

CHAPTER-II

ECONOMIC SECTOR

CHAPTER II : ECONOMIC SECTOR

2.1 Introduction

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

The names of the major State Government departments and the Budget provision and expenditure of the State Government under Economic Sector during the year 2016-17 are given in the table below:

Table 2.1.1: Budget provision and expenditure of major departments

(₹ in crore)

Sl. No.	Name of Department	Budget provisions (Original and Supplementary)	Expenditure
1.	Public Works	788.80	745.14
2.	Agriculture	512.61	259.28
3.	Planning	566.05	234.70
4.	Community & Rural Development	1296.36	1262.36
5.	Power	223.81	138.16
6.	Forest	158.27	124.09
7.	Industries	213.47	156.75
8.	Mining & Geology	73.73	68.61
9.	Fisheries	59.14	27.10
10.	Co-operation	43.12	24.06
11.	Soil Conservation	253.07	128.61
12.	Animal Husbandry and Veterinary	125.04	95.89
13.	Tourism	32.69	25.73
		4346.16	3290.48

Source: Budget Estimates, Appropriation Acts and Appropriation Accounts

2.1.1 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, assessment of overall internal controls and concerns. Audit of 21 auditee units were conducted during 2016-17 involving expenditure of ₹ 1887.33 crore (including expenditure pertaining to previous years audited during the year) of the State Government under Economic Sector. The chapter contains a paragraph on 'Implementation of Border Areas Development Programme in Meghalaya' and two other Compliance Audit paragraphs.

COMPLIANCE AUDIT PARAGRAPHS

BORDER AREAS DEVELOPMENT DEPARTMENT

2.2 Implementation of Border Areas Development Programme in Meghalaya

2.2.1 Introduction

The Department of Border Management, Ministry of Home Affairs, Government of India (GoI), has been implementing the Border Areas Development Programme (BADP), a Centrally Sponsored Scheme through the State Governments as part of a comprehensive approach to Border Management. The programme aims to meet the development needs of the people living in remote and inaccessible areas situated near the international border and to saturate the border areas with the required essential infrastructure through convergence of Central/State/Local schemes and participatory approach. BADP is a major intervention strategy of the Central Government to bring about a comprehensive development of border areas by supplementing the State Plan funds to bridge the gaps in socio-economic infrastructure on one hand and by improving the security environment in border areas on the other. Since 2008, BADP covers all the States which share an international land border with the neighboring countries. In Meghalaya, the BADP had been implemented since 1993-94 and it was implemented in eight districts, 14 border blocks having a total length of 443 km of international boundary with Bangladesh and covered an area of 8860 Sq.km. Border Areas Development Department (BADD) notified 1523 villages as border villages located along the international border with Bangladesh during June 1992. The list was revised to 1692¹ villages in March 2015.

2.2.2 Organisational structure

Border Areas Development Department (BADD) is the nodal department for planning and implementation of BADP in the State, which is headed by Commissioner and Secretary. The various agencies responsible for planning and implementation of BADP at State, District and Block levels are depicted in the table below:

Table 2.2.1: Agencies responsible for planning and implementation of BADP

Level	Agency	Headed by	Role/responsibility
State	State Level Screening Committee (SLSC)	Chief Secretary of the State	<ul style="list-style-type: none"> • Finalisation of list of schemes/projects for implementation under BADP and approval of Annual Action Plan for submission to GoI. • Development of an institutional system for inspection of BADP.
	Border Areas Development Department (BADD)	Commissioner and Secretary	<ul style="list-style-type: none"> • Receipt of funds from Finance Department and disbursement to District Magistrate/ Deputy Commissioner. • Appointment of Third Party Inspection for independent feedback on quality of works and other related issues. • Review on the quality and progress of BADP works.

¹ 1053 were strategic villages i.e. located within 10 km (crow fly distance) from the International border and 639 were non-strategic villages i.e. located beyond 10 km but within 20 km from the border.

Level	Agency	Headed by	Role/responsibility
District	District Level Coordination and Screening Committee (DLC&SC)	Deputy Commissioner	<ul style="list-style-type: none"> • Conduct of base-line survey in all border villages and preparation of village wise plan. • Timely preparation and submission of district Annual Action Plan. • Holding individual meeting with line departments to avoid overlapping of BADP scheme with other schemes. • To arrange for convergence of BADP scheme with other schemes. • Monitoring of works under BADP and timely release of funds to BADOs.
Block		Border Areas Development Officer	<ul style="list-style-type: none"> • Submission of Utilisation Certificate (UC) to DC for timely release of funds. • Issue of work orders and regular inspection to ensure timely completion of works under BADP.

BADP was implemented by the Nodal Department and other agencies *viz* (i) Border Security Force (BSF) for implementation of security related schemes and (ii) Meghalaya State Skill Development Society (MSSDS) for implementation of Capacity Building/ Skill Development.

2.2.3 Sample selection, Scope and Audit Methodology

For the purpose of this audit, two districts *viz* East Khasi Hills and West Jaintia Hills districts were selected using Probability Proportionate to Size Without Replacement (PPSWOR). From East Khasi Hills district, out of the four border blocks two border blocks *viz* Sohra and Pynursla blocks were selected using Simple Random Sampling Without Replacement (SRSWOR) and from West Jaintia Hills district, Dawki being the lone border block was automatically selected. Fifteen villages from the selected border blocks² were selected using SRSWOR for the purpose of Joint Physical Verification of BADP projects. The details of the 15 selected villages is given in **Appendix-2.2.1**. The selected border districts, blocks and villages are as under:

Table 2.2.2: Details of Border Districts, Blocks and Villages selected for audit

Total No of border districts	Border district selected for audit	No of border blocks in the district	Name of border blocks selected for audit	Five villages selected from each of the selected border block
8	East Khasi Hills	4	Sohra	Bholaganj, Umsawmaskon, Kurikhal, Laitkynsew and Diengsiar Mawlong
			Pynursla	Lapalang (A&B), Nongkyndah, Mawlyndun, Pomshutia and Mawbeh
	West Jaintia Hills	1	Dawki	Lamin, Pamtdong, Bhoi Kyrweng, Nongbareh Rim and Amlamet

Audit on BADP commenced with an Entry Conference held on 11 April 2017, wherein the audit objectives, criteria, scope and methodology were explained to the Joint Secretary cum Director of BADD and other officers of the Department. Field work was conducted (June to August 2017) covering the period from 2012-13 to

² Five villages from each selected border block.

2016-17 by examining the records of the Commissioner & Secretary, BADD, Director of BADD, Deputy Commissioners (DCs) of selected districts, Border Areas Development Officers (BADOs) of selected blocks, Chief Executive Officer (CEO) of MSSDS and Inspector General of Border Security Force (IG-BSF). Joint Physical Verification (JPV) of BADD works implemented in 15 selected villages was also conducted jointly along with the village authorities and respective BADOs. The findings of the JPV is given in paragraph 2.2.10.9.

Exit Conference was held on 09 October 2017, wherein the Commissioner and Secretary of BADD, the Director, BADD and other officers of the Department attended. Replies received during the exit conference have been incorporated at appropriate places.

2.2.4 Audit Objectives

The Audit of BADD was conducted to ascertain the extent to which implementation of the programme was successful in meeting the special needs of the border areas duly examining whether:

- planning process of the implementation of the Programme was adequate, effective and according to the BADD guidelines;
- the Programme was implemented with due regard to economy, efficiency and effectiveness;
- implementation of scheme was properly monitored; and
- the objectives of the programme have been achieved.

2.2.5 Financial position

The position relating to release of Special Central Assistance (SCA) towards the implementation of BADD and utilisation there-against in the State during 2012-17 is shown in the table below:

Table 2.2.3: Year-wise release of BADD funds during 2012-17 (₹ in crore)

Year	Annual release	Additional release	Total release	Amount utilised	Outstanding utilisation certificate
2012-13	21.00	8.89	29.89	29.89	0.00
2013-14	21.00	7.97	28.97	28.97	0.00
2014-15	21.00	0.00	21.00	21.00	0.00
2015-16	21.00	6.31	27.31	23.01	4.30
2016-17	25.00	0.00	25.00	10.20	14.80
Total	109.00	23.17	132.17	113.07	19.10

(Source: Information collected from the Directorate, BADD)

Out of the total outlay of ₹ 132.17 crore during 2012-17, ₹ 106.98 crore (80.94 per cent) was towards implementation of new schemes and ₹ 25.19 crore (19.06 per cent) was for other components of the BADD³.

³ Such as (i) Maintenance of Assets (₹ 8.99 crore); (ii) Monitoring & Evaluation (₹ 1.05 crore); (iii) Security related schemes (₹ 7.52 crore) and (iv) Skill Development (₹ 7.63 crore).

Audit Findings

Whether planning process of the implementation of the Programme was adequate, effective and according to the BADP guidelines:

2.2.6 Planning:

BADP scheme guidelines emphasised a bottom up approach for planning by carrying out base-line surveys in the villages to assess the gaps in basic physical and social infrastructure. Thereafter, a village-wise plan was to be prepared. The guidelines envisages that the State Government shall utilise the BADP funds in villages which were located ‘within 0-10 km’ from the international border. Those villages were classified as strategic villages. After saturating these strategic villages with basic infrastructure, the next set of villages located within ‘0-15 km’ and ‘0-20 km’ was to be taken up. The guidelines also envisaged convergence of various State and Central plan schemes with BADP.

Scrutiny of records to examine the adequacy of baseline survey, saturating of strategic villages and convergence with various State and Central plan schemes revealed the following:

2.2.6.1 Baseline Survey (BS)

The BADD carried out the baseline survey (BS) of 1511 border villages in the State during 2008. According to the information furnished by the Director, BADD (July 2017), the BS was updated from time to time. Scrutiny however, revealed that:

- Out of the three selected blocks, in two blocks (Sohra and Pynursla), the BS of 2008 was not updated inspite of implementation of many works during 2012-17.
- BADD had notified 1523 villages as border villages located along the international border with Bangladesh during June 1992. In March 2015, the Department updated the list and notified 1692 villages as border villages. The BADD continued to rely on the BS of 2008 even though the list of villages were updated twice after 2008. Thus, not only was the BS of 181 border villages (1692 *minus* 1511) not carried out (July 2017), but the BADD was undertaking schemes in those villages without a BS. During 2012-17, 45 projects valuing ₹ 3.09 crore were implemented in 33 villages where BS was not conducted.

2.2.6.2 Saturation of strategic village and convergence:

There were 1692 border villages located within 20 km from the international border with Bangladesh of which 1053 were strategic villages. No village in the State was declared saturated till July 2017 even though development projects under BADP had been implemented in Meghalaya since 1993. Scrutiny revealed that the BADD had also not fixed any target for the number of border villages to be saturated. There was also no convergence of BADP with other Central/State schemes. The Director, BADD

while admitting the fact of non-convergence stated (June 2017) that convergence of BADP with other schemes was under process.

2.2.7 Annual Action Plan (AAP)

The AAP of BADP contains a list of projects proposed to be implemented during the year. The AAPs were prepared based on proposal received from respective District Level Coordination and Screening Committee (DLC&SC). The Deputy Commissioner was the Chairman of DLC&SC and local MLA and district heads of other line departments were the members. The State Level Screening Committee (SLSC) under the chairmanship of Chief Secretary approved the AAP which was then forwarded to GoI for release of funds. Scrutiny of AAPs for the years 2012-17 revealed the following:

- The BADP Guidelines envisaged preparation of a village-wise plan prioritising the projects for filling up the gaps wherefrom the Annual Action Plan (AAP) had to be prepared by picking up the prioritised projects. The village-wise plan prioritising the projects for filling up the gap had not been prepared by the Department till July, 2017. As a result, BADP was implemented randomly in non-strategic villages leaving aside the strategic villages and also resulted in implementation of projects which were not even listed as missing gaps in the BS (pointed out in paragraphs 2.2.10.2 and 2.2.10.3).
- Distance of the villages from border wherein the projects were proposed to be implemented were not indicated in the AAPs. Thus, the projects were approved by the SLSC without the information whether the projects proposed were in strategic villages or non-strategic villages.
- Under 'Capacity building', the AAPs of 2012-17 only indicated the funds amounting to ₹ 8.20 crore proposed to be transferred to the Meghalaya State Skill Development Society (MSSDS) for skill development training. But the type of training to be imparted, the duration of training were not indicated. The AAPs of 2014-17 did not also indicate the district/block/village-wise number of persons targeted to be trained.
- As per BADP Guidelines 2009, the expenditure for the maintenance of assets created under BADP can be made only after three years from the date of completion of the asset. The AAPs of 2012-17 had provided ₹ 8.99 crore under 'Maintenance of Assets' without indicating the details such as date/year of completion of the assets to be repaired.

2.2.8 Equal weightage not ensured while formulating block-wise allocation of funds

GoI allocated funds to the States on the basis of three criteria viz (i) Area, (ii) Population and (iii) Length of International border of the border blocks with equal weightage.

Audit observed that the criteria adopted by GoI for release of funds to the State was not followed by the Department while finalising the block-wise allocation of BADP funds. During 2012-17, six border blocks were allocated funds in excess of the criteria and consequently eight border blocks got funds less than the criteria adopted by GoI. The details of the border block-wise release of funds is shown in the table below:

Table 2.2.4: Block-wise allocation of funds

Sl. No.	Name of Block	Population	Border length (in km)	Area ⁴ (in sq.km)	Percentage of				Total funds allocated during 2012-17 (in lakh)	Percentage of fund allocated	Excess(+)/short(-) percentage of funds allocated (col 11–col 9)	Excess(+)/short(-) funds allocated (in lakh)
					Population	Border length	Area	Fund admissible as per criteria ⁵				
1	2	3	4	5	6	7	8	9	10	11	12	13
1	Ampati	43592	38	760	15.06	8.58	8.58	10.74	2438.59	22.85	12.11	1292.51
2	Kalaichar	66279			6.71	17.16	17.16	13.67				
3	Baghmara	48911	76	1520	4.74	7.67	7.67	6.70	956.74	8.96	-4.71	-502.70
4	Gasuapara	34553	34	680	8.1	9.03	9.03	8.72	398.80	3.74	-2.96	-315.92
5	Dalu	59046	40	800	5.52	7	7	6.51	965.80	9.05	0.33	35.22
6	Dawki	40285	31	620	3.93	12.19	12.19	9.44	644.02	6.03	-0.48	-51.23
7	Khliehriat	28689	54	1080	7.96	13.32	13.32	11.53	672.51	6.30	-3.14	-335.14
8	Ranikor	49090	59	1180	0.56	-	-	0.19	1127.14	11.04	-0.49	-52.30
9	Mawkyrwat	8947							51.15			
10	Nongstoin	4057	-	-	1662.21	17.93	1.75	186.78				
11	Pynursla	240997	29	580	35.47				6.55	6.55	16.19	252.12
12	Mawkyrnrew	17668	37	740	5.43	8.35	8.35	7.38	677.44	6.35	-1.03	-109.93
13	Mawsynram	39604	45	900	6.53	10.16	10.16	8.95	804.82	7.54	-1.41	-150.49
14	Sohra	47614										
	Total	729332	443	8860					10673.09	100		

Source: Compiled by Audit based on information furnished by Directorate, BADD

It can be seen from the table above that out of the six border blocks which were allocated funds in excess of the criteria, Ampati and Kalaichar together were allocated 12.11 per cent of the BADP funds in excess of the criteria. Four other blocks (Dalu, Nongstoin, Pynursla and Mawkyrnrew) were allocated between 0.01 and 1.75 per cent of the funds in excess of the criteria.

Eight other border blocks⁶ were allocated between 0.48 per cent and 4.71 per cent funds less than the criteria adopted by GoI.

During the Exit Conference (October 2017), the Commissioner & Secretary, BADD stated that BADP fund to the blocks were allotted based on population of the notified villages along the international border blocks. The reply was not tenable as all three criterion should have been given equal weightage.

⁴ The Department calculated the area of the border block as 'length of the international border x 20 kms' (crow fly distance).

⁵ Average of the sum total of columns 6 to 8.

⁶ 1 Baghmara ; 2 Gasuapara ; 3 Dawki ; 4 Khliehriat ; 5 Ranikor ; 6 Mawkyrwat ; 7 Mawsynram ; 8 Sohra.

2.2.9 Sector-wise allocation of funds

In order to ensure proportionate allocation of BADP funds under every sector, the revised BADP Guidelines 2015, prescribed sector-wise minimum/maximum rates for allocation of funds. During 2015-16 and 2016-17 the State was allocated ₹ 27.31 crore and ₹ 25.00 crore respectively under BADP. The sector-wise permissible *vis-a-vis* actual allocation of funds under each sector⁷ is given below:

Table 2.2.5: Sector-wise allocation of funds (₹ in lakh)

Sl. No.	Sectors	Prescribed rates (%) for allocation	2015-16			2016-17		
			Amount admissible	Actual allotment	Excess (+) Shortfall (-)	Amount admissible	Actual allotment	Excess (+) Shortfall (-)
1	Infrastructure	Maximum 35	955.85	1224.00	268.15	875.00	674.00	(-) 201.00
2	Health	Minimum 10	273.10	71.87	(-) 201.23	250.00	31.00	(-) 219.00
3	Agriculture	Minimum 10	273.10	Nil	(-) 273.10	250.00	156.15	(-) 93.85
4	Social Sector	Minimum 15	409.65	157.64	(-) 252.01	375.00	286.89	(-) 88.11
5	Sanitation	Minimum 5	136.55	25.00	(-) 111.55	125.00	15.00	(-) 110.00
6	Education	Minimum 10	273.10	216.59	(-) 56.51	250.00	256.85	-
7	Sports Activities	Minimum 5	136.55	198.07	61.52	125.00	147.34	22.34
8	Special/Specific areas schemes	Minimum 10	273.10	34.42	(-) 238.68	250.00	20.00	230.00
9	Security Sector	Maximum 10	273.10	210.00	-	250.00	250.00	-
10	Skill Development	Maximum 10	273.10	210.00	-	250.00	250.00	-
11	Monitoring & Evaluation	Maximum 1.5 (Maximum of ₹ 50 lakh)	40.00	31.37	-	37.50	37.50	-
12	Maintenance of Assets	Maximum 15	409.65	307.21	-	375.00	375.00	-

Source: AAP (2015-17) and records of the Director, BADD

From the above table it can be seen as follows:

- Health, Agriculture, Social Sector, Sanitation together were allotted ₹ 8.38 crore and ₹ 5.11 crore less than the minimum amount prescribed during 2015-16 and 2016-17 respectively. Agriculture Sector was not allotted any funds during 2015-16 indicating neglect of the sector during the year.
- Education and Special/Specific areas schemes together were allotted ₹ 2.95 crore less than the minimum amount prescribed during 2015-16. Infrastructure was allotted ₹ 2.01 crore less than the minimum amount prescribed during 2016-17.
- Sports Activities received ₹ 0.62 crore and ₹ 0.22 crore more than the maximum amount prescribed during 2015-16 and 2016-17 while Infrastructure received ₹ 2.68 crore more than the maximum amount prescribed during 2015-16.

The Director, BADD stated (June 2017) that, non-allocation or less allocation of funds to some sectors such as health, agriculture sector, *etc.*, depends on the proposal from the local bodies and as per the requirement. The reply was however, violative of the provision of the guideline as the minimum and maximum limit had been fixed to ensure that no single sector gets disproportionately large share of the allocation.

⁷ Excluding Skill Development, Monitoring & Evaluation and Maintenance of Assets.

Recommendation: The Nodal Department may ensure that baseline survey is conducted in all notified border villages and updated annually. It may also set targets to saturate all strategic villages on a priority basis. The Department should ensure that the Annual Action Plan was complete in all respects and that there was convergence with line departments while implementing BADP works.

During the exit conference (October 2017), the Department agreed with the recommendations made by Audit.

Whether the Programme was implemented with due regard to economy, efficiency and effectiveness & whether the objectives of the programme had been achieved:

2.2.10 Implementation:

2.2.10.1 Non-maintenance of Measurement Books

The schemes under BADP were primarily implemented by the beneficiaries themselves except security related schemes⁸. The work orders were allotted to the beneficiaries recommended by the village authority. Although the BADD prepared detailed estimates, detailed project report of each work based on the Schedule of Rates (SOR) of Public Works Department/Public Health Engineering Department, it did not maintain any Measurement Books (MB) to record measurement of completed work. Payments were made on the basis of physical progress (in percentage) of the work reported in the site inspection reports of the Junior Engineer (JE). The Department thus, had no records to verify whether the quantum of work executed was as per the estimate.

2.2.10.2 Implementation of BADP projects in non-Strategic villages

BADP guidelines envisaged that the State Government utilise the BADP funds in strategic villages. Only after saturating the strategic villages with basic infrastructure, the next set of villages need to be taken up. During 2012-17, 364 projects valuing ₹ 24.92 crore were implemented in the three selected blocks, of which 108 projects valuing of ₹ 7.89 crore (32 per cent) were implemented in 56 non-strategic villages. The block-wise position is given in the table below:

Table 2.2.6: Coverage of schemes in non-strategic villages of selected blocks (₹ in lakh)

Sl. No.	BADO	BADP schemes/ projects sanctioned during 2012-17		BADP schemes/ projects implemented in non-strategic villages during 2012-17		
		No. of work	Total amount	No. of work	No. of villages	Total amount (Per cent)
1	Sohra	124	775.30	41	21	260.66 (34)
2	Pynursla	137	1167.77	51	27	446.12 (38)
3	Dawki	103	548.92	16	08	81.90 (15)
	Total	364	2491.99	108	56	788.68 (32)

Source: Compiled by Audit from list of Notified Villages and AAP (2012-17)

⁸ Security related schemes during 2012-13 to 2015-16 were implemented by the Border Security Forces (BSF) through contractors selected through tendering process.

Further during 2012-17 while more than one work was implemented in 25⁹ non-strategic villages, no work was implemented in 52 per cent¹⁰ of the strategic villages. The list of strategic villages where no project was implemented during the past five years is given at **Appendix-2.2.2**. The reasons for exclusion of strategic villages and inclusion of non-strategic villages were not on record.

On enquiry, the Joint Secretary, BADD and Director, BADD stated (July 2017 and October 2017) that under the BADP Guidelines, BADP works can be taken up from 0-20 kms and stated further that all the notified villages were greatly affected economically due to partition and closure of border haats. Hence the villages beyond 10 km were also considered for availing the benefit of BADP. The reply however, went against the BADP Guidelines which provided that those villages, which were located nearer to the international border would get first priority and only after saturating those villages with basic infrastructure, the next set of villages located within 0-15 km and 0-20 km need to be taken up.

2.2.10.3 Implementation of projects which were not identified as missing gaps in the BS

Out of the 108 works valuing ₹ 7.89 crore implemented in non-strategic villages as pointed out in the preceding paragraph, 74 works valuing ₹ 6.12 crore¹¹ (**Appendix-2.2.3**) were projects which were not even identified to address the gaps in the BS.

During the exit conference (October 2017), the Commissioner & Secretary, BADD stated that a reply would be furnished after verification of records. The reply was awaited (March 2018).

2.2.10.4 Implementation of inadmissible works

BADP guidelines provided that schemes which were of direct benefit in nature to specific villages/individual need to be addressed by the State Government under their own development initiatives. The guideline also provided list of inadmissible works which cannot be taken up under BADP. These included works such as construction of boundary walls and construction of cremation sheds in graveyards/samshan ghats, construction of building for offices of local bodies, patwarkhana, panchayat ghar, BDOs, DCs and any type of infrastructure inside the border outposts (BOPs) including construction of barracks, common infrastructure, etc.

⁹ Block	No. of non-strategic villages	No. of works implemented
1. Sohra	07 villages	2-7 works
2. Pynursla	14 villages	2-4 works
3. Dawki	04 villages	2-5 works
¹⁰ 133 out of 255 strategic villages (Sohra – 62 villages; Pynursla - 36 villages and Dawki-35 villages).		

¹¹

Sl. No.	BADO	No of works not identified as missing gaps in the BS	Amount in lakh
1	Sohra	36	241.66
2	Pynursla	36	360.53
3	Dawki	02	10.40
	Total	74	612.59

Audit observed that 30 projects valuing ₹ 1.69 crore implemented during 2012-17 in three blocks covered during audit, directly or indirectly benefited few selected individuals or religious institutions or a group of people (**Appendix-2.2.4**). These projects were thus inadmissible being in violation of the scheme guidelines.

Records of the three blocks covered during audit also revealed that the BADD also executed another 10 inadmissible works such as construction of office of durbar hall, approach road to cemetery, construction of security post with toilet block, *etc.* valuing ₹ 0.72 crore (**Appendix-2.2.5**) during 2012-16, in the selected blocks.

During the exit conference (October 2017), the Commissioner & Secretary, BADD stated that the works were approved by SLSC and sanctioned by GoI. Nonetheless, the fact remained that the projects were inadmissible as per guidelines.

2.2.10.5 Forging of partnership

Paragraph 7.2 of the BADP Guideline 2009 stated that the State Government may consider forging of partnership between the Government and the community having a joint stake in the services. Wherever possible, communities may be involved in sharing of 10 *per cent* to 15 *per cent* of the cost of social infrastructure.

During 2012-17, BADD executed 1336 projects valuing ₹ 106.73 crore. No action was taken by BADD to forge partnership by involving the community in sharing the cost of the infrastructure created.

During the Exit Conference (October 2017), the Commissioner & Secretary, BADD assured that necessary action would be taken.

2.2.10.6 Capacity building/ Skill Development

As per BADP guidelines, the objective of Capacity Building/ Skill Development was to upgrade the skill capacity of local artisans, weavers *etc.* as a means of employment generation in the border areas so that people do not migrate to other areas in search of livelihood.

The SLSC in its meeting (26 April 2012) decided that the work of Capacity Building under BADP be entrusted to the Meghalaya State Skill Development Society (MSSDS). Accordingly, the MSSDS received ₹ 8.72¹² crore under Capacity Building during 2012-17. Till the date of audit (June 2017), the MSSDS had incurred an expenditure of ₹ 3.18 crore (36 *per cent*) only, completed training of 3226 persons and provided placement to 2373¹³ persons.

¹² This includes ₹ 8.20 crore released by Director, BADD, ₹ 0.37 crore Bank interest and ₹ 0.15 crore transferred from State Plan.

<u>Year</u>	<u>No. of placement</u>
2013-14	225
2014-15	1025
2015-16	851
2016-17	272
Total	2373

Scrutiny of records regarding implementation of Capacity Building programmes revealed the following:

(i) Training to unemployed youth of border villages

During 2012-17, the work of Capacity Building under BADP was executed by MSSDS by engaging four agencies viz (i) Don Bosco Technical Society (DBTS) (ii) Infrastructure Leasing & Financing Services (IL&FS), (iii) Sarodini Sangma Net Com (SS Net Com) and (iv) North East Security Agency (NESA) to impart training to the unemployed youth from the border villages. The details and the trades in which the agencies imparted training was as given in the table below:

Table 2.2.7: Detail of trades in which training was imparted

Sl. No.	Agency	Trade in which training given	No. of persons who completed training	No. of persons placed
1	DBTS	Automobile Repair, Basic Welding, Construction, Electrical, Hospitality - General, Industrial Sewing Machine Operator and Security	2550	1917
2	IL&FS	Asstt. Hairstylist, Asstt. Beautician, Basic Electrician, BPO, F&B Services, General Duty Asstt., Helper Mason	489	322
3	SS Net Com	F&B Service, ITES, SMO	70	22
4	NESA	Security Guard	117	112
	Total		3226	2373

Out of the 2373 trained persons who were provided placement as can be seen from the table above, 1946 (82 per cent) persons were placed outside the State, mostly in Bangalore, Chennai, Pune, etc.

(ii) Delay in completion of training

Work orders for training 1750 persons were issued to the three agencies on 29 February 2016. As per the terms and conditions of the work order the training programme were to be completed by March 2017. The agency-wise target, trained *vis-a-vis* job placement and upto-date expenditure as of June 2017 is given in the table below:

Table 2.2.8 : Detail of year-wise target, trained *vis-a-vis* job placement under Skill development upto June 2014

Year	Name of agency	Target (No. of trainees)	Project cost (₹ in lakh)	Total trainees registered	No. attended training	Training completed	No. of trainees placed	Amount paid (₹ in lakh)
2014-15	IL&FS	650	117.00	651	522	489	322	29.25
to	SS Net Com	550	99.00	90	90	70	22	9.90
2016-17	NESA	550	99.00	117	117	117	112	9.90
Total		1750	315.00	858	729	676	456	49.05

Source: Records of the Chief Executive Officer, MSSDS

As can be seen from the table above none of the agencies had completed the training programme despite lapse of 3 months of the due date (March 2017). None of the three agencies could even enroll the required number of persons to be trained till June 2017.

It can also be seen from the above that out of 676 trainees completing training, only 456 trainees (67 per cent) were placed till June 2017. Records showing action initiated either by the BADD or the MSSDS to ensure that training and placement was completed on time was not furnished though called for (August 2017).

During the exit conference (October 2017), the Director, BADD stated that initially training was given only to local artisans and weavers but based on experience on the response/outcome of the training, a placement linked skill development training was imparted with the approval of GoI. The Department however, accepted the Audit contention that the placements were often outside the State and caused migration.

2.2.10.7 Implementation of Security related schemes

In Meghalaya, security related schemes¹⁴ under BADP upto 2015-16 were implemented through the Border Security Force (BSF). Thereafter, based on the decision of GoI (15 November 2016) the security related schemes were implemented by BADD. During 2012-17, an amount of ₹ 7.52 crore was sanctioned for implementation of security related schemes under BADP. The year-wise number of projects and amount sanctioned is given below:

Table 2.2.9: Number of project and amount sanctioned

Year	No. of projects	Amount (₹ in lakh)
2012-13	08	48.20
2013-14	04	70.00
2014-15	35	174.00
2015-16	23	210.01
2016-17	22	249.99
Total	92	752.20

Test check of records of the IG-BSF, Shillong and records of the Director, BADD revealed that against the sanctioned amount of ₹ 7.52 crore for 92 works, only 41 works valuing ₹ 2.72 crore had been completed (June 2017). While 13 works valuing ₹ 0.93 crore were in progress (**Appendix-2.2.6**), 38 works valuing ₹ 3.87 crore had not started till June 2017 (**Appendix-2.2.7**). The year-wise abstract of projects which had not started, the amount involved and period of delay is given below:

Table 2.2.10: Detail abstract of projects which had not started (₹ in lakh)

Year of sanction	No. of works sanctioned	No. of works not started	Total estimated cost	Target date of completion as per AAP	Period of delay in months(as on June 2017)
2014-15	35	08 (23%)	36.10	30/06/2015	24
2015-16	23	08 (35%)	101.13	30/06/2016	12
2016-17	22	22 (100%)	249.99	30/06/2017	1
Total	80	38 (48%)	387.22		

On being pointed out, the Dy. Commandant (Works), Frontier headquarter BSF, Shillong stated (June 2017) that the works were not completed for reasons such as funds not being released by BADD, non-response to tender, contractor not starting the

¹⁴ Schemes like construction of link roads to Border Outposts, any other work of raising infrastructure for drinking water supply/ electricity generation (New & Renewable Energy). etc.

work, etc. The reply regarding non-release of funds by BADD was however, untenable as Audit further observed that as of July 2017, the BSF had an unspent balance of ₹ 3.29¹⁵ crore of BADD funds lying in its account.

During the exit conference (October 2017), the Commissioner & Secretary, BADD assured that the matter would be taken up with the BSF authorities and detailed reply would be furnished. The reply was awaited (March 2018).

2.2.10.8 Delay in completion of works by the selected blocks

Scrutiny of records of three blocks covered during audit revealed that 46 works (Appendix-2.2.8) with the estimated cost of ₹ 5.06 crore were lying incomplete till the date of audit (July 2017). The block-wise number of incomplete works and the estimated cost are given in the table below:

Table 2.2.11: Block-wise/unit-wise number of incomplete works (₹ in lakh)

Year	Due date of completion	Sohra		Pynursla		Dawki		Total		Period of delay in month(as on July 2017)
		No. of works	Amount	No. of works	Amount	No. of works	Amount	No. of works	Amount	
2012-13	31.03.2013	3	27.67	-	-	-	-	3	27.67	51
2013-14	31.03.2014	3	11.00	-	-	1	10.00	4	21.00	39
2014-15	30.06.2015	2	13.00	-	-	-	-	2	13.00	24
2015-16	30.06.2016	5	66.15	3	136.00	-	-	8	202.15	12
2016-17	30.06.2017	8	62.23	10	112.56	11	66.95	29	241.74	1
Total		21	180.05	13	248.56	12	76.95	46	505.56	

As can be seen from the above table, 46 works were not completed till July 2017 even after a lapse of 1 to 51 months of due date of completion. The BADOs attributed the reasons for delay to issues such as (i) land dispute, (ii) negligence of contractors, (iii) issue of work orders in phased manner to ensure 100 per cent inspection by the JE and the BADO, etc.

The reply indicated failure of the administrative mechanism to ensure that issues for delay was promptly resolved. Further, monitoring of the works were also inadequate since Audit found low rate of inspections of works from the level of Director upto SLSC as pointed out in paragraphs 2.2.11.1 and 2.2.11.2.

During the exit conference (October 2017), the Commissioner & Secretary, BADD accepted the fact pointed out by Audit and stated that detailed reply would be furnished. The reply was awaited (March 2018).

2.2.10.9 Joint Physical Verification

A joint physical verification (JPV) of 15 strategic villages (05 villages from each of the three blocks covered during audit) was conducted between 06 July 2017 and 28 July 2017 by a team consisting of the audit party, the respective BADOs and the village authorities. The findings of the JPV are as under:

¹⁵ (1) FTR HQ BSF: ₹ 12.48 lakh; (2) SHQ BSF Jowai: ₹ 95.03 lakh; (3) SHQ BSF Shillong: ₹ 123.76 lakh; (4) SHQ BSF Tura: ₹ 97.62 lakh; **Total: ₹ 328.89 lakh**

Table 2.2.12: Findings of the JPV of 15 strategic villages

Sl. No.	Name of the border block/village	Whether any work sanctioned during the past five years	Whether connected with a motorable road	Whether CHC/PHC/ Sub-centre available	Whether Water supply available	Whether mobile connectivity available	Whether pucca drainage system available	No. of persons trained under Skill Development	Placement provided
Sohra									
1	Bholaganj/ Majai	No	Yes	Sub-centre	Yes	Yes	No	Nil	Nil
2	Umsawmaskon	No	No	No	No	Yes	No	Nil	Nil
3	Kurikhal	No	Yes	No	Yes	No	No	Nil	Nil
4	Laitkynsew	Yes	Yes	PHC	Yes	Yes	Yes	7	Nil
5	Diengsiar Mawlong	Yes	Yes	PHC	Yes	Yes	Yes	2	Nil
Pynursla									
1	Lapalang (A&B)	Yes	Yes	No	Yes	Yes	Yes	Nil	Nil
2	Nongkyndah	No	Yes	No	Yes	Yes	No	Nil	Nil
3	Mawlyndun	No	Yes	No	Yes	Yes	Nil	Nil	Nil
4	Pomshutia	Yes	Yes	No	Yes	Yes	No	Nil	Nil
5	Mawbeh	Yes	Yes	Sub-centre	Yes	Yes	Yes	Nil	Nil
Dawki									
1	Lamin	Yes	Yes	Sub-centre	Yes	Yes	Yes	2	1
2	Pamtadong	No	Yes	No	No	Yes	No	Nil	Nil
3	Bhoi Kyrweng	No	Yes	No	Yes	No	Yes	2	2
4	Nongbareh Rim	No	Yes	Sub-centre	Yes	No	Yes	9	7
5	Amlamet	Yes	Yes	No	No	Yes	No	Nil	Nil
	Total	Yes - 7 No - 8	Yes- 14 No - 1	Yes – 6 No - 9	Yes – 12 No - 3	Yes – 12 No - 3	Yes – 8 No - 7	22	10

It can be seen from the table above that:

- Umsawmaskon village under Sohra block though located at a distance of 2 km from the international border was not connected with a motorable road. The BADD however, did not identify the absence of a motorable road in the village as one of the missing gaps in its baseline survey.
- Nine¹⁶ out of 15 villages did not have health facilities such as Community Health Centre or Public Health Centre or a Sub-centre.
- In three villages (1. Umsawmaskon under Sohra Block; 2. Pamtadong and 3. Amlamet under Dawki Block), the water supply system was not available.
- Three villages (1. Kurikhal under Sohra Block, 2. Bhoi Kyrweng and 3. Nongbareh Rim under Dawki Block) did not have any mobile network connectivity.
- In seven villages¹⁷ there was no *pucca* drainage system.

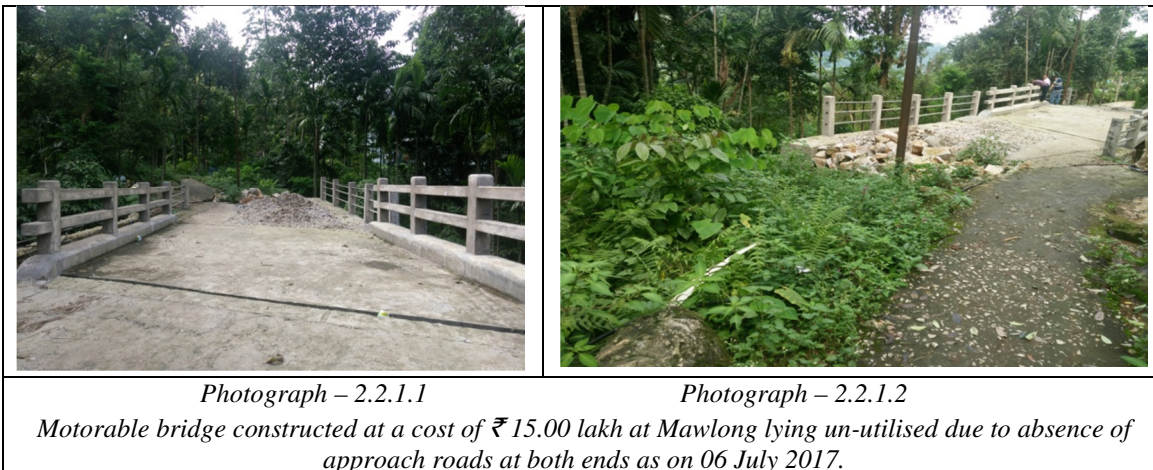
¹⁶ **Sohra Block:** 1 Umsawmaskon and 2 Kurikhal; **Pynursla Block:** 3 Lapalang (A&B), 4 Nongkyndah, 5 Mawlyndun and 6 Pomshutia; **Dawki Block:** 7 Pamtadong, 8 Bhoi Kyrweng and 9 Amlamet.

¹⁷ **Sohra Block:** 1 Bholaganj, 2 Umsawmaskon and 3 Kurikhal; **Pynursla Block:** 4 Nongkyndah and 5 Pomshutia; **Dawki Block:** 6 Pamtadong and 7 Amlamet.

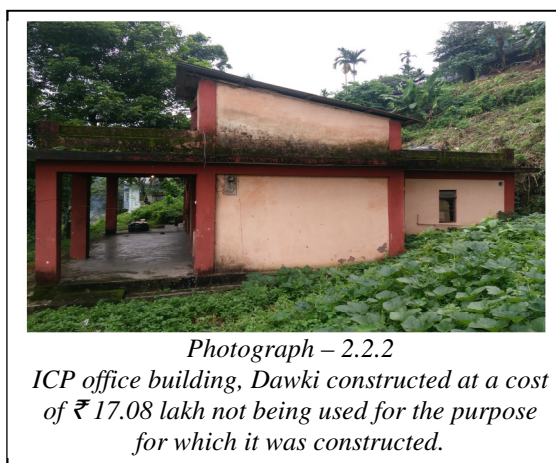
- Twenty two persons from five villages got skill development training under BADP, out of which 10 persons had been placed. The placements were made outside the villages resulting in migration of trained persons.

The JPV of 20 works executed under BADP were also carried out. The findings of JPV of some works are as highlighted below:

- The work ‘Construction of a motorable bridge at PHC approach road at Mawlong (Sohra block)’ was completed at the cost of ₹ 15.00 lakh under BADP (2016-17). But the approach roads on both ends of the bridge was not constructed, thus frustrating the objective of having a motorable road.



- The Immigration Check Post (ICP) office building for Meghalaya Police at Dawki was constructed under BADP 2007-08 under a security scheme at an estimated cost of ₹ 17.08 lakh. The building was however, constructed at a distance of 2 km (approx.) from the Dawki-Tamabil Land Custom check gate. On inspection, the ICP Building was found to be utilised as quarters by the Meghalaya Police personnel posted at ICP Dawki in violation of BADP guidelines. The Sub-Inspector in-charge of ICP, Dawki had however, not confirmed the utilisation of the building though called for (July 2017). This had resulted in unfruitful expenditure of ₹ 17.08 lakh.



- The community halls at Pomshutia and Mawbeh villages (Pynursla block) constructed at a cost of ₹ 20.00 lakh (₹ 10.00 lakh each) under BADP (2012-13) and BADP (2014-15) respectively, though completed were not being utilised due to absence of an approach road. This had resulted in unfruitful expenditure of ₹ 20.00 lakh besides depriving the villages of Pomshutia and Mawbeh the benefits of a community hall.



Photograph – 2.2.3
Unutilised community halls at Mawbeh village.



Photograph – 2.2.4
Unutilised community halls at Pomshutia village.

Recommendation: *The Department may ensure that projects are implemented to saturate the strategic border villages and may then move on to non-strategic villages. The Department may ensure that BADD funds were utilised towards implementation of prioritised admissible works listed as missing gaps in the BS. It may also consider having joint stake in the services with the Community wherever possible and ensure timely completion of sanctioned projects. BADD should ensure utilisation of assets created under BADD.*

Whether implementation of scheme was properly monitored:

2.2.11 Monitoring:

2.2.11.1 SLSC had not carried out review of works

BADP Guidelines provided that the SLSC shall meet at least twice a year, first for approving the AAP and second to review the progress of the schemes under BADP.

Audit observed that the SLSC meeting was held once every year during 2012-17 to approve the AAPs. The SLSC did not hold the second meeting to review the progress of the schemes under BADP during the last five years.

2.2.11.2 Inspection of schemes for the purpose of quality control

BADP Guidelines envisaged that the State Government shall develop an institutional system for inspection of the BADP works in each border block by assigning a block-wise high ranking Nodal Officer, who would make regular visits in the blocks. Accordingly, BADD notified (February 2009) percentages for inspection of schemes by Officers of the State for the purpose of quality control of projects under BADP being implemented in Meghalaya. The details of prescribed percentage *vis-a-vis* inspection actually carried out were as under:

Table 2.2.13: Details of percentage of inspection carried out

Sl. No.	Officers	Prescribed percentage of inspections	Inspection actually carried out
1	Pr. Secretary/Commissioner & Secretary, Border Areas development Department	5%	Nil
2	Dy. Commissioners (DC)	10%	Nil
3	Director, BADD	25%	Before start of the work and after completion
4	Executive Engineer (EE) & SDO(T)	50% each	
5	Asstt. Directors of Shillong and Jowai	100%	26.55% & 42.68% respectively
6	BADOs & JEs	100%	100%

From the above it can be seen that inspection of the site of the projects were carried out by the BADOs and Junior Engineers (JEs) only and there was no regular inspection and monitoring at the higher level. Further, the inspection reports did not highlight the important achievements/lacunae in the execution of the work. They only mentioned the quantum of work executed and were used as a basis to release payment towards BADP works to the beneficiaries.

2.2.11.3 Third Party Inspection Agencies

BADP Guidelines stipulated that the State needs to commission 'Third Party' inspections for an independent feedback on the quality of the works and other relevant issues. Inspection reports submitted by the inspecting agencies shall be analysed by the State Government and the Action Taken Reports thereon would be submitted to the MHA on quarterly basis.

During 2012-17 the Department had appointed two agencies to carry out the Third Party Inspection on the implementation of BADP in the State as under:

Table 2.2.14: Details of Third Party Inspection

Sl. No.	Name of firm/agency	Period to be inspected	Date of work order	Date of submitting the report	Amount paid (₹ in lakh)
1	St. Anthony College, Shillong	2009-10 to 2014-15	03/07/2012	Report submitted on quarterly basis	16.00
2	State Institute of Rural Development (SIRD), Nongsder, Shillong	2015-16 to 2016-17	23/02/2016	July 2017	10.00

The two agencies had submitted their reports alongwith suggestions/recommendations to the Department. Some of the major suggestions/recommendations *vis-a-vis* status of follow up action taken by the Department is highlighted at **Appendix-2.2.9**. The Department only issued direction to Director, BADD to take corrective action on the Inspection Reports submitted by St. Anthony College, Shillong. It however, did not take any follow up action. No corrective action was also taken by the Director, BADD, thus defeating the objective of having Third Party Inspection. No records were available to indicate that the Inspection Report submitted by SIRD was evaluated by BADD.

During the exit conference (October 2017), the Director stated that the suggestion/recommendation submitted by St. Anthony College, Shillong were forwarded to the Government of India for necessary comment/direction, while in respect of SIRD, the report was submitted recently and Directorate had not acted on the same.

2.2.12 Social Audit system

As one of the means of monitoring and reviewing BADP schemes, the BADP guidelines 2009, stipulates that an appropriate ‘Social Audit System’ be put in place by the State Government. Audit however, noticed that Department had not put in place the system of Social Audit of BADP schemes. On enquiry, the Director, BADD stated (July 2017) that the Social Audit System was under process.

During the exit conference (October 2017), the Commissioner & Secretary accepted the fact that the Government had not finalised the Social Audit System.

Recommendation: The SLSC may conduct at least two meetings in a year and also review the progress of BADP works. The Department should ensure regular monitoring of the BADP schemes at all levels and take follow up action on the recommendations/suggestions made. The State Government may ensure setting up of Social Audit System at the earliest.

2.2.13 Conclusion

The objective of BADP was to meet the special development needs of the people living in remote and inaccessible areas situated near the international border and saturate the border villages with the required essential infrastructure through convergence of Central/State/Local schemes. It was a major intervention strategy of the Central Government to bring about a comprehensive development of border areas by supplementing the State plan funds to bridge the gaps in socio-economic infrastructure on the one hand and by improving the security environment in border areas on the other.

The State had however, not been able to fully achieve the desired objectives because of the shortcomings in the implementation of the programme. The schemes suffered from planning deficiencies as baseline survey of all notified border villages was not conducted. Baseline survey was also not updated regularly inspite of implementation of many works during 2012-17. The objective of saturating strategic border villages was not met. This was mainly due to non-convergence of BADP with other Central and State Schemes and also due to implementation of BADP projects in non-strategic villages coupled with the execution of inadmissible works. Priority was also not directed towards creating infrastructure identified as gaps during baseline survey. This compromised the strategic villages in becoming saturated as envisaged under the Scheme. Weightage to different sectors and all the border blocks was not adequately given while preparing the Annual Action Plan. Projects were not being completed on time and there was absence of a serious effort in ensuring community participation by

way of sharing the cost of assets. The objective of preventing migration was defeated as the trained persons were provided placement outside the border villages thereby encouraging migration. Monitoring and evaluation of the scheme was not satisfactory by way of review of the schemes by SLSC, inspection at various levels and follow up on the recommendations of the Third Party Inspection Reports.

PUBLIC WORKS DEPARTMENT

2.3 Unfruitful expenditure

Failure of the Division/Department to prepare the estimates for balance works had resulted in the expenditure of ₹ 11.10 crore incurred on Nongtraï-Shella and Balat–Bagli roads becoming unfruitful. Besides the incomplete Nongtraï-Shella had also been left exposed to the vagaries of nature for the last three years leading to its further deterioration.

The State Level Export Promotion Committee (SLEPC) approved construction/ improvement of the following two road works in July 2008 and January 2013 respectively.

Name of the road/estimated cost	Objective of the project
Construction including Metalling and Blacktopping of a road from Nongtraï to Shella (L-6.28 km) at a cost of ₹ 10.26 crore (Work-1).	To facilitate export of limestone and agricultural produce to other parts of the State and Bangladesh and to reduce the distance between Nongtraï and Shella by 17 km from the existing distance of 24 km.
Improvement including Metalling and Blacktopping of Balat – Bagli road consisting of a road (3.682 km) and two bridges (No.3/1 and 3/4) at a revised cost of ₹ 13.98 crore (Work-2)	To connect the residents of Balat to the border haat and play an important role in transporting and marketing of goods in and out of the haat.

These roads were to be funded under ‘Assistance to States for Developing Export Infrastructure and other Allied Activities’ (ASIDE) scheme of the Ministry of Commerce and Industries, Government of India (GoI) and were being executed by Executive Engineer, Mawsynram Public Works Division – Roads (EE, Mawsynram-PWD).

The Work-1 was awarded (February 2009) to a contractor¹⁸ at par (₹ 7.87 crore). While Work-2 was awarded to three contractors; viz road work to Contractor-1¹⁹ (February 2014) at the tendered amount of ₹ 6.85 crore, bridge No.3/1 to Contractor-2²⁰ (May 2014) at the tendered amount of ₹ 3.00 crore and bridge No.3/4 to Contractor-3²¹ at the tendered amount of ₹ 1.26 crore. All the works orders stipulated that the works be completed within 24 months.

Examination of records (February 2017) of the EE, Mawsynram-PWD, revealed that neither of the works were completed. The Work-1 was abandoned by Contractor-1 (January 2014) after completing only 43 *per cent* of the work on the ground that the terrain made it difficult to work and also because of delayed payments. While in case of Work-2, only 75 *per cent* of the road work (valuing ₹ 5.50 crore) and 25 *per cent*

¹⁸ Shri Raham Sing Gullong, JV with Hilyne Wahlang

¹⁹ Shri Rocky Dhar.

²⁰ Shri Boisling Kurkalang.

²¹ Shri B. Lyngdoh.

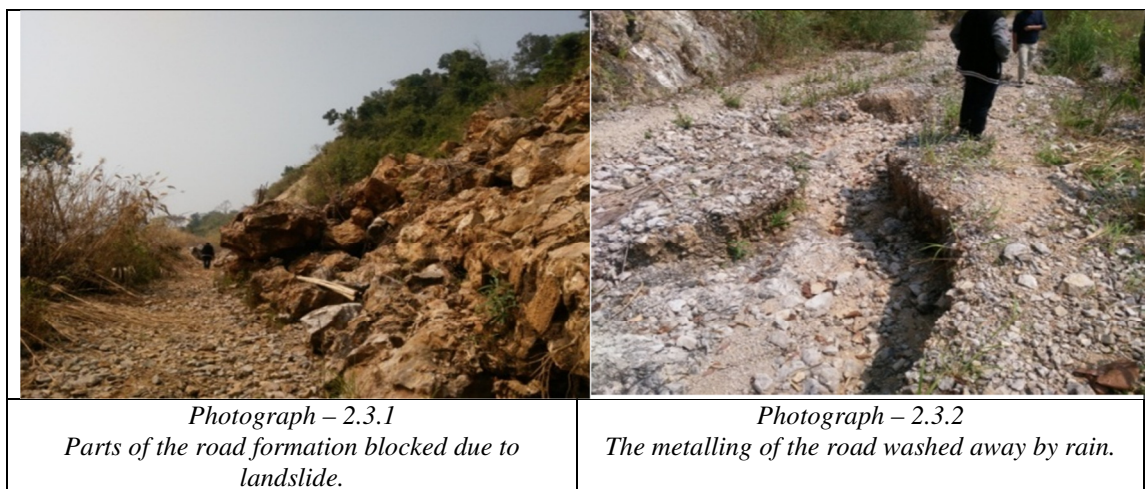
of bridge No.3/1 (valuing ₹ 2.22 crore) were completed upto June 2016. Thereafter, there was no further progress. The work for the bridge No.3/4 did not start.

In the meantime, GoI delinked it's support for the scheme from 2015-16 as the devolution of Union Taxes to States was increased from 32 *per cent* to 42 *per cent*. The CE, PWD (Roads) accordingly instructed (February 2016) the Division to submit the estimates for the balance works. The Division however, failed to prepare and submit the respective estimates. The reasons for not submitting the estimates were not found on record.

Upto the date of audit, ₹ 3.94 crore and ₹ 2.00 crore was released under ASIDE for the Work-1 and Work-2 respectively. After delinking, the State Government released (May 2016) further ₹ 5.60 crore for Work-2. From the funds available, the Division had incurred an expenditure of ₹ 3.94 crore on Work-1 and ₹ 7.16 crore on Work-2 respectively.

With these roads being left incomplete and exposed to vagaries of nature, the expenditure of ₹ 7.16 crore incurred is not only unfruitful but is likely to become wasteful. Besides, the Department had also failed to achieve the intended objectives.

A joint physical verification²² of Work-1 revealed that the Grade-I metalling of the road which was completed upto two km was washed away by the rain; parts of the road formation were blocked due to landslide; surface drain was found destroyed; and the road was not usable. Few photographs are shown below.



The matter was reported (November and December 2017) to the Government and reminder issued (January 2018); reply was awaited (March 2018).

²² A joint physical verification was conducted on 02 March 2017 by Audit along with officers from Office of the EE, Mawsynram-PWD.

ANIMAL HUSBANDRY AND VETERINARY DEPARTMENT

2.4 Unfruitful expenditure

Delay in sending proposal/sanctioning manpower for two Vocational Training Centres at Khliehtyrshi and Manai and for the seven newly constructed veterinary dispensaries and failure to seek sanction for manpower for the three new veterinary dispensaries had rendered the expenditure of ₹ 9.99 crore unfruitful.

Animal Husbandry and Veterinary Department (Government) accorded administrative approval (between March 2010 and September 2012) for setting up of two Vocational Training Centres (VTCs) at Khliehtyrshi, Jaintia Hills District and at Manai, Mairang, West Khasi Hills and 15 veterinary dispensaries across the State and sanctioned ₹ 14.64 crore²³ for the project. The VTCs and veterinary dispensaries were being set up to provide practical training in animal husbandry activities to farmers, educated unemployed youths, non-governmental organisations, *etc.* and to strengthen the veterinary health services.

Scrutiny of records (March 2017) of the Director of Animal Husbandry and Veterinary Department (Director - AH&VD) revealed that between August 2013 and February 2014, the Engineering Wing of the Department completed the construction of both the VTCs and ten veterinary dispensaries at a cost of ₹ 9.99 crore as shown in the table below. The work in the remaining five veterinary dispensaries were in progress.

Table 2.4.1: Details of construction of two VTCs and ten veterinary dispensaries

(₹ in crore)

Name of the VTC	Date of commencement of work	Date of completion of work	Expenditure incurred on completed works
VTC Khliehtyrshi, Jaintia Hills	11/08/2010	25/02/2014	1.37
VTC Manai, Mairang	14/12/2011	29/08/2013	2.00
Seven Veterinary Dispensaries	December 2011 and April 2012	March 2013 to May 2014	4.09
Eight Veterinary Dispensaries	July 2015 and March 2016	Three completed between July 2015 and March 2016	2.53
Total			9.99

It was further seen that after the civil work of the VTCs were completed, the Director - AH&VD sent (November 2013) a proposal to the Government to sanction nine regular and seven contractual posts for each VTCs so as to make them functional. For

²³

Particulars	Sanctioned date and amount	
Vocational Training Centres at Khliehtyrshi, Jaintia Hills	March 2010	₹ 1.37 crore
Vocational Training Centres at Manai, Mairang, West Khasi Hills	March 2011	₹ 2.00 crore
Seven veterinary dispensaries at Laitlyngkot, Umsning, Dongki-Ingding, Wahiajer, Makal Gunchu, Adokgre (Reking) and Dimapara. The existing Stockman Centres at Laitlyngkot and Umsning were to be upgraded to veterinary dispensaries.	October 2011	₹ 4.09 crore
Eight veterinary dispensaries	September 2012	₹ 7.18 crore
Total		₹ 14.64 crore

the seven veterinary dispensaries whose construction were completed between March 2013 and May 2014, the Director - AH&VD submitted a proposal (June 2014) to the Government for creation of 24 new posts²⁴ in order to make them functional and to redeploy the existing two Veterinary Field Assistants and two Chowkidars at the Stockman Centres at Laitlyngkot and Umsning in the upgraded veterinary dispensaries. For the eight dispensaries, including the three veterinary dispensaries which had been completed between July 2015 and March 2016, the Director - AH&VD had not submitted any proposal to the Government for creation of posts upto April 2017.

The Director, AH&VD thus, failed to seek sanction for manpower for the VTCs and dispensaries well in time. The proposal for creation of posts were submitted only when the construction of both the VTCs and seven veterinary dispensaries were completed.

Despite passage of more than three years (August 2017), the Government had not sanctioned any posts for the two VTCs or for the seven veterinary dispensaries. The newly constructed VTCs and veterinary dispensaries were lying idle and non-functional.

A joint physical inspection (24 and 25 April 2017) of the two VTCs was conducted by Audit and officers of the AH &VD. The inspection revealed that the window panes and internal wiring of all the buildings constructed at Khliehtyrshi and Manai were broken/ damaged, the office-cum-classroom building at Khliehtyrshi was in a dilapidated condition and the pipes for water supply in most of the buildings were also damaged.

Hence, the expenditure of ₹ 9.99 crore became unfruitful besides defeating the objective of providing practical training in animal husbandry activities and strengthening the veterinary health services through the VTCs/veterinary dispensaries. Furthermore, the Department would also have to bear additional cost to repair the wear and tear and damages to the buildings.

The matter was reported (August 2017) to the Government and reminder issued (January 2018); reply was awaited (March 2018).



Photograph – 2.4.1

Office-cum-class room building at Vocational Training Centre, Manai with all window panes broken.



Photograph – 2.4.2

Office-cum-class room building (side-view) in a dilapidated condition of Vocational Training Centre, Khliehtyrshi.

²⁴ Seven Animal Husbandry & Veterinary officers, six Veterinary Field Assistants, six Chowkidars and seven peons.