



**Report of the
Comptroller and Auditor General of India
on
District Malda
for the year ended March 2012**

The Report has been laid on the table of the State Legislature Assembly on 10-07-2014



**Government of West Bengal
Report No. 6 of 2013**

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Preface

This Report of the Comptroller and Auditor General of India contains the results of Audit of Malda district in West Bengal. The Report has been prepared for submission to the Governor under Article 151 (2) of the Constitution of India.

- 2 The District centric Audit of Malda involved review of the significant socio-economic developmental programmes implemented in the District during 2007-12. The Report contains observations arising out of scrutiny of the records of the District Magistrate, Zilla Parishad, other district level nodal offices entrusted with implementation of selected schemes/ programmes and test check of five Development Blocks out of 15 blocks in the District and seventeen Gram Panchayats out of 57 Gram Panchayats under those five blocks.
- 3 Audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.
- 4 Audit observations on Annual Accounts of the State Government and significant issues arising out of the General and Social Sector Departments, Economic Sector Departments, Revenue Receipts and statutory Corporations/Government Companies are presented separately as separate volumes of Reports on the Government of West Bengal.

Executive Summary

Executive Summary

In recognition of the importance accorded by the Planning Commission, Government of India, for a District-centric approach to devolution of finances towards integrated local area development, a District-centric audit of Malda district was carried out to assess the status and impact of implementation of various socio-economic developmental activities in the District during 2007-12 and to evaluate improvement in the quality of life of the people. The review covered key Social Sector programmes relating to health, education, nutrition and water supply, Economic Sector programmes relating to creation of roads, supply of power, development of agriculture, generation of employment etc. and provision of basic civic amenities to provide better public services, etc. Malda being one of the major flood prone Districts, an assessment of the efficacy of the anti-erosion works undertaken by Government was also done by Audit.

For reviewing various issues of implementation of all these schemes at various levels, records of the nodal Departments/ State level nodal agencies, District level records of the District Magistrate/ Zilla Parishad/ District Rural Development Cell/ other District level nodal authorities were test checked by Audit. Moreover, for assessing ground level implementation issues, five Development Blocks and seventeen Gram Panchayats were visited by audit.

Summary of significant observations arising out of the District centric Audit are discussed hereunder:-

Social Sector schemes

Under **Social Services**, though implementation of key flagship programmes has resulted in some positive impacts especially in health and education sector, there was still scope for improvements.

- ❖ Under the **Health Sector**, performance analysis of implementation of various components of National Rural Health Mission disclosed that in the absence of household survey and survey to assess the facilities, planning was not sufficiently linked to reality. There were noticeable shortages in terms of availability of health centres, especially Community Health Centres and Primary Health Centres in the District based on rural population as per Census 2011. Sample checks showed that even the existing health centres lacked basic infrastructure /services. Shortage of manpower as compared to Indian Public Health Standard (IPHS) norms was also a matter of serious concern. Although Institutional deliveries showed an upward trend during last five years, it still registered significant shortfall ranging from 50 to 66 *per cent* during 2007-12. The aim of providing accessible and affordable healthcare to the people thus remained unachieved in the District.
- ❖ As regards **Education Sector**, the quality of plan was compromised as District Project Officer prepared Annual Plan based on available data of Census 2001 and District Information for School Education (DISE) database without conducting household survey and ensuring community participation. Number of primary schools increased marginally during last five years with 45 *per cent* increase in

Project Reports resulted in non-completion / non-commencement of works leading to eligible habitations being deprived of the benefit of all weather road connectivity.

- ❖ Malda being one of the flood prone districts of the State, a performance appraisal of the **Anti Erosion** activities was conducted. It was observed that in the absence of long term Master plan coupled with prioritisation on temporary /short term protective measures instead of permanent measures, anti-erosion schemes did not yield the desired results. The same was compounded by delays in commencement of many schemes on the vulnerable zones even after their approval, which was often due to inefficient management of tender formalities. Adequate monitoring mechanism was not functioning to exercise proper checks on timely completion of the schemes as well as on quality of materials being utilised during execution of schemes.
- ❖ The **Employment Generation** schemes could not achieve their intended objectives of providing sustained level of income. While only 0.6 *per cent* of the Self Help Groups could be credit-linked in Swarnajayanti Gram Swarojgar Yojana (SGSY), Mahatma Gandhi National Rural Employment Guarantee Scheme (MNREGS) could not ensure 100 days jobs to a substantial percentage of targeted population. Non-utilisation of assets created through SGSY assistance was indicative of unplanned creation of infrastructure, coupled with lax monitoring and intervention.
- ❖ National Food Security Mission (NFSM) and Rashtriya Krishi Vikas Yojana, (RKVY) being two major schemes under **Agriculture Sector**, were subjected to performance assessments. It was observed that the aim of increasing production of pulses through enhancement of area and productivity remained unachieved while cultivated area and yield in 2011-12 showed an overall decline as compared to those of 2007-08. Failure of timely distribution of inputs among the beneficiaries factored behind such non-achievement. This indicated that the District is falling short of NFSM targets achievable in 2011-12. As regards of RKVY, the District authority failed to effectively implement the interventions under the components test checked as transpired from low level of expenditure, un-co-ordinated purchase of implements, etc. Implementation of both NFSM and RKVY was affected by lax monitoring.
- ❖ Implementation of Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY) under **Energy Sector** was adversely affected by deficiencies in planning and consequent revision of targets to the end of the Plan period. The slow progress of work and non-achievement of target even after 19 months from the scheduled target date of completion was indicative of lax implementation of the scheme. Instances of below the poverty line households being illegally charged money for the electricity connection should be viewed seriously as the scheme had envisaged free connections.

General Sector

- ❖ As regards performance of the District Police authorities in maintaining **law and order** it was observed that the police force had to perform with acute shortage of manpower. Wings like District Intelligence Branch, Narcotic Cell, Highway Traffic and Women Cell was operating with 74 to 100 *per cent* shortage in manpower. As compared to norms fixed by Police Regulation of Bengal, Malda police authority had been maintaining law and order with only 31 *per cent* of the required number of staff.
- ❖ Under **Municipal Services** as observed in English Bazar Municipality, there was shortage of 43 *per cent* in drains as compared to requirement. Further, the municipality discharged untreated drain water into Mahananda river polluting the river and the adjoining environment. Segregation of solid wastes, including bio-medical / hazardous wastes, etc., was not done by the Municipality. The municipality did not have any treatment plant for effective disposal of the waste and untreated waste was dumped in ditches and private low lands situated outside the town.

Other general issues

- ❖ The basic objective of preparation of comprehensive District Plan through participative planning process for balanced and co-ordinated development remained largely unachieved due to deficient functioning of the District Planning Committee and irregular preparation of District plan. Resultantly, gaps in various developmental schemes/ programmes could not be identified defeating the purpose of preparation of District Plan.

Chapter 1

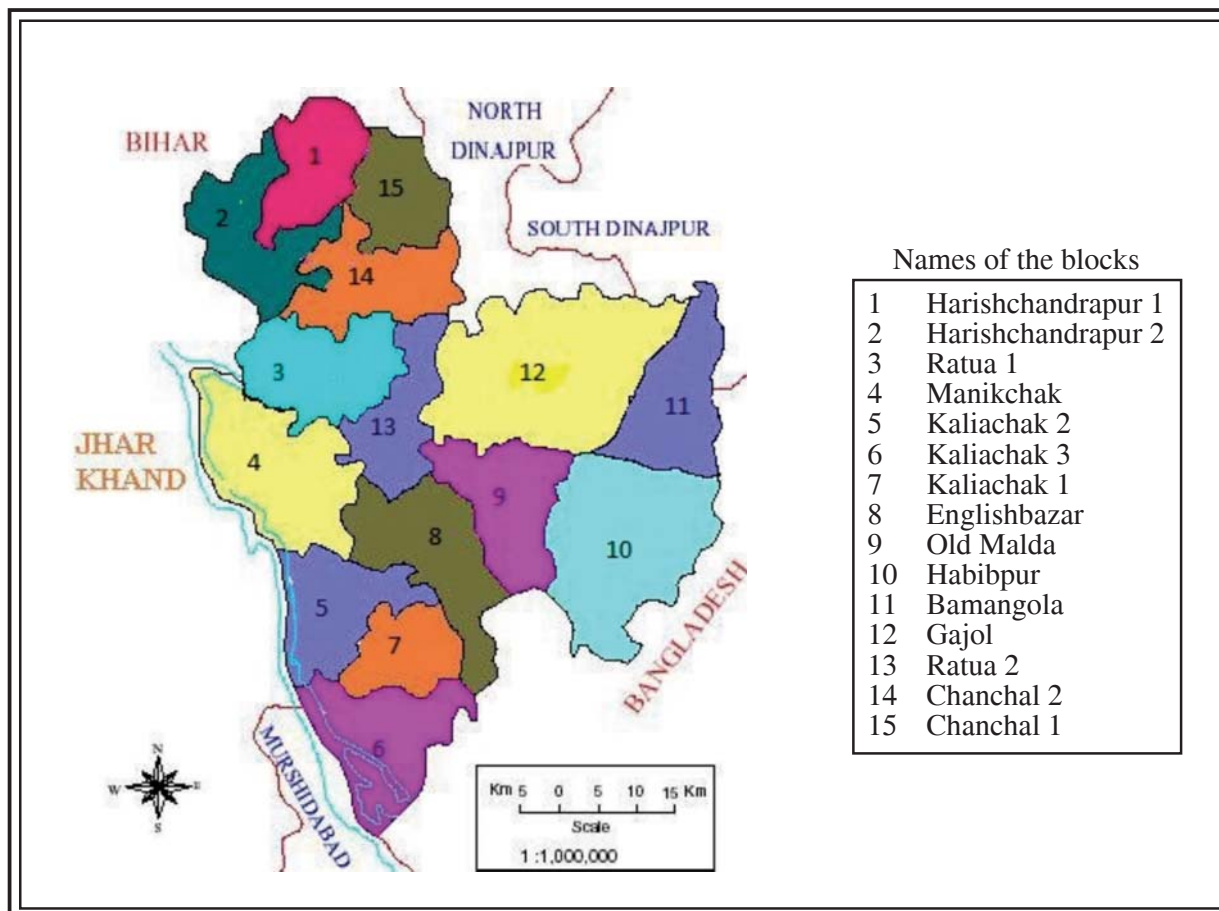
Introduction

CHAPTER 1

Introduction

1.1 District Profile

Malda District was formed in 1813 out of some portions of outlying areas of Purnia, Dinajpur and Rajshahi Districts. It is bounded by Bihar and Jharkhand States in the West, North Dinajpur District in the North, Murshidabad District in the South-West and South Dinajpur District and international border with Bangladesh in the East.



Headquartered at Englishbazar, the District spans over an area of 3733 sq km and accounts for about four *per cent* (39.98 lakh) of the population of the State (913.48 lakh), with 93 *per cent* of them residing in rural areas. The rate of literacy in the District is 62.71 *per cent*¹ as against 77.08 *per cent* at State level and the National average of 74.04 *per cent*. Out of 6.62 lakh families of the District, 39.17 *per cent* (2.59 lakh families) live below the poverty line (BPL) as compared to 34.12 *per cent* at the State level. The position of the Malda District *vis-à-vis* the State position and National average in respect of some demographic indicators are shown in **Table 1.1** below:

¹ As per Census 2011

Table 1.1: Some demographic indicators of Malda vis-à-vis State and National average

Indicators	Position as of Census 2001			Position as of Census 2011		
	Malda	West Bengal as a whole	National average	Malda	West Bengal as a whole	National average
Population density (population per sq kilometre)	881	903	325	1071	1029	382
Population growth rate (decadal) (percentage)	24.78	17.77	21.54	21.50	13.93	17.64
Percentage of rural population	92.68	72.03	72.18	86.20	68.11	68.84
Sex ratio (female population per 1000 male population)	948	934	933	939	947	940
Literacy rate (percentage)	50.28	68.64	64.83	62.71	77.08	74.04
Female literacy Rate (percentage)	41.25	59.61	53.67	57.84	71.16	65.46
Male literacy Rate (percentage)	58.80	77.02	75.26	67.27	82.67	82.14

Source: Census 2001 and 2011

1.2 Human development infrastructure and sectoral developmental schemes

The status of various infrastructures directly affecting human development and relevant sectoral schemes under implementation in the District are shown below:

Status	Scheme under implementation
Health: In Health sector, the District has a network of one District Hospital (now upgraded to Medical College & Hospital), one Sub-divisional hospital, 15 community Health Centres (CHCs), 35 Primary Health Centres (PHCs) and 511 Sub Centres (SCs). All these health facilities have a total of 1259 beds for indoor treatment.	<ul style="list-style-type: none"> ◆ National Rural Health Mission (NRHM), a flagship scheme of GoI, implemented as an umbrella schemes of <ul style="list-style-type: none"> • Reproductive Child Health • National Programme for Control of Blindness • National Vector Borne Disease Control Programme • National Leprosy Eradication Programme
Nutrition : Under Integrated Child Development Services, 5573 Anganwadi centres under 16 ICDS projects are running to cater the nutritional needs of children and pregnant women.	<ul style="list-style-type: none"> ◆ Mid-day Meal ◆ Integrated Child Development Services
Education : As regards Educational facilities, the District has 1889 primary, 481 upper primary/secondary and 119 higher secondary/multipurpose schools. Besides there are 12, 19 and 38 madrasah, junior madrasah and high madrasah schools respectively. There is one Central school in the District. There are three Government-run Engineering and Technical schools, one privately run Engineering college and 145 Vocational Training Centres.	<ul style="list-style-type: none"> ◆ Sarva Shiksha Abhiyan

Status	Scheme under implementation
<p>Water Supply: The District profile depicts that 15.08 lakh population (44 <i>per cent</i> of the rural population) were covered under 45 existing piped water supply schemes (PWSSs), while 15889 spot sources (tube wells) were functional in the District to provide potable water to the people. The District has seven arsenic affected blocks, namely English Bazar, Kaliachak -I, Kaliachak -II, Kaliachak -III, Manikchak, Ratua-I and Ratua -II</p>	<ul style="list-style-type: none"> ◆ Accelerated Rural Water Supply Programme (ARWSP), (modified to National Rural Drinking Water Programme (NRDWP) with effect from April 2009) with component schemes <ul style="list-style-type: none"> • Water Quality Sub-Mission (WQSM) and • Swajaldhara schemes as component schemes
<p>Connectivity : There are 12 main Railway stations in the District. Out of total 2119 habitations in the District, 435 are connected through roads as of March 2012. As regards surface transport, 682.5 kms long road is under the control of PW Department, 849 kms under Malda Zilla Parishad/ Panchayats and 489 kms under various Municipalities.</p>	<ul style="list-style-type: none"> ◆ Pradhan Mantri Gram Sadak Yojana (PMGSY)
<p>Flood and Erosion : Malda is a flood prone district. Out of 15 blocks in the District, five (namely, Harischandrapur - I, Ratua -I, Manikchak, Kaliachak-II and Kaliachak-III) blocks are more vulnerable to flood. Major rivers in the District are Ganga, Mahananda, Fulahar, Punarbhava, Tangon and Kalindri. All rivers in the District are meandering in nature and cause huge damage to the lives and property by inundating at unprotected (non-embankment) areas.</p>	<ul style="list-style-type: none"> ◆ During 2006-12, 24 anti-erosion schemes were taken up in the District.
<p>Agriculture : With an annual rainfall of 1485.2 mm, Malda District has an agrarian economy with about 65 per cent of the population being farmers. The main crops of the District are pulses, rice, jute, etc. Besides, 75000 hectare (ha) of land was under orchard and horticulture. As of March 2010, net area sown in the District was 2.16 lakh ha forming four per cent of the net area sown in the state. Food grains produced in the District represented five per cent of the total production of the State. Out of total area of 3.73 lakh ha land in the District, 2.60 lakh ha was net cultivable area. Out of the same, 1.20 lakh ha was irrigated.</p>	<ul style="list-style-type: none"> ◆ National Food Security Mission (NFSM) ◆ Rashtriya Krishi Vikas Yojana (RKVY)
<p>Power : Out of 3701 villages in the District, 1773 villages are electrified. Out of total consumption of 1.44 lakh KWH electricity, domestic consumption accounted for 0.78 lakh KWH, agriculture /irrigation /dewatering accounted for 0.32 lakh KWH while 0.16 lakh KWH was consumed by the industries.</p>	<ul style="list-style-type: none"> ◆ Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY)

Major schemes being implemented under other sectors in Malda include:

<i>Employment Generation</i>	<ul style="list-style-type: none">◆ Swarnajayanti Gram Swarozgar Yojana (SGSY)◆ Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)
<i>Housing and Sanitation</i>	<ul style="list-style-type: none">◆ Indira Awaas Yojana◆ Integrated Housing and Slum Development Programme◆ Total Sanitation Campaign (TSC)
<i>Need based local area development schemes</i>	<ul style="list-style-type: none">◆ Member of Parliament Local Area Development (MPLAD)◆ Bidhayak Elaka Unnayan Prakalpa (BEUP)

1.3 *Administrative Set-up*

The District comprises of two Sub-divisions and 15 community Blocks ². To cater to rural development, the Blocks are further sub-divided into 146 Gram Panchayats (GP). The District Planning Committee (DPC) is the apex body at the district level for approving the shelf of schemes for development of the District. The District Magistrate (DM) is in the charge of overall administration and is the Secretary of the DPC. The DM ensures co-ordination between District Rural Development Cell (DRDC), Panchayati Raj Institutions (PRIs), field officers and all other departments of the State Government and monitors implementation of various schemes as shown in **Appendix 1.1**. DRDC is the agency which manages the implementation of poverty alleviation programmes of the Ministry of Rural Development in the District.

² Malda Sadar Sub Division comprise Bamangola, Englishbazar, Gazole, Habibpur, Kaliachak I, Kaliachak II, Kaliachak III, Manikchak and Old Malda, Chanchal Sub Division comprise Chanchal I, Chanchal II, Harishchandrapur I, Harishchandrapur II, Ratua I and Ratua II

Chapter 2

Audit Framework

CHAPTER 2

Audit Framework

2.1 Scope of Audit

The District centric Audit of Malda involved a review of the significant socio-economic developmental programmes implemented in the District during 2007-12. These included an appraisal of Social sector programmes relating to health, education, nutrition, water supply and sanitation. In the Economic sector, infrastructure development was reviewed through an assessment of the projects and schemes implemented for improvement of road connectivity and electrification and provision of employment to the poor and vulnerable sections of the society. Malda being one of the flood prone districts, coverage was also given to anti-erosion works implemented in the District during last five years. Provision of basic civic amenities by the municipal authorities was also reviewed.

2.2 Audit objectives

The objectives of audit were to assess:

- ◆ adequacy and effectiveness of the planning process for different programmes;
- ◆ economy and efficiency in the execution of various schemes;
- ◆ effectiveness of the developmental programmes in terms of achievement of targeted output and outcomes;
- ◆ adequacy and effectiveness of the processes for monitoring, reporting and evaluation.

2.3 Audit methodology

Audit of Malda District was conducted between April 2011 and September 2011 and the observations were updated between April 2012 and July 2012. An Entry Conference was held in May 2011 with the Chief Secretary, Principal Secretaries/Secretaries of nodal Departments responsible for operation of the schemes reviewed and the other departmental functionaries involved. The objectives and scope of audit were explained and their perceptions relating to various developmental programmes were obtained. Entry conference was also held at the District level involving the functionaries concerned at the District, Block and GP level. Five Development Blocks¹ were selected out of fifteen in the district for detailed scrutiny by applying Population Proportional to Sample (PPS) method. Further, seventeen Gram Panchayats² (GPs), 20 per cent of the GPs falling within these five Blocks, were selected for audit based on simple random sampling without replacement method. Audit was based on a scrutiny of the records of the nodal departments³ /

¹ Chanchal-I, English Bazar, Gazole, Harishchandrapur-II and Kaliachak-III

² Beemagar-I, Charianantapur, Krishnapur, Lakshampur, Jadupur-I, Kotwali, Milki, Sovanagar, Malior-I, Sadlichak, Valuka, Kaligram, Makdampur, Bairgachhi-II, Gazole-I, Karkach and Pandua

³ Development & Planning, Health & Family Welfare, Irrigation & Waterways (I&WD), Panchayat & Rural Development, Power Public Health Engineering (PHE), School Education, Urban Development, and Women & Child Development and Social Welfare Departments

nodal agencies (namely, the District Project Officer, Sarva Shiksha Abhiyan, District Health & Family Welfare Samiti, Zilla Parishad (ZP), Project Director, DRDC), one circle and three divisional offices of PHED⁴, one circle and two divisions of Irrigation⁵, English Bazar Municipality, and West Bengal State Electricity Distribution Company Limited and selected Blocks and GPs.

2.4 *Audit criteria*

Audit criteria adopted were sourced from:

- ◆ West Bengal District Planning Committee Act, 1994;
- ◆ Relevant Government orders;
- ◆ West Bengal Financial Rules;
- ◆ Guidelines of concerned schemes.

2.5 *Acknowledgements*

We acknowledge the co-operation and assistance rendered by various departmental functionaries, DM, Malda and other district functionaries, the concerned BDOs and Gram Panchayat Pradhans, during the course of audit.

⁴ Malda Water Supply Circle (PHED), Malda Division, PHED, Malda Arsenic Area W/S Division, PHED and Malda Mechanical Division, PHED

⁵ North Central Irrigation Circle, Malda Irrigation Division and Mahananda Embankment Division

Chapter 3

Financial Management and Accounting Framework

CHAPTER 3

Financial Management and Accounting Framework

3.1 Financial Allocation

Funds are allocated to the district through the State budget for various developmental activities. In addition, funds are placed directly with DRDC and other implementing agencies for various socio-economic programmes by the Central Government.

Funds received by the District during 2007-12 and expenditure thereagainst in respect of certain significant schemes are indicated below. Significant findings on implementation of these schemes are discussed subsequently.

Table 3.1 Receipt of funds and expenditure under major schemes during 2007-12 (Rupees in crore)

Scheme	Funds available	Expenditure incurred available	Percentage of expenditure to funds
National Rural Health Mission (NRHM)	114.28	70.65	62
Sarva Shiksha Abhiyan (SSA)	413.90	384.45	93
Mid Day Meal	159.09	129.38	81
Integrated Child Development Services (ICDS)	221.42	255.94	116
Accelerated Rural Water Supply Programme (ARWSP)	112.25	97.87	87
Indira Awaas Yojana (IAY)	202.17	201.40	99.6
Total Sanitation Campaign (TSC)	51.98	41.43	80
Pradhan Mantri Gram Sadak Yojana (PMGSY)	105.08	95.44	91
Anti Erosion Schemes (AES)	81.95	81.40	99
Bidhayak Elaka Unnayan Prakash (BEUP)	29.07	21.39	74
Backward Region Grant Fund (BRGF) 2007-11	73.47	69.20	94
Swarna Jayanti Gram Swarozgar Yojana (SGSY)	44.09	36.05	61
Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)	285.48	283.45	99
National Food Security Mission (NFSM)	6.07	3.76	62
Rashtriya Krishi Vikash Yojana (RKVY)	5.73	3.56	62
Rajiv Gandhi Gramin Vidyutikaran Yojana (RGGVY)	108.89	91.50	84
Integrated Housing & Slum Development Programme (IHSDP) under Jawaharlal Nehru National Urban Renewal Mission (JNNURM) - English Bazar Municipality	16.74	9.02	54

Source: Records of nodal agencies of the respective schemes

It may be seen that level of expenditures under SSA, ICDS, AES, IAY, PMGSY, BRGF and NREGS were more than 90 per cent, while spending on NRHM, SGSY, NFSM, RKVY and IHSDP was on the lower side (less than 70 per cent). The status of actual utilisation of funds as observed in course of test check of records of relevant implementing agencies have been discussed in details under the relevant schemes.

3.2 Parking of funds

It was seen that funds amounting to ₹ 32.50 crore¹ released for implementation of various schemes remained unutilised at the District/Block/PRI/Division levels. Over and above, it was further noticed that substantial amounts of programme funds were lying unspent with lower tier agencies test-checked, though the same had been booked / reported as spent by the District level authorities, which has been discussed separately in the report under the respective programme:

Table 3.2 : Amounts lying unspent at lower level functionaries

Name of the scheme	Amount lying unspent	Amounts lying with	Reference of paragraph
National Rural Health Mission	₹ 2.35 crore	Five Block Health & Family Welfare Samitis	4.1.2
Indira Awas Yojana	₹ 22.01 crore	Five Panchayat Samitis	4.5.1.1
	₹ 0.21 crore	17 sampled Gram Panchayats	

Source: Records of respective Panchayat Samitis and Gram Panchayats

Parking of unspent funds at lower level implementing agencies without the same being captured in the District-wide position of utilisation of funds was indicative of lax monitoring on the part of district authorities.

3.3 Maintenance of bank accounts

It was noticed that multiple bank accounts were opened for funds received for a single scheme by the District level functionaries without the approval of the respective administrative Departments, violating the provisions of scheme guidelines and financial norms, as indicated in the table below

Table 3.3: Schemes where multiple bank accounts were in operation

Scheme	Number of bank authority	Authority opening this accounts	Remarks
Sarva Shiksha Abhiyan (SSA)	3	District Magistrate	Over and above the original Savings Bank (SB) account of SSA (opened in Bank of India in September 2002), the DM opened two more SB accounts in United Bank of India (March 2007) and Allahabad Bank (September 2010) for transacting SSA funds. The same were opened without approval of the School Education Department. There were no transactions in the account in Allahabad Bank as of June 2011 since its opening. There was differences in the total bank balance (₹ 12,54,99,177.88) with the corresponding cash book balance (₹ 9,89,82,491.82) as of March 2011. No reconciliation of balances was done by the District authorities.
Mid Day Meal (MDM)	2	District Magistrate	DM opened one SB account in Allahabad Bank in March 2011 for transacting MDM funds over and above the existing SB account with United Bank of India, without any approval from the Department. The ADM stated (September 2011) that the same had been done to diversify the high balances accumulated in the original account.

¹ NRHM: ₹ 4.75 crore, SGSY: ₹ 3.03 crore, MDM: ₹ 8.46 crore, BEUP: ₹ 0.93 crore, ARWSP: ₹ 7.36 crore, NREGA: ₹ 7.97 crore

Scheme	Number of bank authority	Authority opening this accounts	Remarks
Swarnjayanti Gram Swarojgar Yojana (SGSY)	3	Project Director, DRDC	Though a separate bank account was opened for Capacity Building, transactions pertaining to this account were not incorporated in SGSY accounts. As of May 2011, the account had a balance of ₹ 3.03 crore. Out of this, UCs had been submitted for ₹ 2.09 crore, though the amount remained parked and unspent.
Member of Parliament Local Area Development (MPLAD) (Name of Rajya Sabha MP: Shri Sitaram Yechury)	2	District Magistrate	Despite having a bank account, another account was opened.

Source: Records of DM and DRDC

Besides above, following instances of financial mismanagement were noticed:

- ◆ The Bank of India (English Bazar branch) did not credit any interest in the savings account of SSA for the period from February 2008 to March 2011. At the instance of Audit, the branch authorities attributed (March 2011) the same to system error and credited (April 2011) interest of ₹ 1.72 crore in the SSA account. This was indicative of deficient monitoring and control exercised by the District authorities.
- ◆ Under MDM, there was a loss of bank interest of ₹ 9.47 lakh, owing to delay of two to eight months made by the DM and five selected blocks in switching over from Personal Ledger (PL) accounts to savings bank accounts.
- ◆ Funds amounting to ₹ 2.22 crore² meant for of six schemes were spent unauthorisedly on items like preparation of detailed project report, estimate etc., construction of DRDC building, maintenance of residential quarters, purchase of furniture and other stationery articles, etc. which were not permissible under the concerned schemes.

² SGSY: ₹ 27.25 lakh, SSA: ₹ 1.66 lakh, MDM: ₹ 21.42 lakh, BEUP: ₹ 133.29 lakh and ARWSP: ₹ 38 lakh

Chapter 4

Social Services

CHAPTER

4

Social Services

Significant investment is being made by the Central and State Governments in the Social sector. Audit observed that implementation of the flagship programmes like National Rural Health Mission (NRHM) and Sarva Shiksha Abhiyan (SSA) had positive impact in the Health and Education sectors. However, the schemes lagged behind the intended targets. Other schemes viz. ARWSP, TSC, IAY also failed to achieve the intended objectives as discussed in the subsequent paragraphs.

4.1

Health

NRHM, launched in 2005 by GoI, aimed to reduce infant and maternal mortality rate, stabilise population and to prevent and control communicable and non-communicable diseases by providing accessible, affordable, accountable, effective and reliable health care facilities in the rural areas. The underlying strategy was to bridge gaps in health care facilities, facilitate decentralised planning with community participation and provide an overarching umbrella for the existing health programmes.

District Health and Family Welfare Samiti (DHFWS) headed by the District Magistrate is responsible for planning, implementation, monitoring, evaluation, and database management with regard to the flagship health sector programme NRHM. The Chief Medical Officer of Health (CMOH), a Health and Family Welfare Department (H&FWD) functionary, who is the Member Secretary of DHFWS, is responsible for providing health care services to the people through a network of one District Hospital (now upgraded to Medical College & Hospital), one Sub-divisional hospital, 15 Community Health Centres (CHCs), 35 Primary Health Centres (PHCs) and 511 Sub Centres (SCs). Besides, there are Rogi Kalyan Samitis (RKS) at the Hospital/CHC level to ensure community ownership in delivery of reliable and accountable health services.

Audit Scrutiny of the records of the offices of the CMOH, District Reserve Stores (DRS), Medical College & Hospitals (MCHs), five CHCs¹, 10 PHCs² and 20 SCs was conducted to evaluate the progress made in Health Sector by the District through NRHM, the flagship programme operating in the Health Sector.

4.1.1 Planning

Under NRHM, the DHFWS, the District level implementing agency, was required to prepare a perspective plan for the entire Mission period (2005-12) as well as the District Health Annual Plans (DHAPs) on the basis of Block Health Annual Plans. DHAPs were to be prepared on the basis of surveys conducted at village and block levels through the Village Health and Sanitation Committees (VHSCs). These surveys were not conducted in Malda.

Though the DHAPs were prepared for all the five years (2007-12) audited, only twice (2007-08 and 2008-09) it was prepared with inputs from blocks and GPs.

¹ Chanchol I (Rural Hospital), Englishbazar, Gazole, Harishchandrapur II and Kaliachak III

² Chandipur, Golapgunje, Hardamnagar, Kharba, Kumbhira Mahadipur, Nadishik, Pandua, Ranipur and Valuka.

Perspective Plan for Health service not prepared by the District H&FW Samiti; household survey was not conducted.

The Mission activities were to be converged with other departments' programmes and working of other stakeholders viz. Village Health and Sanitation Committees (VHSCs) and Rogi Kalyan Samitis (RKSs). DH&FWS neither interacted with nor obtained inputs from the concerned departmental functionaries relating to drinking water, sanitation and hygiene, nutrition, etc. leading to disconcerted efforts by various agencies. None of the test-checked RKS sent any input during the period covered by the present Audit for incorporation in the DHAP prepared by the DH&FWS. In five test-checked MCH and CHCs, frequency of RKS meeting was irregular as only 18 and 105 meetings were held during 2007-12 in these MCH and CHCs against the requirement of 60 and 180 respectively.

One of the objectives of RKS is to develop a Citizen Charter for every level of health facility with definite commitment in writing to the citizens for delivering standardised services within a specified time frame. Compliance to citizens' charter was to be ensured through operationalisation of a Grievance Redressal Mechanism. Audit scrutiny revealed that none of the test checked CHCs, PHCs and SCs had any citizen charter. Further, Grievance Redressal Mechanism was not institutionalised. Thus, health care campaign through the citizen charter was absent and the grievances of the community regarding quality of healthcare services remained unaddressed.

4.1.2 Funds Management

The position of receipt of funds and expenditure there against could not be provided by the DHFWS. Funds position during 2007-12, as available from the State Health Family & Welfare Samiti (SHFWS) and Financial Management Report, 2010-11 of DHFWS, is shown in **Appendix 4.1**. It may be observed that during 2007-12, 38 to 79 *per cent* of available funds were spent annually. However, the above figure did not capture the actual progress, as test check revealed that substantial quanta of funds were lying unutilised at the block level. Out of total available funds of ₹ 21.71 crore during 2007-12 in five test checked Block Health & Family Welfare Samitis (BH&FWS), an expenditure of ₹ 19.36 crore (89 *per cent*) was incurred and the balance fund of ₹ 2.35 crore was lying in the bank accounts of the respective Block Health Samitis.

4.1.3 Infrastructure

NRHM guidelines provided that there should be one CHC, one PHC, one SC for a population of 120000, 30000 and 5000 respectively. For catering the health care needs of the 37.29 lakh rural population in Malda as per Census 2011, there were normative requirements of 31 BPHCs/RHs, 124 PHCs and 746 SCs. Against the same, there were 16 CHCs, 35 PHCs and 511 Sub-Centres in the District indicating shortage of 15 CHCs (48 *per cent*), 89 PHCs (72 *per cent*) and 235 SCs (32 *per cent*). Thus, there were noticeable shortages in terms of availability of health centres, especially CHCs and PHCs in the District based on rural population as per Census 2011. There was no improvement in the infrastructure even five years after the launch of the Mission as the number of health centres remained the same. The issue of setting up of new health centres was not included in the Annual Action Plan and Perspective Plan. Thus, there was no improvement in the District over last five years in terms of outreach and availability of health care facilities in rural areas.

◆ *Infrastructure at health centres*

The NRHM framework envisaged provision of certain guaranteed services at SCs, PHCs and CHCs as per norms of Indian Public Health Standard (IPHS). Test-check, however, revealed that the basic infrastructure³ and the required services⁴ were not available in a number of sampled health centres.

Test check revealed that:

Nine PHCs out of 10 test checked had no indoor services; while all four test checked CHCs were functioning with beds ranging from six to 15 against the norm of 30

- a) Nine⁵ out of 10 test-checked PHCs had no bed against the sanctioned provision of two to 10 beds for each PHC and had no indoor services. All four⁶ test-checked CHCs were functioning with beds ranging from six to 15 against the norm of 30. The only test checked RH⁷ is functioning with a bed strength of 34 against 60 sanctioned.
- b) None of the 10 sampled PHC has any provision for 24 hour emergency service and standby facility (Generator).
- c) Operation Theatres (OTs) were found to be present only in three CHCs⁸ out of five CHCs test checked. Only minor surgeries like minilap, cataract etc. were carried out in those OTs due to non-posting of specialist surgeons and absence of requisite equipments.
- d) For reduction of Maternal Mortality Ratio (MMR) and Neonatal Mortality Rate (NMR) by promoting safe motherhood through proportionate increase of institutional deliveries, 50 per cent of all PHCs in the State have been identified to make them operational for conducting normal deliveries during the year 2008. Accordingly, ₹ 10 lakh were placed with DH&FWS, Malda (August 2008). The amount, however, remained unutilised till March 2012 and normal delivery was not started in any of the 15 identified PHCs.
- e) To upgrade the Malda District Hospital to Indian Public Health Standards (IPHS), ₹ 15 lakh were received by the DHFWS during 2007-08 but the same remained unutilised as on March 2012.
- f) In order to provide indoor services in 19 PHCs of the District by upgrading them to 10 bedded facilities, ₹ 9.06 crore were allotted to the DH&FWS, Malda during 2009-10 (₹ 3.25 crore), 2010-11 (₹ 1.47 crore) and 2011-12 (₹ 4.34 crore). It was observed in Audit (June 2012) that total funds of ₹ 9.06 crore were released to the Malda Zilla Parishad (MZP) during 2009-12 for construction of buildings for indoor services in 19 PHCs. The department did not specify any target dates for completion of the buildings while releasing funds to MZP. None of the PHC buildings has been completed as of May 2012 with physical progress of work varying between 10 and 94 per cent.

³ suitable building, OPD rooms/cubicles for out patients, hygienic environment, water supply system, sewerage facility, medical waste disposal facility, electricity connection or standby power supply system, ambulance, etc.

⁴ such as inpatient services, operation theatre, labour room, facilities for pathological tests, X-ray, emergency care, etc., required under IPHS norms,

⁵ Chandipur, Kharba, Kumbhira, Hardamnagar, Mahadipur, Nadishik, Pandua, Ranipur and Valuka.

⁶ Englishbazar, Gazole, Harishchandrapur II and Kaliachak III

⁷ Chanchol Rural Hospital

⁸ Chanchol I, Gazole and Kaliachak III.

- g) With an aim to reduce the Infant Mortality Rate (IMR), an amount of ₹ 75 lakh was released (September 2011) for establishing 15 Sick New Born Stabilising Unit (SNSUs) in the BPHCs/RHs in Malda. This is an arrangement for the prompt, safe and effective resuscitation of sick newborns. However, no time limit was stipulated for completion of the SNSUs. Out of 15 SNSUs targeted, six have been completed as of May 2012, but none of them was functional due to absence of necessary man power and equipment.

◆ ***Construction of SC buildings and ANM quarters***

Out of 511 SCs in the District, 264 operate in rented premises as of May 2012. For construction of 90 Gram Panchayat Headquarters (GPHQ) SC buildings and 50 Non-GPHQ SC buildings, ₹ 7.31 crore (₹ 4.50 crore for GPHQ and ₹ 2.81 crore for Non-GPHQ) was received by the DHFWS and thereafter released to different PSs and GPs during 2006-12. Against the same, ₹ 6.64 crore (91 *per cent*) have already been reported as spent as of March 2012. Out of 140 SC buildings targeted, DHFWS could furnish status of construction of 124 to Audit. It was observed that 66 had been completed and put to use, while 25 other (20 *per cent*), though completed at an expenditure of ₹ 1.25 crore, were not made operational mainly due to lack of water and electrical connection (18 cases). Eleven SCs were still under construction and construction work for 22 (18 *per cent*) SC buildings had not been started. Out of those 22 SCs, sites were not identified in six SCs.

In order to provide round the clock service on the assumption of introducing delivery at the SCs in a phased manner besides extending other general services, 2nd Auxiliary Nursing Midwives (ANMs) (391 as on May 2012) were appointed purely on contract basis. Scrutiny of records further revealed that ₹ 4.04 crore were received and released by the DHFWS during 2005-10 to various PSs/GPs for construction of 115 quarters for 2nd ANM on the upper floor of SC Buildings. Out of 115; only 74 (64 *per cent*) quarters were completed as of March 2012, while in another 34 quarters, though civil works were complete, electricity and water connections were not provided. Scrutiny of records revealed that none of the 74 completed quarters were occupied by the 2nd ANM and neither did any delivery ever take place in any of the SCs in the District. Thus, expected outcome of construction of 74 ANM quarters for ₹ 2.59 crore was unachieved. Recognising this, the Department revised the plan (December 2010) to use the top floor as meeting hall where deliveries would not be conducted at the SCs. Thus, the purpose of introducing round the clock service at the SCs was defeated.

4.1.4 Manpower resources

NRHM aimed at providing adequate skilled manpower at all health centres as per IPHS norms. None of the test checked CHCs, PHCs and SCs were staffed as per IPHS norms. Shortfall in manpower in test checked CHCs, PHCs and SCs was 32 *per cent* (105 posted against 155 sanctioned), 68 *per cent* (57 posted against 180 sanctioned) and 27 *per cent* (44 posted against 60 sanctioned) respectively as of March 2012.

4.1.4.1 Accredited Social Health Activist

Under NRHM, a trained female community health worker called Accredited Social Health Activist (ASHA) was to be provided in each village in the ratio of one per 1000 population. ASHA, being an interface between the community and the public health system, was to deliver first-contact healthcare. Accordingly, ASHAs were to be provided with drug kits containing medicines for minor ailments, oral re hydration solution (ORS), contraceptives, etc.

Though posts of 3222 ASHAs were created in Malda, only 2430 ASHAs (75 per cent) were trained and posted in the fields for service delivery. ASHAs could not be utilised properly to provide first-contact health care as trained ASHAs were not supplied with drug kits in the five test checked blocks before 2011-12. Thus, the objective of providing first-contact healthcare services through ASHAs remained unachieved up to 2010-11.

4.1.5 Performance Indicators

The impact of NRHM can be assessed in terms of certain performance indicators such as Maternal Mortality Rate (MMR), Infant Mortality Rate (IMR), level of institutional deliveries, status of immunisation, prevalence of termination/ spacing methods, etc.

4.1.5.1 Reproductive Child Health (RCH)

RCH-II is a major programme under NRHM aimed at reducing MMR, IMR, institutional delivery, promote family planning, immunisation, etc. to achieve population stability.

In 78 per cent of test checked cases, beneficiaries were paid assistance after 30 to 1698 days

(a) **Janani Suraksha Yojana (JSY)** : One of the important components of RCH programme is Janani Suraksha Yojana (JSY), aimed to encourage pregnant women to have institutional delivery. Under this programme, pregnant women of BPL/SC/ST are provided a cash compensation of ₹ 1000 (₹ 500 for antenatal care and ₹ 500 for undergoing institutional delivery) upto two live births. ₹ 500 for antenatal care is to be paid after completion of third antenatal check up during third trimester (28-32 weeks) of pregnancy to take care of the higher nutritional requirement as foetal growth is rapid during this period. It was, however, noticed that in many cases the payment was made after 32 weeks of pregnancy or even after delivery. Out of 3774 test-checked cases in the 15 audited SCs, 2958 beneficiaries (78 per cent) were paid the assistance for antenatal care with delays ranging from 30 to 1698 days, thus defeating the basic objective of the scheme.

Institutional deliveries: The number of total deliveries and institutional deliveries during the period 2007-12 in the District is shown below:

Table No 4.1 : Table indicating number of institutional deliveries

Shortfall in institutional deliveries ranged from 50 to 66 per cent during 2007-2012

Year	Total deliveries	Institutional deliveries	Non-institutional deliveries (per cent)
2007-08	86539	29801	66
2008-09	83475	34350	59
2009-10	87522	37805	57
2010-11	92537	44007	52
2011-12	99613	49381	50

Source: Records of District health & Family Welfare Samiti

As is evident from the above table, non-institutional deliveries was significant ranging from 50 to 66 per cent. On the positive side, institutional deliveries showed an upward trend both in terms of number and percentage to total deliveries during 2007-12 indicating slow but positive impact of NRHM.

Non-availability of delivery services at PHCs owing to absence of labour room, medical officer, staff nurses, etc. was the main reason for shortfall in institutional deliveries. Further, emergency obstetric care, including the facility to conduct caesarean section was not available in any of the CHCs in the District except District Hospital for want of specialists, anaesthetists, and lack of requisite infrastructure.

(b) Family Planning : Family planning initiatives under RCH involves terminal methods such as vasectomy for males and tubectomy for females and spacing methods like using contraceptives. The target and achievement in this respect are indicated in **Appendix 4.2**. It was observed that achievement in respect of vasectomy, tubectomy and IUD in 2007-08 was close to 100 per cent or more as the targets set were low in comparison to those of subsequent years. Further, coverage showed a downward trend during 2008-12 with noticeably low achievement (four and seven per cent) in vasectomy in 2010-12. Viewed with lower targets fixed for vasectomy and tubectomy for 2011-12, such lower achievement was a matter of concern.

(c) Immunisation : The target and achievement in universal immunisation to Pregnant Women (PW) and children in respect of Tetanus Toxoid (TT), Bacillus Calmette-Guérin (BCG), Oral Polio Vaccine (OPV), Diphtheria, Pertussis and Tetanus (DPT) and Measles in Malda during 2007-12 are shown in **Appendix 4.3**. It was seen that the level of achievements vis-à-vis targets in respect of all the vaccine increased during 2007-12 and during 2011-12, percentage of achievements ranged between 89 and 105 per cent. The same may, however, be viewed with the fact that the target for 2011-12 was set on the lower side as compared to that of 2010-11.

4.1.5.2 National Vector Borne Disease Control Programme (NVBDCP)

The NVBDCP aims at control of vector borne diseases like malaria, filaria, kala azar, dengue, chikungunia and Japanese encephalitis in endemic areas through spraying of larvicides and insecticides and improved diagnostic and treatment facilities at health centres. NRHM stipulated to achieve Annual Blood Examination Rate (ABER) ⁹ of 10 *per cent* and Annual Parasite Incidence (API) ¹⁰ of less than 0.5 per thousand by 2007-08. The target could not be achieved in the District ¹¹. Reasons for such under-performance were not available from records. Though API fluctuated between 0.5 and 0.7 per thousand during 2007-2010, the same was inconclusive in view of low ABER.

Against the target of elimination of leprosy by 2012, the rate of prevalence in the District during 2006-11 ranged between 0.77 and 1.27 per 1000 population

4.1.5.3 National Leprosy Eradication Programme (NLEP)

The aim of NLEP is to eliminate leprosy by the end of the Eleventh Plan (2007-2012). The total number of leprosy patients undergoing treatment in the District at the end of each year during 2007-12 were 468, 388, 437, 280 and 313 respectively, with the incidence of 920, 410, 406, 286 and 308 new cases, indicating remote chances of eliminating leprosy by 2012.

4.1.6 Monitoring

In order to address the lack of oversight, the Department introduced (June 2007) a system of regular periodical supervision of Government health facilities through inspections of health centres (by officers at various levels) and submission of monthly reports to the H&FW Department. For this purpose, the CMOH was required to nominate officers of the District as Nodal Officer for regular supervisions of sub-centres, BPHCs, PHCs and Rural Hospitals of particular block. Further, physical checking of at least five *per cent* of all JSY beneficiaries in the District by the District Nodal Officer is mandatory. However, no record was available at the District to suggest that the said monitoring arrangement was ever followed.

4.1.7 Conclusion

Absence of facility and household surveys pointed to faulty planning. The aim of providing accessible and affordable healthcare to the people remained unachieved in the District as stipulated facilities and manpower were not available in the health centres. Desired level of involvement of community was missing and monitoring of the implementation was grossly inadequate.

⁹ ABER- percentage to the total population, covered every year by blood examination, for surveillance against Malaria. It is calculated as (No of slides examined in a year / Total population) X 100.

¹⁰ API-Positive malaria cases per thousand population

¹¹ ABER ranged between 3.4 and 4.23 per cent and API between 0.5 and 0.7 during 2007-11

4.1.8 Recommendations

- *Planning for upgradation of Primary Health centres and construction of Sub-Centres should be done in an assiduous manner and initiatives taken to complete the same in a time-bound manner.*
- *2nd Auxiliary Nursing Midwives should be posted in all Sub-Centres and bottlenecks for starting institutionalised deliveries at the Sub-Centre level should be identified and addressed.*
- *Functioning of Rogi Kalyan Samitis should be strengthened by institutionalising Grievance Redressal Mechanism.*
- *The monitoring mechanism stipulated by the Department should be implemented effectively.*

4.2 Education

Education is one of the most important indicators of social progress of a nation. Both the State and the Central Governments have been spending large amounts on increasing the enrollment and retention of children in schools, especially in the elementary segment. Focus is on inclusive progress, with special attention to girls, children belonging to SC/ST communities, other vulnerable sections of society and children from remote and backward areas. Implementation of the Sarva Shiksha Abhiyan (SSA), one of the flagship programmes of the Government for universalisation of primary education and upper primary education to all children in the age group of six to 14 years with active participation of the community, was subjected to audit scrutiny.

The District Project Officer (DPO), Sarva Shiksha Mission is responsible for implementation of the scheme under the supervision of DM, being the District Project Director. In Malda, the DPO implements the programme through 31 Circle Level Resource Centres (CLRC) at Block/Municipal Level¹² and 157 Cluster Resource Centres (CRC) at Gram Panchayat level. Each CLRC was headed by Sub-Inspector of schools known as Circle Project Co-ordinator (CPC) assisted by two *Siksha Bandhu* (SB)¹³, one for primary and another for upper primary, while another SB functions from CRC. Implementation of the programme at School Level was supervised by Village Education Committees (VEC), Ward Education Committee (WEC) and School Management Committees (SMC).

As of March 2012, enrollments in primary and upper primary schools were 394887 and 319299 children respectively.

¹² A block can have more than one circle.

¹³ Siksha Bandhu provides academic resource support to the concerned primary and upper primary school teachers.

4.2.1 Funds management

Position of funds received and utilised by DPO during 2007-12 was as below:

Table No. 4.2 : Funds received and utilised at district level during 2007-12 (Rupees in crore)

	Approved Outlay	Opening Balance	Funds Received	Interest & Other Source	Total available Funds	Expenditure Incurred (per cent)	Balance
2007-08	73.77	0.58	73.31	8.68	82.57	64.41 (78)	18.16
2008-09	105.80	18.16	42.73	0.43	61.32	48.73 (80)	12.59
2009-10	107.83	12.59	86.00	1.38	99.97	76.12 (76)	23.85
2010-11	190.15	23.85	100.00	6.89	130.74	121.00 (93)	9.74
2011-12	288.48	9.74	80.17	13.73	103.64	74.19(71)	29.45
Total	766.03		382.21	31.11	413.90	384.45 (93)	29.45

(Source: Data furnished by District Project Office)

Against the total approved outlay of ₹ 766.03 crore during 2007-12 for Malda, ₹ 382.21 crore (50 per cent) was released by Paschim Banga Sarva Siksha Mission (PBSSM) to DPO, Malda. Aggregate expenditure during 2007-12 stood at ₹ 384.45 crore (93 per cent of the available funds).

4.2.2 Planning

Guidelines of SSA required the DPO to prepare Perspective Plan (with projections for 10 years) as well as AWP&B for the District. CLRC, CRC, District Institute of Education and Training (DIET), etc. were to be involved in planning. Further, to ensure reflection of the grassroots level reality, SSA envisaged participatory planning through household survey as well as consultative meetings and interaction with the community and target groups by formation of core teams at District, Block and Village levels.

The DPO, however, prepared Annual Plan based on available data in respect of total child population, out of school children, number of child population belonging to SC/ST/Minority, etc. based on Census 2001 figures and District Information for School Education (DISE) database without conducting household survey and involving the community and CLRC, CRC, DIET, etc. Thus, the planning process was deficient and thereby, the quality of planning was compromised.

4.2.3 Number of schools

As per District Information for School Education (DISE) 2011 database, the number of primary schools in Malda marginally increased from 1887 in 2007-08 to 1889 in 2011-12, while the number of upper primary schools increased from 331 in 2007-08 to 481 in 2011-12 registering an increase of 45 per cent. SSA stipulated one

primary school within a radius of one kilometre and one upper primary school within two kilometres from a habitation. However, out of 4180 habitations in the District, 82 with 8561 children of primary school-going age (six-11 years) had no primary schools as of March 2012. Likewise, 163 habitations with 24020 children of upper primary school going-age (11-14 years) lacked upper primary schools. This was after considering the informal primary (SSK) and upper primary (MSK) schools¹⁴ operating in the District under the Education Guarantee Scheme (EGS). Though SSA envisaged upgradation of these EGS schools to regular schools, 618 SSKs and 108 MSKs were not upgraded as of March 2012. As per mapping done (2008-09) by the School Education Department, the District was short of 274 Upper Primary schools. Government of India (MHRD) had sanctioned setting up of 188 and 30 new upper primary schools in 2008-09 and 2009-10 respectively. Against the same, the School Education Department has approved setting up of 180 upper primary schools, all of which have started functioning as of March 2012. Thus, 94 upper primary schools are further needed in the District.

(a) Class rooms : District Information for School Education (DISE) database showed that against the requirement of two class rooms for each primary school, 20 primary schools out of 1887 had only one room (15) or no room (five). Audit noted that out of 1889 primary schools and 481 upper primary schools, 452 primary schools and 147 Upper primary schools were short of 817 and 573 classrooms respectively. Out of 12871 classrooms (primary: 8253, upper primary: 4618) in elementary schools in the District, 688 classrooms of primary and 467 classrooms of upper primary schools required major repair works.

(b) Other amenities : The position of availability of basic amenities like drinking water, toilets, electricity connection etc. in 1887 primary and 349 upper primary schools was as under :

Table 4.3 : Availability of basic amenities in elementary schools as of March 2012 (In numbers)

		Number of schools				
		Toilets	Drinking water	Boundary wall	Playground connection	Electricity
Primary	Available	1672 (89)	1885 (99.8)	555 (29)	556 (29)	319 (17)
	Not available	217 (11)	4 (0.2)	1334 (71)	1333 (71)	1570 (83)
Upper Primary	Available	335 (70)	442 (92)	239 (50)	187 (39)	301 (63)
	Not available	146 (30)	39 (8)	242 (50)	294 (61)	180 (37)

Source: DISE data of the district office

(Figures in the brackets represent percentage with respect to total number of schools)

Thus, there is substantial scope for improvements as regards amenities like electricity connections, boundary walls, etc.

¹⁴ SSK Shishu Shiksha Kendra; MSK Madhyamik Shiksha Kendra

18 test checked schools in two arsenic affected blocks use drinking water with arsenic contamination

The District had seven arsenic affected blocks ¹⁵, which had 1062 ¹⁶ schools with enrollment of 3.14 lakh students (March 2012) and tube wells were the only source of drinking water. The arsenic level in those blocks ranged between 0.15 mg/l and 0.27 mg/l *vis-à-vis* the permissible limit of 0.05 mg/l ¹⁷. On this being pointed out, Executive Engineer, Malda division, Public Health Engineering (PHE) Directorate¹⁸ stated (June 2011) that substitute arrangement like connection of water from nearby Piped Water Supply Scheme had been made in all cases. However, 11 schools test checked (enrollment- 4238) in two blocks (English Bazar and Kaliachak-III) revealed that nine schools used tube well water for drinking purpose indicating the possibility of children in these schools being exposed to arsenic contamination.

(c) Civil Works : Physical targets set during 2007-12 and achievement there against for execution of Civil Works under SSA is indicated in the **Appendix 4.4**. Against approved budget provision of ₹ 195.72 crore for execution of 11431 items of work, the DPO released ₹ 170.13 crore for 10610 items of works, out of which 8042 items (76 per cent) costing ₹ 94 crore (55 per cent) were completed up to March 2012. DPO attributed (August 2012) non-achievement of targets to reluctance on the part of VEC/SMC to start and complete the work in time, shortage of field Junior Engineers ¹⁹, etc.

The following irregularities were noticed in audit :

- Against the targeted 133 major repair works (2007-08 and 2010-11) and 170 boundary walls (2008-09 and 2011-12) estimated at ₹ 94.61 lakh and ₹ 3.50 crore respectively, 235 repair works (177 per cent) and 311 boundary walls (183 per cent) were executed at ₹ 94.36 lakh and ₹ 3.11 crore respectively. Execution of significantly excess number of works *vis-à-vis* target at costs less than original estimates indicated that either estimates were grossly incorrect or the quality of work was compromised.
- In pursuance with approval accorded by the MHRD in 2008-09, School Education Department had sanctioned (July 2008 to November 2011) setting up of 180 new upper primary schools. Funds for construction of 180 schools at an expenditure of ₹ 4.55 lakh per school had been released by the District authority between December 2008 and March 2012. Status of physical and financial progress of construction of 173 schools was made available to audit. It was noticed that as of August 2012, 20 school buildings had been completed without toilets though there was provision of toilets in the estimate. Construction of 17 schools were not taken up even after lapse of one to three years while construction of 136 schools were in progress. Out of those 136 schools, in case of 55 schools construction was not complete though allotted amounts were fully spent. Audit also noted that 85 schools started construction works after delay of one year. The DPO intimated (August 2012) that additional funds to complete these works would be provided from the next grants for additional class rooms.
- District authority allowed three months for completion of construction work of

¹⁵ English Bazar, Kaliachak -I, Kaliachak -II, Kaliachak -III, Manikchak, Ratua-I and Ratua -II

¹⁶ Primary:848 and Upper Primary:214

¹⁷ As intimated by Malda division, Public Health Engineering Directorate

¹⁸ PHE Directorate is responsible for the arsenic mitigation programmes in the State

¹⁹ Against sanctioned post of 13 Junior Engineers, 5 were in position.

Additional Classrooms (ACR). Records revealed that work of construction of 945 ACR, for which ₹ 20.80 crore were released during 2006-07 to 2010-11, remained incomplete as of June 2012 after lapse of 15 months to 72 months. In case of 505 ACRs in 445 schools, VECs and SMCs were unable to utilise ₹ 5.22 crore released by the DPO during 2007-11 and refunded the same in 2010-11 after lapse of various periods upto three years. Reasons for non-utilisation of funds as transpired from records included land problems, non-requirement of class rooms and price escalation of building materials. This was indicative of failure of the DPO in assessing the requirement/ preparedness of the schools before releasing funds.

(d) Computer Aided Learning (CAL) : Computer Aided Learning (CAL) was introduced to make learning joyful. The main interventions required for introduction of CAL are training of teachers, creation of infrastructure and development of State specific e-teaching learning material (e-TLM) in local language. Under the programme, 130 upper primary schools in the District had been provided with five computers each with accessories at a cost of ₹ 233.62 lakh during 2005-12. Up to March 2012, 480 teachers were also provided training for CAL expending ₹ 5.50 lakh. Test check (May 2012) of 15 Upper Primary schools in five selected blocks revealed that except for one school in Chanchal, where computers were kept in packed condition, all the computers were installed. CAL has, however, not been started as of June 2012 and the computers were partially used for official work and occasionally for imparting training to students for providing general exposure to computers.

Further, out of 16 test checked schools (15 schools covered and one school not covered under CAL), School Education Department provided 10 computers and accessories each to eight schools during 2007-11, in addition to computers provided under CAL without assessing their requirement and without consulting the DPO/District Inspector of Schools. All these 80 computers were lying in packed condition as of May 2012. Thus, non-assessment and lack of co-ordination of departments with its district level functionaries resulted in misuse of Government resources. Thus, supplying of computers without preparedness for their meaningful use led to idling of those computers.

4.2.4 Manpower

To implement SSA in the District, 382 posts of different categories have been sanctioned under the DPO, out of which 108 posts were vacant (including 12 Circle Project Co-ordinators, two Co-ordinators, six Junior Engineers, three Group C posts and 85 *Siksha Bandhu*) as of March 2012 (**Appendix-4.5**). Significant shortfall was noticed in key posts like CPC (28 per cent), Co-ordinator²⁰ (22 per cent) and *Siksha Bandhu* (34 per cent), which adversely affected implementation of the scheme.

(a) Availability of Teachers

Against the norm of two teachers in each primary school, number of primary schools with single teacher ranged between 24 and 68²¹. Audit observed that in English

²⁰ Co-ordinators include four posts of which three have only one sanctioned post against which no posting had been done and one having sanctioned strength of two against which men-in-position was one.

²¹ 2007-08: 24, 2008-09: 49, 2009-10: 68 and 2010-11: 34 and 2011-12: 39

Bazar (Urban) circle, 15 Primary Schools (out of 37) with 1336 students had no teacher and of these, eight were being run with eight teachers drafted from other schools. The remaining seven schools had to be closed rendering 581 students out of school.

Pupil Teacher Ratio (PTR) in Primary and Upper Primary schools as of March 2012 in the district of Malda were 35:1 and 69:1 respectively against the norm of 35:1 envisaged under the Right to Education Act (RTE Act) indicating shortage of teachers in upper primary schools.

Against requirement of 8517 upper primary teachers as per norm of RTE, only 3450 (41 per cent) posts of teachers have been sanctioned and 3103 (90 per cent of the sanctioned post) teachers have been appointed. As regards primary teachers, sanctioned posts and men in position matched (8581 each) with normative requirement under RTE Act.

The position of normative requirement of teachers, posts created and actual men in position of teachers in the District as a whole and five test checked blocks was as under:

Table 4.4 : Position of teachers in District and test checked blocks

	District as a whole			Five test checked blocks		
	Teachers required	Post sanctioned	Men in position*	Teachers required	Post sanctioned	Men in position*
Primary	8582	8581	8581	3153	3153	3050
Upper primary	8517	3450	3103	3034	1241	1565

Source: DISE database

*

Thus, substantial shortage of teachers as compared to normative requirements was noticed in upper primary section in the District.

However, disparities in deployment of teachers as of March 2012 were noticed; out of 1889 primary schools in the District, there were 30 schools with much higher PTR (from 290 to 101) and 597 schools with lower PTR (ranging between 25 and 0). Thus, shortage of teachers in upper primary level and improper deployment of teachers in the primary level may adversely affect quality education.

(b) Teaching quality

Joint inspection (May 2011) of 33 Primary schools in 17 Gram Panchayats (GP) under five selected Blocks conducted by Audit revealed that 22 schools were opened after 7 AM and closed after mid-day-meal normally before 10 AM, as the teachers did not maintain scheduled time (6.30 AM to 11.30 AM). On the date of visit, it was found that all teachers were not present in 10 schools. In respect of 11 schools, villagers complained that attendance of teachers was irregular and schools were not running as per schedule. The teaching quality was compromised by irregular attendance of teachers and by non-adherence to stipulated hours of schooling.

(c) Training

Capacity building of teachers is essential to ensure the quality of teaching. Number of teachers trained during 2006-2009 was not available. During 2009-10 to 2011-12, 48 to 87 per cent²² of targeted numbers of teachers were trained. DPO attributed non-achievement of training to non-receipt of modules of training from West Bengal Board of Primary Education (WBBPE) and West Bengal Board of Secondary Education (WBBSE) in time and scheduling of training in phases to keep normal functions of the schools unaffected. This indicated lack of co-ordination among different authorities involved.

4.2.5 Interventions for focus groups

SSA has various components and interventions for enhancement of enrollment and retention, like Kasturba Gandhi Balika Vidyalaya, Inclusive Education for Disabled (IED), Innovative activity for the benefit of SC/ST children, etc. Audit observations on these interventions are indicated below.

(a) Kasturba Gandhi Balika Vidyalaya (KGBV) Programme

KGBV programme involves providing hostel facilities with special coaching to the poor SC/ST girl students at elementary level in educationally backward Blocks (EBB) where the rural female literacy is below the national average. Accordingly, one hostel each was established in 12 blocks between 2006 and 2012 with the total capacity of accommodating 750 SC/ST girls²³. Programme provides for all non-recurring expenditure like construction and maintenance, furniture, bedding etc. and recurring expenditure of food, stationeries, toiletries, etc. Provision of private tutor and vocational training etc. were also included in the programme funds.

Out of 12 KGBV hostels, Audit visited two hostels viz. Aiho Girls High School (hostel with 100 beds) at Habibpur Block and Daulatnagar High School (hostel with 50 beds) at Hirishchandrapur-II Block along with one Programme Co-ordinator. It was seen that against the requirement of 12 tutors (eight for 100 bedded hostel plus four for 50 bedded hostel) to provide coaching to the inmates, only five (three and two tutors respectively) were engaged. Moreover, there was no vocational training facility in either of the hostels. Records as to the medical check-up of inmates were also not found.

In Aiho Girls High School it was noticed that construction of building for accommodating 50 additional students (over and above the original capacity of 50) was completed in November 2011. However, instead of using the building, the Hostel authority accommodated those additional students in the existing space for 50, allotting two students per bed, till the new building was inaugurated in September 2012. Thus, accrual of the benefit of new accommodation to the students was delayed.

²² 2009-10: 10140 teachers (87 per cent) were trained against 11649 targeted; 2010-11: 13353 teachers (48 per cent) were trained against 27655 targeted and in 2011-12: 12775 teachers (72 per cent) were trained against 17848 targeted

²³ Three hostels with capacity of 100 inmates each and nine hostels with 50 inmates each.

It was further observed that Headmistress of Aiho Girls High School did not maintain Cash book for the funds received and expended by the Hostel under the scheme, though ₹ 70.10 lakh was received by Headmistress during 2006-11. Thereafter the cash book was maintained from April 2011. Due to non-maintenance of basic records possibility of misappropriation of programme funds may not be ruled out.

(b) *Inclusive Education for Disabled Children*

Inclusive Education for Disabled children involved identification and enrollment of children with special needs (CWSN) and providing them with aids and appliances to facilitate their joining educational mainstream. This also involved home and school based education services, medical check up, remedial teaching, training of teachers and parents etc.

Data provided by DPO showed that during 2007-12, 36 to 74 *per cent*²⁴ of identified disabled children were enrolled. Fluctuating trends were noticed during 2007-08. Though percentage of achievements vis-à-vis target was higher but it was noticed that a lower target as compared to previous years' was fixed for 2011-12.

4.2.6 *Enrollment*

Number of primary and upper primary schools and enrollment of children in these schools is indicated in the table below:

Table 4.5 : Enrollment in primary and upper primary schools

	Primary schools		Upper primary schools	
	Number	Enrollment	Number	Enrollment
2007-08	1887	409511	333	250594
2008-09	1887	375956	333	268131
2009-10	1887	341898	335	276044
2010-11	1887	329151	349	287238
2011-12	1889	310856	481	295783

(Source : DISE)

It is evident that during 2007-12, enrollment in primary schools showed decreasing trend, registering a fall by 24 *per cent* since 2007-08. In upper primary schools, enrollment position, however, registered a growth by 18 *per cent* during 2007-12.

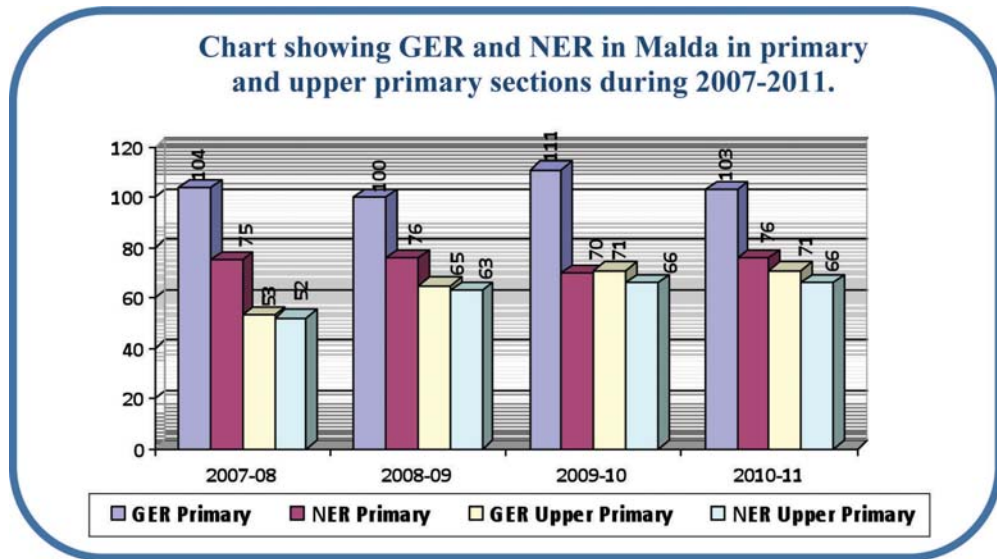
4.2.7 *Performance Indicators*

Gross Enrollment Ratio (GER) and Net Enrollment Ratio (NER)²⁵ have been accepted

²⁴ 2007-08: 6721 (36 *per cent*) were enrolled against 18620 identified, 2008-09: 8214 (44 *per cent*) were enrolled against 18620 identified, 2009-10: 8758 (56 *per cent*) were enrolled against 15558 identified, 2010-11: 8883 (46 *per cent*) were enrolled against 19246 identified; 2011-12: 8789 (74 *per cent*) were enrolled against 11859 identified

²⁵ GER=(Total enrollment/Total targeted child population)x100; NER==(Enrollment of children belonging to targeted population/Total targeted child population)x100

as performance indicators for the Scheme. GER and NER of the district during 2007-11 are depicted in the following chart.



Study conducted by the District authority to identify dropouts and repeaters studying in primary and upper primary levels threw up the following results:

Table No 4.6 : Primary section

Cohort study ²⁶ years	Total students in class V (year)	Dropout students (per cent)	Repeater students (per cent)	Migration (per cent)	Promoted from class VIII (per cent)
2008-09	88524 (2004-05)	21319 (24)	35394 (40)	3113 (04)	36117 (41)
2011-12	91199(2007-08)	19304 (21)	34110 (37)	7532 (08)	37387 (41)

Source: Cohort report

Table No 4.7 : Upper Primary section

Cohort study years	Total students in class V (year)	Dropout students (percent)	Repeater students (percent)	Migration (percent)	Promoted from class VIII (percent)
2009-10	54716 (2005-06)	9532 (17)	19202 (35)	1787 (03)	28159 (51)
2011-12	58706(2007-08)	9433 (16)	12485 (21)	2375 (04)	36574 (62)

Source: Cohort report

²⁶ This is a scientific way to find out the transition patterns between the grades and the percentage of students completing the primary/upper primary education within the desired time.

Reductions in dropout rates both in primary and upper primary schools indicated positive impact of SSM. The increase in promotion rate at upper primary level was significant. However, considerable number of repeaters and low pass percentage indicated low quality of education.

4.2.8 *Monitoring*

A District Level Committee (DLC) was to meet once in a quarter to review the implementation of SSM programme in the District. The co-ordinators also have been assigned to make field visits twice a week and cover at least four CLRCs and 10 VECs/WECs in a month. Inspectors of schools are to inspect schools regularly and submit reports.

During 2007-12, DLC held 21 meetings against the requirement of 20. Reports of regular school inspections of the DPO/Additional DPO/CPC/ Co-ordinators were, however, not available. Thus, the extent and efficacy of monitoring was not assessable in audit. No records as to monitoring of State level committee were available while National level committee did not supervise the programme in the District. Evaluation by independent institutions as required by guidelines was also not conducted.

4.2.9 *Conclusion*

The number of primary schools marginally increased during 2007-12 with 45 *per cent* increase in the number of upper primary schools. Many schools lacked the stipulated infrastructure. Shortage of teachers in upper primary level and improper deployment of teachers in the primary level may adversely affect quality of education. Shortfalls were also noticed in training of teachers vis-à-vis targets. Various interventions aimed at enhancing enrollment and quality of education, especially of focus groups, require more attention. Though district level monitoring committee meetings were held in requisite numbers, efficacy of ground level monitoring could not be vouchsafed due to absence of relevant records.

4.2.10 *Recommendations*

- *Civil works should be geared up to provide the basic infrastructural facilities in all the schools.*
- *Supervision and monitoring needs to be firmed up.*
- *Steps should be taken to address the acute shortage of teachers in upper primary level. Deployment of teachers in the primary level also needs rationalisation.*

4.3 *Nutrition*

Two schemes viz Mid-day Meal Scheme (MDM) and Integrated Child Development Services (ICDS) aim at providing nutrition. While MDM targets the school children, target group of ICDS is children in the age-group of six months to six years and pregnant women and lactating mothers. Observations on implementation of ICDS in Malda have been included in Performance Audit of ICDS in the Report of the

C&AG on General and Social Sector Departments of GoWB for the year ended 31 March 2012. Implementation of MDM in Malda has been reviewed as a part of the District-centric Audit and observations arising out of the same are discussed in the subsequent paragraphs.

4.3.1 Mid-day Meal Scheme

The National Programme of Nutritional Support to Primary Education, popularly known as 'Mid day Meal' scheme (MDM), was launched in August 1995 with the principal objective of boosting the universalisation of elementary education by increasing enrollment, retention and learning levels of children and simultaneously improving nutritional status of elementary school children in the age-group of six to 14 years. DM is responsible for implementation of the scheme at the district level.

Funds received by DM, Malda under various components of the scheme are shown in **Appendix 4.6**. During 2007-12, DM, Malda inter alia received ₹ 122.88 crore as transportation cost (₹ 2.85 crore) and cooking cost (₹ 120.03 crore). Out of this ₹ 98.34 crore (cooking cost: ₹ 95.50 crore; transportation cost: ₹ 2.84 crore) were spent leaving an unspent balance of ₹ 24.54 crore. As the programme lagged behind the target fixed by the Department, 20 per cent of cooking cost (₹ 24.53 crore) remained unutilised as of March 2012. Besides, ₹ 1.87 crore accrued as interest on savings account meant for MDM.

As per norms, cooked meal is to be provided for 202 days annually in primary schools and 220 days for upper primary schools. Reports and returns do not capture anything in this regard. However, it was noticed from the records of test checked schools that mid day meal was served for various periods ranging from 16 days to 215 days during last three years. In 38 schools MDM was not provided so far (May 2012).

4.3.1.1 Programme Execution

(a) Distribution of food grains

Excess lifting of rice and prolonged storage led to accumulation and damage of rice

Rice is distributed to schools by selected contractors who lift rice from FCI godowns as per lifting orders issued by the BDOs/Chairmen of Municipalities. Audit noted that BDOs issued lifting orders to the contractors monthly without assessment of requirement and consequently in two Blocks viz. Habibpur and Gazole, there was accumulation of 144.15 MT of rice (Habibpur: 37.10 MT and Gazole: 107.05 MT) during April 2009 and January 2011 in contractors' stores for periods ranging from seven to 30 months as of August 2011.

Owing to such prolonged storage, 37.10 MT rice (out of 143.83 MT²⁷) lifted between April 2009 and March 2010 was damaged in contractor's godown in Habibpur Block. Similarly, 14.56 MT of rice became unfit for human consumption in 151 schools in Habibpur Block. Thus, lifting and supply of rice without assessing requirement ultimately led to damage of 51.66 MT of rice worth ₹ 3.28 lakh. Further, due to such prolonged storage, possibility of deterioration of the remaining stock of 107.05 MT rice in Gazole block could not be ruled out.

²⁷ As per stock book, the quantity of foodgrains damaged was found to be 36.79 MT. However as per BDO's records the quantity of damaged foodgrains was 37.10 MT.

In Gazole Block, Block authority allotted foodgrains without considering the availability of undistributed stocks at distributor points. In case of five distributors, there was accumulated stock of 6.80 tonnes of rice as of March 2012, which may result in prolonged storage and consequent deterioration of quality. In reply, the BDO Gazole accepted (July 2012) the observation and stated that necessary action will be taken to regularize the stock position and submission of UC of foodgrain in every month.

DM stated (September 2011) that all BDOs and Chairmen of Municipalities would be instructed to issue lifting orders according to actual requirements as well as to monitor the quality of foodgrains. As regards damage of rice in Habibpur block, the DM stated that the same had been damaged as the programme could not be implemented in the District during 2009-11 due to some unavoidable circumstances.

Clean cooking conditions was not available in test checked schools as either no kitchen was constructed or the approved prototype of kitchen was not followed

(b) Kitchen cum Store

During 2006-12, the School Education Department released ₹ 30.24 crore to DM, Malda for construction of 3233 kitchen cum stores (3011 in primary schools and 222 in upper primary schools) out of which ₹ 19.50 crore was sub-allotted to the Blocks /Municipalities. As of March 2012, construction of kitchen cum store in 1080 primary schools (33 per cent) were completed and 1708 (53 per cent) were in progress. As of May 2012, ₹ 16.82 crore remained parked with DM (₹ 8.76 crore) and Blocks/Municipalities (₹ 8.06 crore). Thus, providing clean and safe cooking environment in schools was delayed in spite of availability of funds.

Further, SSA guidelines prescribed a prototype²⁹ design of kitchen with provision for smokeless chullhas and ventilation, which was to be followed while constructing the sheds. It was observed by audit that the said prototype was not followed. Though required under the guidelines, the works were not monitored by the Engineering Wing, SSM either. Out of 36 schools inspected by Audit in five selected Blocks, kitchen cum stores were not constructed in 14 schools and in the remaining 22 schools, kitchen cum stores, though constructed for ₹ 13.20 lakh³⁰, remained unused due to space constraints ventilation problem and non-installation of smokeless *chullhas*. Thus, funds meant for providing clean cooking conditions to ensure provision of safe cooked meal proved to be unfruitful owing to non-adherence to the prototype-design coupled with lack of monitoring.

²⁹ Kitchen 24.76 sq. m built up area for strength of 150 students and from 2009-10, plinth area of 20 sq. 100 students with additional 4 sq. m plinth area for every additional 100 students

³⁰ Estimated cost, as actual expenditure was not available



Unused kitchen cum store in Sitalpur Mubarakpur High School, Chanchal-I due to inadequate kitchen space



Cooking in open space in Sovanagar High School, English Bazar Block for want of kitchen cum store

(c) *Quality of foodgrains*

During joint inspection of schools by audit alongwith officials from Block Development office, Head teachers of 30 out of 36 schools inspected stated that rice supplied were of fair quality, while six rated it as sub-standard.

In the course of checking of records of five Blocks it was revealed that two Blocks viz, Kaliachak -III and Chanchal - I had mentioned in their inspection reports that the quality of foodgrains was average and other three Blocks did not mention anything about the quality of foodgrains.

(d) *Non-disposal of empty gunny bags*

The State Government directed (December 1998) the DMs to maintain the account of empty gunny bags for their disposal through auction and to deposit the sale proceeds into the Government account. Scrutiny of records of DMs and test checked BDOs and schools disclosed that neither any account of empty gunny bags was maintained at any level nor were any sale proceeds deposited in treasury by BDOs/schools. Given the fact that the District received 3.27 lakh qtls of rice in 6.54 lakh gunny bags during 2007-12, ₹ 52.34 lakh³¹ could have been yielded as revenue from sale.

4.3.1.2 Management, Monitoring and Evaluation (MME)

In spite of availability of funds, MME activities were neglected

Fifty *per cent* of Management, Monitoring and Evaluation (MME) funds were to be utilised at school level on items like stationery, weighing machine, height recorder, maintenance of cooking devices etc. Thirty five *per cent* were to be utilised for management, training, supervision and monitoring and the remaining 15 *per cent* for evaluation by an external agency. Out of ₹ 1.79 crore available during 2007-12 for MME activities, ₹ 1.23crore (69 *per cent*) were spent leaving a balance of ₹ 0.56 crore parked in bank account. No expenditure was made on evaluation as no evaluation

³¹ Calculated at the rate of ₹ 8 per bag, as decided by the DM in the District Steering Committee meeting held in July 2011

was conducted through external agency. Further, out of ₹ 1.23 crore shown as expended, ₹ 16.72 lakh were spent on inadmissible expenses like purchase of fax machine, video camera, digital phone, pen drive, computer for DM bungalow, repair of roads, hire charges of generator, fuel bill of DM office etc. Further, inadmissible expenditure of ₹ 1.60 lakh was incurred on purchase of franking machine during April-May 2012. Though these funds were meant to be utilised during the financial year, year-wise utilisation was unsatisfactory varying from 29 to 82 *per cent*. A test check of accounts of four (out of five) selected blocks revealed that out of ₹ 27.62 lakh, ₹ 10.19 lakh³² (37 *per cent*) remained unutilised as of March 2012. Funds were utilised for payment of remuneration of contractual MDM staff in the Blocks.

Steering cum Monitoring Committee (SMC) at district level and block levels were to meet quarterly for monitoring the programme. Records such as agenda and resolution of these meetings during 2007-12 were not available and as such audit could not evaluate the extent of monitoring by SMC. Further, monthly inspections by officers of various levels from DM to Sub Inspector of schools (SI) were prescribed. However, returns on inspection were available only in case of District Inspector and SI (both Primary and Secondary) for the period from April 2011 to March 2012 in respect of 36 officers. Against the target of inspection of 8400 schools during this period, only 1687 were inspected. Thus, the monitoring and evaluation system put in place was not functioning as envisaged.

4.3.1.3 Conclusion

Mid-day Meal could not be provided to the students for requisite number of days as per norms. Objective of providing clean cooking environment was largely unachieved as the constructed kitchen-cum-stores could not be utilised for inadequate space, ventilation problem and lack of smokeless *chullhas*. Issue of lifting orders to contractors without proper assessment resulted in accumulation of foodgrains in their store. Monitoring activities were also deficient vis-à-vis stipulations.

4.3.1.4 Recommendations

- *Lifting orders of food grains under the Mid-day Meal scheme should be issued after careful consideration of undistributed stock.*
- *Approved prototypes for construction of kitchen should be followed and construction works should be monitored by the Engineering wing of Sarva Shiksha Mission.*

4.4 Water Supply

Provision of adequate and safe drinking water to all the citizens, especially those living in the rural areas, has been a priority area for the Government. This assumes further significance, as the District suffers from arsenic (28 *per cent* spot sources being contaminated) and fluoride contamination beyond acceptable limit. Malda district comprises of fifteen blocks with population of 39.98 lakh³³ (rural: 34.46 lakh and urban: 5.52 lakh). The District profile depicts that 15.08 lakh population (44 *per cent* of the rural population) were covered under 45 existing piped water supply

³² Gazole: ₹ 1.10 lakh, Chanchal-I: ₹ 1.11 lakh, Harishchandrapur-II: ₹ 1 lakh and Kaliachak-III: ₹ 1.08 lakh

³³ As per Census 2011

schemes (PWSSs), while 15889 spot sources (tube wells) were functional in the district to provide potable water to the people. Implementation of Accelerated Rural Water Supply Programme (ARWSP), modified to National Rural Drinking Water Programme (NRDWP) with effect from April 2009, along with their component schemes³⁴ was reviewed (May-June 2011 and May 2012) in audit through test check of records of one circle³⁵ and three Divisions³⁶ under Public Health Engineering Department (PHED) covering a period of five years (2007-12). The audit findings revealed that the ARWSP largely failed to create the desired impact owing to various shortcomings in planning, execution and monitoring as discussed in the succeeding paragraphs:

4.4.1 Habitation data: Inadequacy of planning

As per ARWSP guideline, a periodic habitation survey was required to be conducted for collecting reliable information on the status of drinking water supply in the District. Given the fact that ground water of Malda has arsenic (seven blocks) and fluoride (one block) contamination, such survey assumes further importance. The last habitation survey was conducted in the District in 2003, no survey was undertaken thereafter to assess the actual availability of drinking water in 4108 habitations in Malda district. As per data hosted in the website of PHE department, out of 4108 habitations, 3732 habitations were fully covered (FC), 306 were partially covered (PC) and 70 were not covered (NC). The authenticity of the data could not be examined due to non-maintenance of habitation records by the divisions.

Annual Action Plan was not prepared at the divisional level during last six years

ARWSP guidelines stipulate preparation of Annual Action Plans (AAPs) at the District/divisional level showing status and habitations to be covered, requirement of the funds and the works to be taken up. Scrutiny of the records revealed that Malda Division did not prepare AAPs in the last six years. In reply, the EE stated (May 2012) that the AAP was not prepared at the Divisional level; rather, it was prepared at the headquarters level, leaving substantial possibility of local level requirements not being reflected in the AAP.

The Ministry of Drinking Water & Sanitation, GoI requested (January 2012) PHED to conduct testing of each source of drinking water for assessing the level of contamination of ground water throughout the state and for taking remedial measures on priority basis. Though arsenic, fluoride and iron contamination was noticed in ground water of seven, one and 14 blocks of Malda respectively, PHED did not take steps to conduct such survey till May 2012.

4.4.2 Fund flow mechanism and utilisation of funds

The ARWSP Programme was funded by the GoI with 50 *per cent* matching contribution by the State Government under minimum needs programme (MNP). ARWSP has two components, namely, Water Quality Sub-Mission (WQSM) and Swajaldhara. Under WQSM, funding was in the ratio of 3:1 between the GoI and the State Government. Upto 20 *per cent* of the ARWSP funds can be utilised by the State Government (a) to take up projects under the Sub-Mission programme for tackling

³⁴ *Water Quality Sub-Mission (WQSM) and Swajaldhara schemes*

³⁵ *North Bengal Circle-II, PHED*

³⁶ *Malda Division, Malda Arsenic Area water Supply Division and Malda Mechanical Division.*

Name of division transferred funds	Division to whom transferred	Date of transfer	Amount transferred	Remarks
Malda Mechanical (MM) division	MAAWS division	31 March 2008	₹ 44.20 lakh	Scrutiny revealed that there was no requisition or demand for the fund by the MAAWS division. The MM division received back the same amount in July 2008 from MAAWS division. The EE admitted (June 2011) that such transaction was not within the provision of rule.
MAAWS division	Malda Mechanical (MM) division	31 March 2009	₹ 7.70 crore	The transferred fund was meant for execution of different works and for payment of service connection charges to the electricity authority for energisation of water supply schemes in arsenic affected areas. Records revealed that there was no requisition or demand for the fund by the recipient MM division. The MM division credited the fund under the PW deposit head ³⁸ . The division could spend ₹ 6.63 crore on electro-mechanical works of different water supply schemes as of March 2012.

Source: Divisional Records

This indicates unplanned release of funds to the executing divisions without assessing their spending capacity.

4.4.3 Status of ARWSP schemes

Out of 75³⁹ PWSS, 30 schemes launched for tackling the problem of quality of drinking water (like fluorosis, arsenic contamination, brackishness, excess iron content etc.) in affected habitations under Water Quality Sub-Mission and remaining 45 PWSS schemes were taken up during 2006-12 under ARWSP in the District. Of the 75 PWSS taken up, 37 schemes were completed. Of the remaining 38 schemes, 31 schemes could not be commissioned as of May 2012 due to absence of power connection though civil and mechanical works had been completed (two to 18 months back); three schemes were on the verge of completion; two schemes were stalled due to land problem while remaining two remained unfunded. The executing divisions had already incurred ₹ 107.45 crore out of the sanctioned amount of ₹ 129.72 crore for water supply schemes during last six years (2006-12).

Twenty one water supply schemes in arsenic affected area were not commissioned owing to absence of electrical connection

Scrutiny further revealed that out of 31 schemes which could not be commissioned due to non-availability of power connection, 21 water supply schemes under WQSM catered the needs of 2.79 lakh population in the arsenic⁴⁰ affected areas. Although MM Division had deposited the quotation money of ₹ 76.24 lakh between March 2009 and December 2011 to WBSEDCL, power connection was not available.

Test check of water supply schemes in the District further revealed instances of schemes remaining non-commissioned owing to land problems and non-funding as discussed under:

³⁸ Suspense Head, Major Head 8443

³⁹ ARWSP-45, WQSM-30

⁴⁰ Consumption of arsenic contaminated water beyond the maximum permissible limit of 0.05 mg/litre may lead to serious health hazards like skin lesion, skin cancer and other internal cancers

Implementation of water supply schemes affected by land problem and non-installation of arsenic removal plants

- Slow progress due to land problem and non-finalisation of design of the intake structure:** Pardeonapur Water Supply Scheme was sanctioned at ₹ 31.28 crore in June 2010 under NRDWP for providing potable water to 32770 population affected with arsenic in Kaliachak-III block. It was scheduled to be completed in two years. Against receipt of ₹ 4.50 crore as of March 2012, the division had incurred ₹ 4.16 crore (as of March 2012) including expenditure of ₹ 38 lakh on inadmissible items⁴¹. Main reason for poor progress was delay in acquisition of land for the different components of the schemes. Though work orders for four tenders for the civil part of the scheme were issued in December 2010, the land for construction of intake jetty⁴² and other civil structures was only partially acquired as of May 2012. Further acquisition of 28 decimal of adjoining land for accommodating all the units of Water Treatment Plant, did not materialize as of May 2012, though the matter had been taken up with the DM, Malda since August 2008 with a reminder in May 2012. Moreover, design of the intake structure had not been finalised due to non-availability of data from Farakka Barrage Project (FBP). As the scheme envisaged use of five MLD raw water from river Ganga, downstream of Farakka Barrage (opposite bank of Dhuliyān Municipality), the PHED moved (May 2011) FBP for according necessary permission; however, the permission had not been obtained (May 2012). Thus, due to delay in acquisition of land and non-finalisation of design of the intake structure as of May 2012, the progress of the scheme was stalled. The EE stated (May 2012) that land required for construction of Water Treatment Plant would be available very soon.
- Non-installation of Arsenic Removal Plant:** With a view to provide safe drinking water to 0.30 lakh population of English Bazaar block, being one of the arsenic affected blocks in Malda, seven PWSSs were taken up during 2008-09 by Malda Arsenic Area Water Supply Division at a sanctioned cost of ₹ 9.50 crore under Water Quality Sub-Mission (WQSM) funded under various sources (ARWSP, WQSM, State share, community contribution etc.) as shown in **Appendix 4.7**. Although, provision was made in the Detailed Project Report (DPR) for installation of Arsenic-cum-Iron Removal Plant (ARP) for ₹ 1.83 crore, no ARP were installed. It was noticed that one scheme (Sahajalpur) had been commissioned (March 2012), trial run is being conducted in two schemes (Itakhola and Barachak), while four other schemes were on verge of completion. Scrutiny revealed that after installation of deep tube wells under all schemes, water quality test was conducted to find out the quality aspects. From test reports (February 2010), it transpired that arsenic contamination had been ranging between 0.06 mg/lit to 0.15 mg/lit in three tubewells. which were in excess of maximum permissible limit (0.05 mg/litre). However, no step was taken so far to install ARPs on the affected schemes. Thus, in the absence of ARP, the main objectives of providing safe and arsenic free drinking water to arsenic affected population covered under the schemes remained unfulfilled. EE,MAAD stated

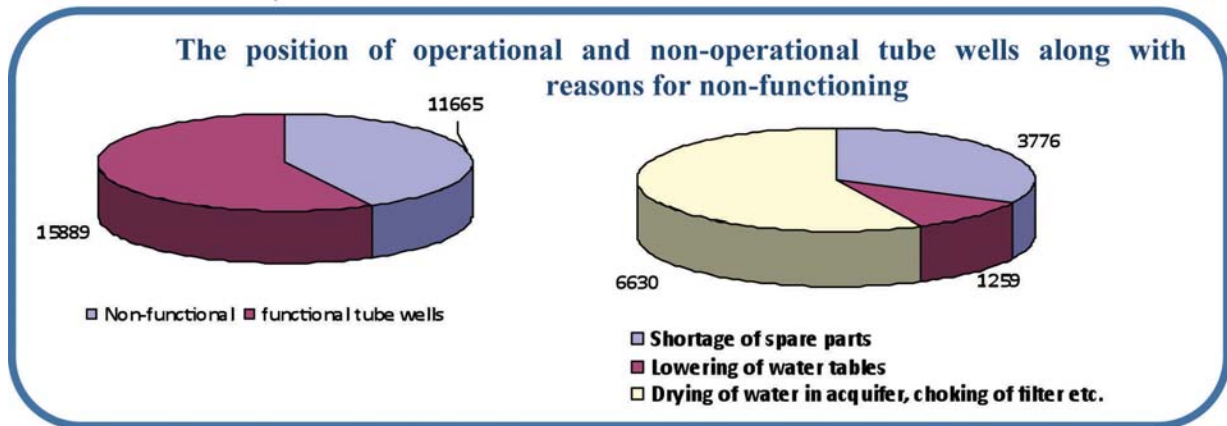
⁴¹ Foundation ceremony, petty vouchers, telephone bill, construction of concrete roads in the office campus, security guard payment, purchase of computer table, car hiring bill, advertisement bills etc from the scheme fund.

⁴² Concrete platform for sucking raw water

(May 2012) that ARP would be installed where arsenic contamination was more than 0.05 mg/lit as decided by the CE, PHED. The EE also stated that the above matter was under active consideration of the CE, PHED.

4.4.4 Status of spot sources (Tubewells)

Emphasising the need for the regular maintenance of created assets and taking up of water conservation measure on sustainable basis, ARWSP guidelines provided that 15 per cent of ARWSP funds should be earmarked for operation and maintenance of assets created viz. spot sources, PWSS etc. Records revealed that due to lack of proper maintenance, 11665 tube wells (42 per cent of total tube wells) were lying defunct owing to various reasons viz. shortage of spare parts, lowering of water tables etc.



Though responsibility for maintenance of tube wells lies with the Malda Zilla Parishad (MZP), technical support and funds required for the maintenance were provided by PHED to MZP. Despite financial and technical support provided by PHED, a large number of tube wells remained non-operational.

EE replied (May 2012) that time to time funds and technical support were provided to MZP for repairing of the defunct tube wells. EE further intimated that the matter would be looked into afresh.

The reply may be viewed with the fact that both the implementing agencies were required to work in close co-ordination for proper maintenance of tube wells in the District.

Further, in view of the wide spread contamination of ground water with arsenic/fluoride/iron in the District, the Division was required to prepare the database of spot sources affected with contamination and to take corrective action by installation of arsenic/iron removal units. The data of tube wells affected with contamination were not available on the records in the last six years. The Arsenic Treatment Units attached to the hand pump tube wells have become ineffective due to lack of operation and maintenance and problem of sludge disposal.

Water quality tests conducted by Malda Divisional Laboratory during 2011-12 on water samples collected from 275 spot sources in one selected block (English Bazar) revealed presence of arsenic in 93 spot sources (34 *per cent*) ranging from 0.51 mg/lit to 0.264 mg/lit. Further, website data (April 2012) revealed that water quality of 5537 tube wells (28 *per cent* spot sources) in Malda district were affected with arsenic contamination (presence of arsenic more than 0.05 mg/lit). The Division neither took any action to remove the arsenic contamination in those affected tube wells, nor did it take any remedial step for prevention of consumption of water from those affected tube wells.

4.4.5 Measures to tackle fluoride contamination

Schemes taken up to tackle fluoride contamination did not materialise due to faulty site selection and legal dispute

Water quality of one block (Bamangola) comprising of 1.24 lakh population was affected with fluoride contamination which may lead to diseases like dental fluorosis, skeletal fluorosis, non-skeletal fluorosis besides inducing aging. However, two schemes taken up in the block did not materialize as of March 2012 as discussed below:

- For supplying fluoride free drinking water in fluoride affected block of Malda, one river intake scheme at river Tangon was undertaken by the Division in 2009-10. Out of sanctioned cost of ₹ 2.95 crore for the scheme, ₹ 1 crore had been deposited (March 2010) with the Resources Division of PHED for advance procurement of the materials. Records revealed that the scheme had been declared abandoned in March 2012 by the SE/NBC-II, PHED as the trial boring report showed that the required amount of water having sufficient aquifer would be available at 1.5 km away from the proposed location. As a result, the objective of providing fluoride free water to 1.27 lakh population remained unachieved as of May 2012, while ₹ 1 crore remained blocked for more than two years with Resources Division.
- Another PWSS scheme (Baherpur water supply), undertaken in 2009-10 with the target for completion by March 2012, remained incomplete as of April 2012 due to legal dispute with the working contractor. As a result, no fruitful measure was taken for providing fluoride free water to the intended beneficiaries.

4.4.6 Monitoring of water quality

As per instruction of CE (May 2006) all sources of Rural PWSS should be tested at least once in a month for all physico-chemical⁴³ parameters. The distribution zones of Rural PWSS are to be tested at least once in a month for bacteriological parameters and residual chlorine preferably at the furthest end of distribution network. All the public spot sources created under RWS⁴⁴ programme should be tested at least once in a year for all physico-chemical parameters and bacteriological parameters. Further, Bureau of Indian Standard (BIS) stipulates that water containing Iron and Arsenic beyond 1.00mg/litre and 0.05 mg/litre respectively is not considered safe for drinking.

⁴⁴ Physical testing of water samples for various impurities viz. turbidity, salinity, ph, hardness etc. and chemical testing for presence of iron, fluoride, arsenic, chlorine etc.

⁴⁵ Rural Water supply

There are three⁴⁵ departmental laboratories and three⁴⁶ laboratories managed by NGOs, responsible for periodic testing of water quality from spot sources (tube wells) and PWSSs of the District. The departmental laboratories were entrusted with the testing of water samples of PWSSs along with spot sources lying in six blocks while NGOs-managed laboratories in the remaining nine blocks. Scrutiny of laboratory test registers maintained by PHED/NGOs revealed following irregularities:

There were deficiencies in periodic chemical and bacteriological testing of water samples by the designated laboratories

- Testing of water samples of spot sources and PWSS in five selected blocks⁴⁷ were not done regularly as per norms. Only two to 58 *per cent* of spot sources were tested each year during 2006-12 by NGO managed⁴⁸ / departmental⁴⁹ laboratories. In respect of PWSS only 512 tests were conducted against the required 1152 (including chemical and bacteriological test) during the period under audit. EE replied (May 2012) that due to scarcity of manpower required testing could not be conducted at regular interval; it was further intimated that the same would be done in future.
- Scrutiny of test reports of water samples out of 45 PWSSs, 12 PWSSs located in five selected blocks revealed that four PWSSs (covering a population of 42250) were contaminated with iron impurities ranging from 1.27 to 5.32 mg/litre against the permissible limit of 1 mg/litre. The EE replied (May 2012) that out of four schemes, two schemes (Arjuna and Miaghat water supply scheme) were ongoing and the matter for installing Iron Removal Plants (IRPs) would be taken up with higher authorities before commissioning of the schemes. As regards remaining two schemes, EE stated that the matter would be looked into.

Thus, in the absence of periodic chemical and bacteriological testing of water samples by the designated laboratories, the main purpose of providing safe drinking water to the rural population of the District is compromised.

4.4.7 Monitoring and Supervision on ARWSP schemes

Submission of periodic reports/returns and timely evaluation of the impact of the schemes was pre-requisite for proper monitoring. The Divisional office was required to submit the Monthly Progress Report (MPR) to the Circle Office for appraising the updated position of the ARWSP schemes for onward submission to the next higher authorities. Records revealed that the Divisional offices⁵⁰ send only 18 MPRs against the requirement of 144 MPRs to the Circle Office during 2006-07 to 2011-12. EE replied (June 2011) that details of monitoring, supervision, submission of reports etc. might be obtained from Monitoring Cell located at PHED headquarter. Physical supervision of the schemes by higher officers could not be ascertained because details of inspection carried out by the supervisory officers viz. SE/CE were not available on records.

⁴⁵ Malda, Dariyapur and Balupur

⁴⁶ PaschimBangaVigyan Mancha, Community Polytechnic Cell and Sanskriti -O- Unnayansamaj

⁴⁷ English Bazaar and Kalichak-III blocks to be covered by Departmental laboratories; Chanchal-I, Gazole H C-II to be covered by NGO-run laboratories.

⁴⁸ Gajole, H.C.-II and Chanchal-I

⁴⁹ English Bazaar and Kaliachak-III

⁵⁰ EE, Malda Division, PHED 11 nos. MPRs and EE, Malda AA W/s Division, PHED 7 nos

Regarding monitoring of water quality test data, the CE, PHED expressed (February 2012) dissatisfaction over the meagre uploading of test results in PHED websites and non-matching of website data with the actual number of testing done at field levels in various laboratories. CE also instructed in February 2012 to all the three EEs of PHED in Malda district to compile all the test results carried out in district laboratories in the last three years (2009-12) and to send the same to the PHED headquarters for necessary monitoring. However, the said instruction of the CE was not complied with. The EE replied (May 2012) that due to various constraints like paucity of manpower, non-availability of funds in time etc., necessary action could not be taken.

4.4.8 Other issues

It was observed during site visit (May-June 2011) that in many places, stop cock/taps from street stand posts were either damaged or stolen, as a result huge quantity of water spilled over, while in many places wastage of water due to leakage in distribution pipes was observed. It was also observed that in some places distribution of pipe-lines were found to be running in close proximity with the open sewerage drain, which might cause bacteriological contamination of the drinking water in the event of leakage in distribution pipe line.

4.4.9 Conclusion

The objective of providing safe drinking water could not be achieved mainly due to delay in completion of the various schemes. The Annual Action Plan at the district level was not prepared. Water quality monitoring was deficient as the required number of tests were not conducted. On the whole, performance of the divisions with regard to supply of safe drinking water to rural habitations through piped water supply schemes remained largely unachieved.

4.4.10 Recommendations

- *Annual Action Plan should be prepared in accordance with the guidelines with emphasis on completion of all works in progress and giving priority to the coverage of not covered habitations.*
- *Division needs to conduct survey of habitations to assess the position of supply of potable drinking water to the rural habitations and update data regularly for necessary remedial measures. A sound system for testing and monitoring the water quality at prescribed intervals should be established and enforced*
- *Financial management should ensure that available funds are utilised within the time schedule in an effective manner.*

4.5 Housing

Two schemes for providing shelter to the poor viz. Indira Awaas Yojana and Integrated Housing and Slum Development Programme were implemented in the district, of which Indira Awaas Yojana was reviewed in Audit.

4.5.1 Indira Awaas Yojana

Indira Awaas Yojana (IAY) is a flagship scheme to provide houses to the rural poor people. The objective of the scheme is primarily to help construction/upgradation of dwelling units (DUs) of members of Scheduled Castes/Scheduled Tribes, free bonded labourers and others below the poverty line, non SC/ST rural house holds by providing them a lump-sum financial assistance. The scheme is funded on a cost sharing basis of 75:25 between the Centre and the State. Upto the first half of 2009-10, the Gram Panchayats were the implementing agencies, thereafter Panchayat Samitis were tasked with implementation of IAY. From 2007-08, Permanent Wait List (PWL) was prepared from the existing BPL list.

4.5.1.1 Financial Management

The IAY is a centrally sponsored scheme funded on cost sharing basis in the ratio of 75:25. Funds received and expenditure incurred during 2007-12 is indicated below:

Table No 4.10 : Position of receipt and utilisation of IAY funds (Rupees in lakh)

	Opening balance	Fund Received		Other receipts	Total available	Expenditure	Closing balance (percentage)
		GoI	GoWB				
2007-08	372.53	1209.67	403.22	10.41	1995.83	1401.66	594.17 (30)
2008-09	594.17	2775.32	513.60	623.64	4506.73	3173.32	1333.41 (30)
2009-10	1333.41	3359.54	977.96	46.16	5717.07	5701.85	15.22 (0.27)
2010-11	15.22	3938.17	1428.39	115.23	5497.01	4062.73	1434.28 (26)
2011-12	1434.28	2967.80	1427.00	47.87	5876.95	5800.05	76.90 (1)
Overall		14250.50	4750.17	843.31	20216.51⁵¹	20139.61	76.90

- Source: Consolidated figures arrived at from the transactions operated through both the Bank accounts
 - Other receipts of ₹ 623.64 lakh during 2008-09 included transfer of fund: ₹ 594.17 lakh from old account to new account;
 - Receipts did not include grants ₹ 573.97 lakh (GoI: ₹ 195.72 lakh; GOWB: ₹ 378.25 lakh) which were directly appropriated from F.T. account.

The above table indicates that utilisation of funds by the Zilla Parishad during 2007-12 ranged between 70 and 99.73 per cent. However, the position does not capture amounts lying unutilised with lower tiers i.e. Panchayat Samitis and Gram Panchayats. As of March 2012, over and above ₹ 76.90 lakh lying with ZP, ₹ 22.01 crore were blocked with the five Panchayat Samitis test checked (out of 15 in the District) and ₹ 20.73 lakh with 17 sampled GPs (out of 146 in the District).

4.5.1.2 Target and Achievement

Physical target and achievement of IAY houses in the District is as under:

⁵¹ Opening balance of 2007-08 and total funds received during 2007-12 have been considered to arrive at total availability of funds

Table 4.11 : Physical target and achievement of IAY houses (whole District)

	Opening balance (workd spilled over)	Fresh target for the year	Total targets	Number of houses completed	Percentage	Houses under progress
2007-08	1160	4840	6000	3523	59	2477
2008-09	2477	7369	9846	7550	77	2296
2009-10	2296	16291	18587	12522	67	6065
2010-11	6065	10257	16322	8362	51	7960
2011-12	7960	8999	16959	10442	62	6517
Overall		47756	48916 ⁵²	42399		6517

(Source: Zilla Parishad)

During 2007-12, annual achievements *vis-à-vis* targets (fresh targets plus cases spilled over from previous years) varied between 51 and 77 *per cent*. It was also observed that new targets showed downward trend, while number of incomplete works at the end of the year was on the rise (upto 2010-11). Further, substantial variations were noticed during test check of records of Gram Panchayats and Panchayat Samitis. In seventeen test-checked Gram Panchayats, 21 to 73 *per cent* houses were completed. In five test-checked Panchayat Samitis, such achievements were only 0.04, 5.43, and 27.97 *per cent* during 2009-10, 2010-11 and 2011-12 respectively. Similarly, the number of incomplete houses as of March 2012 (as per records of the ZP) was 6517; whereas the numbers of incomplete houses in five sampled PSs and in 17 sampled GPs were 6632 and 53 respectively. Such inconsistencies reflected poorly on validation of the achievement figures compiled and reported by the Zilla Parishad.

4.5.1.3 Miscellaneous issues

- **Deficiencies in MPRs in exhibiting interest** : Bank interests were not properly reflected in the Monthly Progress Reports (MPRs) though required under guidelines. The Zilla Parishad did not exhibit the entire amount in the MPR. A total sum of ₹ 37.50 lakh (₹ 4.23 lakh in 2009-10 and ₹ 33.27 lakh in 2010-11) was not shown as receipt (in respective MPRs). The interests earned by the Panchayat Samitis & Gram Panchayats were not shown in the MPRs prepared for the whole district.
- **Other benefits of convergence** : There was nothing on record to substantiate whether any action had been initiated either at district level or at the lower tiers for providing benefit of free electricity connection, drinking water supply, low rate loans from banks, insurance benefits to IAY beneficiaries as required under the rules.

⁵² Opening balance of 2007-08 and total of fresh annual targets during 2007-12 have been considered to arrive at the total target

4.5.1.4 Conclusion

IAY failed to achieve the targets to provide dwelling units to the targeted population. Further, inconsistency in achievement figures coupled with parking of substantial scheme funds at PS/GP level was a matter of concern and indicated absence of efficient management information system.

4.5.1.5 Recommendation

- *The District Authorities should take immediate action to gear up the works and ensure achievement of the prescribed targets.*
- *Total quantum of funds lying parked with the Gram Panchayats / Panchayat samitis needs to be ascertained and actual position of physical achievements should be collected and correctly reported to ensure suitable measures, wherever required.*

4.6 Sanitation

Total Sanitation Campaign

Total Sanitation Campaign (TSC), a Centrally Sponsored Scheme, was implemented in the District by the Zilla Parishad and the Panchayat Samitis. The main objective of the scheme was to provide sanitation facilities to all rural households, schools and ICDS centres and also to provide Sanitary complexes for public use by 2012. During 2007-12, Malda Zilla Parishad received ₹ 51.98 crore, against which ₹ 41.43 crore (80 per cent) was spent.

In terms of financing pattern, the BPL households were required to bear 20 per cent of the cost of Basic Low Cost Unit. In violation of the same, the contributions were recovered / collected from the BPL beneficiaries at the rate of 50 per cent leading to excess recovery of ₹ 2.30 crore from 1.36 lakh BPL beneficiaries during April 2006 to May 2009.

During 2007-12, Zilla Parishad earned bank interest of ₹ 47.20 lakh; but in violation of guidelines, the same was not shown in the periodical progress reports. Similarly, five sampled Panchayat Samitis earned bank interest of ₹ 10.57 lakh (2006-11); but, the same had not been shown in the periodical progress reports.

4.6.1 Target and achievement

Physical achievements under various components of TSC ranged between six to 68 per cent as shown under:

Table 4.12 : Cumulative position of physical achievements as of March 2012

	IHHL (APL)	IHHL (BPL)	Total	School Sanitation	Sanitation in ICDS centres	Sanitary Complex
Target	270208	452324	722532	6385	2345	50
Achievement *	64265 (24)	275174 (61)	339439 (47)	4299 (67)	142 (6)	34 (68)

Source: Records of Malda ZP * figures in brackets represent percentages with respect to targets

In five Panchayat Samitis test checked, achievements under construction of Individual Household Latrine (IHHL) ranged between 39 (Englishbazar) and 61 *per cent* (Harishchandrapur II). Likewise, achievements in providing sanitary complexes, school toilets and Anganwadi centres were also not satisfactory.

Thus, the District was far away from the target of full coverage of IHHL by 2012.

4.6.2 Information, Education and Communication (IEC) activities

The Information, Education and Communication (IEC), being an important component of the programme, needed to be prioritised for generating awareness among various sections of population. As per TSC guidelines, upto 15 *per cent* of project outlay was to be incurred towards IEC. Out of total ₹ 46.04 crore received by ZP, ₹ 6.91 crore (15 *per cent*) should have been spent on IEC. Against the same, only ₹ 1.15 crore (17 *per cent* of funds earmarked for IEC) was spent on IEC.

4.6.3 Monitoring and evaluation

According to the guidelines, the performance of the programme should be monitored through regular field inspections by officers from the State level and district level for effective implementation of the Programme and the project implementation authority should constitute a team of experts in the District who should review the implementation in the different Panchayat Samitis at least once in a quarter.

No such monitoring and evaluation was conducted at any level during 2007-12 either in Zilla Parishad or in the five sampled Panchayat Samities. Zilla Parishad did not offer any comment in this regard.

4.6.4 Conclusion

The programme fell short in achieving its objective of providing toilets to all the schools and AW centres even after the target dates for the same have passed under many components. Insufficient prioritisation on IEC activities was also apparent. BPL beneficiaries had to pay more than their stipulated contribution. Thus, the prospect of providing toilets to all by 2012 seemed remote.

4.6.5 Recommendations

- ***Implementation of the programme needs to be geared up to ensure achievement of targets.***
- ***In case of Individual Household Latrines, beneficiary contributions should be limited to 20 per cent as stipulated in the guidelines.***
- ***Information, Education and Communication activities should be strengthened.***

Chapter 5

Economic Services

CHAPTER 5

Economic Services

5.1 *Infrastructure*

Good infrastructure will go a long way in enhancing the growth potential of the district and bridging the gap between urban and rural areas. It also brings the remote and backward areas closer to the district headquarters and ensures equity and inclusive growth of the economy. Infrastructure includes provision of all weather roads, adequate electricity for households, industrial and irrigation needs, railway and air links and reliable communication facilities.

5.1.1 *Roads*

As regards road connectivity, audit attempted a study on the Pradhan Mantri Gram Sadak Yojana (PMGSY), a central scheme aimed at providing road connectivity to all rural habitations by 2007. Out of total 2119 habitations in the District, 70 were connected through roads with total road length of 98.72 kms as of March 2007.

Audit observations on implementation of PMGSY in the District are discussed in the succeeding paragraphs.

5.1.1.1 Pradhan Mantri Gram Sadak Yojana (PMGSY)

Pradhan Mantri Gram Sadak Yojana (PMGSY), a 100 per cent centrally sponsored scheme, launched in December 2000, aims to provide all-weather roads to the unconnected habitation in rural areas with a population of 1000 persons and above in three years (2000-03) and all unconnected habitations with a population 500 persons and above by the end of the Tenth Plan Period (2007). The State level agency responsible for implementation is West Bengal State Rural Development Agency (WBSRDA), which has a Programme Implementation Unit (PIU) in each district for executing the programme.

Out of the total 2119 habitations in the District, the number of habitations connected through roads increased from 70 as of March 2007 to 435 (21 *per cent* of the habitations) as of March 2012 registering an increase of 521 per cent. Correspondingly, road length increased from 98.72 kms in April 2007 to 412.03 kms in March 2012 registering an increase of 317 *per cent*.

This achievement notwithstanding, 79 *per cent* (1684¹) of the habitations remained unconnected as of March 2012. During 2007-12, out of available funds of ₹ 105.08 crore, ₹ 95.44 crore (91 *per cent*) were spent for connecting these habitations.

(a) **Implementation issues**

Planning : PMGSY guidelines mandate preparation of a District Rural Road Plan (DRRP), which is to indicate entire existing road network system with identification of the proposed roads for providing connectivity to the unconnected habitations. The guidelines also envisaged preparation of a Core Network (CN), that identifies the

¹ 1264 habitations each with population above 1000; 392 habitations each with population between 501 and 1000; 28 habitations each with population less than 500.

road required to assure eligible habitations with basic access to essential economic and social services. These are prepared at the block level and then approved by the ZP. No road works would be proposed under the PMGSY unless it formed part of the CN. The district and blocks are also required to prepare a Block and District level Comprehensive New connectivity Priority Lists (CNCPL) prioritising habitations to be connected². Further, the list of road works to be taken up is to be finalised each year (Annual Work Plan) by ZP according to fund availability through consultative process involving lower tier PRIs.

Participatory planning process as envisaged in the guidelines was absent.

Approved DRRP, CN, CNCPL and Annual Work Plan (AWP) were not available either in Malda ZP or in PIU. Further, it was observed that none of the five blocks and 16 GPs test checked was involved in preparing these documents. The road works were being executed in the District with a CNCPL which was hosted on the website; however, records showing the basis of the CNCPL were not available. The PIU stated, it was entrusted only with the preparation of Detailed Project Reports (DPR) of the Road works included in AWP finalised at WBSRDA. Moreover, test check revealed cases where 53 road works of lower priority had been selected ignoring habitations of higher priority without any recorded reason.

Thus, participatory planning process as envisaged in the guidelines was not documented to show rationale behind prioritisation of habitations.

Execution : Five road works (*Appendix-5.1*) measuring 33.54 kms. sanctioned between 2005-06 and 2007-08 could not be taken up as of March 2012 due to non-finalisation of tender procedures.

PMGSY guidelines stipulate that works should be completed within 12 months from the date of the work order. Out of 67 road works (estimated cost of ₹ 124.62 crore) awarded during 2007-12, 66 road works were started while remaining work viz, WB-11-64/A have not yet been taken up as the same work had already been done under Malda ZP. This indicated absence of co-ordination between PIU and ZP in preparation of annual work plan and DPR resulting in loss of Central assistance of ₹ 90.73 lakh.

Out of 65 road works started, 41 were completed at the cost of ₹ 67.95 crore with delays ranging from one month to 28 months. Of the remaining 24 works in progress, 17 were incomplete as of March 2012 even after lapse of one to 15 months from the stipulated date of completion.

Besides, road work between Sarjanghutu and Alinagar under Gazole Block vide package no. WB-11/53 sanctioned on 2008-09 awarded to a contractor at a cost of ₹ 4.72 crore had not yet started after a lapse of three years. DPIU did not take any action against the contractor for non-commencement of work.

Despite guidelines stipulating organisation of 'Transect Walk'³ while preparing the DPR to sort out alignment and land availability issues, the same was not resorted to, which eventually led to delay in completion of works on the ground of land availability. Audit also noted three cases, where deficient DPRs resulted in non-commencement of works as indicated in the following table.

² Habitations with 1000+ population will be the first priority, habitations with population of 500-999 the second and with population of 250-499 the least.

³ A consultation mechanism involving the local community through GP and other stake holders to determine alignment and to sort out issues of land availability, environmental impact, etc.

Table No 5.1 : Table indicating deficiencies in DPR

Block	Package/year	Road	Deficiency in DPR	Present status
Kaliachak-I	WB 11 14/2004-05	Alinagar to Dewanjee Bathan	Work could not be started due to, non-availability of earth for embankment work	Earthwork was underway through MNREGS at an estimated cost of 123.77 lakh (69.28 lakh and 54.49 lakh).
English Bazar	WB11 ADB 08/2006-07	Mominpara to Joteprithi		
Bamongola	Wb 11 ADB 06/2005-06	Asrampur Hat to Songhat	Work could not be started due to non-provision for construction of 60M bridge in DPR	Construction of bridge was being undertaken by ZP at 2.45 crore under Rural Infrastructure Development Fund.

Source: Progress report prepared by PIU

Thus, deficient planning and preparation of DPR deviating from the guidelines led to 88 eligible habitations with 1.37 lakh population being deprived of the benefit of all-weather road connectivity as planned.

5.1.1.2 Conclusion

Though the programme was in operation for last ten years, 79 per cent of the habitations were not connected as of March 2012 through all-weather roads. Deficiencies in planning and preparation of DPR resulted in non-completion/non-commencement of works.

5.1.1.3 Recommendations

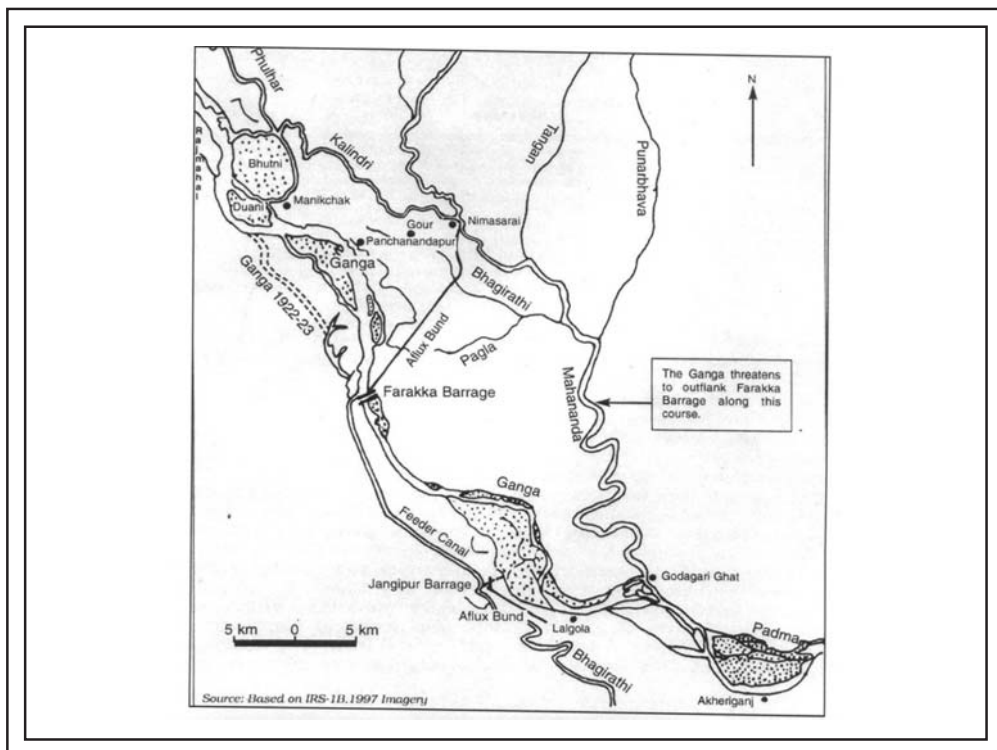
- *Participative planning process involving PRIs as stipulated in guidelines should be adopted*
- *Transect Walk should be conducted while preparing DPR to avoid land and alignment issues delaying the project.*

5.2 *Anti-Erosion*

Malda is a flood prone district. Out of 15 blocks in the District, five ⁴ blocks are more vulnerable to flood. Major rivers in the District are Ganga, Mahananda, Fulahar, Punarbhava, Tangon and Kalindri. All rivers in the District are meandering in nature and cause huge damage to lives and property by inundating at unprotected (non-embankment) areas. The Ganga meanders eroding bank on the concave side and depositing silt on the bank of the convex side of the bend due to low velocity and flat stream slope of the river basin. Other three rivers have more or less the same

⁴ Harischandrapur - I, Ratua -I, Manikchak, Kaliachak-II and Kaliachak-III

characteristics and cause severe erosion on their vulnerable reaches. A river map of the District is shown below:



5.2.1 History of floods in the District

Major rivers in the District had created havoc in the past. Twenty one schemes were executed earlier between 1990 and 2003, at a cost of ₹ 87.89 crore to control flood (comprising of construction of three new spurs ⁵, four retired ⁶ embankments and two bed bars ⁷ at a cost of ₹ 48.65 crore, strengthening / restoration of seven spurs at a cost of ₹ 17.50 crore, protection works of four banks at ₹ 16.12 crore and remodelling of one marginal embankment ⁸ at ₹ 5.52 crore). However, all were damaged or engulfed by either Ganga or Fulahar. This indicates vulnerability of the areas exposed to flood.

5.2.2 Audit scope and coverage

Two Divisions namely Malda Irrigation Division (MID) and Mahananda Embankment Division (MED) under Irrigation & Waterways Department (I&WD) have been assigned with the task of implementation of Anti-Erosion schemes in the District. Jurisdiction of both the divisions cover all the river stretches falling within the boundary of the District except 40 km bank stretch of the river Ganga upstream from the Farakka Barrage upto the Rajmahal, which was transferred to the FBP in March

⁵ Spurs are constructed transverse to the river flow extending from the bank into the river to reduce the concentration of flow at the vulnerable point and protecting the bank by keeping the flow away from it.

⁶ Short embankment constructed to protect entering of flood water in the country side through breached portion of the original embankment.

⁷ Bed bars are deflecting structures which deflect the constrict flow of water away from the affected bank or embankment.

⁸ These are earthen embankments, also known as levees, which are constructed in the flood plains of a river and run parallel to the river bank along its length.

2007. A review of Anti-Erosion schemes in the District was undertaken during June-July 2011 and May 2012 by covering both the divisions along with one⁹ Circle office to assess the impact of the schemes on the lives of the people of Malda. The audit findings are discussed in the succeeding paragraphs:

5.2.3 *Absence of advance planning and non-implementation of the recommendations of the Committees*

Effective management of flood protection calls for two stages of anti-erosion measures - long term measures and priority based palliative works. National Disaster Management (NDM) Guidelines (January 2008) lay down the important milestones required to be achieved for flood preparedness and post flood emergency response. Guidelines stipulated that an assessment of the area suffering from erosion was to be made by the Department by June 2008, as also inspection and monitoring of present structural measures to be conducted twice every year before monsoon (April-May) and after monsoon (November-December). Flood Management (FM) plan was also to be prepared by the Department by December 2008.

After studying the problems of flood and severe erosion of the river Ganga in the District, different expert committees¹⁰ recommended for preparation of master plan for implementation of long term permanent measures and prioritisation of the reaches where anti-erosion measures were inescapable. The Government admitted in 2001 that unless long spur was constructed and dredging was done at mid-stream of river Ganga, flood control and anti-erosion work would not be fruitful.

- Records revealed that none of the permanent measures stipulated in the NDM guidelines were implemented. Records further revealed that during 2007-12, neither Malda Irrigation Division (MID) nor Mahananda Embankment Division (MED) prepared any Action Plan;
- During 2007-12, only 24 bank protection works of palliative nature were taken up on piecemeal basis by the Government.

The EE, MID replied (May 2012) that erosion of river could not be predicted before hand and the anti-erosion schemes were taken up generally on the basis of magnitude of erosion and experience of the supervisory authority. The reply was not tenable in view of the fact that palliative measures undertaken to protect the bank proved to be futile and the division was required to undertake the work in a planned manner after detailed studies, as envisaged under NDM guidelines and recommendations of Expert Committees and acknowledged by the Government.

Planning was also absent in the tendering process. Majority of the works were split into several reaches, each being awarded to more than one contractor, on the plea of getting the work completed within a short period of time. Works were, however, not completed timely. Moreover, time spent in processing and documentation of huge volume of tenders compounded the delay in commencement of work. As a result, erosion could not be controlled effectively despite substantial investment, as brought out in the subsequent paragraphs.

⁹ North Central Irrigation circle -II

¹⁰ Pritam Singh Committee in 1978; G. N. Murthy Committee in 1987 and Keskar Committee in 1996

5.2.4 Status of Anti-Erosion schemes

Altogether 24 Anti-Erosion Schemes were taken up during 2007-08 to 2011-12 in the District, of which 20 schemes were completed as of March 2012 and four were in progress. Expenditure incurred for implementation of 24 schemes was ₹ 76.77 crore till April 2012. Scheduled dates and actual dates of completion were available in respect of 22 schemes. Of these 22 schemes, 18 were targeted for completion before monsoon. Records revealed that

- seven schemes were completed within scheduled time;
- seven schemes, though scheduled for completion prior to the monsoon, were completed with a delay ranging from two to 11 months;
- All four schemes remaining incomplete as of April 2012, were targeted for completion before monsoon 2011.

Non completion of five on-going schemes can be attributed to delays in tendering process, site problem, delay in commencement of work, disruption caused by floods and lack of monitoring over the implementation of the schemes.

5.2.5 Financial management under anti erosion activities

Malda Irrigation Division and Mahananda Embankment Division received ₹ 81.95 crore (Central fund: ₹ 54.99 crore and State fund: ₹ 26.96 crore) during 2007-12 for anti-erosion works, of which ₹ 81.40 crore (₹ 54.58 crore Central fund and ₹ 26.82 crore State fund) were spent. In the initial two years (2007-09), there was no allocation of Central Government funds for Anti-erosion schemes as the major stretch of bank protection work on the river Ganga was entrusted to FBP authority with effect from March 2007. State allocation (₹ 26.96 crore) also proved inadequate in comparison to the enormity of the flood problems in the District. Out of ₹ 81.40 crore spent on the anti-erosion activities, ₹ 76.77 crore were incurred on 24 schemes (mainly covering bank protection works), while remaining ₹ 4.63 crore was spent on emergent palliative/restoration works. This indicated that no permanent measures (construction of long spur, dredging of river basin at mid-stream) as recommended by the various committees and accepted by the Government in 2001, were taken up.

5.2.6 Non-coverage of priority areas

Out of ten works identified to be taken up before Monsoon 2011 in priority areas, only one was taken up as of April 2012

MID and MED divisions were responsible for maintenance of total 367 km (260 km and 107 km respectively) long stretch of bank line of nine rivers flowing through the District. Certain river stretches were more prone to floods viz. 40 km of river bank of Fulahar, 48 km of Mahananda and 20 km of Ganga. Instances showed that during rainy season, flood waters from the rivers repeatedly eroded these stretches. Consequent upon handing over of major portion of vulnerable zone of river Ganga to FBP in March 2007, 20 km bank line of the River Ganga from Jangalitala to Manichak outfall remained under the jurisdiction of MID. In respect of Fulahar river, seven localities (Miahat, Khidirpur, Debipur, Nandanpurand, Kahala, Hatichapa and Bhaluka Bazaar) spreading across two blocks Harischandrapur-II and Ratua -I were vulnerable and in respect of River Mahananda, five localities (Galimpur,

Balarampur, Harirampur, Jadupur and Islampur) covering two blocks (Chanchal -I and II) were in vulnerable zones. Status of the 10 schemes identified as important by the EEs for execution prior to arrival of Monsoon 2011, as of April 2012 is discussed below:

- Mahananda Embankment Division (MED) was required to complete seven Anti-Erosion schemes before the onset of monsoon 2011. Out of seven schemes, only one ¹¹ scheme of temporary and palliative nature was taken up as of June 2011 at an estimated cost of ₹ 1.05 crore. Work of remaining six schemes, although approved in Chief Engineer's Committee in March 2011, was yet to be started due to various reasons like revision of estimates, paucity of funds, funds not being sanctioned for higher authority etc.
- Malda Irrigation Division proposed to take up three schemes as per Action Plan 2006-07 at a cost of ₹ 24.15 crore including construction of 9th Retired Embankment at the stretch of River Ganga near Panchanandpur. Status Report of the schemes revealed that none of the schemes was taken up as of March 2012. EE did not furnish any reason for the same though asked by Audit (May 2012).

Thus, it is evident that bank protection work was not prioritized according to the gravity of the situation.

5.2.7 Miscellaneous issues on implementation

Instances of splitting of major works into small reaches, delayed execution of works, non-availability of material in time, additional financial burden on the state exchequer, overlapping of works etc. were observed in the District as discussed in the following paragraphs.

(i) Splitting of major works into small reaches and delayed execution of works:

Four ¹² Bank Protection works (total stretch: 4000 m) on the right bank of river Punarbhava were administratively approved by I &WD in January 2011 for ₹ 44.41 crore with a target for completion by April-May 2011. Records revealed that till May 2012, physical progress stood at 80 per cent. It was noticed that EE, MID split the four works (total stretches: 4000 m) into 22 small reaches (length of each reach ranging from 100 m to 250 m) and awarded all the works to 27 contractors¹³. As per NIT, all the tender formalities were to be completed by August 2010; but due to issue of 11 corrigenda, tender process was completed in November 2010. EE stated (June 2011) that the work had been divided for expeditious completion and work site being located in international border, consultation with Border Security Force (BSF) and Bangladesh Rifle (BDR) was necessary. The reply is not convincing as all the formalities for ensuring a clear site should have been covered in advance. Moreover, even after splitting, the work remained incomplete as of May 2012.

Execution was often delayed due to splitting up of works, prolonged tender formalities, lack of proper preparedness and planning etc.

¹¹ Urgent restoration to subsidence of Left Fulahar Embankment in ch 29.80 km to 30.75 km/ breached portion in block-Ratua -II.

¹² BP work on the R/B of Rv Punarbhava at village Taltali (1200m), Nadindaha (800 m), Battali (1000 m) and Khutadaha (1000 m).

¹³ Engaging 10 contractors on five reaches /50 per cent to each one of them and single contractor on remaining 17 reaches.

(ii) Splitting of works and non-availability of materials in time leading to delay in execution:

To protect the Indo-Bangladesh border areas from erosion, three bank protection works¹⁴ covering aggregate 6000 m stretch on river Mahananda were split into 13 reaches and awarded to 27 contractors for completion by May 2009. The EE, MID stated (June 2011) that the work had been split for better quality control and expeditious completion. The work was completed between September 2009 and June 2010. Records showed that progress of works were hampered due to delay in supply of cement by WBECSC (West Bengal Essential Commodities Supply Corporation) and non-availability of Geo-jute and delayed approval for use of Geo-synthetic instead of Geo-jute by I&WD. This indicated failure of EE in proper preparedness and planning.

(iii) Additional financial burden on the state exchequer :

The Mahananda Embankment division had obtained NABARD loan of ₹ 8.66 crore in March 2010 for execution of an Anti-Erosion Scheme at Bhaluka Bazar, situated on the left bank of river Fulahar near Bhaluka Bazar (Harishchandrapur-II), which was identified as one of the most vulnerable areas for bank erosion considering recurring erosion every monsoon. Despite this fact, the division failed to evolve a suitable master plan and include the scheme under Flood Management Programme (FMP), under which it was possible to avail of Central Assistances up to 90 *per cent* of the cost of the scheme. The Central assistance was, however, to be released on the condition that the same would only be provided for restoration of damaged works to complete them before next monsoon season, provided such works were earlier not covered under Calamity Relief Fund (CRF)/ National Calamity Control Fund (NCCF). The division, instead of focusing on preparation of master plan in comprehensive manner to cover the entire vulnerable flood prone area and seeking assistance under FMP, sought an amount of ₹ 1.72 crore from Calamity Relief Fund (CRF), for undertaking palliative restoration work due to recurrence of flood in August 2009. In this way, the State lost the opportunity of receiving Central Assistance under FMP for formulating an effective Anti-Erosion scheme to save Bhaluka Bazar and its adjoining areas from flood.

(iv) Abnormal delay leading to additional works :

The EE, MED circulated NIT in January 2010 for execution of bank protection work on the left bank of river Fulahar (ch 20.650 km to 22.650 km) near Bhaluka Bazaar in PS- Ratua and Harishchandrapur through *bonafide* contractors. Though DM, Malda had cautioned (March 2010) the division to take up the work in the first week of April, work order was issued in May 2010 due to change in estimate etc. The work was declared completed in August 2011. Records revealed that due to slow progress, the work could not be fully completed even after 11 months. The EE attributed (June 2011 and May 2012) such delays to early arrival of monsoon in 2010, presence of high water level in the site till November 2010 and non-supply of boulders due to strike and labour/local/siltation problem after the flood.

¹⁴ BP work on L/B of Mahananda at BOP Muchia- Adampur, BP work at BOP Sukhnagar, Baruipara and BP work at BOP Sukhnagar-Krishnagar, Char Rishipur

While the above work was in progress, the flood water from river Fulahar started (July 2010) inundating over the partially completed embankment and caused damage to the boulder pitching, bed bars and apron of the new embankment. To save the ongoing work, the emergent works (dumping nylon carte with filled poly bags etc. on vulnerable reaches) were taken up by EE in between ch 20.70 km to ch 22.60 km on the same site by engaging six contractors and completed at a cost of ₹ 53.08 lakh in July 2010. Had the bank protection work been complete in time, expenditure of ₹ 53.08 lakh on emergent restorative works could have been avoided.

(v) Diversion of funds :

Three¹⁵ bank protection schemes on river Mahananda were sanctioned under Additional Central Assistance (ACA) at a cost of ₹ 10 crore during 2005-06. The schemes were scheduled to be completed by March 2006. However, only survey work could be taken up by September, 2005, i.e. almost at the fag end of monsoon. The Schemes were not implemented out of the fund received under ACA. Evidences gathered revealed that out of sanctioned amount of ₹ 10 crore, ₹ 2 crore was spent on three other bank protection works¹⁶.

In reply, EE, MID stated (June 2011) that the said works were taken up after obtaining technical sanction from the Chief Engineer. The reply is not tenable since there was no administrative approval for execution of the above three works from the sanctioning authority.

5.2.8 Quality control and monitoring of works

As per terms of contract, periodical quality control tests were required to be done on geo-jute textile/geo-synthetic filters before its use in the bank protection works executed by the Divisions. Records revealed that the testing of geo-synthetic filters was not got done by MID through laboratories before its laying; instead suppliers themselves furnished the test certificates from private laboratories. Utilisation of materials of proven quality in the bank protection work could not be ensured in audit. In case of bank protection works executed under MED, no test report in respect of cement concrete blocks and geo-jute textile/geo-synthetic filters was available in the records. EE replied (June 2011) that the same would be furnished during the final bill. The reply is not acceptable as quality of material was required to be checked prior to its consumption and hence test report must be available before laying of filters and cubes. Further, monitoring and supervision of the schemes could not be ascertained because details of inspection carried out by the supervisory officers (viz. SE/CE), were not maintained.

5.2.9 Conclusion

In the absence of long term Master plan coupled with prioritisation on temporary/short term protective measures instead of permanent measures recommended by the expert

¹⁵ 1. Bank protection work on the L/B of River Mahananda at Nemuaghat under Muchia-Adampur B.O.P. in P.S. Old Malda, Dist. Malda 2. Bank protection work on the L/B of River Mahananda under Sukhnagar B.O.P. in P.S. Habibpur, Dist. Malda 3. Bank protection work on the L/B of River Mahananda at Chat Rishipur under Krishnanagarr B.O.P. in P.S. Habibpur, Dist. Malda

¹⁶ 1. BP work on the L/B of river Punarbhaba near BOP No.242/28R in AOC of Battali under 172Bn.BSF, Malda, 2.R/S spill checking embankment including provision of inspection path on L/B of river Ganga d/s of Farakka Barrage from 0.00Km. to 5.00Km. in PS-Kaliachak; Malda 3.R/S of Bhutni-Diara circuit embankment on L/B of river Ganga from ch 20.90 Km.to25.40 Km in P.S.-Manikchak, Malda..

committees, anti-erosion schemes did not yield the desired results. The same was compounded by delays in commencement of many schemes on the vulnerable zones even after their approval, which was often due to inefficient management of tender formalities. Adequate monitoring mechanism to exercise proper checks on timely completion of the schemes as well as on quality of materials being utilized during execution of schemes was not in place.

5.2.10 Recommendations

- ***A Comprehensive Master Plan/Annual Plan should be prepared on priority basis in affected areas;***
- ***Tender formalities should be managed more efficiently for timely commencement of works;***
- ***Monitoring mechanism should be strengthened to ensure timely completion, preferably before onset of monsoon with due adherence to quality standards.***

5.3 Employment Generation

5.3.1 Swarnajayanti Gram Swarozgar Yojana (SGSY)

The objective of the SGSY (a centrally sponsored scheme with funds sharing between GoI and State on 75:25 basis) was to facilitate poor families climb above the poverty line. The scheme envisaged ensuring sustained and appreciable level of income for the beneficiaries through formation of self- help groups (SHGs) as well as by the process of social mobilisation, training and capacity building and provision of income generating assets through a mix of bank credit and subsidy.

Each District Rural Development Cell headed by Project Director (PD) could utilise the scheme funds for provision of revolving funds to SHGs, training, infrastructure development and subsidy. Providing infrastructure support under SGSY aims primarily to bridge the gaps in available infrastructure. Further, the progress/performance of the SHG/individual in management of assets for generation of incremental income was to be continuously followed up, monitored and evaluated. The programme was implemented by Panchayat & Rural Development Department in the State and by the DRDC in the District. The follow up on the projects undertaken by the Swarozgaris was to be done by DRDC/Block officials and bankers to assess the capability to generate the projected income.

The position of receipt and expenditure of funds during 2007-12 under SGSY is indicated in the table below:

Table No 5.2 : Table indicating funds received and expenditure incurred in respect of SGSY (Rupees in lakh)

Year	Central allocation	Opening Balance	Central Funds received	State Funds received	Other receipts	Total Funds* available	Expenditure (percentage)	Closing Balance
2007-08	586.61	35.02	586.61	195.53	57.47	874.63	452.04(52)	422.59
2008-09	693.49	422.59	693.49	115.57	29.86	1261.51	635.09(50)	626.42
2009-10	725.16	626.42	463.55	257.00	47.17	1394.14	1357.83(97)	36.31
2010-11	836.40	36.31	820.53	152.49	129.54	1138.87	699.27(61)	439.60
2011-12	764.10	439.60	425.23	275.85	124.41	1265.09	461.63(36)	803.46
Total	3605.76		2989.41	996.44	388.45	4409.32*	3605.86	

Source: Records of DRDC, Malda and figures taken from annual report

* Overall availability of funds has been arrived at considering opening balance of 2007-08 and total receipts during 2007-12

It can be seen from the above table that out of total allocation of funds of ₹ 3605.76 lakh, GoI released only ₹ 2989.41 lakh during the period 2007-12. Out of five years audited, except for 2009-10, percentage of utilisation of available funds was on the lower side and ranged between 36 and 61 *per cent*.

Due to poor utilisation of funds the District was deprived of central assistance of ₹ 616.35 lakh during 2007-12. PD, DRDC attributed poor utilisation to delay in receipt of funds from GoI and to Assembly Election 2011.

The audit findings emerging from test check of records of Project Director, DRDC, five PSs¹⁷ and 17 Gram Panchayats¹⁸ and from interview¹⁹ of 86 SHGs are discussed in the succeeding paragraphs:

5.3.1.1 Planning

During the course of audit, it was noticed that though the district authority prepared (October 2007) the 11th Five year Plan (FYP) of SGSY (2007-12), the Annual Plans (AP) were not drawn based on the FYP except during the year 2007-08 and the same were not approved by the District SGSY committee. Further, community participation for planning was not ensured. Besides, APs were also not approved by the District SGSY committee.

5.3.1.2 Status of SHGs

Before credit linking, SHGs have to undergo two stages of evaluation to ensure that they have developed credit discipline and financial management skills. SHGs are evaluated six months after their formation for assessment of their eligibility to be benchmarked as Grade I, i.e. eligible for receipt of first instalment of Revolving Fund (RF). Grade I SHGs are further evaluated six months after the receipt of RF and successful groups enter Grade II stage for credit linkage to start income generating activities. The year-wise position of target and achievement in upgradation of SHGs during 2007-12 is indicated below:

Table No 5.3 : Status of SHGs

Year	Target for SHG	SHG formed	SHG passed	SHG passed	SHG started Economic Activities
2007-08	2929	2015	2590	1457	2
2008-09	7245	1107	1116	516	30
2009-10	7969	1346	3060	4608	32
2010-11	3230	1341	188	227	9
2011-12	1868	1134	982	944	6
Total	23241	6943	7936	7752	79

Source: Records of DRDC, Malda

¹⁷ Englishbazar, Gazole, Kaliachak- III, Chanchal- I, Harishchandrapur- II

¹⁸ Englishbazar- Jadupur- I, Kotwali, Milki, Sovanagar; Gazole- Baingachi- II, Gazole- I, Karkach, Pandua; Kaliachak- III- Beernagar- I, Charianantapur, Krishnapur, Lakshmipur; Chanchal- I- Kaligram, Makdumpur; Harishchandrapur- II- Sadlichak, Bhaluka, Malior- I

¹⁹ 27 SHGs in Kaliachak-III, 9 SHGs in Chanchal-I, 18 SHGs in English Bazar, 20 SHGs in Gazole and 12 SHGs in Harishchandrapur-II.

Though substantial number of SHGs were provided with Revolving Fund, negligible number of groups could start income generating activities

Out of 23241 SHGs targeted to be formed during 2007-12, only 6943 SHGs (30 per cent) were formed. Out of total 19235 SHGs formed since inception of the scheme (April 1999), 16993 (88 per cent) became eligible for Revolving Fund (RF) and 16754 (99 per cent of those becoming eligible for RF) were released RF amounting ₹ 26.54 crore. However, mere 111 (0.6 per cent) could be credit linked for income generation activities. Since inception of the programme, only 14 BPL families had crossed the poverty line up to 2007-08 and none crossed the poverty line in the last three years.

Further, only 4483 groups (31 per cent) were formed out of 14280 groups targeted from Backward Villages.

Interview with SHGs disclosed that proper departmental guidance was not forthcoming for preparation of projects

Interviews of 86 SHGs indicated improvement in financial status of 84 (98 per cent) mainly due to availability of cash credit loan from banks thereby reducing dependence on private bodies for loans at higher rate of interest. Though 23 SHGs (27 per cent) progressed to Grade-II stage, 21 SHGs could not submit the project to the banks for loan. All of them stated that authority should help them in preparation of project. PD, DRDC in response stated (July 2011) that they are co-ordinating with the line Departments for preparation of model projects on different activities.

Thus, substantial shortfalls were noticed not only in formation of the SHGs, but also in guiding the SHGs to become capable of generating income. In this context the following further observations were made:

- Guidelines stipulated that for income generation activities each block should concentrate on a few selected activities considering the local resource, aptitude as well as the skill of SHGs and saleability of the products and services. These key activities should preferably be taken up in clusters, with one cluster in each GP. Out of 146 GPs, 39 had no cluster posted as of March 2012. Audit observed that none of the PSs sent a list of key activities to the District for short listing while only 107 clusters catering for 3828 SHGs were formed for 107 GPs (out of 146) in the District as of March 2012.

5.3.1.3 Training

SGSY guidelines envisaged two types of training viz. capacity building / basic orientation programme and minimum skill requirement training. As per norms, training needs of SHGs were to be ascertained with reference to minimum skill requirement (MSR). The assessment regarding technical skills was to be made by the line Departments and managerial skills by the banks. Those who possess MSR are put through a Basic Orientation Programme (BOP), while others are to undergo skill development training. Audit observed that MSR and the type of training to be imparted were not assessed either by the line Departments or by the banks. As a result, the effectiveness of BOP and skill training conducted by DRDC during 2007-12 involving 174263 *swarozgaris* and expending ₹ 6.74 crore remained doubtful.

5.3.1.4 Infrastructure

The scheme provides to bridge missing critical links in infrastructure for production, processing, quality testing, storage or marketing so as to enable the *swarozgaris* to derive the maximum advantage from their investments. The project report for each

key activity should clearly identify the existing infrastructure and the additional infrastructure to be created. The proposals for infrastructure development should be drawn up by DRDC in consultation with Bankers and form part of the Annual Plan of the Block and the District. Scrutiny disclosed that the above were not followed in the District.

Instances of newly created infrastructures remaining unused due to deficient planning were noticed

Infrastructure was created for 362 SHGs till March 2012. Instances of completed infrastructure remaining unutilized or being utilized for other purposes were, however, noticed in Audit. Audit test-checked expenditure amounting to ₹ 6.14 crore incurred during 2007-12 for construction of 79 items of infrastructure²⁰. Of these 79 structures, 78²¹ had been completed till June 2012. Of the 78 structures completed, only two (cluster houses) were being used by the *swarozgaris*. Out of the remaining 76, 67²² remained unutilized while seven (six community centres and one common facility centre) built at ₹ 36.33 lakh were being used by PSs/GPs. Cow sheds remained unutilised as Dairy Projects were not approved in favour of any of the SHGs; no reasons were stated for non-utilisation of other infrastructure. This was not only indicative of unplanned creation of infrastructure, but also represented deficient monitoring and lax intervention by the District authorities. On being pointed out, PD, DRDC stated (July 2012) that necessary action would be taken for utilisation of these infrastructure by SHGs.

Audit further noticed unjustified creation of training centre and a case where office building was constructed not in consonance with the spirit of the scheme guidelines as discussed below.

(a) Training Centre :

DRDC has a residential training centre at West Bengal Comprehensive Area Development Corporation (CADC) campus, Ratua- II for training *swarozgaris*. The centre was completed in July 2008 at a cost of ₹ 41.81 lakh. While the centre was under-utilised during 2008-10, no training was conducted during 2010-12. Despite this, DRDC, without approval of P&RD Department, decided (November 2009) to construct a Dormitory and Training Centre for *swarozgaris* alongwith Generator room and Godown at an estimated cost of ₹ 91.12 lakh. The centre was completed in June 2012 at an expenditure of ₹ 85.04 lakh from unspent SGSY funds. Construction of a new training centre even when DRDC failed to utilize optimally the existing facility at Ratua-II, lacked justification.

(b) Office Building :

Guidelines stipulated that funds for infrastructure development should, in no case be used to augment resources of the State Government for development of general infrastructure. It was, however, seen that DM Malda decided (July 2009) to construct a five storeyed office building for DRDC Malda within the premises of Collectorate Buildings at an estimated cost of ₹ 3.61 crore. As of June 2011, ₹ 2.30 crore was spent from SGSY funds in violation of the guidelines of SGSY.

²⁰ Office building (₹ 2.70 crore), 13 cluster houses (₹ 1.04 crore), six community centres (₹ 24 lakh), one common facility centre (₹ 12.33 lakh), 53 cow sheds (₹ 105 lakh), four village haats (₹ 26.43 lakh) and one training centre (₹ 72.53 lakh)

²¹ One Cluster house at Malda, English Bazar was underway.

²² 10 Cluster houses (₹ 46.67 lakh), 53 cowsheds (₹ 105 lakh) and four villages haats (₹ 26.43 lakh)

5.3.1.5 Monitoring and supervision

To ensure that *Swarozgaris* cross the poverty line, it was imperative that the progress and management of the created assets for generation of incremental income has to be continuously followed up, monitored and evaluated by the DRDC/Block officials and bankers. Accordingly, inspections by the various levels of officers have been prescribed in the guidelines. No records were, however, available to show details of visits and reports on outcome of implementation of the scheme. Thus, the prescribed monitoring mechanism was not effectively implemented in the District to identify and address aberrations and to ensure that the interventions of the scheme led to expected results.

In reply PD, DRDC stated (July 2012) that when the *swarozgaris* were project linked, DRDC and Block officials visit the projects occasionally but no minutes were maintained.

5.3.2 Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)

MGNREGS was launched consequent to GoI's enactment of the National Rural Employment Guarantee Act (NREGA) in September 2005 to enhance the security of livelihood for the rural people by providing at least one hundred days of guaranteed wage employment in every financial year to every household whose adult member volunteers to do unskilled manual work.

5.3.2.1 Labour Budget

As per MGNREGS guidelines, District Programme Co-ordinator (DPC) is required to prepare a labour budget relating to the district containing the details of the anticipated demand for unskilled manual work in the districts every year.

Audit observed that labour budget for 2006-10 by Gazole Panchayat Samiti (PS) and labour budget for 2006-11 by Chanchal-I and Harishchandrapur - II PS and by Jadupur and Sovanagar Gram Panchayats (GPs) were not prepared.

5.3.2.2 Financial Management

The year-wise position of funds received by the MGNREGS Cell, Malda and utilisation there-from during 2007-08 to 2011-12 is given below:

Table No 5.4: Receipt and Expenditure of funds under MGNREGS (Rupees. in lakh)

Year	Opening Balance	Total receipt	Total availability	Expenditure	Balance	Percentage of utilisation
2007-08	1085.18	2303.32	3388.51	2707.16	681.35	80
2008-09	681.35	4001.69	4683.04	2244.08	2438.96	48
2009-10	2438.96	5146.10	7585.06	7097.52	487.54	94
2010-11	487.54	5004.56	5492.10	5104.57	387.52	93
2011-12	387.52	11007.42	11394.95	11191.87	203.08	98
Total		27463.09	28548.27²³	28345.20		

Source - Annual Report, MGNREGSWB, District Nodal Officer (DNO), Malda

²³ Total availability of funds has been arrived at by considering opening balance of 2007-08 and total receipt of 2007-12

It was noticed from the above data that during 2007-12, out of total available ₹ 285.48 crore, the District could utilize ₹ 283.45 crore leaving an unspent balance of ₹ 2.03 crore. It was further noticed that 93 to 98 *per cent* of the available funds were utilised during 2009-12.

Refund of fund by Panchayats: It was noticed from available records that ₹ 2.07 crore of MGNREGS funds were returned to the district by the Programme Implementing Agencies during 2007-12. Similarly, three test checked blocks refunded ₹ 40 lakh of programme funds.

5.3.2.3 Provision of Employment

The details of employment generated under this scheme during 2007-12 as reported by the DNO, MGNREGS cell, Malda were as under:

Table No 5.5 : Details of employment generated under MGNREGS during 2007-08 to 2011-12

Year	Total mandays generated (in lakh)	Mandays for women (in lakh)	Percentage Mandays for women	Mandays for others (in lakh)
2007-08	23.74	4.77	20	18.97
2008-09	16.04	3.28	20	12.76
2009-10	55.01	17.50	32	37.51
2010-11	29.26	8.90	30	20.36
2011-12	54.15	17.90	33	36.25
Total	178.20	52.35	29	125.85

Source -Annual Report, MGNREGSWB, District Nodal Officer, Malda

During 2007-12, a total of 178.20 lakh mandays were generated. The District fell marginally short in creating man days for women as mandays created for women was 29 *per cent* as compared to normative requirement of 30 *per cent*.

The details of Job card holders registered, those who demanded employment and those who were provided employment in the District during 2007-12 are as under:

Table No 5.6 : Details of actual providing of jobs to job card holders during 2007-08 to 2011-12

Year	Total no. of job card holders (JCH) registered	JCH getting employment	JCHs who got 100 days employment	Percentage of JCHs getting 150 days employment vis-a-vis those demanded	Percentage of shortfall
2007-08	537787	148821	329	0.22 %	99.78 %
2008-09	544691	96296	107	0.11 %	99.89 %
2009-10	577603	138930	1667	1.20 %	98.80 %
2010-11	581890	121771	1237	1.02 %	98.98 %
2011-12	576073	164024	5400	3.30%	96.71%

Source: District Programme Coordinator (DM), Malda

Negligible proportion of JCH demanding job were given 100 days' employment

The District could provide 100 days guaranteed wage employment to a negligible proportion JCH demanding employment.

Thus, the basic objective of enhancing the security of livelihood in rural areas by providing at least 100 days of guaranteed wage employment under the scheme was not achieved.

Sector wise Physical performance : The sector wise physical performance for the district is detailed below:

Table No 5.7 : Sector wise details of physical performance under MGNREGS during 2007-12

Name of Activity	No. of works completed	No. of ongoing works	Expenditure as of March 2012 (Rupees in crore) (percentage with respect to total expenditure)
1 Water conservation and water harvesting	757	187	18.72 (7)
2 Drought Proofing	2143	228	15.20 (5)
3 Micro irrigation works	128	40	3.94 (1)
4 Provision of irrigation facility to SC/ST and others	4615	979	25.79 (9)
5 Renovation of traditional water bodies	1449	391	34.64 (12)
6 Land development	561	113	9.92 (4)
7 Flood control and protection	168	44	6.81 (2)
8 Rural connectivity	4502	996	154.94 (55)
9 Administrative expenses	0	0	12.69 (4)
10 BNRGSK(Bharat Nirman Rajiv Gandhi Seva Kendra)	0	17	0.51 (0.18)
Total	14323	2995	283.16

Source: District Programme Coordinator (DM), Malda

According to the guidelines, works on drought proofing were to be accorded highest priority whereas road connectivity was to be accorded the least priority. However, during 2007-12, 55 per cent of funds were spent on ongoing works for rural road connectivity, whereas the expenditure towards drought proofing works accounted for only five per cent of the total expenditure. This indicated lower priority on eradication of drought and irrigation facilities.

5.3.2.4 Monitoring and evaluation

Social Audit : The details of Social Audit²⁴ by the MGNREGS, DNO, WB Malda is tabled below:

Table No 5.8 : Details of Social audit

Year	No. of GPs in which Social Audit Committee in existence	No. of GPs in which Social Audit was	No. of objections raised	No. of objections settled
2007-08	No Social Audit Committees were formed up-to 2007-08			
2008-09	56	56	NIL	NIL
2009-10	132	132	11	11
2010-11	146	46	07	07
2011-12	146	146	44	41

Source: District Programme Coordinator (DM), Malda

²⁴ Social audit denotes checking and verification of implementation and results of a scheme by the community with the active involvement of the primary stakeholders and with the full support of administrative machinery.

Physical Inspection Report: As per NREGS guidelines, the District level implementing agency should inspect 10 *per cent* of the completed schemes in the District. Against the norms, there were substantial over-achievements during 2008-09 (29 *per cent*) and 2011-12 (27 *per cent*), while during other three years it hovered around eight to nine *per cent*.

5.3.2.5 Other issues

Out of 59323 job cards issued by the sampled GPs upto March 2012, photographs were not affixed on 23020 job cards (39 *per cent*).

5.3.3 Conclusion

Employment generating schemes could not achieve their intended objectives of providing sustained level of income. While only 0.6 *per cent* of the SHGs could be credit-linked in SGSY, MGNREGS could not ensure 100 days jobs to a substantial percentage of the targeted population. Non-utilisation of assets created through SGSY assistance was indicative of unplanned creation of infrastructure, coupled with lax monitoring and intervention.

5.3.4 Recommendations

- *Creation of infrastructure should be prudently planned and utilization of created infrastructure should be ensured.*
- *SHGs should be properly guided in preparation of project for credit linkage under SGSY followed up by effective monitoring.*

5.4 Agriculture

Malda district has an agrarian economy with about 65 *per cent* of the population being farmers. The main crops of the District are pulses, rice, jute, etc. As of March 2010, net area sown in the District was 2.16 lakh ha forming four *per cent* of net area sown in the state (52.56 lakh ha). The District contributed five *per cent* (7.89 lakh tonnes²⁵) of the food grains produced by the State (157.42 lakh tonnes). Performance of two schemes operational in the District viz. National Food Security Mission (NFSM) and Rashtriya Krishi Vikas Yojana (RKVY) aiming at increasing the agricultural productivity, were subjected to review. The main audit findings are discussed below:

5.4.1 National Food Security Mission (NFSM)

National Food Security Mission (NFSM), a centrally sponsored scheme, was introduced from 2007-08 with the broad objective of increasing the production of rice, wheat and pulses during the Eleventh Plan. NFSM was implemented in Malda with the aim of (i) increasing productivity of pulses²⁶ through expansion of area and enhancement of productivity, (ii) restoring soil fertility and productivity at the individual farm level, (iii) creation of employment opportunity and (iv) enhancing farm level economy (i.e. farm profits) to restore confidence amongst the farmers.

²⁵ 7.65 lakh tonnes of cereals plus 0.24 lakh tonnes of pulses

²⁶ NFSM has three components -rice, wheat and pulses. In Malda NFSM-Pulses is being implemented

The scheme is being implemented by the Agricultural Technology Management Agency (ATMA²⁷) to which funds are released by the Agriculture Department. Director of Agriculture (Admn) (DDA), the District level officer of Agriculture Department is the Project Director of ATMA, is entrusted with the district level implementation. The DDA is assisted by the Assistant Director of Agriculture at the block level.

5.4.1.1 Fund Position

During 2007-12, out of ₹ 6.07 crore released by the Agriculture Department to ATMA, Malda, ₹ 3.76 crore (62 *per cent*) were expended leaving a balance of ₹ 2.31 crore as of March 2012. Shortfall in utilisation of funds was attributable to slow progress of implementation of the scheme and delay in release of funds by the Department. While delay in release of funds pertaining to 2007-10, ranged between six months to more than a year, funds for the year 2008-09 were received in 2009-10. Moreover, at the behest of the Department, ATMA transferred (December 2011) ₹ 0.89 crore (63 *per cent* of ₹ 1.41 crore available with ATMA) to the account of West Bengal State Food Security Agency. Such delayed release of funds factored behind non-achievement of programme objectives within the stipulated time frame.

5.4.1.2 Performance of major interventions

The major interventions of NFSM are provision of seeds, Integrated Nutrient Management, Integrated Pest Management, assistance for purchase of pump sets, etc. Audit findings on the implementation of these interventions are discussed below:

(i) Seeds

Quality of seeds is the most important factor affecting the productivity of any crop. Under NFSM, high yielding certified seeds - breeder and foundation -were to be made available to the farmers. For implementing the scheme, seeds were either to be supplied by the West Bengal State Seed Supply Corporation (WBSSC) or produced through Zonal Research Station.

The component of distribution of high yielding seeds was grossly neglected

Analysis showed that during the period covered under Audit, targets were not fixed for purchase of breeder seeds except in 2008-09 and for production of seeds except during 2007-09. While breeder seeds were not purchased and distributed during 2007-12, the achievement for production during 2008-09 was only 12 *per cent* (226.94 qtls against 1846 qtls targeted) of the target. Evidently, the component of distribution of high yielding seeds was grossly neglected.

In reply, Project Director (PD) stated (September 2011) that the intervention of distribution of certified seeds could not be achieved due to non-availability of seeds with WBSSC. PD further intimated that the quantum of allowable subsidy at the rate of ₹ 20 per kg was not acceptable to farmers and they prefer to use local seeds of pulses grown at their fields.

Thus, the basic objective of distribution of high yielding varieties of seeds remained unachieved as the Department failed to supply and popularise quality seeds.

²⁷ A Society having a Governing Board under the Chairmanship of District Magistrate while other members inter alia include Joint Director (Agriculture) / Deputy Director (Agriculture), representative of Zonal Research Station / Krishi Vigyan Kendra, Lead Bank Officer of the District, representative of District Industries Centre, representative of Agriculture Marketing Board, farmer representative, one horticultural farmer.

(ii) Nutrient and pest management

Under Integrated Nutrient Management (INM) each season, farmers are provided assistance for promotion of micronutrients/lime/Gypsum at the rate of ₹ 1250/ha²⁸ for a maximum of five ha area under pulses cultivation or 50 per cent of the actual cost borne by them, whichever is less. Integrated Pest Management (IPM) encourages use of pheromone traps, mechanical and biological control of pests and involves financial assistance for need based inputs like pesticides, bio-pesticides, bio-agents, etc. at the rate of ₹ 750/ha or 50 per cent of the cost, whichever is less. Use of bio-pesticides shall be strictly in accordance with the recommendations of State Agricultural Universities (SAU)/ Indian Council of Agricultural Research Institute (ICAR)/Central Biological Control Laboratories of the Directorate of Plant Protection Quarantine & Storage.

Deficiencies noted in the implementation of these interventions are detailed below.

- Year-wise target and achievement thereagainst under these schemes have been shown in **Appendix 5.2**. Though physical targets under these interventions were fully achieved during 2008-10, the scheme remained largely unexecuted in the years 2010-12. Further, quantity of micro-nutrients and chemicals were to be distributed to the farmers in proportion to the cultivable land area (subject to a maximum of five ha) as well as inputs deficiency in soil. However, soil was not tested to assess the requirement of inputs. Moreover, available records did not indicate that bio-pesticides had been used in accordance with the recommendations of SAU/ICAR. Thus, though the interventions were executed largely according to target, the same was done without assessing nutrient and micronutrient deficiency. The Project Director replied (September 2011) that nutrients were procured for distribution among farmers taking into account the general nature of the soil in the District. The reply should be viewed with the fact that the nature of soil cannot be the same all over the district as it is site-specific.
- The procurement of IPM/INM items was made by the Project Director from WBSSC Ltd. Assistance being limited to 50 per cent of cost of the materials, farmers were to purchase the balance 50 per cent at their own expenses. In five test checked blocks, during 2007-12, materials worth ₹ 97.58 lakh (₹ 2.45 crore in the whole district) were procured and distributed to 16674 farmers. There was, however, no monitoring report available to indicate whether the beneficiaries had procured the balance 50 per cent materials for application in their fields. Audit also noted that purchase of Linz-Donawitz (LD) slag in the year 2010 and 2011 for reclamation of acidic soil was 81 per cent short of requirement. Against the requirement of 1022.177 MT²⁹ of LD slag for 1954.45 ha of land in four blocks of District, only 185.680 MT was purchased. Thus, the very purpose of removal of acidity was defeated. DDA (Admn) attributed this to cap of assistance³⁰ stipulated in the guidelines. However, it was felt in audit that the matter should have been brought to the notice of the appropriate authority for necessary action.

²⁸ ₹ 750 per ha for IPM and ₹ 500 per ha for micronutrients

²⁹ As per guidelines for liming materials recommended dose of application of lime, Dolomite and basic slag was 523 kg/ha/year.

³⁰ Guidelines permitted only ₹ 500/ha while a kilogram of LD slag costed ₹ 7.62/kg and each hectare would have costed ₹ 3985.

- In five selected blocks, the beneficiary list prepared by Panchayat Samiti (PS) for distribution of different items under INM/IPM was not approved by the District Food Security Mission Executive Committee (DFSMEC), though stipulated in NFSM guidelines. PS distributed the items without proper identification of beneficiaries and as such the genuineness of the beneficiaries/farmers could not be ensured in audit.

(iii) Assistance for purchase of Pump Sets :

NFSM also envisaged increase of irrigated area to enhance productivity. With this aim, an assistance of 50 per cent of the cost of the pump sets or ₹ 10000 per pump set, whichever is less, is provided to the beneficiaries. Against 655 pump sets to be distributed during 2008-10, 542 (83 *per cent*) were distributed involving assistance of ₹ 52.33 lakh, though ₹ 77.38 lakh were available for this purpose. Project Director attributed (September 2011) non-utilization of funds to election and delay in collection of farmers' share. The fact, however, remains that full disbursement was not made even by June 2012, though election was held in May 2011.

(iv) Accelerated Pulse Production Programme :

Accelerated Pulse Production Programme (A3P), a Centrally Sponsored scheme under NFSM was introduced in 2010-11 for operation during 11th Five Year Plan period. The programme envisaged setting up of A3P Units for active promotion of production and protection technologies. Each A3P units would be in the form a village level block demonstration centre covering an area of 1000 ha. The programme provided for free supply (for 2 ha/farmer) of quality INM/IPM kit and seed minikits and emphasised its timely availability to farmers. Out of ₹ 1.60 crore (2010-11: ₹ 1.09 crore, 2011-12: ₹ 0.51 crore) allotted during 2010-12, the District received ₹ 1.09 crore for 2010-11 and expended ₹ 0.15 crore (15 *per cent*). No funds were received for 2011-12.

During 2010-11, the programme was implemented in four blocks³¹ out of which Kaliachak-III, which had been selected for cultivation of lentil during Rabi 2010-11, was test checked. Out of 12 INM/IPM items to be supplied in the block, only six were supplied and that too between January and February 2011 i.e. after delays of one to two months from the sowing period (first to third week of November). As per report, Kaliachak-III block witnessed a yield improvement of 10 *per cent* in lentil *vis-a-vis* the local variety. The veracity of the report was felt doubtful in audit as inputs were either supplied late or not supplied.

Further, programme with an allocation of ₹ 50.55 lakh was not implemented during Kharif 2011. DDA (Administration), Malda expressed his inability to implement the programme successfully as sanction was accorded (August 2011) after start of the sowing season. Though he sought permission for utilising it for Kharif 2012, necessary permission was not forthcoming from the Department. Resultantly, objective of the programme was defeated.

³¹ Ratua-I, Manikchak blocks, Kaliachak-I and , Kaliachak-III

NFSM did not yield desired impact as cultivated area and production showed an overall decline of 16 per cent and six per cent respectively during 2007-12

5.4.1.3 Impact of the programme

The programme had an all India target for enhancement of production of pulses by 2 million tons by 2012. District-wise break-up of this target was not available. The aim of increasing production of pulses through area and productivity enhancement remained unachieved as evidenced by the data on production of pulses in the five selected blocks (**Appendix 5.3**) during 2007-12. The area under cultivation as well as the yield showed a fluctuating trend during 2007-12 with sporadic increases in 2008-09 and 2011-12. Cultivated area and yield in 2011-12 showed an overall decline of 16 per cent and six per cent *vis-à-vis* those of 2007-08 respectively. This indicated that the programme fell short of the desired level of impact.

5.4.1.4 Monitoring and Evaluation

At the district level, the programme is to be monitored by District Food Security Mission Executive Committee (DFSMEC) supported by the Project Management Team (PMT). Close monitoring of physical and financial targets of various programme interventions would be done by the PMT. Though the guidelines do not prescribe minimum number of meetings to be conducted by DFSMEC, holding of only three meetings during 2007-12 indicated inadequate monitoring. Though monitoring by PMT is stated to have been conducted, it was not supported by any monitoring reports. Further, evaluation and impact studies were not conducted in the State despite stipulation.

5.4.2 Rashtriya Krishi Vikas Yojana (RKVY)

RKVY, a special Additional Central Assistance scheme launched by GoI, Department of Agriculture in the year 2007-08 aims at achieving four per cent annual growth in the agriculture sector by ensuring a holistic development of Agriculture and allied sectors. Out of seven components (Soil Fertility, Infrastructure Development, Farm Mechanization, Comprehensive District Agricultural Plan, Plant Protection, Hybrid Seed Production and Distribution of Pump sets) under the scheme, implementation of two viz., Farm Mechanisation and Enhancement of Soil Fertility and one sub-scheme viz. Bringing Green Revolution to Eastern India (BGREI) were scrutinised through test check of records of the five selected blocks and three³² Government Agricultural Farms.

5.4.2.1 Funds position

During 2007-12, out of ₹ 5.73 crore received, ₹ 3.56 crore (62 per cent) were utilised indicating low level of activities under the scheme. It was seen that there was delay in receipt of funds with 88 per cent of funds meant for 2007-08 being received in 2008-09 and 48 per cent of the 2008-09 funds being received in 2009-10. This led to tardy implementation of the scheme. Out of unutilised balance of ₹ 2.17 crore as of March 2012, 50 per cent (₹ 1.09 crore) pertained to 2007-11.

5.4.2.2 Farm Mechanisation

Under Farm mechanisation, 176 improved agricultural implements costing ₹ 67 lakh had been provided to eight farms and two co-operative societies during 2007-11.

³² State Adaptive Research Farms at Chanchal-I, Kaliachak-III and Block .Seed .Farm-Gazole

Out of this, 14 equipment worth ₹ 18.63 lakh (**Appendix 5.4**) supplied to four farms and two co-operative societies were not put to use for reasons such as absence of technical persons, non-availability of tractors³³ and non-completion of electrical work. Thus, unplanned purchase resulted in blockage of RKVY funds of ₹ 18.63 lakh. This also frustrated the scheme objective of enhancing productivity through farm mechanisation.

Further, ₹ 26.04 lakh were released as uniform subsidy at the rate of ₹ 12000 per pump set for distribution among 217 Self Help Group (SHG) under SGSY/ Co-operative Society during 2010-11. Out of these, 124 SHGs are yet to provide their share of cost and subsidy amounting to ₹ 14.88 lakh remained undistributed.

5.4.2.3 Enhancement of soil fertility

Enhancement of soil fertility aimed at improving soil health involved, imparting training among farmers, providing with Community vermicompost, reclamation of acid soil etc. The level of activities were not up to the desired level as out of ₹ 82.17 lakh received during 2007-12, only ₹ 22.84 lakh (28 per cent) was utilised leaving a balance of ₹ 59.33 lakh. No expenditure was made from ₹ 44.35 lakh received during 2010-11 to 2011-12.

5.4.2.4 Demonstration Centres under BGREI³⁴

Four³⁵ Demonstration Centres (DC) for Kharif paddy were started in 2001-12 with the target of increasing productivity on an average by 0.5 MT per hectare in demonstration area. Each DC was to be supplied with 10 components like seed, nutrients, farm mechanisation, etc. Though the targeted increase in productivity was achieved, the execution had the following deficiencies.

- Against a target of 4000 ha (each centre with 1000 ha), the achievement was 3434 ha (86 per cent).
- Seed Treating Chemical required for treatment of seeds was not supplied and the seeds were sown without treatment.
- Micronutrients (10 MT in four blocks), which were required to be applied during land preparation before sowing (sown in June 2011), were applied between July and September 2011 after sowing due to delayed distribution.
- Farm mechanisation was not implemented and ₹ 44.50 lakh released remained unutilised.

5.4.2.5 Monitoring and Evaluation

Agriculture Department is responsible for implementation, monitoring and evaluating projects under the scheme. State Level Sanctioning Committee is also required to review the implementation of the schemes' objectives and ensure that the programmes are implemented in accordance with the guidelines laid down. However, no reports as to such monitoring were available. It was seen that in the District, monitoring was done through RKVY Committee. However, no stipulations as to the frequency of review meetings by Committee were available. During 2009-12, the committee met eight times.

³³ One item viz. Zero seed Drill machine needs tractor for operation.. Purchase of Tractors are, however, proscribed under guidelines.

³⁴ Bringing Green Revolution to Eastern India was launched under RKVY by GoI in 2009.

³⁵ At Banangola, Chanchal -I, Gazale and Harishchandrapur-I blocks

State level Sanctioning Committee (SLSC) responsible for evaluation studies did not conduct any such study. As a result benefits derived from implementation of different components under the scheme could not be ascertained.

5.4.3 Conclusion

The aim of increasing production of pulses through area and productivity enhancement remained unachieved while cultivated area and yield in 2011-12 showed an overall decline of 16 per cent and six per cent as compared to those of 2007-08 respectively, indicating that the District is falling short of NFSM targets achievable in 2011-12. Failure of timely distribution of inputs among the beneficiaries factored behind such non-achievement.

As regards RKVY, the district authority failed to effectively implement the interventions under the components test checked as transpired from low level of expenditure, un-coordinated purchase of implements, etc.

Implementation of both NFSM and RKVY was affected by lax monitoring.

5.4.4 Recommendation

- *Timely distribution of different inputs (nutrients, IPM items, seeds, etc.) should be ensured so that interventions result in enhanced productivity.*
- *Timely funding should be ensured.*
- *Purchases of machinery should be made after ensuring that pre-requisites for its running are in place.*
- *Efficient functioning of monitoring mechanism should be ensured.*

5.5 Backward Region Grant Fund

Backward Region Grant Fund (BRGF), a centrally sponsored scheme came into existence in 2006-07 by restructuring the erstwhile 'Rashtriya Sama Vikas Yojana'. BRGF is designed to redress the regional imbalances in development. The BRGF fund is basically untied in nature and designed to bridge critical gaps in local infrastructure and other development requirements that are not being adequately met through existing fund flow. Malda was selected for implementation of BRGF. Panchayat & Rural Development Department was designated as the nodal Department at the State level.

In terms of the provisions laid down in the scheme guidelines (January 2007), issued by the Ministry of Panchayati Raj (MoPR), three-tier PRI bodies and the Municipalities were to undertake planning and implementation of the programme. The District Planning Committee was to consolidate these participatory plans into the District Plan. A High Powered Committee, consisting of high level dignitaries of the State Government, would consider and approve the District plan consolidated by the District Planning Committee.

5.5.1 Financial transactions

The guidelines envisaged that during 2006-07 (i.e. the first year of the programme), total allocation for capability building would be released subject to the groundwork

such as preparation of Draft District Development Plan duly consolidated by the DPC at District level and approved by the HPC at state level. It was also stipulated that funds starting from the second installment of 2007-08 would be released subject to submission of physical and financial progress report, utilisation of at least 60 per cent of available funds, submission of utilisation certificates etc.

During 2007-12, ₹ 73.75 crore was received by the District under BRGF (Zilla Parishad: ₹ 11.84 crore, Panchayat Samitis: ₹ 13.01 crore; Gram Panchayats: ₹ 42.02 crore and municipalities: ₹ 4.91 crore, remuneration to Jeevika Sevaks: ₹ 1.96 crore). The District could not avail of ₹ 27.50 crore during 2007-09 (Supplementary Plans for 2007-09 and Annual Plan: 2008-09). The same was attributable to delayed finalization of the District Perspective Plan and Annual Action Plans (2007-10) and non-adherence to the stipulated conditions as detailed hereunder.

Table No 5.9 : Delayed preparation of plans

Plans for the District	Date of Submission to DPC	Date of Approval by DPC
Perspective Plan 2007-12	June 2010	June 2010
Annual Plan: 2007-08		May 2009
Annual Plan: 2008-09	May 2009	
Annual Plan: 2009-10	August 2009	September 2009

Source: Information as furnished by Zilla Parishad

Zilla Parishad stated (July 2011) that MoPR's stipulation (allotment of a financial year should be claimed within that financial year) was promulgated at a later date. It was also stated that funds of previous year were received at the end of that financial year and it could not be used and hence, the allotment for next year could not be claimed.

The year-wise position of receipt and utilisation of funds (at the level of PRIs and ULBs) during 2007-12 as depicted in the Monthly Progress Reports (MPRs) furnished by the Zilla Parishad to the GoWB was as under:

Table No 5.10 : Position of receipt and utilisation of funds in Malda as a whole

Year	Opening balance	Total receipts	Total funds available	Funds utilised	Unspent balance	Percentage of utilisation
2007-08	0	10.00	10.00	6.15	3.85	62
2008-09	3.85	4.42	8.27	4.39	3.88	53
2009-10	3.88	20.23	24.11	19.79	4.32	82
2010-11	4.32	31.84	36.16	17.69	18.47	49
2011-12	18.47	6.98	25.45	21.18	4.27	83
Total		73.47		69.20		

Source: MPRs sent by Zilla Parishad to GoWB

Scrutiny of records of Zilla Parishad, five sampled Panchayat Samitis and 17 Gram Panchayats, however, showed that during 2007-12, percentage of utilization was 90, 77 and 79 respectively. This indicated possibility of over-reporting of achievement as well as utilization of funds. The same would be further corroborated by the following:

- As per MPR submitted by Malda ZP, ₹ 4.27 crore stood unspent in the District as of March 2012. Test check, however, showed that total ₹ 8.81 crore remained unspent with ZP (₹ 6.14 crore), sampled five PSs (₹ 1.59 crore) and sampled 17 GPs (₹ 1.08 crore) as of March 2012.

5.5.2 Physical target and achievement

As per District Perspective Plan (2007-12), 16811 projects were targeted for PRIs involving a total expenditure of ₹ 109.96 crore. Against the same the cumulative numbers of projects taken up and completed by the PRIs as of March 2012, as reported in MPR, were 6719 (40 per cent of targeted number) and 6283 (94 per cent of projects taken up) respectively. Inconsistencies were, however, noticed during test check of five PSs and 17 GPs, where completed projects represented 87 per cent (487 completed out of 540 taken up) and 53 per cent (442 completed out of 805 taken up) respectively.

5.5.3 Conclusion

Implementation of the scheme during the initial years was tardy owing to deficient preparatory works. Physical and financial progress as reported through MPRs may not reflect the actual picture, as substantial variations were observed during sample check of Panchayat Samitis and Gram Panchayats.

5.6 Energy

5.6.1 Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY)

Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY) was launched by GoI in April 2005 to provide electricity to all rural households within a period of five years. Ninety per cent of the scheme cost is borne by the GoI as subsidy, while 10 per cent is financed through loan from Rural Electricity Corporation (REC). The component of electrification of below poverty line (BPL) rural households (RHh) is fully borne by the GoI. The West Bengal State Electricity Distribution Company Limited (WBSEDCL) is the implementing agency in the District. During 2007-12, out of ₹ 108.89 crore received in the District, ₹ 91.50 crore (84 per cent) were spent.

5.6.1.1 Progress in implementation

WBSEDCL had fixed (April 2008) a target for electrification of 1.26 lakh BPL Hhs in 1552 mouzas. Against the target, 811 mouzas (52 per cent of the target) were electrified as of March 2012. Out of this, certificates of electrification³⁶ required for declaring these villages as electrified were obtained from Gram Panchayats in case of only 265 (17 per cent) mouzas.

³⁶ As per Rural Electrification Policy, 2006, a village would be declared as electrified based on the certificate issued by Gram Panchayat.

WBSEDCL attributed shortfall in achievement to lack of co-ordination between various wings of WBSEDCL and apathy of management towards energisation of BPL Hhs.

Scrutiny of the records of WBSEDCL disclosed the following :

- The work of erection of 1880 KM of three phase, 364 KM of single phase and 679 KM of HT lines and installation of 1940 Distribution Transformers (DTRs) in 1552 mouzas for electrification of 126087 BPL Hhs was awarded (February 2009) to M/s Genus Power Infrastructure Limited (GPIL) at a cost of ₹ 121.06 crore. The target date for completion of the work was envisaged as August 2010. However, as of the scheduled date (August 2010) of completion, only 41 *per cent* of single phase line, 11 *per cent* of HT line and 0.2 *per cent* of three phase lines were erected, while only 22 *per cent* of the targeted BPL Hhs and four *per cent* of targeted mouzas were covered.
- Subsequently, WBSEDCL revised the bill of quantity (BOQ) twice in October 2010 (₹ 130.83 crore) and in March 2012 (₹ 133.11 crore). The requirement of infrastructure as per latest BOQ was 552 KM of three phase LT line, 2840 KM of single phase LT line and 2010 DTRs, which represented wide variations ranging from (-) 71 *per cent* to 680 *per cent* from the original plan. Repeated changes in BOQ with such wide variations pointed to inadequacies in planning.
- As of March 2012, achievement *vis-a-vis* the revised target stood at 134 *per cent* (741.24 KM) for three phase line, 84 *per cent* (2379.06 KM) for single phase lines, 97 *per cent* (657.25KMs) for HT lines and 51 *per cent* for (1019) DTRs. In terms of coverage of BPL Hhs and mouzas, achievements stood at 83 *per cent* (1.05 lakh Hhs) and 53 *per cent* (811 mouzas) respectively. It is notable that due to downward revisions of BOQ, the achievement in three phase lines exceeded the target by 34 *per cent*.
- Though the scheme envisaged providing connections to BPL Hhs free of cost, in two GPs (Karkach and Sadlichak) out of 17 test-checked, Gram Prodhans stated (May 2012) that the contractor had charged BPL Hhs ₹ 100 to ₹ 250 for giving connections. Subsequent enquiry conducted (August 2011) by REC based on public complaints also vindicated the complaints. Records showed that action had been initiated by WBSEDCL against the contractor and some workmen from a contractor were remanded to police custody.
- As per guideline, every BPL Hh is to be provided one CFL bulb of 11 watt. As per report of RITES³⁷ (February to March 2012), the Third Party Inspector appointed to evaluate the implementation of the scheme, 528 BPL Hhs were not provided with CFL bulbs.

³⁷ Rail India Technical and Economic Services Limited

5.6.1.2 Conclusion

Implementation of the scheme was adversely affected by deficiencies in planning and consequent revision of targets to the end of the Plan period. The slow progress of work and non-achievement of target even after 19 months from the scheduled target date of completion was indicative of lax implementation of the scheme. Instances of BPL Hhs being illegally charged with money against electricity connection should be viewed seriously as the scheme had envisaged free connections.

5.6.1.3 Recommendation

- *Meticulous planning and stringent supervision should be undertaken to minimise changes in estimates and reduce delays.*
- *The Department should take effective steps to prevent recurrence of Contractors collecting money from BPL households.*

Chapter 6

General Services

CHAPTER 6

General Services

6.1 Law and Order

The Superintendent of Police (SP), Malda assisted by one Additional Superintendent of Police and three Deputy Superintendent of Police maintains Law and Order in the district. The district has 11 police stations (urban: two, semi-urban: six and rural: three) covering a total area of 3733 sq. Km (total population being 39.98 lakh) in 15 Blocks and two Municipalities. As no norms were available for the number of police stations to be established, an attempt was made to compare the existing facilities with the norms recommended by National Police Commission (NPC). NPC, in its Seventh Report recommended that a rural police station should not have jurisdiction over more than 150 Sq. Km while an urban police station should not be required to police more than 60000 population. By these standards, the district was short of 14¹ police stations even on a conservative estimate.

6.1.1 Manpower, crime rate and efficiency of investigation

The position of police personnel in the district as of October 2012 is indicated in the following table

Table 6.1: Manpower position of police force in Malda as of October 2012

Branch		Inspector	Sub Inspector	Asst Sub Inspector	NK	HPD	PD	Constable	Lady Constable	Total
(a) Unarmed	Sanctioned Strength	17	89	126	0	1	42	364	51	690
	Men in position	13	74	90	0	0	41	305	42	565
Vacancy		4	15	36	0	1	1	59	9	125
(b) Armed	Sanctioned Strength	2	5	51	1	0	0	271	0	330
	Men in position	2	2	48	1	0	0	209	0	262
Vacancy		0	3	3	0	0	0	62	0	68

Source: Data furnished by SP, Malda

NK: Naik, HPD: Head Police Driver, PD: Police Driver

As is evident from the table, the district had a shortage of 193 personnel (19 per cent) against the sanctioned strength of 1020. The shortage at Police station further increased as 93 police personnel were posted in 19 Outposts/units (*Appendix-6.1*) created without formal sanction of posts as of October 2012. Consequently, manpower of other wings like District Intelligence Branch (DIB), Narcotic Cell, Highway Traffic, Women Cell and West Bengal State Electricity Distribution Corporation Limited suffered with shortfall of man power from 74 to 100 per cent as of October 2012.

¹ 25 PSs required (3733 sq Km/150) minus 11 existing

Police Regulation of Bengal, 1943 amended in December 2008, stipulates the norms of man deployment in each type of police station viz. urban, semi-urban and rural police stations. Analysis of existing manpower *vis-à-vis* these norms indicated that Malda police authority had been maintaining law and order with only 272 personnel² (31 *per cent*) against the stipulated 869. Police station-wise, the shortfall ranged from 53 to 81 *per cent* as indicated in **Appendix-6.2**. Further, the district had only 21 police personnel per lakh population³ against West Bengal average of 66 as of January 2007. This may be viewed with 155 *per cent* increase in crime rate in Malda during 2000-2011 and longer time⁴ taken in investigation of criminal cases.

Women's cell of the district was not operational though the district saw 568 *per cent* increase in crime against women during the last decade (2000-2011). Against the sanctioned strength of 27 lady police personnel in this cell, none was posted.

SP, Malda accepted (July 2011) that the district was facing acute man-power shortage. Consequently, in the event of big law and order problems, the district had to pool forces from neighbouring police stations.

6.1.2 Infrastructure

Performance of the District Police authorities was affected by infrastructure deficiency as discussed under:

The SP office functions in an old damaged rented building with water seepage at the roofs during rainy season. In four out of 11 Police stations visited by audit, it was seen that the police quarters used by the police personnel were in dilapidated condition. As per records of SP, Malda, 10 out of 11 police stations did not have any quarters and the district required construction of 11 offices, six police stations and 18 barracks (**Appendix 6.3**) as of September 2012.



During 2006-12, Home (Police) Department took up construction of 42⁵ buildings for which ₹ 2.68 crore was sanctioned and ₹ 1.52 crore was released. These works were entrusted to PWD, either directly by the Department or by the DM, in case where work was entrusted by the Department to DM. Neither the department nor

² Position as of October 2012

³ Calculated based on the population as per 2011 Census and the men-in-position as of October 2012.

⁴ Investigation reports were not submitted within 60/90 days of crimes as stipulated by Section 167 of Code of Criminal Procedure, 1973. As of October 2012, reports on 1161 cases (25 cases in 2008, 92 cases in 2009, 533 cases in 2010, 511 cases in 2011) had been pending.

⁵ Three police stations, six rest rooms-cum-toilets for women police personnel in six PSs, construction of 24 quarters and 9 kennels.

the DM stipulated any target of completion of these constructions. Audit test checked nine works in progress, under various schemes and observed that neither the DM nor the department monitored the progress of work leading to protracted execution and cost escalation. Audit noted that all nine works test checked were stalled due to funds constraints consequent to cost escalation. The details are indicated in the following table.

Table 6.2 : Table indicating status of test checked infrastructural works in Malda as of September 2012

	Name of scheme	Particulars of work	Sanctioned work (Rs. in lakh)	Date of Sanction	Present status
1	Border Area Development Programme (BADP)	Construction of English Bazar PS	30.00	October 2006	PWD did not undertake the work after having conducted the soil test expending ₹ 0.56 lakh. Consequently, DM awarded the work to a contractor in January 2010 and work could not be completed for want of funds consequent to cost escalation (estimated to be ₹ 10 lakh).
2	Eleventh Finance Commission	Bamangola PS building and Rest room cum toilet for women police personnel at Malda, Kaliachak, English Bazar, Bamangola, Chanchal and Harishchandrapur PS	17.50	December	Though the department released ₹ 17.50 lakh, PS remained incomplete for the last three years for want of funds to the extent of ₹ 10.19 lakh owing to cost escalation while status of other constructions was not available.
3	Modernisation of Police Forces (MoPP)	Gazole PS	34.40	January	Department released ₹ 21.87 lakh only remained incomplete for want of funds.

Source: Records of SP, Malda



Thus, due to lapses in monitoring and non-provision of funds, police infrastructure was not improved as envisaged under various schemes.

6.2 Municipal Services

Malda district has two municipalities- English Bazar and Old Maldah. The efficiency of English Bazar Municipality on waste management was reviewed in audit.

6.2.1 Waste management

6.2.1.1 Sewerage and drainage

Municipal areas covered by roads (kutcha or pucca) were required to be surrounded by drains in both sides of the roads. However, there was shortage of 43 per cent in drains (303.70 km) as the municipality had only 405.42 km length of drain *vis-à-vis* requirement 709.12 km. Further, the municipality discharged untreated drain water into Mahananda river polluting the river and the adjoining environment. English Bazar Municipality stated (June 2011) that due to paucity of funds the Municipality could not implement the sewerage system.

6.2.1.2 Solid Waste Management (SWM)

English bazaar Municipality generates 215 MT of solid waste per day, out of which 200 MT (93 per cent) is collected and 15 MT (seven per cent) remains unattended. Segregation of solid wastes, including bio-medical / hazardous wastes, etc., was not done by the Municipality. The municipality did not have any treatment plant for effective disposal of the waste and untreated waste was dumped in ditches and private low lands situated outside the town.



Discharge of untreated drain water into the Mahananda river in English Bazar Municipality (June 2011)

6.2.1.3 Non implementation of mandatory reforms

The Municipality implements Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and the guidelines (September 2006) required that it should ensure improvement in urban governance and civic services by implementing mandatory reforms like the accrual based double entry accounting and e-governance within a span of seven years. However, there was no progress towards its implementation as of March 2012.

The Municipality stated (May 2011) that the implementation of e-governance was being dealt with by the Change Management Unit (CMU)⁶.

6.2.1.4 Recommendations

- ***Municipality should develop a comprehensive system of sewerage and drainage and waste treatment system so as to avoid pollution of environment and rivers.***

⁶ The CMU was created in 2003 as an agency to oversee the implementation of the Kolkata Urban Services for the Poor programme by the Municipal Affairs Department.

Chapter 7

Other General Issues

CHAPTER 7

Other General Issues

7.1 District Planning

Government of India envisages an inclusive and participative planning process for the development of districts. The Planning Commission, GoI also accorded (August 2006) utmost importance on 'district plan process' as an integral part of the process of preparation of Eleventh Five Year Plan (2007-2012) and the annual plans.

Comprehensive district level planning is crucial in view of multiplicity of schemes being implemented in several areas of governance to achieve convergence in delivery mechanism. In accordance with the West Bengal District Planning Committee Act, 1994, District Planning Committee (DPC) of Malda was constituted in 1994. Sabhadhipati, Malda ZP is the Chairperson of the DPC, while the MPs, MLAs, Chairpersons of Municipalities, etc. are members, along with 34 elected members. The DM is the Secretary of the DPC. The DPC was mandated with consolidating the Annual Action Plans (AAP) prepared by the three tiers of local administration viz. ZP, Panchayat Samitis (PS) and GPs and Municipalities in the district into an integrated District Plan. As per instruction of Development & Planning Department, District Plan is to be sent to the Department by 15th March for approval by State Planning Board. The works not included in AAP were not to be taken up.

Out of five years audited, district plans were not prepared for three years.

- Audit noted that out of five years audited, the district annual plan was prepared only for 2007-08 and 2009-10.
- The Plan for the year 2009-10 was approved by the DPC after a delay of six months, while details of the plan for 2007-08, showing total plan size, schedule date and actual date of preparation of district plan, date of approval by the DPC and its onward transmission to the Department/ State Planning Board were not available.
- Though the annual district plans in respect of Fisheries, Irrigation and Waterways, Energy, Backward Classes, ICDP etc., were sent by the respective district functionaries during 2008-09, no consolidated plan was prepared for that year.
- In absence of records relating to inputs received from different sectors in formulation of annual Plans for the years 2007-08 and 2009-10, the extent of participation of lower tiers of administration could not be ascertained in audit.

During the period 2007-12, the DPC met only three times (May 2009, September 2009 and June 2010). No meeting was held during 2007-09 and 2011-12.

In the absence of plan for the development of the District, the gaps in various developmental schemes/ programmes could not be identified. The planning was thus inadequate and with irregular preparation, delayed preparation of District plan and non-consolidation of individual plans, the purpose of preparation of district plan was largely defeated.

Recommendation

- ***District Plan should be prepared in consonance with the guidelines within the stipulated time, based on a structured process of obtaining inputs from all tiers of local administration to ensure that the locally felt needs are addressed adequately.***

7.2 ***Monitoring and Supervision***

Most of the Central and State plan schemes specify monitoring requirements. Observations on efficacy of monitoring in respect of schemes subjected to audit scrutiny have been discussed earlier in the Report under respective schemes. DM is responsible for monitoring the overall progress of implementation of various developmental programmes and ensuring that these are executed within the specified timeframe and approved budget. Though review of the execution of various schemes is stated to be undertaken through periodical review meeting of DM, Block Development Officers (BDOs) and other stakeholders, these are not documented. No record was available to suggest that field visits were undertaken by various officers to monitor various projects. In the absence of norms, extent of monitoring was not assessable against standards set. DPC convened only four review meetings during 2006-11, no meeting having been convened during 2007-09, speaks of the gaps in monitoring. Lack of monitoring impacted execution of schemes significantly, as discussed in specific cases.

7.3 ***Submission of incorrect Utilisation Certificates***

The work (Embankment Protection Work from tagging point of 7th retired embankment with Marginal Embankment upto Ganga Bhavan on left bank of river Ganga at Panchanadapur) was initially taken up under - “Critical Anti-Erosion work in West Bengal State” with central fund during Ninth Plan period (2001-04). However, before the work was taken up, the proposed site including permanent structure of the Ganga Bhavan was engulfed in the river Ganga in September 2003. The said work was carried over to the Tenth Plan period (2004-07). However, utilisation certificate for the entire funds was issued in December 2004. The details of utilisation of fund were not produced to audit (June 2011) and the EE (MID) stated (May 2012) that no records was available in respect of utilisation of fund. In reply, the EE while admitting the fact of erosion of Ganga Bhavan stated (June 2011) that the bank protection work on river Ganga had been transferred to the Farakka Barrage authority since March 2007. Thus, EE diverted funds meant for specific anti-erosion scheme to other areas without obtaining necessary sanction of the appropriate authority and submitted incorrect UC.

Chapter 8

Summary of Conclusions and Recommendations

CHAPTER 8

Summary of Conclusions and Recommendations

Under **Social services**, though implementation of key flagship programmes has resulted in some positive impact especially in health and education sector, there was still scope for improvements.

Under the **Health sector**, Performance analysis of implementation of various components of National Rural Health Mission disclosed that in the absence of survey of the facilities and household survey, planning was not sufficiently linked to reality. The aim of providing accessible and affordable health care to the people remained unachieved in the District as stipulated facilities and manpower was not available in the health centres.

- *Planning for upgradation of Primary Health Centres and construction of Sub-Centres should be done in an assiduous manner and bottlenecks for starting institutionalised deliveries at the Sub-Centres level should be identified and addressed.*
- *Functioning of Rogi Kalyan Samitis should be strengthened by institutionalising Grievance Redressal Mechanism.*
- *The monitoring mechanism stipulated by the Department should be implemented effectively.*

As regards **Education sector**, the number of primary schools marginally increased during 2007-12 with 45 *per cent* increase in the number of upper primary schools. Many schools lacked the stipulated infrastructure. Shortage of teachers in upper primary level and improper deployment of teachers in the primary level may adversely affect quality of education. Shortfalls were also noticed in training of teachers *vis-à-vis* targets. Performance appraisal of Mid-day-Meal scheme, aimed at providing **Supplementary Nutrition** to school goers, showed various lacunae in implementation. Mid-day Meal could not be provided to the students for requisite number of days as per norms. Objective of providing clean cooking environment was largely unachieved as the constructed kitchen-cum-stores could not be utilised for space constraints, ventilation problem and lack of smokeless *chullhas*.

- *Steps should be taken to address the acute shortage of teachers in upper primary level. Deployment of teachers in the primary level also needs rationalisation.*

- *Civil works should be geared up to provide minimum infrastructural facilities to all the schools.*
- *Approved prototypes for construction of kitchen should be followed and construction works should be monitored by the Engineering wing of Sarva Shiksha Mission.*

Water Supply being another important social deliverable, implementation of Accelerated Rural Water Supply Programme was also subjected to audit assessment, which indicated that the objective of providing safe drinking water could not be achieved mainly due to delay in completion of the various schemes. The Annual Action Plan at the district level was not prepared. Water quality monitoring was deficient as the required number of tests were not conducted. On the whole performance of the divisions with regard to supply of safe drinking water to rural habitations through piped water supply schemes remained largely unachieved.

- *Annual Action Plan should be prepared in accordance with the guidelines with emphasis on completion of all works in progress and giving priority to the coverage of not covered habitations.*
- *Division needs to conduct survey of habitations to assess the position of supply of potable drinking water to the rural habitations and update data regularly for necessary remedial measures. A sound system for testing and monitoring the water quality at prescribed intervals should be established and enforced.*
- *Financial management should ensure that available funds are utilised within the time schedule in an effective manner.*

In **Housing and Sanitation sector**, targets for providing dwelling units to the targeted population under Indira Awaas Yojana were not achieved. Further, inconsistency in achievement figures coupled with parking of substantial scheme funds at Panchayat Samitis /Gram Panchayats level was a matter of concern, which indicates inefficient Management Information System.

- *District Authorities should take immediate action to gear up the works and to fulfil the envisaged targets.*
- *Total quantum of funds remaining parked with the lower level agencies needs to be ascertained and actual position of physical achievements should be gathered and correctly reported for taking suitable action.*

The major components under the **Economic Sector** included provisioning of roads, generation of employment and poverty alleviation, supplying of electricity, assisting the farmers for increasing agricultural productivity etc.

As regards **Road** connectivity, though Pradhan Mantri Gram Sadak Yojana was in operation for last ten years, 79 per cent of the habitations were not connected through all-weather roads as of March 2012. Deficiencies in planning and preparation of Detailed Project Report resulted in non-completion/non commencement of works.

- *Participative planning process involving Panchayati Raj Institutions as stipulated by guidelines should be adopted.*
- *Transect Walk should be conducted while preparing Detailed Project Report to avoid land and alignment issues delaying the project.*

The **Employment Generation** schemes could not achieve their intended objectives of providing sustained level of income. While only 0.6 per cent of the Self Help Groups could be credit-linked in Swarnajayanti Gram Swarajgar Yojana (SGSY), Mahatma Gandhi National Rural Employment Guarantee Scheme could not ensure 100 days jobs to a substantial percentage of targeted population. Utilisation of created assets through SGSY assistance could not be ensured indicating unplanned creation of infrastructure, coupled with lax monitoring and intervention.

- *Creation of infrastructure should be prudently planned and utilisation of created infrastructure should be ensured through active monitoring.*

National Food Security Mission (NFSM) and Rashtriya Krishi Vikas Yojana (RKVY), being two major schemes under **Agriculture sector**, were subjected to performance assessments. It was observed that the aim of increasing production of pulses through area and productivity enhancement remained unachieved while cultivated area and yield in 2011-12 showed an overall decline as compared to those of 2007-08. This indicated that the District is falling short of NFSM targets achievable in 2011-12. Failure of timely distribution of inputs among the beneficiaries factored behind such non-achievement.

As regards of RKVY, the district authority failed to effectively implement the interventions under the components test checked as transpired from low level of expenditure, un-co-ordinated purchase of implements, etc.

Implementation of both NFSM and RKVY was affected by lax monitoring.

- *Timely distribution of different inputs and subsequent meaningful monitoring should be ensured so that interventions result in enhanced productivity.*

Implementation of Rajiv Gandhi Grameen Vidyutikaran Yojana under **Energy sector** was adversely affected by deficiencies in planning and consequent revision of targets to the end of the Plan period. The slow progress of work and non-achievement of target even after 19 months from the scheduled target date of completion was indicative of lax implementation of the scheme. Instances of below poverty line (BPL) households being illegally charged money against electricity connection should be viewed seriously as the scheme had envisaged free connections.

- *Meticulous planning and stringent supervision should be undertaken to minimise changes in estimates and reduce delays.*
- *The Department should take effective steps to prevent recurrence of Contractors collecting money from BPL households.*

Malda being one of the flood prone districts of the State, a performance appraisal of the **Anti Erosion** activities was conducted. It was observed that in the absence of long term Master plan coupled with prioritisation on temporary /short term protective measures instead of permanent measures, anti-erosion schemes did not yield the desired results. The same was compounded by delays in commencement of many schemes on the vulnerable zones even after their approval, which was often due to inefficient management of tender formalities. Monitoring mechanism needs to be strengthened so as to exercise proper checks on timely completion of the schemes as well as on quality of materials being utilised during execution of schemes.

- *A Comprehensive Master Plan/Annual Plan should be prepared on priority basis in affected areas;*
- *Tender formalities should be managed more efficiently for timely commencement of works;*
- *Monitoring mechanism should be strengthened to ensure timely completion, preferably before onset of monsoon with due adherence to quality standards.*

The basic objective of preparation of comprehensive district plan through participative planning process for balanced and co-ordinated development remained unachieved due to deficient functioning of the District Planning Committee and irregular preparation of District plan. Resultantly, gaps in various developmental schemes/ programmes could not be identified defeating the purpose of preparation of district plan.

- *District Plan should be prepared in consonance with the guidelines after obtaining inputs from all tiers of local administration to ensure that the locally felt needs are addressed adequately.*

The matter was referred to the Government in December 2012. Reply has not, however, been received (January 2013)



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Kolkata
The 15 MAR 2013

Countersigned



New Delhi
The 19 MAR 2013

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Comptroller and Auditor General of India

Appendices

Appendix 1.1

(Refer paragraph 1.3, page 4)

Roles of the District Magistrate (over and above being the Secretary of the District Planning Committee) in monitoring various schemes

Name of Scheme	Role of District Magistrate
National Rural Health Mission (NRHM)	Vice Chairperson, District Health & Family Welfare Samiti
Sarva Shiksha Abhiyan (SSA)	District Project Director (SSA) assisted by District Project Officer (SSM)
Integrated Child Development Services (ICDS)	District Magistrate is vested with the responsibility of direction and co-ordination in implementation of the scheme through the District Programme Officer (ICDS)
Bidhayak Elaka Unnayan Prakalpa (BEUP), Member of Parliament Local Area Development (MPLAD)	DM is the sanctioning and monitoring authority
Swarnajayanti Gram Swarojgar Yojana (SGSY)	The programme is implemented by District Rural Development Cell headed by Project Director (under P&RD Department). DM is the Executive Officer, Zilla Parishad.
National Food Security Mission (NFSM)	Agricultural Technology Management Agency (ATMA) is a society is entrusted with the district level implementation of NFSM. District Magistrate is the chairman of the Governing Board.
Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)	District Level Implementing Agency headed by DM (as District Programme Co-ordinator)
Indira Awas Yojana (IAY)	Scheme fund received and utilized by Zilla Parishad. DM is the Executive Officer, Zilla Parishad.
Total Sanitation Campaign (TSC)	Executed by Zilla Parishad. DM is Executive Officer, Zilla Parishad.

Source: Respective scheme guidelines

Appendix 4.1

(Refer paragraph 4.1.2, page 12)

Fund position of DHFWS during 2007-2012

Name of the components	2007-08		2008-09		2009-10		2010-11		2011-12	
	Total fund available	Expenditure incurred	Total fund available	Expenditure incurred	Total Fund available	Expenditure incurred	Total Fund available	Expenditure incurred	Total fund available	Expenditure incurred
NRHM Additionalities	NA	NA	103.45	87.92	1242.95	414.88	2610.66	1600.02	3229.59	2161.19
RCH	568.02	443.89	868.77	550.47	644.27	262.69	568.02	443.89	868.77	550.47
RNTCP	45.17	38.87	41.98	39.10	51.16	47.66	53.36	49.13	68.17	60.23
NPCB	12.46	7.24	46.16	42.04	35.27	21.00	56.56	44.13	28.44	25.64
NLEP	7.23	7.20	5.75	5.51	7.17	2.69	11.97	2.71	7.03	6.75
IDSP	12.15	10.57	2.62	2.21	5.29	2.68	3.84	2.50	2.00	1.55
NVBDCP	NA	NA	38.95	20.94	60.98	32.66	88.87	60.46	31.16	16.42
TOTAL	645.03	507.77 (79 per cent)	1068.73	748.19 (70 per cent)	2047.09	784.26 (38 per cent)	3393.28	2202.84 (65 per cent)	4235.16 (Provisional)	2822.25 (67 per cent)

Source: Data provided by the Department and Financial Management Report of DHFWS

Appendix 4.2

(Refer paragraph 4.1.5.1 (b), page 16)

Targets and achievements in various methods of family planning

Year	Vasectomy		Tubectomy		IUD		Condoms		Oral pills	
	Target	Achievement (Percentage)	Target	Achievement (Percentage)	Target	Achievement (Percentage)	Target	Achievement (Percentage)	Target	Achievement (Percentage)
2007-08	150	222(148)	14000	13693(98)	2000	2566(128)	2160000	1990715(92)	286000	229026(80)
2008-09	2075	1272(61)	20200	12972(64)	18562	3381(18)	2227442	1586185(71)	241306	247149(102)
2009-10	3000	423(14)	15507	11210(72)	3762	3490(93)	1810080	1232294(68)	272545	262672(96)
2010-11	3273	134(4)	17000	8058(47)	3900	2545(65)	1869000	1216171(65)	299800	234240(78)
2011-12	1500	111(7)	14586	9275(64)	5399	2832(52)	1869000	968377(52)	299800	208590(70)

Source: Data furnished by DHFWS

Figures in parenthesis represent percentage with respect to corresponding targets

Appendix 4.3

(Refer paragraph 4.1.5.1 (c), page 16)

Targets and achievements in respect of immunisation during 2007-2012

Year	Tetanus Toxoid (PW)		BCG		OPV		DPT		Measles	
	Target	Achievement (Percentage)	Target	Achievement (Percentage)	Target	Achievement (Percentage)	Target	Achievement (Percentage)	Target	Achievement (Percentage)
2007-08	124263	83580(67)	108450	97486(90)	108450	76703(71)	108450	85705(79)	108450	82843(76)
2008-09	124617	81551(65)	107894	95105(88)	107894	72467(67)	107894	56839(53)	107894	78456(73)
2009-10	130600	90131(69)	113900	98269(86)	113900	89102(78)	113900	93426(82)	113900	85683(75)
2010-11	105880	90788(86)	96254	91596(95)	96254	79611(83)	96254	80882(84)	96254	77478(80)
2011-12	102597	93384(91)	92337	97097(105)	92337	89443(97)	92337	82053(89)	92337	90516(98)

Source: Data furnished by DHFWS
 Figures in parenthesis represent percentage with respect to corresponding target

Appendix 4.4

(Refer paragraph 4.2.3 (c), page 21)

Targets and achievements of civil works under Sarva Shiksha Abhiyan upto March 2012

(In number)

Item	Target as per AWP	No of items for which funds released by DPO	Achievements		
			Works completed	Work in progress	Fund not released
New School Buildings	284	216**	58	158	68
Additional classrooms	9146	8211	6763	1448	935 (surrendered due to non releasing of funds)
Cluster Resource Centre	146	123	123	0	23
Toilet / Girls Toilet	419	515	414	101	Nil
Major Repairs	314	331*	264	67	Nil
Boundary Wall	258	317*	204	113	Nil
Drinking Water	182	215	202	13	Nil
H M Room (Primary)	447	447	13	414	
H M Room (U Primary)	67	67	1	66	
CFE	168	168	0	168	
Total	11431	10610	8042	2548	

* 212 Major Repair works taken up in 2007-08 against sanctioned 111 units and 216 Boundary Wall works were taken up in 2008-09 against sanctioned 170 units in AWP

** 101 NSB works was taken up in 2010-11 without any AWP.

Appendix 4.5

(Refer paragraph 4.2.4, page 22)

Manpower deployment in Sarva Shiksha Mission, Malda as on 31.03.2012

SI No	Name of the Post	Sanctioned Strength	Existing	Vacant
1	District Project Officer(DPO)	1	1	0
2	Additional District Project Officer	1	1	0
3	Circle Project Coordinator	32	20	12
4	Research Coordinator	1	1	0
5	Coordinator for Children with Special Needs (IED)	1	1	0
6	Coordinator or Girls Education (Gender)	1	1	0
7	MIS In Charge	1	1	0
8	PMIS Coordinator	1	0	1
9	Pedagogy Coordinator	1	0	1
10	Coordinator for CM&AS	1	1	0
11	Finance & Accounts Officer	1	1	0
12	Assistant Engineer (Civil)	1	1	0
13	Junior Engineer (Civil)-HQ	2	1	1
14	Field Jr. Engineer	15	10	5
15	Data Entry Operator	2	2	0
16	Accountant	2	2	0
17	UDA (General)	1	1	0
18	Cashier	1	1	0
19	LDA	2	2	0
20	Technical Assistant	1	1	0
21	Gr. 'D'(HQ)	3	3	0
22	Programme Coordinator (Pedagogy)	2	2	0
23	Gr. 'C' of CLRC	31	28	3
24	Gr. 'D' of CLRC	31	31	0
25	Shiksha Bandhu (SB)	247	162	85
26	Planning Co-ordinator	1	1	0
Total		384	276	108

(Source: Records of DPO,SSM- Malda)

Appendix 4.6

(Refer paragraph 4.3.1, page 28)

Receipt and expenditure of funds for Mid day Meal scheme during the period from 2007-08 to 2011-12

(Rupees in lakh)

Year	Transportation	Cooking Cost and	Kitchen Shed	Kitchen Device	Management, Monitoring and	Food grains	Fire extinguisher	Bank Interest on SB Account
2007-08	Nil	881.6	Nil *	41.55	37.12	Nil	Nil	Nil
2008-09	69.16	2757.26	570.00	Nil	23.42	Nil	Nil	Nil
2009-10	96.22	1058.34	485.31	86.35	30.89	Nil	Nil	58.37
2010-11	104.91	3983.92	Nil	45.14	45.14	643.51	2.60	45.95
2011-12	15.00	3322.22	874.20	0	42.08	505.90	0	82.95
Total	285.29	12003.34	1929.51	173.04	178.65	1149.41	2.60	187.27
Expenditure of Funds								
2007-08	58.21	1219.11	895.50*	16.55	18.71	Nil	Nil	Nil
2008-09	18.51	1357.47	Nil	25.00	19.32	Nil	Nil	Nil
2009-10	54.85	2185.22	570.00	Nil	9.05	Nil	Nil	Nil
2010-11	112.14	2246.24	Nil	Nil	28.61	389.53	Nil	Nil
2011-12	40.65	2541.57	483.75	86.30	47.44	419.23	2.60	92.24
Total	284.36	9549.61	1949.25	127.85	123.13	808.76	2.60	92.24

Source: Records of DM, Malda

* In March 2007, DM, Malda was allotted ₹ 895.50 lakh for construction of kitchen sheds. The DM had drawn the amount in March 2007 and transferred the same to BDOs in 2007-08.

Appendix 4.7
(Refer paragraph 4.4.3, page 35)

Details of execution of PWSSs in arsenic affected areas

SL	Schemes	Sanctioned cost (₹ in lakh)	Provision For ARP	Year of sanction	Time allowed	Schedule date of completion	Expenditure March,11 (₹ in lakh)	Population (2007) covered under the scheme	Sample source	Arsenic Content (mg/ltr.) (Maximum permissible limit 0.05 mg/ltr)	Status of the work
1	Lakshmighat.	163.99 (WQSM-120.92, SS-40.30, CC-2.77)	42.70	2007-08	2 Yrs.	2009-10	78.66	9380	TW I TW II	0.15 BDL	In progress
2	Jot Basanta	199.18 (WQSM-116.36, SS-38.78, ARWSP-38.78, CC-5.26)	46.90	2007-08	2 Yrs.	2009-10	129.38	9116	TW I TW II	0.041 0.036	In progress
3	Nagharia	159.30 (WQSM-117.49, SS-39.16, CC-2.65)	40.50	2007-08	2 Yrs.	2009-10	84.96	6178	TW I TW II	0.061 0.036	In progress
4	Itakhola	98.55 (WQSM-73.51, SS-24.51, CC-0.53)	11.00	2007-08	2 Yrs.	2009-10	53.67	418	TW I TW II	0.061 0.036	In progress
5	Barachak.	103.25 (NA)	12.10	2007-08	2 Yrs.	2009-10	36.56	796	TW I TW II	0.038 0.023	In progress
6	Sahazalapur	120.95 (WQSM-89.56, SS-29.85, CC-1.54)	18.70	2007-08	2 Yrs.	2009-10	64.00	2572	TW I TW II	0.038 0.043	Completed in March 2012
7	Ramchandrapur	104.75 (WQSM-46.57, SS-15.52, ARWSP-41.39, CC-1.27)	11.00	2007-08	2 Yrs.	2009-10	70.91	1224	TW I TW II	0.039 0.021	In progress
	Total	949.97	182.90				518.14	29684			

Source: Divisional data

Appendix 5.1

(Refer paragraph 5.1.1.1 (a), page 46)

List of road works for which tenders not yet finalised

Sl no.	Package no.	Block	Name of the road	Length of road in Km	Year of sanction
1	WB-11-ADB-06	Bamongola	Ashrampur Hut - Sonaghat	7.900	2005-06
2	WB-11-14	Kaliachak-I	Alinagar - Dewanjee Bathan	6.980	2005-06
3	WB-11-34	Kaliachak-I	Karari - Kadamtola	7.010	2007-08
4	WB-11-37	Kaliachak-III	Kazichack - Ramnagar and Balutola - Sahilapur	7.350	2007-08
5	WB-11-38	Kaliachak-III	Jainpur - Sekpara	4.300	2007-08
Five works with total length of road				33.54	

Source: Records of Programme Implementation Unit, Malda

Appendix 5.2
(Refer paragraph 5.4.1.2 (ii), page 63)

Targets and achievements of Integrated Nutrient Management (INM) and Integrated Pest Management (IPM) programmes.

Year	Component	Physical (in ha)		Percentage of achievement	Financial (₹ in lakh)		
		Target	Achievement		Target	Achievement	
2007-08	Micronutrients	30	0	0	1.7	0	0
	IPM	234	234	100	1.53	0	0
2008-09	Lime/Gypsum	9727	6500	67	72.95	47.2	65
	Micronutrients	8897	8897	100	44.49	43.04	97
2009-10	IPM	10766	10766	100	80.75	80.45	100
	Lime/Gypsum	3400	3400	100	25.5	19.82	78
2010-11	Micronutrients	3400	3400	100	17	16.84	99
	IPM	5100	5100	100	38.25	38.04	99
2011-12	Lime/Gypsum	740	0	0	5.5	0	0
	Micronutrients	1000	0	0	5	0	0
2011-12	IPM	250	0	0	1.88	0	0
	Rhizobium culture	1000	0	0	1	0	0
2011-12	Plant Protection Chemicals	300	209	70	1.5	1.046	70
	Lime/Gypsum	780	0	0	5.85	0	0
2011-12	Micronutrients	450	0	0	2.25	0	0
	IPM	562	0	0	4.215	0	0
2011-12	Rhizobium culture	1125	0	0	1.125	0	0
	Plant Protection Chemicals	675	0	0	3.375	0	0
Total					313.865	246.436	79

Appendix 5.3

(Refer paragraph 5.4.1.3, page 65)

Year-wise area covered and production of pulses in the five test checked blocks during 2007-12

Name of the Block	Name of the crop	2007-08		2008-09		2009-10		2010-11		2011-12	
		Area(Ha)	Production (Qtl)	Area(Ha)	Production (Qtl)	Area(Ha)	Production (Qtl)	Area(Ha)	Production (Qtl)	Area(Ha)	Production (Qtl)
English Bazar	Kalai	400	3000	715	5613	800	6400	505	4166	880	7304
	Lentil	300	2271	325	2519	270	2160	320	2624	310	2511
	Gram	400	3400	400	3600	310	2945	450	4500	400	4014
	Khesari	200	1500	235	1880	269	2286	280	2478	360	3168
	Total	1300	10171	1675	13612	1649	13791	1555	13768	1950	16997
Gazole	Kalai	40	280	45	326	40	300	105	808	146	1022
	Lentil	115	805	100	720	180	1350	245	1837	133	998
	Gram	150	1200	135	1147	125	1125	145	1377	86	818
	Khesari	70	490	80	600	80	620	85	680	60	486
	Total	375	2775	360	2793	425	3395	580	4702	425	3324
Kalia chak-III	Kalai	2600	19500	3100	24180	2125	17000	2335	19264	2425	20128
	Lentil	900	6750	710	5680	275	2269	350	2975	350	3010
	Gra,	200	1700	80	720	15	138	16	160	15	155
	Khesari	125	937	65	520	22	181	25	212	35	298
	Total	3825	28887	3955	31100	2437	19588	2726	22611	2825	23591
Chanchal -I	Kalai	360	2700	100	775	55	234	60	468	30	237
	Lentil	850	6375	650	5037	705	5640	825	6765	805	6642
	Gram	280	2520	100	1000	18	180	20	220	12	120
	Khesari	150	1125	120	93	20	160	20	170	48	413
	Total	1640	12720	970	6905	798	6214	925	7623	895	7412
Harishchandrapur -II	Kalai	500	3750	950	7315	1105	8840	1105	9116	825	7013
	Lentil	1230	8856	1265	9487	1420	11360	805	6842	825	7095
	Gram	420	3990	420	4200	440	4730	80	880	125	1387
	Khesari	50	375	50	385	130	1040	40	340	20	172
	Total	2200	16971	2685	21387	3095	25970	2030	17178	1795	15667
Grand Total	9340	71524	9645	75797	8404	68958	7816	65882	7890	66991	

Source: Data provided by Project Director, Agricultural Technology Management Agency (ATMA), Malda

Appendix 5.4

(Refer paragraph 5.4.2.2, page 66)

Unutilised farm implements under RKVY

Programme Year	Implementation Year	Name of implements	To whom distributed	Quantity	Rate per unit (in Rupees)	Financial involvement (in Rupees)
2007-08	2008-09	Seed Processing Machine	Gazole Block Seed Farm (BSF)	1	179608	179608
2007-08	2008-09	Seed Treater	Gazole BSF	1	46950	46950
2007-08	2008-09	Sprinkler Irrigation Set	Gazole BSF	1	29917	29917
2007-08	2008-09	Power Reaper	Gazole Large Sized Co-op. Marketing Society Ltd.	3	78484	235452
2008-09	2009-10	Power Reaper	Kaliachak-III State Adaptive Research Farm (SARF)	1	78484	78484
2008-09	2009-10	Sprinkler Irrigation Set	Kaliachak-III, SARF	1	29917	29917
2008-09	2009-10	Seed Processing Machine	Chanchal-I, SARF	1	179608	179608
2008-09	2009-10	Seed Treater	Chanchal-I, SARF	1	46950	46950
2008-09	2009-10	Sprinkler Irrigation Set	Chanchal-I, SARF	1	29917	29917
2009-10	2009-10	Power Reaper	Krishnanagar SKUS, Habibpur	2	78484	156968
2009-10	2009-10	Paddy transplanter	Krishnanagar SKUS, Habibpur	1	176260	176260
2007-08	2008-09	Seed Drier	Chanchal-I SARF	1	212665	212665
2007-08	2008-09	Seed Drier	Harish Chandrapur BSF	1	212665	212665
2008-09	2009-10	Zero Seed Drill Machine	Kaliachak-III SARF	1	61880	61880
2008-09	2009-10	Zero Seed Drill Machine	Chanchal-I SARF	1	61880	61880
2008-09	2009-10	Zero Seed Drill Machine	Gazole Hub(Gazole L.S.Co-op Markt.Society LTD)	1	61880	61880
2008-09	2009-10	Zero Seed Drill Machine	Arbora Chanchal Hub (Kishnanagar SKUS)	1	61880	61880
Total						1862881

Source: Records of DDA(Adm)and test checked unit

Appendix 6.1
(Refer paragraph 6.1.1, page 73)

Deployment of Police personnel in the unsanctioned units

	Name of the Unit	Deployment of Police Personnel						
		Insp.	SI	ASI	HPD	PD	Const.	L/Con.
1	D. D. I.	-	-	-	-	-	2	-
2	Pakuahat OP	-	1	1	-	-	3	-
3	Nalagola OP	-	-	1	-	-	5	-
4	Samsi OP	-	1	-	-	1	3	1
5	Kharba OP	-	-	1	-	-	2	-
6	Bhaluka OP	-	1	-	-	-	4	-
7	Kumedpur OP	-	1	-	-	-	3	-
8	Muthabari OP	-	2	1	-	1	7	1
9	Mangalbari OP	-	1	2	-	1	6	-
10	Pakuria OP	-	2	2	-	-	4	-
11	Mangalbari Traffic	-	-	1	-	-	-	-
12	Control Room	-	-	-	-	-	6	-
13	100 Dial	-	-	-	-	-	5	-
14	M T Section	-	-	-	-	-	6	-
15	Line O R	-	-	-	-	-	2	5
16	D C R B	-	-	-	-	-	1	-
17	Training at PTC	-	1	-	-	-		
18	District Police Library						1	
19	Juvenile Justice Board						6	1
	Total :	-	10	9	-	3	66	8

Source: Records of SP, Malda

Appendix 6.2
(Refer paragraph 6.1.1, page 74)

Sanctioned posts of Police personnel in Police Station vis-à-vis actual position as of October 2012

Posts	Urban			Semi-urban						Rural				
	Norm	English Bazar PS	Malda PS	Kaliachak PS	Baishnabnagar PS	Gazole PS	Habibpur PS	Chanchal PS	Harishchandrapur PS	Norm	Manikchak PS	Baman-gola PS		Ratua PS
		(Actual)	(Actual)								(Actual)	(Actual)		
Inspector	1	1	1	1	1	-	1	1	1	0	-	-	-	-
Sub-Inspector	12	7	5	5	4	5	4	5	3	4	3	3	5	5
Lady S I	2	-	-	-	-	-	-	-	-	1	-	-	-	-
A S I	12	10	3	9	4	4	5	2	4	4	6	1	5	5
Lady ASI	3	-	-	-	-	-	-	-	-	1	-	-	-	-
Constable	70	29	12	11	9	11	12	15	6	30	9	7	10	10
Lady Constable	10	4	1	1	1	2	1	1	1	3	2	1	1	1
Police Driver	12	3	2	1	1	1	1	1	2	2	2	-	2	2
Wireless Operator	3	-	-	-	-	-	-	-	-	1	-	-	-	-
Sweeper	1	-	-	-	-	-	-	-	-	1	-	-	-	-
L D Clerk	1	-	-	-	-	-	-	-	-	0	-	-	-	-
	127	54	24	28	20	23	24	25	17	47	22	12	23	23

Source: Records of SP, Malda

Appendix 6.3
(Refer paragraph 6.1.2, page 74)

Requirement of new buildings in Malda Police as of October 2012

Office Building	Police Stations	Barracks (Number of personnel to be accommodated)	Additional constructions
SP Office	Malda PS	Malda PS (30)	DIB
Addl. SP	Gazole PS	Gazole PS (35)	Police Line
DSPO-I	Ratua PS	Ratua PS (30)	Reserve Office
DSP-I	Chanchal PS	Chanchal PS (35)	R I Office
DSP-II	Harishchandrapur PS	Harishchandrapur PS (15)	MT Section
IC-I (Gazole)	Baishnabnagar PS	Baishnabnagar PS (70)	Police Hospital
IC-II (Ratua)	Total : Six	Kaliachak PS (35)	Store
DEB	Police Stations	Manikchak PS (20)	Total: Seven additional construction
Police Office		Habibpur PS (15)	
DCRB		Bamangola PS (30)	
Traffic		SDPO-II (40)	
Total: 11 offices		DIB (40)	
		DEB (20)	
		300 (Police Line)	
		40 (R I)	
		20 (DCRB)	
		150 (Traffic)	
		30 (M T Secion)	
	Total: 18 barracks		

Source: Records of SP, Malda

List of abbreviations used in the report

Abbreviations	Full form
A3P	Accelerated Pulse Production Programme
AAPs	Annual Action Plans
ABER	Annual Blood Examination Rate
ACA	Additional Central Assistance
ACR	Additional Classrooms
ADM	Additional District Magistrate
ANMs	Auxiliary Nursing Midwives
API	Annual Parasite Incidence
ARP	Arsenic Removal Plant
ARWSP	Accelerated Rural Water Supply Programme
ATMA	Agricultural Technology Management Agency
AWP	Annual Work Plan
AWP&B	Annual Work Plan and Budget
AWs	Anganwadi centres
BCG	Bacillus Calmette-Guérin
BDO	Block Development Officer
BDR	Bangladesh Rifle
BEUP	Bidhayak Elaka Unnayan Prakalpa
BGREI	Bringing Green Revolution to Eastern India
BH&FWS	Block Health & Family Welfare Samitis
BOP	Basic Orientation Programme
BOQ	Bill of quantity
BPL	Below Poverty Line
BRGF	Backward Region Grant Fund
BSF	Border Security Force
CAL	Computer Aided Learning
CE	Chief Engineer
CHCs	community Health Centres
CLRC	Circle Level Resource Centres
CMS	Central Medicine Store
CMU	Change Management Unit
CN	Core Network
CNCPL	Comprehensive New connectivity Priority Lists
CPC	Circle Project Co-ordinator
CRC	Cluster Resource Centres
CRF	Calamity Relief Fund
CWSN	children with special needs
DBPL	Double the Below poverty Line
DC	Demonstration Centres
DDA	Agriculture Department. Director of Agriculture (Admn)
DFSMEC	District Food Security Mission Executive Committee
DHAPs	District Health Annual Plans
DHFWS	District Health & Family Welfare Samiti
DIET	District Institute of Education and Training
DISE	District Information for School Education
DLC	District Level Committee
DM	District Magistrate
DNO	District Nodal Officer
DPC	The District Planning Committee
DPC	District Programme Co-ordinator
DPO	District Project Officer
DPT	Diphtheria, Pertussis and Tetanus
DRDC	District Rural Development Cell
DRRP	District Rural Road Plan
DTR	Distribution Transformers
DUs	dwelling units
EBB	educationally backward Blocks
EE	Executive Engineer
e-TLM	e-teaching learning material

Abbreviations	Full form
FBP	Farakka Barrage Project
FC	fully covered
FM	Flood Management
FMP	Flood Management Programme
FYP	Five year Plan
GER	Gross Enrollment Ratio
GP	Gram Panchayats
GPHQ	Gram Panchayat Headquarters
GPRP	Gram Panchayat Resource Persons
I&WD	Irrigation & Waterways Department
IAY	Indira Awas Yojana
ICAR	Indian Council of Agricultural Research Institute
ICDS	Integrated Child Development Services,
IEC	Information, Education and Communication
ED	Inclusive Education for Disabled
IHHL	Individual Household Latrine
IHSDP	Integrated Housing and Slum Development Programme
IMR	Infant Mortality Rate
INM	Integrated Nutrient Management
IPHS	Indian Public Health Standard
IPM	Integrated Pest Management
IRPs	Iron Removal Plants
JCH	job card holders
JNNURM	Jawaharlal Nehru National Urban Renewal Mission
JSY	Janani Suraksha Yojana
KGBV	Kasturba Gandhi Balika Vidyalaya
KWH	Kilowatt Hour
MCH	Medical College and Hospitals
MDM	Mid-day Meal
MED	Mahananda Embankment Division
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MHRD	Ministry of Human Resources Development
MID	Malda Irrigation Division
MME	Management, Monitoring and Evaluation
MMR	Maternal Mortality Ratio
MNP	minimum needs programme
MOPF	Modernisation of Police Force
MPLAD	Member of Parliament Local Area development
MPR	Monthly Progress Report
MSK	Madhyamik Siksha Kendra
MSR	minimum skill requirement
MZP	Malda Zilla Parishad
NABARD	National bank of Agriculture and Rural development
NC	not covered
NCCF	National Calamity Control Fund
NDM	National Disaster Management
NER	Net Enrollment Ratio
NFSM	National Food Security Mission
NGO	Non-Government Organisation
NLEP	National Leprosy Eradication Programme
NMR	Neonatal Mortality Rate
NPC	National Police Commission
NRDWP	National Rural Drinking Water Programme
NREGS	National Rural Employment Guarantee Scheme
NRHM	National Rural Health Mission ()
NVBDCP	National Vector Borne Disease Control Programme
OPV	Oral Polio Vaccine
OTs	Operation Theatres

Abbreviations	Full form
PBSSM	Paschim Banga Sarva Siksha Mission
PC	partially covered
PHCs	Primary Health Centres
PHE	Public Health Engineering
PHED	Public Health Engineering Department
PIU	Programme Implementation Unit
PMGSY	Pradhan Mantri Gram Sadak Yojana
PMT	Project Management Team
PPS	Population Proportional to Sample
PRIs	Panchayati Raj Institutions
PS	Panchayat Samiti
PTR	Pupil Teacher Ratio
PW	Pregnant Women
PWB	Patient Wise Boxes
PWL	Permanent Wait List
PWSSs	piped water supply schemes
RCH	Reproductive Child Health
RF	Revolving Fund
RGVY	Rajiv Gandhi Grameen Vidyutikaran Yojana
RHh	rural households
ITES	Rail India Technical and Economic Services Limited
RKS	Rogi Kalyan Samitis
RKVY	Rashtriya Krishi Vikash Yojana
RTE Act	Right to Education Act
SAU	State Agricultural Universities
SB Account	Savings Bank Account
SC	Scheduled Caste/ Sub Centres
SDS	Sub Divisional Store
SE	Superintendent Engineer
SGSY	Swarnajayanti Gram Swarozgar Yojana
SHFWS	State Health Family & Welfare Samiti
SHGs	self- help groups
SMC	School Management Committees/ Steering cum Monitoring Committee
SNSUs	Sick New Born Stabilising Unit
SP	Superintendent of Police
SSA	Sarva Shiksha Abhiyan
SSK	Sishu Siksha Kendra
ST	Scheduled Tribes
TSC	Total Sanitation Campaign
TT	Tetanus Toxoid
UC	Utilisation Certificate
VEC	Village Education Committees
VHSCs	Village Health and Sanitation Committees
WBBPE	West Bengal Board of Primary Education
WBBSE	and West Bengal Board of Secondary Education
WBSEDCL	West Bengal State Electricity Distribution Company Limited
WBSRDA	West Bengal State Rural Development Agency
WBSSC	West Bengal State Seed Supply Corporation
WEC	Ward Education Committee
WQSM	Water Quality Sub-Mission
ZP	Zilla Parishad

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