SUPREME AUDIT INSTITUTION OF INDIA
लोकहितार्थ सत्यनिष्ठा
Dedicated to Truth in Public Interest

Report of the Comptroller and Auditor General of India on Social, Economic and General Sectors for the period ended March 2024

Government of Assam

Report No. 3 of 2026

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Preface

1. This Report of the Comptroller and Auditor General of India has been prepared for submission to the Governor under Article 151 of the Constitution of India for laying on the floor of the State Legislature.

2. This Report presents the results of the audit of the Departments of the Government of Assam under Social, Economic and General Sectors.

3. The cases mentioned in this Report are those, which came to notice in the course of test audit during the year 2023-24 as well as those, which came to notice in earlier years, but could not be dealt with in the previous Reports.

4. The audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

5. The Reports of the Comptroller and Auditor General of India containing the observations on State Finances, findings of Performance Audit and Compliance Audit under Revenue Sector and observations arising out of audit of Statutory Corporations, Boards, Government Companies are presented separately.

OVERVIEW

Overview

This Audit Report has been prepared in four chapters. Chapters I to III deal with Social, Economic and General Sectors. Chapter IV deals with general paragraphs.

This Report contains one Performance Audit (PA) on "Implementation of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)" and one Information Technology (IT) Audit on "Integrated Financial Management System (IFMS)". The Report also contains 11 Compliance Audit Paragraphs and three general paragraphs. The draft Performance Audit/IT Audit Report and draft paragraphs were sent to the Principal Secretary/Commissioner of the Departments concerned with a request to verify the facts and figures and furnish replies there against. The findings of PA, IT Audit and draft paragraphs were also discussed in exit conferences held with the representatives of the Government of Assam and their response were suitably incorporated in the Report. A synopsis of the important findings contained in the Report is presented below.

SOCIAL SECTOR

Performance Audit

Performance Audit on the Implementation of Mahatma Gandhi National Rural Employment Guarantee Act

The Government of India (GoI), Ministry of Rural Development (MoRD) enacted the 'National Rural Employment Guarantee Act, 2005 (NREGA)' in September 2005 with a view to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work and brought it into effect from February 2006. The other objectives of the NREGA were to create durable assets, empower the socially disadvantaged, especially women, Scheduled Castes (SCs) and Scheduled Tribes (STs), through the process of right-based legislation and to strengthen Panchayati Raj Institutions. Unlike earlier wage employment programmes, which were allocation-based, MGNREGA provides a legal guarantee of wage employment focused on rural household and is a demand driven, people-centric programme with bottom-up approach. Besides, Social audit is also an integral part of the Scheme. The Act covers all districts of the country[1] including all the 35 districts of Assam. The name of the Act was changed to 'Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)' in October 2009.

The Performance Audit of implementation of 'Mahatma Gandhi National Rural Employment Guarantee Act' was conducted to assess whether planning and financial management were adequate towards achieving the goals of the Act, while

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[1] Except the districts having hundred *per cent* urban population.

adhering to relevant rules and regulations; fair access to employment opportunities and adequate job generation ensured social protection and livelihood security; durable assets were created and maintained with convergence across other programmes/schemes; and appropriate and adequate monitoring, social audit and grievance redressal systems were in place to ensure transparency and accountability.

- Out of 47 sampled Gaon Panchayats (GPs)/ Village Development Councils (VDCs), 35 GPs/ VDCs did not prepare LB for the period 2019-24 implying that adherence to the principles of bottom-up approach from planning to approval of selected shelf of projects were not ensured by the District Programme Coordinators (DPC).

(Paragraph 1.2.4.3)

- There were delays in release of Central share as well as corresponding State share ranging from 11 to 249 days (Central share) and 11 to 327 days (State share) during 2019-24. There were also instances of diversion of funds (₹6.19 crore), doubtful expenditure (₹7.76 crore) and non-payment of wages to the workers (₹16.51 crore).

(Paragraphs 1.2.4.7.2 to 1.2.4.7.7)

- There was limited conduct of door-to-door survey which affected identification of eligible households that may have been left out of registration. There were instances of issue of multiple Job Cards (JCs), delay in payment of compensation allowance to the workers thereby undermining the primary objective of ensuring livelihood security of the rural population. The State Government had not appointed an Information, Education and Communication (IEC) Nodal Officer to look after the IEC activities in the State and no documented IEC plan was produced to audit. There was shortfall (86 *per cent*) in conducting *Rozgar Diwas* and worksite facilities did not exist in sampled GPs/VDCs.

(Paragraphs 1.2.5.1 to 1.2.5.9)

- The scheme implementation showed serious lacunae leading to non-completion of a substantial number of works. Eighteen *per cent* of the works completed in the selected blocks were yet to be geotagged. Efforts towards ensuring convergence of MGNREGA works with resources of other programmes/schemes available with panchayat and other line departments of Government for sustainable livelihood to the targeted rural community were deficient. These point towards the fact that Operational Guidelines were not being followed to ensure transparency in implementation of the scheme.

(Paragraphs 1.2.6.1 & 1.2.6.2)

- The envisaged monitoring and steering of the scheme at the highest level of SEGA was reduced to being a perfunctory exercise reducing accountability of Executive to the Legislature. During 2019-24, against the provision of conducting Social Audit of each GP once in six months, except for the year 2022-23, the Assam Society for Social Audit (ASSA) could not achieve the prescribe target with shortfall ranging between three *per cent* and 80 *per cent*. The Grievance redressal mechanism in the State was not adequate as 236 out of 720 complaints remained pending for disposal as of December 2024.

(Paragraphs 1.2.7.1.4, 1.2.7.2 & 1.2.7.3)

Recommendations:

The Government may

- *ensure that the funds received from the GoI along with the State Matching Share are released in time.*
- *ensure that mandatory records are maintained at all the levels for transparency.*
- *ensure that the issue of non-payment of wages to the workers due to failed transactions is resolved promptly and the pending compensation cases for delayed payments to unskilled workers are cleared at the earliest.*
- *ensure conduct of door-to-door survey on priority.*
- *strengthen the mechanism for issue of job-cards and ensure that JCs are issued to eligible HHs in a time bound manner.*
- *ensure payment of the compensation allowance for delayed payment of wages and recovery of the same from the erring officials.*
- *step up IEC activities and organise Rozgar Diwas on a regular basis to ensure that the beneficiaries are aware of their rights under the MGNREG Act.*
- *prepare the estimates for works in a realistic manner after making proper analysis of requisite work and ensure timely completion.*
- *ensure geotagging of completed works in compliance with GoI instructions.*
- *install Citizen Information Board at the work site, to facilitate dissemination of the essential information about the work to be executed.*
- *ensure convergence of MGNREGA works with resources of other programmes/ schemes available with panchayat and other line departments of Government for providing sustainable livelihood to the targeted rural community.*
- *ensure setting up of State Quality Monitoring Unit with State Quality Monitors for each districts in the State to ensure quality monitoring by external monitors.*
- *evolve a mechanism to conduct social audit of all the GPs and ensure the timely settlement of observations raised in social audit Reports.*
- *intensively monitor the scheme through State Employment Guarantee Authority for proper implementation.*
- *formulate and notify rules to establish Grievance Redressal mechanism.*

Compliance Audit

Health and Family Welfare Department, Government of Assam did not put to use the ancillary works executed at a cost of ₹1.62 crore due to demolition of the same for construction of new Medical College and Hospital rendering the expenditure incurred on the works unfruitful.

(Paragraph 1.3.1)

The implementing agencies finalised tender based on the faulty estimate prepared by the Executive Engineer, PWD (Building), Capital Construction Division, Guwahati leading to an extra expenditure of ₹2.07 crore, which was avoidable.

(Paragraph 1.3.2)

The Directorate of Tribal Affairs (Plain), Assam, incurred an avoidable excess expenditure of ₹11.49 crore in procuring Pressure Cookers, Gas Stoves, and Battery Operated Sprayers for Scheduled Tribe and Other Backward Class beneficiaries under various welfare schemes. This was due to procurement at rates exceeding the Maximum Retail Price, in contravention of financial prudence and statutory procurement norms.

(Paragraph 1.3.3)

The Directorate of Tribal Affairs (Plain), Assam did not adhere to the codal provisions in implementation of a community driven scheme and released payment without ensuring actual receipt of the items by the intended beneficiaries, which resulted in irregular expenditure of ₹9.92 crore. Besides, the distribution of items worth ₹6.58 crore without obtaining any acknowledgement of receipt, rendered the validity of such distribution doubtful.

(Paragraph 1.3.4)

Injudicious decision of the Director, Women and Child Development, Assam to procure rice from open market for distribution to adolescent girls under Scheme for Adolescent Girls, disregarding the rice allotted from Food Corporation of India, resulted in excess expenditure of ₹7.24 crore.

(Paragraph 1.3.5)

ECONOMIC SECTOR

Compliance Audit

Irregular award of consultancy for the work of "Proposed Swahid Smarak Khetra at Pachim Boragaon", resulted in an extra cost burden of ₹71.60 lakh.

(Paragraph 2.2.1)

Finalisation of tender based on altered item rates instead of the rates actually quoted by the contractor resulted in undue financial benefit of ₹1.25 crore to the contractor.

(Paragraph 2.2.2)

Despite the significant reduction in the revised estimate, the Department did not revise the contract price and allowed execution of the work at the originally contract price of ₹6.43 crore, which was 91 *per cent* higher than the revised estimate, resulting in an undue financial benefit of ₹3.06 crore.

(Paragraph 2.2.3)

Award of work by the Departmental Tender Committee at higher rate based on a comparative statement (CS), instead of a system generated statement resulted in undue payment of ₹30.70 lakh to the contractors.

(Paragraph 2.2.4)

GENERAL SECTOR

Information Technology Audit

Information Technology (IT) Audit on Integrated Financial Management System (IFMS)

With the objectives of enhancing the sanctity of the budget, ensuring efficient resource mobilisation and convergence of programs to avoid duplication of schemes across departments, the Government of Assam (GoA) set up (May 2016) the Assam Society for Comprehensive Financial Management System (AS-CFMS), a Special Purpose Vehicle (SPV). The SPV was mandated to bring about synergy in planning and implementation of various IT-based Public Financial Management reforms of the Finance Department.

The Finance Department took initiatives (May 2016) to address certain pressing operational bottlenecks of the conventional system through introduction of electronic approval of Fixation of Ceiling, integrating the Computerised Treasury Management Information System (CTMIS) with the e-Kuber payments system of the Reserve Bank of India, online salary bill preparation, automating budget consolidation, and updating the treasury rules and delegation of financial powers. Towards this goal, the SPV (*i.e.,* AS-CFMS) implemented the Integrated Financial Management System (IFMS) in Assam (referred to as Financial Management Information System during implementation stage and as Integrated Financial Management Information System after integration of all modules) under a World Bank-aided project named the Assam State Public Finance Institutional Reforms (ASPIRe). It aimed at transforming public finance management in the State by streamlining workflows, eliminating data redundancies and modernising the approach towards financial management through various sustainable institutional reforms. The IT Audit of 'Integrated Financial Management System' was conducted to assess whether: business process re-engineering for synergy of processes in an IT environment, was well defined; project management of IFMS was aligned with targeted timeframe and business objectives; IFMS system functionalities and controls are adequate; and information system security is well defined with role-based access and business continuity.

- The project was lagging in implementation schedule with only eight out of 18 modules having been rolled out as of December 2023, necessitating extension of contract period and resulting in additional liability for Helpdesk and Operation & Maintenance support in the extended contract agreement period (September 2023 to February 2025).

(*Paragraph 3.2.8.1*)

- The PMC flagged many issues in the quarterly reports on the performance of the projects, however, the deficiencies later pointed out by Audit were not identified and resolved by the PMC at the developmental and UAT stage.

(*Paragraph 3.2.8.2*)

- The Heads of Accounts were not consistently mapped to DDOs and Grants were not always uniquely maintained, and were in some cases misclassified with respect to prescribed list of Major and Minor Heads.

(Paragraphs 3.2.9.2, 3.2.9.4 & 3.2.9.6)

- The budget distributed amount was greater than the balance budget amount against the corresponding Head of Accounts.

(Paragraph 3.2.10.1)

- The process of creation of Project Profile intended to facilitate informed decision making on resource management has not been implemented. Further, Employee related sanction process such as travel, leave, pensionary benefits have also not been automated. Sanction process based on Delegation of Financial Power Rules, 2022 and financial rules such as IGAS 2 was yet to be implemented.

{Paragraphs 3.2.10.3 & 3.2.10.4(i)}

- The validations and the controls as outlined in Functional Requirement Specifications/ Software Requirement Specifications have not been complied with on many occasions leading to deficiencies in mapping of business requirements and Rules in the system. Deficiencies in mapping of business requirements and Rules in payroll processing as well as deficiencies in capture of data for permanent and wage employees were observed.

{Paragraphs 3.2.10.4(ii), 3.2.10.5 to 3.2.10.7}

- Policy for Identity and Access Management had not been adopted and documented. The user ID had not been mapped to Employee ID and defined roles. The de-active date is not based on the retirement date but flatly entered as 50 years from active date.

(Paragraph 3.2.12)

- The efficacy of the Business Continuity Plan (BCP) and Disaster Recovery Plan (DRP) could not be assessed as no virtual exercise was conducted for impact assessment in case of sudden disaster. No periodical meeting has been held for monitoring the BCP and DRP activities. As such, audit could not ascertain whether recovery plan would work in the event of any disaster.

(Paragraph 3.2.13)

Recommendations:

- ➢ *The Project Management Team should continuously monitor the development and implementation progress so that the milestones of the project are adhered to. Necessary penalties should be imposed wherever applicable under Service Level Agreement, for delay in completion of the project.*
- ➢ *Validations and controls as outlined in Functional Requirement Specifications/ Software Requirement Specifications should be complied with. Translation of functional and software requirements into the system should be tested and verified during the User Acceptance and sign off.*

- *Business requirements and rules such as mapping of Grant with Head of Account, correct classification of Head of Account as per the List of Major and Minor heads, mapping of head of account to user, etc., should be incorporated into the system.*
- *Proper process flow and well-defined user privilege should be embedded in the system.*
- *Database and logfiles (System, DBA, Application) should be maintained and necessary information should be captured in the entries of Log-files.*
- *Policy for Identity and Access Management should be prepared. Also, the processes and policies to control super user activities should be well documented.*
- *The Business Continuity Plan (BCP) and Disaster Recovery Plan (DRP should be well-documented, tested periodically and updated. Periodical exercise and meeting should be conducted for impact assessment and monitoring the BCP & DRP activities.*

Compliance Audit

Wasteful expenditure of ₹2.14 crore due to inadequate planning, lack of feasibility assessment and non-obtaining of mandatory forest clearance, leading to closure of the work for establishment of a training institute at the Assam Administrative Staff College.

(Paragraph 3.3.1)

By allowing an unjustified period of 365 days instead of the admissible 64 days for calculation of additional compensation against acquisition of land, District Commissioner (DC), Kamrup Metropolitan paid an excess amount of ₹94.26 lakh to a landowner.

(Paragraph 3.3.2)

CHAPTER-I
SOCIAL SECTOR

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SOCIAL SECTOR

1.1 Introduction

This Chapter contains findings based on audit of State Government departments/offices under the Social Sector.

During 2023-24, against a total budget provision of ₹64,849.92 crore, 18 departments, including three Autonomous District Councils *viz*., Bodoland Territorial Council under Welfare of Bodoland Department; North Cachar Hills Autonomous Council and Karbi Anglong Autonomous Council under Hill Areas Department incurred an expenditure of ₹57,061.68 crore. **Table 1.1.1** gives details of Department-wise budget provision and expenditure incurred thereagainst by these departments.

Table 1.1.1: Department-wise budget provision and expenditure during 2023-24

(₹ in crore)

Sl. No.	Department	Grant No. and Name	Budget provision		Expenditure	
			Revenue	Capital	Revenue	Capital
1.	Co-operation	43 – Co-operation	141.22	127.44	110.50	65.20
2.	Cultural Affairs	27 – Art and Culture	247.02	611.58	195.18	555.98
		28 – State Archives	3.08	0.53	1.71	0.31
3.	Higher Education	26 – Education (Higher)	3329.13	199.21	2875.95	113.11
4.	Food, Civil Supplies and Consumer Affairs	46 – Weights and Measures	25.81	0.57	16.27	0.53
		37 – Food Storage and Warehousing	818.20	3.69	581.66	0.84
5.	Health and Family Welfare	29 – Medical and Public Health	6788.77	1067.50	5834.32	660.07
		24 – Aid Materials	0.01	-	-	-
6.	Labour and Employment	36 – Labour Welfare, Skill, Employment & Entrepreneurship	251.53	109.35	163.37	72.28
7.	Public Health Engineering	30 – Water Supply and Sanitation	472.80	1477.65	377.70	1312.45
8.	Social Welfare	39 – Women and Child Development	3808.08	325.28	3378.80	230.91
		40 – Social Justice and Empowerment	476.00	64.75	290.56	34.00
9.	Minorities Welfare and Development	42 – Other Social Services (Welfare of Minorities & Development)	162.91	0.58	36.16	0.22
10.	Sports and Youth Welfare	74 – Sports and Youth Welfare	243.10	62.84	195.52	34.92
11.	Tribal Affairs	38 – Tribal Affairs (Plain)	836.62	297.67	720.17	75.47
12.	Welfare of Bodoland	78 – Bodoland Territorial Region	3861.09		2806.94	
		79 – Welfare of Bodoland	-	4.50	-	2.25
13.	Indigenous and Tribal Faith and Culture Department	80 – Indigenous and Tribal Faith and Culture	55.39	11.64	22.87	6.07
14.	Guwahati Development	73 – Housing and Urban Affairs (Guwahati Development)	505.86	807.73	414.51	563.24
15.	Secondary Education	71 – School Education	17366.60	1027.51	14936.57	796.27
16.	Elementary Education					
17.	Pension and Public Grievances	23 – Pension & Other Retirement Benefits	16203.21	-	17646.34	-
18	Hill Areas	70 – Hill Areas	6.21	62.02	4.62	61.96
		76 – Karbi Anglong	1956.83	10.00	1116.01	-

Sl. No.	Department	Grant No. and Name	Budget provision		Expenditure	
			Revenue	Capital	Revenue	Capital
		Autonomous Council				
		77 – N.C Hills Autonomous Council	1008.41	10.00	749.87	-
Total			**58,567.88**	**6,282.04**	**52,475.60**	**4,586.08**
Grand Total (includes Charged)			**64,849.92**		**57,061.68**	

Source: Appropriation Accounts 2023-24.

1.1.1 Planning and conduct of audit

Performance Audit and Compliance Audit are conducted as per the Annual Audit Plan. Auditable entities for Compliance Audit are selected following risk assessment methodology of the Apex Units, Audit Units and Implementing Units involving matters of financial significance, past audit coverage, findings of previous Audit Reports, media reports, *etc.* In case of Performance Audit, criteria are framed on the basis of financial significance, major policy announcements/ initiatives of Government included in the Budget Speech, budget allocation, *etc.* Inspection Reports are issued to the heads of units after completion of audit. Based on the replies received, audit observations are either settled or further action for compliance is advised. Important audit findings are processed further as Compliance Audit Paragraphs for inclusion in the Audit Report of the Comptroller and Auditor General of India.

During 2023-24, out of 925 auditable entities under Social Sector, 146 auditable entities[2] were audited involving an expenditure of ₹24,942.36 crore (including expenditure incurred in earlier years). This chapter contains one Performance Audit and five Compliance Audit Paragraphs.

PERFORMANCE AUDIT

Panchayat and Rural Development Department

1.2 Performance Audit on the Implementation of Mahatma Gandhi National Rural Employment Guarantee Act

Government of India (GoI), Ministry of Rural Development (MoRD) enacted the 'National Rural Employment Guarantee Act, 2005 (NREGA)' in September 2005 with a view to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work and brought it into effect from February 2006. The other objectives of NREGA were to create durable assets, empower the socially disadvantaged, especially women, Scheduled Castes (SCs) and Scheduled Tribes (STs), through the process of right-based legislation and to strengthen Panchayati Raj Institutions. The Act covers all districts of the country[3]

[2] Out of 148 auditable entities planned, 146 auditable entities (including 116 implementing units) covered during 2023-24.

[3] Except the districts having *cent per cent* urban population.

including all the 35 districts of Assam. The name of the Act was changed to 'Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)' in October 2009. It is a centrally sponsored scheme implemented on a cost sharing basis[4]. The State Government also bears the total expenditure of compensation allowance for delayed payment of the wages to the workers, unemployment allowance and administrative expenses of the State Employment Guarantee Council (SEGC). Unlike earlier wage employment programmes, which were allocation-based, MGNREGA provides a legal guarantee of wage employment focused on rural household, a demand driven, people-centred programme, with a bottom-up approach. Besides, Social audit is also an integral part of the Scheme.

The Act requires the States to formulate and notify the State Rural Employment Guarantee Scheme (SREGS) and establish a fund to be called the State Employment Guarantee Fund (SEGF). Accordingly, Government of Assam (GoA) notified the scheme called 'Mahatma Gandhi National Rural Employment Guarantee Scheme' (MGNREGS) and the 'SEGF Rules, Assam, 2013' in March 2013.

Rural area in the State consists of 77,178 Sq. Km. out of the total area of 78,438 Sq. Km in which 85.90 *per cent* (2.68 crore) of the total population[5] of 3.12 crore reside. The main occupation of the rural population is agriculture on which the rural work force is dependent. As agriculture has a seasonal pattern, MGNREGA can be implemented effectively in the State by synchronising the demand of work during the period when agricultural demand is slack.

The Act also supports the activities towards achieving elimination of poverty as a component of Sustainable Development Goals (SDG) by the end of year 2030.

Highlights:

Out of 47 sampled Gaon Panchayats (GPs)/ Village Development Councils (VDCs), 35 GPs/ VDCs did not prepare LB for the period 2019-24 implying that adherence to the principles of bottom-up approach from planning to approval of selected shelf of projects were not ensured by the District Programme Coordinators (DPC).

(Paragraph 1.2.4.3)

There were delays in release of Central share as well as corresponding State share ranging from 11 to 249 days (Central share) and 11 to 327 days (State share) during the years 2019-24. There were also instances of diversion of funds (₹6.19 crore), doubtful expenditure (₹7.76 crore) and non-payment of wages to the workers (₹16.51 crore).

(Paragraphs 1.2.4.7.2 to 1.2.4.7.7)

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[4] GoI bears the entire cost of wages for unskilled manual workers, up to 75 *per cent* of the cost of material including wages for skilled and semi-skilled workers and Administrative Expenses (up to six *per cent* of total expenditure including up to 0.5 *per cent* expenditure on Social Audit), whereas the State Government bears the 25 *per cent* of the cost of material and wages for skilled and semi-skilled workers.

[5] As per 2011 Census and Statistical Handbook of Assam, 2023.

There was limited conduct of door-to-door survey which affected identification of eligible households that may have been left out of registration. There were instances of issue of multiple Job Cards (JCs), delay in payment of compensation allowance to the workers thereby undermining the primary objective of ensuring livelihood security of the rural population. The State Government had not appointed an Information, Education and Communication (IEC) Nodal Officer to look after the IEC activities in the State and no documented IEC plan was produced to audit. There was shortfall (86 per cent) in conducting Rozgar Diwas and worksite facilities did not exist in sampled GPs/VDCs.

(Paragraphs 1.2.5.1 to 1.2.5.9)

The scheme implementation showed serious lacunae leading to non-completion of a substantial number of works. Eighteen per cent of the works completed in the selected blocks were yet to be geotagged. Efforts towards ensuring convergence of MGNREGA works with resources of other programmes/schemes available with panchayat and other line departments of Government were deficient.

(Paragraphs 1.2.6.1 & 1.2.6.2)

The envisaged monitoring and steering of the scheme at the highest level of SEGA was reduced to being a perfunctory exercise reducing accountability of Executive to the Legislature. During 2019-24, against the provision of conducting Social Audit of each GP once in six months, except for the year 2022-23, the Assam Society for Social Audit (ASSA) could not achieve the prescribe target with shortfall ranging between three per cent and 80 per cent. The Grievance redressal mechanism in the State was not adequate as 236 out of 720 complaints remained pending for disposal as of December 2024.

(Paragraphs 1.2.7.1.4, 1.2.7.2 & 1.2.7.3)

1.2.1 Organisational Set-up

The organisational set up for implementation of the MGNREGA is shown in **Chart 1.2.1**.

Chart 1.2.1: Organisational Set up for Implementation of MGNREGA

State Level
- Additional Chief Secretary, Panchayat and Rural Development Department (P&RD), GoA, Chairman designate of State Employment Guarantee Council
- Commissioner and Secretary, (P&RD), Assam designated as State Programme Coordinator (SPC) and Director of State Employment Guarantee Council. He is assisted by Joint Commissioner, Assistant Development Commissioner, IT Officer, Finance Officer, Works Officer and Quality Control Officer

District Level
- District Commissioner designated as District Programme Coordinator (DPC) for MGNREGA
- Project Director (PD), District Rural Development Agency (DRDA) designated as Additional District Programme Coordinator. He is assisted by Executive Engineer, MIS Manager

Block Level
- Programme Officer (PO) assisted by Assistant/ Junior Engineer, Computer assistant and Accountant

Gram Panchayat (GP) level
- GP Secretary assisted by Gram Rozgar Sahayak (GRS)
- Gram Sabha

Source: Departmental records

The roles and responsibilities of the designated officers at the State, districts, blocks and GPs levels for implementation of MGNREGA are shown in **Table 1.2.1**.

Table 1.2.1: Statement showing Roles and Responsibilities of the designated officers at State, District, Block and GP levels

Level	Designated Officers	Roles and Responsibilities
State Level	Additional Chief Secretary, Panchayat & Rural Development Department, Chairman designate of State Employment Guarantee Council (SEGC)	**Provide guidance and support to the SPC, monitors and coordinates with relevant Departments, makes rules, plans and implements the scheme.**
	Commissioner, (P&RD), designated as State Programme Coordinator (SPC)	**Nodal agency for implementation, review and monitoring of the scheme, co-ordinates with DPC, organises trainings, *etc.***
	Commissioner, P&RD, Assam designated as Director, SEGC	**Advises the State Government, reviews and monitors the implementation of the scheme with Programme Officers. Responsible for Quality Control & Vigilance.**
District Level	District Commissioner, designated as DPC	**Overall co-ordination and implementation of the scheme in the District.**
	CEO, ZP (General area)/PD-DRDA (6th Schedule area), designated as Additional DPC	**Reports to SPC and DPC and is responsible for overall programme management in the district, responsible for MIS and assists DPC in various matters.**
Block level	Programme Officer (Coordinator for MGNREGA at Block level)	**Responsible for matching demand with work and ensures effective implementation of the scheme at Block level; co-ordinates with the PD DRDA. He is the in-charge of MIS at Block level, uploads the work orders, pay orders, muster rolls, *etc.***
	Block Engineer (Assistant	**Prepares the detailed estimates for works, give**

	Executive Engineer/Assistant Engineer Level)	**technical sanction for works and check all the works for final payments.**
Gram Panchayat (GP) Level	Panchayat Secretary(PS)	**Receives applications for Job Cards, wage employment, maintains muster roll, timely payment of wages and maintenance of assets.**
	Gram Rojgar Sahayak (GRS)	**Assists the Panchayat Secretary in maintaining records, supervises the works, maintains the muster rolls, gives mark outs at work sites, maintains the register of material procured, maintains the village information boards.**
	GP Level Technical Staff (Accredited Engineer)	**Prepares plan and estimates for works and supervise execution of works.**

Source: Departmental records

1.2.2 Audit Snapshot

 *Why did we do this audit?*	 *What did we find?*
• To assess the planning process and financial management practices of the department. • To verify whether fair access to employment opportunities was achieved and employment adequately generated. • To evaluate whether durable and useful assets were created and maintained. • To assess whether appropriate and adequate monitoring, social audit and grievance redressal systems were in place and functioning.	• Comprehensive baseline survey with empanelment of Expert Institutions was not conducted. • Lack of adequate manpower especially at the GP level limiting effective implementation of Scheme. • Control over Administrative Funds was weak resulting in cases of diversion of fund/unverified procurement. • 83,519 transactions valuing ₹14.06 crore were yet to be resolved. • 27.56 lakh compensation for delay in payment of wages were yet to be disbursed. • IEC activities were inadequate leading to low awareness about provisions of MGNREGA amongst the workers. • 30.76 lakh MGNREGA works were yet be completed. • Worksite facility to the workers were not available. • Separate Schedule of Rates (SoR) for MGNREGA was yet to be framed and the contractor led, machine based system of SOR was being used. • There was huge shortfall ranging between 82 and 99 *per cent* in work site visit by the officials. • Quality Monitoring Unit was not set up in any districts. • There was shortfall (**13 to 57** *per cent*) in conducting Social Audit in selected sampled GPs. • Maintenance of mandatory records in the GPs were poor.
	 *What do we recommend?*
	• Draw out a plan for base line survey of Job Card holders by involving expert institutions and Civil Society Organisations. • Stop diversion of administrative funds.

Registered Households 69.04 lakh Total expenditure incurred: ₹11,356.94 crore	• Resolve the issue of non-payment of wages to the workers due to failed transactions promptly. • Ensure providing employment to those who demanded employment within a specified period. • Step up IEC activities and organise *Rozgar Diwas* on regular basis. • Ensure timely completion of works. • Install CIB at the work site. • Ensure setting up of State Quality Monitoring Unit in the districts. • Conduct social audits of all GPs. • Intensively monitor the scheme through State Employment Guarantee Authority.

1.2.3 Audit Framework

1.2.3.1 Audit Objectives

The objectives of the Performance Audit were to assess whether:

- planning process and financial management practices were adequately geared towards achieving the goals of the Act, while adhering to relevant rules and regulations;
- fair access to employment opportunities was achieved, as well as employment adequately generated, leading to social protection and livelihood security as envisaged;
- durable and useful assets were created and maintained in compliance with rules and regulations, while ensuring convergence with other programmes/schemes; and
- appropriate and adequate monitoring, social audit and grievance redressal systems were in place and functioning as envisaged to achieve greater transparency and accountability.

1.2.3.2 Audit Criteria

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

- National Rural Employment Guarantee Act, 2005 as amended from time to time and Operational Guidelines, 2013 issued under the Act;
- Annual Master Circular for the period 2019-24 issued by the Ministry of Rural Development (MoRD), GoI;
- Guidelines for Timely Payment of Wages to MGNREGA workers;
- Mahatma Gandhi National Rural Employment Guarantee Scheme, State Employment Guarantee Fund Rules, Assam, 2013.
- Government Orders, circulars and instructions, Guidelines *etc*., issued by Government of India and the State Government;

1.2.3.3 Audit Scope and Methodology

The Performance Audit, covering the period from 2019-20 to 2023-24, was conducted by test check of records of the Commissioner of Panchayat and Rural Development (P&RD) Department, Assam, Project Directors (PDs) of District Rural Development Agencies (DRDAs) of six Districts[6], 12 Block Development Officers (BDOs), 47 Secretaries/Chairmen of the Gram Panchayats (GPs)/Village Development Councils (VDCs) during the period from July 2024 to October 2024. Besides, physical verification of the 352 assets created (in sampled districts) and beneficiary survey of 443 beneficiaries were also carried out. The audit methodology involved analysis of documents, responses to questionnaires, examination of reports and other evidence in implementing and sampled district offices.

The performance audit commenced with an entry conference held on 26 June 2024 with the Commissioner and Secretary, Panchayat and Rural Development Department, wherein audit objectives, criteria, scope and methodology were discussed and inputs of the departments were obtained. The Draft Performance Audit Report was issued to the Government on 25 April 2025. An Exit Conference was held on 13 June 2025 with the Additional Chief Secretary to the Government of Assam, Panchayat and Rural Development (P&RD) Department and officers from the Panchayat and Rural Development Department and the Finance Department. The responses of the Department have been suitably incorporated in the report.

1.2.3.4 Audit Sampling

Six districts (17 *per cent*) out of the total 35 districts were selected on the basis of total expenditure incurred during 2019-20 to 2023-24 by using the Stratified Random Sampling method. Twelve Blocks[7], *i.e.,* two blocks from each selected district, were selected on the basis of total expenditure incurred during the period covered in audit by using Stratified Random Sampling Method. Forty Gram Panchayats[8], *i.e.,* four Gram Panchayats from each of the ten selected blocks, were selected through Probability Proportional to Size without Replacement (PPSWOR) taking expenditure as criteria and seven VDCs[9] from the two sampled blocks were selected on the basis of VDC wise population as VDC wise expenditure was not available. Further, 352

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[6]Cachar, Dhubri, Karbi Anglong, Kokrajhar, Lakhimpur and Tinsukia.

[7]Binnakandi, Borkhola, Ghilamora, Gossaigaon, Hatidhua, Itakhuli, Jamadarhat, Kakopathar, Karunabari, Langsomepi, Nayeralga and Nilip.

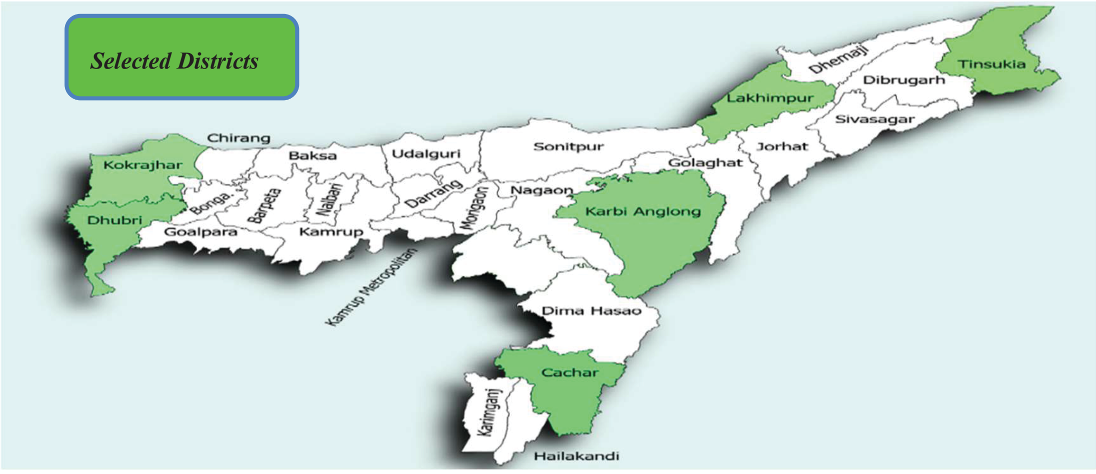
[8]Airkata, Badarpur Mashumpur, Bardoibam, Barkhamukh, Beldubi, Bijulibon, Binnakandi, Borchala Mahghuli Pandhuwa, Boyzeralga, Chechri, Chirakuti, Deolia, Dikrong, Dingdinga Parowa, Grahampur, Habrubil, Joypur, Kaptanpur, Kazikata Suapata, Laipuli, Lakhipathar, Langkashi, Maithong, Majadabri, Mashughat, Nayeralga, Pabda, Panbari, Puronipukhuri, Rangsupur, Rupaibali, Sagunmari, Satyapur, Subansiri, Sunapur, Tengapani, Thakurpur, Tinthengia, Tongona and Uttar Laluk.

[9] Howraghat, Langhin, Phuloni and Shinghason under Langsomepi block and Deopani, Duarbagori and Nilip under Nilip block as the block has three VDCs only.

assets[10] and 443 beneficiaries[11] (10 beneficiaries in each selected GP/VDC) were selected randomly to conduct beneficiary survey. In the selected units, the maintenance of records was poor, as prescribed records were not found maintained. Hence, Audit also used data available in the NREGASoft[12] (MIS data).

The map (**Chart 1.2.2**) indicates the location of the six selected districts.

Chart 1.2.2: Selection of Districts in the State



1.2.3.5 Acknowledgement

Audit acknowledges the co-operation extended by the Panchayat and Rural Development Department, GoA, selected DPCs, Additional DPCs, DRDAs, Block Development Offices, Gram Panchayats and Village Development Councils and other authorities in conduct of the audit.

Audit Objective 1: To assess whether the planning process and financial management practices were adequately geared towards achieving the goals of the Act, while adhering to relevant rules and regulations.

1.2.4 Planning Process and Financial Management

1.2.4.1 Non-conduct of baseline survey

Para 6.2 (i) of the Operational Guidelines of MGNREGA, 2013 envisaged that a survey of job card holders is to be mandatorily conducted in every Gram Panchayat (GP), in order to prepare a baseline to assess the quantum and timing of demand for employment in the GP. Expert institutions may be empanelled separately in each State to finalise the framework and methodology for the pilots for the baseline survey and once the methodology is finalised, these institutions will train teams from each district

[10] Eight works from each sampled GPs under Kokrajhar and Lakhimpur districts and seven works from the sampled GPs under the remaining four sampled districts.

[11] Out of 470 beneficiaries, 5 beneficiaries did not turn up and 22 beneficiaries were found to have been issued multiple JCs.

[12] It is a web enabled application, developed by GoI to capture the real time data of the scheme.

to conduct the surveys. Leading Civil Society Organisations (CSOs) could also assist in this process. The State Rural Development Secretary and the DPCs were to ensure that the pilots for baseline survey were to be completed in Financial Year 2012-13 so that the baseline surveys for GPs are completed in Financial Year 2013-14. Para 6.2 (ii) of the Operational Guidelines of MGNREGA, 2013 also provides for reassessment of the base year Labour Budget/demand for work, on the basis of household survey once in every five years to account for the changes in the local pattern of livelihoods and opportunities for work in production activities.

Scrutiny of records (May to October 2024) showed that the State is yet to finalise the framework and methodology for the pilots for baseline survey by empanelment of expert institutions. Neither were CSOs involved in the process. Test-check of records in audit as well as information furnished by the sampled GPs showed that 12[13] out of 47 GPs conducted the baseline survey of Job Card holders to assess the quantum and timing of demand for employment in GPs and 16[14] out of 47 sampled GPs had conducted the reassessment of base year Labour Budget during 2019-24. The status of approval of Labour Budget by GoI during 2013-14 to 2023-24 is shown in ***Appendix-1.1***.

Thus, the Department could not finalise the methodology for the baseline survey and impart training to the GP teams to conduct the survey uniformly across the State.

The Department in its reply (June 2025) stated that the observation on finalisation of framework and methodology for base line survey of Job Card holders by empanelling third party have been noted for future course of action. The Department also stated that field level inquiry was conducted to ensure accuracy of information provided by the household/ individual prior to issue of Job Card and Job Cards had been verified from time to time.

1.2.4.2 Incomplete preparation of Development Plan

As per Para 6.3 of Operational Guidelines of MGNREGA 2013, the projects to be taken up as part of the Labour Budget should emerge from an integrated plan for local development with focus on Natural Resource Management especially on a micro watershed basis so that sustainable livelihoods are created. The steps involved in preparation of Plan *inter-alia* stipulate that needs of the people are identified through consultations at the habitation level in large village Panchayats and special efforts should be taken to include the priorities suggested by SCs and STs. In addition to consultations, Cluster Facilitation Teams (CFT) or Task Force (TF) need to be set up from among the elected members of the village Panchayat officials, experts, *etc*., for identification of the resources available locally and the own resources of Panchayat.

[13] BMP, Dikrong, Grahampur, Habrubil, Joipur, Majadabari, Panbari, Rangsupur, Satyapur, Thakurpur, Tinthengia and Uttar Laluk.

[14] BMP, Barkhamukh, Bordoibam, Deolia, Dikrong, Grahampur, Habrubil, Joipur, Majadabari, Panbari, Rangsupur, Satyapur, Subansiri, Thakurpur, Tinthengia and Uttar Laluk.

The CFT/TF, in partnership with elected Panchayat, prepare the Development Plan by matching the prioritised needs with resources available and the draft Plan presented to Gram Sabha for approval. The Plan approved by Gram Sabha was then finalised by the Gram Panchayat without disturbing the priority of work decided by Gram Sabha.

Audit observed that out of 47 sampled GPs, 32 prepared Annual Development Plans (ADPs), while the remaining 15 prepared Annual Action Plans (AAPs) showing the list of schemes only. In all 32 cases, the plans were prepared by GP staff (Secretary and GRS) based on Gram Sabha recommendations. However, no CFT or TF team was constituted in any of the sampled GPs to provide inputs for identifying suitable projects based on locally available resources.

Due to non-setting up of CFT/TF from among the elected members of village panchayats and experts *etc*., and absence of planning as envisaged under Paragraph 6.3 of Operational Guidelines, there was deficiency in preparation of shelf of projects leading to issues as elaborated under Objective 3.

During the Exit Conference (June 2025) the Additional Chief Secretary to the GoA, Panchayat and Rural Development (P&RD) Department accepted the audit observation.

1.2.4.3 Submission of Labour Budget to GoI without inputs from lower formations

Chapter 6 of the Operational Guidelines of MGNREGA, 2013 envisaged that a prior assessment of the quantum of work likely to be demanded should be made and the timing of such demand should also be ascertained. Accordingly, a shelf of projects[15] is to be prepared and prioritised to meet this demand. This matching of demand and supply of work is the process of planning under MGNREGA and this is to be achieved through the preparation of a Labour Budget (LB). The LB thus covers two aspects *viz*., assessment of quantum & timing of demand for work and preparation of a shelf of projects to meet demand for works within the time prescribed in the Act.

Sub-section 6 of Section 14 of the MGNREGA mandates that the District Programme Coordinator (DPC) under MGNREGA shall prepare in the month of December every year, a LB for the next financial year containing the details of anticipated demand for unskilled manual work in the district and the plan for engagement of workers in the works covered under the programme.

The DPC has to ensure strict adherence to the principles of bottom-up approach from planning to approval of the selected shelf of projects by each of the Gram Sabhas (GSs) in the district. The time frame for preparation and submission of LB at every level is given in **Chart 1.2.3**.

[15] As per Section 2(n) of the Act, 'Project' means any work taken up under a Scheme for the purpose of providing employment to the applicants.

Chart 1.2.3: Timeline for preparation and submission of LB at different levels

Gram Panchayat

- Preparation and approval of Annual Plan by including shelf of projects in LB by Gram Sabha
- Submit to Programme Officer (PO) by 15th August.

Block Panchayat

- Consolidate the LB received from GPs at Block level into a Block Annual Plan
- Present the Block Annual Plan before the Block Panchayat by 15th September for approval.
- Submit the approved Block Annual Plan to District Panchayat by 2nd October.

District Panchayat

- Consolidate the LB received from Block Panchayats into the District Annual Plan
- Present the same by 15th November before the District Panchayat for approval.
- Approved Plan data disaggregated into GP wise data for data entry in MIS by 15th December.
- MIS entry made in regard to LB at GPs aggregated and sent to Ministry through State Authority by 31st December.
- GoI approves LB and communicate to State during February-March.

The State communicates the agreed LB to district, block and GP level through data entry in MIS within 15 days.

The position of LB proposed by the State, approved and achieved during the period 2019-24 is shown in **Table 1.2.2**:

Table 1.2.2: Status of LB proposed by the State, approval and achievement during 2019-24

(In lakhs of person days)

Year	Person-days proposed	Person-days approved	Person-days achieved
2019-20	633	615	622.20
2020-21	900	900	910.36
2021-22	900	730	915.57
2022-23	900	792	787.48
2023-24	1198	900	873.89

Source: Records of CPRD, Assam and MIS data.

Scrutiny of records and information furnished to audit showed that 12[16] out of 47 GPs/ VDCs and two blocks[17] out of 12 blocks followed the process of preparing and submitting the GP wise LB proposals. The remaining 35 GPs/VDCs and 10 blocks did not prepare LB proposals. Further, even the 12 GPs/VDCs and two blocks that prepared LB did not adhere to the timeline laid down for submission to the higher authority.

Examination of MIS data[18] showed that out of the total of 2,661 GPs in the State, 577 GPs and 1,078 GPs in the State did not prepare the LB during the years 2022-23 and 2023-24 respectively.

[16] Eight selected GPs under Dhubri district, Laipuli and Tongona GPs under Tinsukia district, Howraghat and Langhin VDC under Karbi Anglong district.
[17] Jamadarhat and Nayeralga.
[18] Data on number of GPs prepared the labour budget was not available in MIS for the years 2019-20, 2020-21 and 2021-22.

The Department did not furnish reply for non-preparation LB by 577 GPs during 2022-23 and 1,078 GPs during 2023-24. Instead, it stated (June 2025) that the State LB was prepared by considering number of schemes to be taken up in the next financial year as per Annual Action Plan, employment generation of last three years, number of active Job Cards and total number of ongoing targeted PMAY-G houses. The Department further added that the observation had been duly noted and efforts have been made to follow the guidelines persistently. The Department also stated that monitoring had been done to ensure updation of the LB in all GPs for the current financial year.

The reply of the Department is not tenable, as the Labour Budget was not prepared based on inputs received from the grassroots level, *i.e.*, GPs/VCDCs, as envisaged in the guidelines. As a result, the Labour Budget lacked realistic assessment of local demand for employment, which, inter alia, led to wide variations between the Labour Budget planned and the actual achievements.

1.2.4.4 Non-preparation of District Perspective Plan

Para 15.3.1 and 15.3.1.1 of Operational Guidelines, 2013 envisaged that for implementation of convergence, a District Perspective Plan (DPP) should be prepared to identify the needs and gaps in the districts in all the sectors. The district perspective plan is a multiyear plan for different departmental projects. The projects that are identified for convergence with MGNREGA should be discussed in the Gram Sabhas located in the project area. It also requires that the activities/ structures/ tasks which were identified for convergence with MGNREGA should be included in the annual shelf of works for MGNREGA and will be part of the LB.

Scrutiny of records in the sampled districts showed that three sampled districts[19] had not prepared DPP for different departmental projects for reasons not on record. Thus, needs and gaps of all the sectors in these three districts, with reference to convergence could not be identified.

In reply, the Department stated (June 2025) that earlier District Perspective Plan for five years were prepared. Since the Gram Panchayat Development Plan covered all works/ schemes and DPP was a repetition of all such works, it had been discontinued. The Department however, stated that the point had been noted for future course of action.

1.2.4.5 Lack of adequate manpower

Section 18 of the MGNREGA provides that State Government is mandated to make available to the DPC and PO, necessary staff and technical support as may be necessary for effective implementation of the Scheme. Para 18 (4) of the Operational Guidelines, 2013 also emphasised for additional support to the Village Panchayats by

[19] Kokrajhar, Dhubri and Tinsukia.

attaching community resource persons, both on the technical as well as on the accounting and audit side.

Scrutiny of records showed that against total sanctioned posts of 7,088 in various key categories, only 5,687 employees (80 *per cent)* were deployed at district, block and GP levels in the State as of March 2024. The availability of staff against the sanctioned posts is given in **Table 1.2.3**.

Table 1.2.3: Persons-in-position against sanctioned posts at District, Block and GP levels

Sl. No.	Name of the Post	Sanctioned Post	Persons-in-position	Shortfall (*per cent)*
1	District MIS Manager	35	25	10 (29)
2	Account Assistant (Block level)	887	812	75 (08)
3	Computer Assistant (Block level)	1,330	1,272	58 (04)
4	Accredited Engineer (AE) (GP level)	2,176	1,701	475 (22)
5	Gram Rojgar Shahayak (GP level)	2,660	1,877	783 (29)
	Total	**7,088**	**5,687**	**1,401**

Source: Information furnished by CP&RD

Table 1.2.3 shows that the shortfall of available key staff against the sanctioned strength for implementation of the scheme ranged between four and 29 *per cent.* The State Government sanctioned only 2,176 posts of Accredited Engineer (AE) against the provision of at least one post of AE in each of the 2,661 GPs in the State, as required under Paragraph 4.2.5 of Operational Guidelines 2013.

Thus, due to shortfall in availability of key staff against sanctioned posts, various shortcomings were noticed in this performance audit as discussed in Paragraphs 1.2.5.1, 1.2.5.2, 1.2.6.1.1 and 1.2.7.1.1.

While accepting the audit observation, the Department stated (June 2025) that recently recruitment against 10 vacant post of District MIS Manager has been completed and recruitment for several State level posts are under process.

1.2.4.6 Capacity Building Initiatives

Para 5.1 of the Operational Guidelines, 2013 envisaged that adequate infrastructure at cutting-edge level of implementation, institutionalised arrangement for involvement of Civil Society Organisations (CSOs) in training and support, *etc*., need to be ensured for which a cascading network of capacity building institutions needs to be created. The Guidelines envisaged that States should assess requirements of funds for capacity building and consider earmarking funds for capacity building from the administrative expense head. Para 5.2.2 of the guidelines further laid down that each State would also set up a MGNREGA Human Resource Development (HRD) and Capacity Building Division (CBD) with a view to train district level MGNREGA and support teams and act as a resource agency. It was also envisaged that the State should identify State level training organisations for different segments of the MGNREGA training requirements.

Scrutiny of records however, showed that the State Government had not assessed the requirement of earmarked funds for capacity building from the administrative expense head. Audit further observed that the MGNREGA HRD and CBD institutions were not set up in the State and the responsibility of overseeing capacity building under MGNREGA was assigned to the State Institute of Panchayat and Rural Development (SIPRD). Scrutiny of records showed that against proposal for imparting training to 31,000 trainees during the period covered in audit, only 14,548 officers/officials (47 *per cent* of target) were imparted training in different courses relating to implementation of MGNREGA as shown in **Table 1.2.4**.

Table 1.2.4: Training imparted in different courses relating to implementation of MGNREGA

Year	Number of trainees proposed for training	Number of trainees attended training	*Per cent* of trainees who did not attend the training
2019-20	5,600	3,200	*42.86*
2020-21	3,000	1,226	*59.14*
2021-22	6,400	3,123	*51.20*
2022-23	8,000	3,720	*53.50*
2023-24	8,000	3,279	*59.01*
	31,000	**14,548**	***53.07***

Source: Information furnished by SIPRD.

While accepting the audit observation, the Department stated (June 2025) that the training target for the years 2019-24 could not be achieved fully due to Covid 19 pandemic and paucity of funds.

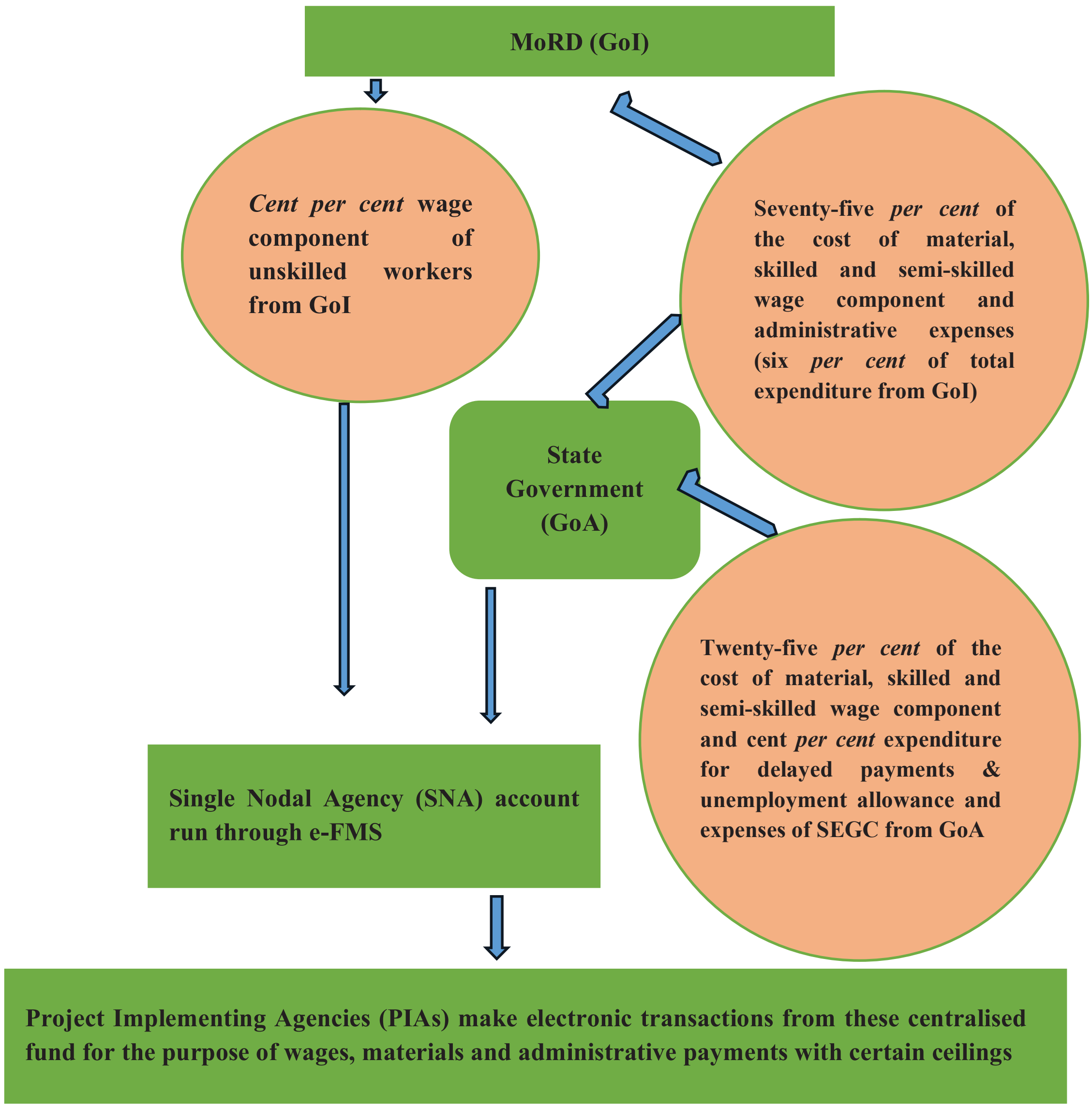
1.2.4.7 Financial Management

1.2.4.7.1 Funding Pattern

Para 2 of the sanction letter issued by the GoI provides that the State Government must transfer the funds along with State share to SEGF for programme implementation. The State adopted (2016-17) an integrated fund management system called e-FMS of GoI till 2020-21 for fund management in MGNREGA and thereafter from 2021-22 adopted Single Nodal Agency (SNA) account system into which all MGNREGA fund (Central share and State share) is credited. All Project Implementing Agencies (PIAs) in the Blocks/ GPs across the State, are the users of this centralised fund and have access to this pooled fund. PIAs make electronic transactions of these centralised funds for the purpose of wages, materials, and administrative payments with certain ceilings.

The fund flow mechanism of MGNREGA is shown in **Chart 1.2.4.**

Chart 1.2.4: Fund Flow Mechanism of MGNREGA



The overall financial position of implementation of MGNREGA in the State as per e-FMS/SNA records during the period 2019-20 to 2023-24 is shown in **Table 1.2.5 (a).**

Table 1.2.5(a): Status of funds received and expenditure incurred during 2019-24

(₹ in crore)

Year	OB	Material		Wages of unskilled workers	Admn. & Others	Adjustment	Total receipt	Total fund Available	Expenditure incurred				CB
		Central Share	State Share						Material[20]	Wages of unskilled workers	Admin Exp.	Total	
1	2	3	4	5	6	7	8=(3+4+5+6-7)	9=(2+8)	10	11	12	13	14
2019-20	88.50	282.54	94.18	1258.73	2.07	200[21]	1437.52	1526.02	189.87	1258.73	74.41	1523.01	3.01
2020-21	3.01	516.64	172.21	2188.52	3.45		2880.82	2883.83	536.83	2134.94	85.75	2757.53	126.30

[20] In respect of Material account, both Central share and State share deposited in same bank account. Therefore, bifurcation of Central and State share expenditure could not be done.

[21] In the FY 2019-20, ₹1,541.27 crore has been received from Ministry of Rural Development. Out of which, ₹200 crore has been adjusted against advance received from the State Government.

Year	OB	Material		Wages of unskilled workers	Admn. & Others	Adjustment	Total receipt	Total fund Available	Expenditure incurred				CB
		Central Share	State Share						Material[2]	Wages of unskilled workers	Admin Exp.	Total	
1	**2**	**3**	**4**	**5**	**6**	**7**	**8=(3+4+5+6-7)**	**9=(2+8)**	**10**	**11**	**12**	**13**	**14**
2021-22	126.31	378.20	126.07	2008.41	18.19		2530.87	2657.18	313.59	2061.94	154.03	2529.57	127.61
2022-23	127.60	222.16	74.05	1929.04	4.68		2229.93	2357.53	167.81	1928.97	94.96	2191.74	165.79
2023-24	165.79	278.22	68.94	2004.88	26.82		2378.85	2544.64	294.71	2004.94	55.44	2355.09	189.55
Total	**88.50**	**1677.7(**	**535.45**	**9389.58**	**55.20**	**200**	**11457.99**		**1502.81**	**9389.52**	**464.59**	**11356.94**	**189.55**

Source: Information furnished by Commissioner, P&RD Department, Assam

It was observed that there were discrepancies between the figures of receipts and expenditure appearing in the Finance Accounts and the figures furnished by Commissioner, P&RD Department, Assam during the period 2019-20 to 2023-24 as shown in **Table 1.2.5 (b).**

Table 1.2.5 (b): Discrepancy between the figures of receipts and expenditure appearing in the Finance Accounts and the figures furnished by the Department

(₹ in crore)

Year[22]	Receipts as per Finance Accounts		Receipts as per figures furnished by the Department		Difference in Receipts		Expenditure[23] as per		
	Central Fund	State Fund	Central Fund	State Fund	Central Fund	State Fund	Finance Accounts	the Department	Difference
2019-20	468.59	94.18	282.54	94.18	186.05	0.00	179.80	264.28	(-) 84.48
2020-21	449.32	172.21	516.64	172.21	(-) 67.32	0.00	690.62	622.58	68.04
2021-22	259.90	126.07	378.20	126.07	(-)118.30	0.00	507.49	467.62	39.87
2022-23	225.09	74.05	222.16	74.05	2.93	0.00	296.21	262.77	33.44
2023-24	278.21	68.94	278.22	68.94	(-) 0.01	0.00	347.15	350.15	(-) 3.00

Source: Finance Accounts figures and information furnished by Commissioner, P&RD Department, Assam

The Department had not reconciled the receipts and expenditure figures with the figures appearing in the Finance Accounts.

During the Exit Conference (June 2025), the Additional Chief Secretary to the GoA, Panchayat and Rural Development (P&RD) Department assured that the matter would be verified.

1.2.4.7.2 Delay in release of State share and transfer of Central and State share into SNA

As per clause 2 of the GoI sanction order, Central share along with the corresponding State share should be released to SEGF/eFMS/SNA within three days[24] (2019-20 to 2022-23) and within 15 days (2023-24) from the date of receipt of Central share by GoA. In case of delay during 2019-20 to 2022-23, the State was liable to pay interest at the rate of 12 *per cent* per *annum* for the period of delay. There was however, no

[22] Finance Accounts of the State for the year 2023-24 is yet to be finalised.

[23] No bifurcation of expenditure in respect of Central and State Fund was available in Finance Accounts.

[24] As per sanction orders pertaining to the year 2023-24, Central Share should be transferred to SNA within 15 days of receipt of Central share.

such provision in the sanction order of 2023-24 for payment of interest on account of delayed release of Central share along with corresponding State share.

Scrutiny of records and information furnished to audit showed that there were delays in release of Central share as well as corresponding State share ranging from 11 to 249 days (Central share) and 11 to 327 days (State share) during the years 2019-20 to 2022-23 as shown in **Table 1.2.6**.

Table 1.2.6: Delay in release of Central and State share

(₹ in crore)

Year	Central Share released	Date of release	Corresponding State share due to be released	Due date of release of Central and State share to SNA	Actual date of release by GoA to e-FMS/ SNA account		Delay in release (in days)		Amount of Interest
					Central Share	State Share	Central Share	State Share	(10) = [{(2) x (8) + (4) x (9)}/365] x{12/100}
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
2019-20	30.91[25]	09.03.2019	10.30	12.03.2019	Not applicable	18.07.19	Not applicable	127	0.43[26]
2019-20	184.04[27]	05.08.2019	61.35	09.08.2019	20.08.19	20.08.19	11	11	0.30[28]
2019-20	4.27	22.10.2019	1.42	25.10.2019	20.11.19	22.11.19	25	27	0.05
2019-20	28.71	27.12.2019	9.57	31.12.2019	03.02.20	03.02.20	34	34	0.43
2019-20	26.95	05.02.2020	8.98	09.02.2020	16.03.2020	17.03.20	36	37	0.43
2019-20	190.61	23.03.2020	63.54	27.03.2020	20.06.2020	20.02.21	85	327	12.16
2020-21	121.36	17.03.2021	40.45	20.03.2021	09.09.2021	04.09.21	167	167	8.88
2020-21	8.29	07.12.2020	2.76	10.12.2020	23.02.2021	27.01.21	71	47	0.24
2020-21	100.15	07.04.2020	28.54	11.04.2020	20.06.2020	16.06.20	66	66	2.79
	217.59	07.04.2020	77.37	11.04.2020	19.12.2021	06.01.21	249	270	24.68
2021-22	256.84	21.05.2021	21.35	24.05.2021	12.07.2021	29.07.21	50	65	4.68
			64.27	24.05.2021		29.11.21		188	3.97
2022-23	222.16	07.06.2022	74.05	10.06.2022	22.10.2022	23.10.22	133	134	12.98
Total	**1391.88**		**463.95**						**72.02**

Source: Sanction Orders of GoI and GoA and Bank Statement of SNA.

Thus, due to delay in release of State share and transfer of Central and State share to e-FMS and SNA account, the State Government was liable to pay interest of ₹72.02 crore at the rate of 12 *per cent* per *annum* for delay in release of funds for the period 2019-20 to 2022-23. No correspondence relating to raising of demand of interest from State was found on records. Delay in release of funds adversely affected a large number of works approved during the period covered in audit remained incomplete as elaborated in paragraph 1.2.6.1.1.

[25] The entire amount of ₹30.91 crore released on 09.03.2019 was adjusted against ₹200 crore loan taken from GoA.

[26] ₹0.43 crore = ₹10.30 x 126/365x12/100 *i.e.*, delay for State share is considered in this case as Central share was adjusted against ₹200 crore taken from GoA.

[27] Out of ₹184.04 crore released on 05.08.2019, ₹161.43 crore was adjusted against ₹200 crore loan taken from GoA.

[28] ₹0.30 crore = [{₹22.61 x 11+₹61.35 x 11}/365] x 12/100 *i.e.*, actual Central share released is ₹22.61 crore (₹184.04 crore - ₹161.43 crore).

Thus, delays in the transfer of Central as well as State share of funds for implementation of the programme indicates inefficient management of financial resources and resulted in an avoidable interest liability of ₹72.02 crore.

The Department stated (June 2025), that Ministry of Finance, Department of Expenditure, GoI decided (16 February 2023) that State Government should transfer the Central share as well as the commensurate State share to SNA account within 30 days of receipt of Central Share and charge interest *w.e.f.* 01.04.2023 on the number of days delay beyond 30 days in transfer of Central share to SNA account @ seven *per cent* per *annum*.

However, even after considering Ministry of Finance, Department of Expenditure, GoI order dated 16 February 2023, there was delay in release of Central share and commensurate State share during 2023-24 and the State will be liable to pay interest of ₹72.02 crore for the period 2019-23.

1.2.4.7.3 Diversion of MGNREGA Funds

Para 12.5.5 of the Operational Guidelines, 2013, lays down the list of permissible activities under administrative expenditure. The permissible activities *inter-alia* include development of training modules, organisation of training programmes for officials of PRIs and Village Monitoring Committee members, preparation and dissemination of Information, Education and Communication activities, collection of data for e-processing, quality management, setting up of grievance redressal system, hiring of professional and technical services, office expenses related to implementation of MGNREGA, conduct of evaluation studies and expenses towards additional staff deployment at GP/block/district as per the extant instructions of MoRD, social audits, worksite facilities and contingency expenditure towards ex-gratia payments, medical treatment including hospitalisation of MGNREGA workers.

Scrutiny of records of the Commissioner, P&RD, Assam however, showed that during the period from March 2021 to October 2022, the Commissioner, P&RD, Assam irregularly incurred an expenditure of ₹6.19 crore from MGNREGA funds towards construction of temporary *pandals* to hold the following ceremonial functions as shown in **Table 1.2.7**.

Table 1.2.7: Details of expenditure incurred against ceremonial functions

(₹ in crore)

Sl No.	Activities taken up for execution	Amount spent	Date of payment
1.	Construction of temporary *pandal* for launching of Muhkyamantir Divangana Atamnirbhar Achoni (11-02-2021)	1.70	10.03.2021
2.	Construction of temporary *pandal* for launching of Muhkyamantir Divangana Atamnirbhar Achoni (11-02-2021)	1.18	10.03.2021
3.	Construction of temporary *pandal* for launching Swa Nirvar Nari Atmanirbhar Achoni, View Cutters and temporary electrification, *etc*., (08-10-2020)	1.94	03.03.2021
4.	Construction of temporary *pandal* and flex printing Sign Board for ceremonial function to distribute appointment letters for GAD and PHE Department.	0.67	22.07.2022

Sl No.	Activities taken up for execution	Amount spent	Date of payment
	(11-01-2022)		
5.	Construction of temporary *pandal* for holding conclave between P&RD and PHED (13-02-2022)	0.70	10.10.2022
	Total	**6.19**	

Source: Sanction Orders of Commissioner, P&RD, Assam

It may be seen from the table above that the activities on which expenditure of ₹6.19 crore was incurred, were not permitted under administrative expenditure of the schemes.

The Department accepted (June 2025) that the expenditure ₹6.19 crore was incurred from Administrative Fund under MGNREGA and stated that the observation has been duly noted and would be taken care of in future course of action.

1.2.4.7.4 Expenditure on doubtful/unverified procurement

The Commissioner, P&RD, Department Assam issued (10 May 2021) 21 sanction orders valuing ₹7.76 crore for payment to the suppliers from the administrative expenses of MGNREGA for designing, printing and supply of 35,29,701 MGNREGA Job Card Laminated Covers[29] (JCLCs) along with ribbon and steel clip meant for 33 districts of Assam. Accordingly, a total amount of ₹7.49 crore was paid (June to July 2021) against 21 un-dated invoices received (16 to 30 June 2021) from 20 suppliers after deducting TDS of ₹0.27 crore[30] towards under GST and Income Tax as detailed in ***Appendix-1.2***.

However, records such as the administrative approval for the work, the copies of the Notice Inviting Tender/comparative statement, copies of the supply orders issued to the suppliers, delivery challans and acknowledgement payment receipts evidencing supply and receipt of the JCLCs along with ribbon and steel clip by the different districts though called for (April 2024) were not made available to audit. The verification of the invoices of 20 suppliers revealed that only one supplier had a valid GST Identification number, three suppliers did not bear the GST Identification Number and two suppliers had invalid GST Identification Number. The remaining 14 suppliers had registered (March 2021) themselves under GST after the date of supply order (24 February 2021) and their GST registration was cancelled *suo-moto* between January 2022 and January 2024.

Audit further observed that the Department deducted TDS under GST @ two *per cent* from the suppliers' bills and balance GST were released to the suppliers' for deposit to Government Account. However, records relating towards deposit of balance GST by the suppliers though called for (June 2025) from the Commissioner of Taxes, Government of Assam, were not furnished (June 2025).

[29] Cost of each Job card laminated cover was ₹19.40 + GST.
[30] CGST: ₹0.07 crore, SGST: ₹0.07 crore and Income Tax: ₹0.13 crore.

As per the stock entry reference for receipt of the JCLCs along with ribbon and steel clip recorded in the body of the invoices[31], by the Jt. Director, Commissionerate P&RD, the stock was received in good condition in full quantity and entered in the stock book maintained at the Commissionerate. The certification also contained the stock book page reference number except against bills for supplies meant for Kokrajhar and Udalguri Districts. However, stock book/register showing receipt and issue of JCLCs along with ribbon and steel clip to different districts was not furnished though called for in audit (April 2024). The Commissionerate did not facilitate the JPV of stock though requests were made by audit (October 2024) for the same.

On cross verification of records in respect of five[32] out of six selected districts[33], it was observed that none of the five districts received the JCLCs along with ribbon and steel clip as of October 2024 even though as per invoices 7,32,764 JCLCs along with ribbon and steel clip were meant for these districts and an amount of ₹1.55 crore was paid to the suppliers after deduction of two *per cent* TDS under GST and two *per cent* Income tax amounting to ₹0.06 crore.

Thus, the sequence of events elaborated above point towards doubtful and unverified expenditure of ₹7.76 crore on printing and supply of 35,29,701 JCLCs along with ribbon and steel clip.

The Department stated (June 2025) that an inquiry has been initiated in this regard and the result would be intimated.

1.2.4.7.5 Mandatory records and their maintenance

Para 10.3.1 to Para 10.3.9 of the Operational Guidelines, 2013 mandates maintenance of tender/contract register, material procurement register, e-muster roll issue folder/ register, e-muster roll receipt folder/register for GPs, Job Card application register, employment register, works register, assets register and complaint register in order to facilitate systematic collection of information at district, block and GP levels and for complete transparency and accountability.

Scrutiny of records (July-September 2024) of selected six districts, 12 blocks and 47 GPs/VDCs revealed that the said registers were not maintained by each and every sampled districts/blocks/GPs.

The details of maintenance of records/registers by the selected districts/blocks/GPs are shown in ***Appendix-1.3*** and summarised in **Chart 1.2.5**.

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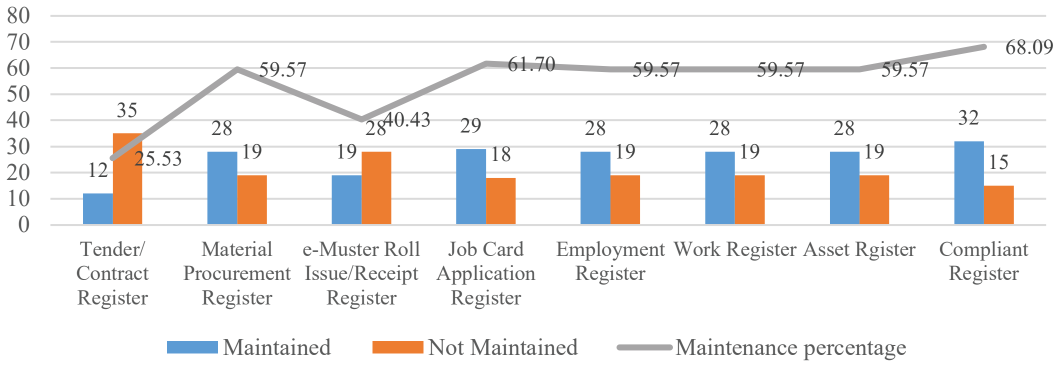
[31] The invoices (computer generated) did not contain the invoice number and date. It however, included the supply order number, the copies of which was not available with the Commissionerate.

[32] Dhubri, Karbi Anglong, Lakhimpur, Kokrajhar and Cachar

[33] Suppliers invoices for supply of JCLCs in respect of Tinsukia district contains JCLCs of Bongaigaon district also (amalgamated number) and therefore, Tinsukia district was excluded.

Chart 1.2.5: Records/Registers maintained by the selected GPs



Source: Information furnished by selected GPs

It can be seen from the above chart that 31.91 *per cent* to 74.47 *per cent* of GPs did not maintain the prescribed registers/records. The complaint register which was to contain the date of receipt of the complaint, the action taken on the complaint, *etc*., was maintained by 68.09 *per cent* of the GPs only.

Thus, due to non-maintenance of the records/ registers as prescribed in the MGNREGA Guidelines, there was lack of transparency and accountability in execution of the scheme.

The Department stated (June 2025) that the districts had been requested to ensure immediate and complete maintenance of all prescribed registers as per the guidelines.

1.2.4.7.6 Non-payment of wages due to failed transactions

According to Para 8.3.3 of the Operational Guidelines, 2013, to ensure timely payment of wages/reduce delays in payments to workers, MoRD, GoI developed (2016-17) a solution 'Electronic Fund Management System (e-FMS)' that leverages National Electronic Fund Transfer/ Real Time Gross Settlement/ Electronic Clearance Service/ Accepted Bills for Payment platforms for crediting the accounts of workers expeditiously. The guidelines provided for proactive role of Programme Officer (PO) in opening of bank accounts of workers and linking of bank accounts with their job cards after verification to safeguard prompt payment to the right beneficiaries. As per the Guidelines for 'Timely Payment of Wages' for MGNREGA workers, rejection of payment transaction occurs when the workers' details regarding his bank, account number, Aadhaar number, *etc*., do not match with the details present with the destination bank. In such cases, the PO has to regenerate the fund transfer order (FTO) with the worker's correct bank details and ensure payment. Regeneration of rejected transaction should be done in a time bound manner and field functionaries must ensure cent *per cent* success of regeneration of the rejected transactions within two days from the receipt of rejected transaction in PO login except the rejection occurring due to the error attributable to the worker. The detailed protocol for successfully crediting regenerated rejected transactions into the Bank/Post office account of the worker is a maximum of 24 days from closure of muster roll in case where the rejection occurs due to the error not attributable to the worker. When the rejection occurs due to the error attributable to the worker, the PO will contact the worker and ensure successful crediting of regenerated rejected transactions into the Bank/Post office account of the worker within a maximum of eight days from the date of correction by the worker.

Audit observed that during 2019-24, 6.13 lakh transactions for payment of wages amounting to ₹95.04 crore were rejected by the banks for reasons such as bank account of the recipients reaching the maximum debit/credit limit, bank account being frozen, non-existence of accounts, bank account being closed, *etc*. Out of the above failed transactions, the State was able to resolve 5.26 lakh transactions during 2019-24 while 0.03 lakh transactions involving ₹0.71 crore were pending for regeneration and 0.84 lakh regenerated transactions for payment of wages amounting to ₹14.06 crore were yet to be resolved as of August 2024. No records were available to indicate that the Department had contacted the workers to rectify the error for which the transactions were rejected with their bank where the error was attributable to the workers. The details of the failed transactions in the State are shown in **Table 1.2.8**.

Table 1.2.8: Details of failed transactions

(₹ in crore)

Year	Transactions rejected		Rejected transactions pending regeneration		Transactions regenerated and successfully resolved		Regenerated transactions yet to be resolved	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount
2019-20	1,23,448	16.71	0	0.00	1,13,270	15.15	10,178	1.56
2020-21	1,52,463	21.86	1	0.0001	1,38,190	19.66	14,272	2.20
2021-22	1,87,616	26.38	69	0.0095	1,56,732	21.97	30,815	4.40
2022-23	67,637	13.40	93	0.015	57,886	11.42	9,658	1.97
2023-24	82,274	16.69	3,313	0.69	60,365	12.07	18,596	3.93
Total	**6,13,438**	**95.04**	**3,476**	**0.71**	**5,26,443**	**80.26**	**83,519**	**14.06**

Source: MIS data as on 26 August 2024.

In the sampled districts, out of 1.60 lakh transactions, for payment of wages amounting to ₹27.83 crore, rejected by the banks during 2019-20 to 2023-24, 1.37 lakh transactions have been resolved, 674 transactions worth ₹0.18 crore were still (August 2024) pending regeneration and 0.22 lakh transactions for payment of wages amounting to ₹4.43 crore were yet to be resolved. The details of the failed transactions in the sampled districts are shown in **Table 1.2.9**.

Table 1.2.9: Details of failed transactions in the sampled districts

(₹ in crore)

Year	Transactions rejected		Rejected transactions pending regeneration		Transactions regenerated and successfully resolved		Regenerated transactions yet to be resolved	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount
2019-20	30,019	5.00	0	0.00	25,406	4.11	4,613	0.89
2020-21	41,998	6.98	1	0.0001	36,089	5.89	5,908	1.09
2021-22	51,540	7.89	4	0.0005	47,783	7.12	3,753	0.77
2022-23	16,455	3.44	7	0.0010	12,919	2.64	3,529	0.80
2023-24	19,837	4.51	662	0.17	15,228	3.46	3,947	0.87
Total	**1,59,849**	**27.83**	**674**	**0.18**	**1,37,425**	**23.22**	**21,750**	**4.42**

Source: MIS data as on 26 August 2024.

Thus, failure to resolve the issue related to failed transactions and to regenerate transactions in a time bound manner resulted in depriving the rural workers of their legitimate wages.

The Department stated (June 2025) that the POs had been instructed to expedite the process.

1.2.4.7.7 Non-payment of wages due to pending authentication

Para 9.8.3 of Master Circular 2018-19 provides that the Programme Officer (PO) will ensure that compensation claims are settled within 15 days of compensation being due, and such claims will not be allowed to be accumulated without any decision of acceptance or rejection.

Analysis of MIS data relating to pending compensation claims of wages in the selected six districts showed that 3,624 muster rolls (MRs) involving wages amounting to ₹1.74 crore were pending for settlement since April 2019, as the respective Programme Officers (2nd signatory) had neither authenticated nor rejected (August 2024) the payment. The details of the MRs pending authentication/rejection by the POs are shown in **Table 1.2.10**.

Table 1.2.10: Details of MRs pending authentication/rejection

(In ₹)

Name of District	Nos. of MRs pending authentication/rejection by the 2nd signatory						Amount involved
	2019-20	2020-21	2021-22	2022-23	2023-24	Total	
Lakhimpur	315	41	183	259	469	1,267	20,22,835
Kokrajhar	0	5	348	79	152	584	9,27,460
Cachar	169	95	49	132	99	544	47,35,019
Karbi Anglong	3	8	12	33	55	111	7,05,726
Tinsukia	33	0	9	22	226	290	7,41,400
Dhubri	165	29	44	56	534	828	82,33,040
Total	**685**	**178**	**645**	**581**	**1,535**	**3,624**	**1,73,65,480**

Source: MIS data as on 28 August 2024.

Thus, non-settlement of compensation claims amounting to ₹1.74 crore in a timely manner by the POs concerned, responsible for verification and authentication of MRs in violation of the instructions of MoRD, undermined the very objective of the scheme.

The Department stated (June 2025) that action would be initiated against the erring officials based on the districts' reply in due course of time.

1.2.4.8 Conclusion

Out of 47 GPs/VDCs, 35 GPs/VDCs did not prepare LB for the period 2019-24 implying that adherence to the principle–of bottom-up approach from planning to approval of selected shelf of projects was not ensured by the DPCs.

Financial management was inefficient as there were instances of delay in release of the State share and transfer of Central share to e-FMS/Single Nodal Agency account. There were also instances of expenditure on doubtful/unverified procurement, diversion of funds and non-payment of wages to the workers.

1.2.4.9 Recommendations

The Government may ensure that

- ***the funds received from the GoI along with the State Matching Share are released in time.***
- ***mandatory records are maintained at all the levels for transparency.***
- ***the issue of non-payment of wages to the workers due to failed transactions is resolved promptly and the pending compensation cases for delayed payments to unskilled workers are cleared at the earliest.***

Audit Objective 2: To assess whether fair access to employment opportunities was achieved, as well as employment adequately generated, leading to social protection and livelihood security as envisaged.

1.2.5 Access to Employment Opportunities and Generation of Employment

The first step in ensuring that the beneficiary can exercise his/her right of 100 days of employment under the scheme is registration with the Gram Panchayat. As per Schedule II of the MGNREG Act, 2005, it is the duty of the Gram Panchayat to register the household and issue a job card (JC). The primary objective of MGNREGA is to enhance the livelihood security of the rural households by providing at least 100 days of guaranteed wage employment in each financial year to every household having adult members and volunteer to do the unskilled manual work. The various activities related to the registration process, issue of JCs and employment allocation are outlined in **Chart 1.2.6**.

Chart 1.2.6: Process of Registration, Issue of Job Card and Employment Allocation

Registration activities	• Door-to door survey for identifying people willing to register, to be conducted by GP • Person/household can also register by applying at GP office • All applications to be verified within a fortnight • Unique registration number to be assigned
Job card	• To be issued within a fortnight of application • It should contain photograph of adult members • To be in custody of household • Valid for five years • Provision for addition/deletion of members • Issue, addition/deletion to be done in presence of local community/ Gram Sabha
Employment allocation activities	• Application for work can be given at GP office, worksite or to Programme Officer • Dated receipt of each application to be given • Employment to be given within 15 days of application, if not unemployment allowance to be paid • PO is responsible for ensuring each applicant gets employment

Audit findings on the issues relating to registration, issue of job cards, access to employment and generation of employment are discussed in the succeeding paragraphs.

1.2.5.1 Limited conduct of door-to-door survey

Para 3.1.1 (ii) of the Operational Guidelines, 2013 envisages that a door-to-door survey should be undertaken by each GP every year to identify eligible households who have been missed out and wish to be registered under the Act. The survey was to be held at that time of the year when people have not migrated to other areas in search of employment or for other reasons and the Programme Officer (PO) will lay down a schedule for this survey and ensure that all GPs in his/her charge have done this survey.

Test-check of records in the sampled GPs/VDCs showed that 16 (34 *per* cent) out of 47 GPs/VDCs carried out door-to-door survey to identify persons willing to register themselves during 2019-24 while 31 GPs/VDCs (66 *per cent*) did not conduct door-to-door survey. In response to an Audit enquiry (June 2025), the sampled districts attributed the non-conduct of door-to-door survey to overload of work, lack of awareness, absence of instructions from higher authority and shortage of manpower.

Thus, due to non- conduct of door-to-door survey in a majority of the GPs, coverage of eligible households could not be assured. Further, inability of the POs to ensure door-to-door survey reflects inadequate oversight and monitoring.

The Department accepted the audit observation during Exit Conference (June 2025).

1.2.5.2 Issue of Job Card

Para 3.1.2 (i) of Operational Guidelines, 2013 stipulates that a household having adult members desirous of seeking unskilled employment in MGNREGA may apply for registration. The application for registration may be given on plain paper to the local Gram Panchayat. Application for registration must be made on behalf of the household by any adult member. However, all members included in the application should be local residents.

Para 3.1.4 (i) of the Operational Guidelines, 2013 provides that every registered household will be assigned through the system, a unique registration number. The registration number shall be assigned in accordance with the prescribed coding system. The registration shall be valid for a period of five years and may be renewed/ re-validated after following the process prescribed for renewal/revalidation as and when required.

Para 3.1.5 (i) of Operational Guidelines stipulates that if a household is found to be eligible for registration, the GP will, within a fortnight of the receipt of application, issue a Job Card to the household.

Further, Para 10.3.5 stipulates that Job Card Application Register is required to be maintained at GP level by the Panchayat Secretary.

1.2.5.2.1 Non-maintenance of Job Card Register

Job Card Application Register as prescribed under the MGNREGA guidelines is essential for recording individual work demands, issuing dated receipts and planning for timely employment generation. Non-maintenance of JC Application Register may lead to the denial or delay in employment and also violates the legal provision under Section 7 of the Act, which entitles workers to unemployment allowance if work is not provided within 15 days of demand.

Test-check of records of 47 selected GPs/VDCs showed that Job Card Application Register was maintained only in 29 out of 47 GPs/VDCs and JCs were issued within a fortnight. But it could not be ascertained in audit whether the Job Cards were issued within a period of 15 days by the remaining 18 GPs/VDCs (47 GPs/VDCs – 29 GPs/ VDCs) due to non-maintenance of Job Card Application Register. The 18 sampled GPs/ VDCs attributed non-maintenance of Job Card Application Register to shortage of manpower.

Further, analysis of MIS data of the State and 47 sampled GPs/VDCs in the six selected districts showed that JCs were issued to 63,82,506 and 1,30,661 HHs against 69,04,247 and 1,37,646 registered HHs as of 2023-24 in the State and selected GPs/ VDCs level respectively. However, after deletion and addition of HHs, the No. of registered HHs against which JCs were to be issued, stood at 67,36,905 in the State.

Thus, non-maintenance of Job Card Application Register hampered planning and budgeting under the Labour Budget process, creating opportunities for manipulation and fictitious entries.

The Department in its reply stated (June 2025) that the point has been noted for future course of action.

1.2.5.2.2 Issue of Multiple Job Cards

Scrutiny of MIS data in the 28 GPs/VDCs out of 47 sampled GPs/VDCs under the six selected districts, showed that multiple JCs were issued against 505 households[34]. The status of issue of multiple JCs in the sampled GPs/VDCs are shown in **Table 1.2.11**.

Table 1.2.11: Details of issue of multiple Job Cards in the sampled GP/VDCs

Sl. No.	Name of the District	No. of Blocks	No. of GPs	No. of cases of multiple job cards	Range of multiple job cards
1	Cachar	2	7	116	2
2	Dhubri	2	8	222	2
3	Karbi Anglong	1	NA	100	2
4	Tinsukia	2	8	55	2
5	Lakhimpur	2	3	6	2-3
6	Kokrajhar	1	2	6	2
	Total	**10**	**28**	**505**	

Source: MIS data as of January 2025.

[34] 503 households had two JCs each and two households had three JCs each.

Issue of multiple JCs against single households contravened the provisions of guidelines and also indicates lack of proper verification at the GP level. Audit further observed that the issuance of multiple JCs resulted in doubtful payment of ₹0.82 lakh to 12 beneficiaries through 109 different MRs, where the same JC holder were shown as having worked at same/different worksites during the same period.

The Department stated (June 2025) that the Government had adopted measures like Aadhaar based authentication, Aadhaar seeding in MGNREGA database, field verification, *etc*. to address the issue of multiple Job Cards. During Exit Conference the Commissioner, P&RD further stated that an enquiry has been initiated regarding issue of multiple JCs.

1.2.5.3 Payment of compensation for delayed payment to workers

In terms of Para 29 of the revised Schedule II of NREGA, 2005 and vide Notification No. S.O. 19 (E) of January 2014, a detailed procedure establishing a compensation system for delay in payments has been laid down. As per system, MGNREGA workers are entitled to receive delay compensation, at a rate of 0.05 *per cent* of the unpaid wages per day for the duration of the delay beyond the 15th day of the closure of the muster roll (MR). The amount paid for delayed compensation, is to be recovered from the responsible officials.

Scrutiny of records and information furnished by Commissioner, P&RD, Assam showed that against approved compensation of ₹28.87 lakh for the period 2019-24, an amount of ₹1.31 lakh was paid after recovering the compensation amount from the responsible officials leaving ₹27.56 lakh yet to be paid as of March 2025 as detailed in **Table 1.2.12.**

Table 1.2.12: Status of delayed compensation paid and due to be paid in the State

(in ₹)

Year	Approved delay in days	Approved Amount	Delayed compensation paid	Delayed compensation due to be paid
1	2	3	4	5 (3-4)
2019-20	2,04,917	1,56,840	71,659	85,181
2020-21	39,879	26,842	14,322	12,520
2021-22	12,77,287	10,71,371	44,633	10,26,738
2022-23	11,33,608	10,55,654	0	10,55,654
2023-24	4,71,553	5,76,586	750	5,75,836
Total	**31,27,244**	**28,87,293**	**1,31,364**	**27,55,929**

Source: MIS data (as of March 2025) and information furnished by Commissioner, P&RD, Assam.

Audit examination of MRs of 352 sampled works in six sampled districts covered during joint physical verification (July to October 2024) showed that wages amounting to ₹38.89 lakh were paid late against 2,634 MRs beyond the stipulated period of 15 days after closure of MRs in five out of six selected districts. The district wise position of delay in payment of wages in respect of sampled works are shown in **Table 1.2.13**.

Table 1.2.13: Delay in payment of wages in the sampled districts in respect of sampled works

Name of District	Number of works		No. of MRs against which wages were paid late	Wages involved (₹)	Range of delay in payment of wages (in days)	Amount of compensation due (₹)
	covered under JPV	against which wages were paid late				
Dhubri	56	29	1,032	20,09,045	2-1,249	95,835
Tinsukia	56	33	802	8,80,170	1-345	12,018
Cachar	56	8	29	59,781	7-624	3,267
Kokrajhar	64	45	433	4,89,341	1-340	19,340
Lakhimpur	64	32	338	4,51,022	2-591	22,765
Karbi Anglong	56	0	0	0	0	0
Total	**352**	**147**	**2,634**	**38,89,359**		**1,53,225**

Source: MIS data

It may be seen from the table above that an amount of ₹1.53 lakh was payable to the workers on account of late payment (delay ranging between one day and 1,249 days) against execution of works. The sampled districts attributed delay in payment of wages to technical issues of bank *i.e.,* mismatch of name in bank account No. & Aadhaar, spelling mistake of name, *etc*. However, no supporting documents were produced to substantiate that delay in payment of wages was due to technical issues.

The Department stated (June 2025) that due to technical issues in PFMS, the disbursement of delayed compensation was not possible until October 2024 and a total amount of ₹1.63 lakh was paid to the Job Card Holders in the State till June 2025.

The Department also stated that necessary steps were being taken to recover the remaining amount from the officials responsible for delay in payment of wages.

1.2.5.4 Information, Education and Communication activities

Para 5.4.2 of Operational Guidelines of MGNREGA, 2013, stipulates that for creation of awareness among rural people and other stakeholders, particularly MGNREGA workers in respect of the scheme provisions as well as their rights and entitlements, the State should initiate actions such as (i) develop an Information, Education and Communication (IEC) plan with focus on reaching out to the registered workers as well as other groups which could benefit from MGNREGA, (ii) prepare special communication strategies for ensuring greater participation of women, ST, SC, small and marginal farmers & BPL families, in MGNREGA works, (iii) engage CSOs for support and strengthening of IEC activities and (iv) conduct intensive and regular IEC drives using different media for awareness generation. Para 11.6 of Master Circular 2018-19 of MGNREGA, provides that IEC Nodal officers are to be nominated by the States to look after IEC activities of MGNREGA in the State.

Audit observed that no IEC plan was prepared at State, district and block level during 2019-24. In reply to an audit query issued on 13 June 2024, the Assistant Development Commissioner, P&RD, Assam stated (October 2024) that the State had developed an IEC calendar that clearly delineated the activities at the State, district and block levels and has systematically monitored the implementation of these activities in accordance with the calendar. However, records in support of IEC activities undertaken in the State though called for in audit were not provided (February 2025). Further, the State Government neither appointed IEC Nodal officer to look after IEC activities in the State nor evolved special communication strategies for ensuring greater participation of women, ST, SC, small and marginal farmers & BPL families, in MGNREGA works as of February 2025.

Cross-check of records pertaining to period 2019-24 in the 12 selected blocks, showed that contrary to the claim of the Assistant Development Commissioner, P&RD, Assam, only Karunabari block under Lakhimpur district carried out a few IEC activities such as sharing Government instructions, information on works done under MGNREGA, conducting awareness meeting with SHGs, *etc*., through WhatsApp during the period covered in audit and the remaining 11 blocks did not furnish records in support of conduct of IEC activities.

The Department stated (June 2025) that the State had developed a comprehensive IEC calendar outlining planned activities at the State, district and block level and several blocks initiated informal IEC efforts such as formation of WhatsApp group for workers and panchayat functionaries to share updates, use of community radio and microphone announcement during Gram Sabha meetings to promote MGNREGA entitlements and collaboration with SHGs for door to door campaigns. It also stated that due to non-standardised documentation practices, records from some blocks could not be produced during the audit period.

The Department added that the process of appointment of dedicated IEC nodal officers at the district level had been initiated.

1.2.5.5 Shortfall in conducting *Rozgar Diwas*

Para 3.3 (i) of the Operational Guidelines, 2013 provides that every GP should organise a *Rozgar Diwas* at least once every month. At this event, the GP should pro-actively invite applications for work from potential workers for the current as well as subsequent quarters. The ‘Employment Guarantee Day’ should be earmarked for processing work applications and related activities such as disclosure of information, allocation of work, payment of wages and payment of unemployment allowances.

Test-check of records and information furnished by the sampled GPs/VDCs however, showed that there was huge shortfall ranging between 84 to 88 *per cent* in organising *Rozgar Diwas* as shown in **Table 1.2.14**.

Table 1.2.14: Status of Rozgar Diwas organised in the sampled GPs/VDCs

Years	Number of days Rozgar Diwas to be organised	Number of days Rozgar Diwas organised	Shortfall in organising Rozgar Diwas (*per cent*)
2019-20	564[35]	68	496 (88)
2020-21	564	74	490 (87)
2021-22	564	77	487 (86)

[35] 47 GPs/VDCs were required to organise 564 Rozgar Diwas per year

Years	Number of days Rozgar Diwas to be organised	Number of days Rozgar Diwas organised	Shortfall in organising Rozgar Diwas (*per cent*)
2022-23	564	89	475 (84)
2023-24	564	92	472 (84)
Total	**2,820**	**400**	**2,420**

Source: Information furnished by selected GPs

It may be seen from the table above that against requirement of 2,820 *Rozgar Diwas* to be organised by the sampled GPs/VDCs during the period covered in audit, only 400 (14 *per cent*) *Rozgar Diwas* were held. It was observed that 12 GPs/VDCs[36] out of 47 GPs/ VDCs did not organise any *Rozgar Diwas* during 2019-24.

The Department accepted (June 2025) the audit observation and attributed the shortfall in organising Rozgar Diwas by the selected GPs/VDCs to disruptions caused by COVID 19 pandemic during the period 2019-20 to 2021-22 and stated that since 2023-24, the State had initiated corrective measures to improve the regular conduct of Rozgar Diwas.

1.2.5.6 Availability of worksite facilities

Para 7.12 of Operational Guidelines of MGNREGA, 2013 envisages providing of facilities such as Medical aid, drinking water and shade, first aid box as and when required to the workers at the work site. Expenditure on worksite facilities is to be incurred out of administrative expenditure.

However, Audit observed that in the sampled 47 GPs/VDCs no administrative expenditure on worksite site facilities was incurred during the period 2019-24. Survey of the sampled beneficiaries and JPV of incomplete schemes (130 numbers) also highlighted non-availability of worksite facilities. Further, in response to an audit query (July to October 2024) the sampled GPs/VDCs replied (July to October 2024) non-existence of facilities such as Medical aid, drinking water, shade and first aid box for the workers at the worksite. The reasons for non-existence of such manated worksite facilities, however, was not furnished to audit.

While noting the audit observation for future course of action, the Department in its reply stated (June 2025) that the districts have been instructed to ensure work site facilities to the workers.

1.2.5.7 Social security coverage

Para 8.9 of the Operational Guidelines, 2013 provides that MGNREGA workers are covered under the Janashree Bima Yojana (JBY) implemented by Ministry of Finance. JBY provides life coverage and disability benefits to rural people. Rastriya Swasthya Bima Yojana (RSBY) has been extended to all the MGNREGA workers/beneficiaries who have worked more than 15 days in the preceding financial year. DPCs and POs are required to make workers aware of these schemes.

[36] Airkata, Beldubi, Chirakuti, Dingdinga Parowa, Boyzeralga, Kazaikata Suapata, Nayeralga, Sagunmari, Habrubil, Joypur, Panbari, and Sataypur.

However, scrutiny of records (July to October 2024) of sampled 47 GPs/VDCs revealed that the workers were yet to be covered under Janashree Bima Yojana and Rastriya Swasthya Bima Yojana. Reasons for non-coverage under the JBY and RSBY was not furnished.

Thus, non-coverage of MGNREGA workers under JBY and RSBY, coupled with non-furnishing of reasons, indicate inadequate implementation and lack of awareness initiative by the authorities concerned.

The Department stated (June 2025) that action would be initiated to ensure full compliance with Para 8.9 of MGNREGA Operational Guidelines, 2013.

1.2.5.8 Payslips not generated through NREGASoft system

Para 7.15.2 and Para 7.15.3 of Operational Guidelines, 2013 envisages generation of individual payslips through NREGASoft along with pay orders. GRS along with mates are responsible for distribution of payslips amongst workers.

Information furnished by the sampled 47 GPs/VDCs and MIS data showed that individual payslips were neither generated nor were pay-slips distributed to the workers indicating lack of transparency in payment of wages.

The Department in its reply stated (June 2025) that wages to the Job Card holders has been credited through DBT mode in the respective bank account linked with the Job Card with effect from 01 April 2024 through ABPS mode. Further, it was stated that there was a citizen centric mobile App "Janmnrega" to verify the status of fund disbursement, *etc*., by Job Card holders.

The justification provided by the Department is not acceptable as operational guidelines provide for generation of individual pay slips through NREGASoft along with pay orders and distribution of the same to the workers to ensure transparency in payment of wages. Further, as pointed out in succeeding Para 1.2.5.9, even till the date of audit (October 2024) there were large number of beneficiaries who were not aware of their entitlements under the various provisions of the Act.

1.2.5.9 Results of Beneficiary Survey

Altogether 443 beneficiaries (290 Male & 153 Female) under 47 GPs/VDCs of 12 Blocks from six test-checked districts were interviewed/surveyed to ascertain their awareness about MGNREGA and the impact that MGNREGA had in their lives. The background of the beneficiaries surveyed was as under:

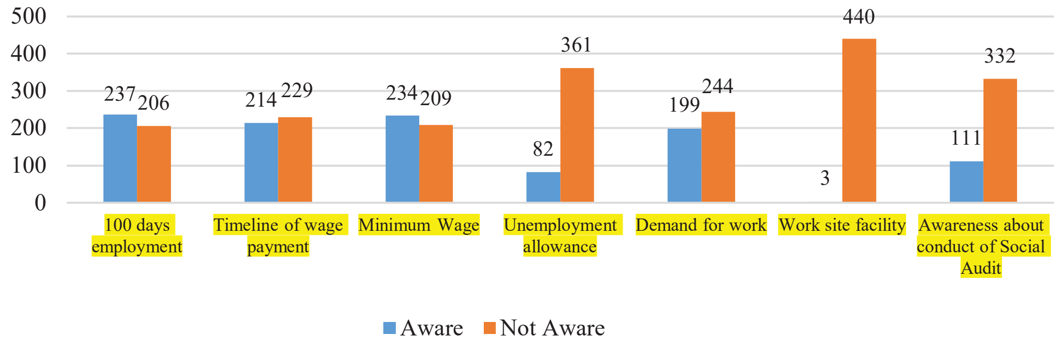
- The age of beneficiaries surveyed ranged between 18 and 88 years. While 414 beneficiaries were in the age group of 18-60 years, 29 beneficiaries were above 60 years of age.
- 136 beneficiaries were illiterate, 249 beneficiaries had educational qualification between Lower Primary and 10th Standard, and 58 beneficiaries had educational qualification beyond the 10th Standard.

- The annual income of the beneficiaries ranged between ₹9,000 and ₹two lakh.

The results of the beneficiary survey were as under:

- 244 beneficiaries (55 *per cent*) out of the 443 beneficiaries covered stated that their income and livelihood security had increased to some extent while the remaining 199 workers (45 *per cent*) did not report any change in their income and livelihood security.
- 399 beneficiaries (90 *per cent)* out of 443 beneficiaries expressed dissatisfaction with the existing wage rate and opined for a higher wage rate.
- It was noticed that 54 *per cent* of the surveyed beneficiaries *i.e.*, 237 out of 443 beneficiaries were aware of their entitlement to 100 days of employment in a year. However, there remained a large section of the beneficiaries who were not aware of the various provisions of the Act as shown in ***Chart 1.2.7***.

Chart 1.2.7: Awareness of Surveyed Beneficiaries about MGNREGA



The Department in its reply (June 2025) expressed its satisfaction for significant improvements *i.e.*, 55 *per cent* of the beneficiaries reported increase in their income and livelihood security as a result of the scheme and acknowledged the concerns raised by the remaining 45 *per cent* beneficiaries. The Department stated that the input provided by 45 *per cent* beneficiaries would be used for further strengthening the implementation and outreach of the Scheme. The Department also noted the feedback given by the beneficiaries regarding the wage rates.

1.2.5.10 Conclusion

There was limited conduct of door-to-door survey leading to non-identification of eligible households who have been missed out and wish to be registered. There were instances of issue of multiple Job Cards, delay in payment of compensation allowance to the workers thereby undermining the primary objective of ensuring livelihood security of the rural population. The State Government had not appointed an IEC Nodal Officer to look after the IEC activities in the State and also did not develop an IEC plan focussed on reaching out to the registered workers in general as well as targeted groups in particular.

1.2.5.11 *Recommendations*

The Government may

- ***ensure conduct of door-to-door survey on priority.***
- ***strengthen the control mechanism to issue job-cards and ensure that Job Cards are issued to eligible households in a time bound manner.***
- ***ensure payment of the compensation allowance for delayed payment of wages and recovery of the same from the erring officials.***
- ***step up IEC activities and organise Rozgar Diwas regularly to ensure that the beneficiaries are aware of their rights under the MGNREG Act.***

Audit Objective 3: To assess whether durable and useful assets were created and maintained in compliance with rules and regulations, while ensuring convergence with other programmes/schemes.

1.2.6 Creation and maintenance of durable assets ensuring convergence with other Programme/Scheme

1.2.6.1 Creation and utilisation of durable assets

Implementation of MGNREGA involves roles and responsibilities of a large number of stakeholders from village to National level. The scope of work/activities to be taken up under MGNREGA are broadly categorised into water conservation and harvesting, drought-proofing, micro and minor irrigation works, renovation of traditional water bodies, rural connectivity and land development, *etc*. The implementation of MGNREGA depends on execution of works against which employment is provided and Person Days (PD) generated.

1.2.6.1.1 Non Completion of Works

As per Para 7.17 of Operational Guidelines MGNREGA 2013, works which are to be executed over more than one year, may be split into annual work elements, with each annual segment given a distinct work identity. For those Programme Implementing Authorities (PIA) that have incomplete works for more than one fiscal year, after the year in which the works were proposed, no sanction should be given for beginning new works.

The status of works approved, completion of works, expenditure on completed works and expenditure on incomplete works during the period 2019-24 in the State and the six sampled districts as analysed from MIS data is shown in **Table 1.2.15**.

Table 1.2.15: Works approved, works completed, works not completed, expenditure on completed and incomplete works in the State and the sampled districts

(₹ in crore)

Year	Total works approved	No of works not started	No. of works completed	Expenditure on completed works	No. of works not completed/ suspended	Expenditure on incomplete works
Status in the State						
2019-20	4,73,325	1,05,391	77,732	1,125.44	2,90,202	243.51
2020-21	6,24,364	1,12,606	1,31,884	2,041.67	3,79,874	398.92
2021-22	8,03,333	1,35,820	1,27,710	1,951.83	5,39,803	373.28
2022-23	14,75,788	1,69,494	2,64,424	1,658.96	10,41,870	289.96
2023-24	16,19,288	2,08,453	5,86,104	1,719.71	8,24,731	652.31
Total	**49,96,098**	**7,31,764**	**11,87,854**	**8,497.61**	**30,76,480**	**1,957.98**
Status in the sampled districts						
2019-20	1,08,471	17,455	19,464	286.92	71,552	102.68
2020-21	1,45,598	19,995	29,334	505.90	96,269	156.17
2021-22	2,02,226	23,499	32,677	408.08	1,46,050	97.97
2022-23	3,09,179	30,106	66,835	346.74	2,12,238	73.85
2023-24	3,36,394	37,901	1,19,668	358.26	1,78,825	156.16
Total	**11,01,868**	**1,28,956**	**2,67,978**	**1,905.90**	**7,04,934**	**586.83**

Source: MIS data as of December 2024.

It may be seen from the table that in the selected districts, a total expenditure of ₹586.83 crore was incurred on 7.05 lakh incomplete works as of December 2024.

It was observed in audit that the selected districts did not split the incomplete works into annual work element with a distinct annual work identity to complete the works. It was further seen that the number of works remaining incomplete increased from 71,552 in 2019-20 to 2,12,238 during 2022-23 and marginally reduced to 1,78,825 during 2023-24 since the PIAs were allocating new works despite having incomplete works year after the year. The district programme management authorities did not adopt the methodology suggested in the Operational Guidelines for completion of works which were lying incomplete for years together thereby leading to non-creation of durable assets.

The Department stated (June 2025) that instructions had been issued to all districts for completion of incomplete works pertaining to previous financial years through video conference, letters, *etc*.

1.2.6.1.2 Pre closure of works and suspended works

As per Para 6 of the Operational Guidelines 2013, a shelf of projects is to be prepared and prioritised to meet the demand for work by wage seekers.

Analysis of MIS data and information furnished to Audit by the 12 sampled blocks in the selected districts showed that in nine blocks[37], 991 works were pre-closed and shown as completed after incurring expenditure of less than 50 *per cent* of the estimated cost of the works.

[37] Karunabari, Ghilamara, Kakopathar, Itakhuli, Binnakandi, Borkhola, Gossaigaon, Hatidhura and Jamadharhat.

The year wise position of the pre-closed works in nine sampled blocks during 2019-24 is shown in **Table 1.2.16.**

Table 1.2.16: Year wise position of pre-closed works in sampled blocks

(₹ in lakh)

Year	No. of works approved	Nos. of works pre-closed and shown as completed after incurring expenditure of less than 50 *per cent* of the estimated cost	Estimated cost of pre-closed works	Expenditure on pre-closed works (*per cent*)
2019-20	1364	33	233.61	96.74 (41.41)
2020-21	3581	747	574.26	215.82 (37.58)
2021-22	1303	181	325.75	119.38 (36.65)
2022-23	221	23	86.15	31.32 (36.65)
2023-24	164	7	18.92	1.88 (9.96)
Total	**6,633**	**991**	**1,238.69**	**465.14 (37.55)**

Source: Records of the concerned blocks

Scrutiny of records and the data from the table above showed that out of 6,633 works approved during the period covered in audit, 991 works with estimated cost of ₹12.39 crore were pre-closed after incurring expenditure of ₹4.65 crore (38 *per cent*). No records, however, could be produced to audit for pre-closure of works by the concerned blocks.

Thus, due to pre-closure of works, creation of durable assets as per plan and estimates could not be achieved and indicates that the works were not prioritised to meet the demand for work by the wage seekers.

The Department stated (June 2025) that as per MoRD, GoI provision in NREGASoft., an ongoing scheme may be closed after second geotagging if expenditure exceeds 30 *per cent* of the sanctioned amount. It further stated that schemes with less than 50 *per cent* expenditure against the sanctioned amount, may be closed, after technical vetting, if no further feasibility exists. The Department also assured that a district-level enquiry would be initiated in such cases and action taken against responsible officials.

However, the reply is not acceptable since the department neither provided evidence of either geotagging of the above works or approval of pre-closure by any technical committee.

1.2.6.1.3 Geotagging of works under MGNREGA

As per GoI instructions (15 February 2017 and 15 November 2017), all works under MGNREGA above ₹50,000 except Pradhan Mantri Awaas Yojana-Gramin (PMAY-G) works completed on or after 01 April 2017 should be geotagged in three stages[38], with the final stage to be completed within one month from the date of completion of work.

[38] Before the start of work, at intermediate stage and after completion of the work.

Analysis of MIS data of 12 sampled blocks under six districts showed that 4,443 MGNREGA works above ₹50,000 were completed after 01 April 2017, of which 3,651 works were geo-tagged. The status of the geo-tagged assets in the 12 sampled blocks during 2019-24 is shown in **Table 1.2.17**.

Table 1.2.17: Status of geo-tagging of assets in the sampled districts

District	Total No. of works completed in the selected blocks	Total No. of works completed in the selected blocks with sanctioned amount more than ₹50,000	Nos. of works geo-tagged after completion	Nos. of works not geo-tagged after completion (*per cent*)
Lakhimpur	2,896	879	770	109 (12)
Kokrajhar	827	790	673	117 (15)
Cachar	460	460	299	161 (35)
Karbi Anglong	938	871	753	118 (14)
Tinsukia	1,165	1,096	870	226 (21)
Dhubri	347	347	286	61 (18)
Total	**6,633**	**4,443**	**3,651**	**792 (18)**

Source: MIS data as of December 2024.

It may be seen from above that 792 works (18 *per cent*) were still pending to be geo-tagged in violation of GoI's instructions. In the absence of geo-tagging of the completed works, the provisions to facilitate accountability and transparency in the execution of these works had not been adhered to. On enquiry, the sampled districts stated that geo-tagging of all completed schemes would be carried out at the earliest, however, no reasons for delay in geo-tagging the works were furnished.

Out of total 352 sampled works selected for JPV, 43 works were still to be geotagged (December 2024) and of which six works were not in existence. Details of works pending for geotagging are shown in ***Appendix-1.4***.

The Department stated (June 2025) that out of the total 1,710 works, only 306 works were pending for geo-tagging as of 23 May 2025 and out the 43 works covered under JPV only 15 works were pending for geo-tagging as of 23 May 2025.

1.2.6.1.4 Findings on execution of works during Joint Physical Verification

Para 14.1 of the Operational Guidelines, 2013 envisages *inter*-alia creation of durable assets and strengthening the livelihood resource base of the rural poor. The Master Circular – A guide for programme Implementation (2018-2019) issued by GoI, provides that the expected economy, durability and outcome/ productivity of assets created under MGNREGA is minimum five years, including work of 'kutcha' nature. The responsibility of preparing the estimates and giving layout of works for construction/civil works, obtaining necessary technical and administrative approval, execution of work, monitoring and providing technical supervision was assigned to the Junior Engineer (works) as per Para 4.2.5 of the Operational Guidelines of the scheme.

JPV (August – October 2024) of 352 selected works in 47 GPs/VDCs showed the following deficiencies:

➢ Twenty-five works in 16 GPs/VDCs valuing ₹1.74 crore completed (20 nos.) between 09 April 2021 and 16 August 2024 and ongoing (5 nos.) were found damaged and unusable due to water logging, fishery tank without depth, drainage system not connected to water bodies, *etc*., resulting in wasteful expenditure of ₹1.74 crore (detailed in ***Appendix-1.5***). The photographs of some of these works are shown below.

	
Land developed site at Langtuk Engti under Deopani VDC become unusable due to water logging	*Farm pond at Mon Rongpi without water and fishing activity*
	
Construction of earthen peripheral bund from END dyke to Kora Chapori under Barkhamukh GP.	*The depth of Community fishery tank with plantation near Kulbahadur Chetry land at Mandarkuti under Thakurpur GP was found without depth (Date of completion July 2024).*
	
Drainage system from Amguri Mazdur Gaon to Sandeswari Sonowal found silted and covered by thick jungle and not connected to water bodies and paddy field.	*Agril bund at Dighirpar Abdul Salam house at Beldubi GP found in damaged condition as a plain plot of land.*

➢ Nineteen drains constructed at a cost of ₹87.36 lakh for the purpose of Micro Irrigation under MGNREGA for the year 2019-24 under eight GPs were found damaged and filled with silted soil, mud, covered with thick jungle and in non-usable condition. Besides, these drains were constructed in village areas which were not connected with any paddy fields and water bodies indicating that it could not have been used for irrigation thereby resulting the entire expenditure of ₹87.36 lakh incurred on Micro Irrigation wasteful (detailed in ***Appendix-1.6***).

The Department stated (June 2025) that the District Commissioners of the concerned districts had been requested to conduct an inquiry in connection with wasteful expenditure incurred on 25 works and 19 drains by a magistrate along with a technical person not below the rank of an Executive Engineer and submit the detailed enquiry report to Commissioner, P&RD at the earliest.

- Out of 352 selected works, the Project Completion Report (PCR) of only 53 works, as prescribed under Para 7.16.1 of the Operational Guidelines, 2013 were made available to audit. The PCR of remaining 299 works (352 works-53 works) though available in the MIS Report website, did not contain details of village, location of work, priority number in 'shelf of works', sanction order No. and date, *etc*.

- As per Para 7.9.1 read with Para 7.9.3 of the Guidelines, *e-muster* (muster rolls) shall be the norm. Only in exceptional circumstances, paper musters can be issued. Further, only those musters that are signed/certified by PO are considered authentic for generation of pay orders before starting a work. Scrutiny of records relating to execution of works covered under JPV showed that 312 *e-musters* against 20 works in four GPs[39] were not certified by the respective POs and pay orders were generated without authentication of the same. Payment of wages without authentication of the e-musters by the concerned POs, is fraught with the risk of use of fake e-muster rolls and fraudulent payment thereagainst.

The Department stated (June 2025) that e-MR is system generated and attendance of all workers were captured through National Mobile Monitoring System (NMMS) at the work site in real time by Mates/GRS. After completion of working days, PO had verified the filled e-MR through his login and generated the FTO for wage payment and thus PO had authenticated the attendance and the MR and hence there was no scope for generation of fake e-Muster rolls.

The reply is not acceptable as Operational Guidelines provides that only those musters that are signed/certified by PO before starting a work, are considered authentic for generation of pay orders.

- As per Para 8.8 (ii) of the Operational Guidelines, to ensure timely payments to the workers for the work done, the State shall fix up maximum time limits for each completing process resulting in payment of wages to the wage seekers, in such a way that each wage seeker gets the wage payments for the work done in the week by the end of the subsequent week.

[39] Binnakandi, Pabda, Airkata and Ding Dinga Parwa GPs.

During cross-verification of e-MR with physical MR, it was observed that in four blocks under Lakhimpur and Kokrajhar districts, attendance recorded in the physical MR was not entered into the e-MR for 10,100 mandays of work leading to non-payment of wages amounting to ₹23.41 lakh. It was further observed that the person-days entered into the e-MR did not tally with the person-days recorded in MBs, as shown in **Table 1.2.18**.

Table 1.2.18: Details of wages not paid against works recorded in MR

(In ₹)

District	Block	No. of mandays	Amount involved
Lakhimpur	Ghilamara	4,080	9,23,837
	Karunabari	4,373	10,34,182
Kokrajhar	Hatidhura	1,329	3,10,262
	Gossaigaon	318	73,044
	Total	**10,100**	**23,41,325**

Source: MIS data and records of sampled GPs.

The Department stated (June 2025) that the process had been initiated to resolve the unpaid wage payments for 10,100 person-days for ₹23.41 lakh in the specified block and explicit instruction were given to accelerate the Aadhaar seeding for the remaining workers and ensure that all pending payments are processed at the earliest.

- The work 'Construction of Agri Bund from Chukia Chapori to Budu Path' under Subansiri GP was executed w.e.f. 20.02.2022 to 26.02.2022. As per work measurement recorded in the MB, the actual volume of the work executed was 2.73 cum. However, the volume of work was recorded as 5.73 cum by tampering the original measurement (2.73cum) of the MB for reasons which could not be explained. Wrong calculation through tampering of the actual volume of work executed resulted in excess expenditure of ₹1.30 lakh.
- Para 7.13.5 of the Guidelines provides that measurement recorded by Technical Assistant/ Overseer/Junior Engineer be checked by authority higher than the measuring officer for effective monitoring and ensuring quality of MGNREGA works. The irregularities noticed in maintenance of MBs/e-MBs in respect of 352 works selected for JPV in the six sampled districts are detailed below in two separate sub paragraphs.

Irregularities in Cachar, Dhubri, Karbi Anglong and Kokrajhar districts:

- The measurements recorded in the MBs of 218 works undertaken in four sampled districts were not uploaded into NREGASoft.
- In Cachar district, against 14 works valuing ₹2.04 crore neither physical MBs nor e-MBs were maintained,
- Against execution of 42 works in Cachar (17 works) and Karbi Anglong (25 works) districts valuing ₹3.70 crore, MBs were only partially maintained for ₹1.18 crore and no MBs were maintained for works involving expenditure of ₹2.52 crore.

Irregularities in Lakhimpur and Tinsukia districts:

In Lakhimpur and Tinsukia districts, where the measurements were uploaded, it was observed that there were discrepancies in 137 entries against 39 works (28 works in Lakhimpur and 11 works in Tinsukia) between the details recorded in the physical MBs and NREGASoft as detailed below:

- In 39 cases, measurement regarding work done involving 8,320 mandays and valuing ₹18.47 lakh was available in physical MBs but the same were not entered in NREGASoft.
- In nine cases, although no entry was available in the physical MBs, entries of measurement against these works involving 5,148 mandays and valuing ₹11 lakh was uploaded in NREGASoft.
- In 87 cases, work done for 3,007 mandays was entered short in NREGASoft as compared to physical MBs.
- In two cases, work done for 566 mandays was entered excess in NREGASoft as compared to physical MBs.

The Department stated (June 2025) that the matter had been noted for further necessary action.

➢ Para 7.10.1 of the Operational Guidelines, 2013 requires that the Citizen Information Board (CIB) with logo must be set up at the work site containing the essential information on the work executed. During JPV, CIB with logo was found only in 67 works (19 *per cent*) and in remaining 285 works (81 *per cent*) CIB with logo was not set up at the work site. Due to non-installation of CIB at the work site, the important information about the work was not made public.

➢ Section 17(2) of the MGNREGA 2005 makes it mandatory for the Gram Sabhas to conduct regular social audit of all the projects under the scheme taken up within the Gram Panchayat. During JPV, it was however seen that against 352 selected works, social audit was conducted only against six works (1.7 *per cent*).

The Department stated (June 2025) that as per instruction of MoRD, from the financial year 2025-26 onwards, Social Audit was being planned to be undertaken twice in a year for each GP.

It was further seen that none of the MBs of the works was checked by an authority higher than the measuring officer. Thus, due to the discrepancies between measurements recorded in the physical MBs and measurements entered in NREGASoft and absence of counter-verification of MBs by an authority higher than the measuring officer, the risk of short/excess payment cannot be ruled out.

1.2.6.1.5 Identification of works for differently abled persons

Para 9.9 of the Operational Guidelines, 2013 provides for identification of suitable works for differently abled persons.

As reported by the selected GPs, no identification of suitable works for differently abled persons was done. Although the selected GPs provided employment to 43 differently abled workers who had demanded work (out of a total of 122 registered differently abled workers); but suitable works were not identified for them and they were engaged in works applicable for general workers such as construction of paver block roads, MI Bund, Farm Pond, Flood Protection Bund, *etc.*

The Department stated (June 2025) that a total of 24 categories of works had been identified based on the capacity of differently abled persons and the DPC of all districts had been asked (03 June 2025) to designate officer co-ordinator (Vulnerable Groups) in their respective district.

1.2.6.1.6 Non fixation of separate Schedule of Rates

As per Para 7.7.1 of the Operational Guidelines, 2013 payments to workers based on work valuated using outmoded Schedule of Rates (SoR), which were appropriate for a contractor led, machine based system of implementation, will lead to under payment. In the absence of machines under MGNREGA, the application of these SoRs inevitably leads to underpayment. Hence, there is a need to devise separate SoR for activities that are done manually.

Scrutiny of records however, showed that the State Government had not framed SoR for works to be done manually and instead followed the SoRs of line departments. Absence of the separate SoRs was fraught with the risk of underpayment to MGNREGA workers.

The Department stated (June 2025) that National Institute of Technology (NIT), Silchar had been engaged to conduct Time and Motion Study for formulation of a separate SOR for works to be done manually and final report was awaited from NIT, Silchar.

1.2.6.1.7 Improvement of infrastructure at village level under sanitation

As per paragraph 4 (1) (IV) (i) of Schedule- I of the MGNREG Act, 2005, the focus of the scheme shall be on rural sanitation related works, such as, individual household latrines, school toilets, anganwadi toilets, solid and liquid waste management works, *etc*., in proposed or completed Nirmal Grams which can be taken up either independently or in convergence with schemes of other Government Departments to achieve 'open defecation free' (ODF) status. Swaach Bharat Mission, Grameen Phase-II operational guidelines set the target of making all villages 'ODF Plus' by 2024-25. The guidelines (Chapter 4), defines ODF plus village as 'A village which sustains its ODF status, ensures solid and liquid waste management and is visually clean'.

In the selected districts, the percentage of works taken up relating to rural sanitation was very low (4.23 to 9.23 *per cent)* during the audit period. Against a total expenditure of ₹1,951 crore incurred, expenditure towards sanitation works was to the extent of 0.03 *per cent* (₹0.66 crore) only. Besides, there was no convergence with other sanitation programme, such as Swachh Bharat Mission (Gramin) for undertaking sanitation related works in the sampled districts. This led to low percentage of villages achieveing ODF Plus Model Village status during the period covered in audit.

Status of 'ODF Plus' villages in Assam as on 15 January 2025 as per the data available at the Swachh Bharat Mission, Grameen website is shown in **Table 1.2.19**.

Table 1.2.19: Status of 'ODF Plus' villages in the State and sampled Districts.

District	Total No. of Villages	ODF Plus Model Villages	ODF Plus Rising Villages	ODF Plus Aspiring Villages	Total ODF Plus Villages (Col 3 to 5)
1	2	3	4	5	6
State as a whole	**25,368**	**19,173**	**1,343**	**4,658**	**25,174**
Cachar	1,018	994	0	17	1,011
Dhubri	905	905	0	0	905
Karbi Anglong	2,172	2	954	1,099	2,055
Tinsukia	1,137	1,137	0	0	1,137
Kokrajhar	1,054	0	0	1,051	1,051
Lakhimpur	1,123	1,123	0	0	1,123
Total	**7,409**	**4,161**	**954**	**2,167**	**7,282**

Source: Dashboard of Swachh Bharat Mission, Grameen

It can be seen from the table above that 6,195 villages[40] (24 *per cent*) in the State are yet to achieve the status of 'ODF Plus Model Village'. In the selected districts, 3,248 villages[41] (44 *per cent*) were yet to achieve the ODF Plus Model Village status.

Thus, low prioritisation of sanitation works and the absence of convergence with other programmes resulted in substantial number of villages not achieving OPD Plus Model status.

The Department stated (June 2025) that 3,340 community soak pits were constructed under MGNREGA; however, due to low sanctioned amount and high material component, such works received less focus. It further stated that new targets for creation of solid and liquid waste management (SLWM) assets under MGNREGA, from Swachh Bharat Mission (Grameen), Assam had been communicated (13 May 2025) to the districts.

However, the fact remained that despite undertaking permissible sanitation related activities, a substantial number of villages did not achieve ODF Plus Model status, reflecting inadequate planning and lack of effective convergence of sanitation activities with other departments.

1.2.6.2 Convergence between MGNREGA and other Programmes/Schemes

The objectives of MGNREGA, namely creation of durable assets and securing livelihood of rural households, can be facilitated through convergence of MGNREGA works with resources of other programmes/schemes available with panchayats and other line departments. These resources are not restricted to availability of funds but

[40] 25,368 villages - 19,173 villages.
[41] 7,409 villages - 4,161 villages.

include technical expertise and knowhow that officials of the line departments may be endowed with.

As per Para 15.3.1.3 of the Operational Guidelines, 2013 planning for works and managing the convergence would require institutional arrangements for proper coordination at district, block and village level. Resource Groups (RG) at the district, block and village level will ensure that technical quality of the convergence project will be maintained, works selected by Gram Sabha under MGNREGA and the work taken up by the line department that is proposed for convergence are compatible with each other and implementation of programmes identified for convergence respectively.

Except for convergence with PMAY-G and a Bamboo plantation work taken up in collaboration with Assam Bio-Refinery Private Limited and Assam Rural Livelihood Mission during the year 2024-25, no other convergence activity was taken up with other departments for execution of major schemes like PMGSY, NRLM, *etc.,* under MGNREGA during 2019-2024. No records were shown to audit in the selected GPs/VDCs for identification and inclusion of project for convergence in the annual shelf of project. This indicated that effective steps for inter departmental convergence was lacking. Thus, institutional arrangement for execution of the convergence model and identification of projects for convergence was lacking in the State.

The Department stated (June 2025) that the P&RD Department had taken up various initiatives on convergence with various departments and discussions had been held with departments like Animal Husbandry and Veterinary, Dairy, Forest, Agriculture, Sericulture, Assam Agricultural University, Assam Bio-Refinery Private Limited *etc*. It was also stated in reply that in the previous financial year initiatives were taken for convergence of schemes such as providing unskilled wages to PMAY-G beneficiaries, Bamboo Plantation with Assam Bio-Refinery Private Limited, Construction of Cattle and Piggery Shed in convergence with Animal Husbandry and Veterinary and Dairy Department and convergence initiative for plantation of *Som, Suwalu, Kessaru, Champa, etc*., under MGNREGA in sericulture vacant land.

The reply of the department reflects that, although certain initiative had been taken for convergence with other schemes, no evidence was furnished to establish that such convergence had been institutionalised through systematic planning and project identification at the GP/VDC, block and district levels as envisaged in the Guidelines.

1.2.6.3 Conclusion

The scheme implementation showed serious lacunae leading to non-completion of a substantial number of works. Several works executed in the test checked GPs/VDCs were without adequate planning and technical scrutiny leading to pre-closure of works. Eighteen *per cent* of the works completed in the selected blocks were yet to be geotagged. Efforts towards ensuring convergence of MGNREGA works with resources of other programmes/schemes available with panchayat and other line departments of Government for sustainable livelihood to the targeted rural community were deficient. These point towards the fact that Operational Guidelines were not being followed to ensure transparency in implementation of the scheme.

1.2.6.4 Recommendations

The Government may

- ***prepare the estimates for works in a realistic manner after making proper analysis of requisite work and ensure timely completion.***
- ***ensure geotagging of completed works in compliance with GoI instructions.***
- ***install CIB at the work site to facilitate dissemination of the essential information about the work to be executed.***
- ***ensure convergence of MGNREGA works with resources of other programmes/ schemes available with panchayat and other line departments of Government for providing sustainable livelihood to the targeted rural community.***

Audit Objective 4: To assess whether appropriate and adequate monitoring, social audit and grievance redressal systems were in place and functioning as envisaged to achieve greater transparency and accountability.

1.2.7 Monitoring, Social Audit and Grievance Redressal

1.2.7.1 Monitoring

The substantial funds involved in the implementation of MGNREGA coupled with its implementation across the State makes the monitoring and evaluation of the scheme challenging. It was thus imperative to have a robust and efficient monitoring, evaluation and review mechanism of the scheme.

1.2.7.1.1 Monitoring at Block and GP level

The Operational Guidelines, 2013 provide for monitoring, supervision of implementation of works taken up under MGNREGA at various levels. The GP is responsible for monitoring the implementation at the village level and the progress of MGNREGA is to be reviewed once in a month by each level of Panchayat. Para 2.2.1 (iv) of the Guidelines assigns the responsibility for monitoring and supervising the implementation of works to POs and Para 2.3.1 of the Operational Guidelines entrusts the DPCs with the responsibility of monitoring the implementation of the scheme in the districts. Further, as per Para 14.7 of Guidelines, a State Quality Monitoring Unit comprising of a State Quality Monitor (SQM) for each district in the State and a Nodal Officer of the rank of at least Superintending Engineer to be designated as Director (QM). The Director (QM) will coordinate the work of all SQMs in the State.

No records, however, were made available to audit to support that monitoring was carried out at district/block and GP level. In reply to audit query, the Assistant Development Commissioner, P&RD Department, Assam stated (October 2024) that the monitoring reports were submitted online through 'Area Officer App'[42] at the district level and the district authorities held video conferencing (VC) with BDOs/block officials for monitoring. According to Area Officer App, the annual target of visits was fixed at 120 (total 600 for five years) in respect of DPC/ADPC/EE/AE/JE. However, no physical monitoring report could be made available to audit.

Scrutiny of data from the 'Area Officer App' regarding work site visits of MGNREGA works by the DPCs, ADPCs, Executive Engineers/Assistant Engineers/Junior Engineers in the State during the period 2019-20 to 2023-24 showed that there was huge shortfall in site visits by the concerned stakeholders in the as shown in **Table 1.2.20.**

Table 1.2.20: Details of site visits by concerned stakeholders in the State and sampled Districts

State	DPC		ADPC[43]		Executive Engineer		AE		JE		Others
	Target	Work site visited	Target	Work site visited	Target	Work site visited	Target	Work site visited	Target	Work site visited	work site visited
State as a Whole	21,000	670	21,000	3,878	21,000	1,259	21,000	3,532	21,000	255	1,673
(Shortfall in percentage)		(97)		(82)		(94)		(83)		(99)	-
Selected Districts	**DPC**		**ADPC**		**Executive Engineer**		**AE**		**JE**		**Others**
	Target	**Work site visited**	**Target**	**Work site visited**	**Target**	**Work site visited**	**Target**	**Work site visited**	**Target**	**Work site visited**	**work site visited**
Cachar	600	9	600	8	600	0	600	90	600	0	79
Dhubri	600	12	600	63	600	0	600	64	600	0	0
Karbi Anglong	600	0	600	40	600	13	600	77	600	3	90
Kokrajhar	600	0	600	39	600	0	600	37	600	0	0
Lakhimpur	600	101	600	172	600	152	600	247	600	0	36
Tinsukia	600	7	600	33	600	4	600	116	600	16	7
Selected District	**3,600**	**129**	**3,600**	**355**	**3,600**	**169**	**3,600**	**631**	**3,600**	**19**	**212**
(Shortfall in percentage)		**(96)**		**(90)**		**(95)**		**(82)**		**(99)**	**-**

Source: Dashboard of Area Officer 2.0 portal Dashboard (areaofficer.nic.in/report)

It may be seen from the table above that out of targeted 21,000 work site visits in the State during 2019-20 to 2023-24 for the DPC/ADPC/EE/AE/JE, the shortfall in site visits ranged from 82 *per cent* to 99 *per cent* at the State level. Similarly, out of

[42] The "Area Officer App" is a mobile application. App was launched by MoRD, to facilitate the officials of the State/UT to record their field visit findings of Rural Development schemes online where officers of different ranks from Commissioner, DPC, CEO, PDs, BDOs and Executive Engineers/ Assistant Engineers/ Junior Engineers have been registered. It facilitates the supervisory officers to record their findings online along with time-stamped and geo-coordinate tagged photographs for all the schemes of MGNREGA. GoA has ensured use of this App by different officers right from top to bottom.

[43] Additional District Programme Co-ordinator.

targeted 3,600 work site visits in the selected districts during 2019-20 to 2023-24, there were shortfalls ranging from 82 *per cent* to 99 *per cent.*

Further, State Quality Monitoring Unit in the State and State Quality Monitor for each district in the State were non-existent. Only a technical cell had been constituted at the State Headquarters headed by the Chief Engineer which carried out enquiry of irregularities on execution of schemes at the field level. Thus, independent quality monitoring of works in the State by a nodal unit, including proper monitoring at all the levels, was deficient leading to irregularities in execution of the scheme as elaborated in different paragraphs[44] of this report.

During Exit Conference, the Department stated (June 2025) that earlier MGNREGA and PMAY-G were having a combined target and now targets were separated since 2024 and the sudden doubling of targets led to shortfall in monitoring. The Department also stated that State Quality Monitoring Unit was formed at State level while District Quality Monitoring Units were still to be formed.

1.2.7.1.2 Preparation of Citizens' Charter

As per Para 13.12.1 of the Operational Guidelines, the Citizens' Charter shall cover all aspects of the duties of Panchayats and officials under the Act. It should describe the specific steps involved in implementing the provisions of the Act, and lay down the minimum service levels mandated by these provisions on the Panchayats and the officers concerned.

Scrutiny of records showed that out of 47 selected GPs/VDCs, only 17 GPs/VDCs[45] (36 *per cent*) prepared the Citizens' Charter. In the absence of the Citizens' Charter in the remaining 29 GPs/VDCs, transparency in implementation of the provisions of the Act at the grassroots level was weakened.

The Department stated (June 2025) that the point has been noted for future course of action.

1.2.7.1.3 Vigilance Mechanism

As per Para 13.6.1 of the guidelines, all States shall make an arrangement for a three-tier vigilance mechanism (State Level Vigilance Cell, District Vigilance cell and at Local level, Vigilance and Monitoring Committee) to proactively detect irregularities in the implementation of the Act and to follow up detected irregularities and malfeasance, including those identified during social audit, and ensure that the guilty are punished and recoveries of misspent funds duly made.

In reply to an audit query, Joint Commissioner, P&RD Department, Assam stated (October 2024) that a proposal has been submitted to the GoA to form Vigilance and

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[44] 1.2.6.1.1, 1.2.6.1.2, 1.2.6.1.3 and 1.2.6.1.4

[45] Lakhipathar, Langkashi, Tengapani, Maithong, Purani Pukhuri and Tongana under Tinsukia district, Airkata, Beldubi, Chirakuti, Dingdinga Parowa, Boyzeralga, Nayeralga and Kazaikata Suapata under Dhubri district, Joypur, Habrubil, Panbari and Satyapur under Kokrajhar district.

Monitoring Committees in different districts for implementation of schemes under the MGNREGA and it is currently under process at the Government level. Thus, it was seen that a three tier vigilance mechanism was not in place in the State and vigilance cells were not created at any level of implementation of the programme.

In absence of a vigilance mechanism, irregularities in implementation of scheme as detailed in this Report remained undetected. Further, there was no follow up of irregularities detected in social audit as elaborated in Paragraph 1.2.7.2.2.

In reply, the Department stated (June 2025) that the point had been noted for necessary action.

1.2.7.1.4 Structural Mechanism for Monitoring

Section 12 of the Act provides for setting up of a State Employment Guarantee Council (SEGC) (or 'State Council') by every State Government. The SEGC was to advise the State Government on the implementation of the scheme, review the monitoring and redressal mechanisms and suggest improvements, evaluate and monitor the scheme within the State, recommend the proposals of works to be submitted to the Central Government, promote widest possible dissemination of information about this Act and the Schemes under it and prepare the annual report to be laid before the State Legislature by the State Government.

Scrutiny of records showed that the State Government had set up (March 2013) the State Employment Guarantee Authority (SEGA) to advise the State Government on all matters concerning the scheme, recommend the proposals of works to be submitted to the Central Government, promote widest possible dissemination of information and to prepare the annual report to be laid before the State Legislature. The SEGA was required to meet once in every three months.

Audit observed that the SEGA met only once in a year during the years 2019-20, 2020-21 and 2023-24, twice in 2022-23 and did not hold any meeting in 2021-22, against the prescribed norm of one meeting every three months. The inconsistent meetings of SEGA indicated lack of willingness of SEGA to advise the State Government on matters concerning the implementation of the Act.

The Department stated (June 2025) that SEGA met only once in a year during the period 2019-24 due to administrative constraints and unforeseen circumstances including disruptions caused by COVID 19 and the State Government was taking corrective steps to ensure regular convening of SEGA meetings in line with the prescribed norms.

1.2.7.2 Social Audit

Section 17 of the Act states that the Gram Sabha would monitor the execution of works within the GP, conduct regular social audit of all the projects under the scheme taken up within the GP. The Department of Panchayat and Rural Development, Assam set up the Assam Society for Social Audit (ASSA), in December 2016 and notified (22 November 2017) the Guidelines (also called Rules) for Social Audit under Section 17 of the Act. However, the registration of ASSA was only up to 02 December 2019 and had not been renewed thereafter (February 2025).

The Department stated (June 2025) that renewal of Society registration will be completed shortly as per Rule.

1.2.7.2.1 Shortfall in required Social Audit

As per Para 13.1.1 & 13.2.2 of the Operational Guidelines, 2013, Social Audit Unit shall identify appropriate number of Resource persons at State, district, block and GP levels to facilitate Gram Sabha in conducting social audit. Social Audit has the following dimensions:

- As a continuous and ongoing process, involving public vigilance and verification of quantity and quality of works at different states of implementation and
- As a process, it is to be conducted in every GP at least once in six months, involving a mandatory review of all aspects.

The position of coverage of GPs in Social Audit by the Assam Society for Social Audit (ASSA) during the period 2019-24 is given in **Table 1.2.21.**

Table 1.2.21: Year wise position of coverage of GPs in the State

Year	Total number of GPs			Shortfall in coverage (*per cent*)	Nos. of selected GPs covered in Social Audit[46]	Shortfall in coverage of selected GP	*Per cent* shortfall in coverage of selected GPs.
	in the State	planned for Social Audit	covered in Social Audit				
1	**2**	**3**	**4**	**5**	**6**	**7**	**8(7/47*100)**
2019-20	2,661	1,584	1,542	1,119 (42)	23	24	*51*
2020-21	2,661	702	542	2,119 (80)	20	27	*57*
2021-22	2,661	1,626	1,626	1,035 (39)	33	14	*30*
2022-23	2,661	2,661	2,661	0 (0)	41	6	*13*
2023-24	2,661	2,661	2,593	68 (3)	36	11	*23*

Source: Information furnished by the Social Audit Directorate, Assam and selected GPs.

It can be seen from the above table that against the provision of conducting Social Audit of each GP once in six months, 1,584 GPs, 702 GPs and 1,626 GPs were planned to be covered during 2019-22. However, except for the year 2022-23, ASSA did not achieve its target in any year, with shortfalls ranging between three and 80 *per cent* for the State.

Further, in the selected GPs, shortfall ranging between 13 *per cent* and 57 *per cent,* were observed in achieving the social audit target during the period covered by audit. In view of shortfalls in the selected GPs even during 2022-23, the report of cent *per cent* coverage of GPs in the State during 2022-23, furnished by the Social Audit Directorate, Assam (**Table 1.2.21)**, was not found reliable.

The Department stated (June 2025) that due to outbreak of COVID 19 and imposition of Model Code of Conduct for State Assembly Election in 2021 and Lok Sabha

[46] Out of 47 selected GP/VDCs

Election in 2019 and 2024, there was shortfall in coverage GPs in Social Audit as pointed out by audit. It also stated that in the financial year 2024-25, Social Audit has been conducted in all the 2661 GPs (100 *per cent*) of the State. The MIS data as on 25 June 2025, however, showed that during 2024-25, Social Audit of 2,647 GPs were conducted only once in a year instead of twice during the year and Social Audit of only two GPs were conducted twice during 2024-25.

1.2.7.2.2 Follow up of Social Audit Reports

Para 13.4.4 of the Operational Guidelines, 2013 envisaged that the State Government shall be responsible to take follow up action on the findings of social audit. Para 13.4.3 of the Guidelines also specifies that the Social Audit Unit shall be responsible to host the social audit reports including action taken reports in the public domain. Further, as per Para 13.4.5 of Guidelines, SEGC shall monitor the action taken by the State Government on previous audit reports and incorporate the Action taken Report in the annual report to be laid before the State Legislature by the State Government.

The position of settlement of Social Audit observations raised in the State is shown in **Table 1.2.22.**

Table 1.2.22: Year wise position of settlement of Social Audit observations in the State

Year	Social Audit Observations raised	Social Audit observations settled	Outstanding Social Audit observations	Percentage of outstanding Social Audit observations
2019-20	1,502	987	515	34
2020-21	1,970	1,858	112	6
2021-22	6,080	5,024	1,056	17
2022-23	11,209	6,113	5,096	45
2023-24	8,524	2,684	5,840	69

Source: Information furnished by ASSA.

As seen from above, a considerable number of social audit observations raised during the period covered in audit were yet to be settled (September 2024).

SEGA did not monitor the action taken by the State Government on Social Audit Reports and no Action Taken Report was incorporated in the Annual Report laid before the State Legislature by the State Government. In the selected GPs, no records were shown to show that findings of Social Audit had been discussed in the Gram Sabhas. This indicated that follow up action on previous reports of Social Audit was not in place.

The Department stated (June 2025) that DPC/PO had responded to observation raised in Social Audit through MIS regularly and the percentage of outstanding social audit observations as of May 2025 ranged between 4.5 and 45 *per cent* during the years 2019-2024 against six and 69 *per cent* reflected in the Report.

Although there was decrease in the percentage of outstanding social audit observations, a considerable number of observations were still outstanding for settlement.

1.2.7.3 Grievance Redressal Mechanism

As per section 19 of the Act, the State Government shall by rules, determine appropriate grievance redressal mechanisms at the block level and district level for dealing with any complaint by any person in respect of implementation of the Scheme and lay down the procedure for disposal such complaints. Para 13.13.1(i) of MGNREGA Guidelines, 2013 provides for multiple modes of complaints for registering a complaint with the Programme Officer and will include written complaints and complaints made through telephone help lines. Further, Complaint Registers are to be maintained at district, block and GP levels.

Audit scrutiny showed that the Rules for Grievance Redressal was yet to be formulated. The empowered committee of MoRD, GoI, in its meeting held on 16 December 2022 also reiterated the requirement of notifying the rules by the State Government. However, the State Government was yet to formulate and notify (December 2024) the Rules for Grievance Redressal.

Complaint Registers were maintained only in three (50 *per cent*) out of six selected districts, four (33 *per cent*) out of 12 selected blocks and 32 (68 *per cent*) out of 47 selected GPs/VDCs respectively. At the Commissionerate level, on enquiry, the Assistant Development Commissioner, P&RD Department, Assam stated (October 2024) that complaints were received through 'Telephonic Help Desk' (THD) system only. However, the records/report of receiving complaints through THD and disposal thereof could not be made available to audit.

Further, as per MIS data, a total of 720 complaints were received in the State out of which 484 cases had been disposed and 236 cases (33 *per cent*) were still pending to be disposed (December 2024).

Thus, the grievance redressal mechanism in the State was inadequate due to weak monitoring and poor record maintenance, requiring strengthening of systems for prompt disposal of grievances.

The Department stated (June 2025) that it had a grievance redressal mechanism at multiple level but admitted that Complaint Registers were not uniformly maintained across all districts, blocks and GPs and that training is being imparted to the field functionaries on record keeping and reporting protocols.

1.2.7.4 Ombudsman system

As per Para 13.14.1 of the guidelines, in keeping with the principles of transparency and accountability, the State Government will establish the office of Ombudsman in all districts for expeditious redressal of grievances regarding implementation of MGNREG Scheme. Depending on requirement, the States may initially appoint one Ombudsman for two districts and watch the workload.

Audit observed that the State Government had engaged 27 Ombudsman in 27 districts (77 *per cent*), including five selected districts[47] for redressal of grievances. However, although the Ombudsmen had been appointed in all five selected districts, only the Ombudsman in Dhubri district carried out the activities for redressal of grievances, while the Ombudsman in the remaining four districts did not carry out any activities.

Thus, non-establishment of the offices of Ombudsman in the remaining eight districts indicates that the Department was not following the provisions of Guidelines for expeditious settlement of grievances regarding implementation of MGNREGA.

The Department stated (June 2025) that the State had 26 Ombudspersons who were posted in 35 districts of Assam with additional charge of nine districts and recruitment in those nine districts were under process. It was also stated that vacancy in the post of Ombudsman occur frequently as persons appointed in the post did not complete their tenure due to health and other issues.

1.2.8 Conclusion

The envisaged monitoring and grievance redressal mechanism was practically non-functional. SEGA did not perform the role of advisory to the Government satisfactorily on various matters relating to implementation of schemes. There were shortcomings in number of social audits carried out and settlements of observations raised in social audit Reports.

1.2.9 *Recommendations*

The Government may

- ***ensure setting up of State Quality Monitoring Unit with State Quality Monitors for each districts in the State to ensure quality monitoring by external monitors.***
- ***evolve a mechanism to conduct social audit of all the GPs and ensure the timely settlement of observations raised in social audit Reports.***
- ***intensively monitor the scheme through SEGA for proper implementation.***
- ***formulate and notify rules to establish Grievance Redressal mechanism.***

[47] Dhubri, Lakhimpur, Cachar, Karbi Anglong and Kokrajhar.

Compliance Audit Paragraphs

Medical Education and Research Department

1.3.1 Unfruitful expenditure

Health and Family Welfare Department, Government of Assam did not put to use the ancillary works executed at a cost of ₹1.62 crore due to demolition of the same for construction of new Medical College and Hospital rendering the expenditure incurred on the works unfruitful.

Rule 466(1) of Assam Financial Rules (AFR), 1939 stipulates that every public officer should exert the same vigilance in respect of public expenditure and public funds generally as a person of ordinary prudence would exercise in respect of expenditure and the custody of his own money.

The Health and Family Welfare (H&FW) Department[48], Government of Assam (GoA) accorded (February 2021) administrative approval (AA) of ₹998.30 crore for construction of new Medical College and Hospital (MC&H) in Mohendra Mohan Choudhury Hospital (MMCH) and Kalapahar Campus along with 800 bedded General Hospital at MMCH campus in Guwahati. The AA contained the condition, *inter alia*, to the Public Works Department (PWD) that "there should be no duplication of the aforesaid work *vis-à-vis* any other work undertaken in the institution". The estimate for the new MC&H at MMCH campus was prepared (February 2021) by the Executive Engineer (EE), Office of the Chief Engineer, PWD (Building), Assam covering the whole area of the MMCH and demolishing all the existing buildings except Bagri Building[49].

Audit observed (October 2023) that after accordance of approval for construction of new MC&H, two Pressure Swing Absorption Oxygen Generation Plant[50] (PSAOGPs) were installed at MMCH campus by H&FW Department. Subsequently, for commissioning the PSAOGPs, on the ground of surge of COVID-19 pandemic, H&FW Department issued (July 2021) go-ahead to PWD (Building) for taking up ancillary works *viz.*, civil, electrical and oxygen pipeline works in 18 hospitals across the State, including MMCH. The purpose of taking up the ancillary works was to facilitate supply of oxygen directly through pipeline from the already installed PSAOGP.

Audit further observed that the EE prepared (November 2021) the estimates for four ancillary works at MMCH valued ₹2.04 crore, which included installation of two DG

[48] H&FW Department was reorganised into two separate Departments namely (i) H& FW Department and (ii) Medical Education & Research Department *vide* GoA's notification No. AR 28/2022/6 dated 05 May 2022.

[49] Being used as a Covid 19 maternal and child Ward of MMCH upto June 2021. Thereafter, the building was to be used by Mission Smile (an NGO) and a portion by MMCH for office purpose.

[50] One oxygen generation plant of 1,000 LMP installed (30.04.2021) by M/s Premier Cryogenics Ltd. for ₹2.07 crore and another one of 333 LMP was donated by M/s LEHS I WISH, New Delhi.

sets worth ₹42.45 lakh[51]. The ancillary works were executed during November to December 2021 by incurring an expenditure of ₹2.04 crore as detailed in ***Appendix-1.7***. The EE handed over the completed work to the Additional Superintendent, MMCH during February 2022.

The ancillary works, however, could not be put to use as the MMCH was closed for construction of the 800 bedded hospital and the Doctors and staffs of the MMCH were already directed (December 2021) to join different health centres by 31 December 2021. The construction of new MC&H at MMCH commenced on 27 January 2022 and except the Bagri building, two DG sets and PSAOGPs, all the existing structures including the four ancillary works were demolished. The DG sets and PSAOGPs were subsequently shifted to Dhubri Medical College and Hospital and Guwahati Medical College and Hospital respectively.

In this context, Audit observed the following:

- GoA already accorded (February 2021) AA to construct new MC&H by demolishing all the existing building of MMCH campus during the Covid-19 period itself with the condition that no other work would be undertaken in the campus. The decision of the Department to include (July 2021) MMCH in the list of 18 hospitals across the State to facilitate supply of oxygen directly through pipeline without consulting relevant stakeholders was not justified.
- The delayed action on the part of the EE of taking up (November 2021) the ancillary works on receipt (July 2021) of go-ahead order for execution of the work and also delay in handing over (February 2022) of the works after completion (December 2021) indicated that there was no immediate need to take up the ancillary works urgently. Lack of urgency in executing the work despite being authorised in July 2021 pointed towards procedural inefficiencies in PWD's project execution framework.
- Further, handing over the completed work by the EE to the Additional Superintendent, MMCH in February 2022 after closure of the hospital and shifting of the existing Doctors and staffs in December 2021 to other hospitals indicated lack of co-ordination between the two Departments involved.
- Audit also observed that lack of coordination between H&FW Department and PWD (Building) led to the contradictory approval of ancillary works. There was lack of timely communication between Departments regarding project timelines and scope changes. The Decision-making was based on short-term needs without aligning with the long-term project plans by H&FW.

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[51] One 250 KVA DG Set for 1,000 LPM Oxygen Generator Plant valuing ₹30 lakh and one 100 KVA DG Set for 333 LPM Oxygen Generator Plant valuing ₹12.45 lakh.

- Absence of due diligence in assessing the feasibility and utility of the ancillary works in light of the impending demolition and construction activities indicated lack of proper need assessment before including MMCH in the project.
- Hasty decision-making by the H&FW Department without consulting relevant stakeholders regarding the utility of the ancillary works highlighted the failure to account for the upcoming closure of MMCH and relocation of staff, which rendered the works redundant. Besides, there was failure to incorporate updates about MMCH's closure into project planning and execution, which indicated absence of a centralised monitoring and decision-making framework for large-scale infrastructure projects.

Thus, the H&FW Department's decision to execute ancillary works in the MMCH campus during its Covid-19 closure for new M&CH construction proved injudicious. The subsequent demolition of these unused ancillary works rendered the expenditure of ₹1.62 crore[52] unfruitful, as the works were not put to use and were later demolished for construction of new MC&H.

GoA, in reply, stated (July 2025) that to supply oxygen through pipeline to Covid-19 patients in their ward as well as to those in the ICUs seemed to be the most feasible solutions especially in the hospitals where the oxygen generation plants were already installed. It was also added that the ancillary works were integral and crucial component of the PSA oxygen generation plant for building complete ecosystem to extract the optimal benefit of the project.

The reply is, however, not tenable as the ancillary works were completed only during November – December 2021 and handed over to the MMCH authority in February 2022 *i.e.*, after closure of services of MMCH and no Covid-19 patients were admitted in MMCH since June 2021. As a result, the ancillary works were not put to use and the same were demolished for construction of new MC&H.

Public Works (Building & NH) Department and Tea Tribes and Adivasi Welfare Department

1.3.2 Avoidable extra expenditure

The implementing agencies finalised tender based on the faulty estimate prepared by the Executive Engineer (EE), PWD (Building), Capital Construction Division[53], Guwahati leading to an extra expenditure of ₹2.07 crore, which was avoidable.

Rule 466 (1) of the Assam Financial Rules (AFR), 1939 stipulates that every public officer should exert same vigilance in respect of public expenditure and public funds generally as a person of ordinary prudence would exercise in respect of expenditure of

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[52] ₹2.04 crore *minus* ₹42.45 lakh being the value of two DG sets.

[53] Renamed as Dispur and Dimoria Territorial Building Division vide Notification No. ECF No. 431621/1 dated 11 March 2024.

his own money. Rule 248 of AFR, 1939 provides that the estimated rates should generally agree with the schedule of rates or else the rates allowed should be with proper justification/ analysis.

Further, GoA, Public Works Department (Building & National Highways) notified (June 2021) that SoR used by CPWD will be adopted for execution of all works (Civil, Sanitary, Water Supply and Electrical) under Assam PWD (Building).

Directorate of Tea Tribes Welfare[54], Assam took up (September 2022) the scheme 'Installation of Permanent Structural Hoardings for Publicity of Welfare Schemes for Tea Tribes in all the 1,100 Tea Gardens of Assam' with a budgetary provision of ₹seven crore for the year 2022-23. The Director allotted (October 2022) the work to the Assam Government Marketing Corporation (AGMC) Limited, Guwahati, with the concurrence of the Finance Department, who got the estimates prepared through the Executive Engineer (EE), PWD (Building), Capital Construction Division, Dispur, Guwahati for an amount of ₹1.02 lakh per Hoarding (cost of civil work - ₹0.90 lakh and cost of two sets of Solar Electric Lights - ₹0.12 lakh).

On receipt of approval (November 2022) of the Plan and Estimates, the AGMC Limited invited (November 2022) bids through Government e-Marketplace (GeM) portal. Out of the three technically qualified bidders, AGMC awarded the work to Metro Traders, being the lowest bidder for installation 618 hoardings in Tea Gardens in the 1st Phase at a bid value of ₹1,01,790 per hoarding for completion within November 2023. On completion of the work between September-November 2023, the AGMC submitted (December 2023) bills worth ₹6.29 crore[55] to the Director, who made (March 2024) payment of ₹6.08 crore to AGMC Limited.

As per the estimated provisions, the item rates of the approved estimate were based on Delhi Schedule of Rates (DSR), 2021 and analysed/ market rates. Audit, however, observed that the item rates allowed in the approved estimate were higher than the admissible rates as per DSR 2021 and also contained totalling mistakes in the analysis of rates. As a result, for installation of each hoarding, against the actual estimated cost of ₹68,824, the estimated rate was ₹1,02,315, an inflation of ₹33,491 (48.66 *per cent*) per hoarding as detailed in **Table 1.3.1**:

Table 1.3.1: Hoarding wise details of analysis of rates

(Amount in ₹)

Sl. No.	Rates allowed in the approved estimate						Estimated cost based on DSR/ analysis of rates	
	DSR item code	Description of item	Unit	Qty	Rate	Amount	Rate	Amount
1.	DSR/2.6.1	Earth work in excavation by mechanical means (exceeding 30 cm in depth, 1.5 m width and 10	Cum	1.30	752	975	205.45	267

[54] Renamed as 'Director, Tea Tribes and Adivasi Welfare' w.e.f. 13.04.2023.

[55] ₹1,01,790 x 618 hoardings.

Sl. No.	Rates allowed in the approved estimate						Estimated cost based on DSR/ analysis of rates	
	DSR item code	**Description of item**	**Unit**	**Qty**	**Rate**	**Amount**	**Rate**	**Amount**
		sqm on plan) including disposal of excavated earth up to lead of 50 m and lift up to 1.5m.						
2.	DSR/4.1.5	Providing and Laying in position cement concrete excluding the cost of centering and shuttering up to plinth level: 1:3:6.	Cum	1.32	9,600	12,672	6,833.40	9,020
3.	DSR/5.9	Centering and shuttering including strutting, propping, *etc*., and removal of form for 5.9.1 Foundations, footings, bases of columns, *etc*., for mass concrete.	Sqm	0.48	307.95	148	307.95	148
4.	DSR/10.1	Structural steel work in single section, fixed with or without connection plate, including cutting, hoisting, fixing in position and supplying a printing coat of approved steel primer.	Kg	380.50	145	55,173	93.05	35,406
5.	Analysis of Rate **(Appendix-1.8)**	Printing, framing and fixing of flex including local carriage, *etc*., and dismantling after the function is over.	Sqm	13.12	1512.76	19,847	799[56]	10483
6.	Market Rate	Maintenance of hoardings up to three years.	Each	1.00	1,500	1,500	1500	1500
Cost of Civil Works						**90,315**	**--**	**56,824**
7.	Market rate	2 sets of Solar Electric Lights	Each	2.00	6,000	12,000	6000	12,000
					Grand Total	**1,02,315**	**--**	**68,824**
Excess cost allowed in the estimate: ₹33,491 (₹1,02,315 – ₹68,824)								

Source: Departmental records.

The faulty estimate not only accommodated extra cost of ₹33,491 per hoarding in the estimates but also led to an extra expenditure of ₹2.07 crore[57] as the lowest quoted rate of ₹1,01,790 was finalised based on the inflated estimated cost of ₹1,02,315 put to tender instead of the actual estimated cost of ₹68,824. This was facilitated due to preparation of faulty estimates by the EE, PWD (Building), Capital Construction Division coupled with the failure on the part of the AGMC to verify the correctness of the estimates.

[56] Details of actual Analysis of Rate shown in Annexure
[57] ₹33,491 x 618 hoardings = ₹2,06,97,438

Further, audit also observed that the registrations obtained by the contractor in the GST portal did not include the item of works assigned to it. This indicated that without ascertaining the necessary eligibility criteria in terms of the GST Act, 2017, the contractor was awarded the work.

On this being pointed out, the Additional Chief Secretary (Tea Tribes and Adivasi Welfare Department) to the Government of Assam stated (March 2025) that the Directorate did not have a dedicated technical wing or personnel to analyse cost estimates and market rate. As a result, AGMC Ltd. was entrusted with the job of implementation of the scheme and approved the estimate submitted by them. However, the Department would have the estimates re-examined by other technical Department and take necessary steps based on their recommendations.

GoA, Tea Tribes and Adivasi Welfare Department stated (July 2025) that the Directorate did not have a dedicated technical wing or personnel to analyse and verify the technical issues. GoA, Public Works (Building & NH) Department stated (July 2025) that while preparing estimate, certain clerical as well as arithmetical errors had occurred, which was duly corrected in accordance with the DSR 2021 and submitted to AGMC on 28 March 2025.

Audit, however, observed that the rates of the DSR (2.6.1, 4.1.5 and 10.1) and non-DSR items were enhanced through analysis by manipulating the quantity of material and labour components of the analysis as per the DSR and also by incorporating new items to justify the estimated rates. Thus, the contention that clerical and arithmetical errors were corrected in accordance with the DSR 2021 was factually incorrect.

Tribal Affairs (Plain) Department

1.3.3 Avoidable excess expenditure due to procurement above Maximum Retail Price

The Directorate of Tribal Affairs (Plain), Assam, incurred an avoidable excess expenditure of ₹11.49 crore in procuring Pressure Cookers, Gas Stoves, and Battery Operated Sprayers for Scheduled Tribe (ST) and Other Backward Class (OBC) beneficiaries under various welfare schemes. This was due to procurement at rates exceeding the Maximum Retail Price (MRP), in contravention of financial prudence and statutory procurement norms.

As per Rule 466(1) of the Assam Financial Rules (AFR), 1939, public officers are required to exercise vigilance in public expenditure as a person of ordinary prudence would in managing personal funds. Rule 18(2) of the Legal Metrology (Packaged Commodities) Rules, 2011, prohibits any sale of packaged goods above the MRP, which is inclusive of all components such as taxes, transportation, and profit margins. Section 4(1)(c) of the Assam Public Procurement Act, 2017, mandates economy and efficiency in procurement by all public functionaries.

Audit scrutiny (September–October 2021) of records of the Directorate of Welfare of Plain Tribes and Backward Classes (renamed as Directorate of Tribal Affairs (Plain) from 31 August 2022) showed that the Department floated e-tenders in July 2019

(Pressure Cookers and Gas Stoves) and October 2020 (Battery Operated Knapsack Sprayers of 16 litres capacity) for distribution among the Scheduled Tribes (ST)/ Other Backward Classes (OBC) beneficiaries of Assam under the different welfare schemes[58]. The tenders required bidders to certify that quoted rates were not more than MRP or prevailing retail prices in Assam.

Based on e-tender results, the Government of Assam sanctioned ₹64 crore (₹44 crore for Pressure Cookers & Gas Stoves in February 2021, and ₹20 crore for Sprayers in January–February 2021). Orders were placed for:

- 66,715 Pressure Cookers & Gas Stoves at a combined rate of ₹6,595/unit, and
- 56,281 Sprayers at ₹3,555/unit.

Supplies were made between February 2021 and December 2022, with payments released between March 2021 and December 2022.

Audit scrutiny and physical verification of sample items revealed that the printed MRP on the appliances was significantly lower than the approved procurement rates as shown in **Table 1.3.2**:

Table 1.3.2: Item wise comparison of MRP *vis-à-vis* approved rates

Item	MRP (₹)	Rate Paid (in ₹)	Excess/Unit (in ₹)	Quantity	Excess Expenditure (₹ in crore)
Pressure Cooker	2,625	2604	—	66,715 each	—
Gas Stove	3,395	3990	575		
Sub-Total*	6020	6,595**	575	66,715	3.84
Battery Operated Sprayer (16L)	2,195	3,555	1,360	56,281	7.65
Total					**11.49**
**** The combined bids were called for Pressure Cooker and Gas Stove.***					
***** The received rates amounting to ₹6,594 has been approved as ₹6,595.***					

Source: Departmental records.

Further, the acceptance of bidder affidavits for price compliance was not verified against actual MRPs printed on the goods. The Department allowed procurement at rates inconsistent with the MRP norms and in contravention to statutory pricing provisions. Audit also observed that the basis for selection of these items for welfare distribution was not documented and no need assessment or beneficiary demand data was furnished to audit. The Departmennts claim that requirement of items had been communicated by stakeholders remained unsupported by documentary evidence.

The Department did not ensure compliance with statutory pricing norms, exercised inadequate oversight of vendor declarations, and did not establish the necessity or beneficiary alignment for the procured goods. This reflects systemic deficiencies in

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58 (i) One-time Special Grant for Development of OBC Community, (ii) One-time Special Grant for Development of ST Community, (iii) CM's special One Time Assistance to Tai Ahom Development Council (iv) Special Central Assistance to Tribal Sub Scheme and (v) Article 275 (1) of Constitution of India.

procurement planning, internal control, and financial accountability, resulting in avoidable excess expenditure of ₹11.49 crore.

On this being pointed out, GoA stated (December 2024) that the rate was invited through e-tendering process for fixation of rates of the items and the procurement of the same for delivery to the different districts and sub-divisions of Assam and the rates were fixed as per L1 rates received through the tendering process which included the rate of the item along with GST, transportation, loading, stocking, incidental costs, *etc*.

The GoA's justification that rates were determined via L1 bids inclusive of all costs - fails, as MRP by definition already includes all such components. Therefore, procurement above MRP was a violation of Rule 18(2) of Legal Metrology (Packaged Commodities) Rules, 2011 and rendered the entire process irregular/ non-compliant.

1.3.4 Irregular expenditure

The Directorate of Tribal Affairs (Plain), Assam did not adhere to the codal provisions in implementation of a community driven scheme and released payment without ensuring actual receipt of the items by the intended beneficiaries, which resulted in irregular expenditure of ₹9.92 crore. Besides, the distribution of items worth ₹6.58 crore without obtaining any acknowledgement of receipt, rendered the validity of such distribution doubtful.

The Directorate of Welfare of Plain Tribes and Backward Classes (WPT&BC), Assam took up schemes[59] for distribution of Mini Rice Mills, Paddy Threshers and Solar Dryers to beneficiaries from Other Backward Classes (OBC) and Scheduled Tribe (ST) communities. As per the guidelines of the schemes, the cost of the equipment was to be shared between the Government of Assam (GoA) and the beneficiaries in the ratio of 80:20. Accordingly, the Directorate invited tenders between 19 October and 17 November 2020. Based on the bids received, L1 bidder[60] for each item was selected for supply of the items. Subsequently, based on proposals submitted by the Directorate during December 2020 to January 2021, GoA, WPT&BC Department (renamed as Tribal Affairs (Plain) Department *w.e.f.* 31 August 2022) sanctioned ₹20.46 crore (Solar Dryer: ₹4.98 crore, Tractor operated Mini Rice Mill: ₹9.49 crore and Paddy Thresher: ₹5.99 crore) between January and February 2021.

The Directorate issued orders (January to February 2021) to the selected suppliers for supply of total 1,095 units of Solar Dryer (150 Nos.), Tractor operated Mini Rice Mill (464 Nos.) and Paddy Thresher (481 Nos.) at the finalised rates for distribution to the

[59] OTSG for Development of OBC Community, Grants under Article 275 (1) of constitution of India for development of ST community and OTSG for Development of ST Community.

[60] Trade Supply India for supply of Mini-Rice Mill (₹2,55,555/ piece), J K Engineering for supply of Paddy Thresher (₹1,55,555/ piece) and Progressive Enterprise for supply of Solar Dryer (₹4,14,750).

beneficiaries through various offices[61] in Assam. The Directorate paid (between February 2021 and March 2022) ₹16.91 crore, being the GoA's share of 80 *per cent* of the unit price for 922 items.

Audit observed irregularties in the procurement, supply and distribution of items under this scheme as detailed below:

1.3.4.1 Deviation from the prescribed procurement procedure

Rule 24 (L) of the Assam Public Procurement Rule (APPR), 2020 provides the procedure for procurement of inputs such as equipment, machinery, *etc*., in community driven schemes. The procedure *inter alia* included the following:

- The procuring entity shall fix the minimum technical and quality specifications of the required items and establish a 'Rate-Bank' consisting of the names of manufacturers of the specific input items, equipment or machinery with the list of their local dealers, brands and models with corresponding prices through a transparent and open competitive process. Before signing a contract with all the manufacturers included in the 'Rate-Bank', the procuring entity will seek the willingness of the manufacturer to sell the input items to the beneficiaries of the scheme directly at the pre-determined price and to provide necessary after-sales service thereof.
- The 'Rate-Bank' along with the procedure that the beneficiaries are required to follow to procure the input items as well as the list of the eligible beneficiaries with details, shall be published in the State Public Procurement Portal as well as the Departmental website by the procuring entity and also given wide publicity.
- The eligible beneficiaries shall be free to choose the brand and model of the input item at the corresponding price as well as the particular dealer from the published 'Rate-Bank' by paying their share of the cost.
- The concerned dealers shall maintain records and evidence as prescribed by the procurement entity and shall submit the same along with the bills to the procuring entity for payment of the Government share. The procuring entity shall release the payment to the concerned dealers after due verification of the bills and shall maintain all the records, invoices, and evidence for audit.

In this regard, audit observed that the tenders were invited prior to the submission of proposals for sanction of funds and receipt of the financial sanction in violation of Rule 8 (1) (4) of the APPR, 2020, which stipulated that bids might be accepted only after the financial sanction is duly accorded. Further, in respect of two[62] out of the three schemes, financial sanctions were accorded in the name of the suppliers. The

[61] Sub-Divisional Welfare Officer, Principal Secretaries, North Cachar Hills Autonomous Council, Karbi Anglong Autonomous Council and Project Director, Integrated Tribal Development Program.
[62] OTSG for Development of OBC Community and OTSG for Development of ST Community.

authority based on which, the financial sanctions were issued in the name of the suppliers instead of the Department was not found on record.

Further, scrutiny of the bidding documents and supply orders showed that the registrations obtained by the suppliers in the GST[63] portal did not include the items for which the Directorate issued the supply orders. This indicated that without ascertaining the necessary eligibility criteria in terms of the GST Act, 2017, the suppliers were allowed to participate in the tendering process and supplying the items.

Against the payment for the 922 items, delivery challans only for 647 items were, however, made available to audit by the Directorate. In reply to an audit query, the Directorate stated (September 2024) that the items were kept in the suppliers' godown to avoid extra cost burden towards their storage till distribution. This process of storing items in suppliers' godowns was not in adherence to the procedure prescribed in the APPR, 2020, which provides that on the receipt of the beneficiaries share, the suppliers need to deliver the items directly to the beneficiaries and maintain the records and evidence for payment of the Government share. As such, there was no need to involve the procuring entity in the storage of the items.

In view of the above, Audit is of the opinion that despite availability of a prescribed procedure in the APPR, 2020 for the transparent and effective implementation of community driven schemes, the Directorate decided to bypass the same in the implementation of the schemes for reasons that were not placed on record and were therefore not known.

1.3.4.2 Irregular release of payment without adequate supporting documents

The Directorate made payment of ₹16.91 crore for 922 items, which included payment of ₹5.94 crore for 291 Mini Rice Mills (Tractor operated) based on the 'Proforma Invoice' submitted by Trade Supply India. As the 'Proforma Invoice' is a document which *inter alia* provides information about the particulars of the goods to be delivered including estimated prices, making payments based on 'Proforma Invoice' instead of the supplier's bills was not only irregular, but also showed that the payment was not made based on actual supply of the goods.

Out of 922 units of the items, 490 items (Tractor operated Mini Rice Mill: 112 and Paddy thresher: 378) were distributed to the beneficiaries ***(Details are in Table 1.3.3)***. But the acknowledgement showing receipt of the items by the beneficiaries for only 20 Tractor operated Mini Rice Mills could be produced to audit. In the absence of acknowledgement of receipt in respect of 470 items (92 Tractor operated Mini Rice Mills and 378 Paddy threshers) involving a total expenditure of ₹6.58 crore[64], the distribution of these items to the intended beneficiaries remained doubtful. The Directorate stated that in the case of solar dryers, the beneficiary's share was not

[63] Goods and Services Tax.
[64] (₹2,04,444 x 92) + (₹1,24,446 x 378) = ₹6,58,49,587.

received though 18 had applied for the same and in case of Mini Rice Mills, 112 out of 303 applicants had deposited their share and the Mills were delivered to them.

Although the Directorate had stated that the items were kept in the suppliers' godowns till distribution to avoid extra cost burden towards their storage, there was no recorded reason for challans being available for 647 units only and payments being made for 922 units, thereby indicating that the Directorate had paid the suppliers without actual receipt of the items by the beneficiaries.

1.3.4.3 Non-distribution and doubtful distribution

Rule 3 of the Assam Public Procurement Rules (APPR), 2020 {clause (l) of sub-section (1) of section 28 of the Assam Public Procurement Act, 2017} makes it obligatory on the procuring entity to clearly determine the need for any public procurement by assessing its essentiality with specific quantum and the extent or scope of the subject matter to avoid unwarranted expenditure or idle inventories.

Scruinty of records of the Directorate revealed that out of 922 units of the items received from the supplier, only 490 items were distributed while 432 items valuing ₹9.92 crore were yet to be distributed (till September 2024) to the beneficiaries as shown in **Table 1.3.3**.

Table 1.3.3: Details of item wise distribution

(₹ in crore)

Sl. No.	Name of the supplier	Item	Quantity procured	Rate in ₹		Bill submitted by the supplier		Payment made (GoA share *i.e.*, 80 *per cent* of unit price)	Quantity distributed	Quantity received as per Challan	No. of item yet to be distributed (*per cent*)	Value (GoA share) of not distribute items
				Unit price	GoA Share (80 *per cent* of unit price)	Unit	Value					
1	*2*	*3*	*4*	*5*	*6*	*7*	*8(5x7)*	*9 (6x7)*	*10*	*11*	*12 (7-10)*	*13(12x6)*
1.	Progressive Enterprise	Solar Dryer	150	4,14,750	3,31,800	150	6.22	4.98	Nil	87	150 (100)	4.98
2.	Trade Supply India	Mini Rice Mill (Tractor operated)	464	2,55,555	2,04,444	291	7.44	5.94	112	291	179 (61)	3.66
3.	J.K. Enterprise	Paddy thresher	481	1,55,558	1,24,446	481	7.48	5.99	378	269	103 (21)	1.28
Total			**1,095**			**922**	**21.14**	**16.91**	**490**	**647**	**432**	**9.92**

Source: Departmental records.

From the table above, it was evident that even after the lapse of almost four years from the date of issue of supply orders, 21 *per cent* to 100 *per cent* of the items, against which the payments were already made, were yet to be distributed, which showed that the Department procured the items without assessing the actual need for these and the demand by the intended beneficiaries. This resulted in irregular expenditure of ₹9.92 crore.

Although 490 items were stated to have been distributed, acknowledgement of receipt was available for only 20 items, rendering the distribution of the remaining 470 items valued at ₹6.58 crore unverifiable and doubtful. Besides, the distribution of items worth ₹6.58 crore without obtaining any acknowledgement of receipt, rendered the authencity of such distribution doubtful.

Thus, the overall procurement was undertaken without proper assessment of the actual beneficiary need or demand, in violation of the APPR, 2020. The process also deviated from the prescribed procurement and distribution mechanism due to premature tendering, payment without valid invoices or delivery evidence and the absence of adequate records confirming receipt by beneficiaries.

The Department may, therefore, establish a robust mechanism for need assessment prior to public procurement and ensure transparent distribution supported by adequate records and proper documentation to avoid unwarranted expenditure, idle inventory and non-verifiable delivery to beneficiaries.

The matter was forwarded to GoA (December 2024); their reply is still awaited (March 2025).

Woman and Child Development Department

1.3.5 Excess expenditure

Injudicious decision of the Director, Women and Child Development, Assam to procure rice from open market for distribution to adolescent girls under Scheme for Adolescent Girls, disregarding the rice allotted from Food Corporation of India, resulted in excess expenditure of ₹7.24 crore.

Rule 466 (1) of Assam Financial Rules, 1939 provides that every public officer should exert the same vigilance in respect of public expenditure and public funds generally as a person of ordinary prudence would exercise in respect of expenditure and the custody of his own money.

With a view to improving the health and nutritional status of adolescent girls, Government of India initiated the Scheme for Adolescent Girls (SAG) under the Integrated Child Development Services (ICDS) Umbrella Scheme. As per the Administrative Guidelines (2018) of the Scheme, the SAG focuses on out of school girls in the age group of 11 to 14 years. As per Paragraph 7.1.1 of the Scheme Guidelines *ibid*, each out of school adolescent girl in the age group of 11-14 years registered under the Scheme will be provided supplementary nutrition containing 600 calories and 18-20 grams of protein & micronutrients in the form of Take Home Ration (THR) or Hot Cooked Meal (HCM), whichever is feasible for 300 days in a year. The cost of nutrition provision was fixed at ₹9.50 per beneficiary per day.

Scrutiny of records (August – October 2020, September-October 2021, October-November 2022) at Social Welfare Directorate showed that the Director of Women & Child Development (DWCD), Assam invited (November 2018) Expression of Interest (EoI) from Non-Government Organisations (NGOs)/ Self Help Groups (SHGs) for supply[65] of rice and white peas at the prescribed rate of ₹9.50[66] for each beneficiary per day for the period 2018-19.

The DWCD, based on the acceptance of the terms of the EoI, extended the period of supply to 2019-20 to 2021-22 and issued (July 2019 to September 2021) supply orders to 61 suppliers for supply of 5,343.03 Metric Tonnes (MT) of THR comprising 3,863.61 MT of rice and 1,479.42 MT of white peas including cost of transportation, oil, fuel and condiments at a unit cost of ₹9.50 per beneficiary per day. During March 2020 - June 2022, the DWCD incurred expenditure of ₹28.23 crore[67] (***Appendix-1.9***) towards providing THR aggregating to 2,97,19,278 feeding days.

Audit observed that Ministry of Women and Child Development, Government of India allotted rice to the State at Central Issue Price applicable for Below Poverty Line (BPL) families under the SAG for the year 2019-20 and 2020-21 as per the details in **Table 1.3.4**.

Table 1.3.4: Allotment of rice during 2019-20 to 2021-22

Year		Allotment order and Date	Quantity of Rice (in MT)	BPL rate per MT (in ₹)
2019-20	1st Quarter	SAG/3/2019-SAG dated 20 March 2019	529.93	5,650
	2nd Quarter		529.93	
	3rd Quarter	SAG/3/2019-SAG dated 02 January 2020	815.00	
	4th Quarter			
2020-21	1st Quarter	SAG/2/2020-SAG dated 18 May 2020	617.51	
	2nd Quarter		617.52	
	3rd Quarter	No allotment was made		
	4th Quarter			
2021-22		No allotment was made during the year		

Source: Departmental records.

It may be seen from the table above that the Government of India allotted 3109.89 MT of rice during 2019-20 and 2020-21.

The DWCD, however, did not lift the rice from the Food Corporation of India went ahead with the supply of rice through NGOs/SHGs. The injudicious decision of the DWCD to procure rice from the open market rice at higher rate ignoring the allotted rice resulted in excess expenditure as shown in **Table 1.3.5**.

[65] Fine variety Aijong (Old) Rice: 130 grams per day having 448.50 Calories and 8.84 gram Protein and Matar (While Peas): 50 grams per day having 157.50 Calories and 9.85 gram Protein.
[66] Inclusive of cost of transportation, oil, fuel and condiments @ ₹0.60 as per norms.
[67] Including committed liability of ₹0.58 crore.

Table 1.3.5: Details of amount involved in supply of rice during 2019-20 to 2021-22

Year	Month of issue of supply order	No. of beneficiary	No. of feeding days	Total quantity of rice supplied (Col. 3* Col 4*130 gms) (in MT)	Cost of rice at (in crore)		Excess expenditure (in crore) (Col. 7-Col.6)
					FCI Rate	Supplied Rate[68]	
1	*2*	*3*	*4*	*5*	*6*	*7*	*8*
2019-20	July 2019	61,210	150	1,193.60	@ ₹5650 per MT for 3,109.89 MT	4.36	For 3,109.89 MT of rice allotted by the Government of India
	February 2020	8,424	141	154.41		0.56	
2020-21	June 2020	6,765	140	123.12		0.47	
	September 2020	5,946	54	41.74		0.16	
2021-22	May 2021	32,033	206	857.84		2.40	
	September 2021	27,812	300	1084.67		1.05*	
		33,398	94	408.12			
Total		**175,588**	**-**	**3,863.50**	**1.76**	**9.00**	**7.24**

Source: Departmental records. *calculated only for 350.49 MT.

Thus, DWCD incurred an excess expenditure of ₹7.24 crore on procurement of 3,109.89 MT of rice from open market ignoring the allotment made by the Government of India.

The Department stated (April 2025) that the allotted rice could not be lifted from FCI due to non-receipt/ delay in receipt of funds.

The justification provided by the Department is not acceptable as there were unspent balances of ₹98.16 lakh and ₹1,772.71 lakh at the end of 2019-20 and 2020-21 respectively under SAG, which could have been utilised for lifting the allotted rice from FCI. Further, incurring an expenditure of ₹9.00 crore for procurement of rice by avoiding the allotted rice worth ₹1.76 crore cannot be termed as prudent.

[68] By calculating based on the maximum wholesale price *i.e.*, ₹36.50 per KG for July 2019 & February 2020, ₹38.00 per KG for June 2020 & September 2020, ₹28 per KG for May 2021 and ₹30 per KG for September 2021.

CHAPTER-II
ECONOMIC SECTOR

CHAPTER-II
ECONOMIC SECTOR

2.1 Introduction

The findings based on audit of the State Government departments/ offices under Economic Sector feature in this chapter.

During 2023-24, against a total budget provision of ₹65,699.66 crore, 18 departments incurred an expenditure of ₹54,713.95 crore. **Table 2.1.1** gives Department-wise details of budget provision and expenditure incurred there against by 18 departments under Economic Sector.

Table 2.1.1: Department-wise budget provision and expenditure during 2023-24

(₹ in crore)

Sl. No.	Department	Grant No. and Name	Budget provision		Expenditure	
			Revenue	Capital	Revenue	Capital
1.	Agriculture	48 – Agriculture	2287.44	171.16	1845.41	116.24
		67 – Horticulture	131.91	1.36	75.07	0.14
2.	Finance	Public Debt and Servicing of Debt	11065.37	19915.93	10389.17	20645.07
		10 – Other Fiscal Services	4.03	-	2.58	-
		Public Service Commission	28.20	1.12	21.14	0.73
		5 – Sales Tax & other taxes	733.23	74.40	388.86	48.43
		13 – Treasury & Accounts Administration	130.57	15.45	99.42	2.53
		66 – Compensation and Assignment to LBs and PRIs	1002.77	-	333.23	-
		7 – Stamps and Registration	49.98	2.58	20.89	1.20
		8 – Excise and prohibition	96.99	2.59	74.07	1.76
		68 - Loans to Government Servants *etc.*	-	0.01	-	-
3.	Fishery	54 – Fisheries	116.81	58.21	101.52	10.47
4.	Water Resources	63 – Water Resources	390.65	1154.34	362.64	927.64
5.	Forest and Environment	55 – Environment and Forest	975.16	84.68	728.82	29.24
6.	Handloom, Textiles and Sericulture	59 – Village and Small Industries, Sericulture and Weaving	353.90	23.86	224.66	4.03
7.	Industries and Commerce	58 – Industries & Commerce	469.25	2954.95	139.71	2719.37
		60 – Cottage Industries	77.26		54.28	
8.	Irrigation	49 – Irrigation	609.70	423.53	509.33	316.12
9.	Mines and Minerals	61 – Mines and Minerals	19.49	5.18	14.83	2.12
10.	Power	62 – Power (Electricity)	750.89	2892.08	735.88	2363.47
11.	Public Works (R)	64 – Roads and Bridges	1496.99	10784.32	930.55	6866.96
12.	Science and Technology	69 – Science, Technology and Climate Change	50.46	74.72	24.16	42.78
13.	Soil Conservation	51 – Soil and Water Conservation	182.92	44.07	168.36	39.79
14.	Transport	9 – Transport Services	516.40	360.05	382.19	326.38
15.	Tourism	65- Tourism	42.08	59.78	31.52	32.34
16.	Animal Husbandry and Veterinary	52 – Animal Husbandry & Veterinary	480.48	84.53	318.98	20.64
		53 – Dairy Development	45.72	13.92	28.88	2.48
17.	Information Technology	75 – Information and Technology	118.80	0.26	53.87	-
18.	Public Works Building and National Highway	17 – Administrative and Functional Buildings	406.50	3766.58	220.91	1846.08
		21 – Guest Houses, Government Hostels	87.67	6.18	63.84	1.67
		33 – Residential buildings	1.73	0.47	1.50	-
Total			**22723.35**	**42976.31**	**18346.27**	**36367.68**
Grand Total (includes charged):			**65,699.66**		**54,713.95**	

Source: Appropriation Accounts 2023-24.

2.1.1 Planning and conduct of Audit

During 2023-24, out of 697 auditable entities under Economic Sector (excluding State Public Sector Enterprises), we audited 71 entities based on risk analysis involving an expenditure of ₹15,870.46 crore (including expenditure of earlier years). This Chapter contains four Compliance Audit Paragraphs.

Compliance Audit Paragraphs

Public Works (Building & NH) Department

2.2.1 Extra cost burden

Irregular award of consultancy for the work of "Proposed Swahid Smarak Khetra at Pachim Boragaon", resulted in an extra cost burden of ₹71.60 lakh.

Rule 466 (1) of Assam Financial Rules (AFR), 1939 provides that every public officer should exert the same vigilance in respect of public expenditure and public funds generally as a person of ordinary prudence would exercise in respect of expenditure and the custody of his own money.

The Executive Engineer (EE), PWD[69], Dispur prepared (August 2020) an estimate of ₹47.50 crore for "Proposed Swahid Smarak Khetra at Pachim Boragaon, Guwahati" including consultancy (₹1.55 crore) and contingency, based on APWD SoR (2013-14). AA and ES for ₹47.50 crore were accorded in October 2020 by the Chief Engineer (CE), PWD (Building). The work was awarded (December 2020) to M/s Sunrise Enterprise[70], at a restricted cost of ₹41.82 crore[71] (against quoted of ₹44.94 crore, 16.12 *per cent* above) with complete target of December 2021.

A revised[72] estimate of ₹94.66 crore was prepared (February 2023) due to change in scope[73] and the AA was accorded in November 2023. The contract value was enhanced (December 2023) to ₹80.18 crore with extension of time up to May 2025 for completion of the work. As of May 2025, expenditure of ₹79.67 crore was incurred with physical progress of 99.50 *per cent*.

Audit scrutiny revealed that consultancy services were tendered separately in September 2020 and awarded in November 2020 to M/s Topubratta Dutta Architects

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[69] Permanent Capital Construction (PCC) Division

[70] L1 among three bidders

[71]

NIT Value (civil, water supply, sanitary, electrical work)	₹38,69,99,312
GST Amount @ 7% (proportionate)	₹2,70,89,952
Contingency @ 1% (proportionate)	₹41,40,893
Total	**₹41,82,30,157**

[72] The revised estimates was prepared based on the contractor's quoted rates for existing items, rates of CPWD DSR 2021[72] and analysed rates for supplementary items.

[73] Change in scope of construction of statue, entrance gate, food stall/cafeteria with toilet block, boundary wall, cycling track, site development, landscaping, electrification, wall sculpture, *etc*.

at ₹124.85 lakh (reduced from ₹147.50 lakh based on the undertaking furnished during bid evaluation meeting held in November 2020 to reduce the quoted price). However, the project estimate had already been prepared and approved in October 2020 with the consultants assistance, prior to the award of the consultancy contract. Upto May 2025, the consultant was paid ₹105.36 lakh against 4th Running Account Bill.

The Request for Proposal (RFP) for the Consultancy Service included both technical and financial proposals. As per the RFP, the technical score was to be evaluated on applicant's experience, experience of key personnel, methodology and work plan, *etc*., and the applicant with a minimum score of 70 points or more out of 100, would be eligible for evaluation of financial proposal. Further, as per clause 3.2 of RFP, in case of less than two pre-qualified applicants, the authority may pre-qualify the applicants with technical score less than 70. The financial score was to be determined as 100 x FM/F, where F was the financial proposal of the concerned applicant and FM was the lowest financial proposal. The final rankings were determined based on the combination of technical and financial score in the ratio of 0.7 and 0.3. The applicant having the highest combined score would be selected.

Records showed that three applicants *viz*., Topubratta Dutta Architects, Aesthetic Creation and Integra Ventures submitted their proposals and technical score of the three bidders, as per the technical evaluation, were 93, 34.49 and 51.76 respectively. As the technical bid of Aesthetic Creation was found non-responsive, the financial bids of Topubratta Dutta Architects (₹147.50 lakh) and Integra Ventures (₹53.25 lakh) were evaluated.

Topubratta Dutta Architects was given a combined score of 75.23 against the Integra Venture's 66.23. By virtue of receiving higher score, Topubratta Dutta Architects was awarded the consultancy services. However, Audit observed discrepancies in the evaluation of bids of Topubratta Dutta Architects and Integra Ventures, as detailed below:

(i) Clause 2.3.3 (g) of RFP stipulated that any firm engaged by the Authority to provide goods, works, or services for a project, along with its Associates, would be disqualified from participating as a consultant for the same project. Audit observed that Topubratta Dutta Architects was involved (August 2020) for preparation of estimate prior to initiation (September 2020) of tendering process.

On this being pointed out (January 2025), the CE stated (March 2025) that due to urgency the EE, PWD, PCC Division sought technical assistance from M/s Topubratta Dutta Architects, an empanelled architectural consultancy firm of PWD (B) for preparation of the estimates. It was stated that the firm had sufficient experience and voluntarily assisted in preparing the estimates. No payment was made, and no appointment letter was issued, as the assistance was provided on an honorary basis.

Thus, the engagement of Topubratta Dutta Architects in the preparation of the DPR, even on an honorary basis, constituted a prior association with the project. Therefore, as per clause 2.3.3 of the RFP, the firm should have been disqualified from participating in the subsequent bidding process for consultancy services of the project.

(ii) Out of maximum eligibility of 10 points against the criterion of firm's experience for (i) similar works and (ii) eligible and relevant assignment, the score sheets for Topubratta Dutta Architects and Integra Ventures depicted as 7.60 and 3 points respectively though both the applicants fulfilled the criterion of five projects with cost of ₹17.84 crore as per clause 3.1.5 of RFP. The similar and eligible works for Integra Ventures was shown as 'Nil' in the evaluation sheet though the firm furnished the details of required five projects.

In reply, the CE stated (March 2025) that Integra Ventures submitted information of five non-Government projects and as per the clause of the standard bid documents (SBD), only Government projects were considered for evaluation. As such, Integra Ventures score was shown as 'Nil' in the evaluation sheet with reference to similar and eligible works. The reply is not tenable as Integra Ventures submitted information of five Government projects out of which three were awarded by the Public Works (Building) Department itself. Thus, the score of Integra Ventures should not have been less than that of Topubratta Dutta Architects.

(iii) Out of maximum eligibility of 15 points against the criterion of qualification and experience of key personnel, Topubratta Dutta Architects and Integra Ventures obtained scores of 15 and 12.20 points respectively. It was also noticed that the evaluation committee did not consider the information on the 'Structural Engineer' submitted by Integra Ventures though the same was furnished as per the requirement.

The CE stated (March 2025) that the documents submitted by Integra Ventures for 'Structural Engineer' did not support the minimum merit as per SBD document. As such, marks for 'Structural Engineer' were considered 'Nil' for Integra Ventures. The reply is not tenable because the bid document furnished by Integra Ventures supported the minimum merit for 'Structural Engineer' and hence qualified in technical evaluation in minimum merit criteria as per RFP clause.

(iv) Out of maximum eligibility of 35 points against the criterion of experience of key personnel in eligible and relevant work, Topubratta Dutta Architects and Integra Ventures obtained scores of 32.40 and 16.56 points respectively though Integra Ventures furnished information satisfying all the experience criteria of different key personnel.

The CE stated (March 2025) that though Integra Ventures submitted the information of key personnel for eligible and relevant works, their years of experience were less in comparison to the years of experience of key personnel of Topubratta Dutta Architects. It was also stated that the key personnel of Integra Ventures had experience in non-Government projects only. The reply is not tenable as the bid document furnished by Integra Ventures showed that all the key personnel of Integra Ventures fulfilled the minimum required criteria as per RFP clause.

(v) Out of maximum eligibility of 40 points against concept proposal, methodology, work plan and 3D walk through presentation, Topubratta Dutta Architects and Integra Ventures obtained scores of 38 and 20 respectively. It was noticed that for methodology and work plan, no point was awarded to Integra Ventures though for concept proposal, Integra Ventures obtained 14.60 out of 20 points.

In reply, the CE stated (March 2025) that Integra Ventures did not submit methodology & work plan and therefore received no marks in those components. However, this response appears to be contradictory and raised the question as to how the firm was awarded 14.6 out of 20 marks in the concept proposal component if it did not submit the two key components.

Based on the tender documents furnished to Audit, a revised scoring sheet was prepared by Audit (***Appendix 2.1***). As per Audit assessment, M/s Integra ventures obtained score of 79.14 against the incorrect awarded score of 66.23. Accordingly, M/s Integra ventures should have been declared the successful bidder as their score was higher than the score of 75.23 awarded to M/s Topubratta Dutta Architects.

From the above, it was evident that the integrity of the bidding process and the required rationality as well as transparency in awarding the work to the consultant was compromised and fraught with the risk of favouritism to the selected consultant.

The contract was wrongly awarded to M/s Topubratta Dutta Architects, while M/s Integra ventures was the highest-scoring bidder. This irregular evaluation led to the acceptance of a significantly higher financial bid of ₹124.85 lakh, instead of the competitive bid of ₹53.25 lakh submitted by M/s Integra ventures, which resulted in extra cost burden of ₹71.60 lakh.

In reply, GoA stated (July 2025) that no consultant was engaged by the EE, PCC Division for preparation of estimate and the estimate was prepared by in-house technical personnel of office of the EE, PCC Division and accordingly the AA was accorded. As such the restriction as mentioned in the clause 2.3.3 (g) was not applicable in this case.

The reply contradicts the statement (March 2025) of CE that due to urgency, the EE, PWD, PCC Division sought technical assistance from M/s Topubratta Dutta Architects, an empanelled architectural consultancy firm of PWD (B) for preparation of the estimates. Moreover, the assertion of GoA was factually incorrect as the signature of M/s Topubratta Dutta Architects on the body of the estimate indicated their involvement in preparation of estimate making Clause 2.3.3 (g) applicable in this case.

GoA also stated (July 2025) that the combined evaluation score of Topubratta Dutta Architects and Integra Ventures of 75.23 and 66.23 respectively were found to be correct and hence, awarding the consultancy services to the H1 bidder (Topubratta Dutta Architects) was justified.

The Department's reply is untenable as it contradicts earlier admissions by the CE and ignores documentary proof of the consultant's role in estimate preparation. The firm's prior association violated clause 2.3.3 (g) of the RFP, making them ineligible to participate. Further, the evaluation process was flawed, with Integra Ventures being unfairly marked, despite meeting eligibility norms. Audit's recalculated scoring established Integra Ventures as the highest-ranked bidder. Thus, awarding the consultancy to M/s Topubratta Dutta Architects not only breached procurement rules but also imposed an avoidable financial burden of ₹71.60 lakh on the exchequer.

Public Works (Roads) Department

2.2.2 Undue financial benefit to the contractor

Finalisation of tender based on altered item rates instead of the rates actually quoted by the contractor resulted in undue financial benefit of ₹1.25 crore to the contractor.

Rule 466 (1) of Assam Financial Rules (AFR) stipulates that every public officer should exert the same vigilance in respect of public expenditure and public funds generally as a person of ordinary prudence would exercise in respect of expenditure and the custody of his own money.

Executive Engineer (EE), Sorbhog-Jania Territorial Roads Division[74] prepared (October 2020) estimate of the work - 'Widening and strengthening of Katajhar to Kahitama Pather Road' under Central Road and Infrastructure Fund (CRIF) 2020-21 for ₹31.45 crore based on APWD SoR[75] for State Highway and Major District Roads 2018-19. GoA, PWD (Roads) accorded (13 November 2020) administrative approval (AA) and the Chief Engineer (CE), PWD (Border Roads and NEC Works), Assam accorded (30 December 2020) the technical sanction (TS) to the work for ₹31.45 crore (revised to ₹34.56 crore on 04 December 2024).

The scope of the work *inter alia* included widening and strengthening of road to 5.50 m with bituminous surface and extra widening with Interlocking Precast Blocks

[74] Now renamed as Bhawanipur-Sorbhog & Pakabetbari TRD, Barpeta Road.
[75] Assam Public Works Department Schedule of Rates.

(ICBP) on either side of the road. The estimated cost of ICBP was ₹2.76 crore[76] and that of Bituminous Concrete (BC) was ₹2.49 crore[77].

As per the tender documents, online bid was invited (October 2020) before accordance of AA and TS to expedite the tendering process. Six bidders participated in the tendering process, of which, four were found technically qualified. On evaluation of financial bids, M/s Macrocosm Builders was found as the lowest bidder with the quoted price of ₹27.09 crore, which was 10 *per cent* below the estimated cost of ₹30.10 crore put to tender. The work was awarded (25 February 2021) to M/s Macrocosm Builders for ₹27.09 crore (enhanced to ₹34.56 crore through working estimates) with the stipulation to complete the work by February 2023. The contractor was granted extension of time up to July 2025 and the work was completed on 11 April 2025. The contractor submitted the final bill of ₹34.02 crore against which, ₹31.61 crore has been paid up to Running Account Bill IV and an amount of ₹2.41 crore is pending for payment as of July 2025.

On scrutiny (October – November 2024) of records related to selection of bidder in the office of the CE, PWD (Border Roads and NEC Works), Assam, Audit observed that M/s Macrocosm Builders quoted ₹10,500 per cum for BC and ₹880.96 per sqm for ICBP. The system generated (19 November 2020) *e*-comparative statement was, however, altered to show rates of ₹14,748.86 for BC and ₹480 for ICBP. The altered hard copy of e-comparative statement bearing signatures of five officers[78] from the office of the CE was maintained in the physical file.

Thus, for the L1 bidder, the rate for BC was increased by ₹4,248.86 per cum[79]. Conversely, the rate for ICBP was decreased by ₹400.96 per sqm[80] keeping the total

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Item	Unit	Quantity	Rate (₹)	Amount (₹)	Add 12% GST (₹)	Add 1% LC (₹)	Total (₹)
ICBP	sqm	22855.00	805.00	1,83,98,275.00			
Edge Restraint	cum	636.675	9514.20	60,57,453.29			
Total				**2,44,55,728.29**	**29,34,687.39**	**2,44,557.28**	**2,76,34,972.96**

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Item	Unit	Quantity	Rate(₹)	Amount (₹)	Add 12% GST (₹)	Add 1% LC (₹)	Total (₹)
Bituminous Concrete	cum	2156.80	10226.50	2,20,56,515.20	26,46,781.82	2,20,565.15	2,49,23,862.17

78 (i) Junior Engineer (IBRC Branch), (ii) Assistant Executive Engineer (IBRC Branch), (iii) Executive Engineer (IBRC Branch), (iv) Superintending Engineer (IBRC Branch) and (v) Chief Engineer, PWD (Border Roads and NEC Works), Assam.

79 Manipulated rate of ₹14,748.86 per cum - Quoted rate of ₹10,500 per cum.

80 Quoted rate of ₹880.96 - Manipulated rate ₹480.

quoted amount for those two items unchanged at ₹4.28 crore[81] and overall quoted price at ₹27.09 crore in general. The CE forwarded (21 November 2020) the evaluation report and the altered Comparative Statement to Deputy Secretary (Works), GoA, PWD for placing the same before the Tender Committee, which recommended (27 January 2021) award of the contract to M/s Macrocosm Builders as L_1 bidder.

Audit further observed that after commencement of the work in February 2021, the department modified the estimate twice (March 2022 and December 2024) due to variation in quantities citing the reason of site requirement, replacement of ICBP with BC, new protection works, *etc*. As a result of replacing ICBP with BC, the revised scope of BC increased from 2,156.802 cum to 2,956.969 cum.

As of July 2025, the EE paid ₹31.61 crore to M/s Macrocosm Builders against the final bill value of ₹34.02 crore, including ₹4.36 crore for 2,953.0688 cum of BC at the manipulated rate of ₹14,748.86 per cum. The manipulation of quoted rates in the comparative statement by the officials concerned was to favour the intended bidder as award of contract based on an altered comparative statement extended undue financial benefit of ₹1.25 crore to the contactor as shown below:

Estimated quantity (Cum)	**Estimated rate (₹)**	**Quoted Rate (₹)**	**Manipulated Rate (₹)**	**Excess per cum (₹) [Col. 4- Col. 3]**	**Quantity executed (Cum)**	**Excess payment (₹) [Col. 6 x Col. 5]**
(1)	***(2)***	***(3)***	***(4)***	***(5)***	***(6)***	***(7)***
2,156.802	11,555.95	10,500	14,748.86	₹4,248.86	2,953.0688	1,25,47,175.90

Thus, manipulation in the system generated comparative statement led to an undue financial benefit of ₹1.25 crore to the contractor. Altering the comparative statement without justification violates standard public procurement protocols, compromising transparency and fairness. More importantly, the case exposes the vulnerability of hybrid (online + manual) systems and underscores the need for end-to-end digital procurement platforms with tamper-proof audit trails.

While accepting (15 July 2025) the Audit observation, GoA stated (18 July 2025) that an inquiry on the matter has been initiated and a final report to this effect will be submitted on receipt of the same from the CE.

In the preliminary inquiry report regarding altered hard copy of the e-comparative statement, six incumbents (the then two CEs, one Superintending Engineer, one

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Item No.	**Item of work**	**Unit**	**Estimated Quantity**	**Estimated Rate (₹)**	**Estimated Amount (₹)**	**Quoted**		**Altered**	
						Rate (₹)	**Amount (₹)**	**Rate (₹)**	**Amount (₹)**
16	BC	cum	2156.802	11555.95	2,49,23,885.29	10,500.00	2,26,46,421.00	14748.86	3,18,10,370.75
17	ICBP	sqm	22855.00	909.65	2,07,90,050.75	880.96	2,01,34,340.80	480.00	1,09,70,400.00
Total							**4,27,80,761.80**		**4,27,80,770.75**

Executive Engineer, one Assistant Executive Engineer and one Junior Engineer) were named. However, the final inquiry report had not been received (August 2025).

2.2.3 Undue financial benefit to the contractor

Despite the significant reduction in the revised estimate, the Department did not revise the contract price and allowed execution of the work at the original contract price of ₹6.43 crore, which was 91 *per cent* higher than the revised estimate, resulting in an undue financial benefit of ₹3.06 crore

Rule 466 (1) of Assam Financial Rules (AFR), 1939 stipulates that every public officer should exert the same vigilance in respect of public expenditure and public funds generally as a person of ordinary prudence would exercise in respect of expenditure and the custody of his own money.

Further, as per para 10.1.2 read with para 10.1.3 of the Central Vigilance Commission[82] (CVC) publication (August 2002), abnormally low and high rates items quoted by the contractor has are to be identified at the time of award of contract, to prevent undue advantage to the contractor arising from variation in quantities during execution.

Executive Engineer, Baithalangso Road Division, PWD prepared (December 2019) an estimate of ₹6.43 crore for the work of "Improvement and Upgradation of Approach Road (1.20 KM) to Koka Waterfalls by providing Two-lane Road with RCC drain cum footpath, including road furniture and road safety works under Assam Darshan based on Schedule of Rates for State Highway and Major District Roads (SH&MDR) 2018-19. AA was accorded on 8 January 2020 and NIT was floated on 17 January 2020. M/s N N Construction was selected as L1 at ₹5.91 crore on 29 February 2020.

As per the estimates, the drain work constituted the major component of expenditure, accounting for 62.52 *per cent* (₹4.02 crore), of the total estimated cost, of which ₹3.64 crore was earmarked for procurement of 377.01 MT of TMT bars for construction of 200 RM of drain.

After work commenced in June 2020, the Department revised the estimate in July 2020 upon detecting excess quantities of TMT bars provisioned in the original estimate during analysis of bill of quantities (BOQ) *vis-à-vis* the approved drawings. Against the provision of 377.01 MT of TMT bars, the actual requirement as per the approved drawings was only 41.606 MT, leading to an excess provision of 335.40 MT valued at ₹3.24 crore, based on SH&MDR SoR 2018-19.

Consequently, the department revised the working estimate from ₹6.43 crore to ₹3.37 crore, including reduction of ₹2.97 crore under other items and ₹0.40 crore towards TMT bars. However, despite the significant reduction, the Department did

[82] Para 10.1.2 and Para 15 of publications dated August 2002 and November 2002 respectively.

not revise the contract price and allowed execution of the work at the original contract price of ₹6.43 crore, which was 91 *per cent* higher than the revised estimate, resulting in an undue financial benefit of ₹3.06 crore. The work was completed in January 2021 and the entire contract amount of ₹6.43 crore was paid (January 2022) to the contractor.

The estimate was vetted by seven designated engineers, including AEEs, EE and SEs. Despite such multilayered scrutiny, the fundamental error in assessment of quantity remained undetected, reflecting serious lapses in due diligence and technical oversight. Audit noted that the contractors bid showed an anomalous distribution:

- Abnormally low rate for TMT bars (₹0.38 crore against ₹3.64 crore estimated, *i.e.,* 10.35 *per cent*).
- Abnormally high rates for other items (₹5.54 crore against an estimated ₹2.79 crore, *i.e.,* 198.43 *per cent*).

Thus, contrary to Paragraphs 10.1.2 and 10.1.3 of the CVC publication (August 2002), the Department did not identify and assess the abnormally low and high rates quoted by the contractor at the time of award of contract, resulting in undue financial benefit to the contractor due to variation in quantities during execution.

Further, the non-selected bidders had quoted rates between ₹3.33 crore and ₹3.71 crore, which was in line with the revised working estimate of ₹3.37 core. However, the award of work to the selected bidder at ₹6.43 crore, which was significantly higher than the revised estimate highlighting discrepancy in the award of work.

In response (July 2024), the Chief Engineer admitted that errors in quantity calculation were detected only during analysis of the Bill of Quantities, corroborating the inadequate due diligence during estimate preparation and accord of technical sanction. However, the reply was silent on the abnormal bid rates and non-revision/retendering after revision of estimates.

Recommendations:

- *The Department may fix responsibility for lapses in due diligence and oversight, which resulted in an undue financial benefit of ₹3.10 crore to the contractor.*
- *The Department may strengthen procurement controls relating to scrutiny of abnormal bid rates and revision of contract price where estimates undergo substantial revision.*

The matter was forwarded to the Government of Assam (May 2024); their reply was awaited as of April 2025.

Water Resources Department

2.2.4 Undue Payment to contractors

Award of work by the Departmental Tender Committee at higher rate based on a modified comparative statement (CS), instead of a system generated statement resulted in undue payment of ₹30.70 lakh to the contractors.

Rule 466 (1) of Assam Financial Rules, 1939 stipulates that every public officer should exert the same vigilance in respect of public expenditure and public funds generally as a person of ordinary prudence would exercise in respect of expenditure and the custody of his own money.

The Chief Engineer (CE), Water Resources Department (WRD), Government of Assam (GoA) invited (30 November 2017) bids for the work "Anti-erosion measures to protect Safarkamar and its adjoining areas from erosion of river Beki" through electronic tendering system (ETS)[83] for ₹395.23 lakh. In response to the notice inviting bids, five bidders participated and two bidders[84] were found (December 2017) to be technically qualified. As per the Tender Summary Reports and Comparative Statement (CS) generated (December 2017) by the ETS, both the bidders quoted same amount of ₹355.68 lakh, which was 10 *per cent* below the estimated cost of ₹395.23 lakh put to tender. Besides, both the bidders quoted same rate for each item of the work.

To finalise the tender, a meeting of the Departmental Tender Committee (DTC) was held in January 2018, wherein the CE, WRD, as Member Secretary of the DTC, placed the CS before the Committee for acceptance of the rate and allotment of the work. Audit, however, observed (January 2023) that though as per the system generated CS, both the bidders quoted aggregate amount of ₹355.68 lakh for the work, a modified CS showing the higher quoted value of ₹386.38 lakh was placed before the DTC for consideration by increasing the rates of all items.

Based on the modified CS, the DTC assessed the position of the bidders and recommended (January 2018) to award the contract at ₹386.38 lakh to both the bidders by dividing the work equally. Accordingly, the Executive Engineer, Barpeta WR Division issued (January 2018) work orders of ₹193.19 lakh each to both the bidders. The work was completed in December 2018 and the contractors were paid total ₹386.38 lakh during December 2018 to November 2019.

Thus, contrary to the prudent use of public fund stipulated under AFR, 1939, the Department awarded the contract at higher rate based on modified comparative statement instead of the system-generated statement, resulted in undue payment of ₹30.70 lakh (₹386.38 lakh *minus* ₹355.68 lakh) to the contactors.

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[83] Website https://assamtenders.gov.in.
[84] Shri Pulen Haloi and Shri Rahin Basumatary.

In reply, forwarded to GoA, WRD, the CE stated (28 July 2025) that a departmental inquiry was initiated and show-cause notices under Rule 9 of the Assam Services (Discipline and Appeal) Rules, 1964 were issued to the Assistant Engineers and Tender Assistant, who were involved in the evaluation of the said bid. Besides, ₹15.11 lakh was recovered[85] from one contractor (Shri Pulen Haloi) and recovery from the other contractor (Shri Rahin Basumatary) is under process.

[85] Challan No. 2025/07/2950 dated 14 July 2025.

CHAPTER-III
GENERAL SECTOR

CHAPTER-III
GENERAL SECTOR

3.1 Introduction

The findings based on audit of State Government Departments/ offices under General Sector feature in this Chapter.

During 2023-24, against total budget provisions of ₹39,416.59 crore, 16 departments incurred an expenditure of ₹27,674.02 crore. **Table 3.1.1** gives details of budget provisions and expenditure incurred thereagainst by these departments.

Table 3.1.1: Department-wise budget provision and expenditure during 2023-24

(₹ in crore)

Sl. No.	Department	Grant No. and Name	Budget provision		Expenditure	
			Revenue	Capital	Revenue	Capital
1.	Administrative Reforms and Training	22 – Administrative Training	17.11	8.63	11.67	6.87
2.	Border Protection and Development	50 – Other Special Area Programmes (Border Protection and Development)	3.48	43.38	2.62	20.77
3.	Election	4 – Elections	572.23	12.90	433.85	10.55
4.	General Administration	12 – General Administration (District and Sub-Division)	586.72	130.06	527.55	86.79
		25 – Miscellaneous General Services and others	7815.97	380.47	5899.15	187.50
		47 – Trade Adviser	1.87	-	1.14	-
5.	Home and Political	14 – Police	7322.08	1155.65	5255.25	761.29
		15 – Jails	93.61	100.25	82.25	75.55
		18 – Fire & Emergency Services	221.34	51.78	198.42	25.58
		19 – Vigilance Commission & others	397.66	8.89	288.03	2.52
		20 – Civil Defence and Home Guards	328.94	10.83	310.81	10.56
6.	Judicial	3 – Administration of Justice	784.35	142.66	553.72	124.58
7.	Legislative	1 – State Legislature	122.28	104.84	114.99	99.11
8.	Governor's Secretariat	Head of State	12.63	1.85	10.72	1.77
9.	CM Secretariat	2 – Council of Ministers	14.14	2.00	8.55	-
10.	Panchayat and Rural Development	56 – Panchayat and Rural Development (Panchayat)	2807.80	8.85	1409.83	3.90
		57 –Panchayat and Rural Development (Rural Development)	8752.68	-	6461.66	-
11	Printing and Stationery	16 – Printing and Stationery and Information and Public Relations	275.21	6.16	229.55	1.86
12	Information and Public Relations					
13.	Revenue and Disaster Management	6 – Land Revenue	553.08	31.65	389.44	7.01
		41 – Natural Calamities	1807.36	7.20	1349.30	4.32
		72 – Social Security and Welfare	17.61		17.47	
14.	Secretariat Administration	11 – General Administration (Secretariat and Attached Offices)	1186.86	19.04	900.22	6.43
15.	Transformation and Development	45 – Census, Surveys and Statistics	51.53	3.19	37.73	1.46
		44 – North Eastern Council Schemes	0.90	38.70	0.00	7.91
16.	Urban Development	31 – Housing and Urban Affairs (Town and Country Planning)	1112.44	2.23	975.58	0.17
		32 – Housing & Urban Affairs (Housing Schemes)	6.70	0.90	6.70	-
		34 – Housing & Urban Affairs (Municipal Administration)	2276.16	1.74	749.58	1.74
Total			**37142.74**	**2273.85**	**26225.78**	**1448.24**
Grand total (includes Charged)			**39,416.59**		**27,674.02**	

Source: Appropriation Accounts 2023-24.

3.1.1 Planning and conduct of audit

During 2023-24, out of 149 auditable entities under General Sector, 89 auditable entities were audited involving an expenditure of ₹7,572.45 crore (including expenditure of earlier years). This Chapter contains one Performance Audit and two Compliance Audit Paragraphs as discussed in the succeeding paragraphs.

3.1.2 Response of Government to Audit Observations

3.1.2.1 Implementation of Orunodoi Scheme

Government of Assam (GoA) notified (August 2020) guidelines of "Orunodoi", a flagship scheme of the State Government for implementation from 02 October 2020. The scheme envisaged poverty eradication and socio-economic inclusion of financially vulnerable families of the State through sustained financial assistance through Direct Benefit Transfer (DBT) mode. A household can nominate a woman of their house to avail this benefit.

The Finance Department, GoA acts as State Level Nodal Scheme Implementation Agency to ensure the rollout, implementation and operational monitoring of the scheme. The supervision of the scheme was entrusted with the Commissioner & Secretary, Finance Department, GoA. At the District level, the scheme was to be implemented under the direct supervision of the respective District Commissioner (DC) who would act as the chairman of the 'District Level Monitoring Committee' (DLMC).

Audit was conducted during June to October 2024 covering the period from October 2020 to March 2024. The Audit findings and recommendations thereupon were communicated to the Commissioner & Secretary to the GoA, Finance Department. The Department reported that action was taken in respect of the Audit observations/recommendations (details are given in ***Appendix–3.1***).

3.1.2.2 Recovery at the instance of Audit

The General Administration Department (GAD) made excess payment of ₹1.47 crore towards hiring of helicopter services. On this being pointed out in Audit, the Department recovered (March 2025) the excess payment from the subsequent bills of the vendor.

Information Technology Audit

Finance Department

3.2 Information Technology (IT) Audit on Integrated Financial Management System (IFMS)

With the objectives of improving the sanctity of the budget, ensuring efficient resource mobilisation and convergence of programs to avoid duplication of schemes across departments, the Government of Assam (GoA) set up (May 2016) the Assam Society for Comprehensive Financial Management System (AS-CFMS), a Special Purpose Vehicle (SPV). The SPV was mandated to bring about synergy in planning and implementation of various IT-based Public Financial Management reforms of the Finance Department.

The Finance Department took initiatives (May 2016) to address certain pressing operational bottlenecks of the conventional system through introduction of electronic approval of Fixation of Ceiling, integrating the Computerised Treasury Management Information System (CTMIS) with the e-Kuber payments system of the Reserve Bank of India, online salary bill preparation, automating budget consolidation, and updating the treasury rules and delegation of financial powers. Towards this goal, the SPV (*i.e.,* AS-CFMS) implemented the Integrated Financial Management System (IFMS) in Assam (referred to as Financial Management Information System during implementation stage and as Integrated Financial Management Information System after integration of all modules) under a World Bank-aided project named the Assam State Public Finance Institutional Reforms (ASPIRe). It aimed at transforming public finance management in the State by streamlining workflows, eliminating data redundancies and modernising the approach towards financial management through various sustainable institutional reforms.

Highlights:

The project was lagging in implementation schedule with only eight out of 18 modules having been rolled out as of December 2023, necessitating extension of contract period and resulting in additional liability for Helpdesk and Operation & Maintenance support in the extended contract agreement period (September 2023 to February 2025).

(Paragraph 3.2.8.1)

The PMC flagged many issues in the quarterly reports on the performance of the projects, however, the deficiencies later pointed out by Audit were not identified and resolved by the PMC at the developmental and UAT stage.

(Paragraph 3.2.8.2)

The Heads of Accounts were not consistently mapped to DDOs and Grants were not always uniquely maintained, and were in some cases misclassified with respect to prescribed list of Major and Minor Heads.

(Paragraphs 3.2.9.2, 3.2.9.4 & 3.2.9.6)

The budget distributed amount was greater than the balance budget amount against the corresponding Head of Accounts.

(Paragraph 3.2.10.1)

The process of creation of Project Profile intended to facilitate informed decision making on resource management has not been implemented. Further, Employee related sanction process such as travel, leave, pensionary benefits have also not been automated. Sanction process based on Delegation of Financial Power Rules, 2022 and financial rules such as IGAS 2 was yet to be implemented.

{Paragraphs 3.2.10.3 & 3.2.10.4(i)}

The validations and the controls as outlined in Functional Requirement Specifications/ Software Requirement Specifications have not been complied with on many occasions leading to deficiencies in mapping of business requirements and Rules in the system. Deficiencies in mapping of business requirements and Rules in payroll processing as well as deficiencies in capture of data for permanent and wage employees were observed.

{Paragraphs 3.2.10.4(ii), 3.2.10.5 to 3.2.10.7}

Policy for Identity and Access Management had not been adopted and documented. The user ID had not been mapped to Employee ID and defined roles. The de-active date is not based on the retirement date but flatly entered as 50 years from active date.

(Paragraph 3.2.12)

The efficacy of the Business Continuity Plan (BCP) and Disaster Recovery Plan (DRP) could not be assessed as no virtual exercise was conducted for impact assessment in case of sudden disaster. No periodical meeting has been held for monitoring the BCP and DRP activities. As such, audit could not ascertain whether recovery plan would work in the event of any disaster.

(Paragraph 3.2.13)

3.2.1 Business Objectives

The IFMS was intended to deliver improved Public Financial Management for the State of Assam, by integrating the entire cycle of financial management activities from budget to accounts. It was to involve every government agency/ Department in the State, requiring large-scale reform interventions. The key anticipated outputs and outcomes of IFMS were:

Anticipated outputs	Key outcomes
• Reengineered and modernised business processes and procedures for Public Financial Management in the State including People Change Management to transform the approach and thinking; • Application Software for IFMS built on good practices in PFM; • Integration of the system with other related ICT systems (of Banks, RBI, AG, *etc.*); • IT Infrastructure for IFMS implementation (Data Centre and DR Site); • Capacity Building & Training for all related stakeholders on new regulatory framework, processes and IT system and • Revised/ updated Financial Management Rules, Regulations and Formats in-line with the implemented procedures in IFMS.	• Improved timeliness and accuracy as well as reduced administrative burden in budget preparation, allocation, execution, accounting and fiscal reporting; • Enforcement of standardised and best practice-based controls over public expenditure management; • Improved Transparency and Efficiency in Public Resources Management; • Ensuring uniformity in Budget classification and Chart of Accounts and • Improved last mile connectivity and infrastructure.

GoA had originally planned for implementation of eighteen modules[86]. Some of these modules had undergone re-structuring and change in nomenclature during the course of implementation.

3.2.2 Agencies involved in implementation and their roles

The Finance Department, GoA, through an Agreement (January 2017), engaged PricewaterhouseCoopers Private Limited (PwC) as a Consultant (January 2017 to February 2018). The consultant firm reviewed the then existing processes and undertook the activities of As-Is[87] assessment of existing processes and IT infrastructure. PwC prepared a Detailed Project Report (DPR) with recommendation of the To-Be[88] solution, aimed at addressing the existing limitations and challenges, with a project cost estimate of ₹75.00 crore. M/s KRAN Consulting Private Limited was appointed (August 2020) as the System Integrator (SI) for Design, Upgradation, Implementation, Operations and Maintenance of Financial Management Information System for GoA at a contract value of ₹35.60 crore for a period of three years. The contract was amended in September 2023, with an extension to SI till February 2025.

GoA selected (July 2020) Deloitte Touche Tohmatsu India LLP, through tendering process, as Program Management Consultant (PMC) for Technical assistance for the period from July 2020 to July 2023. The technical assistance[89] comprised of managing the entire FMIS program implementation, risk management, SRS and software architecture review and recommendations for improvement, functional quality assurance, data migration, training and change management *etc*.

3.2.3 Stakeholders

The **Chart 3.2.1** shows various categories of users of the system at various levels with pre-defined roles and indicative number of users.

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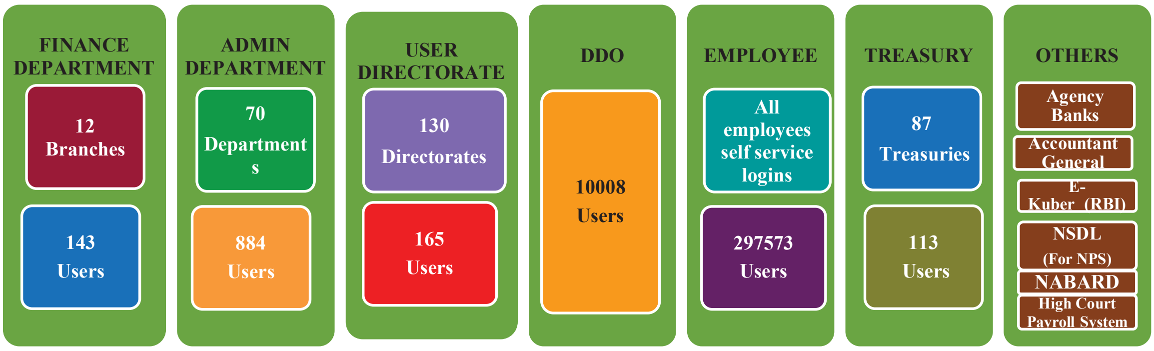
[86] Budget Planning and Preparation, Budget Allocation and Distribution, Administrative Approval-Technical & Financial Sanctions, Bill creation, Expenditure processing and Reporting, Cash Planning & Management, Receipts Management, Debt Management, Employee & Payroll, Accounting & Reconciliation, Asset Registry, Audit Management, RIDF Loan Processing, Stock Management, Pension Management, Helpdesk Management, General Requirements and Reporting.

[87] An 'As-Is' assessment refers to understanding the current processes, organisation and challenges.

[88] A To-Be assessment defines the future state of a business process in an organisation

[89] Project management, technical guidance and quality assurance during software design, development and its deployment

Chart 3.2.1: Various categories and number of stakeholders



Source: Information furnished (August 2024 and March 2026) by Finance Department, GoA.

3.2.4 Organisation Structure of AS-CFMS

IFMS in Assam is being implemented under the Assam State Public Finance Institutional Reforms (ASPIRe) Project under the overall aegis of the Assam Society for Comprehensive Financial Management System (AS-CFMS). It has a two-tier administrative structure:

a. the Governing Body (GB) chaired by the Honourable Chief Minister, Assam (***Appendix 3.2***); and
b. the Executive Committee (EC) chaired by the Chief Secretary to the GoA (***Appendix 3.3***).

ASPIRe Project has:

- A Project Director and an Additional Project Director;
- A Project Management Unit comprising a mix of experienced domain experts and executives for the overall administration of the project;
- Consultants engaged from time to time in the domains of Financial Management Information System, GST Readiness Assessment, Excise e-Governance Solution and PPP Policy Reforms.

The Commissioner & Secretary to the Finance Department, GoA is the Project Director of ASPIRe.

3.2.5 Audit Objectives

The main audit objectives were to assess whether the:

1. Business process re-engineering for synergy of processes in an IT environment, was well defined;
2. Project management of IFMS was aligned with targeted timeframe and business objectives;
3. IFMS functionalities and controls were adequate; and
4. Information system security was well defined with role-based access and business continuity.

3.2.6 Audit Criteria

The audit criteria were derived from the following sources:

1. Vision and Mission of the Project;
2. Detailed Project Report, Request for Proposal and Contract Agreements;
3. Functional Requirement Specification (FRS), Software Requirement Specification (SRS), Software Design Document and other project related documents;
4. Assam Treasury Rules, 2017, Assam Financial Rules, 1939 and Assam Budget Manual, 2012.

3.2.7 Audit Scope and Methodology

The audit covered the period from commencement of the project (2017-18) till October 2023 and was conducted between July 2023 and November 2023. An Entry conference with Finance Department, GoA and the Directorate of Accounts and Treasuries was held in June 2023 to discuss the Audit Objectives, Criteria, Scope and Methodology. A phased approach was considered for the conduct of audit corresponding to the status of implementation of the IFMS in the State till October 2023. Out of the eight modules[90] rolled out as of the date of audit (*i.e.*, as of October 2023), the following five modules were selected for detailed examination:

1.	Budget Planning & Preparation
2.	Budget Allocation & Distribution
3.	Administrative Approvals/ Technical Sanctions/ Financial Sanctions
4.	Bill Creation
5.	Employee & Payroll

The audit methodology involved the following:

- Review of system design documentation;
- User walk-through for the IFMS system of various screens and forms;
- Document analysis relating to project implementation;
- Analysis of the application controls and user interface;
- Analysis of databases through access provided for audit purpose; and
- Analysis of security controls.

The Draft report was issued to Government in June 2024. Replies (August 2024 and December 2024) of the Finance Department have been incorporated in the Report. An exit conference was held on 05 June 2025 with the Finance Department. The specific observation-wise responses given in the replies as well as expressed during the Exit Conference including subsequent comments communicated on 16 June 2025

[90] i) Budget Planning and Preparation, ii) Budget Allocation and Distribution, iii) Administrative Approval-Technical & Financial Sanctions, iv) Bill creation, v) Debt Management, vi) Employee & Payroll, vii) RIDF Loan Processing and viii) Helpdesk Management.

on the Exit Conference minutes, have been taken into consideration and suitably incorporated in the Report at appropriate places.

Audit Findings

3.2.8 Project Management and implementation

3.2.8.1. Delay in deployment of modules, resulting in additional recurring cost

M/s KRAN Consulting Private Limited was appointed as System Integrator for Design, Upgradation, Implementation, Operation and Maintenance of Financial Management Information System at a contract value of ₹35.60 crore for a contract period of 36 months.

i. Lack of clarity in the implementation milestones leading to delay in deployment of modules

As per the contract entered into with the System Integrator, the deployment (Go-Live) of all system modules was to be completed within 24 months (*i.e.,* by August 2022) from the date of commencement (*i.e.,* 17 August 2020). The contract had provided for recurring annual payment towards 'Establishment and Management of Helpdesk Operations for IFMS' and 'Operation and Maintenance support of Application Software'. No provision for milestone-based payment schedule was made in the agreement. As a result, the elements of deterrence against delay in rolling out of modules were missing.

It was noticed that there existed a system of quarterly reporting by the Project Management Consultant (Deloitte) on the implementation of the project. However, to review the progress by the governing body, the related meetings were not held at periodic intervals. The Department amended (September 2023) the contract and extended the target date for deployment of all the modules initially till May 2024, and thereafter till February 2025. In the exit conference (05 June 2025), the Department informed that the contract is going to end in June 2025 after another round of extension.

It was observed that the deployment of all the 18 modules had not been fully achieved as of December 2023, *i.e.*, even after the lapse of more than 12 months from the timeline specified in the contract and ten modules (56 *per cent*) remained to be deployed (***Appendix 3.4***).

The Department stated (November 2023) that factors such as the outbreak of Covid-19, enforcement of the Model Code of Conduct for General Elections to Legislative Assembly (February 2021), transfers of the internal resource persons and non-availability of key human resources of the Department, global semiconductor crisis and changes in business processes had contributed to the delay. The Department further stated (August 2024) that out of the eighteen modules planned, fourteen modules[91] had been deployed, two modules were in the pilot test stage and the remaining two modules (Pension Module and Cash Planning & Management[92] Module) had been dropped (March 2024) from the scope of the project and integration with System Interfaces[93] of 14 external applications of other stakeholders[94] had been completed.

The reasons attributed in the reply of the department for the delays in implementation of modules were not in consonance with the fact that the project was planned (August 2020) for implementation at the time when Covid-19 was already prevalent (March 2020), the Legislative Assembly elections was to be held at the scheduled time. Moreover, the human resource management were to be factored among other such key issues during the signing the contract agreement.

ii. Avoidable recurring cost due to delay

The initial contract with the SI started from August 2020 with the due date of completion being August 2022, while the O&M support part of the contract was initially for 36 months *i.e.,* till August 2023. The contract had provision for payment of yearly 'Recurring Cost', which was the remuneration for labour cost towards 'Establishment and Management of Helpdesk Operations for IFMS' (₹2.23 crore) and 'Operation and Maintenance support of Application Software' (₹5.35 crore). Therefore, as per initial contract, Establishment and Management of Helpdesk Operations was payable till August 2022, while helpdesk operations were to be paid for till August 2023. Due to the delay in deployment of modules and the resulting extension of the contract, the State Government extended favour to the vendor through additional recurring cost towards these two components, corresponding to the additional time taken.

In the Agreement, the O&M and warranty for the system is to commence from the beginning of the contract for the existing modules of the FinAssam system and will be extended to each release upon achieving operational acceptance. If the releases are delayed by the supplier, then the duration of the O&M and warranty period will not be extended, with the O&M and warranty coverage ending at 36 months from the

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[91] Rolled out in **October 2021:** i) Budget Planning and Preparation, ii) Budget Allocation and Distribution, iii) Administrative Approval-Technical & Financial Sanctions, iv) Bill creation, v) Debt Management, vi) Employee & Payroll, vii) RIDF Loan Processing and viii) Helpdesk Management. **January 2024:** Expenditure Management & Reporting, Receipts Management, Stock Management and Accounting & Reconciliation. **June 2024:** Audit and Asset Registry

[92] Pension module was dropped in view of non-initiation of development of the module even at the end of the project period. The Cash Planning and Management module was dropped as data put together by the SI did not conform to the FRS. There was also no provision for projection based on historic data.

[93] PFMS, e-GRAS, e-Kuber, Bank, VLC, DBT portal, NSDL, GSTN, GeM, Pension system, Audit system, *etc*.

[94] Finance department, All Administrative department, All Directorate & Commissionerate, Accountant General Office, Treasuries, DDOs/Divisions, All State Govt. employees, Registered vendors, RBI, Agency bank, NABARD, High Court, KRAN, GeM, NSDL, PFMS, e-GRAS, *etc*.

contract start date. Helpdesk support will be for a period of 24 months from the contract start date. By extending the contract, additional cost for Helpdesk support and operation & maintenance was incurred, thereby leading to avoidable expenditure of ₹2.23 crore to the System Integrator for the extended contract period of September 2022 to August 2023.

The Government amended the contract in September 2023, extending the contract period till February 2025 followed by a further extension till June 2025. Out of a total contract cost of ₹35.60 crore, payment of ₹26.53 crore had been released till February 2024 to the System Integrator.

As regards the deficiencies in the contract agreement, the Finance Department informed (March 2024) that it has taken corrective action through contract amendment, invoking penal provision for delayed deliveries, liquidated damages, *etc*. It was also informed that the payment schedule has been modified following pro-rata quarterly payment with a linkage to actual/ most logical progress. In the exit conference the Department reiterated about the new payment release schedule and intimated that the contract is set to end in June 2025. The modified payment schedule is shown in ***Appendix 3.5***.

The fact, however, remained that in absence of clearly defined linkage of payments to milestone based progress during the initial years of implementation, the urgency on the part of the SI for expeditious implementation within the timelines envisaged by the Government, could not be enforced. This delayed achievement of the objectives associated with the module functionalities, as detailed in ***Appendix 3.4.***

3.2.8.2 Performance of Project Management Contractor

The slackness in implementation/ rolling out of modules was further assessed with the fact that the Deloitte Touche Tohmatsu India LLP, as the Project Management Consultant (PMC), was entrusted with a scope to prepare the User Acceptance Test Plans (UAT) and scenarios/test scripts, review and test various functionalities of the system during software design, development and its rolling out. The PMC was also to advise the Finance Department for execution of the project in an orderly and timely manner. It was observed that quarterly reports were submitted by the PMC on the performance of the project implementation based on the analysis carried out. The PMC also flagged issues like non-adherence on UI/UX recommendations, recurring helpdesk issues, delay in project timeline, *etc*.

However, many of the functionality-related deficiencies as pointed out by Audit in this Report were not indicated by the PMC at the development stage *e.g.* deficiencies in mapping of Heads of Accounts to DDOs, Departmental Grant numbers and classification structure of government accounts, uniqueness of Heads of Account, budget distribution in excess of the available budget balance, deficiencies in processing of pay, allowances & deductions, deficiencies in application controls for bill creation, *etc*. The contract with the PMC ended in September 2023.

The Deficiencies in application controls noticed in the implementation and elaborated in the succeeding paragraphs, were to be addressed at the development and UAT stage.

This raises doubts about the adequacy of the UAT plans and scenarios/ test scripts adopted by PMC to test solution based on the SRS which allowed the subsequent deficiencies pointed out by audit. In the exit conference (05 June 2025), the Department confirmed that currently there is no Project Management Consultant; the department is reviewing the progress of works alongwith other compliance works on a regular basis.

3.2.9 Deficiencies in application controls and data validation in IFMS

Application Controls in an information system refer to all the manual and programmed methods, policies and procedures that ensure the protection of the entity's data including its accuracy and reliability. Such controls should also ensure operational adherence to the rules and regulations governing the transactions. These controls may be in various forms, as described below.

- **Input controls:** To validate the type, the range of values, completeness and relevance of data being input for processing, since this input data is vital to maintain data integrity in the system.
- **Processing controls:** To ensure that the input data is processed correctly and in compliance with the applicable business rules and the required programming logic.
- **Output controls**: To ensure that the processed data is made available to users with the intended data type, data format or chart type, as MIS Reports or any other form of data output by the system.
- **Access controls**: To ensure compliance with the applicable business rules governing aspects such as jurisdiction for each user, reporting arrangements, delegation of powers, segregation of duties, *etc*. IFMS was to have users in hierarchical roles of different stakeholder entities. These users should have well defined privilege levels to access the appropriate and relevant Modules, workflows and data in IFMS. These access privileges should also clearly define the rights of individual users to view and modify data in the system.

Audit conducted walk-throughs of the workflows in the system to analyse the application controls which have been implemented, and also analysed the database of IFMS. Audit noticed instances of business rules not having been mapped correctly into the programming logic and deficiencies in the application controls implemented in IFMS, which are described in the subsequent paragraphs.

3.2.9.1 Budget preparation and planning module

This module was intended for preparation of budget estimates (for pay and non-pay expenditure) and creating a structured budget for the Government of Assam. It was to facilitate the systematic preparation of the budget at the basic level and its submission and processing at the respective administrative Departments.

The Detailed Estimates of receipts and expenditure are prepared by the Administrative Departments and furnished to the Finance (Budget) Department. The Finance Department scrutinises them in consultation with the Administrative Departments. The accepted figures are further consolidated as part of process of compilation of the Budget.

3.2.9.2 Deficiencies in application controls to restrict the mapping of Heads of Accounts to DDOs for preparation of budget estimates related to pay

Functional Requirement Specification (FRS) 106 of Budget Planning and Preparation (BPP) states that "The system should allow the spending units to access and enter estimates for only those budget codes, which are relevant to the spending unit/DDO".

The Heads of Accounts are required to be mapped to the DDO users who are authorised to access them, for preparation of budget estimates. The DDO user should have access only to those Heads of Accounts which pertain to the Department to which the DDO user belongs. This restriction of mapping the related Heads of Accounts to each DDO user was required to be implemented as an application control, to mitigate against the risk of human errors in the form of preparation of budget estimates by DDOs under Heads of Accounts that pertained to other Departments. However, Audit noticed the following deficiencies in the application controls related to preparation of budget estimates, as implemented in IFMS.

The DDO user, Directorate user and Department user have access to the system for preparation of budget estimates relating to pay[95]. It is prepared using Form L[96], under the budget preparation tab. The list of employees is mapped to the DDO user, so that data is auto-populated during the preparation of salary budget estimates.

On analysis of the workflow for budget estimates related to pay, it was noticed that:

- The drop-down menu for selection of Department/ Directorate included not only the one to which the DDO user belonged, but also all the Departments and Directorates under the GoA. The DDO user had, thus, access to select other unrelated Departments/ Directorates as well for which the user was not authorised to prepare budget estimates.

  For preparation of budget estimates in respect of Grants-in-Aid (Salary) and Wages, head of accounts which were not related to Grants-in-Aid (Salary) and Wages were also available for selection in the drop-down menu.

  This indicated that the heads of account had not been mapped with the DDO users in the front-end screens of DDO users of IFMS and hence, the control to restrict access to heads of accounts to only the ones that DDOs were authorised to operate, was not ensured.

[95] Pay includes salary, wages and Grants-in-Aid (salary)

[96] Form L: Statement showing details of sanctioned posts and name of incumbents with pay in support of the budget proposal under salary and used for preparing budget estimates relating to pay.

- For preparation of budget estimates in respect of Grants-in-Aid (Salary) and Wages, uploading of template (justification document) was a mandatory requirement under Software Requirement Specifications (SRS). The template contained the details of employee and monthly gross amount to justify the budget requirements, and this was to be verified by the checker and forwarded for approval.

Audit however, observed that the Form L could be submitted without uploading the template. This indicated absence of validation controls to enforce submission of the supporting documents by users. Scrutiny of database further revealed that the provision to capture/upload of the template was not available. During exit conference (05 June 2025), it was further intimated that the system has been suitably updated with release of subsequent functionality after Audit pointed out the issue.

3.2.9.3 Inconsistent timestamp in budget preparation module

On analysis of the budget preparation table, it was observed that in 2,25,066 out of 3,71,978 budget entries made during the period from 2015-16 to 2023-24, the date of data entry had been recorded after the date of approval by the Finance Department. The table showed 718 entries with such inconsistencies after the release of the module is provided in **Table 3.2.1**.

Table 3.2.1: Cases with entry date after approval date of Finance department

Financial year	No. of Grants to which it pertains	Total no. of records	No. of inconsistent records after rollout (October 2021) of module
2021-22	34	4,491	150
2022-23	40	30,183	368
2023-24	29	22,698	200
Total		**57,372**	**718**

Source: Departmental records.

Further, during the period from 2015 to till implementation (October 2021) of the module in IFMS, 2,24,348 cases were also noticed wherein the date of data entry had been recorded after the date of approval by the Finance Department.

The IT system should not have permitted users to make modifications to the budget transaction once it is approved at each level of aggregation to mitigate the risk of error/ deliberate non-compliance. The absence of application controls to enforce the business rules indicated that the burden of compliance had not shifted from individual users to the system, even after implementation of IFMS. The risks of errors/ deliberate non-compliance by users had not been mitigated by IFMS to that extent and thus, the full benefits of the system were yet to be accrued to GoA.

The Government in its reply (August 2024) stated that corrective action would be implemented. The Department in a generalised reply (November 2024) accepted that after approval of the Finance Department, the budget is considered final and the system does not allow any further change in the budget figures except for standard Government procedures like, Errata, Re-appropriation, Supplementary Demand, *etc*. In the exit conference held on 05 June 2025, Department stated that corrective actions have been taken in this regard after Audit pointed out the issue.

3.2.9.4 Deficiencies in application controls to ensure the uniqueness of Heads of Account (HoA) in budget estimates

The business rules state that the 'system should facilitate in warning and blocking the user from creation of duplicate head of account segments during creation and that the 'System should have built-in validations during head of account creation, to ensure that the Head of Account (HoA) as a segment association is unique'.

When testing the application, Audit found that the system allowed users to create the exact same Head of Account more than once, rather than restricting it to a single unique entry. Further, data analysis revealed that there were 24,774 duplicates out of the 54,598 Heads[97] of Account available as master data in the system as shown in the **Table 3.2.2**.

Table 3.2.2: Duplicate heads created in the Master Data

Financial Year	Total no. of Heads created	No. of duplicate cases
2015-16	12026	5349
2016-17	17869	8782
2017-18	12235	5985
2018-19	2204	928
2019-20	2772	1239
2020-21	1644	548
2021-22	2738	1014
2022-23	2910	888
2023-24	200	41
Total	**54598**	**24774**

Source: Departmental records.

This duplication, even after rolling out (October 2021) of Budget Preparation & Planning Module indicates inefficient management of the master tables.

The Government in its reply (August 2024) stated that corrective action would be implemented. In November 2024, it was further pointed out by the Department that the majority of the head creation was done during the FY 2017-18. It was also added that the current version of the module has validations to prevent the creation of duplicate heads and efforts were also being made to eliminate unnecessary HoA from the system. In the exit conference held on 05 June 2025, while accepting the observation, the Department stated that corrective actions were already initiated and department would review the issue to further strengthen validation checks. It was further added in a subsequent reply (16 June 2025) that if viewed with additional parameters like area code, scheme code, voted/charged *etc*., the 20-digit HoA cannot be duplicate.

The Department's justification may not be acceptable as not only duplicate HoA create a risk of transactions in multiple duplicate HoA with similar additional parameters, thereby creating an application control risk, but also that the business rules explicitly mandated the system to block duplicate segments.

[97] Head indicates the 20-digit classification used for the Head of Account.

3.2.9.5 *Deficiencies in application controls to map Head of Accounts with Departmental Grant numbers*

BPP FRS 17 states that 'System shall support in definition and maintenance of necessary mappings between various elements of chart of accounts to additional classifications codes'. These requirements shall cater to creation and maintenance of mapping between (i) Economic classification and administrative departments, (ii) Budget codes and DDO codes, *etc*.

The mapping of HoAs to grants must be carried out completely and correctly to ensure that the budget data is reliable, and to prevent users of one Department from erroneously/ deliberately accessing Heads of Accounts not pertaining to them.

Audit noticed that 19,566 HoAs pertaining to 118 Major Heads entered into the system during 2016-23 (of which 19249 cases happened after the module had rolled out) did not have Grant numbers mapped to the HoAs as detailed in **Table 3.2.3**.

Table 3.2.3: Heads of Account not mapped with Grant Number

Year	No. of Heads of Account not mapped with Grant No.
2016	223
2017	94
2022	11
2023	19238
Total	**19566**

Source: Departmental records.

In 85,076 cases of budget distribution related to past period, *i.e.,* 2015-18, the Grant numbers had not been mapped with the HoA, with the result that users in multiple Departments could potentially have unauthorised access to the distributed budget. The incomplete mapping of HoAs with grants shows the inefficient management of master tables which is fraught with the risk of error/ non-compliant actions by users.

The Government in its reply (August 2024) stated that it has taken note of the same and corrective action would be implemented. In subsequent reply (November 2024), it was intimated that the cases are confined to the financial years 2015-16, 2016-17 and 2017-18. Some HoAs which were not mapped with grant numbers are currently not operational and are blocked. Presently, the system mandates that each HoA is associated with a unique grant number. Additionally, server-side validation has been implemented to prevent such problems. However, the above table clearly shows that such un-mapped HoA occurred till 2023 (*i.e.* the end of audit period). Also, in the exit conference held on 05 June 2025, the Department stated that the matter would be reviewed for further strengthening validation checks. It was added in a subsequent response (16 June 2025) that such anomalies pertaining to HoA & Grant mapping might be attributable to CTMIS migration; however, such anomalies ceased to exist.

The Department's claim may be viewed with the fact that migration issues cannot be a reason for inadequate system validations.

3.2.9.6 Deficiencies in application controls to map Head of Accounts with Capital/ Revenue and Loan Sections, resulting in misclassification

As per para 14.2.1 of SRS, the classification of the HoAs as per the list of Major and Minor Heads given by the Controller General of Accounts is a requisite requirement to ensure the correctness of classification of the data.

Audit observed instances of HoAs in the master table which were misclassified, as listed below:

a) One Capital Major Head (4076) classified under Revenue Section.
b) Twenty-two Loan Major Heads[98] classified under Capital Receipt Section.
c) One Loan Major Head (6221) classified under Capital Expenditure Section.
d) Three Public Account Heads (8013, 8014 and 8450) classified under Loan Section.
e) Fifteen cases[99] having Major Head classified as Null.

The misclassification of the HoA indicated absence of application controls to enforce business rules related to mapping of HoAs to correct Sections in the master data. In the exit conference held on 05 June 2025, the Department stated that it would review the issue. It was also informed (16 June 2025) that the system has been developed to validate the expenditure classification based on first digit[100] of the 4-digit major head.

3.2.9.7 Deficiencies in functionality for assigning Code for new Schemes by the Accountant General

As per SRS 12.7[101], the system should have the facility for Finance Department user to verify and forward new Scheme requests from Administrative Departments, for assignment of new Scheme Code by the Accountant General of the State.

Audit analysed the workflow implemented in IFMS and noticed that Finance department users received the new Scheme requests and were able to either update/ return the request to the Administrative Department user or to forward the request to AG user for assignment of new Scheme Code. However, the 'Approve' button was active for the Assistant Section Officer user at the Finance Department, which was not compliant with the system design. Since the Assistant Section Officer was not the competent authority for taking the decision to approve such new Scheme requests, this indicated lack of correct mapping of business rules and lack of application controls to enforce the correct workflow.

The Finance Department stated that it would ensure that maker user at the level of Assistant will not be allowed to approve the new Code on his/ her own and that the

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[98] 6010, 6210, 6215, 6235, 6245, 6402, 6403, 6404, 6405, 6406, 6407, 6416, 6506, 6515, 6552, 6702, 6854, 6857, 6858, 6859, 6885 and 7615.
[99] 0007, 2020, 2407, 4860, 8001, 8005, 8444, 8446, 8656, 8781, 8785, 8787, 8788, 8789 and 8790.
[100] 4-digit major head starting with '2' & '3' will always be Revenue, '4' & '5' will always be Capital and '6'& '7' will always be loan.
[101] SRS: Software requirement specification.

process of assignment of new Scheme Code, which was currently being carried out in offline mode, would be rectified as per workflow after integration with AG interface. In the exit conference (05 June 2025), the Department stated that based on audit recommendation changes are being incorporated in the system and will be implemented in next release. The Department informed (16 June 2025) that the changes were made live in production.

Thus, it was evident that even after three years of implementation of IFMS, the intended workflow for this process had not been implemented.

3.2.10 Budget allocation and distribution module

The Budget module was intended to manage the allocation and distribution of budgetary funds across departments, projects, or units to ensure that resources are distributed according to Governmental priorities. At the beginning of each year, this module manages distribution of approved budget by assigning it to various Government offices.

As soon as the Annual Budget is passed by the Assam Legislative Assembly and on receipt of assent of the Hon'ble Governor, Finance Department is required to issue instructions to all Administrative Departments for allotment of Budget Grants to the respective DDOs with copy to all Treasury Officers in a single consolidated manner.

Out of the total Grant communicated to him, the Controlling Officer will, after retaining, if desired, a portion of the Grant in his own hands as a reserve, distribute the remainder of the Grant among the Disbursing Officers concerned who are subordinate to him in such manner as he deems fit.

3.2.10.1 Deficiencies in application controls to prevent budget distribution in excess of the available budget balance

Para 7.2 of Assam Budget Manual specifies that 'The Controlling Officers should complete the distribution to the DDOs, wherever necessary, latest by the 15th May of the year. It is for the Controlling Officers to see that the allotment to Disbursing Officers is not exceeded.'

BAD SRS 36.2.1 of Budget Allocation and Distribution (BAD) requires that system should validate in such a way that the distributed budget amount should not exceed the total budget amount or balance amount available.

However, Audit observed that during the period from 2015-16 to 2023-24, in 1,496 (566 cases during 2021-24) out of 17,32,373 cases of budget distribution, the amount distributed was greater than the budget amount allotted under the corresponding HoA as summarised in **Table 3.2.4**:

Table 3.2.4: Cases with budget distribution amount greater than allotted amount

Year	Number of cases	Number of Heads involved	Excess distribution (in ₹ lakh)
2015-16	156	136	2,06,092.63
2016-17	57	12	3,728.31
2017-18	216	195	69,122.08
2018-19	170	145	2,18,695.58

Year	Number of cases	Number of Heads involved	Excess distribution (in ₹ lakh)
2019-20	263	137	60,019.19
2020-21	68	67	5,134.24
2021-22	360	308	2,71,076.53
2022-23	168	151	2,74,057.71
2023-24	38	27	14,413.73
Total	**1496**	**1178**	**11,22,340.01**

Source: Departmental records.

The department stated (July 2024) that the amount resumed against the head of account are stored in "resumption_details" table. However, the database design in the technical documents of IFMS did not depict the resumption table and the database furnished to Audit too was without the said "resumption_details" table. As such, it cannot be ascertained if the amount distributed during the period was resumed with necessary controls over the excess distribution. In the exit conference (June 2025), the department stated that it would review the issues.

3.2.10.2 Administrative approval, technical sanction and financial sanction (AATFS) module

This module was intended to handle the business processes required for administrative approval and technical and financial sanctions.

3.2.10.3 Absence of key details for new projects

As per SRS/FRS 1 of AATFS module, system was required to capture the following information while creating project profile Project ID (System shall auto generate Unique Project ID, while creating project profiles for proposed projects), name of the project, brief description of the project, implementing agency/ code, source of funding, tentative cost estimates, funding agency, type of project (in year/ multi-year) including opening and closing dates, budget head, project classification based on sub-plan, project beneficiaries (tribal sub-plan, scheduled caste sub-plan, general areas plan, hill areas plan, *etc*.

Further, as per the SRS/FRS 2 of AATFS, System shall facilitate in capturing the location of the proposed project through GIS mapping during the requests for project profile creation. In case the project is across multiple locations, GIS mapping of all the locations should be possible.

Audit noticed that the administrative approval table in the database had 1,00,427 entries even though there were only five entries in the corresponding project profile sub module. This reflected the fact that administrative approvals had been processed without recording all the key details of the projects in the system and that the objective of implementing the Project Profile sub module had not been achieved.

Further, it was noticed that the functionality for recording the location for new projects through GIS mapping had not been implemented.

While accepting the observation, Finance Department stated (July 2024) that mandatory update of the project profile will be ensured, and the development of GIS functionality is under process. In the exit conference (June 2025), the department stated that the implementation of the module is under process. In a subsequent comment, the Department stated that the functionalities are being reassessed to incorporate more information as indicated by Audit which would be useful for monitoring capital projects.

3.2.10.4 Miscellaneous issues

i. AATFS module

Apart from the above, deficiencies surfaced in course of analysis of database of AATFS, bill creation module and on interaction with the Department revealed the following:

- Though the system supports the relevant financial sanction process to execute the allocated budget for respective Grants/Departments, employee related sanctions such as travel, leave, pensionary benefits were not implemented. Besides, though User Acceptance Testing conducted for Financial Sanctions and Delegation of Financial Power Rules, 2022 but were not implemented (December 2024).
- The Department accepted that Business Rules like IGAS 2, which stipulates that all Grants-in-aid should be booked as Revenue Expenditure, have also not been fully validated as of December 2024.

ii. Employee and payroll module

The Employee and payroll module was intended to manage employee-related financial matters. It included payroll processing, salary management, allowances and benefits tracking, statutory deductions and pay slip generation.

As per Functional Requirement Specifications (FRS) of Employee and Payroll module, the system shall support automation of pay-rolls by mapping various variables and rules thereof. In order to calculate salaries, the system shall have mapping of various business rules and rates like Dearness Allowances rates, rates of House Rent Allowance, Medical Allowances, TDS calculation rules, NPS calculation rules, Provident Fund calculation rules, Group Insurance Scheme rules, *etc*. Deficiencies in mapping these business requirements and Rules into IFMS are discussed below:

3.2.10.5 Deficiencies in processing of pay, allowances & deductions

The System facilitates calculation of allowances[102] based on the basic pay of the individual beneficiaries and generates the payroll[103] report that displays Basic Pay, HRA and other allowances, Total Pay, Deductions, Gross Pay, Net Pay, Loss of Pay *etc*.

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[102] EPM SRS 1.22: DA, HRA and medical allowances
[103] EPM FRS 8

During analysis of the relevant IFMS database tables of 47,38,251 records for the period from 01/04/2022 to 31/03/2023 in respect of 4,23,253 employees[104], following deficiencies were revealed:

i. ***Pay & Grade Pay:***

a) Total Pay, Loss of pay[105] and Net Pay were not available in the database table;
b) Grade Pay and Pay Band had been recorded as zero in 39,293 instances.
c) Grade Pay had not been entered against the Pay Band in 16,487 instances.
d) Pay Band had not been entered against the Grade Pay in 146 instances.
e) In terms of report of 7th Assam Pay and Productivity (ROP) Pay Commission, range for Grade Pay was ₹3900 to 18,500 and for Pay Band is ₹12,000-37,500 to 1,30,000 (fixed). However, in case of 1202 employees, invalid Grade Pay was found recorded and in case of 4,409 employees, invalid Pay Band was recorded (*e.g.*, GP = ₹8,96,650, PB = ₹55,55,555 *etc*.,) in the database.

The Department, accepted (August 2024) that separate columns for Loss of Pay and Net pay are not maintained in the database table but are captured in the front end. It was also stated that during the initial days of the system, validation of pay band and grade pay was missing; however, currently, the system mandates entry in the column of Pay band as per existing ROP without which salary bills cannot be processed.

The fact remains that the key components of Payroll management were missing in Employee & Payroll module, which was one of the earliest modules to be rolled out in October 2021.

ii. ***Medical Allowances:*** In terms of Employee Payroll Module (EPM) FRS 31, Medical Allowances is fixed for all the employees (Medical allowance is in configurable manner).

However, in case of 85,144 employees, Medical Allowances had been recorded in the database with amounts other than the prescribed value of ₹600/-.

iii. ***Professional Tax:*** In terms of SRS of EPM, Professional Tax was to be calculated on Gross Amount as depicted in the **Table 3.2.5.**

Table 3.2.5: Professional Tax rate in Assam

Gross Amount (in ₹)	Professional Tax (in ₹)
Less than 10000	0
Between 10001 to 15000	150
Between 15001 to 24999	180
More than 25000	208

Source: Departmental records.

However, on analysis of the related database, it was noticed that the field of Gross Pay, which was required for calculation of Professional Tax was not provisioned in the database. It was noticed that in 3,275 cases, the amounts

[104] SALARY_ALLOWANCE AND SALARY_DEDUCTIONS
[105] Due to leave, suspension, *etc*.

captured with respect to the Professional Tax were not in agreement with the amounts prescribed for different slabs in the database, *i.e.,* ₹150, ₹180 and ₹208.

iv. House Rent Allowances: In terms of EPM FRS 31, House Rent Allowance (HRA) was to be calculated on the basis of Basic Pay and Place of Posting as mentioned in the **Table 3.2.6.**

Table 3.2.6: House Rent Allowance (HRA) rates in Assam

Place of posting of Employees	HRA
Rural area	(Basic Pay) x 8 *per cent*
Sub-Divisional Area	(Basic Pay) x 9 *per cent*
Metro	(Basic Pay) x 10 *per cent*

Source: Departmental records.

Audit, however, found on analysis of the related database for 2022-23 that critical information on the place of posting of employee were not available. Database revealed that in case of 3,542 employees, HRA had been calculated at the maximum rate of 10 *per cent*, without assurance on whether this was justified depending on place of posting.

As regards Medical Allowance, Professional Tax and HRA, the Department accepted (August 2024) that presently the mentioned fields are manually entered by users and that no application controls are in place to restrict the entries to the valid set of values.

Thus, compliance with the above business rules through the system based controls was not ensured.

v. Group Insurance Scheme (GIS): In terms of EPM FRS 1 and in terms of report of 7th Assam Pay and Productivity Pay Commission, GIS is calculated as per the Grade of employees given in the **Table 3.2.7**.

Table 3.2.7: Group Insurance Scheme (GIS) rates in Assam

Grade of Employees	Grade Pay (In ₹)	GIS (In ₹)
I	12700 to 16300	400
II	9100 to 11500	300
III	5000 to 8700	200
IV	Upto 4400	200

On analysis of the database, it was noticed that in case of 21,343 employees, the amount deducted toward GIS was incorrect, as it did not match the prescribed set of permissible values (₹400, ₹300, ₹200) for GIS. As such, the system lacked the necessary controls to ensure correctness of the master values defined in ROP.

vi.* GPF *Subscription: In terms of Circular No. e.F.No.11026/04/2022-AIS–III dated 06.01.2023 of Department of Personnel & Training (DoPT), Ministry of Personnel, Public Grievances and Pensions Department, there is provision of Ceiling of ₹five lakh on subscription to General Provident Fund (GPF) in a financial year. Finance (Estt) Department, GoA Circular No. FEB.346/2015/8 dated 17.07.2019 provides that minimum of 6.25 *per cent* and a maximum of 15.63 *per cent* of (Pay Band+ Grade pay) is required to be subscribed by a GPF subscriber.

During analysis of database in respect of 2022-23, it was observed that in case of 1138 employees, GPF was deducted at the rate of more 100 *per cent* of Basic Pay (Pay

Band+ Grade pay). Further, in case of 6 employees, GPF was deducted more than ₹five Lakh during the financial year.

The Department accepted (August 2024) that the issue flagged by Audit pertained to earlier data, where some of the validations were not incorporated. This indicated Employee & Payroll Management module was rolled out (October 2021) with inherent lacunae and the same remained undetected (September 2023).

***vii.* NPS Nominee:** The system facilitates new employees to avail themselves of New Pension Scheme (NPS). The system provides subscription forms for the same after successful registration. Pension Fund Regulatory and Development Authority (PFRDA) circular[106] dated 03.09.2020 states that if a subscriber has a family[107] at the time of making nomination, the nomination shall be in favour of one or more persons of the family. Also, as per SRS (EPM Module – under Screen Level Validation) the Percentage Share data fields should have the following validations:

- Should contain only numeric values
- Should contain at most 3 digits
- Total percentage of share should be 100 *per cent*.

On analysis of NPS Nominee table, it was found that in 11 instances the total percentage share allocated to different family members were more than 100 *per cent*, which is unacceptable.

This reflected the absence of related application controls to validate the data entered by users.

3.2.10.6 Deficiencies in entering data into the Permanent Employees Master Table

The Permanent Employees Master Table is required to support maintenance of service records of employees of different cadres of the Government of Assam. It supports in managing the cadre strength as well as maintaining records of all service-related aspects such as transfers, promotions, postings, *etc*., of the employees. This master table is linked to the Pensions module for generating timely alerts to initiate pension files based on the expected retirement dates, as well as for digital service record data for pension file preparation and processing.

The data fields required to be entered for the Permanent Employees Master Table included Name, Post, Bank Account Number, IFSC Code, Date of Joining, Mobile Number, Monthly Gross Salary, *etc*. The employee was to be provided facility to add/ modify personal data such as log-in password, Address, Bank Account Number, Email ID, AADHAR number, PAN and Family details. This data was required to be linked with the pay-bills generated by each DDO.

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[106] Circular No. PFRDA/2020/37/SUP/CRA/15 dated 03.09.2020

[107] Family means his legally wedded spouse, his children, whether married or unmarried, his dependent parents and his deceased son's widow and children

Audit analysed the Permanent Employees Master Table having details in respect of 4,04,402 employees and noticed the following deficiencies:

a) In case of 29 employees, first name was captured as blank and in last name field, random alphanumeric values had been entered.
b) In case of 32,153 employees, the Date of Birth was recorded as “00/00/0000”. In 1,529 instances, DoB had invalid future years such as 2053.
c) In case of 2,50,673 employees, the Date of Appointment was recorded as “00/00/0000” or other invalid future dates such as ‘06/01/9194’.
d) ‘Date of Joining’ field has not been mentioned in the EIS database;
e) In case of all the employees, Date of Retirement had been entered as ‘00/00/0000’;
f) In case of 29,422 employees, PAN Number had not been entered and in three cases, the PAN Number was incorrect, with values such as ‘ooooo0000o’.
g) In case of all the employees, AADHAR Number had not been entered;
h) In case of 395 employees, Bank Account Number had not been entered;
i) In case of 9,738 employees, IFSC Code had not been entered and in 71 cases, the IFSC Code was incorrect, with invalid values such as ‘00000000000’;
j) In case of 8,258 employees, the Mobile Number had not been entered and in 89 cases, the Mobile Number was invalid, with values such as ‘0001215532’;

The missing data and the invalid data in the Permanent Employees Master Table indicated the absence of basic validation controls in IFMS and lack of due diligence by the Departmental users who had been entrusted with the responsibility for verification of the data to be entered into IFMS. This showed that IFMS data was unreliable to generate accurate pay bills or process pensions in a timely manner.

The Department replied (August 2024) that the issues mentioned by Audit related to initial period and data, where some of the validations were yet to be incorporated. It was stated that currently, relevant validations are already in place to ensure that no numeric data is captured as name of the employee. It was also added that the mentioned account numbers were duplicate records which were cleared as part of data clean up. Finance Department has further informed that an order has since been issued for capturing Date of Birth, Retirement Age, Date of Entry into Government Service, PAN Details and Spouse Name of Employees in the data base.

Audit observed that the order was issued in June 2024 *i.e.*, 30 months after deployment of the EPM and Bill Creation modules (October 2021).

In the exit conference (05 June 2025), the Department stated that it has already issued orders for compliance. Recently, integration with RBI has also been done for IFSC validation. The Jt. Secretary further informed that strict order has been circulated stipulating for updation of the database with correct details (PAN/ Phone No./ eMail/ Bank A/c details, *etc.*) within a fixed target date with provisions for stern actions against any default.

3.2.10.7 Temporary Employees Master Table

In terms of EPM SRS 21.1, the details of Temporary Employees such as name, GPF/ NPS-lite, post, account number, bank IFSC, bank name, bank branch, PAN, date of birth, gender, mobile number, *etc.,* are required for preparation of wages bills. On analysis of Temporary Employee Master table having 2,23,484 employees' records, following were noticed:

a) In case of 108 employees, name contained invalid data like '----------', 'AB', '00' *etc*.
b) In case of 33 employees, no bank account numbers were captured, and 140 employees had invalid Bank Account Number.
c) In case of 37,732 employees, no PAN number was captured, and 1,988 employees had invalid PAN Number.
d) In 36,315 employees out of 2,23,484, no date of birth was captured.
e) In case of 8 employees, invalid IFSC have been entered.
f) In case of 2,04,000 employees, the date of joining was not captured.
g) In case of 50,605 employees, no mobile number was captured, and 916 employees had invalid mobile numbers.

The above instances indicated deficiencies in application controls to ensure validation of the master data entered by users.

The Department replied (August 2024) that the invalid data has been checked, sanitised and ensured that no payment has been made against such wage earners. It was added that appropriate action has been taken up to sanitise and update invalid mobile numbers of employees. Without correct mobile numbers, employees cannot log in to access the Employee Self-service (ESS) portal. The Department, however, assured that validations for mobile number, PAN, DoB, bank IFSC and DoJ of employees would further be strengthened. In the exit conference, while accepting the audit observation, the Department stated (June 2025) that a detailed review is being done in this regard.

3.2.11 Gap detection in sequential key IDs

During analysis of IFMS database, Audit observed that each table of the database contained a data field named "ID", which is a system generated sequential number to each record in the tables to maintain uniqueness. As it is a system generated sequential number, significant gaps warrant examination as gaps may also arise due to failed inserts, aborted transactions, *etc*., and in the event of deletion of records, sequence failures due to server shutdowns/ restarts or transaction rollbacks.

Audit analysed the sequence of ID columns in four important tables in the database and found that there were 2.77 lakh records (IDs) missing in these tables. The numbers of missing records from these tables were as follows:

Table 3.2.8: Details of missing records in the database

Sl. No.	Table description	Last ID in table	Total number of records	Number of times the gaps occurred	Number of missing serial numbers
1	Budget_allocation_*******	3,42,861	1,88,460	68	1,54,401
2	Budget_distribution_*******	18,23,040	17,32,373	945	90,667
3	Administrative_********	1,00,772	1,00,427	182	137
4	Heads	1,07,333	75,733	5,660	31,598
	Total	**23,74,006**	**20,96,993**	**6,855**	**2,76,803**

Source: Departmental records.

Figure 1: Illustration of gap detection in budget_allocation_details

40209	40210	10	70	45172	0	12,900.00000	12,900.00000	12,900.00000
40210	40211	78	99	41684	0	1,400.00000	1,400.00000	1,400.00000
40211	40212	52	68	37352	0	9,294.25000	9,294.25000	9,294.25000
40212	40213	52	68	37353	0	2,273.81000	2,273.81000	2,273.81000
40213	40215	52	68	37354	0	36,403.46000	36,403.46000	36,403.46000
40214	40216	52	68	37355	0	20,464.28000	20,464.28000	20,464.28000
40215	61590	33	140	39570	0	20.00000	0.00000	20.00000
40216	168436	875	57	5770	0	329.31000	6.29020	329.31000
40217	168437	875	57	5771	0	406.70000	13.86180	406.70000

The gaps between the sequential IDs of these four tables ranged between 1 to 1,06,845. The larger gaps indicated possible manual intervention at the back end of the system to delete records. In this regard, the Database Administrator logs were not furnished to Audit. As a result, Audit was unable to derive assurance on the integrity and reliability of data. Regarding the tracking of back-end data changes, the Department stated that all the user activities logs are stored in the separate table. This comprehensive log is designed to provide detailed insights into user interactions with the Assam Finance system, allowing to maintain a thorough record of user activities.

However, on analysis of the user activities logs in the above-mentioned table, no record of occurrence of deletion of entries, approval of entries, *etc*., were noticed.

The department subsequently stated (August 2024) that it has now undertaken steps to avoid and monitor data updation without authorisation, if any. All users having direct access to the database have been reviewed and audit trails have been enforced for all such users. Department has issued directives to limit such users to avoid any data manipulation. In the exit conference held on 05 June 2025, the Department replied that the department has initiated corrective actions on the issues pointed out by Audit and audit trails are now being maintained by the Department.

3.2.12 Deficiencies in Identity and Access Management

Identity Management involves establishment and maintenance of user identities (IDs), associated authentication and monitoring processes to provide assurance that only authorised users are granted access to the system. Unique user identity also ensures that no user can repudiate a past transaction. For this reason, the individual assigned to a particular user ID can be held accountable for the activity performed with that ID.

Further, Privileged Identity Management or Privileged Access Management involves setting permissions and privileges to defined roles and assigning the roles to various authorised users. The role determines which permissions the system grants to the users or limits access to specific resources or tasks.

Audit noticed that:

- A formal policy for Access Management and Password Management for IFMS had not been adopted and documented. Audit noticed existence of invalid user mobile numbers, 8230 mobile numbers used in 25,220 users with duplicates ranging from 2 to 123 instances, 5949 duplicate email IDs used in case of 21,629 users with duplicates ranging from 2 to 276 and absence of mobile/Email verification indicated that there was no multi factor authentications existed in IFMS for its Access.
- Each user ID (system generated) had not been mapped to Employee ID of the employee to whom that user ID had been assigned. Without this basic control, it was not possible to easily keep track of employee activity in the system.
- The system is not provisioned to de-activate the user upon reaching his superannuation. It was noticed that the system had provided a period of 50 years from the activation date for each user and there were cases where active and de-active date is blank as shown in **Table 3.2.9**.

Table 3.2.9: Cases where active and de-active date is blank and the deactivation date is kept as 50 years from the activation date

User Active date	User De-activate date	Number of Records
Null	Null	27,965
15-05-2015	15-05-2065	8,361
26-06-2015	26-06-2065	19

Source: Departmental records.

Weak identity controls, duplicate credentials, and unlinked employee IDs indicated weak internal controls in IFMS application. This lack of automated oversight also diffuses accountability and potentially exposes the system to unauthorized access.

The Department stated (August 2024) that a robust implementation of Identity and Access Management (IAM) has been proposed under the General Requirement module. User Creation is to be mapped with definite roles and privileges to authorised users. Mapping of the users would be integrated with the Employee & Payroll module and the access will be limited to their privileges and deactivation based on exit from the post. Department will also come up with a User Creation Policy detailing the roles and responsibilities of the stakeholders. In the exit conference, the Department clarified that the general requirement module is not a single module to be roll out in one go, rather it is a cluster of multiple functionalities implemented in stages. It is further added that these functionalities are under the final stage of role out (by June 2025). The department stated that recommendation made by Audit would be addressed in the current release.

3.2.13 Absence of Business Continuity Plan & Disaster Recovery Plan

The objective of having a Business Continuity Plan (BCP) and Disaster Recovery Plan (DRP) is to ensure that the organisation can accomplish its mission and it will not lose the capability to process, retrieve and protect information in the event of an interruption or disaster leading to temporary or permanent loss of computer facilities. This calls for a well-documented, tested and updated Business Continuity and Disaster Recovery Plans.

Audit examined the BCP and DRP documents furnished, and noticed that they were general concept papers, without any specific planning for these functions related to IFMS. Recovery Point Objective, Recovery Time Objective, frequency of Disaster Drills *etc*., had not been specified for IFMS. No Disaster Recovery Drill Reports were available on record and no meetings/ reviews had been held to monitor the progress made on BCP & DRP functions.

The Department stated (August 2024) that a Committee has been notified to draft the Business Continuity Plan and Disaster Recovery Plan with the IT Department and AMTRON for drafting this plan and its implementation. The compliance report would be submitted to Audit in due course of time.

It was observed that the Committee was formed in July 2024, *i.e.,* almost three years after various modules started rolling out leaving the system vulnerable to loss of data in case of any unforeseen disasters.

In the exit conference held on 05 June 2025, the Department stated that BCP and DRP have been drafted and under process of approval. However, as the ongoing contract with the SI is going to end by June 2025 including helpdesk support and O&M services, the Department needs to put in special care for seamless continuation of business during the post contract period.

In its subsequent updating comments (16 June 2025), the Department informed that it has since received some recommendations from the Information Technology (IT) Department of GoA *inter alia* on the Recovery Time Objective (RTO) and Recovery Point Objective (RPO), which would be acted upon.

With regard to various issues pointed out in Audit relating to functioning & control of the system, the Finance Department stated (August 2024) that it has taken note of the lacunae flagged by Audit in the functioning & control of the system and intimated that corrective actions have been taken through appropriate validations, implementation of workflow engines for different business processes, user privileges across different roles is being implemented. It was further added that configuration of Delegation of Financial Power Rule (DFPR), user creation & workflow under the General Requirements Module is further expected to fill the current gaps indicated.

3.2.14 Conclusion

The IFMS had several deficiencies in project management, inadequate application controls and validations, weak identity and access management and disaster and business continuity management which show that IFMS system has not taken over the responsibility of shifting of the burden of compliance from individual users to the IFMS application implemented. Such observations are summarised below:

The project was lagging in implementation schedule with only eight out of 18 modules having been rolled out as of December 2023, necessitating extension of contract period and resulting in additional liability for Helpdesk and Operation & Maintenance support in the extended contract agreement period (September 2023 to February 2025).

The PMC flagged many issues in the quarterly reports on the performance of the projects, however, the deficiencies later pointed out by Audit were not identified and resolved by the PMC at the developmental and UAT stage.

The validations and the controls as outlined in Functional Requirement Specifications/ Software Requirement Specifications have not been complied with on many occasions leading to deficiencies in mapping of business requirements and Rules in the system.

The Heads of Accounts were not consistently mapped to DDOs and Grants, were not always uniquely maintained and were in some cases misclassified with respect to prescribed list of Major and Minor Heads.

The budget distributed amount was greater than the balance budget amount against the corresponding HoA.

The process of creation of Project Profile intended to facilitate informed decision making on resource management has not been implemented. Further, employee related sanction process such as travel, leave, pensionary benefits have also not been automated. Sanction process based on Delegation of Financial Power Rules, 2022 and financial rules such as IGAS 2 was yet to be implemented.

Deficiencies in mapping of business requirements and Rules in payroll processing as well as deficiencies in capture of data for permanent and wage employees were observed.

Detection of gap in the data processed, entry of data after final approval indicated weakness in timestamp integrity and database control measures.

Policy for Identity and Access Management had not been adopted and documented. The user ID had not been mapped to Employee ID and defined roles. The de-active date is not based on the retirement date but flatly entered as 50 years from active date.

The efficacy of the Business Continuity Plan (BCP) and Disaster Recovery Plan (DRP) could not be assessed. No periodical meeting has been held for monitoring the BCP and DRP activities. As such, audit could not ascertain whether recovery plan would work in the event of any disaster.

3.2.15 Recommendations

The Government may consider the following for better functioning of the IFMS

- *The Project Management Team should continuously monitor the development and implementation progress so that the milestones of the project are adhered to. Necessary penalties should be imposed wherever applicable under Service Level Agreement, for delay in completion of the project.*
- *Validations and controls as outlined in Functional Requirement Specifications/ Software Requirement Specifications should be complied with. Translation of functional and software requirements into the system should be tested and verified during the User Acceptance and sign off.*
- *Business requirements and rules such as mapping of Grant with Head of Account, correct classification of Head of Account as per the List of Major and Minor heads, mapping of head of account to user, etc., should be incorporated into the system.*
- *Proper process flow and well-defined user privilege should be embedded in the system.*
- *Database and logfiles (System, DBA, Application) should be maintained and necessary information should be captured in the entries of Log-files.*
- *Policy for Identity and Access Management should be prepared. Also, the processes and policies to control super user activities should be well documented.*

The Business Continuity Plan (BCP) and Disaster Recovery Plan (DRP should be well-documented, tested periodically and updated. Periodical exercise and meeting should be conducted for impact assessment and monitoring the BCP & DRP activities.

Compliance Audit Paragraphs

Administrative Reforms and Training Department

3.3.1 Wasteful expenditure of ₹213.52 lakh

Wasteful expenditure of ₹2.14 crore due to inadequate planning, lack of feasibility assessment and non-obtaining of mandatory forest clearance, leading to closure of the work for establishment of a training institute at Assam Administrative Staff College.

As per Rule 241 of Assam Financial Rules, 1939, on receipt of the administrative approval (AA), technical sanction (TS) must be obtained before commencement of the construction work.

With a view to establish three training institutes for Grade III and Grade IV staff at Guwahati, Bongaigaon and Silchar, the Government of Assam (GoA), Administrative Reforms & Training Department (AR&TD) accorded (October 2018) AA for ₹42.24 crore (₹14.08 crore for each of the three institutes). On receipt of the AA, the Chief Engineer (CE), PWD (Building), Assam instructed (December 2018) all the executing divisions to submit the Site Plan/ Survey Map of the proposed site along with the sub-soil investigation (SSI) report. TS to the work was accorded (December 2019) by the CE for ₹42.24 crore. As per the provisions of the model estimate, the scope of work included civil works, sanitary and water supply, internal and external electrification, interior works, site survey and sub-soil investigation.

Scrutiny (July 2024) of the records of the office of the Director of Training, Assam Administrative Staff College (AASC) pertaining to the period from September 2020 to June 2024 relating to construction of the Training Institute at Guwahati showed that even before the CE had accorded TS (December 2019) and the Executive Engineer, Guwahati Building Division No. II, Dispur, Guwahati had obtained vital information related to the site and construction work through topographical survey and SSI, the CE, PWD (Building) awarded the work to *M/s Bikash Enterprise* in September 2019 at the tendered value of ₹10.82 crore. The work commenced in October 2019.

Meanwhile, the work orders for topographical survey and SSI were issued on 20 December 2019 and 04 January 2020 at the tendered value of ₹2.99 lakh and ₹2.66 lakh respectively by the executing division to the bidder *ANKAN-The Design Desk*, Guwahati.

Scrutiny further showed that before completion (February 2020) of the topographical survey, External Development Work costing ₹5.04 crore was proposed (December 2019) for execution. The Work was proposed on the grounds that the construction work of the Training Institute could not proceed without proper site development and approach road to the site, the allotted land being located on a steep hill. The GoA, AR&TD accorded AA and the CE accorded TS for the work for ₹5.04 crore in March 2020 and May 2020 respectively. The external development work was also awarded (June 2020) to *M/s Bikash Enterprise* at the tendered value of ₹4.98 crore. As of March 2022, a total payment of ₹1.91 crore was made to the contractor against the physical progress of 38.30 *per cent*.

Records also showed that for construction of the training institute, a secured advance of ₹22.84 lakh was paid (February 2020) to *M/s Bikash Enterprise* for the supply of reinforcement bars which remained unadjusted as there was hardly any physical progress (0.85 *per cent*) as of March 2022.

Subsequently, in May 2022, both the works were withdrawn from the contractor by the executing division. The reasons cited for the closure of the works were steep gradient of the approach road and unsuitability of the allotted land in a hilly terrain due to which only five out of eight buildings could be accommodated. It was also seen from the records that the proposed site was located inside the eco-sensitive zone of Amchang Wildlife Sanctuary and forest clearance was required for the said work which had not been obtained. Accordingly, based on the report submitted (March 2024) by the CE, the proposal for foreclosure was forwarded (April 2024) to the Secretary, Administrative Reforms, Training, Pension and Public Grievances Department by the Director of Training, Assam Administrative Staff College, Khanapara, Guwahati. Approval of the foreclosure proposal from the GoA is, however, still awaited (April 2025).

Audit observed that as of March 2022, an expenditure of ₹2.19 crore, including costs of SSI (₹2.66 lakh), Topographical Survey (₹2.99 lakh), external development work (₹190.68 lakh) and secured advance for supply of reinforcement bars (₹22.84 lakh), was incurred on the work during March 2020 to March 2022. Further, there was no record relating to adjustment of secured advance of ₹22.84 lakh against execution of works till July 2024.

During Joint Physical Visit (JPV) of the site (29 October 2024), it was found that the construction site was inaccessible due to steep slope of approach road and dense jungle. In respect of the external development work which was stated to be executed at the cost of ₹190.68 lakh, only a dilapidated retaining wall, stone masonry work and incomplete approach road was found. Photographs taken during the JPV are shown below:

Damaged stone masonry works of retaining wall
Date of Photograph: 29 October 2024

Approach road beyond which road is unapproachable
Date of Photograph: 29 October 2024

From the above facts, audit observed that the proposed site was located in a hilly terrain inside an eco-sensitive zone and was selected for the construction without carrying out any feasibility study. Further, External Development Work was taken up before carrying out pre-construction activities such as topographical survey & SSI and before obtaining forest clearance.

The construction of the proposed training institute at Guwahati suffered from critical lapses in planning, regulatory compliance, and project oversight. The site, located within the eco-sensitive zone of the Amchang Wildlife Sanctuary, was selected without conducting a feasibility study or obtaining the mandatory forest clearance. Pre-construction activities such as topographical survey and sub-soil investigation were undertaken only after the award of the contract, in violation of Rule 241 of the Assam Financial Rules, 1939.

Despite these deficiencies, the work was prematurely awarded to the contractor even before technical sanction was accorded. External development works were also initiated without confirming site suitability, resulting in partial execution. The site was eventually found to be inaccessible and unsuitable for the planned infrastructure, leading to foreclosure of the project. A joint physical verification confirmed minimal physical progress, limited to a dilapidated retaining wall and an incomplete approach road.

Further, the Department did not provide justification for awarding the work prematurely and did not adjust the secured advance of ₹22.84 lakh. The lack of recorded decision-making, absence of financial control, non-adherence to engineering protocols culminated in wasteful expenditure of ₹2.14 crore. The intended objective of establishing a training institute remained unachieved.

This case highlights systemic weaknesses in administrative planning, regulatory diligence, and project governance, resulting in financial loss to the exchequer and abandonment of a critical public infrastructure initiative.

GoA, in reply, stated (April 2025) that in order to make the site accessible, the expenditure had to be incurred in the interest of the main work which was utmost necessary and hence the expenditure incurred for the purpose may perhaps not be termed as wasteful.

Fact, however, remains that the site, located in a hilly terrain inside an eco-sensitive zone, was selected for the construction without carrying out any feasibility study. Further, external development work was taken up before carrying out pre-construction activities such as topographical survey & SSI and before obtaining forest clearance, which eventually led to foreclosure of the work, rendering the expenditure of ₹2.14 crore incurred on the external development work, wasteful.

Revenue and Disaster Management Department

3.3.2 Excess payment of land compensation

By allowing an unjustified period of 365 days instead of the admissible 64 days for calculation of additional compensation against acquisition of land, District Commissioner (DC), Kamrup Metropolitan paid an excess amount of ₹94.26 lakh to a landowner.

In Assam, the Land Acquisition is carried out under the provisions of the National Highways Act, 1956; the Petroleum and Minerals Pipelines (Acquisition of Right of User in Land) Act, 1962; the Assam Land Requisition & Acquisition (ALRA) Act, 1964; and the Right to Fair Compensation and Transparency in Land Acquisition, Rehabilitation and Resettlement (RFCTLARR) Act, 2013 *etc*.

As per the GoA order dated 08 May 2015, even in case of the land acquired under ALRA Act, 1964, the calculation of all the benefits including additional compensation would be as per RFCTLARR Act, 2013.

Section 26 to 30 of the RFCTLARR Act, 2013 provided for determination of amount of compensation for acquisition of land payable to the affected pattadar. The compensation includes the cost of the land (determined on the prevailing market value at the time of the notification and after multiplying by multiplying factor *i.e.*, multiplying by 1 for the urban land), value of structures, solatium[108] at the rate of 100 *per cent* on the cost of the land and the cost of structures. Besides, an additional compensation at the rate of 12 *per cent* per *annum* on the market value of the land without multiplying factor is also payable to the pattadar which is calculated from the date of publication of notification of Social Impact Assessment Study[109] (SIAS) to the date of the award or the date of taking possession, whichever is earlier.

During Audit (November – December 2023) of the accounts and the records of the DC, Kamrup Metropolitan covering the period from December 2020 to October 2023, it was noticed that the DC acquired (May 2022) three Bigha-four Katha-one Lessa[110] land for the project 'Extension of Raj Bhawan Campus at village Sahar Kharghuli'. The land was acquired as per the ALRA Act, 1964 and compensation was paid as per the RTFCTLARR Act, 2013.

The Government notification for the land acquisition was published on 04 March 2022. The DC, Kamrup Metropolitan submitted (13 May 2022) an estimate of ₹33.55 crore to the Government, which included ₹31.63 crore[111] as compensation for the land acquisition payable to the pattadar and ₹1.92 crore as the administrative cost and the capitalised land value. The compensation amount was inclusive of an additional compensation amount of ₹1.14 crore. The land acquisition process was completed on 07 May 2022 by handing and taking over the acquired land and with the payment (19 December 2022) of ₹31.63 crore to the pattadar.

Checking of the records showed that the additional compensation of ₹1.14 crore was paid for a period of one completed year (365 days). However, the SIAS as required under the RTFCTLARR Act, 2013, was not conducted. Since the additional compensation was to be calculated from the date of publication of the notification of the SIAS as per the RTFCLAAR Act 2013 and no SIAS was done in the instant case, the basis of taking one-year period for the calculation of additional compensation was not justified.

Furthermore, the ALRA Act, 1964, read with Section 23 (1A) of the Land Acquisition Act, 1894, specifies that if the land is acquired under Section 6 of the ALRA Act, 1964, compensation should be calculated from the date of publication of the notification to the date of the award or the date of taking over the possession, whichever is earlier.

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[108] It refers to the compensation or additional payment paid to the landowners or affected parties whose land is acquired by the Government for public projects as a consolation.

[109] Social Impact Assessment Study (SIAS) report is used for determination of the social impact and public purposes, public hearing, and publication of the SIAS report in the affected areas, whenever the Government intends to acquire land.

[110] one Bigha: five Katha (*i.e.*, 14,400 sq. ft); one Katha: 20 Lessa (*i.e.*, 2,880 sq. ft) and One Lessa: 144 sq. ft.

[111] Land value: ₹9,52,50,000; Assets value: ₹5,71,84,630; Solatium 100% u/s 30(1): ₹15,24,34,630; Additional compensation @12% for 365 days on Land value u/s 30(3): ₹1,14,30,000.

Since the SIAS was not conducted, the provisions of the ALRA Act applied by default, and accordingly, the additional compensation should have been paid for 64 days instead of 365 days. Audit posits that the additional compensation should have been calculated from the date of the publication of the notification under the ALRA Act, 1964. The notification was published on 04 March 2022, and the land was taken over on 07 May 2022. The additional compensation should have been paid for 64 days instead of 365 days, resulting in an excess payment of ₹94.26 lakh[112] to the landowner due to the allowance of inadmissible extra 301 days.

On this being pointed out, GoA, Revenue and Disaster Management Department, in reply stated (February 2025) that it had directed the pattadar to refund the excess compensation amounting to ₹94.26 lakh.

However, excess payment towards the additional compensation made to the pattadar remained unrecovered (March 2025).

The DC, Kamrup (Metropolitan) erroneously calculated the additional compensation for a full year (365 days), resulting in an excess payment of ₹94.26 lakh to the landowner. This not only led to avoidable financial loss to the exchequer but also indicated a lapse in internal checks and understanding of applicable legal provisions. The delay in recovery of the excess payment, even after departmental directions, reflects weak enforcement of financial accountability and highlights the need for strengthening scrutiny mechanisms during estimation and disbursement of land compensation.

[112] [₹1,14,30,000 (compensation already paid) - {₹9,52,50,000 (land value) x 12 *per cent}* x 64/365] = ₹94,25,836.

CHAPTER-IV
GENERAL

CHAPTER-IV
General

4.1 Follow up on Audit Reports

Non-submission of suo-moto Action Taken Notes

In terms of the resolution (September 1994) of the Public Accounts Committee (PAC), the administrative Departments were required to submit *suo-moto* Action Taken Notes (ATNs) on paragraphs and reviews included in the Audit Reports, within three months of presentation of the Audit Reports to the Legislature to the PAC with a copy to Accountant General (AG) (Audit) without waiting for any notice or call from the PAC, duly indicating the action taken or proposed to be taken. The PAC, in turn, is required to forward the ATNs to AG (Audit) for vetting before its comments and recommendations. The State Level Apex Committee in a meeting (August 2001) chaired by the Chief Secretary of Assam also instructed all departments to submit replies on paragraphs and reviews included in the Audit Reports as soon as the Audit Reports are presented to the Legislature. Assam Legislative Assembly reiterated the same instructions in September 2014 and October 2018.

However, only seven *suo-moto* replies/explanatory notes were received against 1,855 paragraphs and reviews included in the Audit Report on Social, Economic and General Sectors up to 2023-24 from the respective departments.

As of March 2024, PAC discussed 1,272 out of 1,855 paragraphs and reviews pertaining to the years 1983-84 to 2023-24. Consequently, 583 audit observations/ comments included in those paras/ reviews were yet to be discussed by the PAC.

4.2 Action Taken on Recommendations of the PAC

PAC made 641 recommendations in its 55th to 186th Reports with regard to 52 departments and settled 311 paragraphs based on action taken by the departments concerned on the recommendations made by the PAC. The remaining 325 recommendations[113] were pending for settlement as of March 2024 due to non-receipt of ATNs/ Reports from the departments concerned.

4.3 Response to Audit Observations and Compliance thereof by Senior Officials

The AG arranges to conduct periodical inspection of Government departments to test-check the transactions and verify the maintenance of significant accounting and other records according to prescribed rules and procedures. When important irregularities detected during inspection are not settled on the spot, Inspection Reports

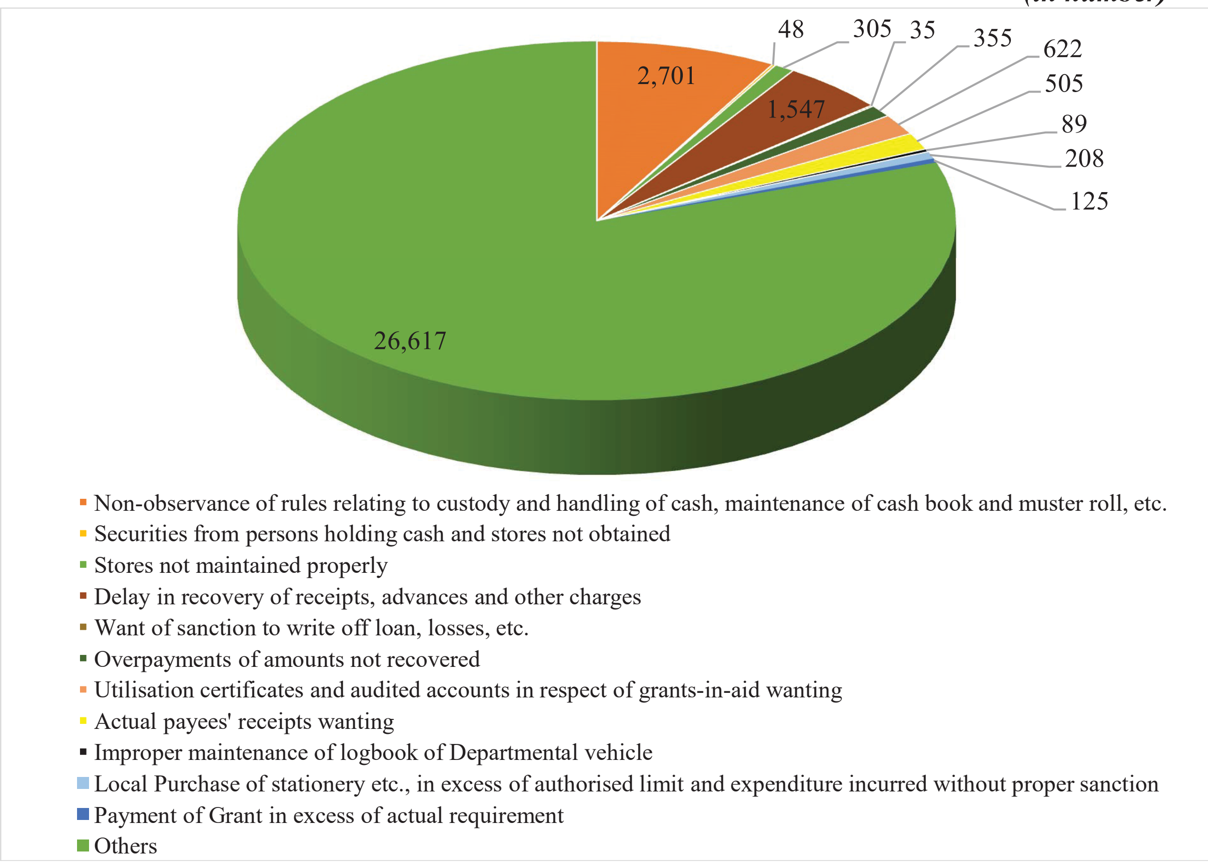
[113] Five paragraphs {Para 2.3.6 (Part A & C) of AR 2015-16, Para 3.4.3 of AR 2015-16, Para 3.4.2 of AR 2016-17, Para 1.2.4 of AR 2018-19 and Para 1.2.5 of AR 2018-19} discussed in PAC but neither dropped nor any action was recommended since two cases were subjudiced and three cases were pending.

(IRs) are issued to the Heads of the concerned offices with a copy to the next higher authority. The State Government (March 1986) has advised Departments to provide prompt response to the IRs issued by the AG and to ensure that remedial action is taken in compliance with the prescribed rules and procedures. The authorities of the offices and departments concerned were required to examine the observations contained in the IRs in the light of the given audit findings in the paras. They were also required to rectify the defects and omissions promptly wherever called for and report their compliance to the AG. The AG sends half-yearly report of pending IRs to the Commissioners and Secretaries of the Departments concerned from time to time. This report is sent to facilitate monitoring of the audit observations contained in pending IRs.

Out of the IRs issued up to December 2023, 33,157 paragraphs pertaining to 6,179 IRs were outstanding for settlement at the end of June 2024, pertaining to Civil Departments/ Public Health Engineering Department/ Public Works Department/ Water Resource Department/ Irrigation and Inland Water Transport Department. Of these, 2,310 IRs containing 10,577 paragraphs had not been replied to/ settled for more than 10 years. Even the initial replies, which were required to be received from the Heads of Offices within four weeks from the date of issue, were not received from 52 departments in respect of 2,379 IRs containing 14,754 paragraphs issued between 1994-95 and 2023-24. As a result, irregularities commented upon through 33,157 paragraphs, had not been addressed as of June 2024 as shown in ***Chart 4.3.1***:

Chart-4.3.1

(in number)



Non-receipt of replies to the IRs in respect of the 52 Departments indicated that the Heads of Departments (Directors/ Executive Engineers) did not initiate action with regard to defects, omissions and irregularities pointed out by Audit. The Commissioners and Secretaries of the Departments concerned, who were informed of the position through half-yearly reports, also did not ensure prompt and timely action by the officers of the Departments concerned.

The above mentioned facts also indicated inaction against the defaulting officers thereby facilitating continuation of serious financial irregularities and potential loss to the Government though these were pointed out in Audit.

Audit Objection Committee (AOC) is constituted by the Government every year at State level for consideration and settlement of outstanding audit observations relating to Civil and Works Departments. Altogether, 23 meetings (Social Sector: 04; Economic Sector: 10; and General Sector: 09) of the Committee were held on different dates up to March 2024. The AOC discussed total of 261 IRs and 1,142 Paragraphs, of which 21 IRs and 380 Paragraphs were settled.

It is recommended that Government may review the matter and ensure that effective system exists for (a) action against defaulting officials who did not send replies to IRs/ Paragraphs as per the prescribed time schedule; (b) action to recover loss/ outstanding advances/ overpayments in a time bound manner; and (c) prompt and timely response to the audit observations.

(DR. GAURAV KUMAR)
Accountant General (Audit), Assam

Guwahati
The 22 June 2026

Countersigned

(K. SANJAY MURTHY)
Comptroller and Auditor General of India

New Delhi
The 06 July 2026

APPENDICES

Appendix-1.1

(Reference to paragraph-1.2.4.1)

Statement showing the position of approval of Labour Budget for the period 2013-14 to 2023-24

(In lakh)

Sl. No.	Year	Status of approval	Person days approved		Date of Approval by GoI	
			Original	Revised	Original	Revised
1	2013-14	Approved	357.80	-	08.03.2013	-
2	2014-15	Not available	-	-	Not available	Not available
3	2015-16	Not available	-	-	Not available	Not available
4	2016-17	Approved	480	-	21.03.2016	-
5	2017-18	Not available	-	-	Not available	Not available
6	2018-19	Approved	500	-	09.03.2018	-
7	2019-20	Approved	500	615	21.02.2019	02.03.2020
8	2020-21	Approved	650	900	Not available	05.02.2021
9	2021-22	Approved	650	730	16.02.2021	-
10	2022-23	Approved	550	792	29.03.2022	-
11	2023-24	Approved	600	900	14.02.2023	19.03.2024

Appendix-1.2

(Reference to paragraph-1.2.4.7.4)

Details of payment made against supply of Job Cards Laminated Covers

Sl. No.	Name of District(s)	Nos. of Plastic Cover & Ribbons	Name of Supplier	Value of Plastic cover (@₹12.50)	Value of Ribbon (@₹6.90)	Bill Value (₹)	Total GST (₹)	Total amount. claimed by the supplier (₹)	Deduction made by the Department (₹)				Amount paid to the supplier (₹)
									Income Tax (2 *per cent*)	GST (2 *per cent*)		Total	
1	Dhubri	167720	M/s Asomi Udyog	2096500.00	1157268.00	3253768.00	435233.40	3689001.40	65075	32538	32538	130151	3558850
2	Jorhat, Kamrup (M), Sivasagar	170653	M/s Kiran Enterprise	2133162.50	1177505.70	3310668.00	442844.54	3753512.54	66213	33107	33107	132427	3621086
3	Kamrup	158190	M/a Agarwal Traders	1977375.00	1091511.00	3068886.00	410503.05	3479389.05	61378	30689	30689	122756	3356633
4	Karbi Anglong	121237	M/s Kamrup Enterprise	1515462.50	836535.30	2351997.00	314610.02	2666607.02	47040	23520	23520	94080	2572528
5	Karimganj	148554	M/s Balaji Creations, Guwahati	1856925.00	1025022.60	2881947.60	385497.63	3267445.23	57639	28819	28819	115277	3152168
6	Lakhimpur	150113	M/s Chowdhury Traders, Guwahati	1876412.50	1035779.70	2912192.20	389543.24	3301735.44	58244	29122	29122	116488	3185247
7	Morigaon	136726	M/s Kamakhya Printing and Stationery	1709075.00	943409.40	2652484.40	354803.97	3007288.37	53050	26525	26525	106100	2901188
8	Sinitpur & Dima Hasao	154560	M/s Das Printers, Guwahati	1932000.00	1066464.00	2998464.00	401083.20	3399547.20	59969	29985	29985	119939	3279608
9	Majuli & Dibrugarh	172750	M/s Ashoka Enterprise	2159375.00	1191975.00	3351350.00	448286.25	3799636.25	67027	33514	33514	134055	3665581
10	Hailakandi & Hojai	175013	M/s Syam Press	2187662.50	1207589.70	3395252.20	454158.74	3849410.94	67905	33953	33953	135811	3713600
11	Kokrajhar	111321	M/s I.T. Press	1391512.50	768114.90	2159627.40	288878.00	2448505.40	43193	21596	21596	86385	2362120
12	Udalguri	126575	M/s I.T. Press	1582187.50	873367.50	2455555.00	328462.13	2784017.13	49111	24556	24556	98223	2685794
13	Chirang and Darrang	180181	M/s Bezbaruah Enterprise, Nagaon	2252262.50	1243248.90	3495511.40	467569.70	3963081.10	69910	34955	34955	139820	3823261
14	Barpeta	191901	M/s Smart Entrade Private Limited, Guwahati	2398762.50	1324116.90	3722879.40	497983.10	4220862.50	74458	37229	37229	148916	4071947
15	Bongaigaon and Tinsukia	183360	M/s Kaziranga Traders, Nagaon	2292000.00	1265184.00	3557184.00	475819.20	4033003.20	71144	35572	35572	142288	3890715
16	Nalbari and Biswanath Chariali	211312	M/s Dutta Enterprise Nagaon	2641400.00	1458052.80	4099452.80	548354.64	4647807.44	81989	40995	40995	163979	4483828

Sl. No.	Name of District(s)	Nos. of Plastic Cover & Ribbons	Name of Supplier	Value of Plastic cover (@₹12.50)	Value of Ribbon (@₹6.90)	Bill Value (₹)	Total GST (₹)	Total amount. claimed by the supplier (₹)	Deduction made by the Department (₹)				Amount paid to the supplier (₹)
									Income Tax (2 *per cent*)	GST (2 *per cent*)		Total	
17	Charaideo and Golaghat	179178	M/s Saraighat Printing and Stationery	2239725.00	1236328.20	3476053.20	464966.91	3941020.11	69521	34761	34761	139043	3801977
18	Goalpara and Dhemaji	213839	M/s H.S. Enterprise, Nagaon	2672987.50	1475489.10	4148476.60	554912.21	4703388.81	82970	41485	41485	165940	4537449
19	Baksa, South Salmora & Mancachar	206692	M/s Seasons, Guwahati	2583650.00	1426174.80	4009824.80	536365.74	4546190.54	80196	40098	40098	160392	4385799
20	Nagaon	187453	M/s Business Enterprise, Guwahati	2343162.50	1293425.70	3636588.20	486440.54	4123028.74	72732	36366	36366	145464	3977565
21	Cachar	182373	M/s Brahmaputra Printing and Statinery	2279662.50	1258373.70	3538036.20	473257.94	4011294.14	70761	35380	35380	141521	3869773
	Total	**3529701**		**44121262.50**	**24354936.90**	**68476199.40**	**9159574.10**	**77635773.50**	**1369525**	**684765**	**684765**	**2739055**	**74896717**

Appendix-1.3

(Reference to paragraph-1.2.4.7.5)

Statement showing the details of maintenance of records in the selected GPs

Sl. No.	Name of the record to be maintained	Contents of the Record	Level of Maintenance	Status of maintenance	Name of the selected GPs which maintained the records
1	Tender/Contract Register	Details of tender advertised or floated by Gram Panchayat/ Block/ District as per Annexure-16 of Guidelines	GP, Block and District	Maintained by 12 GPs.	Bordoibam GP, Uttar Laluk GP, Dikrong GP, Tinthengia GP, BMP GP, Majadabri GP, Grahampur GP, Rangsupur GP, Thakurpur GP, Barkhamukh GP, Subansiri GP, Deolia GP
2	Material Procurement Register	Information on details of material procured as per Annexure-16 of Guidelines.	GP, Block and District	Maintained by 28 GPs.	Dingdinga Parowa GP, Beldubi GP, Chirakuti GP, Airkata GP, Boyzeralga GP, Kazaikata Suapata GP, Nayeralga GP, Sagunmari GP, Laipuli GP, Langkashi GP, Lakhipathar GP, Tengapani GP, Bijulibon GP, Maithong GP, Puronipukhuri GP, Tongona GP, Deolia GP, Bordoibam GP, Uttar Laluk GP, Dikrong GP, Tinthengia GP, BMP GP, Majadabri GP, Grahampur GP, Rangsupur GP, Thakurpur GP, Barkhamukh GP, Subansiri GP
3	e-Muster Roll Receipt/Issue Folder/Register for GP	Copy of printout from NREGASoft of e-muster rolls received by GP and paper muster roll received in exceptional and unavoidable circumstance as per **Annexures -13**	GP	Maintained by 19 GPs.	Laipuli GP, Langkashi GP, Lakhipathar GP, Tengapani GP, Maithong GP, Puronipukhuri GP, Tongona GP, Deolia GP, Bordoibam GP, Uttar Laluk GP, Dikrong GP, Tinthengia GP, BMP GP, Majadabri GP, Grahampur GP, Rangsupur GP, Thakurpur GP, Barkhamukh GP, Subansiri GP
4	Job Card Application Register	Name of the applicant, date of receipt of application and the details of job cards issued as per **Annexure -18**.	Block and GP	Maintained by 29 GPs.	Laipuli GP, Langkashi GP, Lakhipathar GP, Tengapani GP, Maithong GP, Puronipukhuri GP, Tongona GP, Deopani VDC, Nilip VDC, Binnakandi GP, Rupaibali GP, Pabda GP, Kaptanpur GP, Deolia GP, Bordoibam GP, Uttar Laluk GP, Dikrong GP, Tinthengia GP, BMP GP, Joypur GP, Habrubil GP, Panbari GP, Satyapur GP, Majadabri GP, Grahampur GP, Rangsupur GP, Thakurpur GP, Barkhamukh GP, Subansiri GP
5	Employment Register	Information on details of application for work, allotment of work, performance of work and the wages or unemployment allowance paid to the worker as per **Annexure -19**.	Block and GP	Maintained by 28 GPs.	Dingdinga Parowa GP, Beldubi GP, Chirakuti GP, Airkata GP, Boyzeralga GP, Sagunmari GP, Nayeralga GP, Kazaikata Suapata GP, Lakhipathar GP, Tengapani GP, Laipuli GP, Langkashi GP, Bijulibon GP, Tongona GP, Maithong GP, Puronipukhuri GP, Deolia GP, Bordoibam GP, Uttar Laluk GP, Dikrong GP, Tinthengia GP, BMP GP, Majadabri GP, Grahampur GP, Rangsupur GP, Thakurpur GP, Barkhamukh GP, Subansiri GP

Sl. No.	Name of the record to be maintained	Contents of the Record	Level of Maintenance	Status of maintenance	Name of the selected GPs which maintained the records
6	Work Register	Details of each work such as serial number and priority in approved shelf of works, name and address of PIA, date on which work was triggered, its cost, location, completion date, expenditure incurred, date on which completion certificate was issued as per Annexure-20.	Block and GP	Maintained by 28 GPs.	Dingdinga Parowa GP, Beldubi GP, Chirakuti GP, Airkata GP, Boyzeralga GP, Sagunmari GP, Nayeralga GP, Kazaikata Suapata GP, Lakhipathar GP, Tengapani GP, Laipuli GP, Langkashi GP, Bijulibon GP, Tongona GP, Maithong GP, Puronipukhuri GP, Deolia GP, Bordoibam GP, Uttar Laluk GP, Dikrong GP, Tinthengia GP, BMP GP, Majadabri GP, Grahampur GP, Rangsupur GP, Thakurpur GP, Barkhamukh GP, Subansiri GP
7	Assets Register	Contains details of the asset, its cost, location, current status, benefits derivable and the details of works as per Annexure-21.	Block and GP	Maintained by 28 GPs.	Dingdinga Parowa GP, Beldubi GP, Chirakuti GP, Airkata GP, Boyzeralga GP, Sagunmari GP, Nayeralga GP, Kazaikata Suapata GP, Lakhipathar GP, Tengapani GP, Laipuli GP, Langkashi GP, Bijulibon GP, Tongona GP, Maithong GP, Puronipukhuri GP, Deolia GP, Bordoibam GP, Uttar Laluk GP, Dikrong GP, Tinthengia GP, BMP GP, Thakurpur GP, Majadabri GP, Grahampur GP, Rangsupur GP, Barkhamukh GP, Subansiri GP
8	Complaint Register	Contains the date of receipt of the complaint, the details of the complainant, the action taken on the complaint, response of complainant on Action Taken Report (ATR), and the date of final disposal as per Annexure-22.	Block and GP	Maintained by 32 GPs.	Dingdinga Parowa GP, Beldubi GP, Chirakuti GP, Airkata GP, Boyzeralga GP, Sagunmari GP, Nayeralga GP, Kazaikata Suapata GP, Lakhipathar GP, Tengapani GP, Laipuli GP, Langkashi GP, Bijulibon GP, Tongona GP, Maithong GP, Puronipukhuri GP, Deolia GP, Uttar Laluk GP, Dikrong GP, Tinthengia GP, BMP GP, Joypur GP, Habrubil GP, Panbari GP, Satyapur GP, Majadabri GP, Grahampur GP, Rangsupur GP, Thakurpur GP, Barkhamukh GP, Subansiri GP, Bordoibam GP

Appendix-1.4

(Reference to paragraph-1.2.6.1.3)

List of works not geo tagged

Sl No	Name of the GP	Name of work/ work code	Work Status	Work Start Date	Sanction Amount (in ₹)	Total Amount paid since inception (in ₹)	Geo Tag Status	Work Completion Date
1	Deopani	Water Harvesting at Sikari Engti/ 0419004001/WC/9010244438	Completed	05-03-20	300000	279408	Not Geo Tagged	14-06-2024
2	Nilip	Minor Irrigation At Ramsing Terang, Reshakhidi Under Mgnrega 2020-21/ 0419004001/IC/9010251804	Completed	18-09-20	400000	393576	Not Geo Tagged	21-07-2023
3	Nilip	Playground At Dokhora Sporting Club Under Mgnrega 2020-21/ 0419004001/LD/9010272861	Completed	01-03-20	200000	194551	Not Geo Tagged and not existed	13-03-2024
4	Binnakandi	Constn of drain from Lakhipur T.E. Factory upto Nitai Tilla (AP Level)/ 0423016006/IC/9010247375	Completed	27-04-20	675206	667939	Not Geo Tagged	03-06-2022
5	Kaptanpur	Const. of Drain from END to K.Mahan Das house at Kaptanpur-I/ 0423016002/IC/9010262501	Completed	20-04-21	780000	722186	Not Geo Tagged	25-02-2022
6	Rupaibali	Const.of RCC Drain frm Rupaibali Timukha to Alim uddin house at Niz Rupaibali/ 0423016009/IC/9010205617	Physically Completed	27-12-19	710200	639829	Not Geo Tagged	#N/A
7	Rupaibali	Renovation of Drain from Anowa Bill to Barak River (Ph-II)/ 0423016006/IC/9010237462	Physically Completed	30-12-19	854900	372123	Not Geo Tagged	#N/A
8	Rupaibali	Const. of MI bund from PWD road Paddy field via Paki Mia Laskar house at Dumkar/ 0423016009/FP/9010257792	Completed	21-01-21	674535	656638	Not Geo Tagged	16-05-2023
9	Badardur-Masimpur	Const Of I Bund From Near ShivChand Goala Land to Tilkuri Nala at Masimpur-ii/ 0423015/IC/9010227974	Completed	01-04-19	1341700	757860	Not Geo Tagged and not existed	#N/A
10	Badardur-Masimpur	Const of M I Bund near Subal Rajbhar House Dwarabone Ferry Ghat at Masimpur/ 0423015004/FP/9010245889	Physically Completed	18-11-19	1143000	795048	Not Geo Tagged	#N/A
11	Badardur-Masimpur	Const of CC block rd from Das para to masimpur pt-ii masjid at masimpur pt-ii/ 0423015005/RC/9010218748	Physically Completed	07-03-21	6495000	4981975	Not Geo Tagged	#N/A
12	Badardur-Masimpur	Const of CC block rd from near the house of Bikram Ree to Kakhilpur PHE at masimpur Grant/ 0423015004/RC/9010218196	Physically Completed	10-02-21	7000000	5985900	Not Geo Tagged	#N/A
13	Badardur-Masimpur	Const Of MI Bund Strating Anchalik Road to Badri NewBridge at Masimpur-ii/ 0423015/IC/9010227976	Physically Completed	12-01-21	1196300	928147	Not Geo Tagged	#N/A

Sl No	Name of the GP	Name of work/ work code	Work Status	Work Start Date	Sanction Amount (in ₹)	Total Amount paid since inception (in ₹)	Geo Tag Status	Work Completion Date
14	Masughat	Const of Cattle Shed land of Rena Sinha/ 0423015/IF/9010298706	Completed	20-02-22	170000	145565	Not Geo Tagged	25-12-2023
15	Masughat	Eearth filling New Shivbari at Dudhpatil pt-v,ward-8/ 0423015008/LD/9010304409	Completed	20-04-22	346159	167628	Not Geo Tagged	01-06-2024
16	Masughat	Earth filling and levelling for Sanamahi Sports Academy besides Multipurpose Building at Kharilpar/ 0423015008/LD/9010304409	Completed	20-04-22	344413	336770	Not Geo Tagged	01-06-2024
17	Masughat	Const of River Side FC Bund From Railway Bridge to Satyajit Sinha House at Masughat/ 0423015/FP/9010228641	Physically Completed	15-07-19	1341700	339580	Not Geo Tagged	#N/A
18	Sunapur	Const of CC Block Road From NRP Road To Karim Uddin House at Hairbond/ 0423015002/RC/9010218696	Physically Completed	03-03-21	5996000	3101270	Not Geo Tagged	#N/A
19	Sunapur	const. of Fishery on the land of Ruli Begum Barbhuiya at Ranghar Pt-I/ 0423015/FR/9010231597	Completed	18-03-22	478464	472704	Not Geo Tagged	02-01-2023
20	Sunapur	Earthwork & leveling of Quarter & Backyard Area at Bikrampur PHC at Sonapur Pt-I/ 0423015/LD/9010321198	Completed	06-02-24	383106	345576	Not Geo Tagged	06-02-2024
21	Laipuli	Land Development and Plantation at Chandmari line Samsan Ghat/ 0418006005/LD/9010316968	Completed	18-04-23	287970	265210	Not Geo Tagged	#N/A
22	Langkashi	Earth filling at Bherbheri L.P. school field/ 0418006007/LD/9010233321	Physically Completed	19-06-19	499861	466847	Not Geo Tagged and not existed	#N/A
23	Bijulibon	Pond Tank cum Fishery at Tinku Bagh SHG land near power house/ 0418001001/WC/9010241270	Completed	29-11-21	868755	864488	Not Geo Tagged	31-05-2022
24	Bijulibon	Excavation of drain at Ukil TE/ 0418001001/IC/9010234778	Physically Completed	18-05-20	628108	592946	Not Geo Tagged	#N/A
25	Bijulibon	Both side drain from Sibnath house to Netia house via Jungle Road/ 0418001001/IC/9010263386	Completed	15-11-21	424319	413800	Not Geo Tagged	31-05-2022
26	Bijulibon	Land development at Adarsha Gaon Namghor F/ 0418001001/LD/9010265198	Physically Completed	18-01-21	295728	209972	Not Geo Tagged	#N/A
27	Bijulibon	Cleaning and repairing of drain at sector no 26 at Phillobari t.e./ 0418001001/IC/9010274201	Completed	13-06-23	262584	221430	Not Geo Tagged	01-03-2024
28	Bijulibon	Cleaning and repairing of Drain at Sector no 6 a Phillobari t.e./ 0418001001/IC/9010274202	Completed	15-05-23	258510	249093	Not Geo Tagged	01-03-2024
29	Sagunmari	Earth filling of preparation of playground at near	Completed	26-06-21	944252	909537	Not Geo	23-12-2023

Sl No	Name of the GP	Name of work/ work code	Work Status	Work Start Date	Sanction Amount (in ₹)	Total Amount paid since inception (in ₹)	Geo Tag Status	Work Completion Date
		Kabarsthan buchirchar at vil Sagunmari pt Iiiphi/ 0401011005/AV/9010235506					Tagged	
30	Nayeralga	Land dev. of Bayeralga bazar R.P.H.C. at vill- nayeralga pt-iii/ 0401011009/LD/9010232495	Physically Completed	07-05-19	1995360	1994315	Not Geo Tagged	#N/A
31	Boyzeralga	Const. of Agril Bandh from Hanif Ali house to Jahar Ali house at Boyzeralga Pt-III (Ka)/ 0401011008/WC/9010238219	Completed	01-04-20	769803	768416	Not Geo Tagged and not existed	02-07-2023
32	Kazaikata Suapata	Const of CC block road from ch.00.00m to ch .1500m at Kathaldi pt Iii Ph iii/ 0401011/RC/203763	Physically Completed	10-05-19	999866	996574	Not Geo Tagged	#N/A
33	Kazaikata Suapata	Land dev. of raise platfrom Idd Gah at village Suapata pt iv/ 0401011006/LD/9010231951	Physically Completed	30-04-19	493187	488097	Not Geo Tagged	#N/A
34	Uttar Laluk	Diversion of channel at Tamuli chuburi to Bolin Boruah agri field via Jitumoni bagan 21-22/ 0410007002/IC/9010268665	Completed	10-05-22	1225483	947119	Not Geo Tagged	30-04-2024
35	Habrubil	Earth filling and boulder pitching near Sapat bridge/ 0402001008/FP/9010236494	Completed	07-03-20	998585	936259	Not Geo Tagged	20-09-2022
36	Rangsupur	Repairing of Community Fishery tank at Jacubpur/ 0402005005/FR/9010222593	Completed	24-02-21	474658	209096	Not Geo Tagged	04-08-2023
37	Rangsupur	Development of Volley Ball playground at Rangsupur High School/ 0402005005/LD/9010313227	Completed	23-03-22	88208	74381	Not Geo Tagged	04-08-2023
38	Rangsupur	Construction of Irrigation canal from Dipok Mohendiar house to Sushila Murmu house at Salbari/ 0402005005/IC/9010259685	Completed	24-02-21	100421	33116	Not Geo Tagged and not existed	04-08-2023
39	Rangsupur	Const. of fishery tank on the Land of Rusik Hasda at Jacobpur Village/ 0402005005/FR/9010211948	Completed	01-11-20	99006	93262	Not Geo Tagged	31-03-2022
40	Grahampur	Agriculture bundh near Anandapur RCC Bridge at Anandapur/ 0402005003/FP/9010233408	Completed	21-11-20	698205	658651	Not Geo Tagged and not existed	06-03-2024
41	Grahampur	Earthen Bund from Baburam Murmu house to Rosik Tudu house in Nuishapur village/ 0402005003/FP/9010226536	Completed	25-11-20	670476	559546	Not Geo Tagged	06-03-2024
42	Subansiri	Const. of Fishery Tank with plantation at Medok Gaon/ 0410009006/FR/9010231522	Completed	22-02-22	1781098	1709701	Not Geo Tagged	09-01-2024

Sl No	Name of the GP	Name of work/ work code	Work Status	Work Start Date	Sanction Amount (in ₹)	Total Amount paid since inception (in ₹)	Geo Tag Status	Work Completion Date
43	Deolia	Cons. of earth work & Sandgraveling Rd from Dakhin Ghilamora Tiniali to Pitamoni via Ujani Phukangon/ 0410009003/AV/9010236254	Completed	15-05-21	1997969	1238547	Not Geo Tagged	23-03-2024

Appendix-1.5

(Reference to paragraph-1.2.6.1.4)

Details of works covered under JPV and found to be either non-existent or damaged resulting in wasteful expenditure.

(₹ in lakh)

Sl. No.	Name of scheme	Name of GP	Estimated amount	Expenditure	Date of Completion	Whether the work is durable?
1	Agricultural Bundh from Moirakuchi PMGSY Road to A Rezzaque Mondal.	Airkata	9.89	9.86	20-02-2022	Not durable. Height of side slop and wide of road not noticed as per TS estimate.
2	Agricultural Bundh from Dighirpar Abdul Salam Sikdar house to Motiur Rahman house.	Beldubi	9.43	9.41	31-03-2022	Not durable. Agricultural Bundh was executed with ordinary soil without item of provision for protection of side slope.
3	Agricultural Bundh from Dighirpar Mokbul Hussain house To Jobed Ali house.	Beldubi	9.42	8.67	28-02-2022	Not durable, Agricultural Bundh was executed with ordinary soil without item of provision for protection of side slope.
4	Construction of Agricultural Bundh from Abu Bakkar house to Mokbul house.	Beldubi	8.48	8.39	28-02-2022	Not durable. The damaged Agricultural Bundh is not capable of water conservation and harvesting of water.
5	Agricultural Bundh from Anowar Hussain land to Panikheti.	Beldubi	9.77	6.40	ongoing	Not durable. The damaged Agricultural Bundh is not capable of water conservation and harvesting of water for agricultural field.
6	Agricultural Bundh from Jafor Ali land to Samsul Hoque land.	Beldubi	12.29	5.23	ongoing	Not durable, already damaged.
7	Agricultural Bundh cum road from Alep Uddin house to Jamal Uddin house.	Dingdinga Parowa	9.41	8.71	31-03-2022	Not Durable. The GP authority stated that the earth-work embankment and marginal bandh were executed but later washed away by rainwater and domestic animal movement due to the estimate lacking provisions for side-slope protection.
8	Construction of Agricultural Bundh from Hanif Ali house to Jahar Ali house at Boyzeralga Part-III.	Boyzeralga	7.70	7.68	02-07-2023	Not durable, already damaged. Height of side slope and wideth of embankment did not exist.
9	Construction of Agricultural Bundh from Katakhali Abdur Rezzak house towards Hazarat Ali Paramanik house at village Nayeralga.	Nayeralga	71.82	37.24	ongoing	Not durable, already damaged.
10	Construction of Agricultural Bundh from PWD road to JJM water supply at village Kadamtola Part-II.	Sagunmari	49.74	29.86	ongoing	Not durable. Executed earthwork embankment of cross section *i.e.,* 5.5m width and 1.5m height did not exist.
11	Earth filling at Sunpura Play Ground.	Howraghat	6.00	5.99	04-08-2022	The Scheme site could not be identified. The site showed by the authority was found to be at the level of adjacent sites.
12	Farm Pond at Mon Rongpi.	Duarbagori	2.00	1.91	05-07-2022	No work was executed. A low lying area was noticed. No fishing

Sl. No.	Name of scheme	Name of GP	Estimated amount	Expenditure	Date of Completion	Whether the work is durable?
						activity noticed.
13	Community Fishery Pond at Upper Deopani.	Deopani	3.28	3.20	28-10-2021	The existing fishery pond was much smaller in size than the estimated size. No fishing activity noticed.
14	Land Development at Langtuk Engti.	Deopani	2.00	1.95	20-01-2023	Not fulfilled the purpose of execution. Water logging was noticed due to erosion which indicated that proper levelling was not done.
15	Construction of MI Bundh from Shiv Chand Goala to Tilkuri Nala at Masimpur Part-II.	Badarpur Mashimpur	13.42	7.58	21-06-2024	Submerged in water. Scheme location could not be identified.
16	Excavation of minor canal with hume pipe of Kunatilla at Kharil Tea Estate.	Badarpur Mashimpur	4.87	2.95	ongoing	No canal-like structure noticed. A small river like water body noticed with damaged embankments.
17	Construction of canal from Ajay Mehta house to RNB hospital.	Habrubill	5.00	4.91	20-10-2021	The canal was blocked during construction of cement concrete road and became non functional.
18	Construction of community fishery tank with plantation near Kulbahadur Chetry land at Mandarkuti under Thakurpur GP.	Thakurpur	7.34	7.02	26-07-2024	There was no water in the fishery tank as the depth of fishery tank was found very low due to preparation of defective estimate.
19	Bamboo plantation at JFM area of Bhelakoha Bodo Basti under Panbari GP.	Panbari	10.00	2.81	20-09-2022	During checking of MIS portal, it was observed that trees worth ₹1.78 lakh were shown as purchased under the work. However, during JPV, no trees were found at the site. It was stated that trees were planted but grazed by animals. The reply is not acceptable, as the estimate included a provision for gabion protection which was not executed, resulting in wasteful expenditure of ₹1.78 lakh.
20	Construction of earth filling and plantation near 466 No. Alokjhar LP school.	Satyapur	7.46	0.86	22-07-2024	The plantation failed to survive. The reply citing non-maintenance confirms inadequate upkeep, rendering the expenditure on the plantation wasteful.
21	Earth filling and plantation of Khuriabari Shmasan ghat at khuriabari village.	Joypur	9.62	0.65	16-08-2024	The plantation failed to survive. The reply citing non-maintenance confirms inadequate upkeep, rendering the expenditure on the plantation wasteful.
22	Construction of community fishery tank with plantation at Faluguri village.	Joypur	8.07	0.16	16-08-2024	No Plantation work was seen at site.
23	Plum plantation with earth filling on Atul Chandra Barman land at Basirchar village.	Joypur	6.00	1.07	20-10-2021	The plantation failed to survive. The reply citing non-maintenance confirms inadequate upkeep, rendering the expenditure on the plantation wasteful.
24	Mix plantation and fencing on manoranjan land.	Joypur	5.00	1.02	09-04-2021	The plantation failed to survive. The reply citing non-maintenance confirms inadequate upkeep, rendering the expenditure on the plantation wasteful.
25	Renovation of community fishery tank	Thakurpur	10.29	0.31	04-08-2023	The plantation failed to survive. The reply citing non-maintenance

Sl. No.	Name of scheme	Name of GP	Estimated amount	Expenditure	Date of Completion	Whether the work is durable?
	with plantation at Mornay Tea Estate.					confirms inadequate upkeep, rendering the expenditure on the plantation wasteful.
	Total		**298.30**	**173.84**		

Appendix-1.6

(Reference to paragraph-1.2.6.1.4)

Statement showing the details of works covered under JPV which became non functional resulting in unfruitful expenditure

(₹ in Lakh)

Sl. No.	Name of scheme	Name of GP	Estimated amount	Expenditure	Date of Completion	Status of the Scheme
1	Drain from Taneswar Moran home to Baburam Murah, Ward No. 9.	Langkashi	4.28	3.64	18-02-2022	The drain was covered with small trees and jungles and was in non-workable and non-serviceable condition. Although constructed for micro-irrigation, it was not connected with any paddy field.
2	Drain from Lakhan Chetry house to Amguri village.	Lakhipather	4.99	2.85	02-02-2023	Non-workable and non-serviceable. The tiny, shapeless drain was noticed covered with jungles, bushes and others crips.
3	Drain from Rongshongi Moran Gaon to Khetujan.	Lakhipather	4.98	4.60	26-02-2022	Covered by creeds/crips and other small jungles and bushes.
4	Drain from Dinesh Chetry Tiniali to Amguiri Moran Gaon.	Lakhipather	3.15	3.12	08-08-2022	The drain was lying in an un-serviceable and non-workable condition which was covered by creeds/ crips and other small jungles and bushes.
5	Drainage system from Amguri Majdur Gaon to Sandeswar Sonowal house (approximate 1 km).	Lakhipather	2.74	2.33	26-02-2022	Covered by creeds/crips and other small jungles and bushes.
6	Drain from Rajgarh Ali No. 4 Kherline Market Road to Manab Dharma Mandir.	Tengapani	5.50	5.40	06-04-2021	Shapeless, damaged and non-functional drain was noticed.
7	Excavation of irrigation canal at Tengapani Notun Gaon Phase I.	Tengapani	5.50	5.28	25-11-2020	Shapeless, damaged and non-functional drain was noticed.
8	Excavation of irrigation cannel at Tengapani Notun Gaon Phase II.	Tengapani	5.35	5.14	17-08-2021	Shapeless, damaged and non-functional drain was noticed.
9	Renovation of drain from Hebeda Block Road A.	Tengapani	7.94	4.13	08-08-2022	Shapeless, damaged and non-functional drain was noticed.
10	Irrigational drain from Rajgarh Ali Public Market to Line No. 9.	Tengapani	2.37	2.15	08-08-2022	Shapeless, damaged and non-functional drain was noticed. Moreover, drain was not connected with

Sl. No.	Name of scheme	Name of GP	Estimated amount	Expenditure	Date of Completion	Status of the Scheme
						any paddy field for micro irrigation purpose.
11	Excavation of drain at Ukil Tea Estate.	Bijulibon	6.28	5.93	18-08-2021	Tiny, narrow shapeless drain covering of small jungles, bushes and others crips which non-serviceable and non-durable condition.
12	Erosion and protection of irrigation canal from Duwania Maithong Borasuk Road No. 3.	Maithong	5.82	5.78	17-02-2022	Damaged, un-serviceable and non-workable condition.
13	Excavation of both side drain from Gondhoi Guri PWD road *via* Gaon Bura Suk to Gondhoi Guri Lower Primary School.	Maithong	3.14	2.38	12-01-2024	Could not be utilised by the public for micro irrigation purpose as the drain was not connected with any paddy field.
14	Drain from Banijya Tiniali to Namghar Tiniali with two places hume pipe.	Puronipukhuri	5.09	3.98	09-08-2022	Covered by creeds/crips and other small jungles and bushes.
15	Drain from medical Tiniali to Kuju Tiniali with three places culvert.	Puronipukhur	5.02	4.93	10-08-2022	Covered by creeds/crips and other small jungles and bushes.
16	Both side drain from Littong line PWD road to Majuli Road.	Tongona	4.36	4.24	17-08-2022	Shapeless, damaged and non-workable/non-serviceable drain was noticed at site. The damaged drain was also not connected to any paddy field for micro irrigation purpose.
17	Both side drain from Dangari river to Majgaon.	Tongona	3.08	3.00	13-09-2022	Non-workable and non-durable drain was noticed which was not usable for micro irrigation purpose.
18	Renovation of peripheral drain from Sec 93 to Sec 95, East Side at Lakhipur Tea Garden for agricultural purpose.	Pabda	9.67	9.18	22-02-2023	The drain was covered with thick jungle and became non workable.
19	Renovation of peripheral drain from Sec 93 to Sec 95, West Side at Lakhipur Tea Garden for agricultural purpose.	Pabda	9.67	9.30	10-10-2023	The drain was covered with thick jungle and became non workable.
Total			**98.93**	**87.36**		

Appendix-1.7

(Reference to paragraph-1.3.1)

Details of execution of ancillary works

Sl. No.	Name of contractor	Nature of work	Estimated Cost	Date of commencement	Date of completion	Amount Paid	Date of payment	Date of Handing over
1.	M/s Nabajit Traders & engineers	Const. of Oxygen Plant (A/T) and Mainfold room for MGPS with supply, installation, testing & commissioning of Mainfold and cooper pipes for OGP of 333 LMP at MMCH	38,22,588	23.11.2021	29.11.2021	38,21,800	25.03.2022	23.02.2022
2.	M/s J. C. Associates	Const. of Oxygen Plant (A/T) and Mainfold room for MGPS with supply, installation, testing & commissioning of Mainfold and cooper pipes for OGP of 1000 LMP at MMCH	54,28,041	23.11.2021	29.11.2021	54,24,002		23.02.2022
3.	PA Enterprise	Installation of Electrical works for OGP of 333 LMP at MMCH	39,51,264	29.11.2021	10.12.2021	39,51,214		Not available in the Handing over report.
4.	PA Enterprise	Installation of Electrical works for OGP of 1000 LMP at MMCH	72,51,316	29.11.2021	10.12.2021	72,49,660		Not available in the Handing over report.
Total			**2,04,53,209**	**-**		**2,04,46,676**		

Appendix-1.8

(Reference to paragraph-1.3.2)

Statement showing comparison between inflated analysis of rate done by the PWD authority vis-à-vis actual analysis of rate done by Audit

Inflated Analysis of Rate done by the PWD authority					**Analysis of rate done by Audit**	
Items	**Unit**	**Qty.**	**Rate (₹)**	**Amount derived by PWD (₹)**	**Amount as determined by Audit (₹)**	**Remarks**
(1)	**(2)**	**(3)**	**(4)**	**(5)**	**(6)**	**(7)**
(A) Materials						
1. Printing of flex	Sqm.	7.200	168.99	1215.73	1215.73	Amount considered by audit as per Analysis of Rate done by PWD authority.
2. MS framing 38 x 38 x 2.6 mm	Kg	44.550	52.00	2316.60	2316.60	
3. Fevi quick (10 Gm)	Pkt.	2.000	50.00	100.00	100.00	
Total			**(A)**	**3633.33**	**3633.33**	
(B) Labour						
1) High Skilled Labour	No./day	2.5	558.69	1396.73	1396.73	
Total (B)				**1396.73**	**1396.73**	
Total (A+B)				**5030.06**	**5030.06**	
(C) Charges						
1. Carriage of materials		**@1 *per cent* of (A)**		36.33	36.33	
2. Sundries		**@1 *per cent* of (A)**		36.33	36.33	
3. T&P		**@1 *per cent* of (A)**		36.33	36.33	
Total (C)				**109.00**	**109.00**	
Total (A+B+C)			**(Y)**	**5139.06**	**5139.06**	
(D) Contractor's profit and overhead expanse 15 *per cent* of (Y)				770.86	770.86	
Total (A+B+C+D)				**5909.92**	**5909.92**	
(E) Taxes						
1. Labour Cess	**@ 1 *per cent* of (A+B+C+D)**			59.10	59.10	
Total (E)				**59.10**	**59.10**	
Total (A+B+C+D+E)				**11108.07**	**5969.02**	**₹11,108.07 derived by PWD on totalling mistake.**
Add: GST on (A) (multiplying factor 0.1405)				510.48	510.48	
Total				**11618.55**	6479.50	

Less: salvage value @20 *per cent* on (A)				726.67	726.67	
Total				**10891.89**	**5752.83**	
Rate per Sqm (₹ 10,891.89 / 7.20 sqm)				**1512.76**	**799.00**	**Rate per sqm (₹ 5,752.83 / 7.20 sqm).**

Appendix-1.9

(Reference to paragraph-1.3.5)

Excess expenditure towards providing THR to beneficiaries under the Scheme for Adolescent Girls

(Amount in ₹)

Year	Month of issue of supply order	No. of ICDS Projects	No. of beneficiary	No. of feeding days	Total No of feeding days (4 x 5)
1	**2**	**3**	**4**	**5**	**6**
2019-20	Jul-19	173	61210	150	9181500
	Feb-20	14	8424	141	1187784
2020-21	Jun-20	19	6765	140	947100
	Sep-20	10	5946	54	321084
2021-22	May-21	65	32033	206	6598798
	Sep-21	155	27812	300	8343600
			33398	94	3139412
Total			**1,75,588**		**2,97,19,278**

Appendix-2.1

(Reference to paragraph-2.2.1)

Statement prepared by audit showing comparison between scores

Sl. No.	Eligibility	Total Points	Points/ Weightage	Break-up of Items	Break-up of points	Key personnel wise further break-up	Years of experiences/ No. of eligible projects required	Max. points	Topubrata Dutta Architect	Integra Ventures
A	Firm's experience	10	30 *per cent*	1.1) Similar works	3		5	3.00	3.00	3.00
			70 *per cent*	1.2) Eligible & relevant assignments (Cl. 3.1.5 & 3.1.6)	7		5+5	7.00	4.60	4.60
							Total A	**10.00**	**7.60**	**7.60**
B	Qualification, experience of key personnel and similar project	50	30 *per cent* of 50	Key personnel (Cl. 2.2.2 d)	15	Team leader	15	3.00	3.00	3.00
						Architect Planner	8	3.00	3.00	3.00
						Interior designer	2	0.60	0.60	0.60
						Landscape Architect	2	1.80	1.80	0.00
						Waste and water management expert	5	0.60	0.60	0.60
						Structural engineer	15	3.00	3.00	3.00
						Electrical engineer	10	1.20	1.20	1.20
						Mechanical engineer	10	1.20	1.20	1.20
						Environmentalist	5	0.60	0.60	0.60
							Total B	**15.00**	**15.00**	**13.20**
C	Experience of key personnel in eligible and relevant project		70 *per cent* of 50	Key personnel (Cl. 3.1.5 & 3.1.6)	35	Team leader	5	7.00	5.60	5.60
						Architect Planner	5	7.00	7.00	7.00
						Interior designer	3	1.40	1.40	1.40
						Landscape Architect	2	4.20	3.00	0.00
						Waste and water management expert	2	1.40	1.40	1.40
						Structural engineer	5	7.00	7.00	7.00
						Electrical engineer	5	2.80	2.80	2.80
						Mechanical engineer	5	2.80	2.80	2.80
						Environmentalist	1	1.40	1.40	1.40
							Total C	**35.00**	**32.40**	**29.40**

Sl. No.	Eligibility	Total Points	Points/ Weightage	Break-up of Items	Break-up of points	Key personnel wise further break-up	Years of experiences/ No. of eligible projects required	Max. points	Topubrata Dutta Architect	Integra Ventures
D	Concept planning, methodology, work plan & 3D walkthrough presentation	50 *per cent* of 40	20	Concept proposal	20			20.00	18.50	14.60
		10 *per cent* of 40	4	Methodology	4			4.00	4.00	0.00
		10 *per cent* of 40	4	Work Plan	4			4.00	4.00	0.00
		30 *per cent* of 40	12	3D views & walk through	12			12.00	11.50	5.40
							Total D	**40.00**	**38.00**	**20.00**
							Total (A+B+C+D)	**100.00**	**93.00**	**70.20**

Name of Bidder	Technical Score	Financial Score			Combined Score	Position
	ST	**Bid Value (F) (₹)**	**Calculated *per cent* of NIT Value (₹44.59 crore)**	**Score (SF) SF=100 x FM/F**	**S = (ST x 0.7) + (SF x 0.3)**	
Topubrata Dutta associates	93.00	1,47,50,000	3.31 *per cent*	36.10	75.93	H2
Integra Ventures	70.20	53,25,000	1.19 *per cent*	100.00	79.14	H1

Note: Minimum Quoted bid value, FM= ₹53,25,000.

Appendix-3.1

(Reference to paragraph-3.1.2.1)

Action taken by the Government/Department on Audit observations/ recommendations

Sl. No.	Audit observations/recommendations	Action taken
1	***Inclusion of employees and households of State Government Employees*** On cross checking of beneficiary details from the beneficiary list with the list of State Government employees (April 2021), audit noticed that the bank account numbers of the Orunodoi beneficiaries and bank account numbers of State Government employees were found identical in cases ranged between 30 and 591 during January 2023 to March 2024. **A)** It was noticed that in the month of March 2024, there were 195 cases in the State where names and bank account numbers of Orunodoi beneficiaries and State Government Employees were identical which involved an amount of ₹2.44 lakh paid for the month of March 2024. **B)** In 91 cases, the bank account numbers in the list of Orunodoi beneficiaries and in the list of State Government employees were found identical. This indicated that financial assistance was provided to the households having members employed with the State Government. Thus, payment made to ineligible beneficiaries in other months could not be ruled out in audit.	Upon receipt of Audit observation, payments to ineligible beneficiaries were immediately blocked. Further, a deduplication analysis was conducted over all the Orunodoi beneficiaries with state govt employee data, which identified 683 cases where beneficiaries were also listed as State Government employees. Payments to these individuals have been withheld to prevent misuse of public funds. A notification was issued, directing the Personnel Department to instruct all Administrative Departments to include a clause in new appointment letters (for regular, contractual, and temporary employees) mandating that they or their family members must not be Orunodoi beneficiaries or must voluntarily opt out before joining.
2	***Inclusion of households of Pensioners*** Audit observed that the DCs, Baksa and Bongaigaon forwarded (March 2023) lists to the Finance Department which contained five beneficiaries under Indira Miri Universal Widow Pension Scheme (IMUWPS) who were found to be pensioners and receiving financial assistance as of March 2024.	Upon receipt of Audit observation, the Finance Department initiated immediate action to address the inclusion of the five pensioner beneficiaries in Baksa and Bongaigaon districts. Payments to these beneficiaries were blocked to prevent further disbursal of financial assistance. Additionally, the Department has commenced the recovery process for any funds disbursed to these ineligible beneficiaries, as mandated under Para 10 of the Orunodoi 2.0 guidelines. To address the audit's concern and prevent future inclusion of ineligible beneficiaries, the Finance Department has implemented a system to periodically validate the Orunodoi beneficiary database against the employee and pensioner databases maintained by the Government of Assam.
3	***Inclusion of non-existent/ dead beneficiaries and payment of financial assistance*** Para 6.6 of 'Orunodoi 2.0' guidelines stipulated that the	The audit's observation that financial assistance was provided to 79 deceased beneficiaries (29 under Indira Miri

	DC shall ensure deletion from the database without any delay in case of voluntary opt-out and existing beneficiaries becoming ineligible. **(A)** Audit observed that during implementation of 'Orunodoi 2.0', a survey was conducted before inclusion of the beneficiaries of the subsumed schemes of Deen Dayal Divyangjan Pension Scheme (DDDPS) and Indira Miri Universal Widow Pension Scheme (IMUWPS) on the direction (04 March 2023) of Finance Department. As per the survey reports submitted by District Social Welfare Officers (DSWO) and Chief Executive Officer, Zilla Parishad (CEO, ZP), 588 beneficiaries were found dead/expired. Out of 588 (134 under IMUWPS and 454 under DDDPS) dead beneficiaries, financial assistance was being provided to 79 beneficiaries (29 under IMUWPS and 50 under DDDPS) as of March 2024. During cross check of the survey reports with the list of beneficiaries of March 2024, it was seen that these beneficiaries were neither excluded nor the list was rectified. Instead, fund was transferred to the bank accounts of beneficiaries declared dead/expired. **(B)** Audit noticed that in Kamrup district, the Circle Officer, North Guwahati Revenue Circle submitted (February 2024) the Survey Report of Orunodoi beneficiaries, wherein 12 beneficiaries (Untraceable: 5, Dead: 2, Government employee: 2 and Others: 3) were found ineligible based on exclusion criteria. Records, however, showed that the 12 ineligible beneficiaries were not excluded from the list of beneficiaries and were provided financial assistance for the month of March 2024.	Universal Widow Pension Scheme (IMUWPS) and 50 under Deen Dayal Divyangjan Pension Scheme (DDDPS) as of March 2024 was an oversight that was promptly addressed upon receipt of the survey reports and audit findings. Payments to these beneficiaries were immediately blocked to prevent further disbursal. Regarding 12 ineligible beneficiaries were not excluded from the list of beneficiaries and were provided financial assistance for the month of March 2024, immediate action was taken by the Department by excluding those beneficiaries from the payment cycle of March 2024 and onwards.
4	***Ineffective system to check double payments to beneficiaries*** Para 1 of 'Orunodoi 2.0' guidelines stipulated that the use of DIDS was adopted for the principle of 'One scheme – One family'. Further, the Finance Department, in reply to an audit query, stated (July 2024) that in DIDS, during duplicity check based on bank account number, if the system detects the same account number within the same scheme, it will block the new enrolment account number for payment disbursement and the de-duplicity check is followed every month prior to disbursement of scheme benefits *w.e.f.* January 2023 onwards. From the list of beneficiaries, who were released financial assistance for the month of March 2024, Audit observed that 36 names and bank account numbers were used twice leading to enrolment of 72 beneficiaries as against actual 36 beneficiaries. It was also observed from the payment files provided for the month of March 2024 that the 36 bank accounts were credited twice during the	Upon identification, the Department immediately blocked payment to those 36 beneficiaries and letters were issued to the concerned beneficiaries and banks for the refund of the disbursed amount. The Department also acknowledged a gap in the deduplication process and committed to re-evaluating previous months to identify any additional instances, with penalties to be imposed as necessary. The Finance Department has taken robust corrective measures to address the issue of double payments and prevent future occurrences. The department has upgraded the Digital Infrastructure for DBT Scheme (DIDS) platform to include automated deduplication checks.

	month leading to double payment of ₹45,000 (₹1250 X 36 beneficiaries).	
5	***Voluntary opt-out mechanism*** Para 6.6 of 'Orunodoi 2.0' guidelines stipulated 'Voluntary opt-out mechanism', if any existing beneficiary becomes ineligible due to various reasons provisioned in the Portal itself and the DC should ensure deletion of such names from the database without any delay. Audit observed that DCs used to forward the names of beneficiaries who applied (from June 2023 to March 2024) for 'Voluntary opt out' to the Finance Department for deletion from database. The status of the 'Voluntary opt out' beneficiaries in six districts showed that 56 out of 193 beneficiaries were not deleted and payment of ₹2.44 lakh to those beneficiaries continued till March 2024.	Upon receipt of Audit observation, the Finance Department immediately rectified the irregularity and blocked payment to those beneficiaries to prevent further disbursal and assured that recovery of ₹2.44 lakh would be initiated. To prevent recurrence of such oversights, the Finance Department is committed to continuous capacity building for district officials, including DCs, CDC, BDOs and Circle Officers.

Appendix-3.2

(Reference to paragraph-3.2.4)

Composition of the Governing Body

Sl. No.	Members	Designation
1	The Chief Minister, Assam	Chairperson
2	Chief Secretary to the Government of Assam	Ex Officio vice chairperson
3-16 Senior Most Secretary to the Govt. of Assam, in the Department of:		
3	Administrative Reforms and Training	Ex Officio Member
4	Environment & Forest	
5	Excise	
6	Finance	
7	Information Technology	
8	Planning & Development	
9	Public Works	
10	Revenue and Disaster Management	
11	Hill Area Development	
12	Welfare of Plain Tribes and Backward Classes	
13	Transport	
14	Panchayat and Rural Development	
15	Urban Development	
16	Guwahati Development	
17	Commissioner and Secretary, Finance	Ex Officio Member Secretary
18	All officers in the rank of Secretary and above in Finance Department	Ex Officio Members
19	State Project Director, AS-CFMS	Ex Officio Member

Appendix-3.3

(Reference to paragraph-3.2.4)

Composition of Executive Committee:

Sl. No.	Members	Designation
1	Chief Secretary to the Government of Assam	Ex Officio President
2	Senior Most Secretary, Finance Department	Ex Officio vice President
3	All officers in the rank of Secretary and above, Finance Department	Ex Officio Members
4	State Project Director, AS-CFMS	Ex-Officio Member-Secretary
5	Representatives of the Departments of the Governments of Assam, associated with the CFMS-Projects, not below the rank of Secretary	Ex Officio Member
6	Representative of Planning & Development Department not below the rank of Secretary	Ex Officio Member

Appendix-3.4

(Reference to paragraph-3.2.8.1)

List of Modules/ functionalities that have not yet been developed/deployed

Sl. No.	Name of the Modules	Functionality	Risks and benefits
1	Accounting & Reconciliation	Facilitates auto reconciliation of receipts and payments at Treasuries and Banks.	It involves maintaining financial ledgers, reconciling accounts, and producing accurate financial statements. This system would also integrate with the e-Kuber system of the RBI as well as the agency banks to support in the automatic three-way reconciliation (collections, bank scrolls of agency banks and RBI consolidated statement) and provide real time information on the revenue collections to be used for cash management. Non-implementation of the module results in a risk of reduced control on management and accounting due to reliance on manual intervention.
2	Expenditure Processing & Reporting	Facilitates the processing of the various bills generated for payment processing.	This module handles processing and reporting of Governmental expenses. It involves validating and processing expenditures, as well as generating reports for analysis and decision-making. Manual procedures and documentation lead to creation of lengthy paper trails, increased bill processing time, increased risk of errors in verification of claims as based on manual scrutiny of voluminous documents and in increased inconvenience in physical storage of documents and risk of loss/ damage. There is increased risk of errors due to multiple levels of manual interventions and increased inconvenience in physical storage of documents and risk of loss/ damage. Lack of automated features for computation of taxes can lead to increased risk of non-deduction/ erroneous deduction of taxes while processing payments to contractors. Non-implementation of the module imposes DDOs/spending agencies to rely on manual procedures and documentation for paybill preparation and processing limiting realisation of full benefits of automation for paybill processing.
3	Receipt Management	Comprehensive receipts collection portal for taxpayers, citizens and DDOs, to create challans and deposit receipts to the consolidated fund of the State, and to various deposit accounts. Supports both online and manual payments processing.	The Receipts Management module tracks and manages incoming funds. It includes recording payments received, updating financial records, and ensuring accurate accounts. Due to non-implementation of the module, real time information on the revenue collections for cash management and streamlining of revenue accounting and reconciliation process cannot be achieved.
4	Cash Planning & Management	Facilitates creation, verification, and submission of the periodic cash flow forecasts.	This module will support in preparing the receipt and expenditure cash flow forecast for centrally budgeted items at State level, and for each Department, and Department to

Sl. No.	Name of the Modules	Functionality	Risks and benefits
			prepare cash flow forecast for project/ schemes. Due to non-implementation of the module the Finance Department could not determine the borrowing requirements and input for budget allocations, budget distributions, issuing Administrative Approvals, and financial sanctions for projects to various Administrative Departments.
5	Pension Management	Facilitates in creation of a Pension proposal file for a retiring employee with facility to populate/ attach all data and supporting documents.	Due to non-implementation of the module, estimated resource requirement for gratuity and pension payouts for the budget year could not be determined.
6	Asset Registry	Facilitates the creation of an asset register with asset details for categories like Buildings, Computers, Vehicles *etc*.	System shall support in maintaining the list of asset categories and subcategories to support in classifying the existing and new assets into respective categories and sub-categories with list of asset acquisition methods including purchase, construction, donation or gift, transfer from other government entities *etc*. Due to non-implementation of the module, data for each asset is not captured therefore the details of the assets could not be ascertained.
7	Audit	Facilitates defining of categories of audit objections and audit paras for all transactions recorded in system.	Due to non-implementation of the module system could not track the audit paras and final action taken on the objectionable transaction/audit para.
8	Stock Management	Facilitates in management of stamps including stock recording, distribution and sales, and management of other valuables stored in Treasury Strong Rooms.	This module focuses on efficient stock and inventory management. It covers tracking stock levels, managing orders and deliveries, and ensuring proper control of inventory. Due to non-implementation of the module, there is increased risk of reduced control over accounting of such stock. The lack of centralised system for cross-verification of sale data with physical stock of stamps procured also increases potential for sale of non-genuine stamp papers.
9	Reporting	Facilitates the generation of various types of reports and analytical statements.	Due to non-implementation of the module, the information on real time basis cannot be observed and generated.
10	General Requirements	Facilitates in defining customised workflow for each transaction and agency covered in the system implementation.	This section captures the general requirements to be supported by all the modules of FMIS application. (such as workflow, organisational hierarchy, user registrations, profile creation, mapping of the functions to users & departments, access to system portal, information security management *etc.*) Due to non-implementation of the module, the workflow, organisational hierarchy, user registrations, profile creation, *etc*., are not well defined. Further mapping of the functions to users, departments, *etc*., is not complete.

Appendix-3.5

(Reference to paragraph-3.2.8.1)

1. For the extended Helpdesk support, the following table shall display the pro-rata basis quarterly payment schedule.

Sl. No.	Quarter	Period	Personnel from SI (from supplier)	Pro-rata basis payment/ quarter* (in ₹)
1	13	September -November 2023	15	42,30,000
2	14	December 2023- February 2024	15	42,30,000
3	15	March-May 2024	15	42,30,000
				1,26,90,000

2. Based on the releases, the quarter-wise payment for O&M support shall be as per the table below:

Sl. No.	Quarter	Period	Amount (in ₹) after Contract Amendment	Status of Releases (as of May 2025)
1	13	September -November 2023	85,57,818	R1, R2A and R2B completed
2	14	December 2023-February 2024	85,57,818	R1, R2A and R2B completed and R3 scheduled to be completed*
3	15	March-May 2024	1,16,45,600	All releases to be completed*
4	16	June-August 2024	1,16,45,600	All releases to be completed*
5	17	September -November 2024	1,16,45,600	All releases to be completed*
6	18	December 2024-February 2025	1,16,45,600	All releases to be completed*
			6,36,98,036	

** As of April 2026, the payments have been released.*

Helpdesk support	O&M support	Total
1,26,90,000	6,36,98,036	**7,63,88,036**

Glossary of abbreviations

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AA	Administrative approval
AASC	Assam Administrative Staff College
AATFS	Administrative Approval, Technical Sanction and Financial Sanction
AE	Accredited Engineer
AFR	Assam Financial Rules
AG	Accountant General
AGMC	Assam Government Marketing Corporation
ALRA	Assam Land Requisition & Acquisition
AOC	Audit Objection Committee
APPR	Assam Public Procurement Rules
AR&TD	Administrative Reforms & Training Department
AS-CFMS	Assam Society for Comprehensive Financial Management System
ASPIRe	Assam State Public Finance Institutional Reforms
ASSA	Assam Society for Social Audit
ATNs	Action Taken Notes
BAD	Budget Allocation and Distribution
BC	Bituminous Concrete
BCP	Business Continuity Plan
BDOs	Block Development Officers
BTC	Bodoland Territorial Council
CBD	Capacity Building Division
CE	Chief Engineer
CFT	Cluster Facilitation Teams
CIB	Citizen Information Board
CS	Comparative Statement
CSO	Civil Society Organisations
CTMIS	Computerised Treasury Management Information System
DBT	Direct Benefit Transfer
DC	District Commissioner
DDO	Drawing and Disbursing Officer
DFPR	Delegation of Financial Power Rule
DLMC	District Level Monitoring Committee
DoPT	Department of Personnel & Training
DPC	District Programme Coordinator
DPP	District Perspective Plan
DRDA	District Rural Development Agency
DRP	Disaster Recovery Plan
DSR	Delhi Schedule of Rates
DTC	Departmental Tender Committee
DWCD	Director of Women & Child Development
EC	Executive Committee
EE	Executive Engineer
e-FMS	Electronic Fund Management System
EoI	Expression of Interest
EPM	Employee Payroll Module

FRS	Functional Requirement Specification
FTO	Fund transfer order
GAD	General Administration Department
GB	Governing Body
GIS	Group Insurance Scheme
GoA	Government of Assam
GoI	Government of India
GPF	General Provident Fund
GPs	Gaon Panchayats
GRS	Gram Rojgar Sahayak
GS	Gram Sabhas
H&FW	Health and Family Welfare
HCM	Hot Cooked Meal
HHs	households
HRA	House Rent Allowance
HRD	Human Resource Development
IAM	Identity and Access Management
ICBP	Interlocking Precast Blocks
ICDS	Integrated Child Development Services
IEC	Information, Education and Communication
IFMS	Integrated Financial Management System
IT	Information Technology
JBY	Janashree Bima Yojana
JCLC	Job Card Laminated Covers
JCs	Job Cards
JGWT	Jalukbari and Guwahati West Territorial
LB	Labour Budget
MB	Measurement Book
MC&H	Medical College and Hospital
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MMCH	Mohendra Mohan Choudhury Hospital
MoRD	Ministry of Rural Development
MR	Muster roll
MRP	Maximum Retail Price
MT	Metric Tonnes
NGOs	Non-Government Organisations
NIB	Notice Inviting Bid
NIT	National Institute of Technology
NMMS	National Mobile Monitoring System
NPS	New Pension Scheme
NREGA	National Rural Employment Guarantee Act
OBC	Other Backward Class
ODF	Open defecation free’
P&RD	Panchayat and Rural Development Department
PAC	Public Accounts Committee
PCC	Permanent Capital Construction
PCR	Project Completion Report

PD	Project Director
PIA	Programme Implementing Authorities
PIAs	Project Implementing Agencies
PMAY-G	Pradhan Mantri Awaas Yojana-Gramin
PO	Programme Officer
PPSWOR	Probability Proportional to Size without Replacement
PS	Panchayat Secretary
PSAOGPs	Pressure Swing Absorbtion Oxygen Generation Plant
PwC	PricewaterhouseCoopers Private Limited
PWD	Public Works Department
RFCTLARR	Right to Fair Compensation and Transparency in Land Acquisition, Rehabilitation and Resettlement
RFP	Request for Proposal
RG	Resource Groups
RPO	Recovery Point Objective
RSBY	Rastriya Swasthya Bima Yojana
RTO	Recovery Time Objective
SAG	Scheme for Adolescent Girls
SCs	Scheduled Castes
SDG	Sustainable Development Goals
SEGA	State Employment Guarantee Authority
SEGC	State Employment Guarantee Council
SEGF	State Employment Guarantee Fund
SHGs	Self Help Groups
SIPRD	State Institute of Panchayat and Rural Development
SLWM	Solid & liquid waste management
SNA	Single Nodal Agency
SoR	Schedule of Rates
SPC	State Programme Coordinator
SPV	Special Purpose Vehicle
SQM	State Quality Monitor
SREGS	State Rural Employment Guarantee Scheme
SRS	Software Requirement Specification
ST	Scheduled Tribe
TF	Task Force
THD	Telephonic Help Desk
THR	Take Home Ration
TMT bar	Thermo- Mechanically Treated bar
TS	Technical Sanction
UAT	User Acceptance Test
VC	Video conferencing
VDCs	Village Development Councils
WPT&BC	Welfare of Plain Tribes and Backward Classes

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