

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.

xii) 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

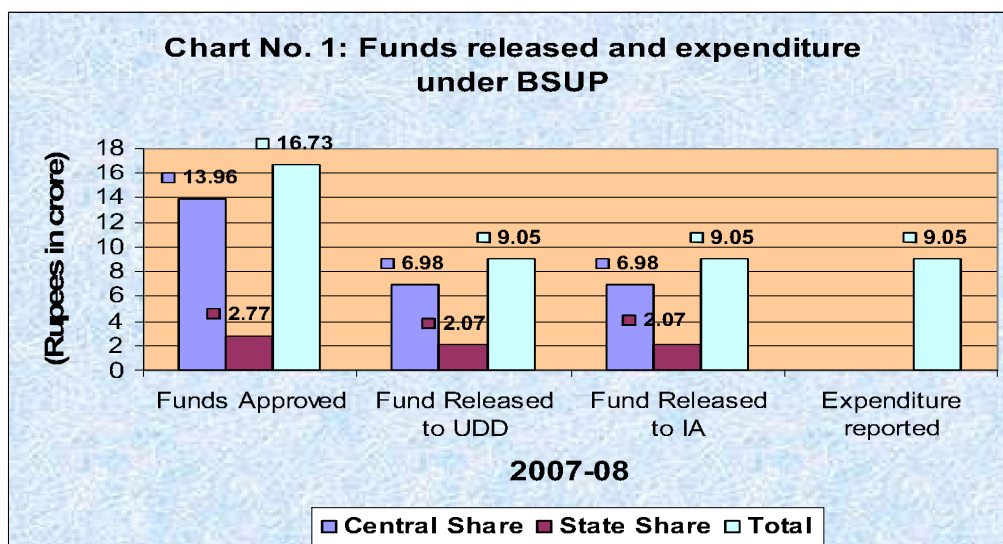
5.2.1 Jawaharlal Nehru National Urban Renewal Mission (JNNURM)

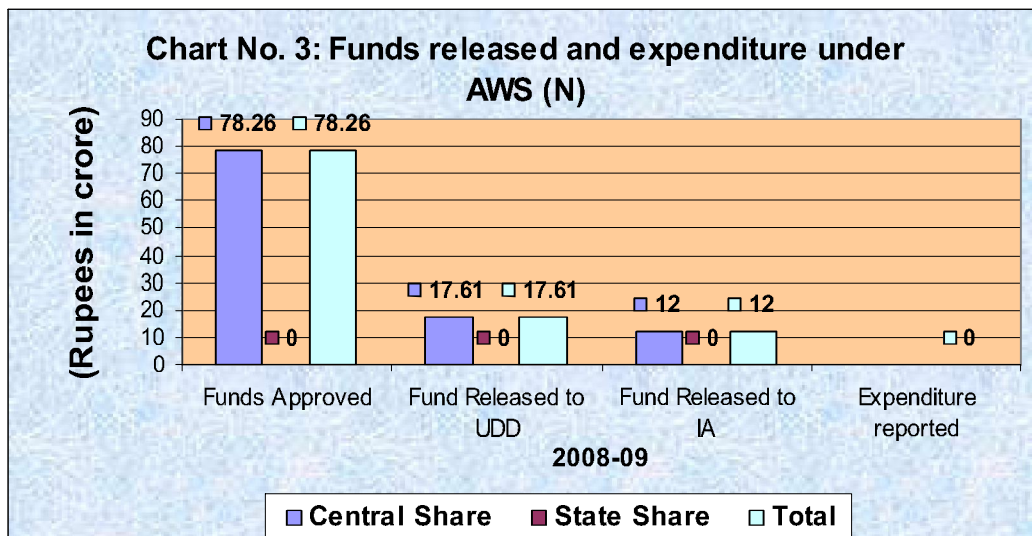
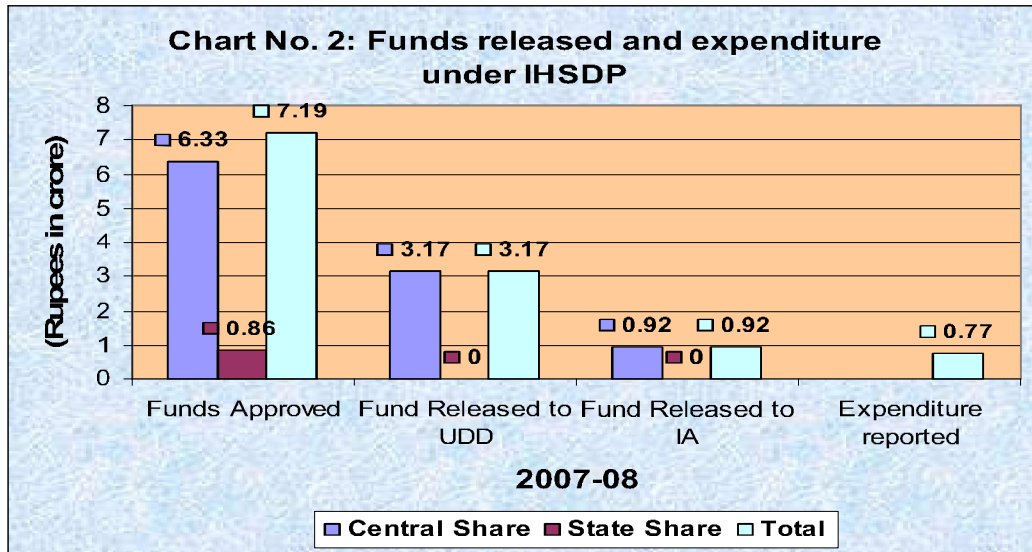
i) Introduction

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.