



Chapter I

Social Sector



CHAPTER-I SOCIAL SECTOR

1.1 Introduction

The findings based on audit of State Government units under Social Sector are featured in this chapter.

During 2013-14, against a total budget provision of ₹ 3007.41 crore under Social Sector, a total expenditure of ₹ 2337.70 crore was incurred by 16 departments under the Sector. The Department-wise details of budget provision and expenditure incurred there against are shown in **Table 1.1.1**.

Table 1.1.1
Budget Provision and Expenditure of Departments in Social Sector

(₹ in crore)

Sl. No.	Department	Budget Provision	Expenditure
1	Labour & Employment	14.84	14.16
2	Information & Public Relations	7.19	5.46
3	Tribal Affairs & Hill	458.11	422.71
4	Adult Education *	926.43	866.05
5	Education (Schools) *		
6	Education (University) *		
7	Technical Education *		
8	Medical & Health and Family Welfare	417.93	412.17
9	Youth Affairs & Sports	59.77	34.37
10	Social Welfare	333.81	163.39
11	Relief & Disaster Management	19.54	5.50
12	Rural Development & Panchayati Raj	273.48	223.15
13	Arts & Culture	29.64	25.96
14	Minorities & Other Backward Classes	66.29	41.01
15	Consumer Affairs, Food & Public Distribution	29.91	24.24
16	Municipal Administration Housing and Urban Development	370.47	99.53
	Total	3007.41	2337.70

Source: Appropriation Account

* Separate information not available

Besides, the Central Government had been transferring a sizeable amount of funds directly to the implementing agencies of the State Government for implementation of various programmes of the Central Government. During 2013-14 out of ₹ 889.45 crore directly released to different implementing agencies, ₹ 739.78 crore was under Social Sector. The details are shown in **Appendix 1.1**.

1.1.1 Planning and conduct of Audit

Compliance audit is conducted in accordance with annual audit plan. The auditee units are selected on the basis of risk assessment. Areas taken up are selected on the basis of topicality, financial significance, social relevance, internal control system of the units and occurrence of defalcation/ misappropriation/ embezzlement as well as findings of previous Audit Reports. Apart from the above parameters, all departmental important directorates and district level units are audited annually.

Inspection Reports are issued to the heads of units as well as heads of departments after completion of audit. Based on the replies received, audit observations are either settled or further action for compliance is advised. Important audit findings are processed for inclusion in the Audit Report of C&AG of India.

The test audits were conducted during 2013-14 involving expenditure of ₹ 3459.15 crore including expenditure of ₹ 2913.00 crore of previous years of the State Government under Social Sector, as shown in **Appendix 1.2**. This chapter contains six compliance audit paragraphs as discussed in the succeeding paragraphs.

COMPLIANCE AUDIT

DEPARTMENT OF EDUCATION (SCHOOLS)

1.2 Audit on Infrastructure facilities in High and Higher Secondary Schools

1.2.1 Introduction

The Department of Education (Schools) of the Government of Manipur is responsible for providing access to affordable quality school education from classes I to XII within easy reach. With the enactment of the Right to Free and Compulsory Education Act, 2009 (RTE Act), Elementary education has become a fundamental right. This has made the Department more responsible for enforcing the RTE Act in the State for providing quality School education. Sarva Shiksha Abhiyan (SSA) has taken steps to translate this in letter and spirit. Another important Centrally Sponsored Scheme that is going hand-in-hand with SSA in the Secondary Education Sector is the Rashtriya Madhyamik Shiksha Abhiyan (RMSA). Audit had focused mainly on the implementation of the provision/guidelines of RMSA for the creation of infrastructure in the schools to ensure affordable quality education in schools.

The Principal Secretary (Education – School) was the head of the Education Department. He was assisted by the Director of Education (S). At the District level, there were thirteen Zonal Education Officers¹ (ZEOs). The main focus of the audit was on the existence of prescribed infrastructure in the schools and maintenance of pupil teacher ratio prescribed under SSA/RMSA.

1.2.2 Audit Objectives

The objectives of Audit on infrastructure facilities in High and Higher Secondary Schools were to assess whether:-

- School infrastructure were as per prescribed norms/ standards.
- Pupil-Teacher Ratio in the school was as per norms specified under Sarva Shiksha Abhiyan (SSA)/Rashtriya Madhyamik Shiksha Abhiyan (RMSA).

1.2.3 Audit Criteria

The audit findings were benchmarked against the criteria derived from the following sources:

- Rashtriya Madhyamik Shiksha Abhiyan (RMSA) guidelines;
- Revised Information and Communication Technology (ICT) guidelines; and

¹ ZEO of Imphal East, Imphal West, Bishnupur, Thoubal, Wangoi, Kakching, Jiribam, Churachandpur, Chandel, Ukhrul, Senapati, Tamenglong and Kangpokpi.

- Notifications and instructions issued by the State and Central Governments.

1.2.4 Scope of Audit

Audit of infrastructure facilities in High and Higher Secondary Schools was carried out during April to June 2014 covering the period from April 2009 to March 2014. 74 (62 rural and 12 urban) schools out of the total 1529 Government schools in the State spread across all 9 districts were randomly selected. Records at Mission Directors of SSA and RMSA were also examined.

1.2.5 Audit methodology

In tune with the Annual Audit Plan 2014 - 15, 74 schools were selected through simple Random Sampling (SRS) Method to assess the availability and condition of various infrastructure like toilets, arts and craft room, computer rooms/facilities, science laboratories, libraries and classrooms. The pupil teacher ratio in those schools was also analyzed. At the outset, an audit team conducted compliance audit of the Mission Director - SSA and the Mission Director - RMSA and collected data on infrastructure planned for the selected schools, the fund released and other relevant baseline data. Thereafter, audit teams (six in number) visited the schools to conduct compliance audit and examined the implantation at the school level through scrutiny of records, questionnaires and physical inspection.

1.2.6 Audit findings

The findings of the audit of infrastructure facilities in the 74 Schools are discussed in the succeeding paragraphs.

1.2.6.1 Availability of Infrastructure

During 2009-14, RMSA took up construction works for up-gradation of Junior High Schools (JHS) to High Schools (HS) and strengthening of existing schools. Out of the selected schools, five JHSs were upgraded to HS having one section, 24 JHSs were upgraded to HS having two sections and 43 existing schools were strengthened. RMSA did not take-up any construction work in the remaining three schools. These works were implemented through various agencies like Manipur Development Society (MDS), Engineering Cell under Directorate of Education (Schools) and School Management Development Committee (SMDC).

Audit of records showed that the department had allocated/earmarked ₹ 2232.09 lakhs during the year 2009-10 for upgradation/strengthening of schools. Out of this, ₹ 2165.09 lakhs was to be released in three instalments. The first instalment of the fund which was earmarked for the year 2009-10 was released during 2010-11. Till the date of audit (June 2014), the total amount released for construction works was ₹ 1730.36 lakhs (**Appendix 1.3**). Due to non-release of full amount, the following construction works were not completed (July 2014).

Table 1.2.1
Status of Various Construction Works

Sl. No.	Item of work	Number of infrastructures to be developed		Status (Nos.)					
		Number of schools	No. of rooms	Completed		In progress		Not yet started	
				No. of schools	No. of rooms*	No. of schools	No. of rooms	No. of schools	No. of rooms
1	Classroom	53	148	45	119	4	13	4	16
2	Computer room	61	61	48	48	3	3	10	10
3	Science Lab. room	55	55	41	41	4	4	10	10
4	Library	49	49	38	38	4	4	7	7
5	Toilet	71	71	58	58	0	0	13	13
6	Art and Craft room	71	71	55	55	6	6	10	10

Source: Departmental Records

*Including constructions dismantled in respect of Bengali High School.

As target date for completion was not fixed, the progress of work could not be monitored and enforced on account of which various works remained incomplete. On this being pointed out, the Mission Director (MD), State Implementing Society (SIS), RMSA stated (December 2014) that the target dates of completion was to be decided by the construction agencies. The reply of MD SIS, RMSA shows the lack of seriousness to complete the basic infrastructure of the schools in timely manner.

During audit of records in Bengali High School of Imphal West District having 107 enrolled students, it was noticed that five items² of work constructed through the SMDC at a cost of ₹ 24.30 lakh were demolished during March, 2013 without intimating SMDC. However staff from SIS, RMSA had visited the school on the day of the demolition. Reasons for the demolition were not available to audit.

Similarly, in Choithar High School of Ukhrul District with 85 enrolled students, eight items³ of work constructed upto plinth level through Engineering Cell of the Directorate at a cost of ₹ 19.08 lakh under RMSA was demolished by a group of villagers in April 2012. School Authority had intimated the matter to the Zonal Education Officer (ZEO), Ukhrul, but no complaint in the form of First Information Report (F.I.R.) was lodged to the Police by the School Authority. The concerned contractor lodged an F.I.R. with the Ukhrul Police Station on 28 April 2012, but action taken thereon was awaited (December 2014).

On this being pointed out, MD, SIS, RMSA in reply (December 2014) stated that no official information was received from the concerned authority for the reason of the demolitions of the structure in both the schools. Thus, the expenditure of ₹ 43.38 lakh for infrastructure facilities was unfruitful.

² Two classrooms, one science laboratory room, one library, one Art and Craft room, separate toilet for boys and girls with drinking water facility.

³ Four classrooms and one room each for Head masters/mistress, office room, computer room, science laboratory room, Library, Art and Craft room, and separate toilet for boys and girls with water.

1.2.6.1.1 Class rooms

Para 4.6 of the framework of RMSA Guideline stipulates that the classroom to pupil ratio will be 1:40. The classroom shall be in such a condition that classes could be conducted congenially, can accommodate 40 pupils comfortably with enough space for adequate desks and benches. If number of pupil is more than 40 in a class, there should be at least two sections. As per para 8 of Annexure-III of RMSA Guideline there is a provision for constructing two additional rooms in one section schools and four additional rooms in two section schools at the unit cost of ₹ 5.63 lakh per room including ₹ 1.00 lakh earmarked for furniture. Furniture items include 8 pairs of desks and benches, 1 table and 1 chair for teacher, 2 wooden almirahs and one dustbin. The size of the classroom shall be (7x7) square meter i.e. 49 square meter.

Construction of additional classrooms under RMSA was sanctioned during 2009-10 in 53 out of the 74 selected schools. MD, SIS, RMSA stated (December 2014) that the classrooms in the schools were to be constructed by agencies like Manipur Development Society (MDS), Engineering Cell under Directorate of Education (Schools) and School Management Development Committee (SMDC). The date of completion was to be fixed by the work agencies. Status of construction of classrooms (July 2014) was as shown in **Table 1.2.2.**

Table 1.2.2
Status of Construction of Classrooms

Status of construction	Number of schools	Number of rooms
Not started	4	16
In progress	4	13
Dismantled	1	2
Completed	44	117
Total	53	148

Source: Departmental Records

Audit noticed that the construction of 117 class rooms was completed in 44 schools. Out of this, 14 classrooms in 6 schools remained unutilised as the same were not handed over to the school authority.

On this being pointed out, SIS, RMSA stated (December 2014) that no official information had been received from the concerned school authority.

1.2.6.1.2 Science Laboratories

The National Focus Group on “Teaching of Science” suggested prevention of marginalisation of experiments in school science curriculum. Science laboratories are needed to promote experimental culture. Para 5.5.5 of Framework for implementation of RMSA states that at least a Science Laboratory along with necessary equipment need to be set up in each secondary school.

Audit noticed that science laboratories were in place in only 45 out of the 74 selected schools. Further, Laboratory Assistants were posted only in two

schools⁴. Though SIS, RMSA had supplied the laboratory equipment to all the selected schools, the same remained idle either due to non appointment of laboratory assistant or non availability of laboratory facilities. This indicates that adequate science practical classes were not conducted in the schools and the objective of promoting experimental culture was not fulfilled.

1.2.6.1.3 Computer rooms

During 2009-10, the State Implementing Society, RMSA sanctioned ₹ 4.60 lakh per school for construction of one computer room each for 165 schools. Out of 165, schools 61 were among the selected schools. The progress of construction of computer rooms as of July 2014 was as shown in **Table 1.2.3**.

Table 1.2.3
Status of Construction of Computer Rooms

Status of construction	Number of schools
Not started	10
In progress	3
Completed	48
Total	61

Source: Departmental Records

Examination of records revealed that out of the 48 schools having computer room, 21 schools had utilised their computer room for other purposes due to non availability of adequate classroom *etc.* Details are shown in **Appendix 1.4**.

Further, works in 10 schools had not started and construction in 3 schools were in progress (July 2014). On this being pointed out, MD, SIS, RMSA stated (December 2014) that the implementing agencies were to construct additional classroom, science laboratory, art and craft room *etc.*, and they had taken up the construction as per the priority of the concerned schools and hence the construction of computer room in 10 schools had not been taken up and in 3 schools work was in progress.

The reply of MD, SIS, RMSA shows that works executed by the agencies were not monitored by RMSA.

1.2.6.1.3.1 Availability of computers

The objective of providing computer infrastructure to the schools is to enable the students to get the opportunities for building up their capacity on Information Communication and Technology (ICT) skills and make them learn through computer aided learning process. The source of funds for providing computer infrastructure were from Central Government and State Government in the ratio of 90:10.

Scrutiny of records revealed that a Memorandum of Understanding (MOU) was signed between the Department of Education (Schools), Government of Manipur and M/S ACES Infotech (P) Limited, Kolkata in April 2011 for

⁴ Johnstone H.S.S. and Ibotonsana H.S.S.

supply of computer Hardware⁵ (at the rate of ₹ 6.40 lakh per school) and for maintenance⁶ (at the rate of ₹ 2.70 lakh per school per year) for five consecutive years in 260 schools in the State. As per agreement, the firm should complete the project in four months from the date of signing MOU *i.e.*, by August 2011. As per record available in Directorate of Education(S), the firm had supplied computer with its peripherals and deployed computer instructors in all the 260 schools under the ICT Scheme by November 2012. Scrutiny of records of 61 schools out of 260 schools revealed the following:

- There were no Computer instructors in 35 schools. In 16 schools instructors were absent since January 2014.
- One Computer Instructor had been teaching in one school⁷ without any remuneration since April 2012.
- Against an earmarked salary of ₹ 10,000/- per month for computer teacher/instructor in the revised ICT norms, the contractor firm fixed the salary of the IT faculty at ₹ 3,500/- per month.
- Two schools⁸ did not receive any IT infrastructure like web camera, scanner, projector, *etc.*, under ICT Scheme though the firm claimed that it had supplied the material to those schools.
- None of the test checked schools were provided educational software such as multimedia based educational software based on Secondary Education and Council of Higher Secondary Education, Manipur for Class IX-X and XI-XII.

The aim of improving infrastructure of the schools for capacity building on Information Communication and Technology (ICT) skills and making them learn through computer aided learning process could not be fulfilled due to non-appointment of required number of computer instructors, non-payment/less payment of salaries to the computer instructors and failure to provide Educational software.

1.2.6.1.4 Libraries

The school library is a centre for learning where all kinds of reading material including teaching tools, learning material, magazines, newspapers *etc.*, are to be made available. School libraries make a difference to students' understanding and achievement and provide support for teaching and learning throughout the school. The school library also plays a key role in the cultural and social life of the students.

⁵ Non recurring expenditure such as cost of 10 PCs, including 1 Projector, 1 scanner, Web camera, etc, Operating System & Application software, Educational software, Furniture and Teacher's induction training for ₹ 6.40 lakh.

⁶ Recurring expenditure such as Teacher salary, broad band management charge, electricity charge, P.O.L, Telephone charge, stationery *etc.*, for ₹ 2.70 lakh.

⁷ Kumar High School

⁸ Arong High School and Sopoleng High School

The RMSA guidelines provide ₹ 7.00 lakh for construction of a 7x10.60 square meter library room for Government schools having their own building. The amount of ₹ 7.00 lakh includes cost of furniture (₹ 0.25 lakh) to be supplied to schools in kind. Para 5.7.3 also stipulates the need of a regular librarian cum computer instructor to look after the affairs of library as well as ICT activities.

Out of the 74 schools covered by audit, only 49 were selected for construction of library room under RMSA. Till the date of audit (July 2014) construction of library could be completed in only 38 schools as shown in **Appendix 1.5**.

Further out of 40 (including 2 schools having library room not covered under RMSA) schools having library room, only in 29 schools books were provided for Library. Moreover, none of the test checked schools had any Librarian-cum-computer instructors although guideline specified the need and requirement of their services. On this being pointed out, the SIS, RMSA stated (December 2014) that there was no provision of funds for purchase of books for Library and Project approval Board (PAB) had also not sanctioned any funds for this purpose.

However, the fact remained that the State Government could have explored the possibility of funding from other sources according to RMSA guideline. Further, no records were available to indicate that the concerned authorities approached NGOs/Agencies/ Community for purchase of books for equipping of the Libraries. The School inspection (visit) done by higher authority from time to time also did not make any suggestion for improvement of library in the school. Therefore, it was evident that efforts were not made for proper functioning of the libraries in the schools and objective of providing libraries to enhance the knowledge of the students could not be fulfilled.

1.2.6.1.5 Art and Craft

Art and Craft education is important for creating awareness about India's rich cultural heritage and its heritage crafts along with its vibrant diversity. With an emphasis on creative and aesthetic aspects, art and craft is to be treated as a part of the curriculum. As per para 5.6 of the Framework of RMSA guidelines, art and craft subject is to be taught up to class X in every school. Further National Curriculum Framework (NCF) provides that for this purpose appropriate trained teacher should be appointed and a block period of one to one and a half hour is also necessary.

The guidelines also provide ₹ 5.00 lakh for construction of an Art and Craft room with room size of 7x7 square meter with additional 35 *per cent* (for circulation area 20% + wall area 15 %) and total plinth area of around 66 square meters (49 sqm. + 17 sqm.) for Government schools having their own building. This amount includes ₹ 0.40 lakh being cost of furniture to be supplied to schools in kind.

During 2009-10, RMSA selected 224 schools (which included 71 of the sampled schools) for construction of Arts and Craft Room and released ₹ 4.60 lakh per school. The construction work was assigned to MDS, Engineering

Cell of Education (S) and the SMDCs. The works commenced in 2011-12. The progress of construction of Arts and Crafts room in the 71 schools (July 2014) was as shown in **Table 1.2.4**.

Table 1.2.4
Status of construction of Arts and Crafts Room

Status of construction	Number of schools
Not started	10
In progress	6
Completed	54
Dismantled	1
Total	71

Source: Departmental Records

No target date was fixed by the work agencies for completion of Art and Craft rooms. The information regarding the date of actual completion was also not available on record.

As seen from table above, Arts and Crafts room had been constructed in 54 schools as of July 2014. However, neither instructors nor requisite material for art and craft classes were made available in any of the schools.

On this being pointed out, the MD, SIS, RMSA stated (December 2014) that there was no provision of funds for purchase of art and craft materials and Project approval Board (PAB) had also not sanctioned any funds for this purpose.

Thus, due to non-appointment of Art and Craft instructors and non-availability of the art and craft material, classes were not conducted in schools. This had defeated the very essence of imparting art and craft knowledge to the students.

The issue regarding non-appointment of Art and Craft instructors were brought to the notice of the Government of Manipur. However, reply has not been received (December 2014).

1.2.6.1.6 Toilet Blocks

In the context of Universalisation of Secondary Education (USE), it is imperative to provide requisite number of toilet blocks in each school, separately for boys, girls, staff and teachers. The Financial Management and Procurement Manual of RMSA suggests for construction of requisite number of separate toilets for boys and girls with drinking water facility in each school separately by providing ₹ 1.50 lakh per block and ensure availability of water in the toilet. Funds for this purpose was released to the work agencies (MDS, Engineering Cell and SMDCs) in 2010-11. Construction of toilets was sanctioned in 71 of the sampled schools out of which construction was completed in 58 (53+5)⁹ schools. The target date of completion was fixed by the work agencies. In this regard, the following was observed in audit:

⁹ Construction of toilet was completed in 58 schools, but after construction, toilet in 5 Schools was broken.

- In 13 schools, construction of toilet blocks had not started (July 2014). The reasons for non-commencement of works were not made available to audit.
- Audit also noticed (July 2014) that the toilet blocks constructed during 2011-13 were already broken in 5 schools, rendering them unusable. The school authority however, failed to report the matter to the Higher Authority.
- Audit observed that there were no separate toilets for boys and girls in 18 schools out of 53 schools having toilets. This indicates that there was a gender barrier to the students in accessing the toilets in the 18 schools.

Thus, the students were deprived of toilet facilities due to lack of co-ordination among RMSA and school authorities and the objectives of universalisation of Secondary Education was defeated.

1.2.6.1.7 Pupil teacher ratio

As per RMSA and SSA Guidelines, Pupil to Teacher Ratio (PTR) should not be more than 40:1. At least one teacher per class is necessary. Scrutiny of records of 74 schools revealed the following:

In 7 schools (6 rural and 1 urban) Pupil to Teacher ratio were more than 40:1 which shows that there were more than 40 pupils per teacher. This is in contravention of the RMSA and SSA Guidelines. Details are shown in **Table 1.2.5**.

Table 1.2.5
Shortage of Teachers

Sl. No.	Name of school	No. of teachers	No. of sections/ classes	No. of pupil	Minimum required no. of teachers	Shortage in no. of teachers
1	Heirok HHS (R)	22	16	1665	42	20
2	Chamu HS (R)	4	10	210	10	6
3	Chingsui HS (R)	3	8	195	8	5
4	Gelnel HS (R)	9	10	477	12	3
5	Sagang HS (R)	14	8	771	20	6
6	Jiribam HSS. (U)	11	4	673	17	6
7	Wangoo (R)	8	5	617	15	7
Total		71			124	53

Source: Departmental Records

From the table, it is seen that shortage of teachers in the 7 schools ranged from 3 to 20 with a total shortage of 53 teachers in those schools. It was also seen that in 3 schools, number of teachers was less than the number of classes/sections.

In 28 schools it was found that there were some classes/sections having more than 40 pupils. Among these 28 schools, there were 8 schools having some classes/sections with strength of more than 100 pupils. Details are shown in the **Appendix 1.6**. Audit observed that one teacher teaching more than 40 pupils (even more than 100 in some cases) at a particular point of time was

due to either shortage of teacher or excess number of pupil in that particular class/section.

On the other hand in 13 schools (7 urban and 6 rural) the pupil to teacher ratio was less than 7:1 which indicates there were less than 7 pupils per teacher. The details are shown in **Table 1.2.6**.

**Table 1.2.6
Excess Teachers**

Sl. No.	Name of school	Year	Total strength of teachers	No. of sections/ classes	No. of pupil	No. of pupil per teacher	No. of teachers per section/ class
1	Lilasing W (U)	2013	16	5	100	6.25	3.20
2	Purum Tampak JHS Cdl (R)	2013	18	9	118	6.56	2.00
3	Canchipur HS IW (U)	2013	27	8	85	3.15	3.38
4	Oinam Sawombung Tbl (R)	2013	15	8	96	6.40	1.88
5	Chingtam IE (U)	2013	13	5	85	6.54	2.60
6	Bengali IW (U)	2013	18	5	107	5.94	3.60
7	Heigrujam (R)	2013	13	5	103	7.92	2.60
8	Kha Imphal IW (U)	2013	26	5	68	2.62	5.20
9	Irrrom Meijrao IW (R)	2013	12	5	70	5.83	2.40
10	Tuiring Phaisen JHS Ccpur (R)	2013	15	7	64	4.27	2.14
11	Laishram Deva Singh HS IE (U)	2013	21	5	46	2.19	4.20
12	Khurai IE (U)	2013	22	5	55	2.50	4.40
13	Akhui HS Tml (R)	2013	12	5	79	6.58	2.40

Source: Departmental Records

This indicates that there was irrational distribution of teachers in the Government schools.

1.2.7 Conclusion

The creation of infrastructure for schools suffered due to short release of funds viz; construction of classroom, science laboratory room, computer room, library room, art and crafts room and toilet. Science Laboratories, Libraries and Art and craft centres could not be made functional as Laboratory Assistants, Librarians and Art and Craft instructors had not been appointed. Lack of laboratory equipment, Library Books and Art and Craft materials also posed impediments. Improving capacity in ICT skills suffered due to failure to put together the necessary IT infrastructure, Computer Faculty and study materials in the schools. Deployment of teachers was skewed and was not done in proportion to the enrolment, as envisaged in the guidelines.

1.2.8 Recommendations

- The State Government as well as SIS, RMSA needs to pursue vigorously with the work agencies to ensure early completion of construction works.
- The State Government needs to ensure appointing/posting of Laboratory Assistant in each school and providing adequate equipment for Science Laboratories.
- The State Government needs to explore ways to provide Art and Craft material to the Students and books for library and also initiate steps to appoint Art and Craft instructor and Librarian for all the schools.
- Posting of teachers in a school should be proportionate to the enrolment.

FAMILY WELFARE DEPARTMENT

1.3 Irregular Expenditure

Department had incurred expenditure of ₹ 97.93 lakh in violation of the delegated financial powers

Schedule IIA of the Delegation of Financial Powers Rules, 1995 issued by Government of Manipur (DFPR) stipulates the financial powers delegated to Heads of Department for each/individual case for various types of expenditure. The financial powers delegated to the Heads of Department ranged from minimum of ₹ 10,000 to maximum of ₹ 1,00,000 in each instance based on the nature of expenditure. Further, Section 3 (2) forbids the bifurcation of expenditure proposals for the purpose of bringing them under delegated powers, so as to evade sanction from a higher competent authority.

Audit of records (October-November 2013) of Directorate of Family Welfare Department showed that expenditure of ₹ 1.05 crore was incurred through 42 bills during August 2012 to March 2013 towards local purchase of stationery, maintenance & repairs of vehicles, miscellaneous, original works, petty works & ordinary repairs, purchase of furniture and purchase of instruments. The Director accorded administrative approval and expenditure sanction (AA & ES) for the amount paid against each bill. As per financial powers delegated *ibid* the Director was authorized to accord AA & ES of a total of only ₹ 7.05 lakh. Thus, the expenditure incurred exceeded the financial powers delegated by ₹ 97.93 lakh. Details are shown in the **Appendix 1.7**.

The matter was referred to the Department/Government (June 2014); the reply had not been received (December 2014).

RELIEF AND DISASTER MANAGEMENT DEPARTMENT

1.4 Non-accountal of Scheme Funds

Funds allocated under National School Safety Programme amounting to ₹ 65.93 lakh were withdrawn but not accounted for in the Cash Book

Rule 77 (ii) of Central Treasury Rules (CTR) stipulates that all monetary transactions should be entered in the Cash Book as soon as they occur and is to be attested by the Head of the Office in token of check.

Audit of the records (August 2013) of the Director, Relief and Disaster Management showed that a sum of ₹ 65.93 lakh for implementation of National School Safety Programme (NSSP), a cent *per cent* Centrally Sponsored Scheme, was withdrawn through 25 cheques from the bank between 5 June 2013 and 19 July 2013. It was also seen that the amounts withdrawn were neither reflected in the Cash book Nor in the Cheque issue register. There was no Cash Book entry after 3 May 2013 wherein the closing cash balance was stated as ₹ 1.03 crore.

Till the date of audit (August 2013), ₹ 65.93 lakh remained unaccounted in violation of the rules *ibid*. Therefore, chances of embezzlement/ misappropriation of ₹ 65.93 lakh could not be ruled out. On this being pointed out (August 2013), the Director while accepting the audit observation assured that necessary action would be taken.

The matter was referred to the Department/ Government (June 2014). In spite of requests for comments (August 2014 and October 2014), no reply had been received (December 2014).

RURAL DEVELOPMENT AND PANCHAYATI RAJ

1.5 Diversion of Funds

MGNREGS funds of ₹ 79.00 lakh was diverted for construction works which were not permissible as per scheme guidelines

Section 6.1 of the operational guidelines, 2008 of Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) lays down the list of permissible works under the scheme which include water conservation, watershed development, land development, agricultural related works, rural drinking water projects, rural sanitation *etc*. Further, as per Ministry of Rural Development, Government of India's circular dated 30 March 2007, civil works under MGNREGS were not permissible.

Audit of records (January –February 2011 and August 2013) of the District Rural Development Agency (DRDA), Ukhrul showed that the District Programme Coordinator gave administrative approval for construction of five training halls by using MGNREGS funds between January 2009 and

November 2012. The technical sanction for the said works was accorded by Executive Engineer, DRDA, Ukhrul. Accordingly, an amount of ₹ 79.00 lakh was drawn during January 2009 to November 2012 for construction of the five numbers of training halls.

Thus, the Department diverted ₹ 79.00 lakh of MGNREGS funds for construction works which were not permissible as per the extant guidelines of the scheme. The details of diversion of ₹ 79.00 lakh for the five works is shown in **Table 1.5.1**.

Table 1.5.1
Works for Which Fund was Diverted

(₹ in lakh)				
Sl. No.	Name of work	Estimated cost	Total Payment	Time of payment
1.	Construction of Training Hall at Phungyar Headquarter	11.00	11.00	January 2009 March 2009 October 2009
2.	Construction of Training Hall at Kamjong Headquarter	11.00	11.00	January 2009 March 2009 October 2009
3.	Construction of Training Hall at Kasom Khullen Headquarter	11.00	11.00	January 2009 March 2009 October 2009
4.	Construction of Training Hall at Litan	11.00	11.00	January 2009 March 2009 October 2009
5	Construction of MGNREGS Training Hall at Mini-Secretariat Campus, Ukhrul	35.00	35.00	November 2012
TOTAL		79.00	79.00	

Source: Departmental Records

The Department while admitting (November 2014) the audit observation stated that no further construction would be undertaken.

1.6 Excess Expenditure

Due to preparation of estimates of works at rates higher than those admissible under MGNREGS, there was excess expenditure to the tune of ₹ 2.83 crore

Para 7.6.6 of the operational guidelines (2013) of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) provides that contractors shall not execute the works under MGNREGA. Further, as per Para 7.6.5, overhead charges would not be paid to the line departments who render any technical support to the Gram Panchayats (GPs). This means that estimates for MGNREGA works should be devoid of provision for contractor's profit and overhead charges. The rates stipulated in the Manipur Schedule Rate (MSR) 2011 is inclusive of 15 per cent towards Contractor's profit and overhead charges. Thus estimate for MGNREGA works should be restricted to 85 per cent of Manipur Schedule Rate (MSR) 2011.

Audit of the accounts of the Executive Director (ED), District Rural Development Agency (DRDA), Bishnupur showed that expenditure of ₹ 34.91 crore was incurred on 549 number of works¹⁰ during 2012-13 for which estimates were framed at 92.5 per cent of MSR 2011 as against admissible 85 per cent of MSR 2011. This led to excess expenditure of ₹ 2.83 crore as shown in **Table 1.6.1**.

Table 1.6.1

(₹ in lakh)

Sl. No.	Particulars	Amount	Remarks
(A)	Total value of work	3,490.95	This is inclusive of 3% contingency charges
	Less contingency charge @ 3%	-101.68	$\{A \div \frac{(100+3)}{100}\} \times \frac{3}{100}$
(B)	Net cost of work	3,389.27	This is 92.5 % of MSR 2011 rate
(C)	Cost of work as per norms i.e. 85% of MSR 2011	3,114.47	$\{B \div (\frac{92.5}{100})\} \times (\frac{85}{100})$
(D)	Add Contingency charge @ 3 % of (C)	93.43	
(E)	Gross amount admissible	3,207.90	C + D
	Excess payment	283.05	A - E

The matter was brought to the notice of the ED, DRDA Bishnupur (June 2013 and February 2014) for comments. As no response was received from the ED, the matter was brought to the notice of the Department (May 2014 and July 2014). In response, the Department accepted (September 2014) the audit observation and stated that steps would be taken to avoid such expenditure in future.

SOCIAL WELFARE DAPARTMENT

1.7 Unfruitful Expenditure

A Braille machine procured in 2009 for ₹ 63.17 lakh had been lying unused for want of personnel to operate the machine

Audit of records (May 2013) of the Government Ideal Blind School, Takyel (the School) showed that the Commissioner, Social Welfare Department had issued administrative approval of ₹ 63.82 lakh for purchase of Braillo 440SW Braille Printer from Braillo Norway AS with the objective of establishing a Braille press at the school for printing Braille books for the blind students of Manipur. The amount of ₹ 63.17 lakh was paid in June 2009 to the firm. The Braille printer was delivered at the school in August 2009 and the same was installed in February 2011 after a delay of 19 months. The delay in installing the printer was attributed to non-availability of trained/skilled manpower to operate the machine. Though the supplier was responsible to give training regarding operation of the printer, no such training was provided.

¹⁰ For water conservation and water harvesting, drought proofing, micro irrigation works, land development, flood control and protection and rural connectivity

However, the Braille printer was lying idle till the date of audit (May 2013) as there was no personnel to operate the machine even though the school intimated (June 2010) the administrative department for appointment of requisite staff. It was also noticed that enrolment in the school had increased from 76 in the year 2009 to 129 as on date of audit (May 2013).

Thus, the expenditure of ₹ 63.17 lakh had not been fruitful for the past five years as the machine has been lying idle thereby defeating the objective of having a Braille press in the State. This had also deprived the 129 students enrolled in the school an opportunity to enhance their skills and knowledge as no book had been printed for them with the help of the printer. Moreover, after being idle for such prolonged period, the serviceability of the machine was also questionable.

The Department while admitting (October 2014) the audit observation stated that necessary steps would be taken to avoid such incident in future. The Department had selected (August 2014) Braille Editor, Proof Reader, Binder and Chowkidar for Braille press on contract basis. However, in the absence of qualified person to operate the machinery, the Braille printer was not functional.