

## CHAPTER – IV

### WORKS EXPENDITURE

#### SECTION-A - REVIEW

#### RURAL WORKS DEPARTMENT

#### 4.1 Working of Rural Works Department including manpower management

##### 4.1.1 Highlights

*The review highlights poor budgetary performance as well as unproductive, wasteful and nugatory expenditure, shortfall in achievement and sub-standard execution of works. There were also fictitious execution of works, holding of idle store materials and entertainment of excess staff.*

**Budgeting in the department was unrealistic.**

**(Paragraph 4.1.5)**

**The department failed to achieve the physical targets set for the rural link roads and bridges as well as for land reclamation and land protection works. The shortfall varied from 32 to 43 per cent in respect of roads, 73 per cent in respect of bridges and from 74 to 87 per cent in respect of land protection and land reclamation.**

**(Paragraph 4.1.7)**

**Lack of proper planning and abnormal delay in completion of works resulted in unproductive expenditure of Rs.7.24 crore on 45 rural link road works.**

**(Paragraph 4.1.8)**

**There was fictitious expenditure of Rs.1.44 crore on slips clearance and Rs.35.37 lakh on overlapping works.**

**(Paragraphs 4.1.9 and 4.1.10)**

**There was sub-standard execution of works valued at Rs.42.42 lakh due to utilisation of far less material in completion of works than the quantity required.**

**(Paragraph 4.1.12)**

**Due to entertainment of 119 staff in excess of sanctioned strength extra financial liability of Rs.77.92 lakh was borne by the department annually.**

**(Paragraph 4.1.21)**

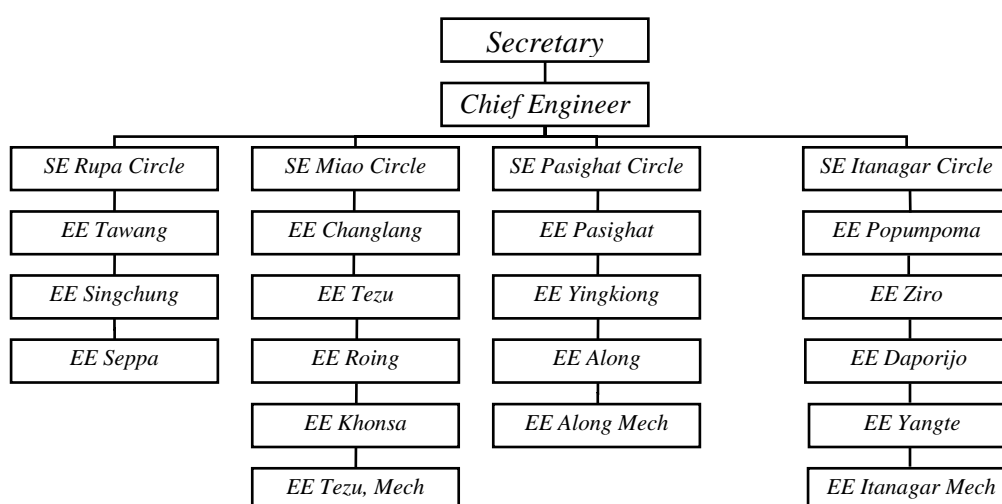
### 4.1.2 Introduction

The basic objective and responsibility of the Rural Works Department (RWD) is to construct rural link roads (RLRs), bridges for connecting the rural villages/habitats to national highways/district roads and to construct residential and non-residential Government buildings as well as to execute the works of land protection and soil conservation work and repair and maintenance of the existing roads, bridges and buildings of the rural areas of the State.

### 4.1.3 Organisational setup

The organisational structure of the department is detailed below :

**Chart – 4.1**



### 4.1.4 Audit coverage

The records of the Chief Engineer (CE), RWD and six divisions<sup>#</sup> (out of 17 divisions) for the period from 1998-99 to 2002-03 were test checked (35 per cent) and expenditure of Rs.58.20 crore (40 per cent) of the total expenditure of Rs.147.15 crore was covered in audit during the period from April – June 2003. Important points noticed in test check are brought out in the succeeding paragraphs.

### 4.1.5 Financial management

The budget provision and expenditure during the five years period ending March 2003 were as under (Grant No.26) :

<sup>#</sup> RWD - Popumpoma, Along, Seppa, Singchung, Tawang and Mechanical – Popumpoma.

**Table – 4.1**

(Rupees in crore)

Year	Budget provisions (Amount surrendered)		Actual expenditure		Savings	
	Revenue	Capital	Revenue	Capital	Revenue	Capital
1998-99	23.12	24.08 (5.73)	22.59	18.35	0.53	5.73
1999-2000	20.84 (4.56)	17.48	16.21	17.48	4.63	-
2000-01	17.28	17.48 (4.51)	17.21	12.96	0.07	4.52
2001-02	18.97 (1.43)	21.78	16.44	8.53	2.53	13.25
2002-03	17.73	0.62	16.76	0.62	0.97	-
	<b>97.94 (5.99)</b>	<b>81.44 (10.24)</b>	<b>89.21</b>	<b>57.94</b>	<b>8.73</b>	<b>23.50</b>

Source: Appropriation Accounts

There were persistent savings in all the years during 1998-03 despite surrender of savings during the course of the budgetary year. Out of total savings of Rs.32.23 crore, Rs.16.23 crore only were surrendered during the period.

#### *Accounts and records*

##### *4.1.6 Non maintenance of records*

In five (out of six test checked) divisions the subsidiary cash books (by subdivisions), Miscellaneous PW advance register, tools and plants (T&P) ledger/accounts, register of works in proper form and contractor's ledger were not maintained as required under codal provisions.

Due to non maintenance of the records by the defaulting divisions, financial control over outstanding balances under suspense heads, accounts of non-consumable T&P materials, details of works executed and expenditure incurred thereon and balances outstanding to/from contractors could not be vouchsafed by Audit, and the reasons thereof had not been furnished.

#### *Implementation*

##### *4.1.7 Physical target and achievement*

During the period from 1997-98 to 2002-03, the department prepared annual operating plan (AOP) and targets for construction of roads, bridges and land protection works were fixed every year. Test check of the records revealed that during 1997-98 to 2002-03 there was shortfall ranging from 32 to 87 per cent in achieving targets in construction of roads, bridges and land protection works.

Table – 4.2

Item of work	Target	Achievement	Shortfall	Percentage of shortfall
<b>Rural link road</b>				
1. Fair weather road	750 Km	427.05 Km	322.95 Km	43
2. Hard surface (BT)	200 Km	136.06 Km	63.94 Km	32
3. Suspension bridge	250 Nos.	68 Nos.	182 Nos.	73
<b>Land development</b>				
1. Land reclamation development	1000.5 Ha	126.3 Ha	874.2 Ha	87
2. Land protection	10292 Ha	2656.01 Ha	7635.99 Ha	74

Source: Department

#### 4.1.8 Lack of planning resulted in unproductive expenditure

During 1986-87 to 1997-98, Government of Arunachal Pradesh sanctioned Rs.10.84 crore for construction of 45 rural link roads involving formation cutting including side drain and retaining wall in 153.465 Km of roads (**Appendix - XXV**) under four RW Divisions<sup>#</sup> with the target date of completion between 1990-91 and 2001-02.

Test check of records of these divisions, however, revealed that none of the works had been completed as of March 2003. Out of the total length of 153.465 Km formation cutting in respect of 45 RLR works, 74.535 Km (49 per cent) was completed till March 2001 without any side drain and retaining wall at a total cost of Rs.7.24 crore (**Appendix - XXV**). No work was executed during 2001-02 and 2002-03 and the reason thereof was not on record. Expenditure incurred on incomplete works thus remained unproductive for a period ranging from one year to 13 years. Moreover, the conditions of the road would deteriorate due to vagaries of nature especially in the absence of side drain and retaining wall. This is also confirmed by the fact that no maintenance work had been taken up in respect of the roads even after five to 16 years of their sanction. The department stated (May 2003) that the work could not be completed due to shortage of funds. The reply was not tenable as between 1998-99 and 2000-01, the department surrendered Rs.10.25 crore from the capital portion of the grant. Out of it, a very small amount was required to complete the works. Moreover the department could produce no record to indicate that it had sought additional funds for completion of the works. Further, if the department was not really in a position to complete the works within the available resources, it should not have taken up such a large numbers of rural link roads, because a partially completed work was not likely to be of any use. The incomplete works are therefore, indicative not of shortage of funds as such, but lack of planning.

<sup>#</sup> Popumpoma, Along, Singchung and Tawang

Thus, lack of planning in completion of the works rendered the expenditure of Rs.7.24 crore unproductive for over one to 13 years, besides the objective of ensuring connectivity of 45 villages with the national highway/district roads remaining unachieved and thereby depriving the villagers of the intended benefits of the main roads.

#### **4.1.9 Fictitious execution of slips clearance works**

Slips clearance works are works undertaken to clear the loose soil, spoils, trees, *etc.*, fallen on the road due to landslide/flood, *etc.* These works are premeasurable as the quantity of slips requiring clearance has to be measured before commencement of the work. Post measurement of slips clearances after completion of the work would not give any proof regarding the quantities of slips cleared because all the quantities are cleared on completion of the work.

It was, however, noticed that five rural works divisions<sup>#</sup> during the period from February 1999 to March 2003 had executed 425874.648 cum of slips clearance works through contractors by issue of work orders against 242 works at a total cost of Rs.1.44 crore (**Appendix – XXVI**). But as per record entries in the measurement books (MBs), it was seen that the measurements were taken after the date of completion of all these works. No other records regarding pre-measurement of slip clearances before commencement of work could be made available to audit. Further, the executing divisions did not also prepare any estimate for the work of slip clearances and the reason thereof was not on record.

Thus, the measurements recorded in the measurement books were of fictitious nature and the expenditure of Rs.1.44 crore incurred against these works proved doubtful due to defective execution of works. The matter was neither investigated nor any disciplinary action taken for such irregular execution of works.

#### **4.1.10 Fictitious execution of work (formation cutting) due to overlapping of the work**

Construction of rural link road from BRTF Road near Sarong Gompa to Jangda village for 6.40 Km was sanctioned under State Plan in February 1993 for Rs.53.30 lakh (5.40 Km) and in February 2000 for Rs.9.69 lakh (1.00 Km). As of March 2003, Tawang Rural Works Division completed 5.035 Km (4.95 Km + 0.085 Km) of the road at a total cost of Rs.41.25 lakh (Rs.40.07 lakh + Rs.1.18 lakh).

The same road for a total length of 15 Km was taken up under *Pradhan Mantri Gramin Sadak Yojana* (PMGSY) during 2002-03. Government of India sanctioned (March 2003) Rs.4.50 crore for widening (0-3.5 Km), formation cutting (3.5 to 15 Km) and water bound macadam (0-15 Km) including cross drainage, *etc.*

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<sup>#</sup> Popumpoma, Singchung, Seppa, Along and Tawang

Scrutiny, however, revealed that the division during the period from April 2002 to March 2003 executed the work of formation cutting in 2.282 Km of the road starting from 3.5 Km under PMGSY although formation cutting from 0-5.035 Km had already been executed under State Plan. Execution of formation cutting in 1.535 Km (5.035 – 3.5) involving an expenditure of Rs.35.37 lakh (calculated at Rs.23.04 lakh per Km as per cost estimate for formation cutting) was thus fictitious as formation cutting in 1.535 Km of the road was already completed.

#### ***4.1.11 Nugatory expenditure***

Construction of rural link road from Kachubari to Taraso village bordering Assam was sanctioned by Government in February 1991 for Rs.40.71 lakh with the stipulation to complete the work in March 1993. Under the scheme, formation cutting in 11.10 Km of the road and construction of 36 slab culverts were to be executed. The work was taken up for construction by Popumpoma Rural Works Division, Itanagar in March 1991 and during the period from March 1991 to March 1992, the division completed 9.99 Km of formation cutting of the road alongwith two slab culverts at a cost of Rs.36.12 lakh. In April 1992, the Junior Engineer in charge of the work reported to the Executive Engineer, Popumpoma Division that about 2.5 Km of road length was damaged by the Assam Forest Department with the help of Assam Police due to dispute over the land. The work was, however, stopped by the Government in April 1992 and the land dispute has not yet been settled with the Assam Government (May 2003). The work was not resumed for want of decisions/directions from the authorities (May 2003) though 11 years had passed from the date of stoppage of the work. With the passage of time, the condition of the road would deteriorate due to the vagaries of nature.

Thus, execution of the work without proper survey and investigation of the work and the failure of the Government to settle the land dispute with Assam Government resulted in nugatory expenditure of Rs.36.12 lakh.

#### ***4.1.12 Sub-standard execution of work***

Construction of a RCC/steel bridge under Seppa Rural Works Division and metalling and black topping (MBT) of one rural link road under Popumpoma Rural Works Division were completed between October 2001 and March 2002 at a total cost of Rs.42.42 lakh.

Scrutiny of records revealed that quantities of materials utilised in completion of these works were much less than the quantities required as per sanctioned estimated provision of the works. The details are given below :

**Table 4.3**

(Rupees in lakh)

Name of the works	Sanctioned amount and date of sanction	Date of commencement of the work and date of completion	Expenditure incurred	Materials and quantity required as per sanctioned estimate	Quantity utilised	Variations in percentage for less utilisation of the materials
Construction of RCC/Steel bridge over Kamu Nallah on Seppa Pobua road, Seppa	27.69 (March 98)	March 1999 (Jan 2001)	27.18	Cement 88 MT	45 MT	(-) 49
				MS Rod 24.20 MT	8.426 MT	(-) 65
				Sand 126.80 m <sup>3</sup>	40 m <sup>3</sup>	(-) 68
Mettalling and black topping of RLR Block I, II, III at Ganga village for DG store to Primary school, Popumpoma	17.27 (March 98)	November 1998 (October 2001)	15.24	<b>Metals</b>		
				63-45 mm-850 m <sup>3</sup>	653 m <sup>3</sup>	(-) 23
				53-22 mm – 425 m <sup>3</sup>	145.71 m <sup>3</sup>	(-) 66
				9 mm aggregate for screening – 255 m <sup>3</sup>	80.92 m <sup>3</sup>	(-) 68
<b>Total :</b>	<b>44.96</b>		<b>42.42</b>			

Source: Department

Utilisation of materials, far below the approved quantity as per sanctioned estimate of the works, varied from 23 to 68 per cent in respect of these two works though expenditure of Rs.42.42 lakh<sup>#</sup> (94 per cent) was incurred against the sanctioned estimate (Rs.44.96 lakh) of the works. This resulted in sub-standard execution of works. The matter was neither investigated nor any disciplinary action taken against the defaulting officials for execution of such defective works.

#### 4.1.13 Loss on missing bridge materials

Government sanctioned (February 1990) Rs.11.09 lakh for construction of wire rope suspension bridge over river Kameng between 18 Km and Tallo village under Seppa Rural Works Division with the stipulation to complete the work in March 1992. Scrutiny of records showed that during the period from March 1990 and March 1993, the division procured bridge materials worth Rs.13.19 lakh and incurred an expenditure of Rs.0.32 lakh towards payment of labour charges for loading and unloading of the bridge parts. The work was not taken up as of date due to dispute over the selection of site for the bridge. However, on verification of the division by the Hon'ble Minister (Fisheries) (January 1997) no materials were found with the division. On further enquiry, the division could not confirm (May 2003) availability of any of the bridge materials procured. Thus, procurement of materials far in advance of requirement, without finalisation of site beforehand led to missing of bridge materials valued Rs.13.19 lakh. The matter was neither investigated nor was any responsibility fixed for the missing bridge materials.

<sup>#</sup> Materials – Rs.29.59 lakh, labour – Rs.8.67 lakh, contractor – Rs.2.16 lakh and TEO adjustment – Rs.2.00 lakh.

#### **4.1.14 Excess/irregular expenditure**

According to rate analysed by Seppa Rural Works Division for construction of 1.8 m width mule tracks, the rate per Km was fixed at Rs.22000, which included construction of log bridges wherever required during execution.

During the year 1997-98, four estimates amounting to Rs.39.06 lakh for construction of 108 Km length of 1.8 m width mule tracks had been sanctioned for execution by Seppa Rural Works Division. The division started the works in March 1998 and 114 Km length was completed in December 2001 at a total expenditure of Rs.45.07 lakh. Test check of records revealed that during the period from March 1998 to December 2001 the division out of the total expenditure of Rs.45.07 lakh, paid Rs.10.82 lakh for construction of 558 m log bridges, Rs.25.13 lakh for construction of 114 Km mule tracks @ Rs.22046 per Km to the contractor and Rs.9.12 lakh for payment of work charged establishment.

While the analysed rate included construction of log bridges also, payment for construction of log bridges over the analysed rate resulted in extra expenditure of Rs.10.82 lakh. The matter has neither been investigated nor any responsibility fixed.

#### **4.1.15 Unauthorised diversion of PMGSY fund**

In April 2002, Government of India sanctioned Rs.6.76 crore for construction of 13 RLRs for execution under four rural works divisions<sup>#</sup>. Although the sanctioned estimates did not provide for contingency and work charged establishment the divisions incurred an expenditure of Rs.29.83 lakh during the period from April 2002 to March 2003 towards contingency and work charged establishment by unauthorised diversion of the Central fund (**Appendix - XXVII**). The unauthorised diversion of fund has not yet been regularised and the reason thereof was not on record.

#### **4.1.16 Idle outlay of bridge materials**

For construction of 8 wire rope suspension bridges over 8 rivers under Popumpoma, Singchung and Tawang Divisions, Government sanctioned Rs.71.00 lakh between March 1997 and December 1997. The target date for completion of work was between March 1999 and March 2000. Accordingly, the divisions procured bridge parts like main anchor bolt and anchor bolt duck, eye bolt, turn buckle, main pulley, main shaft, U bolts – 8 mm, 16 mm, 20 mm decking steel plate, stringer and main grinder, etc., (**Appendix – XXVIII**) valued at Rs.36.23 lakh during the period from March 1997 to May 1998. It was, however, seen that the bridge parts were lying idle (May 2003) as the work of construction of suspension bridges over different rivers had not yet been taken up by the three executing divisions. Reasons for not taking up the works were neither available on record nor stated.

<sup>#</sup> Along, Seppa, Singchung and Tawang



Thus, the materials were procured without putting them to use resulting in idle outlay on materials and locking up of funds for periods ranging from five to six years. No action was taken by these divisions to transfer the idle bridge parts to other divisions.

***4.1.17 Work done through casual labourers without recording outturn of works***

According to Para 9.3 of CPWD Manual (Volume-II) the output of daily labour should commensurate with the expenditure incurred on their wages.

Test check of records revealed that during the period from February 1999 to February 2000, the Along RW Division and Seppa RW Division executed the work of annual repair and maintenance of roads and buildings by engaging casual workers for 25,389 mandays and 41,174 mandays respectively and spent Rs.25.18 lakh towards payment of their wages without any recorded output of the labourers. Further, the details of work done and the certificate to the extent that payments were made to the actual payees were not found recorded on muster rolls maintained by the divisions. In the absence of such records the genuineness of the payments could not be vouchsafed by audit and scope of misuse of Government money cannot be ruled out.

***4.1.18 Unnecessary procurement of materials and blocking of Government fund***

During the period from February 1994 to October 1994, the Popumpoma and Seppa divisions procured materials amounting to Rs.39.03 lakh (Popumpoma Rs.34.68 lakh and Seppa Rs.4.35 lakh) relating to the works of water supply, irrigation & flood control and roads & buildings.

Test check of records of the divisions revealed that the materials were still lying idle without any issue for a period over nine years. The divisions had not taken any initiative to transfer the materials to PHE and IFCD Divisions.

Thus, random procurement of stores by the divisions without assessment of requirement and non-transfer of the materials resulted in idle stock of Rs.39.03 lakh besides inviting the risk of loss due to prolonged storage.

***4.1.19 Purchase of materials at higher rate***

During the period from November 1999 to March 2003, three test checked divisions (Popumpoma, Along and Tawang) purchased 86100 sq.ft. of Montex brand tarpaulin @ Rs.26 per sq.ft. at a total cost of Rs.22.39 lakh without inviting any tender/quotation.

Test check of records of other divisions (Rural Works Division Singchung and PHED Along) revealed that during the same period (March 1999 and December 2000), these divisions purchased the same material @ Rs.12.40 per sq.ft. Thus the lowest available market rate of Montex tarpaulin was @ Rs.12.40 per sq.ft.

Purchase of tarpaulin at higher rate of Rs.26 per sq.ft. against available market rate of Rs.12.40 per sq.ft. had resulted in extra expenditure of Rs.11.71 lakh {Rs.(26.00 – 12.40) x 86100}.

### *Accounting management*

#### *4.1.20 Outstanding amount under Cash Settlement Suspense Account (CSSA)*

The Government of Arunachal Pradesh, Finance (Budget) Department had decided to stop the system of Cash Settlement Suspense Accounts (CSSA) with effect from 1 April 1998 in respect of transfer of materials between divisions and accordingly introduced prepayment system (cash and carry system) for transfer of materials from that date.

Test check of records, however, disclosed that claims of Rs.16.62 lakh in February 1996 under CSSA have been lying unadjusted as of June 2003 against Public Health Engineering Division, Tawang (Rs.15.41 lakh) and Irrigation and Flood Control Division, Bomdila (Rs.1.21 lakh). The divisions did not initiate any action to clear the outstanding claims as yet.

### *Manpower management*

#### *4.1.21 Entertainment of excess staff in regular establishment*

Test check of the records of six divisions<sup>#</sup> alongwith records of the Chief Engineer revealed that the test checked divisions during 2002-03 entertained excess staff as indicated below:

**Table – 4.4**

Post	Sanctioned strength	Men on roll	Excess post	Minimum basic pay (Rupees)	Excess expenditure per year (Rupees)
Asstt. Soil Conservation Officer	Nil	4	4	6500	3,12,000
Asstt. Engineer	Nil	15	15	8000	14,40,000
Junior Engineer	13	62	49	6500	38,22,000
Drafts man	12	14	2	4500	1,08,000
Surveyor	Nil	15	15	4000	7,20,000
UDC	16	19	3	4500	1,62,000
Field Asstt.	Nil	11	11	4000	5,28,000
Driver	4	8	4	4000	1,92,000
Peon	7	9	2	2550	61,200
Chain man	Nil	14	14	2660	4,46,880
<b>Total</b>	<b>52</b>	<b>171</b>	<b>119</b>		<b>77,92,080</b>

Source: Department

<sup>#</sup> RWD - Popumpoma, Along, Seppa, Singchung, Tawang and Mechanical – Popumpoma.

Due to entertainment of 119 staff in excess of sanctioned strength under different categories, the department had to bear an extra financial liability to the extent of Rs.77.92 lakh during 2002-03. The reasons for entertainment of excess staff beyond sanctioned strength were neither available on records nor stated.

#### ***4.1.22 Monitoring and evaluation***

The work of monitoring cell is looked after by the Executive Engineer (MI) of the office of the Chief Engineer.

The activities of the monitoring cell at the State level were confined to conventional method of compilation of progress reports received from executing divisions. No evaluation was conducted on the impact of implementation of the work programmes for taking up any corrective measures either by the department or by Government (June 2003).

The matter was reported to the Government/department (July 2003); their replies had not been received (September 2003).

#### ***4.1.23 Recommendations***

The audit recommendations are as follows :

- Projects should be completed within the prescribed period after following the laid down procedural formalities.
- All the works need to be monitored by conducting physical verification of the works in order to avoid wasteful, fictitious expenditure.
- Materials should be procured as per requirement of the works.

**SECTION-B - PARAGRAPHS**

**PUBLIC HEALTH ENGINEERING DEPARTMENT**

**4.2 Unauthorised and irregular expenditure by Bomdila PHE Division**

**The Bomdila PHE Division incurred unauthorised and irregular expenditure of Rs.7.14 lakh on implementation of water supply schemes for two schools which were not in existence**

Government of Arunachal Pradesh accorded (March 1997) administrative approval and expenditure sanction for implementation of two water supply schemes at a total cost of Rs.30.31 lakh for two educational institutions, viz., Donyi Mission School at Tippa (March 1997 : Rs.15.49 lakh) and Donyi Vidya Bhavan at Tenga Hill top (March 1997 : Rs.14.82 lakh), on the basis of estimates for the schemes prepared by the Executive Engineer (EE), Public Health Engineering Division (PHED), Bomdila.

Scrutiny (August 2002) of records of Bomdila PHE Division, revealed that as of March 2002 the division incurred a total expenditure of Rs.7.14 lakh (procurement of water supply materials – Rs.2.49 lakh and payment to contractors, wages and contingencies – Rs.4.65 lakh) against the work. It was, however, noticed that the sites for construction of the institution buildings were not selected even as of March 2002. Further enquiries (May 2003) from the Deputy Commissioner (DC), West Kameng District, Bomdila confirmed (May 2003) that the above mentioned educational institutions were not in existence at all as per his records and records of Deputy Director of School Education, Bomdila. Evidently, estimates for water supply schemes were prepared and sanctioned and expenditure of Rs.7.14 lakh incurred for non-existent institutions. It was thus clear that the schemes were sanctioned by the Government in March 1997 without proper survey and investigation and the matter, therefore, calls for a thorough probe. This also reflects deficiency in monitoring of the schemes, control over financial activity and co-ordination within the department. The reasons for such fictitious expenditure have not been furnished (May 2003).

The matter was reported to the department/Government in October 2002; reply has not been received (September 2003).

## **PUBLIC WORKS DEPARTMENT**

### **4.3 Incomplete road work**

#### **Rupees 1.12 crore incurred by the Bomdila Public Works Division was unfruitful owing to poor planning and non-utilisation of funds**

From the 16<sup>th</sup> Point of the Bomdila Dirang Road, a 26 Km connecting road would lead to SNTP Road. This road is vital as it serves Salari, Nafra, Thrizino and Palizi. In January 1990, the Government of Arunachal Pradesh sanctioned Rs.1.06 crore for the construction of this road, scheduled for completion in three years from the commencement of work. The work involved soling, metalling and black topping of 24 Km, excluding two Km which already existed. Evidently, this road was intended to be an extension of the existing road to add to the network of road communication. The work was taken up immediately in January 1990 itself, and progressed at an abnormally slow pace until March 2002 by which time the implementing division (Bomdila) could complete soling and metalling for the stipulated length and black topping of only three Km out of 24 Km required, at a cost of Rs.1.12 crore. Then the work stopped and the entire expenditure of Rs.1.12 crore remained unfruitful owing to non-completion of the work (March 2003). A revised estimate for Rs.1.91 crore was framed and sanctioned in September 2000. The department contended that the work remained incomplete due to paucity of funds. Contrary, to this, it was found in audit that during intervening years (1992 to 1994) the division had surrendered more than Rs.7 crore while this important road work was held up for a much smaller amount. Non-completion of this vital link road continues to deprive the locality of the desired service even after 13 years of sanction of the work.

The matter was reported to the Government in November 2002; reply has not been received (September 2003).

#### **4.4 Wasteful expenditure due to frequent change of site of the bridge work**

**Construction of a bridge at site ‘B’ without considering its usefulness to the local inhabitants led to abandonment of the work midway resulting in wasteful expenditure of Rs.24.26 lakh. Expenditure of Rs.38.49 lakh is likely to become wasteful on construction of abutments at site ‘C’ due to taking up of the work without considering the technical viability of the site**

According to the prescribed procedure before taking up and preparation of an estimate of the work, technical data regarding suitability of the site through survey and investigations, detailed sub-soil investigation, flood estimation data, economic feasibility and design and scope of the project and its technical viability needs to be collected and ascertained.

To facilitate transportation of agricultural products grown on both sides of Sipu river in Pakam area, the work ‘Construction of steel bridge over river Sipu’ to connect Pakam area to Border Road Task Force (BRTF) road was administratively approved (March 1998) by the Public Works Department for Rs.86 lakh. As per estimate of the work, the work was to be completed within 3 years *i.e.* after getting approval of the work. Initially, without selection of proper site by survey and investigation, site ‘A’ was selected for construction of the bridge (span – 60 m) where foundation stone was laid by the Honourable Chief Minister in September 1998. The reason for selection of site ‘A’ without proper survey and investigation was not furnished. The Additional Chief Engineer (East Zone) during his visit to the site on 23.08.1999 expressed dissatisfaction over the selection of bridge site and advised location of some other alternative bridge site preferably towards upstream side of the site ‘A’. After detailed investigation, site ‘B’ was located in February 1999 at 400 m upstream side from the site ‘A’ with firm rocky banks on both sides of the river. As per site ‘B’, the span of the bridge came down from 60 m to 55 m.

Scrutiny of records (February 2003) of Along Public Works Division revealed that the work was taken up (March 1999) and after completion of earth work in excavation for foundation on both the sides of the river and construction of abutments at a total expenditure of Rs.24.26 lakh, the work was abandoned (January 2000) due to objection raised by the villagers as the site of the bridge was far off from their agricultural field. Considering the interest of the villagers a new site at ‘C’ was selected (February 2000) with the stipulation to complete work in 2001-02 and till January 2003, construction of two abutments at site ‘C’ was completed at an expenditure of Rs.38.49 lakh with the change of span of the bridge from 55 m to 70 m and height of abutment from 7.50 m to 10.40 m. The site ‘C’ was not technically sound for construction of the bridge as no rock was found at the proposed site except earth mixed boulder which was not fit for bridge construction and further that one small stream joins just near of site at left bank and may become hazardous

to the bridge abutment and therefore, huge protection work was required to be carried out for protection of abutments. This aspect was not taken into consideration while selecting the site as reported (January 2000) by the Assistant Engineer, Sub-division III, Along for reasons neither stated nor available on record.

Further, it was noticed that before taking up of the work at site 'B' of the work, the Additional Chief Engineer (EZ), PWD Arunachal Pradesh in September 1999 intimated the Superintending Engineer, Along Circle, PWD Along that during his visit on 23.08.1999 to the site 'B' of the work, he had specifically instructed the Executive Engineer (Along) to contact the concerned owners of land to obtain their acceptance of the alignment of the road before investment of the bridge and road since the road would be passing through permanent agricultural fields. He further advised the Executive Engineer to take the help of the local administration in this regard.

Thus, it was observed that the construction of the bridge at site 'B' was taken up disregarding the instruction of the Additional Chief Engineer (EZ) and subsequently abandoned. The preparation of estimate of the work with inadequate survey and frequent change in decision in respect of site of the bridge resulted in wasteful expenditure of Rs.24.26 lakh. Besides, the expenditure of Rs.38.49 lakh incurred on construction of abutments at site 'C' without considering the technical viability of the site is likely to become wasteful in due course. Further, the cost of the bridge work at site 'C' would escalate further due to change in specification of the bridge span from 55 m to 70 m and abutments from 7.50 m to 10.40 m. The matter was neither investigated nor any responsibility fixed against the defaulting officials for execution of such defective work.

The matter was reported to the Government in April 2003; reply has not been received (September 2003).

#### **4.5 Unfruitful expenditure incurred by the Public Works Capital 'B' Division, Itanagar**

**The division incurred unfruitful expenditure of Rs.19.07 lakh on payment of pay and allowances to 13 (thirteen) idle work-charged staff for two years from 2001-2003**

Scrutiny of records (April 2003) of the Public Works Capital 'B' Division, Itanagar revealed that the division has been entertaining 39 work charged staffs (**Appendix - XXIX**) for various works like plying of vehicles and road rollers (drivers), welding, carpentry and repair of vehicles, *etc.* The exact date from which the division had been entertaining these work-charged staffs was neither available on records nor stated. Out of 39 work charged staffs, 26 were deployed against their respective works and 13 work-charged staffs (drivers – seven, divisional mechanic – one, mechanic – one, assistant mechanic – two,

welder – one and carpenter – one) were idle during the years 2001-02 and 2002-03 without any work being assigned to them. On enquiry, the Executive Engineer confirmed (April 2003 & August 2003) that these 13 work-charge staffs were idle as the workload of the division did not permit utilisation of the services of the excess staff.

Thus, entertainment of 13 (thirteen) idle work-charged staff for a period of two years from 2001-02 to 2002-03 without any work assignment resulted in unfruitful expenditure of Rs.19.07 lakh in the form of payment of pay and allowances of idle work charged staff.

Irregularities were facilitated due to inaction on the part of the department to retrench the surplus staff or utilise their services gainfully by diverting them to the needy divisions.

The matter was reported to the Government/department in June 2003; reply had not been received (September 2003).

## RURAL WORKS DEPARTMENT

### 4.6 Idle Investment

**Failure to airlift the bridge components immediately after receipt led to idle investment of Rs.16.12 lakh for about four and a half years and also added an extra liability of Rs.27.55 lakh to the department due to increase of air freight charges**

Government accorded (March 1997) administrative approval and expenditure sanction for construction of Wire Rope Suspension Bridge over Dehing river between Buddha Mandir and Vijaynagar at an estimated cost of Rs.23.00 lakh which included an amount of Rs.4.66 lakh only for air lifting of materials from Mohanbari airport to Vijaynagar landing ground instead of the chargeable amount of Rs.23.59 lakh<sup>#</sup>. The reason for under estimating the airfreight charges by Rs.18.93 lakh (Rs. 23.59 lakh - Rs. 4.66 lakh) was not on record.

Test check (June 2001) of records of Changlang, Rural Works Division revealed that the division procured (10 October 1998) bridge components valued at Rs.16.12 lakh and weighing 23.30 MT from a local firm at rates approved by the Superintending Engineer (SE), Rural Works Circle (RW Circle), Miao after seven months from the date of sanction. The bridge components requiring airlifting to the work site at Vijaynagar from Mohanbari were not transported by air immediately for reasons neither on record nor

<sup>#</sup> 
$$\frac{Rs.135000 \times 135 \text{ mins} \times 23300 \text{ Kgs}}{3000 \text{ Kgs (payload)} \times 60 \text{ mins}}$$



stated. Subsequently on the matter of transportation of material being taken up with the Director, Supply & Transport, Mohanbari (29 October 1998), the department was informed about the existing airfreight charges (11 November 1998) and accordingly the estimate was revised to Rs.69.27 lakh including airlifting charges of Rs.43.56 lakh. Till date (December 2002) neither have the materials been airlifted nor has the revised estimate been sanctioned by the Government. Meanwhile the airlifting charges of the materials have further increased to Rs.46.48 lakh<sup>#</sup> with effect from (03 August 2000).

The Superintending Engineer, RW Circle, Miao in his reply stated (December 2002) that the bridge components were still lying in Mohanbari Central Store and sanction to the revised estimate was awaited. No reason was furnished for the delay in airlifting of materials.

Thus, defective preparation of estimate of the work without ascertaining actual airfreight charges and lapse of the department to transport the bridge components immediately after receipt has not only resulted in an idle investment of Rs.16.12 lakh for about four and a half years with a possibility of loss to that extent due to rusting, erosion, *etc.*, but has also created a liability of Rs.27.55 lakh (Rs.46.48 lakh - Rs.18.93 lakh) for delay in airlifting the materials due to increase in airfreight charges. Besides, the inefficiency in the application of proper utilisation of funds had encumbered the State Finance to the tune of Rs.6.72 lakh for idle outlay of Rs.16.12 lakh from 10 October 1998 to 2002-03, worked out applying the cost of borrowing from 1998-99 to 2002-03<sup>ψ</sup>. Further, the construction of the bridge has also been delayed thereby depriving the intended benefit to the villagers residing around Buddha Mandir.

The matter has been reported to the Government in December 2001; reply has not been received (September 2003).

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<sup>#</sup>  $\frac{Rs.266000 \times 135 \text{ mins} \times 23300 \text{ Kgs}}{3000 \text{ Kgs (payload)} \times 60 \text{ mins}}$

<sup>ψ</sup> 1998-99 – 12.15 per cent, 1999-2000 – 11.78 per cent, 2000-01 – 11.11 per cent, 2001-02 – 8.94 per cent and 2002-03 – 7.08 per cent.

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