

**The Report of
the Comptroller and Auditor General of India**

on

District Kinnaur

for the year ended 31 March 2012

**Government of Himachal Pradesh
*Report No. 5 of the year 2012***

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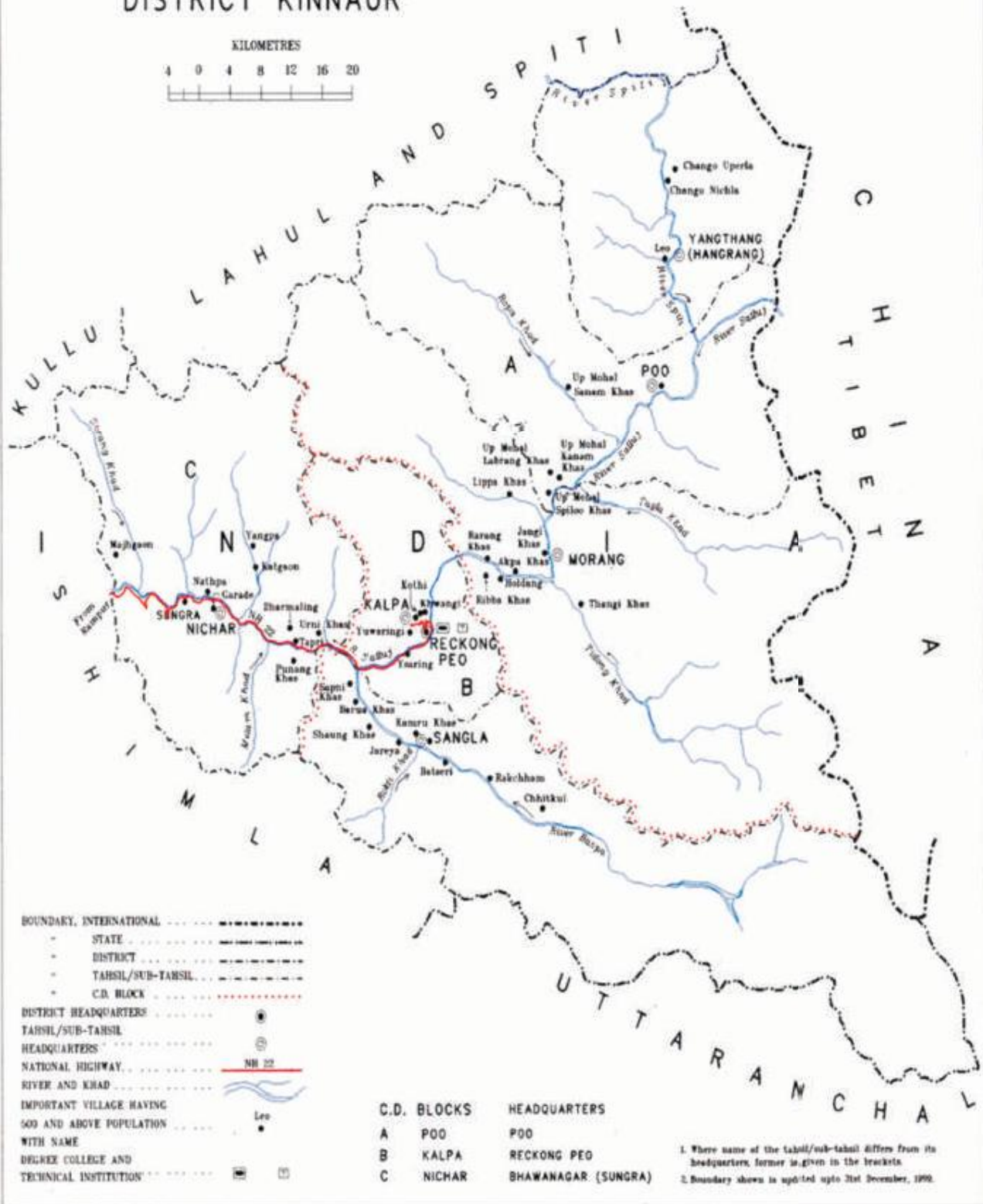
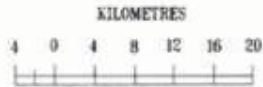
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PREFACE

1. This Report of the Comptroller and Auditor General of India contains the results of audit of Kinnaur district in Himachal Pradesh. The Report has been prepared for submission to the Governor of Himachal Pradesh under Article 151 (2) of the Constitution of India.
2. Audit conducted a review of the significant socio-economic developmental programmes implemented in Kinnaur district during the period 2007 to 2012. The audit process involved test-check of records pertaining to the offices of the Deputy Commissioner, District Rural Development Agency, Integrated Tribal Development Project, Desert Development Project, District Programme Officer (Integrated Child Development Services), District Project Officer, Sarva Shiksha Abhiyan, District Health Mission, Superintendent of Police, two Blocks, 20 Gram Panchayats (falling in the jurisdiction of two selected Blocks), Elementary and Higher Education Department, Irrigation and Public Health Department, Public Works Department and various district level implementing agencies of the District of Kinnaur.
3. The audit has been conducted in conformity with the Auditing Standards issued (2002) by the Comptroller and Auditor General of India.

Introduction

HIMACHAL PRADESH DISTRICT KINNAUR



- BOUNDARY, INTERNATIONAL - - - - -
- STATE - - - - -
- DISTRICT - - - - -
- TAHSIL/SUB-TAHSIL - - - - -
- C.D. BLOCK - - - - -
- DISTRICT HEADQUARTERS ●
- TAHSIL/SUB-TAHSIL HEADQUARTERS ○
- NATIONAL HIGHWAY NH 22
- RIVER AND KHAD
- IMPORTANT VILLAGE HAVING 500 AND ABOVE POPULATION WITH NAME ●
- DEGREE COLLEGE AND TECHNICAL INSTITUTION □ □

C.D. BLOCKS	HEADQUARTERS
A POO	POO
B KALPA	RECKONG PEO
C NICHAR	BHAWANAGAR (SUNGRA)

1. Where name of the tahsil/sub-tahsil differs from its headquarters, former is given in the brackets.
2. Boundary shown is updated upto 31st December, 1990.

Introduction

1.1 General Profile of the District

District Kinnaur is one of the 12 districts of Himachal Pradesh, located in the North-East corner of the State, bounded by Tibet in the East, Lahaul and Spiti district in the North-West, Kullu district in the West and Uttarakhand State in the South. The district spans an area of 6,401 square kilometres and is headquartered at Reckong Peo with a population of 0.84 lakh¹ (Male: 0.46 lakh and Female: 0.38 lakh) against State's population of 68.57 lakh (Male: 34.74 lakh and Female: 33.83 lakh) as per 2011 census. The entire district has been declared as Scheduled Tribe area under the Fifth Schedule of the Constitution. The district comprises three sub-divisions, five Tehsils, one sub-tehsil and three Community Development Blocks, one District Panchayat, three Block Panchayats and 65 Gram Panchayats having 234 villages. The total availability of funds in the district during the years 2007-12 was ₹ 676.74 crore whereas the expenditure during the same period was ₹ 665.89 crore. Out of above, the total allocation and expenditure incurred in respect of certain major schemes during 2007-12 was ₹ 290.30 crore and ₹ 280.95 crore respectively. Out of 13,255² families of the district, 2,824 families (21 per cent) live below the poverty line (BPL) as compared to 24 per cent at the State level. The funds flow of the district, application of resources, density of population, sex ratio, total literacy rate *vis-a-vis* male/ female literacy rate, statistics regarding Human Resources Development Infrastructure and developmental schemes selected for District Audit are given in **Appendix-1.1 to 1.6**.

1.2 Organisational set-up

1.2.1 Administrative structure

Deputy Commissioner (DC), Kinnaur

In Kinnaur district, single line administration is in operation since 1963. The Deputy Commissioner (DC) is the sanctioning authority for all developmental programmes in the district. He is also the Chief Executive Officer (CEO) of the District Rural Development Agency (DRDA) and ensures co-ordination between the DRDA, Panchayati Raj Institutions (PRIs), field officers and all other departments of the State Government.

The DC is assisted by an Additional District Magistrate (who is also the Project Director for implementation of Desert Development Programme in Pooh sub-division) and a Project Officer, Integrated Tribal Development Project (ITDP) who is also the Chief Planning Officer for preparation and prioritisation of schemes, their monitoring and review. The Project Officer (ITDP) is further assisted by a Research Officer who prepares Annual Action Plan, Border Area Development Plan and Tribal Area Sub-Plan.

¹ As per 2011 census, bifurcation of SC/ST population is yet to be published.

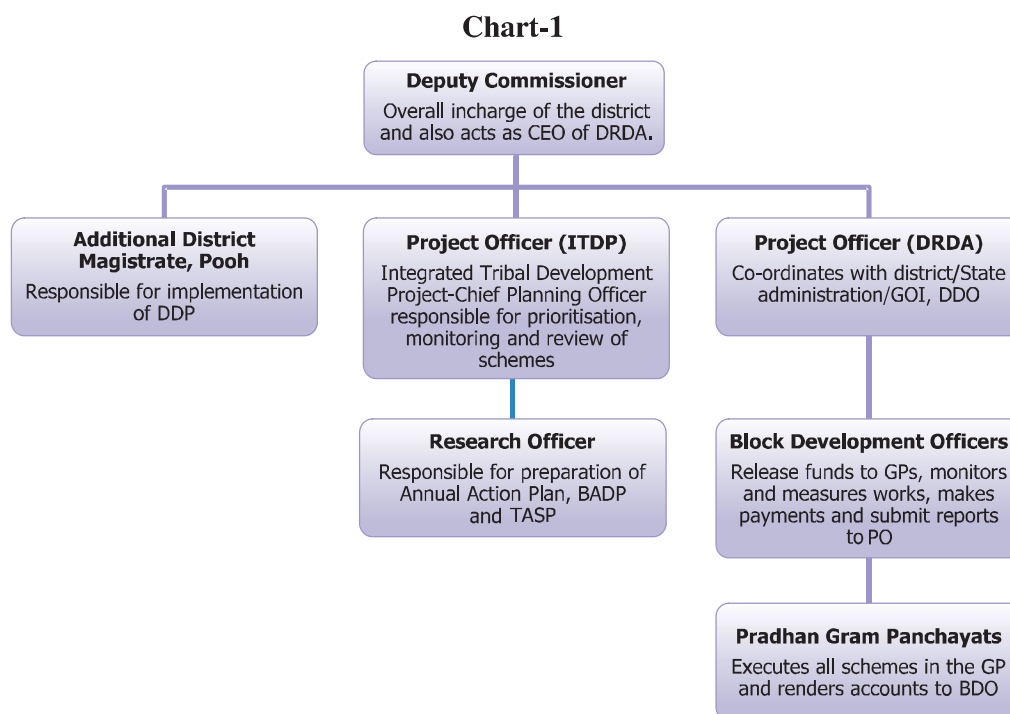
² As per survey of rural poor families (2002-07).

District Rural Development Agency (DRDA)

The DRDA is the main organ at the district level to oversee the implementation of various developmental programmes. It is responsible for planning of programmes; coordinating with other governmental, non-governmental agencies; financial and technical guidance for successful programme implementation; enabling the community and the rural poor to participate in the decision making process; overseeing the implementation of various programmes to ensure adherence to guidelines, quality, equity and efficiency and reporting to the concerned authorities at prescribed intervals. It is also responsible for overseeing the conduct of various surveys relating to BPL families by the State Government from time to time.

The Zilla Parishad (ZP) Chairman functions as the Chairman of the District Rural Development Agency and the DC is the Chief Executive Officer (CEO) as mentioned earlier. The CEO exercises administrative control over the Project Officer (PO), DRDA. The PO is also the custodian of cheque books and is responsible for maintenance of accounts and interaction with the District/ State administration as well as the Government of India. He/ she reports to the Secretary, Rural Development Department (RDD) and ensures co-ordination with the Zilla Parishad for implementation of various rural development programmes. The PO is also the Controlling Officer for all the Block Development Officers (BDOs).

The administrative set-up of the District is shown in **Chart-1** below:



Chapter-1 : Executive Summary

Chapter-1 : Executive Summary

The Planning Commission, Government of India, has been according considerable importance to a district-centric approach in the devolution of finances for integrated local area development for the district. Similarly, the State Government has also been devolving funds district-wise for holistic development of a district. Recognising the importance of such district oriented development, a district-centric audit of Kinnaur district was carried out to assess the status and impact of implementation of various socio-economic developmental programmes in the district during 2007-12. The review covered key Social sector programmes relating to health, education, water supply, economic sector programmes relating to creation of roads, rural electrification, employment generation and other developmental works under Vikas Mein Jan Sahyog, Members of Parliament Local Area Development Scheme, Vidhayak Kshetriya Vikas Nidhi Yojana, Desert Development Programme and Nucleus Budget Scheme. Besides, General services relating to e-Governance and law and order were also covered.

Audit noticed certain positive points in the implementation of social and economic services programmes relating to education, water supply and rural electrification but there were quite a few areas where the District administration lagged behind for which it needs to focus its attention.

District Planning Committee and District Plan

Audit scrutiny revealed that the District Planning Committee as mandated in the 74th amendment to the Constitution of India had not been set up in the district as of July 2012 to ensure an inclusive and participative planning process for development of the district. As a result, no perspective plan and integrated annual action plans for the development of the district were prepared. Consequently, the requirements of local needs remained unidentified.

(Paragraph 3.1)

Recommendation

- *Holistic perspective and integrated annual plans should be prepared for the district, based on a structured process of obtaining inputs from Blocks and Gram Panchayats and other stakeholders for a more realistic assessment of the district. Preparation of annual plans by the district should be made mandatory and should have the approval of the State Government.*

Financial Management

The total flow of funds to the District during 2007-12 and expenditure incurred was not available either with the Deputy Commissioner or with the Project Officer Integrated Tribal Development Project, who is the Chief Planning Officer and other district authorities like District Rural Development Agency.

Audit scrutiny revealed that in some cases there were gaps between the funds received and expenditure incurred. Funds received from the Government of India and the State Government were parked in different bank accounts without being utilised within the prescribed timeframe. The delay in the progress of works was attributed to manpower constraints and limited working season.

(Paragraphs 3.2 and 3.2.1)

Recommendation

- *Financial management, in general, needs improvement, and funds provided for various socio-economic developmental programmes need to be effectively utilised.*

Social Services

National Rural Health Mission (NRHM)

The District Health Mission (DHM) was required to prepare a perspective plan for the entire mission period and annual plans with inputs from the lower tiers of the Government. The DHM was constituted in July 2006 but perspective plan for the period 2007-12 was not prepared. However, DHM had prepared annual plans for the period 2010-12. The process of assessing the healthcare requirements and gaps in infrastructure, equipment and manpower, etc., as per NRHM stipulation is yet to be done in the district. The district had two Hospitals, four CHCs, 21 PHCs and 31 SCs. The basic healthcare services were not available at many centres selected for audit. Moreover, due to non-availability of adequate number of skilled manpower, the purpose of setting up the health centres was not achieved in the district.

The prevalence of vaccine preventable diseases was negligible in the district as no case of infant and child diseases like neonatal tetanus, diphtheria and whooping cough was detected in the district during 2007-12. However, 31 cases of measles were detected during 2007-12 in the district. Out of 5,089 persons screened up to March 2012 under National AIDS Control Programme in the district, four persons were found HIV positive (including one fully blown case).

Separate targets/ health indicators for the district were not prescribed despite the NRHM requirement to do so. Therefore, the progress of achievement of the crucial health indicators for the district could not be ascertained and the authenticity of the data reported at the State level also could not be verified.

Community participation in planning, implementation and monitoring of the NRHM programme also remained unachieved during 2007-11 due to non-formation of Village Health and Sanitation Committees (VHSCs). Even after formation of VHSCs in 2011-12 community participation in preparation of annual plan was not ensured.

In the absence of proper planning involving identification of gaps in the healthcare infrastructure and non-availability of stipulated facilities and skilled manpower in the

health institutions, the aim of providing accessible and affordable healthcare to people remained to be achieved in the district.

(Paragraphs 4.1.1 to 4.1.5.3)

Recommendations

- *The District Health Mission (DHM) constituted in July 2006 should play a proactive role in implementation of NRHM by conducting a survey to identify the gaps in health care infrastructure and facilities and drawing a specific timeframe as per the NRHM guidelines, to provide accessible and affordable healthcare to the rural poor of the District.*
- *All the health centres should be equipped with adequate and skilled manpower to achieve the objectives of the programme.*

Education

A review of the status of education in the district, especially in the context of implementation of Sarva Shiksha Abhiyan (SSA) revealed that while the number of primary and upper primary schools (upto standard VIII) remained constant, but enrolment of children in the targeted age group of 6-14 years in these schools decreased considerably. Many schools at the elementary level did not have boundary walls and electricity facilities. Higher education is being imparted in the district through a network of 21 Government High Schools and 27 Government Senior Secondary Schools. Besides, there is also one Government Degree College in the district.

Enrolment in classes IX to XII has declined from 4,273 in 2007-08 to 3,434 in 2011-12 in the district. The pass percentage in respect of class X had decreased during 2008-12 in comparison to 2007-08. However, there was improvement in the pass percentage in respect of classes in XI and XII during 2010-12.

The infrastructure facilities such as separate laboratories for science subjects and library facilities were not available in 23 and 46 schools respectively.

Many schools in the district lacked basic infrastructure/ facilities and there was 37 per cent shortfall in inspection of schools to be carried out by the Deputy Director of Higher Education (DDHE) during 2007-12.

(Paragraphs 4.2 to 4.2.2)

Recommendations

- *Basic infrastructure/ facilities should be provided on a priority basis in all the schools, especially at the elementary level, to ensure an appropriate environment both for teaching and learning. Appropriate steps should be taken by the Education Department to control the declining trend in the enrolment of students in the schools.*
- *For effective monitoring, the Department should ensure that mandatory inspections of schools are done to the prescribed extent.*

Integrated Child Development Services

The coverage of beneficiaries under supplementary nutrition was closer to the target fixed as only one to six *per cent* expectant and nursing mothers and one to two *per cent* children remained uncovered during 2007-09 and 2007-10 respectively. However, 46 *per cent* Anganwadi Centres (AWCs) running from private premises, lacked adequate infrastructure facilities such as kitchen, toilet, store, etc., as no funds were provided during 2007-12 for construction of AWCs.

(Paragraphs 4.3 to 4.3.2)

Recommendation

- *Adequate funds should be provided for construction of AWCs to ensure availability of basic amenities in all the AWCs of the district.*

Social Security Pension Scheme

The benefit of social security pension was extended to all the eligible beneficiaries during 2007-08 and only three to six *per cent* beneficiaries remained uncovered during 2008-12 due to non-availability of proper addresses.

(Paragraph 4.4)

Recommendation

- *The District Welfare Officer should conduct verification of whereabouts of the left out beneficiaries with the help of representatives of Gram Panchayats to ensure disbursement of pension to them.*

Water Supply

As of March 2012, out of 392 habitations, 93 *per cent* were fully covered leaving seven *per cent* habitations as partially covered. Lack of adequate supervision at the Departmental level had delayed the completion of water supply schemes. Unsafe water was being supplied to the public in the district as the quality of water to the beneficiaries was not being ensured by conducting the required water sample tests; as a result, substantial number of cases of water borne diseases was noticed in the district.

(Paragraph 4.5)

Recommendation

- *The District Administration/ Department should ensure supply of safe drinking water to the public through installing water purifier system.*

Sanitation and Sewerage

There is no urban area in the district. However, the district headquarters (Reckong Peo) has sewerage facility. One scheme approved in August 2007 to provide sewerage facility at tehsil headquarters, Sangla, remained incomplete as of June 2012 due to non-development of site for treatment plant.

(Paragraph 4.6)

Recommendation

- *The State Government/ District Administration should take effective steps for providing sanitation facilities at tehsil headquarters Sangla in a timely manner.*

Economic Services

Infrastructure-Transportation and Road connectivity

District Kinnaur has no airport and rail connectivity. The nearest airport and railway station at Shimla are 235 kms away from Reckong Peo (district Headquarters). Audit scrutiny revealed that 73 per cent villages in the district had road connectivity as of March 2012. Thus, 27 per cent of the villages in the district still remains to be provided with road facility; acquisition of forest/ private land being the main bottleneck.

Out of 120 works taken up during 2007-12 under PMGSY and State sector, only 28 works (23 per cent) were completed, 72 works were still in progress and 14 works were held up due to land disputes, forest clearances and abandoning of works by contractors. The remaining six works were not taken up for execution as of March 2012.

Thus, in the absence of a viable mechanism to resolve the land disputes to facilitate timely completion of road, the Public Works Department has delayed in providing road connectivity to all the villages in the district.

(Paragraphs 5.1 and 5.1.1)

Schemes for other developmental activities

Other developmental schemes like Vikas Mein Jan Sahyog (VMJS), Members of Parliament Local Area Development Scheme (MPLADS), Vidhayak Kshetriya Vikas Nidhi Yojana (VKVNY), Desert Development Programme (DDP), Border Area Development Programme (BADP) and Nucleus Budget Scheme were taken up in the district in an uncoordinated way as the works were neither properly planned nor completed within the specified timelines.

(Paragraphs 5.2.1 to 5.2.6)

Recommendation

- *The State Government/ District Administration should ensure greater coordination with the executing agencies to ensure that the works are planned properly and completed within the specified timelines.*

Employment Generation

Under the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), the District Administration provided 100 days employment to all the beneficiaries who demanded employment under the scheme. However, payment of

wages was not made to the workers within the prescribed period of fortnight to ensure security of livelihood.

(Paragraph 5.3.2)

Recommendation

- *The State Government/ District Administration should ensure payment of wages to the workers on time as per provisions of the scheme.*

Energy

Out of the 234 villages in the district, only 10 villages remained unelectrified as of March 2012.

The delay in sanctioning of DPR under RGGVY resulted in cost escalation of ₹ 5.43 crore.

(Paragraph 5.4)

Recommendation

- *The State Government should streamline its internal processes to ensure that project proposals are formulated on time and pursued with the GOI so that adequate funds are provided for electrification of all the unelectrified villages within a specific timeframe.*

Calamity Relief Fund Scheme

The physical and financial progress of 431 repair and restoration works involving ₹ 5.36 crore was not available with the DC which indicated absence of monitoring of relief works. Besides, 54 out of 258 repair and restoration works after incurring an expenditure of ₹ 0.41 crore remained incomplete in two selected Blocks (Nihar and Pooh) as of June 2012.

(Paragraph 5.5)

Recommendation

- *The State Government/ district administration need to put in place a monitoring mechanism in DC office to watch the physical and financial progress of relief works to ensure that the very purpose of providing relief to the victims of natural calamities is fulfilled within the prescribed timeline.*

General Services

e-Governance-Sugam Centres

Of the total 50 services to be provided at each Sugam Centre, the services to be provided through IT applications at district, Sub-Division and Tehsil/ Sub-Tehsil level were 37, 35 and 33 respectively, whereas the remaining inforamatory services were available through internet. In Kinnaur district, only two to seven main services with IT application were being provided as of July 2012 through the Sugam Centres against 33 to 37 main services envisaged to be provided at tehsil to district level.

(Paragraph 6.1)

Law and Order

Inadequate housing facilities and other infrastructure were noticed in the district Police headquarters. Besides, the requirement of weapons was not fully met and in case of 7.62 mm rifles, it was 98 *per cent* deficient.

(Paragraph 6.2)

Recommendation

- *Adequate housing facilities should be provided to police personnel, particularly at police stations. Besides, the State Government should also ensure availability of the required weaponry.*

Human Resource Management, Internal Control and Monitoring

There was shortage of manpower ranging from eight to 51 *per cent*, the shortage of manpower in Health Department was more than 50 *per cent* which is bound to have adverse impact on the health care services in the district. Monitoring and supervision at various level was perfunctory which impacted the progress of developmental works/ projects undertaken by various departments/ implementing agencies.

(Paragraphs 7.1 to 7.3)

Recommendation

- *Monitoring, inspection and supervision needs to be strengthened at all the tiers of local district administration to ensure that the programmes are executed on time and within cost.*

Conclusion

Planning was not based on structural process of obtaining inputs from Blocks, Gram Panchayats and other stakeholders. There is multiplicity of programme and scheme and even larger number of implementing agencies, making it difficult for the district administration to effectively co-ordinate monitoring and supervise the developmental activities. While almost all the developmental programmes are targeted at the same set of beneficiaries, the existence of myriad programmes without an integrated focus, has led to each of them being implemented in a stand alone mode.

There was absence of proper planning for identification of gaps in healthcare infrastructure and non-availability of stipulated facilities coupled with shortage of skilled manpower which led to non-achievement of the objective of providing accessible and affordable health care services to the people of the district.

The State Government/ District Administration needs to put in place a robust district centric planning process by mapping the gaps in infrastructure under various sectors like health, education, employment generation, drinking water, etc., through inputs from all tiers of local administration and public at large. A clear roadmap to achieve the targets set through such plans for the development of the district should be drawn

so that the benefits of the schemes reach the intended beneficiaries in time. District specific Human development indicators to gauge the extent of development and the effectiveness of various schemes being implemented by the State in the District should be evolved by the State Government. People's participation is essential for ensuring sustainable development of the district.

Chapter-2 : Audit Framework

Chapter-2 : Audit Framework

2.1 Audit objectives

The Audit objectives were to ascertain whether:

- Planning for implementation of schemes was effective;
- Financial management was efficient;
- Implementation of the Social Sector Schemes was efficient, effective and economical;
- The extent of organisational cohesion and intra-agency synergy in the district against a variety of bodies such as DDOs, Parallel Bodies, Local Bodies and Autonomous Bodies was appropriate;
- Human Resource Management was efficient in carrying out the implementation of the schemes;
- Internal Control System was efficient and effective; and
- Monitoring mechanism was in place and effective.

2.2 Audit mandate

The audit of schemes and programmes implemented in the district was conducted under Sections 13 and 14 of the CAG's (Duties, Powers and Conditions of Service) Act, 1971.

2.3 Audit criteria

The Audit criteria used for assessing the performance of various developmental programmes/ schemes was derived from:

- Annual Action Plans
- Guidelines of the concerned schemes/ programmes issued by the Central/ State Government;
- Provisions of State Financial Rules and supplementary instructions/ orders issued by the Central/ State Government from time to time; and
- Prescribed monitoring mechanisms.

2.4 Audit scope and methodology

Audit of district Kinnaur involved a review of the significant socio-economic developmental programmes implemented in the district during the period 2007-12. The programmes/ schemes selected for audit have been listed in **Appendix-1.6**.

Before commencement of audit, discussions were held with the Deputy Commissioner (DC) and representatives of other departments in Kinnaur district in an entry conference held in May 2012.

Two¹ out of three community blocks were selected for detailed scrutiny on the basis of Simple Random Sampling without Replacement (SRSWOR) method. Further, 20 out of 42 Gram Panchayats (GPs) in these blocks and 20 *per cent* of villages in selected GPs were selected for extensive audit based on SRSWOR method. For assessing the quality of services by the programme implementing agencies, a beneficiary survey was also conducted by the audit and results thereof have been incorporated in the Report.

Besides, records in the offices of the DC, Project Officers of ITDP, DRDA, Project Director, DDP, Pooh, District Project Officer (Sarva Shiksha Abhiyan), Deputy Directors of Elementary and Higher Education, Superintending Engineer of Irrigation and Public Health (I&PH) Department, District Health Mission, District Welfare Officer, District Programme Officer (Integrated Child Development Services), two² divisions of Public Works Department (PWD) located in the district, one³ out of two divisions of Irrigation and Public Health (I&PH) Department, Superintendent of Police, District Information Centre and Himachal Pradesh State Electricity Board Limited (HPSEBL) were also examined.

Audit findings were discussed with the Deputy Commissioner and the departmental functionaries in the exit conference held on 26 November 2012 and their views have been incorporated in the Report at appropriate places. The updated audit findings are discussed in the succeeding chapters.

2.5 Acknowledgement

The office of the Principal Accountant General (Audit) Himachal Pradesh acknowledges the co-operation and assistance extended by the DC and district heads of concerned departments, the concerned BDOs and Gram Panchayat Pradhans during the course of audit.

¹ Nichar at Bhabanagar and Pooh.

² Karchham at Bhabanagar and Reckong Peo.

³ Reckong Peo.

Chapter-3 : District Planning and Financial Management

Chapter-3 : District Planning and Financial Management

3.1 District Planning Committee and District Plan

Government of India envisages an inclusive and participative planning process for the development of districts. The 74th Amendment to the Constitution of India mandated the establishment of a District Planning Committee (DPC) comprising the Minister of the district as the Chairman and Member of Parliament (MP), Member of Legislative Assembly (MLA), Chairperson Zilla Parishad, Ex-MLA and other persons of different sections of society as non-official members. The DPC was required to consolidate the plans prepared by Panchayats and Municipalities in the district into an integrated District Plan. All the three tiers of local administration *viz.*, DRDA, Blocks and GPs were to prepare an Annual Action Plan (AAP) at the beginning of each financial year equivalent in value of about 125 *per cent* of their share of funds allocated in the preceding year and no work was to be taken up unless it formed part of the AAP.

However, it was noticed that the District Planning Committee (DPC) was not established in Kinnaur district as of July 2012. As a result, no perspective and integrated District Plans were prepared during the period 2007-12. The local levels of administration like the Blocks and GPs were not involved in providing any inputs to the planning process. Schemes were sanctioned on an *ad hoc* basis by the DC based on the proposals submitted by the MPs/ MLAs/ other individuals as per the perceived benefit to the local populace.

The Deputy Commissioner (DC), Kinnaur stated (July 2012) that the Project Officer, Integrated Tribal Development Project (ITDP) prepares the Annual Action Plan.

The reply is not acceptable as it was mandatory to constitute a DPC as per the provisions of the 74th Amendment to the Constitution. Thus, in the absence of perspective plans and integrated annual action plans prepared by the DPC for the development of the district with inputs from Blocks and GPs, the requirement of local needs remained unidentified.

Recommendation

- *The Government may consider constituting a DPC and preparing holistic integrated annual plans for the district, based on a structured process of obtaining inputs from Blocks and GPs and other stakeholders for a more realistic assessment of the needs for the development of the district.*

3.2 Financial Management

Funds are allocated to the district through the State budget for various developmental activities. In addition, funds are directly released to DRDA and implementing agencies for various socio-economic programmes by the State and GOI. The DRDA releases funds to the Blocks and other executing agencies based on the approved allocation for individual schemes.

3.2.1 Shortfall in the Funds flow and Expenditure incurred

The total flow of funds to the district during 2007-12 and expenditure incurred was not available either with the Deputy Commissioner/ Project Officer (PO) Integrated Tribal Development Project (ITDP) or other district authorities like DRDA as there was no such database maintained. However, the data on the funds received and expenditure incurred during the period from 2007-08 to 2011-12 in respect of the departments and certain key programmes was collected by Audit from various departments, details of which are in **Appendix-3.1**.

Audit analysis revealed that during 2007-12, the District Administration received funds amounting to ₹ 290.30 crore for implementation of various socio-economic programmes in the district. However, the expenditure incurred during the aforesaid period amounted to ₹ 280.95 crore. Thus, there was an overall shortfall of ₹ 9.35 crore in expending of funds during 2007-08 to 2011-12. Audit noticed that in many cases, works could not progress due to manpower constraints and limited working seasons as discussed in succeeding paragraphs.

Chapter-4 : Social Services

4.1 Health Services

4.1.1 National Rural Health Mission (NRHM)

The Chief Medical Officer (CMO) Kinnaur, functioning under the State Health and Family Welfare Department, is responsible for providing healthcare services to the people through a network of two¹ hospitals, four² Community Health Centres (CHCs), 21 Primary Health Centres (PHCs) and 31 Sub-Centres (SCs). Of these, District Hospital (DH) at Reckong Peo, Civil Hospital (CH) at Chango, two³ out of four CHCs, four⁴ PHCs (two each in sampled CHCs) were selected through SRSWOR method and seven⁵ SCs (in sampled PHC) were selected through judgemental basis for detailed audit scrutiny. The deficiencies noticed in the implementation of the schemes are discussed below:

◆ Planning

As a first step towards providing accessible, affordable and equitable healthcare under NRHM, a household and facility survey was to be carried out by the District Planning Team to identify the gaps in healthcare facilities in rural areas. Audit scrutiny revealed that due to non-conducting of the requisite survey, the process of assessing the healthcare requirements and gaps in infrastructure, equipment and manpower in the district remained to be completed though the mission has completed seven years period as of March 2012.

The District Health Mission (DHM) was required to prepare a perspective plan for the entire mission period and Annual plans for the district with inputs from the lower tiers of the Government. Audit analysis revealed that DHM was constituted in July 2006 but perspective plan had not been prepared as of May 2012. However, DHM had prepared Annual Plans for the period 2010-12.

The Mission activities were to be converged with other departmental programmes and working of non-Governmental stakeholders, Village Health and Sanitation Committees (VHSCs) and the Rogi Kalyan Samitis (RKSs). Audit scrutiny of records revealed that VHSCs were formed at Panchayat level only from 2011-12. The RKSs were stated to have been formed in all the health institutions. While community participation in

¹ District Hospital at Reckong Peo and Civil Hospital at Chango.

² Bhabanagar, Nichar, Pooh and Sangla.

³ Bhabanagar and Pooh.

⁴ Barakhamba, Katgaon, Moorang and Ribba.

⁵ Akpa, Kraba, Kunnu, Ponda, Rispa, Sungra and Yangpa.

planning, implementation and monitoring of the programme was not ensured for the period 2007-11 due to non-formation of VHSCs, annual plan was prepared for the year 2011-12 without any inputs from them. Community participation in preparation of annual plans, therefore, remained unachieved despite formation of VHSCs in 2011-12.

The CMO stated (August 2012) that input from the concerned Department had been obtained in District Health Mission while preparing Project Implementation Plan (PIP). However, copy of such inputs was not made available to audit in support of above contention.

◆ Financial position

The year-wise position of funds received and expenditure under NRHM during 2007-12 in the district is indicated in **Table 1** below:

Table-1
Funds available under NRHM against all components and expenditure during 2007-12

(₹ in crore)

Year	Opening balance	Funds received		Total funds available	Expenditure	Amount refunded to SHS	Closing Balance
		Centre share	State share				
2007-08	0.89	0.58	0.10	1.57	0.24 (15)	--	1.33
2008-09	1.33	0.77	0.14	2.24	0.78 (35)	0.02	1.44
2009-10	1.44	0.87	0.15	2.46	1.73 (70)	0.49	0.24
2010-11	0.24	1.62	0.32	2.18	1.56 (72)	0.38	0.24
2011-12	0.24	1.05	0.23	1.52	0.93 (61)	0.58	0.01

Source: Departmental figures; figures in parenthesis indicate percentage.

As is evident from the above table, utilisation of NRHM funds during 2007-12 was only between 15 *per cent* and 72 *per cent*. During 2008-12, an amount of ₹ 1.47 crore was refunded to the State Health Society (SHS). The CMO stated (August 2012) that under utilisation of funds was due to shortage of manpower and the unspent balance was refunded to SHS as per instructions of SHS.

◆ Infrastructure

According to GOI's guidelines, there should be one CHC for every 80,000 population, one PHC for population over 20,000 and one SC for population over 3,000 in hilly and tribal areas. In terms of these norms, present requirement of CHCs, PHCs and SCs in the district works out to one, four and 28, respectively. Against these norms, Kinnaur district had four CHCs, 21 PHCs and 31 SCs, as of March 2012.

Considering that Kinnaur district is a hilly and tribal area and habitations/ people are scattered, the increase in number of health centres over the norms would serve the

purpose only if these centres are adequately staffed. However, as brought out in the succeeding paragraphs, the health centres selected for audit were under staffed and lacked basic healthcare services.

◆ Basic minimum infrastructure

Many of the health centres in the district lacked basic minimum infrastructure and healthcare services. The details are given in **Table 2** below:

Table-2
Deficiency in the availability of infrastructure and basic healthcare facilities in health centres

Particulars of infrastructure			
Total centres for which infrastructure facilities are required in the district	CHCs	PHCs	SCs
	4	21	31
(i) Status of Infrastructure	Centres where service was not available		
Labour Room	-	12	27
Operation theatre	-	12	NA
Emergency/ Casualty Room	-	-	NA
Residential facilities for staff	-	18	7
Government Buildings	-	6	7
(ii) Basic healthcare services			
Blood storage facility at health centres	4	21	NA
New born care	-	21	NA
24 x 7 deliveries	-	21	NA
In patient services	-	2	NA
X-rays	-	19	NA
Ultra-sound	4	21	NA
ECG	1	21	NA
Obstetric care	4	21	NA
Emergency services (24 hours)	-	21	NA
Family Planning (Tubectomy and Vasectomy)	4	21	NA
Intra-natal examination of gynaecological conditions	-	21	NA
Paediatrics	4	21	NA

Source: Figures supplied by CMO Kinnaur.

NA: Not Applicable

In the absence of proper infrastructure and adequate healthcare services at health centres, basic facilities to the rural population were not ensured.

◆ First Referral Units (FRUs)

Mention was made in paragraph 1.1.9.1 of the Audit Report (Civil) of the Comptroller and Auditor General of India, Government of Himachal Pradesh for the year ended 31 March 2009 regarding upgradation of two CHCs (Reckong Peo in 2005-06 and Bhabanagar in 2006-07) to FRUs. It was noticed that FRU at Reckong Peo had been made functional. The First Referral Unit at Bhabanagar was not made functional due to

non-appointment of specialists and other staff and lack of infrastructure as of August 2012.

◆ Availability of beds

The status with regard to the availability of beds in test-checked health centres is given in **Table 3** below:

Table-3
Details of availability of beds in test-checked health centres

Name of District Hospital/ CHC/ PHC/ CH	Required	Number of beds available		
		Male	Female	Total
CHC Bhabanagar	30	10	10	20
CHC Pooh	30	4	6	10
PHC Ribba	6	3	2	5
PHC Katgaon	6	3	3	6
PHC Barakhamba	6	-NA-	-NA-	-NA-
PHC Moorang	6	3	3	6
CH Chango	Not specified	-	-	10*

Source: Figures supplied by the Department; * Not separately for male/ female; NA: Not available.

As is evident from the above table in CHCs Bhabanagar and Pooh, against the requirement of 30 beds in each, there were only 20 and 10 beds respectively and there existed no indoor facility in PHC Barakhamba as of August 2012.

4.1.2 Manpower Resources

NRHM aimed at providing adequate skilled manpower at all health centres as per the norms of Indian Public Health Standard (IPHS). Scrutiny of records of two CHCs, four PHCs and seven SCs selected for test-check revealed that none of these centres was adequately staffed as per the IPHS norms. Audit analysis further revealed that the shortage of key functionaries manifested in the following ways:

- Against the required strength of 12 Medical Officers, there were only six in the two⁶ test-checked CHCs.
- In the two selected CHCs, General Surgeon, Physician, Obstetricians and Gynaecologist, Paediatrics, Anaesthetist and Eye Surgeon (one each in each CHC) were not posted.
- Against the required strength of 42 staff nurses, there were only three staff nurses in the test-checked CHCs and PHCs.
- All the 10 posts of Pharmacists were lying vacant whereas against the requirement of 10 Laboratory technicians, only two were posted in the test-checked CHCs and PHCs.

⁶ CHCs: Bhabanagar and Pooh.

- Five out of seven SCs, test-checked, were functioning without Male Health Workers and in one SC, Female Health Worker was not posted. There was no voluntary worker in any of the test-checked SCs.

Thus, due to non-availability of adequate number of skilled manpower, the purpose of setting up the health centres was not achieved in the district.

4.1.3 Achievement against Performance Indicators

Performance indicators quantifying the targets for reducing infant mortality rate (IMR), maternal mortality rate (MMR), total fertility rate (TFR), reducing morbidity and mortality rate and increasing cure rate of different endemic diseases are generally prescribed by the State Government.

◆ Reproductive and Child Health Care (RCH)

To achieve the NRHM goal of reducing infant mortality rate (IMR) and total fertility rate (TFR), the State Government prescribed various health indicators to be achieved by 2012. It was noticed in audit that separate targets/ indicators for the district were not prescribed despite the Mission requirement to do so. On this being pointed out in audit, the CMO stated (August 2012) that at district level, it is not possible to do so and indicators were drawn for the State as a whole. Therefore, in the absence of such data, the progress of achievement of crucial health indicators for the district could not be ascertained.

4.1.4 Janani Suraksha Yojana

One of the important components of RCH programme is the Janani Suraksha Yojana (JSY), to encourage pregnant women to have an institutional delivery rather than domiciliary delivery in order to reduce maternal and neo-natal mortality. Under this programme, all pregnant women belonging to the Scheduled Caste (SC), Scheduled Tribe (ST) and Below Poverty Line (BPL) categories above 19 years of age, upto two live births are entitled to receive ₹ 700 for institutional delivery. Besides, under the modified parameters of JSY, cash benefit of ₹ 500 per live birth is also available to all pregnant women of BPL category on registration for Antenatal Care with Accredited Social Health Activist (ASHA)/ Auxiliary Nurse-cum-Midwife (ANM) or PHC.

The details of institutional and domiciliary deliveries in respect of which cash assistance provided by the CMO in Kinnaur district during 2007-12 is given in **Table 4** below:

Table-4
Position of institutional and domiciliary deliveries

Year	Institutional deliveries (In numbers)	Domiciliary deliveries (In numbers)	Pregnant women registered (SC/ ST and BPL) (In numbers)	Cash assistance given (₹ in lakh)
2007-08	175	59	234	1.52
2008-09	146	113	259	1.59
2009-10	275	480	755	4.72
2010-11	315	261	576	3.95
2011-12	431	45	476	3.60

Source: Figures supplied by the CMO.

As can be seen from the above table, except during the year 2008-09, there was an increase in the number of institutional deliveries over the period under review in respect of the above categories of beneficiaries.

The overall status of achievement with regard to institutional deliveries in the district and in three sampled units⁷ is given in **Table 5** below:

Table-5
Position of institutional delivery in the district and three sampled CH/CHCs
(In numbers)

Units	Year	Pregnant women registered	Institutional deliveries	Percentage of Achievement
Kinnaur District	2007-08	1619	175	11
	2008-09	1868	146	8
	2009-10	1576	275	17
	2010-11	1518	315	21
	2011-12	1602	431	27
Three Sampled CH/CHCs	2007-08	87	22	25
	2008-09	80	19	24
	2009-10	65	21	32
	2010-11	66	23	35
	2011-12	118	43	36

Source: Figures supplied by the CMO for district as a whole and three test-checked CH/CHCs.

The above table shows that the percentage of pregnant women opting for institutional delivery in the district as well as in the test-checked health centres was ranging from eight *per cent* to 36 *per cent* which was far behind the goal of 65 *per cent* that was to be achieved by March 2010 under NRHM. On this being pointed out, the CMO attributed (August 2012) the shortfall in achievements to shortage of manpower and lack of infrastructure. The reply does not explain the reasons for not creating proper infrastructure and providing adequate staff in the health centres.

◆ **Ante-natal care**

Scrutiny revealed that out of 8183 pregnant women registered in the district during 2007-12, only 5227 women were provided three ante-natal checkups (ANCs) and the percentage thereof ranged between 57 and 73 *per cent* as against the State level achievement of 78 *per cent*.

In the records of CMO, the overall shortfall in providing Iron Folic Acid (IFA) to pregnant women was five to 24 *per cent* and eight to 16 *per cent* in respect of Tetanus Toxoid (TT) in the district.

⁷ CHC: Bhabanagar and Pooh and Civil Hospital at Chango.

4.1.5 Immunisation Programme

During 2007-12, the overall achievement in the district in immunisation of children in the age group of upto one year with respect to Bacillus Calmette and Guerin (BCG), ranged between 76 and 92 *per cent*. However, the achievement ranged between 80 and 85 *per cent* for Diphtheria Pertussis Tetanus (DPT) and Oral Polio Vaccine (OPV). The achievement of targets in the secondary immunisation of children ranged between 70 to 97 *per cent* for Diphtheria Tetanus (DT) (above five years age group), 60 to 94 *per cent* for Tetanus Toxoid (TT) (above 10 years age group) and 64 to 102 *per cent* for TT (above 16 years age group) during 2007-12.

In the test-checked units, the achievement of fully immunised children was between 70 and 133⁸ *per cent*. The data shows that the prevalence of vaccine preventable diseases was negligible in the district as no case of infant and child diseases like neonatal tetanus, diphtheria and whooping cough was detected during 2007-12. However, 31 cases of measles were detected during 2007-12 which needs to be addressed.

To support the immunisation programme, cold chain maintenance was to be ensured in all the CHCs and PHCs. Scrutiny revealed that in 15⁹ out of 21 PHCs in the district, cold chain facilities were not provided.

The CMO stated (May 2012) that shortfall in immunisation was due to migration of people and schooling of children out of district. He, however, did not explain the reasons for non-provision of cold chain facilities in the above health centres.

4.1.5.1 National Programme for Control of Blindness (NPCB)

The NPCB aimed at reducing the prevalence of blindness to 0.8 *per cent* by 2007 through increased cataract surgery, eye screening of school children, collection of donated eyes, creation of donation centres, eye bank, strengthening of infrastructure, etc.

During 2007-12, against the target of 1000 cataract surgeries and screening of 10,250 school children, achievement was 71 *per cent* in respect of cataract surgeries and more than 100 *per cent* for screening of school children. It was also noticed that there was no arrangement/ facility for the collection and preservation of donated eyes.

The CMO stated (August 2012) that shortfall in achievement of targets in cataract surgery was due to non-availability of skilled doctors.

⁸ Due to population in transit and migrant labour.

⁹ Sapani, Rakchham, Tangling, Kalpa, Hango, Leo, Chango, Kanam, Lipa, Jangi, Rarang, Urni, Meeru, Barakhamba and Rupi.

4.1.5.2 National Leprosy Eradication Programme (NLEP)

The NLEP aimed at ensuring that the leprosy prevalence rate is less than one per ten thousand. The total number of leprosy patients already undergoing treatment in the district during 2007-08, 2008-09, 2009-10, 2010-11 and 2011-12 were three, four, one, four and five respectively, with the incidence of five, five, one, five and one new cases in the corresponding period. The rate of prevalence of leprosy in the district (except for the year 2009-10) was higher at 0.32, 0.41, 0.40 and 0.58 per 10,000 against 0.30, 0.25, 0.27 and 0.25 per 10,000, respectively, during 2007-09 and 2010-12 at the State level.

4.1.5.3 National AIDS Control Programme (NACP)

The Programme was launched by the GOI in September 1992 with the assistance of World Bank and has been extended upto the year 2012. The main objectives of the programme were to reduce the spread of HIV infection in the country and strengthen the capacity to respond to HIV/ AIDS on a long term basis.

As per the guidelines of National AIDS Control Programme (NACP), one Voluntary Blood Testing Centre (VBTC) was to be established in each district. The State Government had established VBTC (now Integrated Counselling and Testing Centre) in Kinnaur District. Audit scrutiny revealed that the first HIV positive case was detected in Kinnaur district in September 2010. Out of 5,089 persons screened upto March 2012 in the district, four persons were found HIV positive. These included one fully blown AIDS case. The rate of sero positivity achieved in the State as of March 2012 was 0.62 *per cent* and in Kinnaur district, it was below at 0.44 *per cent*.

◆ Family Health Awareness Camps

To increase awareness about HIV/ AIDS and sexually transmitted diseases (STD) among the community and to provide facilities for early diagnosis and treatment of the targeted population falling in the age group of 15-49 years, the GOI decided (November 1999) to organise Family Health Awareness Camps (FHACs) in all the States in a phased manner. Intensive propaganda about STD epidemic was to be carried out through Information, Education and Communication (IEC) methodology.

It was noticed in audit that except during 2008-09, no Family Health Awareness Camps were held in the district during 2007-08 and 2009-12 due to non-receipt of budget for this purpose.

4.1.6 Blood Safety

Under the blood safety component, existing blood banks are to be modernised and new blood banks are to be opened. Blood component separation facility centres and skilled

manpower are also to be made available. There is one blood bank in the district but blood separation facility had not yet been operationalised.

Thus, it is observed that in the absence of proper planning involving identification of gaps in the healthcare infrastructure and non-availability of stipulated facilities and skilled manpower in the health institutions, the aim of providing accessible and affordable healthcare to people remains to be achieved in the District.

Recommendations

The Government may consider

- *strengthening the District Health Mission to play a proactive role in the implementation of NRHM scheme to provide accessible and affordable health care to the rural poor and vulnerable sections of the district.*
- *ensuring Community involvement at every stage in planning, implementation and monitoring of the programme.*
- *ensuring effective utilisation of funds for the intended purpose, especially for creation of basic health infrastructure and amenities to make Health Centres fully operational.*
- *equipping all the Health Centres with adequate and skilled manpower to achieve the objectives of the programme.*

4.2 Education

Education is one of the most important indicators of social progress of a nation. The Central Government and the State Government both have been spending enormous amounts on increasing the enrolment and retention of children in schools, especially in the primary and elementary segments. Focus is also on an inclusive progress, with special attention to girls, SC/ ST communities, other vulnerable sections of the society in remote and backward areas. Sarva Shiksha Abhiyan (SSA) is one of the flagship programmes of the Government of India for universalisation of primary education. The year-wise position of funds received and expenditure incurred under SSA during 2007-12 is given in **Table 6** below:

Table-6
Position of funds received and expenditure incurred under SSA during 2007-12

(₹ in crore)						
Year	Opening balance	Funds received	Interest receipt	Total available funds during the year	Expenditure	Closing balance
2007-08	0.09	2.60	0.02	2.71	2.01	0.70
2008-09	0.70	1.66	0.02	2.38	2.29	0.09
2009-10	0.09	3.26	0.07	3.42	3.10	0.32
2010-11	0.32	4.79	0.07	5.18	3.68	1.50
2011-12	1.50	2.93	0.11	4.54	4.33	0.21
Total		15.24	0.29		15.41	

Source: Figures supplied by the DPO, SSA.

The above table shows that during 2007-12, ₹ 15.41 crore was utilised leaving a small balance of ₹ 0.21 crore as of March 2012.

The deficiencies noticed in the implementation of the scheme are discussed below:

4.2.1 Elementary Education

◆ Enrolment

A review of the status of education in the district, especially in the context of implementation of SSA, revealed that the number of primary and upper primary schools (up to standard VIII) remained constant but enrolment of children in the targeted age group of 6-14 years in these schools decreased considerably (23 per cent) in 2011-12, as can be seen from **Table 7** below:

Table-7
Statement showing position of number of Schools and Children enrolled

Particulars	2007-08	2011-12
Number of schools	271	271
Number of children enrolled	10263	7917

Source: Departmental figures

Note: Number of schools includes 189 GPS, 34 GMS, 27 GSSS (having classes upto VIII standard) and 21 GHS (having classes upto VIII standard).

Enrolment of students in 13¹⁰ test-checked primary and upper primary schools decreased by 25 per cent during 2011-12 as compared to 2007-08. In the absence of enrolment data of private schools, the position of increase in enrolment in private schools and consequent effect of decrease in enrolment in Government schools could not be correlated in audit.

The Deputy Director of Elementary Education (DDEE) attributed (August 2012) decrease in enrolment mainly to migration of students to the private institutions/ schools.

◆ Drop out

The DDEE or Block Elementary Education Officers (BEEOs) had not monitored the drop out level in elementary schools of the district as a whole, as data relating to drop outs was not kept for the period 2007-12. However, in 13 test-checked Primary and Upper Primary schools, the number of drop out students ranged between two and five per cent during 2007-12.

◆ Infrastructure

The status of infrastructure in primary schools in the district as on 1 April 2007 and 31 March 2012 is given in **Table 8** below:

¹⁰ GPSs: Bralengi, Chhotta Khamba, Ponda, Reckong Peo, Roghi, Tapri, Yangpa-I and Yuwanrangi; GMSs: Boning Sering, Choltu, Jonange, Kafnoo and Ponange.

Table-8

Statement showing position of Primary Schools as on 1 April 2007 and 31 March 2012

Particulars	As on 1 April 2007	As on 31 March 2012
No. of schools without accommodation	2	2
No. of schools having one room	2	0
No. of schools having two rooms	8	0
No. of schools having two rooms and verandahs	177	187
No. of total schools	189	189

Source: Departmental figures

The table above indicates improvement in the provision of infrastructure.

The construction of 20 Middle School buildings was sanctioned during 2009-11 at an estimated cost of ₹ 4.18 crore against which an amount of ₹ 2.35 crore had been spent as of August 2012. It was noticed that only eight school buildings were completed. Construction of buildings for six schools had not yet started and work on remaining six schools was in progress.

◆ Basic Amenities

A majority of schools at the elementary level did not have amenities like boundary walls, electricity, access ramps, etc., as detailed in **Table 9** below:

Table-9
Detail of number of schools not having basic facility

Number of schools not having basic facility				
Category	Total schools in district	Boundary Walls	Electricity Facility	Access ramp
Primary and upper primary	223	43	49	223

Source: Departmental figures

◆ Availability of teachers

As against the norm of two teachers per primary school, there were 20 primary schools out of 189 schools which had only one teacher as of March 2012. The availability of teachers was found as per norms in all the upper primary schools of the district.

4.2.2 Higher Education

Higher education is being imparted in the district through a network of 21 Government High Schools (GHSs), 27 Government Senior Secondary Schools (GSSSs) and one Government Degree College. The Deputy Director, Higher Education (DDHE) is the Controlling Officer at the district level for implementation of schemes for higher educational development. The year-wise and class-wise details of enrolment of students in the district during 2007-12 are given in **Table 10** below:

Table-10
Details of enrolment of students in the district during 2007-12

Year	Enrolment in the class				(In numbers)
	IX	X	XI	XII	Total
2007-08	1204	1469	823	777	4273
2008-09	763	1004	850	669	3286
2009-10	1067	878	724	669	3338
2010-11	1223	1102	738	639	3702
2011-12	1008	1119	730	577	3434

Source: Figures supplied by the DDHE

Enrolment in classes IX to XII declined in the district and came down from 4273 in 2007-08 to 3434 in 2011-12. The DDHE stated (August 2012) that enrolment in classes IX to XII has decreased due to shifting of students to private schools by the parents. This showed that the parents of the children preferred to shift their children to private schools having a better environment for teaching and learning and department's efforts in this regard were lacking.

◆ **Infrastructure and Amenities**

As of March 2012, out of 48 High and Senior Secondary Schools in the district, five schools did not have pucca building and one GHS at Hango did not have its own building. Two schools did not have separate toilets for boys and girls. Besides, 46 schools did not have library facilities and 23 schools had no separate laboratories for science subjects.

Besides this, as against the requirement of 222 toilets (Boys: 108, Girls: 114), 103 toilets (Boys: 50, Girls: 53) were available with a shortfall of 119 toilets. The Department stated (November 2012) that due to non-availability of funds, the remaining toilets could not be constructed. This indicated the Department's failure to ensure availability of basic amenities in all the schools by not taking up the matter with the State Government/ district administration for providing funds for construction of toilets.

◆ **Quality of education**

Quality education can be imparted only when there are adequate number of teachers available in schools/ colleges, and the quality of teaching is reflected in the level of improvement evident from the board results of class X and XII.

◆ **Availability of Teachers**

The category wise position of teachers in the district as of March 2012 is indicated in **Table 11** below:

Table-11
Statement showing category wise position of teachers in the district

Category of staff	Sanctioned Strength	Men-in-Position
Principal	27	18
Headmaster	21	6
Lecturer	276	176
Trained Graduate Teacher	269	232
Classical and Vernacular Teachers	341	281
Others	249	68

Source: Departmental figures

Note: TGT: Trained Graduate Teachers; C&VTs: Classical and Vernacular Teachers (Art and Craft Teachers, Language Teachers and Physical Education Teachers) and Others: Ministerial Staff.

In all the eight¹¹ High and Senior Secondary schools test-checked, there was a shortage of one to 11 posts in different categories (Principal: one; Lecturer: six; TGT: six; HM: two; C&V: six and Others: 11) as of March 2012.

◆ Board results

The data relating to overall pass percentage of students in different examinations of the Board of School Education had not been maintained by the DDHE at the district level. As such, the quality improvement in educational level of the students and impact of the schemes could not be vouchsafed in audit.

In eight test-checked High and Senior Secondary schools, the pass percentage in respect of classes X to XII during 2007-12 is depicted in **Table 12** below:

Table-12
Pass percentage of test-checked schools in respect of classes X to XII

Class	(In percentage)				
	2007-08	2008-09	2009-10	2010-11	2011-12
X	94	77	82	81	59
XI	67	60	65	96	75
XII	47	72	66	93	98

Source: Departmental figures.

From the above table it can be seen that the pass percentage in respect of Class X had decreased during 2008-12 in comparison to 2007-08 and came down to 59 *per cent*. However, there was improvement in pass percentage in respect of classes in XI and XII during 2010-12.

◆ Inspection of Schools

The Himachal Pradesh Education Code provides that the Director of Higher Education (DHE) or any other officer authorised by him is responsible for the supervision and inspection of schools. The inspection of schools is to be done at least once a year.

¹¹ GHSs: Bari, Batseri, Brua and Kangos.
GSSSs: Chagaon, Katgaon, Nichar and Rakchham.

Test-check of records in the office of the Deputy Director, Higher Education revealed that in respect of GSSSs and GHSs against the required 240 inspections during 2007-12, DDHE carried out only 150 inspections resulting in shortfall of 90 inspections (37 per cent). The DDHE attributed (July 2012) shortfall in inspection to tough geographical locations of the schools and shortage of manpower. The reply is not acceptable as inspection of schools to the prescribed extent is mandatory as per provision of the State Education Code.

4.2.3 Scholarship schemes

◆ Integrated Rural Development Programme (IRDP)

Scholarships under this programme are being granted to students of Class I to XII Standards of families identified under IRDP annually to enable them to complete their studies. During 2007-12, disbursement of ₹ 9.74 lakh on account of scholarship was made to 1867 students. However, no data in respect of applications received from eligible students was maintained at the district level. In 20 test-checked educational institutions, all the 595 students of IRDP families were given the benefit of IRDP scholarship.

◆ Post-matric scholarship scheme (PMSS)

As per information made available by the DDHE, 1461 students were covered under the scheme by providing financial assistance of ₹ 25.12 lakh at the rate of ₹ 140 per month for SC/ ST eligible students. Data in respect of total eligible students in the district was not maintained by the DDHE. In the absence of data regarding eligible students, the extent of uncovered students, if any, could not be verified in audit. In four Senior Secondary Schools selected for test-check, all 434 students were given the benefit of PMSS.

◆ College Level Scholarship

Out of 247 applications of SC/ ST students received during 2007-12, 229 students were covered under the scheme and 18 students remained uncovered. The Principal of Government Degree College, Reckong Peo stated (November 2012) that due to non-clearance of compartment examination, the remaining students were not provided scholarship. Thus, it is observed that, many schools in the district were lacking basic infrastructure and other facilities. The shortages of teachers in schools impacted adversely the Board results.

Recommendations

The Government may consider:

- *to provide accommodation and basic infrastructure/ facilities on a priority basis in respect of all the schools, especially at the elementary level, to ensure an appropriate environment both for teaching and learning.*

- to carry out a survey and create a database of the beneficiaries to be covered under various scholarship schemes.

4.3 Integrated Child Development Services (ICDS)

Integrated Child Development Services (ICDS) is a Centrally Sponsored Scheme and has been in operation in the State since 1975-76. The programme aimed at holistic development of children in the age group of 0-6 years, expectant and nursing mothers belonging to most deprived sections of the society. As per guidelines, in hilly areas, Anganwadi Centres (AWCs) were to be opened where population is 300 or more. The district has 232 AWCs for a population of 84,000 and was sufficient to meet the requirements of the district. Some of the aspects of the programme which were covered in audit are discussed below:

4.3.1 Nutrition programme

As per the ICDS guidelines, supplementary nutrition was required to be provided to children in the age group of six months to six years and expectant and nursing mothers.

The status of identification of beneficiaries and the extent of actual coverage under the programme during 2007-12 is indicated in **Table 13** below:

Table-13
Status of identification of beneficiaries and actual coverage during 2007-12
(In numbers)

Year	Expectant and Nursing mothers			Total population of children below six year		
	Identified	Assisted	Shortfall	Identified	Assisted	Shortfall
2007-08	1092	1023	69 (6)	5053	4942	111 (2)
2008-09	950	939	11 (1)	4604	4510	94 (2)
2009-10	995	995	Nil	4363	4335	28 (1)
2010-11	1003	1003	Nil	5146	5146	Nil
2011-12	1125	1125	Nil	5450	5433	17

Source: The data supplied by the District Programme Officer (ICDS) Kinnaur.
Figures in parenthesis indicate percentage.

During 2009-12, 100 *per cent* expectant and nursing mothers and during 2010-12 almost all the identified children were assisted under the scheme. Only one to six *per cent* expectant and nursing mothers and one to two *per cent* children remained uncovered during 2007-09 and 2007-10, respectively. In reply, the District Programme Officer stated (August 2012) that the shortfall was due to scattered population on hilly area.

4.3.2 Infrastructure and amenities

As of August 2012, 126 out of 232 Anganwadi Centres in the district were housed in Government property and 106 were running in private premises hired on monthly rent of

₹ 200. The District Programme Officer stated (August 2012) that due to non-availability of Government accommodation in the concerned area, basic amenities could not be provided in these Anganwadi Centres.

Thus, it is observed that the coverage of beneficiaries under supplementary nutrition was closer to the target fixed. However, 46 *per cent* AWCs running from private premises lacked adequate infrastructure facilities as no funds were provided during 2007-12 for construction of Anganwadi Centres.

Recommendation

- *The district administration may take up the matter with the State Government to provide funds for construction of Anganwadi Centres in the left out areas and to ensure availability of basic amenities in all the Anganwadi Centres of the district.*

4.4 Social Security Pension Scheme

With the objective of providing social security and financial assistance to old persons/widows with inadequate sources of livelihood, the State Government implemented the Social Security Pension Scheme. The scheme comprised *inter alia*, the components of Old aged pension (OAP) since 1971; Widow pension (WP) since 1979; National Old aged pension (NOAP) since 1995; Lepers Pension Scheme since 1997; Indira Gandhi National Widow Pension Scheme (IGNWPS) since 2010 and Indira Gandhi National Disability Pension Scheme (IGNDPS) since 2010.

The year-wise position of identified beneficiaries and those actually covered under the scheme during 2007-12 is given in **Table 14** below:

Table-14
Details of identified beneficiaries and beneficiaries actually covered during 2007-12

Year	Number of identified eligible beneficiaries	Number of beneficiaries covered	Number of beneficiaries remained uncovered
2007-08	3634	3634	--
2008-09	4040	3935	105 (3)
2009-10	3935	3721	214 (5)
2010-11	4031	3850	181 (4)
2011-12	4075	3843	232 (6)

Source: Data supplied by the District Welfare Officer. Figures in parenthesis denote percentage.

During 2007-12, the District Welfare Officer, Kinnaur provided financial assistance of ₹ 5.78 crore to the beneficiaries. However, three to six *per cent* beneficiaries during 2008-12 remained uncovered under the scheme.

The District Welfare Officer, Kinnaur stated (August 2012) that financial assistance could not be provided in the remaining cases due to non-availability of proper addresses.

4.5 Water Supply

Provision of adequate and safe drinking water to all the citizens, especially those living in the rural areas, has been a priority area for both the Central and State Governments. In Kinnaur district, (as with the State as a whole) one¹² Centrally Sponsored Scheme and three¹³ State Plan Schemes are being implemented for provision of drinking water by two¹⁴ divisions of the Irrigation and Public Health Department. The budget allocation and expenditure on water supply schemes in the district during 2007-12 is given in **Table 15** below:

Table-15
Position of funds received and expenditure on water supply schemes

Year	Central funds Allocation	Expenditure	State funds Allocation	Expenditure
2007-08	0.34	0.34	12.41	12.46
2008-09	0.56	0.56	12.06	12.08
2009-10	2.97	2.97	14.86	14.82
2010-11	0.04	0.08	10.48	10.44
2011-12	0.02	0.01	7.15	7.36
Total	3.93	3.96	56.96	57.16

Source: Data supplied by Superintending Engineer of I&PH Circle, Reckong Peo.

The deficiencies noticed in the implementation of the scheme are discussed below:

(i) Status of Water Supply

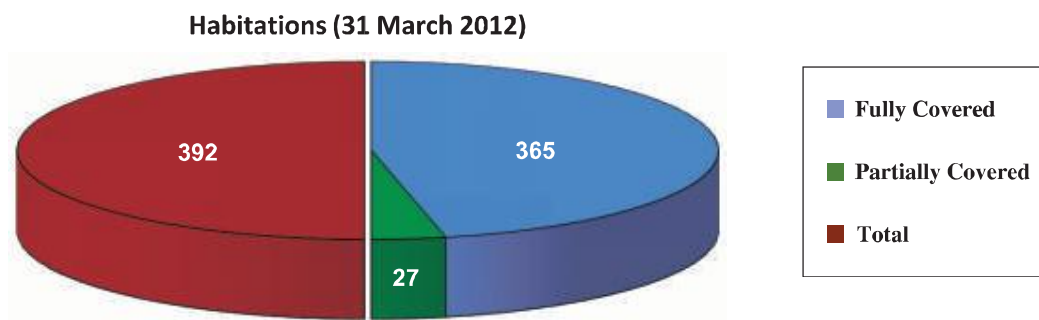
A survey revealed that as of March 2007, out of 379 habitations in the district, 80 *per cent* habitations were fully covered and remaining 20 *per cent* were yet to be covered. With the coming in force of National Drinking Water Supply Programme from 1 April 2009, re-alignment survey was conducted (April 2011) in the district. As per survey, 78 *per cent* habitations were fully covered, 15 *per cent* partially covered and seven *per cent* non-covered habitations. As of March 2012, the percentage of fully covered habitations increased to 93 *per cent* leaving seven *per cent* habitations partially covered as indicated in **Chart 2** below:

¹² Accelerated Rural Water Supply Programme.

¹³ Rural piped Water Supply Schemes, NABARD (RIDF) Assisted Water Supply Schemes and Handpumps.

¹⁴ Reckong Peo and Pooh.

Chart-2
Chart showing coverage of habitations with water supply schemes



Source: Data supplied by Superintending Engineer of Reckong Peo.

Note: Availability of water 40 litres and above per day per capita- Fully covered.

Availability of water between 11-39 litres per day per capita- Partially covered.

(ii) Status of Execution of schemes

As per the comprehensive action plan (CAP), all 379 habitations identified in the district in 2003 were to be provided with safe drinking water by March 2007. However, 76 habitations remained uncovered as of March 2007. The Department took up execution of 42 water supply schemes during 2007-12 (including 27 ongoing schemes) at a cost of ₹ 10.33 crore to cover the remaining 89 habitations (including 13 habitations identified in 2011). Of these, 29 schemes covering 62 habitations had been completed as of March 2012 after spending ₹ 3.63 crore. The remaining 13 schemes (for 27 habitations) were in progress, of which 10 schemes were lagging behind their schedule of completion ranging from seven to 52 months after incurring an expenditure of ₹ 2.25 crore.

The Assistant Engineer, I&PH Circle, Reckong Peo stated (July 2012) that the time overrun was due to short working seasons and insufficient provision of funds. The reply is not convincing as audit scrutiny revealed lack of adequate supervision at departmental level which was the main reason for delay in completion of schemes. As a result, the targeted beneficiaries were denied timely availability of adequate and safe drinking water. Moreover, the matter was not taken up by the Superintending Engineer's office with the Engineer-in-Chief to provide sufficient funds for completion of works.

In the exit conference, the Superintending Engineer, I&PH Department also stated (November 2012) that the schemes remained incomplete due to less budget allotment and limited working season.

(iii) Water Quality

As per departmental instructions, fortnightly testing of water samples of rural water supply schemes during the rainy season and monthly testing thereafter is required to be conducted in the State laboratories to ensure safe drinking water. The Public Accounts Committee (PAC) in its 167th Report (9th Vidhan Sabha) had observed (March 2000) that the position regarding testing of drinking water was not satisfactory in the State and recommended that effective steps should be taken to avoid occurrence of any serious diseases. Scrutiny of records revealed that in respect of 42 schemes, against the requisite 2520 water sample tests to be conducted during 2007-12, only 1023 tests were actually done resulting in shortfall of 59 *per cent*. It was further noticed that during 2011, the Department procured 69 water testing kits out of which 50 kits were distributed to 50 Gram Panchayats (one each) and 10 to schools. However, neither the Panchayats/schools sent results of water tests conducted nor were the same obtained by the Department. As per information supplied by the Chief Medical Officer, Kinnaur, 4561 cases of water borne diseases (Gastroenteritis: 3798 and Typhoid: 763) were noticed in the district during 2007-12.

Recommendation

- *Water quality testing system should be improved/ upgraded to ensure supply of safe drinking water to the people.*

4.6 Sanitation facilities/ Sewerage

(i) Total Sanitation Campaign

The total sanitation campaign (TSC) is a Centrally Sponsored Scheme. The main objective of the scheme was to accelerate sanitation coverage in rural areas to provide toilets to all by 2012. The project for Kinnaur district was sanctioned in 2001-02 with a project period of 10 years i.e. upto March 2012 for ₹ 2.72 crore with DRDA as the implementing agency. However, GOI has approved (June 2012) continuance of this scheme in the 12th Five Year Plan and renamed it as Nirmal Bharat Abhiyan (NBA).

The activities envisaged in the scheme include (i) Start-up activities i.e. conducting of baseline survey, preparation of PIP, etc.; (ii) Information, Education and Communication (IEC) activities i.e. creating demand for sanitation facilities in rural areas through inter personal communication, use of folklore media and outdoor media like wall paintings and hoardings, etc.; (iii) Establishment of Rural Sanitation Marts and Production Centres; (iv) Solid and liquid waste management work; (v) Construction of individual household latrines (IHHL for BPL and APL); (vi) Construction of community sanitary complex; and (vii) Construction of institutional toilets. The year-wise position of funds received by DRDA, and their utilisation during 2007-12 is given in **Table 16** below:

Table-16
Position of funds received and expenditure incurred under Total Sanitation Campaign
(₹ in lakh)

Year	Opening balance	Funds received				Total	Funds utilised	Unspent balance (per cent)
		Centre	State	Interest	Other misc. receipts			
2007-08	3.20	---	---	0.11	2.24	5.55	5.27	0.28 (05)
2008-09	0.28	35.82	18.05	0.09	4.30	58.54	19.89	38.65 (66)
2009-10	38.65	---	---	0.70	0.18	39.53	39.44	0.09 (---)
2010-11	0.09	56.67	15.15	1.30	3.30	76.51	59.79	16.72 (22)
2011-12	16.72	8.44	12.76	3.93	0.90	42.75	11.13	31.62 (74)
Total		100.93	45.96	6.13	10.92		135.52	

Source: Figures supplied by the Department. Figures in parenthesis indicate percentage.

It was noticed that ₹ 31.62 lakh remained unspent due to non-taking up of activities under Solid and Liquid Waste Management and Rural Sanitary Marts as of May 2012. Besides, against the target of 226 Anganwadi toilets, 65 community toilets and 350 school toilets, only 45, 27 and 91 toilets, respectively, had been constructed as of May 2012. As a result, the objective of the scheme to accelerate sanitation coverage in rural areas remained to be achieved despite availability of funds.

In reply, the PO, DRDA stated (May 2012) that the targets could not be achieved due to limited working season and snow bound area. The reply is not acceptable as planning for construction of toilets in Anganwadi centres should have been done keeping in view the factor of working seasons.

(ii) Sewerage

In Kinnaur district, there is no urban area. The district headquarters' at Reckong Peo has sewerage facility. Besides, a sewerage scheme for Sangla (tehsil headquarters) was administratively approved for ₹ 4.16 crore in August 2007 and was stipulated to be completed within a period of two years. Despite spending ₹ 1.05 crore, the work was still incomplete as of June 2012. The delay has deprived sewerage facility to the people.

The EE, Reckong Peo while confirming (June 2012) the facts stated that the site for development of treatment plant had not been decided as yet. The reply is not convincing as the site should have been identified at the planning stage for timely completion of the scheme.

Chapter-5 : Economic Services

Chapter-5 : Economic Services

5.1 Road Infrastructure

5.1.1 Infrastructure

A good infrastructure facility will go a long way in enhancing the growth potential of the district and bridging the gap between developed and under developed areas. It will also bring the remote and backward areas closer to the district headquarters and bring about inclusive growth of the economy. Infrastructure includes provision of good all weather roads, adequate electricity for household, industrial and irrigation needs, railway connectivity, air services and reliable communication facilities.

District Kinnaur has no airport and rail connectivity. The nearest airport and railway station located at Shimla are 235 kms away from Reckong Peo (District headquarters). A review of the development of roads in the district revealed that *73 per cent* villages had been provided road connectivity upto March 2012. Audit findings in this regard are discussed below:

◆ Status of Road Connectivity

There are 234 villages in the district. However, as per the records of Public Works Department (PWD), only 233 villages existed of which 170 villages (*73 per cent*) have been provided road connectivity upto March 2012.

◆ Schemes for Development of Roads

The most important scheme being implemented for the construction/ development of roads is the Centrally Sponsored Pradhan Mantri Gram Sadak Yojana (PMGSY). Besides, the State Government is also constructing roads out of State funds. The progress with regard to implementation of PMGSY is discussed in the succeeding paragraph:

The PMGSY was launched in 2000 and aimed at connecting every habitation that has a population of 1000 or more through good all weather roads within three years i.e. by 2003 and habitations with 500 people or more by the end of the Tenth Five Year Plan.

To achieve this, PMGSY envisaged preparation of District Rural Roads Plan by the respective DRDAs. However, the Department had prepared block-wise core network of road during 2005 but had not ensured preparation of District Rural Road Plan for construction of roads projects in the district in a time bound manner.

As of March 2012, out of 13 habitations with population of over 1000 people, 12 were connected with roads. In case of 41 habitations with population of 500 to 1000 people, connectivity in seven habitations remained to be provided as of March 2012. A total of 55 habitations with population below 500 had not been provided with road connectivity as of March 2012.

During 2007-12, funds amounting to ₹ 21.97 crore were provided by the GOI for implementation of PMGSY. The State Government also allocated ₹ 62.95 crore for construction of rural roads in the district. Of this, expenditure incurred was ₹ 21.97 crore and ₹ 62.92 crore, respectively.

◆ **Status of rural road works undertaken under PMGSY and State Sector projects**

The details of road works taken up in the district during the review period and progress of their execution are tabulated in **Table 17** below:

Table-17
Details of road works taken up and completed in the district during 2007-12

(₹ in crore)

Year	Works taken up (In Numbers)		Approved cost		Works completed as of March 2012 (In Numbers)		Cost of completed works	
	PMGSY	State Sector	PMGSY	State Sector	PMGSY	State Sector	PMGSY	State Sector
Ongoing works as on 31 March 2007	15	62	64.33	33.20	2	22	2.53	12.64
2007-08	--	12	--	10.48	--	1	--	0.17
2008-09	4	10	14.87	5.08	--	2	--	0.42
2009-10	--	8	--	7.29	--	1	--	0.11
2010-11	--	4	--	1.82	--	--	--	--
2011-12	--	5	--	4.28	--	--	--	--
Total	19	101	79.20	62.15	2	26	2.53	13.34

Source: Departmental figures.

Audit analysis revealed that out of 120 works (including 77 ongoing works of earlier period) taken up during 2007-12 under PMGSY and State sector, only 28 works (PMGSY: two and State sector: 26) were completed as of March 2012. 72 works were still in progress, 14 were held up due to land disputes, forest clearance and abandoning of works by contractors, etc., and the remaining six works had not been taken up for execution as of March 2012.

The EE attributed (June-August 2012) the delay to land disputes in the alignment of roads, forest clearance, delay by the contractors and insufficient funds. The reply is not acceptable as the Department should have ensured availability of land for construction of roads before taking up the execution of work. This indicates deficiency on the part of the Department in ensuring proper planning for timely availability of road connectivity to the people of the district.

5.2 Schemes for other developmental activities

5.2.1 Vikas Mein Jan Sahyog (VMJS)

Vikas Mein Jan Sahyog (VMJS) scheme was launched in January 1993 with the objective of community participation in developmental activities like construction of Government buildings for education, rural water supply scheme, rural roads, minor irrigation schemes,

multipurpose community centres and other infrastructural facilities. It is a State sponsored scheme with funding in the ratio of 85:15 between the State Government and the public in areas where SC/ ST population is over 50 *per cent*. Where the population is predominantly of general category, the funding ratio is 75:25 in backward areas, and 50:50 in urban and rural areas. The works sanctioned under the scheme are required to be completed within a period of one year.

During 2007-12, ₹ 5.30 crore was released by the PO, ITDP to the executing agencies for execution of 48 developmental works in the district. It was noticed that after release of funds to the executing agencies, no periodical reports regarding physical progress of works and utilisation of funds was obtained to ensure proper monitoring of the works. As per records of the PO, ITDP, all works were shown as incomplete. In the absence of any progress report of execution of works, the status of actual utilisation of funds *vis-à-vis* physical progress, if any achieved, could not be verified in audit.

In reply, the Research Officer, ITDP Kinnaur stated (August 2012) that progress was being reviewed regularly by the Project Advisory Committee in its general meetings and necessary directions had been issued recently. However, no documentary evidence in support of their contention was furnished to audit.

In the exit conference, the PO, ITDP Kinnaur stated (November 2012) that utilisation certificates/ completion certificates have been obtained from the executing agencies and the latest position will be intimated separately.

5.2.2 Members of Parliament Local Area Development Scheme (MPLADS)

District Kinnaur is a part of Mandi Parliamentary constituency and DC Mandi is the Nodal Officer for releases to the district for execution of development works under the above scheme. During 2007-12, ₹ 1.21 crore was received by the DC, Kinnaur from DC, Mandi for approval and sanction of works such as community centres, Mahila Mandal Bhawan, Sarai Bhawan and Ropeway, etc., relating to development of the constituency under MPLADS. Of the total available funds of ₹ 1.31 crore (including unspent balance and interest of ₹ 0.10 crore), ₹ 1.29 crore was released to the executing agencies in the district and the balance ₹ 0.02 crore remained unutilised with the PO, DRDA as of August 2012.

Against ₹ 1.29 crore sanctioned and released to the executing agencies, an expenditure of ₹ 0.34 crore was incurred by them and the balance amount of ₹ 0.95 crore was lying unutilised with the executing agencies i.e. BDOs as of August 2012.

The PO, DRDA stated (May 2012) that schemes/ works could not be completed due to land disputes.

As per the scheme guidelines, the construction of office/ residential buildings and other works belonging to private co-operation and commercial organisation, repair works and works within the places of religious worship are prohibited.

Scrutiny of records revealed that 11 works such as club house and works within the places of religious worship costing ₹ 0.45 crore were sanctioned and the whole amount was released for execution of works during 2007-12 in contravention of the above provisions.

The PO, DRDA stated (June 2012) that these works were sanctioned by the DC, Mandi and this office was only releasing funds for execution of these works to the executing agencies. The fact, however, remains that the DC, Mandi did not verify the admissibility of works recommended by the MP concerned and proceeded with sanction of prohibited works.

5.2.3 Vidhayak Kshetriya Vikas Nidhi Yojana (VKVNY)

District Kinnaur has only one Vidhayak (Member of Legislative Assembly). Under VKVNY scheme, ₹ 25 lakh per year was released during 2007-12 to ensure execution of developmental works in the district. The works are to be recommended by the Vidhayak as per the guidelines of the scheme and the DC is further required to sanction them within a month's time and ensure utilisation of funds and completion of works within a period of one year from the date of sanction.

During 2007-12, the DC received ₹ 1.25 crore under the scheme and released the whole amount to the implementing agencies for execution of 93 works such as Community Centres, Mahila Mandal Bhawan, Flow Irrigation Schemes, etc. Of this, only seven works valuing ₹ 0.19 crore were completed, leaving 86 works involving ₹ 1.06 crore incomplete as of August 2012.

The Research Officer of ITDP stated (August 2012) that due to short/ limited working season, the works could not be completed within the stipulated period. The fact, however, remains that while sanctioning the works, the aspect of working season was not taken into account to ensure timely completion of work.

In the exit conference the PO, ITDP Kinnaur stated (November 2012) that the utilisation certificates/ completion certificates have been obtained from the executing agencies and latest position will be intimated separately.

5.2.4 Desert Development Programme

Desert Development Programme (DDP), a Centrally Sponsored Programme is being implemented only in one cold desert block (Pooh) of the district since 1982-83. The cost sharing between the GOI and the State Government is 75:25 and funds are directly released to DRDA for implementation of the programme. The main objective of the programme is to mitigate the effects of desertification and adverse climatic conditions on

crops, humans and livestock population by developing wasteland/ degraded lands on watershed basis, keeping in view the capability of land, site-conditions and local needs and to improve the economic and social condition of the poor and disadvantaged sections of the society. The deficiencies noticed in the implementation of the scheme are indicated below:

◆ Funding pattern and release of funds

The DDP is a Centrally Sponsored Programme and funds are directly released to DRDA for implementation of the programme at the rate of ₹ 30 lakh per project. The implementation period of each project is five years from the date of sanction by the GOI and the funds are released in five instalments (first and fourth: 15 *per cent* each; second and third: 30 *per cent* each; and fifth: 10 *per cent* of the project cost).

◆ Non-preparation of Perspective Plan

The modified programme guidelines issued in August 2001 provided for preparation of a perspective plan for treatment of desert area over a period of 15 years keeping in view the availability of funds, indicating ongoing project areas and new projects to be taken up in a phased manner. It was noticed that the requisite perspective plan was not prepared for proper implementation of the programme.

While admitting the facts, the Project Director stated (June 2012) that only annual action plans were prepared for implementation of projects. The reply is not acceptable as a long term perspective plan was essential for implementation of projects in an effective manner and annual plans were to flow from the perspective plan for carrying out various activities under the programme.

◆ Financial outlay and expenditure

The details of funds provided for implementation of DDP and expenditure incurred during 2007-12 are given in **Table 18** below:

Table-18
Position of funds received and expenditure incurred under DDP during 2007-12

Year	Opening balance	Funds released			Total availability of funds	Expenditure	Shortfall in utilisation
		Centre share	State share	Interest			
2007-08	2.52	2.84	0.73	0.07	6.16	3.08	3.08 (50)
2008-09	3.08	0.98	0.72	0.07	4.85	2.21	2.64 (54)
2009-10	2.64	---	---	0.09	2.73	1.80	0.93 (34)
2010-11	0.93	7.33	0.55	0.18	8.99	1.16	7.83 (87)
2011-12	7.83	---	1.00	0.24	9.07	3.43	5.64 (62)
	Total	11.15	3.00			11.68	

Source: Departmental figures.

Funds ranging between ₹ 0.93 crore and ₹ 7.83 crore were not utilised during 2007-12. The percentage of shortfall in utilisation of available funds during 2007-12 ranged between 34 and 87 *per cent* and resulted in non-implementation of programme as brought out in the succeeding paragraph.

◆ **Physical performance**

During 2007-12, 52,425 hectare area was targeted to be treated under the programme, against which only 15,839 hectare was treated resulting in shortfall of 36,586 hectare (70 *per cent*).

The Project Director attributed (September 2012) the shortfall in treatment of area to limited working season. The reply is not acceptable as the above factor should have been taken into account at the time of preparation of annual action plans. It also indicated that annual plans were prepared only on *ad hoc* basis without considering the topography and weather conditions prevailing in the area.

In view of above, the implementation of the Desert Development Programme was not proper and the State Government needs to devise benchmarks for gauging the impact of programme activities/ treatment of desert area.

5.2.5 Border Area Development Programme

Kinnaur district has borders with China. In view of the persistent demands and considering the overall situation in the border areas of the district, GOI extended (1998-99) implementation of Border Area Development Programme (BADP) in two blocks viz. Kalpa and Pooh. The basic objective of the scheme is to meet the special needs of the people living in remote and inaccessible areas situated near the border. Under this scheme, farm sector, service sector and preservation/ conservation of culture and environment have been identified as thrust sectors.

During 2007-12, ₹ 45.24 crore was received under the above scheme. The PO, ITDP released the whole amount to the executing agencies for execution of 247 developmental works and shown as final expenditure. Of these, 90 works were completed after expending ₹ 15.81 crore. While execution of 65 works costing ₹ 9.99 crore was not taken up, 92 works involving ₹ 19.44 crore were still in progress and lagging behind their schedule of completion ranging between 12 to 36 months as of August 2012. Reasons for non-commencement of 65 works were not available on record.

The Research Officer, ITDP stated (August 2012) that due to short/ limited working seasons, the works could not be completed. The reply is not acceptable as before sanctioning these works, the length of working season should have been taken into account.

In the exit conference, the PO, ITDP, Kinnaur stated (November 2012) that the utilisation certificates have been obtained from the executing agencies and the latest position would be intimated separately.

5.2.6 Nucleus Budget Scheme

The State Government provides every year Nucleus Budget of ₹ 30 lakh to DC for implementation of schemes of local importance. Schemes sanctioned out of Nucleus budget are required to be completed within a period of 18 months and utilisation certificates in support of amount spent is required to be furnished by the sanctioning authority to the State Government.

During 2007-12, the DC received ₹ 1.50 crore under this scheme and released the whole amount to various agencies for implementation of 260 works relating to sports, cultural and rural connectivity, etc. Of these, 228 works were to be completed upto September 2012. It was noticed that only 94 works were completed after expending ₹ 0.53 crore and the remaining 134 works were still lying incomplete. The delay involved in completion of these works ranged from 18 to 36 months.

The Research Officer, ITDP stated (August 2012) that due to short/ limited working seasons, the works could not be completed within the stipulated period.

In the exit conference, the PO, ITDP, Kinnaur stated (November 2012) that the utilisation certificates/ completion certificates have been obtained from the executing agencies and the latest position would be intimated separately.

Recommendations

The Government may consider:

- *conducting periodical inspections by the officers of ITDP and obtain progress reports from the executing agencies.*
- *taking concrete steps to complete the works pending with the executing agencies to avoid unnecessary blockage of Government money.*

5.3 Employment generation

The GOI and the State Government have initiated numerous measures to tackle the problems of poverty, unemployment and the slow pace of progress in the rural economy. In addition, provision of food security, especially to the poor and vulnerable sections of society, has been envisioned as one of the important components of inclusive growth of the economy. The two most important schemes sponsored by the Central Government for providing employment in the rural areas as a means of poverty alleviation are Sampoorna Gramin Rozgar Yojana (SGRY) and Swarnajayanti Gram Swarozgar Yojana (SGSY). The implementation of SGRY in the district was subsequently subsumed in Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) in April 2008.

The DRDA, however, continued to incur expenditure till 2008-09 on the ongoing works out of funds provided by the GOI upto March 2008. The deficiencies noticed in the implementation of the scheme are indicated below:

5.3.1 Sampoorna Gramin Rozgar Yojana (SGRY)

The objectives of the SGRY were to provide additional wage employment to the rural poor who were in need and willing to do manual and unskilled work in and around their village, and to create durable community, social and economic assets and infrastructure in rural areas. Towards this end, the GPs were to submit work proposals to DRDA through the BDOs, based on a comprehensive *shelf of works* to be approved at the beginning of the year.

Audit noticed that schemes were sanctioned by the DC in an *ad hoc* manner, since the GPs and Blocks had not prepared any Perspective Plan. Consequently, works were proposed on a perceived need basis, rather than in a planned and coordinated manner, resulting in underutilisation of available funds. Also, there was no database at the district/DRDA level detailing the developmental works undertaken in various Blocks and GPs.

The SGRY was funded on 75:25 basis by the GOI and the State Government. The year-wise position relating to funds received by DRDA, Kinnaur District and their utilisation during 2007-09 (upto March 2009) is given in **Table 19** below:

Table-19
Position of funds received and expenditure incurred under SGRY

(₹ in crore)

Year	Opening balance	Funds received			Total	Funds utilised	Unspent balance (Percentage)
		Centre	State	Other miscellaneous receipts			
2007-08	1.04	1.98	0.66	0.46	4.14	2.38	1.76 (43)
2008-09	1.76	--	--	0.09	1.85	1.12	0.73 (39)

Source: Departmental figures. Figures in parenthesis indicate percentage.

The details of the funds received and expended during this period by the two sampled blocks (Pooh and Nichar) are given in **Table 20** below:

Table-20
Position of funds received and expenditure incurred under SGRY in sampled blocks

(₹ in lakh)

Year	Opening balance	Funds received	Other receipts	Total	Funds utilised	Unspent balance (Percentage)
2007-08	29.38	121.71	0.97	152.06	109.16	42.90 (28)
2008-09	42.90	23.50	6.16	72.56	67.57	4.99 (7)

Source: Departmental figures. Figures in parenthesis indicate percentage.

After merger of SGRY with MGNREGS, out of unspent balance of ₹ 0.73 crore, only an amount of ₹ 0.14 crore was transferred during 2009-10. Neither the remaining unspent

balance amount of ₹ 0.59 crore was transferred to MGNREGS, nor details of utilisation of the above amount was available with the PO, DRDA. Thus, in the absence of any record of utilisation of funds, the possibility of misappropriation of money cannot be ruled out. On this being pointed out in audit, the PO, DRDA confirmed the facts and stated (October 2012) that the details of the above amount will be sorted out from the concerned BDOs/ Gram Panchayats. The fact, however, remains that PO failed to exercise proper check over expenditure incurred by the BDOs under the scheme and did not reconcile the above discrepancy for a period of more than three years after merger of SGRY in MGNREGS.

◆ Employment Generation under SGRY

The details of employment generated under this scheme during 2007-09 as reported by DRDA to the GOI are given in **Table 21** below:

Table-21
Details of employment generated under SGRY during 2007-09

(Mandays in lakh)			
Year	Mandays for SC/ ST	Mandays for women	Total mandays generated
2007-08	1.16	0.29 (25)	1.16
2008-09	0.67	0.12 (18)	0.67
Total	1.83	0.41 (22)	1.83

Source: Departmental figures. Figures in parenthesis denote percentage.

Note: Kinnaur being tribal area, there were no beneficiaries of general category.

There were no annual targets relating to employment generation although the DRDA planned to execute small works like construction of pucca paths, Community Bhawan and irrigation *kuhl*¹, etc., for generating employment. Therefore, the extent of employment generated *vis-à-vis* targets could not be ascertained. All the 231 works sanctioned in the district during 2007-08 were completed after incurring an expenditure of ₹ 1.41 crore. The status relating to employment generation in two test-checked blocks is detailed in **Table 22** below:

Table-22
Details of employment generated under SGRY in sampled blocks during 2007-09

(Mandays in lakh)			
Year	Mandays for SC/ ST	Mandays for women	Total mandays generated
2007-08	0.52	0.19 (37)	0.52
2008-09	0.37	0.12 (32)	0.37
Total	0.89	0.31 (35)	0.89

Source: Data supplied by the BDOs of test-checked Blocks. Figures in parenthesis denote percentage.

While 30 *per cent* employment generated should have been in respect of women beneficiaries, the DRDA reported only 0.41 lakh mandays (22 *per cent*) for women out of the total 1.83 lakh mandays generated in the district.

¹ A small open irrigation channel in hilly areas.

The PO, DRDA stated (June-August 2012) that due to non-taking up of employment by women beneficiaries, the target for providing overall 30 *per cent* employment to women could not be achieved.

5.3.2 Mahatma Gandhi National Rural Employment Guarantee Scheme

The Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), 2005 is being implemented in the district from April 2008. The basic objective of the scheme is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment.

Under MGNREGS, the wages of skilled and semi-skilled workers and cost of material is shared in the ratio of 75:25 by GOI and the State Government. In addition, the State Government bears the unemployment allowance and administrative expenses of the State Employment Guarantee Council. The year-wise position of funds received by the DRDA, Kinnaur and utilisation thereagainst during 2008-12 is given in **Table 23** below:

Table-23
Position of funds received and expenditure incurred under MGNREGS during 2008-12
(₹ in crore)

Year	Opening balance	Funds received from		Total availability of funds	Funds utilised	Unutilised funds at the close of year
		GOI	State Govt. (incl. interest and other receipts)			
2008-09	---	3.18	0.36	3.54	3.37	0.17 (05)
2009-10	0.17	4.97	0.73*	5.87	4.50	1.37 (23)
2010-11	1.37	4.60	0.54	6.51	4.55	1.96 (30)
2011-12	1.96	5.15	0.11	7.22	5.82	1.40 (19)
Total:		17.90	1.74		18.24	

Source: Departmental figures

Note: Figures in parenthesis denote percentage.

* Includes ₹ 13.81 lakh transferred from SGRY.

◆ Planning for implementation of MGNREGS

The MGNREGS operational guidelines stipulate the preparation of a five year District Perspective Plan (DPP) to facilitate advance planning and to ensure long term employment generation in the district. Also, Annual Plans, identifying the activities to be taken up on priority in a year are required to be prepared.

Audit scrutiny revealed that the DPP in Kinnaur district was not prepared. In the absence of DPP, the type of works which should be executed in the district to ensure long term employment generation and sustained development were not identified. Though annual plans were prepared during 2008-12 in the district but works were approved in piecemeal ignoring annual plans and ₹ 17.05 crore were spent on the execution of 1937 works. This resulted in unplanned execution of works on *ad hoc* basis.

The PO, DRDA stated (May 2012) that works were approved by the Gram Sabha as per scheme guidelines. The reply is not acceptable as Gram Sabha should have followed the approved annual plans as required under the guidelines.

The details of funds received and expended during this period by the two sampled blocks² are indicated in **Table 24** below:

Table-24
Position of funds received and expenditure incurred under MGNREGS in sampled blocks during 2008-12

(₹ in crore)						
Year	Opening balance	Funds received	Other misc. receipts	Total	Funds utilised	Unspent balance (per cent)
2008-09	Nil	2.22	0.03	2.25	2.03	0.22 (10)
2009-10	0.22	3.16	0.03	3.41	3.20	0.21 (06)
2010-11	0.21	3.16	0.06	3.43	2.86	0.57 (17)
2011-12	0.57	3.20	0.05	3.82	3.54	0.28 (07)

Source: Departmental figures.

Note: Figures in the parenthesis denote percentage

The BDOs of the sampled blocks (Nihar and Pooh) stated (June-July 2012) that under utilisation of funds was due to the limited working season.

The reply is not convincing as planning for implementation of scheme should have been done keeping in view the working season.

◆ **Employment Generation under MGNREGS**

The details of employment generated under this scheme during 2008-12 as reported by DRDA to the GOI are indicated in **Table 25** below:

Table-25
Details of employment generation under MGNREGS during 2008-12

(Mandays in lakh)			
Year	Total mandays generated	Mandays for SC/ ST (Males)	Mandays for SC/ST (Women)
2008-09	1.68	0.64	1.04
2009-10	2.28	0.96	1.32
2010-11	2.17	0.85	1.32
2011-12	2.70	0.71	1.99

Source: Data supplied by DRDA Kinnaur.

Note: The whole district is in category of tribal area. Hence mandays for SC/ ST have been indicated.

² Nihar at Bhabanagar and Pooh.

During 2008-12, the position with regard to employment provided to women was satisfactory. The District Administration provided 100 days employment to all the beneficiaries who demanded employment under the scheme.

◆ **Muster Rolls**

As per MGNREGS guidelines, Muster Roll (MR) in the prescribed format with a unique identity number is to be issued by the Programme Officers of the blocks to the Gram Panchayats/ executing agencies. The MRs are also required to be maintained by the GPs and other executing agencies in the prescribed manner.

In 20 test-checked GPs, it was noticed that the MRs were not being maintained in the prescribed manner and discrepancies like MRs not being machine numbered, signatures of Inspecting Officer in token of having the works inspected not being recorded on any of the MRs, details of works *vis-à-vis* value of works done not recorded by the executing agencies, etc.

While admitting the facts, BDOs of the concerned blocks stated (June-July 2012) that such discrepancies would not be repeated in future and all the concerned officers/ officials had been directed to sign/ prepare MRs in the prescribed manner.

◆ **Payment of wages**

Disbursement of wages is required to be made on a weekly basis or in any case not beyond fortnight of the date on which the work was done. In the event of delay beyond fortnight, workers are entitled to compensation as per the provisions of the Payment of Wages Act, 1936, to be borne by the State Government.

In the two sampled blocks, Audit noticed that workers engaged on 1951 muster rolls during 2008-12 were not paid wages (₹ 4.16 crore) on fortnightly basis and the delay in payment ranged from one to 30 days. The total compensation payable to these workers was neither calculated nor paid to the workers.

The BDO of Pooh block stated (July 2012) that timely payment of wages could not be made due to shortage of technical staff. BDO, Nichar block did not furnish any reply.

◆ **Construction of roads contrary to specifications**

As per the guidelines, rural connectivity was to be provided with all weather access roads within the village area. In two³ test-checked blocks, nine works of kutcha roads were executed during 2008-12 at a cost of ₹ 30.18 lakh without stabilisation of top surface and adequate provision for drainage and culverts. Due to this, it was not possible to make

³ Nichar at Bhabanagar and Pooh.

these roads negotiable in all seasons particularly in rainy season of the year as is evident from the following photographs:

Photograph: 1



**Link road from village Wasnaga to Buri
(August 2012)**

Photograph: 2



**Link road to Gram Panchayat Moorang
(June 2012)**

While admitting the facts, BDOs of concerned blocks stated (May-July 2012) that the drainage work of roads would be started very soon. The reply is not acceptable as minimum prescribed specification should have been followed for proper creation of assets under MGNREGS.

◆ **Inspection and monitoring of works**

As per the MGNREGS operational guidelines, the State, District and Block level officers shall inspect two, 10 and 100 *per cent* of works, respectively, every year and District Internal Audit Cells shall be constituted to scrutinise the reports of Gram Sabha.

Audit scrutiny revealed that in 1937 works executed under MGNREGS during 2008-12 in Kinnaur district, the State level officers inspected 18 works only as against the requirement of inspection of 39 works. The Joint Secretary (RDD), Government of Himachal Pradesh stated (August 2012) that due to execution of large number of works under MGNREGS it was not possible to inspect two *per cent* of total works. The reply is in contravention of the provisions of MGNREGS.

The position with regard to inspection of works by the district and block level officials also could not be verified in audit as no inspection notes in proof of inspection of works, if conducted, were available on record. Besides, district level Internal Audit Cell had not been established as of July 2012 to scrutinise the reports of Gram Sabhas.

The PO stated (July 2012) that due to heavy work load, the required inspection notes could not be prepared. The reply is not acceptable as preparation of inspection notes was necessary in view of the statutory provision for monitoring and reporting on implementation of MGNREGS.

Recommendation

The Government may consider:

- preparation of a long term shelf of projects, District Perspective Plan and setting up of Internal Audit Cells as required under the scheme.

5.3.3 Swarnajayanti Gram Swarozgar Yojana

Swarnajayanti Gram Swarozgar Yojana (SGSY), a holistic programme covering all aspects of self employment such as organisation of the poor into Self Help Groups (SHGs), providing training, credit, technology, infrastructure and marketing facilities, was launched in the State from the year 1999-2000. The scheme aimed at establishing a large number of micro-enterprises in rural areas, building upon the potential of the rural poor and to bring the assisted poor families (Swarozgaries) above the poverty line in three years by ensuring that each family had a monthly net income of at least ₹ 2000.

◆ Financial outlay and expenditure

SGSY was funded by the Centre and the State Government in the ratio of 75:25. Fifteen *per cent* funds out of total SGSY allocation were set apart by the GOI for Special Projects under SGSY. Financial targets were also fixed by the GOI in terms of credit mobilisation (bank credit and Government subsidy). The central allocation of funds to the State was based on incidence of poverty in the State. Funds were directly released by the GOI/ State Government to DRDA.

The year-wise position of funds released by the GOI and the State *vis-a-vis* expenditure incurred there against during 2007-12 is given in **Table 26** below:

Table-26
Position of funds received and expenditure incurred under SGSY during 2007-12

Year	Opening Balance	Funds received		Other receipts	Total available funds	Expenditure	Closing balance
		Centre	State				
2007-08	2.74	6.95	2.31	1.34	13.34	9.84	3.50
2008-09	3.50	10.03	3.35	2.77	19.65	12.82	6.83
2009-10	6.83	6.73	2.05	2.40	18.01	16.40	1.61
2010-11	1.61	11.13	3.90	0.46	17.10	15.17	1.93
2011-12	1.93	10.14	3.39	2.27	17.73	13.78	3.95
Total		44.98	15.00	9.24		68.01	

Source: Figures supplied by DRDA Kinnaur

As per SGSY guidelines allocated funds were to be utilised on various activities like subsidy on economic activities (60 *per cent*), building up of infrastructure (20 *per cent*), training of Swarozgaries for skill development (10 *per cent*) and creation of revolving fund for capacity building of Self Help Groups (SHGs) (10 *per cent*).

Audit scrutiny revealed that during 2007-12, expenditure on above activities was not regulated according to the prescribed norms as DRDA mainly focused on providing subsidy for economic activities and utilised 73 *per cent* funds on these activities. On training, infrastructure building and creation of revolving fund, percentage of funds utilised was one, 17 and nine respectively. Thus, DRDA had not ensured bridging of gaps in training needs of Swarozgaries, infrastructure building and capacity building of SHGs.

The PO, DRDA stated (May 2012) that funds under SGSY are regularly released to the BDOs. The training was to be imparted to SHGs and individuals at Block level. He further stated that instructions in this regard will be issued to the BDOs.

Audit scrutiny further revealed that 188 SHGs were formed in the district since inception of the scheme. Of these, only 141 SHGs were functioning in the district as of June 2012. In test-checked blocks, out of 114 SHGs formed since inception of the scheme, only 79 SHGs were functioning as on June 2012. The PO, DRDA stated (June 2012) that all the SHGs were not functioning due to the reasons that some groups had defaulted on bank loans and many SHGs had become defunct. However, the fact remains that the Department did not revive the activities of these SHGs.

◆ Special Project

With a view to providing market access to rural artisans covered under the SGSY, the GOI sanctioned (March 2009) a special project for construction of three⁴ village Haats at a cost of ₹ 45 lakh under SGSY. The cost was to be shared by the GOI and the State Government in the ratio of 75:25. The GOI, against its share of ₹ 33.75 lakh, released ₹ 21.88 lakh during 2008-10 in two instalments in 2008-09 (₹ five lakh) and 2009-10 (₹ 16.88 lakh). The State Government against its share of ₹ 11.25 lakh, released only ₹ 5.62 lakh in 2009-10. The construction of village Haats was stipulated to be completed within a period of one year.

Audit scrutiny revealed that the PO, DRDA further released the whole amount of ₹ 27.50 lakh to BDOs of Kalpa, Nichar and Pooh blocks in the above years for construction of one village Haat each in these blocks. The construction of village Haat at Pooh has not started due to non-availability of land. In the remaining two cases,

⁴ Nichar at Bhabanagar, Pooh and Sangla.

construction was incomplete despite incurring an expenditure of ₹ 22 lakh. A photograph of incomplete village Haat at Bhabanagar is given as under:

Photograph: 3



Photograph of incomplete village Haat at Bhabanagar (July 2012)

The PO, DRDA stated (July 2012) that works could not be completed in two cases due to limited working season and non-availability of unskilled/ skilled labour. He further stated that in respect of village Haat at Pooh, land had not been transferred. The reply indicates poor planning for implementation of special projects to ensure marketing facility to the targeted beneficiaries.

5.4 Energy

Out of 234 villages in the district, 193 villages (82 *per cent*) had been electrified upto March 2005. The State Government chalked out plans for electrifying the remaining villages through the Rajiv Gandhi Gramin Vidyutikaran Yojana (RGGVY).

The RGGVY was launched by the GOI in March 2005 to provide electricity to all the rural households within a period of five years. The Rural Electrification Corporation (REC) is the nodal agency for implementation of this scheme aimed at facilitating overall rural development, employment generation and poverty alleviation. The scheme is to be implemented with 90 *per cent* funding from GOI. Electrification of BPL households is to be financed 100 *per cent* by the Central Government.

The HP State Electricity Board (Board) prepared a detailed project report (DPR) in November 2005 for Kinnaur district with the aim of electrification of 40 un-electrified villages; electrification of 1,113 un-electrified households among electrified villages including 38 BPL households; provision of new sub-stations/ transmission lines in blocks where these did not exist and distribution transformers in electrified villages; and decentralisation of generation, distribution and supply of power.

Audit scrutiny revealed that the above plans of the Board for electrification of rural areas did not fructify as the DPR was sent to the REC, New Delhi for approval only in November 2005, i.e. after a delay of seven months from the date of sanction (March 2005). The REC approved the project proposal for ₹ 8.29 crore in

September 2008 i.e. after lapse of two years and nine months from the date of submission (November 2005) of DPR by the Board. Thereafter, on the basis of finalised tender cost (₹ 12.59 crore), the project cost was further revised and got sanctioned (June 2009) from REC for ₹ 13.72 crore. Audit scrutiny further revealed that as of June 2012, against the projection of electrification of 40 villages, 31 villages were electrified, while three villages were subsequently not considered for electrification on technical grounds, the remaining six villages still remained to be electrified. Besides, out of 1,113 households, 1,025 households including 38 BPL households in the electrified villages were also covered and remaining 88 households were still to be electrified. Against the sanctioned cost of ₹ 13.72 crore, REC released an amount of ₹ 11.54 crore. The Board had, however, spent ₹ 12.82 crore (including ₹ 0.51 crore as VAT and Entry Tax to be borne by the Board).

Thus, the delay in sanctioning the DPR not only resulted in cost escalation of ₹ 5.43 crore, but also deprived the eligible households of the benefits of electrification even after seven years of launching (March 2005) of the scheme.

In reply, the Superintending Engineer of HPSEB Limited, Shimla stated (July 2012) that electrification benefits to the eligible households would be provided by December 2012. The reply does not give the reason for non-completion of the project which could not be ensured within the specified timeframe. In sum, 10 out of 234 villages in the district remained unelectrified as of March 2012.

In the exit conference, the Executive Engineer, HPSEB Limited admitted the facts and stated (November 2012) that some time was taken in preparation of DPR and thereafter an inordinately long time was taken by REC in approval of DPR.

Recommendation

- *The district administration may streamline its internal processes and co-ordination among different agencies to ensure coverage of unelectrified villages/ households and completion of the project within a specific timeframe.*

5.5 Calamity Relief Fund Scheme

Relief measures in the wake of natural calamities are provided from two funds viz. Calamity Relief Fund (CRF) and National Calamity Contingency Fund (NCCF). Government of India (GOI), Ministry of Finance (MoF) has notified the schemes for constitution and administration of the CRF/ NCCF based on the recommendations of Twelfth Finance Commission.

The scheme of CRF/ NCCF *inter alia* provides that the State Level Committee headed by the Chief Secretary of each State will be responsible to ensure that the money drawn from the CRF is actually utilised for the purpose for which the CRF has been set up and on admissible items of expenditure as per norms approved by the GOI.

The scheme was made operational from the year 2005-06 and continued till the end of financial year 2009-10. From 2010-11 onwards, CRF has been renamed as State Disaster Response Fund (SDRF) and NCCF merged into National Disaster Management Fund.

Funds are provided to the Deputy Commissioner through budgetary process. After drawal, the funds are remitted to the implementing agencies i.e. Block Development Officers, Public Works, Irrigation and Public Health Department, Sub Divisional Officer-Civil, etc., for execution of works and providing immediate relief to the victims of natural calamities.

The year-wise position of budget allotment and expenditure incurred under CRF in Kinnaur district during 2007-12 is indicated in **Table 27** below:

Table-27
Position of funds received and expenditure incurred under CRF during 2007-12
(₹ in crore)

Year	Budget allotment			Expenditure incurred		
	R&R works	Gratuitous Relief	Total	R&R works	Gratuitous Relief	Total
2007-08	2.37	1.29	3.66	2.37	1.29	3.66
2008-09	0.67	1.38	2.05	0.67	1.38	2.05
2009-10	1.15	1.63	2.78	1.15	1.63	2.78
2010-11	3.06	1.56	4.62	3.06	1.56	4.62
2011-12	0.25	1.09	1.34	0.25	1.09	1.34
Total	7.50	6.95	14.45	7.50	6.95	14.45

Source: Figures supplied by DC Kinnaur.

Following points were noticed:

◆ **Non-receipt of utilisation certificates**

Audit scrutiny revealed that after drawal of funds, the DC further released the whole amount of ₹ 7.50 crore under CRF for 628 repair and restoration works of roads, irrigation *kuhls*⁵, for bridges, playgrounds, community centres, Mahila Mandal Bhawans, etc. Of these, utilisation certificates of 197 works involving ₹ 2.14 crore were received and utilisation certificates of 431 works involving ₹ 5.36 crore were yet to be received (July 2012). Since repair/ restoration of works in hilly area is required to be done in 45 days for calamity of normal magnitude and within 60 days in case of calamity of severe magnitude, the DC had not monitored the physical and financial progress of 431 works involving ₹ 5.36 crore.

The DC stated (July 2012) that there was no record relating to the status of works i.e. works held up, ongoing works, works not yet started. The monitoring is watched only through utilisation certificates. He further stated that the SDMs of concerned sub-divisions are required to inspect the ongoing works.

⁵ Kuhl: A small open irrigation channel.

The fact, however, remains that there was absence of proper monitoring of relief works. Thus, the possibility of misappropriation/ misutilisation of funds may not be ruled out.

◆ **Gratuitous Relief**

Gratuitous relief is paid in case of death or injury to human beings, loss of cattle and loss of dwelling house to affected people caused due to natural calamity, as an immediate relief. Thus, it is important that whatever relief is to be paid, it should be provided with minimum loss of time.

It was noticed in audit that out of ₹ 6.95 crore released to the SDMs of three sub-divisions, an amount of ₹ 20.14 lakh had not been disbursed by the SDMs of Kalpa (₹ one lakh) and Nichar (₹ 19.14 lakh) sub-divisions to the victims of natural calamities and remained unspent in the savings bank accounts as of June 2012.

The DC stated (July 2012) that funds had not been disbursed for want of necessary documents from the concerned quarters and the follow-up action in this regard will be taken up by the concerned SDMs. The reply is not convincing as the concerned SDMs should have been directed to get the requisite documents through the field staff of Revenue Department.

◆ **Non -reconciliation of CRF released to various agencies**

During 2007-12, the DC released ₹ 16 lakh to BDO Pooh (₹ 9.50 lakh), Executive Engineer HPPWD Karchham (₹ 1.50 lakh) and Executive Engineer, I&PH division, Pooh (₹ five lakh) for repair and restoration works under CRF but the receipt of these funds was not available in the records of the above agencies. The matter needs to be investigated so as to obviate the chances of misappropriation of funds.

In reply, the DC stated (November 2012) that ₹ 1.50 lakh has not been released and is still lying unutilised in a bank account. He further stated that ₹ eight lakh had also been drawn by the BDO Pooh between November 2008 and February 2012 and the remaining amount is still under investigation. The reply does not explain as to why proper reconciliation of CRF funds released could not be done to ensure execution of relief works on priority basis.

◆ **Delay in completion of repair and restoration works**

Repair and restoration of damaged works sanctioned under CRF should be completed within a maximum period of 60 days.

Audit scrutiny revealed that in the two selected blocks⁶, 258 repair and restoration works were sanctioned at a cost of ₹ 3.19 crore during 2007-12 and an expenditure of ₹ 1.83 crore had been incurred on their execution as of June 2012. However, it was noticed that 54 works were lying incomplete after incurring an expenditure of

⁶ Nichar and Pooh.

₹ 0.41 crore as of June 2012. The delay in completion of these works ranged between one month to 56 months.

The concerned BDOs attributed (June 2012) non-completion of works to limited working season, dispute between panchayat and land holders, heavy flow of water in *khad*, etc. The replies are not acceptable as the funds should have been released after taking into account all such factors.

◆ **Non-commencement of works**

Audit scrutiny in test-checked blocks revealed that 70 works such as repair of roads, retaining walls, school grounds, community houses, etc., sanctioned during 2007-12 at a cost of ₹ 66 lakh had not been started as of June 2012 and the whole amount remained unspent in bank accounts.

The concerned BDO stated (June 2012) that works could not be started due to limited working season and non-availability of land and sufficient funds. The reply is not acceptable as in the event of non-availability of land and non-availability of sufficient funds, the matter should have been brought to the notice of the DC for appropriate action.

Recommendation

The Government/ District Administration may consider:

- *for putting in place a monitoring mechanism in DC office to watch the physical progress of works as large number of works remained incomplete/ not started/ held up and funds were lying unutilised in bank accounts defeating the very purpose of providing immediate relief to the victims of natural calamities.*

Chapter-6 : General Services

Chapter-6 : General Services

6.1 e-Governance

The Government of Himachal Pradesh started setting up Integrated Community Service Centres (i-CoSC), also known as 'Sugam' Centres, upto Sub-Tehsil level in different districts (including Kinnaur District) since August 2005 for providing 50 services under one roof to the citizens through a single window. The i-CoSC are operated and managed by a District e-Governance society with support from the 'Society for promotion of Information Technology and e-Governance' (SITEG). Sugam Centres also act as a tool for development by providing access to Internet which facilitates faster communication and easy access to information in the field of health, education, agriculture, natural resources, social justice and women welfare and rural development, etc.

◆ Services

The Sugam Centres aimed to provide electronic services pertaining to issue of Revenue records, Certificates relating to Birth/ Death, Caste, OBC, Domicile, etc., issue of Driving Licenses, Conductor Licenses, etc., Registration of vehicles and collection of taxes, information relating to Agriculture/ Horticulture, Social Services and other utility services by using IT application like HimBhoomi, HimRis, e-Parman, Saarthi and e-shastra, Vahan, e-kalyan, e-Pehchan, etc.

◆ Functioning of Sugam Centres

As per the administrative guidelines, Sugam Centres were to be set up at six¹ places in Kinnaur district in buildings/ sites easily accessible to citizens along with display boards fixed at prominent places indicating the location and a backlit display boards having Sugam standard logo. Three out of six places were selected for test-check.

It was noticed in audit that Sugam Centres had not been set up in the district as of July 2012 due to non-availability of proper site and shortage of manpower. However, some of the services were being provided by the authorities through IT applications.

The services pertaining to Vahan/ Saarthi were being provided in Sub-Divisional offices, Himbhoomi and e-Parman in Tehsil offices in all the centres of three test-checked places and the services pertaining to e-kalyan/ e-Pehchan were being provided in the office of the District Welfare officer, Kalpa at Reckong Peo.

Of the total 50 services to be provided at each Sugam Centre, the services to be provided through IT applications at District, Sub-Division and Tehsil/ Sub-Tehsil level were 37, 35, 33, respectively, whereas the remaining inforamory services were available through internet.

¹ Sub-Divisional Office Kalpa at Reckong Peo ,Tehsil office Kalpa,
Sub-Divisional Office Nichar, Tehsil office Nichar,
Sub-Divisional Office Pooh and Tehsil office Pooh.

The position of services to be provided through IT applications and actually available in the three test-checked places (Kalpa at Reckong Peo, Pooh and Nichar at Bhabanagar) in Kinnaur district is depicted in **Table 28** below:

Table-28

Total Number of services to be provided		Services actually provided
District level	37	7 (Vahan, Saarthi, Himbhoomi, e-parman, e-kalyan, e-shastra and e-samadhan) through IT applications
Sub-division level	35	4 (Vahan, Saarthi, Himbhoomi and e-parman) through IT applications
Tehsil level	33	2 (Himbhoomi and e-parman) through IT application

Note: Vahan: Registration of vehicles; Saarthi: Driving Licences; Himbhoomi: Copies of Land Records; e-parman: Issue of various certificates; e-kalyan: Social security pension; e-shastra: Arms licences and e-samadhan: complaints monitoring.

For strengthening e-Governance in Kinnaur district, the Director (IT) released ₹ five lakh in November 2008 for setting up of Sugam Centres. Out of this, the e-governance society Reckong Peo incurred an amount of ₹ 1.42 lakh on purchase of computer accessories and the remaining amount of ₹ 3.58 lakh was lying unspent in a bank account as of July 2012 due to non-setting up of Sugam Centres. A review of the functioning of e-Governance activities at three places selected for test-check revealed the following:

As per the directions of the State Government (November 2007), all the Centres set up at District/ Sub-Division/ Tehsil/ Sub-Tehsil level were to be subsumed under a common brand name 'Sugam' with an identical logo and common sign board. Audit, however, noticed that the Centres were either using different brand names like 'e-Center', 'Bhu-Abhilekh Computer Kendra', etc., or did not have any sign boards as prescribed for indicating the location and the facilities available at these centres. This resulted not only in non-compliance of the directions of the State Government but also in avoidable inconvenience to the public.

Photograph: 4



Photograph of e-Center, Pooh (July 2012)

Photograph: 5



Photograph of Computer Kendra Kalpa at Reckong Peo (July 2012)

- As per the guidelines issued by the Director (IT), each Sugam centre should be located in a building/ site which is easily accessible to the citizens alongwith display boards fixed at a prominent place in the complex indicating the location. However, there was no indication relating to the location of the three test-checked centres visited by the audit team.

In conclusion, as regards the e-Governance activities in Kinnaur district, only two to seven main services were being provided as of July 2012 against 33 to 37 main services envisaged to be provided at tehsil to district level.

Recommendations

The Government may consider to:

- *have a standardised name and logo for the Sugam centres uniformly in all the districts and tehsils and to provide all services under one roof.*
- *give a wide publicity with regard to the location and the services offered by the Sugam centres so that general Public is aware about the existence of the same.*
- *advise the District Administration to take immediate action to set-up Sugam centres at all identified locations to achieve the intended objectives.*

6.2 Law and Order

District Police administration is controlled by the State Police headquarters and the force in the district is headed by a Superintendent of Police who oversees the law and order situation. To improve operational efficiency, the police infrastructure such as mobility, weaponry, communication, housing, etc., was to be augmented in accordance with the Bureau of Police Research and Development (BPR&D) norms through "Modernization of Police Force (MoPF)" scheme launched by the GOI.

◆ Planning

Under the scheme, Modernisation of Police Force (MoPF), it is the Police headquarters which is responsible for procurement and allotment of vehicles, weaponry, equipment, etc., for the district police administration. The construction activities for providing accommodation to the force are carried out through the Public Works Department (PWD) of the State Government.

◆ Financial outlay and expenditure

The year-wise position of budget allotment and expenditure thereagainst in Kinnaur district during 2007-12 is given in **Table 29** below:

Table-29
Position of funds received and expenditure incurred during 2007-12

(₹ in crore)

Year	Budget allotment	Expenditure incurred
2007-08	6.66	6.66
2008-09	7.48	7.48
2009-10	9.38	9.38
2010-11	10.31	10.31
2011-12	11.59	11.59
Total	45.42	45.42

Source: Figures supplied by Superintendent of Police, Kinnaur.

Out of ₹ 45.42 crore, an amount of ₹ 88.40 lakh received under Police Housing during 2007-12 was deposited with the Public Works Department (PWD) for the execution of various works and shown as final expenditure incurred. Audit, however, noticed that the SP office had not maintained any records of major and minor works indicating funds placed at the disposal of executing agencies from time to time, details of names of works, works taken up for execution, up to date expenditure incurred and present status of works. This indicates lack of monitoring of works to ensure their completion as per stipulated period.

◆ Infrastructure

The infrastructure facilities like buildings for police stations, police posts, barracks and housing facilities for police personnel (Upper and Lower subordinate quarters) are provided according to BPR&D norms. The requirement of residential/ non-residential accommodation as per BPR&D norms and availability thereagainst in the district as of March 2012 is given in **Table 30** below:

Table-30
Details of availability of residential/ non-residential accommodation for Police personnel

(₹ in crore)

Category of staff	Requirement	Availability	Shortfall (in percentage)
Quarters for upper subordinate staff	33	27	06 (18)
Quarters for lower subordinate staff Barracks	339	63	276 (81)
Police Stations (PSs) buildings	04	03	01 (25)
Reception Rooms (PSs)	04	Nil	04 (100)
Interrogation Rooms (PSs)	04	Nil	04 (100)
Rest Room (Separate for male/ female)	04	Nil	04 (100)
Computer and Wireless Rooms in PSs	04	Nil	04 (100)
Toilets for Women Police (PSs)	04	Nil	04 (100)

Source: Information supplied by the Superintendent of Police, Kinnaur.

As is seen from the above table, residential accommodation for upper and lower subordinate staff was deficient ranging from 18 per cent to 81 per cent. Besides, the police stations in the district lacked basic amenities like reception rooms, interrogation rooms, rest rooms and toilets for women police.

◆ **Delay in completion of Police Station building**

Scrutiny of records revealed that construction of Police Station building at Reckong Peo was sanctioned (September 2007) for ₹ 95.59 lakh with the stipulation to complete it in two years. The work was entrusted to PWD in September 2007 and funds of ₹ 43.50 lakh were also deposited during 2007-12.

The building scheduled to be completed by September 2009 is still incomplete at initial stage i.e. only plinth work is in progress as can be seen from the following photographs:

Photograph: 6



Photograph: 7



Incomplete Police Station building at Reckong Peo (20 July 2012)

The Superintendent of Police stated (July 2012) that the site was encroached by someone and after getting demarcation of the land, the work was awarded (January 2011) to a contractor and is in progress.

Similarly, construction of Police barrack for Police line at Reckong Peo was approved (April 2007) for ₹ 85.49 lakh with the stipulation to complete it in two years. It was noticed in audit that an amount of ₹ 40.20 lakh had been deposited for the execution of work with the PWD during 2007-12 against which an expenditure of ₹ 10.91 lakh was incurred and further execution of work is lying in a suspended state since 2009 as shown in the following photograph:

Photograph: 8



Held up work of Police Barrack for Police line at Reckong Peo (20 July 2012)

The Superintendent of Police stated (July 2012) that the plinth beam was laid during the year 2009, thereafter no progress was made as the tenders for the work were being recalled due to the fact that the case remained under litigation. The reply is not acceptable as despite availability of sufficient funds, the Department/ District Administration did not pursue the matter with PWD effectively for making timely availability of residential accommodation to police staff. Besides, further delay in completion of work is likely to result in cost escalation.

◆ Shortage of weapons

Bureau of Police Research and Development have prescribed the requirement of holding of two types of weapons by the State Police. The position of actual holding there against as of March 2012 is given in **Table 31** below:

Table-31
Statement showing the position of holding of weapons

Category of weapon	Requirement (as per BPR&D) norms	Holding	Shortage	Shortfall (in percentage)
7.62 mm SLR rifle	307	07	300	98
9 mm Pistol	39	33	6	15

Source: Information supplied by the Superintendent of Police, Kinnaur.

As is seen from the above table, the requirement of weapons was not fully met and in case of 7.62 mm SLR rifles it was highly deficient (98 per cent).

The Superintendent of Police stated (July 2012) that they are holding .303 rifles in place of 7.62 mm SLR rifles and revolvers in place of 9 mm pistol. The reply is not convincing as the police stations continued to depend on outdated weapons like .303 rifles and revolvers instead of the prescribed 7.62 mm SLR rifles affecting the striking capability of the police force.

◆ Human Resource Management

The vacancy position in various ranks of Police personnel in the district as of March 2012 is given in **Table 32** below:

Table-32
Vacancy position in various ranks of Police personnel

Rank	Sanctioned strength	Men in position	Shortage	Shortfall (in percentage)
Inspectors	02	01	1	50
Sub-Inspectors	11	11	0	-
Asstt. Sub-Inspectors	28	27	1	04
Head Constables	61	56	5	08
Constables	307	283*	24	08
Total	409	378	31	08

Source: Departmental figures.

* Includes 15 women constables.

It would be seen from the above table that as of March 2012, there were 31 vacancies in various ranks against the sanctioned strength. Further, representation of women in the force was only five *per cent* against the required representation of 10 *per cent*.

The Superintendent of Police stated (November 2012) that vacancies in the district police are filled in by Police Headquarters by making transfers, promotions and recruitment from time to time.

◆ Crime rate and investigation

The year-wise position of registration of crimes in the district during the last four years (January to December each year) is given in **Table 33** below:

Table-33
Year-wise position of registration of crimes

Crime Head	2007	2008	2009	2010	2011	Percentage increase (2007-2011)
Crimes under IPC	214	171	203	197	162	-
Special and Local Laws	56	49	77	63	173	209
Total	270	220	280	260	335	24

Source: Departmental figures.

While the number of crimes under IPC in the district decreased from 214 in 2007 to 162 in 2011, there was 209 *per cent* increase in crimes under special and local laws during 2011 as compared to 2007.

The status of cases reported, challaned and remained under trial during 2007-12 is given in **Table 34** below:

Table-34
Status of cases reported, challaned and remained under trial during 2007-12
(Cases in number)

Cases	2007	2008	2009	2010	2011	Total
Reported	270	220	280	260	335	1365
Not Admitted	15	14	17	25	28	99
Registered	255	206	263	235	307	1266
Untraced	35	21	28	27	34	145
Challaned (Percentage)	220 (81)	185 (84)	235 (84)	208 (80)	273 (81)	1121
Convicted	64	46	70	22	10	212
Acquitted	83	47	39	23	--	192
Compromised	15	6	12	13	--	46
Withdrawn	10	12	4	4	--	30
Investigation	--	--	--	--	9	9
Under trial	48	74	110	146	254	632

Source: Departmental figures.

The above details indicate that while the percentage of cases challaned in the courts during 2007-11 had remained in the range from 80 to 84 *per cent*, the number of under trial cases in the corresponding period increased from 48 in 2007 to 254 in 2011.

The Superintendent of Police stated (November 2012) that the crime rate under special and local laws significantly increased in the year 2011 as compared to year 2007 as a result of registration of frequent forest cases.

Recommendations

The Government may consider:

- *to provide adequate housing facility to police personnel at Police Stations.*
- *to ensure availability of site and funds for the completion of building in a time bound manner by the executing agencies.*

**Chapter-7 : Human Resource Management
and Internal Control System**

Chapter-7 : Human Resource Management and Internal Control System

7.1 Human Resource Management

◆ Availability of manpower

Manpower availability in the district for implementation of various schemes selected for test-check is given in **Table 35** below:

Table-35
Position of Human Resource as on 31 March 2012

Sr. No.	Name of the functionary/ Department	Sanctioned Strength	Men in Position	(In number)
				Vacancy (percentage)
1.	DRDA	24	14	10 (42)
2.	Education	1561	1139	422 (27)
3.	Health	540	262	278 (51)
4.	Welfare	24	17	7 (29)
5.	ITDP	12	10	2 (17)
6.	Deputy Commissioner	139	98	41 (29)
7.	Police	411	380	31 (08)

Source: Information supplied by the respective departments.

From the above details it would be seen that the shortage of manpower ranged from eight to 51 *per cent*. The shortage of manpower in Health Department was more than 50 *per cent*. Insufficient manpower resources especially in Health and Education departments is bound to impact adversely the health care services and quality of education. The concerned departments stated (May-November 2012) that due to non-recruitment of staff by the Government and retirements there were shortage of staff.

◆ Training for capacity building

Capacity building enables continuous upgrading of skills and knowledge of the available manpower. As per State's training policy of 2009, every personnel (Class I to IV) is required to undergo training for skill development at the time of induction and at least once in five years or before promotion for better deliverance of services. It was noticed that the District administration had not evolved any system for imparting in-service training as ascertained during the course of audit in the test-checked units.

The POs of ITDP, DRDA and CMO intimated (May-July 2012) that there were no targets for imparting in-house training. However, the personnel from different categories were imparted training in Himachal Institute of Public Administration (HIPA). The fact, however, remains that no efforts were made to impart in-house training to the district level staff.

7.2 Inspection and supervision

The works being executed under VKVNY, VMJS and MPLADS are required to be monitored regularly and supervised effectively at various levels as indicated in **Table 36** below:

Table-36
Percentage of inspection of works/ projects to be carried out at various levels

Designated officer	Percentage of inspection to be carried out
Block Development Officer/ Junior Engineer	100
District Planning Officer (PO, ITDP)	15
Sub-Divisional Officer	10
Additional DC/ Additional DM	5
Deputy Commissioner	4
Officer from the State Planning Department	1

Audit scrutiny revealed that monitoring and supervision of the progress of works was almost non-existent and a number of works remained incomplete after the stipulated period of completion as brought out in paragraphs 5.2.1 to 5.2.3. Also, no records relating to inspection of works carried out during 2007-12 were available with the Project Officer, Integrated Tribal Development Project.

The Project Officer, Integrated Tribal Development Project stated (September 2012) that inspections were being carried out regularly but no inspection notes were issued/ maintained separately. The fact, however, remains that in the absence of any record, the issue of transparency and follow up action on the execution of works remained unaddressed.

In the exit conference, the Assistant Commissioner (AC) stated (November 2012) that keeping in view the larger number of works carried out in the district, it was very difficult to complete the prescribed monitoring/ inspection of these works.

◆ Citizen Charter

Citizen charters covering all aspects of the duties and the service levels were found to be displayed in the selected departments.

◆ Right to Information Act

During 2007-12, 274 applications¹ under Right to Information Act 2005, seeking documents/ information received by five agencies/ departments were test-checked in audit. All the applications were found to be disposed of.

◆ Grievance Redressal

The State Government has instituted a mechanism at the district level to redress the grievances of the policy makers and public. The grievances cell has been set up in the

¹ DRDA: 19; Education: 187; Health: 50; Welfare: 10 and ITDP: 8.

office of the Deputy Commissioner with staff, which caters to two types of grievances - those received through (a) Governor, Chief Minister and Ministers of the State; and (b) from the general public. The time frame specified by the State Government for redressing the grievances of category "A" is one month and those in category "B" is one and a half months. The Deputy Commissioner's office had not maintained separate records of grievances received through the Governor, the Chief Minister and Ministers of the State and from the general public. The position relating to number of grievances received and those redressed during the last five years (upto March 2012) as reported by the DC's office, is depicted in **Table 37** below:

Table-37
Position of number of grievances received and those redressed during 2007-12

Grievances	2007-08	2008-09	2009-10	2010-11	2011-12
Received	96	114	97	32	115
Redressed	96	114	97	29	92

The grievances are sent by the cell to the concerned line departments for taking necessary action with a copy to the complainant. Once action is taken on the complaint/ grievances, the line department intimates the cell which in turn informs the complainant.

The Deputy Commissioner stated (September 2012) that for the pending cases pertaining to the different departments, reminders are being issued to them for their disposal. It was also noticed that vigilance mechanism existed in DC's office only and in other test-checked units such mechanism was not found established.

7.3 Monitoring mechanism

To oversee the implementation of Tribal Sub-Plan and other related welfare schemes, the State Government has constituted a Project Advisory Committee (Committee) under the chairmanship of the MLA of the area. The DC and PO, ITDP are member and member secretary, respectively, and the MP representing the area also takes part in the meetings as a special invitee. Besides, it also consists of six other non-official members amongst representatives of PRIs. The Committee is required to hold meetings on quarterly basis. It was noticed that during 2007-12, against the required 20 meetings, 14 meetings were held. Monitoring by the Committee was, therefore, deficient to the above extent. Also, monitoring of development works was not effective as a number of developmental works remained incomplete and were lagging behind their schedule of completion as brought out in paragraphs 5.2 and 4.6.

From the above, it is observed that monitoring and supervision of the progress of implementation of various schemes at all tiers of local administration in the district was perfunctory which impacted the progress of developmental works/ projects undertaken by various departments/ implementing agencies. Consequently, a number of works in the social and economic sectors were inordinately delayed, thereby depriving the public of intended benefits.

Recommendation

- *The Government may consider strengthening the monitoring, inspection and supervision at all the tiers of local administration to ensure that the programmes are executed on time and within the estimated cost.*

Chapter-8 : Impact of Schemes and Services

Chapter-8 : Impact of Schemes and Services

To assess the impact of the various rural developmental schemes in the district, questionnaires were issued to 20 out of 42 Gram Panchayats selected for test-check regarding their satisfaction level on different parameters. Replies were received from all the 20 Gram Panchayats and their responses are given below:

Sl. No.	Parameters	Response	Percentage
1.	Condition of the roads connecting villages, villages with block headquarters and district town	Bad	30
		Repair required	70
2.	Regular bus services between the villages, villages and block headquarters and district town	Sufficient:	35
		Insufficient:	45
		Not available	20
3.	Drinking water supply	Available	30
		Partially available	70
4.	Electricity supply	12-24 hours	30
		10-12 hours	45
		0-10 hours	25
5.	Bank branch in the village	Available	35
		Not available	65
6.	Availability of cooking gas (LPG)	Regular	30
		Irregular	70
7.	Medical facilities	Available	65
		Not available	35
8.	Education facilities (up to Class-VIII)	Available	100

The responses indicate poor satisfaction level of the people in respect of road conditions, bus services, drinking water supply, availability of cooking gas and bank facilities, etc.

Recommendation

- *The district authority may take concrete and tangible efforts to ensure implementation of the developmental programmes efficiently in order to improve the quality of rural people in the District.*

Conclusion

It is observed that there is a multiplicity of programmes and schemes and an even larger number of implementing agencies, making it difficult for the district administration to effectively monitor and supervise the developmental activities. While almost all the developmental programmes are targeted at the same set of beneficiaries, the existence of myriad programmes without an integrated focus, has led to each of them being implemented in a stand-alone mode. The Government of India has increasingly been entrusting the responsibility at the local level, especially the Panchayati Raj Institutions in delivery of key services like education, health, employment, etc. This is also intended to ensure that the local Government at the district, block and Gram Panchayat level are empowered to discharge the functions that are assigned to them. It was observed that absence of adequate participation from these levels in the planning process is hindering the planned progress of the district and failing to address the felt needs at the grass-root level. While the PRIs are empowered to prepare specific plans for an integrated development of their area, lack of structured annual action plans from these levels and absence of capacity building have resulted in their inability to expend the funds provided to them for implementation of various programmes. In addition, absence of proper planning for identification of gaps in healthcare infrastructure and non-availability of stipulated facilities coupled with shortage of skilled manpower also have led to non-achievement of the objectives of providing accessible and affordable healthcare services to the people of the district.

Adequate monitoring mechanism is either not instituted, or is not functioning as envisaged, with regard to execution of schemes. While annual plans have been formulated for providing integrated development of a sector/ service, these could not be

executed in a time bound manner due to non-compliance with the required formalities like obtaining clearance for forest land or clear title to land as well as shortage of manpower.

The District administration and the State Government, therefore, need to address these issues in order to achieve real development of the district at the desired pace.



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The

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The

Appendices

Appendix-1.1

Funds flow of the district

(Refer paragraph 1.1; page vii)

Statement showing the year-wise position of sources of funds in the district during
2007-12

Funds flow of the district during 2007-12

(₹ in crore)

	FY 08	FY 09	FY 10	FY 11	FY 12	Total
1. Opening Balance	2.54	4.44	4.78	4.79	8.62	25.17
2. Annual Receipt From Central 11 th Five Year Plan	10.30	10.55	11.46	12.70	14.23	59.24
3. Receipt through						
a. Central Finance commission	NA	NA	NA	NA	NA	NA
b. State Finance commission	NA	NA	NA	NA	NA	NA
c. MPLAD	0.19	0.11	0	0.18	0.83	1.31
d. MLALAD (VKVNY)	0.25	0.30	0.30	0.30	0.30	1.45
4. Devolution through State Government to local bodies	Nil	Nil	Nil	Nil	Nil	Nil
5. Devolution through Central Finance Commission to local bodies	Nil	Nil	Nil	Nil	Nil	Nil
6. Fund Flow from State Government to:						
a. State Sponsored Schemes (SSS)	81.84	100.30	116.11	105.82	91.09	495.16
b. State share to Centrally Sponsored Schemes (CSS)	1.49	1.00	1.04	1.30	0.58	5.41
7. Fund flow from Government of India						
a. Direct transfer for flagship programmes	12.99	15.46	17.91	20.38	22.26	89.00
b. World Bank assisted projects	Nil	Nil	Nil	Nil	Nil	Nil
c. Asian Development Bank assisted projects	Nil	Nil	Nil	Nil	Nil	Nil
8. Own Sources (Tax and Non-tax revenue) of PRIs and ULBs (Property tax, Advertisement tax, water charges, etc.)	Nil	NA	NA	NA	NA	NA
Total	109.60	132.16	151.60	145.47	137.91	676.74

FY: Financial year

Appendix-1.2

(Refer paragraph 1.1; page vii)

Application of Resources

Statement showing the year-wise position of application of financial resources in the district during 2007-12

(₹ in crore)

Application of the Resources	FY 08	FY 09	FY 10	FY 11	FY 12	Total
1. Opening Balance	2.54	4.44	4.78	4.79	8.62	25.17
2. Annual Expenditure From Central 11 th Five Year Plan	9.15	9.80	11.22	10.48	12.90	53.55
3. Expenditure under						
a. Central Finance commission	NA	NA	NA	NA	NA	NA
b. State Finance commission	NA	NA	NA	NA	NA	NA
c. MPLAD	0.05	0.25	0	0.18	0.83	1.31
d. MLALAD (VKVNY)	0.25	0.30	0.30	0.30	0.30	1.45
4. Expenditure of Devolution from State Government to local bodies	Nil	Nil	Nil	Nil	Nil	Nil
5. Expenditure of Devolution from Central Finance Commission to local bodies	Nil	Nil	Nil	Nil	Nil	Nil
6. Expenditure through						
a. State Sponsored Schemes (SSS)	82.66	100.02	116.88	106.53	91.91	498.00
b. State share to Centrally Sponsored Schemes (CSS)	1.39	0.87	0.79	0.91	0.35	4.31
7. Expenditure from Government of India fund						
a. Direct transfer for flagship programmes	11.46	14.62	17.99	17.06	20.97	82.10
b. World Bank assisted projects	Nil	Nil	Nil	Nil	Nil	Nil
c. Asian Development Bank assisted projects	Nil	Nil	Nil	Nil	Nil	Nil
8. Expenditure from own Sources (Tax and Non-tax revenue) of PRIs and ULBs (Property tax, Advertisement tax, water charges, etc.)	NA	NA	NA	NA	NA	NA
Total	107.50	130.30	151.96	140.25	135.88	665.89

FY: Financial year

Appendix-1.3

(Refer paragraph 1.1; page vii)

Chart showing the position of sources of funds in the district during 2007-12 (₹ in crore)

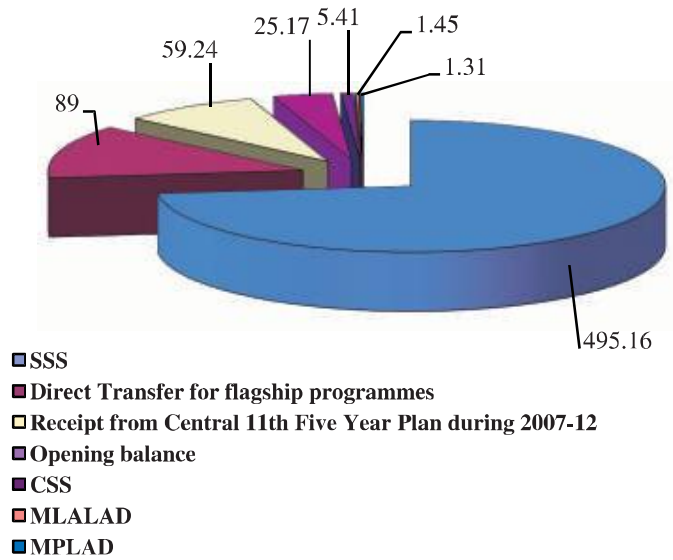
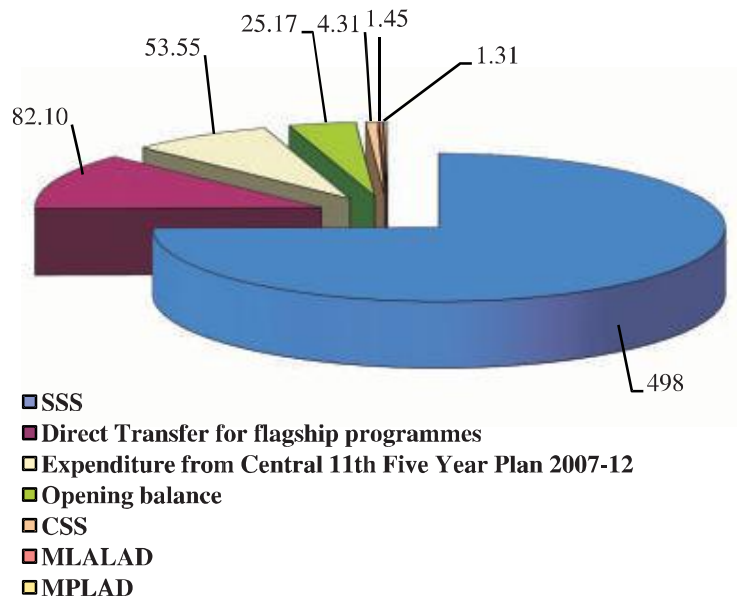


Chart showing the position of application of financial resources in the district during 2007-12 (₹ in crore)



Appendix-1.4

(Refer paragraph 1.1; page vii)

Details of Density of population, sex ratio and literacy rates in the district as per 2011 census

	District	State
Density of population (Per square Kilometre- 2011 census)	13	123
Sex Ratio (2011 census) (female per thousand male)	818	974
Literacy Total: (<i>per cent</i>)	80.77	83.78
(i) Male:	88.37	90.83
(ii) Female:	71.34	76.60

Appendix-1.5

(Refer paragraph 1.1; page vii)

Statistics of Human Resources Development Infrastructure

Medical facilities	District and Civil Hospitals (one each); Community Health Centres: four; Primary Health Centres: 21; Health Sub-Centres: 31; Ayurvedic Homeopathy Hospitals: (one each); Ayurvedic Dispensaries and Health Centres: (27 each).
Education facilities	College: one; Senior Secondary Schools: 27; High Schools: 21; Middle Schools: 34; Primary Schools: 189 and Industrial Training Institute: one.
Economic Activities	Agriculture, Horticulture and Cottage Industries.
Revenue generation activities	Royalty from mining activities (Mining leases: six; Stone Quarrying/ Crushers: six).
Roads	Metalled: 421 kms; Unmetalled: 317 kms.
Electricity	Out of 234 villages, 224 villages have been electrified.
Water supply	Out of 392 habitations, 93 <i>per cent</i> are fully covered and remaining seven <i>per cent</i> partially covered.
Sewerage	Only available at district headquarters.
Public Transport	Road Transport provided by the State Government as well as through private operators.
Land	Cultivable Land: 9355 hectares; uncultivable land: 614387 hectares; Forest: 458297.47 hectares
Other features	Rainfall: March to October: 4.09 to 83.5 mm Snow fall: (Winter months) November-April: 6.4 to 139.9 cms One out of three sub-divisions is drought prone/ cold desert.
Name of Centrally Sponsored Social Sector Schemes	Centrally Sponsored Social Sector Schemes: National Rural Health Mission (NRHM); Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS); Sarva Shiksha Abhiyan (SSA); Total Sanitation Campaign (TSC) and Accelerated Rural Water Supply Programme (ARWSP). Other Centrally Sponsored Schemes: Rajiv Gandhi Gramin Vidyutikaran Yojna (RGGVY); Pradhan Mantri Gram Sadak Yojana (PMGSY); Desert Development Programme (DDP); Indira Awas Yojna (IAY); Member of Parliament Local Area Development Scheme (MPLADS) and Swarnajayanti Gram Swarozgar Yojna (SGSY).
State schemes and local schemes/ activities being implemented in the district	State Schemes: Higher Education; Vidhayak Kshetriya Vikas Nidhi Yojna (VKVNY); Rural Roads (State Sector); Rural Water Supply (State Sector); Nucleus Budget Scheme; e-Governance and Law and Order (Police).

Appendix-1.6

(Refer paragraphs 1.1 and 2.4; pages vii and 9)

Statement showing developmental schemes selected for district Audit

Most of the flagship centrally sponsored schemes and state schemes were selected for audit. The details are as follows:

Social Sector	Flagship programmes
	National Rural Health Mission National AIDS Control Programme Sarva Shiksha Abhiyan Integrated Child Development Services Social Security (Old Age) Pension Scheme Accelerated Rural Water Supply Programme (Now renamed as National Drinking Water Supply Programme) Total Sanitation Campaign (TSC)
	Other programme
	Higher Education including scholarship schemes
Economic Sector	Flagship programmes
	Pradhan Mantri Gram Sadak Yojana (PMGSY) Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) Rajiv Gandhi Gramin Vidyutikaran Yojana (RGGVY)
	Other programmes/ schemes
	Vikas Mein Jan Sahyog (VMJS) Vidhayak Kshetriya Vikas Nidhi Yojana (VKVNY) Members of Parliament Local Area Development Scheme (MPLADS) Nucleus Budget Scheme Desert Development Programme
General Sector	e-Governance
	Law and Order

Appendix-3.1

(Refer paragraph 3.2.1; page 12)

Position of funds received and expenditure incurred in respect of certain key programmes

(₹ in crore)

Sl. No.	Description of Schemes	Funds provided/ received (2007-12)	Expenditure incurred (2007-12)
(A) Social Services			
1.	National Rural Health Mission (NRHM)	6.72	5.24
2.	National AIDS Control Programme (NACP)	0.33	0.26
3.	Sarva Shiksha Abhiyan (SSA)	15.62	15.41
4.	Higher Education	2.28	1.42
5.	Water Supply	60.89	61.12
6.	Total Sanitation Campaign (TSC)	1.67	1.36
7.	Social Security and Pension	5.80	5.78
8.	Integrated Child Development Services (ICDS)	0.06	0.09
(B) Economic Services			
9.	Pradhan Mantri Gram Sadak Yojana (PMGSY)	21.97	21.97
10.	Vikas Mein Jan Sahyog (VMJS)	5.30	5.30
11.	Border Area Development Programme	45.24	45.24
12.	Special Central Assistance	7.51	7.40
13.	Member of Parliament Local Area Development Scheme (MPLADS)	1.31	1.29
14.	Mukhya Mantri Gram Path Yojana (MMGPY)/ Vidhayak Kshetriya Vikas Nidhi Yojana (VKVNY), Nucleus Budget Scheme	2.95	2.95
15.	Sampoorna Grameen Rozgar Yojana (SGRY)	4.23 [#]	3.50 [#]
16.	Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)	19.64	18.24 ^{##}
17.	Calamity Relief Fund (CRF)	14.45	14.45
18.	Desert Development Programme	17.32	11.68
19.	Rajiv Gandhi Gramin Vidyutikaran Yojna (RGGVY)	11.54	12.82
(C) General Services			
20.	E-governance	0.05	0.01
21.	Law and Order (Police)	45.42	45.42
Total		290.30	280.95

Source: Departmental figures

[#] Figures are for the years 2007-09 and includes opening balance of ₹1.04 crore.

^{##} Figures are for the years 2008-12.

Note: Excess of expenditure was met out of from opening balance.

Glossary of Abbreviations

Glossary of Abbreviations

Abbreviations	Expanded form
AA/ ES	Administrative Approval/ Expenditure Sanction
AAP	Annual Action Plan
ADM	Additional District Magistrate
ANC	Ante-natal Care
ARWSP	Accelerated Rural Water Supply Programme
BADP	Border Area Development Programme
BCG	Bacillus Calmette and Guerin
BDO	Block Development Officer
BPL	Below Poverty Line
C&V	Craft and Vernacular
CAP	Comprehensive Action Plan
CEO	Chief Executive Officer
CH	Civil Hospital
CHC	Community Health Centre
CMO	Chief Medical Officer
CSC	Common Services Centre
DAPO	District Aids Programme Officer
DC	Deputy Commissioner
DDP	Desert Development Programme
DDHE	Deputy Director Higher Education
DHE	Director Higher Education
DEE	Director of Elementary Education
DHM	District Health Mission
DPC	District Planning Committee
DPP	District Perspective Plan
DPR	Detailed Project Report
DPT	Diphtheria Pertussis Tetanus
DRDA	District Rural Development Agency
DT	Diphtheria Tetanus
FHAC	Family Health Awareness Camp
FRU	First Referral Unit
GHS	Government High School
GOI	Government of India
GP	Gram Panchayat
GSSS	Government Senior Secondary School
HM	Headmaster
HPSEB	Himachal Pradesh State Electricity Board
ICDS	Integrated Child Development Services
IEC	Information, Education and Communication
IFA	Iron Folic Acid
IMR	Infant Mortality Rate
I&PH	Irrigation and Public Health
IRDP	Integrated Rural Development Programme
IT	Information Technology
ITDP	Integrated Tribal Development Project
JSY	Janani Suraksha Yojana
MCH	Maternal and Child Health
MLA	Member of Legislative Assembly
MLALADS	Vidhayak Kshetriya Vikas Nidhi Yojana
MMR	Maternal Mortality Rate

MP	Member of Parliament
MPLADS	Member of Parliament Local Area Development Scheme
NACP	National AIDS Control Programme
NPCB	National Programme for Control of Blindness
NLEP	National Leprosy Eradication Programme
NRHM	National Rural Health Mission
OBC	Other Backward Class
OPV	Oral Polio Vaccine
PD	Project Director
PHC	Primary Health Centre
PMGSY	Pradhan Mantri Gram Sadak Yojana
PO	Project Officer
PRI	Panchayati Raj Institution
PWD	Public Works Department
RCH	Reproductive and Child Health
RDD	Rural Development Department
REC	Rural Electrification Corporation
RGVY	Rajiv Gandhi Gramin Vidyutikaran Yojana
RKS	Rogi Kalyan Samiti
SC	Sub Centre
SC	Schedule Caste
SDM	Sub-Divisional Magistrate
SGRY	Sampoorna Gramin Rozgar Yojana
SGSY	Swarnajayanti Gram Swarozgar Yojana
SITEG	Society for promotion of Information Technology and e_Governance
SOE	Statement of Expenditure
SSA	Sarva Shiksha Abhiyan
ST	Schedule Tribe
STD	Sexually Transmitted Diseases
TFR	Total Fertility Rate
TGT	Trained Graduate Teacher
TT	Tetanus Toxoid
UC	Utilisation Certificate
VBTC	Voluntary Blood Testing Centre
VHSC	Village Health and Sanitation Committee
VMJS	Vikas Mein Jan Sahyog
ZP	Zilla Parishad