

CHAPTER IV

WORKS EXPENDITURE SECTION – A - REVIEW

PUBLIC HEALTH ENGINEERING DEPARTMENT

4.1 Drinking Water Supply Programme

Highlights

The review highlights diversion of fund to other activities not connected with the Rural Water Supply Programme, non-utilisation of fund of Rs.57.39 lakh under Urban Water Supply Programme, poor performance of water testing laboratories, non-functioning of 36 Iron Removal Plants, non-maintenance of Inventory Registers for creation of assets, etc.

Central assistance of Rs.0.77 lakh and State's fund of Rs.22 lakh under Rural Water Supply Programme released during 1997-1998 to 2000-2001 remained unutilised. Besides, fund to the extent of Rs.57.39 lakh released during 1996-1997 to 2000-2001 under Urban Water Supply programme could not be utilised by the Department as of March 2001.

(Paragraph 4.1.18)

Irregular deposit of fund of Rs.56.70 lakh drawn under Accelerated Rural Water Supply Programme in Civil Deposit to avoid lapse of Budget grant.

(Paragraph 4.1.22)

Under Urban Water Supply Programme, three schemes costing Rs.3.36 crore, although targeted for completion by March 2001, were remained incomplete (March 2001).

(Paragraph 4.1.30)

Diversion of funds of Rs.12.51 lakh to activities not connected with the programme.

(Paragraph 4.1.35)

There was shortfall to the extent of 91 per cent in testing of water samples in the three laboratories established under the Programme during 1997-1998 to 2000-2001 although an amount of Rs.99.18 lakh was spent during the period for running these laboratories.

(Paragraphs 4.1.40 and 4.1.41)

Unfruitful expenditure of Rs.1.66 crore towards 355 unsuccessful boring drilled by the Rigs.

(Paragraph 4.1.47)

Lack of timely repairs and maintenance led to non-functioning of hand pumps valued Rs.18.19 lakh.

(Paragraph 4.1.49)

Services of 1005 grass root level workers and 442 sector level professionals trained at a cost of Rs.7.58 lakh under HRD programme were not utilised for operation and maintenance of water supply system already created.

(Paragraph 4.1.51)

Objective of creating awareness among rural population on water and sanitation sector remained unfulfilled owing to non-creation of IEC cell by the state government so far.

(Paragraphs 4.1.52 and 4.1.53)

Although an expenditure of Rs.84.94 lakh was incurred by the Department for procurement of Hardware (Rs.81.54 lakh) and Training (Rs.3.40 lakh), the objective of introducing management information system remained unfulfilled so far owing to lack of inter-office communication system within the Department.

(Paragraph 4.1.55)

Introduction

Accelerated Rural Water Supply Programme

4.1.1 Providing potable drinking water in rural areas is the responsibility of state governments. The Government of India (GOI) introduced the Accelerated Rural Water Supply Programme (ARWSP) in 1972-1973 to assist the states with 100 per cent grants-in-aid to tackle water supply to identified problem villages. With the introduction of the Minimum Needs Programme (MNP) under state sector from 1974-1975, ARWSP was withdrawn but reintroduced in 1977-1978 to accelerate the pace of coverage of problem villages. The programme, since then, is being implemented parallel with MNP. Besides, in order to ensure maximum inflow of scientific and technical inputs into the rural water supply sector and to deal with the quality problem of drinking water, National Drinking Water Mission (NDWM) was introduced

in 1986, which was renamed as Rajiv Gandhi National Drinking Water Mission in 1991. The Mission included ARWSP, Sub-missions, Human Resource Development, Research and Development, Information, Education and Communication (IEC) and Sector Reform Programme *w.e.f.* April 1999.

4.1.2 The prime objectives of ARWSP were as under: -

4.1.3 To ensure coverage of all rural habitations especially to reach the unreached with access to safe drinking water;

4.1.4 To ensure sustainability of the systems and sources;

4.1.5 To preserve quality of water by institutionalising water quality monitoring and surveillance through a catchment area approach.

4.1.6 The state comprised of 911 habitations with a rural population of 3.72 lakh as per 1991 census with a projected rural population of 4.41 lakh by 2000 AD.

4.1.7 The state had covered 911 habitations upto 2000-2001, both under ARWSP and MNP.

Accelerated Urban Water Supply Programme

4.1.8 Due to low economic base and low priority given by the state governments to provide water supply in smaller towns with population of less than 20,000, these were neglected during normal times and worst hit during the period of drought. In order to extend financial support to the state governments/Local Bodies and to provide water supply facilities in towns having population less than 20,000, the Centrally Sponsored Scheme Accelerated Urban Water Supply Programme (AUWSP) was launched midway (March 1994) during 8th Plan.

4.1.9 The main objectives of the AUWSP were as under:

4.1.10 To provide safe and adequate water supply facilities to the entire population of the town having population less than 20,000 within a fixed time frame.

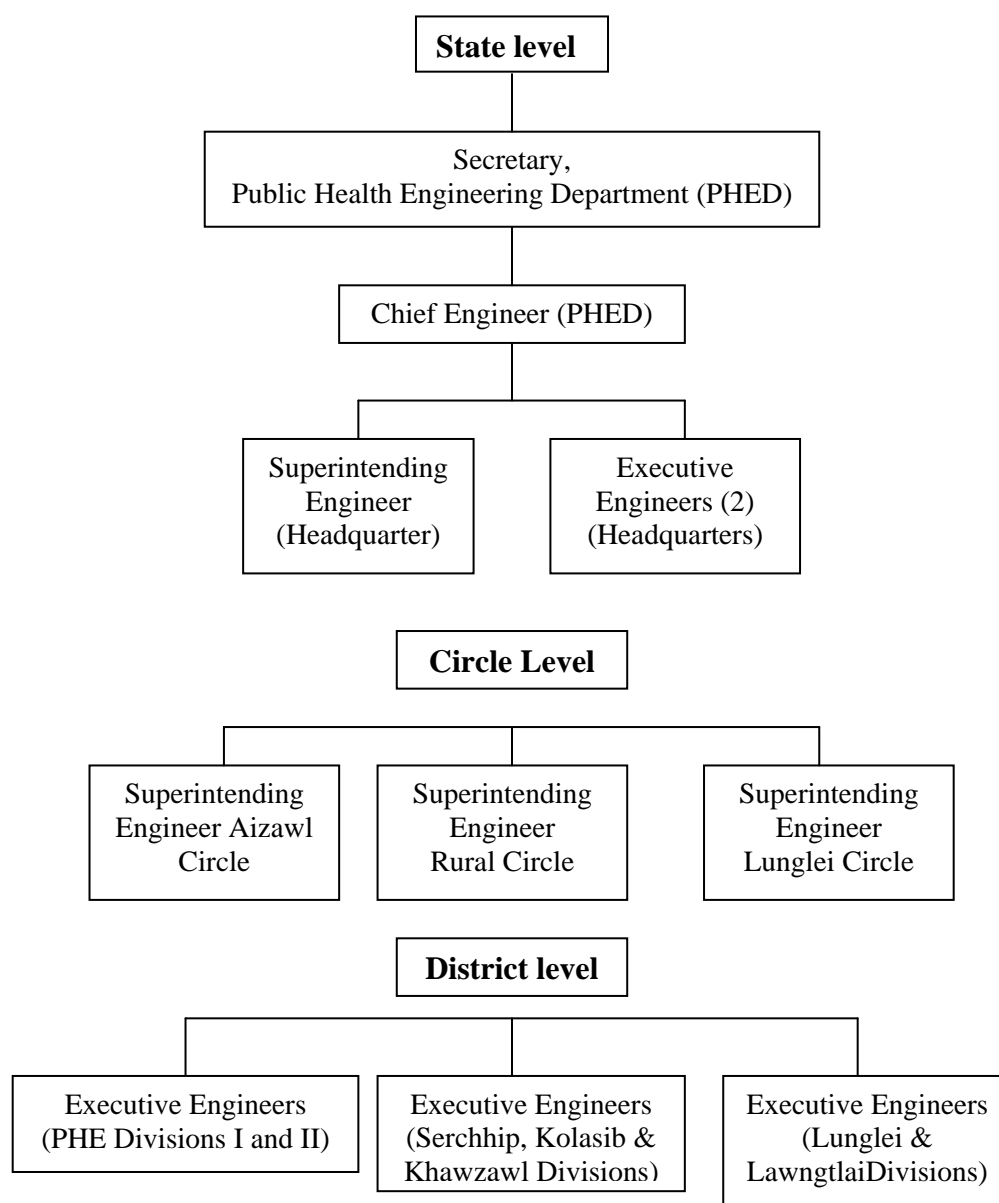
4.1.11 To improve the environment and quality of life.

4.1.12 For better Socio-economic condition and more productivity to sustain the economy of the Country.

Organisational set-up

4.1.13 In Mizoram, the Public Health Engineering Department (PHED) is entrusted with the responsibility for implementation of both the programmes. The agencies responsible for implementation of both the programmes are depicted in a chart given below :

Chart 4.1



Scope of Audit

4.1.14 The records of the Chief Engineer, PHED, Aizawl and Executive Engineers, PHE Divisions I and II, Aizawl, PHE Divisions at Lunglei, Serchhip and Khawzawl for the period from 1997-1998 to 2000-2001 covering 49 *per cent* of the total expenditure under ARWSP and from 1993-1994 to 2000-2001 covering *cent per cent* of expenditure under AUWSP were test checked during January to March 2001. Important points noticed in test check are brought out in succeeding paragraphs.

Financial Management

4.1.15 ARWSP is fully funded by Central Government on the basis of matching provision/expenditure by the state government under the state sector MNP. Upto 20 *per cent* of ARWSP funds released to the State can be used for sub-mission Projects. The Central Government also provides 100 *per cent* assistance for activities under National Human Resource Development Programme (NHRD); Information, Education and Communication (IEC); Management Information System (MIS); Water quality testing and Pilot Projects under sector reforms.

4.1.16 The AUWSP, being a Centrally Sponsored Programme, was funded on grant basis, 50 *per cent* by the central government and 50 *per cent* by the state government.

4.1.17 Details of funds released and utilised by the state during 1997-1998 to 2000-2001 under ARWSP, MNP and AUWSP, as per records of the Department, were as under:

Table 4.1
ARWSP

(Rupees in lakh)			
Year	Fund released by GOI	Expenditure	Excess (+)/Saving (-)
1997-1998	680.39*	490.08	(-) 190.31
1998-1999	1017.66	1200.40	(+) 182.74
1999-2000	696.00	688.91	(-) 7.09
2000-2001	1161.91	1175.80	(+) 13.89
Total	3555.96	3555.19	(-) 0.77

(Source : As per figures reported by the Chief Engineer, PHED, Mizoram to the GOI)

* Included unutilised balance of Rs.96.76 lakh pertaining to the year 1996-1997.

Table 4.2
MNP

(Rupees in lakh)

Year	Budget provision	Expenditure	Excess (+)/Savings (-)
1997-1998	600.00	612.03	(+)12.03
1998-1999	820.34	893.41	(+)73.07
1999-2000	698.00	624.89	(-)73.11
2000-2001	1259.79	1225.80	(-)33.99
Total	3378.13	3356.13	(-) 22.00

(Source : As per figures reported by the Chief Engineer, PHED, Mizoram to the GOI)

Table 4.3
AUWSP

(Rupees in lakh)

Year	Fund re-leased by the GOI	Fund re-leased by State Govt.	Total fund	Expenditure	(+)Excess/(-) Saving
1993-1994	4.26	-	4.26	-	(-) 4.26
1994-1995	-	-	-	-	-
1995-1996	7.10	-	7.10	11.36	(+) 4.26
1996-1997	11.88	23.13	35.01	23.13	(-) 11.88
1997-1998	51.68	35.00	86.68	46.88	(-) 39.80
1998-1999	76.95	54.51	131.46	139.14	(+) 7.68
1999-2000	63.42	32.09	95.51	120.19	(+) 24.68
2000-2001	57.39	58.81	116.20	78.13	(-) 38.07
Total	272.68	203.54	476.22	418.83	(-) 57.39

(Source : As per utilisation certificates and sanction-wise expenditure statement submitted by the Chief Engineer, PHED to the GOI)

4.1.18 The total unutilised fund under ARWSP, MNP and AUWSP at the end of March 2001 were Rs.0.77 lakh, Rs.22 lakh and Rs.57.39 lakh respectively. The reasons for excess or savings under different schemes as shown above were neither on record nor stated (April 2001).

4.1.19 Following further points were also noticed in audit:

4.1.20 The guidelines of the ARWSP envisaged utilisation of funds to the extent of 15 per cent, 20 per cent, 30 per cent and 35 per cent during first, second, third and fourth quarter respectively, of a financial year to avoid rush of expenditure towards the end of financial year. Test check of Divisional and CE, PHED records, however, revealed that out of the total expenditure of Rs.18.65 crore incurred by 7 PHE Divisions during 1999-2000 to 2000-2001 under ARWSP, Rs.9.73 crore (52 per cent) was incurred in the last quarter of these years. The year-wise percentage of expenditure during the last quarter ranged from 48 to 60 per cent against the norms of 35 per cent. It indicates that the controlling officer did not monitor the progress of quarterly expenditure against the allotment of fund to avoid rush of expenditure during the last quarter.

4.1.21 As per guidelines, the release of fund under ARWSP would not exceed the provision made by the state government under MNP. But it would be seen from the above table that the allocation of Central fund for ARWSP exceeded the provision made under MNP by the state government during 1998-1999 by Rs.1.98 crore (Rs.10.18 crore – Rs.8.20 crore);

4.1.22 The Executive Engineer, PHE Division, Lunglei drew Rs.33.80 lakh during March 1999 and Rs.22.90 lakh during March 2000 in advance by charging the expenditure to different schemes under ARWSP but the amounts were kept (March 1999 and March 2000) under Civil Deposit (8443 – Civil Deposit) to avoid lapse of budget grant. Of this, the Division spent Rs.23.22 lakh during 2000-2001 leaving an unspent balance of Rs.33.48 lakh in Civil Deposit as of April 2001. The drawal of fund to avoid the lapse of budget grant and keeping the amount in Civil Deposit was highly irregular which resulted in locking up of Government fund to the extent of Rs.33.48 lakh.

Planning

Accelerated Rural Water Supply Programme

Non-preparation of shelf of schemes

4.1.23 As per guidelines for implementation of the programme in the state, the government had to prepare ‘shelf’ of schemes for works to be taken up under the programme conforming to prescribed norms and design criteria. But no such prescribed ‘shelf’ of schemes was prepared by the Government (PHED) till April 2001. Further, the Department also had not prepared any District level plans on the basis of guidelines issued by the GOI.

Identification of Problem Villages

4.1.24 The programme envisaged identification of problem villages/habitations for ensuring supply of potable drinking water. According to the criteria laid down, Problem villages were those which had no assured source of water within a distance of 1.6 Km of the habitations in plain area or within an elevation of 100 metres in the hilly areas or where the available water had excessive saline, iron, fluoride or other toxic elements or where diseases like cholera, guinea worm, etc., were endemic.

4.1.25 On the basis of above criteria, 785 villages were identified as problem villages according to 1991 census. Subsequently, due to change in concept of coverage from village to habitations, the state government conducted survey in 1995 thereby identifying 911 habitations.

Target and achievement

Accelerated Rural Water Supply Programme

4.1.26 The year-wise physical target and achievement under the programme during 1997-1998 to 2000-2001 were shown in **Appendix - XXII**.

4.1.27 With the coverage of 787 habitations (partially covered: 660; fully covered: 127) during 1997-1998 to 2000-2001, the total coverage at the end of March 2001 was 911 habitations (367 habitations fully covered and 544

partially covered) as of April 2001. But the department did not evolve any system to ascertain whether the targeted population were actually deriving the benefits arising out of the completed/partially completed schemes under the ARWSP or not.

Accelerated Urban Water Supply Programme

4.1.28 In the first stage of the AUWS Programme, selection of towns was done by the Ministry of Urban Development, Government of India, based on the proposals sent by the state governments. From 1994-1995 onwards, selection of schemes was done by the State Level Selection Committee and after selection, the detailed project reports were sent to the Ministry of Urban Development, Government of India, for approval.

4.1.29 Accordingly, on the recommendation of the State Level Selection Committee, the Government of India, between December 1995 and March 2000, approved the following six schemes under AUWSP at an estimated cost of Rs.6.33 crore.:

Table 4.4

Sl. No.	Name of schemes	Town	Month of approval	No. of beneficiaries	Estimated cost (Rs. in lakh)
1.	Hnahthial (Aug) Water Supply Scheme	Hnahthial	12/95	5548	46.48
2.	Zawlbuam (Aug) Water Supply Scheme	Zawlbuam	12/97	3455	103.35
3.	Saitual (Aug) Water Supply Scheme	Saitual	8/98	7104	154.95
4.	Sairang Water Supply Scheme	Sairang	4/99	3527	69.25
5.	Darlawn (Pumping) Water Supply Scheme	Darlawn	4/99	3609	112.08
6.	Thenzawl (Composite) Water Supply Scheme	Thenzawl	3/2000	4502	146.45
Total :				27,745	632.56

(Source : As per quarterly progress reports submitted by State Government/
Chief Engineer, PHED, Mizoram to the Government of India)

Delay in completion of schemes

4.1.30 The details of the above six schemes are shown in **Appendix-XXIII**. Out of the six schemes, the first two taken up at an estimated cost of Rs.1.50 crore were completed at a total cost of Rs.1.46 crore between March 1998 and March 1999. Of the remaining four schemes, three schemes at Sl. Nos. 3 to 5 costing Rs.3.36 crore, scheduled to have been completed by the end of March 2001, were still in progress with physical achievements ranging from 37 per cent to 84 per cent. In respect of scheme at Sl. No. 6, only part procurement of materials was made with achievement being 2.01 per cent. The reasons for delay in completion of these schemes were not on record.

Non-maintenance of assets created/status of completed schemes

4.1.31 The guidelines laid down that the Department has to maintain a complete inventory of drinking water sources created under different programmes like ARWSP, MNP *etc.*, giving date of start and completion of the Project, cost of completion, depth in case of spot sources, agency responsible for operation and maintenance and other relevant details. No such record was, however, maintained either by the divisions test checked or by the Department. No water supply scheme was handed over to Local Bodies or NGOs for maintenance during the period covered by this review.

Execution of water supply schemes***Excess expenditure on wages in departmental laying of G I pipes***

4.1.32 Between April 2000 and December 2000, Khawzawl PHE Division and Aizawl PHE Division II laid 21815.75 RM of GI pipes of different diameters departmentally for execution of 4 water supply schemes and incurred an expenditure of Rs.21.81* lakh towards payment of wages of muster roll workers as shown in **Appendix-XXIV**.

4.1.33 According to the norms adopted in the Schedule of Rates (SOR) of 1999-2000 (effective from February 2000), for departmental laying of 21815.75 RM of GI pipes, the expenditure should have been Rs.17.69 lakh as shown below:

Table 4.5

Size of pipes	Length laid (RM)	Approved laying rate including cost of material (Rs. per RM)	Cost of G I pipes specials etc. (Rs. Per RM)	Labour charge (Col.3-Col.4) (Rs. per RM)	Expenditure on labour as per norm for Departmental laying (Rs. in lakh)
(1)	(2)	(3)	(4)	(5)	(6)
100 MM	3809.00	546.30	437.25	109.05	4.15
80 MM	14215.75	368.30	290.45	77.85	11.07
65 MM	675.00	303.50	234.75	68.75	0.46
50 MM	544.00	252.60	182.45	70.15	0.38
40 MM	2572.00	194.00	130.50	63.50	1.63
Total	21815.75				17.69

(Source : As calculated by Audit with reference to approved norms)

4.1.34 Thus, the Divisions incurred an extra expenditure of Rs.4.13 lakh (Rs.21.82 lakh – Rs.17.69 lakh) towards laying of GI pipes by deployment of excess labourers over the prescribed norms fixed by the Department. The

* Actual expenditure : Khawzawl : Rs.18.20 lakh
Aizawl II : Rs.3.61 lakh
Rs.21.81 lakh

reasons for excess and irregular deployment of labourers were neither on records nor stated (April 2001).

Diversion of funds to activities not connected with the scheme

4.1.35 Test check of records of 2 Divisions *viz.*, Aizawl PHE Division-I and Lunglei PHE Division revealed that the Divisions during the period from February 1998 to March 2000 procured various materials like carpet, curtain, spare parts of vehicles, office stationeries *etc.*, worth Rs.12.51 lakh. The expenditure so incurred was charged to various water supply schemes under ARWSP without any provisions in the estimate of the works for purchase of such materials.

4.1.36 Reasons for such unauthorised purchase of materials were neither on record nor stated (April 2001). This resulted in diversion of Central fund to activities not connected with the scheme.

Local purchase of materials without call of quotations/tenders

4.1.37 Rules provide that in all cases, where local purchase is resorted to, quotations or tenders as the case may be, should be invited from manufactures/recognised dealers so as to get materials at competitive rates.

4.1.38 Test check of records of Khawzawl PHE Division revealed that the Division between July 1997 and November 2000 procured locally materials like GI specials, valves *etc.*, valued at Rs.60.66 lakh through indents/supply orders against different water supply schemes. The Division had not obtained any non-availability certificate from the Central Store Division, Aizawl nor invited any tender/quotation as per rule to determine the competitive price before resorting to such huge purchase involving an amount of Rs.60.66 lakh.

4.1.39 Thus, the entire purchase process, apart from being irregular, deprived the Department of the benefit of competitive rates.

Quality of water

Lack of adequate testing of water samples

4.1.40 To ensure supply of potable drinking water, 3 (three) Laboratories (two stationary and one mobile) for testing of water samples of all the 8 districts were functioning (State level water Lab since 1983, Aizawl District water Lab and Mobile Lab since 1991) at Aizawl. The total water samples in respect of ARWSP and MNP and other schemes tested in these Laboratories during 1997-1998 to 2000-2001 were 6497. As per guidelines, one Laboratory should service an area covering two to three districts with a target of 6000 samples per year. Thus, against the target of 72000 samples to be tested in these 3 laboratories, only 6497 samples were tested during 1997-1998 to 2000-2001 although the department incurred Rs.91.23 lakh towards pay and allowances of the staff of the laboratories during the aforesaid period. Reasons for shortfall of 91 *per cent* were not stated (April 2001). Thus, it is

evident that for lack of adequate testing of samples, the quality of water provided to the targetted population remained doubtful.

Non-functioning of water testing laboratories despite expenditure of Rs.7.95 lakh

4.1.41 The Government of India released (July 1998) Rs.8 lakh being the 1st instalment of Grants-in-aid for setting up of 4 Water Testing Laboratories at Lunglei, Mamit, Champhai and Chhimtuipui Districts. The amount was, however, released by the state government to the implementing agency (PHED) in October 2000. Test check of records of PHE Division No. I, Aizawl revealed that the Division although spent Rs.7.95 lakh between November 2000 and December 2000 for construction of two Laboratories at Lunglei and Chhimtuipui (Rs.1.99 lakh) and procurement of laboratory equipment and chemicals (Rs.5.96 lakh), the Laboratories were not made functional for reasons neither on record nor stated (April 2001). Thus, the purpose for which the Laboratories were established remained unfulfilled.

Non-maintenance of Iron Removal Plants

4.1.42 For installation of 156 Iron Removal Plants in 23 villages in Aizawl districts, the Government of India sanctioned Rs.14.33* lakh between September 1989 and October 1997 under Aizawl Mini-Mission. The department installed all the 156 plants during 1990-1991 to 1997-1998 at a total cost of Rs.18.63 lakh through NIDC** which supplied the plants and assisted the department in installation. As per guidelines the excess expenditure of Rs.4.30 lakh (Rs.18.63 lakh – Rs.14.33 lakh) over the sanctioned fund was to be met from state funds. However, the department met the excess expenditure from ARWSP funds.

4.1.43 Records of the Department also revealed (February 2001) that out of 156 plants installed, 36 plants had not been functioning since 1993-1994 owing to lack of back washing.# The Department also did not initiate any action to get the plants repaired till March 2001 for reasons neither on record nor stated.

4.1.44 Thus, non-initiation of any action for repair and maintenance of 36 plants not only led to an idle investment of Rs.4.32## lakh but also deprived 7200 rural population from the desired benefit of potable drinking water facilities.

* Rs.8.50 lakh for installation of 100 plants in 15 villages in September 1989; Rs.5.83 lakh in October 1997 for 56 plants.

** National Industrial Development Corporation.

Back washing : A method of cleaning the accumulated sand in the filter media of the plant.

Total expenditure for 156 plant : Rs.18.63 lakh
therefore, total expenditure for 36 plants : $\frac{Rs.18.63 \times 36}{156}$: Rs.4.32 lakh

Poor performance of rigs

4.1.45 Under Public Health Engineering Department, 2 (two) rigs (ITH-10 and HALCO-V494 DTH-Drill) supplied by UNICEF were working since 1987-1988. According to norms each rig is to drill 12 bores/720 metres per month. The performances of the rigs with reference to norms during the period from 1997-1998 to 2000-2001 were as under: -

Table 4.6

Year	As per norms		Achievement		Shortfall(-) / Excess(+)	
	No. of bores	Drilling (in metres)	(No. of bores)	Drilling (in metres)	No. of bores	Drilling (in metres)
1997-1998	288	17280	122	5667	(-) 166	(-) 11613
1998-1999	288	17280	328	9214	(+) 40	(-) 8066
1999-2000	288	17280	286	11149	(-) 02	(-) 6131
2000-2001	288	17280	199	5751	(-) 89	(-) 11529
Total	1152	69120	935	31781	(-) 217	(-) 37339

(Source : Information supplied by CE PHE)

Shortfall in drilling of bores

4.1.46 Against 1152 bores to be drilled involving 69120 metre, the rigs drilled 935 bores of 31781 metre at a cost of Rs.4.37 crore. Thus, there was a shortfall of 217 bores and 37339 metres in drilling. Reasons for such poor performance of rigs were not stated.

Unsuccessful boring

4.1.47 Out of 935 number of bores drilled, the number of successful bore holes were only 580 (62.03 per cent of total bores drilled during the period). Thus, out of Rs.4.37 crore spent for 935 boring, the expenditure of Rs.1.66 crore involved in 355 unsuccessful boring proved unfruitful. This was indicative of taking up of the work without conduct of proper survey and investigation.

Non-functional Hand Pumps

4.1.48 As per norms, the life of a hand pump is 10 years from the date of installation. Test check of records of 2 Divisions viz., Serchhip PHE Division and Khawzawl PHE Division revealed that 31 hand pumps (Serchhip : 16 and Khawzawl : 15) installed during 1994-2001 became non-functional within 10 years of their installation due to collapse of bore hole, falling down of riser pipe in the bore hole, damage of pump washer and bucket etc. No effective steps were taken to get them repaired till March 2001 for reasons neither on record nor stated.

4.1.49 Thus, lack of initiative for timely repairs and maintenance of these hand pumps installed at a cost of Rs.18.19 lakh (average cost) not only

rendered the pumps non-functional but also denied the benefits of sustained water supply to the people.

Human Resource Development

4.1.50 Mention was made in Para 4.2.10 of the Audit Report for the year ended 31 March 1997 about creation of Human Resource Development cell in the office of the Chief Engineer, PHED, Aizawl.

Services of trained personnel not utilised

4.1.51 Between 1996-1997 and 2000-2001, the Government of India released a total fund of Rs.21.48 lakh for imparting training at grass root level and sector level professional trainees. The department between 1996-1997 and 2000-2001 imparted training to 1005 grass root level trainees and 442 sector level professional trainees against the target of 4564 trainees. The total expenditure incurred by the cell during the aforesaid period was Rs.19.10 lakh (Training : Rs.7.58 lakh; Staff salary : Rs.4.48 lakh; other purposes : Rs.7.04 lakh). However, the services of the trained personnel were not utilised for taking up operation and maintenance related to rural water supply system already created thereby defeating the very purpose for which the cell was created.

Non-creation of Information, Education and Communication (IEC) Cell

4.1.52 Mention was made in Para 4.2.15 of the Audit Report for the year ended 31 March 1997 about non-creation of IEC cell in the office of the Chief Engineer PHED, Aizawl for undertaking intensive awareness campaign in Aizawl district till April 1997. Records of the department revealed that the said cell was not established till March 2001.

4.1.53 Thus, the objective of creating awareness among the rural population on water and sanitation management remained unfulfilled.

Lack of inter-office communication under Management Information System despite expenditure of Rs.81.54 lakh

4.1.54 For effective planning, monitoring and implementation of various schemes under different programme, Information Technology (IT) based Management Information System was introduced under the programme.

4.1.55 The Government of India released a total fund of Rs.85.06 lakh during 1996-1997 to 2000-2001 for the said purpose. The Department (PHED) incurred an expenditure of Rs.81.54 lakh between 1996-1997 and 2000-2001 for procurement of hardware (87 computers and accessories) from HCL, Calcutta and one Guwahati based firm besides an expenditure of Rs.3.40 lakh on training. Out of 87 computers, 11 were installed in the office of the Chief Engineer (CE), PHED, 6 in Circle Offices, 2 in HRD Cell and 49 in Divisions/Sub-Divisions leaving 19 computers undistributed in CE's office as of July 2001. Although 68 computers were installed in different offices, the

work of processing and storing data and its communications from one office to another through NICNET had not been started (July 2001) for reasons neither on record nor stated. The lack of inter-office communication system within the department, even after incurring an expenditure of Rs.81.54 lakh, the purpose for which Management Information System was introduced, remained unfulfilled. Besides, the expenditure of Rs.17.81 lakh for procurement of 19 computers was unproductive.

Monitoring and evaluation

4.1.56 The activities of the monitoring cell functioning at State level in the office of the CE, PHED, Aizawl was confined to conventional method of compilation of progress reports received from executing Divisions for submission to the state government as well as to the Government of India. No evaluation was conducted on the impact of implementation of the programme for taking up any corrective measures. Neither any record in support of any field visit by the Chief Engineer/Secretary, PHED was maintained nor made available to audit. No record regarding composition of any Apex Committee/State level Co-ordination Committee and any special report of inspection and evaluation conducted by such Apex Committee was made available to audit.

4.1.57 The foregoing points were reported to the Government in June 2001; their reply has not been received (December 2001).

Recommendations

4.1.58 The Government/Department did not have any mechanism to ascertain whether the beneficiaries were actually deriving the benefits after completion of the schemes. The Government may consider evolving a system to ensure that the expenditure made for the Scheme had percolated to the population it was intended for.

SECTION – B - PARAGRAPHS

PUBLIC WORKS DEPARTMENT

4.2 Extra expenditure

Excess deployment of Muster Roll labourers for departmental execution of jungle clearances and earthwork in excavation for 20138 mandays in excess over the prescribed norm led to extra expenditure of Rs.14.31 lakh.

4.2.1 For construction of Aizawl-Reik-West Lungdar Road, Aizawl Road South Division, Aizawl executed departmentally two items of work viz. Jungle clearance (19240 sqm) and earth work in excavation (67323 cum) between December 1999 and July 2000 and incurred an expenditure of Rs.44.50 lakh (between February and August 2000) towards payment of wages of Muster Roll labourers (71 semiskilled; 2024 unskilled) for 63,262 mandays.

4.2.2 According to norms adopted by the Public Works Department in their Schedule of Rate 1992 and after detailed analysis, the aforesaid two items of work required only unskilled labourers for 43,124* mandays as against 63,262 mandays entertained by the division. The excess entertainment of labourers for 20,138 mandays (63262-43124) over the prescribed norms resulted in extra

expenditure of Rs.14.31** lakh. The reasons for such excess deployment of labourers were neither found on record nor stated (March 2001).

*	<i>Items of Work</i>	<i>Required mandays as per norms</i>	<i>Quantity executed</i>	<i>Required mandays for the quantity executed</i>
<u>Jungle Clearance</u>				
	<i>i) Light</i>	<i>0.167 per 100 sq.m</i>	<i>3540M²</i>	<i>5.9118</i>
	<i>ii) Medium</i>	<i>0.267 Per 100 sq.m</i>	<i>15700 M²</i> <i>19240 M²</i>	<i>41.919</i>
<u>Earth Work in excavation</u>				
	<i>i) Loose boulder etc. not requiring blasting</i>	<i>0.55 per cum</i>	<i>3.30M³</i>	<i>181.50</i>
	<i>ii) Soft or laminated rock requiring blasting</i>	<i>0.64 per cum</i>	<i>33996.175M³</i>	<i>21757.552</i>
	<i>iii) Hard shale or medium rock requiring blasting</i>	<i>0.64 per cum</i>	<i>32801.93M³</i>	<i>20993.2352</i>
	<i>iv) Very hard shale requiring blasting</i>	<i>0.74 per cum</i>	<i>195M³</i>	<i>144.30</i>
			<i>67323M³</i>	<i>43124.418</i>
<i>Total</i>			<i>Say, 43124 mandays</i>	

** Actual expenditure for 63262 mandays : Rs.44.50 lakh

4.2.3 The Government while accepting the fact stated (July 2001) that the deployment of excess labourers was unavoidable as the first 5 kilometers of the road passed through private land at many stretches and most of the land owners did not allow disposal of earth spoils within their respective areas and it was not possible to use explosives due to presence of dwelling houses which necessiated deployment of more labourers. The contention of the Government is not acceptable to audit as the factors responsible for excess deployment of labourers were foreseeable and could have been included in the sanctioned estimate of the work.

*Less expenditure involved for 43124 mandays
(@ Rs.70 per mandays/labourers) :*

Rs.30.19 lakh

Excess expenditure :

Rs.14.31 lakh
