

CHAPTER-V

IRRIGATION AND FLOOD CONTROL DEPARTMENT

5.1 Integrated Audit

The main activities of the Irrigation and Flood Control Department (I&FC) are to create irrigation facilities for agricultural production and undertake anti-erosion works in the flood prone areas of the State. A review of the Department disclosed poor planning, absence of financial controls, inadequate programme management and absence of internal control mechanism. Non-maintenance of basic records also affected the accuracy and completeness of accounts.

Highlights

There were delays in releasing GOI funds by the State Government to the implementing agencies ranging from 30 to 210 days.

(Paragraph 5.1.8.3)

The achievement in the creation of irrigation potential against the target was only 41 per cent and utilisation was only 56 per cent of the potential created during the period 2003-08.

(Paragraph 5.1.9.1)

The Department made false entries in the measurement books in order to accord undue financial aid to the contractors amounting to Rs.4.78 crore.

(Paragraph 5.1.9.2)

Monitoring and evaluation mechanism was non-existent in the Department.

(Paragraph 5.1.11)

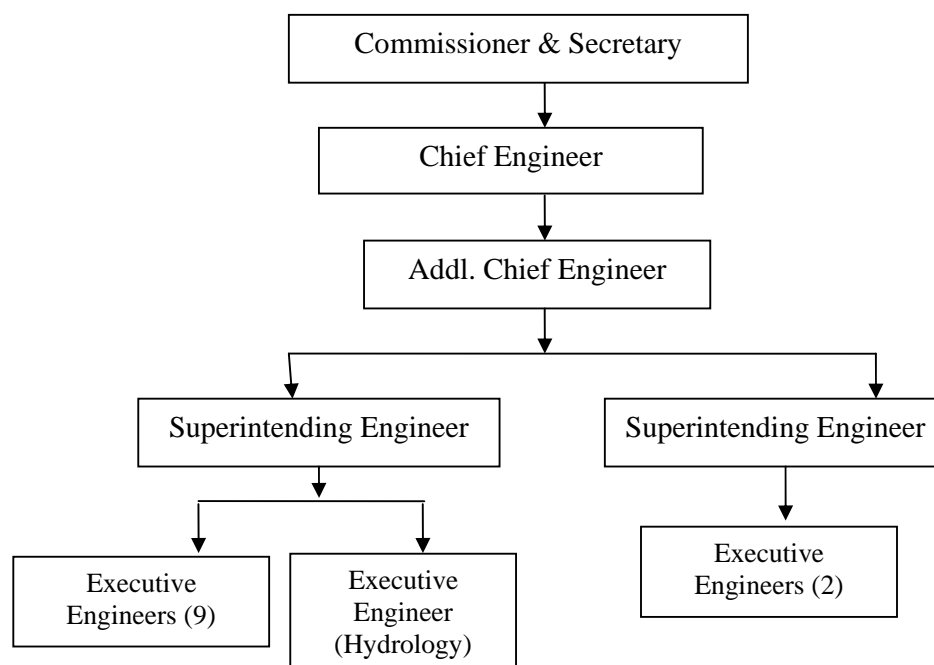
5.1.1 Introduction

The Irrigation and Flood Control Department has the dual responsibility for irrigation and anti erosion works. The State has an area of 16579 sq. km. with a total population of 20 lakh (2001 census) and 73 per cent of them are engaged in agriculture. Water has become scarce due to global climatic changes and unpredictable drought conditions, as eight months of the year are dry. The role of the Department in terms of providing adequate irrigation facilities round the year for agricultural production is significant.

5.1.2 Organisational set-up

The Department is headed by a Commissioner & Secretary. The Directorate of the Department is headed by a Chief Engineer (CE) who is responsible for planning, programme implementation and monitoring of the schemes and projects. He is assisted by one Additional Chief Engineer (Addl. CE), two Superintending Engineers (SEs) and 12 Executive Engineers (EEs) as shown in the organogram below:

Chart 5.1.1



5.1.3 Scope of Audit

An integrated audit of the I&FC Department covering the period 2003-08 was carried out during May to July 2008. Records of the CE and four (out of nine) Divisional Offices¹ were test checked along with 17 minor irrigation projects, covering 93 per cent (Rs.163 crore) of the total expenditure of Rs.176 crore.

5.1.4 Audit objectives

The objectives of the audit were to ascertain whether:

- the primary objective of the Department to make farmers independent by promotion of irrigation systems has been achieved;
- financial control and fund management was adequate;
- planning and execution of irrigation schemes was effective;
- monitoring mechanism was effective.

5.1.5 Audit Criteria

The audit findings were benchmarked against the following criteria:

- Departmental policies/rules and regulations;

¹ 1. EE, (Works), Dimapur, 2. EE, Investigation Cell, Dimapur, 3. EE, Mokokchung and 4. EE Kohima.

- Guidelines of various Central programmes issued by GOI;
- Prescribed monitoring and evaluation system.

5.1.6 Audit methodology

An entry conference was held on 21 May 2008 with the Commissioner & Secretary and Chief Engineer of the Department wherein the audit objectives, criteria, scope of audit and methodology were explained. The review was carried out through an examination and analysis of records and collection of information through questionnaires. An exit conference was held on 12 December 2008 and the report has been finalised after taking into account the views of the Department.

Audit Findings

The important points noticed during audit are discussed in the succeeding paragraphs.

5.1.7 Planning

For implementation of different schemes/programmes, the Department was required to prepare an annual action plan well in advance of a financial year. The date of preparation and submission of the annual action plan to the State Government and approval thereof are shown below:

Table 5.1.1

Year	Date of submission to Government	Date of approval by State Government	Delay in approval by State Government (months)	Extent of total delay (months)*
2003-04	02.12.2003	26.03.2004	3	11
2004-05	25.01.2005	21.03.2005	2	11
2005-06	30.06.2005	04.08.2005	1	4
2006-07	25.07.2006	28.08.2006	1	4
2007-08	07.11.2007	08.11.2007	-	7

Source: Information furnished by Department.

**Calculated with effect from April of the relevant financial year.*

The above table indicates that there were delays ranging from four to 11 months in finalisation of the annual action plans during the period 2003-08. Thus, the time available for implementation of the annual plans got reduced to that extent.

While accepting the facts the Department during exit conference stated (December 2008) that the delays in preparation of Annual Action Plans were due to the fact that the plans could be formulated only after the State Budget was finalised and the fund position of the Department was known.

5.1.8 Financial Management

5.1.8.1 Budget provision and expenditure

The budgetary allocation for the Department is made under Grant No 59 and the budget provision increased from Rs.22.30 to Rs.58.44 crore during 2003-08 as detailed in the

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table below. The subordinate offices and field units of the Department had not sent their inputs to the Directorate while preparing the budget estimates.

Table 5.1.2

(Rupees in crore)

Year	Original grant	Supplementary grant	Surrendered	Total	Expenditure	Savings(-) Excess (+)
2003-04	22.30	5.26	0.05	27.51	23.51	(-) 4.00
2004-05	23.88	4.78	4.90	23.76	23.44	(-) 0.32
2005-06	26.43	5.87	6.03	26.27	25.89	(-) 0.38
2006-07	42.35	5.54	11.31	36.58	36.06	(-) 0.52
2007-08	58.44	12.43	3.79	67.08	66.83	(-) 0.25
Total	173.40	33.88	26.08	181.20	175.73	

Source: Appropriation Accounts.

As can be seen from the table above, in three out of the five years under review, the Departmental expenditure was less than the original budget allocation rendering the supplementary grant futile. While substantial amounts were surrendered year after year, the Department could have managed its budget better had it formulated its budgetary requirement after obtaining inputs from its field units.

5.1.8.2 Allotment and expenditure under schemes

Funds allotted to the Department and expenditure incurred under different schemes during 2003-08 is given in the table below:

Table 5.1.3

(Rupees in crore)

Name of Scheme	Opening balance	Funds received				Utilised
		Central		State	Total	
		Loan	Grant			
AIBP ²	2.66	8.40	62.71	15.33	89.10	89.10
NABARD ³	---	6.95	0.00	0.00	6.95	6.95
NLCPR ⁴	---	0.00	0.73	0.22	0.95	0.95
CADWMP ⁵	---	0.00	1.94	2.53	4.47	4.47
Flood Control	---	0.00	24.36	0.20	24.56	24.56
Total	2.66	15.35	89.74	18.28	126.03	126.03

Source: Departmental figures

5.1.8.3 Delay in release of funds by the State Government

AIBP guidelines envisaged that the central loan assistance should be released to the implementing agencies within 15 days of its release by the GOI.

Scrutiny revealed that there were delays ranging from 30 to 210 days in releasing the GOI funds by the State Government as the Department failed to furnish the requisite documents, as shown in the table below:

² AIBP: Accelerated Irrigation Benefit Programme.

³ NABARD: National Bank for Agriculture and Rural Development.

⁴ NLCPR: Non-Lapsable Central Pool of Resources.

⁵ CADWMP: Command Area Development and Water Management Programme.

Table 5.1.4

(Rupees in crore)

Year	GOI release		Release by State Govt. to the Department		Extent of delays (days)
	Date	Amount	Date	Amount	
2003-04	31.03.04	4.00	01.09.04	2.00	138
			11.11.04	2.00	210
2004-05	31.03.05	1.20	04.07.05	1.20	79
2005-06	13.12.05	2.70	02.03.06	2.70	63
2006-07	26.10.06	10.01	15.12.06	10.01	34
	31.03.07	0.59	03.07.07	0.59	78
2007-08	09.04.07	4.06	03.07.07	4.06	69
	10.01.08	25.06	29.02.08	10.00	34
	08.02.08	11.39	28.03.08	15.06	33
			24.03.08	11.39	29

Source: Departmental records

The Department while accepting the facts in the exit conference stated (November 2008) that the delays were due to procedural matters as the Finance Department insists on photographs etc., along with the project reports before funds are released to the Department.

5.1.8.4 Expenditure control

There was no regular flow of expenditure data from the field units to the CE's office and the expenditure control registers were also not maintained for proper control as discussed below:

(i) Parking of funds

Scrutiny of records of the CE revealed that Rs.11.87 crore were drawn for implementation of various schemes during the years 2003-08 and kept in Civil Deposit (CD). Of this, Rs.8.13 crore was withdrawn between December 2003 and February 2008 leaving a balance of Rs.3.74 crore in CD as detailed below:

Table 5.1.5

(Rupees in crore)

Year	Date of deposit	Amount kept in CD	Date of withdrawal from CD	Amount withdrawn from CD	Name of scheme
2002-03	31.03.2003	3.00	08.12.2003	2.00	Flood Control
			26.03.2004	1.00	Flood Control
2004-05	31.03.2005	3.65	17.12.2005	3.65	Flood Control
	31.03.2005	0.48	31.03.2006	0.48	HUDCO
2006-07	30.03.2007	1.00	01.02.2008	1.00	Flood Control
2007-08	31.03.2008	3.74		-	Flood control
Total		11.87		8.13	

Source: Departmental figures

Funds were drawn at the fag end of the financial year to avoid lapse of budget grants and kept in CD as per the orders of the Finance Department. Further, the amounts kept in CD were also reported as expenditure resulting in inflating the expenditure figures during those years. The funds were obtained from the GOI and other Financial Institutions as

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negotiated loan and therefore parking the funds in Civil Deposit not only affected the implementation of the programmes but also resulted in increasing the interest liability on the borrowed funds.

(ii) Rush of expenditure

Rule 56 of the GFR states that rush of expenditure, particularly in the last quarter of the financial year would be regarded as financial irregularity and should be avoided. The Union Ministry of Finance has also emphasised that under an effective cash management system, not more than 33 *per cent* of the budget should be utilised during the last quarter of the year. The flow of expenditure during the financial years 2003-04 to 2007-08 was as under:

Table 5.1.6

(Rupees in crore)

Year	Total expenditure	Expenditure				
		April to December	January	February	March	Total (4+5+6)
1	2	3	4	5	6	7
2003-04	23.51	7.74 (33)	0.63 (3)	0.56 (2)	14.58 (62)	15.77 (67)
2004-05	23.44	9.20 (39)	0.66 (3)	0.57 (2)	13.01 (56)	14.24 (61)
2005-06	25.89	8.34 (32)	0.65 (3)	1.05 (4)	15.85 (61)	17.55 (68)
2006-07	36.06	24.21 (67)	0.93 (3)	0.67 (2)	10.25 (28)	11.85 (33)
2007-08	66.83	13.76 (21)	0.78 (1)	23.34 (35)	28.95 (43)	53.07 (79)

Source: Departmental Figures (figures in the brackets indicate percentage)

The above table reveals that during the years 2003-04 to 2007-08 expenditure in the last quarter ranged between 33 and 79 per cent of the total expenditure which is indicative of lack of effective financial control and violation of financial rules.

(iii) Non/Short recovery of Government dues

- An amount of Rs.99.89 lakh was to be realised from the contractors as works tax during 2003-04 to 2007-08 but the Department could realise only Rs.77.69 lakh resulting in short realisation of Rs.22.20 lakh and consequent loss of Government revenue to that extent.

The Department stated that works tax has been deducted at the rate of four *per cent* after allowing deduction of 25 *per cent* from the gross amount of the bill. The reply is not tenable as Nagaland Value Added Tax provides that four *per cent* on the gross amount of the bill is required to be deducted at source.

- Further, as per Taxation Act, NST/NVAT was to be deducted at source from the supplier's bill at the time of making final payments. It was, however, seen that Rs.10.89 lakh had not been deducted at source from the final bill of a supplier during the period from 2004-05 to 2007-08. As a result, Government suffered loss of revenue to that extent.

(iv) Diversion of funds

As per AIBP guidelines, 15 *per cent* of central loan assistance is to be provided for meeting establishment expenditure to be adjusted against the State's share. The Department did not release its share in respect of AIBP during the years 2003-04 to 2005-06. In spite of not releasing its share, the Department incurred expenditure of

Rs.28.94 lakh during this period in contravention of the scheme guidelines for purchase of vehicles and computers which were not covered in the approved estimates.

The Department stated (September 2008) that the above expenditure was incurred out of the provision made for tools and plants and contingencies included in the estimates. The reply is not acceptable as the expenditure was in contravention of the scheme guidelines.

5.1.9 Programme implementation

5.1.9.1 Achievement of targets

The irrigation potential targeted and achievement thereagainst and status of projects during 2003-08 is detailed below:

Table 5.1.7

Name of schemes	Number of works taken up and completed				Irrigation Potential (In hectare)		
	Ongoing	New	Total	Completed	Targeted	Created	Utilised
AIBP	45	424	469	395	32632	11668(36)	6192(53)
NABARD	0	21	21	13	8010	2033(25)	1220(60)
NLCPR	0	2	2	-	800	334(42)	0(0)
CADWMP	1	0	1	1	4700	4700(100)	3151(67)
Total	46	447	493	409 (83)	46142	18735(41)	10563(56)

Source: Information furnished by Department. Figures in brackets indicate percentage

Out of 493 minor irrigation (MI) projects taken up during 2003-08 for execution, 409 MIPs (AIBP: 395 projects; NABARD: 13 projects and CADP: 1 project) were completed upto March 2008.

The above table shows that the achievement in the creation of irrigation potential against the target was only 41 per cent during the period 2003-08, while in terms of completion of projects, it was 83 per cent. The reason behind this variation is that most of the completed projects covered limited culturable command area (CCA) and the bigger projects are yet to be completed. Further, only 56 per cent of the created irrigation potential was actually utilised.

While accepting the audit observations, the Department stated (September 2008) that utilisation of the potential created will be gradual because of various factors like development of land which will involve financial inputs from the farmers.

According to AIBP guidelines, an individual MI project should cover at least 20 ha of irrigation potential. Out of 424 projects under AIBP during 2003-04 to 2007-08, 26 MI projects were constructed at an estimated cost of Rs.2.29 crore during 2006-07 to 2007-08 with irrigation potential under individual projects ranging from 13 to 19 ha only which was in contravention of the guidelines of AIBP.

5.1.9.2 Execution of projects

Scrutiny of 17 MI projects disclosed that there was already a time overrun ranging from seven to 11 months (July 2008) in the execution of four projects. While prima-facie all the projects seem to have been completed within the approved cost, detailed scrutiny revealed incorrect entries were recorded in the measurement books (MB) to show that the projects were completed before/on time and within the approved cost, as brought out below:

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- The work “Langlong MI project” was taken up by the Executive Engineer, I&FC Division, Dimapur under AIBP at an estimated cost of Rs.5.58 crore during 2006-07 to be completed in August 2007. The work was shown as completed in November 2007 at a cost of Rs.5.12 crore as per the entries in the MB. The value of the work done was however, only Rs.3.61 crore up to March 2008 according to the progress report furnished to audit. This was also corroborated by a joint spot verification by the Audit team (July 2008) along with the departmental officers, which revealed that this work was in progress. The Department drew Rs.5.12 crore between December 2006 and March 2008 and paid it to the contractor based on false measurement of work.

Thus, due to non completion of the project, the farmers were denied irrigation potential for an area of 250 hectares. Besides, an amount of Rs.1.51 crore was also paid in excess to the contractor based on false entries in the MB without actual execution of work.

- The construction of Langlong MI project Phase II was awarded to a contractor in November 2007 by the EE, I&FC Division, Dimapur with the stipulation to complete the



Photograph showing the present status of the Langlong MI project Ph II (July 2008)

project within one year at an estimated cost of Rs.2.94 crore for creation of 485 ha MI potential. Administrative approval and expenditure sanction was accorded by the Government in March 2008. The work was started in October 2007 and completed in February 2008 as recorded in the MB. Against the value of work done for Rs.2.60 crore, an amount of Rs.2.20 crore was paid to the contractor (March 2008: Rs.1.45 crore and April 2008: Rs.0.75 crore).

The physical progress report submitted to audit however, showed that only 20 *per cent* work was completed. This was also corroborated by a physical verification (July 2008) by the Audit team along with the departmental officers. This resulted in undue financial aid to the contractor to the tune of Rs.1.68 crore. Non-commissioning of the project in time also deprived the farmers of irrigation potential for an area of 485 ha.

- The work relating to construction of “Awokupughoki MI Project” for creation of 100 ha CCA was initially taken up by the Department with a negotiated loan from NABARD under Rural Infrastructure Development Fund XII in November 2006 at an estimated cost of Rs.2.05 crore. Administrative approval and expenditure sanction was accorded in March 2007 and a loan of Rs.70 lakh was sanctioned under NABARD. Subsequently, in order to complete the balance works, the same project was taken up under AIBP (Year of Farmers 2006) in March 2008 and expenditure sanction was accorded in March 2008. The work order was issued to a contractor in November 2006 for Rs.1.74 crore and the work were to be completed in October 2007. As per the MB, the

work started in November 2006 was completed in January 2008. The Division paid Rs.1.84 crore (April 2007: Rs.1.14 crore and April 2008: Rs.0.70 crore) to the contractor. The physical and financial progress report submitted to audit however, disclosed that only



Photograph showing the present status of the Awokupughoki MI project Ph II (July 2008)

20 *per cent* of the work was completed as of March 2008 which was corroborated by a spot verification (July 2008) by the Audit team along with the departmental officers. Hence, Rs.1.84 crore was paid to the contractor on wrong measurement resulting in undue financial benefit to the contractor amounting to Rs.1.47 crore⁶.

- Dikhu Valley MI Project was taken up during September 2006 by Executive Engineer, Mokokchung Division at an estimated cost of Rs.1.43 crore. Administrative approval and expenditure sanction was accorded in December 2006. The work was completed in December 2007 at a cost of Rs.1.21 crore and full payment was released to the contractor. It was, however, seen from the physical verification report submitted to audit that only 90 *per cent* of the work was completed as of March 2008. This was corroborated by a joint inspection (May 2008) by the Audit team along with the departmental officers. Thus, payment of full amount (Rs.1.21 crore) against 90 *per cent* completion resulted in undue financial benefit of Rs.0.12 crore to the contractor.

The Department in the exit conference while accepting all the above observations stated (December 2008) that bills had to be prepared and the money drawn to avoid lapse of budget grant.

- The work “protection of Naginimora from erosion of Dikhu River” (estimated cost Rs. 1.67 crore) was awarded (March 2004) to a contractor for Rs.2.92 crore with a stipulation to complete it within six months from the date of issue of work order. As per norms, the Department was supposed to obtain clearance from the Forest Department before execution of the work as the location was under the control of the Forest Department. The Department, however, did not obtain the said clearance before awarding the work.

The work started on 13 January 2004 and was completed on 25 March 2004 as recorded in the MB and the Division paid Rs.2.92 crore to the contractor in March 2004. Since the requisite clearance was not obtained by the Department, the Forest Department was not aware of the work and therefore awarded a contract for extraction of stones from the

⁶ Rs.1.84 crore – Rs.0.37 crore = Rs.1.47 crore (Rs.0.37 crore being 20 *per cent* value of the project cost).

quarries which touched the spurs of the completed work. The project work of Dikhu river was damaged during extraction of stones from the quarries, and the Department had to incur an additional expenditure of Rs.49.08 lakh in November 2005 for restoration of the damages.

Thus, failure of the Department to obtain the required clearance before commencement of the work resulted in an extra expenditure of Rs.49.08 lakh.

- The estimate for 'Aquha MI project' was prepared and approved under 'Year of Farmer 2006' for Rs.31.82 lakh. The estimate was prepared proposing to tap water from "Aquha stream by means of constructing a diversion weir" across it and channelise it to the command area measuring 40 hectares. Instead of tapping water from the above stream, water was actually tapped from another source "Aghoki" deviating from the original plan for reasons not on record. This deviation resulted in an extra expenditure of Rs.17.03 lakh, increasing the total project cost to Rs.48.85 lakh. Besides, the present command area is still a forest and it is doubtful whether the farmers of the village would be benefited by the irrigation potential created. The Superintending Engineer on a spot verification of the project also expressed doubts as to whether the irrigation potential created could be actually utilised in view of the fact that the project was created in a forest.

The Department in the exit conference accepted (December 2008) the above observations.

5.1.9.3 Non maintenance of records

- None of the divisions maintained project-wise-records viz., register of works, tools and plants register, expenditure incurred against the project etc., to watch the overall progress of individual works. As a result, the divisions were not in a position to know the actual expenditure incurred against each work and up-to-date payment in respect of the individual projects.

- The Department did not also maintain any register of assets created under AIBP. Due to non-maintenance of asset registers by the Department, the condition as well as physical existence of the community assets created under the scheme could not be ascertained in audit.

The Department in the exit conference while accepting the observations stated (December 2008) that efforts are being made to maintain the records.

5.1.9.4 Formation of user committees

In order to promote user participation in the schemes, potential users of minor irrigation schemes need to be encouraged to set up user committees, which would decide the manner and proportion of water to be distributed among the users and would also manage the operation and maintenance of the schemes/assets. Out of 891 completed AIBP projects since inception of the programme in the State, only 10 projects were handed over to the user committees as of March 2008.

Due to non-handing over of 881 completed projects to the user committees, user participation in the projects was not ensured. Besides, the burden of periodical maintenance of the projects also remained with the Department.

5.1.10 Manpower Management

5.1.10.1 Sanctioned strength and men in position

The Department had neither carried out an assessment of its manpower requirement nor was any review of requirement with regard to work load conducted during 2003-08. The Department is therefore, continuing with the sanctioned strength fixed long ago during sixties and seventies. The sanctioned strength vis-a-vis men-in-position of the Department is as under:

Table 5.1.8

Technical				Non-Technical			
Category	Sanctioned strength	Men in position	Excess (+) Vacant (-)	Category	Sanctioned strength	Men-in-position	Excess (+) Vacant (-)
I	15	15	-	I	-	-	-
II	58	53	(-) 5	II	4	4	-
III	102	97	(-) 5	III	153	153	-
IV	133	129	(-) 4	IV	81	81	-
Total	308	294	(-) 14		238	238	

Source: Departmental records

As can be seen from above, while there was no shortage of manpower vis-à-vis sanctioned strength in the non-technical category, there were vacancies in the technical category.

Scrutiny of records of the EE (I&FC), Dimapur Division, revealed that a workshop “Land Reclamation and Agri Unit” established by the Agriculture Department (date and cost of establishment were not available) for repair and maintenance of departmental vehicles, machinery and equipment stopped functioning since 1995-96 (date of non-functioning could not be made available). Though no activities were undertaken in the workshop, the Department spent Rs.2.97 crore towards salary of 63 idle staff during 2003-04 to 2007-08 without utilising their services gainfully.

The Department in the exit conference while accepting the observations stated (December 2008) that action has already been taken to redeploy the staff of the workshop.

5.1.11 Internal control and monitoring

Monitoring is an important means of internal control. With a view to ascertain the adequacy of action taken at various levels and to ensure proper functioning of the Department, it is desirable that an effective monitoring system is in place at each level in the Department.

There is no prescribed procedure for periodic inspection of the divisions/sub-divisions. No committee was formed either at State level or Project level for monitoring and evaluation of the projects. This indicated inadequacy in the monitoring of the affairs of the Department. The Department stated that inspection was done by the concerned officials on random basis during the progress of work.

5.1.11.1 Non rendition of audited statement of expenditure

The State Government was required to submit audited statements of expenditure on the AIBP projects within nine months of completion of financial year to GOI. However, statement of expenditure in respect of none of the projects was furnished to GOI during 2003-08.

5.1.11.2 Absence of Internal Audit

Internal audit, as an independent entity within or outside the Department, is to examine and evaluate the level of compliance with the departmental rules and procedures so as to provide independent assurance to management on the adequacy of the risk management and internal control framework in the Department. Internal audit, which is an integral part of the internal control system of a Department, has not yet been introduced in the Department.

Absence of internal audit affected accountability in the lower formations besides leaving deficiencies in implementation of the schemes undetected.

5.1.11.3 Lack of response to Audit

None of the divisions test-checked maintained the control register to keep a watch on disposal of Inspection Reports issued by the Accountant General (Audit). As of March 2008, 69 paragraphs involving Rs.13.05 crore relating to 16 IRs were lying unsettled since 1990 for want of replies. Non-response to Audit observations and non-maintenance of control register may perpetuate the irregularities pointed out in audit and invite serious financial irregularities and adversely affect the accountability mechanism.

5.1.11.4 Vulnerability to fraud

The following major weaknesses existed in the internal control system of the Department giving scope to risk of misappropriation, fraud, embezzlement etc:

- Non reconciliation of withdrawals and remittances;
- Quarterly surprise check of cash balance not done;
- Non maintenance of project wise records;
- Improper maintenance of Measurement Books;
- Absence of Internal Audit;
- Absence of monitoring of physical progress of the schemes.

5.1.12 Conclusion

The achievement in the creation of irrigation potential against the target was only 41 *per cent* and utilisation was only 56 *per cent* of the potential created during the period

2003-08. There were enormous delays in release of funds to the implementing agencies. Execution of the irrigation projects was beset with various irregularities viz., false entries in the measurement books to extend undue financial aid to the contractors, lack of co-ordination with other departments resulting in extra expenditure etc. The Department has also not encouraged user participation in the completed projects. Overall, financial management, programme management, internal control and monitoring including manpower management had inherent deficiencies.

5.1.13 Recommendations

- The State Government should release the funds allocated to the Department on a timely basis, so as to facilitate implementation of various irrigation programmes targeted for the development of the farmers;
- Government should gear up to its role as a facilitator of speedy development of infrastructure and also publicise all the projects to be executed, which will ensure accountability and public scrutiny;
- Assessment of the requirement of manpower should be done so as to achieve optimal utilisation of manpower at each level;
- Completed minor irrigation projects should be handed over to the concerned user committees in order to increase user participation;
- Control mechanism should be in place for effective monitoring of the programmes/projects.