

Chapter 8

Summary of Conclusions and Recommendations

CHAPTER 8

Summary of Conclusions and Recommendations

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Kolkata
The 15 MAR 2013


(MADHUMITA BASU)
Principal Accountant General
(General & Social Sector Audit)
West Bengal

Countersigned

New Delhi
The 19 MAR 2013


(VINOD RAI)
Comptroller and Auditor General of India