

7.1 Panchayati Raj Institution (PRI)

Panchayat is an institution of self-government constituted for rural areas. There should be a Panchayat at the village level specified by the Governor by Public Notification to be a village, and includes a group of villages so specified to execute connectivity to interior areas, access to quality and timely health care in interior areas, nutrition, particularly to the girl child, status of health of mothers and children, availability of sources of water for irrigation, universal compulsory education and quality achievement, opportunity for employment wages or self employment, etc;. In brief, this should be a Millennium Development Goal as a starting point for achieving at District Vision.

According to 73rd Constitutional Amendment Act, the States were required to devolve adequate powers and responsibilities on PRIs in order to make them effective institutions of local self-government. The responsibility for preparation of plans for economic development and social justice and its implementation in respect of 29 subjects listed in Eleventh Schedule of the Constitution were to be assigned to Panchayats and to this effect, the State Governments were expected to place the functions of department dealing with these 29 subjects including the officials under the control of the Panchayats.

However, as of March 2011, neither functions nor functionaries, as envisaged in the Constitution, have been placed under the control of the Panchayats in the District as no progress in this regard has been made in Arunachal Pradesh. Role of PRIs were very limited even in the preparation of plans for economic development and social justice.

The three Blocks of the District consist of 195 Panchayats (Ziro-I : 127; Ziro-II : 38; and Raga : 30). There are 14 Anchal Samitis (Ziro-I : 07; Ziro-II : 03; and Raga : 04) and one Zila Parishad. In respect of all Rural Development Programmes, the DRDA executes the work through BDOs by maintaining separate accounts for Gram and Anchal Samitis.

Eleventh and Twelfth Finance Commission grants received by the Panchayats for Civil Amenities were as indicated in the following table:

Table: -32

(₹ in crore)

Year	Grants received under	Gram Panchayat	Anchal Samiti	Zila Parishad	Total
2008-09	Eleventh Finance Commission	1.24	0.65	0.30	2.19
	Twelfth Finance Commission	1.22	0.82	0.48	2.52
	Total	2.46	1.47	0.78	4.71

Sources: - Departmental figures.

No Gram Panchayat Secretaries were appointed as the Arunachal Pradesh Panchayati Raj Act, 1997, had no provision for appointment of Gram Panchayat Secretary. Moreover, the post of Zila Parishad Secretary was not yet created. The Project Director, DRDA, is in charge of the Zila Parishad.

The Panchayat accounts were not computerized. The joint accounts of the Anchal Samitis and Gram Panchayats are operated by the Chairperson. The Addl. Dy. Commissioner (ADC)/Circle Officer (CO), being Member Secretary, holds monthly meetings with the PRIs. Further, there was no Panchayat building.

The DRDA places funds at the disposal of the BDO's of the District for implementation of all Rural Development Programmes. The estimates of works were prepared and measured by the Extension Officers (Rural Engineers) of the Blocks, whereas the works were executed by the Panchayat or Anchal Samiti, as the case may be. During 2008-10, works like drinking water supply (58), drainage (184), sanitary latrines (74), CC platforms (15), CC footpaths (279), water tanks (62), CC culverts (57), classrooms (19), panchayat ghars (18), approach roads (72), etc; were constructed by the Panchayats.

The DRDA has to process sanction of works under all RD Programme besides performing, monitoring or executing works. Each Scheme was to be monitored and reviewed by the ADC by virtue of being the Member Secretary of the DVMC, but not a single monitoring or review report could be made available to Audit.

To sum up, the Panchayat function in the District is not fully operational yet.

Recommendation

Steps should be taken in earnest to make PRIs fully functional at the earliest so that the vision envisaged in the Constitution amendment of having a decentralised approach in district planning is accomplished.

7.2 Public Distribution System (PDS)

Food security was to be ensured by regular supply of food grains to economically vulnerable sections of society at affordable prices. The Targeted Public Distribution System (TDPS) was launched in Arunachal Pradesh in June 1997, with the objective of providing food grains at specially subsidized rates, below the Central Issue Price (CIP) to Below Poverty Line (BPL) families as per norms prescribed by the Government of India. BPL families were to be properly identified and issued with special Ration Cards. Antodaya Anna Yojana (AAY), launched in December 2000, was intended to ensure food availability to the poorest of the poor amongst BPL families by providing rice at a specially subsidized rate. Distinctive ration cards were to be issued to AAY beneficiaries after identification of such families. The PDS programme in Arunachal Pradesh covers rice, wheat, sugar and kerosene.

Besides, there is the Annapurna Scheme (launched in April, 2000), under which destitute senior citizens (65+ years) not in receipt of pension under the National Old Age Pension Scheme or State Pension Scheme, are entitled to get 10 kg of rice per month free of cost. Under PDS, the Above Poverty Line (APL) families would continue to get food grains from Fair Price Shops (FPS) through ration cards at normal rates.

The prescribed rates and scale for providing food grains to BPL and AAY families are (a) BPL ₹ 6.15/kg and 35 kg per ration card per month, (b) For AAY ₹ 3/kg and 35 kg per ration card per month. To control the movement of food grains from the FCI Depot, the appointed District nominee-cum-carriage contractor was to draw/lift the PDS food grains from the FCI Depot and maintain books of accounts for issue of ration items to Fair Price Shops. There are two stockists and 127 fair price shops in the District. The quantity of rice, sugar, kerosene lifted by FPS and issued to consumers are as follows:

Table - 33

Year	Rice (in MT)	Sugar (in MT)	Kerosene (in litres)
2006-07	4175.546	108.00	804000
2007-08	5630.287	159.45	804000
2008-09	3835.200	395.70	737000
2009-10	4332.205	224.40	737000
2010-11	4773.172	619.70	835000
Total	22746.41	1507.25	3917000

Source: Departmental Figures

Interaction with 12 public leaders revealed that kerosene was not issued in nine villages, and only occasionally issued in two villages. Sugar was not issued in five villages, issued occasionally in four villages and issued only once in a year in one village. Rice was not issued at all in Taya Simla Village.

The quantities of Wheat lifted by the Nominee, Atta Chaki Mills and FPS are shown below: -

Table: -34

Year	Lifted by Nominee (in MT)	Lifted by Atta Chaki Mills (in MT)	Lifted by FPS (in MT)	Short-lifted by FPS (in MT)	Lifted by Consumers
2006-07	388.500	388.500	369.075	19.425	Report not submitted
2007-08	306.490	306.470	291.200	15.290	
2008-09	484.200	484.200	460.000	24.200	
2009-10	211.000	211.000	0	211.00	
2010-11	80.295	80.295	80.295	00	
Total	1470.485	1470.465	1200.57	269.915	

Source: Departmental Figures

The Department stated that the report of Atta lifted by consumers could not be submitted as there was no provision made by the Department to record this detail. Interaction with 12 public leaders revealed that no Atta was issued to the beneficiaries.

This indicated that 1470.465 MTs of Atta had either not been distributed to FPSs or diverted elsewhere. Mis-utilization cannot be ruled out.

Due to lack of monitoring and supervision, Fair Price Shop commodities did not reach to the intended beneficiaries.

Recommendation

The district administration in charge of Public Distribution System should ensure that fair price shop commodities reach all beneficiaries regularly and as per prescribed norms.

7.3 Management of waste

7.3.1 Municipal Waste

The District has only one census town, namely Ziro, which is also district headquarters. As the urban civic body was yet to be formed municipality functions were discharged by District Urban Development Agency (DUDA). It received funds from the Government but did not collect any revenue from the general public. In Ziro Town, 4.15 MT of garbage was generated daily. It was collected by one Tipper truck daily except Sundays and dumped in 25 dustbins three km away from Ziro/Hapoli township.

The funds allocated during 2007-11 were as shown in Table

Table – 35



Year	Allotment			Expenditure			Excess(+) Saving(-)
	Non-Plan	Plan	Total	Non-Plan	Plan	Total	
2007-08	1.85	161.67	163.52	1.14	152.28	153.42	(-) 10.10
2008-09	20.54	286.49	307.03	20.31	217.01	237.32	(-) 69.71
2009-10	71.00	224.62	295.62	69.92	255.83	325.75	(+) 30.13
2010-11	4.50	369.71	374.21	4.50	423.36	427.86	(+) 53.65

Source: Departmental Figures

From 2007-08 to 2010-11, ₹ 10.48 crore was spent against an allocation of ₹ 10.42 crore. No solid waste management has been taken up till date. However, an estimate for solid waste management was submitted to the authorities in July 2009, which is yet to be approved. During the first spell of performance audit during 2010 it was noticed that garbage remained undisposed and could be seen strewn all round the place, posing potential health hazards. Photographs taken during that time are depicted.

	
<p>Garbage scattered out of overflowing dustbin built near residential area, Ziro</p>	<p>Garbage scattered out of overflowing dustbin built near residential area, Ziro</p>
	
<p>Garbage scattered out of overflowing dustbin on Stadium Road, Ziro</p>	<p>Garbage scattered out of overflowing dustbin built near residential area, Ziro</p>

However, during the second spell of performance audit in 2011, a marked improvement was noticed. Waste was being managed by the construction of dustbins and are cleared regularly as shown below:

	
<p>Renovated Dustbin at Stadium road, Ziro</p>	<p>Workers engaged in clearance of a dustbins near Apex Bank, Ziro</p>

7.3.2 Bio-medical Waste

Bio-medical waste is generated by hospitals and other health service providers and consists of discharged drugs, waste shapes, micro-biological and bio-technological waste, human anatomical waste, etc. The District had one District Hospital, one CHC, eight PHCs and 26 SCs generating bio-medical waste.

Interaction with the Medical Superintendent, District Hospital, MO in-charge CHC and five other PHCs revealed that except for the District Hospital, Ziro, no other Health Centre had incinerators for disposing of bio-medical waste as per specified norms laid down in the Bio-Medical Waste (Management and Handling) Rules, 1998 and amended from time to time.

Physical verification of the CHC and 5 PHCs revealed that waste was either dumped or burnt at different places in the Health Centre premises.

Recommendations

Waste management needs to be improved to ensure proper disposal of solid waste for preventing environmental pollution.

Awareness for cleanliness should be spread among common man.

Proper disposal of bio-medical waste should be ensured, which otherwise poses a serious treat to public health and the environment .

7.4 Law & Order and Fire fighting services

Government of India introduced the Scheme “Modernization of Police Force” (MOPF) to augment the operational efficiency of the State Police to face the emerging challenges to internal security.

Information furnished by Superintendent of Police, Lower Subansiri, revealed that the crime rate in the District increased by 7 *per cent* from 113 in 2006 to 121 in 2010. There was a major increase in miscellaneous crimes (31 *per cent*) from 65 to 85 and kidnapping by from two to three. Murder cases reduced from five to three, which was due to regular patrolling, checking of hotels, setting up of *NAKAS* and the Beat System. However the Superintended of Police pointed out that there was shortage of manpower in every unit of the District.

The District had only one Fire Station against a requirement of three, as per the Standard Fire Advisory Council norms. There were 64 fire incidents during 2005-11, where 02 human lives and property worth ₹ 7.44 crore were lost. Shortage of infrastructure may be one of the causes responsible for loss of lives and property.

Recommendation

Law enforcing authorities of the District should ensure that police force is optimally manned and provided with requisite infrastructure in the area of mobility, connectivity so that incidences of crime is minimised.

Fire Stations as per norms should be established to avoid loss of human life and property.

7.5 E-Governance

National Informatics Centre (NIC) had set up a District Informatics Centre (DIC) in Lower Subansiri District in 1998 to support the District Administration and spread the awareness about the use of information technology (IT) in various departments. The initiative envisaged procurement of hardware, development of software applications and training staff of various offices in the District in the use of IT.

The State Government set up Integrated Community Service Centres (I-COSC), known as “*Jana Suvidha* Centres” in March 2010.

The system developed was basically providing the following services electronically.

Table - 36

Certificates	Only Scheduled Tribe Certificates
Licences/Permits	Driving Licences, Registration Certificates of New Vehicles and Change of address

Recommendation

***Jan-Suvidha* centres should provide other facilities such as issue of Temporary inner line permits, permanent residential certificates (PRC), Temporary Residential certificates (TRC), issue and renewal of inner line permits and issue and renewal of identity cards**

7.6 Other Civic Amenities

7.6.1 Transportation

Audit came across poor condition of roads to reach the State Capital, Itanagar, North Lakhimpur, and Block Headquarters. Moreover, there were only 11 State Transport vehicles operating on six routes. As such, rural/poor people of the Lower Subansiri District faced trouble communicating from one place to another.

7.6.2 Telephone connections

The District had 7876 Telephone (landline) connections, out of which 3876 (49 *per cent*) were urban connections and 4000 (51 *per cent*) rural connections. There were also 8841 Mobile phone connections, out of which 6196 (70 *per cent*) were urban connections and 2645 (30 *per cent*) were rural connections. Tele-density of the District was 45.50 *per cent*.

7.6.3 Banking facilities

Information obtained from Banks revealed that the District had 3 (three) semi-urban and 5 (five) rural branches of different Commercial Banks. In the District, 22,425 saving bank accounts in different banks were in operation. There was a total credit of ₹ 68.48 crore as on March 2011. The number of villages with a population of over 2000 covered by banks as per RBI guidelines could not be made available to audit. Thus, coverage under banks could not be unascertained.