CHAPTER – I

SOCIAL SECTOR

CHAPTER-I: SOCIAL SECTOR

1.1 Introduction

This Chapter of the Audit Report for the year ended 31 March 2017 deals with audit findings on State Government departments under the Social Sector.

During 2016-17, total budget allocation of the State Government in major departments under Social Sector was ₹ 4,737.83 crore against which the actual expenditure was ₹ 3,582.53 crore during the year. Department-wise details of budget allocation and expenditure are given below.

Table: 1.1.1

(₹ in crore)

Sl. No.	Department	Total Budget Allocation	Expenditure	(3) as percentage of (2)
	(1)	(2)	(3)	(4)
1	Education	1,994.02	1,384.11	69
2	Sports & Youth Affairs	91.02	69.11	76
3	Library	12.06	10.36	86
4	Social Welfare	268.05	121.21	45
5	Relief & Rehabilitation	143.37	138.54	97
6	Food & Civil Supplies	73.83	57.22	78
7	Labour	9.68	6.75	70
8	Social & Cultural Affairs	37.52	14.33	38
9	Health & Family Welfare	901.35	707.22	78
10	Public Health Engineering	519.44	645.54	124
11	Urban Development	463.79	321.24	69
12	Housing	71.80	29.18	41
13	Panchayat Raj	151.90	77.72	51
Total		**4,737.83**	**3,582.53**	**76**

(Source: Appropriation Accounts 2016-17)

From the above it is revealed that:

- in the Social Sector, the expenditure incurred by the Government ranged between 38 *per cent* and 97 *per cent*; and
- it was seen that all the Departments had utilised lesser amount than the budgeted allocation except Public Health Engineering Department which had incurred 24 *per cent* expenditure in excess of the budgeted allocation.

1.1.1 Planning and Conduct of Audit

Audit process starts with the assessment of risks faced by various departments of the government based on expenditure incurred, criticality/complexity of activities, level of delegated financial powers and assessment of overall internal controls.

Audit of 32 units under the Social Sector involving ₹ 1,469.24 crore (including expenditure of earlier years) was conducted during 2016-17.

After completion of audit of each unit, Inspection Reports containing audit findings are issued to the heads of departments. The departments are requested to furnish replies to the audit findings within one month of receipt of Inspection Reports. Whenever replies are received, audit findings are either settled or further action for compliance is advised. Important audit observations arising out of Inspection Reports are processed for inclusion in the Audit Report, which is submitted to the Governor of the State under Article 151 of the Constitution of India for laying before the state legislature.

Major observations, noticed in audit, pertaining to the Social Sector during 2016-17 are discussed in subsequent paragraphs of this Chapter. This Chapter of Audit Report contains *one* Performance Audit Report on 'National Rural Drinking Water Programme' (NRDWP) and *two* Compliance Audit Paragraphs.

Performance Audit

Public Health Engineering & Water Supply Department

1.2 National Rural Drinking Water Programme (NRDWP)

The National Rural Drinking Water Programme (NRDWP), launched nation-wide by the Government of India (GoI) in April 2009[1], aimed to provide every rural person access to adequate and safe water for drinking, cooking and other basic domestic needs on a sustainable basis through a decentralized approach involving *Panchayati Raj Institutions* (PRI) and community organizations. Special focus was to be given to coverage of households of rural habitations and conversion from hand pumps to piped water supply within household premises.

Highlights

- ***A five-year comprehensive water security action plan to provide sub goals and priorities for coverage of the NRDWP was not prepared.***

  (Paragraph 1.2.8.4)

- ***As of March 2017, out of total 7,582 habitations in the State, 2,910 habitations (38 per cent) were fully covered whereas 4,672 habitations (62 per cent) were still partially covered.***

  (Paragraph 1.2.8.5)

- ***Out of 3,480 schools and 5,515 anganwadis in the State, only 2,898 schools and 1,043 anganwadis had been provided with safe drinking water leaving a balance of 582 schools (17 per cent) and 4,472 anganwadis (81 per cent) without provision of drinking water as on March 2017.***

  (Paragraph 1.2.10.2)

- ***The water quality testing laboratories were functioning with inadequate manpower and shortfall of capability to analyse parameters. The water quality testing laboratories did not conform to the mandatory requirement***

  (Paragraph 1.2.13.1 & 1.2.13.2)

[1] Prior to April 2009, the scheme was called Accelerated Rural Water Supply Programme (ARWSP).

- ***The State laboratory had the capacity to examine only 38 out of 78 parameters whereas District laboratories of five sampled districts had the capacity to test only 10 out of 34 parameters as laid down in the 'Uniform Drinking Water Quality Monitoring Protocol' due to shortage of machines/equipment and trained manpower.***

(Paragraph 1.2.13.1 (i))

- ***The shortfall of staff in different level of posts in the State level laboratory was to the extent of eight (57 percent) against fourteen staff required whereas in District laboratories the shortage was upto 34 (85 per cent) against 40 required staff.***

(Paragraph 1.2.13.1 (ii))

- ***Out of 442 schemes approved during 2012-17 in sampled districts test checked, 407 schemes were completed, but the balance 35 schemes estimated to cost ₹ 17.24 crore were lying incomplete as on March 2017 for five to 60 months.***

(Paragraph 1.2.14.1)

- ***There was doubtful expenditure of ₹ 24.42 crore incurred on procurement of various types of Galvanised Iron(GI) fittings.***

(Paragraph 1.2.14.3)

1.2.1 Introduction

The NRDWP was launched by the GoI in April 2009 by modifying the earlier 'Accelerated Rural Water Supply Programme'. The main objectives of the NRDWP was to enable all rural households to have access to safe and adequate drinking water within a reasonable distance, providing drinking water facility through piped water supply (PWS) to *Gram Panchayats* (GPs), ensuring all government schools and *anganwadis* have access to safe drinking water and empowering local communities/PRIs to monitor and manage their own drinking water sources and systems in their villages. The focus of the NRDWP shifted (2013) from coverage of rural habitations to rural households, from hand pumps to PWS within household premises or within a distance of 100 metres from a household. The NRDWP has six components, *viz.*, 'coverage', 'water quality', 'operation & maintenance', 'sustainability', 'support' and 'water quality monitoring & surveillance'.

1.2.2 Organizational arrangements

The Ministry of Drinking Water & Sanitation (MoDWS), GoI is the nodal Ministry responsible for the overall planning, funding and co-ordination of the NRDWP. In Arunachal Pradesh, the NRDWP is implemented by the State's Public Health Engineering & Water Supply Department (PHE&WSD). A Commissioner/Secretary level officer is the administrative head of the PHE&WSD and s/he is assisted by four Chief Engineers (CEs) at headquarters. The NRDWP is implemented by the PHE&WSD in the State through a network of seven Circle Offices headed by Superintending Engineers (SEs) and 24 Divisional Offices headed by Executive Engineers (EEs).

The institutional mechanisms prescribed by the GoI for the planning, implementation and monitoring of the NRDWP in the States include the State Water and Sanitation Mission (SWSM), State Level Scheme Sanctioning Committee (SLSSC), State Technical Agency (STA), Water and Sanitation Support Organisation (WSSO), District Water and Sanitation Mission (DWSM) and Village Water and Sanitation Committee (VWSC).

1.2.3 Audit Objectives

The main objectives of this Performance Audit (PA) was to assess whether:

- planning was carried out as envisaged in the programme;
- financial management was efficient and effective;
- necessary institutional mechanism existed and programme was implemented in efficient and effective manner; and
- monitoring mechanism was in place and effective.

1.2.4 Scope of Audit and Methodology

This PA on the implementation of the NRDWP in Arunachal Pradesh covering the period 2012-13 to 2016-17 was carried out during April to September 2017. The PA covered:

- five districts (Papumpare, West Siang, Lower Subansiri, West Kameng and Changlang) out of sixteen districts[2] in the State selected through Probability Proportional to Size Without Replacement (PPSWOR) method with expenditure incurred as size measure under the NRDWP during the year 2012-17;
- test-check of records of the offices of the four Chief Engineers (Eastern and Western Zone, Design & Planning and Sanitation) of the PHE&WSD;
- test-check of records of the divisional offices of seven Executive Engineers in the five selected districts;
- ten blocks (two blocks per each selected district) out of total of 32 blocks in the five selected districts - the blocks were chosen through PPSWOR method with size measure as number of NRDWP works executed in the blocks;
- out of the total of 685 *Gram Panchayats* (GP) under the 10 selected blocks, two GPs were selected from each of the ten blocks (total 20 GPs) through PPSWOR method with as number of NRDWP works executed in the GP as size measure;
- joint inspection by departmental, *Gram Panchayat* representatives and audit officials of all 75 completed schemes (position as on 31 March 2017) taken up

[2] Tawang, West Kameng, East Kameng, Papum Pare, Lower Subansiri, Kurung Kumey, Upper Subansiri, West Siang, East Siang, Upper Siang, Dibang Valley, Lower Dibang Valley, Lohit, Anjaw, Changlang and Tirap (subsequent to this PA, six new districts were created taking the total number of districts in the State to 22).

under the NRDWP during 2012-17 at a cost of ₹ 66.42 crore in the selected 20 GPs under the ten blocks of the five sampled districts[3]; and

- feedback obtained from 700 beneficiaries[4] drawn from 80 habitations (four habitations from each of the 20 selected GPs chosen through PPSWOR method with size measure as number of NRDWP works executed in the habitations).

The details of sample selection is given in Table 1.2.1 below and **Appendix 1.2.1**.

Table: 1.2.1 - Details of samples covered in audit

	Districts	PHE&WS divisional offices	Blocks	Gram Panchayats	Habitations	Beneficiaries	NRDWP schemes
Selected	5	7	10	20	80	700	75
Total number	16 (in the State)	24 (in the State)	32 (in the five selected districts)	685 (in the ten selected blocks)	149 (in the selected 20 Gram panchayats	in the 80 selected habitations	442 (in the selected five districts)

The Performance Audit commenced with an Entry Conference on 7 April 2017 with the Commissioner, PHE&WSD and other programme implementing officers, where the audit methodology, objectives, criteria, scope, etc., of the PA were explained. An Exit Conference was held with the Department on 5 December 2017 to discuss the audit findings contained in the draft PA Report. This PA Report was finalised after taking into account the views expressed by the Department during the Exit Conference and also incorporating the formal replies of the Department wherever received.

1.2.5 Audit Criteria

The audit findings were benchmarked against the following audit criteria:

- NRDWP Guidelines of 2009 and 2013 issued by MoDWS, GoI;
- Notifications, orders and circulars on NRDWP issued by the MoDWS, GoI;
- Uniform Drinking Water Quality Monitoring Protocol issued by the MoDWS, GoI;
- GoI/State Government orders relating to implementation of the NRDWP; and
- Physical and financial progress reported by the PHE&WSD to the MoDWS, GoI through the Integrated Management Information System (IMIS)[5].

1.2.6 Acknowledgement

The Indian Audit & Accounts Department acknowledges the co-operation and assistance provided by the Public Health Engineering & Water Supply Department, GoAP during conduct of this PA.

[3] During 2012-17, a total of 442 schemes were taken up (estimated cost ₹ 218.98 crore) under the NRDWP in the 32 blocks of the five selected districts. As on 31 March 2017, 407 of these schemes had been completed at a cost of ₹ 201.74 crore and 35 schemes were still ongoing.

[4] Minimum eight beneficiaries per habitation.

[5] https://www.indiawater.gov.in

Audit findings

The findings of the PA are discussed in the succeeding paragraphs.

1.2.7 Institutional mechanism for implementation of the programme

NRDWP guidelines issued by the MoDWS, GoI prescribed the following institutions at the State, District, Block and Habitation/Village level to be constituted to strengthen the existing institutional and delivery mechanism of the NRDWP and to make it responsive to the needs of the community.

1.2.7.1 State Water and Sanitation Mission (SWSM)

As per paragraph 12.4 of NRDWP Guidelines (2009), each State is required to constitute an SWSM[6]. The responsibilities of the SWSM include providing policy guidance, co-ordination with other government departments and other partners, monitoring and evaluation of physical and financial performance of schemes and maintaining the accounts for programmes and support funds, *etc.* The SWSM was also required to conduct review of the programme in the districts once in six months.

It was observed that the GoAP had constituted the SWSM headed by the Chief Secretary in July 2009. However, SWSM did not include members from Women & Child Development Department and Agriculture Department as required under the guidelines. Further, the SWSM conducted the requisite two meetings only in 2012-13. During 2013-17, against the eight meetings required to be held during this period, the SWSM met only once in each of the four years. To this extent, the regular monitoring, coordination and evaluation of the implementation of the NRDWP in the districts by the highest levels of the State machinery fell short of the extent as envisaged in the NRDWP guidelines.

1.2.7.2 State Level Scheme Sanctioning Committee (SLSSC)

Paragraph 12.4 of the NRDWP Guidelines (2009) requires every State to constitute a SLSSC. The SLSSC was responsible for approval of Annual Action Plan (AAP), sanction of new schemes and reviewing progress of on-going schemes. The Committee was to meet at least twice in a year.

In Arunachal Pradesh, the SLSSC chaired by the Secretary, PHE&WSD with nine other members[7] was constituted in June 2000. It was noticed that while the SLSSC conducted the requisite two meetings in 2012-13, the Committee met only once during each of the years 2013-14, 2014-15 and 2015-16. During 2016-17, the SLSSC did not conduct any meetings.

The Department accepted (December 2017) that no meetings of SLSSC were held during 2016-17.

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[6] To be headed by the Chief Secretary with Secretaries in-charge of PHED, Rural Development, Panchayati Raj, Finance, Health, Education, Women and Child Development, Water Resources, Agriculture, Information and Public Relations as members.

[7] 1. Commissioner/Secretary(PHE&WSD)-Chairman, 2. Chief Engineer(Design & Planning) (PHE&WSD)-Member Secretary, 3. Joint Secretary(PHE&WSD)- Member 4. Chief Engineer(CWC)NE-III- member, 5. Chief Engineer(Sanitation) (PHE&WSD)-Member, 6. Chief Engineer(Eastern Zone) (PHE&WSD)-Member, 7. Chief Engineer(Western Zone) (PHE&WSD)-Member, 8. Commissioner, Finance-member & 9. Representative from CGWB, GoI-member.

1.2.7.3 State Technical Agency (STA)

Paragraph 12.4 of NRDWP Guidelines (2009) envisages that the SWSM in consultation with MoDWS, GoI was to identify a reputed technical institution to be designated as the STA to provide technical support to the department in the State implementing the NRDWP for preparation of AAPs and designing scientific and cost effective rural water supply schemes.

The PHE&WSD in June 2014 notified the North Eastern Regional Institute of Science & Technology, Nirjuli, Arunachal Pradesh as the STA. Audit, however, observed that the Department did not involve the STA either in providing any technical inputs at the planning or designing stage of rural water supply schemes or for post evaluations of completed schemes during the period June 2014 to March 2017.

1.2.7.4 Water and Sanitation Support Organisation (WSSO)

Paragraph 12.4 of the NRDWP Guidelines (2009) required every State to set up a WSSO which was to be a registered under the Societies Registration Act to assist PRIs and VWSCs to take up Information, Education and Communication (IEC) and Human Resource Development (HRD) activities and take up evaluation and impact assessment studies and Water Quality Monitoring & Surveillance (WQM&S) activities through consultants.

Audit observed that though the WSSO was constituted in August 2009, it was yet to be registered under the Societies Registration Act as of March 2017. The set up of the WSSO prescribed under the NRDWP Guidelines and its actual composition was as under:

Table: 1.2.2 - Set up of the WSSO

Sl. No.	Post prescribed under the NRDWP Guidelines	Number of posts prescribed under the NRDWP Guidelines	Persons-in position as on 31 March 2017
1	Director	01	01
2	Consultant HRD	01	01
3	Consultant IEC	01	01
4	Consultant M&E	01	-
5	Consultant Hydrogeologist	01	-
6	Consultant WQM&S	01	01
7	Consultant Sanitation & Hygiene	01	01
8	Accountant	01	01
9	Data Entry Operator	02	02

It will be seen that out of the six consultants prescribed for the WSSO under the NRDWP Guidelines, only four (for HRD; Sanitation & Hygiene; WQM&S; IEC) were in position. Audit observed that consultants for monitoring and evaluation (M&E) and hydro-geologist had not been appointed since the inception of the WSSO in August 2009. As a consequence, the WSSO had not conducted any evaluation and assessment studies of the impact of the implementation of the NRDWP in the State nor had carried out any surveys and investigations of surface or subterraneous water formations in the State during 2012-17. To this extent, the effectiveness of the WSSO was negatively impacted.

1.2.7.5 District Water and Sanitation Mission (DWSM)

As per Paragraph 12.5 of NRDWP Guidelines (2009), a DWSM was to be constituted at the district level which was to function under the supervision, control and guidance of *Zilla Parishad*. The DWSM's responsibility was to prepare the District Water Security Plan (DWSP), formulate, manage and monitor NRDWP schemes.

Audit observed that DWSMs had not been constituted in any of the five districts covered under this PA and as such, there was no formulation, management and monitoring of NRDWP schemes at the district level as envisaged under the NRDWP Guidelines. In the absence of a DWSP, the schemes taken up under the NRDWP in the districts would have been unplanned and not taken up on a holistic basis to take into account the district's geological and physical features, available drinking water infrastructure and gaps, demographic, environmental and other related factors crucial for the effectiveness and sustainability of the schemes.

1.2.8 Planning

1.2.8.1 Strategic Plan

As per Paragraph 2.3 of Strategic Plan (2011-22) of MoDWS, GoI, targets for coverage of rural households under the NRDWP was as under:

Table: 1.2.3 - Targets for coverage of rural households

Targets	By 2017	By 2022
Provide with piped water supply	At least 50 *per cent*	At least 90 *per cent*
Have piped water supply with a household connection	At least 35 *per cent*	At least 80 *per cent*
Use of public tap	Less than 20 *per cent*	Less than 10 *per cent*
Use hand pumps or other safe and adequate private water sources	Less than 45 *per cent*	Less than 10 *per cent*
Access to and use adequate quantity of safe drinking water	all households, schools and *anganwadis*	--
Management of rural drinking water sources and systems by Panchayati Raj Institutions (PRIs and local communities	At least 60 *per cent*	100 *per cent*

(Source: Strategic plan (2011-22)

Each State was to formulate its own Implementation Plan depending on its needs, capacity and resources and establish a timeframe for achieving the above objectives. It was noticed that the Department had not prepared an Implementation Plan indicating the roadmap to achieve the targets set in the aforesaid Strategic Plan of the MoDWS, GoI.

1.2.8.2 Village Water Security Plan (VWSP)

As per Paragraph 13 of NRDWP Guidelines, Village Water and Sanitation Committees (VWSCs) were to be constituted at the village level whose task was to prepare the VWSP which was to be approved by the *Gram Sabha*. The VWSP was to be prepared on the basis of demographic, physical features, water sources, available drinking water infrastructure and gaps, O&M of sources and systems, etc. in the village.

Audit observed that though VWSCs had been formed in all the 20 GPs sampled in this PA, no VWSPs were prepared by them. Instead, an annual shelf of projects was being prepared every year by the District Water and Sanitation Committees without the

involvement of the VWSCs. Thus, the decentralized and participative planning process from the *Gram Sabha* level as envisaged under the NRDWP Guidelines was absent in the 20 GPs covered under this PA. This indicated that important inputs reflecting the ground situation and actual requirement was not adequately considered in the formulation and implementation of NRDWP schemes in the five sampled districts.

1.2.8.3 District Water Security Plan (DWSP)

Paragraph 13 of NRDWP Guidelines specifies that a DWSP was to be prepared by the District Water & Sanitation Mission (DWSM) after consolidating the VWSPs under the supervision, control and guidance of the *Zilla Parishad.* The DWSP was to be submitted to the SLSSC for approval.

Audit observed that although District Water and Sanitation Committees (DWSC) headed by Deputy Commissioners of the districts had been constituted in all districts of the State, DWSPs were not being prepared by DWSCs. Instead, as mentioned earlier, an annual shelf of projects was being prepared by the DWSCs and in which, the VSWCs were not involved.

The Department accepted the audit observation and stated (December 2017) that consultations and surveys for preparation of DWSPs was under process.

1.2.8.4 Comprehensive Water Security Action Plan (CWSAP)

Paragraph 14 of the NRDWP Guidelines (2009) require that a rolling five-year CWSAP should be prepared to provide sub-goals and priorities for water facilities in habitations during each financial year based on mutual consultation between the Central and State Governments.

Audit observed that the Department had not prepared any rolling five-year CWSAP. The fact that the Department was preparing Annual Action Plans (AAPs) without the CWSAP which in turn was to be based on village and district water security plans, indicated that the AAPs were not formulated on a sound basis.

1.2.8.5 Annual Action Plan (AAP)

The NRDWP Guidelines stipulates that AAPs were to be prepared to provide a definite direction to the NRDWP for achieving the goal of drinking water security for every rural household. The AAPs were to accord high priority to cover rural habitations where 0 - 25 *per cent* of the population had access to safe drinking water. Under the NRDWP, the target for supply/consumption of water was 40 litres per capita per day (lpcd) which was revised to 55 lpcd in August 2013. The target for coverage of the priority habitations in the AAPs of 2012-13 to 2016-17 vis-à-vis the actual achievement in these years was as under:

Table: 1.2.4 - Year-wise target and achievement of coverage of habitations

Percentage of population with access to safe drinking water	Total number of habitations in the State as on 31 March 2017	2012-13		2013-14		2014-15		2015-16		2016-17		Total	
		T	A	T	A	T	A	T	A	T	A	T	A
>0 <25	2,271	148	92	176	83	96	50	94	25	64	15	578	265
>25<50	1,196	61	20	67	25	62	31	54	29	29	5	273	110
>50<75	758	34	10	21	4	57	17	51	29	26	4	189	64
>75<100	416	6	3	11	6	15	7	25	4	15	1	72	21
100	2,910	43	13	29	15	18	14	38	11	42	15	170	68
Total	**7,582**	**292**	**138**	**304**	**133**	**248**	**98**	**262**	**98**	**176**	**40**	**1,282**	**528**

(Source: AAPs of the Department; T-Number of rural habitations targeted; A-Achievement)

From the above it can be seen that:

- Out of the total of 1,282 rural habitations targeted for coverage under the NRDWP during 2012-17, only 45 *per cent* (578 habitations) were priority habitations (where only 0 - 25 *per cent* of the population had access to safe drinking water). This statistic indicates that the AAPs formulated by the Department for the years 2012-13 to 2016-17 were deficient and not in conformity with NRDWP Guidelines as precedence was not given to habitations who were to be accorded priority for coverage under the NRDWP.
- As against the target of 578 priority habitations to be covered during 2012-17, the actual achievement was 265 habitations (46 *per cent*) under priority habitation (0-25 *per cent*).
- The target of 1,282 habitations to be covered under the NRDWP in the State during the five-year period from 2012-13 to 2016-17 was a mere 17 *per cent* of the 7,582 rural habitations in the State as on 01 April 2017. Given the number of rural habitations in the State, the AAPs should have been on a more ambitious scale.
- The actual coverage achieved was even more insignificant – as at the end of March 2017, only 265 (12 *per cent*) out of 2,271 habitations in the State where 0-25 *per cent* of the population had access to safe drinking water were covered under the NRDWP. The corresponding figures for the other category of rural habitations was 9 *per cent* (>25<50 percentage range); 8 *per cent* (>50<75 percentage range); 5 *per cent* (>75<100 percentage range); 2 *per cent* (100 percentage range).

With reference to the issue of coverage of priority habitations, the Department in reply stated (December 2017) that due to the need to ensure region-wise balance in distribution of NRDWP schemes, priority could not be given to coverage of priority habitations.

1.2.9 Fund Management

The NRDWP is funded by GoI and the State Governments on cost sharing basis as detailed below:

Table: 1.2.5 - Component-wise allocation of funds

Name of fund	Component	2012-13			2013-14 to 2014-15			2015-16 to 2016-17		
		Percentage share of NRDWP funds	Central Share (%)	State Share (%)	Percentage share of NRDWP funds	Central Share (%)	State Share (%)	Percentage share of NRDWP funds	Central Share (%)	State Share (%)
Programme	Coverage	45	90	10	47	90	10	47	90	10
	Water Quality	20			20			20		
	Operation & Maintenance	10	90	10	15	90	10	15	90	10
	Sustainability	20	100	0	10	100	0	10	90	10
Support	Support	3	100	0	5	100	0	5	90	10
	WQM&S	2	100	0	3	100	0	3	90	10

(Source: NRDWP Guidelines (2013)

Till 2013-14, funds allocated by GoI were routed through separate bank accounts operated by the SWSM for 'Programme' account and 'Support' account. The funding pattern was changed from April 2014 whereby the funds under the NRDWP allocated by GoI are routed through the State Finance Department, which then releases the programme funds to the implementing department.

The findings of audit on fund management are discussed below:

1.2.9.1 Fund flow and expenditure

Status of allocation/release of funds and expenditure under the NRDWP during 2012-13 to 2016-17 was as follows:

Table: 1.2.6 - Funds release and expenditure during 2012-17

(₹in crore)

Year	Opening balance	Due		Actual Release		Interest earned	Total fund available	Total Expenditure	Closing balance	% of expenditure
		Centre	State	Centre	State					
2012-13	6.52	223.25	21.98	225.84	20.00	6.51	258.87	240.59	18.28	93
2013-14	18.28	234.33	23.23	237.33	20.92	1.76	278.29	251.94	26.35	91
2014-15	26.35	99.85	8.48	109.83	15.46	2.32	153.96	135.95	18.01	88
2015-16	18.01	58.08	6.7	65.70	5.74	3.17	92.62	73.15	19.47	79
2016-17	19.47	100.89	15.94	110.85	7.11	0.64	138.07	119.49	18.58	87
Total		**716.40**	**76.33**	**749.55**	**69.23**	**14.40**		**821.12**		**98**

(Source: GoI's sanction orders and CA's Audited Accounts)

It would be noticed that:

- The GoI every year during the period 2012-17, released to the State more than what was its due share of NRDWP funds. Consequently during the five-year period, the State received a total of ₹ 749.55 crore against ₹ 716.40 crore which was actually to be allocated by GoI.
- On the other hand, during the same period the state government released ₹ 69.23 crore against its share of ₹ 76.33 crore.
- The utilisation of the funds ranged between 79 *per cent* and 93 *per cent* of the total funds available. The performance on this count was better in the earlier years of the period 2012-17.

1.2.9.2 Delay in release of funds by the State Government to SWSM

Paragraph 17 of NRDWP Guidelines (2013) read with sanction orders of GoI stipulate that the State should transfer the entire amount of central allocation received along with its matching share to the implementing agency(s) not later than 15 days of receipt of funds from GoI. In case of delay, penal interest at 12 *per cent* for the period of delay should be transferred by the State Government to the implementing agency.

GoI released funds directly to the SWSM upto 2013-14 but from 2014-15, funds were released by GoI directly to State Government, which in turn release the funds to SWSM. Position of release of funds from the State Government to SWSM during 2014-15 to 2016- 2017 was as below:

Table: 1.2.7 - Delay in release of funds

(₹in crore)

Year	GoI fund releases	Fund released by State Govt. to SWSM	Delays (in months)
2014-15	109.83	45.68	One to three months
2015-16	65.70	9.84	Four months
2016-17	110.85	18.00	Five months
Total	**286.06**	**73.52**	

(Source: Figures furnished by SWSM)

During the year 2014-17, GoI released ₹ 286.38 crore for various programme activities out of which, the State Government released ₹ 73.52 crore (26 *per cent*) to SWSM after delays ranging between one and five months. On account of this delay, the State Government was liable to pay ₹ 1.75 crore as penal interest to the SWSM but which it had not transferred to the implementing agency. Neither did the Department raise this issue with the State Government.

While accepting the audit observations, the Department stated (December 2017) that delays in release of funds by the State Government was due to lengthy budgetary and sanctioning process of the State's Finance Department.

1.2.10 Programme Implementation

As mentioned earlier, six components of the NRDWP are being implemented in the State *viz*. Coverage, Water Quality, O&M, Sustainability, Support and WQM&S. Audit observations are discussed in the preceding paragraph:

1.2.10.1 Coverage of rural households and habitations and PWS connections

Strategic Plan 2011-22 of the MoDWS, GoI envisaged that by March 2017, at least 50 *per cent* of rural households should be provided with piped water supply and at least 35 *per cent* of rural households should have piped water supply with a household connection.

With reference to the above milestones, departmental records indicated that as at the end of March 2017:

- out of total 7,582 habitations in the State, 3,620 habitations (48 *per cent*) had been provided with piped water supply (PWS) as against 50 *per cent* envisaged in the Strategic Plan; and

- out of 2,22,525 rural households in the State, only 11,032 households (5 *per cent*) had piped water supply with a household connection as against 35 *per cent* envisaged in the Strategic Plan.

1.2.10.2 Coverage of schools and anganwadis

Paragraph 9.8 of NRDWP Guidelines (2013) envisions all government schools and *anganwadis* to have access to safe drinking water supply by 2017.

Audit observed that as at the end of March 2012, out of 3,480 government schools and 5,515 *anganwadis* in the State, 2,057 schools (59 *per cent*) and 1,030 *anganwadis* (19 *per cent*) had been provided with safe drinking water supply leaving a balance of 1,423 schools and 4,485 *anganwadis*.

With respect to the latter two numbers, it was further noticed that the targets for coverage under the NRDWP in the ensuing years (2012-13 to 2016-17) was not of the magnitude required that would have ensured all government schools and *anganwadis* in the State would have access to safe drinking water supply by 2017. The figures in this regard are given below:

Table: 1.2.8 - Coverage of government schools/*anganwadis* with safe drinking water

Year	Government schools				Anganwadis			
	Nos. of schools without drinking water facilities	T	A	Shortfall	Nos. of anganwadis without drinking water facilities	T	A	Shortfall
2012-13	1,423	505	505	-	4,485	13	13	-
2013-14	918	382	336	46	4,472	0	0	-
2014-15	582	14	0	14	4,472	0	0	-
2015-16	582	0	0	-	4,472	0	0	-
2016-17	582	0	0	-	4,472	0	0	-
Total		**901**	**841**	**60**		**13**	**13**	**-**

(Source: IMIS data) T-Target A-Achievement

It will be seen that:

- against 1,423 government schools that were still left to be provided with safe drinking water supply as at the end of March 2012, only 901 schools (63 *per cent*) were targeted for coverage in the course of the next three years as against which 841 schools were actually covered;
- in 2014-15, not a single school was provided with safe drinking water supply although 14 schools were targeted in that year;
- although 582 schools were still to be provided with safe drinking water supply as at the beginning of 2015-16, not a single school was targeted for coverage in 2015-16 and 2016-17;
- out of the 4,485 *anganwadis* as at the end of March 2012 that were left to be provided with safe drinking water supply, only 13 *anganwadis* were targeted for coverage during 2012-13 and none were targeted for coverage in the next four years.

The position of safe drinking water supply in government schools and a*nganwadis* in five sampled districts as on 31 March 2017 was as under:

Table: 1.2.9 - Position of safe drinking water supply in government schools and a*nganwadis* in the sampled districts as on 31 March 2017

District	Total No. of schools	Schools	Anganwadis	
		Without safe drinking water supply (*per cent*)	Total No. of anganwadis	Without safe drinking water supply (*per cent*)
Papumpare	321	43(13)	511	421 (82)
Lower Subansiri	171	07(04)	214	94 (44)
West Siang	173	40(23)	381	364 (96)
West Kameng	196	32(16)	315	296 (94)
Changlang	300	103(34)	428	189 (44)
Total	**1,007**	**225(22)**	**1849**	**1364(74)**

(Source: IMIS data)

It can be seen that as at the end of March 2017:

- the percentage of schools still to be provided with safe drinking water supply ranged from 4 *per cent* (Lower Subansiri District) to 34 *per cent* (Changlang District);
- 225 (22 *per cent*) out of 1007 schools in these five districts did not have safe drinking water supply;
- the percentage of *anganwadis* still to be provided with safe drinking water supply ranged from 44 *per cent* (Lower Subansiri and Changlang districts) to 96 *per cent* (West Siang District); and
- 1,364 (74 *per cent*) out of 1,849 *anganwadis* in these five districts did not have safe drinking water supply.

Thus, in the light of the above statistics, it was evident that the State had still a long way to go in ensuring that all government schools and *anganwadis* in Arunachal Pradesh have access to safe drinking water supply, although under the NRDWP Guidelines, this was to have been achieved by 2017.

1.2.11 Operation and Maintenance (O&M)

1.2.11.1 Funds allotment for O&M

Paragraph 9.7 of NRDWP Guidelines permit that up to 15 *per cent* of NRDWP funds can be utilised for O&M.

Audit observed that during 2012-13 to 2016-17, ₹ 102.63 crore was allocated against ₹ 110.51 crore (13 *per cent* of total allocation ₹ 818.78 crore) that could have been allocated for O&M. Despite this however, the Department could spend only ₹ 88.33 crore of the ₹ 102.63 crore earmarked for O&M.

1.2.11.2 Low devolution of O&M funds to PRIs

Paragraph 9.7 of NRDWP Guidelines also state that all water supply schemes including distribution and other components within the village are to be maintained by the *Gram*

Panchayats (GP). For this, the States should devolve the required O&M fund to the PRIs for O&M of water supply schemes managed by them.

Audit observed that out of a total 407 water supply schemes completed during 2012-17 by the seven PHE&WS divisions in the five sampled districts at a cost of ₹ 201.74 crore, only 271 schemes had been handed over to the GPs. It was further noticed that only three divisions had provided funds to GPs/VWSCs for O&M of the water supply schemes handed over to them. The details are as under:

Table: 1.2.10 - Status of devolution of completed water supply schemes in the sampled districts as on 31 March 2017

Sl. No.	District	Division	No. of schemes completed during 2012-17	Cost of completed schemes (₹ in lakh)	No. of schemes handed over to VWSCs during 2012-17	Amount released for O&M during 2012-17 (₹ in lakh)	Funds provided to GP/VWSC for O&M by the division out of col. 7 (₹ in lakh)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1	Papumpare	Yupia	80	4,117.86	50	745.10	0
		Itanagar	36	1,809.51	35	1,000.39	0
2	Lower Subansiri	Ziro	62	3,411.89	2	483.60	0
3	West Kameng	Bomdila	58	3,082.02	28	282.25	0
4	West Siang	Aalo	73	2,809.58	63	566.16	8.73
5		Likabali	40	1,750.88	40	445.24	4.06
6	Changlang	Changlang	58	3,191.94	53	777.93	5.44
Total			**407**	**20,173.68**	**271**	**4,300.67**	**18.23**

It can be seen from the table that:

- 271 schemes out of 407 completed schemes were handed over to the concerned VWSCs by the seven divisions in the five selected districts during the period 2012-17;
- Water supply schemes were largely managed by the divisions as out of seven divisions test checked in five districts, only three divisions viz., Aalo, Likabali and Chnaglang transferred ₹ 18.23 lakh (One *per cent*) to concerned VWSCs out of ₹ 17.89 crore received for O&M during the five year period ;
- The remaining four divisions did not transfer any fund to the concerned VWSCs despite spending of O&M funds to the extent of ₹ 25.11 crore.

1.2.12 Water Quality

1.2.12.1 Coverage of Water Quality affected habitations

As per Paragraph 4 of NRDWP guidelines, water is defined as safe if it is free from biological contamination (guinea worm, cholera, typhoid, etc.) and within permissible limits[8] of chemical contamination (excess fluoride, brackishness, iron, etc.) as per standard set by Bureau of Indian Standard (BIS). For Water Quality Affected Habitations

[8] Permissible limit: Iron (1 mg/l), Arsenic (0.05 mg/l), Fluoride (1.5 mg/l), Nitrate (45 mg/l).

(WQAH), 20 *per cent* of annual funds was required to be allocated as per NRDWP Guidelines.

Audit observed that against the required allocation of ₹ 163.76 crore (20 *per cent* of ₹ 818.78 crore) for water quality affected habitations for the period 2012-17, only ₹ 3.07 crore was allocated for this period against which actual expenditure was ₹ 3.07 crore. This allocation was inadequate to tackle the problem of WQAHs as discussed in the succeeding paragraph.

1.2.12.2 Target and Achievement

Audit observed that the problem of WQAHs in the State are usually resolved by the Department by providing Piped Water Supply Schemes (PWSS) wherein provision was made for construction of Water Treatment Plant (WTP) besides other normal treatment procedures such as chlorination, gypsum treatment and also by setting up iron removal filters.

The target and achievement in coverage of WQAH in the State, during the 2012-17 was as under:

Table: 1.2.11 - Target and achievement of coverage of WQA habitations

Year	No. of WQAH as on 01 April of the year	Target for coverage	No. of WQAH actually covered through PPWS	No. of WQAH covered through other means	WQAH habitations yet to be covered
2012-13	115	0	0	1	114
2013-14	114	19	8	19	87
2014-15	87	46	5	0	82
2015-16	82	26	5	16	61
2016-17	61	16	4	0	57
Total		**107**	**22**	**36**	

(Source: IMIS data and Annual Action Plans 2012-17)

It will be seen that out of the above 115 WQAHs as at the beginning of 2012-13, 107 WQAHs were targeted for coverage during the period 2012-17. The achievement against the target was to the extent of 58 (54 *per cent*) habitations with a shortfall of 49 (46 *per cent*) habitations. Out of 58 habitations the problem of 22 WQAHs was solved by providing PWSS and the other 36 WQAHs through other means such as through iron removal filters. As on March 2017, 57 WQA habitations were yet to be covered.

While accepting the audit observations, the Department stated (December 2017) that the total number of WQAHs had gone upto 72 habitations as of March 2017 due to emergence of new WQA habitations. It further attributed the shortfall in coverage WQAHs to inadequate allocation of funds for O&M in the annual budgets.

1.2.13 Water Quality Monitoring and Surveillance

1.2.13.1 Water testing infrastructure and facilities

Paragraph 2 of the Uniform Drinking Water Quality Monitoring Protocol (UDWQMP) read with paragraph 10.4 of NRDWP Guidelines (2013) envisages that laboratories at State, District and Sub-Divisional level should be established for regular testing and

surveillance of water. Paragraph 5.3 of UDWQMP also stipulates that laboratories at all levels should be accreditation of the National Accreditation Board for Testing and Calibration of Laboratories (NABL) at an early date. Further paragraph 4.1 and 4.2 of UDWQMP requires that the State, District and Sub-Divisional laboratories should have the capability of analysing the prescribed range (number) of physical, chemical and microbiological parameters listed in the protocol. Paragraph 5.4.1 of the UDWQMP prescribes the staffing norms for State, District and Sub-Divisional laboratories.

Examination of records with respect to the above requirements revealed the following:

(i) The number of water testing laboratories in the State as on 31 March 2017 was as under:

Table: 1.2.12 - Position of water testing laboratories in the State and districts

Laboratory	Required Number	Available	Shortage
State Laboratory	1	1	-
District Laboratory	16	16	-
Sub-Divisional Laboratory	Not Available	30	-

(Source: PHE & WSD)

None of the above laboratories, however, had obtained NABL accreditation.

Inspection by Audit of the State laboratory and the laboratories of the five districts covered under this PA revealed significant shortfalls in the capacity of these laboratories to analyse the prescribed number of physical, chemical and microbiological parameters as listed in the UDWQMP as under:

Table: 1.2.13 - Position of no. of test parameters in the State and districts

Laboratories	Number of test parameters		Shortfall
	Prescribed under the UDWQMP	For which the laboratory was equipped to carry out	
State Laboratory	78	38	40
Papumpare	34	10	24
West Siang	34	10	24
Lower Subansiri	34	10	24
West Kameng	34	10	24
West Siang	34	10	24

(Source: PHE & WSD)

It can be seen from the above that:

- the State laboratory had the capability to analyse 38 of the prescribed 78 parameters.
- the five selected district laboratories had capacity to analyse only 10 parameters against the required 34 parameters.

Further, out of 43 machines/equipment prescribed UWWQMP for various tests, the State laboratory was not provided with six machines/equipment[9] whereas District laboratories were not provided with eight[10] out of the 35 prescribed machines/equipment.

(ii) Review of the manning (as on 31 March 2017) of the State and five district laboratories with respect to the manpower norms prescribed under the UDWQMP revealed that these facilities were understaffed as under:

Table: 1.2.14 - Details of staff position in State level laboratory

Category of post	Requirement as per UDWQMP	Available	(+) Excess/(-) Shortage
Chief Chemist/ Water Analyst	1	0	(-) 1
Senior Chemist/Water Analyst	1	1	0
Chemist/Water Analyst	2	2	0
Microbiologist	1	0	(-) 1
Sampling Assistant	2	0	(-) 2
Lab Attendant	2	0	(-) 2
Lab Assistant	3	3	0
Data Entry Operator	2	0	(-) 2
Total	**14**	**6**	**(-) 8**

(Source: Data furnished by State level Laboratory)

It can be seen from the table that:

- there was shortfall of eight staff against the requirement of 14 staff in the State laboratory; and,
- the important positions of Chief Chemist, Microbiologist and Sampling Assistant were lying vacant.

As per the UDWQMP, eight staff members are to be posted in each district level laboratory. Against the total of 40 personnel to be posted in the laboratories of the five districts under this PA, only six persons were actually deployed. The vacancies in these laboratories were to the extent as shown below:

Table: 1.2.15 - Details of staff position in District level laboratories

Category of post (No. of posts)	Position of manpower(+) Excess/(-) Shortage					
	Papumpare	West Siang	Lower Subansiri	West Kameng	Changlang	Total shortage
Chemist (5)	(-) 1	(-) 1	(-) 1	(-) 1	(-) 1	(-) 5
Bacteriologist (5)	(-) 1	(-) 1	(-) 1	(-) 1	(-) 1	(-) 5
Lab Assistant (10)	(-) 1	(-) 1	0	(-) 1	(-) 2	(-) 5
Sampling Assistant (10)	(-) 2	(-) 2	(-) 2	(-) 2	(-) 2	(-) 10
Lab Attendant (5)	0	(-) 1	(-) 1	(-) 1	(-) 1	(-) 4
Data Entry Operator (5)	(-) 1	(-) 1	(-) 1	(-) 1	(-) 1	(-) 5
Total	**(-) 6**	**(-) 7**	**(-) 6**	**(-) 7**	**(-) 8**	**(-) 34**

(Source: Data furnished by District level Laboratories)

[9] Inductively Coupled Plasma-Optical Emission Spectrometry (ICP-OES), Arsenic testing instrumentation (portable type), Uranium Analyzer (Digital), Kjeldal distillation Apparatus, PCR Machine and Reflux Apparatus/COD.

[10] Flame Photometer, UV-Visible Spectrophotometer, Atomic Absorption Spectrophotometer with electrode lamps, ICP-OES, Arsenic testing instrumentation, Fume coup board, Auto Burette & Auto-Pippette, Argon, Nitrogen & Oxygen Gas.

While accepting the audit observations, the Department stated (December 2017) that action has been initiated to appoint manpower which is under process.

It is recommended that due to paucity of technical staff in the State, State Government may consider getting water samples tested in other State Laboratories.

1.2.13.2 Water Quality Testing in State laboratory

As per Paragraph 5 of Annexure III of NRDWP guidelines (2013), 10 *per cent* of the samples tested in District Level Laboratories (DLLs) should be sent to the State Laboratory for further testing. Year-wise samples required to be tested by State laboratory *vis-à-vis* tests done by district labs are shown in the table below:

Table: 1.2.16 - Tests conducted by the State Laboratory

Year	Total Nos. of water samples tested in DLLs	Details of water samples tested by State Laboratory			
		Required	Actual	Shortfall	Percentage
2012-13	5113	511	State Laboratory was established in 2016.		
2013-14	9716	672			
2014-15	13318	1332			
2015-16	10590	1059			
2016-17	13292	1329	343	986	74
Total	**52029**	**5203**	**343**	**986**	**74**

(Source: IMIS)

As evident from the table above, the State Laboratory was established in 2016. As such only 343 water samples could be tested in the State Laboratory against the requirement of 5203 samples resulting in a shortfall of 74 *per cent* in sample testing during the period 2012-17. This indicated that the process of cross-verification at State laboratory was minimal and the accuracy of testing at DLLs could not be ensured.

1.2.13.3 Water Quality Testing in the five district laboratories

Paragraph 5 (Annexure III) of NRDWP guidelines (2013) read with Paragraph 5.2 of UDWQMP prescribes that all drinking water sources should be tested by district and sub-divisional laboratories at least twice a year (pre and post monsoon) for bacteriological contamination[11] and once a year for chemical contamination[12] and uploaded in the IMIS for regular monitoring.

Information furnished regarding the water quality testing carried out at District Laboratories during 2012-17 was as under:

[11] Total coliform and Faecal coliform
[12] Alkalinity, Chloride, Total hardness, Iron, Nitrate, Arsenic, Fluoride, *etc.*

Table: 1.2.17 - Details of bacteriological and chemical tests

District	Year	Total Nos. of water sources	Bacteriological Tests			Chemical Tests		
			Number of			Number of		
			Test prescribed	Test done	Contaminated samples	Test prescribed	Test done	Contaminated samples
Papumpare	2012-13	963	1,926	21	0	963	21	14
	2013-14	963	1,926	997	0	963	997	68
	2014-15	963	1,926	886	0	963	886	5
	2015-16	963	1,926	1,259	0	963	1,259	0
	2016-17	963	1,926	1,200	0	963	1,200	3
Total		**4,815**	**9,630**	**4,363**	**0**	**4,815**	**4,363**	**90**
West Siang	2012-13	2,271	4,542	351	0	2,271	351	175
	2013-14	2,271	4,542	1,066	0	2,271	1,066	11
	2014-15	3,330	6,660	2,140	11	3,330	2,140	116
	2015-16	3,351	6,702	1,627	1	3,351	1,627	4
	2016-17	3,355	6,710	1,870	0	3,355	1,870	1
Total		**14,578**	**29,156**	**7,054**	**12**	**14,578**	**7,054**	**307**
Lower Subansiri	2012-13	344	688	324	0	344	324	104
	2013-14	344	688	1,148	0	344	1,148	58
	2014-15	381	762	501	0	381	501	3
	2015-16	732	1,464	722	0	732	722	23
	2016-17	732	1,464	720	0	732	720	15
Total		**2,533**	**5,066**	**3,415**	**0**	**2,533**	**3,415**	**203**
West Kameng	2012-13	1,789	3,578	79	0	1,789	79	1
	2013-14	1,789	3,578	205	0	1,789	205	0
	2014-15	1,789	3,578	1,670	0	1,789	1,670	0
	2015-16	1,789	3,578	659	0	1,789	659	0
	2016-17	1,789	3,578	1,134	0	1,789	1,134	0
Total		**8,945**	**17,890**	**3,747**	**0**	**8,945**	**3,747**	**1**
Changlang	2012-13	1,056	2,112	254	0	1,056	254	79
	2013-14	1,056	2,112	270	2	1,056	270	43
	2014-15	1,056	2,112	410	2	1,056	410	25
	2015-16	1,056	2,112	319	0	1,056	319	9
	2016-17	606	1,212	511	0	606	511	29
Total		**4,830**	**9,660**	**1,764**	**4**	**4,830**	**1,764**	**185**

(Source: IMIS)

During 2012-17, as seen from above table:

- Papumpare district laboratory tested only 4,363 water samples (45 *per cent*) against the 9,630 samples required to be taken and tested for bacteriological contamination. There was no bacteriologically contamination found in any of the 4,363 water samples tested. Against 4,815 water samples to be tested for chemical contamination, 4,363 samples were actually tested and 90 samples tested positive for chemical contamination.
- West Siang district laboratory tested 7,054 water samples (24 *per cent*) against the required 29,156 samples required to be taken and tested for bacteriological contamination. Out of 7,054 samples tested, 12 samples (0.2 *per cent*) were found bacteriologically contaminated. Against 14,578 water samples to be tested for chemical contamination, 7,054 samples were actually tested and 307 samples tested positive for chemical contamination.
- Lower Subansiri district laboratory tested 3,415 water samples (67 *per cent*) against the required 5,066 samples required to be taken and tested for bacteriological contamination. Out of 3,415 samples tested, not a single sample was found bacteriologically contaminated. Against 2,533 water samples to be tested for chemical contamination, 3,415 samples were actually tested and 203 samples tested positive for chemical contamination.
- West Kameng District laboratory tested 3,747 water samples (21 *per cent*) against the required 17,890 samples required to be taken and tested for bacteriological contamination. Out of 3,747 samples tested, not a single sample was found bacteriologically contaminated. Against 8,945 water samples to be tested for chemical contamination, 3,747 samples were actually tested and one sample tested positive for chemical contamination.
- Changlang District laboratory tested 1,764 water samples (18 *per cent*) against the required 9,660 samples required to be taken and tested for bacteriological contamination. Out of 1,764 samples tested, four samples were found bacteriologically contaminated. Against 4,830 water samples to be tested for chemical contamination, 1,764 samples were actually tested and 185 samples tested positive for chemical contamination.

1.2.13.4 Field Testing Kits (FTKs)

As per Paragraph 5.1 of UDWQMP, all *Gram Panchayats* (GPs) and water quality testing laboratories should use Water Quality Field Test kits[13] for primary investigation.

Audit observed that the Department procured 10,742 FTKs (cost ₹ 278.72 lakh) for chemical testing and 4.50 lakh bacteriological vials (cost ₹ 84.24 lakh) for microbiological tests during 2012-13 to 2015-16. The status of distribution of FTKs and bacteriological vials in the test checked divisions was as under:

[13] FTK is used for Quantitative test which includes total hardness, total alkalinity and chloride tests, and Semi-quantitative tests for remaining parameters using colour comparison charts.

- In Likabali Division (West Siang) against 359 FTKs received by division, only 150 FTKs were distributed to Blocks/GPs during 2013-2017. Of the balance 209 FTKs in stock, 159 FTKs had already expired in September 2016.
- In Aalo Division (West Siang), out of 982 FTKs (including opening balance of 48 FTKs) received during 2012-2017 by the division, 738 FTKs were distributed. 87 unutilised FTKs out of the balance 244 FTKs had expired in 2015-16 and the remaining 157 FTKs were lying idle in stock since September 2016.
- In Changlang Division (Changlang), against 821 FTKs received by the division during 2012-2017, records of distribution of 60 and 110 FTKs received during the year 2012-13 and 2013-14 respectively could not be furnished to Audit. Out of balance of 651 FTKs (821 FTKs -170 FTKs), only 347 FTKs were distributed to Blocks/GPs during 2014-17. The balance 232 FTKs were lying idle in stock since September 2016 and 72 FTKs had expired in April 2017.
- Stock registers of 89,400 bacteriological vials received by four divisions (Itanagar: 22,500 vials; Aalo: 33,700 vials; Likabali: 11,700 vials; Changlang: 21,500 vials) during 2012-17 could not be made available for audit verification. Physical verification by Audit revealed that out of the 89,400 bacteriological vials, 34,700 vials received by the four divisions[14] were not distributed to GPs and all these vials had expired.

The above indicated deficiencies in the existing distribution mechanism. This also points to the lack of coordination between the divisions and the GPs/VWSCs.

1.2.14 Execution of Water Supply Schemes

1.2.14.1 Delay in completion of schemes

During the period 2012-13 to 2016-17, a total of 1,854 schemes[15] (estimated cost ₹ 745.44 crore) were taken up during this period in the State. As on 31 March 2017, 1,773 schemes were completed at a cost of ₹ 575.90 crore and the balance 81 were in progress.

A test check of records of the seven PHE&WS divisions in the five districts covered under this PA revealed that during the period 2012-17, a total of 442 schemes (estimated cost ₹ 218.97 crore) were taken up. As on 31 March 2017, 407 schemes were completed at a cost of ₹ 201.74 crore and the balance 35 schemes were in progress.

The status of execution of the schemes in the seven divisions test checked was as under:

Table: 1.2.18 - Statement of delay in completion of schemes

(₹ in lakh)

Sl. No.	Period of delays	Ongoing scheme		Completed schemes	
		No. of schemes (*per cent*)	Cost of project	No. of schemes (*per cent*)	Cost of project
1	5 to 12 months	18 (4)	961.83	64 (15)	6,223.93
2	12 to 36 months	14 (3)	662.96	15 (3)	3,147.84
3	36 to 60 months	3 (1)	99.47	6 (1)	238.89
4	Without delay	--	--	322 (73)	1,8268.96
	Total	**35 (8)**	**1,724.26**	**407 (92)**	**20,173.68**

(Source: Departmental records)

[14] Itanagar-14,000 vials, Aalo-7,500 vials, Likabali- 4,200 vials and Changlang- 9,000 vials.
[15] (60 ongoing + 1,794 new).

It will be seen that of the completed 407 schemes, 322 schemes (73 *per cent*) executed were completed within stipulated dates of completion. There was, however, substantial delay of 36 months to 60 months in respect of six schemes. In other schemes the delay ranged between 5 months and 36 months mainly on account of delay in release of funds by the State Government.

1.2.14.2 Lack of transparency in award of works

Rule 136(1) (vi), of General Financial Rules, 2017 (GFR) stipulate that no work shall be commenced without inviting tenders and formal execution of agreement with the contractors/suppliers. For works costing ₹ 5.00 lakh and above open tenders should be invited; and for work costing less than ₹ 5.00 lakh limited tender should be called.

A test check of records of the seven PHE&WSD divisions in the five sampled districts for the period 2012-2017 revealed that the Divisional Officers executed the 442 water supply schemes/projects (estimated cost ₹ 218.97 crore) by awarding the scheme/ projects (valued ₹ 9.00 lakh to ₹ 211.71 lakh) to various local contractors without inviting tenders. Division wise details are given in following table:

Table: 1.2.19 - Details of schemes executed without tendering procedure

(₹in lakh)

Sl. No.	Name of the district	Name of the Division	No. of schemes/projects	Estimated cost
1	Papumpare	Itanagar Division	36	1,809.51
		Yupia Division	88	4,308.04
2	Lower Subansiri	Ziro Division	66	3,716.82
3	West Siang	Aalo Division	76	3,107.40
		Likabali Division	47	2,081.23
4	West Kameng	Bomdila Division	66	3,347.48
5	Changlang	Changlang Division	63	3,527.46
		Total	**442**	**21,897.94**

(Source: Divisional records)

Award of works without inviting tenders was a serious violation of the codal provisions. Further, as tender procedure was not followed, competitive pricing and transparency was not ensured in award of these works by the Divisions. It was also noticed that formal agreements were not executed with the local contractors by the concerned Executive Engineers with these contractors.

Audit recommends that the Department fix responsibility and initiate disciplinary action against the divisional officers who awarded NRDWP works of the value of ₹ 203.21 crore without inviting tenders.

1.2.14.3 Doubtful expenditure

Rule 208 (ii), (iii) and 209 (ii) of General Financial Rules, 2017 stipulates that after purchase, all materials shall be counted, measured or weighed and subjected to visual inspection at the time of receipt to ensure that the quantities are correct and entered in the appropriate stock register. Further, a written acknowledgement of receipt of material issued shall be obtained from the indenting officer or his authorized representative at the time of issue of materials.

A check of vouchers of seven PHE&WS divisions in the five districts revealed that in five divisions[16], ₹ 24.42 crore was shown to have been incurred on procurement of various types of Galvanized Iron (GI) fitting items during 2012-17. The divisions, however, could not produce to Audit any stock registers showing actual receipt, issue and utilization of the GI fittings. In absence of the stock register, the actual receipt and utilization of the materials could not be vouchsafed in Audit. Under the circumstances, therefore, the receipt, issue and utilisation of GI fittings valuing ₹ 24.42 crore was doubtful.

The matter of non-maintenance of stock registers was a serious lapse and calls for investigation and appropriate action against the erring officials.

1.2.15 Monitoring and Evaluation

1.2.15.1 Discrepancies between IMIS data and physical records

Monitoring and evaluation are two important aspects for ensuring the success of any project. MDWS, GoI had adopted the Integrated Management Information System (IMIS) software for monitoring implementation of the NRDWP. Under IMIS, the data and information as prescribed by the Ministry from time to time, was to be uploaded by the concerned State agency in the relevant module.

A comparative analysis of the data uploaded in IMIS with that of data collected during field audit in five sampled districts revealed that there were large inconsistencies in data uploaded in IMIS and data maintained at the field offices as per details given below:

Table: 1.2.20 - Inconsistencies in data

Particulars	As per IMIS	As per physical records	Difference
No. of surface water bodies in sampled districts	3,080	7,895	4,815
No. of schools in the State	3,480	3,513	33
No. of schools with drinking water facilities in the State	2,898	2,877	21
No. of schools in selected GPs	84	55	29
No. of schools with drinking water facilities in selected GPs	67	42	25
No. of anganwadi s in selected GPs	89	75	14
No. of anganwadi s with drinking water facilities in selected GPs	33	32	1
No. of sub-divisional level labs in selected blocks	6	5	1
No. of staff available in district labs	13	6	7
No. of Water supply schemes implemented in sampled districts	837	442	395
No. of Water supply schemes completed in sampled districts	801	407	394
No. of ongoing schemes in sampled districts	36	35	1
No. of PWS schemes including schools in test checked GPs	137	107	30

In view of the discrepancies noticed above, the integrity of the data uploaded in the IMIS, which formed the basis of monitoring and evaluation and release of funds, was not reliable.

[16] Likabali, Bomdila, Yupia, Aalo and Ziro.

Department stated (December 2017) that the discrepancies are being cross checked and reconciled.

1.2.15.2 Review by SWSM

As per Para 8.0 of the NRDWP guidelines, the SWSM is required to review the programme in the districts once in six months to check and ensure that the water quality monitoring and surveillance programme was implemented in accordance with the norms and also that the community had been involved in analysis of water samples using field test kits.

Audit, however, observed that SWSM had not carried out any half yearly review of the programme in the five sampled districts during the five year period 2012-17.

1.2.15.3 Vigilance and Monitoring Committees

Para 19.2 of the NRDWP provides for constitution of Vigilance and Monitoring Committees at State, District and Village level may be set up to monitor the progress and exercise vigilance on implementation of the programme.

Audit, however, observed that in Arunachal Pradesh, Vigilance and Monitoring Committees at the State, District and Village levels had not been set up till the date of Audit (July 2017) in order to monitor the progress and exercise the vigilance on implementation of schemes.

1.2.15.4 Findings of Beneficiary Survey

Audit conducted a survey and obtained feedback from 700 respondents (of selected 80 habitations) under 20 selected GPs/VWSCs of the five districts covered under this PA in order to assess the issues impacting the beneficiaries *viz.*, availability, supply and adequacy of drinking water, water quality, etc. The survey was carried out through a pre-designed format and the findings were as under:

Table: 1.2.21 - Statement of findings of beneficiary survey

Particulars	No. of beneficiaries	*Percentage*
Beneficiaries having functional PWS in their habitation	679	97
Beneficiaries with Non-functional PWS in their habitation	12	2
Beneficiaries having household piped water supply connections	517	74
Beneficiaries getting water supply from public taps	162	26
Beneficiaries having insufficient water supply	271	39
Beneficiaries reported non collection of water samples for testing by the Department	671	96
No. of GPs not involved in water quality testing	11	55
No. of GPs not provided with FTKs	5	25

It can be seen from the above that 97 *per cent* of the respondents had a functional piped water supply in their habitation and 74 *per cent* of the respondents had piped water supply in their households. As high as 39 *per cent* of the respondents said they had insufficient water supply. 55 *per cent* of GPs surveyed were not involved in water quality testing and 25 *per cent* of GPs surveyed did not receive FTKs for water quality test.

1.2.16 Conclusion

The Department had not prepared water security plans at different levels as envisaged in the NRDWP guidelines. A five-year comprehensive rolling water security action plan and State specific policy framework were not prepared. As on 31 March 2017, out of total 7,582 habitations in the State, 2,910 habitations (38 *per cent*) were fully covered whereas 4,672 habitations (62 *per cent*) were still partially covered. Funds to the extent of ₹ 18.58 crore for programme implementation was lying unutilized with SWSM as of March 2017. The State Government was liable to pay ₹ 1.75 crore as penal interest to the SWSM due to delay in release of fund. Only 11,032 rural households (5 *per cent of* 2,22,525) had piped water supply with a household connection as against 35 *per cent* envisaged in the Strategic Plan. The State had still a long way to go in ensuring that all government schools and *anganwadis* in Arunachal Pradesh have access to safe drinking water supply. The guidelines required that O&M of water supply scheme to be maintained by the Gram Panchayats but the same were largely managed by the divisions. The State and District laboratories did not carry out water quality tests as mandated. There were instances of delay in completion of schemes, lack in transparency in award of works, etc. There was doubtful expenditure of ₹ 24.42 crore incurred on procurement of various types of Galvanised Iron (GI) fittings. The integrity of the data uploaded in the IMIS, which formed the basis of monitoring and evaluation and release of funds, was not reliable.

1.2.17 Recommendations

- The State Government should prepare the five year Comprehensive Plan to facilitate formulation of Annual Action Plan in a systematic manner for ensuring implementation of the schemes/projects in priority categories/areas.
- The State Government needs to ensure timely release of funds and ensure their utilization towards completion of projects in a time bound manner.
- The quality of the drinking water should be conducted by ensuring that the requisite range of tests are carried out at all water testing laboratories.
- Monitoring of SWSM and SLSSC may be strengthened and regular review of water supply schemes should be conducted keeping in view the programme objectives.

Compliance Audit

Department of Women & Child Development

1.3 'Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (RGSEAG)'

1.3.1 Introduction

In November 2010, the Government of India (GoI) launched the 'Rajiv Gandhi Scheme for Empowerment of Adolescent[17] Girls (RGSEAG)' or 'SABLA' under the platform of Integrated Child Development Services (ICDS) with the objectives of:

- enabling self-development and empowerment of adolescent girls (AGs);
- improving their nutrition and health status;
- spreading awareness on health, hygiene, nutrition, Adolescent Reproductive and Sexual Health (ARSH); family and child care, and
- mainstreaming out-of-school AGs into formal/non formal education, etc.

The RGSEAG has the following main components:

(i) Nutrition and

(ii) Non-Nutrition

- Iron Folic Acid (IFA) supplementation,
- Health check-up and referral services,
- Nutrition & Health Education (NHE),
- Counselling/Guidance on family welfare, ARSH, child care practices,
- Life skill education and accessing public services.

In Arunachal Pradesh, the RGSEAG was introduced as a pilot in January 2011in four districts of Arunachal Pradesh *viz.*, West Kameng, Papumpare, Lohit and West Siang districts.

The RGSEAG is implemented by Department of Women & Child Development (WCD) of the Government of Arunachal Pradesh (GoAP) through a network 28 ICDS projects and 1950 anganwadi centres (AWCs) in the four districts.

The Secretary, WCD, is responsible for overall direction and implementation of the RGSEAG and he is assisted by a Director at the State level. At the district level, Deputy Directors are responsible for the implementation of the scheme and they are assisted by Child Development Project Officers (CDPOs) and Supervisors of AWCs. Under the CDPOs, the AWCs carry out service delivery of the major components of the RGSEAG.

[17] Under the RGSEAG, an Adolescent Girl was defined as 11-18 age out-of-school girls as well as school going girls.

1.3.2 Audit Scope and Methodology

The Compliance Audit of the implementation of the RGSEAG in the four districts of the State, viz., Papumpare, West Kameng, West Siang and Lohit districts covering the period 2012-17 was conducted during April 2017 to June 2017. The audit was conducted through test-check of records of Director of WCD, four Deputy Directors and 16[18] CDPOs (out of a total of 28 CDPOs in the four districts). During 2012-17, an expenditure of ₹ 550.72 lakh was incurred on the RGSEAG in the four implementing districts (28 CDPOs) out of which expenditure incurred by the 16 selected CDPOs amounting to ₹ 349.43 lakh (63 *per cent*) was covered in this audit. Further, 80 AWCs (5 in each CDPO x 16 CDPOs) out of 1,293 AWCs in 16 CDPOs were selected for joint inspection of service delivery centres.

An Entry Conference was held on 06 April 2017 with Special Secretary, WCD, GoAP and Deputy Director, ICDS where the audit methodology, objectives, criteria, scope, etc., were explained. An Exit Conference was held with the Department on 04 December 2017 to discuss the audit findings. The replies of the Department wherever received have been incorporated in this Compliance Audit Report.

1.3.3 Audit Objectives

The Compliance Audit was conducted to examine whether:

- the Department had adequately planned for implementation of the RGSEAG;
- fund were utilized in a timely manner as per financial rules and RGSEAG Guidelines;
- the RGSEAG was implemented as per prescribed Guidelines and the objectives were achieved; and
- the monitoring mechanism was adequate and effective.

1.3.4 Audit Criteria

The audit findings were benchmarked against the following criteria:

- RGSEAG Implementation Guidelines of GoI;
- General Financial Rules 2005 and Orders; and
- Circulars/Orders issued by GoI as well as State Government on RGSEAG.

1.3.5 Audit Findings

The audit findings are discussed in the following paragraphs.

1.3.5.1 Identification of beneficiaries

As per the GoI's instruction (October 2010), the State Government was required to conduct baseline survey for identification of AGs under each AWC. The AWCs were also required to maintain registers for all AGs and update the same every six months.

[18] Papumpare (4 CDPOs out of 8 CDPOs), West Kameng (3 CDPOs out of 5 CDPOs), West Siang (6 CDPOs out of 11 CDPOs) and Lohit (3 CDPOs out of 4 CDPOs).

Scrutiny of records in the Directorate, WCD revealed that the Department conducted (November 2010) baseline survey in 26 CDPOs out of 28 CDPOs. However, there was no subsequent updation of data of AGs after every six months. In 80 AWCs jointly inspected by audit and departmental officials (5 in each CDPO x 16 CDPOs), the registers for recording and updating the details of AGs every six months were not found to have been maintained.

Audit further noticed that the data regarding the number of AGs in the four districts did not appear to be credible. It was seen that the number of AGs in the four districts indicated by the Directorate while projecting the budgetary requirements to GoI for the 'nutrition' component of the RGSEAG ('nutrition' component was to be funded on 50:50 basis between the Central and State governments), varied from the number of AGs for whom the funds were sanctioned by the GoAP (except in 2015-16) as is shown in the table below:

Table: 1.3.1 (i)

Year	No. of AGs in the four districts (28 CDPOs)	
	No. of AGs indicated in proposals submitted by GoAP to GoI	No. of AGs indicated in sanction orders of GoAP
2012-13	14,226	15,375
2013-14	14,226	17,397
2014-15	18,634	10,754
2015-16	10,670	10,670
2016-17	11,531	11,831

The above mismatch was also observed at the level of the 16 CDPOs covered in this compliance audit which was as under:

Table: 1.3.1 (ii)

Year	No. of AGs in 16 test-checked CDPOs	
	No. of AGs indicated in sanction orders of GoAP	As per CDPO's records
2012-13	11,472	7,116
2013-14	13,269	6,699
2014-15	8,365	7,711
2015-16	8,155	7,577
2016-17	8,941	7,600

Thus, it was clear that:

- the Department did not have reliable data regarding the number of AGs eligible for coverage under the RGSEAG. As the age of beneficiaries is bound to change continuously, regular surveys would have ensured that new girls who have attained adolescence are not deprived of benefits under the RGSEAG while those AGs who have attained adulthood are phased out of the RGSEAG.

1.3.5.2 Release of funds and expenditure

(a) The funding of the 'nutrition' component of the RGSEAG was on 50:50 sharing basis between the Central and State Governments and 'non-nutrition' component was fully funded by Central Government. From 2015-16 onwards, the funding pattern for both the components was changed to 90:10 between the Central and State Governments.

The status of funds released by Central and State Government during 2012-17 for all 28 CDPOs was as shown below:

Table:1.3.2 (i)

(₹in lakh)

Year	Nutrition Component				Non-Nutrition Component				Total		
	Central share*	State share	Released by Central	Released by State	Central share**	State share	Released by Central	Released by State	Amount due (2+3+6+7)	Actual release (4+5+8+9)	Total Expen-diture
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
2012-13	115.31	115.31	28.86	0.00	106.40	NA	106.40	NA	337.03	135.26	135.26
2013-14	130.48	130.48	14.43	0.00	106.40	NA	87.97	NA	367.36	102.40	102.40
2014-15	80.66	80.66	49.31	14.03	106.40	NA	71.63	NA	267.71	134.97	134.97
2015-16	144.05	16.01	35.85	0.00	95.76	10.64	42.56	0.00	266.45	78.41	78.41
2016-17	159.72	17.75	35.61	7.15	95.76	10.64	47.88	9.04	283.87	99.68	99.68
Total	**630.21**	**360.20**	**164.06**	**21.18**	**510.72**	**21.28**	**356.44**	**9.04**	**1,522.41**	**550.72**	**550.72**

(Source: Compiled from records of Director, WCD)
**Calculated by Audit taking number of AGs as sanctioned by GoI @ ₹5/- per AG for 300 days in a year*
***@₹ 3.80 lakh per CDPO per year as prescribed under the RGSEAG Guidelines*

During 2012-17, against ₹ 1,522.41 lakh which was to be released by GoI/State for RGSEAG, only ₹ 550.72 lakh (36 *per cent*) was released. There was a shortfall of ₹ 971.69 lakh (64 *per cent*). While the shortfall of Central share was to the extent of 30 *per cent* and 74 *per cent* for 'non-nutrition' and 'nutrition' components respectively, the shortfall in State share was even higher at 57 *per cent* and 94 *per cent* for 'non-nutrition' and 'nutrition' components respectively during the period 2012-17. The shortfall in release of funds had adverse impact on the level of services delivered by the CDPOs on supplementary nutrition, health check-up, nutrition, health education, etc., as discussed in the subsequent paragraphs.

Further, Audit observed that funds were released by the Department to the CDPOs with a delay ranging from three to eight months during the five-year period 2012-13 to 2016-17. The expenditure incurred by 16 CDPOs covered in this audit was ₹ 140.69 lakh for 'nutrition' component and ₹ 208.80 lakh for 'non-nutrition' component. It was observed that the expenditure under the 'nutrition' component (₹ 140.69 lakh) was made in accordance with the sanction orders and RGSEAG guidelines. However, only four CDPOs (Aalo East, Kaying-Payum, Liromoba and Basar) out of 16 CDPOs had incurred item-wise details of expenditure of ₹ 52.20 lakh for 'non-nutrition' component of the RGSEAG. In the remaining 12 CDPOs, the details of expenditure of ₹ 156.60 lakh incurred under each item of the 'non-nutrition' component of the scheme were not being maintained as required under the RGSEAG.

The Department stated (November 2017) that sanction orders had clearly spelt out item-wise provision of funds, and as for non-compliance by CDPOs, further instructions would be issued for future compliance.

1.3.5.3 Provision for 'nutrition' component in 16 CDPOs

(a) As per Para 6.1.1 of RGSEAG, each entitled AG (11-18 out-of-school and 14-18 school going girls) was to be provided under the 'nutrition' component at the rate of ₹ 5.00 per day for receiving required calories and protein for 300 days in a year.

The fund requirement as per the scheme guidelines and actual allotment in the four districts (28 CDPOs) is as given below:

Table: 1.3.2 (ii)

Year	Eligible AGs[19]	Fund requirement as per scheme guidelines (Col. 2 x ₹ 5 x 300days) (₹ in lakh)	Actual Allotment (₹ in lakh)	Percentage of funds provided	Share of each beneficiary per day in ₹ as per actual allotment of funds
1	**2**	**3**	**4**	**5**	**6**
2012-13	15,375	230.63	28.83	13	0.63*
2013-14	17,397	260.96	14.35	6	0.28
2014-15	10,754	161.31	63.34	39	1.96
2015-16	10,670	160.05	35.85	22	1.12
2016-17	11,831	177.46	42.76	24	1.20
Total		**990.41**	**185.13**[20]		

*(Source: Compiled from records of Director, WCD); * (Actual Allotment /No. of AGs)/300 days*

From the above table, it is clear that during 2012-17, the funds provided for the 'nutrition' component of the RGSEAG ranged between 6 *per cent* and 39 *per cent* of requirement indicating a huge shortfall in allotment of funds against the requirement as stipulated in the RGSEAG guidelines. As a result, against the entitlement of ₹ 5 per day for each AG, the actual allotment worked out between ₹ 0.28 to ₹ 1.96 per day during the period 2012-17.

(b) The position of allocation of fund for 'nutrition' component in the 16 CDPOs covered under this compliance audit during 2012-17 was as indicated below:

Table: 1.3.3

Year	Actual allotment for 'nutrition' component for 16 CDPOs (₹ in lakh)	Actual no. of AGs as per CDPOs record	Share of each AG per day in ₹
1	**2**	**3**	**4**
2012-13	21.51	7,116	1.00
2013-14	10.95	6,699	0.54
2014-15	48.73	7,711	2.01
2015-16	27.32	7,577	1.20
2016-17	32.19	7,600	1.41
Total	**140.70**		

(Source: Compiled from records of Director, WCD)

It will be seen from the above that as against the entitlement of ₹ five per day for each AG, the actual allotment worked out between ₹ 0.54 to ₹ 2.01 per day during the period 2012-17 in the case of the 16 CDPOs.

The Department stated (November 2017) that full entitlement for 'nutrition' component could not be provided to the beneficiaries due to less release of funds by Central and State Government.

1.3.5.4 Iron Folic Acid (IFA) supplementation

IFA supplementation is required for combating anaemia and enhancing adolescent growth. As per paragraph 6.2 of the RGSEAG guidelines, the IFA supplementation should be given two tablets once a week to all the *out-of-school* adolescent girls through AWCs.

[19] No. of AGs taken from sanction orders of the GoAP.

[20] Excluding allowable administrative expenditure of ₹ 7,747.00 incurred in the Directorate office as intimated by WCD to Audit.

Audit worked out the requirement and actual procurement of IFAs in the 16 CDPOs covered in this audit during 2012-17 which was as under:

Table: 1.3.4

Year	No of eligible out-of - school AGs	No. of tablet requirement as per guidelines (Col. 2 x 52 weeks x 2 tablets)	No. of tablets procured by the 16 CDPOs
1	**2**	**3**	**4**
2012-13	843	87,672	36,020
2013-14	911	94,744	27,480
2014-15	1021	1,06,184	23,910
2015-16	909	94,536	25,460
2016-17	924	96,096	59,740

(Source: Compiled from records of 16 test-checked CDPOs)

It will be seen that for all the five years, the actual procurement of IFA tablets was less than the requirement – the shortage ranged from 23 *per cent* (23,910 out of 1,06,184) to 62 *per cent* (59,740 out of 96,096). This would have led to the eligible AGs receiving less than the recommended dosage of IFA tablets which would have adversely impacted their adolescent growth.

1.3.5.5 Health Check-up of adolescent girls on '*Kishori Diwas'*

AGs face numerous risks and problems relating to reproductive and sexual health, including sexually transmitted infections and HIV/AIDS, substance abuse, nutritional, psychological and behavioural problems, emotional changes, etc., during the period of adolescence. As per paragraph 5.3 of the RGSEAG Guidelines, a general health check-up of all AGs was to be organised at least once in every three months on '*Kishori Diwas'* (special health day) in collaboration with Auxiliary Nurse Midwives (ANM) and other health functionaries.

The position of '*Kishori Diwas'* observed in the 16 test-checked CDPOs during 2012-13 to 2016-17 was as indicated below:

Table: 1.3.5

Year	No. of AWCs	Required No. (No. of AWC x 4 times in a years)	No. of Kishori Diwas celebrated	Shortfall	Percentage of Shortfall
2012-13	1,293	5,172	1,898	3,274	63
2013-14	1,293	5,172	1,775	3,397	66
2014-15	1,293	5,172	1,275	3,897	75
2015-16	1,293	5,172	1,416	3,756	73
2016-17	1,293	5,172	1,124	4,048	78
Total	**6,465**	**25,860**	**7,488**	**18,372**	**71**

(Source: Compiled from records of 16 test-checked CDPOs)

Audit observed that the 16 CDPOs organized 7,488 '*Kishori Diwas'* against requirement of 25,860. The health screening of AGs with regard to reproductive and sexual health, sexually transmitted infections, HIV/AIDS, etc., would not have been to the extent and degree envisaged in the RGSEAG Guidelines against the backdrop of a shortfall of holding 18,372 (71 *per cent) 'Kishori Diwas'*.

1.3.5.6 Mainstreaming out-of-school girls into schools

Education is the overarching objective of the RGSEAG which was to effect convergence with the education system and would also monitor progress on enrolment of *out-of-school* AGs.

The year-wise enrolment as against the total number of *out-of-school* girls in eight out of the 16 CDPOs covered under in this compliance audit during 2012-17 was as given below:

Table: 1.3.6

Year	Nos. of out-of-school AGs in 16 CDPOs	Nos. of out-of-school AGs admitted into schools in 8 CDPOs (%)	Shortfall
2012-13	843	21(2)	822
2013-14	911	9 (1)	902
2014-15	1021	22 (2)	999
2015-16	909	20 (2)	889
2016-17	924	10 (1)	914

(Source: Compiled from records of 16 test-checked CDPOs)

From the table above, it can be seen that:

- in absolute terms, the number of out-of-school AGs in the 16 CDPOs had risen from 843 (2012-13) to 924 (2016-17);
- the number of out-of-school AGs admitted to schools every year was a fraction of the total number out-of-school AGs and ranged from just one *per cent* (2013-14) to two *per cent* (2015-16); and
- 20 AGs were admitted to schools in 2015-16 and this number came down to 10 in 2016-17.

The Department stated (November 2017) that the out-of-school girls were reluctant to join schools even after counselling because of their poor family background, engaging in household works, farming activities etc.

The fact that enrolment of out-of–school AGs took place only in 8 out of the 16 CDPOs and the Department's reply, clearly indicated that efforts for enrolment of out-of-school AGs needed to be drastically stepped up.

1.3.5.7 Capacity building

As per paragraph 8.1 of RGSEAG Guidelines, various components of the RGSEAG should be implemented by ICDS functionaries after being RGSEAG related training.

The position of training provided to the ICDS functionaries at district level to village level in 16 out of the 28 CDPOs in all the four districts as on March 2017 was as indicated below:

Table: 1.3.7

Sl. No.	District	Dy. Directors		CDPOs		AWWs	
		Total	Training imparted(*per cent*)	Total	Training imparted (*per cent*)	Total	Training imparted (*per cent*)
1	Papumpare	1	1 (100)	4	4 (100)	302	0 (0)
2	West Kameng	1	1 (100)	3	1 (33)	238	0 (0)
3	West Siang	1	0 (0)	6	0 (0)	430	0 (0)
4	Lohit	1	0 (0)	3	1 (33)	323	0 (0)
Total		**4**	**2 (50)**	**16**	**6 (38)**	**1293**	**0 (0)**

(Source: Compiled from records of 16 test-checked CDPOs)

From the above, it can be seen that while RGSEAG – related training was provided to some extent at the Deputy Director and CDPO level, no training was imparted at the level of anganwadi workers (AWW).

1.3.5.8 Deficiencies in submission of Monthly Progress Report

RGSEAG Guidelines provide that a monthly progress report is to be furnished by the AWW to the Supervisor of the anganwadi center (AWC). These reports were to be consolidated by the Supervisor of the AWC and sent to the CDPO. The CDPO will further consolidate the reports of the Supervisors and send the consolidated report to the Deputy Director (DD) who in turn will consolidate the reports of the CDPO of his district and send the same to the Director, WCD.

Audit, however, observed the DDs of the four districts did not play any role in the compilation of monthly progress reports. Instead, CDPOs prepared the monthly progress reports at their level and forwarded them to the WCD without obtaining reports from the Supervisors and AWWs and without routing the reports through the DDs. Thus, the reports of the CDPOs did not reflect the actual services provided under the RGSEAG at the ground level and the monitoring by DDs would not have been to the extent required.

The Department stated (November 2017) that instructions would be issued to all concerned for compliance with the RGSEAG Guidelines regarding preparation and consolidation of monthly progress reports.

1.3.6 Conclusion

None of the 80 AWCs inspected under the selected 16 CDPOs out of 28 CDPOs maintained the prescribed registers for recording details of AGs and the services delivered. There was a huge shortfall in allotment of funds provided for the 'nutrition' component. As a result, against the entitlement of ₹ 5 per day for each AG, the actual allotment worked out between ₹ 0.28 to ₹ 1.96 per day during the period 2012-17. The actual procurement of IFA tablets was less than the requirement – the shortage ranged from 23 *per cent* to 62 *per cent* which would have adversely impacted the adolescent growth of AGs. There was shortfall (71 *per cent)* in conducting '*Kishori Diwas'*. Eight out of 16 selected CDPOs[21] did not enrol any *out-of-school* AGs during 2012-17. The number of out-of-school AGs admitted to schools every year in the remaining eight CDPOs was just a fraction of the total number out-of-school AGs. The CDPOs prepared

[21] Itanagar; Naharlagun; Sagalee; Aalo East; Likabali; Gensi; Basar and Dirang.

the monthly progress reports at their level and forwarded them to the WCD without obtaining reports from the Supervisors and AWWs and without routing the reports through the DDs. Thus, the reports of the CDPOs did not reflect the actual services provided under the RGSEAG at the ground level.

The findings of this CA as summarised above, was based on an examination of the records of 16 CDPOs (covering 1293 AWCs).

It is recommended that the State Government can carry out a similar exercise with respect to remaining 12 CDPOs (covering 657 AWCs), left out in Audit, to assess the extent of the various shortcomings pointed out in the implementation of the RGSEAG in the four districts of the State so that the objectives of enabling self-development and empowerment of AGs and improving their health status are achieved.

Public Health Engineering & Water Supply Department

1.4 Unfruitful expenditure

EE, PHE & WS, Seppa division issued supply/work orders to the tune of ₹ 786.34 lakh without calling for tenders and expenditure of ₹ 1,140.43 lakh incurred so far was unfruitful as the project scheduled to be completed in March 2014, was still incomplete.

Ministry of Development of North Eastern Region (DoNER), Government of India accorded (March 2011) administrative and financial approval of ₹ 1,485.25 lakh for the project 'Water Supply at Chayang-Tajo Township' on 90:10 cost sharing basis between the Central and State Government. The project's objective was to provide potable drinking water in Chayang-Tajo township (population of 1,433 as per census 2001). The work was stipulated to be completed by March 2014.

As of March 2016, a total amount of ₹ 1,140.43 lakh (Central: ₹ 1,048.30 lakh and State: ₹ 92.13 lakh) had been released and spent for the project as under:

Table: 1.4.1

(₹ in lakh)

Sl. No.	Total Sanction Amount	Central Share		State Share	
		Released Amount	Release date	Released Amount	Release date
1	1,485.25	533.30	16.03.2011	12.13	22.03.2012
2		515.00	23.03.2015	35.00	02.03.2013
3				45.00	11.03.2014
Total	**1,485.25**	**1,048.30**		**92.13**	

Scrutiny (September 2016) of records of the Executive Engineer (EE), Public Health Engineering & Water Supply (PHE&WS), Seppa Division revealed that:

- the work commenced in November 2011 without the competent authority's technical sanction for the work;
- 188 work orders valuing ₹ 786.34 lakh were issued to 39 local contractors/ suppliers without inviting tenders (two work orders valuing another

₹ 549.29 lakh[22] were issued to two contractors/suppliers after invitation of tenders);

- the EE failed to recover ₹ 82.91 lakh[23] from the final bills of six contractors this amount being the cost of the cement and steel issued to the contractors.
- As per Quarterly Progress Report (March 2016), the physical progress of the work was 80 *per cent* and financial progress was ₹ 1,140.43 lakh.

In reply (September 2017), the Department stated that recovery of the cost of materials of ₹ 82.91 lakh would be made from M/s Hills Engineering as ₹ 195.14 lakh was yet to be released to the firm. The Department's reply was grossly incorrect as the recovery of ₹ 82.91 lakh was to be recovered from six other contractors and not from M/s Hills Engineering.

The fact also, remains that the project was taken up without the technical sanction of the competent authority; work/supply orders to the value of 53 *per cent*[24] of the total project cost were issued to local contractors/suppliers without call of tenders; the expenditure of ₹ 1,140.43 lakh incurred so far was unfruitful; and, the project which should have been completed in March 2014 was still incomplete (as of September 2016) thereby depriving the populace of Chayang-Tajo township of the benefits envisaged from the project.

This audit para pertains to the lapses in one specific project executed by Executive Engineer (EE), Public Health Engineering & Water Supply (PHE&WS), Seppa Division.

The State Government may identify similar incomplete projects/on-going works where inspite of huge expenditure, the public has not benefitted from the projects for long periods and review such delayed projects and take steps for their early completion so as to make them operational.

[22] a) North Eastern Tubes limited: ₹ 274.68 lakh for procurement of pipes.
b) M/S Hill Engineering: ₹ 274.56 lakh for tender for construction of various items of the work.

[23] (cost of 354.624 MT cement:₹ 60.72 lakh + cost of 364.704 quintal Steel: ₹ 22.19 lakh).

[24] ₹ 786.34 lakh being value of work/supply orders issued without tendering as a percentage of ₹ 1,485.25 lakh being the sanctioned cost of the project.