

CHAPTER III: PERFORMANCE REVIEWS (CIVIL DEPARTMENTS)

EDUCATION (SCHOOL) DEPARTMENT

3.1 National Programme of Nutritional Support to Primary Education (Mid-Day Meal Scheme)

The Mid-Day Meal Scheme covered all the Government and Government aided primary school children in Tripura. The primary objective of the scheme to improve the enrolment and reduce dropout was largely achieved as claimed by the Department. However, the absence of basic documents in support of the claim raised doubts about the achievement claimed by the Department. The secondary objective of improving the nutritional status of the children in the primary classes is yet to be addressed.

Highlights

The reported number of eligible and enrolled children showed a decline over the last five years which, together with the absence of credible supporting documents, casts doubts on the reliability of the data since Tripura has witnessed a positive population growth in the past.

(Paragraph 3.1.9.2)

The Food, Civil Supplies and Consumer Affairs Department (FCSCAD) did not lift the entire quantity of foodgrains allocated by the GOI and did not even issue the entire lifted quantity of foodgrains to schools which resulted in accumulation of 8024.5 MT lifted foodgrains lying with the FCSCAD at the end of March 2008.

(Paragraph 3.1.10.2)

Unutilised foodgrains valuing Rs. 7.75 crore were not accounted for.

(Paragraph 3.1.10.3)

While there were sufficient unspent funds with different Inspectors of Schools and unutilised foodgrains with FCSCAD, considerable number of schools under West, South and Dhalai Districts served meals to school children on credit basis due to non-availability of foodgrains and funds with them during 2007-08.

(Paragraphs 3.1.10.6)

Pucca kitchen sheds were available only in 31 per cent of schools while clean drinking water facility was available in 60 per cent and adequate kitchen devices and utensils were available in 71 per cent of schools test-checked.

(Paragraph 3.1.11.1)

3.1.1 Introduction

The National Programme of Nutritional Support to Primary Education (NP-NSPE), commonly known as the Mid-Day Meal (MDM) scheme was launched by the GOI on 15 August 1995. The scheme was intended to boost the universalisation of primary education by increasing enrolment, retention and attendance of students and simultaneously improving their nutrition levels. The scheme was extended (December 2004) to all EGS and AIE centres¹ established under Sarva Shiksha Abhiyan (SSA).

The MDM scheme, as revised in June 2006, sought to address two of the most pressing problems for the majority of children in India, *viz.*, hunger and education by:

- Improving the nutritional status of children in classes I – V with calorific value of 450 KCL and protein content of 12 grams.
- Encouraging poor children, belonging to disadvantaged sections, to attend school more regularly and help them concentrate on classroom activities.

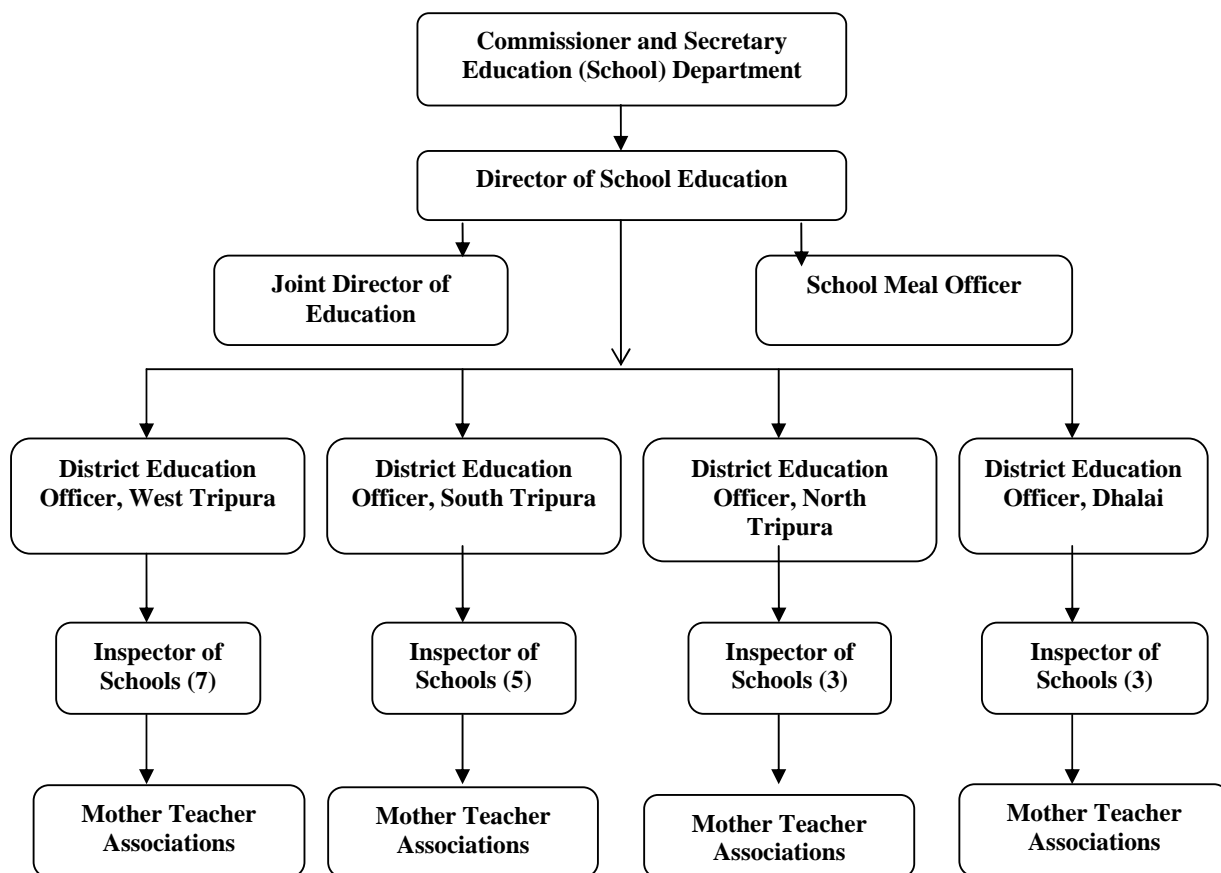
With the extension of the scheme to the upper primary classes (Class VI to VIII) in Educationally Backward Blocks from 1 October 2007 and to all areas across the country from 2008-09, the NP-NSPE was renamed as National Programme of Mid-Day Meal in schools.

3.1.2 Organisational set up

The Education (School) Department functioning under a Commissioner and Secretary is the nodal department for implementation of MDM Scheme in the State. The Director of School Education (DSE) is the State implementing officer and is assisted by the Joint Director (MDM) and the School Meal Officer at the Directorate level, District Education Officers (DEOs) in the four Districts of the State, 18 Inspectors of Schools (ISs) at the Block level and Mother Teacher Associations (MTAs) of the respective schools, the Headmaster being the convener.

¹ Education Guarantee Scheme and Alternative and Innovative Education.

The organogram is given below:



3.1.3 Scope of audit

The implementation of the MDM Scheme for the period 2003-08 was reviewed in audit through a test-check of the records of the DSE, four District Education Officers, 5 Inspectorates of Schools, 80 Primary Schools & EGS/AIE centres, 20 (14 Primary Schools and six EGS/AIE centres) from each district, selected by Systematic Random Sampling Without Replacement (SRSWOR) method. All the four districts of the State and 19 out of 41 blocks including Agartala Municipal Council were covered. The performance review covered an expenditure of Rs 18.77 crore (25.93 per cent) out of Rs. 72.38 crore incurred during 2003-08.

3.1.4 Audit Objectives

The objectives of the performance review were to verify whether-

- The scheme achieved its principal objective of supporting the universalisation of primary education by improving enrolment, attendance and retention;
- The scheme achieved its secondary objective of improving the nutritional status of children in the primary classes;

- Financial Management was efficient and funds provided were utilised effectively to achieve the annual targets;
- The State Government implemented the programme through well designed implementation procedures, and institution of efficient reporting, inspection and monitoring system;
- The internal controls in the State nodal department were efficient and ensured serving of hygienically cooked meals of the prescribed calorific value and a system of timely and reliable programme information.

3.1.5 Audit Criteria

The criteria used for the performance review were:

- Revised guidelines for the MDM Scheme (December 2004 and September 2006) issued by the Union Ministry of Human Resource Development;
- Policy/plans of the State Government;
- Quality assurance norms of food;
- Norms notified for measuring nutritional status of children;
- Prescribed monitoring mechanism.

3.1.6 Audit Methodology

The review started with an entry conference with the Commissioner and Secretary, Education (School) Department and other departmental officers on 13 August 2007, wherein the audit objectives, criteria and methodology were discussed. This was followed by collection of relevant information through replies to audit queries/memos, questionnaires, scrutiny of records through field visits, analysis of data and joint inspections. The results of scrutiny of records and data base as well as the documents collected during audit formed the audit evidence and the basis for audit observations. Audit findings were discussed with the Commissioner and Secretary, Education (School) Department in an exit conference on 25 September 2008. The results of the discussions and the replies received (August 2008) from the Government have been incorporated in the report at appropriate places.

Audit Findings

3.1.7 Planning

The allocation of funds and foodgrains for implementation of the MDM Scheme by the GOI was based on the enrolment data as of September of the preceding year. From 2006-07, the Programme Approval Board introduced the submission of a comprehensive Annual Work Plan and Budget (AWP&B) by 15 January every year, based on the information maintained at school level and aggregated at Block, District and State level for the preceding year, on anticipated number of working days for the succeeding year for schools, EGS/AIE centres. The authenticity of projected requirement of foodgrains was not verifiable in the absence of supporting documents of school level enrolment data as discussed in paragraph 3.1.10.1.

No specific plan had been worked out by the State Government to focus on coverage of children belonging to poor and disadvantaged sections.

3.1.8 Financial Management

3.1.8.1 Funding Pattern

Funding pattern of the scheme is as under:

- GOI provided rice free of cost and transportation cost of Rs. 50 per quintal. From 1 April 2003, the State Government started providing cooked meal. The MDM scheme was revised in 2004 and in addition to free foodgrains and transportation cost at Rs. 100 per quintal, Central assistance is provided at Re.1.00 per child per school day towards cooking cost.
- Cooking cost (from September 2004) @ Rupee 1 per child per school day was revised to Rs. 1.80 with effect from June 2006. The provision of Rs. 1.80 was subject to the State contribution of minimum 20 paise per child per school day. (The State Government, however, contributed 20 paise up to June 2005 and 50 paise thereafter per child per school day);
- GOI also to provide for construction of kitchen-cum-store, up to a maximum of Rs. 60,000 per unit per school and kitchen devices at an average cost of Rs. 5000 per school;
- Assistance for Monitoring Management and Evaluation (MME) was provided during September 2004 to June 2006 at not less than 0.9 *per cent* of the assistance on foodgrains, transport and cooking cost for 2004-05 which was revised to 1.80 *per cent* from 1 July 2006 based on assistance for 2005-06;
- Any additional expenditure was to be met from the State funds.

The State did not contribute any cost on infrastructure and MME. Scrutiny revealed that the Central assistance provided in 2005-06 could not be utilised even at the end of March 2008. The Department during exit conference (September 2008), stated that they did not seek further funds.

Further, the State also did not release its full share of cooking cost effective after the revision of MDM guidelines in 2004. The State released Rs. 6.88 crore out of its share of Rs. 14.46 crore during 2005-06 to 2007-08 resulting in short release of Rs. 7.58 crore as calculated in audit.

3.1.8.2 Budget and expenditure

Table 3.1.1 gives the details of funds received and expenditure incurred thereagainst during 2003-08.

Table No. 3.1.1

(Rupees in crore)

Year	Budget Provision	Funds released by Finance Department			Expenditure reported by Department	Savings (+) Excess (-)	Expenditure as per Finance Accounts
		Central	State contribution	Total			
1	2	3	4	5	6	7	8
2003-04	10.86	6.66	4.20	10.86	10.77	(+) 0.09 ²	11.12
2004-05	12.96	13.92	0	13.92	11.15	(+) 2.77 ³	13.32
2005-06	10.42	7.55	0	7.55	10.51	(-) 2.95	11.46
2006-07	15.67	12.38	4.28	16.66	16.02	(+) 0.64	12.34
2007-08	10.00	21.33	2.60	23.93	23.93	-	23.63

Source: DSE and Finance Accounts.

The figures of expenditure furnished by the Department differed from those in the Finance Accounts. Expenditure figures incorporated in the Finance Accounts were inclusive of non-plan expenditure for those years (2003-04: Rs. 34.87 lakh; 2004-05: Rs. 36.41 lakh; 2005-06: Rs. 33.43 lakh; 2006-07: Rs. 30.97 lakh and 2007-08: Rs. 35 lakh). Further, unspent cash balances lying with Inspectors of Schools (Para 3.1.8.3) indicated that the expenditure figures given by the Department were not correct. The Government while replying to audit observation on furnishing different expenditure figures, stated (August 2008) that Central assistance received at the fag end of the year is usually utilised in the next financial year and that, the unspent cash balances lying with the Inspectors of Schools are reflected in the utilisation certificates submitted to the GOI. It was further stated that the unspent cash balances are usually not reflected in the budget estimates and as a result, the figures of expenditure on MDM as reported by the Department do not match with figures of expenditure as indicated in the Finance Accounts.

The reply is not tenable since all the expenditure including drawal on AC bills is reflected in the Finance Accounts only on actual drawal from the Treasury. Moreover, the expenditure figures for all the years were reconciled before incorporating in the Finance Accounts.

3.1.8.3 Financial Indiscipline

The Department's instructions (January 2004) that all the implementing officers should restrict the amount drawn on AC bills to Rs. 25,000 at a time and submit the relevant DCC bills within 60 days were being widely breached. Test-check of records of five ISs and information collected from 13 other Inspectorates revealed that DCC bills had not been submitted in respect of Rs. 28.19 crore.

There were also instances of unnecessary withdrawal of funds, much in excess of sanctioned limit. For example:

- IS Bishalgarh had drawn 120 AC bills for Rs. 30 lakh during February 2008 and kept the money in the bank account despite the availability of un-disbursed funds of Rs. 32.61 lakh out of Rs. 32.94 lakh drawn in February 2007⁴ and December 2007⁵.

² Rs. 8.83 lakh revalidated during 2004-05.

³ Rs.286.28 lakh revalidated during 2005-06.

⁴ Rs.2.25 lakh in 11 bills.

⁵ Rs.30.69 lakh in 120 bills.

- IS Sadar-A had drawn Rs. 33 lakh through 135 AC bills during January 2008 and kept it in the bank account despite the availability of Rs. 22.86 lakh drawn in November 2007 in the bank account.

The information furnished by the different Inspectors of Schools showed overall unspent balance of Rs. 10.97 crore as of March 2008, indicating that the actual expenditure reported (Table No.3.1.1) was incorrect and inflated.

As regards unadjusted DCC bills the Government stated (August 2008) that due to shortage of manpower, the DCC bills could not be submitted and appropriate steps would be taken to improve the state of affairs.

3.1.9 Programme Management

3.1.9.1 Universalisation of Primary Education

One of the principal objects of the scheme was supporting primary education by improving the enrolment, attendance and retention. As per Table 3.1.2 the number of eligible children showed a declining trend over the five years ending 2007-08. This casts a doubt on the reliability of the data, since Tripura has witnessed a positive population growth in the previous census, the rate being 1.6 *per cent* for the period 1991-2001. Although the numbers were stated to be based on annual surveys, no supporting documentation was made available to verify their authenticity.

The Government stated (August 2008) that there had been a sudden surge in enrolment at primary stage with additional enrolment due to the launching of Sarva Siksha Abhiyan in 2001-02 and identified-dropouts and never-enrolled children were brought into EGS & AIE centres. Moreover, reduction in dropout, increase in retention and passout rates because of non-detention policy upto Class IV adopted by the Government were the main reason for declining trend. However, the Government stated (August 2008) that some key indicators need to be developed to monitor and assess the impact of MDM programme which would eventually help in taking up corrective measure for further improvement and that efforts are on to put a MIS in place.

3.1.9.2 Enrolment

The percentage of reported enrolment has been high (almost always above 94 *per cent*) and was stated to be 100 *per cent* in 2007-08. However, the overall decline in the numbers of the eligible and enrolled children compared to 2003-04 as well as the inability of the Department to furnish credible supporting documents for these numbers casts a doubt on the reliability of the data.

Table No. 3.1.2

	2003-04		2004-05		2005-06		2006-07		2007-08	
	Eligible	Enrolled	Eligible	Enrolled	Eligible	Enrolled	Eligible	Enrolled	Eligible	Enrolled
West Tripura	239182	228433 (96%)	197865	186908 (94%)	199685	196872 (99%)	155702	151675 (97%)	184169	184169 (100%)
South Tripura	123495	116475 (94%)	102246	101776 (99%)	119908	118246 (99%)	115340	113511 (99%)	105064	105064 (100%)
North Tripura	72487	66323 (91%)	82983	82202 (99%)	86232	84636 (98%)	81561	81215 (99%)	82853	82853 (100%)
Dhalai	64536	56472 (88%)	43656	42360 (97%)	49378	47202 (96%)	42463	40825 (96%)	62939	62939 (100%)
State	499700	467703 (94%)	426750	413246 (97%)	455203	446956 (98%)	395066	387226 (98%)	435025	435025 (100%)

Source: DSE/DISE

- The Department did not maintain enrolment data separately sex wise and for poor and disadvantaged sections, making it difficult to assess the impact of the scheme on these sections, which is an important objective of MDM scheme.
- The enrolment data as on 30 September of the preceding year as furnished to GOI (Table No.3.1.7) for allocation of funds and foodgrains for the next year was found to be far in excess of the actual enrolment.
- The enrolment data in respect of the 80 test-checked schools did not match with the database maintained in District Information System for Education (DISE), with the variations ranging from (-) 9.92 *per cent* to (+) 20.43 *per cent* (**Appendix-3.1**). Hence, there was no assurance regarding the correctness of the enrolment figures reported.

3.1.9.3 Attendance

The Department did not maintain any database on average attendance. In the 80 schools and EGS/ AIE centres test-checked, the average attendance in class V moved in the range of 53 to 64 *per cent* except in South Tripura district, where it was 70-75 *per cent* (Table 3.1.3), much below the expected 80 *per cent* level.

Table No. 3.1.3

District	Percentage of attendance				
	2003-04	2004-05	2005-06	2006-07	2007-08
West Tripura	56	57	56	58	56
South Tripura	71	72	70	75	71
North Tripura	56	56	56	56	55
Dhalai	55	53	55	58	64

Source: Attendance registers of 80 schools and EGS/AIE centres.

The trend of attendance showed little or no impact of the MDM on the attendance levels in the test-checked schools.

The Government stated (August 2008) that on the basis of quarterly reports containing attendance of children as submitted by IS, the attendance rate has been calculated at 80 *per cent* on an average. The reply is not tenable since there was no regular submission of quarterly / periodical reports from the IS and Tripura Tribal Areas Autonomous District Council (TTAADC).

3.1.9.4 Decline in attendance

A study conducted (2006-07) by the State Government for three years (2003-05) through the Inspectors of Schools, taking one school in each Inspectorate, revealed that in six out of eight schools the average attendance had declined over the period; in the remaining two schools, the increase was modest. The attendance in the schools ranged between 47 and 76 *per cent*.

3.1.9.5 Retention and dropout

The Department did not compile the data on dropout/retention on a comprehensive basis for all the schools. The information collected by the Department on a sample basis, showed declining dropout rates in the primary schools during 2004-05 to 2006-07 as under:

Table No. 3.1.4

District	Percentage of dropout students		
	2004-05	2005-06	2006-07
West Tripura	19.23	17.87	11.04
South Tripura	17.24	15.02	11.97
North Tripura	16.79	16.24	12.37
Dhalai	31.13	25.90	10.89
State	19.68	17.27	11.60

Source: DSE / DISE

However, the reliability of the data could not be vouched due to non availability of initial records.

In the 80 schools test-checked, the dropout rates in the primary schools during 2004-05 to 2006-07 was found to be reducing as under:

Table No. 3.1.5

District	Percentage of dropout students		
	2004-05	2005-06	2006-07
West Tripura	3.54	2.66	2.64
South Tripura	0.69	0.43	0.22
North Tripura	2.39	2.28	0.67
Dhalai	0.35	0.12	Nil

While the enrolment of school children improved from 94 *per cent* in 2003-04 to 100 *per cent* in 2007-08 (Table No.3.1.2) and dropout reduced from 19.68 *per cent* in 2004-05 to 11.60 *per cent* in 2006-07, the average attendance was still found to be varying between 59 and 62 *per cent* during 2003-08. This mismatch needs to be addressed appropriately by the Department for successful implementation of the scheme.

3.1.9.6 Nutritional status

The guidelines of the MDM scheme envisaged necessary interventions like regular health check up, supplementation of micronutrients and provision of de-worming medicines in convergence with the National Rural Health Mission (NRHM).

A new menu, prepared by an expert committee consisting of a dietician, a nutritionist and the Joint Director of School Education, was introduced in September 2006, which included provision of eggs twice a week, with calorific value of 489-496 KCL as against 450 KCL as per guidelines.

Scrutiny of records revealed that there was no system for periodic health check up to assess the improvement in nutritional status of the children. The height recorder and weighing machine required for measuring growth indicators in child health were not made available to any of the schools test-checked, despite specific provision in the scheme. The MDM scheme was not used for micronutrient supplement and de-worming.

The Government stated (June and August 2008) that health programme in school could not be conducted jointly with Health Department by Education (School) Department because of inadequate staff and other infrastructure

facilities at field level and that no specific fund for school health programme has been received from GOI. It was further stated that health cards have been issued during 2006-07 and that 225 schools have been provided with weighing machines and other schools will be covered in phased manner. It was also mentioned that the Health Department is providing micro-nutrient supplements and deworming tablets have been distributed to 1.31 lakh school children through Block Development Officers.

School health programme including distribution of deworming tablets undertaken by the Health Department or Block Development Officers was not found recorded in the Health cards of the 80 schools test-checked and none of the schools has received height recorder and weighing machine. Scrutiny of State and District Action Plan for NRHM revealed that though school health programmes was included to promote health education including supply of medicines and consumables among school children, no funds were received on that account during 2007-08.

3.1.9.7 Joint Inspection

A joint inspection of eight schools conducted by Audit (3 and 4 October 2007) alongwith the Headmasters/Teachers-in-charge, and an official from the Nodal Department revealed the following:

Table No.3.1.6

Name of School	Date of visit	Number of students			
		Enrolled	Attended	Meal served	Found present after the meal served
Sitalabari Jr. Basic School under Kakraban block, South District	03-10-07	71	51 (72%)	51	21 (41%)
Bagma Sr. Basic School under Matabari Block, South District	03-10-07	139	102 (74%)	102	66 (65%)
Chandrapur Jr. Basic School under Matabari Block, South District	03-10-07	549	394 (72%)	300	256 (65%)
Udaipur English Medium Jr. Basic School under Udaipur Nagar Panchayat, South District	04-10-07	421	137 (33%)	137	65 (47%)
Fatikcherra T/E Sr. Basic School under Mohanpur Block, West District	03-10-07	209	22 (11%)	22	22
Chhechhuria Sr. Basic School under Mohanpur Block, West District	04-10-07	140	42 (30%)	42	42
Madhuban (K) HS School (Primary Unit) under Dukli Block, West District	03-10-07	333	309 (93%)	309	309
Belabar H.S School (Primary Section) under Dukli block West District	4.10.07	1050	998 (95%)	No meal was served due to shortage of rice.	

- Mid-day-meal was not provided to the 998 students of Belabar HS School (visited on 4 October 2007) under Dukli Block, on 3 October and 4 October 2007 due to shortage of rice.
- In three schools, the attendance ranged from 11 to 33 *per cent*.
- In four schools, 53 to 59 *per cent* students left the school after the meal was served and in four other schools 41 *per cent* to 65 *per cent* students were found present after the meals were served.
- In one school, meals were prepared for 300 students against the attendance of 394 students on the ground that *khichudi* was not

preferred by the students in general and the consumption is less than the prescribed quantity. To avoid wastage less foodgrains were utilised for the day.

- Two schools reported that there was delay in receiving funds and on such days the meals were served on credit basis.
- In three schools (where inspection team arrived while the meal was being served) students were found present after the meal was served.
- There was no mechanism in place to check quality/quantity of cooked food served to students.
- There was no kitchen in one school and class room has been utilised for cooking meals.
- No health check up was done and weight of children was not measured.
- There was no system to ascertain the nutritional deficiency of the children.
- No system was adopted for checking the quality of rice supplied to schools.

The reason for low attendance in Udaipur English Medium Junior Basic School was attributed to examination and there were no classes for Class I & II. Fewer students being present after the meal was served in Chandrapur Junior Basic School, was attributed to completion of the classes for Class I and II before the meal was served.

Samples of rice collected from these schools were tested in the Regional Food Laboratory, which certified them as dry, clean and wholesome with very few extraneous matters and few damaged grains. The cooked meals were tasted and found to be of satisfactory quality.

3.1.9.8 Mother Teacher Association (MTA)

The responsibility for implementation of the scheme at the school level, had been assigned to the MTA. The Headmaster/ Headmistress (HM), who is the convenor of MTA, is responsible for maintaining the stock book and accounts of receipts and expenditure of MDM funds, keeping vouchers and submitting the details of utilisation of rice and funds to the Inspector of Schools. MTA is required to hold monthly meetings and take decisions and corrective measures for effective implementation of the programme in each school.

An Organiser and a Cook are engaged for each school by the Gaon Panchayat/Ward committee. The Organiser receives the funds from the HM on a weekly basis and is required to submit the vouchers to the HM after incurring the expenditure. The Village Education Committee (VEC) headed by Pradhan of the Gaon Panchayat/Ward Member is responsible for supervising the implementation of the programme in all schools located within their respective areas.

The activities of the Mother Teachers Association in respect of the 80 test-checked schools and EGS/AIE centres were far below the prescribed norms. The monitoring against the prescribed frequency in West, South and North Districts was grossly inadequate while there was no monitoring in Dhalai District.

3.1.9.9 Programme coverage

It was reported by DSE that all the primary schools and EGS/AIE centres were brought under MDM programme. Test-check, however, revealed that out of 528 in North Tripura District, two EGS/AIE centres⁶ were not implementing the MDM reportedly (August 2008) due to non availability of cooking place and other two EGS/AIE⁷ centres did not produce supporting records to Audit. Though EGS/AIE centres were brought under MDM scheme from December 2004, these were actually covered from April 2005 onwards.

3.1.10 Foodgrains management

The Food, Civil Supplies and Consumer Affairs Department (FCSCAD) is the nodal agency for lifting of foodgrains from Food Corporation of India (FCI) godowns and distribution down to the Fair Price Shops (FPS) level. The quantity lifted by FCSCAD was much less than the quantity allocated, and the quantity issued to the schools was even less, as discussed below.

3.1.10.1 Enrolment data for allocation of foodgrains

The nodal department is to furnish to the GOI by 15 January every year, district wise request for allocation of foodgrains based on the enrolment data of eligible primary schools and EGS/AIE centres, as on 30 September of the preceding year. Based on this, the GOI conveys district-wise allocation of foodgrains for the next financial year.

The District-wise enrolment data as on 30 September of the preceding year with anticipated enrolment next year as furnished to GOI for allocation of foodgrains was as under:

Table No. 3.1.7

Year	Enrolment as on 30 September of preceding year				
	West Tripura District	South Tripura District	North Tripura District	Dhalai District	State Total (for allocation of foodgrains)
2003-04	208353	110201	82039	53261	453854
2004-05	200885	110678	94765	51692	458020
2005-06	227805	121982	105154	60397	515338*
Anticipated for 2005-06	232361	124456	107203	61625	525645
2006-07	228702	122892	106466	62550	520610*
Anticipated for 2006-07	237985	128380	107414	70408	544185
2007-08	246485	128380	98912	70408	544185*

Source: DSE

* Inclusive of students for EGS/AIE centres.

GOI allocated foodgrains based on 80 per cent of anticipated enrolment for 2005-06 and enrolment as on 30 September of the preceding year for 2006-07 to 2007-08 and 100 per cent on enrolment as of 30 September preceding year for 2003-04 and 2004-05.

- The Department did not furnish the initial records in support of the enrolment data in Table 3.1.8, due to which their authenticity could not be verified.

⁶ (1) Ward No.10 EGS and (2) Matijil EGS, Brajendranagar, Kadamtala.

⁷ (1) West Sonaimuri EGS, Sonaimuri and (2) Paiturbazar N.P EGS, Kailashahar.

- When the enrolment data furnished by the DSE was compared with the enrolment data as on 30 September of the preceding year for allocation of foodgrains furnished by the four DEOs, 18 IS and TTAADC to audit, wide variations were noticed (Table No. 3.1.8).

Table No. 3.1.8

Year	Enrolment as on 30 September of the preceding year		
	As per DSE records	As per information furnished by 4 DEOs and TTAADC (percentage variation with reference to DSE)	As per information furnished by 18 ISs and TTAADC (percentage variation with reference to DSE)
1	2	3	4
2003-04	4,53,854	4,09,511 (-11%)	N.A
2004-05	4,58,020	4,35,012 (-5%)	3,96,746 (-15%)
2005-06	5,15,338	4,49,119 (-12.85%)	4,05,046 (-21.40%)
2006-07	5,20,610	4,28,863 (-17.63%)	4,17,286 (-19.85%)

The above shows that the enrolment figures furnished by the DEOs and TTAADC were 5-18 *per cent* lower than the DSE while the enrolment data furnished by the ISs and TTAADC were 15-21 *per cent* lower than the DSE. Thus, the enrolment numbers appear to have been inflated at each successive higher stage of compilation (DEO/ DSE). The enrolment data compiled by DSE was furnished to GOI for allocation of foodgrains. Figures in respect of 2007-08 could not be compared due to non-availability of compiled information in the TTAADC.

3.1.10.2 Short lifting and issue of foodgrains

The FCSCAD failed to lift the allocated quantity of rice during 2003-04 to 2006-07 and also did not issue the entire lifted quantity to schools during 2003-08. The shortfall in lifting with reference to allocation was one to 52 *per cent* and issue with reference to lifting was 12 to 27 *per cent* as shown in Table 3.1.9.

Table No. 3.1.9

(In quintals)

Year	Requirement projected	Allocated	Lifted	Shortfall in lifting w.r.t allocation	Quantity issued to schools w.r.t lifting	Percentage of quantity issued to schools with reference to		Balance (cumulative) quantity lying with FCSCAD	Remarks
						Allocation	Lifting		
2003-04	90,770.08	90,770.08	89,063.69	1706.39 (2%)	77670.74	86	88	37102.00	56,040.30 Qtl. unutilised rice lifted during 1995-96 to 2004-05 was issued by Food Department during 2006-07.
2004-05	91,604.00	91,604.00	90,537.11	1066.89 (1%)	71599.00	78	79	56040.30	
2005-06	97,874.68	98,821.26	94,298.58	4522.68 (5%)	71362.00	72	76	78977.30	
2006-07	107,530.92	107,530.39	51,830.28	56,040.30 (52%)	75786.00	70	146	55021.60	
2007-08	93,166.40	93,166.40	93,166.40	Nil	67943.00	73	73	80245.00	

Source: DSE/ FCSCAD

The reasons for shortfall in lifting of foodgrains was mainly due to allocation based on inflated enrolment as discussed earlier. No shortfall was reported in 2007-08.

The FCSCAD had issued only 70 to 86 *per cent* of the allocated quantity of foodgrains to the schools as revealed from the information furnished by FCSCAD (Table 3.1.9).

The FCSCAD stated (August 2008) that foodgrains were lifted as per release orders issued by the FCI against GOI allocation. Moreover, during 2006-07 unissued lifted (1995-2005) foodgrains lying with the FCSCAD were issued to schools as per the request (August 2006) of the DSE and the lifted quantity was much less than the allocated quantity during the year. Foodgrains were issued to schools as per the requisitions of the implementing officers of Education (School) Department to delivery orders issuing authority of FCSCAD.

The Government stated (August 2008) that the gap between allocation and lifting and issue to schools was due to utilisation of cumulative unutilised balance accrued over the years. The stock balance of foodgrains as on 31 March 2008 as reported by FCSCAD was 8024.498 MT which would be utilised during 2008-09. Thus, the requirement appears to have been assessed by the Education (School) Department on inflated enrolment for years together.

3.1.10.3 Unaccounted foodgrains

13,716.19 MT foodgrains valued at Rs. 7.75 crore that remained unutilised at the end of March 2003 had not been shown as opening balance for 2003-04 (Appendix-3.2) and therefore, no account of its utilisation was available thereafter. Despite the DSE's assurance (January 2008) that reply will be furnished by February 2008, no record was furnished (September 2008). The matter needs to be investigated.

3.1.10.4 Provision of meals

The number of children provided with cooked meal as reported to GOI through QPR during 2005-08 was 64 to 78 *per cent* of the enrolment numbers furnished to GOI for allocation of foodgrains (Table No.3.1.10); however, this contrasted with the low percentage of attendance observed in the test-checked schools (paragraph 3.1.9.3) which showed that the average attendance was 53 to 64 *per cent* during this period.

Table No. 3.1.10

Year	Enrolment	Children provided with cooked meal	Percentage
2005-06	5,15,338	3,88,557	75.35%
2006-07	5,20,610	4,05,258	77.84%
2007-08	5,44,185	3,48,020	63.95%

Source: DSE

3.1.10.5 Cooked meal not served on all school days

Test-check of selected schools revealed that in some schools, cooked meal was not served for the minimum stipulated feeding days as detailed below.

Table No. 3.1.11

District	Year									
	2003-04		2004-05		2005-06		2006-07		2007-08	
	200 feeding days		200 feeding days		235 feeding days		255 feeding days		220 feeding days	
	No. of schools*	Days meal not served (range)	No. of schools*	Days meal not served (range)	No. of schools*	Days meal not served (range)	No. of schools*	Days meal not served (range)	No. of schools*	Days meal not served (range)
West Tripura	13	2-80	13	2-96	14	5-96	13	1-91	13	1-87
South Tripura	12	2-122	14	6-76	14	8-86	11	1-65	11	4-82
North Tripura	11	19-120	11	8-124	11	15-86	11	11-106	01	15
Dhalai	9	10-165	11	8-102	13	7-143	11	2-116	Nil	Nil

* Out of 20 selected schools in each district

The number of days when meal was not served ranged from 1 to 165 days in a year and was attributed to rainy days, absence of cook, annual sports, examinations, poor attendance, admission, Ramzan, shortage of foodgrains and funds etc.

A random scrutiny of statements furnished by schools to the ISs revealed that cooked meals were not served for three to 43 days in 36 schools⁸ (1.17 lakh beneficiaries) during 2007-08 due to non-availability of foodgrains at Fair Price Shops. The reasons were not investigated nor was any action taken by the implementing schools/controlling ISs or the DSE.

3.1.10.6 Meals arranged on credit basis

94⁹ schools reported arranging meals on credit basis due to non-availability of foodgrains at Fair Price shops during 2007-08. Similarly, 174¹⁰ schools reported arranging cooked meals on credit basis due to non-availability of funds with them, though there was sufficient cash balance with the Inspector of Schools.

The Champamura High School (Primary Section) in Bishalgarh did not receive foodgrains for nearly a year during January 2007 to February 2008 and had to serve meals on credit basis. The credit balance accumulated to Rs. 0.99 lakh and 19.38 quintal of rice (February 2008).

These instances reflect on the bottlenecks in the free flow of funds and foodgrains, despite sufficient stock of foodgrains with FCSCAD and funds with the respective Inspectorates.

The Government stated (August 2008) that meals arranged on credit basis might be taken as a stray incident and not as regular occurrence. The reply is not tenable since 159 schools under the control of Inspector of School, Kamalpur of Dhalai District have served meals on credit basis regularly during 2007-08.

⁸ Bishalgarh (3), Udaipur (25) and Belonia (8).

⁹ West Tripura District (12), South Tripura District (12) and Dhalai (70).

¹⁰ West Tripura (15), Dhalai (159).

3.1.10.7 Implementation of MDM scheme to the upper primary stage

GOI decided (September 2007) to extend MDM scheme to upper Primary Stage of Education (Class VI to VIII) in nine Educationally Backward Blocks (EBBs) from October 2007 and released (November 2007) Rs. 55.14 lakh towards cooking cost, Management, Monitoring and Evaluation(MME) and 353.08 MT foodgrains (October 2007). But the Department did not extend the programme, citing (May 2008) Assembly Elections (February 2008) although the decision to expand the MDM programme had been taken much earlier in September 2007.

3.1.11 Status of infrastructure

3.1.11.1 Inadequate infrastructure

Provision of pucca kitchen sheds, clean drinking water, adequate kitchen devices, utensils and fuel used is an important part of the safety and hygiene specifications of the MDM scheme. As of March 2008, out of 4,350 schools and EGS/AIE centres, the availability of pucca kitchen sheds, clean drinking water facilities, kitchen devices and utensils and gas based fuel was inadequate as can be seen from the table below.

Table No. 3.1.12

District	No. of Schools/EGS/AIE centres covered under MDM programme	Infrastructure available			
		No. of pucca kitchen sheds available	Clean drinking water facilities	Adequate kitchen device/ utensils	Gas based
West Tripura	1554	1017	1100	785	215
South Tripura	1129	736	700	515	Nil
North Tripura	685	517	400	475	Nil
Dhalai	982	245	400	203	Nil
Total	4350	2515 (57.82)	2600 (59.77)	1978 (45.47)	215 (4.94)

Source: DSE

Note: Figures in parenthesis indicate percentage.

In the 80 test-checked schools and EGS/AIE centres, the infrastructure available was 31, 60 and 71 *per cent* in respect of pucca kitchen cum store, clean drinking water, kitchen devices and utensils respectively. None of the schools was found using gas based fuel in West Tripura District. The position as of March 2008 was as under:

Table No. 3.1.13

Name of District	No. of Schools/EGS/AIE centres audited	Pucca kitchen sheds available	Clean drinking water facilities	Adequate kitchen devices/ utensils	Gas based
West Tripura	20	07	09	13	Nil
South Tripura	20	06	17	19	Nil
North Tripura	20	08	12	11	Nil
Dhalai	20	04	10	14	Nil
Total	80	25 (31.25)	48 (60)	57 (71.25)	Nil

Note: Figures in parenthesis indicate percentage.

The Central assistance of Rs. 5.77 crore at Rs. 60,000 per school received in 2006-07 for construction of 962 kitchen-cum-stores was not utilised due to non release of the funds by the Finance Department. However, since the GOI permitted (June 2007) utilisation of these funds during 2007-08, the State

Government released the fund (Rs.5.77 crore) in June 2007 (Rs.1.77 crore) and August 2007 (Rs.4.00 crore). The Department transferred Rs. 1.28 crore to TTAADC (for construction of 214 kitchen-cum-stores) and distributed Rs. 4.49 crore to 18 Inspectors of Schools (for construction of 748 kitchen-cum-stores) during July and October 2007. Nine Inspectors of Schools had drawn Rs. 2.14 crore on AC bills and kept in bank account unspent. Nine other Inspectors of Schools had drawn Rs. 2.35 crore through fully vouched bills though only 61 kitchen-cum-stores were constructed at Rs. 37 lakh by Inspectors of the Schools. The balance Rs. 1.98 crore was kept in bank accounts. The Department, however, had reported to GOI that the entire amount had been spent during 2007-08.

The Government stated (August 2008) that they are finding it difficult to construct kitchen-cum-stores @ Rs. 60,000 per school and sought clarification from GOI. The reply is not acceptable, since as per guidelines of the scheme, the State was to share the remaining cost of the construction.

3.1.11.2 Capacity building

The Programme Approval Board (PAB) of MDM scheme under MHRD has decided (April 2006) to focus on capacity building through community awareness, training, orientation and the sensitisation of teachers to their role in the scheme. Scrutiny of records revealed that:

- there was no evidence in the district offices indicating the launch of awareness campaign on MDM programme. Only a topic on MDM scheme was included in the orientation programme for Headmasters/teachers under the SSA during 2004-05 to 2007-08, under which 1240 persons were covered.
- no training programme for organisers, cooks, helpers and community members on hygiene, nutrition, economical use of resources, development of kitchen gardens etc. had been arranged.

3.1.12 Monitoring and Evaluation

There was no system in place for submission of Monthly/Quarterly progress reports from block to district level offices and district offices to the Directorate. The Department did not develop any computerised management information system (MIS) or the MIS cell as envisaged in the scheme. The State, District and Block level Steering cum Monitoring Committees (SMC), though set up, did not carry out adequate monitoring as per the prescribed guidelines.

The Government stated (August 2008) that regular collection of reports from more than 4,000 institutions covered under MDM programme is quite a tough job but that it would take appropriate steps for putting in place an online reporting mechanism as well as MIS soon as suggested by Audit.

According to the MDM guidelines, the SMCs are required to meet half yearly at the State level and quarterly at the district and block level. The number of meetings held from the date of formation (November-December 2005) showed a shortfall as compared to the prescribed norms (Table No. 3.1.14). The follow

up action in the wake of the meetings was not documented. As such, the effectiveness of monitoring could not be assessed.

Table No. 3.1.14

Steering-cum-Monitoring Committee	Number of meetings due up to 31 st March 2008	Number of meetings actually held
State	05	01
Districts (4)	36	06
Block (18 Blocks)	162	40

Source: DSE

The Executive Committee (EC) headed by the DSE under Sarva Shiksha Abhiyan was to review the implementation of MDM scheme in all its meetings, but did so in only one (June 2006) out of the two meetings held during 2006-07 when it discussed about the variety in menu of Mid-Day Meal.

While accepting the facts that SMC at State, District and Block level are not meeting frequently as per the guidelines of the MDM programme, the Government stated (August 2008) that efforts would be made to ensure holding SMC on regular basis.

3.1.12.1 Mother visits

Scrutiny revealed that most of the schools did not maintain the Mother visit book; in the schools that maintained the book, the mothers either did not visit the schools regularly or had not put their comments in the book (Table 3.1.15) resulting in lack of monitoring of food quality.

Table No. 3.1.15

District	2006-07			2007-08		
	No of schools/ EGS checked	No. of schools/ EGS mothers did not visit	No. of days mothers visited the schools	No of schools/ EGS checked	No. of schools/EGS mothers did not visit	No. of days mothers visited the schools
West Tripura	20	12	4 - 167 days	17	11	1 - 33 days
South Tripura	20	09	3 - 68 days	14	07	1 - 51 days
North Tripura	20	07	4 - 102 days	16	12	3 - 56 days
Dhalai	20	16	2 - 124 days	15	12	7 - 120 days

3.1.12.2 Maintenance of records

The original/initial records (data sheets) from which the centralised database was developed in the Directorate as well as district offices was not made available to Audit despite issue of specific requisitions followed by repeated reminders and personal contact even at the Director level in respect of the following issues:

- enrolment
- average attendance on each school day
- students covered under MDM Scheme

- monthly lifting of foodgrains by implementing authorities i.e. school and EGS/AIE centres from the Fair Price shop
- infrastructure like pucca kitchen sheds, clean drinking water, adequate kitchen devices and utensils, fuel used
- learning level of the students and pass percentage from Class I to V
- persons employed as Cooks and Helpers (including the number of SC/ST separately) in cooking meals.

In the absence of the above, the reliability of the data furnished by the Directorate, district offices and those collected from schools/EGS/AIE centres could not be verified.

3.1.13 Assessment and evaluation

The Department did not arrange for an evaluation of the MDM scheme through an independent agency. However, three out of four District Institute of Education and Training (DIET) (except the DIET, North Tripura District) in the State had conducted an evaluation of the Scheme during 2006-07 and 2007-08. The evaluation revealed lack of infrastructure, cleanliness, non-availability of safe drinking water etc. The cooking arrangements were not opened for inspection by the authorised Government officials during the assessment. Follow up action taken by the Department was not on record.

The Government during Exit Conference stated (September 2008) that Tripura Central University had conducted an evaluation of the MDM scheme as per the instructions of the Union Ministry of Human Resource Development. However, no study report could be made available to audit.

3.1.13.1 Absence of measurement and reporting systems

There was no system for:

- measuring the relationship between the nutritional support programme and the increase in the enrolment, attendance and decrease in dropout ratio.
- ensuring accurate reporting from different levels and also inspection and cross verification of correctness of enrolment figures, attendance figures reported by schools through contact with guardians or assurance certificates from reliable agencies.

3.1.14 Conclusion

Though the MDM programme was extended to most of the primary schools, instances of a few schools not implementing the programme were noticed. The implementation of the programme did not result in any noticeable improvement of attendance. The programme suffered due to uneven distribution of foodgrains and inability to utilise the available foodgrains and Central assistance. The monitoring system was deficient due to lack of regular flow of progress reports from the Block/District level offices, insufficient SMC meetings and absence of reliable centralised data base on enrolment, attendance and coverage of students. The nutritional status of the students was not addressed.

3.1.15 Recommendations

- The State Government should set up a centralised and reliable database relating to the enrolment, attendance, and other facilities extended to the children under the scheme.
- Requirement of foodgrains should be assessed on an annual basis with reliable inputs from school level and the allotted quantity should be lifted and distributed on a timely basis.
- Regular health check-ups should be introduced in the schools and micro nutrient supplements and de-worming medicines should be provided to the children.
- The casual relationship between educational indicators and the programme impact should be assessed by the Government.
- Monitoring mechanism should be strengthened and enforced effectively so as to secure accountability at various levels of programme implementation.

HOME (POLICE) DEPARTMENT

3.2 Modernisation of State Police Force

“Modernisation of State Police Force” was introduced by the GOI in 1969 initially for 10 years. It was, however, extended periodically, the latest being in February 2001, for another 10 years up to 2010. The scheme aims at improving the efficiency of the State Police Force and enhancing their striking abilities for meeting the emerging challenges. A review of the implementation of the scheme revealed several gaps in the thrust areas of the scheme that need to be addressed by the State Government.

Highlights

Inadequate planning resulted in utilisation of only 10 to 63 per cent of the available funds during 2003-08.

(Paragraph 3.2.8.2)

There was a shortage of vehicles ranging from 43 to 53 per cent which had an adverse effect on the mobility of the force.

(Paragraph 3.2.9.1)

Against the projected requirement of arms and ammunition of Rs. 44.38 crore for 2003-08 in the Perspective Plan, the Department received arms and ammunition worth Rs. 3.60 crore through the subsequent Annual Plans, besides holding unserviceable arms and ammunition numbering 835 and 22,635 respectively.

(Paragraphs 3.2.11.1 and 3.2.11.3)

Basic infrastructure in conformity with BPR&D norms was not available in a majority of the PSs and OPs test-checked.

(Paragraph 3.2.14.3)

One per cent of the trainee strength of TSR personnel were trained on Counter Insurgency and Jungle Warfare Techniques during 2003-08 due to lack of infrastructure in the training school.

(Paragraph 3.2.15.2)

3.2.1 Introduction

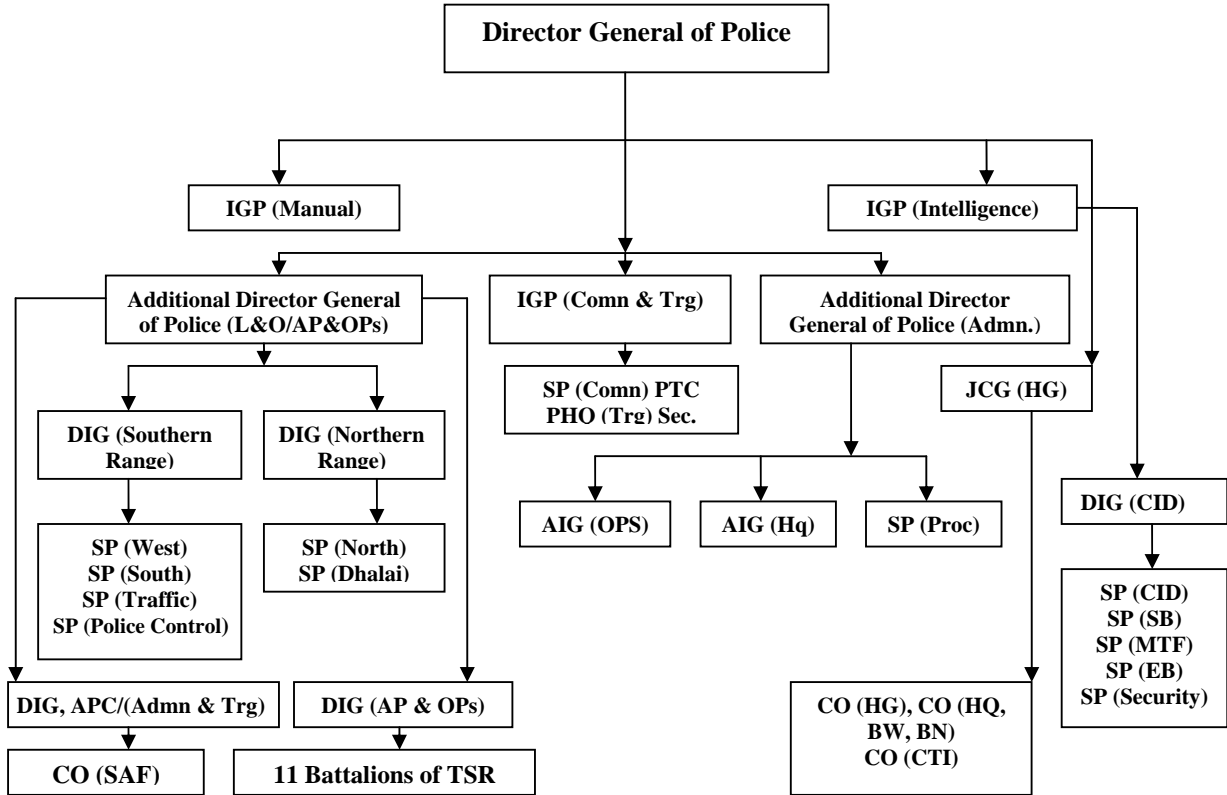
“Modernisation of State Police Force (MSPF)” was introduced by the GOI in 1969 initially for 10 years but has been extended periodically, the latest being in February 2001, approving its continuance for another 10 years up to 2010. The scheme aims at improving the efficiency of the State Police Force and enhancing their striking abilities for meeting the emerging challenges.

The main thrust of the modernisation plan is to address the deficiencies in various aspects of police administration identified by the Bureau of Police Research and Development (BPR&D) in a study carried out in 2000. The scheme follows a bottom-up approach, and concentrates on funding the requirement at the cutting-edge level i.e. the Police Stations (PSs) and Out Posts (OPs) and the men who man them. A major portion of funds therefore, is

required to be invested in construction of safe PSs, OPs and residential accommodation for the upper and lower subordinates of the police force. The other priority areas are Weaponry, Mobility, Communication, Security, Equipment, Forensic equipment and Training.

3.2.2 Organisational set up

The organisational structure of the State police force is given below:



3.2.3 Scope of Audit

The implementation of the scheme during the period 2003-08 was reviewed in audit during April – June 2008 by a test-check of the records of the Director General of Police (DGP), Agartala; Principal, Police Training College (PTC), Narsingarh; Director, State Forensic Science Laboratory (SFSL), Narsingarh and other units in two out of four Districts of the State. Three¹¹ out of 11 Battalions (Bn.) of Tripura State Rifles (TSR), 16¹² out of 64 PSs and ten¹³ out of 40 OPs were covered in audit.

¹¹ (1) TSR. 2nd Bn. at R.K. Nagar, West Tripura; (2) TSR 3rd Bn. at Kachucherra, Dhalai and (3) TSR 10th Bn. at NIT Complex, Jirania, West Tripura.

¹² (1) West Agartala PS; (2) East Agartala PS; (3) Airport PS; (4) Jirania PS; (5) Ranirbazar PS; (6) Woman Agartala PS; (7) Amtali PS; (8) Budhjangnagar PS; (9) Ambassa PS; (10) Salema PS; (11) Kachucherra PS; (12) Kamalpur PS; (13) Bishalgarh PS; (14) Bishramganj PS; (15) R.K.Pur PS; (16) Sidhai PS.

¹³ (1) Abhoynagar TOP; (2) Battala TOP; (3) Ramnagar TOP; (4) Champaknagar TOP; (5) Hrishyamukh OP; (6) GB TOP; (7) Garji OP; (8) Maharani OP and (9) Pitra OP; (10) Lembucherra OP.

3.2.4 Audit objectives

The main objectives of the performance review were to assess whether:

- Budgeting and Planning for implementation of the scheme was sound and adequate; and the execution and utilisation of funds was as per the approved plan;
- The mobility, weaponry and equipment etc. of the State police improved, to face the challenges to internal security;
- Creation of infrastructure was as per the approved norms and has resulted in better working environment;
- Training needs were adequately addressed to meet the State specific needs of the police force;
- The Implementation was effectively monitored and evaluated.

3.2.5 Audit criteria

The audit criteria applied in the performance review were as follow:

- Perspective Plan and Annual Action Plans;
- Guidelines issued by the Union Ministry of Home Affairs (MHA), from time to time;
- Norms prescribed by the Bureau of Police Research and Development (BPR&D);
- General Financial Rules, Codes and Manuals applicable for purchases and execution of works;
- Prescribed monitoring mechanism.

3.2.6 Audit Methodology

The performance review commenced with an entry conference with the Commissioner and Secretary (Home) and Inspector General of Police (Admn.) on 28 May 2008 wherein the audit objectives, criteria and audit methodology were explained. Field units were selected on the basis of Probability Proportional to Size with Replacement (PPSWR) method. Audit findings were discussed with the Principal Secretary (Home) in an exit conference on 21 August 2008 and their views were incorporated in the review at appropriate places. Data and information furnished by the Department were analysed to arrive at audit conclusions.

Audit findings

Important audit findings are discussed in the succeeding paragraphs.

3.2.7 Planning

3.2.7.1 Perspective Plan

The GOI intimated (February 2001) continuation of the scheme up to 2010 and suggested formulation of a five year modernisation plan starting from 2000-01 indicating the specific projects which required to be implemented in each year. After a delay of more than a year, the State Government submitted (November 2002) a six year plan from 2002-03 to 2007-08.

The principal areas identified by MHA included implementation of the recommendations of the Police Reforms Commission, filling up the vacancies of State police, creation of infrastructure like police stations, barracks, residential accommodation, modern weaponry and communication equipment including installation of POLNET/ Common Integrated Police Application (CIPA) and improvement of intelligence wing. However, some of these issues like, implementation of recommendations for Police reforms, filling up of vacancies in the police force, improvement in the Women Police Force, creation of infrastructure *viz.* construction of houses for police personnel were not included in the Perspective Plan of the State. Scrutiny revealed that the implementation of the programme was not in conformity with the areas of priority identified by the MHA as discussed in the succeeding paragraphs.

3.2.7.2 Absence of a coherent programme of action

The GOI directed (April 2001) that the Perspective Plan should indicate the deficiencies that could not be made good earlier and the plan should not be merely a list of items for procurement but should be a coherent, well thought out programme of action for up-gradation of capabilities in specific spheres/units. Requirement of various items projected in the Annual Plans (AP) did not flow out of the Perspective Plan e.g. Speed Boats for surveillance over Dumbur Reservoir and Blasters for use by CRPF and TSR shown in the AP of 2003-04 were not projected in the Perspective Plan. Against the projected requirement of 833 vehicles (valued Rs. 40.14 crore) in the Perspective Plan, the Department had projected 315 vehicles (valued Rs. 9.50 crore) in the APs during 2003-08. Projected requirement of 271 bullet proof vehicles (Ambassador – 54, Maruti Gypsy – 86, Commander Jeep – 53 and TATA 407 – 78) to MHA prior to preparation of the Perspective Plan, were not projected in the Perspective Plan and the Annual Plan prepared subsequently, though no bullet proof vehicles were received. The Government stated (21 August 2008) in the Exit conference that bullet proof vehicles were not procured, as the State has a better control over insurgency problem at present.

As a result of poor planning and absence of a coherent programme of action, the implementation of the modernisation plan could not achieve its desired objectives as brought out in this performance review.

In the Exit conference the Government stated (21 August 2008) that the deficiencies pointed out by audit would be examined and taken care of in the 10 year Perspective Plan, which is under preparation.

3.2.8 Financial management

3.2.8.1 Funding pattern

The scheme was funded by the Central and the State Governments in the ratio of 50:50 till 2002-03. In 2003-04, Tripura was classified as an 'A' category State, which entitled it to receive 100 *per cent* funding for the scheme from the GOI. The maintenance cost of the capital equipment provided by the GOI however, was to be provided from the State budget. Miscellaneous security items (other than major security items like arms and weapons), not readily available on DGS&D rate contract, could be procured by the State Government after adopting the prescribed procedure and with prior approval of the MHA. As per the arrangement, the GOI releases the funds to the State Government as grants-in-aid, which are subsequently transferred to the DGP for utilisation. Certificates of utilisation are sent to MHA by the State Government in the prescribed format.

3.2.8.2 Budget and expenditure

Table No.3.2.1 shows the expenditure during the period 2003-08 vis-à-vis the availability of funds.

Table No. 3.2.1

(Rs. in Crore)

Year	Approved outlay	O.B. (Unspent balance of previous years)	Funds received from the GOI	Total funds available	Expenditure	C.B. (Unspent balance)	Percentage of expenditure
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
2003-04	12.68	3.52	11.24	14.76	1.46	13.30	10
2004-05	20.00	13.30	Nil	13.30	8.36	4.94	63
2005-06	11.20	4.94	13.74*	18.68	6.59	12.09	35
2006-07	16.00	12.09	9.06	21.15	3.32	17.83	16
2007-08	18.00	17.83	11.52#	29.35	9.35	20.00	32
Total	77.88		45.56	97.24	29.08		

(Source: Departmental records)

*Out of Rs. 13.74 crore, 3 crore pertains to 2004-05.

#Out of Rs.11.52 crore, Rs. 2.63 crore pertains to 2006-07.

The above table indicates that during 2003-08, the GOI released Rs. 45.56 crore to the State Government in cash. Besides, equipment (vehicles, BP equipment, photocopiers, computers etc.) worth Rs. 8.56 crore was received from the MHA. Thus, against the approved outlay of Rs. 77.88 crore, the GOI released Rs. 54.12 crore (Rs. 45.56 crore + Rs. 8.56 crore) resulting in a short release of Rs. 23.76 crore. The utilisation of funds was only 10 to 63 *per cent* of the funds available with the State Government during the last five years. Due to the delay in transferring or short release of funds by the State Government to the Police Department in the respective years, there was a delay in procurement of equipment, vehicles and construction works. Under utilisation of funds had also resulted in short release of funds in subsequent years by the GOI.

The MHA released (March 2006) Rs. 17.27 lakh to the State for preparation of site of 22 PSs for implementation of CIPA Software. Out of this, the State Government transferred only Rs. 7.97 lakh to the Department in August 2007 i.e. after a delay of 17 months. While site preparation of five PSs including purchase of furniture etc. were done, due to non-transfer of the balance funds the works of the remaining 17 PSs were not done.

Further, against Rs. 16.13 crore released (2005-06; Rs. 7.26 crore and 2007-08; Rs. 8.87 crore) by the MHA to the State for 148 construction works, only Rs. 5.35 crore was transferred (2005-06 and 2006-07) to the Department, retaining a balance of Rs. 10.78 crore. Consequently, 95 works could not be taken up as of June 2008.

Scrutiny revealed that against the receipt of Rs. 45.56 crore from the GOI under the plans during 2003-08, Utilisations Certificates (UCs) for Rs. 3.62 crore was sent (March 2008) to MHA although the Department has shown an expenditure of Rs. 29.08 crore during the years.

While admitting the delay the Department stated (September 2008) that the MHA releases funds for construction works initially and on receipt of UCs against these works, further funds for procurement of equipment/vehicles are released and that, since construction works take considerable time, further release of funds and implementation of the plan also get delayed. The reply is not tenable as the Department failed to utilise even the unspent balance of the earlier years.

Programme Implementation

3.2.9 Mobility

One of the thrust areas of the modernisation scheme is to increase the mobility of the State police force to face the challenges to internal security effectively. Provision of adequate number of vehicles is essential for improving the mobility of the police personnel, as it has a direct relation to the response time.

As of March 2003 the Department had 857¹⁴ vehicles (44 *per cent*) against the BPR&D norm of 1944 vehicles, resulting in a shortfall of 1087 vehicles. However, the requirement was projected as 833¹⁵ vehicles in the Perspective plan and 184¹⁶ vehicles in the Annual Plans for the period 2003-08. Under the modernisation scheme, the State Police bought (2007-08) 19¹⁷ vehicles at a total cost of Rs. 75.51 lakh and in addition, received 170 vehicles from the MHA, thereby adding 189 more vehicles to its existing fleet during 2003-08.

3.2.9.1 Shortage of vehicles

Category-wise number of vehicles held by the State police over last five years is detailed below.

Table No.3.2.2

Category of vehicle	Requirement as per norm	Holding prior to 2003-04	Procured / received during 2003-08	Holding as of March 2008	Shortage	Percentage of shortage
Heavy vehicles	309	124	46	170	139	45
Medium vehicles	491	200	29	229	262	53
Light vehicles	1144	533	114	647	497	43
Total	1944	857	189	1046	898	46

Source: Departmental records.

¹⁴ Heavy vehicle: 124; Medium vehicle: 200; Light vehicle: 533.

¹⁵ Heavy vehicles: 147; Medium vehicles: 205; Light vehicles: 481.

¹⁶ Heavy vehicles : 57 ; Medium vehicles : 20; Light vehicles : 107.

¹⁷ Maruti Omni: 4 Nos; Maruti Gypsy: 13 Nos; and Maruti Car: 2 Nos.

There was a severe shortage of vehicles of different categories ranging from 43 to 53 *per cent* and the average shortage was 46 *per cent*. Besides, the fleet of 1046 vehicles includes 278 condemned vehicles (27 *per cent*) which are yet to be disposed of. Although, 189 vehicles were procured / received during 2003-08 the gap between the requirement and availability of vehicles remained. Despite directions of the MHA to deploy the vehicles received under modernisation scheme to the principal focus area at the cutting-edge level i.e PS and OP level, 49¹⁸ vehicles received during 2003-08 were not permanently allocated / issued to any police station / OP and were lying in the stock of Central MT Pool.

3.2.9.2 Non-availability and shortage of vehicles in PS/OP

MHA emphasized that the modernisation scheme should first concentrate on fulfilling the requirements at cutting edge level. Although as per BPR&D norms two light vehicles and three motorcycles for all PSs and two motorcycles for each OP were required to be provided, scrutiny of records of 16 PSs and 10 OPs revealed that three OPs (Abhoynagar in West District, Garjee and Pitra in South District) did not have any vehicle as of June 2008 and except Agartala PS (West District) and Ambassa PS (Dhalai District), none of the seven PSs/OPs holding one vehicle each, which were more than ten years old and three OPs without any vehicle were provided vehicle during 2003-08. This depicts poor attention to the mobility of the State police at the cutting edge level, despite inclusion in the Perspective plan.

The Department stated (September 2008) that efforts were being made to provide adequate number of vehicles to the PSs.

3.2.10 Equipment

One of the key areas under the Modernisation Plan was to provide the police with advanced and improved communication and surveillance equipment to increase its operational capability. Major communication equipment *viz* POLNET, CIPA Software etc., surveillance and protective equipment *viz*, B.P.Jackets, B.P.Patkas, Bomb Disposal and Detection squad (BDD squad) and VIP security equipment are centrally procured by the MHA as per the BPR&D norms based on the requirement projected by the State Government in the plans. Other expenditure on implementation of communication equipment *viz*, computers, accessories, site preparation for communication network are procured/carried out by the State Government with the approval of the MHA.

While the Perspective Plan projected the requirement of 50 items of equipment (communication 45¹⁹ and surveillance 5²⁰) valued at Rs. 33.29

¹⁸ Maruti Gypsy :18; Big bus :2;Commander Jeep: 6; Ambassador Car: 14;Water Tanker: 1; Toyota Qualis: 03; Police Van :01; Maruti Van Ambulance:01; Bolero LX:02; One Tonner: 01.

¹⁹ POLNET equipment; CIPA Software equipment; AMSS Terminal; VHF Modem; VHF Mobile phone with Scrambler; VHF Hand held scrambler etc.

²⁰ BDD Squad equipment; BP Jackets; BP Patkas; B.P. Observation Tower; VIP security equipment.

crore (communication: Rs. 28.64 crore + surveillance: Rs. 4.65 crore), the requirement in the APs for the period 2003-08 was projected at 35 items only (Communication: 30 and surveillance:5) valued at Rs. 23.61 crore (Communication : Rs. 9.43 + Surveillance: Rs. 14.18 crore). The reasons for short projection of requirement in the APs were not spelt out. Against the approved budget of Rs. 23.60 crore, the utilisation was however, only Rs. 8.96²¹ crore (38 *per cent*). The balance Rs. 14.64 crore was yet to be utilised (August 2008).

3.2.11 Weaponry

3.2.11.1 Under projection of requirement in the Annual Plan

Increasing the striking capability of the police force by equipping them with modern and sophisticated weapons to combat insurgency and other challenges to internal security of the State was one of the key areas of modernisation. The requirement of weaponry is projected to MHA by the State Government through the Annual Plans based on the approved Perspective Plan. All weaponry is procured centrally by the MHA and subsequently issued to the State Government.

Scrutiny of records revealed wide variation between the number of weapons and the expenditure proposed for each year in the Perspective Plan (2003-08) and the APs (2003-08). In the Perspective Plan the State Government projected a requirement of seven categories (1,07,227 nos.) of weapons and accessories (1,13,550 nos.) along with 55 lakh rounds of ammunition costing Rs. 44.38 crore for procurement during 2003-08, while in the APs (2003-08) six categories of arms with accessories and 2000 rounds of ammunition costing Rs. 3.60 crore were proposed and received, which constituted only eight *per cent* of the requirement projected in the Perspective Plan. Requirement of Glock 19C pistols was not projected in the Perspective Plan. However, in the APs, 210 Glock 19C pistols were projected against which the Department received 95 (2004-05; 35 nos. and 2006-07; 60 nos.) costing Rs. 16 lakh.

3.2.11.2 Shortage of arms and ammunition

Requirement of various arms and ammunition as per BPR&D norms, projected in the Plans and actual holding by the State police indicates substantial shortage in various categories of arms and ammunition.

Requirement was not projected as per norms and twelve out of thirteen categories of weapons projected in the Annual Plans were not received during 2003-08. The shortfall of arms and accessories of different categories was between 26 and 100 *per cent* while the shortfall in ammunition ranged between 12 and 73 *per cent*. One of the important objectives of improving the striking capability of the police force by providing modern arms and ammunition was only partially met thereby denying the police of the necessary means to combat insurgency and other security threats.

²¹ Rs. 4.52 crore on BP Jackets, BP Helmets, BP sentry posts , Generator set, furniture, Hospital equipment etc. (2004-05 to 2007-08) and Rs. 4.44 crore on communication equipment (2003-04 to 2007-08).

3.2.11.3 Holding of unserviceable arms and ammunition

Scrutiny of records of the S.P (Procurement), Agartala, revealed that the Department had been holding 835 unserviceable weapons and 22,635 rounds of unserviceable ammunition as of March 2008. No action was taken for the disposal or replacement of these weapons by issuing serviceable weapons. It is particularly serious as Tripura is an insurgency prone State and classified as 'A' category by the GOI.

3.2.12 Surveillance and Communication

3.2.12.1 Implementation of the POLNET Project

One of the main operational strategies of the police force is improved communication system involving sophisticated gadgets including POLNET. The main objective of implementation of Police Communication Network (POLNET) is to obtain criminal data through sharing / dissemination of information with other Police Organisations / Central Para Military Forces (CPMF) inside and outside the State.

POLNET is a satellite based integrated network, which envisages installation of Very Small Aperture Terminals (V-SAT) and Multi Access Radio Telephone (MART) to link the national capital with all the State capitals. As per the orders of MHA, all the States are to have implemented the project by 2005-06.

During 2003-08 the GOI approved Rs. 76.25 lakh²² for implementation of POLNET in the State out of which, equipment costing Rs. 54.47 lakh were centrally procured by the MHA and issued to the State in November 2003. Other items were procured locally at Rs. 19.48 lakh with the approval of the MHA.

Scrutiny of records revealed that the MHA approved (November 2003) installation of Remote Station Units (RSU) for 45 out of 64 PSs in the State. Out of 45 RSUs received from the MHA, 11 were faulty and could not be installed. 34 PSs were connected through the RSUs. The remaining 30 PSs (mostly in West Tripura and Dhalai District) could not be connected because of faulty RSUs or as their locations were beyond the Line of Sight (LOS) of the District Headquarters (which should be approx within 25 km of the Hqs.).

The POLNET project was not functioning properly as all the 34 RSUs installed in PSs had developed faults. No corrective action was taken to make them operational while their warranty period expired in November 2007. Thus, the desired objective of sharing / disseminating information with other police organisation / CPMF could not be achieved despite spending Rs. 73.97 lakh.

²² 2003-04: Rs. 38.88 lakh; 2004-05: Rs. 19.50 lakh; 2005-06: Rs. 17.87 lakh.

While admitting the fact, the Department stated (September 2008) that the scheme is not successful in Tripura and that the matter has been taken up with the MHA.

3.2.12.2 Implementation of Common Integrated Police Application (CIPA)

CIPA was to be implemented in 10 *per cent* PSs in Phase I (2005-06) and 30 *per cent* PSs in Phase II (2006-07) under the modernisation plan. The State Government selected 22 PSs (Phase I: 5 and Phase II: 17) out of 64 for implementation of the project. MHA selected National Informatics Centre (NIC), New Delhi as the implementing agency of the project to supply hardware, software, training and other support. The MHA sanctioned Rs. 33.27 lakh for the implementation of the project, of which Rs. 16 lakh was released (June 2005) directly to NIC and Rs. 17.27 lakh was released (March 2006) to the State Government for preparation of site in the selected PSs. NIC supplied 23 computers (2005-06) for five selected PSs of the West District where site preparation was completed. However, the gadgets for operationalisation of the scheme had not been installed (June 2008). Out of Rs. 17.27 lakh received from the MHA, the State Government released (August 2007) Rs. 7.97 lakh to the Department which was utilised in procurement of furniture for the selected 22 PSs (of which furniture for five PSs were issued and the balance is lying idle with the Department). The balance amount of Rs. 9.30 lakh was not released (June 2008) and site preparation of the remaining 17 PSs could not be completed.

Although a State level CIPA Implementation Committee was formed in November 2007 as per the MHA Action Plan, the district level CIPA Implementation Teams were not formed (June 2008). Thus, because of the inability of the Department to implement the project even after a period of three and half years from the date of creation of the Action Plan (January 2005), the purpose of the scheme could not be achieved by the State police.

3.2.13 Forensic Science Laboratory (FSL)

A Forensic Science Laboratory (FSL) was established (June 2001) at Agartala and was operationalised from May 2002. Provision of sophisticated equipment for chemical examination of various exhibits sent to the FSL and their investigation were the areas of focus under the plan.

As per the BPR&D directions (November 2002), each division of FSL should be constituted with eight personnel comprising one Sr. Scientific Officer, one Scientific Officer, one Junior Scientific Officer, two Sr. Laboratory Attendants, one Laboratory Attendant, and one Attendant to be supervised by one Asstt. Director. MHA, in its High Powered Committee meeting held in July 2006, stressed upon the need for filling up the vacancies in technical posts in the FSL on priority over procurement of further equipment for the Laboratory. However, the three functional Divisions of the State FSL ((i) Biology-Serology, (ii) Chemistry / Toxicology and (iii) Physics / Ballistic Divisions) had only three personnel each constituting 38 *per cent* of the required strength.

The FSL did not have separate divisions for Voice Analysis and Image Building and a full-fledged Documents Division. Although a Document cell started functioning from June 2005 for examining printed documents and Fake Indian Currency (FIC), the cell is managed by the available manpower of Physics/Ballistic Division as no separate manpower has been sanctioned by the State Government for the Cell.

Thus, due to non-establishment of all the FSL Divisions and non-availability of required manpower, the utility of FSL in the State was largely frustrated.

3.2.14 Civil works

3.2.14.1 Housing

In a State like Tripura where several militant organisations are active, effective policing requires provision of adequate and secured housing infrastructure.

The National Police Commission (NPC) had recommended 100 *per cent* accommodation for all police personnel in the State. There was, however, no addition to housing during 2003-08, and the overall satisfaction level remained at 11 *per cent*. While, some housing proposals were made in the APs of 2005-06 to 2007-08, none of them were complete as of June 2008. Thus, the satisfaction level was very low at each level of the police force and there was no comprehensive plan for achieving the level recommended by the NPC.

The details of personnel at each level, number of personnel provided with housing as of March 2008 and the overall percentage of satisfaction level are given below.

Table No. 3.2.3

Category of personnel	Number of personnel	Number of personnel provided Housing	Percentage of satisfaction level
Supervisory level (DSP and above and Medical Officer to Commander)	294	50	17
Upper Subordinate (ASI to Inspector Naib Subedar to Havildar)	2,682	1,434	53
Lower Subordinate (Constable to Havildar and Naik to E follower)	18,220	830	5
Total	21,196	2,314	11

Source: Departmental records.

The Department stated (September 2008) that the State Government has decided to raise the housing satisfaction level to 40 *per cent* in the next five years.

3.2.14.2 Execution of works

The State Police Department does not have a construction agency of its own. The construction works of the Department are entrusted to the State Public Works Department, Agri Engineering Division, Tripura Housing Construction Board (THCB) and Rural Development Department (RDD). During 2005-06 to 2007-08 the MHA approved 148 construction proposals at a total cost of Rs. 21.60 crore against which Rs. 16.13 crore was released (2005-06: Rs. 7.26 crore; 2007-08: Rs. 8.87 crore).

The constructions include 110 units of quarters, three barracks, 18 PSs, two Training schools, Administrative Block for TSR, two Kote buildings, Boundary wall with 40 watch towers and two sentry posts, three water treatment plants, and other associated works.

Scrutiny revealed that during 2005-06 and 2006-07 the Department placed Rs. 5.35 crore with the implementing agencies²³ for construction of 53 works (36 per cent) out of 148 approved. None of these was completed as of June 2008. Remaining 95 works costing Rs. 16.25 crore could not be taken up due to non release of funds by the MHA (Rs. 5.47 crore) and non transfer of funds (Rs. 10.78 crore) by the State Government.

The Department did not maintain any record of major and minor works indicating the names of the implementing agencies, funds placed from time to time, names of works, up to date expenditure incurred and present status of the works. This indicates lack of adequate monitoring by the Department over the works required to be executed.

The Government stated (21 August 2008) in the Exit Conference that delay was due to assigning the construction works to outside agencies and assured to review the matter and take corrective action.

The GOI approved (January 2004) construction of boundary walls (Rs. 2.20 crore), two Sentry Posts and one Watch Tower each (Rs. 40 lakh) for 20 PSs and 20 OPs at a total cost of Rs. 2.60 crore. The stipulated time for completion of the work was three months in each case. The State Government released (July 2005) Rs. 2.60 crore, but the DGP subsequently sanctioned and allocated Rs. 2.79 crore (October 2005: Rs. 1.30 crore and August 2007: Rs. 1.49 crore) to the Chief Engineer, PWD for construction of only 11 PSs/OPs as against the approved 40 PS/OPs. Construction had been completed (May 2008) in seven out of 11 PSs. The Police Headquarters had intimated the Department that the amount was fully utilised for reporting to the MHA. Thus, 29 PSs / OPs remained without boundary walls, sentry posts and watch tower though funds for the purpose were sanctioned by GOI.

3.2.14.3 Infrastructure in the PS and OP

As per BPR&D norms (March 2000), each PS and OP must have a boundary wall and basic amenities like Reception Room, Interrogation Room, Computer Room, and Wireless Room. Test-check of 16 out of 64 PSs and 10 out of 40 OPs revealed that most of them did not have the basic infrastructure as detailed below:

Table No. 3.2.4

Basic infrastructure not available	No. of PS	No. of OP	Total
Boundary wall	07	04	11
B.P. Sentry Post	10	04	14
Reception room	06	02	08
Interrogation room	09	02	11
Computer room	07	03	10
Armoury	02	03	05

²³ PWD-PHE: Rs.0.62 crore; PWD(R&B): Rs. 3.05 crore; THCB: Rs. 1.16 crore; Agri Eng.Divn: Rs. 0.27 crore ; RD West circle: 0.25 crore.

Basic infrastructure not available	No. of PS	No. of OP	Total
Wireless room	05	03	08
Rest room	07	03	10
Secured record keeping room	06	03	09

Source: Departmental records.

The Department admitted (September 2008) the facts.

3.2.15 Training

3.2.15.1 Non-imparting training on modern weapons

The effectiveness of modernisation plan lies in effective utilisation of modern and sophisticated weapons and equipment provided to the force to increase its striking and communication capacity. The modernisation plan provides for comprehensive training on new weapons / equipment and systems to the personnel deployed at various locations throughout the State.

There are three training schools viz (1) TSR training school at TSR 2nd BN, RK Nagar (2) CI&JW Training Schools at Kachucherra at TSR 3rd BN (Dhalai District) and (3) Police Training College (PTC), at Agartala (West District) with at a time intake capacity of 400, 100 and 400 respectively. None of the three training institutions had any sanctioned post of faculty / trainer and there was no building infrastructure available in the TSR training school and CI&JW training school.

Audit revealed that during 2005-08, 5358 police personnel attended 456 training courses in and outside the State. Of these, 206 training courses of different modules²⁴ were organized by the Police Training College (PTC) and were attended by 4892 trainees. However, no training on modern weapons (AK-47, INSAS series etc.) was imparted during the period.

The Principal, PTC stated (May 2008) that syllabi are made as per the instructions of the Police Headquarters from time to time. Besides, annual training calendar were not prepared and there was no specific sanction for training faculty in the college. The executive staff, posted in PTC perform the functions of faculty in addition to their other assigned duties.

The Department stated (September 2008) that though training on modern weapons is imparted at PTC, Narsingarh and TSR Training School at R.K. Nagar, due to non-availability of Field Firing Range and Grenade Firing Range, training on two inch mortar and grenade could not be imparted. Regarding lack of sanctioned posts of faculty in any of the training schools, it was stated that two posts of Tripura Police Service (TPS) officers were created for CI & JW school at Kachucherra and the officers were formally posted in the school.

3.2.15.2 Poor CI & JW training facilities

Training to the Force on Counter Insurgency and Jungle Warfare (CI&JW), with the help of modern weapons / devices received under the plan, is a vital

²⁴ 'Pre-Basic training of Recruits'; 'Accounting Training'; 'Refreshers Training'; 'Computer Application'; 'Crime Investigation'; 'Riot Control'; 'Traffic Management'; 'Training on Small Arms'; 'VIP Security'; 'Wireless Operation'; 'Forensic Science Criminology'; 'Karate'; 'Cyber Crime' etc.

need for effective and meaningful implementation of the scheme in insurgency prone States.

The CI&JW training school was established at TSR 3rd BN, Kachucherra in Dhalai District in 2001 with an intake capacity of 100 personnel at a time. Scrutiny revealed that against the availability of 51,787 TSR personnel for training during 2003-08, the school imparted training to only 643 TSR personnel (one *per cent*). No faculty was posted by the State Government in the school although the requirement of faculty as per norms was thirty one. Training was imparted by personnel of the Battalion in addition to their other assigned duties. Besides, the school has no infrastructure *viz.*, school building, store etc. The State Government sanctioned (2001-02) Rs. 35.40 lakh for construction of school building and placed (October 2002) the funds with State PWD. However, the construction work was not completed till the date of audit (June 2008).

Training aids and other items procured for the training school worth Rs. 52.95 lakh (**Appendix-3.3**) received during 2004-08 were lying in the general store of the Battalion due to non-availability of a separate store in the school.

Thus, establishment of the CI&JW school proved unfruitful due to non-availability of faculty, infrastructure etc. even after investment of Rs. 88.35 lakh on construction and procurement of training equipment.

3.2.16 Arms and ammunition recovered

Number of extremists arrested / surrendered and arms and ammunition recovered during 2003-08 is given below.

Table No.3.2.5

Year	Number of extremists arrested	Number of extremists surrendered	Number of arms recovered	Number of ammunition recovered	Type of weapons recovered
2003-04	128	251	68	582 rounds	AK-47 Rifle, AK-56
2004-05	102	322	111	7286 rounds	Rifle, Land mines,
2005-06	61	136	101	341 rounds	SLR, Chinese Rifle,
2006-07	67	147	122	654 rounds	9 mm Pistol,
2007-08	39	243	125	729 rounds	Carbine, Grenade, 2
Total	397	1099	527	9592 rounds	Mortar Bombs etc.

Source: Departmental records.

The items of arms and ammunition recovered indicate induction of hi-tech weaponry among the insurgent groups operating in the State. Hence, the improvement of weaponry and appropriate training to State Police demands foremost importance to overcome the mis-match in striking capacity.

3.2.17 Snatching of arms

During 2003-08, 331 major arms were looted/ snatched by the extremists / outlaws from different police / TSR campus as detailed below:

Table No.3.2.6

Type of arms	No. looted / snatched
AK-47 Rifle	08
SLR 7.62 mm	49
Carbine 9 mm	09
Sten Gun 9mm	11
LMG 7.62 mm	02
LMG .303 mm	02
Rifle .303 mm	177
Rifle 7.62 mm (BA)	08
.38" Revolver	37
.32" Revolver	01
Pistol 9 mm	27

Source: Departmental records.

None of the looted/ snatched arms were recovered by the Police (June 2008). The above fact highlights the intensity of terrorism in the State and ineffectiveness of the State police force.

3.2.18 Monitoring and evaluation

Though a State level Empowered Committee headed by the Chief Secretary was constituted in April 2001 by the Government to monitor the implementation of the modernisation programme as per the instructions of the MHA (February 2001), there was little recorded evidence of obtaining reports/returns etc. required for effective monitoring on a regular basis from the subordinate formations and implementing agencies. The Department could not show any minutes of the review meetings it might have held during the period covered in Audit.

3.2.19 Conclusion

Efforts to modernise the State police force were impeded by lack of a well designed plan and roadmap, absence of a coherent programme of action and inability to spend even the available funds. The plans prepared were not in conformity with the priority areas outlined by the MHA and deficiencies in the core areas of mobility, weaponry, training infrastructure and communication remained largely unaddressed. The pace of implementation of the modernisation plan was inadequate even after the GOI had declared Tripura as 'A' category State, prone to terror attacks, and despite the declared assurance of 100 *per cent* funds for implementation of the scheme.

3.2.20 Recommendations

- The State Government should prepare a road map for modernisation of its police force, taking into account the existing gaps *vis-à-vis* requirement, as per norms.
- Financial management should be streamlined to ensure timely release of funds and their utilisation for the intended purpose.
- Quantifiable targets and specific timelines should be fixed to fill the gaps in improvement of weaponry, mobility and communication.

- Civil works, especially housing for the police personnel should be taken up on a war footing to ensure 100 *per cent* satisfaction level.
- Capacity building should be accelerated and new technologies and policing methods should be assimilated.
- Monitoring mechanism should be strengthened to ensure the implementation of the programme in an effective and timebound manner.

HEALTH AND FAMILY WELFARE DEPARTMENT

3.3 National Rural Health Mission (NRHM)

The National Rural Health Mission (NRHM) was launched (April 2005) with the objective of converging different stand-alone health programmes, decentralising planning process with special emphasis on bottom-up decision making and to fill up the gaps in coordination between different social sector departments. The mission mainly aims at the rural poor with special attention to mother and child care. The successful implementation of the Mission objective involves an intense exercise in training and capacity building of the community representatives, health personnel and personnel from related departments on health issues.

A mid-term review of the functioning of the State machinery in the third year of the Mission period (2005-2012) was an attempt to highlight the areas and issues which need to be addressed, for successful achievement of the objectives set out for the Mission.

Highlights

Preparation of the State and District plans was outsourced and the objective of community participation in planning process could not be ensured. The basic village level data used for preparation of District and State plans were not available with the Society, casting doubts over the reliability of the inputs in the planning process.

(Paragraphs 3.3.8 and 3.3.9)

HMIS phase-1 could not be made functional even after expending the entire project funds and expiry of the stipulated time schedule.

(Paragraph 3.3.12.1)

ASHA network could not materialise even after three years of implementation of NRHM as the training requirements could not be completed.

(Paragraph 3.3.12.3)

Despite transferring funds to various implementing agencies (BDO, DM and PWD) for development of infrastructure, most of the construction works remained incomplete, due to non-stipulation of the timeframe for their completion.

(Paragraph 3.3.12.6)

3.3.1 Introduction

The National Rural Health Mission (NRHM) was launched on 12 April 2005 by the GOI for the period 2005-12 with special focus on 18 States including Tripura, with the aim of improving the quality of public health delivery services in rural areas throughout the country. The State Government signed a Memorandum of Understanding (MOU) with the GOI on 12 January 2006 for implementation of NRHM.

3.3.2 Objectives of the Mission

The main objectives of the Mission are to

- provide accessible, affordable, accountable, effective and reliable health care facilities in the rural areas of the State, especially to the poor and vulnerable sections of the population;
- involve community in planning and monitoring;
- reduce infant mortality rate, maternal mortality rate and total fertility rate for population stabilization; and
- prevent and control communicable and non-communicable diseases, including endemic diseases.

To achieve the above objectives, some of the existing health care programmes *viz.* Reproductive and Child Health–II, Vector Borne Disease Control Programme, Tuberculosis, Leprosy and Blindness Control Programme etc. were brought within its ambit and the Mission activities were divided into the following five essential components; i.e.

- Reproductive and Child Health (RCH II)
- Additionalities under NRHM
- Immunization
- National Disease Control Programme
- Inter sectoral convergence for effective management and implementation.

3.3.3 Organisational set up

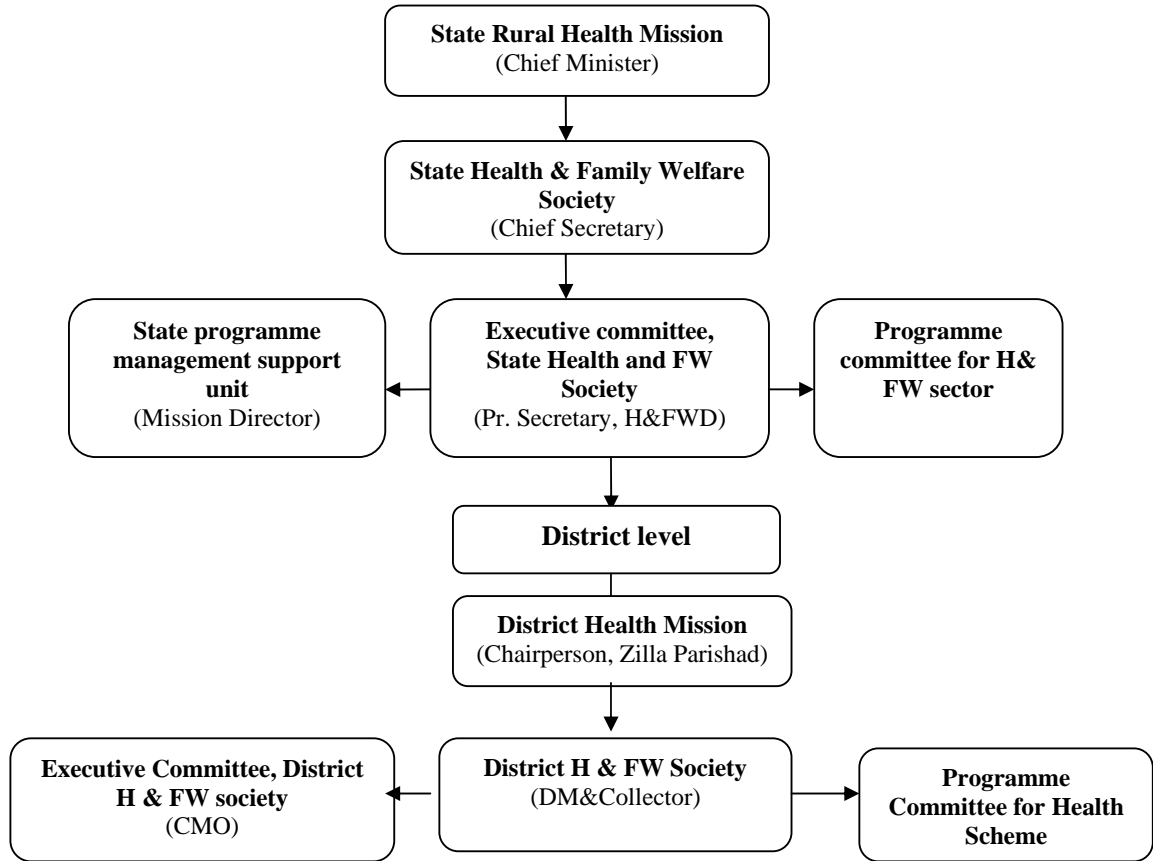
At the State level, NRHM functions under the overall guidance of the State Health Mission (SHM) headed by the Chief Minister. The activities of the Mission are carried out through the State Health and Family Welfare Society (Society) headed by the Chief Secretary (CS). The Executive Committee of the Society is headed by the Principal Secretary, Health and Family Welfare Department.

The Society integrates all the societies registered under the Societies Registration Act, 1860, which were set up for implementation of various disease control programmes.

At the District level, there are District Health Missions headed by Chairperson of the Zilla Parishads and an integrated District Health Society (District Society) headed by the respective District Magistrates (DM) to support it and its executive committee is headed by the Executive Secretary (Chief Medical Officer).

The guidelines also provide for programme committees for more focused planning and review of each activity at State and District Level if considered necessary for administrative convenience, which were, however, not formed in the State.

An organogram showing the administrative and monitoring set up of NRHM in the State is given below:



3.3.4 Scope of Audit

The performance review was conducted during April-August 2008, covering the implementation of the programme during 2005-08 by a test-check of the records of the Director of Health and Family Planning and Preventive Medicine, State Health and Family Welfare Society, three out of four District Health and Family Welfare Societies, six out of eleven Sub-Divisional hospitals, three out of eleven Community Health Centres, 18 Primary Health Centres and 36 Sub-Centres selected through statistical sampling using PPSWR²⁵ method for districts and SRSWOR²⁶ method of sampling for other units. The selected samples included three²⁷ out of four districts in the State covering 41 per cent of the units at the Sub-District level implementing NRHM.

3.3.5 Audit objectives

The performance review was conducted to ascertain whether,

- planning and implementation of the Mission as well as monitoring and evaluation procedures at the level of Village, Block, District and State

²⁵ Probability Proportional to Size With Replacement.

²⁶ Simple Random Sampling Without Replacement.

²⁷ West, South and Dhalai districts.

have achieved the objective of ensuring community participation, accessible, effective and reliable health care to rural population;

- the performance indicators and targets fixed in respect of RCH, immunization and disease control programmes were achieved;
- the Mission achieved capacity building and strengthening of physical and human infrastructure at different levels as planned and targeted;
- the procedure and system of procurement of drugs and services, supplies were cost effective and ensured improved availability of drugs, medicines and services;
- Convergence and regulation of the mission activities with other departments, programmes and non-government stakeholders was ensured for achieving the broad objectives of the programme.

3.3.6 Audit criteria

Audit findings were benchmarked against the following criteria:

- Mission guidelines issued by the Union Ministry of Health and Family Welfare;
- RCH Phase – II programme – Finance and Accounts Manual;
- Financial Guidelines and framework for delegation of administrative and financial powers under NRHM;
- State Programme Implementation Plan (SPIP) approved by National Programme Co-Ordination Committee (NPCC);
- Guidelines for constitution of Rogi Kalyan Samiti/Hospital Management Society.

3.3.7 Audit Methodology

The performance audit commenced with an entry conference on 24 May 2008 with the Principal Secretary to the Government of Tripura, Health and Family Welfare Department, wherein the objectives, approach and audit requirement were discussed. Records of the Health Department, the State and District Health Societies and the replies submitted by the Department/Society to audit memos, requisitions and questionnaires formed the basis of audit evidence and in turn, the audit findings.

The audit findings were discussed with the Principal Secretary in an exit conference on 30 September 2008. However, since the written replies to the audit observations are awaited (September 2008), the departmental replies to various audit observations during the exit conference, have been incorporated in the report at appropriate places.

3.3.8 Planning

NRHM envisaged a decentralized and participatory planning process following a bottom-up approach from village level to the State level. A Perspective Plan (2005-2012), and Action Plan for each year were to be

prepared for the State by consolidating all the district plans, which would be treated as the basis for interventions in the health sector.

For preparation of a comprehensive District Action Plan, systematic mobilization of community by involving representatives of Panchayati Raj Institutions (PRI) was necessary for conducting household and facility surveys at Sub-Divisional Hospital (SDH), Community Health Centre(CHC), Public Health Centre(PHC), Sub-Centre(SC) level. These were to play a pivotal role in the entire process of preparation of a realistic need based State/ District Action Plan.

However, considering the requirement of extensive capacity building to make the villages capable of undertaking the planning exercise, the Mission did not insist upon village plans for the first two years (i.e. 2005-06 and 2006-07) but allowed to take Block / District Action Plan as the basis for executing the works under NRHM for these two years. Scrutiny of records revealed that neither the Block Action Plan nor the District Action Plan was available in the State during 2005-07.

3.3.9 Reliability of basic data for planning

During 2006-07, Rs. 40 lakh was released by the GOI for preparation of District Action Plans. The preparation of District Action Plans and State Action Plan was outsourced to an agency²⁸ by the Society in January 2007.

Scrutiny revealed that the village level data was collected by the Agency which was used as the basic input for preparation of State and District Perspective Plan and the Annual Action Plans for the year 2007-08. A strategic framework for the State was also outlined by the Agency based on consultation and review at the State level and involving State/District/Sub-Division core groups set-up for planning purpose.

The basic village level data used for preparation of the State and District Plans was not available with the State Health Society. In the absence of their validation by the PRI representative, the reliability of the base data used for preparation of plan documents, could not be vouched and the reliability of the information compiled in the plan documents, therefore, remained doubtful.

Further, as of August 2008, final plan document developed by the Agency was not placed before the Governing Body of SH&FWS for approval.

3.3.10 Financial Management

3.3.10.1 Funding pattern

Funds for implementation of NRHM flow through two separate channels from the Central Government. One is through State budget and another directly to the State Health Societies.

The State is to reflect its component-wise²⁹ requirement in a consolidated Programme Implementation Plan (PIP). Funds are provided on the basis of

²⁸ Medica Synergie Private Limited, Kolkata.

²⁹ (a) RCH, (b) Additionalities under NRHM, (c) Immunisation, (d) RNTCP, (e) NVBDCP, (f) Other NDCPs and Inter-sectoral issues.

approval of these PIPs by the GOI. During 2005-07, 100 *per cent* funds were provided to the State and from 2007-08, the State is to contribute its share of 15 *per cent* of the requisite funds.

3.3.10.2 Financial position

Expenditure incurred under NRHM *vis-à-vis* funds directly made available to State societies during 2005-08 was as under (details in **Appendix 3.4 and 3.5**).

Table No. 3.3.1

(Rupees in crore)

Year	Opening balance	Funds received from GOI	Interest earned	Total funds available	Expenditure (percentage)	Closing balance
2005-06	2.37*	11.95	0.11	14.43	3.32 (23)	11.11
2006-07	11.11	26.44	0.18	37.73	15.29 (41)	22.44
2007-08	22.44	56.19	0.25	78.88	16.82 (21)	62.06
Total	35.92	94.58	0.54	131.04	-	95.61

Source: Information furnished by the Department and State Health Mission NRHM, Tripura.

* NLEP: Rs. 0.27 crore; Blindness Control Programme: Rs. 1.51 crore; RNTCP: Rs. 0.59 crore.

The above table shows that there were substantial unspent balances at the end of each financial year. During 2005-06, the Society had very little time to utilise the funds after signing the MOU in January 2006. But substantial savings in the subsequent years indicated inadequate preparedness of the Society in utilising the available funds and during 2007-08, the Society could not even spend the unspent balance of the previous years let alone, fresh funds. The inability of the Society to place the plan documents before the Governing Body was one of the reasons for slow progress in implementation, as expenditure was on an ad-hoc basis leading to huge unspent balances.

3.3.10.3 Non-release of State share

From the 1st year of Eleventh Plan period i.e. from 2007-08, as envisaged in the guidelines, the State was supposed to contribute 15 *per cent* of the funds required for implementation of NRHM.

Scrutiny of records revealed that the State share of Rs. 10.09 crore, for the year 2007-08, was not released by the Government to the State Health Society. The reason for non-release of State share was also not on record.

Programme Execution

3.3.11 Reproductive and Child Health (RCH) - II

3.3.11.1 Unspent balance of RCH-I programme

According to the 'Finance and Accounts Manual' of RCH-II the unspent balances of the RCH-I were to be carried forward to RCH-II. For this, the unspent balances under RCH-I was to be reported to the GOI for reallocation to RCH-II.

Scrutiny of records of State Health Society revealed that in contravention of the above instructions, the unspent balance of RCH-I amounting to Rs. 1.06 crore was kept idle with the Society till the date of audit (August 2008) without being utilised in RCH-II.

3.3.11.2 Health indicators

NRHM encompasses a wide range of health issues including the improvement in various health indicators.

Following are some of the indicators of the State's health status *vis-à-vis* the status before the commencement of the mission.

Table 3.3.2

Health Parameter	National average		State average		Source
	2005	2007	2005	2007	
Child Birth Rate (CBR)	23.80	NA	16	16.6	SRS-2005 & 2007
Infant Mortality Rate (IMR)	58	58	31	36	SRS-2005 & 2007
Maternal Mortality Rate (MMR)	4.37	4.37	4	NA	*SRS-2003/*SPP-2001
Total Fertility Rate (TFR)	2.85	2.68	1.87	2.22	*NFHS-II & III

*SRS: Sample Registration System in India; SPP: State Population Policy; NFHS: National Family Health Survey.

The details of home and institutional delivery achieved during 2005-08 were as under:

Table 3.3.3

Component	2004-05	2005-06	2006-07	2007-08
No. of registered pregnant women	60111	68805	55095	72631
No. of deliveries	48784	50935	45979	48195
Balance (untraced)	11327 (19%)	17870 (26%)	9116 (17%)	24436 (34%)
Institutional delivery	29924	31899	30724	33081
Home delivery	18860	19036	15255	15114
Percentage of Institutional delivery	61.34	62.63	66.82	68.64
Percentage of Home delivery	38.66	37.37	33.18	31.36

Source: Departmental figures

The above table shows an increasing trend in institutional delivery from year to year during 2005-06 to 2007-08. During the last three years of the Mission period, the percentage of institutional delivery increased by 7.30 per cent when compared to the total number of deliveries during those years. The Department could not track the fate of the balance registered pregnant women constituting about 17 per cent to 34 per cent during the last four years. When compared with the total registered pregnant women, the percentage of institutional delivery however shows a declining trend from 49.78 per cent in 2004-05 to 45.55 per cent in 2007-08. The State, however, fixed a target of raising it to 60 per cent in 2007-08.

3.3.11.3 Janani Surakshya Yojana (JSY)

Promotion of institutional delivery to reduce maternal and neo-natal mortality was the main objective of JSY. According to the programme, every registered would be mother (SC, ST and BPL) becomes eligible for the benefit of cash incentive as financial and institutional support during delivery. During the year 2005-07, no target was fixed for providing benefit under JSY by the State. Scrutiny of records however, revealed that while there were 12064 beneficiaries during 2005-07, the number of beneficiaries increased to 15543 during the year 2007-08 against the target of 27000 beneficiaries.

Test-check (Madhupur and Anandanagar PHC) revealed that the bonafide of the SC, ST and BPL families are ensured by the health centres from the SC/ST

certificates and BPL ration cards. Photocopies of the respective certificates/ration cards systematically documented were produced to audit.

3.3.11.4 Referral Transportation

Provision of financial assistance for transportation of high risk pregnant women and high risk babies @ Rs. 700 per case was to be paid by the Medical Officer, In-charge of PHC, CHC and SDH. Test-check revealed that during 2007-08, 4594 beneficiaries were benefited against the target of 6700 representing 68.57 *per cent* achievement.

Test-check of referral cases from Anandanagar and Madhupur PHC to the IGM Hospital revealed that the referred cases during 2007-08 were properly recorded in the register of patients in the referred hospital.

3.3.12 Additionalities under NRHM

3.3.12.1 Health Management Information System (HMIS)

Since NRHM integrated many programmes, it was felt necessary to enhance the mechanism for collection, reporting and analysis of data of all the health centres up to Sub-centre level, by setting up a HMIS at a cost of Rs. 3.07 crore in the State in three phases.

During 2006-07, an amount of Rs. 1.33 crore was sanctioned by the GOI for Phase I of the work. An agreement was executed between the Society and an agency³⁰ (WECS) in January 2007 for implementing the system. The WECS was supposed to deposit 10 *per cent* of the project value as security in the form of bank guarantee prior to taking up the work.

Work order for Rs. 1.32 crore, for executing the phase I³¹ of the project at West Tripura was issued in January 2007 without obtaining the security deposit of Rs. 30.72 lakh. The work was stipulated to be completed within 18 months i.e. July 2008.

An amount of Rs. 66.22 lakh (being 50 *per cent* of the value of the work of phase-I) was advanced in January 2007 while issuing work order against bank guarantee.

As of August 2008, the work was not completed. Implementation of one of the major components³² of work costing Rs. 32.50 lakh was kept in abeyance by the State for reasons not on record. The company took up only 33 health institutions (out of the targeted 37) for development of HMIS and out of these, work of 10 centres was held up due to non-engagement of data entry operator by the State. The validity of the bank guarantee of Rs. 66.22 lakh had expired in July 2008.

Thus, HMIS which was considered to be one of the basic tools in planning, monitoring and evaluation of the activities of the mission, though taken up

³⁰ Webel Electronic Communication System Ltd. (WECS), a Government of West Bengal undertaking

³¹ State headquarters, 6 State hospitals, 3 Sub-divisional hospitals, 5 Community health centres, 22 Public health centres and 243 Sub-centres).

³² supply of battery operated SIMPUTER or Monochrome PDA Units' (which is required for field level entry in 243 sub-centres).

partially, remained incomplete despite incurring an expenditure of Rs. 66.22 lakh.

3.3.12.2 Urban Slum Health Project (USHP)

The State Government (2005-06) proposed to improve the health status of slum dwellers residing in urban slums, was not approved by the GOI. In 2006-07 the project proposal was modified and included in the State Programme Implementation Plan (SPIP) which was approved by GOI.

An amount of Rs. 30.89 lakh was placed by the Society with Agartala Municipal Council (AMC) in December 2006 through the District Society, West Tripura for strengthening nine dispensaries under the project @ Rs. 2.50 lakh each and supply of additional medicines. Renovation works in three units were completed (August 2008) at a total cost of Rs. 22.50 lakh. Besides, an amount of Rs. 2.86 lakh was spent on supply of medicine. The unspent balance of Rs. 5.53 lakh was lying with the AMC.

Though the Government was keen to improve the health services of the urban slum dwellers and made the required fund available, it did not follow up the completion of the work taken up through AMC.

3.3.12.3 Accredited Social Health Activist (ASHA)

The main aim of NRHM is to provide accessible, affordable, effective and reliable primary health care facilities to the poor and vulnerable sections of the population. For this purpose, operationalisation of the cadre of ASHA was considered most important.

As per NRHM guidelines, for each Anganwadi Centre (AWC), one married/widow/divorced woman in the age group of 25 to 45 years possessing formal education up to class VIII was selected by the Gram Panchayat as ASHA from the village, wherein she would render her services with close liaison with the PRI³³. ASHA are not paid any formal salary but are compensated with incentives at prescribed rates. They act as a link between the Government health care system and the community for all health related services.

Considering the inaccessible tribal areas of the State, the induction criteria of one ASHA per 1000 population, as envisaged in NRHM guidelines, was modified by the State with the approval (June 2007) of NPCC and decided to have 6122 ASHAs against equal number of Anganwadi Centres (AWCs) in the State.

To provide fully trained ASHA to each AWC by March 2008, an amount of Rs. 4.76 crore was approved in SPIP 2007-08 to cover the cost of training, incentives, uniform, kit box and drug kits to the targeted 6122 ASHAs.

Scrutiny revealed that as of March 2008, only 5268 ASHAs were selected. None of them were deployed due to non-completion of the required training of five modules over 23 days spread over a period of 12 months (1st module for seven days followed by four days for subsequent four modules). Only 3784

³³ Panchayati Raj Institution.

and 666 ASHAs received training in First and Second modules (out of five modules) during 2006-07 and 2007-08 respectively. While the procurement of 6122 uniforms at a cost of Rs. 22.35 lakh and 3000 kit boxes /bags at a cost of Rs. 14.11 lakh was completed in January 2008, no drug kit for ASHA was purchased till date.

Thus, failure to engage trained ASHA along with drug kit in every AWC of the State even after a lapse of three years of introduction of NRHM, had deprived a large section of the community from getting the intended service.

3.3.12.4 Auxiliary Nursing Midwife (ANM)

As of March 2008, there were 638 ANMs on roll against 754 sanctioned posts, to run 579 Sub-Centres (SC) in the State. NRHM guidelines provide for two ANMs in every SC. The sanctioned posts of ANM should have been 1158.

Test-check in three districts (out of four) revealed that in 79 out of 483 Sub-Centres, no ANM was posted, while in 311 Sub-Centres, only one ANM was posted instead of two. 93 Sub-Centres had either two or more ANMs.

Deployment details revealed that shortage of ANMs is more prevalent in remote localities than comparatively well placed Sub-Centres. This indicates that rationalization in deployment of ANMs in Sub-Centres required for extending better health services to the rural population, did not get due attention of the State.

Infrastructure development

3.3.12.5 Status of Rural Health Institutions

The Indian Public Health Standard (IPHS) envisage the requirement of one SC for every 5,000; one PHC for every 30,000; and one CHC for every one lakh rural population.

The actual requirement and availability of SC, PHC and CHC are as under:

Table No.3.3.4

Category	Requirement	Available	Excess (+) Shortage (-)	Upgradation / new proposal in the P.P
Sub-centre	530	579	(+) 49	324
Primary Health Centre	88	76	(-) 12	11
Community Health Centre and Sub-Divisional Hospital	27	22	(-)5	6

The marginal shortfall in PHC and CHC has been addressed in the Perspective Plan and the construction and upgradation of the SCs, PHCs and CHCs have been phased out during 2007-12. The progress of works is discussed in the next paragraph.

3.3.12.6 Progress of work

Test-check of records of the State Health Mission and three districts revealed the following:

- Rupees 1.80 crore was placed during 2005-07 with different implementing agencies for upgrading nine CHCs to IPHS by providing full-fledged Operation Theatre and Labour Room, 24 hour warm and

cold water supply, blood bank facility and staff accommodation without specifying any time to complete the work. It was however, noticed that works of only three out of nine CHCs were found to have been completed and there was an unspent balance of Rs. 62.62 lakh (Rs. 22.62 lakh with five BDOs and Rs. 40 lakh with Chief Engineer, PWD), as of March 2008.

- Rupees 2.01 crore was placed during 2006-07 with different implementing agencies for executing renovation works in seven Sub-Divisional Hospitals (SDH) and in 19 Primary Health Centres (PHC) without specifying any time schedule to complete the works. As of March 2008, the renovation works of only one SDH and six PHCs were completed. The unspent balance of Rs. 68.39 lakh (Rs. 57.13 lakh with eight BDOs and Rs. 11.26 lakh with Executive Engineer R.D. Kumarghat) were lying with the implementing officers.
- During 2007-08 (December 2007), an amount of Rs. 5.40 crore was placed with four DMs for construction of 60 SCs without specifying any timeframe for completion. Construction works for 13 SCs (out of 60) was not taken up till the date of audit for reasons not on record and construction of the remaining 47 SCs were under progress.

As of March 2008, the physical achievement against the target fixed for up-gradation of CHC to the prescribed IPHS norms was 33 *per cent* and renovation of SDH and PHC was 27 *per cent*.

During exit conference, the Principal Secretary emphasised the need for adoption of effective system for following up the construction works by specifying the time schedule for completion while issuing the sanction order.

3.3.12.7 Key health personnel

To strengthen the whole range of public health infrastructure including Sub-district/Sub-divisional hospitals for improving the availability and accessibility of affordable quality services, formulation of IPHS was done by an expert group headed by the Director General of Health Services, Union Ministry of Health & Family Welfare.

The availability of key health personnel *vis-à-vis* the sanctioned strength as of September 2008 was as under.

Table No. 3.3.5

Category	Sanctioned strength	Staff in position	Vacancy	Percentage of vacancy
Medical Officer	811	641	170	21
Multipurpose Health Supervisor Female & Male	222	220	2	-
Multipurpose health worker (ANM) Female & Male, ANM (Fixed pay)	1324	1022	302	23

Source: Plan document.

While the overall vacancy of key health personnel in the State varies between 21 to 23 *per cent*, the availability in rural areas was comparatively insufficient.

A comparative study of the availability of Doctors and Nurses (including ANM) *vis-à-vis* norms in the institutions test-checked revealed wide deficiency. The actual deployment is detailed below:

Table No. 3.3.6

Category of Staff	Category of Health Institution	No of Units test-checked	Requirement in each institution as per IPHS norms	Total requirement (4x3)	Staff in position	Shortage (5-6)	Percentage of shortage w.r.t IPHS norms
1	2	3	4	5	6	7	8
Doctors	SDH	6	32	192	69	123	61.49
	CHC	3	15	45	14	31	
	PHC	18	04	72	36	36	
	Total	27	51	309	119	190	
Nurses (including ANMs)	SDH	6	50	300	67	233	63.58
	CHC	3	21	63	22	41	
	PHC	18	05	90	76	14	
	Total	27	76	453	165	288	

Source: IPHS guidelines published by the Ministry of H&FW, GOI and departmental figures.

The above table shows large shortages between the requirement and the actual availability of key health functionaries required at basic functional level of health care services.

Further, vacancies were also noticed in respect of posts created under NRHM as 16 posts of specialist doctors, four General Duty Medical Officers, 24 Nurses, were not filled up till the date of audit.

The vacancy in the post of Medical Officers in Ayurvedic and Homeopath system was 59 *per cent*, Dental surgeon was 47 *per cent*, Multipurpose Worker was 28 *per cent*. In all other supporting staff taken together (27 in number) the vacancy was 35 *per cent*. Filling up of these key posts are essential for improving quality of health services in rural areas.

3.3.12.8 Training

Training of every category of health personnel is one of the thrust areas of NRHM. Though there was no integrated and comprehensive training plan for the districts and the State as a whole, ad-hoc training programmes were taken up for some categories of staff during 2005-08.

Skill upgradation training of the existing staff on specific disciplines (Training of Trainers, Medical Officers, Staff Nurses, ANMs and MPWs etc.) was included in the annual plan for the year 2007-08. Though some of the planned training had taken place during the year, most of the training of key functionaries like Medical Officers and Staff Nurses and other paramedical staff is yet to be taken up.

3.3.12.9 Procurement of Medicine

In January 2007, with a view to procure 40 items of medicines, an amount of rupees one crore was advanced to the Chennai based M/S Tamil Nadu Medical Services Corporation Ltd.(TNMSC), exempting it from depositing any security money. The stipulated date for completion of the supply was fixed at four months from the date of placement of the supply order along with cent *per cent* advance payment of anticipated cost of medicine to be supplied.

Audit scrutiny revealed that as of August 2008, the TNMSC supplied medicines worth Rs. 75.21 lakh. Medicines worth Rs. 18.49 lakh were supplied after the stipulated date. Though the supplier failed to complete his assignment even after 12 months of the stipulated date of completion, the State Mission Authority had not cancelled the supply order nor did it take any effective steps to get back the unadjusted advance amount of Rs. 24.79 lakh lying with it. The penalty leviable for delay in supply in accordance with the agreement (worked out to Rs. 0.29 lakh till date) was also not imposed upon the supplier.

As no penalty clause was incorporated for non-execution of supply against the money advanced, the TNMSC availed undue benefit on the outstanding advance amount of Rs. 24.79 lakh since July 2007.

During exit conference the Principal Secretary assured that legal action would be initiated against the supplier, the contract would be terminated and the possibility of imposing penalty would be explored.

3.3.12.10 Expansion of Laboratory Services

For expansion of laboratory services in 39 Health Institutions of the State, the GOI accorded approval for an amount of Rs. 73.32 lakh in SPIP during 2006-07 which involved renovation of the proposed site of the laboratory at the existing Health Institutions, recruitment of laboratory technicians and procurement of microscopes, accessories and other reagents.

Scrutiny of records disclosed that as of August 2008, except completion of renovation works in nine PHC laboratories (out of 39 planned) and recruitment of 20 laboratory technicians during December 2007 to January 2008, no other progress was made for improvement of laboratory services.

3.3.12.11 BPL friendly Anti Rabies Vaccine (ARV) Scheme

Rabies, known to cause Hydrophobia, is an acute and highly fatal viral disease which affects the central nervous system of human beings and is caused by bites of dogs, cats and wolves. At present, Tissue Culture Anti Rabies Vaccine (TCARV) is used for its treatment and the average cost of treatment is Rs. 1050 for each patient.

Considering the financial burden required to be borne on such treatment by the families belonging to BPL, the NRHM took care of such families by approving an amount of Rs. 68.25 lakh. The fund was placed (March 2007) with the Medical Superintendent of the IGM Hospital for procurement of 32500 TCARV vials for the treatment of an estimated 6500 patients (approximately) throughout the State during 2006-07.

Audit scrutiny revealed that as on 31 March 2008, only 16000 vials were procured at a cost of Rs. 33.57 lakh and utilised fully. An unspent amount of Rs. 34.68 lakh was lying in the CD Account of MS, IGM Hospital. The reason for shortfall in procurement and its eventual affect on public life was not assessed by the Department.

3.3.12.12 Hospital waste management

During 2005-06, an amount of Rs. 1.15 crore was sanctioned by GOI under NRHM for hospital waste management. The entire amount was placed with the Director of Health Service (DHS), during October-November 2005 for establishment of Hospital Waste Management Units throughout the State Health Centres.

Scrutiny of records revealed that the DHS placed an amount of Rs. 48.31 lakh (November 2006 to January 2007) with four DMs for construction of 95 'deep burial pits' at different hospitals and spent Rs. 29.36 lakh on procurement of items related to bio-medical waste management. As of August 2008, an unspent balance of Rs. 37.33 lakh was lying in the CD Account of the DHS.

From the progress reports made available to audit, it was noticed that out of 95 units planned, construction of 21 Deep Burial Pits has not started (August 2008). No field visit was conducted by DHS authority to see whether the pits constructed were user friendly or not. None of the four DMs had furnished utilisation certificates for the funds utilised by them.

Thus, due to lack of proper planning and monitoring, Rs. 1.15 crore earmarked for hospital waste management, could not be utilised effectively.

3.3.12.13 Mobile Medical Unit

Considering the existence of difficult hilly terrain, non-approachability of public transport, difficult accessibility (long distance) of the nearby Health Centre, GOI sanctioned Rs. 2.91 crore during 2006-08 for providing health care to the door step of residents of inaccessible areas through four Mobile Medical Units (MMU) (one for each district) equipped with specialized facilities.

Four MMUs were procured in June 2008 at a cost of Rs. 1.70 crore but these are yet to be put to use (August 2008). An expression of interest was floated in May 2008 inviting interested NGO/charitable organization/MNGO to operationalise the MMUs. The MMUs are thus yet to be operationalised.

3.3.13 Immunization

3.3.13.1 Coverage

The Immunization coverage during 2005-08 was as under:

Table 3.3.7

Year	BCG		DPT		OPV		Measles	
	Target	Achieve-ment	Target	Achieve-ment	Target	Achieve-ment	Target	Achieve-ment
2005-06	70312	64956	70312	62312	70312	61731	70312	58500
2006-07	54848	69047	54848	59216	54848	59541	54848	59841
2007-08	55,696	58276	55696	51336	55696	50308	55696	51292

Source: Departmental figures.

The above table shows that during 2006-07 and 2007-08, the target fixed for coverage of vaccination of children has been reduced as compared to 2005-06. Consequently, the achievement had also decreased during 2007-08, by 10.28 per cent for BCG, 17.61 per cent for DPT, 18.50 per cent for OPV and 12.32 per cent for measles.

The reason for reduction in the target in 2006-07 and 2007-08 with reference to 2005-06 was not on record.

3.3.14 National Disease Control Programme

As per NRHM guidelines the following six National Disease Control Programmes were taken up for implementation.

- (i) National Vector Borne Disease Control Programme (NVBDCP)
- (ii) National Programme for control of Blindness (NPCB)
- (iii) Revised National Tuberculosis Control Programme (RNTCP)
- (iv) National Leprosy Eradication Programme (NLEP)
- (v) National Iodine Deficiency Disorder Control Programme (NIDDCP)
- (vi) National Integrated Disease Surveillance Project (NIDSP)

Out of the above six programmes, one item i.e. Intensified Malaria Control Project under National Vector Borne Disease Control Programme (NVBDCP) was test-checked and the following were observed.

3.3.14.1 Incidence of Malaria

The incidence of malaria in the State during 2005-08 is tabulated below:

Table No. 3.3.8

Year	Total population in the State	Positive cases of Malaria parasite	Cases of death due to Malaria
2005-06	31,99,203	18,637	21
2006-07	31,99,203	22,369	41
2007-08	31,99,203	18,669	52

Source: 2001 Census and Departmental figures.

The above table shows that while the incidence of malaria parasite was static during the last three years, the death cases increased by 148 *per cent* in 2007-08 compared to the death cases in 2005-06. The State authority neither analysed the reason for increase in the cases of death nor furnished the number of *Plasmodium Falciporum* cases noticed out of the positive cases of malaria.

The district wise break-up of above cases revealed the following.

Table No. 3.3.9

Year	Positive cases				Death cases			
	West	South	North	Dhalai	West	South	North	Dhalai
2005-06	1848	10975	1638	4176	2	10	5	4
2006-07	2714	10162	2696	6797	6	5	4	26
2007-08	3570	8612	1800	4687	24	5	3	20
Total	8132	29749	6134	15660	32	20	12	50

Source: Departmental figures.

Dhalai district was the worst affected area recording 50 death cases out of 114 (44 *per cent*) in the State during last three years.

The death rate in Dhalai was 3.19 per 1000 of positive cases, while it was only 0.67 in respect of South, 3.94 in West and 1.96 in North District. The high death rate in West district where comparatively advanced medical facilities were available needs to be addressed by the State Health Authority.

3.3.14.2 Implementation of Intensified Malaria Control Project (IMCP)

To have a systematic control over the problem relating to malaria, IMCP was implemented in the State by the registered society of NVBDCP.

The main objectives of the project (2005-10) are (a) early case detection and prompt treatment in remote and inaccessible areas through community participation (b) malaria transmission risk reduction (c) enhancement of awareness about malaria control through promotion of community, NGO and private sector participation.

Out of Rs. 1.36 crore released by the GOI during 2005-08, Rs. 81.54 lakh was utilised for implementation of the six components³⁴ of the project leaving an unspent balance of Rs. 54.87 lakh (40 *per cent*) as of 31 March 2008. The reason for non-utilisation of fund as revealed during audit was as under.

As of March 2008, the sanctioned contractual posts of Monitoring and Evaluation (M&E) consultant (1), IEC consultant (1), Laboratory Technician (2) and Multi Purpose workers (235) remained vacant since their creation in 2005 resulting in unspent balance of Rs. 9.78 lakh under the component of Human Resource.

Further, Rs. 17.52 lakh, out of Rs. 46.10 lakh against the operational cost of treatment of bed nets and Rs. 4.36 lakh, out of Rs. 16.53 lakh against training were lying unspent which indicated inadequate implementation, resulting in the saving as discussed above.

3.3.14.3 Supply of Bed nets

Supply of medicated bed nets to control malaria was one of the risk reducing steps spelt out in the programme guidelines. During 2005-08, the GOI supplied (June 2006) one lakh and (November 2007) 1.15 lakh pieces of bed nets against a requisition (June 2005) for 20,000 double size bed nets placed by the State Government on a rough estimation. On receipt of the first supply, the State Government intimated the GOI in December 2006 that the supplied bed nets are of smaller size compared to the average size of beds used in the locality and requested to supply double the present size of bed nets in future. Even after this communication, the GOI supplied in November 2007 another consignment of 1.15 lakh pieces of bed nets of small size to the State. A photograph showing the average bed size and the bed net supplied is given below:

³⁴ (1) Human resource (2) Training (3) Planning and Administration (4) Monitoring and Evaluation (5) IEC (6) Operational cost of treatment of bed nets.



The bed nets were distributed to the BPL families of all the four districts by the health authorities through the Block Development Officers. The total value of the bed nets received worked out to Rs. 1.96 crore @ Rs. 91 each. The State Government has no information about the purpose for which the bed nets so supplied were used by the beneficiaries.

This indicates total indifferent approach of the supplying authority in deciding the size of the bed nets without ascertaining or taking into account the local requirement. State authority instead of rejecting the consignment had accepted and distributed the quantity of supplied nets without ascertaining its utility.

3.3.15 Inter-sectoral convergence

The objectives of the programme were to formulate inter-sectoral convergence between Health and other departments like Social Welfare, Drinking Water and Sanitation, Education, Panchayat and Autonomous District Council etc. so as to monitor the working on common objectives of different departments.

An amount of Rs. 47 lakh was approved by the GOI in 2007-08 for the purpose but no funds were released till the date of audit (August 2008).

3.3.16 Monitoring and Evaluation

Community based monitoring and planning committees at Village, PHC, CHC, District and State Level, as envisaged in the Mission Guidelines were not constituted.

The State Health Mission, constituted in July 2005, was required to meet at least once every six months. But only two meetings were held during 2006-07 and one meeting during 2007-08. The four District Health Missions in the State, also constituted in July 2005, headed by the Chairperson of the Zilla Parishads of the concerned districts were required to meet at least once every quarter, but only 15 meetings were held during 2005-08 against 40 required.

3.3.17 Conclusion

The overall performance of NRHM in the State at mid-course was not very satisfactory with reference to its declared objectives, despite expending Rs. 35.45 crore. Delay in planning process, outsourcing of preparation of the State and District Plans with inadequate community involvement contributed to failure in preparing a comprehensive and focused plan indicating demand based and locality specific infrastructural requirements. Besides, the Department failed to operationalise ASHA network in time, fill up vacancies of key functionaries like Doctors, Nurses, ANM etc. Adequate infrastructure was not developed within the specified time frame and Health Management Information System was also not set up despite the lapse of three years since the commencement of the programme. Thus, performance during the first half of its seven year implementation period, has thrown a major challenge for the Mission towards achieving the targeted objectives by 2012.

3.3.18 Recommendations

- A comprehensive plan should be prepared breaking down the targets into actionable items, indicating need-based, locality specific requirements of infrastructure including human resource requirement.
- Health Management Information System (HMIS) should be completed on a priority basis for collecting, reporting and analysing the grass-root level data relating to health care facilities.
- Steps should be taken for speedy completion of all the construction works undertaken, to provide committed benefits under the programme in a time bound manner.
- Projects taken up during the year should be widely publicised to ensure awareness, accountability and public scrutiny.
- Monitoring and supervision of the Mission activities should be strengthened by establishing monitoring and planning committees at all levels, as envisaged in the Mission Guidelines.