सत्यमेव जयते

Report of the Comptroller and Auditor General of India on West Garo Hill District

For the year ended 31 March 2011 (Report No. 4)



GOVERNMENT OF MEGHALAYA

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PREFACE

This Report of the Comptroller and Auditor General of India contains the result of district-centric audit of West Garo Hills District in Meghalaya. 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 the District during the period 2006-07 to 2010-11. Audit process involved test check of records pertaining to State Planning Department, the office of the Deputy Commissioner, District Rural Development Agency, selected Blocks, 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

Background

Recognising the importance accorded by the Planning Commission for a district-centric approach to devolution of finances for an integrated local area development, a district centric audit of West Garo Hills District was carried out to assess the status and impact of implementation of the various socio-economic developmental activities in the District during 2006-11.

The review covered key social sector programmes relating to health, education, water supply and sanitation; economic sector programmes relating to infrastructure development, improvement of road connectivity, provision of employment to the poor and vulnerable sections of society; general sector programmes relating to police, law and order.

While Audit brought out some positives in the social sector programmes relating to health, there were quite a few areas where the State/District administration needs to focus its attention.

Audit Findings and Recommendations

Planning

Government of India envisages an inclusive and participative planning process for the development of districts and mandated the establishment of a District Planning Committee for every district for consolidating and preparing an integrated district plan. As a measure to decentralise the planning process, the State Government constituted District Planning and Development Councils (DPDC) to co-ordinate, monitor and review the implementation of district plans and programmes. Although the DPDC considered and approved the draft annual plans of the West Garo Hills District (except 2007-08), periodical meetings to review and monitor the actual implementation of the schemes/programmes were not held.

Recommendation

There should be regular meetings of the DPDC to monitor and review the progress of implementation of various schemes under the annual district plan.

Financial Management and Accounting Framework

The District receives funds through the State Budget for various development activities. In addition, funds are also released directly to the District Rural Development Agency (DRDA) and implementing agencies for various socio-economic programmes sponsored by the Central Government.

The utilisation and accounting of developmental funds were shown on mere release of funds to implementing agencies rather than after their actual utilisation. As such, the reported progress and achievement of various schemes/programmes depicting the outcomes do not reflect the true picture.

Recommendations

❖ *A system needs to be evolved for showing actual utilisation of funds as distinct from mere release of funds.*

❖ *Direct transfer from the Union to the State implementing agencies runs the risk of poor accountability. As such, a system should be put in place to ensure proper accounting of these funds and the updated information should be validated by the State Government as well as the Accountant General (A&E).*

Social Services

Health

The Department was successful in restricting the diseases like leprosy, tuberculosis and polio. But the health care services through health centres, diseases like malaria, *etc.* still remained a matter of concern.

The process of assessing the health care requirements and gaps in infrastructure, equipment, manpower, *etc.,* as per National Rural Health Mission (NRHM) stipulation was yet to be completed in the District. The District had six Community Health Centres (CHC), 18 Public Health Centres (PHCs) and 82 Sub Centres (SCs). Except for CHCs, the number of PHCs and SCs was less than the prescribed norms. There was shortfall of manpower in CHCs, PHCs and SCs. Patient care in rural areas of the District suffered due to inadequate infrastructure and equipment like operation theatre, radiology facilities.

The prevalence of vaccine preventable diseases was negligible in the District as no case of infant and child diseases like neonatal tetanus, diphtheria, whooping cough and polio was detected during 2007-11. However, 111 to 394 cases of measles were detected during this period.

Though, 1,617 Village Health and Sanitation Committees (VHSC) were formed in the District, as of March 2011, untied fund of ₹ 1.31 crore was lying unspent with VHSCs.

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 remained to be achieved in the District.

Recommendation

The District Health Society should commission a survey to identify the gaps in health care infrastructure and facilities and draw up a specific timeframe as per the NRHM

guidelines in order to provide accessible and affordable health care services to the rural populace of the District.

Education

School education is being imparted in the District through a network of 2,881 schools. The percentage of children who remained out of school had come down from 3.38 *per cent* in 2006-07 to 0.61 *per cent* in 2010-11. Drop-out rate at lower primary level declined to 8.49 *per cent* in 2010-11 from 10.20 *per cent* in 2006-07 and that of at upper primary level to 14.75 *per cent* in 2010-11 from 20.6 *per cent* in 2006-07.

The District was affected by lack of proper infrastructure and a significant number of schools was running without proper buildings, toilets and drinking water facilities. Besides, 111 primary schools in the District were functioning with a single teacher. At the secondary and higher secondary levels, high percentage of untrained teachers impacted quality of education as evident from low pass percentage in Board examination of Class X and Class XII.

Recommendation

- *Basic infrastructure/ facilities should be provided on priority in all the schools, especially at the elementary level, to ensure an appropriate environment for teaching and learning. Efforts should be made to impart proper training to the teachers to improve the quality of education.*

Drinking Water

The supply of drinking water remained a problem area in the District. The District Drinking Water Security Plan for 2009-12 was yet to be approved. Only 45 *per cent* of the habitations in the District had access to drinking water facilities as per norms. Besides, quality of water being supplied to the habitations was not being ensured by conducting the required water sample tests.

Lack of adequate supervision at departmental level and at required frequency, delayed the completion of schemes on time and proper maintenance of completed schemes. Thus, the targeted beneficiaries were denied adequate and safe drinking water.

Recommendation

- *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.*

Economic Services

Infrastructure – Roads and Bridges

Out of the total 1,537 villages in the District, only 749 villages have been provided road connectivity as of March 2011. Thus, 51 *per cent* of the villages in the District were yet to be provided with road connectivity.

As of March 2011, 31 projects covering 113.35 km were completed under Pradhan Mantri Gram Sadak Yojana. However, none of these roads was 'all weather' roads, but constructed up to sub-grade stage (*kutchha*/fair weather road) only.

Further, 73 out of 93 incomplete works in the District remained incomplete even after delays ranging from one year to 13 years.

34 road works and four bridge works were pre-closed after incurring an expenditure of ₹ 7.03 crore rendering the entire expenditure wasteful.

Thus, delay in completion of road works resulted in denying the benefits of providing road connectivity which would have contributed to the economic growth of the District.

Recommendation

- *The State/District administration should ensure greater coordination with the executing agencies to ensure that the works are planned, taken up and completed within the specified timeliness and accountability should be fixed for delay and slippages in this regard.*

Employment Generation

The three important schemes for providing employment in the rural areas are the Swarnjayanti Gram Swarozgar Yojana (SGSY), Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA) and Indira Awas Yojana (IAY).

A review of status of these schemes revealed that though the objective of SGSY was to bring the assisted below poverty line (BPL) families above the poverty line, only 464 out of 51,400 BPL families in the District were brought above the poverty line till March 2011, which indicates that the SGSY had failed to achieve notable success even after 12 years of implementation.

Under MNREGA, the Department could not provide the legally guaranteed 100 days wage employment to 5,127 households. Though as per guidelines of MNREGA, these households were to get unemployment allowances, such allowances were not paid.

Basic facilities of a clean environment and sanitation were not provided in 4,694 houses constructed with the financial assistance provided under IAY thereby frustrating the objective of the scheme.

Recommendation

- *The State/District administration should provide employment opportunities as envisaged under MNREGA and make all possible efforts to provide minimum guaranteed wage employment of 100 day in a year to all beneficiaries who demand employment.*
- *It should also take appropriate steps to ensure the poor families assisted under SGSY are brought above the poverty line by identifying the problem, if any, faced by the beneficiaries and offering a tangible solution to it.*
- *Basic facilities such as sanitary latrine and smokeless chullahs should be ensured in the houses of beneficiaries constructed under IAY so that a clean environment is provided.*

Power

As of March 2011, 649 out of 1,537 villages in the District did not have electricity. Project taken up for providing electricity to all households and free electricity to all BPL household remained incomplete. 127 villages in the District were de-electrified which indicates that due to poor maintenance, infrastructure created in these villages were wasteful.

Recommendation

- *Proper planning and survey should be done before taking up projects. Time schedule for a project should be strictly adhered to so as to ensure that the project is completed within the scheduled date so that the goals of the projects are achieved.*

General Services

Law and Order

The District Police Force has been functioning with shortfall of manpower. Not only the crime cases reported during the period 2006-11 has more than double but also pending cases had also increased significantly.

Recommendation

Effective steps should be taken to fill up the vacant posts of the police force and to bring down the number of pending crime cases.

Management of Waste

The basic objective of scientific disposal of solid municipal waste as well as bio-medical waste for preventing environmental pollution remained largely unachieved owing to various operational deficiencies. Landfills had not been established and the municipal board was dumping the solid waste in the open with consequent adverse results on human health and the environment.

- *Bio-medical waste management and disposal systems should be streamlined. Landfill sites and waste disposal facilities should be set up on priority basis to avoid open dumping of wastes.*

Monitoring and Evaluation

Monitoring of the progress of implementation of various schemes/programmes 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, significant number of works in the social and economic sectors remained incomplete thereby depriving the people of the District of the benefits envisaged under these developmental schemes.

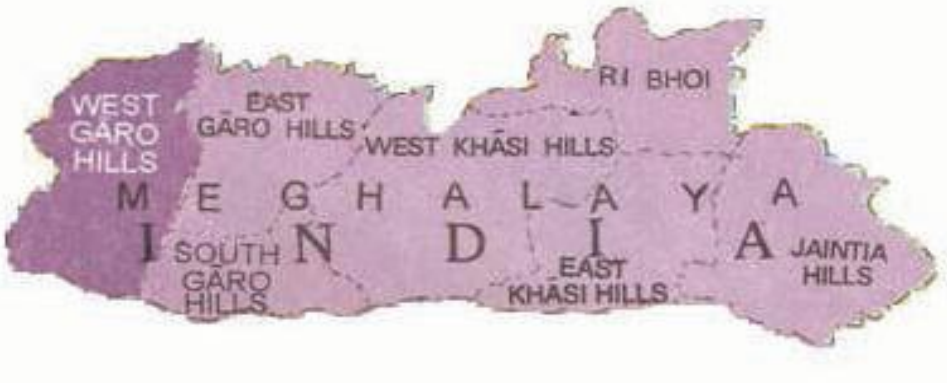
Recommendation

- *Monitoring mechanism needs to be strengthened at all the tiers of local administration to ensure that the schemes/programmes are executed on time and within cost and timely corrective action is taken in cases of slippage. A system of evaluation of the completed schemes/programmes should be evolved to assess the impact of implementation of the same.*

CHAPTER I : INTRODUCTION

1.1 General Profile of the District

The State of Meghalaya was created on 21 January 1972. West Garo Hills District came into being in October 1976 following the bifurcation of the erstwhile Garo Hills District of Meghalaya into two districts *viz*., West Garo Hills District and East Garo Hills District. West Garo Hills District lies on the western part of the State and is bounded by the East Garo Hills District in the east; South Garo Hills District in the south-east; Goalpara District of Assam in the north and north-west; and, Bangladesh in the south. It covers an area of 3,677 sq km. and lies approximately between the latitudes of 90^0 30' and 89^0 40' East and the longitudes of 26^0 and 25^0 20' North. The headquarters of the District is Tura, the second largest town in the State after Shillong. The District, for administrative purposes is divided into eight community development blocks.



MEGHALAYA

As per Census 2011, the West Garo Hills District had a population of 6.43 lakh with 5.68 lakh (88.32 *per cent*) residing in rural areas and the District accounted for 21.69 *per cent* of the State's population (29.64 lakh). Its literacy rate was 68.38 *per cent* as against 75.48 *per cent* at the state level and the national average of 74.04 *per cent*[1].

1.2 Administrative Structure for Planning and Developmental activities in the District

The District Planning and Development Council (DPDC) is the apex body responsible for formulating the district's development plans and to coordinate, monitor and review their implementation. The Deputy Commissioner (DC) is the sanctioning authority of development programmes in the District. The DC is assisted by an

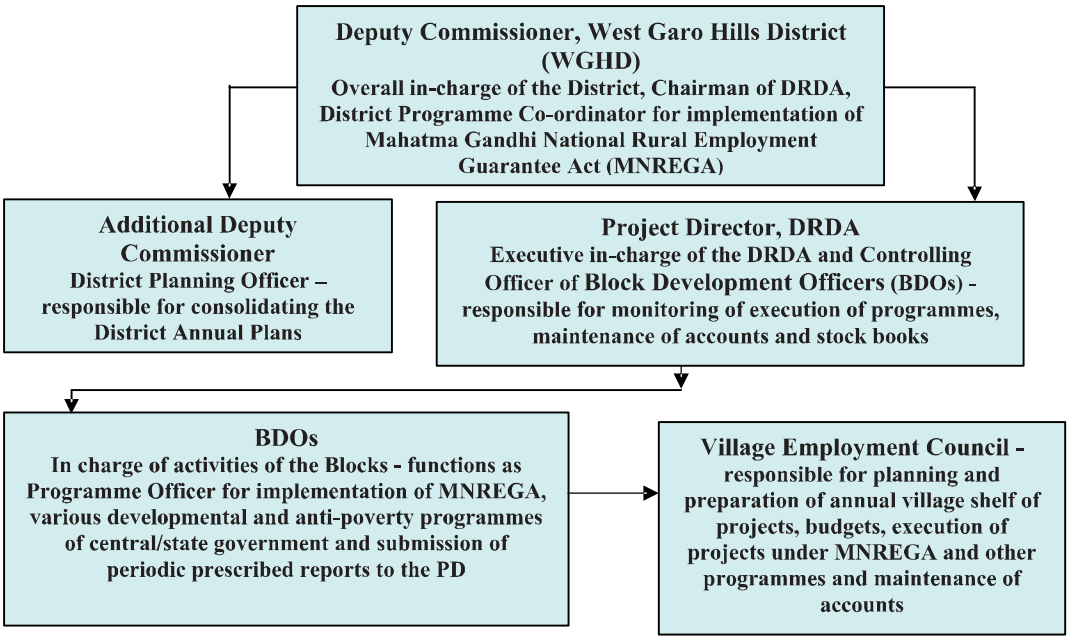
[1] Census of India, 2011

Additional DC who is also the District Planning Officer (DPO) responsible for consolidating the plans prepared by the District Heads of line departments into the District Annual Plan (DAP) and submitting the same to the DPDC for consideration and approval every year.

The District Rural Development Agency (DRDA), headed by a Project Director (PD), is the principal agency at the district level responsible for monitoring the execution of various developmental and anti-poverty programmes of the central and state governments - which in Meghalaya, are executed and implemented at the level of the Blocks, Village Employment Councils and NGOs - through periodic reports, field visits to ensure effective utilisation of funds, coordination with line departments/actual implementing agencies/financial institutions, *etc*. The DRDA also maintains the accounts of the various central and state government programmes executed in the District. The DC is Chairman of the DRDA.

The administrative set up of the planning and developmental structure in the District is as below:

Chart



CHAPTER II: AUDIT FRAMEWORK

2.1 Scope of Audit

A performance review of implementation of various socio-economic programmes during the period 2006-11, aimed at the development of the District and its impact on livelihood of the people of the District was conducted during May-July 2010 and June-August 2011, through scrutiny of the relevant records at the State and District level.

At the State level, the records of the State Planning Department; Director of Community & Rural Development Department (C&RDD); Chief Engineers of Public Works Department (PWD) and Public Health Engineering Department (PHED); State Rural Roads Development Agency; Director of Health Services; Chief Engineers of the Meghalaya Energy Corporation Ltd (MeECL); Director and Additional Director of Higher & Technical Education; Director of Elementary Education and Literacy; State Coordinator of the Sarva Shiksha Abhiyan (SSA) programme, were examined in audit.

At the District level, the records of the DC, DRDA and the following organisations were scrutinised:

- Four out of eight blocks in the District, *viz.*, Rongram, Selsella, Betasing and Dalu Blocks located in the east, west, north and south respectively of Tura town, the headquarters of the District. 40 *per cent* of the District's population resides in these four Blocks.
- District Project Implementation Unit (DPIU); Additional Chief Engineer PWD (WZ), Tura;
- Executive Engineers of five MeECL divisions, *viz.,* Tura Distribution Division, West Garo Hills Distribution Division, Garo Hills Civil Division, Transmission Division and Rural Electrification and Construction Division;
- Three PWD divisions, *viz.*, Tura PWD (Roads) North Division, Barengapara PWD (Roads) Division and Ampati PWD (Roads) Division, out of five divisions in the District. The three selected divisions had jurisidiction over both urban and rural areas in the District and accounted for the first, second and third highest expenditure during the review period 2005-06 to 2009-10;
- Two (Tura and Ampati) out of three Public Health Engineering divisions in the District. The first division provides services in the urban area while the second, in a rural area;
- District Medical & Health Officer (DM&HO); District Health Society, two existing hospitals in the District (Tura Civil Hospital and Maternity & Child Health Hospital),
- Four out of 18 Public Health Centres in the District, *viz*., Betasing, Bhaitbari, Kherapara and Garobadha (one centre from each of the four selected Blocks);
- Three out of six Community Health Centres in the District, *viz.*, Ampati, Dadenggre and Phulbari (selected on random basis);

- Inspector of Schools at Tura; District Mission Co-ordinator of the SSA programme; Deputy Inspectors of Schools at Tura and Ampati; District Superintendent of Police and Commandant of the Second Meghalaya Police Battalion.

2.2 Audit Objectives

The performance audit was conducted with the objective to assess whether:

- the annual planning process for various developmental and anti-poverty programmes was adequate and effective;
- the procedures for receipt, utilisation and accounting of funds were adequate and effective; and,
- the programmes were executed in accordance with programme guidelines in an economical and efficient manner and with clearly set out targets;
- implementation of the various programmes was effectively monitored and periodically evaluated to assess their impact on the beneficiary populace.

2.3 Audit Criteria

Audit objectives were benchmarked against the relevant criteria contained in following sources:

- District Plans and Annual Plans.
- Guidelines of the concerned programmes.
- Prescribed monitoring and evaluation mechanism.

2.4 Audit Methodology

Before the commencement of the performance review, an entry conference was held on 25 May 2011 with stakeholders and officers of the various departments involved to explain the objectives, scope of audit, criteria and audit methodology and to elicit their inputs and insights on the various developmental programmes executed in the District.

Audit findings were discussed with various departmental functionaries and officers of the District at an exit conference held on 25 November 2011. Their views expressed in this meeting have been duly incorporated in this review at appropriate places.

2.5 Acknowledgement

The office of the Principal Accountant General (Audit), Meghalaya acknowledges the co-operation extended by the Deputy Commissioner, West Garo Hills District and heads of the concerned departments in carrying out this performance audit.

CHAPTER III : PLANNING

3.1 District Planning Process

The Government of India (GOI) envisages an inclusive and participative district development planning process. The 73rd and 74th amendments to the constitution mandating the establishment of Panchayats at the district, intermediate and village levels clearly envisaged decentralized approach to district planning. The 74th constitutional amendment mandated the establishment of a District Planning Committees (DPC) for consolidating the plans prepared by the Panchayats and municipalities in the District into an integrated District Plan. The Eleventh Five Year Plan stressed that it is absolutely critical for the inclusiveness of growth process that the large number of elected local government representatives are fully involved in planning, implementation and supervision of the delivery of essential public services. In Meghalaya, the Panchayati Raj Institutions are not established. As a result, widespread consultations for finalization of the district plan as envisaged under the constitution was not taking place in the State.

The District Planning and Development Council (DPDC) in the District was constituted by the Governor in 1986 with a Member of the Legislative Assembly (MLA) of the District as Chairman, the DC as the Vice Chairman, the DPO as the Member Secretary and all MLAs of the District and some representatives from non-government organisations (NGO) as members. The DPDC was entrusted with the functions such as to formulate district development plans, co-ordinate implementation of the plans and programmes to be executed in the District and to monitor and review the progress of implementation of these plans and programmes.

The Governor re-constituted the DPDC in June 2008 with a Parliamentary Secretary as its Chairman and all MLAs of the District, Member of Parliament of the Tura Parliamentary Constituency, Chief Executive Member of the Garo Hills Autonomous District Council, all district heads of development departments and Project Director of DRDA as its members. In August 2009 by an order of the Governor, the chairmanship of the DPDC again reverted from Parliamentary Secretary to MLA.

3.2 Audit Findings

The District Annual Plan (DAP) was prepared by the DPO each year during the period 2006-11. Except for the year 2007-08, these plans were considered and approved by the DPDC on the dates indicated in the following table:

Table 3.1

Year of DAP	Date of meeting of DPDC
2006-07	23 September 2005
2008-09	04 December 2007
2009-10	01 October 2008
2010-11	05 October 2009

No meeting other than four meetings held to approve the DAP as indicated in the preceding table, was held during five year period 2006-11. As such, monitoring the implementation of DAPs as required under the charter of functions prescribed for the DPDC was not carried out and much needed direction for proper implementation of the DAP was missing, resulting in delays in execution of works, wasteful/unfruitful expenditure as discussed in the subsequent chapters.

3.3 Recommendation

- **The Government should take steps to ensure that the DPDC effectively discharges its prescribed responsibilities and obligations.**

CHAPTER IV : FINANCIAL MANAGEMENT AND ACCOUNTING FRAMEWORK

4.1 Financial Management

Funds are allocated for various developmental activities to the line departments through the State Budget. Funds are also released by the State Government (through the State Budget) and also directly by the GOI to the DRDA for implementing various socio-economic programmes. Further, certain societies in the District (District Health Society, State Rural Roads Development Agency, District Mission Coordinator of SSA, *etc*.) also receive funds directly from the GOI for executing specific programmes.

Central and State funds received by the DRDA are released to the Blocks and thereafter passed on to the Village Employment Councils and other implementing agencies/beneficiaries at the village level based on the approved allocations for the individual programmes. The sanctions governing many of these programmes require that separate bank accounts be opened for operating the funds received. Accordingly, separate bank accounts for various programmes at the District, DRDA and Blocks levels are maintained.

Funds received through State budget and expenditure there against by the line departments during 2006-11 in respect of major areas covered under the review are given in Table below:

Table 4.1: Funds received by the District through the State budget and expenditure incurred thereagainst

(₹ in crore)

Sector	Allotment				Expenditure			
	Non-Plan	Plan	CSS*	Total	Non-Plan	Plan	CSS*	Total
Health	54.67	35.09	1.77	91.53	52.84	34.34	1.67	88.85
Education	150.56	39.42	9.37	199.35	168.08	42.56	8.19	218.83
Water Supply	53.95	73.97	41.82	169.74	54.84	74.56	46.03	175.43
Roads & Bridges	114.76	161.15	90.41	366.32	114.46	161.44	90.39	366.29
Police	163.44	0	0	163.44	167.70	0	0	167.70
Power	51.36	0	106.39	157.75	51.39	0	28.16	79.55
Total	**588.74**	**309.63**	**249.76**	**1148.13**	**609.31**	**312.90**	**174.44**	**1096.65**

Source: Information furnished by concerned departments.
** CSS - Centrally Sponsored Schemes*

The position of funds received by DRDA and other implementing agencies for implementation of various schemes/programmes directly from GOI (not routed through State budget) and State Government during 2006-11 is given below:

Table 4.2

(₹ in crore)

Name of the Programme	Fund provided	Expenditure incurred
National Rural Health Mission	28.81	22.88
National Project for Control of Blindness	0.42	0.37
National Leprosy Eradication Programme	0.17	0.18
National Vector Borne Disease Control Programme	2.87	2.72
Pradhan Mantri Gram Sadak Yojana	19.97	19.97
Construction of Rural Roads Programme	2.70	1.95
Special Rural Works Programme	60.70	47.95
Backward Region Grant Fund	59.11	57.82
MP Local Area Development Scheme	12.82	9.89
Sarva Shiksha Abhiyan	103.78	97.19
Swajaldhara	0.75	0.75
Total Sanitation Campaign	8.33	8.19
Swarnjayanti Gram Swarozgar Yojana	7.19	6.43
Indira Awas Yojana	43.65	42.95
National Rural Employment Guarantee Act	227.01	226.65
Total	**578.28**	**545.89**

Source: Information furnished by concerned departments.

Scrutiny of records of fund disbursing entities and implementing agencies in the District revealed that the system of recording and accounting of funds was adequate. Funds were transferred by the DRDA, societies and the controlling officers of the District's line departments to Blocks/implementing agencies through cheques/demand drafts as prescribed. However, the accounting for such funds was inherently flawed inasmuch as these funds were shown as fully spent in the books of the DRDA, societies and controlling officers the moment the amounts were released to the implementing agencies rather than actual expenditure incurred on execution of projects by the implementing agencies. Thus, the accounting and reporting of expenditure as reflected in the records of the DRDA/societies/controlling officers did not actually reflect the actual implementation/physical progress and actual outcomes of the programmes at the ground level by the implementing agencies.

4.2 Recommendation

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

CHAPTER V: SOCIAL SERVICES

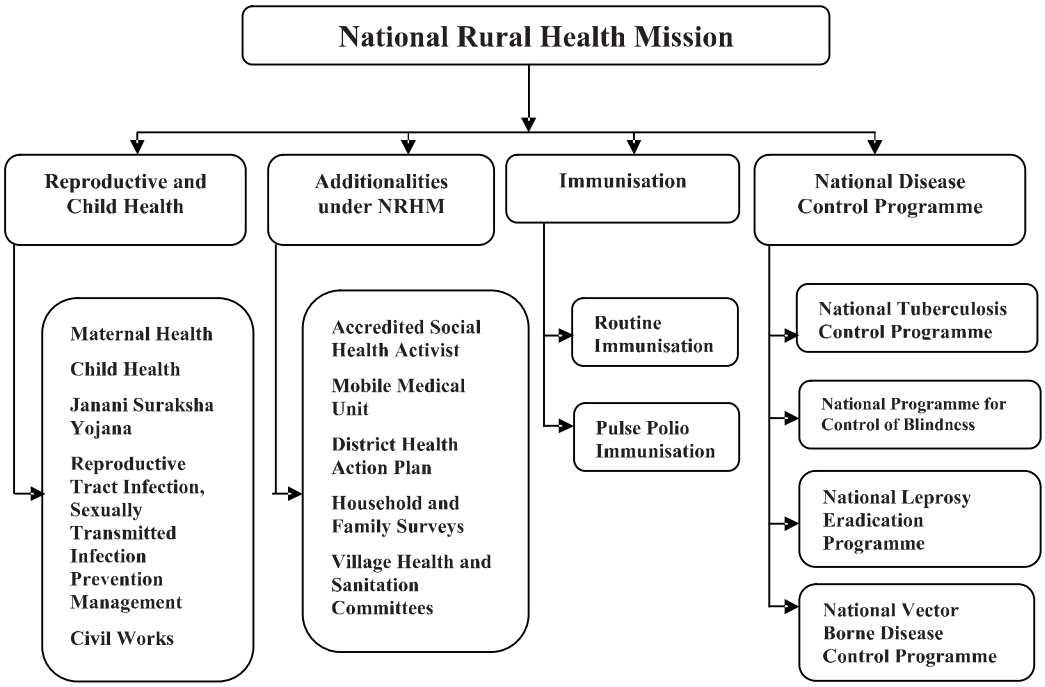
Social Sector has been receiving priority in funding from both the Central and State Governments. A review was carried out in Health, Education and Public Health Engineering Departments and also the implementation of the flagship programmes like National Rural Health Mission (NRHM), Sarva Shiksha Abhiyan (SSA), *etc*. The audit findings are discussed below:

5.1 Health

The programmes of the Health and Family Welfare Department (H&FWD) aim at a rapid transition and transformation of health care systems to improve the quality of life, well being of the people and reduce burden of diseases which in turn will increase economic productivity and growth. The DM&HO, West Garo Hills District functioning under the H&FWD, is responsible for providing health care services to the people of the District through a network of six Community Health Centres (CHCs), 18 Public Health Centres (PHCs) and 82 Sub Centres (SCs). Besides, the Civil Hospital, Tura and Maternity & Child Health Hospital, Tura (functioning from June 2010) also provide health care services to the people of the District.

Further, to provide accessible, affordable and quality health care to the rural population and especially the vulnerable sections, the GOI launched the NRHM in April 2005. The activities under the NRHM are carried out in West Garo Hills District through the District Health Society (DHS) headed by the Deputy Commissioner. Programmes covered under the NRHM are shown below:

Chart 5.1



Audit analysis revealed that while the H&FWD was successful in containing diseases like leprosy (less than one case per thousand population), tuberculosis (maintained targeted New Sputum Smear Positive cure rate of 85 *per cent* as well as detection rate of 70 *per cent*) and polio in the District, diseases like malaria, *etc*. still remained a matter of concern as discussed in the succeeding paragraphs.

5.1.1 Survey under NRHM

As a first step towards providing health care under NRHM, a 'household and facility survey' was to be carried out every year by Village Health and Sanitation Committees (VHSC) to identify gaps in health care facilities in rural areas. It was noticed that during the review period 2006-11 the surveys were only carried out twice, in August 2008 for 2008-09 and in October 2009 for 2009-10. No survey was carried out for the other three years. The DHS had prepared a Perspective Plan for the entire NRHM period (2005-12) and also Annual Plans for the District as required under the NRHM guidelines. However, since the 'household and the facility survey' was not carried for 2006-07, 2007-08 and 2010-11, the Annual Plan for these years was obviously prepared without this vital input and as such needs of the people was not proper identified and addressed.

The NRHM activities also require convergence with other departments' programmes including working with NGOs and VHSCs. NRHM provides untied funds of ₹ 10,000 per year to each VHSC for activities such as information, education and communication, household and facility survey, preparation of health registers, organisation of meetings at the village level, *etc*. In all, 1,617 VHSCs were to be formed in the District. However, in audit it was noticed that 1,574 VHSCs were formed till March 2010 and the remaining 43 were formed only during 2010-11.

Scrutiny of the records of DHS revealed that a total of ₹ 6.44 crore was released as untied funds for distribution to the VHSCs in the District for carrying out various activities during 2007-11 as detailed below:

Table 5.1

(₹ in lakh)

Year	Amount released
2007-08	161.40
2008-09	159.60
2009-10	0
2010-11	323.40
Total	**644.40**

The above table indicates that no amount was released during 2009-10. Funds meant for the year 2009-10 were released along with funds for the year 2010-11. As a result, various activities to be carried out by the VHSCs including the 'household and facility survey' for 2010-11 was not carried out, a fact that was accepted by DHS. As of March 2011, utilisation certificate in respect of ₹ 1.92 crore out of ₹ 3.23 crore released during 2010-11 has only been received, indicating that balance ₹ 1.31 crore was either lying unspent with VHSCs or expenditure not properly accounted for by them. Further, the release of untied funds of ₹ 1.62 crore meant for the year 2009-10

during the next year lacked justification, as no activity was undertaken during that year. The possibility of entire amount being temporarily misappropriated could not be ruled out.

5.1.2 Infrastructure

According to GOI norms, in the hilly and tribal areas, a Sub Centre (SC) is to be established for every 3,000 population, PHC for 20,000 and CHC for 80,000 to one lakh population. Accordingly, as per the District's rural population of 5.68 lakh (2011 Census), the requirement of CHCs, PHCs and SCs in the District worked out to 6, 28 and 189 respectively. It was seen that while the District had the requisite number of CHCs, the number of PHCs and SCs stood at 18 and 82 respectively and thus fell short of the norms by 10 and 107 respectively as of March 2011, which is a shortage of 36 and 57 *per cent* respectively.

Since a SC is the primary contact point between the health care system and the community, the shortfall of 107 SCs meant that about 57 *per cent* (3.21 lakh) of the rural population of the District was deprived of the benefit of basic health care facilities.

Audit scrutiny also revealed the following:

➢ Though buildings for the 10 SCs were constructed between December 2008 and January 2011 at a cost of ₹ 68.72 lakh in the District, these were lying non-functional as of March 2011 as the manpower required for these SCs was yet to be sanctioned.

➢ Although construction of the building (Phase I and Phase II) for Alagre CHC was completed in January 2004/May 2005 at a total cost of ₹ 2.23 crore, as of August 2011 the facility was not yet operational due to non-availability of power connection, thereby depriving around 80,000 of the rural populace of the benefit of health care facilities besides rendering the expenditure of ₹ 2.23 crore idle.

➢ Two more CHCs were under construction during the review period 2006-11 in the District as under:

Table 5.2

(₹ in lakh)

Health Centres	Month and year of sanction	Sanctioned amount	Due date for completion	Actual date of completion	Period of delay as of March 2011	Expenditure incurred
Bhaitbari CHC	14 December 2005	251.75	13 December 2007	In progress	3 years and 3 months	254.97
Kasiabari CHC	14 December 2005	103.66	13 December 2007	In progress	3 years and 3 months	65.75

Source: Executive Engineer, DHS Engineering Wing, Shillong

Bhaitbari and Kasiabari CHCs are yet to be completed even after a delay of more than three years and an expenditure of ₹ 3.21 crore had already incurred.

As a result, people of the area were deprived of proper medical facility and forced to depend on alternate health care facility elsewhere, which involved considerable risk to life in case of emergency.

5.1.3 Basic Health Care Services

Basic health care services include provision of adequate infrastructure and equipment. The NRHM frame work envisaged provision of certain guaranteed services at CHCs and PHCs as per norms of Indian Public Health Standards (IPHS). Among others, the facilities like operation theatre, radiology, ultra sound, ECG facilities and diet for indoor patients, were to be provided in the CHCs and diet for indoor patients and waste disposal system in PHCs

The shortcomings noticed in this regard were as below:

- Out of six CHCs in the District, operation theatres were non-functional in five CHCs (Phulbari, Dalu, Dadenggre, Selsella, Mahendraganj) and Radiology facilities in one CHC (Selsella) was not operational. Ultra sound and ECG facilities were not available in all six CHCs. Provision of diet to indoor patients was not available in two CHCs (Ampati and Mahendraganj).
- Out of 18 PHCs in the District, 24 x 7 diagnostic services were not available in 11[1] PHCs; waste disposal system did not exist in 14[2] PHCs and provision of diet to indoor patients not available in six[3] PHCs.

Absence of infrastructure and facilities at the health care centres is bound to adversely impact on health care services provided to the rural populace. Failure of the department to make available the mandatory infrastructure and to provide the required services indicates lack of seriousness of the department in providing the proper health care services to the rural population of the district.

5.1.4 Indoor patient care

Scrutiny of records revealed that average bed occupancy during 2006-11 in the six CHCs and 18 PHCs in the District ranged between 4.39 *per cent* and 16.16 *per cent* only as under:

Table 5.3

	Percentage of beds occupied				
	2006-07	**2007-08**	**2008-09**	**2009-10**	**2010-11**
CHC	6.54	6.44	5.80	6.94	8.13
PHC	4.39	5.05	8.47	12.71	16.16

Source: DM&HO,WGHD,Tura

The DM&HO stated (July 2011) that the low bed occupancy was due to the posting of only one Medical Officer in some PHCs and absence of dietary provisions in most of the health centres and there was substantial increase of indoor patients in 2010-11. The reply highlights the need for taking effective steps to set right the deficiencies so that the rural populace benefits from the health facilities created for them at huge cost.

[1] Betasing, Nogorpara, Kalaichar, Rangsakona, Purakhasia, Kherapara, Pedaldoba, Mellim, Belbari, Salmanpara, Babadam

[2] Tikrikilla, Bhaitbari, Jeldupara, Garobadha, Nogorpara, Kalaichar, Rangsakona, Purakhasia, Kherapara, Pedaldoba, Mellim, Belbari, Salmanpara, Babadam

[3] Tikrikilla, Jeldupara, Betasing, Pedaldoba, Salmanpara, Babadam

5.1.5 Manpower management

According to IPHS norms, there should be four medical specialists (surgeon, physician, gynaecologist and paediatrician) and 28 paramedical and other staff in each CHC, two medical officers [one may be from AYUSH] and 18 paramedical and other staff in each PHC and two health workers/Auxiliary Nurse Mid-Wife [ANM] (one male and one female) in each SC.

Scrutiny of records revealed that -

- All the six CHCs in the District were functioning with only physicians and no surgeon, gynaecologist and paediatrician were posted. While Dalu CHC had three medical officers, in Ampati and Dadenggiri CHCs five medical officers were posted;
- Paramedical staff and other staff were deployed in excess of the prescribed norms at Selsella, Mahendraganj and Dadenggre CHCs whereas Phulbari, Ampati and Dalu CHCs had less than the prescribed norms;
- Three MOs, one dentist and 13 paramedical and other staff were posted between June 2010 and September 2010 against Alagre CHC which was yet to become functional;
- Out of 18 PHCs in the District, five[4] PHCs were functioning with only one MO and two[5] PHCs had one MO in excess of the prescribed norm.
- There was excess manpower in seven[6] PHCs by 6 *per cent* to 43 *per cent* and shortfall in five[7] PHCs by 6 *per cent* to 31 *per cent*;
- in 14[8] PHCs, AYUSH doctors were not available; and,
- All 82 SCs in the District were functioning with only one female ANM each against the requirement of two ANMs (one male and one female).

Absence of medical staff compounded by lopsided deployment of available human resources is bound to impact on quality of medical services provided to the patients visiting these health care centres.

5.1.6 Mobile Medical Units

To take health care facilities to the doorstep of the populace in rural areas, a Mobile Medical Unit (MMU) costing ₹ 36.80 lakh comprising three vehicles housing one portable x-ray unit, portable ultrasound, ECG and generator was provided to the District in August 2008 under the NRHM. The MMU, however, started functioning only from January 2010 and the X-ray unit became operational only from March 2011. No information on the use of ultrasound and ECG was furnished, thereby,

[4] Kalaichar, Rangsakona, Mellim, Pedaldoba, Belbari
[5] Bhaitbari, Garobadha
[6] Tikrikilla, Bhaitbari, Jeldupara, Garobadha, Darenggre, Asananggre and Kalaichar
[7] Purakhasia, Kherapara, Mellim, Pedaldoba, Belbari
[8] Betasing, Zikzak, Nogorpara, Kalaichar, Purakhasia, Kherapara, Rangsakona, Mellim, Pedaldoba, Belbari, Babadam, Salmanpara, Asananggre, Darenggre

indicating it has not been put to use. Thus, the beneficiaries were deprived of the benefit of specialised medical facilities.

5.1.7 Achievement against performance indicators

NRHM seeks to reduce the Maternal Mortality Rate (MMR) to 100 per one lakh live births, Infant Mortality Rate (IMR) to 30 per 1,000 live births and Total Fertility Rate (TFR) to 2.1 per 1,000 within the seven-year period of the NRHM (2005-12). On these crucial health indicators the position of the District *vis-à-vis* the State and the all-India position was as under:

Table 5.4

Year	MMR (per 1,00,000)	IMR (per 1,000)	TFR (per 1,000)	Birth Rate (per 1,000)	Death Rate (per 1,000)
All India					
2006-07	424	55	2.8	23.1	7.4
2007-08	424	55	2.7	23.1	7.4
2008-09	254	53	2.7	22.8	7.4
2009-10	301	55	2.7	23.1	7.4
2010-11	NA	NA	NA	NA	NA
Meghalaya					
2006-07	NA	56	4.6	24.4	7.5
2007-08	NA	56	3.8	20.4	7.5
2008-09	403	58	3.8	25.2	7.9
2009-10	450	56	3.8	25.1	7.5
2010-11	NA	NA	NA	NA	NA
West Garo Hills					
2006-07	240	56	5	27	9
2007-08	240	56	5	27	9
2008-09	340	56	4.95	27	8.9
2009-10	392	54	5	27	8.3
2010-11	392	54	5	27	8.3

Source: DM&HO- cum- Member Secretary, DHS, Tura. NA: not available

The above table indicates that,

- MMR in the District in the year 2006-07 was 240 which was better than all India average of 424. However, five years later in 2010-11, the MMR instead of improving had deteriorated to 392, an increase of 63 *per cent* which is a matter of concern;
- IMR has shown a slight decline from 56 in 2006-07 to 54 in 2010-11 and was almost comparable with the all India average;
- TFR in the District during the period 2006-11 remained almost constant at five, which is more than the average of the State as well as the all India average;
- Both Birth rate and Death rate do not favourably compare with all India average as well as the State average during the period 2006-11.

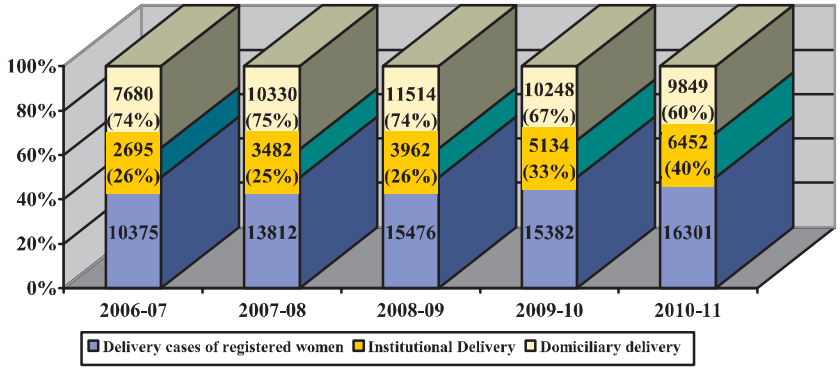
As such the possibility of accomplishing the target set under NRHM by improving the health indicators by 2012, appears remote in the District.

5.1.8 Janani Suraksha Yojana

Janani Suraksha Yojana (JSY) is one of the components of the Reproductive Child Health (RCH) Programme under NRHM. The objective of the programme was to encourage pregnant women to have institutional deliveries in order to reduce maternal and neo-natal mortality.

The position of institutional and domiciliary deliveries in the District during 2006-11 is pictorially depicted below:

Chart 5.2



As can be seen from the above chart,

- number of institutional deliveries increased by 139 *per cent* over the period 2006-11;
- during 2006-07 institutional deliveries constituted 26 *per cent* of total deliveries which had increased to 40 *per cent* in 2010-11;
- domiciliary deliveries as a percentage of total deliveries declined from 74 *per cent* in 2006-07 to 60 *per cent* in 2010-11; and

The above data indicated that the District was making progress in achieving the objective of the JSY. However, this has to be viewed in the backdrop of the fact that (i) there were 2169 more domiciliary deliveries in 2010-11 than in 2006-07, (ii) increase in MMR during last five years and (iii) marginal decline of IMR during the period. Thus, there is need to make more rigorous efforts to attract pregnant women to have institutional deliveries.

5.1.9 Antenatal Care

Under Antenatal Care component of the NRHM, pregnant women were to be provided with 100 iron folic acid (IFA) tablets, two doses of tetanus toxoid (TT) and minimum three to four check-ups. The status of pregnant women of the District provided with antenatal care is given in the following table:

Table 5.5

Year	Number of registered pregnant women	Number of pregnant women administered TT	Shortfall (*per cent*)	Number of pregnant women administered 100 IFA	Shortfall (*per cent*)	Number of pregnant women minimum three check-up	Shortfall (*per cent*)
2006-07	16,410	13,195	19.59	0	100.00	7,871	52.04
2007-08	16,319	12,028	26.29	4,809	70.53	6,403	60.76
2008-09	17,772	13,994	21.26	16,009	9.92	7,663	56.88
2009-10	18,452	14,537	21.22	11,603	37.12	9,582	48.07
2010-11	19,491	14,927	23.41	12,991	33.35	10,597	45.63

Source: DHS, WGHD

The above table indicates that the required two doses of TT were not administered to pregnant women, the shortfall of which ranged between 19.59 *per cent* and 26.29 *per cent*. During 2006-07, IFA tablets were not provided to any pregnant women while during 2007-11, shortfall in providing IFA ranged between 9.92 *per cent* and 70.53 *per cent.* Percentage of pregnant women provided with minimum three check-up has improved marginally during last five years. Thus, antenatal care was not effective in the District which could be one of the causes for increase in MMR during the last five years.

5.1.10 Immunisation Programme

Under the NRHM, all children in the age group zero to one-year are to be immunised for Bacillus Calmette Guerin (BCG), Diphtheria Petussis Tetanus (DPT), Oral Polio Vaccine (OPV) and Measles. The overall achievement in this regard during 2006-11 in the District was as under:

Table 5.6

(in number)

Year	Target	Achievement			
		BCG	DPT	OPV	Measles
2006-07	15,020	17,370 (116)	16,986 (113)	16,694 (111)	16,966 (113)
2007-08	15,546	15,183 (98)	14,117 (91)	14,117 (91)	12,869 (83)
2008-09	16,166	16,600 (103)	15,102 (93)	15,102 (93)	13,871 (86)
2009-10	18,040	16,618 (92)	15,471 (86)	15,467 (86)	14,690 (81)
2010-11	18,239	16,927 (93)	15,670 (86)	15,670 (86)	15,579 (85)

Source: DHS. Figures in parentheses indicate percentage

While immunisation target exceeded on all counts in 2006-07, in the succeeding four years, the achievement ranged from 92 to 103 *per cent* for BCG; 86 to 93 *per cent* for DPT and OPV and, 81 to 86 *per cent* for measles.

The DHS informed Audit that in the age group zero to one year, the number of measles cases reported in the District were 111 in 2007-08, 127 in 2008-09, 394 in 2009-2010 and 346 in 2010-11 while not a single case of neo natal tetanus, diphtheria, whooping cough and polio was reported in these four years. The underperformance with respect to immunisation for measles had clearly adversely affected the health of the infants.

5.1.11 National Vector Borne Disease Control Programme (NVBDCP)

The objectives of the National Vector Borne Disease Control Programme (NVBDCP) *inter alia* included reduction in the incidence of malaria and malaria mortality rate by 50 *per cent* by 2010. All the vector borne diseases, *viz*., Malaria, Filaria, Kala-azar, Japanese Encephalitis and Dengue were brought under the ambit of this programme. NVBDCP was also brought under NRHM when launched in April 2005.

In Meghalaya, the number of malaria cases reported is very high compared to the size of its population. Garo Hills in particular is highly endemic to malaria due to climate and other conducive factors. In the District, only malaria control activities were taken up under the NVBDCP as the incidence of the other vector borne diseases was negligible.

5.1.11.1 Increase in Malaria incidence

During 2006-11, ₹ 13.17 crore was spent on the implementation of the NVBDCP (excluding value of material and equipment supplied by the GOI in kind) in the District. The number of malaria cases detected, the Annual Parasite Incidence[9] (API) and death cases due to malaria, during this period in the District were as under:

Table 5.7

(in numbers)

Year	Positive malaria cases detected	API	Death cases due to malaria
2006	15,203	26.2	36
2007	21,057	34.7	98
2008	24,917	39.5	31
2009	43,879	68.3	67
2010	22,087	34.1	32

Source: District Malaria Officer, WGHD

Compared to the position in 2006, the incidence of malaria in the District in 2011 had increased by 45 *per cent* and API by 30 *per cent* while the number of death cases had marginally come down by 11 *per cent* indicating that even after five years and an expenditure of ₹ 13.17 crore, the NVBDCP had made little difference to the prevailing situation.

5.1.11.2 Shortfall in Indoor Residual Spray

The easiest and most cost effective method to control malaria is through the use of Indoor Residual Spray (IRS) to disrupt man-parasite contact. Under the NVBDCP, spray operations are to be carried out in all API-2[10] and above areas with two rounds of insecticide (DDT 50 *per cent* wettable powder) to prevent the transmission of parasites. The Environmental Management Plan of GOI also prescribed a requirement of two rounds of IRS with 75 tonnes of insecticide per million population per round.

[9] Number of positive cases detected per thousand population
[10] Number of two positive cases detected in an area per thousand population per year.

Spray operations in the District are usually conducted in March (first round) and July (second round) each year. The population targeted for spraying operations during the years 2006 to 2010 and coverage thereagainst is given below:

Table 5.8

(Population in lakh)

Year	Target		Coverage		Shortfall	
	First round	Second round	First round	Second round	First round	Second round
2006	4.77	3.88	3.75	2.94	1.02	0.94
2007	5.31	5.12	4.00	4.10	1.31	1.02
2008	3.19	4.06	2.44	3.28	0.75	0.78
2009	4.27	4.97	3.09	3.31	1.18	1.66
2010	5.86	5.86	4.09	3.98	1.77	1.88

Source: District Malaria Officer, WGHD; figures for 2011 not available.

The shortfall in coverage of the targeted population has been on an increasing trend and peaked in 2010 with the targeted population left out in the first and second rounds at 1.77 lakh and 1.88 lakh respectively. This indicated that the pace of implementation of the NVBDCP in the District was slackening. Besides, there is every possibility of malaria virus insects developing resistance because of shortfall in coverage in the second round spraying operation thereby rendering the use of insecticide less effective.

5.1.12 National Programme for Control of Blindness

The National Programme for Control of Blindness (NPCB) aims at reducing incidence of blindness by identifying and providing appropriate eye care services. The NPCB's strategy for the Eleventh Plan period (2007-12) envisages reduction in the backlog of blind persons by screening of population above 50 years, organising eye camps and screening of schoolchildren for treatment of refractive errors. The District Blindness Control Society (DBCS) is responsible for implementing NPCB in the District and during 2006-11 it received funds totalling ₹ 0.42 crore from the GOI against which an expenditure of ₹ 0.37 crore was incurred.

The DBCS informed (July 2011) Audit that under the NPCB, school students in the District having refractive errors are provided with free spectacles and persons suffering from cataract are referred for surgery to the Tura Civil Hospital/Tura Holy Cross Hospital.

Audit scrutiny revealed that the District Blindness Control Society had not fixed any targets for the period 2006-09. It however, did fix the following targets for the years 2009-10 and 2010-11 and the achievement thereagainst was as under:

Table 5.9

Year	Target		Achievement	
	Cataract surgery	School eye screening	Cataract surgery (*per cent*)	School eye screening (*per cent*)
2009-10	500	20,000	220 (44)	10,109 (51)
2010-11	250	20,000	146 (58)	8,386 (42)

Source: District Blindness Control Society, WGHD

Thus, shortfall in achievement the target for cataract surgery ranged between 56 and 42 *per cent* in 2009-10 and 2010-11 while in the case of school eye screening it was between 49 and 58 *per cent* respectively.

5.1.13 National Aids Control Programme (NACP)

National Aids Control Programme (NACP) Phase II was launched by the GOI in 1999 with the objectives of reducing the spread of Human Immuno Deficiency Retro Virus (HIV) infection through different components/activities like priority intervention for the general community, low cost AIDS care, sexually transmitted infection, *etc*. The NACP is being implemented in Meghalaya through the Meghalaya AIDS Control Society. Implementation of NACP in the District is discussed below:

➢ One Integrated Counselling and Testing Centre at Tura Civil Hospital was functioning since February 2005. Out of 4,857 persons screened in the Centre during 2005-11, 29 persons were found HIV positive. Year-wise position is given below:

Table 5.10

Year	Number of persons screened for HIV	Number of persons found HIV positive	Percentage of persons found HIV positive to persons screened
2006-07	09	02	22.22
2007-08	230	0	0
2008-09	1046	05	0.48
2009-10	1502	08	0.53
2010-11	2070	14	0.68

Source: Information furnished by the Project Director, Meghalaya AIDS Control Society.

The above data shows that the number of persons found HIV positive in the District increased from two in 2006-07 to 14 in 2010-11 with increase in number of persons screened for HIV. This trend needs to be analysed to formulate a proper strategy to combat HIV threat.

➢ Targeted Intervention Project (TIP) under NACP aimed at reducing the spread of HIV by identifying high-risk groups, providing peer counselling, condom promotion and treatment of sexually transmitted infections for these groups. TIP was to be undertaken through NGOs. In the District, one NGO (BAKDIL) started TIP in 2008 and covered 933 persons during 2008-10. However, no TIP was held during 2010-11 as the NGO was unwilling to conduct the same. Non-implementation of TIP during the year is bound to adversely impact the aim of reducing the spread of HIV.

➢ One of the important means for combating AIDS under NACP is strengthening and upgrading infrastructure facilities, providing counselling in sexually transmitted diseases (STD) clinics and training of medical/paramedical personnel in STD clinics. During 2006-11, 2,759 patients attended the STD clinics at Tura Civil Hospital and received counselling. Year-wise position is given below:

Table 5.11

Year	Number of patients attended STD Clinic
2006-07	136
2007-08	290
2008-09	555
2009-10	439
2010-11	1339

Source: Information furnished by the Project Director, Meghalaya AIDS Control Society.

From the above table it could be seen that there is an increasing trend in attendance of persons in the clinics during the period 2006-11. Reasons could be awareness among the people about STD or increase in incidence of disease. Proper scientific assessment need to be made to understand the trend and accordingly, formulate a strategy.

➢ Under the NACP, blood banks were to have a blood component separation facility. The lone blood bank in the District however, did not have this facility.

5.1.14 Hospitals

The District has two Government hospitals *viz*., Civil Hospital, Tura and Maternity and Child Health Hospital, Tura.

Audit scrutiny noticed following shortcomings in functioning of these hospitals:

➢ A Computerised Tomography (CT) Scan machine installed in January 2006 in Civil Hospital, Tura at a cost of ₹ 1.12 crore was never put to use from the time of its installation due to non-availability of required manpower. In July 2010, the required manpower was posted but by then the machine had gone out of order.

➢ Hospital equipment procured between December 2007 and July 2008 at a cost of ₹ 29.86 lakh for the Accident and Trauma Centre at Civil Hospital, Tura remained unutilised as the Accident and Trauma Centre could not be made functional due to lack of space and manpower in the hospital.

➢ Maternity & Child Health Hospital (MCH) constructed in May 2008 at a cost of ₹ 9.04 crore could not be made fully operational due to defects in construction of the operation theatre.

The MCH informed (July 2011) that renovation work was in progress.

5.1.15 Summing up

The Health & Family Welfare Department failed to contain the diseases like malaria and measles in the District. Patient care suffered due to shortage of PHCs and SCs, non-functional operation theatres, lack of ultra sound, ECG facilities and 24 x 7 diagnostic services in CHCs/PHCs and absence of medical specialists in CHCs. The District fared badly with reference to the various performance parameters under the NRHM. Only under the JSY did the District make some progress with respect to increase in the number of institutional deliveries by pregnant women.

5.1.16 Recommendations

- **The District health authorities should conduct survey to identify the gaps in health care infrastructure facilities and weaknesses in programme implementation and delivery.**
- **Health care facilities like SCs and PHCs should be established as per norms so that the populace of the District could be benefited.**
- **Basic health care service should be provided at all health care facilities in the District as per norms. Available manpower should be deployed in a rational manner.**
- **Implementation of NVBDCP should be more vigorous so that malaria is brought under control.**
- **Immunisation, maternal care, AIDS Control Programme should be more effectively implemented.**

5.2 Education

Education is a very important indicator of the social well being of a Nation. Both the Central and the State Governments have spent enormous amounts in increasing the enrolment and retention of children in schools, especially in the primary and elementary segments. The focus is also on inclusive progress with special attention to girls, schedule caste/schedule tribe communities and other vulnerable sections of the society in remote and backward areas. The Sarva Shiksha Abhiyan (SSA) is a flagship programme of the Central Government whose main objectives were to:

- have all children in schools, education guarantee scheme (EGS) centres, alternate schools, 'back to school' camps by 2005;
- ensure that all children complete five years of primary schooling by 2007 and eight years of elementary schooling by 2010;
- bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010; and,
- ensure universal retention by 2010.

In the District, as of March 2011, there were 2,881 Government, Government aided, SSA and private schools compared to 1,930 schools in April 2006, the details of which are given in the following table:

Table 5.12

Category	01 April 2006	31 March 2011
LP		
Government	851	851
Government Aided	291	291
SSA	203	576
Private	62	237
Total (LP)	**1,407**	**1,955**
UP		
Government	06	06
Government Aided	251	251
SSA	71	413
Private	29	62
Total (UP)	**357**	**732**
Secondary/Higher Secondary		
Secondary Schools (SS)	144	172
Higher Secondary Schools (HS)	22	22
Total (SS & HS)	**166**	**194**
Total (LP + UP + SS + HS)	**1,930**	**2,881**

Source: District Mission Coordinator of SSA, Tura

While the number of HS schools remained static at 22 during the five years ending 2010-11, the LP, UP and SS schools increased by 39, 105 and 19 *per cent* respectively over the same period.

5.2.1 Elementary Education

5.2.1.1 Elementary Education infrastructure

Elementary education is imparted at the level of LP (Class I to IV) and UP (Class V to VII) schools. The number of schools in the District imparting elementary education during each of the years of the review period is given in **Table 5.12** above.

During the five-year period ending 31 March 2011,

- although the number of Government and Government aided LP schools remained the same, there was an overall increase of 548 LP schools - the increase was wholly on account of the increase in the number of SSA LP and private LP schools by 373 and 175 respectively and,
- the number of UP schools increased by 375 - here also, the number of Government and Government aided UP schools remained static over the period. The increase was due to the SSA UP and private UP schools going up by 342 and 33 respectively.

The above evidence points to the fact that whatever capacity additions has largely been on account of the contribution of the GOI through the SSA followed by the private sector.

5.2.1.2 Enrolment

SSA envisages enrolment of all children in LP and UP schools/alternative schools/Education Guarantee Scheme (EGS) centres and back-to-school camps by 2005. The position of children who remained out of school in the District during 2006-11 was as below:

Table 5.13

Physical performance	2006-07	2007-08	2008-09	2009-10	2010-11
Children in the District in the age group of 6-14 years (in number)	1,82,876	1,30,405	1,51,691	1,46,982	1,53,890
Children enrolled in the schools including private schools and EGS (in number)					
LP	1,24781	93,012	1,05,925	1,01,008	1,16,544
UP	51,913	34,924	42,811	45,054	36,400
Total (LP + UP)	**1,76,694**	**1,27,936**	**1,48,736**	**1,46,062**	**1,52,944**
Children remaining out of school (in number)	6,182	2,469	2,955	920	946
Percentage of out-of-school children to total children	3.38	1.89	1.95	0.63	0.61

Source: District Mission Coordinator, WGHD

As can be seen, the percentage of children who remained out of school had come down from 3.38 *per cent* in 2006-07 to 0.61 *per cent* in 2010-11 indicating that the objective of the SSA had achieved some measure of success in the District.

5.2.1.3 Drop-out

Another objective of the SSA was universal retention of school children in elementary schools by 2010. The percentage of the drop-out rate of elementary school children in the District during 2006-11 was as under:

Table 5.14

Category of schools	2006-07	2007-08	2008-09	2009-10	2010-11
LP	10.20	12.60	19.19	9.36	8.49
UP	20.60	19.80	19.18	16.77	14.75

Source: Education Indicator Meghalaya-2011 published by SSA.

The above table indicates that the drop-out rate at lower primary level declined to 8.49 *per cent* in 2010-11 from 10.20 *per cent* in 2006-07 and that of at upper primary level to 14.75 *per cent* in 2010-11 from 20.60 *per cent* in 2006-07.

Thus, although the position had improved over the five-year period, the objective of the SSA of universal retention by 2010 was nevertheless not achieved.

During exit conference, the Secretary, Education Department stated that efforts would be taken to bring down the drop out rate to the minimum.

5.2.2 Pupil Teacher Ratio (PTR)

The SSA norms prescribe a minimum of two teachers for new LP schools and three teachers for new UP schools and an optimum pupil-teacher ratio (PTR) of one teacher for every 40 students in LP and UP schools. On this count, the position of Government, Government aided and SSA LP and UP schools in the District was as below:

Table 5.15

Year	Children enrolled in Government/ SSA/ Government Aided Schools		Number of Government/SSA/ Government Aided Schools		Teachers required as per norm of 2 teachers in LP and 3 teachers in UP		Actual Teachers engaged		PTR	
	LP	UP	LP	UP	LP	UP	LP	UP	LP	UP
2006-07	1,05,758	37,119	1,452	413	2,904	1,239	3,047	1,809	35:1	20:1
2007-08	91,010	32,527	1,480	413	2,960	1,239	2,857	1,809	32:1	18:1
2008-09	79,534	30,613	1,560	483	3,120	1,449	3,256	2,113	25:1	15:1
2009-10	75,364	27,188	1,622	610	3,244	1,830	3,419	2,407	23:1	12:1
2010-11	94,282	32,559	1,718	670	3,436	2,010	3,545	2,573	27:1	13:1

Source: District Mission Coordinator, Tura.

It will be seen that

- the number of teachers engaged in LP schools increased by 16 *per cent* from 3,047 in 2006-07 to 3,545 in 2010-11 while in respect of UP schools the increase was 42 *per cent* from 1,809 in 2006-07 to 2,573 in 2010-11; and
- in 2010-11, there were 3,545 LP school teachers on roll against a minimum requirement of 3,436 teachers and 2,573 UP school teachers against a minimum requirement of 2,010 teachers.

The overall PTR in the district was better than the prescribed norms, however, due to non-deployment of teachers on rational basis certain schools were not adequately staffed as per norms as brought out in subsequent paragraph.

5.2.3 Single-teacher schools

The Government of Meghalaya made a commitment to the Project Approval Board[11] (PAB) in May 2007 that no single-teacher school would be opened in the State in future and all the existing single-teacher schools would be eliminated by March 2008.

Audit scrutiny of the records of two Deputy Inspectors of Schools at Tura and Ampati revealed that out of the 507 and 375 LP schools under their administrative jurisdiction as of March 2011, 36 and 75 respectively were single-teacher schools.

Further, in 17 LP schools of Tura urban area, 36 teachers were deployed in excess of norm. Whereas, 36 schools under DIs of Schools at Tura were functioning with only one teacher against the minimum requirement of two teachers. While 13 *per cent* of the LP schools under the two Deputy Inspectors of Schools in 2010-11 were single-teacher schools, the number of LP teachers engaged in the District in that year was more than the prescribed norm. This indicated disproportionate deployment of teachers in the LP schools of the District and also Government's lack of seriousness in fulfilling a commitment made more than four years ago which called for a simple solution of just redeploying the LP school teachers on a more rational basis.

5.2.4 Infrastructure

The status of infrastructure in government, government-aided and SSA LP and UP schools in the District at the beginning and end of the review period is indicated in the table below.

Table 5.16

Particulars	LP		UP	
	April 2006	March 2011	April 2006	March 2011
Number of LP and UP schools	**1345**	**1718**	**328**	**670**
Out of which (figures in parentheses indicate percentage)				
Schools without buildings	130 (10)	37 (02)	43 (13)	15 (02)
Schools having one room only	462 (34)	621 (36)	03 (01)	43 (06)
Schools without toilet facility	1207 (90)	1081 (63)	222 (68)	264 (39)
Schools without girls toilet	1315 (98)	1356 (79)	273 (83)	380 (57)
Schools without drinking water facility	1044 (78)	849 (49)	222 (68)	217 (32)
Schools without boundary wall	1261 (94)	1612 (94)	256 (78)	552 (82)
Schools without playground	1095 (81)	1129 (66)	201 (61)	350 (52)
Schools without kitchen for Mid Day Meal	NA	645 (38)	*	323 (48)

Source: District Mission Coordinator, Tura;
*NA: Not available * Mid Day Meal scheme not applicable to UP schools at that time.*

It is noticed from the above table that a large number of LP and UP schools in the District were still without the requisite infrastructure which indicates a haphazard and

[11] PAB constituted by the GOI to review plans framed by State Government under the SSA

unplanned approach by the Education Department in addressing the issues in the education sector in the District.

During exit conference, the Director of Education stated that poor infrastructure was due to fund constraints.

5.2.5 Trained and Untrained teachers

The number of trained[12] and untrained teachers employed in government, government aided and SSA LP and UP schools in WGHD during 2006-11 is given below:

Table 5.17

Year	LP			UP		
	Trained	Untrained	Total	Trained	Untrained	Total
2006-07	1019	2028 (67)	3047	387	1422 (79)	1809
2007-08	1195	1662 (58)	2857	451	1358 (75)	1809
2008-09	1212	2044 (63)	3256	546	1567 (74)	2113
2009-10	1243	2176 (64)	3419	587	1820 (76)	2407
2010-11	1296	2249 (63)	3545	577	1996 (78)	2573

Source: District Mission Coordinator, Tura; (Figures in parentheses indicate percentage)

An analysis of the above table indicated that:

- though the percentage of untrained LP teachers had marginally come down from 67 *per cent* in 2006-07 to 63 *per cent* in 2010-11, the number of untrained LP teachers however, had increased from 2028 in 2006-07 to 2249 in 2010-11;
- the percentage of untrained UP teachers was almost static during the five-year period 2006-11 – it was 79 *per cent* in 2006-07 and 78 *per cent* in 2010-11 but in this case also, the number of untrained UP teachers had gone up from 1422 in 2006-07 to 1996 in 2010-11.

The above figures indicated that the problem of untrained teachers in the District was matter of serious concern and very little efforts had been made during the five-year period 2006-11 to tackle the problem. This also reflected on the quality of education imparted to the children as evident from the poor pass percentage of students in the Board examinations in Class X and XII as indicated in paragraph 5.2.7.4.

During exit conference, the Secretary, Education admitted that the untrained teachers was a matter of concern which was due to limited number of training institutes in the District and that the department had tied up with the Indira Gandhi National Institute of Open University for imparting in-service training to the untrained teachers of the District.

[12] **Trained teachers**: Teachers who have undergone 60 days training.

5.2.6 Mid Day Meal Scheme (MDM)

To boost the universalisation of primary education by increasing enrolment, retention and attendance in schools and simultaneously improving the nutritional level of students in primary classes, the Centrally Sponsored Scheme "Nutritional Support to Primary Education", commonly known as the Mid Day Meal (MDM) Scheme, was introduced by the GOI in August 1995. The scheme envisages serving of cooked meals to LP school children to improve their nutritional level. This facility was extended to UP school children in April 2008. The following irregularities in implementation of the scheme in the District were noticed:

5.2.6.1 Serving of cooked meal

During 2006-11, funds were released by the Director of Elementary and Mass Education[13] to the Deputy Commissioners (DC) (Supply) specifying the number of days for which cooked meal was to be served. According to the information furnished (February 2012) by the DC (Supply), West Garo Hills District, the position of release of funds to the DIs of the District, lifting of foodgrains, *etc.* was as under:

Table 5.18

Year	No. of days on which cooked meal was to be served	Amount released (₹ in lakh)	No. of children enrolled as per release order	No. of days for which fund was released	Foodgrains required as per norms (in quintal)	Foodgrains lifted (in quintal)	Excess (+)/ Shortfall (-) in lifting of foodgrains (in quintal)	Excess (+)/ Shortfall (-) in number of days
LP Schools								
2006	210	179.73	1,17,012	128	14,977.54	21,003.00	+ 6,025.46	- 82
2007	210	179.57	1,30,502	86	11,223.17	22,661.20	+ 11,438.03	- 124
2008	200	302.76 245.34 80.79	1,30,502 1,30,502 59,754	116 94 65	15,138.23 12,267.19 3,884.01	23,568.76	-	-
		628.89		**275**	**31,289.43**	**23,568.76**	**- 7,720.67**	**+ 75**
2009	200	104.40	59,753	84	5,019.25	13,065.98	+ 8,046.73	- 116
2010	200	241.39 102.88 116.29	82,952 73,546 73,546	186 52 80	15,429.07 3,824.39 5,883.68	11,894.77	-	-
		460.56		**318**	**25,137.14**	**11,894.77**	**- 13,242.37**	**+ 118**
Total					**87,646.53**	**92,193.71**	**4,547.18**	
UP Schools								
2008	200	44.65	34,924	61	3,195.55	14,264.39	+ 11,068.84	- 139
2009	200	22.82 28.57 44.65	24,193 8,585 27,939	45 127 61	1,633.03 1,635.44 2,556.42	7,331.77	-	-
		96.04		**233**	**5,824.89**	**7,331.77**	**+ 1,506.88**	**+ 33**
2010	220	75.40 74.40 64.17	27,939 29,776 27,776	103 62 132	4,316.58 2,769.17 5,895.65	5,939.12	-	-
		213.97		**297**	**12,981.40**	**5,939.12**	**-7,042.28**	**+ 77**
Total					**22,001.84**	**27,535.28**	**5,533.44**	

Source: Information furnished by the DC (Supply), West Garo Hills District and GOI's release orders.

[13] Re-named as Director of School Education and Literacy in 2010.

Enrolment of children in LP schools during 2006 to 2008 and UP schools during 2008 as furnished by the DC (Supply) was much in excess of those furnished by the District Mission Coordinator, SSA (refer **Table 5.15** above). Again, during 2009 and 2010, the enrolment of children in both LP and UP schools of the District as shown by the DC (Supply) was less than those shown by the District Mission Coordinator, SSA. Even considering the number of children as per the DC (Supply) and number of days for which funds were released as cooking cost, the shortfall of days on which cooked meal could not be served to the children of LP schools during 2006, 2007 and 2009 and to the children of UP schools during 2008 ranged between 82 days and 139 days. In contrast, the number of days for which funds were released for serving cooked meal exceeded the prescribed limit by 75 and 118 days during 2008 and 2010 in respect of LP schools and by 33 and 77 days during 2009 and 2010 in respect of UP schools.

Scrutiny of records of two selected DIs (Tura and Ampati) revealed that ₹ 6.48 crore and ₹ 4.50 crore were drawn by them under the MDM during 2006-11. But meals were served on lesser number of days than prescribed as detailed below, thereby depriving students of the benefit of the scheme:

Table 5.19

Year	Number of days meals not served			
	DI, Tura		DI, Ampati	
	LP	UP	LP	UP
2006	NF	-	77	-
2007	39	-	124	-
2008	115	145	-	113
2009	-	-	116	94
2010	80	100	31	128

Source: DIs, Tura and Ampati; NF: Not furnished

As can be seen from the above table, LP and UP school students were never served meals under the MDM for the prescribed number of days. The shortfall ranged from

- 39 days to 115 days in LP schools under the DI, Tura. In UP schools under this DI, the shortfall was 145 days during 2008 and 100 days during 2010.
- Under the DI, Ampati, the shortfall ranged from 31 days to 124 days in LP schools and 94 days to 128 days in UP schools.
- During 2010, the shortfall was 40 *per cent* and 45 *per cent* in LP and UP schools under DI, Tura and 16 *per cent* and 58 *per cent* in LP and UP schools under DI, Ampati respectively.

Thus, the objective of improving the nutritional status of children remained unachieved.

5.2.6.2 Lifting of foodgrains

Table 5.18 above indicated that in most of the years during 2006 to 2010, foodgrains were lifted in excess of actual requirement for which funds were earmarked as cooking cost. While there was excess lifting of 4,547.18 quintal foodgrains for LP schools during 2006-2011, for UP schools 5,533.44 quintal of foodgrains were lifted in excess of actual requirement during the period. This indicated that either uncooked foodgrains were distributed to the children of these schools or the excess quantity of foodgrains was diverted/pilfered.

5.2.6.3 Infrastructure for MDM Scheme

According to the guidelines of MDM scheme, kitchen-cum-store is a vital part of the scheme. Absence of kitchen-cum-store or inadequate facilities would expose children to food poisoning and other health hazards. For supply of cooked meals, there is a provision under the scheme for construction of kitchen shed in elementary schools.

As mentioned in **Table 5.16** above, as of March 2011, there were 645 LP schools and 323 UP schools in the District which were not having any kitchen for MDM. Again, in 849 LP schools and 217 UP schools, drinking water facility was not available. Obviously, cooked meal was either not served to the children of these schools or served after cooking in open space with unsafe water, thereby exposing the children to a risk of food poisoning and other health hazards.

5.2.7 Higher Education

Higher Education is being imparted in the District through a network of 172 Secondary Schools, 22 Higher Secondary Schools, eight Degree Colleges, one Polytechnic, one Vocational Training Institute and one Industrial Training Institute.

5.2.7.1 Enrolment

The position of enrolment of students in all secondary (classes VIII to X) and higher secondary (classes XI and XII) educational institutions in the District during 2006-11 is given below:

Table 5.20

Year	Secondary	Higher Secondary
2006-07	21,220	2,250
2007-08	20,020	2,640
2008-09	28,464	3,720
2009-10	24,258	3,035
2010-11	26,970	3,210

Source: District School Education Officer, WGHD

It is seen that secondary and higher secondary school enrolment increased up to 2008-09 and decreased during the next two years.

5.2.7.2 Infrastructure and Amenities

The status of infrastructure in all secondary and higher secondary schools in WGHD at the beginning and end of the review period is indicated in the table below.

Table 5.21

Particulars	Secondary Schools		Higher Secondary Schools	
	April 2006	March 2011	April 2006	March 2011
No. of Secondary and Higher Secondary Schools	144	172	22	22
Out of which (figures in parentheses indicate percentage)				
Without separate toilets for boys and girls	118 (82)	120 (70)	15(68)	18 (82)
Without proper playfield	130 (90)	142 (83)	07 (32)	07 (32)
Without electricity connection	100 (69)	111 (65)	06 (27)	10 (45)
Without science laboratory	117 (81)	125 (73)	17 (77)	17 (77)

Source: District School Education Officer, Tura; figures in parentheses indicate percentage

From the above it is evident that a large number of secondary and higher secondary schools in the District were still without the requisite infrastructure. It is distressing to note that the position instead of improving had worsened during five-year period, for which no explanation was provided. Lack of infrastructure in schools is bound to adversely impact the quality of education provided to the students.

5.2.7.3 Availability of trained teachers

Quality education can be imparted only when there is an adequate availability of trained[14] teachers. The position with respect to the availability of trained teachers in secondary and higher secondary schools in the District is indicated in the following table:

Table 5.22

Year	Secondary					Higher Secondary				
	Sanc-tioned strength	PIP	Trained teachers	Untra-ined teachers	Percentage of untrained	Sanc-tioned Strength	PIP	Trained teachers	Untra-ined teachers	Percentage of untrained
2006-07	1238	910	170	740	81	126	126	NF	NF	-
2007-08	1238	1050	185	865	82	126	126	NF	NF	-
2008-09	1238	1060	190	870	82	241	241	84	157	65
2009-10	1238	1178	291	887	75	241	241	86	155	64
2010-11	1476	1476	374	1102	75	241	241	89	152	63

Source: District School Education Officer, Tura; PIP: person- in- position; NF: not furnished

It is seen that:

- while there was no shortage of teachers in higher secondary schools during 2006-11, the shortage of teachers in secondary schools had been wiped out gradually;
- although the percentage of untrained secondary school teachers had come down from 81 *per cent* in 2006-07 to 75 *per cent* in 2010-11, there were more untrained teachers in 2010-11 (1102) than in 2006-07 (740); and,

[14] Trained teacher defined as B.Ed passed

- the number of untrained higher secondary school teachers came down from 157 (65 *per cent*) in 2008-09 to 152 (63 *per cent*) in 2010-11 indicating that there was very little improvement on this count.

The fact that as many as 75 and 63 *per cent* of secondary and higher secondary school teachers respectively in 2010-11 were untrained, indicated the Government's apathy in addressing this issue.

5.2.7.4 Quality of education imparted

The quality of teaching is reflected in the final board examination results of Class X and Class XII students. These statistics for the District are as under:

Table 5.23

(in percentage)

Classes	2007	2008	2009	2010	2011
X	34	42	64	26	27
XII (Arts)	NF	35	22	26	27
XII (Science)	54	61	49	47	63
XII (Commerce)	75	86	70	69	68

Source: District School Education Officer, Tura; NF: not furnished

Compared to the percentage of students of the State passing in class-X during 2010-11, the West Garo Hills District ranked fifth amongst all districts of the States indicating dismal picture of the District. The position of class XII results during 2010-11 was quite unsatisfactory, as the position of the District was last amongst the seven districts of the State. This situation can be partly attributed to the high percentage of untrained teachers both at the secondary and higher secondary level in the District (refer **paragraph 5.2.7.3**).

5.2.8. Summing up

The District was plagued by severe lack of infrastructure in its schools which were running without school buildings, toilets, drinking water, science laboratories, *etc.* and schoolchildren were deprived of the full benefits of the MDM scheme. There was a very high number of untrained teachers which in turn impacted the quality of education being imparted as reflected by the poor examination results.

5.2.9 Recommendations

- **Effective steps should be taken to enrol all the out of schoolchildren and bring back the drop-outs to schools so as to achieve universalisation of education without further delay.**
- **Emphasis needs to be given more on teachers training than deployment of teachers in excess of prescribed norm.**
- **Efforts should be made to provide basic amenities like drinking water facilities and toilets to all schools.**
- **Regular serving of mid-day meal to all school-going children should be ensured.**

5.3 Water Supply and Sanitation

Provision for adequate and safe drinking water to all the citizens, especially those living in the rural areas, has been a priority of both the Central and State Governments. Water supply schemes in Meghalaya are mainly executed under the State's Minimum Needs Programme (MNP), Swajaldhara Programme (funded by the Centre and State in the ratio of 90:10 and from August 2007, 50:50) and the 100 *per cent* centrally sponsored Accelerated Rural Water Supply Programme (ARWSP) renamed as the National Rural Drinking Water Programme (NRDWP) from April 2009.

Sanitation programmes in the State are mainly taken up under the aegis of Total Sanitation Campaign (TSC). Expenditure on TSC is to be shared between GOI, State and the beneficiaries in the ratio of 60:30:10.

Public Health Engineering (PHE) Department is responsible for implementation of drinking water supply and sanitation programme in the District.

5.3.1 Drinking Water Security Plan

Under the NRDWP, the State was required to prepare a district-wise Drinking Water Security Plan (DWSP) so as to ensure sustainability of water sources, supply of potable water to uncovered habitations and bridging the gap between infrastructure created and availability of drinking water to households. It was observed that the District's DWSP for 2009-12 though prepared in November 2009, had not yet been approved as of July 2011 indicating that water supply schemes taken up in the District were *ad hoc* and not in accordance with any plan as specified in the NRDWP.

5.3.2 Coverage of habitations

Under the NRDWP, a habitation which does not have the basic minimum potable quality drinking water facility at a convenient location on a sustainable basis is defined as "uncovered". As of March 2011, the status of access to drinking water facilities to the 2,750 habitations of the District was as under:

Table 5.24

Type of habitations	Number of habitations
Number of habitations with ***no access*** to drinking water facilities	9
Number of ***uncovered*** habitations as per NRDWP definition	1496
Number of ***covered*** habitations as per NRDWP definition	1245

Source: Information furnished by the EEs, Tura, Tura North and Ampati PHE Divisions.

The above indicates that only 1,245 habitations (45 *per cent*) had access to drinking water facilities and the remaining 1,505 habitations (55 *per cent*) had no access or partial access to supply of basic drinking water facilities.

5.3.3 Implementation of schemes in the District

The Department has been implementing various water supply schemes for providing drinking water facilities in the District. Scrutiny of records of all the three PHE divisions in the District revealed the following:

5.3.3.1 Incomplete Water Supply Schemes

Twenty water supply schemes (estimated cost ₹ 19.04 crore) were sanctioned prior to 2006-07 (**Appendix 5.1**) under MNP and ARWSP to cover 96 habitations of the District. These schemes were targeted for completion between March 2003 and March 2008. However, these remained incomplete even after three to eight years after incurring an expenditure of ₹ 18.16 crore. Further, another 10 water supply schemes (estimated cost ₹ 4.30 crore) sanctioned between 2006-07 and 2008-09 (**Appendix 5.2**) and all scheduled to be completed on or before March 2010 also remained incomplete even after one to two years and an expenditure of ₹ 3.86 crore up to March 2011.

Reasons for delay in completing 16 out of the above 30 schemes were attributed by the concerned PHE divisions to lack of power supply, failure of deep tube well, land dispute, delay in supply of pipes and non-completion of overhead tank. Reasons for delay in completing the remaining 14 schemes were not furnished to audit.

Joint inspection with departmental officers conducted in November 2010 (position was updated in July 2011) in six[15] out of the above 30 incomplete water supply schemes (WSS) revealed the following:



- **Konarchar WSS**: To provide safe drinking water to 10,290 population of 25 habitations, the scheme was sanctioned in March 2006 (estimated cost: ₹ 2.12 crore) and scheduled for completion by March 2008. As of March 2011, only 90 *per cent* of work was complete after incurring an expenditure of ₹ 2.12 crore. Reasons for the delay though called for, were not furnished by the Executive Engineer (EE), PHE Tura North division. During joint inspection, it was observed that the treatment plant and intake works were under construction. As of July 2011, these works were yet to be completed.

- **Kishanpara WSS:** The scheme was sanctioned in March 2005 (estimated cost ₹ 1.27 crore) for providing drinking water to 1,554 population of seven habitations and scheduled for completion by March 2008. As of March 2011, the work was still incomplete after incurring an expenditure of ₹ 1.27 crore. The EE, PHE

[15] **EE, PHE, Tura:** (i) Re-construction of Gonchudare WSS; **EE, PHE, Tura North:** (i) Konarchar WSS, (ii) Williampur Nidanpur WSS and (iii) Ronsaigiri WSS; **EE, PHE, Ampati:** (i) Kishanpara WSS and (ii) Konapara WSS.

Ampati division informed (June 2010) that the delay was on account of non-installation of a transformer by the Meghalaya Energy Corporation Ltd. (MeECL). However, during the joint inspection it was noticed that the delay was also due to non-completion of the simplified treatment plant. In July 2011, the EE informed Audit that the scheme had been completed in March 2011. However, from quarterly report ending March 2011 submitted by the EE to the CE, PHE, it was seen that Kishanpara WSS was not reported as complete.

- **Williampur Nidanpur WSS:** The scheme was sanctioned in March 2004 (estimated cost ₹ 70.60 lakh) for supply of drinking water to two habitations and scheduled for completion by March 2007. ₹ 70.60 lakh had been incurred on the scheme till March 2011. During joint inspection it was found that the work of construction of an overhead reservoir was still in progress and power connection, although applied for, was still to be provided by the MeECL.



Incomplete overhead reservoir of Williampur Nidanpur WSS

- **Konapara WSS**: The scheme was sanctioned in March 2002 (estimated cost ₹ 88.62 lakh) for supply of safe drinking water to 1,138 population under five habitations of the District and scheduled to be completed by March 2004. During joint inspection it was observed that although all components of the scheme had been completed after an expenditure of ₹ 96.54 lakh (up to March 2011), it could not be operationalised as the MeECL was yet to provide a power connection, although applied for.

- **Rongsaigiri WSS**: To supply safe drinking water to 24,300 population under 25 habitations of the District, the scheme was sanctioned in October 2002 (estimated cost ₹ 5.49 crore) and scheduled for completion by March 2005. Till March 2011, ₹ 4.91 crore had been incurred on the scheme. During joint inspection it was observed that the work of construction of treatment plant, laying of distribution main, feeder main, other distribution networks and zonal reservoirs were yet to be completed. Scrutiny of records of the EE, PHE Tura North division further revealed that the work of construction of the treatment plant was allotted to a contractor in December 2003 but the work site was not handed over to him. In September 2006, the contractor expressed his inability to take up the work at



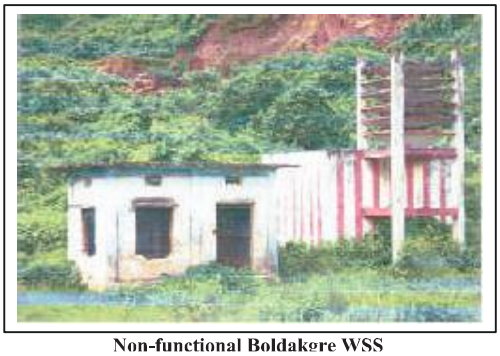
250 mm dia M.S. Gravity Main under Quality Improvement of Rongsaigiri w.s.s.

the agreed rate. Consequently in January 2008 the work order to the contractor was cancelled. As of July 2011, the division was yet to invite tenders to re-allot the work.

- **Gonchudare WSS**: The scheme was sanctioned in March 2002 (estimated cost ₹ 66.86 lakh) and scheduled for completion by March 2004. Up to March 2011, expenditure of ₹ 73.35 lakh had been incurred on the scheme. The EE, PHE Tura division informed (June 2010) that the scheme remained incomplete as the MeECL was yet to provide a power connection, although applied for. During joint inspection it was however, noticed that construction of the filter tank was incomplete and water was being released without treatment.

5.3.3.2 Non-functioning completed schemes

It was observed that out of 1,058 water supply schemes completed in the District up to March 2011, 167 schemes completed at a cost of ₹ 7.64 crore for coverage of 231 habitations became non-functional between May 1999 and March 2008 due to theft of pipes, drying up of water source, damage of weirs, damage of pipes due to floods, collapse of deep tube wells, *etc*. As of March 2011, remedial action was yet to be taken by the Department to make these schemes functional again.



Non-functional Boldakgre WSS

5.3.3.3 Excess procurement of material

Tura Phase III WSS, sanctioned in March 2003 (estimated cost ₹ 21.60 crore) and stipulated for completion by March 2005, was completed and commissioned only in June 2009 after an expenditure of ₹ 22.69 crore. During field visit to the site in July 2011, it was noticed that 1345.87 running metres of steel pipes worth ₹ 66.33 lakh were lying idle on site. The EE, PHE Tura division stated (July 2011), that the pipes procured for the scheme could not be utilised due to change in alignment and would be utilised in other schemes proposed to be taken up. The fact remains that ₹ 66.33 lakh of public fund was locked in idle assets for more than two years – there was also every likelihood of the quality of the pipes, stored in the open, deteriorating with the passage of time and pilferage of the same.



5.3.4 Quality of Water

To ensure supply of safe potable water to people, physio-chemical and bacteriological testing of water is to be carried out. There is one water testing laboratory in the District Headquarters, Tura (set up in March 2000), where only chemical analysis of water was being tested. EE, PHE Tura Division stated (June 2010) that bacteriological tests were not conducted due to insufficient equipment and trained manpower. To ascertain quality and ensure supply of potable water conforming to drinking water standards, the CE, PHED issued (October 2005) instructions for testing of different water quality parameters of all drinking water supply schemes at least twice in a year, i.e., before and after monsoon. Compliance in this respect during 2006-11 was as below:

Table 5.25

(in number)

Year	Schemes in the District (progressive)	Water samples required to be tested	Water samples tested	Shortfall in testing of water samples (*per cent*)	Samples found fit for drinking	Samples found unfit for drinking
2006-07	921	1,842	367	80	350	17
2007-08	967	1,934	363	81	346	17
2008-09	1,060	2,120	311	85	294	17
2009-10	1,074	2,148	330	85	278	52
2010-11	1,058	2,116	317	85	172	145
Total		**10,160**	**1,688**		**1,440**	**248**

Source: Tura, Tura North and Ampati PHE Divisions

It would be seen that against the requirement of 10,160 water sample tests to be conducted by the laboratory during 2006-11, only 1,688 tests were conducted. The shortfall in testing of water samples during 2006-11 was as high as 80 to 85 *per cent*. Supply of drinking water without ensuring or ascertaining its quality had adversely affected the health of the populace which would be evident from the fact that during the period 2006-11, 2.19 lakh[16] persons of the District were affected by water borne diseases like diarrhea (1,65,029 cases) and dysentery (53,758 cases).

Further, it would be seen that the samples found unfit for drinking had in the last two years (2009-11) tripled in number over the previous three years (2006-09) and further, while 5 *per cent* of the samples tested in 2006-07 were found unfit for drinking, this had increased to 46 *per cent* in 2010-11. These statistics indicate that the quality of drinking water supplied had over the years, deteriorated.

As per information furnished (June 2011) by the EE, PHE Tura division, water samples found unfit for drinking were due to excess iron content and that the matter had been reported to the higher authority.

[16] information furnished by the District Medical and Health Officer, WGHD

5.3.5 Swajaldhara

Swajaldhara was launched by GOI in December 2002 with the objective of involving Village Water and Sanitation Committees/Panchayati Raj Institutions in planning, implementation, operation and maintenance of water supply schemes.

Under Swajaldhara, seven water supply schemes at a total estimated cost of ₹ 86.19 lakh were taken up and completed at a total cost of ₹ 83.31 lakh in the following seven villages of the District. However, there were delays ranging from 23 months to 38 months in completion of the schemes as detailed in the following table:

Table 5.26

Village	Month/year of sanction	Sanctioned cost (₹ in lakh)	Scheduled month/year of completion	Month/year of actual completion	Expenditure incurred (₹ in lakh)	Period of delay in completion (in months)
Marak Jabretgre	January 2006	7.56	January 2007	December 2009	7.56	23
Edenbari	January 2006	11.06	January 2007	December 2009	11.05	23
Masumatgre	January 2006	7.43	January 2007	December 2009	7.43	23
Bolsalgre	January 2006	8.52	January 2007	December 2009	8.52	23
Dilnigre	January 2006	8.46	January 2007	March 2010	8.46	38
Matchurigre	March 2007	20.87	March 2008	March 2010	20.87	24
Bolma Uringgre	March 2007	22.29	March 2008	March 2010	19.42	24
Total		**86.19**			**83.31**	

Further scrutiny of records of the EE, PHE Tura division revealed that though the water supply scheme in Matchurigre village was stated to have been completed in March 2010, water was still not being supplied to the villagers till July 2011. Reasons, though called for in July 2011, had not been furnished. Thus, ₹ 20.89 lakh spent on water supply scheme had not benefited the villagers of Matchurigre.

5.3.6 Total Sanitation Campaign

Total Sanitation Campaign (TSC) is a comprehensive programme of GOI to ensure sanitation facilities in rural areas with broad goal to eradicate the practice of open defecation and also to provide privacy and dignity to women. TSC as a part of reform principles was initiated in December 1999 when Central Rural Sanitation Programme was restructured making it demand driven and people centred. TSC gives strong emphasis on Information, Education and Communication (IEC), Capacity Building and Hygiene Education for effective behaviour change with involvement of PRIs, CBOs and NGOs, *etc.* The key intervention areas are individual household latrines, school sanitation and Hygiene Education, Community Sanitary Complex, Anganwadi toilets supported by Rural Sanitary Marts and Production Centres.

In the District, TSC is being supervised by District Water and Sanitation Mission (DWSM) while the implementing agency for the entire District is the EE, PHE Tura

division. The latter transfers funds to the Blocks, Village Water and Sanitation Committees (VWSC), school authorities and NGOs for implementing the various works under the TSC in the District.

For the District, GOI approved in January 2004 various components under TSC at a total cost of ₹ 20.68 crore as indicated in the following table. As of March 2011, while GOI has released ₹ 6.48 crore against its share of ₹ 14.41 crore, State Government has released ₹ 2.99 crore (including ₹ 0.13 crore lying unspent with the DWSM) against its share of ₹ 4.99 crore. Total expenditure as of March 2011 was ₹ 9.34 crore.

Table 5.27

(₹ in lakh)

Components of work	Physical Target	Project cost				Funds released		Achieve-ment
		Centre	State	Benefi-ciaries	Total	Centre	State	
Start up activity	-	20.17	-	-	20.17	8.90	0	-
IEC	-	138.03	48.47	-	186.50	48.90	30.02	-
Alternate delivery mechanism	04	24.63	8.67	-	33.30	3.50	0	-
Institutional Latrines	2244	293.11	102.68	-	395.79	121.25	100.44	991
Anganwadi Toilets	448	33.86	11.91	-	45.77	6.95	10.78	315
Sanitary Complex (Community)	50	82.22	28.45	7.31	117.98	1.23	4.80	04
Individual Household Latrine for BPL	44,385	788.91	277.51	120.73	1187.15	435.80	128.08	35,945
Administrative charges	-	59.93	21.04	-	80.97	21.90	11.87	-
Total	**47,131**	**1440.86**	**498.73**	**128.04**	**2067.63**	**648.43**	**285.99**	

Source: DWSM and EE, PHE Tura Division

According to the DWSM, 991 institutional latrines; 35,945 individual household latrines; four sanitary complexes and 315 toilets for anganwadis were constructed at a cost of ₹ 9.34 crore. Records of the DWSM, however, indicated that up to March 2011 only 268 institutional latrines; 8,312 individual household latrines and 50 toilets for anganwadis were actually constructed. Records in support of completion of four sanitary complexes were not produced. The Member Secretary stated (July 2011) that the reported physical achievement was based on the funds released to the NGOs, schools, Blocks and VWSCs and not on completion reports or utilisation certificates furnished by them. The following further irregularities were also noticed:

➢ Out of ₹ 20.68 crore sanctioned for the District, ₹ 3.96 crore was for construction of 2,244 institutional latrines (at the rate of ₹ 17,638 per unit). Utilisation certificates and physical/financial reports furnished by two NGOs (West Garo Hills Community Resource Management Society and BAKDIL) engaged for construction of the institutional latrines in the District revealed that 268 institutional latrines were constructed at ₹ 40,000 per unit. Thus, there was excess expenditure of ₹ 59.93 lakh, which eventually deprived 340 households from their legitimate right of having individual household latrines.

- ₹ 36.76 lakh of CRSP funds were diverted and given as loan for Total Literacy Campaign in September 2004 of which ₹ 20 lakh was refunded in August 2006. The balance ₹ 16.76 lakh was yet to be refunded (July 2011).

- ₹ 6.08 lakh was incurred for construction of toilets in DC complex, Rongram bazaar, Badanggre community, whereas the TSC guidelines do not allow such expenditure.

- CRSP guidelines stipulate that utilisation certificates should be submitted for funds released under the programme. Up to 2008-09, the DWSM had released ₹ 18.32 lakh to 156 schools for construction of institutional latrines and ₹ 81.24 lakh to eight Blocks of the District for construction of 4,514 individual household latrines for which utilisation certificates were not furnished by any school/Block. It was observed that the DWSM never insisted on this compliance.

5.3.7 Summing up

55 *per cent* of rural habitations did not have access to safe drinking water. Untested water was largely being supplied to the public as a result of which 2.19 lakh persons in the District suffered from water borne diseases in 2006-11. In the last two years (2009-11) the number of water samples found unfit for drinking had increased by three-fold.

Even after more than seven years of implementation of TSC in the District, only 12 *per cent* of the targeted institutional latrines, 11 *per cent* of toilets for Anganwadis and 19 *per cent* of individual household latrines were constructed indicating poor progress of TSC in the District.

5.3.8 Recommendations

- **The State Government/District administration needs to prepare an 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.**

- **Effective steps need to be taken to ensure early completion of the works under the Total Sanitation Campaign.**

- **DWSM should insist on utilisation certificates/completion reports for funds released to agencies/ beneficiaries.**

CHAPTER VI : ECONOMIC SERVICES

6.1 Roads and Bridges

Good infrastructure is essential to unlock growth potential, promote economic development, bring about equity, inclusive growth and bridge the gap between urban and rural areas. Infrastructure includes the existence of a good all-weather roads and availability of reliable and adequate power supply. The District has no airport or railway connectivity. The nearest airport and railway station is at Guwahati around 180 km and 205 km away from Tura, the District Headquarters. The connectivity of the District with other districts of the State and the neighbouring State of Assam is by road only.

The schemes under which construction/ development of roads in the District was taken up were the Pradhan Mantri Gram Sadak Yojana (PMGSY), Non Lapsable Central Pool of Resources (NLCPR), Central Roads Funds (CRF), Rural Infrastructure Development Fund (RIDF), North Eastern Council (NEC), Assistance to States for Developing Export Infrastructure and Allied Activities(ASIDE), Housing and Urban Development Corporation (HUDCO), Construction of Rural Roads Programme (CRRP), Special Rural Works Programme (SRWP) and road construction/development works undertaken through the State budget.

In the District there are five[1] divisional offices of the Public Works Department (PWD) responsible for execution/maintenance of national highways, state highways, other district roads and village roads. Besides these, there is another Division (District Project Implementation Unit) functioning under the State Rural Roads Development Agency (SRRDA) in the District which exclusively executes road construction works under the Pradhan Mantri Gram Sadak Yojana (PMGSY).

6.1.1 Status of road connectivity in the District

As per information furnished (May 2011) by the SRRDA, 749 villages in the District were connected by a road as of March 2011. As per Census 2001 there were 1,537 villages in the District, this meant that 788 villages (51 *per cent*) were yet to be provided with road connectivity.

The road length of various categories of roads in the District as at the beginning and end of the period under review was as under:

[1] Tura North Division; Barengapara Division; Ampati Division; NEC Division; and, National Highway-cum-Central Division

Table 6.1

(in km)

Category of Road	Road available as of		Increase/decrease during 2006-11 (+/ -)
	March 2006	March 2011	
National Highway	126.41	126.41	0
State Highway	215.27	308.47	(+) 93.20
Medium District Road	320.33	320.33	0
Other District Road	594.09	594.09	0
Village Road	285.93	445.89	(+)159.96
Total	**1542.03**	**1795.19**	**(+) 253.16**

Source: Information furnished by the five PWD divisions, WGHD

As can be seen from the above table, there was improvement in the road length of village roads and State Highway. The length of village roads increased by 56 *per cent* from 285.93 km in March 2006 to 445.89 km in March 2011 and the State Highways increased by 43 *per cent* from 215.27 km in March 2006 to 308.47 km in March 2011.

6.1.2 Implementation of schemes

6.1.2.1 Pradhan Mantri Gram Sadak Yojana

The Pradhan Mantri Gram Sadak Yojana (PMGSY), fully funded by the GOI, was launched in December 2000 with the objective of connecting every habitation that had a population of 1,000 or more through good all-weather roads by December 2003 and habitations with 500 people or more, by the end of Tenth Plan (2007). Public Works (Roads and Bridges) Department is responsible for implementation of PMGSY.

As per the District Road Plan prepared under the PMGSY for the District, 753 km of rural roads were to be constructed to cover 03 habitations having population of more than 1,000, 38 habitations with population more than 500, 188 habitations with population more than 250 and 16 habitations with population less than 250 by March 2007. Out of these, 38 road construction projects covering only 124.29 km of road length had been taken up. Of this, 31 projects covering 113.35 km were completed by March 2011 at a cost of ₹ 32.91 crore after delays ranging from seven months to 82 months (**Appendix 6.1**). It was, however, observed from records that all the 31 completed roads were of sub-grade stage (*kutchha*/fair weather) road and not *'all weather'* road as prescribed under the PMGSY. Work on the remaining seven roads (estimated cost: ₹17.02 crore) was taken up only in February 2009 and are still ongoing and expenditure incurred on them was ₹ 8.90 crore till March 2011.

Inspection of 37 of the above 38 projects carried out by the National Quality Monitoring (NQM) agency during 2006-11 reported 11 projects as 'satisfactory', 16 as 'unsatisfactory' and 10 road projects 'required improvement'.

Thus, even after 10 years of implementation of the PMGSY in the District, only 15 *per cent* of the target was achieved and that too up to 'fair weather' grade roads only and not 'all weather' roads indicating extremely tardy implementation of the

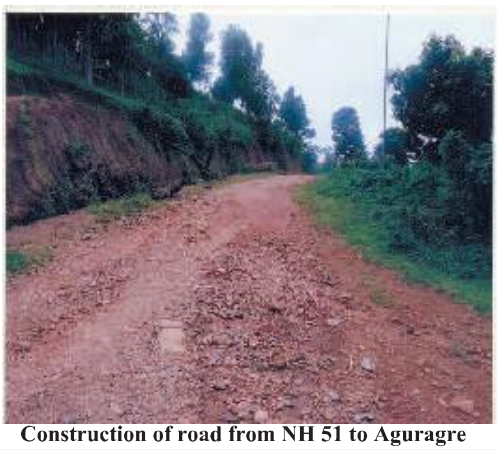
PMGSY, besides denying the benefits of improved road connectivity to the populace which would have spurred economic growth of the District.

Joint verification along with departmental officers of seven completed roads (out of 31) conducted in July 2011 revealed the following:

- Three roads, *viz*., (i) Betasing Bazar to Banduraja (2 km), (ii) New Bhaitbari to Peradanga (2 km) and (iii) Agia Medhipathar Phulbari Tura road (109th km) to Dopatchigre(2 km) completed in September 2007, December 2007 and July 2008 respectively at an expenditure of ₹ 2.04 crore were found in dilapidated condition due to non-maintenance.

- Two roads, *viz*. (i) Garobadha Mankachar (GM) Road to Balapara (2.15 km) and (ii) GM road to Tangabari (1.61 km) completed in November 2009 and March 2010 were in good condition and were being maintained by the contractors as they were still under the warranty period i.e., defect liability period.

- Two roads, *viz*., (i) NH 51 to Aguragre (4 km) and (ii) NH 51 to Ringgigre (4.88 km) completed in March 2010 at a cost of ₹ 2.89 crore were found damaged with the granular sub-base layer almost worn out as can be seen from the photos below:



Construction of road from NH 51 to Aguragre



Construction of road from NH 51 to Ringgigre

The CE, PWD (Roads) stated (January 2012) that the delays in completion of roads were due to limited working season, non-receipt of payments by the contractors in time, inaccessible terrains in some projects, insurgency activities, shortage of field staff, lack of capacity of the local contractor, lack of basic road construction machinery. The reply is not acceptable because all these aspects should have been considered while planning for construction of the roads.

6.1.2.2 Construction of Rural Roads Programme

Construction of Rural Roads Programme in the District is being administered by the Community and Rural Development Department (C&RDD). The programme envisages improvement of rural road network by active involvement of village communities for construction of link roads in the villages to boost the rural economy.

The works under the programme are selected by the MLAs and implemented through local committees/beneficiary organisations. Funds under the programme are released by the C&RDD to the DRDA which in turn releases funds to the Blocks. The Blocks release the moneys in installments to the local committees/beneficiary organisations.

During 2006-11, the DRDA received ₹ 2.85 crore under the programme against which 753 works (estimated cost ₹ 2.61 crore) were sanctioned out of which ₹ 2.02 crore for 721 works was released to local committees/beneficiary organisations for execution. As of March 2011, out of the 721 works only 512 works were completed at a cost of ₹ 1.49 crore and 209 works were in progress against which expenditure of ₹ 53.71 lakh was incurred up to March 2011. The remaining 32 works were not taken up though funds were released by Government during 2008-09.

6.1.2.3 Status of works implemented under various schemes

During the period of review 2006-11, 257 works funded under the CRF, NLCPR, RIDF, NEC, ASIDE, HUDCO and through the State budget were under execution in the District. Out of 257 works, 226 works (roads: 198; bridges: 28) were taken up for execution prior to April 2006 at an estimated cost of ₹ 162.28 crore of which 111 works had been completed by March 2011. The remaining 31 works (roads:25; bridges:6) with estimated cost of ₹ 62.46 crore were taken up during 2006-11 out of which only one work was completed by March 2011. The status of these 257 works as of March 2011 is shown below:

Table 6.2

Name of the division executing the works	Total number of works taken up	Number of works completed	Period of delay in completion from target date	Number of works pre-closed/ de-sanctioned	Number of works incomplete	Period of delay in completion
Ampati	83	52	02 to 09 years	07	24	01 to 04 years
Barengapara	67	09	03 to 04 years	20	38	03 to 13 years
Tura North	97	47	02 to 10 years	25	25	01 to 12 years
NEC	04	01	03 years		03	02 years
NH-cum-Central	06	03	02 to 03 years		03	03 years
	257	**112**		**52**	**93**	

Source: Compilation of Information furnished by EEs of Ampati, Barengapara, Tura North, NEC and NH-cum-Central Roads Divisions

It will be seen from the above table that

- out of the 112 works completed by March 2011, not a single work was completed in time – the delays in these works ranged from two years to ten years;
- out of the 257 works, 14 works were subsequently de-sanctioned before any work was taken up and 38 works (roads: 34; bridges:04) were pre-closed during 2008-09 after incurring an expenditure of ₹ 7.03 crore (details in **Appendix 6.2**) on the ground of insufficiency of funds to meet the liability of the works; and,
- out of the 93 incomplete works, 73 works which were to have been completed were still incomplete after delays ranging from one year to 13 years.

The CE, PWD (Roads) stated (January 2012) that due to large bank of sanctions and inadequate plan funds, the works were de-sanctioned/pre-closed as per the criteria set up by the Empowered Committee and that the delay in completion of works was due to less working season and paucity of funds. The reply is not convincing because taking up of any project for execution without first ensuring the availability of financial resources was not a prudent exercise.

6.1.2.4 Joint Verification of incomplete works

A joint verification was conducted with departmental officers in November 2010 (position updated in July 2011) of ten incomplete works selected on random basis under execution by Barengapara and Tura North Divisions, the findings of which were as below:

<table>
<tr><td colspan="2">Name of the Division: Tura North
Name of the work: Improvement of Old Bhaitbari Bhaitbari to Nayagaon Nalbari (0-2.5 km)
Month/year of sanction: March 2006; Sanctioned cost: ₹ 1.24 crore
Scheduled month/year of completion: March 2009</td></tr>
<tr><td>  </td><td>Expenditure up to March 2011: ₹ 1.04 crore
Physical progress up to March 2011: 90 per cent
Findings of joint verification and Division's reply: During joint inspection, no construction activities were noticed at the site. A portion of the road was found totally damaged and most stretches of the road was in bad condition. The EE stated (July 2011) that since it was a flood prone area, restoration of road connectivity was required to be done from time to time.</td></tr>
<tr><td colspan="2">Name of the Division: Tura North
Name of the work: M&BT of extension of Bhaitbari of Paham village to Bholarbhita Bangalkata NEC road via Moulakandi (2-4.5 km)
Month/year of sanction: March 2006 Sanctioned cost: ₹ 1.60 crore
Scheduled month/year of completion: March 2009</td></tr>
<tr><td>  </td><td>Expenditure up to March 2011: ₹ 1.22 crore
Physical progress up to March 2011: 60 per cent
Findings of joint verification and Division's reply: Only one kilometer out of the estimated 2.5 km of the road was found metalled and blacktopped .Work on the remaining road length was not started. The EE stated (July 2011) that work on the balance portion have been taken up and expected to be completed by March 2012.</td></tr>
</table>

Name of the Division: Tura North
Name of the work: M&BT of West Bholarbhita to Haribanga via Charbatapara (2-3.5 km)
Sanctioned Cost: ₹ 1.05 crore
Month/year of sanction: March 2006
Scheduled month/year of completion: March 2009



Expenditure up to March 2011: ₹ 77.71 lakh
Physical progress up to March 2011: 60 *per cent*
Findings of the joint verification and Division's reply: Work on some portion of the road was not yet taken up. The portion of the road constructed was also not blacktopped. The EE stated (July 2011) that work for the balance road length had been taken up and carpeting work will be taken up after the rainy season and expected to be completed by March 2012.

Name of the Division: Barengapara
Name of the work: Replacement of existing bridges (Br. Nos 27/3,29/4,32/3,37/3) with RCC bridges on Adugre Purakhasia Road
Month/year of sanction: March2006 **Sanctioned cost**: ₹ 1.39 crore
Scheduled month/year of completion: March 2009



Br. No. 37/3

Expenditure up to March 2011: ₹ 78.16 lakh
Physical progress up to March 2011: 38 *per cent*
Findings of joint inspection and Division's reply: Out of four bridges, only one bridge (32/3) was found complete, works on two bridges (Br Nos 29/4 and 37/3) was in progress and the work for Br No 27/3 not yet started. The EE stated (July 2011), that the work for Br No 27/3 was cancelled and the re-allotment of work was under progress.

Name of the Division: Barengapara
Name of the work: Construction of a road from Machangpani to Doriapara (0-2.00 km)
Month/year of sanction: March 2006
Sanctioned cost: ₹ 67.90 lakh
Target month/year of completion: March 2009

Construction of a road from Machangpani to Doriapara (0-2.00 km)



Machangpani to Doriapara (2nd km)

Expenditure up to March 2011: ₹ 63.69 lakh
Physical progress up to March 2011: 80 *per cent*
Findings of joint inspection and Division's reply: It was noticed that though the work on the road was targeted to be completed by March 2009, around one kilometer only was found completed even though expenditure of ₹ 63.60 lakh was incurred up to March 2011. The EE stated (July 2011) that the work is expected to be complete by December 2011.

Name of the Division: Barengapara
Name of the work: Construction of bridge no 16/1 over river Lokai
Month/year of sanction: December 1995
Sanctioned cost: ₹ 1.17 crore
Target month/ year of completion: December 1998



Expenditure up to March 2011: ₹ 1 crore
Physical progress up to March 2011: 66 *per cent*
Findings of joint inspection and Division's reply: No construction activity was noticed at the site. The EE stated (July 2011) that due to the demise of the contractor the work was stopped. Revised estimate for the balance work had been prepared and submitted for approval of higher authority.

Name of the Division: Tura North
Name of the work: Construction of a road from Tikrikilla to Jangrapara via Bollongitok
Month/year of sanction: March 1997
Sanctioned cost: ₹ 92.07 lakh
Target month/ year of completion: March 2000



Expenditure up to March 2011: ₹ 1.14 crore
Physical progress up to March 2011: not furnished
Findings of joint inspection and Division's reply: The work on the road was yet to resume since its discontinuance in May 2008. Revised estimate has been submitted for an amount of ₹ 1.77 crore which had not yet been approved (July 2011)

Name of the Division: Barengapara
Name of the work: Construction of bridge No.1/8 over river Bhogai
Month/year of sanction: March 1997
Sanctioned cost: ₹ 3.05 crore
Target month/ year of completion: March 2000



ABUTMENT OF RCC BRIDGE ON APPROACH

Expenditure up to March 2011: ₹ 1.33 crore
Physical progress up to March 2011: 28 *per cent*
Findings of joint inspection and Division's reply: No construction activity was noticed at the site of work during the joint inspection. The EE stated (July 2011) that the work had been stopped / abandoned since December 2003 due to delay in clearance of contractor's bills and further, the contractor had expressed his willingness in May 2011 to resume the work.

Name of the Division: Barengapara

Name of the work: Construction of double lane RCC bridge No 28/3 over river Darong on Dalu Purakhasia road

Month/year of sanction: March 2000

Sanctioned cost: ₹ 2.01 crore

Target month/ year of completion: March 2003



Expenditure up to March 2011: ₹ 2 crore

Physical progress up to March 2011: 28 *per cent*

Findings of joint inspection and Division's reply: During the joint inspection no construction activity was noticed at the site of work. The EE stated (July 2011) that due to delay in completion of the work by the original contractor, the work was re-allotted in May 2007 to another contractor.

Name of the Division: Barengapara

Name of the work: Construction of double lane RCC bridge No 13/2 over river Bandra on Dalu Purakhasia road

Month/year of sanction: March 1996

Sanctioned cost: ₹ 1.49 crore

Target month/ year of completion: March 1999



Expenditure up to March 2011: ₹ 1.68 crore

Physical progress up to March 2011: 40 *per cent*

Findings of joint inspection and Division's reply: No construction activity was noticed at the site of work. The EE stated that the scheme had been proposed for pre-closure. He further stated (July 2011) that after the demise of the contractor, the work was re-allotted in October 2003. As the work was progressing slowly due to delay in clearance of contractor's bills, the work was subsequently withdrawn. Re-allotment of the work was being initiated, which can be started after the monsoon is over.

The CE, PWD (Roads) stated (January 2012) that the incomplete works under Tura and Barengapara Divisions were in good progress and the EEs of the divisions concerned were being instructed to complete the works without further delay.

6.1.2.5 Delay in completion of road widening of National Highway

The National Highway - 51 (NH) starts in the District from 21.87 km and ends at 148.28 km . During the review period, four road widening projects covering a total road length of 45.13 km of the NH-51 were taken up *viz*., (i) 43 to 55 km - sanctioned in February 2006 at an estimated cost of ₹ 12.86 crore for completion by March 2008; expenditure up to March 2011 ₹ 12.52 crore ; (ii) 21.87 to 43 km - sanctioned in

January 2008 at an estimated cost of ₹ 34.21 crore for completion by January 2010; expenditure up to March 2011 ₹ 18.19 crore; (iii) 55 to 64 km - sanctioned in February 2009 at an estimated cost of ₹ 35.25 crore for completion by February 2011; expenditure up to March 2011 ₹ 17.88 crore; and, (iv) 76 to 79 km - sanctioned in August 2010 at an estimated cost of ₹ 9.26 crore for completion by April 2012; expenditure up to March 2011 ₹ 36.07 crore.



Road condition of NH-51 between 55.64 km and 55.605 km

Except for serial (i) above, which was completed in March 2009 at a cost of ₹ 12.52 crore, serial (ii) and (iii) above were yet to be completed after delays of 14 months and one month respectively and an expenditure of ₹ 36.07 crore incurred on execution of works till March 2011.

During a visit to the sites of the three incomplete projects where widening of the NH-51 was still going on, the condition of the road was found to be deplorable. It was further noticed that though repairs for the stretches 72 km to 76 km and 79 km to 82 km of the NH-51 were sanctioned for execution in 2009-10 at an estimated cost of ₹ 1.94 crore, the works were yet to be taken up.

The prescribed carriage way width of a NH is minimum 7 metre in mountainous and steep terrain. However, it was observed that out of the total road length of 126.41 km of NH-51 passing through the District, carriage way width of 113.41 km was a single-lane road (around 3.75 metres) except for a stretch of 13 km from 43 km to 55 km.

The CE, PWD (Roads) stated (January 2012) that the delays in completion of the roads were due to frequent disturbances caused by some miscreants and involvement of additional items. As regards deplorable condition of roads, the CE stated that periodical repair could not be completed during the last working season because of heavy rainfall. The replies indicated lack of seriousness in timely completion and maintenance of works. The reply was, however, silent about for construction of single-lane road contrary to the prescribed norm of 10 metres.

6.1.2.6 Unauthorised expenditure

According to Rule 246 of the Meghalaya Financial Rules, 1981, when owing to modification or deviations from the original proposals or in course of execution, it becomes apparent that the cost of the work will exceed the amount administratively approved by more than 10 *per cent*, revised administrative approval to the increased expenditure must be obtained. Scrutiny of records of the three[2] selected PWD divisions revealed that out of 112 completed works during 2006-11, in 12 road and bridge works (**Appendix 6.3**) the expenditure exceeded the administratively approved

[2] Tura North, Barengapara and Ampati divisions

estimate by over 10 *per cent* to 56 *per cent*. The total expenditure of ₹ 12.48 crore on these 12 works exceeded the administratively approved estimates of ₹ 10.43 crore - since revised administrative approvals were not obtained in these cases as required under the codal provisions, the excess expenditure of ₹ 2.05 crore was unauthorised. The CE, PWD (Roads) stated (January 2012) that the EEs concerned were being instructed to restrict the expenditure within the permissible limit.

6.1.3 Quality Controls

There was no quality testing laboratory in the District. The PWD had only one laboratory for the entire State at Shillong to test samples for road and bridge works. During 2006-11, it was observed that 110 bridge works' samples pertaining to the three test checked PWD divisions were sent to the laboratory for tests - the test reports in all the 110 cases found the samples in conformity with the required specifications. During the period 2006-11, these three divisions had also added 83.385 km[3] of black topped roads to the road network of the District (not including road repairs/maintenance carried out by these divisions during the period). However, not even one sample of the road work was sent for tests to the laboratory during these years by any of the three divisions. As such, the quality of the roads constructed remained unverified. The CE, PWD (Roads) stated (January 2012) that the EEs had been asked to conduct necessary tests of the stone aggregates before utilising in the works.

6.1.4 Summing up

Though roads are the only means of connectivity in the District, 51 *per cent* of the villages were not connected to a road. Progress in implementation/ completion of various works taken up in the District under various programmes/ schemes was extremely tardy as a result of which the populace was deprived of the intended benefits of the programmes/schemes. Quality tests of road works executed were not carried out.

6.1.5 Recommendations

- **Effective steps needs to be taken to ensure timely completion of road works so as to provide road connectivity to the villagers.**
- **Regular quality tests of the roads under execution should be ensured.**

[3] Barengapara Division: 40.425 km; Ampati Division: 22.06 km; Tura North Division: 20.90 km.

6.2 Special Rural Works Programme

The primary objective of Special Rural Works Programme (SRWP) of the State Government is to generate wage employment in rural areas to improve socio-economic conditions by the creation of useful public assets with public participation at the grassroots level.

The schemes under the SRWP are selected by the Members of the State Legislative Assembly (MLA) and implemented through local committees/beneficiaries' organisations in their respective constituencies. Funds for the programme are released by the Community & Rural Development (C&RD) Department to the DRDA of the District. The DRDA then places the funds at the disposal of the Block Development Officers (BDO) who in turn, release the funds in instalments to the implementing agencies who are required to submit utilisation certificates (UC) for the moneys spent. The BDOs are required to verify the UCs, countersign them and submit the same to the DC of the district.

Under the SRWP the DRDA, West Garo Hills District received ₹ 60.70 crore during 2006-07 to 2010-11 for construction of school buildings, community halls, fishery tanks, purchase and distribution of CGI sheets, supply of books to students/libraries, *etc*. Of this amount, ₹ 47.98 crore was released to the Blocks for 2,878 projects and the balance of ₹ 12.72 crore remained unutilised. The details are given below:

Table 6.3

Year	Projects sanctioned	Fund released by State Govern-ment	Amount released by DRDA to Blocks	Projects taken up	Projects completed	Ongoing projects	Projects for which utilisation certificates wanting
	(number)	(₹ in crore)		(in number)			
2006-07	1,605	14.50	14.14	1,564	56	4	1,504
2007-08	494	7.50	6.73	488	23	-	465
2008-09	498	15.00	13.95	495	11	155	329
2009-10	240	15.00	7.33	222	1	211	10
2010-11	109	8.70	5.83	109		109	
Total	**2,946**	**60.70**	**47.98**	**2,878**	**91**	**479**	**2,308**

Source: DRDA, West Garo Hills District

As can be seen from the above table 2,946 projects were sanctioned under SRWP during 2006-11 of which 2,878 were taken up and only 91 completed as of March 2011 at a cost of ₹ 3.47 crore. 479 projects were in progress on which an expenditure of ₹ 11.99 crore was incurred till March 2011. The status of the remaining 2,308 projects could not be ascertained due to non-submission of UCs by the implementing agencies though ₹ 32.49 crore was released for these projects.

During exit conference, the Commissioner and Secretary, C&RD Department stated that pending UCs were due to the non-reelection of most of the MLAs to whom funds were released for SRWP and intiative would be taken to obtain the wanting UCs. The contention of the Commissioner and Secretary, C&RD Department is not acceptable

as the funds are released to DRDA, which in turn releases them to BDO and as such UCs were to be furnished by the concerned authorities to whom funds have been released and not by MLAs as stated.

In sum, though funds were not a constraint, 97 *per cent* of the works out of 2,878 works taken up for execution during 2006-11 remained incomplete even after one to four years.

Recommendation

Timely completion of works taken up under the SRWP should be ensured. A monitoring mechanism should be instituted to watch submission of utilisation certificates for funds released to the implementing agencies.

6.3 Employment Generation

The three most important rural employment schemes of the GOI are the Swarnjayanti Gram Swarozgar Yojana (SGSY), National Rural Employment Guarantee Act (NREGA), 2005 (renamed as Mahatma Gandhi National Rural Employment Guarantee Act from October 2009) and the Indira Awas Yojana (IAY). The objective of the SGSY was to promote self-employment while that of the NREGA was to generate wage employment. The IAY was geared towards providing dwelling houses to BPL families in rural areas. However, there was also a wage component as the dwelling houses had to be constructed by the beneficiaries themselves.

6.3.1 Swarnjayanti Gram Swarozgar Yojana

6.3.1.1 Financial management

The SGSY, funded by the Centre and State in the ratio of 75:25, was launched in April 1999 with the objective of bringing assisted poor BPL families above the poverty line by organising them into Self Help Groups (SHG) for taking up economic activities. The SGSY envisaged evolution of the SHGs through three stages of evolution *viz*., Stage-I: SHG formation; Stage-II: capital formation through a revolving fund; and, Stage-III: SHG is given project financing.

The SGSY is implemented in the District by the DRDA through the Blocks. The funds received by the DRDA, WGHD under the SGSY during 2006-11 were as under:

Table 6.4

(₹ in crore)

Year	Opening balance	Fund received		Other receipts	Funds utilised	Closing balance
		Centre	State			
2006-07	0.14	1.60	-	0.14	0.89	0.99
2007-08	0.99	1.43	1.19	0.02	2.32	1.31
2008-09	1.31	1.59	-	-	0.44	2.46
2009-10	2.46	-	0.65	0.23	1.52	1.82
2010-11	1.82	-	-	0.20	1.26	0.76
Total		**4.62**	**1.84**	**0.59**	**6.43**	

Source: DRDA,WGHD

It would be seen that out of ₹ 7.19 crore received during the period, ₹ 6.43 crore was utilised leaving a balance of ₹ 0.76 crore as on 31 March 2011.

6.3.1.2 Self Help Groups

The position of formation/development of SHGs in the District since inception of the SGSY in April 1999 till March 2011 is as under:

Table 6.5

No. of SHGs formed from April 1999 to March 2011	No. of SHGs given revolving fund	No. of SHGs given project financing	No. of SHGs out of Col.2 who have taken up economic activities	No. of SHGs out of Col. 3 who have taken up economic activities
4,480	2,904	294	1,053	156

Source: DRDA, West Garo Hills District

Six months after their formation, SHGs are entitled to a revolving fund of ₹ 25,000 from the bank of which ₹ 10,000 is the subsidy component given by the DRDA and the balance ₹ 15,000 is the loan component. Out of the 2,904 SHGs who had each received the revolving fund of ₹ 25,000, 294 SHGs had been provided project financing; 1,053 SHGs had taken up economic activities even though project financing was not provided and remaining 1,557 SHGs had not taken up any economic activities. Further, out of the 294 SHGs given project financing, 138 SHGs had not also taken up any economic activities. The Project Director (PD), DRDA stated (July 2011) that the key activities selected by 1,557 SHGs were not viable for marketing and selection of alternative key activities was under process. In respect of the 138 SHGs who were given project financing but who had not taken up any economic activities, the PD stated that project reports were not received. Thus, the objective of generating sustainable income in respect of the 1,557 SHGS to whom ₹ 1.56 crore[4] was released as subsidy, appeared uncertain.

6.3.1.3 Impact of implementation of SGSY

Under SGSY, a SHG may consist of 10 to 20 persons, one from each BPL family and a person should not be a member of more than one group. Considering a minimum 10 members from 10 families in each of the 2,904 SHGs of the District, at least 29,040 BPL families were assisted under SGSY. The PD, DRDA, Tura stated (January 2012) that 464 out of 51,400[5] BPL families in the District were brought above the poverty line from the inception of the SGSY till March 2011. This indicated that the programme had failed to make any notable impact even after 12 years of its implementation in the District.

6.3.2 Mahatma Gandhi National Rural Employment Guarantee Act

The primary objective of National Rural Employment Guarantee Act, renamed as Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA), was to provide 100 days guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. In the District, MNREGA is implemented through the DRDA through Area Employment Councils and Village Employment Councils of the respective Blocks.

The Central Government bears the entire cost of wages for unskilled manual workers and 75 *per cent* of cost of material and wages for skilled and semi-skilled workers. The State Government bears 25 *per cent* of the cost of material and wages for skilled and semi-skilled workers and will also bear unemployment allowances and administrative expenses of the State Employment Guarantee Council.

[4] subsidy @ ₹ 10,000 per SHG for 1557 SHGs.
[5] State Government's BPL census conducted in 2002

Funds received under MNREGA in the District during 2006-11 were as under:

Table 6.6

(₹ in crore)

Year	Opening balance	Fund received		Other receipt	Fund utilised	Closing balance
		Centre	State			
2006-07	5.19	20.53	0.56	1.74	22.98	5.04
2007-08	5.04	38.95	5.49	0.28	38.77	10.99
2008-09	10.99	29.68	3.70	0.48	26.69	18.16
2009-10	18.16	24.03	3.15	0.42	45.75	0.01
2010-11	0.01	84.82	7.42	0.58	92.46	0.37
Total		**198.01**	**20.32**	**3.50**	**226.65**	

Source: DRDA, WGHD

As per Schedule I of the MNREGA, the focus of the rural employment guarantee scheme shall be on the works like water conservation and water harvesting, tree plantation, irrigation canals, land development, rural connectivity to provide all-weather access and any other work that may be notified by the Central Government in consultation with the State Government. According to the monthly progress reports, 8,706 such works were completed during 2006-11 at an expenditure of ₹ 186.69 crore.

The year-wise position of households provided with employment in the District during 2006-11 is given below:

Table 6.7

Year	No of Households issued with job cards	No of Households who demanded employment	No. of Households provided with employment	No of Households who were provided with completed 100 days employment (*per cent*)
2006-07	94,765	91,935	91,935	220 (0.23)
2007-08	94,858	93,558	93,558	4,973 (5.31)
2008-09	95,872	78,173	73,678	0
2009-10	97,149	91,785	91,785	1,446 (1.57)
2010-11	96,918	95,791	95,159	3,647 (3.83)

Source: DRDA, West Garo Hills District.

The above table indicates that against 78,173 households (in 2008-09) and 95,791 households (in 2010-11) who demanded employment, 4,495 and 632 households respectively were not provided any employment. MNREGA stipulates that if a worker who has applied for work is not provided employment within 15 days from the date on which work is requested, an unemployment allowance shall be payable by the State Government at the prescribed rate (₹ 70 per day up to July 2009 and thereafter at ₹ 100 per day). It was observed that these households were not paid any unemployment allowance as provided.

During exit conference, the Commissioner and Secretary, C&RD Department stated that in absence of any demand, unemployment allowance was not paid.

6.3.2.1 Payment of wages

As per Clause 6.6.1 of MNREGA guidelines, the wages of workers should be paid within a week or fifteen days at most. In the event of delay in wage payments the workers are entitled for compensation as per the provisions of the Payment of Wages Act, 1936.

It was noticed that in the three[6] out of the four test-checked Blocks, wages for 30,378 mandays involving ₹ 30.38 lakh were paid after delays ranging from six days to 93 days due to non-availability of funds as stated by the BDOs concerned. However, required compensation was not paid to the workers.

6.3.2.2 Social Audit

Social Audit by the Village Employment Councils (VEC) is mandatory under Clause 11.1.1 of MNREGA guidelines, to ensure transparency and public accountability.

In the District, two rounds of social audit were conducted by all the 1,500 VECs of the District during March 2007-April 2007 and September 2009-February 2010, the major outcome of which was as under:

- recovery of ₹ 6.38 lakh effected from the Secretaries of five VECs for misuse/non-accounting of money;
- secretaries of four VECs diverted ₹ 12.41 lakh to other works not approved under MNREGA;
- secretary, VEC, Upper Chigijangre, Tikrikilla misused ₹ 4.20 lakh by forging signature of job card holders; and,
- four persons were put in jail custody for destroying books of accounts and remand orders were issued against five persons for impersonification against job card holders.

990 VECs also conducted a third round of social audit during November-December 2010, the major outcome of which was as under:

- misuse of money of ₹ 4.77 lakh detected out of which recovery of ₹ 0.50 lakh effected:
- poor quality of work done due to payment of wages of ₹ 38,000 instead of ₹ 62,720 by the VEC secretary; and,
- diversion of fund of ₹ 0.73 lakh to other works.

Follow up action, if any, taken on the findings of social audit had not been furnished.

[6] BDO, Selsella, Dalu and Rongram

6.3.2.3 *Asset Register*

MNREGA guidelines prescribe that asset registers for the works executed by the beneficiaries are to be maintained by the implementing agencies. In the four Blocks selected for test check, it was observed that Betasing and Selsella Blocks were not maintaining the said register and Dalu and Rongram Blocks started maintaining the document only from 2010-11.

6.3.3 *Indira Awas Yojana*

The IAY aims at providing low cost houses to SC/ST and BPL bonded labourers free of cost. 80 *per cent* of the total allocation under IAY was to be utilised for the construction of new houses and the remaining 20 *per cent* for conversion of unserviceable *kutcha* houses into *pucca* houses. Construction of smokeless *chullahs* and sanitary latrines was an integral part of IAY houses. Under the IAY, the dwelling houses had to be constructed by the beneficiaries themselves.

The IAY is implemented by the DRDA at district level through the Blocks. The IAY is funded in the ratio 75:25 between the Centre and State. Funds received by the DRDA under IAY during 2006-11 were as under:

Table 6.8

(₹ in crore)

Year	Opening balance	Fund received		Other receipt	Fund utilised	Closing balance
		Centre	State			
2006-07	-	2.91	1.07	-	3.97	0.01
2007-08	0.01	1.90	0.86	-	2.75	0.02
2008-09	0.02	4.93	2.28	-	6.53	0.70
2009-10	0.70	11.66	1.30	0.03	12.38	1.31
2010-11	1.31	15.00	1.66	0.05	17.32	0.70
Total		**36.40**	**7.17**	**0.08**	**42.95**	

Source: DRDA, West Garo Hills District

The year-wise position showing the target and achievement of new construction and upgradation of houses in the District is given below:

Table 6.9

(in unit)

Year	Annual target		Achievement		In progress	
	New construction	Upgradation	New construction	Upgradation	New construction	Upgradation
2006-07	3,003	1,716	1,154	638	0	0
2007-08	2,389	1,888	800	440	0	0
2008-09	3,417	NA	1,410	888	0	0
2009-10	5,487	NA	2,089	0	1,128	0
2010-11	3,899	-	2654[7]	-	1,940	-
Total	**18,195**	**3,604**	**8,107**	**1,966**	**3,068**	**0**

Source: DRDA, WGHD

[7] Out of 2654 houses constructed during 2010-11, 1128 houses pertains to the year 2009-10 and 1526 houses pertains to the year 2010-11.

Audit scrutiny revealed the following irregularities:

6.3.3.1 Houses lacking amenities prescribed under IAY

In four test-checked Blocks *viz*., Rongram, Betasing, Selsella and Dalu, financial assistance of ₹ 19.41 crore was given under IAY to 4,694 beneficiaries during 2006-11 in these Blocks for construction of new houses. However, as per information furnished by the BDOs, the newly constructed houses did not have sanitary latrine and smokeless *chullahs* and thus, frustrated the objective of the scheme.

6.3.3.2 Irregularities in payments to beneficiaries

IAY guidelines stipulate that payments to beneficiaries for construction of houses were to be made on staggered basis depending on the progress of work. Ideally, the funds should have been distributed in two instalments, first instalment with the sanction order and the second instalment when the construction reaches the lintel level. It was however, noticed in Selsella Block that financial assistance of ₹ 27,500 per beneficiary under IAY was paid in one instalment to 60 beneficiaries (total ₹ 16.50 lakh) on 30 March 2007. All the beneficiaries submitted UCs for the amounts received by them on the same day they got the financial assistance. BDO, Selsella Block failed to furnish any documents in support of the fact that new houses were actually constructed by the beneficiaries by utilising the financial assistance. Thus, the fulfilment of intended objective of providing financial assistance remained doubtful. As such, it cannot be assured that new houses were constructed out of the financial assistance provided.

6.3.3.3 Inventory of houses

IAY guidelines provide that the implementing agencies should have a complete inventory of houses constructed, indicating date(s) of commencement and completion, name, address, occupation and category of beneficiaries and other relevant particulars. Of the four test-checked Blocks, Betasing, Rongram and Dalu Blocks where 3,311 houses were constructed under IAY during 2006-11 did not maintain the inventory of houses. Though the Selsella Block had been maintaining the inventory of houses, the correctness of the same remained questionable because of the position given in **paragraph 6.3.3.2** above.

While accepting the Audit observations, the Commissioner and Secretary, C&RD Department stated during exit conference that houses constructed without sanitary latrine and smokeless *chullahs* would be covered through Total Sanitation Campaign.

6.3.4 Summing up

Progress of the SGSY whose objective was to bring assisted BPL families in the District above the poverty line was abysmal. A large number of SHGs given financial assistance under SGSY failed to undertake any economic activity. The District authorities failed to provide the guaranteed wage employment under

MNREGA thereby defeating the objective of security of livelihood to the needy people. A large number of houses constructed under the IAY were without smokeless *chullahs* and sanitary latrines which were mandatory facilities.

6.3.5 Recommendations

- **The State/District administration should find out the reasons as to why the families assisted under SGSY has not risen above the poverty line, as envisaged under the programme, by carrying out the economic activity chosen by them. Any problems faced by these families should be properly addressed to achieve the objective of the programme.**
- **Provision for basic facilities like sanitary latrine and smokeless *chullahs* should be ensured in houses constructed by beneficiaries under the IAY.**
- **The District administration should make all possible efforts to provide minimum guaranteed wage employment of 100 days to all beneficiaries who demanded employment.**

6.4 Power

The Meghalaya State Electricity Board (MeSEB), corporatised as the Meghalaya Energy Corporation Limited (MeECL) in April 2010 is responsible for supply of electricity in the State. The MeECL's infrastructure in the District comprises of five[8] divisional level offices responsible for all aspects of transmission and distribution of electricity to the urban, sub-urban and rural households in the District.

During 2006-11, three schemes were taken up in the District namely, (i) Construction of 132 KV line from Agia (Assam) to Nongalbibra, (ii) Construction of 132/33 KV, 2X25MVA sub-station at Ampati (iii) Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY)

6.4.1 *Status of Electrification of Villages in the District*

The position of electrification of villages in the District as at the beginning and end of the review period was as under

Table 6.10

Status	Position as on 01 April 2006	Position as on 31 March 2011
Electrified villages	789	824
Un-electrified villages	657	649
Villages electrified earlier but subsequently found un-inhabited as on the given date	62	64

Source: Chief Engineer (Rural Electrification), MeECL

Thus, during the five-year period 2006-11, only an additional 35 villages were electrified. Out of a total of 1,537[9] villages in the District, 649 villages (42 *per cent*) were yet to be electrified as on 31 March 2011.

6.4.2 *Delayed completion of projects*

- A project 'Construction of 132 KV line from Agia (Assam) to Nongalbibra (Meghalaya)' at an estimated cost ₹ 43.32 crore to provide an alternate route for supply of power to WGHD was taken up under the NLCPR during May 2007. The project was to be completed by December 2009 which however, was yet to be completed. Up to March 2011, ₹ 42.91 crore had been incurred on the project. The EE, Transmission and Transformation Division, Tura stated (July 2011) that the reason for delay in completion was due to non-receipt of no objection certificates from land owners for erection of towers on their land.

- A project 'Construction of 132 KV single circuit line on double circuit tower from Rongkhon substation to Ampati & Construction of 132/33KV, 2x25MVA substation at Ampati' was approved by GOI, Department of North East Region (DoNER) in March 2010 at an estimated cost of ₹ 30.79 crore and to be

[8] West Garo Hills Distribution Division, Tura; Distribution Division, Tura; Revenue Division, Tura; Transmission and Transformation Division, Tura; and, Rural Electrification & Construction Division, Tura.
[9] Census 2001

completed within two years. ₹ 11.09 crore was released by DoNER to GOM in March 2010 and from GOM to MeECL in December 2010. As per information furnished by the Chief Engineer (Transmission) in August 2011, the up- to-date expenditure on the project was only of ₹ 3.13 lakh and the balance amount of ₹ 11.09 crore was lying in the MeECL's account. Audit observed that verification of the survey works for the 132 KV line was yet to be completed besides land for the substation was also yet to be acquired. Thus, even after 16 months (as of August 2011) of approval of the project, very little progress had been made.

6.4.3 Transmission and Distribution Loss

- The Accelerated Power Development and Reform Programme (APDRP), totally funded by the GOI, aims at strengthening and upgrading sub-transmission and distribution networks to reduce the transmission and distribution (T&D) losses to 10 *per cent*. As per the information furnished by the two distribution divisions of the MeECL in WGHD, APDRP scheme was taken up in the District in October 2005 and completed in March 2008 at a cost of ₹ 7.03 crore.

- The construction/augmentation of 33/11 KV lines (estimated cost ₹ 12.03 crore) under the Tura Improvement Scheme (TIS) and funded under the National non-Lapsable Central Pool of Resources (NLCPR) was taken up in October 2000. The work though scheduled to be completed by March 2003, was completed only in November 2007 after incurring an expenditure of ₹ 11.83 crore. The main objective of the TIS was renovation and augmentation of the Tura electric supply system to meet immediate and future requirements of the town and to bring down T&D losses to 9.2 *per cent* by 2002.

However, even after implementation of the above two projects, the T&D losses in the District not only continued to be very high but continuously increased during the period 2006-11 as evident from the table below:

Table 6.11

(in *per cent*)

T&D Loss as on 31 March 2007	T&D Loss as on 31 March 2008	T&D Loss as on 31 March 2009	T&D Loss as on 31 March 2010	T&D Loss as on 31 March 2011
35.42	48.40	52.95	55.95	55.76

Source: Executive Engineer, West Garo Hills Distribution Division, MeECL, Tura

Thus, the expenditure of ₹ 18.86 crore on the two projects did not bring about the expected benefits.

The Chief Engineer (Distribution), MeECL admitted the facts and stated (January 2012) that efforts were on to bring down the losses.

6.4.4 Tardy implementation of Rajiv Gandhi Grameen Vidyutikaran Yojana

GOI launched the RGGVY in April 2005 with the objective of providing access to electricity to all households and free electricity to all BPL households in the country by March 2009.

Under the RGGVY, a Detailed Project Report (DPR) for WGHD, estimated to cost ₹ 68.75 crore was prepared by the MeECL in November 2005 (revised to ₹ 79.34 crore in December 2006). The project was approved by GOI in March 2008 at a cost of ₹ 81.44 crore to cover 123 de-electrified, 534 un-electrified and 816 electrified villages with 40,543 BPL population. The works for 11 KV Village Electrification Infrastructure and 33 KV lines and sub-stations were awarded to contractors in January 2010. It was observed that on the basis of surveys conducted by the contractors, the MeECL revised the DPR to ₹ 128.32 crore in January 2011 which was approved by GOI in February 2011. In the revised DPR, 127 de-electrified, 516 un-electrified and 821 electrified villages were to be covered with BPL population of 37,726. GOI released ₹ 33.98 and ₹ 39.92 crore to MeECL in January 2010 and March 2011 respectively out of which ₹ 30.52 crore was spent up to June 2011.

Reasons for the contractors themselves carrying out surveys after the works were allotted to them, though called for from the CE, Rural Electrification, MeECL in August 2011, were not furnished. Moreover, re-revision of the DPR to ₹ 128.32 crore in January 2011 on the basis of contractors' surveys indicated that the first DPR prepared by the MeECL was not realistic and without a proper assessment. The fact that as many as 127 de-electrified villages of the District had again to be taken up for electrification indicated poor maintenance of the infrastructure created. Further, the project was way behind schedule since the work was allotted to contractors only in January 2010 whereas the objective of the RGGVY to provide access to electricity to all households and free electricity to all BPL households by March 2009.

6.4.5 Summing up

As of March 2011, 649 villages (42 *per cent*) of the District were yet to be electrified. Taking up of 127 de-electrified villages under RGGVY indicated poor maintenance by the MeECL of the infrastructure created in these villages.

6.4.6 Recommendations

- **Efforts need to be made to ensure coverage of un-electrified villages and completion of the projects within a specific timeframe.**

CHAPTER VII : GENERAL SERVICES

7.1 Law and Order

The West Garo Hills District Police Force looks after the maintenance of law and order in the District and is headed by a Superintendent of Police (SP). The District has seven Police Stations, three Police Outposts, one Check Post, one Investigation Centre, one Petrol Post, three Police Infiltration Posts and three Beat Houses. The District is also the headquarters of a Police Battalion headed by a Commandant. The Battalion assists the District police by providing manpower for maintenance of law and order as and when required.

7.1.1 Manpower

Adequate manpower is imperative for effective policing in the District. The District Police Force was having shortfall of manpower of 5 *per cent* to 14 *per cent* during 2006-11 as detailed below:

Table 7.1

Year	District Police		
	Sanctioned strength	Men-in-position	Shortfall (*per cent*)
2006-07	724	661	63 (9)
2007-08	756	706	50 (7)
2008-09	756	651	105 (14)
2009-10	757	687	70 (9)
2010-11	770	732	38 (5)

Source: SP, WGHD

Home (Police) Department stated (January 2012) that shortfall of manpower was due to death, retirement, promotion and resignation/discharge of Police personnel and action had been initiated to fill up the vacancies.

7.1.2 Crime Statistics

The position of crime cases in the District during 2006-11 is given below:

Table 7.2

Years	No. of cases reported	Number of cases solved	Cumulative pending cases at the end of the year
2006-07	253	80	1,621
2007-08	287	72	1,836
2008-09	556	86	2,306
2009-10	633	446	2,493
2010-11	597	240	2,849

Source: Information furnished by the Home (Police) Department

As can be seen from the above table, there was an upward trend in the number of reported crimes and number of pending cases during 2006-11. While the number of cases reported in the District increased from 253 in 2006-07 to 597 in 2010-11, the number of pending cases increased from 1,621 as of 31 March 2007 to 2,849 at the end of March 2011. The number of cases solved increased significantly during 2009-10, but dropped to just 240 cases in 2010-11.

Home (Police) Department stated (January 2012) that pending cases keep adding every year, but did not furnish any reason for increase in the crime rates.

7.1.3 Summing up

The District Police Force has been functioning with a shortfall of manpower. Crime in the District more than doubled and the number of pending cases has also increased during 2006-11.

7.1.4 Recommendation

Effective steps need to be taken to fill up the vacant posts in the police force and to bring down the number of pending crime cases.

7.2 Fire and Emergency Services

For protection and prevention of people from the fire incidents, the fire and emergency service stations were set up in the District under the Superintendent of Police (SP), Tura. According to the SP, Tura, 12 fire and emergency service stations were required in the District as per norm. Against this, nine such stations were in existence during 2010-11. During 2006-11, there were 162 fire incidents in the District damaging property worth ₹ 2.12 crore. Thus, shortfall of infrastructure by 25 *per cent* was one of the causes responsible for the loss of property.

Recommendation

Effective steps need to be taken to create the infrastructure as per norms so as to avoid/minimise the loss of property due to fire incidence.

7.3 Management of Waste

7.3.1 Introduction

Waste Management is the collection, transportation, recovery and disposal of waste, including the supervision of such operations and after-care of disposal sites. Position of waste management in the West Garo Hills District has been discussed in the succeeding paragraphs.

7.3.2 Arrangement for management of municipal solid waste

Municipal Solid Waste (MSW) is generated by households and consists of paper, organic waste, metals, *etc.* GOI notified the Municipal Solid Waste (Management and Handling) Rules, 2000 (MSW Rules) to regulate the manangement and handling of municipal solid waste by every municipality.

Compliance criteria for management of solid waste and the existing arrangements in the Tura Municipal Board (MB) of the District are given below:

Table 7.3

Stage	Parameter	Compliance criteria	Present arrangement
Stage 1	Collection	MBs shall adopt house-to-house collection or community bin collection of MSW.	Generally manual collection from community bins.
Stage 2	Storage	Bins for storage of biodegradable waste shall be painted in green, those for recyclable waste in white and those for other waste in black.	Permanent open community bins and movable circular bins were installed in some places but the bins were neither as per prescribed design nor in different colours as prescribed in the MSW Rules.
Stage 3	Transportation	The vehicles used for transportation shall be covered so that waste is not visible to public and to avoid exposure to open environment.	Wastes were transported by uncovered trucks.
Stage 4	Segregation	MBs shall organise awareness programmes to ensure community participation in waste segregation.	Awareness programmes not organised.
Stage 5	Processing	MBs shall adopt suitable technology or combination of such technologies to make use of waste so as to minimise burden on landfill site.	A waste processing plant was in operation under Tura MB.
Stage 6	Disposal	Landfill sites used for final disposal shall be restricted to the waste, which is not suitable for recycling or biological processing.	MSW was disposed off in open dumping sites.

7.3.3 Collection of municipal solid waste

As per the records in the Tura MB, the average quantum of MSW generated and collected per day during 2006-07 to 2010-11 were 65.66 MT and 18.35 MT respectively. This is an alarming situation as only 28 *per cent* of the total waste

generated per day was collected for disposal in the municipality leaving 72 *per cent* of the total waste generated uncollected.



Dumping of MSW into Rongkhon stream near Tura super market



Open dumping site, Tura MB

7.3.4 Processing and disposal facilities of municipal solid waste

As per Schedule-I appended to the MSW Rules, the municipal authorities/State Government were to improve existing landfill sites by 31 December 2001, identify landfill sites for future use and make the sites ready for operation by 31 December 2002 and set up waste processing and disposal facilities by 31 December 2003. Though the waste processing facility (vermin composting plant) was set up by the Tura MB, landfill sites to dispose MSW in a scientific manner were not set up by the MB even after a lapse of over nine years (June 2011), reasons for which, though called for (June 2011) from the Urban Affairs Department, had not been furnished (December 2011). Non-establishment/identification of landfill sites by Tura MB resulted in the MSW generated in the largest urban agglomerations in the District

being disposed of haphazardly at open dumping sites with serious adverse implications on health and environment.

7.3.5 Bio-medical Waste

Bio-medical wastes (BMW), such as discarded drugs, waste sharps, microbiology and biotechnology waste, human anatomical waste, *etc.,* are generated by hospitals, nursing homes, clinics, dispensaries, veterinary hospitals, *etc.* The Bio-Medical Waste (Management and Handling) Rules (BMW Rules), 1998 (amended in 2000 and 2003) regulate the management of bio-medical waste. Audit scrutiny revealed the following shortcomings in management of BMW in the District.

7.3.5.1 Functioning of health institutions without authorisation

Every institution[1] generating, collecting, storing, transporting, treating, disposing and/or handling bio-medical waste[2] has to obtain authorisation from the MSPCB and renew it after every three years. Authorisations specify the compliance criteria and are subject to verification by the MSPCB.

According to information furnished (May 2011) by the MSPCB, as of 31 March 2011, there were 30 health institutions in the District (Government: 28; Private: 2) which required to obtain authorisation from the MSPCB. But only four of these institutions (Government: 2; Private: 2) had obtained authorisation since the promulgation (July 1998) of BMW Rules and all the remaining 26 Government health institutions were functioning without authorisation.

7.3.5.2 Segregation of bio-medical waste

According to Rule 6 of BMW Rules, (a) BMW was not to be mixed with other waste and had to be segregated into containers/bags at the point of generation, (b) the containers/bags were to be colour coded and labelled prior to their storage and transportation and treatment and (c) untreated BMW was to be transported only in such vehicle as may be authorised for the purpose.

Records of three hospitals in Tura (Civil Hospital, Christian Hospital and Holy Cross Hospital) showed that segregation of BMW was practiced only in one hospital (Holy Cross Hospital, Tura). However, labelling and colour coding of BMW waste was not done in any of the hospitals. Besides, there was no separate vehicle for collection and transportation of BMW in Tura MB. In absence of labelling and colour coding and non-availability of separate vehicle for collection and transportation of BMW, the BMW were mixed up with other solid wastes and disposed of in the open dumping sites indiscriminately as could been seen from the following photographs.

[1] Any institution generating bio-medical waste, which includes a hospital, nursing home, clinic dispensary, veterinary institution, animal house, pathological laboratory and blood bank.

[2] Except those institutions who are treating and rendering service to less than 1,000 patients per month.



Bio medical wastes at the premises of Tura Civil Hospital

7.3.5.3 Bio-medical waste disposal facility

Rule 5(2) of the BMW Rules stipulate that every institution generating biomedical waste shall set up requisite biomedical waste treatment facilities for different categories of BMWs or ensure requisite treatment of waste at a common waste treatment facility or any other waste treatment facility. Schedule I of BMW Rules *inter alia* prescribes the following treatment and disposal facilities for different kinds of BMW:

Table 7.4

Sl. No.	Category of BMW	Procedure prescribed for treatment and disposal
1.	Human anatomical waste (human tissues, body parts, *etc.*)	Incineration/deep burial
2.	Microbiology and biotechnology waste (wastes from laboratory cultures, dishes and devices used for transfer of cultures, *etc.*)	Local autoclaving/ microwaving/ incineration
3.	Waste sharps (needles, syringes, blades, glass, *etc.*)	Chemical treatment/autoclaving, micro-waving and mutilation/ shredding
4.	Discarded medicines (wastes comprising of outdated, contaminated and discarded medicines)	Incineration/destruction and drugs disposal in secured landfills
5.	Animal wastes (animal tissues, organs, bleeding parts, *etc.*)	Incineration/deep burial
6.	Soiled waste (items contaminated with blood and bloody fluids including cotton, dressings, soiled plaster casts, *etc.*)	Incineration/ autoclaving/microwaving

According to information furnished (May 2011) by the MSPCB, 24 out of 30 health institutions in the District were disposing BMWs adopting different methods. But none of the institutions were disposing their BMWs as per procedure prescribed under BMW Rules. Audit scrutiny revealed the following further irregularities:

- One incinerator provided by the H&FW Department to Civil Hospital, Tura for disposal of BMWs, though installed in January 2009, was not commissioned even after two years of installation due to lack of trained staff.

- Rule 14 of the BMW Rules (amended in 2000) provides that, without prejudice to Rule 5 *ibid*, the MBs shall be responsible for providing suitable common disposal/incineration sites for the BMWs generated in the area under their jurisdiction. But the Tura MB had failed to set up/provide a common facility for disposal of BMW even after 10 years of amendment of the BMW Rules.

Thus, BMW generated by the health institutions situated in the District was not being disposed of as per the prescribed procedure, thereby posing a serious threat to public health and the environment.

7.3.6 Summing up

Landfills had not been established and the MB was dumping the solid waste in the open with consequent adverse results on human health and the environment. The basic objective of scientific disposal of BMW for preventing environmental pollution remained largely unachieved owing to various operational deficiencies.

7.3.7 Recommendations

- **State Government should make waste segregation mandatory and the municipalities authorised to levy fines if segregated waste is not made available to them for collection.**

- **Landfill sites and waste disposal facilities should be set up on priority basis to avoid open dumping of wastes.**

CHAPTER VIII: SATISFACTION LEVEL

8.1 Satisfaction level of beneficiaries in the District

To assess the impact of the various development schemes in the District, questionnaires were issued to 60 Village Employment Councils (VEC) regarding their satisfaction level on different parameters. Replies were received from 53 VECs and their responses are given below:

Table 8.1

Sl. No.	Parameters	Criteria	Response	
			Number of VECs	(in *per cent*)
1.	Medical facilities	Available	21	40
		Not available	32	60
2.	Education facilities	Available	49	92
		Not available	04	8
3.	Drinking water facility	Fit for drinking	17	32
		Available but unfit for drinking	16	30
		Not available	17	32
		Not specific	03	6
4.	Condition of roads from village to block	*Kutchha* road	27	51
		Pucca road	26	49
5.	Road communication from village to Block Headquarters	Available	49	92
		Not available	04	8
6.	Electricity supply	Available	31	58
		Not available	22	42

The responses indicate poor satisfaction level of the people of the District in respect of medical facilities and drinking water supply.

Recommendation

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

CHAPTER IX: MONITORING MECHANISM AND IMPACT EVALUATION

9.1 Monitoring and Evaluation

Effective monitoring system is a pre-requisite for successful implementation of any scheme/programme. Most of the Central and State plan schemes, therefore, specify the monitoring requirements.

In Meghalaya, the Panchayati Raj System does not exist and hence major developmental projects were being sanctioned by the line departments. Accordingly, heads of departments through whom funds were released were responsible for monitoring the progress of implementation of various developmental programmes in the District and ensuring that these are executed within the specified time frame and approved budget. The DPDC, being the apex body at district level, was to monitor and review the progress of implementation of various schemes/programmes.

Scrutiny revealed that monitoring and evaluation of the progress of implementation of various schemes in the District was perfunctory. During 2006-11, the DPDC conducted only four meetings to deliberate and approve the plans prepared by different departments, but never met to monitor and review the progress of the schemes. Further, delays in implementation/completion of the schemes, non-submission of utilisation certificates, non-commissioning of completed schemes, *etc.* indicated inadequate monitoring by the implementing authorities. Besides, no evaluation studies of the schemes/programmes implemented during the period covered under review had been conducted by the Department to correlate the works with the expenditure incurred and to ensure that the desired objectives were achieved.

In sum, monitoring of the progress of implementation of various schemes/programmes 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 people of the District of the benefits envisaged under these developmental schemes.

Recommendations

- **Monitoring mechanism needs to be strengthened at all the tiers of local administration to ensure that the schemes/programmes are executed on time and within cost and timely corrective action is taken in cases of slippage.**
- **A system of evaluation of the completed schemes/programmes should be evolved to assess the impact of implementation of the same.**

CHAPTER X : CONCLUSION AND RECOMMENDATIONS

10.1 Conclusion

There are multiplicity of programmes and schemes and almost all of these programmes are targeted at the same set of beneficiaries. To ensure efficiency and effectiveness in delivery of key services like education, health, employment, *etc.*, Government of India has increasingly been entrusting the responsibility at the local level. This is also intended to ensure that the local governments at the district, block and village level are empowered to discharge the functions that are constitutionally assigned to them. It was observed that absence of adequate participation from these levels in the planning process was hindering the planned progress of the District.

The Health and Family Welfare Department was successful in containing diseases like leprosy, tuberculosis and polio in the District, but failed to contain the diseases like malaria and measles. Patient care in the District suffered due to inadequate infrastructure and equipment like Health Sub Centres, operation theatre, radiology facilities in the rural areas.

The education in the District was hampered by severe lack of infrastructure and schools were running without proper buildings, toilets and drinking water facilities.

The supply of drinking water still remained a problem area in the District. 55 *per cent* rural habitations did not have safe drinking water supply. Besides, unsafe water was being supplied to the public in the District as the quality of water was not being ensured by conducting the required water sample tests.

Road connectivity was not provided to 51 *per cent* of villages in the District. Under the Pradhan Mantri Gram Sadak Yojana, only 15 *per cent* of the targeted rural roads were connected with fair weather roads instead of all weather roads even after 10 years of implementation of the programme.

Progress of the Swarnjayanti Gram Swarozgar Yojana whose objective was to bring assisted below poverty line families in the District above the poverty line was abysmal. The District authorities failed to provide the guaranteed wage employment under Mahatma Gandhi National Rural Employment Guarantee Act. A large number of houses constructed under the Indira Awas Yojana were without the mandatory provisions for smokeless *chullahs* and sanitary latrines.

Electricity was not provided to 649 out of 1,537 villages of the District. Rajiv Gandhi Grameen Vidyutikaran Yojana scheme could not be implemented in the District even after six years of launching of the programme for electrification of all villages in the District.

There was an upward trend in the number of reported crimes indicating ineffectiveness of the Police to check criminal activities in the District.

Basic objective of scientific disposal of bio-medical waste for preventing environmental pollution remained largely unachieved owing to various operational deficiencies. Landfills had not been established and the municipal board was dumping the solid waste in the open with consequent adverse results on human health and environment.

Adequate monitoring mechanism was either not instituted or was not functioning as envisaged, with regard to execution of schemes. Schemes/programmes implemented were not evaluated to assess the impact.

10.2 Recommendations

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

- ***Basic infrastructure/ facilities should be provided on priority in all the schools, especially at the elementary level, to ensure an appropriate environment for teaching and learning.***

- ***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.***

- ***The State/District administration should ensure greater coordination with the executing agencies to ensure that the road and bridge works are planned, taken up and completed within the specified timeliness and accountability should be fixed for delay and slippages in this regard.***

- ***Appropriate steps should be taken to bring the assisted poor families above the poverty line as envisaged under Swarnjayanti Gram Swarozgar Yojana and to provide employment opportunities as envisaged under Mahatma Gandhi National Rural Employment Guarantee Act. Basic facilities of a clean environment and sanitation in the houses of beneficiaries constructed under Indira Awas Yojana should also be ensured.***

- ***Effective steps should be taken to fill up the vacant posts of the police force and to bring down the number of pending crime cases.***

- ***Bio-medical waste management and disposal systems should be streamlined. Landfill sites and waste disposal facilities should be set up on priority basis to avoid open dumping of wastes.***

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



Shillong
The

(A.W.K. LANGSTIEH)
Principal Accountant General (Audit)
Meghalaya

Countersigned



New Delhi
The

(VINOD RAI)
Comptroller and Auditor General of India

APPENDIX 5.1

Incomplete water supply schemes taken up prior to the period 2006-11

(Reference: Paragraph 5.3.3.1; Page 33)

(₹ in lakh)

Sl. No.	Name of the Water Supply Scheme	Date/ Year of sanction	Target for comple-tion	Sanc-tioned cost	Expendi-ture incurred	Physical status on 31 March 2011 (*per cent*)	Period of delay (Years)	Reasons for delay
1.	Kajinagar	2001	31.03.03	22.51	22.50	Almost 100	8	Failure of deep tube well and material deviation.
2.	Konapara Combined	2002	31.03.04	88.62	96.54	Almost 100	7	Non-availability of power connection.
3.	Apalgiri combined	2002	31.03.04	42.13	45.47	Almost 100	7	Providing service connection.
4.	Taripara WSS	2003	31.03.05	32.18	22.10	20	6	DTW work and laying of pumping main work in progress.
5.	Quality Improvement of Rongsaigiri and 25 other habitations	25.10.02	31.03.05	549.15	491.27	55	6	Reasons not furnished.
6.	Re-construction of Bolchukatonggiri	2002-03	31.03.05	26.83	27.81	90	6	-do-
7.	Quality Improvement of William Nidanpur	31.03.04	31.03.07	70.60	70.60	Almost 100	4	Non-completion of overhead tank.
8.	Re-construction of Phutamati	31.03.05	31.06.07	73.64	67.58	95	4	-do-
9.	Re-construction of Gonchudare	2001-02	20.03.04	66.86	73.35	100	7	Non-availability of power connection.
10.	Renovation of Rongsanggiri	2001-02	15.03.04	48.85	51.51	100	7	-do-
11.	Renovation of Phutamati	2002-03	20.03.06	58.02	63.11	100	5	-do-
12.	Renovation of Purakhasia WSS	21.03.03	31.03.05	58.02	63.08	100	6	For want of pipes, drilling of DTW and paucity of fund.
13.	Re-construction of Asinagiri W.S.S	31.03.06	31.03.08	59.51	61.19	100	3	For want of power connection by Me.E.C.L.
14.	Chulgittim W.S.S	29.03.06	31.03.08	66.00	65.90	100	3	For want of required size of pipes.
15.	Kishanpara	2005-06	25.03.08	127.25	127.25	Almost 100	3	Non-installa-tion of transformer.
16.	Mansin Sasatgiri	2005-06	31.03.08	64.01	64.00	100	3	Reason not furnished.
17.	Re-construction of	2005-06	31.03.08	95.65	78.97	70	3	-do-

Sl. No.	Name of the Water Supply Scheme	Date/ Year of sanction	Target for comple-tion	Sanc-tioned cost	Expendi-ture incurred	Physical status on 31 March 2011 (*per cent*)	Period of delay (Years)	Reasons for delay
	Sidakandi							
18.	Improvement of Rajabala Balachanda	2005-06	31.03.08	48.85	48.85	100	3	-do-
19.	Re-construction of Konarchar	2005-06	31.03.08	212.29	204.95	95	3	-do-
20.	Re-construction of Haripur	2005-06	31.03.08	92.83	69.57	85	3	-do-
	Total			**1903.80**	**1815.60**			

Source: Information furnished by SE, PHE, Tura Cicrle and compilation of information furnished by three PHE Divisions

APPENDIX 5.2

Incomplete water supply schemes taken up during 2006-11

(Reference: Paragraph 5.3.3.1; Page 33)

(₹ in lakh)

Sl. No.	Name of the Water Supply Scheme	Year of sanction	Target for comple-tion	Sanctioned cost	Expendi-ture incurred	Physical status as on 31 March 2011 (*per cent*)	Period of delay (years)	Reasons for delay
1.	Re-construction of Phersakandi	2006-07	31.03.08	89.79	55.76	50	2	Reasons not furnished
2.	Darechikgiri W.S.S	24.10.2006	31.03.09	113.06	113.82	100	2	Delay in pipe supply
3.	Tangabari, Gandhipara (Garo), Gandhipara (Koch) Boiragipara W.S.S	31.03.08	31.03.10	120.53	115.92	100	2	Delay in making payment to MeSEB/MeECL
4.	Extension of pipeline with construction of RCC OH Reservoir to Pabomari East	2006-07	31.03.08	30.9	30.70	100	3	Land problem.
5.	Alokdia RWSS	2007-08	31.03.09	2.77	2.77	90	2	Reason not furnished.
6.	Hatagaon RWSS	2007-08	31.03.09	1.66	1.85	80	2	-do-
7.	Sarakpara down RWSS	2007-08	31.03.09	1.11	1.11	50	2	-do-
8.	Saliboi Habitation RWSS	2007-08	31.03.09	5.56	5.55	100	2	-do-
9.	Thombalagre RWSS	2007-08	31.03.09	2.77	2.77	100	2	-do-
10.	State Level and Sanitation Mission to School (64 nos), ICDS (42 nos)	2008-09	31.03.10	61.45	56.15	80	1	-do-
	Total			**429.60**	**386.40**			

Source: Information furnished by SE, PHE, Tura Circle and compilation of information of three PHE Divisions

APPENDIX 6.1

Delay in completion of road works under PMGSY

(Reference: Paragraph 6.1.2.1; Page 42)

Sl. No.	Name of the work	Expenditure incurred (₹ in lakh)	Date of approval of the work	Target date as per the Guideline	Month and year of completion of the work	Period of delay
1.	Construction of a road from NEC Bye-Pass to Kalajhar	118.59	19.10.2001	30.04.03	March 2005	23 months
2.	Construction of a road from TD Road to Kharonggre	35.64	19.10.2001	30.04.03	September 2005	15 months
3.	Construction of a road from TD Road to Agindarenggre	75.15	19.10.2001	30.04.03	June 2006	39 months
4.	Construction of a road from Betasing Bazar to Banduraja	62.86	19.10.2001	30.04.03	September 2007	55 months
5.	Construction of a road from Maharlipara to Garegre	64.29	19.10.2001	30.04.03	September 2007	55 months
6.	Construction of a road from 109th km of AMPT Road to Dopatchigre	63.31	19.10.2001	30.04.03	July 2008	64 months
7.	Construction of a road from Bokda Apal to Waram Songmagre	65.77	19.10.2001	30.04.03	July 2008	64 months
8.	Construction of a road from Dengnapara to Rongchadenggre	129.96	19.10.2001	30.04.03	August 2009	77 months
9.	Construction of a road from 39th km of Rongram- Phulbari road to Sadolpara	125.89	19.10.2001	30.04.03	November 2006	44 months
10.	Construction of a road from New Bhaitbari to Peradanga	78.29	19.10.2001	30.04.03	December 2007	58 months
11.	Construction of a road from Shyamnagar to Gopalthan	55.77	19.10.2001	30.04.03	December 2007	58 months
12.	Construction of a road from Chengjora to Anderkhona	105.07	19.10.2001	30.04.03	September 2006	43 months
13.	Construction of a road from Rongkhon to Darechikgre Phase-I	39.64	19.10.2001	30.04.03	September 2006	43 months
14.	Construction of a road from Dolongmanda to Chikasingre	222.59	19.10.2001	30.04.03	September 2006	43 months
15.	Construction of a road from Bolonggitok to Dolwakgre via Egopara	208.48	19.10.2001	30.04.03	December 2007	58 months
16.	Construction of a road from Ampati Purakhasia Road to Darugre	120.16	19.10.2001	30.04.03	December 2009	82 months
17.	Construction of a road from NEC Road to Puskarinipara	54.23	19.10.2001		December 2005	34 months
18.	Construction of a road from NEC Road to Askikandi village	55.66	19.10.2001	30.04.03	July 2005	29 months
19.	Construction of a road from Nagargaon –Sabang	77.43	20.04.05	31.10.06	May 2007	7 months
20.	Construction of a road from Ronghon to Darechikgre Phase II	150.75	20.04.05	31.10.06	March 2010	29 months
21.	Construction of a road from Deku Bazar- Rimrang Asimgre	78.58	20.04.05	31.10.06	May 2008	19 months

Sl. No.	Name of the work	Expenditure incurred (₹ in lakh)	Date of approval of the work	Target date as per the Guideline	Month and year of completion of the work	Period of delay
22.	Construction of a road from AMPT Road to Nokatgre	47.90	20.04.05	31.10.06	May 2008	19 months
23.	Construction of a road from AMPT Road to Gasbari	95.43	20.04.05	31.10.06	December 2009	38 months
24.	Construction of a road from Baljek Agal to Rongsep Adinggre Phase-I	99.06	20.04.05	31.10.06	June 2009	32 months
25.	Construction of a road from 68 th km from NH-51 road to Bolbokgre	102.29	20.04.05	31.10.06	March 2010	41 months
26.	Construction of a road from NH-51 to Aguragre	152.13	25.09.06	31.03.08	March 2010	24 months
27.	Construction of a road from Kalchenggre to Rongramgre Phase-I	154.86	25.09.06	31.03.08	March 2010	24 months
28.	Construction of a road from 4th km of GM Road to Tangabari	152.62	25.09.06	31.03.08	November 2009	20 months
29.	Construction of a road from 77th km of NH-51 to Ringigre	137.16	25.09.06	31.03.08	March 2010	24 months
30.	Construction of a road from Dabakgre to Gonda Sanggitcham	223.81	25.09.06	31.03.08	March 2010	24 months
31.	Construction of a road from GM Road to Balapara	137.35	25.09.06	31.03.08	March 2010	24 months
	Total	**3290.72**				

Source: Information furnished by the DPIU, West Garo Hills.

APPENDIX 6.2

Pre-closed road and bridge works

(Reference: Paragraph 6.1.4; Page 44)

(₹ in lakh)

Sl. No.	Name of the scheme	Estimated cost	Expenditure incurred
Barengapara Division			
1.	Improvement including M&BT from Ramchenga to Sibhari (5 km)	103.25	16.85
2.	Improvement including M&BT of Dumnikura link road (2.00 km)	42.88	15.26
3.	M&BT including improvement of Sasengapara Ph-1 (0.00 to 3 km)	68.45	16.99
4.	Improvement including M&BT NH-51 to Nokdanpara road (2.50 km)	89.51	24.04
5.	Improvement including M&BT including construction of bridges on Kharuhat road	120.9	29.93
6.	Improvement including M&BT of Kherapara road (3.00 km)	69.04	19.53
7.	Improvement including M&BT of an approach road from PWD to Asugre Secondary road (0.00 to 0.75 km)	40.18	7.63
8.	Improvement including M&BT of Kherapara Dekubazar road to Sangdongdhap via Babugre (0.00 to 3.00 km)	84.37	11.22
9.	Improvement including M&BT of circular road (7.00m)	22.50	5.08
10.	Construction of a new road from NH-51 PWD road to Nokatgre (2 km)	215.96	20.00
11.	Replacement of existing Br. Nos 11/5, 21/1, 22/3 & 25/1 with RCC bridges on Dalu Purakhasia road	238.67	22.32
12.	Construction of a road from Dalamgre Kherapara road to Dombagre (3 km)	232.35	27.57
13.	Replacement of existing Br Nos 7/1,7/4,28/4,30/2&31/2 on parallel road to existing Dalu Baghmara road	294.78	29.63
Ampati Division			
14.	M&BT of a road from Selsella-Tangaon road (1-2 km)	43.04	21.26
15.	Construction including M&BT of a road from 15th km of Garobadha Selsella Balachandra road to Rajanggola village (0-2 km)	82.34	33.18
16.	Construction of a road from Agipeng to Galwanggre (0-1.50 km)	63.76	0.11
17.	Construction including M&BT of a road from Simbukol to Kalchengpara (0-2 km)	102.78	34.78
18.	Construction including M&BT of a road from Gonglanggre Ghoramara (0-2 km)	133.82	47.01
19.	Construction including M&BT of a road from 3rd km of Betasing Isaguri road to Marpara	52.69	14.82
20.	Construction including M&BT of Nogapara village internal road (0-1.00 km)	47.63	18.51
Tura North Division			
21.	Construction including M&BT of road from AMPT road to Rongbakgre (0-1.00 km)	1.64	2.49
22.	Construction of road from AMPT road from Ballongre (1.83 km)	6.64	6.86
23.	Construction of road from Chongpotgre to Matalagre	2.23	1.99
24.	Construction of road from 74th km of AMPT road to Namabila road via Silkata (0-3.11km)	95.30	86.52
25.	Improvement including M&BT of Manchim Bhajamara Rajabala road(3.40 km)	28.11	18.07

Sl. No.	Name of the scheme	Estimated cost	Expenditure incurred
26.	Improvement including M&BT of Bikonggre- Dadenggre road (10-15km)	28.62	23.40
27.	Rehabilitation of Chibinang Bikonggre road (1st, 2nd,3rd,4th,7th,9th & 10kms)	52.96	46.29
28.	Improvement including M&BT of Bikonggre-Dadenggre road (16-17.63 kms)	13.17	10.10
29.	Construction of bridge over washed out portion on Tikrilla Jangrapara road via Bollonggitok at 3 rd km	4.93	3.88
30.	Improvement including M&BT of Gimegre to Babilgre road (0.00 to 5.00 km)	18.51	13.12
31.	Construction of road from Rajabala to Ramjong Marok (3-5 km)	9.82	9.95
32.	Improvement including M&BT of Rajabala Namabila road (3-4.45km)	22.59	18.09
33.	Re-construction of timber bridge No. 1/1 on Bakinang Nalsa road	26.96	0
34.	M&BT of Gime link road to Gime old model -1.50km	11.59	7.05
35.	M&BT of Gimbil Aiding to Nagainpara-1.50 km	20.82	18.35
36.	Construction of road from Rongmandalgre to Tajonggre-2.00 km	15.04	12.38
37.	M&BT of Bajengdoba- Sualmari via Thorikhona road from 6.00-7.00 km and 16-17 km	7.04	4.25
38.	M&BT of Bajengdoba-Jangrapara road (6th km &11 km, length =2.00 km)	7.44	4.23
	Total	**2522.31**	**702.74**

Source: Information furnished by the Divisions concerned.

APPENDIX 6.3

Expenditure in excess of estimated provisions

(Reference: Paragraph 6.1.2.6; Page 49)

(₹ in lakh)

Sl. No.	Division	Name of the scheme	Esti-mated cost	Expendi-ture incurred	Excess expenditure	Percen-tage of excess
1.	Barengapara	Construction of RCC bridge No 5/3 over river Thallang on Dalu Purakhasia road	117.60	183.62	66.02	56
2.		Construction of double lane RCC bridge 13/2 over river Bandra on Dalu-Purakhasia road	148.50	168.14	19.64	13
3.		Construction of a road from Kherapara to Songjelpara via Gorengpara	22.54	31.30	8.76	39
4.		Construction of a road from Kalaichar to Gopinathkilla via Zikzak Sec-IV	34.79	40.92	6.13	18
5.		Rehabilitation of damaged formation & reconstruction of culverts of Kherapara Josipara road from 6.00 -10.00 km	44.67	52.62	7.95	18
6.		Construction of a road from Chaipani to Godagre (1.23 km)	32.04	36.23	4.19	13
7.	Ampati	Widening the existing formation to double lane, strengthening of the existing pavements, blacktopping of the remaining kms including construction of hard shoulders, construction of culverts, drains on Ampati- Mankachar road	459.79	506.27	46.48	10.12
8.		Protection of Agalgiri village, PWD road and Koch graveyard from the erosion of river Daru	23.59	29.03	5.44	23
9.		Protection of Ampati PWD compound and bazaar from erosion of river Daru	20.67	22.74	2.07	10.01
10.	Tura North	Construction of road from Tikkrikilla to Jangrapara via Bollongitok (0-2 km) from Jangapara side	92.07	113.85	21.78	24
11.		Construction of mission bridge No. ½ including approaches on Chamaguri-Laskepara Road	15.77	18.79	3.02	19
12.		Construction of road from Old Bhaitbari to Wadagokgre village (0-2.00 km)	31.35	44.37	13.02	42
Total			**1043.38**	**1247.88**	**204.50**	

Source: Information furnished by the concerned divisions.