

Chapter - 9 Convergence schemes

9.1 Scheduled Caste/Scheduled Tribe/OBC Hostel scheme

The Scheduled Caste/Scheduled Tribe/ OBC Hostel scheme introduced in October 1994 under the aegis of Ministry of Consumer Affairs, Food & Public Distribution aimed to provide 15 kgs of foodgrains per month to each resident in the hostels having 2/3rd population of SC/ST/OBC in the State.

Though the scheme was operational in the State from September 2008, GOI permitted to avail the scheme benefit from April 2008.

The Department authorised the stockist to lift and distribute 15349.92 MT foodgrains (7673.46 MT rice and 7673.46 MT wheat) allocated by GOI during 2008-11 at BPL rate directly to the 82 private hostels.

- Scrutiny revealed that Director, FCS did not obtain the list of approved Hostels (upto March 2010) having 2/3rd students population belonging to SC/ST/OBC in the State from the Department of Higher Education to ascertain and evaluate the actual requirement. Instead, the Department assigned (September 2008) the ADSs/SOSs in the districts to identify the hostels according to the guidelines of Ministry to ascertain the enrolment of boarders, registration number of Hostels, grants-in aid received by the Hostels and the latest status of their existence. None of the ADSs/SOSs reported the status of eligible hostels under their jurisdiction. However, the Department selected and approved 82 private hostels under this scheme. The scheme benefit was extended to 57 hostels without observing any criteria of Scheme guidelines and the remaining 25 hostels were selected without receiving any request from the Hostel authorities.

During joint physical verification (August-September 2010) with the Departmental officials and members of local bodies in the four test-checked districts, it was confirmed that 23 selected hostels were not in existence. As a result, 413.38 MT rice³⁶ and 413.38 MT wheat³⁷ were provided to non-existent hostels and the genuine and entitled hostels were deprived of the scheme benefit.

The Department identified 104 hostels as per the list provided by the Department of Higher Education, Kohima only from the year 2010-11 onwards.

- Scrutiny however, revealed that against the requirement of 297.72 MT of foodgrains for 1654 boarders in seven private hostels, the Department provided only 240 MT foodgrains under the scheme. Three hostels (one each at Zunheboto,

³⁶ Rice-Tuensang(88 MT); Dimapur(280 MT), Zunheboto (6MT) and Peren (39.38 MT)

³⁷ Wheat-Tuensang(88 MT); Dimapur(280 MT), Zunheboto (6MT) and Peren (39.38 MT)

Peren and Dimapur) received 132 MT foodgrains having 297 boarders against the requirement of 53.46 MT foodgrains from the Department of FCS which resulted in excess distribution of 78.54 MT foodgrains in violation of the norms prescribed by GOI.

In sum, the Department diverted 826.76 MT foodgrains to non-existent hostels during 2008-10 and four hostels were deprived of their entitlement of 78.54 MT foodgrains valued at ₹ 40.29 lakh³⁸ during 2010-11.

The Department accepted the audit observations in the Exit Meeting (November 2011). However, the Department in reply (December 2011) stated that hostels were closed during vacation or educational trip during which time physical verification by audit might have taken place. The reply is not acceptable because according to the academic calendar issued by the Director of School Education, Nagaland during the month of August and September there were no declared holidays. Further, the ADSs of four test checked districts had categorically stated non-existence of SC/ST hostels in August-September, 2010.

9.2 Welfare institutions and hostels scheme

This scheme was introduced in the State in 2003 with a view to meet the requirement of Welfare Institutions viz. NGOs/Charitable Institutions which help the shelterless poor and other categories not covered under TPDS or any other Welfare Schemes. Accordingly, 5 per cent of the BPL allocation (1295 MT rice and 310 MT wheat) of the State was earmarked annually to support such organisations.

- Scrutiny revealed that Department did not frame any selection criteria, identification, evaluation, distribution etc in the State. Further, neither the District Administration nor the departmental officers at district level were assigned to identify the bona fide institutions. Instead, the Department entertained applications from societies (both registered and unregistered) as well as institutions without any notification regarding the implementation of the Scheme.
- During 2005-11, the Department selected 1359 institutions without observing any criteria for identification or selection of organisations. However, during joint physical verifications (August-September 2010 and June-July 2011) with the Departmental officials and members of local bodies in the four test-checked districts, the Departmental officers as well as the members of the local bodies expressed their ignorance about the implementation of welfare institutions and hostel scheme and the existence of such institutions in their area. Thus, the Department issued 3194 MT rice³⁹ and 1140.02 MT wheat⁴⁰ valued at ₹ 2.27crore

³⁸ Average of (rice ₹6.10 per kg + ₹4.15 wheat per kg) x 78.54 MT = ₹40.29 lakh

³⁹ Rice-Tuensang(1359 MT); Dimapur(1713 MT), Zunheboto (112 MT) and Peren(10 MT)

⁴⁰ Wheat-Tuensang(841.36MT); Dimapur(271.66MT) and Zunheboto (27 MT)

to 140 non-existent institutions which was suspected to have been diverted to the open market.

The Department accepted the audit observation in Exit Meeting (November 2011). However, the Department in reply (December 2011) stated that the selection of Welfare Institutions under the Scheme was done on the basis of applications received from the Welfare Institutions/Hostels which were registered. The District administration may not have been aware that the Welfare Institutions had applied and received the allocation from the Directorate as the applications had been submitted directly to the Directorate Office. However, the allocations were made only when the Department was satisfied about the genuineness of the applicants.

It was however, not clear to audit as to how the Department satisfied itself about the genuineness of the applicants without involving the District Administration.

9.3 Village Grain Bank scheme

The Village Grain Bank (VGB) under the PDS aimed to safeguard against malnourishment during the period of natural calamity or during lean seasons when the marginalised households do not have sufficient resource to purchase the ration. Towards achieving these aims, the VGBs were to be set up in the food scarce areas/tribal areas which were prone to natural calamities. The cost of rice was re-imbursed by GOI directly to FCI at 4 MT per VGB set up in the State. In addition, GOI funds the training/administrative cost (₹10400) of the VGB and fifty per cent of the transportation cost of foodgrains. A Committee was to be constituted in the selected villages to run the grain bank wherein 4MT of foodgrains would be stored and the quantum of foodgrains to be provided on loan and the period of repayment by the households was to be decided by the Committee.

The Department was required to identify the villages according to the size of the population of ST and non-ST in the ratio of 50:50 to safeguard against malnourishment with the help of executing agency nominated by the State Governments. Executing agency would provide the storage arrangement for the VGBs in the identified villages with a onetime grant of ₹6000 assisted through the State Governments. Further, ₹4400 per bank would be paid to the executing agency for imparting training, framing rules and monitoring the scheme.

During 2006-07, GON appointed M/s MARCOFED, Dimapur as the executing agency for identification of villages followed by framing rules and storage facilities for VGBs. During 2007-08, the programme was executed departmentally. The scheme was not operational during 2008-09 due to non-submission of proposal to GOI. Appointment of the agency (M/s MARCOFED) was renewed in 2009-10 after a gap of two years.

The Department selected 246 villages to set up 529 VGBs in the State on the basis of the recommendation by M/s MARCOFED during 2006-11 without observing any norms prescribed by the GOI.

Scrutiny of the UCs in 300 VGBs revealed that during 2006-08, 1200 MT of rice was issued to individuals instead of issuing to the Committee entrusted for the purpose. Thus, payment of ₹21 lakh to M/s MARCOFED during 2006-07 being the expenses for storage and monitoring was injudicious. During 2010-11, the programme did not take off due to late receipt of sanction from GOI.

Joint physical verification (August-September 2010 and June-July 2011) with the Departmental officials and members of local bodies revealed that 143 VGBs in the four test-checked districts reported to be set up and functional were not in existence.

The Department accepted the audit observations in Exit Meeting (November 2011). However, the Department in reply (December 2011) stated that the Foodgrains along with cash component issued have been received by the concerned Village Council Authorities and not individually. As a token of acceptance, the Village Council Authorities Official seals have been obtained in all the Utilisation Certificates which may be verified. MARCOFED had submitted the Utilisation Certificates as per Government of India prescribed format signed by Managing Director. However, in order to have a fool proof implementation of the Scheme, the Department directed MARCOFED to submit Village-wise implementation Certificate.

The reply of the Department was not acceptable as in the first place the cash component was meant for administrative and training purposes and was to be spent by the implementing agencies and not by the Village Councils. The Departmental officers and local bodies explicitly stated that VGBs were not set up and also expressed ignorance of the scheme implementation in their jurisdiction. Thus, the claim of the Department that VGBs were set up is factually incorrect and 572 MT of foodgrains purportedly issued to the VGBs might have been diverted to open market.

9.4 Convergence programmes through other Departments

Foodgrains based convergent programmes namely, Mid-Day Meal (MDM), Wheat Based Nutrition Programme (WBNP) and National programme for Adolescent Girls (NPAG) were being implemented by the Department of Education, Social Security and Welfare and Women Development respectively.

DEPARTMENT OF SCHOOL EDUCATION

9.4.1 Mid-Day Meal (MDM) programme

The Mid-Day Meal Scheme for students in primary schools under Revamped Public Distribution System (RPDS) was launched by the Ministry of Human Resources Development from 15 August, 1995 with the primary objective to boost enrolments, retention, attendance and simultaneously improvement of the nutritional status of students in primary schools. The Scheme covers students of Class I-V in Government Middle and Primary Schools, Middle and Primary Schools aided by Government and the Middle and Primary Schools run by local bodies which were subsequently revised in April 2008 to cover the students in upper primary (class VI to VIII).

The Foodgrain (wheat or rice) supplied free of cost at the rate of 100 grams per day per child was revised to 150 grams per child per school day with effect from April 2008 where cooked/processed hot meal was being served with minimum content of 300 calories and 8-12 gms of protein each day of school for a minimum of 200 days. Where foodgrains were distributed in raw form, each student should have been given 3 kgs per month for 9-11 months in a year. As per the allocation made by the Ministry, the FCI released the foodgrains to the States and Union Territories at BPL rates. Handling agents were nominated by the States for lifting the rice from FCI and for subsequent distribution to the districts.

9.4.1.2 Audit coverage

Out of 26 Deputy Inspector of Schools and 2188 schools covered under the MDM scheme, six DISs and 15 schools (7 GMS and 8 GPS) in four districts (Dimapur, Peren, Zunheboto and Tuensang) were selected for test check.

9.4.1.3 Utilisation at the level of Deputy Inspectors of Schools

Against the requirement of 7268.81 MT rice for 538 schools (74 Middle Schools, 433 Primary Schools and 31 High Schools) to cover 342444 students (lower Primary-300451 and upper primary 41993) during 2006-11, six Deputy Inspectors of School (DIS)⁴¹ in four test-checked districts received and utilised only 6213.63 MT rice. Thus, there was short release of 1055.18 MT (15 percent) to 538 schools and deprived 342444 students of the benefits during that period. Scrutiny, further, revealed that foodgrains reached the district headquarters only once in three months. Due to irregular supply of foodgrains to the school children, the primary objective to boost enrolments, retention, attendance and simultaneously improve the nutritional status of students in primary schools could not be ensured.

Though 1055.18 MT rice were not received by the six DIS and delivered to the schools, the handling agent was paid even for foodgrains which were not delivered to the schools resulting in extension of undue benefit of ₹64.89 lakh (PDS approved rate of ₹6150 per MT including handling and FPS charges). Non-delivery of 1055.18 MT rice further deprived the scheme benefit to 342444 students in 538 schools.

There was delay in release of cooking cost ranging from 6-14 months and also the cooking cost did not commensurate with the foodgrains released during the period of programme implementation.

The Department in reply (December 2011) stated that against the requirement of 7268.06 MT of rice by the six DISs, only 7213.54 MT of rice was released by GOI. Thus, there was short release of 54.52 MT. The Department further stated that audit observation that 1055.18 MTs was not received was not acceptable as the respective DISs had received the full quantity as could be seen from the delivery challans enclosed. The reply of the Department was not tenable as the delivery challans produced by the Department was

⁴¹ DIS, Dimapur, Niuland, Peren, Zunheboto, Noklak and Shamatore

only a statement containing new set of figures and not a challan. Further, all the DISs had authenticated the actual receipt and utilisation figures during audit.

9.4.1.4 Utilisation at School level

Joint physical verification of eight Government Middle Schools⁴² and seven Government Primary schools⁴³ in six selected Deputy Inspector of Schools further revealed that 213.97 MT rice was required for an average of 11551 students for five years. However, the schools received only 121.69 MT rice resulting in short receipt of 92.28 MT (43 *per cent*). The Teachers in charge of 15 schools stated (September 2010 and July 2011) that the foodgrains provided by DIS were hardly sufficient for two days in a week. Meals were provided to the school children without any vegetables as there was delay in release of the cooking cost. Thus, the objective of providing nutritional food was defeated.

Against the reported achievement of 200 days by the Department of School Education to the Ministry of HRD, 15 test checked schools could achieve only 80 days. Shortfall in achievement of target (60 *per cent*) was attributable to short delivery of 92.28 MT rice and delay in release of cooking cost. This indicated that there was no monitoring mechanism in the Department and the reports were sent to the Ministry without compiling the feedback obtained from the grass root level.

The Department in reply (December 2011) stated the full entitlements were released to the schools and therefore short achievements were attributed to failure of the head teachers in maintaining proper records. The reply of the Department was not convincing as the in-charge of all the test checked schools had categorically stated the fact of short supply and also furnished the actual receipt and the utilisation.

DEPARTMENT OF SOCIAL WELFARE

9.4.2 Wheat Based Nutrition Programme (WBNP)

Wheat Based Nutrition Programme (WBNP) was launched by the Department of Women and Child Development, Ministry of Women & Child Development to provide nutritious energy foods to the children in the age group of 1-6 years and expectant /lactating women from disadvantaged sections for 300 days in a year at 100 gram per beneficiary on free of cost basis through ICDS projects.

Foodgrains were allocated by GOI and released through the nearest FCI in the State as per the requirement reported by the State at BPL rates (₹4.15 in respect of wheat and ₹5.65 in respect of rice per kg) payable to FCI on prepayment basis for distribution to the beneficiaries identified every year in coordination with the other departments in the State for synchronisation of the scheme.

⁴² GMS -Nsong, Jalukie, DC colony, Puranabazar, Sangkor, Hoker, Chipur and South point

⁴³ GPS -Heningkunglwa, Gaili, Peren Town, Dhansiripar, Nihokhu, Nikhekhu and DC Hill Zunheboto

9.4.2.1 Audit coverage

Out of 59 projects covered under the WBNP scheme, 12 projects were selected for test check in 4 districts (Dimapur, Peren, Zunheboto and Tuensang).

9.4.2.2 Financial Outlay and Expenditure

The GOI allocated foodgrains through FCI at BPL rates according to the number of identified beneficiaries reported to the Ministry of Women and Child Development every year. The Cost of foodgrains, transportation and other incidental charges were to be met by GON from their own resources.

The position of foodgrains allocated, lifted and released by the State Government is given below:-

Table No. 9.1

Year	Allocation of foodgrains by the GOI (MT)			Quantity lifted by the Department (MT)			Cost of the programme (₹ in lakh)			Total (₹ in lakh)	Release made by GON (₹ in lakh)	Liability (₹ in lakh)
	Rice	Wheat	Total	Rice	Wheat	Total	Foodgrains	TPT & Handling charges	Conversion & packing charges			
2006-07	4000	4000	8000	4000	4000	8000	392	44.00	112	548	0	548.0
2007-08	2250	11223	13473	2250	9223	11473	509.88	63.10	160.62	733.6	548.00	733.6
2008-09	2249	2926	5175	2249	2926	5175	248.49	28.46	72.45	349.4	548.00	535.0
2009-10	8243	8430	16673	8243	8430	16673	815.58	91.70	83.37	990.65	650.00	875.65
2010-11	11384	1267	12651	8538	1267	9805	534.98	53.93	49.03	637.94	0	1513.59
Total	28126	27846	55972	25280	25846	51126	2500.93	281.19	477.47	3259.59	1746	1513.59

(Source:- Departmental figures)

Out of the total allocation of 55972 MT foodgrains, the Department lifted only 51126 MT and the remaining 2000 MT lapsed due to non-availability of foodgrains with FCI, Dimapur and 2846 MT foodgrains were not lifted at all as the revalidation period allowed by GOI also expired and deprived the children in the age group of 1-6 years and lactating mothers of the scheme benefits.

While accepting the facts (November 2011) the Department stated that 2486 MT of foodgrains could not be lifted due to non-receipt of revalidation order by the Department.

- Against the allocation of 55972 MT foodgrains (28126 MT rice and 27846 MT wheat) costing ₹2744.73 lakh, the Department lifted 51126 MT foodgrains (25280 MT rice and 25846 MT wheat) costing ₹2500.93 lakh through the State nominated handling agent during the last five years.
- Against ₹2500.93 lakh payable to the handling agents, GON released only ₹1746 lakh during 2006-11 and the funds of ₹754.93 lakh was yet to be paid to the handling agent. Besides, the Department had not released ₹758.66 lakh transportation and other incidental charges. Due to irregular release of funds by GON to the handling agents, the foodgrains allocated by GOI could not be lifted and therefore lapsed which subsequently delayed the lifting and distribution.

The Department in reply (November 2011) stated that an amount of ₹8.60 crore had since been cleared leaving a liability of ₹6.54 crore.

9.4.2.3 Reporting inflated number of children

Though Base line survey was to be conducted by the Department of Social Welfare in coordination with other Departments for synchronisation of the scheme, the Department of Social Welfare did not conduct the survey and instead projected the number of beneficiaries as per the figures reported in the Monthly Progress Report of ICDS including children attached to pre-primary sections of Primary school. The Department also did not consider the birth and death reported by the Department of Economic and Statistics as per Registration of Birth and Death (RBD) Act, 1969 while proposing the allocations.

A comparative analysis of children in the age group of 1-6 years reported to GOI by the Department of Social Welfare and the Department of Economic and Statistics is tabulated below:

Table No. 9.2

Year	No. of children identified in the age group 1 to 6 as per Social Welfare Department	No. of Pregnant & Lactating women	Total	Requirement against col-4 (MT)	No. of children identified in the age group 1 to 6 as per dept of Economic and Statistics	No. of Pregnant & Lactating women	Total number of eligible beneficiaries	Actual requirement against Col. 8 (MT)
1	2	3	4	5	6	7	8	9
2006-07	265000	87000	352000	10560	224818	87000	311818	9356
2007-08	265000	87000	352000	10560	224980	87000	311980	9360
2008-09	306698	82941	389639	10560	230240	82941	313181	9396
2009-10	323052	55630	378682	11689	230240	55630	285870	8577
2010-11	324652	55630	380282	11409	230240	55630	285870	8577
Total	1484402	368201	1852603	54778	1140518	368201	1508719	45266

(Source:- Departmental figures)

As seen from the above table, against 1140518 children in the age group of 1-6 years as reported to GOI by the Department of Economics & Statistic during the period from 2006-07 to 2010-11, the Department of Social Welfare reported 1484402 children during the same period which was an increase by 343884 children in the same age group. Ostensibly, the Department of Social Welfare had submitted an inflated figure to obtain more allocation of foodgrains which was corroborated by the facts as discussed in paragraph 9.4.2.5.

The Department in reply (December 2011) stated that the reports submitted by the Child Development Programme Officers will be cross-checked.

9.4.2.4 Undue benefit to the appointed nominee for wastage on conversion to Dalia

As per conversion rate norms obtained from registered millers based at Dimapur, only seventy *per cent* wheat could be converted in to consumable form of *dalia* and the remaining thirty per cent was not fit for human consumption.

Scrutiny of the Dispatch register and UC furnished by the Department revealed that the stockist lifted 16149 MT of wheat from FCI, Dimapur during 2006-09. Records also revealed that the stockist transported 16149 MT of *dalia* and delivered to the CDPOs in the State. Accordingly, the stockist submitted the transportation and packing charge claim for ₹153.42 lakh which was admitted by the Department. As only 70 *per cent* of wheat could be converted into *dalia*, the stockist should have been paid ₹107.39 lakh for 11304.30 MT of Dalia. Thus, the Department incurred an avoidable extra expenditure of ₹46.03 lakh (16149-11304.30 x ₹ 950) being the transportation and packing charges.

The Department in reply (November 2011) stated that the charges were determined based on the total quantity lifted from FCI without conversion and however, from 2009 onwards foodgrains were distributed without conversion.

9.4.2.5 Performance of the Programme at district level

The position of achievement against the physical target in respect of 12 CDPOs in four test-checked districts under WBN programme during 2006-11 is depicted below:

Table No. 9.3

Name of the CDPO	No. of Angan wadi Centres	Total beneficiaries identified	Total inadmissible beneficiaries (Adolescent girls)	Total number of admissible beneficiaries	Requirement for the admissible group (MT)	Quantity of foodgrains despatched by the Social Welfare Department	Qty of foodgrains reported as utilised including Adolescent girls (inadmissible group)	Short receipt at CDPOs
1	2	3	4	5	6	7	8	9
NUILAND	50	34164	7539	26625	798.75	790.38	1004.3	-213.92
DIMAPUR	106	48529	3084	45445	1363.35	1683.3	1677.20	6.10
DHANSIRIPAR	63	32576	2662	29914	897.42	907.64	980	-72.36
PEREN	44	13877	720	13157	394.71	663.87	644.2	19.67
TOKYE	56	15944	277	15667	470.01	848.81	174.1	674.71
AKULUTO	45	17022	1580	15442	463.26	708.54	588.59	119.95
ZUNHEBOTO	64	24174	559	23615	708.45	1072.19	1483.58	-411.39
NOKLAK	59	25234	3788	21446	643.38	889.66	712.97	176.69
NOKSEN	36	19089	5629	13460	403.8	523.9	517.52	6.38
THONOKNYU	37	27434	6335	21099	632.97	583.22	576.13	7.09
LONGKHIM	55	34546	9737	24809	744.27	809.58	659.26	150.32
SANGSANYU	79	35388	9859	25529	765.87	1144.88	609.91	534.97
TOTAL	694	327977	51769	276208	8286.24	10625.97	9627.76	1695.88

(-) figure in col-9 is due to the accounting of the foodgrains pertaining to previous years.

(Source: Departmental and project records)

From the table above, it could be seen that out of 327977 beneficiaries identified, 51769 adolescent girls comprising 16 per cent were not entitled under WBNP. Therefore, 1341.52 MT (9627.76 MT -8286.24 MT) of foodgrains issued to the inadmissible adolescent girls were irregular.

The Department in reply (December 2011) stated that a section of adolescent girls under ICDS was also covered by WBNP. The reply of the Department is not tenable as there was a separate programme Nutritional Programme for Adolescent Girls exclusively to cater to this segment which was implemented by Department of Women Development prior to March 2010, which was transferred to Department of Social Welfare during 2010-11.

- Against 10625.97 MT of foodgrains shown as despatched by the Director, Social Welfare Department, the CDPOs actually received and furnished UCs for 9627.76 MT of foodgrains. Thus, there was a short receipt of 1695.88 MT of foodgrains valued at ₹83.10 lakh⁴⁴ by the nine test-checked projects. It is thus, evident that 1695.88 MT of foodgrains might have been diverted to the open market thereby depriving 11306 beneficiaries during 2006-11.

The Department stated that (November 2011) there was no shortfall and difference was due to frequent transfer of the Officers and poor maintenance of records. However, the fact remains that all the CDPOs test checked had reported short receipt during audit.

- Against the actual requirement of 8286.24 MT of foodgrains for the admissible group, the Director of Social Welfare issued 10625.97 MT resulting in excess issue of 2339.73 MT of foodgrains. This indicates that the data furnished to GOI and the projection of foodgrains was faulty.

The Department stated that (November 2011) the foodgrains were issued to adolescent girls. The reply is not tenable as there was a separate scheme exclusively for adolescent girls.

9.4.2.6 Performance at the level of Anganwadi centres

Joint physical verification of 15 Anganwadi Centres under 12 selected projects revealed that against the actual requirement of 1161.36 MT foodgrains during the last five years (*Appendix- IV*), the 15 centres received only 224.873 MT of foodgrains. Thus, there was short receipt of 936.487 MT of foodgrains (81 *per cent*) against their requirement.

It was also seen that against the requirement of 44.88 MT of foodgrains for 748 beneficiaries during 2006-11, the Anganwadi Centre II at Sangsangyu, Tuensang District received only 5 MT of foodgrains as per the records furnished by the CDPO, Sangsangyu. During physical verification it was also noticed that the Anganwadi Centre II, Sangsangyu, was closed. This indicates that the implementation of WBNP scheme in the State was not satisfactory.

⁴⁴ Average value of foodgrains at BPL rate (rice ₹ 5.65 and wheat ₹ 4.15 per kg ÷ 2 = ₹ 4.90 per kg)

Photograph showing the Closed Anganwadi centre at Sangsangnyu, Tuensang Photo dated 21 July 2010



Department of Social Welfare (November 2011) stated that poor maintenance of records by Anganwadi workers could be the reason for short receipt. However, the fact remains that both Anganwadi workers as well as CDPOs had furnished actual receipt and utilisation stating short receipt.

DEPARTMENT OF WOMEN DEVELOPMENT

9.4.3 Nutritional Programme for Adolescent Girls (NPAG)

The Department of Women Development established in June 2003 was in charge of the Child Welfare and Development sector till November 2010 which was transferred to the Department of Social Welfare. The Ministry of Women and Child Development, New Delhi in December 2006 re-iterated for creation of a single Department for Women and Children to avoid hindrance in clearance of funds for their development.

The 'Nutritional Programme for Adolescent Girls' (NPAG) implemented by the Ministry of Women and Child Development aimed to improve the food security and healthcare of undernourished adolescent girls. In Nagaland, Tuensang district was selected as a pilot project being the most populous district (population 4.15 lakh as per 2001 census) in the State.

As per the revised guidelines of the programme, adolescent girls between the age group of 11-19 years whose weight was less than 35 kg irrespective of financial status of the family to which they belonged would be provided with free foodgrains @ 6 kg per beneficiary per month through the FPS (initially for a period of three months). This benefit would be stopped for those beneficiaries on attainment of the cut off point of weight and age. However, the scheme would be applicable to those beneficiaries for another three months until they attain the cut off weight and age duly certified by Doctors available with CHC/PHC/Hospital.

9.4.3.1 Short release of scheme funds by Government of Nagaland

The position of foodgrains allocated, lifted and distributed and the funds outlay is given below:-

Table No. 9.4

year	No. of adolescent girls identified /targeted in the age group	Total allocation of rice made by GOI (MT)	Total quantity of rice lifted from FCI (MT)	Funds released (₹ in lakh)		Short fall in release by GON	Total cost of food grains	Total cost of trans portation	Others	Total expend iture on the progra mme	Unlifted qty from FCI
				GOI	GON						
1	2	3	4	5	6	7	8	9	10	11	12
2005-06	34263	600	600	38.00	38.00	0	33.60	2.10	2.3	38.00	0
2006-07	34980	590	551	35.26	35.26	0	31.14	2.07	2.05	35.26	39
2007-08	30000	399.70	199.85	35.26	17.63	17.63	11.29	0.70	5.64	17.63	199.85
2008-09	30000	1361.43	809.10	139.46	69.73	69.73	45.71	3.19	20.83	69.73	552.33
2009-10	30650	1367.03	1219	68.90	68.90	0	68.90	0	0	68.90	148.03
Total	159893	4318.16	3378.95	316.88	229.52	87.36	167.48	8.06	30.82	229.52	939.21

(Source:- Departmental figures)

As could be seen from the table above, during the period from 2005-10, GOI released ₹316.88 lakh for procurement of 4318.16 MT of rice. However, GON released only ₹229.52 lakh and lifted only 3378.95 MT. The Department could not lift 939.21 MT of rice from FCI as the State Government did not release the funds of ₹87.36 lakh thereby depriving the beneficiaries of the benefits.

During 2010-11, the Department of Women Development transferred the renamed programme Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (RGSEAG) – ‘SABLA’ to Department of Social Welfare as the Child Welfare and Development sector was transferred to the Department of Social Welfare. Although ₹14.85 lakh was released to the Department of Social Welfare by the GOI, the Department did not implement the programme even after identifying 28387 beneficiaries in three districts⁴⁵ during 2010-11 due to delay in receipt of funds.

The Department accepted the facts (November 2011).

9.4.3.2 Injudicious utilisation of rice component

Test check of records of six CDPOs⁴⁶ out of 13 CDPOs under Tuensang District revealed that selection criteria was made merely against age group of 11 to 19 years irrespective of the body weight of the girls. Rice (6 kgs per month) was distributed customarily to the age group of girls of 11 to 19 years through Anganwadi centres instead of Fair Price Shops (FPS). Further, distribution of rice beyond first three months was not based on the investigation report of the Doctors available with CHC/PHC/Hospital. Moreover, Utilisation Certificates were not furnished at any stage of implementation of the scheme.

⁴⁵ Tuensang, Mon and Kohima

⁴⁶ Noklak, Noksen, Thonoknyu, Sangsanyu, Longkhim and Chessore

Test check of six anganwadi centres attached to six CDPOs in Tuensang district revealed the following:

Table No. 9.5

(In MT)

Year	Beneficiaries selected for the scheme in selected 6 CDPOs	Requirement for 6 months	Receipt of rice against col-2	Excess /Short receipt of rice	No. of adolescent girls in test checked 6 Anganwadi centres	Requirement for 6 months	Rice component released to the 6 test checked anganwadi centres	Excess receipt of rice
1	2	3	4	5	6	7	8	9
2006-07	5055	181.98	174.97	(-) 7.01	63	2.27	5.81	3.54
2007-08	6216	223.77	127.71	(-) 96.06	37	1.33	2.00	0.67
2008-09	9986	359.50	506.07	(+) 146.57	180	6.48	86.03	79.55
2009-10	10210	367.56	506.07	(+) 138.51	180	6.48	117.98	111.5
Total	31467	1132.81	1314.82	(+) 182.01	460	16.56	211.82	195.26

(Source: Departmental records)

- From the table above, it could be seen that against the requirement of 1132.81 MT of rice shown as despatched by the Director, Women Development Department, the six CDPOs actually received 1314.82 MT of rice. Thus, there was an excess receipt of 182.01 MT rice in the six test-checked projects. It is thus, evident that 182.01 MT rice was diverted to the projects beyond their requirement thereby depriving 252 beneficiaries during 2006-10.
- Against the requirement of 16.56 MT rice for 460 adolescent girls in the six test checked Anganwadi centres, the Director, Women Development despatched 211.82 MT rice during 2006-10, which was in excess by 195.26 MT. This not only indicates scheme mismanagement by the Department but also deprived the genuine beneficiaries.

The Department while accepting the facts (October 2010 and November 2011) stated that allocation and distribution of foodgrains would be reviewed for successful implementation of the scheme.

Conclusion

The Department provided 826.76 MT foodgrains to 23 non-existent hostels under Scheduled Caste/Scheduled Tribe/OBC Hostel schemes. Besides, 4334.02 MT of foodgrains were issued to 140 non-existent welfare institutions and hostels under welfare and hostel scheme. Thus, the possibility of 5160.78 MT of foodgrains being diverted to open market cannot be ruled out.

The claim of the Department that 143 Village Grain Bank was set up during 2006-11 appeared to be fictitious as the district level officers and the local bodies members in

the test checked districts explicitly stated that no VGBs were set up in their respective areas.

Though 1055.18 MT of rice was not received by six Deputy Inspector of Schools, the Department paid ₹64.89 lakh to the handling agent.

Though the Department reported achievement of mid-day-meal of 200 days in a year to GOI, 15 test checked schools achieved only 80 days in a year which was attributed to short or non-release of foodgrains and delay in supply of foodgrains.

Against the actual enrolment of 1140518 children in the age group of 1-6 years by the Economics & Statistics Department, the Department of Social Welfare reported to GOI and claimed foodgrains for 1484402. Thus, the Department irregularly inflated the number of children by 343884 to obtain more allocation.

The Department of Social Welfare paid avoidable extra expenditure of ₹46.03 lakh being transportation and packing charges for foodgrains which were not transported.

Though the Director, Social Welfare claimed despatch of 10625.97 MT foodgrains, 12 CDPOs received only 9627.76 MT. Thus, 1695.88 MT foodgrains were suspected to be diverted to open market.

Against GOI release of ₹316.88 lakh for procurement of 4318.16 MT of rice under Nutritional Programme for Adolescent Girls, the State Government in turn released only ₹229.52 lakh and lifted 3378.95 MT. Thus, 939.21 MT of rice valued at ₹87.36 lakh remained un-lifted due to non-release of funds by the State Government.

The Department of Women Development despatched 211.82 MT rice against the requirement of 16.56 MT rice for 460 adolescent girls which was in excess by 195.26 MT.

Recommendation

Implementation of convergence programmes under PDS needs to be rigorously monitored and the selection of non-existent institutions, hostels and VGBs needs to be reviewed immediately.