

PREFACE

1. This Report of the Comptroller and Auditor General of India contains the results of the district centric Audit of West Tripura district in Tripura State. The Report has been prepared for submission to the Governor under Article 151(2) of the Constitution of India.
2. The Audit involved a review of some significant socio-economic developmental programmes implemented in the West Tripura district during the period 2004-09. The Audit was conducted through a test check of the records of the State Planning and Coordination Department, office of the District Magistrate and Collector, the District Rural Development Agency, selected Blocks, Gaon Panchayats/Village Committees and Schools, Directorates/Chief Controlling Offices of the line departments, Project Implementing/Controlling Societies, Local Bodies and other District offices.
3. The Audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

Executive Summary

Recognising the importance accorded by the Planning Commission, Government of India, for a district-centric approach to devolution of finances for an integrated local area development, a district centric audit of West Tripura district was carried out to assess the status and impact on the quality of life of people on implementation of various socio-economic developmental activities in the district during 2004-09.

The review covered key Social sector programmes pertaining to Education, Urban Development and Health, Economic sector programmes relating to Employment generation and creation of Roads and general services like facilitation of information through usage of Information Technology (IT) and Sanitation issues like management and handling of Municipal Solid Wastes to provide better public services.

While the review brought out significant achievements relating to Education and Health, there were areas where the State/District administration needs to focus its attention and take urgent corrective action.

Planning

Perspective Plan and Consolidated Annual Plan was not formulated for the district during the period 2004-09. Also, no shelf of projects was prepared by the District Magistrate and Collector on an annual basis.

The District Planning Committee (DPC) for West Tripura District was constituted only in September 2008 although the 74th Amendment to the Constitution, 1992 mandated the establishment of such Committee for consolidating the plans of each district. The members of the DPC were to meet at least twice a year to review the developmental activities in the district. Till May 2010, the DPC had not held any meeting i.e. even after more than one and a half year of its constitution and therefore, in the absence of any meeting, the DPC failed to discharge its duties.

The planning process was thus, inadequate and ill equipped to cope with the challenges to provide basic amenities. It lacked the most important characteristics viz. Community participation for want of effective decentralization of the process. In absence of any District Plan during 2004-09, the planning process became the responsibility of the Implementing Departments/Agencies. Plans were formulated by them in isolated manner i.e. not being correlated with other developmental schemes taken up in the district and no measurable goals were set to improve the living standards of the people of the district. The gaps in various developmental schemes/programmes remained unidentified with the result that the felt needs of the weaker sections of the society and the disparities between various regions and communities within the district could not be addressed.

Recommendation:

District Planning Committee should forthwith commence preparation of holistic perspective and annual plans for the district, based on inputs from Blocks and GPs as well as other stakeholders. Periodical monitoring and review of the actual implementation vis-à-vis plans also needs to be carried out.

Financial Management

The total quantum of funds received by the district during 2004-09 and the expenditure thereagainst was not available with the district authorities. Neither the district administration nor any other authority was vested with the responsibility to maintain consolidated accounts of the funds inflow to the district and expenditure incurred. Release of funds for the district was not centrally channelised. Funds were routed both through the district administration and by placement directly to the Line Departments/Implementing Agencies.

The receipt, utilisation and accountal of developmental funds is done on mere release of funds to implementing agencies rather than after their actual utilization. As such, the reported progress and achievement of these schemes depicting the outcomes do not reflect the true picture.

Recommendation:

A uniform accounting system should be put in place for receipt, utilization and accountal of funds showing actual utilization of funds and a mechanism needs to be evolved for showing actual utilization of funds as distinct from mere release of funds.

Social Services

Education

The target of bringing all children within age group of 6-14 years to school by 2003 has not been achieved. Consequently, the next target of ensuring all children to complete 5 years of primary schooling by 2007 had remained unachieved and the target of ensuring 8 years of elementary schooling by 2010 remains doubtful.

The deployment of teachers in the schools was uneven and effective steps were not taken to train the teachers properly to ensure quality education. Supportive measures viz. development of child-friendly infrastructure, ensuring proper implementation of mid-day-meal programme amongst all the children of the eligible age group/classes, keener attention for the special focus-group viz. SC/ST/Girls/Weaker section/Disabled children etc. were not adequately strengthened.

A number of schools in the district were lacking in basic infrastructure/facilities like common toilet, girls' toilet, special ramp for disabled children and drinking water facility. No effective steps were taken to train the teachers properly to ensure quality education.

Recommendation:

Elementary education facilities should be provided to all those habitations presently devoid of such facilities. The basic infrastructure/facilities like water, toilet etc. should be provided in all the schools, especially at the elementary level, to ensure an appropriate environment for teaching and learning. Effective steps should be taken to train the teachers and deploy them evenly in the schools to ensure quality education.

Urban Development

In order to cope with the various problems that have emerged as a result of rapid urbanization, GOI felt the need to draw up a coherent urbanisation policy to implement projects in select cities on mission mode, which has been named 'Jawaharlal Nehru National

Urban Renewal Mission.’ GOI approved three schemes for the West Tripura District. It was noticed that there was no initiative for Capacity Building and there were delay in release/short release of funds to the executing agency leading to delay in implementation. Selection of beneficiaries for Basic Services for Urban Poor lacked transparency and did not match with the number of slum families identified in the location as per survey report. For Integrated Housing and Slum Development Programme, relaxation in payment of beneficiary contribution was allowed at the cost of curtailment in specification contained in the approved plan leaving scope for further demand.

A project to revamp the existing water supply system in the northern zone of Agartala city through total replacement of the old pipe lines was planned to be completed by the year 2010. However, the project had not yet started despite release of funds by GOI in October 2008 due to non-availability of land.

Thus, both in the planning and execution stage, the Mission suffered from lack of adequate monitoring to ensure adherence to the provisions of the guidelines, which had an adverse impact on the benefits for the targeted group.

Recommendation:

The economic and other status of the beneficiaries under ‘Basic Services for Urban Poor’ should be ascertained on a priority basis and benefits extended to the genuine and needy persons only in a transparent manner. The beneficiary contribution under ‘Integrated Housing and Slum Development Programme’ should be realized forthwith and approved items provided to the beneficiaries in order to negate further demand in near future. The Central and State’s matching share should be released to the Implementing Agencies on time to reduce delay in implementation of the schemes.

Health

The planning of the lone scheme covered in audit, which was a computer-based initiative for providing Preventive and Primary Eye care services through establishment of Vision centres was merely based on an offer from a vendor and not pre-planned against specific demand, which ought to have been identified beforehand. Total number of Centres to be established was not initially clear, while work had started prior to formal approval. This was followed by defective funding arrangement causing delay in implementation. Sustainability of the programme in future was uncertain in the absence of specific planning and funding arrangement for recruitment of adequate and skilled manpower on a regular basis after completion of their contract.

Recommendation:

To ensure full coverage of the district, the remaining centres on which work is in progress should be established on priority basis. Adequate and skilled manpower on a regular basis should be recruited and financial arrangements for the same arranged at the earliest to ensure smooth functioning of the centres in future.

Economic Services

Employment Generation

The scheme Sampoorna Grameen Rojgar Yojana was implemented in the State without specific target and adequate planning. This coupled with failure in utilizing the funds in time has resulted in implementation of the scheme in an unsatisfactory manner and also culminating in a number of financial irregularities besides taking up of works prohibited under the scheme guidelines. The scheme though dis-continued from 1 April 2008 was continuing in the District till date due to lack of effective monitoring.

Under the National Rural Employment Guarantee Act (NREGA), the shortfall in providing legally guaranteed 100 days wage employment to card holders ranged between 36.71 and 78.40 days during the period from 2007-09. This was basically due to non-adherence to the general guidelines issued for the purpose, lack of active Community participation, works taken up beyond the work plan approved by the concerned Gram Sabhas, works not permissible under the NREGA 2005 taken up, implementing works involving mechanical machinery and execution of works having wage component lesser than the minimum requirement of 60 per cent. Besides, there were also cases of diversion of scheme funds.

Recommendation:

In view of discontinuation of SGRY, time bound action plan for (i) completion of incomplete works (ii) adjustment of advances lying with Implementing Officers and (iii) transfer/utilisation of funds lying unspent should be immediately undertaken. Besides, reasons for instances of violation of financial and scheme guidelines and also cases of doubtful implementation of works should be investigated and appropriate responsibilities fixed.

For Programme under NREGA (renamed as MGNREGP), preparation of Perspective Plan at the District, Block and Gram Panchayat level and formation of Vigilance and Monitoring Committee for works to be undertaken should be given priority ensuring Community participation in planning, execution and monitoring process. The prescribed minimum mandays may be provided to every registered job-card holder during a year and more mandays may be generated through timely and proper utilization of funds.

Road connectivity

The State Government neither distributed its allocation of PMGSY among the Districts despite it being provided in the guidelines nor did it keep the district-wise accounts of the coverage of Habitations separately. Execution was very slow and only 38 per cent of works taken up since 2004-05 had been completed. The Progress Reports revealed that non-availability of land was a problem towards smooth progress of the works.

New connectivity provided under this scheme was only 32 per cent of the targeted habitations on overall basis even after more than six years from the targeted time schedule (by 2003). In addition, habitations not permissible for coverage under PMGSY guidelines were also covered. There was no Monitoring and Supervision Committee overseeing the Programme.

Recommendation:

Road connectivity to the 41 uncovered habitations in the district with 1000 and more people should be taken up and completed at the earliest. The Monitoring and Supervision Committee should be set up immediately to oversee the programme. To ensure timely road connectivity to the rural masses, mechanism to resolve the land disputes needs to be set up on priority basis.

General Services

E-Governance

There was very little progress in the district towards the objectives of NeGP despite establishment of 57 POPs under State Wide Area Network. The other essential and correlated sub-schemes viz. State Data Centres for data storage and Common Service Centres for setting up service delivery front-ends along with Capacity Building under National e-Governance Plan were not yet implemented despite lapse of almost five years since GOI release, thus, depriving the district population of the e-services.

Recommendation:

The State Data Centre and the Common Service Centres should be set up immediately to provide the intended e-services for the district population.

Management of Municipal Solid Waste (MMSW)

Despite enhancing the Capacity of Agartala Municipal Council (AMC) for better handling and management of Municipal Solid Wastes (MSW) in comparison to the pre-2007 period, the objectives of the CPCB sponsored scheme for Management of MSW within the AMC area could not be fully achieved nor the intended benefits made available to the public by the AMC, within the time schedule. Delay in preparing an Action Plan in a phased manner, and absence of non-initiating a well monitored implementation system through a separate wing set up exclusively for this purpose coupled with the casual approach in the project implementation deprived the people of their right to live in a hygienic condition.

Recommendation:

A separate dedicated cell should be set up, without further delay, for effective accomplishment of all the six stages of MSW management.

A 24x7 hour helpline may be set up in the AMC and given adequate publicity to help citizens in communicating the emergency requirements and also to ensure more community participation in the waste management of the city.

Monitoring and Evaluation

Monitoring and supervision of implementation of various schemes at all tiers of local administration in the district was perfunctory which adversely impacted the progress of developmental works/projects undertaken by various departments/implementing agencies. This in turn led to delays/non-completion of a number of works in the social, economic and general sectors thereby depriving the public of the benefits of the schemes undertaken for development of the district.

There was no separate grievance redressal cell/unit created under the district administration for ameliorating complaints against deprivation of any sort of benefits from the developmental programmes/schemes. Hence, there was no mechanism to follow up on the grievances.

Recommendation:

The DPC and the other prescribed forums should be utilised effectively to ensure monitoring and supervision of the implementation of all development schemes taken up in the district to ensure that the programmes are executed on time and within cost. Records of all meetings/inspection/review etc. should be properly documented for ensuring effective follow-up. Grievance redressal mechanism should be systematized and institutionalised.

Conclusion

There were multiplicity of programmes and schemes and large number of implementing agencies, making it difficult for the district administration to effectively monitor and supervise all the developmental activities.

The role of the DM&C in the district was restricted following entrustment of a large number of responsibilities to the Local Bodies. However, as the Member Secretary of the District Planning Committee (DPC), he could have contributed in chalking out a well assessed, need based and development oriented implementation of a District Plan with effective monitoring. Unfortunately, the DPC is yet to convene even a single meeting and the District remains devoid of its own consolidated Annual District Plan for effective Community participation. DRDA Administration also had inadequate manpower with a lack of properly trained personnel/experts as per the needs of its various wings. It was only partially successful in discharging its role to establish proper coordination among all concerned especially for implementation of SGRY which suffered from lack of planning leading to discretionary decisions and violation of guidelines, culminating in doubtful implementation, non-accountal of receipts, non-completion of works, non-utilisation of funds and non-adjustment of advances even after two years of its discontinuation. Also, there were cases of investing schematic funds in Fixed Deposits and diversion of funds. The guaranteed 100 days of wage employment on demand under NREGP were not achieved in the district. The objectives of the schemes having impact on the living condition of people, like PMGSY at rural sector and Management of MSW at urban sector are yet to be achieved although the targeted time schedule expired long back.

Monitoring, inspection and supervision needs to be strengthened through Community participation at all tiers of local administration and also through better utilization of the various implementing and monitoring committees formed at the district level.

The State Government needs to put in place a robust district centric planning process by mapping the gaps in infrastructure under various sectors like health, education, employment generation, drinking water, sanitation etc. through inputs from all tiers of local administration and public at large. A clear roadmap to achieve the targets set through such plans for the development of the district should be drawn up so that the benefits of the schemes reach the intended beneficiaries in time.

Map-1



Map of the West Tripura District

Chapter 1: Introduction

General Profile of the District

West Tripura District is the largest of the four districts in the State both in terms of population (15,32,982 which is 47.92 *per cent* of the State population as per 2001 Census) and geographical area (3047.78 Sq. Km. which is 29.05 *per cent* of the State's area).

Agartala, the State Capital, is also the headquarters of the district. The district is surrounded by Bangladesh in the north and west; and on the east and south by the districts of Dhalai and South Tripura respectively.

The district consists of five Sub-divisions and the State's lone Municipal Council, four Nagar Panchayats, 16 Rural Development (RD) Blocks, 274 Revenue Villages, 400 Gaon Panchayats and 3040 habitations. The sex ratio is 951 females per 1000 males against the national sex ratio of 933 females per 1000 males, while the Scheduled Caste (SC) and Scheduled Tribe (ST) population comprise 25.25 *per cent* and 19.29 *per cent* respectively. 73 *per cent* people live in rural areas, and 27 *per cent* live in the urban areas. The National Sample Survey (NSS) 61st Round data 2004-05 recorded that as of January 2005, 88.56 *per cent* of the males and 78.78 *per cent* of the females in the district were literate.

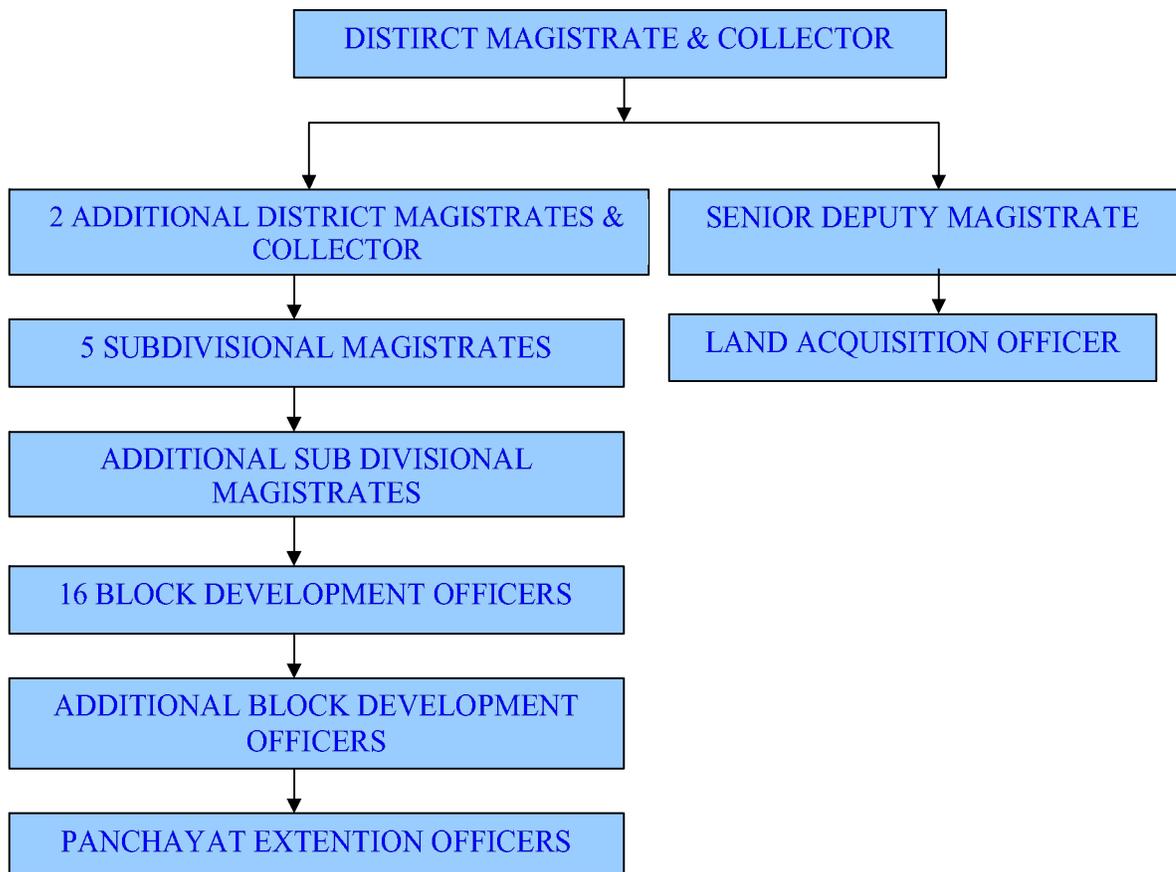
Administrative Set-up

➤ District Magistrate and Collector

The district civil administration is headed by the District Magistrate and Collector (DM&C), who heads various district level committees of programme/schemes implemented by the line departments and works under the control of the Principal Secretary, Revenue Department. He is assisted by two additional District Magistrates and Collector, one Senior Deputy Magistrate, one Land Acquisition Officer, five Sub-divisional Magistrates and 16 Block Development Officers.

An organogram of the district administration is given below:-

Chart No. 1



➤ **District Rural Development Agency (DRDA)**

For rural developmental schemes, the District Rural Development Agency (DRDA), a society registered under the Societies Registration Act and headed by Project Director (PD) is responsible for co-ordination with the line departments and all other organizations concerned. The DRDA functions through a Governing Body (GB) chaired by the Chairperson of the Zilla Parishad and with representatives from all the linked Departments, Non-Government Organizations (NGOs) besides the MP and the MLAs of the District and Chairpersons of the Panchayat Samities (on rotational basis).

Chapter 2: Audit Framework

Scope of Audit

Audit of the West Tripura District involved a review of select socio-economic developmental programmes implemented in the district during the period 2004-09¹, in three different Sectors viz

(A) Social Service Sector:

(i) Sarva Shiksha Abhiyan (SSA) under Education (School) Department, (ii) Jawaharlal Nehru National Urban Renewal Mission (JNNURM) under Urban Development Department and (iii) Tripura Vision Centre (TVC) under Health and Family Welfare Department;

(B) Economic Service Sector:

(i) Sampurna Grameen Rozgar Yojana (SGRY) (ii) National Rural Employment Guarantee Programme (NREGP) (renamed as MGNREGP) both under Rural Development Department and (iii) Pradhan Mantri Gram Sadak Yojana (PMGSY) under Public Works Department; and

(C) General Service Sector:

(i) National e-Governance Plan (NeGP) under Information Technology Department and Management of Municipal Solid Waste (MMSW) under Urban Development Department.

Audit was based on a scrutiny of the records in the State Planning and Coordination Department, the office of the DM&C, DRDA, four selected Blocks/Panchayat Samitis², 34 selected Gaon Panchayats/Village Committees (**Appendix I**) and 24 selected schools (**Appendix II**), the Directorates/Chief Controlling Offices of the line departments, Project Implementing/ Controlling Societies, Local Bodies and other District offices.

Audit Objectives

The objectives of audit were to

- assess the adequacy and effectiveness of the annual planning process for different programmes
- assess the efficiency and economy of implementation of developmental programmes and projects, and effectiveness of these programmes in terms of achievement vis-à-vis targeted outputs and outcomes

¹ The audit period was adjusted according to the operational period available for SGRY upto 2007-08 and for JNNURM and NREGP from 2007-08 only.

² Mohanpur, Bishalgarh, Melaghar and Teliamura for SGRY and NREGP; Agartala Municipal Council (Sadar), Dukli (Bishalgarh), Hezamara (Mohanpur) and Teliamura for SSA.

- verify the reported expenditure with reference to the detailed Statements of Expenditure and original vouchers at lower level in a hierarchical manner (State to district, district to block and block to GP)
- assess the adequacy and effectiveness of procedures for receipt, utilisation and accounting of funds and
- assess the adequacy and effectiveness of the processes for monitoring, inspection, reporting and evaluation.

Audit Criteria

Audit findings were benchmarked against the following criteria

- District plans and annual plans
- Guidelines of the concerned programmes/ schemes
- Prescribed monitoring mechanism.

Audit Methodology

Audit commenced with an entry conference with the Principal Secretary, Revenue Department and other Departmental officers on 7 July 2009, in which the audit objectives, criteria and methodology were discussed and wherein the auditee Departments assured their cooperation. Eight programmes from three sectors (3 Social³, 3 Economic⁴ and 2 General Service⁵) were selected keeping in view the socio-economic impact thereof. Four out of sixteen Blocks of the District were selected to cover different geographical zones. Records of 34 selected GPs including eight Autonomous District Council (ADC) Village Committees representing 20 *per cent* of the total 161 GPs and VCs in the four selected Blocks were also test checked to verify the reported expenditure including site visits of comparatively bigger projects in those areas. Replies to requisitions, questionnaires, queries/memos issued after audit inspections, departmental records collected and the findings of joint physical verification with departmental representatives conducted in the select cases formed the basis of audit evidence.

An exit conference with the Principal Secretary, Revenue Department was held on 16 October 2009 and the responses incorporated suitably in the report at appropriate places. Additional audit comments/findings on the new programmes covered have also been conveyed to the respective Implementing Departments/ Agencies in January 2010 for their comments. However, response still awaited.

³ SSA, JNNURM and TVC

⁴ SGRY, NREGP and PMGSY

⁵ NeGP and MMSW

Chapter 3: Planning

District Planning Committee (DPC)

Government of India (GOI) envisages an inclusive and participative planning process for the development of districts. The 74th Amendment Act, 1992 to the Constitution mandated the establishment of a District Planning Committee (DPC) for consolidating the plans prepared by the Panchayats and Municipalities and also for the areas covered by the Autonomous District Councils etc in the district into an integrated District Plan. All the three tiers of local administration *viz* DRDA, Blocks and GPs were to prepare an Annual Action Plan (AAP) at the beginning of each financial year equivalent in value to about 125 *per cent* of their share of funds allocated in the preceding year and no work was to be taken up unless it formed a part of the AAP.

The District Planning Committee for West Tripura District was constituted in September 2008 with the Minister, Panchayat and Urban Development etc. as the chairman, the DM & C, West Tripura District as the member secretary and 27 other members including 21 chairpersons of different local bodies. The District Panchayat Officer, the Project Director, DRDA, the Zonal Officer, Tripura Tribal Areas Autonomous District Council (TTAADC) were co-nominated members, and 3 more members were to be nominated later from Agartala Municipal Council and one from TTAADC. There were 2 Vice-Chairmen *viz* i) Sabhadhipati, West Tripura Zilla Parishad and ii) one elected member of the TTAADC, from West District to be nominated later. Reasons for the delay in constituting the DPC though asked for, was not made available to audit by the DM&C, West Tripura.

Policy and Planning

The powers and functions prescribed for the DPC require the Chairperson to forward the development plan as recommended by the DPC, to the State Government who in turn shall consult with TTAADC over implementation of such Plan as implementation of programmes/ schemes within TTAADC's jurisdiction are required to be implemented by TTAADC. The members of the DPC were to meet at least twice a year to review the developmental activities in the district. The DPC however, was yet to hold any meeting i.e. even after more than one and half years of its constitution (May 2010).

In the absence of any meeting, the DPC failed to discharge the aforesaid duties.

Perspective and Annual Plans

Scrutiny of the records of the State Planning and Coordination Department, revealed that neither the Perspective Plan nor the Consolidated Annual Plan was formulated for the district for the period 2004-09, except preparing a statement of targeted number of works and outlay at the level of the Gram Panchayats/villages, the Blocks and the district for the year 2007-08, and the next four years' period of 2008-12. No shelf of projects was also prepared by the DM&C on annual basis.

The planning process was thus inadequate and ill equipped to cope with the challenges to provide basic amenities. It lacked the most important characteristics viz. Community participation for want of effective decentralization of the process. In the absence of any District Plan during 2004-09, the planning process became the responsibility of the Implementing Departments/Agencies. Plans were formulated by them in an isolated manner i.e. not being correlated with other developmental schemes taken up in the district. Besides, no measurable goals were set to improve the living standards of the people of the district.

District Rural Development Agency

For rural developmental schemes, the District Rural Development Agency (DRDA), is to coordinate with the line departments, Panchayat Raj Institutions (PRIs), banks and other financial institutions, NGOs as well as the technical institutions, with a view to garner support and resources required for poverty alleviation efforts in the district and contributing to sound planning towards effective implementation of the programmes. The DRDA should closely monitor the implementation through obtaining periodic reports as well as frequent field visits for aiding both the pace and quality of implementation. Besides, the DRDA is to coordinate and oversee the conduct of the BPL⁶ census and other essential surveys, carry out and/or aid in carrying out research or evaluation studies. The DRDA functions through a Governing Body (GB) chaired by the Chairperson of the Zilla Parishad.

As against the total sanctioned strength of 75 for 15 categories of posts, only 53⁷ posts were filled. Properly trained personnel/experts matching the needs of its various wings were in deficit as vacancies included 11 RD Organisers, 3 RD Officers, one Office Superintendent and one Accountant. Besides, the incumbency of the Project Director changed 8 times during 2004-09, despite specific instructions in the DRDA guidelines that the DRDA staff appointed should not be transferred frequently.

DRDA (W) could not publish final list of BPL families for the district as yet despite being entrusted the work in April 2003, reportedly due to non-receipt of duly scrutinized draft list from the Blocks.

The fact therefore, remains that neither a Perspective Plan nor a Consolidated Annual Plan was formulated for the district for the period 2004-09. In the absence of any District Plan, the planning process became the responsibility of the Implementing Departments/Agencies and were formulated in an isolated manner. The District Planning Committee constituted only in September 2008 was yet to hold any meeting and therefore failed to discharge its duties.

⁶ Below Poverty Line

⁷ 51 plus 2 Asstt. Project Directors engaged on Contract Service

In substance, the planning process was inadequate and ill equipped to cope with the challenges to provide basic amenities. It lacked the most important characteristics viz. Community participation for want of effective decentralization of the process. Besides, no measurable goals were set to improve the living standards of the people of the district.

Recommendation

District Planning Committee should forthwith commence preparation of holistic perspective and annual plans for the district, based on inputs from Blocks and GPs as well as other stakeholders. Further, periodical monitoring and review of the actual implementation vis-à-vis plans, needs to be carried out. DRDA Administration should be strengthened adequately so as to enable it to contribute, inter alia, to sound planning and implementation of rural development programmes/schemes in the district. List of BPL families should be finalized and published on priority basis; so that the benefits could reach the identified target people.

Chapter 4: Financial Management

Release of funds for the district was not centrally channelised as the funds were routed both through the district administration and the Line Departments/Implementing Agencies. Neither the district administration nor any other authority was vested with the responsibility to maintain consolidated accounts of the funds inflow to the district and expenditure incurred thereagainst.

The receipt, utilisation and accountal of developmental funds was done on mere release of funds to implementing agencies rather than on their actual utilization. As such, the reported progress and achievement of these schemes depicting the outcomes did not reflect the true picture and thus, resulted in skewing the planning process for overall development.

The total quantum of funds received by the district during 2004-09 and the expenditure thereagainst was not available with the district authorities.

Funds received and Reported Expenditure

The details of funds received and expenditure for all the schemes covered in audit, collected from the various implementing departments/ agencies are given in Table No. 1. The hierarchical flow of funds from the State to the District level and to the selected Blocks, GPs/ VCs level of the relevant schemes viz. SGRY and NREGP are subsequently shown separately while discussing the individual schemes.

Table No. 1

(Rupees in crore)

Sl. No	Name of the programme/ scheme	Total funds received	Total Expenditure incurred
1.	District Rural Development Agency (DRDA) Administration	5.59	5.65
2.	Sarva Shiksha Abhiyan (SSA)	104.81	110.58
3.	Jawaharlal Nehru National Urban Renewal Mission (JNNURM)	29.87	9.82
4.	Tripura Vision Centre (TVC)	2.37	1.15
5.	Sampoorna Grameen Rozgar Yojana (SGRY)	61.87	69.87
6.	National Rural Employment Guarantee Programme (NREGP)	308.36	295.45
7.	Pradhan Mantri Gram Sadak Yojana (PMGSY)	NA*	107.32
8.	National e-Governance Plan (NeGP)	10.87	1.17
9.	Agartala City Area Network (ACAN)	5.30	5.30
10.	Management of Municipal Solid Waste (MMSW)	9.57	8.89
Total		538.61**	615.20

* Not made available by the Implementing Department/ Agency

** This excludes the figure of PMGSY

Source: Departmental figures

It is thus, evident that the release of funds for the district was neither centrally channelised nor any authority vested with the responsibility to maintain consolidated accounts of the funds flowing to the district and expenditure incurred. Funds were shown as utilized immediately on mere release to the various implementing agencies before their actual utilization. As such, the reported progress and achievement of these schemes depicting the outcomes do not reflect the true picture.

Recommendation

A uniform system should be put in place for receipt, utilization and accountal of funds showing actual utilization of funds and a system needs to be evolved for showing actual utilization of funds as distinct from mere release of funds.

Chapter 5: Social Services

Social sector has been receiving priority in funding, both by the Central and the State Governments. A review of the implementation of a few flagship programmes like Sarva Shiksha Abhiyan (SSA), Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and Tripura Vision Centre (TVC) brought out the sincere efforts of the State and district administration in improving the basic infrastructure in education, urban development and health sectors. However, there is a need to ensure proper capacity building, improved planning process with more effective Community participation and more transparency in selecting the beneficiaries to provide quality education, health care, and basic civic amenities to the people of the district, as can be seen from the audit findings relating to these sectors enumerated below.

5.1 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 enormous amounts on increasing the enrolment and retention of children in schools, especially in the primary and elementary segments. Focus is also on an inclusive progress, with special attention to girls, SC/ST communities, other vulnerable sections of the society and remote and backward areas. The Sarva Shiksha Abhiyan (SSA) is one of the flagship programmes of the Government for universalization of primary education.

5.1.1 Elementary Education

The initiative to universalise elementary education was launched in the district through SSA along with all other districts of the State in October 2000 with the objective of providing quality education to the children in the age group of 6-14 years.

i) Objectives of SSA

The main objectives of the SSA were to:

- enroll all children in schools, education guarantee centres, alternative schools and 'back to school' camps by 2003
- ensure that all children complete 5 years of primary schooling and 8 years of elementary schooling by 2007 and 2010 respectively and
- ensure universal retention by 2010.

ii) Administrative set up for SSA

The responsibility for implementing the programme vests with the District Level Education Committee (DLEC) headed by the District Education Officer, West Tripura, designated as District Project Coordinator. There were 17 Education Blocks in the West Tripura District including Agartala Municipal Council area treated as a separate Education Block. At the block level, the responsibility vests with the Block Level Education Committees (BLEC) headed by the respective Inspectors of School designated as Block Project Coordinators. In the TTAADC areas, elementary education is administered by a separate Inspectorate of the block concerned. Village Education

5.3 Health

5.3.1 Tripura Vision Centre (TVC)

i) Introduction

The project was initially proposed (October 2006) to provide primary eye care services through one vision centre to be set up at Melaghar RD Block of the West Tripura District. Later, the project objective was extended between November 2006 and October 2007 to provide Preventive and Primary Eye care services through establishment of 40 Vision centres throughout the State, including all the 16 Blocks of the district. The project involved role and responsibilities of multiple stakeholders besides IL&FS¹¹ who would be mainly responsible for implementation of the project. The Directorate of Information Technology (DIT) would facilitate induction of their CIS¹² centres for the proposed activities and provide required bandwidth and space for incorporating the vision centre. NIC¹³ would provide, *inter alia*, support for connectivity as part of their SWAN¹⁴ initiative. The H&FW Department would provide ophthalmic assistant for the vision centre, facilitate project funding and support the cost of treatment.

ii) Planning and selection process

The IL&FS was assigned the work of one centre at Melaghar, for Rs. 7.23 lakh with an additional maintenance cost of Rs. 13,500 for the 1st year, without any competitive selection process and allowed (November 2006) to start the work without any formal approval or specific work order. Later, two Work Orders were placed on the firm for establishing (i) 10 vision centres in ten other Blocks of the district in September 2007 by the Mission Director, NRHM, ¹⁵ Tripura and (ii) 29 centres in the remaining 29 Blocks of the State in December 2008 by the Nodal Officer, TVC, without any formal approval, agreement and even mention of the value of the work. An advance of Rs. 50 lakh was also placed (November 2007) for this purpose by the State H&FW Department.

However, ex-post facto approval for 11 centres was accorded in January 2009 along with the additional 29 centres against a composite proposal submitted (19th October 2007) by the H&FW Department to the GOI (MoH&FW) for 40 vision centres estimated at Rs. 3.64. crore¹⁶. This included Rs. 0.88 crore for maintenance for the 1st year i.e. @ Rs. 2.20 lakh against the earlier rate of Rs. 13,500. All the 16 Blocks of the West Tripura District were thus brought within the purview of the project in the aforesaid three spells (1+10+5) without proper planning, prior approval and formal selection process, and involving exorbitant hike in maintenance cost.

¹¹ IL&FS: Infrastructure Leasing and Financial Services Limited (IL&FS), New Delhi

¹² CIS: Community Information Services

¹³ NIC: National Informatics Centre

¹⁴SWAN: State Wide Area Network

¹⁵ NRHM: National Rural Health Mission

¹⁶ Cost of setting up the Centres: Rs. 2.76 crore; Maintenance cost for the 1st year: Rs. 0.88 crore

iii) Funding

As against Rs. 3.64 crore sought (October 2007) for the project, the GOI released Rs. 2.37 crore in April 2008 under NPCB¹⁷. Rs. 1.15 crore has been spent till date including wages of 11 persons for one year. A revised project proposal with enhanced outlay of Rs. 4.53 crore (Rs. 3.24 crore for establishing 40 vision centres and another Rs. 1.29 crore for maintenance thereof for the 1st year) submitted to GOI in December 2007 was yet to be sanctioned, although State's approval for the 29 additional vision centres was conveyed in January 2009 without specifying anything about the funding arrangement.

iv) Progress of work

No target was prescribed for completion of the project. The first vision centre i.e. pilot centre at Melaghar was established in April 2007. Ten more vision centres were established at 10 other Blocks of the district in October 2008. Five more centres taken up in the district against the 29 additional centres approved for the whole State, were still in progress.

Reasons for non-completion of 5 out of 16 proposed centres in the district even after more than one year after State Government's approval (January 2009), though called for, had not been received (January 2010).

v) Manpower

The State was required to provide one Ophthalmic Assistant per vision centre, and also service of qualified Ophthalmologists for running the vision centres as per the load of the projects, which would be assessed over a period of 12 months.

Audit analysis revealed that no initiative was taken by the H&FW Department for recruiting any Ophthalmic Assistants/Ophthalmologists for the said purpose. On the contrary, the Executing Agency (IL&FS) was paid (September 2008) Rs. 8.90 lakh for recruitment, training and services of 11 Ophthalmic Assistants to work on contract for a period of one year @ Rs. 72,000 each. No arrangement had been envisaged for the period after the expiry of the contract.

During exit conference (October 2009), the Director, Family Welfare & Preventive Medicine stated that the project was subsequently funded by GOI from NRHM and proposal for maintenance from the 2nd year under NRHM had been placed by the State Government. He further mentioned that the project turned out to be a model scheme that was being replicated all over India by GOI and the project won "e-Governance Gold Award" for health sector in the 12th National Conference on e-Governance held in Goa on February 12-13, 2009. The felicitation souvenir published by the GOI, Department of Administrative Reforms & Public Grievances jointly with Department of Information Technology referred to the project coverage as 38 Blocks

¹⁷ NPCB: National Programme for Control of Blindness

covering a rural population size of around 26,48,074 in remote areas spread across the four districts. However, the actual coverage was only 11 Blocks covering 9,98,250 population. As per latest report available, a total of 47,806 patients had been treated through the centres up to 31 May 2009.

In conclusion, the planning of the scheme was merely offer based, and was not based on clearly fixed targets against specific demand which ought to have been identified beforehand. This was followed by defective funding arrangement. Sustainability of the programme was uncertain in absence of specific planning for availability of adequate and skilled manpower.

Recommendation

Planning should be truly demand driven and specifically quantified beforehand with prior funding arrangement duly linked to each component to avoid gaps. Also, implementation and manpower needs on long term basis should be addressed. The remaining five centres should be established on priority basis to have full coverage of the district.

Committees (VEC) were formed with the respective Chief of the Panchayat/ Village Development Committees (VDC) as Chairperson to ensure community participation at the village level.

A review of the status of education in West Tripura district, especially in the context of implementation of SSA, revealed that the number of primary and upper primary schools (up to standard VIII) increased but enrolment of children in the targeted age group of 6-14 years in these schools decreased during 2006-09.

The total receipt and expenditure for the district under SSA are given in Table No. 2.

Table No. 2

(Rupees in crore)

Year	Opening balance	Receipts during the year from			Total funds	Expenditure during the year through			Total Expenditure	Closing balance
		State	Other source	Interest		State Blocks	TTAADC	Direct payment		
2004-05	5.38	16.76	0.01	0.13	22.28	10.16	1.27	9.02	20.45	1.83(8.2%)
2005-06	1.83	25.36	0.07	0.02	27.28	16.98	4.22	5.32	26.52	0.76(2.8%)
2006-07	0.76	32.47	0.03	0.04	33.30	24.49	7.75	0.24	32.48	0.82(2.5%)
2007-08	0.82	6.83	0.01	0.01	7.67	5.16	1.58	0.41	7.15	0.52(6.8%)
2008-09	0.52	23.39	0.55	0.06	24.52	23.44	Nil	0.55	23.99	0.53(2.2%)
Total	--	104.81	0.67	0.26	--	80.23	14.82	15.54	110.59	

Source: Extract from audited accounts and information furnished by DEO, West Tripura.

iii) Receipt and Expenditure for SSA

From above it can be seen that the utilisation of funds ranged between 91.8 per cent and 97.8 per cent. The balance retained mostly comprised of interest money, management cost, funds for text books and AIE.⁸ The percentage of overall retention of funds declined from 8.2 per cent in 2004-05 to 2.2 per cent in 2008-09.

iv) Enrolment and Schools

The position of enrolment and out of school children during the last five years is given in Table No. 3.

Table No. 3

Year	Primary			Upper Primary			Grand Total	Increase (+) / Decrease (-)	Out of school children
	Boys	Girls	Total	Boys	Girls	Total			
2004-05	100059	95452	195511	47040	45195	92235	287746	-	4410
2005-06	110557	105437	215994	50567	49551	100118	316112	(+)28366	5978
2006-07	107082	102662	209744	51965	51149	103114	312858	(-)3254	8124
2007-08	98535	93499	192034	51041	51191	102232	294266	(-)18592	1658
2008-09	95195	90535	185730	53588	53238	106826	292556	(-)1710	1802

Source: Annual Work Plan and Budget for 2005-06 to 2009-10 for SSA published by Education (School) Department, West District Zonal Office and information furnished by DEO, West Tripura.

The overall enrolment increased from the year 2004-05 to 2005-06, which included 29.08 per cent and 31.89 per cent repeaters in the primary and upper primary level respectively but thereafter enrolment declined continuously from 2006-07 in primary level and also slightly during 2007-08 in upper primary level. Such decline in

⁸ Alternative and Innovative Education

enrolment and increase in out of school children especially during 2008-09, was indicative of failure to enroll new children from the eligible age group. The decrease in the enrolment occurred despite significant increase in the total number of schools under both primary and upper primary during the last five years as detailed in Table No. 4.

Table No. 4

Year	No. of schools			Increase	Percentage of increase
	Primary	Upper primary	Total		
2004-05	636	344	980	-	-
2005-06	678	353	1031	51	5.20
2006-07	691	475	1166	135	13.09
2007-08	726	645	1371	205	17.58
2008-09	1456	705	2161	790	57.62

Source: Annual Work Plan and Budget for 2005-06 to 2009-10 for SSA published by Education (School) Department, West District Zonal Office.

DEO (West) stated (September 2009) that the decrease in enrolment was due to reduction in birth rate and change of residences out of the district.

v) Drop out

At the beginning of the audit period covered (1-4-2004) the drop out rates both at the primary and the upper primary were comparatively high (19.23 *per cent* and 27.14 *per cent* respectively). The drop outs were mainly due to lack of interest, earning compulsion, failure, discontinuation of study by some tribal students in the upper primary level due to change of medium of instructions from Kokbarak to Bengali. The dropout rate reduced to 5.94 *per cent* and 12.51 *per cent* at the primary and the upper primary respectively at the end of the review period i.e. 2008-09. Consequently, the out of school children reduced from 4410 in 2004 to 1802 in 2009.

vi) Coverage of habitations

As on 31 March 2009, 329 (10.8 *per cent*) out of 3040 habitations of the district were yet to have elementary education facilities and as against SSA norms of at least one upper primary school for every two primary schools in a particular habitation, 51 such habitations spread over eight education blocks of the district, mostly tribal-habitated, had no upper primary school.

vii) Physical Infrastructure

The status of infrastructure in elementary schools in the district is given in Table No. 5.

Table No. 5

Year	Total No. of schools		No. of schools without drinking water facility		No. of schools without common toilet facility		No. of schools without girls' toilet facility		No. of schools without special ramp for disabled children	
	Primary	Upper primary	Primary	Upper primary	Primary	Upper primary	Primary	Upper primary	Primary	Upper Primary
2004-05	636	344	306	62	295	143	501	257	NA	NA
2005-06	678	353	230	122	292	104	575	237	506	191
2006-07	691	475	303	157	333	192	541	312	469	296
2007-08	726	645	265	228	379	200	605	137	565	382
2008-09 (with %)	1456	705	333 (22.9)	159 (22.6)	354 (24.3)	224 (31.8)	107 (7.35)	409 (58)	203 (13.9)	363 (51.5)

Source: Annual Work Plan and Budget for 2005-06 to 2009-10 for SSA published by Education (School) Department, West District Zonal Office.

As can be seen from the above table, there was all-round shortfall of infrastructural facilities both in the primary and the upper primary schools. The percentages of upper primary schools not having common toilet, girls' toilet and special ramp for the disabled children were as high as 31.8 per cent, 58 per cent and 51.5 per cent respectively. Drinking water facility could not be provided to about 23 per cent children both in the primary and upper primary level.

Although kitchen-sheds for cooking Mid-day meal for the students were available in 17 out of 24 schools test-checked (71 per cent), the condition of most of them was poor and unhygienic.



Poor and unhygienic condition of Kitchen shed at Maitri Bharati JB School, Buddhmandir, Agartala.

viii) Student-teacher ratio

The overall student-teacher ratio in the district was well within the permissible limit of 40:1 under SSA norms as shown in Table No. 6.

Table No. 6

Year	Primary			Upper Primary		
	Total No. of students	Total No. of Working teachers	Pupil-Teacher Ratio	Total No. of students	Total No. of Working teachers	Pupil-Teacher Ratio
2004-05	195511	9639	20.28: 1	92235	6109	15.10: 1
2005-06	215994	8845	24.42: 1	100118	5861	17.08: 1
2006-07	209744	9627	21.79: 1	103114	6165	16.73: 1
2007-08	192034	10078	19.05: 1	102232	6931	14.75: 1
2008-09	185730	9489	19.57: 1	106826	5240	20.39: 1

Source: Annual Work Plan and Budget for 2005-06 to 2009-10 for SSA published by Education (School) Department, West District Zonal Office.

A review of the said ratio in the 24 test-checked schools spread over four Education Blocks revealed that the deployment of teachers in the schools was erratic. While a primary school had one teacher for every three students, another school had a teacher for every 30 students. Similarly, in the upper primary level also the teacher-student ratio varied from 5 to 37. The uneven distribution of teachers can be highlighted by the fact that while a school with 337 students had nine teachers, a school with 70

students had 20 teachers. The distribution of teachers in the schools therefore, was uneven and needs to be reviewed for remedial action.

ix) Female teachers

The number of female teachers under SSA norms should not be less than 50 per cent of the total teachers, whereas only 36.33 per cent of the teachers were female (5350 out of 14729), necessitating more initiative to recruit female teachers in the district. As on 31 March 2009, 44.58 per cent of primary teachers and 38.72 per cent of the upper primary teachers were yet to be trained as per NCERT guidelines. The year-wise position for the audited period is given in Table No. 7.

Table No. 7

Year	Primary				Upper Primary			
	No. of working teachers	No. of trained teachers	No. of untrained teachers	Percentage of untrained teachers	No. of working teachers	No. of trained teachers	No. of untrained teachers	Percentage of untrained teachers
2004-05	9639	2830	6809	70.64	6109	2310	3799	62.19
2005-06	8845	3566	5279	59.68	5861	2360	3501	59.73
2006-07	9627	5778	3849	39.99	6165	3675	2490	40.39
2007-08	10078	6177	3901	38.71	6931	4204	2727	39.35
2008-09	9489	5259	4230	44.58	5240	3211	2029	38.72

Source: Annual Work Plan and Budget for 2005-06 to 2009-10 for SSA published by Education (School) Department, West District Zonal Office.

x) Training of regular teachers

As per SSA norms the untrained teachers should be given at least 60 days' in-house training to enrich them for quality teaching to the age group of 6-14 years. Annual Work Plans of the West Tripura District revealed that during 2004-05, 2005-06, 2007-08 and 2008-09, none of the untrained teachers were given 60 days' training. No information in this regard was made available for 2006-07.

xi) Training of contract teachers

Shortage in the strength of regular teachers was augmented from time to time by appointing contract teachers. The year-wise number of contract teachers appointed during the audited period and their training status are shown in Table No. 8.

Table No. 8

Year	Primary			Upper Primary		
	Total no. of contract teachers (C/T)	C/T given 60 days training	C/T not given 60 days training	Total no. of contract teachers. (C/T)	C/T given 60 days training	C/T not given 60 days training
2004-05	246	Nil	246	220	Nil	220
2005-06	150	Nil	150	Nil	Nil	Nil
2006-07	267	58	209	93	61	32
2007-08	Nil	309	309	18	256	238
2008-09	194	Nil	194	171	Nil	171
Total	857	367(42.8%)	490*	502	317(63.1%)	185*

*194 Primary and 171 Upper Primary Teachers were given 30 days training. In addition, 329 Primary and 33 Upper Primary Teachers were also given 10 days training.

Source: Annual Work Plan and Budget for 2005-06 to 2009-10 for SSA published by Education (School) Department, West District Zonal Office and information furnished by DEO (W)

It can be seen from the above table that effective steps were not taken to ensure quality education by imparting training to regular and contract teachers adequately, despite spending Rs. 6.11 crore during the last five years.

xiii) Impact Assessment

The impact of SSA activities in the district during the last 5 years can be gauged from a comparative study of some important parameters as detailed in Table No. 9.

Table No. 9

Position as on	No. of children (Pry + U. Pry)		Dropout rate	Regular teachers (Pry + U. Pry)		Contract teachers (Pry + U. Pry)		Total no. of School (Pry + U. Pry)	Availability of infrastructural facility (Pry + U. Pry)		
	Eligible	Enrolled		Trained	Un-trained	Trained	Un-trained		Drinking water	Common toilet	Girls' toilet
1.4.04	292156	287746 (98.49%)	P:19.23 UP:27.14	5140	10608	Nil	246	980	612 (62.4%)	542 (55.3%)	222 (22.7%)
1.4.09	294358	292556 (99.38%)	P: 5.94 UP:12.51	8470	6568	Nil	857	2161	1669 (77.2%)	1583 (73.2%)	1645 (76.1%)

Source: Compiled from Table 4, 5, 7, 9, and 10, and Annual Work Plan & Budget for 2005-06 & 2009-10.

Table above indicates that there was significant achievement in creation of schools and also a net increase in the enrolment. However, deployment of trained teachers remained unaddressed. Development of infrastructural requirements like drinking water and common toilet facilities was slow. However, there was significant improvement in providing girls' toilet facility.

To sum up, many schools in the district were lacking in basic infrastructure/facilities. Besides, deployment of teachers was uneven and effective steps were not taken to train the teachers properly to ensure quality education. There was also no mechanism to evaluate/check the students literacy levels which would in turn reveal how un-trained teachers have negatively impacted the quality of education in the State. The target of bringing all children within age group of 6-14 years to school by 2003 could not be achieved in the district till date. Hence, the next target of ensuring all children to complete 5 years of primary schooling by 2007 had also remained unachieved and the target of ensuring 8 years of elementary schooling by 2010 remains doubtful.

Recommendation

Basic infrastructure/facilities should be provided on a priority basis in all the schools, especially at the elementary level, to ensure an appropriate environment for teaching and learning. Effective steps should be taken to train the teachers properly to ensure quality education.

5.2 Urban Development

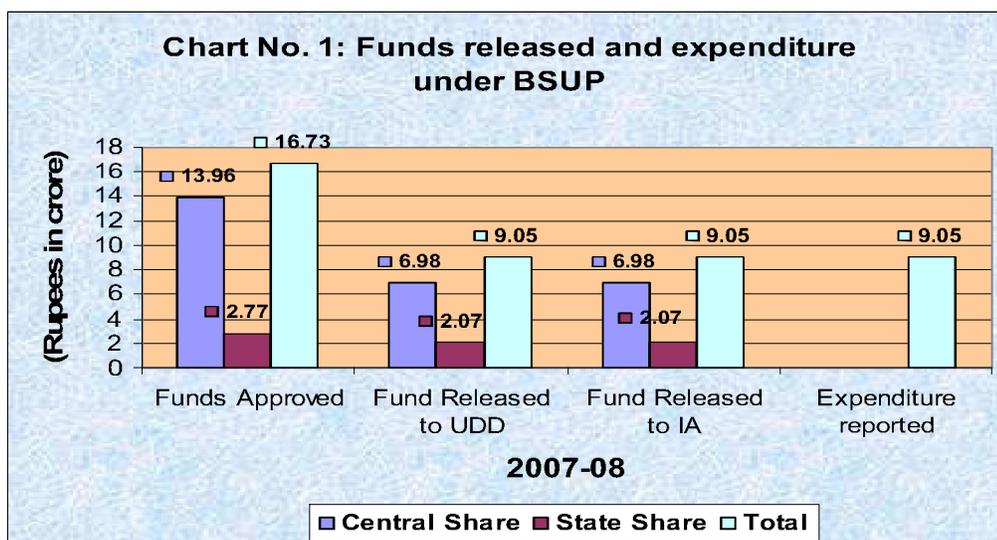
5.2.1 Jawaharlal Nehru National Urban Renewal Mission (JNNURM)

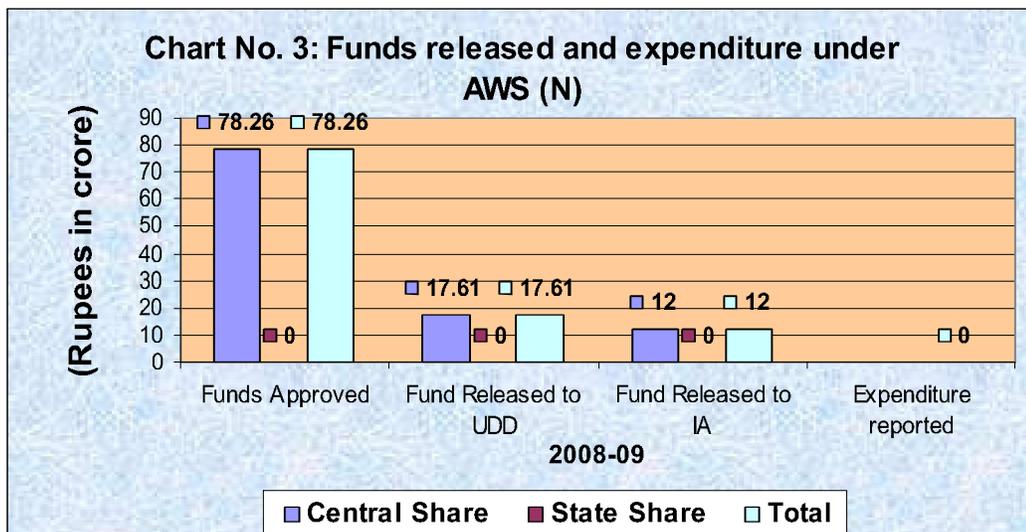
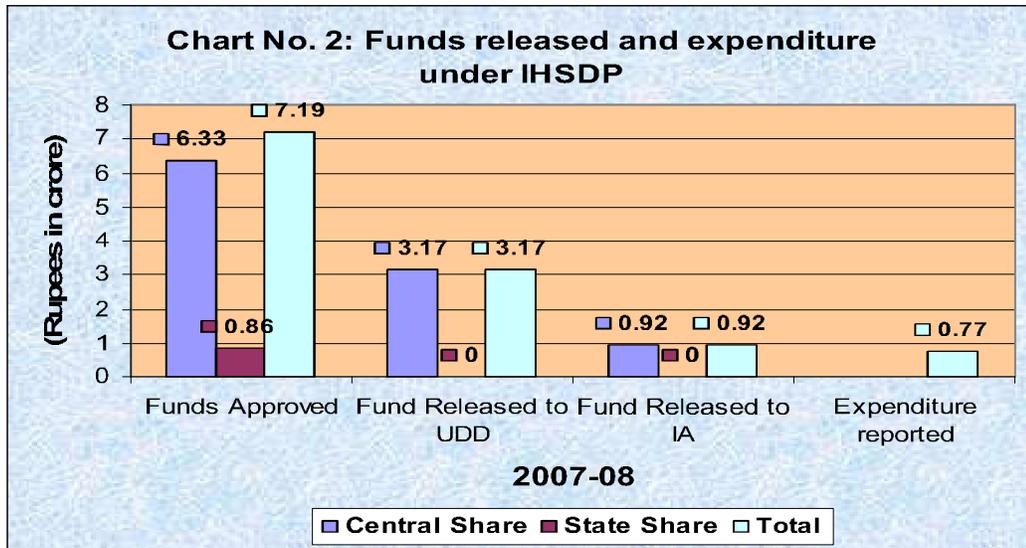
i) Introduction

The rising urban population over the years has given rise to increase in the number of urban poor. The ever increasing slum population is causing tremendous pressure on basic urban services and infrastructure. In order to cope with the various problems that have emerged as a result of rapid urbanisation, GOI felt the need to draw up a coherent urbanisation policy to implement projects in select cities on mission mode, which has been named “Jawaharlal Nehru National Urban Renewal Mission” (JNNURM). For North Eastern Region, the project was sponsored at 90:10 ratio of financial share between the Centre and the State/ Urban Local Bodies/ Parastate including Beneficiary Contribution. The scheme was to be implemented in seven years from 2005-06 to 2011-12.

ii) Receipt and Expenditure

GOI approved three schemes under JNNURM for the West Tripura District viz. Basic Services for Urban Poor (BSUP) at Agartala for Rs.16.73 crore; Integrated Housing & Slum Development Programme (IHSDP) at Teliamura for Rs.7.19 Crore during 2007-08, and Agartala Water Supply (AWS) at North Zone of Agartala City for Rs.78.26 Crore during 2008-09. Funds released and the expenditure incurred on these schemes as on 31 March 2009 are shown below in the bar chart Nos. 1, 2 and 3 respectively:





Source: Information furnished by the Urban Development Department.

Capacity Building

Besides the above, GOI released Rs. 4.37 lakh in March 2007 for Capacity Building Activities including Research and Training towards implementation of BSUP and ISHDP. The funds were received in April 2007 and released to the Urban Development Department (UDD) in June 2007. The UDD had sub-allocated the entire funds to the CEO, AMC in March 2008, but imposed restriction on spending the same without further authorisation by them. Consequently, the fund was lying unutilised for more than two years.

The audit findings on the utilisation of the above funds are given in the succeeding paragraphs.

5.2.1.1 Basic Services for Urban Poor

i) Objectives

Basic Services for Urban Poor (BSUP) was aimed at relocating 256 identified families of slum dwellers residing on Government land in the Agartala Municipal Area by vacating them to four storied buildings (8 Nos.) with other basic infrastructural facilities to be constructed on an alternate location.

ii) Delay in release of JNNURM funds

The State was required to release the JNNURM funds received from the GOI to the Implementing Agency without any delay, failing which the funds would be recovered from the State Government with interest for the period of default.

There were delays in release of funds by the State to the Implementing Agency (AMC). Besides, there were further delays by AMC in releasing funds to the executing agency (NBCC⁹) as shown in Table No. 10.

Table No. 10

(Rupees in crore)

Release Reference	Release by GOI to the State		Release by State to the AMC		Release by AMC To the NBCC		Delay by State in days	Delay by AMC in days	Remarks
	Amount	Date	Amount	Date	Amount	Date			
1 st Instalment of Central share	3.49	17.7.07	3.49	5.10.07	3.49	14.11.07	80	40	Time gap between the 1 st and the 2 nd Instalments of Central share was 525 days
2 nd Instalment of Central share	3.49	23.12.08	3.49	9.2.09	3.49	3.3.09	48	22	
1 st Instalment of State share	-	-	1.50	31.7.07	0.35	14.11.07	-	106	Reflected in the Progress Report of BSUP for March 2009
					1.03	10.6.08	-	314	
					0.12*	NA	-	-	
2 nd Instalment of State share	-	-	0.57	31.1.08	0.57*	NA	-	-	Reflected in the Progress Report of BSUP for March 2009
Total	6.98		2.07		1.38				

* Not taken in the total shown by Audit as the amount having been released to NBCC in absence of Sanction Memo, although these were included in the Progress Report for March 2009.

Source: Information furnished by the Urban Development Department.

The delay in release of funds caused delay in commencement of the programme by at least three months. No recovery of either the grant or any penal interest thereon was, however, made.

As seen from above, the 2nd instalment of Central share was released after 17 months of release of the 1st instalment. The delay was primarily due to the late submission of

⁹ National Building Construction Company

requisite documents like reports on Slum Survey by the UDD/AMC and non utilisation of minimum permissible portion of the 1st instalment.

iii) Target and Achievement

The project with an approved (April 2007) project cost of Rs. 16.73 crore¹⁰ including 3 per cent contingency and 5 per cent administrative and office expenses (Central Share: Rs. 13.96 crore, State Share: 2.77 crore) was planned to be completed by 2008 in two phases viz 40 per cent of housing and infrastructure project to be completed in 2007 and the rest 60 per cent in 2008. The cost per dwelling unit worked out to Rs.4.29 lakh.

As of March 2009, an expenditure of Rs.9.05 crore (54.09 per cent) and completion of 74 per cent works were reported. As against the mismatch between the financial and the physical achievements, the executing agency (NBCC) stated that it had incurred excess expenditure from its own sources and there had already been time overrun of 13 months up to January 2010.

The GOI approved the project in April 2007 based on a DPR including a list of the 256 beneficiaries living in Lenin Colony and Jyotirmoy Colony under Ward No.3 of the AMC area at Kunjaban, all certified to belong to below poverty line (BPL), which was, however, noticed in audit to be faulty as per the latest Slum Survey.

iv) Selection of beneficiaries

Cross-verification with the latest report (October 2008) on Slum Survey revealed that 111 families included in the beneficiary list were not slum dwellers since the aforesaid two colonies together had only 145 slum families. A new colony viz. Goyala Basti under Ward No. 2 was stated to be subsequently included by AMC to match the number of slum families (256) shown in the DPR to enable release of 2nd instalment of Central share (release of which was held up for long). Revised list with details of economic status of the newly included beneficiaries and recommendation of the Member of the newly included Ward No.2 was not available on record. The entire selection process based initially on a faulty list and then on an unverified list, lacked transparency, thus, requiring review by the Government for appropriate action.

The Director, UDD in his reply stated (December 2009) that the initial list of 256 beneficiaries was being verified through an ongoing survey to ascertain their genuineness with regard to economic status and other aspects as per format devised by AMC. He further informed (January 2010) that the survey of 206 beneficiaries had been completed and also furnished a fresh list of 206 beneficiaries all of whom were found to be from Ward No. 3 only and none from Ward No. 2. The fresh list also included three new localities viz. Kumaritilla Lake, Kunjaban Township and Harijan Colony within Ward No. 3, with 17 additional beneficiaries. However, the economic

¹⁰ Cost of building: Rs. 10.98 crore; Infrastructure Cost: Rs. 5.75 crore

and other statuses of the 206 beneficiaries were not on record. The position as regards the remaining 50 beneficiaries was also not furnished (February 2010).

5.2.1.3 Integrated Housing and Slum Development Programme (IHSDP) at Teliamura

i) Objectives

Under this component of JNNURM, housing facility was to be provided to the selected beneficiaries of identified slum areas within Teliamura Nagar Panchayat along with essential amenities like Water supply, Sanitation, Storm Water Drain, Pathway, Street Lighting and Solid Waste Management.

ii) Delay in release of funds

GOI released Rs. 3.17 crore (Rs. 0.92 crore in December 2007 and Rs. 2.25 crore in January 2008) towards 50 *per cent* of its share (Rs.6.33 crore) against the total project cost of Rs.7.19 crore. It was stated in the release orders that in case of delay in releasing the amount on the part of the State Government to the implementing agency, it would be recovered with penal interest. The State Finance Department however, released the funds to the UDD in March 2008 and April 2009 respectively i.e. after 3 months and 15 months of receipt from the GOI. The UDD in turn made first release to the Implementing Agency i.e. Nagar Panchayat, Teliamura in March 2008 (Rs. 92 lakh). No State share out of the due amount of Rs. 86 lakh was released till date. No recovery was made by GOI for the delay by the State in releasing the funds. The implementation of the programme commenced in third week of July 2008. The delay in release of Central share by the State delayed commencement of the scheme by at least three months.

iii) Target and Achievement

400 beneficiaries from 20 slum areas were targeted at a cost of Rs. 7.19 crore (Rs. 3.60 crore for dwelling units @ Rs. 90,000/- per house, inclusive of Rs. 9,650/- for Sanitation Unit *plus* Rs. 3.59 crore for other amenities). No time-schedule for completion of the total number of dwelling units was framed. Each beneficiary was required to contribute 10 *per cent* of the unit cost.

An expenditure of Rs. 76.95 lakh had been incurred till 31 March 2009, and 59 houses had been completed as against an interim phase-wise target fixed by the Department for completing 68 houses by February 2009. None of the amenities had yet been provided, rather two items *viz.*, flooring and partition wall were dropped to adjust non contribution by beneficiaries. No beneficiary contribution had yet been received. Although the houses had recently been occupied by the beneficiaries, the objective to improve hygienic condition remained unfulfilled due to providing 'below specification' houses and for not providing the essential amenities, leaving scope for further demands in future.

iv) Selection of Agency and Execution

No tender/ expression of interest were invited for selecting the Executing Agency despite Department's suggestion to finalise it through the State Level Coordination Committee (SLCC). In a meeting of the Teliamura Nagar Panchayat on 28 June 2008, it was decided that all the 400 houses under the project would be constructed by an NGO viz. "NB Institute, Arkaneer" of Bishalgarh. In the agreement signed with the agency no specific completion period was prescribed.

The agency was paid Rs. 57.60 lakh for 72 houses @ Rs. 0.80 lakh per house. Besides, Rs. 9.35 lakh and Rs. 10 lakh were advanced to one Junior Engineer (JE) of the Nagar Panchayat for 11 houses @ Rs. 0.85 lakh and to the Electrical Division for electrification respectively. The reasons for paying advances to the JE for 11 houses, when all the works were decided to be executed through the said agency were not on record. No completion period was also prescribed for implementation of the works for both the JE and the Electrical Division.

5.2.1.4 Agartala Water Supply (AWS) Project (North Zone)

i) Objectives

The project was approved by GOI in 2008-09 under JNNURM for Rs.78.26 crore (Central Share: Rs. 70.43 crore, State Share: Rs. 7.83 crore), to be completed by 2010. The main objective of the project was to revamp the existing water supply system in the northern zone of the city through total replacement of the old pipe lines.

ii) Financial and Physical status

First instalment of Rs.17.61 crore was released by GOI in October 2008. However, the matching State share was not released (30 October 2009). The Central share was released by the State to AMC in February 2009, who then advanced Rs.12 crore to the Executing Agency viz NBCC in April 2009 and Rs. 4.49 lakh to the Tripura State Electricity Corporation Ltd. (TSECL) in September 2009 towards the cost of construction of substation and LT line extension. The balance amount (Rs 5.56 crore) was still retained by AMC (December 2009).

As of December 2009, the work had not yet started due to non-availability of land. The land was arranged and handed over to the NBCC only in January 2010.

In sum, lack of initiative for Capacity Building along with delay in release/short release of funds to the executing agency caused delay in implementation. Selection of beneficiaries for BSUP lacked transparency and did not match with the number of slum families identified in the location as per survey report. For IHSDP, relaxation in payment of beneficiary contribution was allowed at the cost of curtailment in specification contained in the approved plan leaving scope for further demand. Both in the planning and execution stage, the Mission suffered from lack of adequate monitoring so as to ensure completion of projects, which ultimately had an adverse impact on the benefits for the targeted group.

Recommendation

Proper planning and strict adherence to implementation schedules are required to reduce all round delays. Timely release of Central funds as also the State's matching share to the Implementing Agency should be ensured. Selection of beneficiaries should be more transparent. Dilution and curtailment of approved items should be avoided as it compromises the achievement of objectives and could lead to further demand for the curtailed amenities in near future.

Chapter 6: Economic Services

6.1 Employment Generation

The GOI and the State Government have initiated numerous measures to make a dent on poverty, unemployment and the slow pace of progress in rural economy. In addition, provision of food security, especially to the poor and vulnerable sections of the society, has been envisioned as one of the important components of an inclusive growth of the economy. One of the most important schemes sponsored by the Central Government for providing employment in the rural areas as a means of poverty alleviation was Sampoorna Grameen Rozgar Yojana (SGRY). The programme was to be closed on 31 March 2008 in pursuance of introduction of another rural employment guarantee oriented scheme throughout the country viz. NREGP¹⁸ under an Act of Parliament, which in phases covered all the districts of the country w.e.f. April 2008.

(a) Sampoorna Grameen Rozgar Yojana (SGRY)

i) Introduction

The objectives of the scheme were to provide additional wage employment partly in cash and partly through food-grains to the rural poor who were in need and willing to do manual and unskilled work in and around their village, and to create durable community, social and economic assets and infrastructure in rural areas. Towards this end, the GPs were to submit work proposals through the BDOs to the DRDA, based on a comprehensive *shelf of works* to be approved and included in the Annual Action Plan at the beginning of the year as well as in a Perspective Plan. The district had not prepared any Perspective Plan and only two out of four selected blocks had prepared Annual Action Plan. Consequently, works were proposed on a perceived need basis, rather than in a planned and coordinated manner, resulting in overlaps in execution of works and underutilization of available funds. Also, there was no database at the district/DRDA level, detailing the developmental works undertaken and assets created in various Blocks and GPs.

ii) Planning

SGRY guidelines require preparation of independent Annual Action Plan by each Zilla Parishad/ DRDA, Intermediate Level and Village Panchayat and its approval before commencement of each financial year, and without forming a part of this Action Plan no work can be taken up. Further, the guidelines require priority to be given to completion of incomplete works, if any, of the previous year over new works, and no work shall also be taken up which cannot be completed in one year or at the most, within two financial years. It was further envisaged in the guidelines that diversion from one work to another and from one Gaon Panchayat (GP) to another would not be permitted.

It was noticed that neither the DRDA nor any Village Panchayat under the West Tripura District prepared such Annual Action Plan. Out of 4 sampled Blocks, the BDOs of two Blocks viz. Teliamura and Bishalgarh did not prepare any Action Plan. Non-preparation

¹⁸ National Rural Employment Guarantee Programme

of Annual Action Plans at various stages deprived the planning process of effective Community participation and failure to follow such Plans resulted in discretionary action including violation of SGRY guidelines during implementation of the projects as elucidated in succeeding paragraphs.

iii) Receipt and Expenditure for SGRY

The SGRY was funded on 75:25 basis by the GOI and the State Government. The year-wise position relating to the funds received by DRDA, West Tripura and utilisation thereagainst during 2004-09 is given in Table No. 11.

Table No. 11

(Rupees in crore)

Year	Previous Balance (OB)	Total funds placed with				Total i/c OB	Expenditure	Balance (CB)
		Block Level	GP Level	Other Departments	Total			
2004-05	7.86	8.68	8.83	2.16	19.67	27.53	18.33	9.20
2005-06	9.20	8.17	8.53	2.86	19.56	28.76	28.76	Nil
2006-07	Nil	8.94	8.82	1.34	19.10	19.10	14.82	4.28
2007-08	4.28	3.49	1.97	0.31	5.77	10.05	5.58	4.47
2008-09	4.47	Nil	Nil	0.01	0.01	4.48	2.38	2.10
Total		29.28	28.15	6.68	64.11		69.87	

Source: Information furnished by PD, DRDA (W).

From above it is seen that Rs. 2.10 crore remained unutilised even beyond March 2009 although the scheme was supposed to be closed on 31 March 2008. This was mainly due to non adherence to the guidelines which prohibit works being taken up with a completion period of more than one year. The works taken up were mainly for construction of Panchayat Ghar, Community hall, Brick soling road, Bridge etc. In the absence of specific target and adequate planning for achieving the same and due to failure in utilising the funds in time, the implementation of the scheme was far from satisfactory.

iv) Funds flow to selected Blocks

It was noticed in audit that the entire funds received in the selected blocks were reported to be expended in the year of the receipt. However, audit scrutiny revealed that funds were shown as expenditure on mere placement of funds/advances to the implementing officers (IOs) even though the funds were lying unspent with the IOs at the end of each year. Audit scrutiny revealed that the unspent funds lying with the IOs at the end of March 2007 and March 2008 was Rs.130.34 lakh in four blocks and Rs. 31.23 lakh in two blocks respectively.

v) Employment generation under SGRY

The details of employment generated under this scheme during 2004-07 as reported by the DM&C to the GOI are shown in Table No. 12.

Table No. 12

Year	Mandays for SC/ST (Rs.in lakh)	Mandays for others (Rs.in lakh)	Total mandays generated (Rs.in lakh)	Mandays for women (Rs.in lakh)	Value/quantity of rice utilized for wage	Nos of works involved
2004-05	24.83	16.56	41.39	12.42	Rs.8.71 crore	5915
2005-06	36.68	36.74	73.42	22.00	11947 MT	9177
2006-07	23.58	15.75	39.33	11.81	7336 MT	5543
Total	85.09	69.05	154.14	46.23	-----	20635

Source: Figures furnished by the DM&C (W)

Despite instructions of the GOI, MoRD to discontinue SGRY on 31 March 2008, expenditure on the scheme continued. The consolidated figures of mandays generated, foodgrains utilized, number of works involved etc. could not be made available to audit for the period after 2006-07.

vi) Fund management

An amount of Rs. 24 lakh was invested by the BDO, Bishalgarh Block on several occasions in short term Fixed Deposits at Tripura Gramin Bank, between March 2007 and September 2007. Interest earned was segregated from the SGRY funds and exhibited as 'Interest on SB A/c' from which expenditure not related to the scheme was being incurred after obtaining permission from the District Magistrate. Cases were also noticed where SGRY funds were first diverted to Swarnajayanti Grameen Swarozgar Yojana (SGSY) and then invested in Fixed Deposits (two sums each amounting Rs. 2.50 lakh).

The deposits/ withdrawal traceable in the SGRY Bank Pass Book of the respective GPs were not found to be credited/ debited in the Cash Books concerned as shown in Table No. 13.

Table No. 13

Sl. No.	Name of the GP/ VC	Name of the Block	Amount and date of credit in the bank a/c	Amount and date of debit in the bank a/c	Remarks
1)	Paschim Howaibari GP	Teliamura	Rs. 11664/- (28-07-04)	--	Not traceable in the Cash Book
2)	Paschim Teliamura GP	Teliamura	---	Rs. 99200/- (05-10-08)	-Do-
3)	Bishramganj GP	Bishalgarh	Rs. 15566/- (01-12-2005)	--	-Do-

Source: Cash Book and Pass Book of the GPs concerned

vii) Outstanding advances

In three selected blocks¹⁹, test-check of Advance Registers revealed that Rs. 22.73 lakh remained unadjusted (January 2010) against advances paid to 29 Implementing Officers (IOs) for 61 works during the period from March 2006 to January 2008 (**Appendix III**). In view of the discontinuation of the scheme in the West Tripura District on 31 March 2008 following introduction of NREGP, non-adjustment of advances for more than one and a half year was subject to risk of misappropriation.

¹⁹ Teliamura Block, Melaghar Block and Mohanpur Block

Reasons for the advances remaining unadjusted for more than one and a half year, though called for, had not been received. Further recovery position was also awaited (January 2010).

viii) Prohibited Works

While SGRY guidelines prohibited certain categories of works, three of the four selected BDOs had taken up 14 such works (**Appendix IV**) involving Rs. 73.78 lakh. Reasons for selecting the works not permissible under SGRY guidelines, though called for, had not been received (January 2010).

ix) Expenditure on transportation of foodgrains

While Para 2.7 of the SGRY Guidelines envisages that the transportation cost and other handling charges for SGRY foodgrains will be borne by the State Government from its own resources, the DM&C (W) had sanctioned from both Central and State share of SGRY funds, Rs.1.17 crore towards transportation cost of foodgrains from provisions for payment of SGRY wages (Rs. 17.85 lakh in 2004-05 in favour of the Director, Food, Civil Supplies & Consumer Affairs; Rs. 80.99 lakh in 2005-06 and Rs. 18.34 lakh in 2006-07 in favour of 16 BDOs).

Further, the expenditure during 2005-06 included Rs. 29.87 lakh paid from the Central share for 11947 MT of rice @ Rs. 250/- per MT, whereas the balance amount of Rs. 51.12 lakh was paid from the State share for 10023 MT of rice @ Rs. 510/- per MT. By allowing higher rate of transportation cost in the same year for no recorded reasons, the State was burdened with extra share of Rs. 34.41 lakh. Reasons for incurring inadmissible and extra expenditure, though called for, had not been received (January 2010).

x) Works with higher material cost

SGRY guidelines provide that works taken up should be labour intensive. Works requiring larger component of materials like cement, steel etc should not be sanctioned unless the cost on material component is provided from funds of other sectoral programmes.

While implementing the scheme during 2004-07, four BDOs violated the above stated provision of the guidelines in 50 out of the total 161 GPs / ADC villages under these four Blocks as shown in Table No. 14.

Table No. 14

(Rupees in lakh)

Sl. No	Name of the Block (with the No. of GPs involved)	Year of issuing Work Orders	Total number of works involved	Total estimated cost	Total material cost	Variation of percentage of material cost over total cost
1.	Mohanpur (23)	2004-05	8	15.56	13.08	74-88
		2005-06	19	25.70	21.44	65-90
		2006-07	21	44.31	37.87	64-94
2.	Teliamura (5)	2004-05	5	7.62	6.64	85-89
		2005-06	3	8.13	6.96	84-88
3.	Bishalgarh (12)	2004-05	6	17.35	14.95	80-90
		2005-06	4	11.87	10.61	87-90
		2006-07	5	12.86	11.09	84-88
4.	Melaghar (10)	2004-05	7	20.73	17.57	81-89
		2005-06	1	2.24	2.00	90
		2006-07	5	13.82	11.71	73-91
Total	50 GPs in four Blocks	2004-07	84	180.19	153.92	64-94

Source: Compiled from Work Order Register, Assets / Project Register of the concerned Block for SGRY.

In 84 Nos. of the above cases, the total cost of the work comprised 64 per cent to 94 per cent cost on materials (the weighted average being more than 85 per cent), which undermined the purpose of the scheme to generate additional wage employment. Besides, the Purba Gandhigram GP (Mohanpur) and the Kamalasagar GP (Bishalgarh) spent Rs. 0.75 lakh and Rs. 0.12 lakh on Electric Poles and Lamp Post through TSECL²⁰, and purchase of 46 Drinking Water Taps respectively which totally violated the spirit and norms of SGRY guidelines as no employment was generated.

On this being pointed out by Audit, the BDO, Bishalgarh asked (January 2010) the PS concerned to refund the amount of Rs. 0.12 lakh through TR5. Response from the BDO, Mohanpur was awaited (February 2010).

Reasons for selecting works with larger components of materials or without any wage at all, though called for, had not been received (January 2010).

xi) 100 per cent wage through rice

While allowing wages under SGRY to be paid partly in foodgrains and partly in cash, SGRY guidelines prescribed that a minimum of 25 per cent of the wages were to be paid in cash. The BDO Mohanpur Block implemented 12 works (out of 214 under this Block during the year 2004-05), for a total Estimated Cost of Rs. 5.98 lakh by providing only rice and without paying any cash wages to the skilled and unskilled workers (Appendix V).

xii) Diversion of Funds to other programmes

SGRY guidelines provides for dovetailing of funds from other programmes for the works permissible under SGRY with the funds of the latter but not vice versa. It was also stated therein that SGRY funds should not be used as a substitute for departmental Plan funds of different departments and agencies.

²⁰ Tripura State Electricity Corporation Ltd.

The BDO, Mohanpur during the period 2004-05 to 2006-07 had taken up from SGRY at least 9 works, for a total Estimated Cost of Rs. 13.37 lakh, of such nature which fall within the specific scope of other Departmental programmes (**Appendix VI**).

xiii) Audit Findings in the selected GPs/ VCs

Test-check of records in 34 sampled GPs/VCs of the four selected Blocks revealed various categories of irregularities in implementation of the projects taken up under SGRY. A few of such cases with brief particulars of the work/ name of the GP/VC and the Block involved are discussed below.

(1) Doubtful implementation under SGRY

a) Purba Gandhigram GP	
Name of the constructional work : Community Hall	Specific findings: The exact construction site could not be shown to audit. Completed construction was available at one site (near Panchayat Office) but funded from SGSY as per display board on the wall and the work order placed for the work. Constructions shown at other two sites were incomplete. Hence, the implementation of the work seems doubtful.
Name of the GP/VC & the Block : Purba Gandhigram, under Mohanpur Block	
Estimated cost and Reported expenditure: 5.36 lakh	
Date of Work Order: 29-11-2005	
Proposed site: Not specified	
Progress of Work: Reported to be completed	
Site at which such construction was shown: 3 unconfirmed sites	
	
Community Hall at Purba Gandhigram Gaon Panchayat	
b) Kamalasagar GP	
Name of the constructional work : Public Library and Reading Room	Specific findings: The construction shown was funded from another CSS viz. BADP as per the Annual Report of Kamalasagar
Name of the GP/VC & the Block : Kamalasagar GP, Under Bishalgarh Block	
Estimated cost and Reported expenditure: 2.76 lakh	
Date of Work Order: March 2006	
Proposed site: Not specified	
Progress of Work: Reported to be completed	
Site at which such construction was shown: Opposite to the Panchayat Office.	

 <p>A photograph of a two-story pink building with a sign that reads 'LIBRARY KAMALASAGAR GRAM PANCHAYAT BISHALGARH BLOCK'. A smaller sign in front says 'DEVIPUR HIGH SCHOOL'. There is also a green sign on the wall with Bengali text.</p>	<p>GP for the year 2006-07. Hence, implementation of the work under SGRY is doubtful.</p>
<p>c) Madhupur GP</p>	
<p>Name of the constructional work : Market Stalls, Public Bathroom and Toilet</p> <p>Name of the GP/VC & the Block : Madhupur GP, under Bishalgarh Block</p> <p>Estimated cost and Reported expenditure: 3.01 lakh</p> <p>Date of Work Order: March 2006 & January 2007.</p> <p>Proposed site: Madhupur Bazar</p> <p>Progress of Work: Reported to be completed</p> <p>Site at which such construction was shown: As above.</p>	<p>Specific findings: Market stall was not found during physical verification. Public bathroom and toilet was funded from another CSS viz. BADP as per the display board on the wall. Hence, implementation of the work under SGRY is doubtful.</p>
 <p>A photograph of a white building at night. A sign on the wall reads 'পাবনা সড়কভাঙ্গার প্রাচীর' (Pabna Road Bhangar Prachir) and 'সড়কভাঙ্গার প্রাচীর' (Road Bhangar Prachir). Another sign says 'সড়কভাঙ্গার প্রাচীর' (Road Bhangar Prachir) and 'সড়কভাঙ্গার প্রাচীর' (Road Bhangar Prachir). There is a window with a metal grille and a door.</p>	
<p>d) Devipur GP</p>	
<p>Name of the constructional work: Brick Soling Road from Kanania Bazaar to Border road. (Gr. I & II)</p> <p>Name of the GP/VC & the Block : Devipur GP under Bishalgarh Block</p> <p>Estimated cost and Reported expenditure: Rs.3.25 lakh each</p> <p>Date of Work Order: October 2005</p> <p>Proposed site: Via Haran Sutradhar House</p> <p>Progress of Work: Reported to be completed</p> <p>Site at which such construction was shown: As above</p>	<p>Specific findings: Supply orders for bricks for both the groups were issued in November 2005 under another CSS viz. BADP, each for Rs. 2.81 lakh which was the estimated material cost</p>

	<p>for each of the SGRY works. Thus, there was overlapping of expenditure of at least Rs.5.62 lakh.</p>
<p>Brick Soling Road from Kanania Bazaar to Border road. (Gr. I & II)</p>	
<p>e) Konaban GP and Lalsingmura GP</p>	
<p>Name of the constructional work: Sinking of Mini Deep Tube Well (2 Nos.)</p>	<p>Specific findings:</p>
<p>Name of the GP/VC & the Block : Konaban GP and Lalsingmura GP under Bishalgarh Block</p>	<p>Sites of the Mini Deep Tube Wells were not traceable, giving rise to doubt about genuineness of the utilization of the funds.</p>
<p>Estimated cost : Rs. 69,121.00 each</p>	
<p>Date of Work Order: September 2006</p>	
<p>Proposed site: To be selected by the GP concerned</p>	
<p>Progress of Work: Reported to be completed</p>	
<p>Site at which such construction was shown:</p>	
<p>For Konaban GP, no record on selection of the site was available; hence could not be visited.</p>	
<p>For Lalsingmura GP, one such record was made available. However, Work Order No. and date therein did not tally with the BDO's Work Order; hence could not be visited.</p>	

(2) Incomplete works for a long period

<p>a) Maiganga GP</p>	
<p>Name of the constructional work : Community Hall</p>	<p>Specific findings:</p>
<p>Name of the GP/VC & the Block : Maiganga GP under Teliamura Block</p>	<p>Work not started for one year resulting in cost escalation of Rs. 10.45 lakh. Fresh Work Order issued in November 2007 and balance funds sought in January 2008 but not sanctioned till December 2009. Meanwhile, the Implementing Officer was advanced Rs. 2.50 lakh from another CSS viz. BADP. The work was still incomplete (January 2010).</p>
<p>Estimated cost : Rs. 7.15 lakh</p>	
<p>Date of Work Order: November 2006.</p>	
<p>Proposed site: Near Maiganga Bazar Railway Over Bridge</p>	
<p>Site at which such construction was shown: As above.</p>	
	
<p>Incomplete construction of Community Hall near Maiganga Bazar Railway Over Bridge for last 3 years</p>	

b) Paschim Teliamura GP	
Name of the GP/VC & the Block : Paschim Teliamura GP under Teliamura Block, diverted to Paschim Howaibari GP under the same Block	
Estimated cost : Rs. 4.03 lakh (Sanctioned amount; Estimate not prepared)	
Date of Work Order: Not issued; but after diversion to Paschim Howaibari GP, issued in January 2008	
Proposed site: Karkaricherra (Later diverted near Howaibari SB School)	
Site at which such construction was shown: Both the sites as aforesaid	
	
Construction of steel bridge at Karkaricherra of Pashchim Teliamura GP, not yet started	Construction of steel bridge near Howaibari SB School of Pashchim Howaibari GP, not yet started
Specific findings: Work Order for the first site not issued for 15 months. Work Order issued only in January 2008 after diversion to another GP (Paschim Howaibari) reportedly due to non-feasibility of execution in the original work site but additional funds of Rs. 7.02 lakh sought for the first site in June 2008. For the new site too, Rs. 3.75 lakh was deposited to RD Stores for supply of materials in April 2009. The work did not start at any of the two sites till January 2010.	
c) Chandigarh GP	
Name of the constructional work : Swimming Pool	
Name of the GP/VC & the Block : Chandigarh GP under Melaghar Block	
Estimated cost : Rs. 18.16 lakh + Rs. 1.86 lakh	
Date of Work Order: June 2006 and March 2007	
Proposed site: Adjacent to Melaghar Block Headquarters	
Site at which such construction was shown: Sites as aforesaid	
	
Incomplete construction of Swimming Pool at Chandigarh GP for more than 3 years	
Specific findings: The work in two spell was due for completion by September 2006 and April 2007. In March 2008, Rs. 4.33 lakh was advanced to Suptd. of Agriculture, Sonamura for beautification of the Pool from another CSS viz. BADP, and also another estimate for Rs. 31.79 lakh was prepared from BADP. The size of the work was thus too big to be managed solely under SGRY and was still incomplete (January 2010).	

(3) Unguarded Box Culvert

A Box Culvert with retaining wall was constructed by the BDO Mohanpur at 22 Card area under Ishanpur GP at a reported cost of Rs. 2.92 lakh (Materials : Rs.2.54 lakh and Wage: Rs.0.37 lakh) against receipt of Rs.3.00 lakh from PTZP for the purpose. Date of completion was shown as 04-08-2007. Cross check with the Budget Control Register of BDO Mohanpur for SGRY (2006-07) however, revealed that an amount of Rs.0.70 lakh only was spent on materials and rupees 0.50 lakh on wages for the said work. The remaining amount (Rs.1.80 lakh) was deposited by two challans in favour of Director of Food & Civil Supply Account being the cost of Transportation Commission/Dealers Commission against 246.71 MT rice. Thus, it is evident that the amount instead of being spent on the work for which funds were sanctioned was diverted for other purposes. This was also corroborated by physical verification of the site by Audit along with officials from the Ishanpur GP which revealed that the culvert was constructed with protection wall at only one side that too of very low height. The other side was totally unguarded. Some villagers also reported that cattle often fell down in the “cherra”²¹ due to absence of side protection.



Unguarded Box Culvert at Ishanpur GP causing frequent falling down of cattle.

xiv) Expenditure from balance SGRY funds beyond the prescribed scheme period

Although the scheme SGRY was to be closed in the District on 31 March 2008 consequent on introduction of NREGP, expenditure under SGRY continued to be incurred in the GPs/ VCs of all the four selected Blocks even upto 2009-10 in certain cases. At the closing stages, four²² of the 10 selected GPs under Melaghar Block allowed repair/maintenance works without creating any community assets.

Advances amounting to Rs. 0.45 lakh and Rs. 0.14 lakh were drawn by Bangshibari GP under Bishalgarh Block in April, 2008 without recording the names of the works in the Cash Book, and also shown to be adjusted without quoting Voucher Nos. etc. Another advance of Rs. 0.54 lakh was drawn and adjusted on two works without quoting any

²¹ Rivulet is locally known as “cherra”

²² Anandapur ADC, Purba Melaghar, Pschim Nalchar and Chandigarh.

Voucher No. and not showing the respective amount spent for each work. In these cases, neither any decision of the Gaon Sabha nor any Work Order was available on record. This expenditure was therefore, suspected to be fraudulent. On this being pointed out by Audit, the BDO, Bishalgarh asked (January 2010) the PS concerned to refund the said amounts through TR5. Further development was awaited (February 2010).

xv) Unapproved/unauthorised Expenditure

In Maiganga GP under Teliamura Block, expenditure on two works of (i) Re-excavation of Irrigation Katcha Channel for Rs. 0.32 lakh and (ii) Re-construction of Katcha Road for Rs. 0.07 lakh were incurred by the Panchayat Secretary (vide Voucher No. 38 and 39 dt. 28-07-07) without approval of the Gaon Sabha, which was in violation of the spirit and norms of the Panchayat Raj Institutions.

The Gaon Sabha of Lembucherra Gaon Panchayat in its meeting dated 10 September, 2007 decided to take up ten works viz. eight katcha roads and two brick soling roads at Rs. 0.75 lakh to be implemented by the then Panchayat Secretary (P/S). Subsequently, the Gaon Sabha in its meeting dated 6 October, 2007 decided to keep the above works in abeyance in pursuance of commencement of NREGS works in the Wards concerned. However, on 23 November, 2007 the entire amount was withdrawn from the bank account and advanced to the Panchayat Secretary for the said works. The adjustments were recorded to have been submitted and cleared between January and April, 2008, although the vouchers could not be shown to Audit. Thus, the expenditure was not duly authorized and violated the spirit and norms of the Panchayat Raj Institutions.

xvi) Part-production of records

Some records were not made available to Audit during test-check of SGRY related to expenditure in the 34 sampled GPs/VCs as shown in Table No. 15.

Table No. 15

Sl. No.	Name of the GP/ VC	Name of the Block concerned	Kind (s) of the records not made available to Audit	Remarks
1)	Bagabasa GP	Melaghar	(i) Cash Book pertaining to the period from January, 2006 to March, 2009, (ii) The related vouchers under SGRY, and (iii) The Minutes of the resolution of the Gaon Sabha	Audit could not exercise due check on six number of withdrawals from the SGRY Bank A/C No. 4712 at Tripura Gramin Bank, Nalchar Branch pertaining to the period from 28 August, 2006 to 11 October, 2007 amounting Rs. 2.19 lakh in total.
2	Madhupur GP	Bishalgarh	Cash Book for the period from 8 October, 2005 to 1 January, 2006	The transactions pertaining to the said period could not be verified in audit, including the closing balance.
3	Uttar Pulinpur VC	Teliamura	SGRY Bank Pass Book	Non reflection of Rs.4834/- and Rs. 47,377/- (placed with the VC direct by the PD, DRDA, West Tripura on 21 May, 2005 and 13 March, 2007 respectively), in the Cash Book remained otherwise unverified, including the SGRY balance which ought to be in hand physically.

xvii) Transition from SGRY to NREGA

As per GOI, MoRD's Press Release on 19 March 2008 containing instructions to ensure smooth transition from SGRY to NREGA, the SGRY works were to be completed by the close of the financial year 2007-08 and the SGRY accounts closed on 31 March 2008. The unspent amount under SGRY was to be transferred to Employment Guarantee Act account. The Press Release further envisaged that no work would be carried out by following SGRY processes after 31 March 2008 and there would be no extension of time under SGRY for completion of these works. Any expenditure incurred from SGRY fund after 31 March 2008 should be on the State account. Full details at the time of the closure of the project should be brought on record and must be sent to the MoRD. A list of incomplete SGRY works as on 31 March 2008 should be displayed at all the levels of the three tier Panchayats. Those incomplete works which were permissible under NREGA could be taken as new projects under NREGA. However, none of these procedural requirements were acted upon even in a single selected Block/GP at the proposed time of the closure of SGRY.

In conclusion, the planning of SGRY works was not proper. The provision of guidelines requiring preparation and approval of Annual Action Plan prior to the financial year was not adhered to resulting in subjective approach in giving priority to works. Prohibited works and works not fulfilling the criteria prescribed in the guidelines etc. were also taken up.

Financial management was poor involving investment of SGRY funds on fixed deposit and keeping the interest accrued thereon out of SGRY funds, unauthorized expenditure on transportation of SGRY foodgrains, huge unspent funds and unadjusted advances lying with implementing officers even after discontinuation of the scheme.

SGRY funds were also diverted to works falling under other departmental programme violating the very spirit behind introducing this employment oriented scheme for the rural poor.

Recommendation

In view of discontinuation of the scheme, time bound action plan for (i) completion of incomplete works (ii) adjustment of advances lying with Implementing Officers and (iii) transfer utilisation of funds lying unspent should be immediately undertaken. Besides, reasons for instances of violation of financial and scheme guidelines and also cases of doubtful implementation of works should be investigated and appropriate accountability fixed.

**(b) National Rural Employment Guarantee Programme (NREGP)
(renamed MGNREGP)**

i) Introduction

To enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment on demand, the National Rural Employment Guarantee Act, 2005 (NREGA) was enacted by Parliament for implementation in all the districts of the country in a phased manner. The Act came into force in the West Tripura District in Phase III of its implementation in the State in the year 2007-08. The State Rural Employment Guarantee Programme (SREGP) formulated under the said Act was to be implemented as a CSS on a cost sharing basis between the Centre and the State.

The work guarantee could also serve other objectives viz. generating productive assets, protecting environment, empowering rural women, reducing rural-urban migration and encouraging social equity, etc.

According to the Act, the rural household would have a right to register themselves at Local Gram Panchayats (GPs), and seek employment. Work was to be provided within 15 days from the date of demand, failing which the State Government would have to pay un-employment allowance at the rates prescribed therein.

ii) Financial Position

The total financial assistance provided for the West Tripura District as a whole for implementation of NREGP during 2007-08 and 2008-09 and expenditure incurred thereagainst, along with the placement of funds and expenditure in the 34 sampled GPs of the four selected Blocks are given in Table No. 16.

Table No. 16

(Rupees in crore)

Particulars	Fund position of West Tripura District	Fund position of the sampled GPs/ VCs				Total of 4 selected Blocks
		Teliamura Block	Mohanpur Block	Bishalgarh Block	Melaghar Block	
No. of sampled GP/ VC	--	5 (4+1)	8 (6+2)	11 (8+3)	10 (8+2)	34 (26+8)
Opening Balance for 2007-08	Nil	Nil	Nil	Nil	Nil	Nil
Funds available during 2007-08	95.37	0.89	1.13	1.36	1.04	4.43 (Placed by the DPC/PO)
Total Funds available	95.37	0.89	1.13	1.36	1.04	4.43
Total expenditure during 2007-08	86.12 (Placed with 16 Blocks)	0.77	0.73	1.00	0.75	3.25 (Actual expenditure through implementation)
Balance	9.25	0.12	0.40	0.37	0.29	1.18
Funds available during 2008-09	212.99	1.52	3.34	3.57	2.45	10.88 (Placed by the DPC/ PO)
Total Funds available	222.24	1.64	3.74	3.94	2.74	12.06
Total expenditure during 2008-09	209.33 (Placed with 16 Blocks)	1.62	2.28	3.51	2.08	9.49 (Actual expenditure through implementation)
Balance	12.91	0.02	1.46	0.43	0.66	2.57

Source: Information furnished by the DPC (W), the POs of the selected Blocks and the sampled GPs/ VCs

iii) Planning

The NREGA operational guidelines required preparation of a five year Perspective Plan at District, Block and Gram Panchayat level to facilitate advance planning and provide a development perspective for the district through identification of the types of Rural Employment Guarantee Scheme (REGS) works to be encouraged, with proper link between these works and long term employment generation for a sustained development.

No such Perspective plans were prepared in the District, and hence works were taken up without proper adherence to the general guidelines issued for the purpose and were also devoid of active community participation.

iv) Employment Generation in selected GP/VC

While the primary objective of NREGA was to enhance livelihood security by providing at least 100 days of guaranteed wage employment on demand, test-check of records in 34 GPs/VCs in 4 Blocks of West District revealed that 515503 and 1029920 mandays were generated during 2007-08 and 2008-09 against specific demands, accounting to an average generation of 24.39 and 48.73 mandays per cardholder respectively as against 100 targeted in the scheme as shown in Table No. 17.

Table No. 17

Name of the Block	No. of registered household	Application for registration	Job card issued	Job card applied for work	Job card holder provided employment	Mandays generated		Average mandays generated per job card holder	
						2007-08	2008-09	2007-08	2008-09
Teliamura	4222	4077	4028	3918	3918	112230	177417	28.64	45.28
Mohanpur	6713	6378	6071	5908	5908	129543	255914	21.94	43.34
Bishalghar	7898	6980	6718	5903	5903	157030	373267	26.60	63.29
Melagarh	6577	5852	5835	5402	5402	116700	223322	21.60	41.34
Total	25410	23287	22652	21131	21131	515503	1029920	24.39	48.73

Source: Compilation from the records made available by the sampled GPs/ VCs under the selected Blocks.

Reasons for low generation of mandays in the GPs/VCs test checked, though asked for, were not made available (January 2010).

v) Unauthorised/Non-Permissible expenditure

Schedule I of the NREGA, 2005 prescribed the list of the categories of works, which were permissible under the NREGA fund. It was also mentioned therein that if any State Government found any difficulty and wanted to take up any work other than those mentioned in the above schedule, proposals were to be sent to the Central Government through the State Employment Guarantee Council (SEGC) for necessary notification.

Section 16 (1) of the Act further provided that the GPs would be responsible for identification of the projects to be taken up in the respective GP areas under the NREGA fund as per the recommendation of the Gram Sabhas.

The Melagarh Panchayat Samitis incurred an expenditure of Rs.112.31 lakh from NREGA funds during 2007-08 for excavation of 324 ponds on land owned by private individuals (Appendix VII). The works were neither included in the Work Plan approved by the concerned Gram Sabhas nor permissible under the NREGA 2005.

The Melaghar Panchayat Samitis also incurred an expenditure of Rs. 89.32 lakh from NREGA funds during the year 2008-09, for various construction purposes which were not permissible according to the NREGA guidelines as shown in Table No. 18.

Table No. 18

Sl. No.	Name of the scheme/fund	Amount
1	Construction of additional room of VIP Dak Banglow	Rs. 9,82,045
2	Steel foot bridge	Rs. 7,34,525
3	Construction of Sluice gate	Rs. 5,87,211
4	Construction of 5 room market stall	Rs. 66,28,280
Total		Rs. 89,32,061

Source: Records of the Melaghar Panchayat Samitis

vi) Use of mechanised transportation on earth filling

The Melaghar Panchayat Samitis incurred an expenditure of Rs. 12.56 lakh from NREGA funds towards mechanical transport used for earth filling. The details are shown in Table No. 19.

Table No. 19

Sl. No.	Name and location of Project	Amount
1	Mechanical earth filling of Paschim Nalchar J.B School field under Paschim Nalchar Gram Panchayat	Rs. 4,29,520.00
2	Mechanical earth filling at the field of community hall (Samar Sadan) under Paschim Nalchar Gram Panchayat	Rs. 2,16,500.00
3	Earth filling at Battali Bazar Complex at Chandanmura	Rs. 6,10,250.00
Total		Rs. 12,56,270.00

Source: Records of the Melaghar Panchayat Samitis

While the main objective of the implementation of NREGA was to provide rural employment to the targeted groups, engagement of sophisticated mechanised system incurring expenditure from the programme fund were not in conformity with the programme.

vii) Works taken up with low wage component

According to the operational guidelines for the scheme, the wage component for an NREGA work must not be below 60 *per cent*. However, during 2007-08, a work for construction of 471 shelter houses (IAY Pucca type) in 37 GPs of the PRI area under the Block was taken up (August 2007) by the P.O.(BDO) Bishalgarh at a total cost of Rs. 1.60 crore²³ where a sum of Rs. 0.79 lakh was provided by the DPC (DM & Collector), West Tripura and another sum of Rs. 0.80 lakh by the Executive Engineer RD Division (West), for RD store materials for the said construction. Thus, the wage component of the work was only 16.40 *per cent*²⁴ of the total cost at much below the minimum requirement of 60 *per cent*.

viii) Diversion of NREGA Funds

The NREGA, 2005 and its operational guidelines allowed payment of unemployment allowance in case employment was not provided within fifteen days of receipt of

²³ RD store materials: Rs. 80.25 lakh; Other materials: Rs. 53.23 lakh and Cash wages Rs. 26.19 lakh

²⁴ (26.19x100) / 160=16.40 (approx.)

application seeking the employment. There was, however, no provision for payment of any subsidy.

In contravention of the above provisions, Rs.75.91 lakh of NREGA fund was diverted during 2007-08 through four BDOs as subsidy for construction of 1186 houses under IAY, as shown in Table No. 20.

Table No. 20

(Rupees in lakh)

Sl. No.	Name of I.O	No. of IAY houses	Rate of subsidy per house	Total amount
1	B.D.O. Melaghar	294	@6400/-	18.82
2.	B.D.O Bishalgarh	399	@6400/-	25.54
3.	B.D.O Mohanpur	353	@6400/-	22.59
4.	B.D.O Teliamura	140	@6400/-	08.96
Total		1186		75.91

Source: Records of the Blocks concerned.

ix) Diversion from one component to another

The Programme Officer (BDO), Bishalgarh R.D. block incurred an expenditure of Rs. 81.56 lakh²⁵ for construction of 10 units of Mini Deep Tube Well for the purpose of Drinking water and Irrigation in 37 specified GPs against sanction and receipt (July 2007) of Rs. 65 lakh only from the District Programme Coordinator (DM&C), West Tripura. The excess expenditure of Rs. 16.56 lakh was met by diverting NREGA funds sanctioned for other works viz. Box culvert, Bridges and Fishery, without the approval of the sanctioning authority.

x) Unique Identification number and Work site facilities

The Act and the operational guidelines for NREGA provide, inter alia, that a unique identity number should be given in each Work Order to avoid duplication, and also require that full Work site facilities (medical aid, drinking water, shade, crèche etc.) should be provided to the labourers.

Test check of records of 34 GPs in 4 Blocks of West District revealed that despite requirement under NREGA operational guidelines, no unique identity number was allotted for the Work Order of 136 works, and Work site facilities provided to the labourers were only partial.

xi) Monitoring and Supervision

The scheme guidelines required constitution of a local Vigilance and Monitoring Committee by the Gram Sabha for every work sanctioned under the scheme, with members of the locality (ensuring representation of SC/ST and women) to monitor the progress and quality of work.

Test check of records of 34 GPs/VCs in connection with 128 works revealed that as against requirement of 128 such Committees, 13 Vigilance Committees (Teliamura: 2; Mohanpur: 8; Bishalgarh: 3) and 34 Monitoring Committees, one in each GP/ VC, were constituted. As such, in most cases there were no separate Vigilance Committees for

²⁵ Irrigation: Rs. 50.43 lakh and M.T.DW: Rs. 31.13 lakh

independent verification of the progress and quality of work of at least 81 works (63 per cent) out of 128 test checked.

xii) Supervisory control

To ensure supervisory control, NREGA operational guidelines require preparation of report on 100 per cent verification of works by the Block level officials for being furnished to audit. An Internal Audit Cell was also required to be constituted exclusively for NREGA activities in the district. However, these instructions were not duly adhered to resulting in laxity in supervisory control.

To sum up, Perspective Plans were not prepared due to which works were taken up without proper adherence to the general guidelines issued for the purpose and were also devoid of active Community participation. Also, works not included in the Work Plan approved by the concerned Gram Sabhas or not permissible under the NREGA 2005 were taken up. Expenditure was incurred for mechanical transport used for earth filling against the spirit of NREGA guidelines. In many cases the wage component was much below the minimum requirement of 60 per cent. NREGA fund was diverted as subsidy for construction of IAY houses. Wage employment provided was much below the minimum guaranteed for 100 days on demand.

Recommendation

Preparation of Perspective plan at the District, Block and Gram Panchayat level and formation of Vigilance and Monitoring Committee for works undertaken should be given priority ensuring Community participation in planning, execution and monitoring process More effective and remedial steps may be taken to provide the prescribed minimum mandays to every registered job-card holder during a year and generation of more mandays through timely and proper utilization of funds.

6.2 Road connectivity

Road connectivity is the basic infrastructural prerequisite for economic development through easy transportation of goods, services and latest technological machines and instruments for all out development in every field. In a State like Tripura where National Highway 44 is the only lifeline to provide vital road link with the rest of the country, intra-road connectivity among the rural habitations of any district is critical. Good road connectivity could ensure habitations to be connected with the mainstream and could enhance better success for poverty alleviation and other social and economic welfare programmes of the Government (both at the Centre and the States).

6.2.1 Pradhan Mantri Gram Sadak Yojana (PMGSY)

i) Introduction

With the above concept in view, PMGSY was launched in the country in December 2000 as a 100 *per cent* Centrally Sponsored Scheme (CSS) aimed at providing connectivity, through all-weather road (with necessary culverts and cross-drainage structures, which would be open to operation throughout the year) to the unconnected habitations in the rural areas having 1000 population or more, by 2003 and those having 500 population or more, by the end of the Tenth Plan i.e. by 2007. In respect of the North East States, connectivity to the Habitations having 250 population or more was also made a part of the objectives of the scheme. Subsequently, Bharat Nirman Programme was announced in February 2005, and construction of rural road under PMGSY for habitations having 500 or more was made one of the six components of Bharat Nirman, the latest revised target for completion being fixed at March 2012.

ii) Formation of TRRDA

The State Public Works Department (Roads & Bridges) which was primarily responsible for implementation of PMGSY, formed a registered Cooperative Society in August 2003 viz. Tripura Rural Roads Development Agency (TRRDA) to oversee and monitor the progress of works in the State. Later, two Central Public sector Undertakings viz. NBCC Ltd. & HSC Ltd. had been engaged as Designated Agencies for implementation of PMGSY/Bharat Nirman works in addition to the State PWD.

iii) Entrustment of Implementation through tripartite agreement

As per a tripartite agreement among NBCC Ltd., State PWD and GOI, MoRD, the task of construction/ commission/ up-gradation of Rural Roads in the district of West Tripura was entrusted to the NBCC Ltd. subject to release of funds by GOI through the TRRDA. The responsibilities of NBCC also included carrying out survey, preparation of DPRs, submission of monthly Progress Reports and carrying out Monitoring, Supervision and 1st tier Quality Control as per provisions of PMGSY guidelines. The TRRDA was responsible for 2nd tier Quality Control headed by State Quality Coordinator. The State Government was, however, required to oversee the Programme through a Monitoring and Supervision Committee to be formed under the Chairmanship of the Secretary

(PWD). While there was a State Level Standing Committee (SLSC) under the chairmanship of the Chief Secretary to vet the Core Network²⁶, nothing was available on record in support of constitution/ functioning of the Monitoring and Supervision Committee.

iv) Financial and Physical Progress

The State Government neither distributed its allocation of PMGSY among the Districts despite being so provided in Para 5.1 of the revised guidelines nor did it keep the district-wise accounts of the coverage of Habitations separately. However, the PMGSY projects were sanctioned for the State in different phases viz. Phase I, II, III, IV, V & VI. The roads taken up in the West Tripura District since 2004-05 onwards were included in Phase III exclusively and in Phase V & VI partially. The numbers of works taken up in these three phases for the West Tripura District with related financial and other particulars upto March 2010 are furnished in Table No. 21.

Table No. 21

Particulars (for West Tripura District)	Phase III	Phase V	Phase VI	Total
No of works sanctioned/ taken up	36	36	142	214
Total amount sanctioned (Rupees in crore)	38.48 (After dropping of two roads)	49.00	210.44	297.92
No of works completed	34	24	24	82
Work in Progress	Nil	11	105	116
Others (with details)l	2 (Dropped due to non availability of land)	1 (Not started due to non availability of land)	13 (4 just awarded, 2 not awarded, 5 done by State PWD, 1 done by IBBR fencing link and 1 not started due to non availability of land)	16
Expenditure incurred upto March 2010(Rupees in crore)				
During 2004-05	Nil	Nil	Nil	Nil
During 2005-06	16.03.	Nil	Nil	16.03
During 2006-07	14.03	Nil	Nil	14.03
During 2007-08	3.44	20.13	1.34	24.91
During 2008-09	0.17	9.06	43.12	52.35
SubTotal (up to March 2009)	33.67	29.19	44.46	107.32
During 2009-10 (up to January 2010)	0.58	1.84	25.92	28.34
Total (up to January 2010)	34.25	31.03	70.38	135.66

Source: Information furnished by TRRDA

From above it is seen that out of 214 roads sanctioned for the district since 2004-05 onwards, only 82 (38 per cent) had been completed, 116 were in progress, eight not yet started, five taken up by State PWD, one by IBBR fencing link and two dropped (June 2010). The progress under Phase VI was the slowest, as out of 142 roads sanctioned since 2007-08, only 24 were completed (17 per cent) as of the latest report received

²⁶ A Core Network is the minimal Network of roads (routes) that is essential to provide Basic access to essential social and economic services to all eligible habitations in the selected areas through at least a single all-weather road connectivity

(June 2010). The Progress Reports revealed that non-availability of land was a problem towards smooth progress of the works.

Delay in completion of the projects under Phase V and VI within the initial target of 2007 was attributed (June 2010) by the Empowered Officer, TRRDA to receipt of sanction and implementation for Phase III simultaneously.

v) Coverage of Habitations

The progress made by the State Government in coverage of habitations for the West Tripura District since inception of PMGSY i.e. 01-04-2000 (upto September 2009) is shown in Table No. 22.

Table No. 22

Category of Habitations	Habitations to be covered as of 01-04-2000	Habitations covered as of September 2009	Habitations not yet connected (September 2009)	Percentage of shortfall
With 1000 & more people	73	32	41	56
With 500 & more people	222	89	133	60
With 250 & more people	327	76	251	77
Sub Total	622	197	425	68
With below 250 people	657	81	575	88
Total	1279	278	1001	78

Source: Information furnished by TRRDA

From the above table it is seen that provision of new connectivity under this scheme varied from 23 per cent to 44 per cent for the four categories and was 32 per cent only on overall basis. In other words, 41 Habitations in the West Tripura District, having 1000 population or more stood uncovered even after more than six years from the initially targeted time schedule (by 2003). Similarly, 133 Habitations having 500 population or more stood uncovered after more than two years from the initially targeted time schedule (by 2007). Further, the total coverage of 278 habitations upto September 2009 included 81 habitations with population below 250, which were enroute the roads constructed under PMGSY but were otherwise outside the purview of the scheme.

To sum up, the State Government neither distributed its allocation of PMGSY among the Districts nor did it keep the district-wise accounts of the coverage of Habitations separately. Execution was very slow. Since 2004-05 onwards, only 38 per cent of works taken up had been completed. The Progress Reports revealed that non-availability of land was a problem towards smooth progress of the works. New connectivity provided under this scheme was only 32 per cent of the targeted habitations even after more than six years since fixation of the target. Nothing was available on record in support of constitution/functioning of the Monitoring and Supervision Committee to oversee the Programme.

Recommendation

The present hindrance in coverage of habitations should be identified and overcome expeditiously, so as to facilitate road connectivity to the rural masses.

Chapter 7 : General Services

7.1 E-Governance

Directorate of Information Technology (DIT) was created in April 1999, with the aim to facilitate IT usage in the State through e-Governance. Later, in April 2001, the Tripura State Computerisation Agency (TSCA)²⁷ was constituted with the main objective of implementing the computerization projects in different departments of the State Government. Both the DIT and the TSCA were Agartala centric and without organizational set up extended upto the district level.

(a) National E-Governance Plan (NeGP)

GOI approved (May 2006) the National e-Governance Plan (NeGP) in pursuance of its policy of introducing e-Governance on a massive scale as enunciated in the National Common Minimum Programme. NeGP aims to “Make all Government Services accessible to the common man in his locality, through common service delivery outlets and ensure efficiency, transparency and reliability of such services at affordable costs to realize the basic needs of the common man”.

For delivery of “web-enabled” anywhere access to information and service across the country, NeGP envisages 3 pillars of e-Governance infrastructure viz (i) State Wide Area Networks (SWAN) (ii) State Data Centres (SDC) for secured and fail-safe data storage and (iii) Common Service Centres (CSCs) as the primary front-ends for service delivery.

(i) State Wide Area Networks (SWAN)

SWAN was aimed at setting up a network to connect the State headquarters with all districts, sub-divisional blocks, revenue circle, police circle headquarters, police stations and other offices with sufficient bandwidth to support various applications including voice data and video.

Audit analysis revealed that prior to inception of NeGP, Additional Central Assistance (ACA) of Rs.2.50 crore released by the State Industries and Commerce Department in February 2004 to Information Technology (IT) Department for SWAN activities remained unimplemented. Subsequently, the scheme was integrated with NeGP to provide connectivity extending up to block level through 2 MBPS lease lines.

GOI in September 2005 provided Rs 2.94 crore to the TSCA for site preparation of SWAN. An Implementation Committee constituted in August 2005 had selected BSNL as Bandwidth service provider to provide (March 2007) 61 leased lines to the 61 identified Points of Presence (POP), after a delay of 19 months. Though, Service Level Agreement (SLA) was signed with BSNL in May 2007, no time limit was prescribed therein for completion of the work.

²⁷ TSCA is a registered society formed in April 2001, to implement computerisation project in different departments of the State Government

Out of 61 Point of Presences, 57 had been commissioned till August 2009. Although more progress was verbally reported in the Exit Conference (October 2009), the details about such progress were not made available despite persuasion (January 2010).

(ii) State Data Centres (SDC)

SDC was proposed to be created to consolidate service, applications and infrastructure to provide efficient electronic delivery service. Some of its key functions are Central Repository of the State, Secure Data Storage, Online Delivery Services, Citizen Information/Services Portal, State Internet Portal, Disaster Recovery, Remote Management and Service Integration etc. For creation of SDC, TSCA received Rs. 3.28 crore from GOI in April 2008. The State Data Centre Project Implementation Committee constituted in July 2008, decided to set up the SDC at the IT Directorate, and TSCA was designated as the implementing agency.

Audit scrutiny of records of the Director, IT revealed that Rs. 26.42 lakh had been paid (July 2008) to the Deputy GM Electrical Division, Tripura State Electricity Corporation Ltd, Capital Complex, Agartala for providing non-stop power supply (500 KVA) to the centre by August 2008. The non-stop power supply was yet to be provided (January 2010). Besides, the bidding process for selection of the executing agency due to be completed by September 2008 was still pending.

Reasons for non-adherence to the time-schedule of the programme, though called for, were not furnished (January 2010).

Capacity Building

Besides, another sub-scheme viz. Capacity Building (CB) under NeGP envisaged development of institutional mechanism, capacity requirements etc in line with the e-Governance Roadmaps. A fund of Rs. 4.07 crore had been received from GOI for the purpose. However, till date (August 2009) no progress had been reported.

Reasons for non implementation of the scheme even after four years, though called for, were not furnished (January 2010).

(iii) Common Service Centres (CSC)

Another sub-scheme under NeGP was to set up Common Service Centres (CSC) as the physical front ends for delivery of services to the citizens. The State Government approved a Scheme for facilitating the establishment of broadband Internet enabled Common Service Centres for the rural citizens to have access to the various e-Government and private e-services at their doorstep. The scheme has been decided to be implemented through a Public Private Partnership (PPP) in respect of which no agreement was however, signed as yet (January 2010).

Audit scrutiny revealed that Rs 57.75 lakh had been received by the TSCA (from GOI Rs.28.75 lakh in November 2006 and from the State Rs.29.00 lakh in March 2007) for

implementation of the project. Rs. 2.91 lakh was earned as Bank interest. Till date, an expenditure of Rs. 7,845/- only was incurred (0.13 *per cent*) and the project remained unimplemented.

Reasons for non implementation of the scheme even after 32 months from the receipt from GOI were not on record.

7.2 Agartala City Area Network (ACAN)

i) Introduction

ACAN was to cover 17 buildings in Agartala city with service of voice data and video by laying OFC²⁸ based network. An agreement signed on 04 February 2005, with TCIL²⁹ for SWAN prior to its inclusion in NeGP was replaced by another agreement with the same firm signed after about nine months (14 November 2005), wherein the scope of work agreed previously covering the entire State was narrowed down to cover only 17 buildings in Agartala city. The reasons for reducing the scope of the work and the competent authority which approved such a decision, though called for, were not furnished.

After finalising another agreement (August 2006) with M/s HCL Commet Ltd selected by TCIL for actual execution of the project, the project cost stood at Rs. 6.43 crore excluding the consultancy fee of Rs. 2.75 lakh already paid to TCIL in February 2006. There was delay by TCIL to discharge its role as Consultant and Project Manager by at least eight months delaying the completion of the project (June 2008).

Against receipt of Rs.0.05 crore from the State Industries and Commerce Department, expenditure on ACAN was Rs. 5.30 crore (paid to TCIL between February 2006 and July 2009). The balance expenditure was incurred from other sources *viz* (i) Rs. 2.50 crore diverted from pre-NeGP SWAN (ii) Rs. 0.21 crore diverted from the funds received from the Forest Department in January 2003 for establishment of Wide Area Network (WAN) for different field offices of the Forest Department and (iii) Rs. 2.54 crore from the funds available with TSCA as general Grants-in-Aid received from the State Government.

Thus, the funding for ACAN was not properly planned. No documents in support of approval of the Competent Authority for spending funds for ACAN from other funds could be shown to Audit.

ii) Utility

IT Department is yet to assess the value addition, if any, to the betterment of services through the network. Audit observed an inherent deficiency in the network as the system was operational through a chain of server placed at different locations and that the complete system in the chain shut down even if one of the servers was put off. Therefore, the network frequently shut down and the IT Department was yet to resolve the matter.

²⁸ Optical Fibre Cable

²⁹ Telecommunications Consultants India Limited

Information received from 4³⁰ out of 13 Offices of the West Tripura District, which were reportedly provided ACAN connectivity by the DIT when asked by Audit about its use and utility by them, revealed that there were no such facility as claimed to have been provided by the DIT. The said four Offices further stated that they had neither requisitioned nor sent willingness for such connection, while nine others did not reply.

iii) Integration of Connectivity

For a similar network already under implementation by the State Government on a much wider basis viz. SWAN³¹, BSNL was entrusted with the task of providing the connectivity. BSNL having adequate network facility had also offered their service to provide connectivity among all the 17 buildings at Agartala, which ACAN was to cover. Audit analysis revealed that the IT Directorate, however, did not respond positively and availed the connectivity from M/s HCL-Comnet Ltd. through TCIL. By accepting the offer of BSNL, the following benefits could have accrued:

- (i) The rates would have been cheaper
- (ii) As the network was readily available, implementation time would have been reduced
- (iii) Duplication of resources would be avoided.

The Joint Director, IT in his reply (November 2009) stated that BSNL connectivity was not considered at the advanced stage of implementation due to various technical reasons and the decision was vetted by the Secretary, IT in a meeting (February 2007).

Fact, however, remained that the ACAN which was claimed to be the backbone network for delivering various e-Governance applications, information to citizens and many citizen centric services etc. and for which Rs. 5.30 crore had been incurred, was yet to be fully functional thus, depriving the district population of e-services.

In essence, there was very little progress towards the objectives of NeGP and other essential and correlated sub-schemes for setting up service delivery front-ends. Besides, Capacity Building under NeGP was also not yet implemented despite lapse of almost five years since GOI release thus, depriving the district population of the e-services intended.

Recommendation

Adequate planning including funding arrangement and internal capacity building should precede taking up of the schemes to avoid fund constraints, diversion of funds, and also to ensure timely completion of the project. To effect more economy and avoid duplication of resources, feasibility of availing already existing connectivity/ offer of similar nature, if any, should be suitably explored.

³⁰ O/o the Sr. Managers, Electrical Sub-divisions No. II & III (TSECL), O/o the M/S, G.B.P. Hospital and O/o the Jt. Transport Commissioner, Agartala.

³¹ State Wide Area Networks

7.3 Management of Municipal Solid Waste (MMSW)

i) Introduction

Management of Municipal Solid Waste (MSW) has become a daunting task for all municipal/local bodies. On one hand rapid urbanization has increased the population density of cities and towns at a very fast pace and on the other hand due to the changing life style and consumption pattern more waste is generated.

ii) Targeted tasks and time schedule

To regulate the management and handling of the Municipal Solid Wastes in the country, the Municipal Solid Wastes (Management and Handling) Rules 2000 were framed by the GOI, MoEF, and the same was notified on 25 September 2000.

The said Rules were applicable to every Municipal Authority responsible for collection, segregation, storage, transportation, processing and disposal of the Municipal Solid Waste generated in its territorial area. The Municipal Authority was bound to implement the provisions of these Rules in accordance with the compliance criteria and the procedure laid down in Schedule II thereof mainly in respect of the aforesaid six parameters, and was also responsible for any infrastructure development required for this purpose. A time bound implementation programme was also prescribed therein, according to which three important tasks viz. (1) Improvement of existing landfill sites (2) Identification of landfill sites for future use and making site(s) ready for operation and (3) Setting up of waste processing and disposal facilities were to be accomplished by the end of 2001, 2002 and 2003 respectively. The Municipal Authority was to apply for grant of authorization for all these programmes to the State Pollution Control Board.

iii) Status in respect of Agartala Municipal Corporation (April 2004)

Audit scrutiny revealed that the Agartala Municipal Council (AMC) had not yet created any separate Solid Waste Management (SWM) wing. The work of SWM was being carried out with other cleaning works by its Public Health and Engineering Section with very limited technical infrastructure and manpower. In mid-2004, when there was an initiative to re-arrange the existing 17 Wards of the AMC to 35 Wards through inclusion of additional areas, the city suffered from acute problem of MSW and inadequacy in collection, segregation, transportation and disposal system. No systematic method was employed for storage of MSW. Only 40 *per cent* household of the old 17 Wards were brought under Door-to-Door collection system and segregation of MSW was not at all undertaken. The newly included areas in the extended AMC has no system of collection and organized storage system.

Further audit analysis revealed that in mid-2004, most of the people used to throw their Solid Waste on open drain, low-lying areas, and roadsides. Most of the containers were not in good condition, properly placed or covered, and were only half filled. Only about 50 *per cent* of the generated waste was stored into containers and removed engaging mainly 5 trucks, 12 Tippers, 10 Dumper Placers and 1 loader, all of which were very old. Each day, out of 180-200 tonnes of waste produced on an average, around 80 tonnes

were transported (40-50 *per cent*) and dumped on an open site at Hapania, the only available dumping yard 7 K.M away from the city with an area of 20 acres (approx.).



Open solid waste dumping yard at Hapania

iv) Model Facilities for Demonstration of Management of MSW

The Central Pollution Control Board (CPCB) in accordance with the Hon'ble Supreme Court's order dated 4 October 2004 launched (January 2005) a scheme to provide technical and financial assistance on 90:10 cost sharing basis to the Municipal Bodies to develop Model Facilities for Demonstration of Management of MSW towards implementation of MSW Rules 2000.

The Agartala Municipal Council (AMC) submitted a DPR to the CPCB under this scheme through Tripura State Pollution Control Board (TSPCB) in November 2005 for a total Project Cost of Rs. 7.00 crore. The CPCB, however, approved the project for Rs.3.00 crores only since funds would also be available from Twelfth Finance Commission (TFC), and sanctioned (February 2006) Rs.2.70 crore being 90 *per cent* share for the project. The remaining 10 *per cent* (Rs. 30 lakh) was to be borne by the AMC. A tripartite Memorandum of Understanding (MoU) was signed in this regard on 6 February 2006 by the CPCB, the TSPCB and the AMC, in which it was agreed to complete the project within 3 years (36 months) from the date of release of the 1st instalment.

v) Interim Evaluation by CPCB

Meanwhile, one 30 tonne/ day capacity Compost Plant was set up at Hapania but the pitiable condition of MSW in the city did not change till mid-2007. A Visit Report (May 2007) of the CPCB team revealed that there was no approach road to enter the 'Solid Waste Disposal Site' at Hapania. The team had also referred the implementation of the MSW Rules 2000 in Agartala to be in 'very Bad Shape' and observed dumping of solid wastes in almost all areas on the roadside causing nuisance to the population. In pursuance of setting up of a number of Technical/ Medical/ Para Medical Institutions, the area around the Hapania site had become prime property and the AMC was in the process of developing another Landfill site and a Processing Unit at Nagicharra.



Waste dumping at Hapania affecting the environment around the institutions in the vicinity

vi) Financial Position

The CPCB had released their full share of Rs.2.70 crore, (1st instalment: Rs. 0.60 crore in February 2006, 2nd instalment: Rs. 1.05 crore in September 2007 and 3rd instalment: Rs. 1.05 crore in January 2010) and the AMC, against their share due of Rs. 30 lakh, had released Rs. 18.34 lakh only. The year-wise release of funds and the expenditure incurred by the AMC on MSW since 2004-05 onwards from own source and the CPCB placed funds for Model Facilities for Demonstration of Management of MSW (MFDMMSSW) are given in Table No. 23.

Table No. 23

(Rupees in crore)

Year	Opening Balance	Funds received from			Total i/c Opening Balance	Expenditure			Balance*	
		Own Source of AMC	MFDMMSSW			Own Source	MFDMMSSW	Total		
			AMC Share	Share of CPCB						
2004-05	--	1.18	--	--	1.18	1.18	--	1.18	--	
2005-06	--	1.69	--	--	1.69	1.69	--	1.69	--	
2006-07	--	1.50	0.06	0.60	2.16	2.16	1.50	0.04	1.54	0.62
2007-08	0.62	1.63	Nil	1.05	2.68	3.30	1.63	0.33	1.96	1.34
2008-09	1.34	1.85	Nil	Nil	1.85	3.19	1.85	0.66	2.51	0.68
2009-10 (up to January 2010)	0.68	2.22	0.12	1.05	3.39	4.07	2.22	0.79	3.01	1.07
Total		10.07	0.18	2.70	12.95	--	10.07	1.82	11.89	--

*It excludes interest

Source: Records made available by the AMC, Agartala.

Besides, the AMC received Rs. 1.29 crore during the period 2006-07 to 2009-10 (upto November 2009) under SWM of TFC Award (Non Plan), out of which an expenditure of Rs. 0.64 crore was incurred mainly on transportation, leaving a balance of Rs. 0.65 crore.

vii) Delay in release of funds

There was delay on the part of the TSPCB to issue cheques in favour of the AMC after release of the 1st as well as the 3rd instalment by the CPCB. There were also delay in release of the 2nd and 3rd instalment by the CPCB by 20 months and 27 months respectively, due to non-compliance of the agreed terms by the AMC regarding timely

submission of Utilisation Certificate and Progress Report to the former through the TSPCB.

viii) Present Status

The year-wise progress of the scheme could not be reviewed in the absence of relevant records. However, from the records made available it was seen that as of January 2010, about 180 tonnes of garbage were being produced per day in the AMC area of 61.74 sq Km comprising 35 Wards, and 32000 out of 52636 households. On an average, 51 Nos. of trips per day were lifting approximately 90 tonnes (50 %) of Wastes and these were being transported and dumped at the existing dumping yard at Hapania.

ix) Item wise Achievement

Comparison of the physical progress made so far vis-à-vis the item-wise targets as per CPCB's approval (**Appendix-VIII**) revealed that there was huge shortfall in developing the required infrastructure for proper handling of household wastes, right from Segregation and Collection to processing and disposal. While some equipment were not at all procured, some were procured partially and some, though procured, were not used as yet. Two items costing Rs. 14.80 lakh were not felt to be required after obtaining approval. There were deviations necessitating inclusion of three extra items and one modified item for which CPCB's approval was not obtained. Works for the Processing Unit and the Landfill site at Nagichara were yet to be started.

x) Uncovered storage and transportation

Further, MSW Rules, 2000 provided for creation of Storage facilities in such a manner that wastes stored were not exposed to open atmosphere and should be aesthetically acceptable and user-friendly. The Rules normally prohibited manual handling of Wastes, which could be done only under unavoidable circumstances and that too, with proper precaution. The said Rules also required that the vehicles used for transportation of Wastes should be covered preventing their scattering and visibility to public. In contravention of all these essential requirements, exposed storage and manual handling of wastes was still a common practice in the AMC area, and the Municipal vehicles carrying Wastes were seldom found covered.



Garbage being transported in open truck by AMC



Scattered polythene and plastic wastes, from open AMC container/ rickshaw van by the roadside at Kumartilla of northern Agartala



Waste dumped in a pond at a residential area at Dimsagar of central Agartala.

In conclusion, despite enhancing the Capacity of AMC for better handling and management of MSW in comparison to the pre-2007 period, the objectives of the CPCB sponsored scheme for Management of MSW within the AMC area could not be fully achieved nor the intended benefits made available to the municipal population within the time schedule. Delay in preparing an Action Plan in a phased manner coupled with non-initiation of a well monitored implementation system and casual approach in the project implementation deprived the people of their right to live in a hygienic condition.

Recommendation

Attempts should be made to hasten the pace of implementation by setting up a separate dedicated cell with proper infrastructure for effective accomplishment of all the six stages of MSW management.

Monitoring and vigilance should be strengthened and a 24x7 hour helpline may be set up in the AMC with adequate publicity to help citizens in communicating the emergency requirements and also to ensure more community participation in the waste management of the city.

Chapter 8: Monitoring and Impact Evaluation

i) Monitoring at District Administration / DPC level

The DM&C is responsible for monitoring the progress of implementation of various developmental programmes in the district and ensuring that these are executed within the specified timeframe and approved budget. While most of the Central and State plan schemes specify the monitoring requirements, in general, most schemes require that the DM&C monitor the progress on a monthly/quarterly basis. The members of the DPC also were to meet at least twice a year to review the developmental activities in the district.

Audit scrutiny revealed that monitoring and supervision of the progress of implementation of various schemes in the district was perfunctory. While the DM&C was conducting monthly meetings on various agenda regularly and also keeping watch on the follow up action on the decisions taken therein on priority basis, the District Planning Committee headed by him, supposed to discuss specifically on the developmental Plan schemes, did not convene any meeting since its constitution in September 2008.

ii) Monitoring at DRDA level

In respect of the rural developmental schemes, the DRDA was to monitor the implementation closely through obtaining periodic reports as well as frequent field visits for aiding both the pace and quality of implementation. In respect of NREGS and other rural development schemes, an MOU had been signed with a private agency for conducting Social Audits from April 2008. A six member Evaluation Committee headed by the Principal Secretary, R.D. Department constituted in September 2008 examined and verified the Social Audit Reports submitted by the agency from time to time. The GB of the DRDA was required to meet quarterly. As against 20 meetings due and also claimed to be held during the period 2004-09, copy of recorded minutes of only 11 meetings (3 in 2004-05, 1 in 2005-06, 3 in 2006-07, 1 in 2007-08 and 3 in 2008-09) could be made available to Audit. A review of the minutes of the GB meetings revealed that it had never discussed the progress of SGRY, indicating lack of proper follow-up action for the programme. It was further seen that the GB in its meetings mainly discussed on only one scheme viz. Swarnajayanti Grameen Swarozgar Yojana (SGSY).

iii) Monitoring at GP / Block level

Apart from the stipulated personal inspection and supervision, review of the execution of schemes was also to be done through periodical review reports and statements of expenditure (SOE) to be sent from various level viz. GPs to the Blocks, Blocks to the DRDA/DM&C, DM&C to the State Government and onwards to the Central Government, with regard to the Central schemes. Such inspection/review, though claimed to be conducted, were not duly documented through reports. Audit scrutiny of four sampled Blocks revealed that none of the Blocks or the GPs within these Blocks were sending the SOEs/ Progress Reports to the higher authorities on a regular basis and in the prescribed formats.

iv) Grievance redressal mechanism

There was no separate grievance redressal cell/unit created under the district administration for ameliorating complaints against deprivation of any sort of benefits from the developmental programmes/ schemes. Although instructions for taking action on such petitions/ applications, if any were stated to be issued by the DM&C himself from time to time, in absence of a well organized mechanism, neither maintenance of systematic records nor proper follow up was undertaken.

To sum up, Monitoring and supervision of the progress of implementation of various schemes in the district was perfunctory. There was lack of proper follow-up action for the programmes taken up under various developmental schemes. Periodical review reports and statements of expenditure (SOE) were not duly submitted. Community participation in monitoring and evaluation was absent.

Recommendation

The forum of DPC and the other prescribed forums should be utilised effectively to ensure monitoring of the implementation of all development schemes taken up in the district. Records of all meetings/inspection/review etc should be properly documented for ensuring effective follow-up. Grievance redressal mechanism should be systematized and institutionalised.

Chapter 9: Conclusion

The audit of the West Tripura District brought out significant achievements relating to expansion of school education viz lowering the Out of school children and drop-outs, as also extension of health services viz introducing computerised central system of treating eye patients through Vision Centres. However, there were multiplicity of programmes and schemes and large number of implementing agencies, making it difficult for the district administration to effectively monitor and supervise all the developmental activities. While almost all the developmental programmes are targeted at the same set of beneficiaries, the existence of myriad programmes without an integrated focus, has led to each of them being implemented in a stand alone mode. In the absence of any consolidated District Plan during 2004-09, the planning process became the responsibility of the Implementing Departments/Agencies. The plans were formulated by them in isolated manner without being co-related with other developmental schemes taken up in the district. Thus, there was lack of coordinated approach among the implementing agencies.

The GOI has been increasingly entrusting the responsibility of delivery of key services like education, employment etc. to the local level, especially the PRIs to ensure economy, efficiency and effectiveness in delivery of key services with a view to ensure that the local Government at the districts, blocks and GPs are empowered to discharge the functions that are assigned to them constitutionally. However, Audit noticed that there was absence of adequate people's participation from these levels in the planning process. This hindered the planned progress of the district and failed to address the adequate needs at the grass root level.

Adequate monitoring mechanism is either not instituted, or is not functioning as envisaged, with regard to execution of schemes. The role of the DM&C in the district was restricted following entrustment of high level of responsibilities to the Local Bodies. However, as the Member Secretary of the District Planning Committee (DPC), he could have contributed in mapping out a well assessed, need based and development oriented implementation of a District Plan with effective monitoring. However, the DPC is yet to convene even its first meeting and hence the District remained devoid of consolidated annual District Plan so as to achieve the desired objectives. The State Government needs to address these issues in order to ensure inclusive and all-round development of the district.

Agartala
The **2010**

(John K. Sellate)
Accountant General (Audit),
Tripura, Agartala

Countersigned

New Delhi
The **2010**

(Vinod Rai)
Comptroller and Auditor General of India

Appendix I

**List of selected Blocks/ Panchayat Samitis and Goan Panchayats / Village Committees for audit of SGRY/ NREGP under District Audit of West Tripura
(Reference: Paragraph 2)**

Name of the Block/Panchayat Samitis	Name of the selected unit	
	Gaon Panchayat	Village Committee (under ADC)
Mohanpur	6 Nos. viz. Ishanpur, Lembucherra, Nutannagar, Purba Gandhigram, Vidyasagar, Mohanpur.	2 Nos. viz. Bodhjungnagar and Bhagaban Choudhuripara.
Bishalgarh	8 Nos. viz. Lalsinghmura, Konaban, Kamlasagar, Bishramganj, Bishalgarh, Purba Gokulnagar, Madhupur and Debipur.	3 Nos. viz. Pathaliaghat (for SGRY only) Promodenagar (for NREGA only), Amtali and Banshibari.
Teliamura	4 Nos. viz. Paschim Teliamura, Paschim Howaibari, Maiganga and Jagananthbari.	1 No. viz. Utttar Pulinpur.
Melaghar	8 Nos. viz. Bagabasa, Purba Nalchar, Paschim Nalchar Chandighar, Dakshin Nalchar, Purba Melaghar Paschim Melaghar. and Rudijala.	2 Nos. viz. Anandapur and Uttar Tabandai.

Appendix II

List of selected educational blocks and schools for audit of SSA under District Audit of West Tripura
(Reference: Paragraph 2)

Name of the Educational Block	Name of the Schools	
	Primary	Upper Primary
Hezamara (under Inspector of Schools, Mohanpur)	Gayamphang J/B School	Sarat Chowdhury Para S/B School
	Bagbari (M) J/B School	Chandicharan S/B School
	Radhakrishna K/P J/B School	Jpyram Sardar Para S/B Sdhoor.
Agartala Municipal Council (under Inspector of Schools, Sadar)	Maitri Bharati J/B School	Bhati Abhoynagar (P/P) S/B School
	Uttar Jogendra Nagar J/B School	Purba Jogendra Nagar S/B School
		Rampur S/B School
Dukli (under Inspector of Schools, Bishalgarh)	Madhyapratapgarh J/B school	Dr. B.R. Ambedkar S/B School(Primary Attached)
	Dhariachara J/B School	Kanchanmala S/B School
	Das Para J/B School	Durgapur S/B School
	Purba Hatileta Jokali Coloney J/B School	
Teliamura (under Inspector of Schools, Teliamura)	Sarat Debbarma Para J/B School	Duski Bazar Model S/B School.
	Sonatan Das B.Bari J/B School	Fulbasidas Para S/B School(Primary attached)
	Kharmaibari J/B School	Mohanbari S/B Girls School

Appendix III

Outstanding advances against Implementing Officers of SGRY
(Reference: Paragraph 6.1.(a) (vii))

Sl. No.	Name & Designation of Implementing Officers	No of works	Advance paid during	Amount of advance paid (Rs.)	Work order issued during
Melaghar Block					
1	Amlanjyoti Das,J/E	6	05/2007	7,47,770	01/07 to 07/07
2.	Prabir Majumder, J/E	3	04/07 to 05/07	1,73,317	NA
3	Biresh Ch. Roy, P/S	1	07/2006	26,758	03/2007
4	Badal Barman, P/S	1	07/2006	17,550	07/2007
5	Archan Kanti Das	1	03/2007	2,00,000	NA
6	Abhijit Acharjee	2	12/06 to 01/08	41,694	07/08
	Sub Total	14		12,07,089	
Mohanpur Block					
7.	Santosh Saha, P/S	1	02/2007	10,000	02/2007
8.	Motilal Bhowmik, P/S	1	04/2007	5,818	03/2007
9.	Haradhan Roychoudhury, P/S	1	03/2007	29,250	03/2007
10.	Hillol Das, J/E	2	10/2007	50,883	03/07 to 06/07
11.	Kamal Ch. Das, P/S	1	02/2007	1,420	01/2007
12.	Manilal Debnath, P/S	1	03/2007	10,000	02/2007
13.	Padma Kr. Debbarma, P/S	1	03/2007	60,000	03/2007
14.	Bimal Chakraborty, TA	3	06/06 to 11/07	1,64,671	10/07 to 05/08
15.	Narayan Debnath,P/S	3	02/2007	16,420	02/2007
	Sub Total	14		3,48,462	
Teliamura Block					
16.	Jogendra Ch. Das, P/S	3	09/06 to 03/07	63,486	09/06 to 03/07
17.	Anil Rudra Paul, P/S	2	06/06 to 09/06	31,473	NA
18.	Bijoy Ch. Das, P/S	3	05/06 to 09/06	1,60,919	NA
19.	Pradip Sen, P/S	1	NA	14,700	NA
20.	Harilal Debnath, J/E	9	09/06 to 10/07	1,79,292	09/06 to 10/07
21.	Suman Bhattacharjee, J/E	2	06/06 to 09/06	25,830	NA
22.	Rajkumar Kapadi, P/S	1	09/06	14,700	NA
23.	Nabin Hrangkhal, P/S	2	03/06	22,350	NA
24.	Anil Chakraborty, P/S	1	NA	14,700	NA
25.	Amalendu Das, W/A	1	NA	7,350	NA
26.	Jagadish C. Das, P/S	1	09/06	14,700	NA
27.	Gouranga Sarker, P/S	1	09/06	14,700	NA
28.	Dwitiyahari Jamatia,P/S	4	09/06 to 03/07	1,06,134	NA
29.	Narayan Jamatia,P/S	2	07/06 to 09/06	47,350	07/06 to 09/06
	Sub Total	33		7,17,684	
	Total	61		22,73,235	

Source: Advance Registers and other related records of the concerned Blocks for SGRY

Appendix IV

**List of works taken up, which were not permissible under SGRY
(Reference: Paragraph 6.1 (a) (viii))**

Sl. No.	Name of Gaon Panchayat/ADC	Work Order No. & Date	Name of the Work	Total cost (Rs.)
A. Mohanpur Block				
1.	Vidyasagar	F.10(2)/BDO/MNP/SGRY/06-07/20448-502 dated 24.02.2007	Maintenance of Katlamara HS School	50,000
2.	Laxmilunga	F.10(2)/BDO/MNP/SGRY/06-07/9588-92 dated 16.10.2006	Construction of Steel foot Bridge over Laxmilunga Cherra	3,46,396
3.	Bir Mohan Village	F.10(2)/BDO/MNP/SGRY/06-07/16809-13 dated 28.12.2006	Construction of Steel foot Bridge over Sonai river	7,44,600
B. Melaghar Block				
4.	Bagabasa	F.3(1)DWD/2005-06/	Construction of steel bridge	4,00,000
5.	Bagabasa	F.3(1)DWD/2005-06/	Balance amount for construction of steel bridge	1,64,054
6.	Nalchar	F.3(1)DWD/2005-06/	Construction of steel bridge over nalchar river	5,00,000
7.	Nalchar	F.3(1)DWD/2005-06/	Additional fund for construction of steel bridge at Nalchar	2,00,000
8.	Chandul Village	F.3(1)DWD/2005-06/2516-17 dt. 03-07-2006	Construction of steel foot bridge near Laillongbari JB sch	6,00,000
9.	Chandigarh GP	F.3(1)DWD/2005-06/2516-17 dt. 03-07-2006	Construction of swimming pool adjacent to block head qr.	15,00,000
10.	Taibandul ADC Village	F.14(3)/BDO/MLG/SGRY/05-06/25800-12 dt. 6-03-2007	Construction of school building at Dhanmura J.B. school	5,38,999
C. Teliamura Block				
11.	Paschim Teliamura		Construction of steel bridge at Kakricherra	4,03,421
D. Bishalghar Block				
12.	Promodenagar V.C	F.VIII8(B)/BDO/BLG/SGRY/2006-07/40591-602 dt. 31.3.2007 & modified on 17 th 2007	Construction of Steel foot Bridge at Promodenagar	7,36,522
13.	Lalasingmura G.P.	F.VIII8(B)/BDO/BLG/SGRY/2006-07/5061-63-602 dt. 31.3.2007 & modified on 17 th 2007	Construction of Steel foot.	736522
14.	Bangshibari	F.VIII8(B)/BDO/BLG/SGRY/2006-07/5061-63-602 dt. 31.3.2007 & modified on 17 th 2007	Construction of Steel foot.	457423
Total				73,77,937

Source: Work Order Register, Asset / Project Register of the concerned Block for SGRY.

Appendix V

List of SGRY works where no cash wage but only rice was paid
(Reference: Paragraph 6.1 (a) (xi))

SL. No.	Name of GP/ADC	Name of Work	Estimated Cost (Rs.)	Work order No.	Man-days targeted	Material Cost Component (Rs.)	Total Wage Component (Rs.)	Minimum Cash Wage to be paid (25 per cent) (Rs.)	Cash Wage actually paid (Rs.)
1.	Vidyasagar	Construction of flood protection bandh	98,400	F.10(2)/BDO/MN P/SGRY/04-05/1019-20 dt 23.04.2005	2,000	Nil	98,400	24,600	Nil
2.	Vidyasagar	Sanitation Programme	61,500	F.10(2)/BDO/MN P/SGRY/04-05/1117-18 dt 2.05.2005	1,250	Nil	61,500	15,375	Nil
3.	Bijoyanagar	Construction of Road	1,46,263	F.10(2)/BDO/MN P/SGRY/04-05/3459-69 dt 17.06.2004	296	129263	17,000	4,250	Nil
4.	Bijoyanagar	Construction of Road	58,349	F.10(2)/BDO/MN P/SGRY/04-05/3459-69 dt 17.06.2004	116	51768	6,581	1,645	Nil
5.	Sipaipara ADC	Excavation of Channel	29,520	F.10(2)/BDO/MN P/SGRY/04-05/16687-88	600	Nil	29,520	7,380	Nil
6.	Sipaipara ADC	Excavation of Channel	34,440	F.10(2)/BDO/MN P/SGRY/04-05/16687-88	700	Nil	34,440	8,610	Nil
7.	Abhicharan ADC	-do-	44,850	F.10(2)/BDO/MN P/SGRY/04-05/3331-32 dt. 15.6.04	897	Nil	44,850	11,213	Nil
8.	Abhicharan ADC	-do-	25,000	F.10(2)/BDO/MN P/SGRY/04-05/3331-32 dt. 15.6.04	500	Nil	25,000	6250	Nil
9.	Abhicharan ADC	-do-	25,000	F.10(2)/BDO/MN P/SGRY/04-05/3331-32 dt. 15.6.04	500	Nil	25,000	6250	Nil
10.	Abhicharan ADC	-do-	25,000	F.10(2)/BDO/MN P/SGRY/04-05/3331-32 dt. 15.6.04	500	Nil	25,000	6250	Nil
11.	Abhicharan village	Re-construction of Road	20,000	F.10(2)/BDO/MN P/SGRY/04-05/845-46 dt. 19-04-2005	400	Nil	20,000	5,000	Nil
12.	Abhicharan village	Re-construction of Road	30,000	F.10(2)/BDO/MN P/SGRY/04-05/845-46 dt. 19-04-2005	600	Nil	30,000	7,500	Nil
Total			5,98,322		8,359	1,81,031	4,17,291	1,04,323	Nil

Source: Work Order Register, Asset / Project Register of Mohanpur Block for SGRY.

Appendix VI

**Statement showing diversion of SGRY funds to other programmes in
Mohanpur Block**

(Reference: Paragraph 6.1 (a) (xii))

SL. No.	Name of Gaon Panchayat/ADC	Work Order No. & Date	Name of the Scheme/Work to which diverted	Total Cost (Rs.)
2004-05				
1.	Laxmilunga	F.10(2)/BDO/MNP/SGRY/04-05/3192-93 dt.15.05.05	Construction of ARDD Centre	1,36,880
2.	Nutannagar	F.10(2)/BDO/MNP/SGRY/04-05/3192-93 dt.15.05.05	Construction of ICDS Centre	1,36,880
2005-06				
3.	Sepaipara Village	F.10(2)/BDO/MNP/SGRY/05-06/13382-88	Construction of Social Education Centre	1,48,042
4.	Abhicharan para village	F.10(2)/BDO/MNP/SGRY/05-06/13382-88	Construction of AW. Centre	1,48,042
2006-07				
5.	Ishampur	F.10(2)/BDO/MNP/SGRY/06-07/17427-30 dt 06.01.2007	Construction of Social Education Centre	1,70,886
6.	Paschim Taranagar	F.10(2)/BDO/MNP/SGRY/06-07/24152-55 dt 29.03.2007	Construction of cow shed at ARDD Centre at Mohanpur	80,000
7.	Satdubia	F.10(2)/BDO/MNP/SGRY/06-07/18164-65 dt 20.01.2007	Construction of Health Sub Centre	1,70,886
8.	Lankamura	F.10(2)/BDO/MNP/SGRY/06-07/10064-66 dt 19.10.2007.	Construction of Social Education Centre	1,70,886
9	-do-	F.10(2)/BDO/MNP/SGRY/06-07/21446-70 dt 9.03.2007.	Construction of Health Centre	1,74,944
Total				13,37,446

Source: Work Order Register, Asset / Project Register of Mohanpur Block for SGRY.

Appendix VII

**Statement of expenditure incurred by Melaghar Panchayat Samitis on
excavation of ponds on private land from NREGA fund
(Reference: Paragraph 6.1 (b) (v))**

(Rupees in lakh)

Sl. No.	Name of Gram Panchayat	No. of pond excavated on private land	Expenditure
1.	Aralia	9	2.10
2	Bagabasa	12	4.33
3	Bardwal	4	1.52
4	Chandamura	7	1.44
5	Chandighar	6	1.51
6	Chouhamuni	7	3.13
7	Dhakshin nalchar	9	4.02
8	Durgapur	12	3.07
9	Grantali	10	1.73
10	Indiranagar	10	3.36
11	Jumerdepha	10	4.61
12	Kamrangatali	7	1.53
13	Kemtali	8	4.47
14	Khashchoumuni	12	5.29
15	Khedabari	8	2.82
16	Kumira kucha	16	3.41
17	Laxman depha	8	2.96
18	Muhanbhog	8	2.01
19	Nabadwip Chandranagar	3	0.47
20	Paschim Durlabnarayan	3	1.57
21	Paschim Melaghar	3	1.68
22	Paschim Nalchar	24	6.30
23	Pongbari	9	1.86
24	Purba Chandigar	3	1.57
25	Purba Durlabnarayan	8	3.05
26	Purba Melaghar	8	2.64
27	Purba Nalchar	6	3.57
28	Rajibnagar	4	2.25
29	Rangamati	9	3.22
30	Rudijjala	4	1.97
31	Taijiling	15	4.31
32	Taksapara	11	3.55
33	Telkajala	24	9.93
34	Urmai	22	9.10
35	Jubaraj Ghat	5	1.96
	Total	324	112.31

Source: Information furnished by the Programme Officer

Appendix VIII
Statement showing the item-wise targets as per CPCB's approval vis-à-vis the
physical progress made in Management of MSW
(Reference: Paragraph 7.3(ix))

Sl. No.	Description of Item	Total proposed cost as sanctioned by CPCB (Rs. in lakh)	No. procurable as per Agreement with the CPCB	No. decided to be procured in actual implementation	No. procured as of 6 February 2010	No. actually used as on May 2009	Achievement w.r.to the original target	Remarks, if any
A. Segregation and Collection								
1	Sets of 2 household bins	25.00	LS	80000	79247	43036	--	Rest to be distributed shortly
2	Pedal Tricycles	20.00	150	Nil	Nil	Nil	0 %	Planned in 3 rd instalment
3	Containers for Pedal Tricycles(Waste Baskets)	5.00	1000	300	300	297	29.7 %	1200 planned in 3 rd instalment
4	Litter Bin	4.00	1000	1000 (at a higher cost of Rs. 15 lakh)	1000	50 %	47.7 %	Cost deviation approved by CPCB in Nov'06
5	Containerized Wheel Barrows	12.00	200	25+150 (addl.) = 175	171	23	11.2 %	
6	Containers for Wheel Barrows	4.80	1200	Nil	Nil		0 %	Not required
7	Mass Awareness etc.	5.00	LS	Nil	--	--	--	Work in progress. Rest planned in 3 rd instalment
8	Seamless handcarts for drain silting	2.00	25	Nil	Nil	Nil	0 %	Planned in 3 rd instalment
9	Sweeping tools	5.00	LS	Nil	Nil	Nil	0 %	Planned in 3 rd instalment

Appendix VIII (Contd.)
Statement showing the item-wise targets as per CPCB's approval *vis-à-vis* the
physical progress made in Management of MSW
(Reference: Paragraph 7.3(ix))

Sl. No.	Description of Item	Total proposed cost as sanctioned by CPCB (Rs. in lakh)	No. procurable as per Agreement with the CPCB	No. decided to be procured in actual implementation	No. procured as of 6 February 2010	No. actually used as on May 2009	Achievement w.r.to the original target	Remarks, if any
B. Storage								
10	Dumper Place Container (4.5 cum)	30.00	60	70 (Metallic Container)	70	70	--	Deviation approved by CPCB in Nov'06
11	1100 litter metal bin for Refuse Collector	--	--	100	100	50 %	--	Extra item
C. Transportation								
12	Auto Van (Tipper)	25.00	10	4 (Twin Container Mini Dumper Placer)	4	4	--	Item modified to suit AMC's requirement
13	Dumper Placer vehicles	80.00	8	Nil	Nil	Nil	0 %	Procured from other sources
14	Tipper Truck	42.50	5	Nil	Nil	Nil	0 %	-Do-
15	Tractor-Trailers	10.00	2	Nil	Nil	Nil	0 %	Not required
16	Refuse Collector with TATA Chasis	--	--	2	2	2	--	Extra item— Supply completed
D. Processing and Disposal								
17	Preparation of processing facility	7.35	--	Consultancy for setting up of a Compost Plant (1 Job)	---	--	--	DPR approved and tender finalised
18	Preparation of landfill site	7.35	--	Consultancy for landfill site (1 Job)	---	--	--	DPR approved and tender finalised
19	Documentation	--	--	1 Job	--	--	--	Extra item 1 st phase (Film preparation) completed

Appendix VIII (Concl'd.)
Statement showing the item-wise targets as per CPCB's approval *vis-à-vis* the
physical progress made in Management of MSW
(Reference: Paragraph 7.3(ix))

Sl. No.	Description of Item	Total proposed cost as sanctioned by CPCB (Rs. in lakh)	No. procurable as per Agreement with the CPCB	No. decided to be procured in actual implementation	No. procured as of 6 February 2010	No. actually used as on May 2009	Achievement w.r.to the original target	Remarks, if any
E. Intra-city Activities								
20	Establishing Surveillance Squad	5.00		Mobile Network (Nil)				Planned in 3 rd instalment
21	Computer network monitoring/ database/ public redressal	10.00						- Do-
Total :		300.00						

Source: Compilation from the records made available by the AMC, Agartala.

Glossary of abbreviations

Abbreviations	Expanded form
AAP	Annual Action Plan
ADC	Autonomous District Council
ACAN	Agartala City Area Network
AWS	Agartala Water Supply
AMC	Agartala Municipal Council
ACA	Additional Central Assistance
BSNL	Bharat Sanchar Nigam Limited
BPL	Below Poverty Line
BLEC	Block Level Education Committee
BSUP	Basic Services for Urban Poor
BDO	Block Development Officer
BEUP	Bidhayak Elaka Unnayan Prakalpa
BADP	Border Area Development Programme
CSS	Centrally Sponsored Scheme
CEO	Chief Executive Officer
CIS	Community Information Services
CSC	Common Service Centre
CB	Capacity Building
CPCB	Central Pollution Control Board
DM&C	District Magistrate and Collector
DPC	District Planning Committee
DRDA	District Rural Development Agency
DLEC	District Level Education Committee
DEO	District Education Officer
DPR	Detailed Project Report
DIT	Directorate of Information Technology
DSR	District Schedule of Rates
GB	Governing Body
GP	Gram Panchayat
GOI	Government of India
H&FWD	Health and Family Welfare Department
IA	Implementing Agency
IAY	Indira Awas Yojana
IBBR	Indo Bangla Border Road
IT	Information Technology
IO	Implementing Officer
IHSDP	Integrated Housing and Slum Development Programme
IL&FS	Infrastructure Leasing & Financial Services Limited
JNNURM	Jawaharlal Nehru National Urban Renewal Mission
JE	Junior Engineer
MSW	Municipal Solid Waste
MMSW	Management of Municipal Solid Waste
MT	Metric Ton
MOU	Memorandum of Understanding
MoRD	Ministry of Rural Development

Abbreviations	Expanded form
NBCC	National Builders and Construction Company
NCERT	National Council of Education Research and Training
NeGP	National e-Governance Plan
NGO	Non- Government Organisation
NIC	National Informatics Centre
NPCB	National Programme for Control of Blindness
NREGP	National Rural Employment Guarantee Programme
NRHM	National Rural Health Mission
OFC	Optical Fibre Cable
PMGSY	Pradhan Mantri Gram Sadak Yojana
PD	Project Director
PRI	Panchayati Raj Institution
PO	Programme Officer
PWD	Public Works Department
POP	Points of Presence
PPP	Public Private Partnership
REGS	Rural Employment Guarantee Scheme
RDD	Rural Development Department
SGRY	Sampoorna Grameen Rozgar Yojana
SSA	Sarva Shiksha Abhiyan
SC	Schedule Caste
ST	Schedule Tribe
SLCC	State Level Coordination Committee
SWAN	State Wide Area Networks
SGSY	Swarnajayanti Grameen Swarojgar Yojana
SREGP	State Rural Employment Guarantee Programme
SLSC	State Level Standing Committee
SDC	State Data Centre
SLA	Services Level Agreement
SOE	Statement of Expenditure
TVC	Tripura Vision Centre
TTAADC	Tripura Tribal Areas Autonomous District Council
TSECL	Tripura State Electricity Corporation Limited
TGB	Tripura Gramin Bank
TRRDA	Tripura Rural Roads Development Agency
TSCA	Tripura State Computerisation Agency
TCIL	Telecommunication Consultants India Limited
TSPCB	Tripura State Pollution Control Board
TFC	Twelfth Finance Commission
UDD	Urban Development Department
UC	Utilisation Certificate
VDC	Village Development Committee
VC	Village Committee
WAN	Wide Area Network