10 leaving huge cases pending. Out of 24,080 pending cases, 6,034 cases are pending for more than three years (March 2010).

➤ Availability of electricity supply is a cause of concern to the common man. The shortage in meeting energy requirement in the district ranged between 17 and 27 *per cent* during 2005-10 where as shortage of peak demand ranged between 41 to 49 *per cent*. As a result supply of electricity was available only for 12 to 16 hours a day.

➤ The District had 22,340 district exchange lines of which urban connection was 15,610 (70 *per cent*) and rural connection was 6,730 (30 *per cent*). 1,42,046 mobile phone

connections are available in the District. Tele density of the District is 11.4 *per cent* against the State tele-density of 26.9 *per cent*.

➤ The District had five fire stations against the requirement of 78 fire stations as per the Standing Fire Advisory Council norm. There were 754 fire incidents during 2005-10 in which 11 human lives and property worth ₹6.54 crore were lost. Thus, shortage of infrastructure is one of the causes responsible for loss of lives and property.

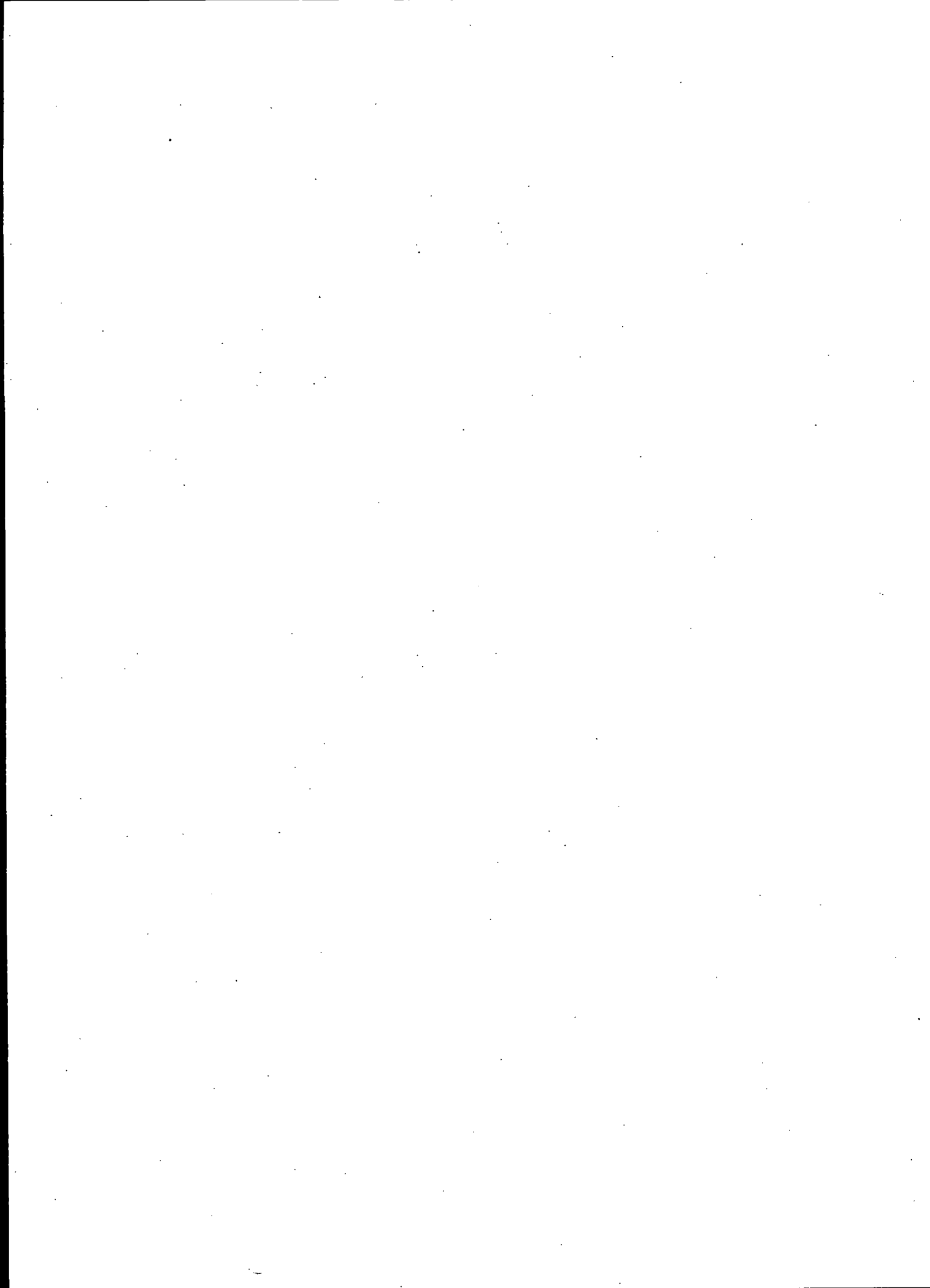
To sum-up, the district is deficient in basic amenities like good quality roads, sufficient supply of electricity, medical facilities, required bank branches, transportation and communications, drainage system. Besides there is no Waste management Plan for both Bio-medical and municipal wastes available in the District.

Recommendations

- The district administration should chalk out coordinated plan to ensure basic civic amenities to the general people.
- Waste management plants also need to be developed in an integrated manner to ensure proper management of disposal of solid waste.



Satisfaction level of the
people of the District



Chapter 8: Satisfaction level of beneficiaries in the District

To assess the impact of the various rural developmental schemes in the district, questionnaires were sent to 35 Gaon Panchayats regarding their satisfaction level on different parameters. Replies were received from all the 35 Gaon Panchayats and their responses are given below:

Sl. No.	Parameters	Response
1	Condition of the roads connecting villages, villages with Block Headquarters and district town	Bad: 14 per cent Require repairing: 86 per cent
2	Regular bus services between the villages, village and block headquarters and district town	Sufficient: 6 per cent Insufficient: 88 per cent Not available: 6 per cent
3	Drinking water supply	Available: 17 per cent Partially available: 11 per cent Not available: 72 per cent
4	Electricity supply	0-10 hours: 29 per cent 10-12 hours: 71 per cent
5	Bank branch in the village	Not available: 80 per cent 1-3 branches: 20 per cent
6	Availability of cooking gas (LPG)	Regular: 11 per cent Irregular: 89 per cent
7	Medical facilities	Available: 20 per cent Not available: 80 per cent
8	Education facility (upto class-VIII)	Available: 74 per cent Not available: 26 per cent

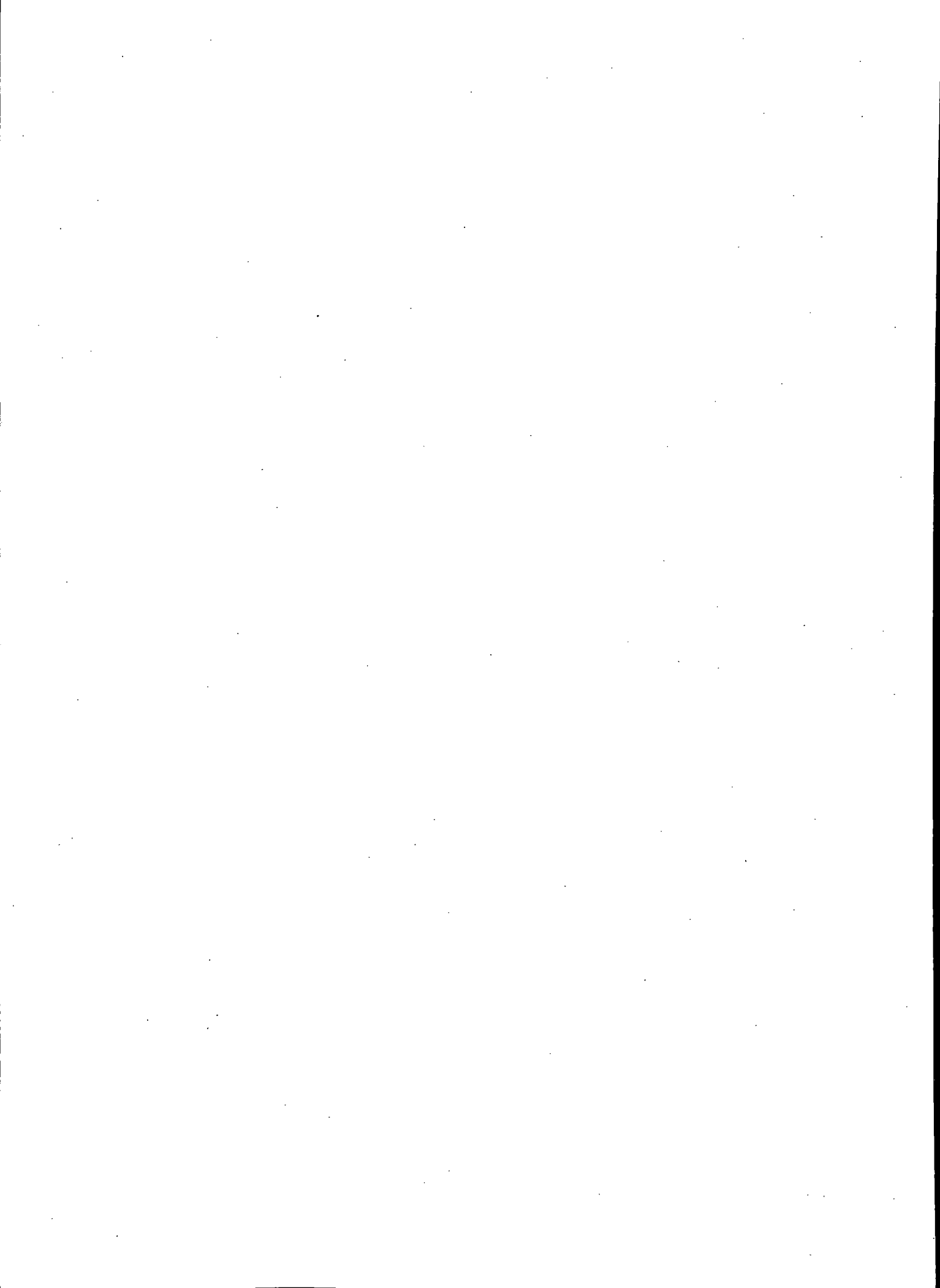
The responses indicate poor satisfaction level of the people in respect of road conditions, drinking water supply, electricity supply, medical facilities etc.

Recommendation

The District authority should take concrete and tangible efforts to improve the quality of life in the district by efficient implementation of the development programmes.



Monitoring Mechanism
and
Impact Evaluation



Chapter 9: Monitoring Mechanism and Impact Evaluation

9.1 Inspection and Supervision

DC is responsible for monitoring the overall progress of implementation of various developmental programmes in the District and ensuring that these are executed within the specified timeframe and approved budget. While most of the Central and State plan schemes specify the monitoring requirements, in general, most schemes require that DC closely monitors the progress on a monthly/quarterly basis. The District Planning and Development Committee is also required to review the progress of schemes every quarter. In addition, the State Government has also specified the extent of supervision to be carried out at various levels with regard to the developmental works/projects, as follows:

Table-33: Extent of supervision to be carried out at various levels

Designated Officer	Percentage of Inspection to be carried out
Block Development Officer / Junior Engineer	100
District Planning Officer	15
Addl. DC / Addl. DM	5
Sub-Divisional Officer	10
Deputy Commissioner	4
Official from State Planning Department	1

Source: Departmental figures.

Apart from the stipulated personal inspection and supervision, review of the execution of schemes was also to be done through periodical review reports and statements of expenditure (SOE) to be sent from various levels – GPs to the Blocks, Blocks to DRDA/DC, DC to the State Government and onwards to the

Central Government, for the Central schemes.

Audit scrutiny, however, revealed that monitoring and supervision of the progress of implementation of various schemes in the District was perfunctory. The District Planning and Development Committee convened only four meetings during 2006-10. DC held monthly meetings with BDOs and the district departmental heads to review the progress of execution of works/schemes. Records, however, revealed that no action was initiated by DC, who remained absent in the said meetings. Besides, the minutes of the meetings did not indicate the position of different schemes being implemented in the District.

The sampled Blocks did not send the Statements of Expenditure on a monthly basis to DC.

9.2 Grievance Redressal

There was no mechanism in the District to address the grievances of the public relating to the services/utilities provided by various departments and agencies of the State. DC does not have any Grievance Cell. The DRDA stated (June 2010) that the Grievance Cell existed in DRDA and grievances were disposed off regularly but no documentary evidence to that effect was produced to Audit.

9.3 Social Audit

The PD, DRDA could not furnish any information regarding social audit at GP level. Although social audit in the sampled GPs was completed during 2008-09, the exercise was not structured in meaningful manner to come out with findings which could help in effecting corrective measures. To ascertain the impact of implementation of development schemes during 2005-10, views of 35 GPs were obtained and their responses are mentioned in Chapter-8.

9.4 Lack of Documentation

Although DRDA maintained funds receipt registers under different schemes indicating funds received from GOI/GOA and funds utilised/released to the lower level, the test-checked Blocks did not maintain any such register. Further, inventory of assets created under different schemes were not maintained at any level, in the absence of which the district administration was unaware of total assets created during the last five years.

In sum, monitoring and supervision of the progress of implementation of various schemes at all tiers of local administration in the District was perfunctory which impacted the progress of developmental works/projects undertaken by various departments/implementing agencies. Consequently, there were number of works in the social and economic sectors, which were plagued by cost and time overruns, thereby depriving the public of the benefits of these developmental schemes.

Recommendation

- Monitoring, inspection and supervision needs to be strengthened at all the tiers of local administration to ensure that the programmes are executed on time and within cost and timely corrective action is taken in cases of slippage.

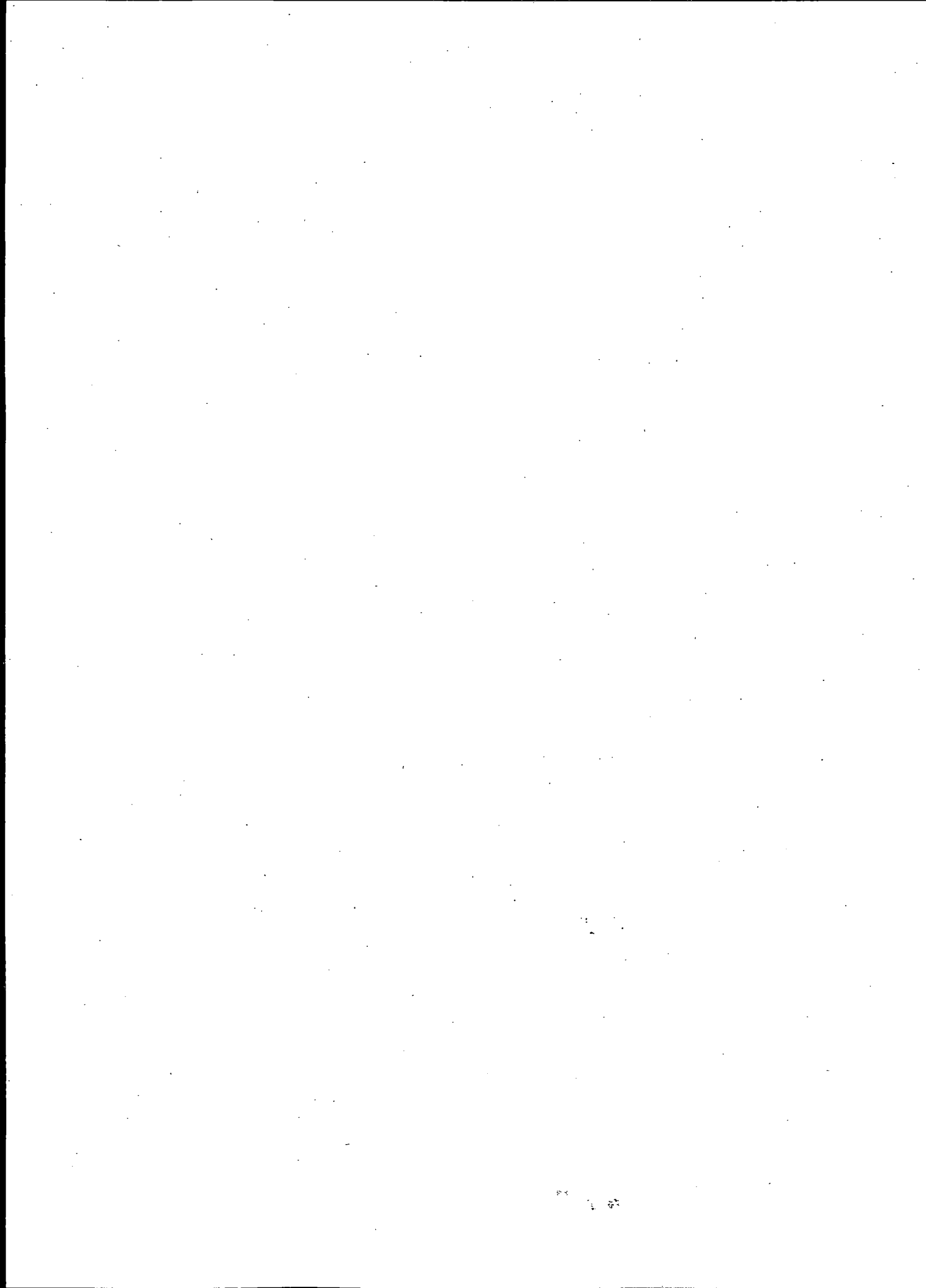
9.5 Sensitivity to Error Signals

Irregularities in implementation of different schemes were found published in local dailies. The Deputy Director of Information and Public Relation is responsible for forwarding the news paper clippings to DC and other departmental heads for necessary action. The Deputy Director forwarded 295 paper clippings to DC and others during 2005-10. Action taken by the District Administration on newspaper clippings were not produced to Audit.

Further, irregularities like underutilisation of scheme funds, irregular utilisation of scheme funds etc., are found mentioned repeatedly in earlier Inspection Reports issued from the Principal Accountant General (Audit) to the PD, DRDA, DC, Cachar and other departmental heads of the District. Repetition of similar irregularities indicates that the District Administration was not sensitive to the error signals.



Conclusion



Chapter 10: Conclusion

There is multiplicity of programmes and schemes and even larger number of implementing agencies, making it difficult for the district administration to effectively monitor and supervise the developmental activities. While almost all the developmental programmes are targeted at the same set of beneficiaries, the existence of myriad programmes without an integrated focus, led to each of them being implemented in a stand alone mode.

To ensure efficiency and effectiveness in delivery of key services like rural development, health, employment, etc., GOI has increasingly been entrusting the responsibility at the local level, especially the PRIs. This is also intended to ensure that the local Government at the district, block and GP level are empowered to discharge the functions that are constitutionally assigned to them. It was observed that absence of adequate participation at

these levels in the planning process is hindering the progress of the District. While the PRIs are empowered to prepare specific plans for an integrated development of their area, lack of structured annual action plans from these levels and absence of capacity building have resulted in their inability to expend the funds provided to them for implementation of various programmes.

Adequate monitoring mechanism is either not instituted, or 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 in a time bound manner due to delay in land acquisition, land disputes, slow progress of works and inadequate project management. The State Government will have to address these serious issues in order to achieve the intended development of the District at the desired pace.

Guwahati
The

24 JAN 2011



(Mukesh P. Singh)

Principal Accountant General (Audit), Assam

Countersigned

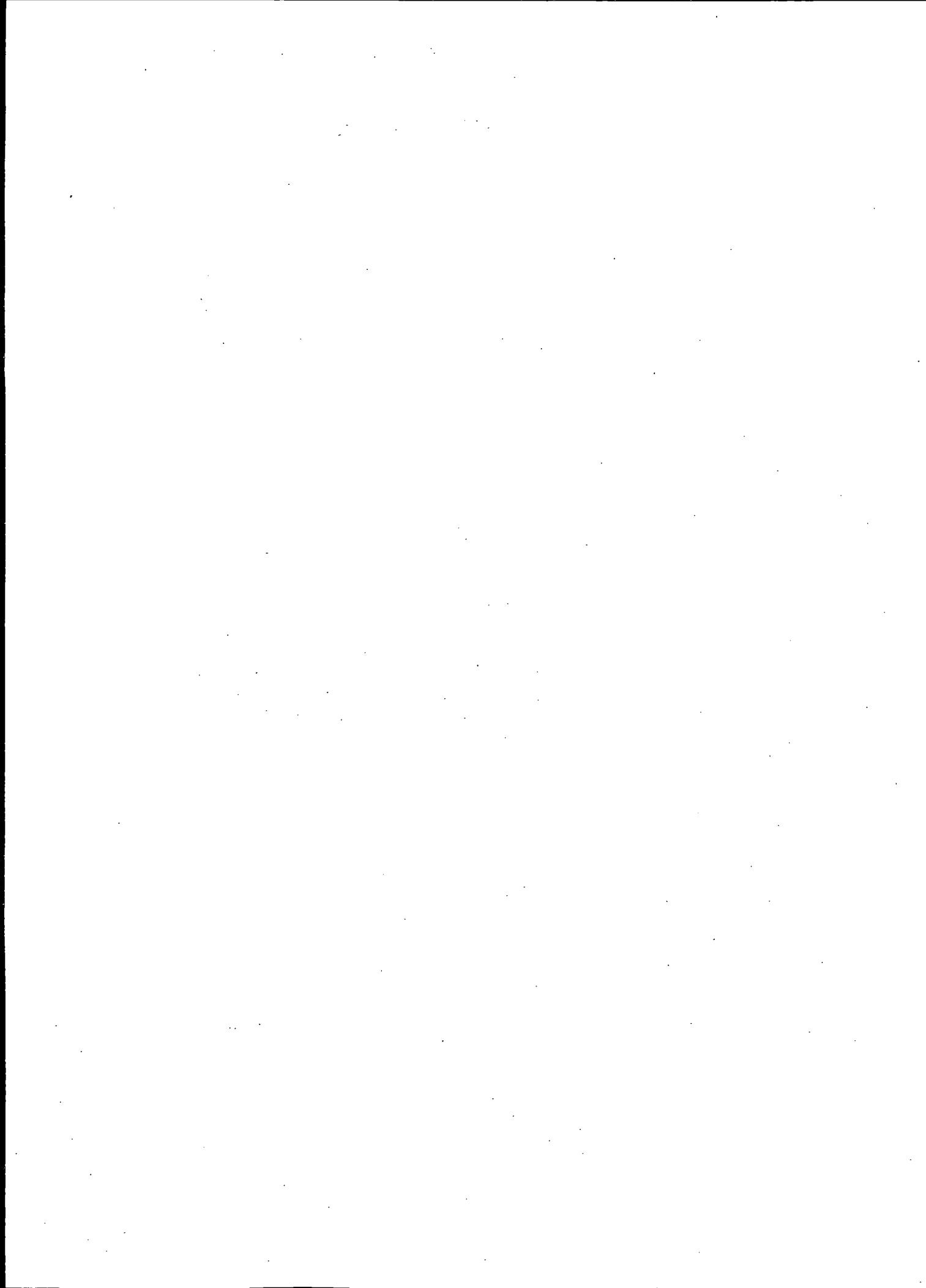
New Delhi
The

27 JAN 2011



(Vinod Rai)

Comptroller and Auditor General of India



Appendices

Appendix-I
(Ref: Paragraph-6.1.1)

**Statement showing the different types of Road length
as on 1-04-2005 and 31-03-2010 in Cachar District**

(In Km)

Sl. No.	Name of executing Division	Position of Road as on 31/03/2005				Position of Road as on 31/03/2010			
		Earthen	Graveled	Blacked topped	Total	Earthen	Graveled	Blacked topped	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1.	Rural Road	1,418.082	2.500	515.108	1,935.690	1,309.033	2.500	624.157	1,935.690
2.	Border Road	-	-	0.350	0.350	-	-	28.705	28.705
3.	NEC Road	-	-	87.530	87.530	-	-	87.530	87.530
4.	National Highway (maintained by PWD)	-	-	69.901	69.901	-	-	97.134	97.134
5.	Cachar Road Circle (PMGSY)	-	-	122.521	122.521	-	-	364.690	364.690
6.	National Highway (maintained by BRO)	-	-	129.582	129.582	-	-	104.837	104.837
Total		1,418.082	2.500	924.992	2,345.574	1,309.033	2.500	1307.053	2,618.586

Source: Departmental records.

Note: Total road length increased during 2005-10 for 273 Km which includes conversion of 109 Km earthen road to black topped road.

Appendix-II
(Ref: Paragraph-6.1.1(b) (iii))

**Statement showing the position of advances paid to contractors under PMGSY
(as on 31st March 2010)**

Sl. No.	Package No.	Name of contractor	Mobilisation advance			Equipment advance		
			Date	Amount Paid	Amount outstanding	Date	Amount Paid	Amount outstanding
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1.	AS-03-20	Sri Arindam Dutta	31/03/06	11,20,000	2,46,600	-	-	-
2.	AS-03-26	- do -	19/09/06	8,09,273	3,54,034	19/09/06	16,18,547	7,08,112
3.	AS-03-27	- do -	31/03/06	7,12,000	1,84,586	21/07/06	13,31,851	2,77,373
4.	AS-03-32	Sri A. T. Dutta	14/01/08	8,64,752	6,43,820	-	-	-
5.	AS-03-53	Sri N. J. Bhowmik	12/11/08	24,31,329	5,42,849	-	-	-
6.	AS-03-54	Sri S. Paul	-	-	-	27/03/09	57,93,137	13,08,500
7.	AS-03-55	Hazi A.R. Laskar	10/11/08	45,51,945	37,30,145	-	-	-
8.	AS-03-58	Sri A.K. Dutta	10/03/09	33,24,560	23,66,000	25/06/09	51,42,100	36,02,000
9.	AS-03-60	Sri A. Dutta	27/03/09	15,72,000	12,35,400	27/03/09	31,45,000	24,70,800
10.	AS-03-61	Sri B. Dutta	05/06/09	21,96,572	8,47,000	25/06/09	36,33,605	11,39,500
11.	AS-03-66	M/s N.I. Construction	21/11/08	35,00,000	18,65,000	21/11/08	70,00,000	36,88,000
12.	AS-03-67	Sri K. Kalita	18/03/09	69,06,068	63,64,518	18/03/09	1,38,12,136	1,27,29,537
13.	AS-03-73	Sri P.K. Deb	30/04/09	24,00,000	7,18,000	30/4/09	45,00,000	11,46,000
14.	AS-03-84	Sri P. K. Bhattacharjee	-	-	-	-	24,80,000	21,55,000
15.	AS-03-110	Sri C. K. Ghosh	-	22,45,000	12,35,000	-	44,90,000	24,71,000
16.	AS-03-22	M/s J. Construction	18/04/06	6,54,895	-	-	-	-
17.	AS-03-30	Sri A. T. Dutta	14/01/08	16,03,647	-	-	-	-
18.	AS-03-34	Sri A. T. Dutta	14/01/08	8,87,944	-	-	-	-
19.	AS-03-37	Sri M. Roy	18/02/08	12,53,324	-	-	-	-
20.	AS-03-35	Haji A.R. Laskar	-	-	-	28/11/07	17,77,500	-
21.	AS-03-42	Sri P. Bhattacharjee	-	-	-	18/02/08	18,64,000	-
Tot				3,70,33,309	2,03,32,952		5,65,87,876	3,16,95,822

Source: Departmental records.

Appendix-III
(Ref: Paragraph-6.2.1)

Statement showing details of Mandays created in selected blocks under SGRY

Sl. No	Name of selected Blocks	Total Mandays			Mandays for SC/ST			Mandays for women			Mandays for others		
		2005-06	2006-07	2007-08	2005-06	2006-07	2007-08	2005-06	2006-07	2007-08	2005-06	2006-07	2007-08
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
1.	Binnakandi	11,164	41,363	-	3,721	13,787	-	1,240	4,595	-	7,443	27,576	-
2.	Borkhola	36,500	47,252	44,320	16,350	20,048	19,050	5,352	7,152	6,250	20,150	27,204	25,270
3.	Narsingpur	84,662	99,007	57,296	52,368	55,003	28,576	2,618	11,000	7,144	32,294	44,004	35,720
4.	Udharband	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
5.	Katigarh	65,719	68,103	60,520	39,400	37,510	28,725	-	-	-	26,319	30,593	24,795
6.	Sonai	77,119	94,192	41,489	17,627	19,234	9,271	-	-	-	59,492	74,958	32,218
7.	Kalain	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
TOTAL		2,75,164	3,49,917	2,03,625	1,29,466	1,45,582	85,622	9,210	22,747	13,394	1,45,698	2,04,335	1,18,003
		(2.75)	(3.50)	(2.04)	(1.29)	(1.46)	(0.86)	(0.09)	(0.23)	(0.13)	(1.46)	(2.04)	(1.18)

Source: Departmental records.

Appendix-IV
(Ref: Paragraph-6.2.3)

Details of SHGs visited

Sl. No.	Name of SHG	Trade	Year of formation	Funds received (₹ In lakh)			Remarks
				Revolving fund	Credit	Subsidy	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1.	Gandhinagar Charukala SHG Gandhinagar, Bekirpar Narsingpur GP, Narsingpur	Weaving	2002	0.25	1.50	0.75	
2.	Shilpashree SHG Pakaipar, Kabuganj Narsingpur GP, Narsingpur	Weaving	2002	0.25	1.50	0.75	
3.	Samaj Kalyan SHG Rengti, Bekirpar Narsingpur GP, Narsingpur	Weaving	2003	0.25	1.50	0.75	
4.	Yubo Jagriti SHG, Narsingpur Pt-III Narsingpur GP, Narsingpur	Catering	2005	0.25	2.00	1.00	
5.	Debipur Kimber Women Society SHG Debipur, Jibangram GP, Narsingpur	Weaving	2002	0.25	1.50	0.80	
6.	Ringsmai Unnayan Committee SHG Jibangram GP, Narsingpur	Weaving	2002	0.25	1.50	0.80	
7.	Gajalghat Dimacha Mahila Samiti SHG Gajalghat, Jibangram GP, Narsingpur	Weaving	2002	0.25	1.50	0.80	
8.	East Debipur ST Women Society SHG East Debipur, Jibangram GP	Weaving	2002	0.25	1.50	0.80	
9.	Jibangram Barman Mahila Samiti SHG Jibangram GP, Narsingpur	Weaving	2002	0.25	1.50	0.80	
10.	Bam Anchalik Narijagran Mohila SHG Bongram, Bhaga GP, Narsingpur	Piggery	2003	0.25	2.50	1.25	
11.	Women Development SHG Rajghat Pt-II, Bhaga GP	Fishery/ Dairy	2004	0.25	2.00	1.00	
12.	Narijagaran Mohila SHG Joydhanpur, Bhaga GP	Duckery	2003	0.25	--	0.10	
13.	Manab Kalyan SHG Lailapur, Chamnighat GP	Dairy	2008	0.25	--	--	
14.	Ramjan Swa Sahayak Dal SHG Bidyaratanpur, Rajnagar GP	Dairy	2007	0.25	--	--	
15.	Rural Development Women SHG Ranghirghat Pt-III, Ranghirghat GP	Dairy/ Goatery	2007	0.25	2.36	1.18	Subsidy portion not released by bank
16.	Ranghirghat Tapshili Mahila SHG Ranghirghat Pt-III, Ranghirghat GP	Dairy	2009	0.25	--	--	Revolving fund not released by bank
17.	Dhanehari Pt-III Roy Para Women SHG No-1 Dhanehari Pt-III, Sonabarighat GP	Bamboo	2002	0.25	2.50	1.25	
18.	Dhanehari Pt-III Roy Para Women SHG No-2 Dhanehari Pt-III, Sonabarighat GP	Bamboo	2002	0.25	2.50	1.25	
19.	Bharat Mata SHG Dhanehari Pt-III, Sonabarighat GP	Bamboo	2007	0.25	2.00	1.00	
20.	Jeeban Sathi SHG Dhanehari Pt-III, Sonabarighat GP	Bamboo	2007	0.25	2.00	1.00	
21.	Bulbul SHG Sonabarighat Pt-II, Sonabarighat GP	Fishery	2007	0.25	2.00	1.00	
Total				5.25	31.86	16.28	

Source: Departmental records.

