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Punjab Vidhan Sabha  
On 11 9 MAR 2013

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

**on**

**District Ludhiana**

**for the year ended 31 March 2012**

**Government of Punjab**  
*Report No. 4 of the year 2013*



## Table of contents

Description	Reference to	
	Paragraph	Page No.
Preface		iii
Introduction		v
<b>CHAPTER-1: EXECUTIVE SUMMARY</b>		
Executive Summary		1
<b>CHAPTER-2: AUDIT FRAMEWORK</b>		
Audit objectives	2.1	7
Audit mandate	2.2	7
Audit criteria	2.3	7
Audit scope and methodology	2.4	8
Acknowledgement	2.5	8
<b>CHAPTER-3: DISTRICT PLANNING AND FINANCIAL MANAGEMENT</b>		
District Planning Committee and District Plan	3.1	9
Financial management	3.2	9
<b>CHAPTER-4: SOCIAL SERVICES</b>		
Health	4.1	11
Education	4.2	18
Mahatma Gandhi National Rural Employment Guarantee Scheme	4.8	29
Water Supply and Sanitation	4.9	32
Social Security and Women and Child Development	4.10	35
<b>CHAPTER-5: ECONOMIC SERVICES</b>		
District Rural Development Agency	5.1	41
Member of Parliament Local Area Development Scheme	5.7	45
Punjab Pollution Control Board	5.8	47
<b>CHAPTER-6: GENERAL SERVICES</b>		
Police Service	6.1	51
e-Governance	6.2	53

APPENDICES			
Appendix No.	Particulars	Reference to	
		Paragraph	Page No.
1.1	Details of population, sex ratio and literacy rates in the district as per census 2011.	1	57
1.2	Statistics of Human Resource Development Infrastructure and other information	1	58
	<b>Glossary of abbreviations</b>		<b>61</b>



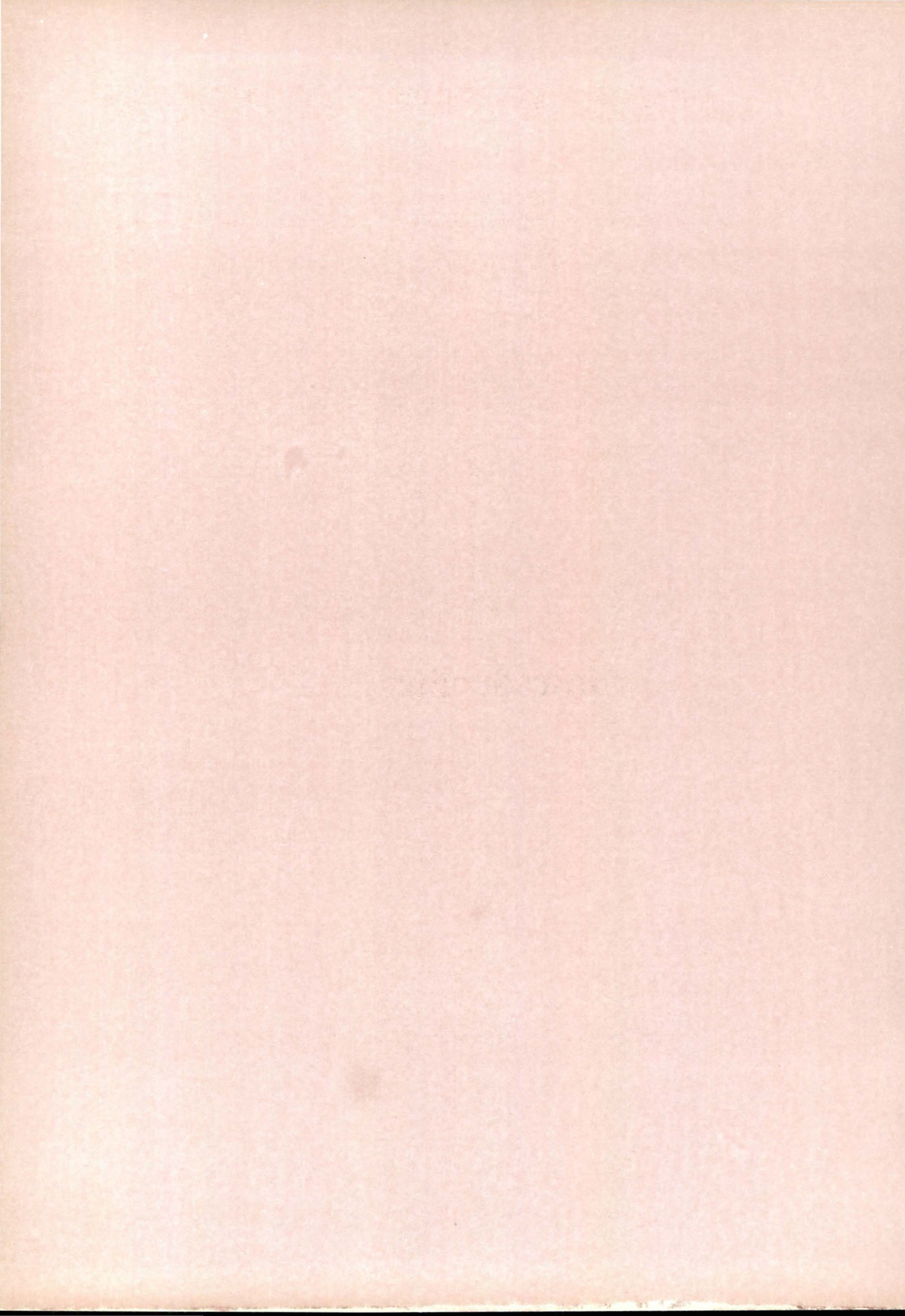
## Preface

- 1 This Report of the Comptroller and Auditor General of India contains the results of district centric Audit of Ludhiana district in Punjab. The Report has been prepared for submission to the Governor of Punjab under Article 151 (2) of the Constitution of India.
- 2 Audit conducted a review of the significant socio-economic developmental activities implemented in the district Ludhiana during the period 2007-12. The Audit process involved test check of records pertaining to the district Ludhiana in the State Planning Department, the office of the Deputy Commissioner, District Rural Development Agency and selected blocks, other departments and various district level implementing agencies.
3. The Audit has been conducted in conformity with the Auditing Standards issued (2002) by the Comptroller and Auditor General of India.



# **Introduction**





## Introduction

### 1 General Profile of the District

Ludhiana is located on the latitude 30.55° North and longitude 75.54° East, in the State of Punjab in northern India situated on the Grand Trunk Road and South bank of Satluj River. It is the “most populated and rapidly growing industrial city, centre of textile woollen garments, machine tools, dyes, cycle parts, mopeds, sewing machines, motor parts, light engineering products etc.” and accounts for 90 *per cent* of the country’s woollen hosiery industry.

The District spans over an area of 3767 sq km, comprising 7.48 *per cent* of the total area of the State (50,362 sq km). The District accounts for about 12.59 *per cent* (34.88 lakh) of the population of the State (2.77 crore) comprising 53.50 *per cent* (male and 46.50 *per cent* female population, with 40.86 *per cent* (14.25 lakh) of its population residing in the rural areas. The sex ratio of the District is 869 against 893 in the State. The literacy rate in the District is 82.50 *per cent* (male : 86.30 *per cent* and female : 78.20 *per cent*), higher than the State level (76.70 *per cent*) and National level (74.00 *per cent*). The District comprises seven tehsils<sup>1</sup> and six sub-tehsils<sup>2</sup> to cater to rural development and divided into 12 Development Blocks<sup>3</sup> covering 908 GPs. There are six<sup>4</sup> Municipal Councils and one Municipal Corporation in the District. The statistics regarding Human Resources Development Infrastructure and other information for District are given in **Appendix 1.1 and 1.2**.

### 1.2. Organizational set up

#### 1.2.1 Administrative structure

The District Planning Committee (DPC) is the apex body at the District level for approving schemes for the development of the District. The Deputy Commissioner (DC), in charge of the District is the sanctioning authority for all developmental programmes. He is also the Chief Executive Officer (CEO) of the District Rural Development Agency (DRDA) and ensures co-ordination between DRDA, Panchayati Raj Institutions (PRIs), field offices and all other departments of the State Government. In other cases (State and Central Plan schemes implemented by various departments), he is the District Programme Coordinator. The DC is assisted by Additional Deputy Commissioner (Development) (ADC), who is the Chief Planning Officer, for preparation and prioritization of schemes and their monitoring and review.

The administrative set up of the District is given in **Chart I**:

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<sup>1</sup> (i) Jagraon, (ii) Khanna, (iii) Ludhiana (E), (iv) Ludhiana (W), (v) Payal, (vi) Raikot and (vii) Samrala.

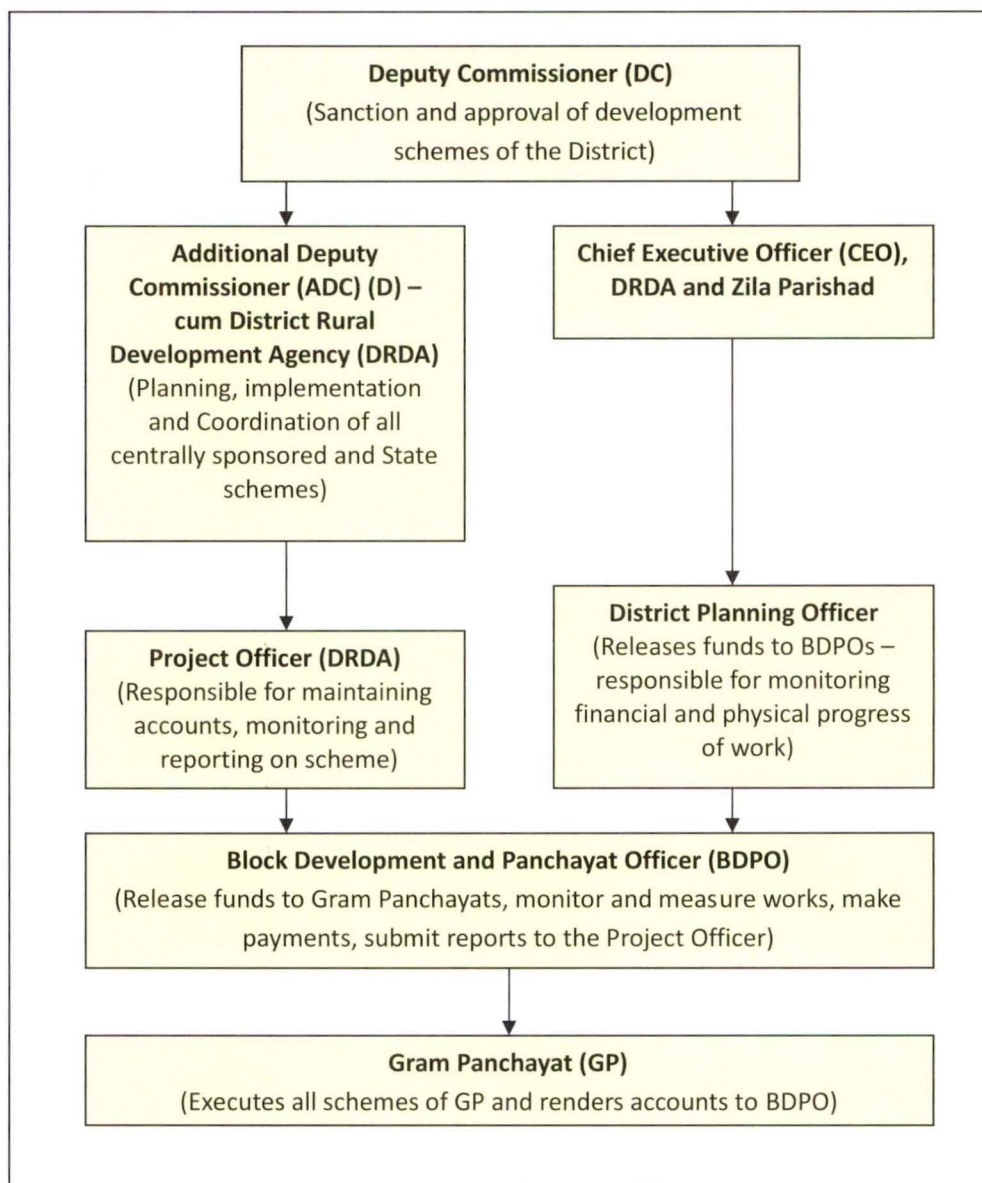
<sup>2</sup> (i) Delhon, (ii) Kum Kalan, (iii) Machhiwara, (iv) Malaud, (v) Mullanpur (vi) Dakha and (vii) Sidhwan Bet.

<sup>3</sup> (i) Dehlon, (ii) Doraha, (iii) Jagraon, (iv) Khanna, (v) Ludhiana-1, (vi) Ludhiana-2, (vii) Machhiwara, (viii) Pakhowal, (ix) Raikot (x) Samrala, (xi) Sidhwan Bet and (xii) Sudhar.

<sup>4</sup> (i) Doraha, (ii) Jagroan, (iii) Payal, (iv) Raikot, (v) Samrala and (vi) Khanna.



**Chart-I**





**Chapter-1**  
**Executive Summary**





## Chapter-1

### Executive Summary

#### 1.1 General Profile of the District

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 Ludhiana 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 employment generation and their developmental works under Members of Parliament Local Area Development Scheme, Mahatma Gandhi National Rural Employment Guarantee Scheme. Besides, General services relating to e-Governance and police services to the District were also covered.

Recognising the importance accorded by the Planning Commission, Government of India opted for a district-centric approach to devolution of finances for an integrated local area development, a district centric audit of Ludhiana district was carried out to assess the status and impact of implementation of various socio-economic developmental activities in the District during 2007-12. Audit noticed certain deficiencies in implementation of social, economic and general services programmes by the District Administration which are discussed in the succeeding paragraphs:

#### 1.2 Social Services

##### 1.2.1 Health

A review of the implementation of the flagship programmes National Rural Health Mission (NRHM) revealed that District Health Mission (DHM), Ludhiana headed by the Chairman, Zila Parishad was constituted in August 2005 to guide and manage all health institutions in the district. The household facility survey was required to be conducted at the initial stage but was conducted in 2009-10 after a gap of four years. The funds provided for the NRHM were underutilized ranging between 21.70 and 57.22 *per cent* during 2007-12. The infrastructure was underutilized due to shortage of manpower and Health Centres in rural areas. Majority of the Health Centres were functioning without labour rooms, operation theatres and, blood storage units.

It was further noticed in audit that the Mission activities suffered due to non-conducting of household and facility survey in time, provision of inadequate infrastructure, under-utilization of existing infrastructure, basic health care



facilities and shortage of manpower. Majority of health centers in rural areas were functioning without labour rooms, operation theatres, blood storage units etc. Some of health centers were under-utilized due to non-posting of sufficient staff. This has resulted in poor proportion of Government institutional deliveries and improper implementation of NPCB programme.

(Paragraph 4.1)

### **Recommendations**

The Government/ District Administration may consider to:

- *take cognizance of gaps in health infrastructure facilities identified in recently completed household facility survey and draw a time bound framework to provide accessible and affordable health care to rural people.*
- *ensure adequate medical staff.*
- *improve the number of cataract surgeries in Government hospitals and provide basic health facilities in Government health centres/ hospitals.*

### **1.2.2 Education**

Education is one of the most important indicators of social progress and is the basic requirement for economic, social and cultural development of a State. Both the State and Central Governments have been spending enormous amount on increasing the enrolment and retention of children in schools, especially in the primary and elementary segments. The non-utilization of funds provided under the Sarva Shiksha Abhiyan affected the implementation of the Scheme. There was lack of basic amenities in the schools and enrolment was decreasing due to shortage of staff and proper safe infrastructure.

(Paragraph 4.2)

### **Recommendations**

The Government/ District Administration may consider to:

- *release funds in time and ensure their utilization effectively.*
- *deploy adequate teaching staff for increasing the effectiveness of the scheme.*
- *provide basic infrastructure/amenities such as class rooms, furniture, safe buildings on priority.*

### **1.2.3 Mahatma Gandhi National Rural Employment Guarantee Scheme**

The National Rural Employment Guarantee Act, 2005 (NREGA) was enforced (April 2008) in the District, and was renamed (October, 2009) as “The Mahatma Gandhi National Rural Employment Guarantee Act” (MGNREGA). The basic objective of the Act is to enhance livelihood security in rural areas

by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. During the year 2008-12 the un-utilized funds varied from 12 per cent to 86 per cent which has defeated the objective of the scheme for providing employment to the needy persons. The creation of durable assets for strengthening livelihood of rural poor was not ensured as most of the executed works relates to repair of ponds and road connectivity.

*(Paragraph 4.8)*

### **Recommendations**

The Government/ District Administration may consider to:

- *ensure participation of inhabitants at Block and Panchayat level to take benefits of MGNREGS.*
- *create durable assets useful for the community to achieve the objective of the scheme.*

#### **1.2.4 Water Supply and Sanitation**

Water Supply and Sanitation Department is responsible for providing safe drinking water to all the citizens especially those living in the rural areas by implementing various schemes funded by Government of India (GOI) and the State Government. As of March 2012, out of 385 Schemes under Accelerated Rural Water Supply Programme and 121 under National Agriculture Bank for Rural Development assisted schemes, 41 schemes under ARWSP and one scheme under NABARD was incomplete. The water charges amount of ₹ 2.62 crore was outstanding as on March 2012 and work of sewerage system was not started in 15 villages.

*(Paragraph 4.9)*

### **Recommendations**

The Government/ District Administration may consider to:

- *have an effective and proper mechanism in place to ensure collection of user charges efficiently.*
- *complete the remaining work of sewage system alongwith sewage treatment and safe disposal of waste.*

#### **1.2.5 Social Security and Women and Child Development**

The State Government introduced the scheme of Old Age Pension (OAP) in 1968 and was admissible to the men and women who are at age of 65 years and 60 years respectively. In 111 cases an amount of ₹ 11.45 lakh was paid to ineligible persons during 2007-12 without required scrutiny and verification as per laid down procedure.

*(Paragraph 4.10)*

### **Recommendation**

The Government/ District Administration may consider to:

- *ensure proper verification of eligible old age pensioners.*

## **1.3 Economic Services**

### **1.3.1 District Rural Development Agency (DRDA)**

The District Planning Committee is the apex body at the district level for approving schemes for the development of the district. The Deputy Commissioner is the incharge of the district. Schemes viz. Indira Awas Yojna and Total Literacy Campaign were being implemented by the District Rural Development Agency (DRDA). There were number of cases of opening of multiple bank accounts and non reconciliation of bank accounts which led to embezzlement of ₹ 1.23 crore by the officials concerned by forging signatures of the Additional Deputy Commissioner (D).

*(Paragraph 5.1)*

### **Recommendations**

The Government/ District Administration may consider to:

- *ensure reconciliation of Bank Accounts to rule out the chances of any misappropriation of funds.*
- *strengthen Accounts Wing to ensure effective control over accounting system.*

### **1.3.2 Member of Parliament Local Area Development Scheme**

The Member of Parliament Local Area Development Scheme is a plan scheme fully funded by the GOI through the concerned Member of Parliament. The scheme works are implemented by the Panchayti Raj Institutions under the overall supervision of Deputy Economic and Statistical Advisor to the Government of Punjab, Ludhiana. Out of 739 works valuing ₹ 11.40 crore undertaken under the MPLAD Scheme during 2007-12, only 452 works were completed at total cost of ₹ 6.19 crore and 287 works were incomplete as of March 2012.

*(Paragraph 5.7)*

### **Recommendation**

The Government/ District Administration may consider to:

- *adopt a coordinated approach with the executing agencies to ensure that the planned works are completed within the stipulated time frame.*

### **1.3.3 Pollution Control Board**

The Punjab Pollution Control Board (Board) was constituted in July 1975 with the aim to preserve the wholesomeness of water to control environmental



pollution in the State. There are 42184 industries operating in the District, out of which 145 are large and medium scale industries and 42039 small scale industries. Out of 1943 water polluting industrial units and 2578 air polluting units, 264 water polluted and 781 air polluted were operating without obtaining consent from the Board. Besides, there was shortfall of 16 *per cent* to 77 *per cent* in periodical inspections of industries by the Board.

(Paragraph 5.8)

### **Recommendations**

The Government/ District Administration may consider to:

- *carry out periodical inspection of industries as per prescribed norms.*
- *take appropriate action against the persons/organizations violating the provisions of the Act, rules, orders, directions, etc.*

## **1.4 General Services**

### **1.4.1 Police Service**

The District is divided into three Police Districts viz; Police Commissioner Ludhiana, Police District Khanna and Police District, Ludhiana (Rural). There was 19*per cent* shortfall in inspections by the Gazetted Officer of Police Stations and Police Posts whereas no inspection was conducted by the SSP. Shortfall of police infrastructure ranged from 14 *per cent* to 45 *per cent* of barracks and police stations respectively during the year 2007-12. The shortage in the cadre of Head constable and Constable, had increased from zero and 185 in March 2007 to 190 and 987 in March 2012 respectively. The Police Telecommunication (POLNET) system went out of order in three Police Stations during 2007. Out of 22 POLNET systems installed during 2006-07, three were still not in order and seven new Police Stations were not equipped with POLNET.

(Paragraph 6.1)

### **Recommendation**

The Government/ District Administration may consider to:

- *ensure adequate police staff and provide infrastructure to the District Police to increase its efficiency and effectiveness.*

### **1.4.2 e-Governance**

e-Governance is a tool to achieve better governance by use of information and communication technology. In May 2006, the GOI approved the National e-Governance Plan (NeGP) to make all Government services accessible to common man in his locality, through common service delivery outlets 'SUWIDHA'. Deputy Commissioner was responsible for its implementation at District and Sub Division levels through District Sukhmani Societies for Citizen Services (SSCS). Out of the 24 services which were envisaged to be

provided at SUWIDHA Centre, only 15 services were being provided by SUWIDHA Centre.

*(Paragraph 6.2)*

***Recommendation:***

The Government/ District Administration may consider to:

- *provide all the envisaged services through SUWIDHA Centres.*

**Chapter-2**  
**Audit Framework**





## **Chapter-2**

### **Audit Framework**

#### **2.1 Audit objectives**

The objectives of district centric audit were to assess:

- the adequacy and effectiveness of the annual planning process for different programmes;
- the overall impact and effectiveness of the developmental programmes in terms of achievements of targeted outputs and outcomes and their economical and efficient execution;
- the adequacy and effectiveness of procedures for receipt, utilization and accounting of funds;
- the reported expenditure on the major developmental programmes (Central and State) with reference to detailed statements of expenditure and original vouchers at lower levels in a hierarchical manner (i.e. State to District, District to blocks and blocks to GPs);
- the performance of District Planning Committee (DPC); and
- the adequacy and effectiveness of the processes for monitoring, reporting and evaluation.

#### **2.2 Audit mandate**

The audit was carried out under Section 13 and 14 of the CAG's Duties, Powers and Conditions of Service Act 1971.

#### **2.3 Audit criteria**

The audit criteria for assessing the implementation of various developmental programmes/ schemes were:

- Annual Action Plan finalized by the State Government for implementation of various programmes for the District.
- Guidelines for implementation of concerned programmes/schemes.
- Punjab Financial Rules; and
- Prescribed monitoring mechanism.



## 2.4 Audit scope and methodology

Audit of District Ludhiana covered the significant socio-economic developmental programmes implemented in the District during the period 2007-12 and focused on the role and responsibilities of the District Administration in providing essential public services to the people.

The records of the offices of the Deputy Economic and Statistical Advisor, the DRDA, Zila Parishad, selected BDPOs, GPs and of social sector programmes relating to Health, Education, Water Supply and Sanitation and of Police department were analysed during May 2012 to October 2012.

Before commencement of audit, discussions were held with the Deputy Commissioner in an Entry Conference held in May 2012 to appraise the audit objectives, criteria, methodology, selection process of samples etc. and exit conferences to discuss the audit findings were held on 17 January 2013 with the DC, ADC (D) and other concerned departments. Replies of the DC and other departments have been incorporated in the review. Photographic evidences and physical verification were also taken into consideration to substantiate audit observations.

The selection of the Blocks was made on the basis of expenditure, by adopting Probability Proportionate to Size (PPS) sampling method. Out of 12 blocks, three blocks (25 per cent) i.e. Khanna, Ludhiana-II, Samrala and out of 323 Gram Panchayats, 81 GPs (25 per cent) were selected randomly.

The four schemes i.e. "Strengthening/Administration of the DRDAs", Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), the Indira Awaas Yojana (IAY) and the Member Parliament Local Area Development MPLAD Scheme" were undertaken/ covered on the basis of magnitude of expenditure during 2007-12. MP-LAD scheme is implemented through Deputy Economic and Statistical Advisor, whereas the other two i.e. (IAY and MGNREGS) are implemented through Zila Parishad, BDPOs and GPs under monitoring/observation of the DRDA.

## 2.5 Acknowledgement

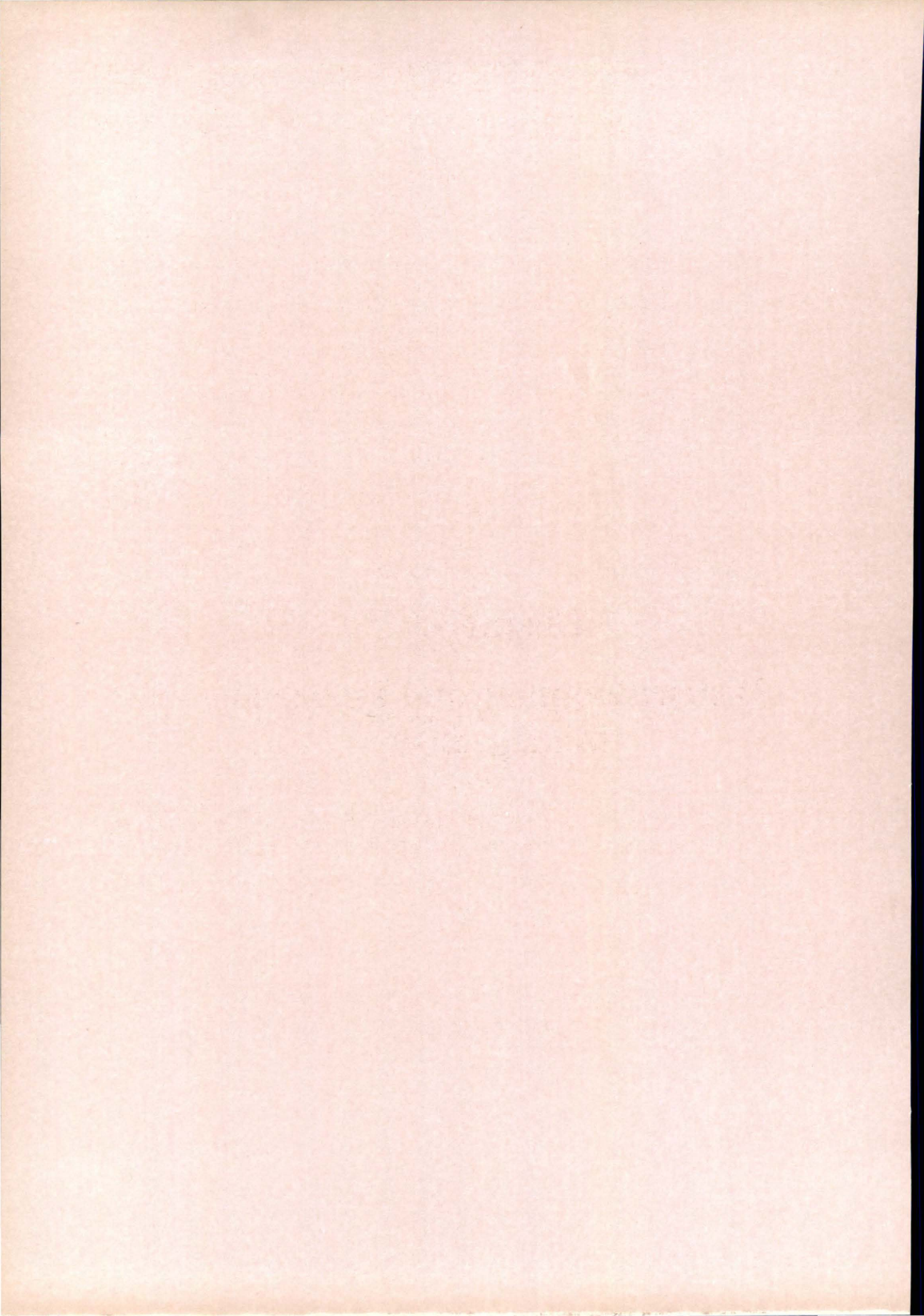
The office of the Accountant General (Audit), Punjab acknowledges the co-operation and assistance extended by the DC and district heads of concerned departments.



## **Chapter-3**

# **District Planning and Financial Management**





**3.1 District Planning Committee and District Plan**

The 74<sup>th</sup> amendment to the Constitution mandated the establishment of District Planning Committees (DPC) for consolidating the plans prepared by Panchayats and Municipalities in the district into an integrated district plan for the district as a whole. The Government of Punjab (GOP) enacted (November 2005) "The Punjab District Planning Committee's Act, to provide for the constitution of the District Planning Committees with a view to consolidate the plans prepared by the Panchayats and the Municipalities in the Districts and to prepare the draft development plan for the Districts as whole in the State and for the matters connected therewith and incidental thereto.

In Ludhiana district, the DPC was formed as late as in June 2009. It was to meet every three months to review/monitor the progress of implementation of the schemes. Audit, however, noticed that only six meetings as against required 11 meetings of the Committee were held till March 2012. On being pointed out the delay in formation of DPC, the Deputy Economic and Statistical Advisor, Ludhiana intimated (January 2013) that the delay was due to non conducting of timely election of members of the Committee.

**Recommendation**

The Government/ District Administration may consider to:

- timely constitute District Planning Committee (DPC) and to prepare holistic integrated annual action plan for the District for planned development.

**3.2 Financial management**

The position in respect of funds released and expenditure incurred in respect of certain significant schemes/programmes during 2007-12 was as under:-



**Table 1: Position of funds received and expenditure incurred in respect of various schemes**

(₹ in crore)

Sr. No.	Name of the programme/scheme <sup>1</sup>	Funding from	Funds provided	Expenditure incurred
1.	National Rural Health Mission	CSS	46.60	42.68
2.	Sarva Shiksha Abhiyan	CSS	80.36	71.15
3.	Mid Day Meal	CSS	53.41	51.01
4.	Water Supply and Sanitation	CSS/State	79.18	80.09
5.	Member of Parliament Local Area Development Scheme	CSS	11.97	8.96
6.	Indira Awas Yojna	CSS	20.13	18.36
7.	National Rural Employment Guarantee Scheme	CSS	27.03	25.56
8.	Old Age Pension Scheme	CSS/State	174.01	173.08
	<b>Total</b>		<b>492.69</b>	<b>470.89</b>

(Source-Departmental figures)

Audit analysis revealed that there was a gap between the funds received and expenditure incurred during the review period in the programme. Significant portion of the funds allotted remained unspent in respect of MPLAD (25.15 per cent) and SSA (11.46 per cent) indicating that Departments did not take adequate steps to provide appropriate services/infrastructure to beneficiaries despite availability of funds as discussed in the succeeding paragraphs.

<sup>1</sup> Health, Education, Water Supply & Sanitation, DRDA, Social Security & Women & Child Development, Deputy Economic & Statistical Advisor.

**Chapter-4**  
**Social Services**







#### Introduction

Social sector has been receiving priority in funding both by the Central and the State Governments. A review of the implementation of the flagship programmes like National Rural Health Mission (NRHM), Sarva Shiksha Abhiyan (SSA) and Accelerated Rural Water Supply Programme (ARWSP) brought out the efforts of the State and District administration in improving the basic infrastructure in health, education and water supply and sanitation sectors.

#### 4.1 Health

The GOI had launched (April 2005), the NRHM with the aim of providing accessible, affordable, accountable, effective and reliable healthcare facilities in rural areas with community participation. The District Health Mission, Ludhiana headed by the Chairman, Zila Parishad was constituted in August 2005 to guide and manage all State Health Institutions in the District. The District Health Society, (DHS) Ludhiana, headed by Deputy Commissioner and assisted by Civil Surgeon functioning under the State Health and Family Welfare Department is responsible to ensure the planning and implementation of all health schemes and management institutions in the District.

Health care services in urban areas are being provided through one District Hospital<sup>1</sup> (DH) and four Sub-Divisional Hospitals<sup>2</sup> (SDHs). All medical facilities and health care services in the rural areas of the District are provided through a network of nine Community Health Centres (CHCs), 33 Primary Health Centres (PHCs) and 265 Sub-Centres (SCs) under NRHM and one CHC under the Director, Health Services Punjab.

Audit analysis of record of the NRHM, Reproductive and Child Health Care (RCH), Immunization, Pulse Polio, Janani Surksha Yojana (JSY), National Programme of Control of Blindness (NPCB), National Vector Borne Disease Control Programme (NVBDCP) and National AIDS Control Programme (NACP) revealed the following:

##### 4.1.1 Planning

In order to provide accessible, affordable and equitable health care facilities to rural masses under the NRHM, a household and facility survey has to be conducted at timely intervals to identify the gaps in health care facilities in the rural areas to assess the progress made under the NRHM. However, audit analysis of records in the office of the Civil Surgeon revealed that household facility survey was not conducted at the initial stage resulting in

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<sup>1</sup> Ludhiana.

<sup>2</sup> Jagraon, Khanna, Raikot and Samrala.

non-identification of specific gaps in infrastructure facilities. The survey which was conducted in 2009-10 highlighted the gaps in infrastructure facilities, manpower, requirement of drugs/medicines etc. in the Government Health Centres/Hospitals. The Department stated (July 2012) that the survey was conducted in 2009-10 and sent to the State Mission Director, NRHM, Chandigarh for approval which was awaited as on January 2013.

The DHS is responsible for preparation of a perspective health plan for the District and Annual Plan for the District with input from the lower tiers of the Government with the involvement of community. The Perspective Plan/Annual Plan for the year (2005-06) of the NRHM activities was prepared at State level only and for District level was prepared in the year 2009-10 and sent to the Mission Director, NRHM for approval which was awaited as on January 2013.

Thus, there was delay of four years in conducting the household and facility survey at the initial stage and delay of five years for preparation of perspective/annual plan for the District, which reflects the lack of vision in planning and implementation of health schemes under the Mission.

#### 4.1.2 Financial position

Year wise position of funds received and expenditure incurred under NRHM during 2007-12 in the District is given in Table 2 below:

**Table 2: National Rural Health Mission**

(₹ in crore)

Year	Opening Balance	Funds received	Total funds available	Expenditure	Closing Balance	Percentage of closing balance w.r.t. funds available
2007-08	0.73	2.80	3.53	1.51	2.02	57.22
2008-09	2.02	8.56	10.58	6.71	3.87	36.58
2009-10	3.87	10.23	14.10	10.17	3.93	27.87
2010-11	3.93	10.19	14.12	10.15	3.97	28.12
2011-12	3.97	14.09	18.06	14.14	3.92	21.70
<b>Total</b>		<b>45.87</b>		<b>42.68</b>		

(Source: Departmental Figures)

As is evident from the above table, the funds provided under the NRHM were not fully utilized and the under utilization varied from 21.70 to 57.22 per cent during 2007 to 2012. The Department stated that the annual plans for the year 2006-07 to 2009-10 were prepared at the State level and the District level action plan was prepared from 2010-11.

Audit analysis of the implementation of the Programmes is discussed in the succeeding paragraphs.

#### 4.1.3 Infrastructure

As per Indian Public Health Standards (IPHS), issued by Ministry of Health and Family Welfare, GOI, for every 5,000 persons, one SC, for every 30,000



persons one PHC and for every 1,20,000 persons one CHC was to be established to cater to the health care needs of the rural population. Out of total population of 34,87,882, the District has 14,25,201 (Census 2011) rural population. As per IPHS norms, 12 CHCs, 48 PHCs and 285 SCs were required to be established against which 9 CHCs, 33 PHCs and 265 SCs actually existed as on March 2012 showing shortage of 7 to 31 *per cent* in providing the infrastructure.

Each health centre was to have its own building, adequate electricity, water supply and labour room etc. One residential quarter for Auxiliary Nurse Midwife (ANM) at each SC, operation theatre at each CHC and PHC, besides separate male/female wards, having 30 beds each at CHC and six beds each at PHC were required to be provided. The status of non-availability of infrastructure in test checked health centres is given in the Table 3 below:

**Table 3: Details showing non-availability of infrastructure (in numbers)**

Particular		Community Health Centre	Primary Health Centre	Sub-Centre <sup>3</sup>
Sr. No.	No. of units checked	4	7	25
1	Running in other than Government building	0	1	9
2	Waiting room for patients	0	5	NA*
3	Labour Room	0	2	24
4	Operation Theatres (optional)	0	7	NA
5	Clinic Room	0	4	NA
6	Emergency Casualty Room	0	5	NA
7	Residential facility for staff	0	7	20
8	Separate utility for male & female	0	5	23
9	Separate wards for male & female	0	5	NA
10	Generator/ Power Backup	0	1	NA

(Source-Record of test checked units)

\*(NA-Not applicable)

On this being pointed out, the Department stated (January 2013) that matter regarding shortage of infrastructural facilities was brought to the notice of Higher Authority and from last year and three PHCs were increased.

#### 4.1.4 Basic health care services

The basic health care services required to be provided in the health centres were not available at most of the test checked health centres as of March 2012 as given in table 4:

<sup>3</sup> Four CHC i.e. Machhiwara, Malaudh, Pakhowal and Sahnewal, Seven PHC Andlu, Bhanohar, Kalakh, Katani Kalan, Mullapur Dakha and Sihar and 25 Sub Centres at Ber Kalan, Barundi, Alamgir, Kohara, Sekhon etc.

Table 4: Details showing non-availability of basic health services at health centres

*(in numbers)*

Sr. No.	Particular	Community Health Centre	Primary Health Centre
	<b>Total No of units Checked</b>	<b>4</b>	<b>7</b>
1	Blood storage	4	NA
2	New born care	1	7
3	24X7 deliveries	0	3
4	In-Patient	0	6
5	X-Ray	0	NA
6	Ultra sound	4	NA
7	ECG facility	1	NA
8	Obstetric care	0	5
9	Emergency services (24 Hours)	0	4
10	Family planning (Tubectomy and Vasectomy)	0	6
11	Intera natal examination of gynaecological conditions	0	5
12	Paediatrics	1	NA
13	Laboratory	0	0

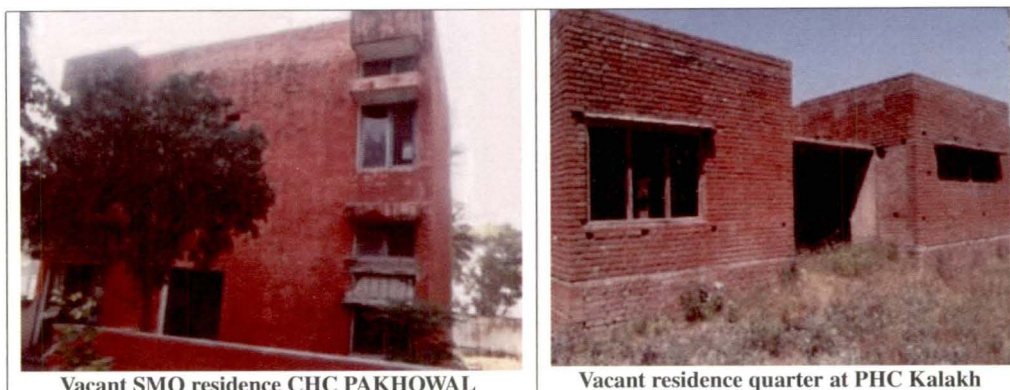
*(Source-Records of Test checked units)**NA-Not applicable*

It is evident from the Table 4 that none of the health centre was equipped with all the facilities required for optimal delivery of medical services meeting IPHS norms.

#### 4.1.5 Under-utilization of infrastructure

Audit scrutiny of the records of Senior Medical Officers (SMO), CHCs Sahnewal and Pakhowal revealed that Rural Hospital (RH) at Katani Kalan and PHC at Kalakh had indoor wards, well equipped with operation theatre (OT), separate consultation rooms, residential accommodation for Medical Officers (MOs), staff but the RH/PHC had been reduced to neglected health centres with zero bed occupancy and idle OT for the last six years due to non posting of regular staff and allotment of residential accommodation which was constructed with the aim to provide 24 hours medical facilities to the patients.

The photographs of vacant staff quarters are given below:



On this being pointed out, the SMOs stated (July 2012) that OT could not be utilized for the last six years (upto 2011-12) due to non- posting of surgeons in



the RH/PHC. Audit noticed that due to non posting of regular staff at Kalakh, the X-Ray machine was lying idle for the last so many years. Moreover, condition of residential accommodation was deteriorating due to non-receipt of funds for repair/maintenance of the building. This resulted in non-providing the adequate health facilities and timely medical aid to the needy patients, thereby defeating the objectives of the schemes for which the RH/PHC was established in the rural areas by the Government.

#### 4.1.6 Manpower

The NRHM aims to provide adequate skilled manpower at all levels of health centres as per IPHS norms. The position of available manpower in the District and test checked four CHCs, seven PHCs, and 25 SCs is given in Table 5 below:

**Table 5: Manpower position in test checked CHCs/PHCs**

Sr. No.	Personal support manpower	CHCs			PHCs			Total		
		Required as per IPHS norms	Available	Short-fall	Required as per IPHS norms	Available	Short-fall	Required as per IPHS norms	Available	Short-fall (per cent)
1	Medical Officer	48	28	20	21	13	8	69	41	28 (41)
2.	Staff Nurse	76	28	48	35	10	25	111	38	73 (66)
3.	Laboratory Technician	12	8	4	14	4	10	26	12	14 (54)

*Source: Departmental figures*

Audit analysis of the Table-5 revealed the following:

- Against the requirement of 69 MOs as per IPHS norms (12 in each CHC and three in each PHC), only 41 MOs were available (short fall of 41 per cent).
- Against the requirement of 111 Staff Nurses (SNs) (19 in each CHC and five in each PHC), 38 SNs were available (short fall of 66 per cent).
- Against the 26 Laboratory Technicians (LTs) (three in each CHC and two in each PHC), 12 LTs were in position (short fall of 54 per cent).

On this being pointed out, the department stated (January 2013) that manpower is according to IPHS and State Government norms and further added that higher authority were being informed from time to time to advertise and fill the post accordingly. Reply of the Department is not acceptable as the medical staff was not posted as per prescribed norms.

Thus, the shortage of the man power resulted in non-fulfilment of NRHM goals of providing public health services and institutional deliveries (Government) etc. as discussed in subsequent paragraphs.

#### 4.1.7 Janani Suraksha Yojana

NRHM with its programme of Reproductive and Child Health-II (RCH-II), aims to encourage prospective mothers to undergo institutional deliveries. To encourage institutional delivery, the Janani Suraksha Yojna (JSY) was launched to provide all pregnant women cash assistance of ₹ 1400 irrespective of their age and number of previous deliveries and ₹ 600 to Accredited Social Health Activist (ASHA) per case for bringing pregnant women to the health centre.

The position of fund available under NRHM against all components and expenditure incurred under JSY during 2007-12 were as under in Table 6 below:

**Table 6: Funds available under all components of NHRM and expenditure**

(₹ in lakh)

Year	Opening Balance	Funds received	Total funds available	Expenditure	Closing Balance
2007-08	9.78	15.48	25.26	18.05	7.21
2008-09	7.21	10.50	17.71	20.12	(-) 2.41
2009-10	-2.41	52.21	49.80	48.11	1.69
2010-11	1.69	63.31	65.00	70.11	(-) 5.11
2011-12	(-) 5.11	78.07	72.96	77.18	(-) 4.22
<b>Total</b>		<b>219.57</b>		<b>233.57</b>	

(Source: Departmental Figures)

The above table shows that there were marginal variations between funds available and expenditure incurred.

One of the important components of the Reproductive and Child Health Care (RCH) programme and of JSY is to encourage pregnant women to have an institutional delivery rather than domestic delivery in order to reduce the maternal and neo-natal mortality and still births. Further, under this programme, all the BPL category pregnant women of 19 years age and above are entitled to ₹ 500 for domestic delivery (both urban and rural) and ₹ 700 for rural, ₹ 600 for urban in case of institutional delivery (upto two live births).

The position of institutional and domestic deliveries in test checked health centres during 2007-12 is given in Table 7 below:

**Table 7: Details showing the Institutional/Private/Domestic deliveries in test checked health centres**

Year	Pregnant women registered	Total deliveries Reported	Institutional deliveries in Government hospital	Private deliveries	Domestic deliveries
2007-08	10372	8814	1192	3805	3817
2008-09	11213	8976	2092	3545	3339
2009-10	12672	9999	2670	4607	2722
2010-11	13196	9415	3136	4074	2205
2011-12	13105	8836	3556	3646	1634
<b>Total</b>	<b>60558</b>	<b>46040</b>	<b>12646</b>	<b>19677</b>	<b>13717</b>

(Source-Records of Test checked units)

The above table reveals that:



Out of 46040 reported deliveries in the test checked health centres, there were only 12646 deliveries (27.47 *per cent*) in CHCs, 19677 (42.74 *per cent*) in private health centres and 13717 (29.79 *per cent*) domestic deliveries. There was no follow up of 14518 pregnant registered women by the Department.

On this being pointed out, the department stated (January 2013) that the numbers of Government institutional deliveries were improving continuously and efforts were being made to further increase the Government institutional deliveries.

#### 4.1.8 Other National Programmes

##### National Programme for Control of Blindness

The National Programme for Control of Blindness (NPCB) was launched in Punjab during 1976 as a 100 *per cent* Centrally Sponsored Scheme and aims at reducing the prevalence of blindness to 0.3 *per cent* by 2020 through increased cataract surgery, eye screening of school children, creation of eye donation centres/eye banks, collection of donated eyes and strengthening of infrastructure.

The position of funds provided and expenditure incurred in respect of National Programme for Control of Blindness during 2007-12 is given in Table 8 below:

**Table 8: Funds provided and expenditure incurred under NPCB during 2007-12**

(₹ in lakh)

Year	Opening Balance	Funds received	Total funds available	Expenditure	Closing Balance
2007-08	5.81	0.02	5.83	5.81	0.02
2008-09	0.02	5.81	5.83	5.06	0.77
2009-10	0.77	7.13	7.90	6.29	1.61
2010-11	1.61	10.79	12.41	6.92	5.49
2011-12	5.49	8.69	14.18	10.46	3.72
<b>Total</b>		<b>32.44</b>		<b>34.54</b>	

(Source: Departmental Figures)

The position showing target of cataract operations and achievement there against during 2007-12 is given in Table 9 below:

**Table 9: Details showing cataract operations carried out in the District**

Year	Target of Cataract operation	Achievement			Total cataract operation	Percentage of operations
		Government Institutions	Private Institutions	NGOs		
2007-08	21000	2258	8127	8248	18633	89
2008-09	21759	2026	13580	4557	20163	93
2009-10	22411	1854	11831	8403	22088	99
2010-11	22411	1331	8850	8555	18736	84
2011-12	20144	1545	12182	7312	21039	104
<b>Total</b>	<b>107725</b>	<b>9014</b>	<b>54570</b>	<b>37075</b>	<b>100659</b>	<b>93</b>

(Source: Record of Civil Surgeon)

The above statistical data shows that against the target of 107725 cataract surgery operations, 100659 (93 *per cent*) operations were conducted during the period 2007-12, of which, 9014 (nine *per cent*) were conducted by Government hospitals, whereas 54570 (54 *per cent*) were by private institutions and 37075 (37 *per cent*) by NGOs.

The Department stated (August 2012) that there were no phaco machine in the Sub Divisional Hospital (Khanna and Samrala), no eye surgeon was posted in SDH, Raikot and the eye surgeon Sub Divisional Hospital, Jagroan was new. The Civil Surgeon District, Ludhiana further added (August 2012) that there was only one phaco machine in the Government sector in the whole District and the equipment was very old and in poor working condition. Camps organized by NGOs were attended by large number of people and these NGOs were being encouraged by the Government to organize more camps.

#### **4.1.9 Other points of interest**

##### **Unauthorized occupation of hospital land**

A mention was made in Paragraph No. 3.13 of Audit Report (Civil) Government of Punjab for the year 1988-89 wherein unauthorised occupation of land of Civil Hospital, Khanna by the Red Cross Society since September 1985 was highlighted. The 19 shops were constructed by encroaching on the said land and were let out by the Society to individuals at a total monthly rent of ₹ 0.20 lakh. PAC in its recommendation dated 31 October 2006 directed the Administrative Secretary to take appropriate action on the issue which is still awaited as of December 2012.

##### **Recommendations**

The Government/ District Administration may consider to:

- *take cognizance of gaps in health infrastructure facilities identified in recently completed household facility survey and draw a time bound framework to provide accessible and affordable health care to rural people.*
- *ensure adequate medical staff.*
- *improve the number of cataract surgeries in Government hospitals and provide basic health facilities in Government health centres/ hospitals.*

#### **4.2 Education**

Education is one of the most important indicators of social progress and is the basic requirement for economic, social and cultural development of a State. Both the State and Central Governments have been spending enormous amount 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 community, vulnerable sections of the society and students in remote and backward areas.



Overall position of Government schools in Ludhiana District is given in Table 10 below:

**Table 10: Showing the overall position Government schools**

Number of Schools	Total Numbers
Government Primary Schools	1018
Government Middle Schools	191
Government High Schools	189
Government Senior Secondary Schools	138

#### 4.2.1 Elementary Education

Ludhiana District has 1018 Government primary schools. Five<sup>4</sup> out of 19 blocks and 50 out of 227 Government primary schools in these blocks were selected for test check covering transactions for the period 2007-12.

#### 4.2.2 Sarva Shiksha Abhiyan

The Sarva Shiksha Abhiyan (SSA) is a comprehensive and integrated flagship programme of the GOI. The programme aims to provide education to attain Universal Elementary Education (UEE) in the country in a mission mode launched in partnership with the State Governments<sup>5</sup>.

The SSA Programme was launched in Punjab during year 2002-03 to provide elementary education with active participation of the local community. The District Education Officer (Elementary Education) cum-District Project Officer was responsible for the implementation of the scheme at the District level.

#### 4.2.3 Funding position

The position of details of funds allocated/approved by Project Approval Board, Ministry of Human Resources Development (GoI) and funds received and utilized at the District level during the period 2007-12 is given in Table 11 below:

**Table 11: Funding position of SSA**

(₹ in crore)					
Year	Approved Budget	Funds received	Expenditure	Funds refunded	Balance
2007-08	15.76	8.39	7.64	0.72	0.03
2008-09	17.00	12.47	11.25	0.14	1.08
2009-10	20.69	14.65	13.75	0.02	0.88
2010-11	26.60	16.52	11.82	0.00	4.70
2011-12	51.99	28.33	26.69	0.98	0.66
<b>Total</b>	<b>132.04</b>	<b>80.36</b>	<b>71.15</b>	<b>1.86</b>	<b>7.35</b>

(Source-Departmental figures)

The above table indicates that out of ₹ 80.36 crore, an expenditure of ₹ 71.15 crore was incurred on various components of the scheme.

<sup>4</sup> Khanna-II, Ludhiana-I, Ludhiana-II, Mangat-II and Samrala-II.

<sup>5</sup> Sharing pattern (GoI: State Government) 2007-09:- 65:35, 2009-10:- 60:40, 2010-12:- 65:35.

Thus, the non utilisation of the funds within the financial year adversely affected the implementation of the scheme as discussed in the subsequent paragraphs. The DEO stated (June 2012) that the main reasons for incurring less expenditure was non filling up the post of teachers and dispute at panchayat level/court cases etc.

#### 4.2.4 Decrease in Enrolment

Audit analysis of enrolment records of test checked primary schools revealed that there was overall decrease in enrolment by 24.75 *per cent* during 2011-12 as compared to 2007-08 as detailed in Table 12 below:

**Table 12: Category-wise enrolment of students in Class I to V in test checked units**

Year	Boys				Girls				Grand Total
	SC	BC	Gen.	Total	SC	BC	Gen.	Total	
2007-08	670	94	417	1181	594	57	358	1009	2190
2011-12	542	105	301	948	411	76	213	700	1648
Decrease	128	-11	116	233	183	-19	145	309	542
Percentage	19.10	-11.70	27.82	19.73	30.81	-33.33	40.50	30.62	24.75

(Source-Data collected from test checked schools)

The DEO (EE) during exit conference stated (January 2013) that the decrease in enrolment was due to immigration of migrant population, shortage of teaching staff and infrastructure and opening of private schools in close proximity.

#### 4.2.5 Non-enrolment of children

Out of total 595186 children in the age group of 6-14 years in the District, 437778 children were enrolled in the schools (Government as well as Private schools) and remaining 157408 children (26.45 *per cent*) were still out of schools during the period 2011-12. On this being pointed out, the Department stated (June 2012) that efforts were being made to enrol the children who were out of school.

### 4.3 Infrastructure

#### 4.3.1 Basic amenities

The minimum basic amenities should be made available in the schools to achieve the objectives of imparting of quality education. The position of basic amenities as of March 2012 in the 50 test checked schools were as under:

- 29 (58 *per cent*) schools had no proper sitting arrangement in class rooms.
- 20 (40 *per cent*) schools were without playground in the premises.
- 16 (32 *per cent*) schools had shortage of classrooms.



On this being pointed out, the Department stated (June 2012) that the basic infrastructure could not be provided to the schools due to non receipt of funds from the Government.

A few photographs of Government schools where no proper sitting arrangement was available to students are given below:



GPS Dhandran Block:Ludhiana 1 GPS 1A, Jail Road, Block: Ludhiana 2  
Dangerous building without roof and no sitting arrangement



(GPS Dhilwan Block Samrala II No sitting arrangement)

#### 4.3.2 Unsafe school buildings

Out of total 1018 primary schools in the District, 140 require major repairs of the classrooms. Further, in five schools<sup>6</sup>, classrooms were declared unsafe by PWD authorities. However, the schools/classes were still running in the unsafe buildings exposing the students to the risk. The District Education Officer (EE) stated (January 2013) that the grant was released for construction of additional class rooms. The reply was not tenable as no action has been taken for dismantling the unsafe buildings.

A Photograph of unsafe building of Government Primary School, Khanna 3 is given :

<sup>6</sup> (i) GPS Khanna-3, (ii) GPS Jallah, (iii) GPS ModelGram Ludhiana, (iv) GPS Khanna-5 and (v) GHS Kasabad.



(GPS, Khanna-3 Unsafe building)

#### 4.4 Manpower management

Deployment of adequate teaching and support staff is necessary for smooth running and improving the quality of education in the Government Schools.

##### 4.4.1 Shortage of teaching staff

As per norms for deployment of teachers in the Primary schools, the ideal pupil teacher ratio is 40:1. The position of teaching staff as of March 2012 at primary level in the District is given in Table 13 below:

**Table 13: Position of teaching staff sanctioned and in position**

Sr. No.	Category	Sanctioned posts	Person in position.	Vacancy (Percentage)
1	CHT(Centre Head Teacher)	89	54	35 (39.33)
2	HT(Head Teacher)	447	300	147 (32.89)
3	JBT	2691	1971	720 (26.76)
<b>Total</b>		<b>3227</b>	<b>2325</b>	<b>902 (27.95)</b>

(Source-Departmental figures)

It can be seen from the above table that against the sanctioned posts of 3227 teaching staff in the District, only 2325 posts were filled resulting in 27.95 *per cent* shortage of teaching staff, which led to the contribution to drop out ratio of 15.81 *per cent* at primary level as given in Table 14:



**Table 14: Drop out of students in primary classes in the test checked schools**

	Boys				Girls				Grand Total
	SC	BC	Gen.	Total	SC	BC	Gen.	Total	
Students enrolled in 1 <sup>st</sup> class during 2007-08	342	45	181	568	292	34	143	469	1037
Students appeared in 5 <sup>th</sup> class during 2011-12	277	57	144	478	247	36	112	395	873
Drop out	65	-12	37	90	45	-2	31	74	162
Percentage	19.01	-26.67	20.44	15.85	15.41	-5.88	21.68	15.78	15.81

(Source-data collected from test checked schools)

The Department stated (June 2012) that the posts would be filled up very shortly and the matter was under consideration. They further stated that the dropout rate was high due to immigration of migrant population, shortage of teaching staff, infrastructure and opening of private schools in villages.

## 4.5 Programme Implementation

### 4.5.1 Mid Day Meal Programme

The Government of India (GOI) launched (October 1995) the 'Scheme of National Programme of Nutritional support to Primary Education' also known as 'Mid Day Meal Programme'.

The main objectives of the programme are:

- to increase enrolment, retention and tone up the learning abilities of the students, especially of the children belonging to poor and down trodden sections of the society;
- to provide nutritious meal to the school going children to achieve the goal of healthy mind in healthy body; and
- to promote friendship and feeling of common brotherhood among the children belonging to different castes, colour and creed by providing meals to them together.

#### (i) Incomplete Kitchen Sheds

Audit scrutiny of records of Block Primary Education Officers revealed that in 87 primary schools, the kitchen sheds were not completed (June 2012) even after incurring an expenditure of ₹ 60000 per school as per details given in Table 15 below:

**Table 15: Details of incomplete kitchen sheds**

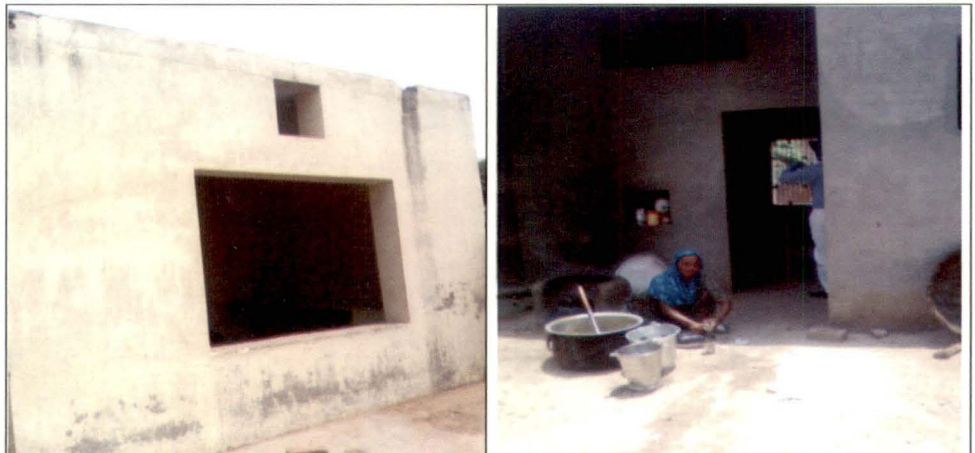
Sr. No.	Name of Block	Incomplete kitchen sheds of primary schools
1	Ludhiana-II	15
2	Mangat-II	3
3	Khanna-II	35
4	Samrala-II	34
<b>Total</b>		<b>87</b>

(Source-Data supplied by the BPEOs)

Photographs of incomplete kitchen sheds given below:



(Incomplete kitchen sheds in GPS Salaudi, Block: Samrala II)



(Incomplete kitchen sheds of GPS Bardhala and GPS Manaki in Block Samrala II)

In regard to non completion of incomplete kitchen shed, the Block Primary Education Officers stated (June 2012) that the funds were demanded to complete these kitchen sheds but no funds were received.

#### **4.5.2 Financial assistance to SC/BC students**

Various stipend schemes are being implemented by the State Government for reducing economic burden of the parents of SC/BC students and promoting education among them.

The position of funds demanded, allotted, expenditure incurred and students covered under the scheme are given in Table 16:



Table 16: Funding position of stipend schemes during 2007-12

(₹ in crore)

Sr. No.	Name of the scheme	Funds demanded	Budget allotted	Expenditure	Savings(-)/ Excess(+)	Total students to be covered	Actually covered students
1.	Attendance Scholarships	7.98	1.60	1.60	0.00	159569	72849
2.	Unclean occupation	0.15	0.07	0.06	(-)0.01	1460	584
3.	Denotified Tribes	0.02	0.02	0.01	(-)0.01	616	366
4.	Scholarships to OBC	3.65	0.00	0.00	0.00	48641	0.00
5.	Stipend to Minorities	7.46	0.46	0.22	(-)0.24	74550	2189
	<b>Total</b>	<b>19.26</b>	<b>2.15</b>	<b>1.89</b>	<b>(-)0.26</b>	<b>284836</b>	<b>75988</b>

(Source-Departmental figures)

Audit noticed that as against the total demand of funds of ₹ 19.26 crore to cover 284836 students, an amount of ₹ 2.15 crore (11.16 per cent) was allotted by the Director, Welfare of SCs/BCs, Punjab. Out of which ₹ 1.89 crore were disbursed to 75988 students leaving 208848 students (73.32 per cent) uncovered resulting in non-achievement of targets under stipend schemes during the period 2007-12.

On this being pointed out, the DEO (EE) stated (June 2012) that stipend could not be disbursed to all the students due to short receipt of funds from higher authorities.

## 4.6 Secondary Education

Secondary Education serves as a bridge between primary education and higher education. The vision of secondary education is to make available good quality education, accessible and affordable to all young generation.

Secondary education is being imparted in the District through 518 Government schools (189-High schools, 138- Senior Secondary schools, 191-Middle schools) imparting education from classes VI to XII standard. The District Education Officer (Secondary Education) is the controlling Officer at the District level for implementing the schemes of educational development.

### 4.6.1 Decrease in Enrolment

The overall enrolment out of test checked 37 Government schools (Middle: 15, High: 10, Senior Secondary: 12) decreased in 12 Government schools by 18.03 per cent during 2007-12 as given in the Table 17:

Table 17: Position of enrolment in test checked schools

Year	Category Boys				Category Girls				Grand Total
	SC	BC	General	Total	SC	BC	General	Total	
2007-08	907	301	559	1767	527	140	317	984	2751
2011-12	814	288	455	1557	374	136	188	698	2255
Decrease	93	13	104	210	153	4	129	286	496
Percentage	10.25	4.32	18.60	11.88	29.03	2.86	40.69	29.07	18.03

(Source-Data collected from test checked schools)

It is evident from the above table that:

- There was overall decrease in enrolment in test checked schools by 18.03 per cent and in case of girls it was still higher at 29.07 per cent.
- The decrease in enrolment case of girls (general category) was highest of 40.69 per cent.

On this being pointed out, the DEO (SE) stated (June 2012) that the decrease was mainly due to opening of private schools, shortage of infrastructure and teaching staff in Government schools.

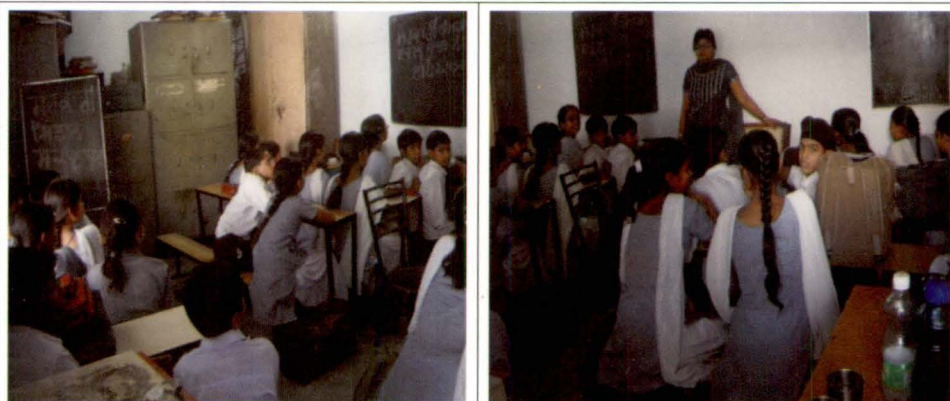
#### 4.6.2 Infrastructure

The position of basic amenities in respect of test checked 37 schools was as under:

- 24 ( 65 per cent) schools had no proper sitting arrangement.
- 16 (43 per cent) schools were without playground.
- 16 (43 per cent) schools had shortage of classroom.
- 10 (27 per cent) schools were without boundary wall.

On being pointed out, the DEO (SE) admitted the facts and stated (June 2012) that efforts were being made to provide the infrastructure in Government schools.

Photographs showing the shortage of class rooms are given below:



(GMS Kucha No.16, Ludhiana City where classes (VI, VII and VIII) are running in a single classroom-cum-office)



### 4.6.3 Functioning of the schools in unsafe building

Proper and safe infrastructure is the basic requirement for smooth functioning of schools and for providing quality education. The buildings of ten Government High/Senior Secondary Schools of the District had been declared unsafe by the PWD Authorities, but the classes were still being run from the unsafe buildings exposing the students to the risk.

The DEO (SE) stated (June 2012) that action would be taken to repair unsafe buildings very shortly, after receiving the grants from the higher authorities.

### 4.6.4 Shortage of teaching staff

Audit scrutiny of the records of DEO (SE), Ludhiana revealed that there were large scale of vacancies in teaching staff as of March 2012 as per details given in Table 18 below:

**Table 18: Position of Manpower**

Sr. No.	Name of cadre	Sanctioned posts	Men in position	Shortage	Percentage
1.	Head Master/Principal	343	160	183	53
2.	Lecturer	934	610	324	35
3.	Master cadre	5505	4721	784	14
	<b>Total</b>	<b>6782</b>	<b>5491</b>	<b>1291</b>	

(Source-Departmental figures)

The analysis of Table 18 revealed that the shortage was maximum in Head Master/Principal cadre (53 *per cent*). The shortage of teaching staff ranged between 14 and 35 *per cent* in other cadres which contributed to student's poor results in Board classes as given below:

- (i) Total no. of 15434 students appeared in X Board examination during March 2011 out of which only 9050 students (58.64 *per cent*) were declared pass which was much less than total pass percentage of State as a whole which was 65.96 *per cent*.
- (ii) The performance of students of Affiliated (Private) Schools of X Board examination was 64.84 *per cent* which was higher than that of Government Schools by 6.20 *per cent*.

The DEO (SE) stated (June 2012) that efforts were being made to fill up the posts by the Department and the main reasons for low results was due to shortage of staff in Government schools.

## 4.7 Programme Implementation

### 4.7.1 Non-disbursement of stipends

To encourage the students for enrolment in Government schools, stipends/scholarships are being given by the State Government. The details of

stipends funds demanded, allotted, expenditure and coverage of students during 2007-12 is given in Table 19 below:

**Table 19: Budget allotment, expenditure and coverage of students under stipend schemes**

(₹ in crore)

Sr. No.	Name of the scheme	Funds demanded	Budget allotted	Expenditure	Savings/ Excess	Planned students	Actually covered students
1	Special Grants to SC Girls	0.29	0.07	0.03	(-)0.04	8061	2203
2.	SC Brilliant Students	0.10	0.05	0.02	(-)0.03	1026	226
3.	Post Matric Scheme OBC	0.84	0.15	0.05	(-)0.10	8517	2365
4.	Post Matric SC students	5.95	0.69	0.69	00	25863	11322
5.	Stipend to student of unclean occupation	0.13	0.06	0.05	(-)0.008	891	438
	<b>Grand Total</b>	<b>7.31</b>	<b>1.02</b>	<b>0.84</b>	<b>0.18</b>	<b>44358</b>	<b>16554</b>

(Source-Departmental figures)

An amount of ₹ 1.02 crore were allotted (13.95 *per cent*) by the Director, Welfare of SCs/BCs, Punjab against the total demand of stipend funds of ₹ 7.31 crore and ₹ 0.84 crore were disbursed to 44358 students leaving 27804 students (62.68 *per cent*) uncovered resulting in denial of financial assistance and non achievement of set targets under the schemes. The DEO (SE) Ludhiana stated (June 2012), that all the beneficiaries could not be covered due to non receipt of grant from Punjab Government.

#### 4.7.2 Non-achievement of targets of vocational education

The National Policy of Education stipulated that 25 *per cent* of the students out of the total enrolment in 11 and 12 classes are required to be trained in various vocational courses at the secondary level. The details of total number of students required to be trained, actually trained and the shortfall during the period 2007-12 is given in Table 20.

**Table 20: Details of targets and achievements under vocational education programme**

Year	Total number of students in the district	Target (25 <i>per cent</i> )	Achievement	Shortfall	Percentage of shortfall
2007-08	42536	10634	2425	8209	77.20
2008-09	47329	11832	2761	9071	76.66
2009-10	42127	10532	2744	7788	73.95
2010-11	42668	10667	2617	8050	75.47
2011-12	44388	11097	3345	7752	69.86
<b>Grand Total</b>	<b>219048</b>	<b>54762</b>	<b>13892</b>	<b>40870</b>	<b>74.63</b>

(Source-Departmental figures)

Against the target of 54762 students to be trained during the period 2007-12, only 13892 students were trained resulting in shortfall of 40870 students (74.63 *per cent*). Thus, the objective of vocational training which is essential for skill development was not achieved. On this being pointed out, the DEO



(SE) stated (June 2012) that the target could not be achieved due to non receipt of funds for basic infrastructure/shortage of vocational teachers.

### **Recommendations**

The Government/ District Administration may consider to:

- *release funds in time and ensure their utilization effectively.*
- *deploy adequate teaching staff for increasing the effectiveness of the scheme.*
- *provide basic infrastructure/amenities such as class rooms, furniture, safe buildings on priority.*

### **4.8 Mahatma Gandhi National Rural Employment Guarantee Scheme**

The National Rural Employment Guarantee Act, 2005 (NREGA) was enforced (April 2008) in the District, and was renamed (October, 2009) as “The Mahatma Gandhi National Rural Employment Guarantee Act” (MGNREGA). The basic objective of the scheme is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work.

#### **• District Perspective Plan**

As per guidelines of Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), the District Perspective Plan (DPP) is intended to facilitate advance planning and to provide a development perspective plan for the District. The aim is to identify the types of MGNREGS work that should be encouraged in the District, and the potential linkages between these works and long-term employment generation and sustained development.

Audit scrutiny of records revealed that for the preparation of DPP a sum of ₹ 10 lakh was received (November 2007) but the same was not prepared. In the absence of approved DPP, sustained development were not identified in a proper manner. This resulted in unplanned execution of work on adhoc basis. On this being pointed out, the ADC (Dev) intimated (January 2013) that the DPP is under preparation.

#### **• Funding pattern**

Under MGNREGS, total expenditure is shared in the ratio 90:10 by GOI and State Government. The year wise position of funds received by the DRDA and utilization thereagainst during 2008-12 is given in Table 21:

Table 21 : The position of funds received and utilized under MGNREGS during 2008-12

(₹ in crore)

Year	Opening Balance	Funds received		Other receipts	Total	Funds utilized	Unspent balance (percentage)
		Centre	State				
2008-09	3.55*	1.73	Nil	0.05	5.33	0.77	4.56 (86)
2009-10	4.56	1.93	0.10	0.06	6.65	4.58	2.07 (31)
2010-11	2.07	10.09	0.86	0.12	13.14	9.23	3.91 (30)
2011-12	3.91	7.18	1.22	0.14	12.45	10.98	1.47 (12)
<b>Total</b>		<b>20.93</b>	<b>2.18</b>	<b>0.37</b>		<b>25.56</b>	

(Source-Additional Dy. Commissioner Development)

\*Includes ₹2.38 crore left unspent under SGRY Scheme and ₹10 lakh for PP.

The position of funds received and utilized in the three<sup>7</sup> test checked blocks during the period 2008-12 is given in Table 22 below:

Table 22: Position of funds received /utilized and unspent balances in the selected blocks

(₹ in crore)

Year	Opening balance	Funds received	Other Misc. receipts	Total	Funds utilized	Unspent balance
2008-09	0.20	1.16	0.0032	1.36	0.08	1.28
2009-10	1.28	0.21	0.0090	1.50	1.21	0.29
2010-11	0.29	2.85	0.0147	3.16	2.66	0.50
2011-12	0.50	2.14	0.0227	2.66	2.41	0.25
<b>Total</b>		<b>6.36</b>	<b>0.0496</b>		<b>6.36</b>	

(Source-Block Development Officer of respective Block)

Utilization of funds has shown improvement during 2011-12 the District and in selected blocks, which is a healthy trend.

### • Employment Generation under MGNREGS

The position of job card holders registered, those who demanded employment and those who were provided employment in the District during 2008-12 is given in Table 23 below:

Table 23: Position of Job card holders registered/employment demanded/provided

Year	Registered during the year	Total number of registered	Who demanded and provided job	Who completed 100 days job	Percentage of shortfall who demanded but not provided 100 days job
2008-09	30836	30836	851	49	94.24
2009-10	9554	40390	7188	244	96.60
2010-11	13180	53570	16777	380	97.73
2011-12	6091	59661	16611	521	96.86

(Source-Departmental figures)

The shortfall in providing guaranteed 100 days wage employment to job card holders who demanded employment ranged from 94.24 per cent to 97.73 per cent. This shows lack of adequate efforts on the part of the implementing agencies for ensuring effective implementation of the scheme.

<sup>7</sup> Khanna, Ludhiana-II, Samrala.



On this being pointed out, the Department stated (January 2013) that the employment provided was on the basis of demand made by the job card holders.

#### 4.8.1 Non –creation of durable assets

Under the MGNREGS guidelines, creation of durable assets and strengthening the livelihood resource base of the rural poor is an important objective of the scheme.

As per monthly progress report of the DRDA on performance of assets created under the MGNREGS during the year 2008-12, mainly two types of work i.e. Renovation of traditional water bodies (desilting of ponds) and Rural Connectivity (filling of earth on berms) were undertaken for generation of employment in the District. An amount of ₹ 23.40 crore was spent on 2979 works under the MGNREGS during 2008-12 and major portion of expenditure of ₹ 17.00 crore (73 *per cent*) was incurred on renovation of ponds (₹ 12.54 crore) and road connectivity (₹ 4.46 crore). The creation of durable assets for strengthening livelihood of rural poor was not ensured as most of the executed works relates to repair of ponds and road connectivity.

On this being pointed out, the ADC (D) stated (January 2013) that the works were being executed under the MGNREGS according to the priority fixed by the Gram Sabha members and GP. The reply was not acceptable as only those New/Additional works are permitted which leads to creation of durable assets, as per MGNREGS guidelines

#### 4.8.2 Manpower Support

The State Government was to appoint a full time dedicated Officer as Project Officer (PO) at block level for effective implementation of the scheme. Gram Rozgar Sewak (GRS) at GP level was to look after all the MGNREGS works and maintain records and one Technical Assistant (TA) for every 10 GPs was meant for preparation of estimates, supervision and measurement of work etc. Audit noticed the following irregularities:

- a) Against the requirement of 322 GRS in three test checked blocks, there were only 37 GRS during 2008-12 which severely affected maintenance of basic records of the scheme.
- b) Against the requirement of 32 TA required in three test checked blocks, there were only 5 TA which affected the preparation of estimates, supervision and measurement of works in GPs.

On this being pointed out, the BDOs stated that efforts would be made to deploy the required manpower.

#### 4.8.3 Inspection and Monitoring

The procedure for monitoring and reporting include hundred per cent inspection of work by block level, ten *per cent* by district level and two *per cent* by State level officials. The Vigilance and Monitoring

Committees (VMCs) consisting of members of SCs/STs and women, were to monitor the progress and quality of work in progress.

Audit scrutiny of records revealed the following:

- State level inspections were not carried out in test checked GPs.
- District level officers carried out inspections of only 148 works (4.96 per cent) out of 2979 works executed during 2008-12.
- Three test checked blocks carried out 634 works during 2008-12 and Block Level Officers inspected all the works but no inspection notes were prepared. In the absence of non maintenance of record of inspection, Audit could not ascertain the corrective follow up action recommended in the inspection notes.

On this being pointed out, the Block Development Programme Officers assured future compliance in this regard.

### **Recommendations**

The Government/ District Administration may consider to:

- *ensure participation of inhabitants at Block and Panchayat level to take benefits of MGNREGS.*
- *create durable assets useful for the community to achieve the objective of the scheme.*

## **4.9 Water Supply and Sanitation**

Availability and access to potable drinking water is one of the most crucial factor involving serious health concerns in rural areas. Water Supply and Sanitation Department (WSS) is responsible for providing safe drinking water in adequate quantity to rural habitations on sustainable basis. The Accelerated Rural Water Supply Programme (ARWSP) under which 385 schemes and National Agriculture Bank for Rural Development (NABARD) Assisted Schemes (121) were implemented during 2007-12 in Ludhiana District by four<sup>8</sup> Executive Engineers (EE), out of which 41 ARWSP Schemes and one NABARD scheme was incomplete. Under the ARWSP there was excess expenditure of ₹ 0.90 crore during the period 2007 to 2012.

The position of funds received and expenditure incurred under ARWSP and NABARD is given in Table 24:

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<sup>8</sup> (i) Executive Engineer Water Supply and Sanitation Division No. I Ludhiana, (ii) Executive Engineer Water Supply and Sanitation Division No. II Ludhiana, (iii) Executive Engineer Water Supply and Sanitation Division No. III Ludhiana and (iv) Executive Engineer Water Supply and Sanitation Division Khanna.



**Table 24: Financial Position of the funds received and under ARWSP and NABARD***(₹ in crore)*

Year	Funds Received		Expenditure	
	ARWSP	NABARD	ARWSP	NABARD
2007-08	15.57	4.94	13.89	6.52
2008-09	8.15	3.78	6.47	5.80
2009-10	16.07	3.63	17.95	0.46
2010-11	13.04	0.21	15.48	0.11
2011-12	13.47	0.32	13.41	-0.003
<b>Total</b>	<b>66.30</b>	<b>12.88</b>	<b>67.20</b>	<b>12.887</b>

*(Source: Departmental Data)*

On being pointed out, the reasons for excess expenditure under the ARWSP Schemes the Department stated (January 2013) that during execution of work the material through stock was supplied as and when needed and expenditure under these heads was incurred from other funds due to shortage of funds and urgency of work.

#### **4.9.1 Short realization of Government revenue on account of Connection Fee**

The Secretary to the GOP, Department of Water Supply and Sanitation (WS&S) issued instructions (July 2010) to the Chief Engineers to reduce the connection fee of ₹ 1000 and ₹ 500 chargeable from the general and BPL/Schedule Caste categories to ₹ 500 and ₹ 250 respectively under the Centrally Sponsored Schemes and the NABARD Aided Water Supply Schemes. The rates were to be reduced from 16 July 2010.

Audit scrutiny of records of WS&S Divisions Khanna and Ludhiana-I revealed that these divisions released 2679 water connections (1365 number General Category and 1314 number BPL Scheduled Caste Category) and collected ₹ 1011000 (₹ 817000 and ₹194000) by charging connection fee @ ₹ 500 and ₹ 250 from consumers of General Category/BPL or Scheduled Caste Category during 24 February 2010 to 15 July 2010 when the old rates were applicable. This led to short realization of Government revenue of ₹ 10.11 lakh.

On this being pointed out the Executive Engineer, Water Supply and Sanitation Division, Khanna stated (May 2012) that the connection fee @ ₹ 500 and @ ₹ 250 instead of @ ₹ 1000 and @ ₹ 500 per connection has been ordered to be realized in monthly meetings of the respective Secretary of the department. The Executive Engineer, Water Supply and Sanitation Division No. I Ludhiana stated that a meeting was held under the Chairmanship of Secretary, Water Supply and Sanitation Department, Punjab on 9 February 2010 and decision regarding reduction of connection fee was taken and conveyed to the Division and Sub Divisions on 18 February 2010. The reply was not acceptable as the notification for charging the reduced rate of connection fee was effective from 16 July 2010.

#### **4.9.2 Outstanding recovery of water charges**

The user charges on account of supply of potable drinking water to the public were to be collected regularly to facilitate payment of electricity bills and maintenance of water supply schemes.

Audit scrutiny of records of two divisions (Water Supply and Sanitation Division Ludhiana-I and Khanna) revealed that despite issue of instructions (September 2010) by the Chief Engineer (Central) WSS Department, Patiala to all the EEs to take immediate action to recover the arrears of water charges, no steps were taken by the field offices to recover the same. The amount recoverable of ₹ 1.02 crore in March 2007 rose to ₹ 2.62 crore as of March 2012.

During exit conference, the EE, Ludhiana-I and EE, Khanna stated (January 2013) that efforts were being made to recover the outstanding amount.

#### **4.9.3 Delay in completion of work**

The GOP undertook (July 2006) a mission for providing sewerage system alongwith sewage treatment and safe disposal of waste in 1500 villages of the State in the first phase, under the Small Bore Sewerage scheme. In Ludhiana District, 23 villages were to be covered under this scheme.

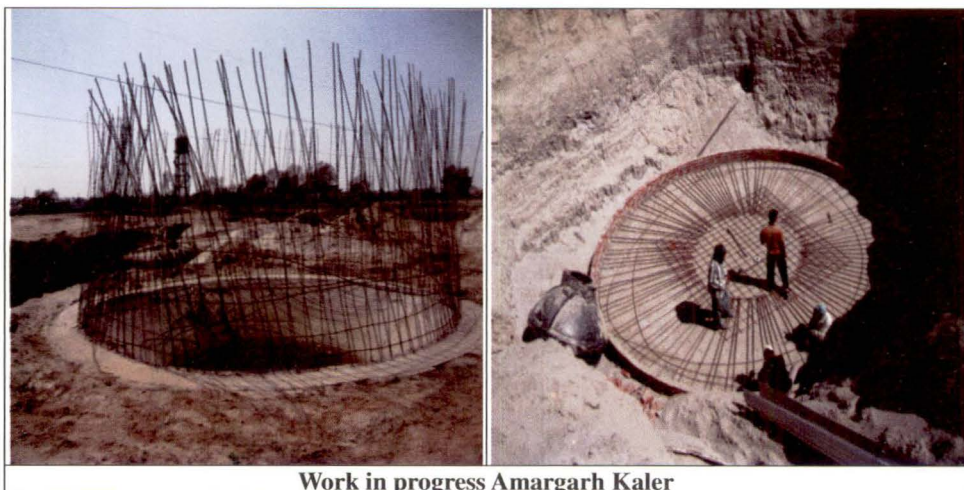
Audit scrutiny of records of Executive Engineer, Panchayati Raj Division, Ludhiana, revealed that the work of 23 villages was allotted (July 2006) to a contractor at an estimated cost of ₹ 33.19 crore to be completed within six months (January 2007) which was subsequently extended upto June 2009. It was further noticed that in eight villages, the work was in progress and in the remaining 15 villages could not be started due to non receipt of beneficiary share. When the work was in progress, the horizontal type Linear Low Density Polythene (LLDP) intercepting tanks installed by the contractor were damaged due to the earth pressure. The work was stopped in March 2007 and the Chief Secretary decided (September 2007) to replace the LLDP intercepting tank with masonry tanks. The rescheduled work was to be completed by February 2011 but was not completed as of January 2013 despite incurring an expenditure of ₹ 9.26 crore and depriving the beneficiaries of the intended benefits of small bore sewerage system in the villages.

Moreover, as per scheme guidelines 10 *per cent* contribution of the estimated cost of the work, in each village was to be deposited by the concerned Gram Panchayat before the execution of the work. An amount of ₹ 3.32 crore (10 *per cent* of ₹ 33.19 crore) was required to be got deposited before taking up the work for execution, but ₹ 40 lakh only was received from the concerned Gram Panchayats and balance amount of ₹ 2.92 crore was yet to be deposited.

On this being pointed out, the Executive Engineer stated (June 2012) that efforts were being made by the department to collect the balance amount of the contribution. However, the Department did not explain about delay in re-start and completion of work.



### Photographs showing the position of incomplete work of small bore sewerage



Work in progress Amargarh Kaler

### Recommendations

The Government/ District Administration may consider to:

- *have an effective and proper mechanism in place to ensure collection of user charges efficiently.*
- *complete the remaining work of sewage system alongwith sewage treatment and safe disposal of waste.*

## 4.10 Social Security and Women and Child Development

### Old Age Pension and National Family Benefit scheme

With a view to provide social security to old and infirm persons, the State Government introduced the scheme of Old Age Pension (OAP) in 1968. The scheme was admissible to the men and women who are at age of 65 years and 60 years respectively having monthly income of less than ₹ 500 and where both husband and wife are beneficiaries their monthly income should not be more than ₹ 750 and have the domicile of Punjab. These financial norms have been revised to ₹ 1000 and ₹ 1500 respectively on 15 July 1997. The rate of pension is ₹ 250 per month.

The following persons are ineligible for pension:-

- (i) A person or his/her children are sales tax assessees.
- (ii) A person whose son/sons are class-I or II Gazetted Officers or equivalent post or in Government/private service drawing salary of ₹ 4,000 and above.
- (iii) A person whose son/sons are Doctors, Chartered Accountants, Income Tax/Financial and Administrative consultants, Dental Surgeons, Engineers, Contractors etc. or same nature of job; and
- (iv) A person whose son/sons are income tax assessees.

The funds provided by the Government of Punjab through Punjab Social Security Funds which was created (January 2005) by imposing five *per cent*

extra duty on electricity bills and enhancing three *per cent* Stamp duty for registration in urban area.

The District Social Security Officer (DSSO) is responsible to implement of the schemes at district level.

#### 4.10.1 State Government Funded Schemes:

##### Old age pension

The position of funds provided under the old age pension and pension paid during the year 2007-12 is given in Table 25 below:

**Table 25: Funds provided and pension paid under OAP Scheme**

(₹ in crore)

Year	Funds provided	Pension paid
2007-08	31.97	31.62
2008-09	34.18	33.99
2009-10	33.08	33.08
2010-11	34.83	34.83
2011-12	39.95	39.56
<b>Total</b>	<b>174.01</b>	<b>173.08</b>

(Source: Departmental Figures)

#### 4.10.2 Implementation of scheme

##### Payment to ineligible persons

(a) The Punjab Government directed (October 2008) all the Deputy Commissioners to conduct verification of old age pension cases. On verification of old age pension cases, it was noticed that out of 54,746 cases, 906 ineligible pensioners were detected by the department on account of excess income, excess holding of land, son/husband in service and not residing in village. The Director, Social Security and Women and Child Development, Punjab issued (June 2010) instructions to all the District Social Security Officers to stop the payment of pension to all ineligible pensioners and to recover the amount of excess pension paid along with interest. As the beneficiaries were not satisfied with the verification conducted by the Department, the Council of Ministers ordered (September, 2010) re-verification of beneficiaries and not to stop the pension of any person. During re-verification, only 326 pensioners out of 906 were found ineligible (May 2011) and the Government stopped (July 2012) the pension of ineligible pensioners.

Audit scrutiny of records revealed that even after verification conducted by the Department, old age pension was given to another 69 ineligible persons on the above mentioned grounds resulting in irregular payment of ₹ 7.64 lakh during April 2007 to March 2012. On this being pointed out, the Departmental authorities admitted the facts (January 2013).

(b) Audit scrutiny of records of CDPO (Urban)-I, Child Development and Project Officer-I, II & III, Ludhiana revealed that in 111 cases, pensions were



sanctioned by the concerned SDM to ineligible persons. Thus, ineffective control and failure of the Department to scrutinize applications properly resulted in irregular payment of ₹ 11.45 lakh to ineligible persons during April 2007 to March 2012. On this being pointed out, the Department stated (January 2013) that the necessary verification was being conducted by the concerned CDPO.

#### 4.10.3 Verification of old age pension cases

The GOP directed (December 2008) all the Deputy Commissioners that verification should be conducted at a common place in the presence and signature of responsible persons such as Nambardar, Panch, Sarpanch etc. in the rural area and Municipal Councillor in urban area by the officer/official having appropriate knowledge of old age policy/rules and the name and designation of verifying officer was to be recorded in the verification form.

Audit scrutiny of records revealed that verification reports were accepted by Department on the basis of report of land record by the Patwari. The details of income of the beneficiary, son's income and name and designation of official conducting verification and signatures of responsible persons was not found recorded in the verification reports. In 297 cases of the Ludhiana-I, II & Pakhowal blocks proper verification was not conducted as per laid procedure and pension was paid to ineligible persons.

On this being pointed out, the Department stated (January 2013) that verification is being conducted by the concerned CDPO. The reply was not acceptable as the verification of forms for deciding the eligibility of the beneficiaries was a pre-requisite for the payment of the pension and the payment to ineligible beneficiary could not be ruled out.

#### 4.10.4 Non-payment of pension

After approval of old age pension by the SDM in urban areas, PLA number is allotted to the applicants and sanction letter is issued for opening of joint bank account by CDPO. List of eligible persons alongwith identity cards is submitted to the DSSO for disbursement. Non issue of sanctions by the DSSO/CDPO without assigning any reason may deprive the eligible persons from receipt of pension.

Audit scrutiny of records of the CDPO-I, II & III (urban), it was noticed that PLA account number (details given below) were allotted during 2007-12 to the various applicants by the CDPO but no sanction letter was issued to the eligible persons as given in Table 26 below:

**Table 26: Position of sanctioned cases as on March 2012**

Sl. No.	Name of block	No. of sanctioned cases
1	CDPO(Urban)-I	3216
2	CDPO-II	1738
3	CDPO-III	1696
	<b>Total</b>	<b>6650</b>

(Source-Departmental data)

Thus, neither any joint bank account was opened nor were these cases reported to the sanctioning authority for further action which denied the benefit of pension to eligible applicants. On this being pointed out, Department stated (January 2013) that bank accounts were being opened by the concerned CDPO through Supervisors and Anganwari workers. The reply is not acceptable as no sanction letter to the eligible persons was issued.

#### 4.11 Central Government Funded Schemes

##### Financial position

The funds provided and utilized under Indira Gandhi National Old Age Pension Scheme (IGNOAP) and National Family Benefit Scheme (NFBS) during 2007-12 are shown in Table 27 below:

Table 27: Funds provided and pension and pension disbursed

(₹ in crore)

Year	Funds provided		Funds utilized	
	IGNOAP	NFBS	IGNOAP	NFBS
2007-08	1.12	0.10	1.12	0.10
2008-09	3.04	0.16	3.04	0.16
2009-10	4.28	0.34	4.28	0.34
2010-11	5.71	0.10	5.71	0.10
2011-12	2.40	0.04	2.39	Nil
<b>Total</b>	<b>16.55</b>	<b>0.74</b>	<b>16.54</b>	<b>0.70</b>

(Source : Departmental figures)

##### 4.11.1 Irregular payment of pension to Non-BPL

(a) The GOI introduced 'National Old Age Pension scheme' (NOAPS) on 15 August, 1995 renamed (November 2007) as Indira Gandhi National Old Age Pension scheme for Below Poverty Line (BPL) persons having age of 65 years till March 2011 and 60 years thereafter. The amount of pension is ₹ 200 per month for applicants aged 60-79 and ₹ 500 per month (w.e.f. April 2011) for applicants aged above 80 years.

Audit scrutiny of the records of the DSSO, Ludhiana revealed that in 3166 cases, pension under IGNOAP scheme were disbursed to the non BPL families in contravention of the instructions issued by the GOI resulting in irregular payment of old age pension amounting to ₹ 2.40 crore during 2007-12. On this being pointed out, the Department stated (July 2012) that now NOAP is being sanctioned to only BPL beneficiaries. However, the fact remains that pension was paid to non-BPL beneficiaries during 2007-12 in contravention of the instructions of the GOI.

#### 4.12 National Family Benefit Scheme

##### Irregular payment under the scheme

Under the National Family Benefit Scheme (NFBS) (introduced in August 1995), one time assistance of ₹ 10,000 was to be provided to BPL households on the death of primary breadwinner of the family, if he/she died between the age of 18 and 65 years.



Audit scrutiny of records of the DSSO revealed that benefit of the scheme was allowed to 695 non-BPL households during the period April 2007 to March 2012 and an amount of ₹ 69.50 lakh was disbursed.

On this being pointed out, Department stated (January 2013) that the benefit was given as per instructions issued (September 1995) by the GOP. The reply is not acceptable as the payment made to non-BPL households was in contravention of the instructions of the GOI and GOP was not authorised to change the existing guidelines.

### **Recommendations**

The State Government/ District Administration may consider to:

- *strengthen the physical verification system to weed out ineligible beneficiaries under the scheme.*
- *issue sanction letters after approval of pension to the applicants timely.*
- *provide assistance to eligible beneficiary under National Family Benefit Scheme.*





# **Chapter-5**

## **Economic Services**





#### Developmental schemes/activities

The GoI envisaged a participative planning process for the overall development of the Districts. The 74<sup>th</sup> amendment to the Constitution of India mandated the establishment of the DPC for consolidating the plans prepared by the Panchayats and Municipalities in the District and to prepare the draft development plans for the Districts as a whole. 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 and no work was to be taken up unless it formed part of the AAP. Audit findings in regard to District Development Agencies and other schemes are discussed in the succeeding paragraphs:

#### 5.1 District Rural Development Agency

##### Role and Function of the DRDA

Each district has its own DRDA which is the main organ at district level to oversee the implementation of various anti poverty programmes. It is responsible for planning and coordination with various agencies i.e. governmental, non-governmental, technical and financial for successful programme implementation, enabling the community and rural poor to participate in the decision making process, overseeing the implementation of various programme to ensure adherence to guidelines, quality, economy and efficiency of the expenditure and reporting to the concerned authorities at prescribed intervals.

#### 5.2 Financial Management and Accounting Framework

The funds are allocated to the District Rural Development Agency (DRDA) by the Central and State Government for various developmental activities. The DRDA releases the funds to the Zila Parishad, Blocks and other executing agencies (GPs and beneficiaries), based on the approved allocation for individual schemes for implementation of various socio-economic programmes.

#### 5.3 Irregular opening of bank accounts

As per general guidelines on accounting system of the DRDA, principle of one bank account for each scheme must be followed by the DRDA. Second bank account for the same scheme could only be opened with the approval of the State Secretary (RD). Multiplicity of bank accounts for one scheme was not permissible. Audit observed that in the DRDA, (Ludhiana), an amount of ₹ 4.95 crore was lying in 100 bank accounts as on March 2012. On this being pointed out, the ADC (D) Ludhiana intimated that out of 100 bank accounts,

23 accounts have been closed, 25 bank accounts are Dormant accounts, 10 bank accounts are inactive accounts, 18 bank accounts are invalid or do not pertain to their office and presently 24 banks accounts are active accounts. It was further intimated in exit conference (January 2013) that efforts were being made to close un-necessary bank accounts and balances lying in accounts would also be remitted/refunded to the concerned funding agency.

#### **5.4 Embezzlement of Government money**

The GOI, Ministry of Rural Development, prescribed the accounting procedure for the funds released for various schemes implemented through the DRDA. The funds are transferred by the Project Director to the respective scheme's account and the Drawing and Disbursing Officer (DDO) is to ensure one account for one scheme, proper maintenance of Cash Book, reconciliation with Banks and cheques exceeding one lakh are signed both by the Project Director as well as Executive Director.

Audit scrutiny of records of the DRDA, Ludhiana for the period 2007-12 revealed irregularities such as opening of multiple bank accounts and non reviewing of accounts of closed schemes led to embezzlement of ₹ 1.23 crore by the officials entrusted with the job allegedly by forging signatures of the ADC (D) as detailed below:

##### **5.4.1 Indira Awas Yojna**

Under IAY Scheme, an amount of ₹ 166.30 lakh and ₹ 6.33 lakh for the period 2008-09 was transferred by the GOI to DRDA, Ludhiana account No.10011613091 of the State Bank of India, Ludhiana on 23 and 24 March, 2009 respectively. The amount of ₹ 166.30 lakh were transferred on 26 March 2009 to the account No.12390 (already opened for IAY Scheme) of Punjab & Sindh Bank, Ludhiana and ₹ 31,70,305 was withdrawn from account by self cheques issued during 6 October 2009 to 5 March 2010 by Junior Assistant and one contractual employee, which were not entered in the cash book. Further, an amount of ₹ 1,66,29,600 was transferred from the account No.12390 on 5 March 2010 to account No.2407 opened with the same bank by the Junior Assistant and another contract employee. A sum of ₹ 49,52,145 was drawn from account No.2407 by self cheques between 5 May 2010 and 27 August 2010. The amount drawn through cheques was not entered in the cash book and no supporting vouchers were available. Thus, a total sum of ₹ 81,22,450 was fraudulently withdrawn by both the officials against whom an FIR was lodged on 9 September 2010 by the Department. A sum of ₹ 19,77,000 was deposited in Account No.2407 on 7 September 2010 leaving a balance of ₹ 61,45,450 recoverable from both the officials.

On this being pointed out, the Department stated (May 2012) that sanction was being obtained from the higher authorities for transferring the remaining funds of IAY Scheme to CEO, Zila Parishad, Ludhiana. So far as recovery of embezzled amount was concerned, the FIR was lodged against prima facie guilty employees and matter was in the Court. Final decision of the court is awaited (January 2013).



### 5.4.2 Total Literacy Campaign

Under Total Literacy Campaign in District Ludhiana, funds of ₹ 42.79 lakh were received (February, 2006) from the GOP and deposited in the Account No. 30365 of Indian Overseas Bank, Ludhiana. No funds were withdrawn from this account till June 2009. Account was closed on 26 September 2009 by transferring the balance of ₹ 48,03,802 to Account No. 397001 on 30 June 2009 in Punjab National Bank, Ludhiana. An amount of ₹ 3700207 was withdrawn from the Bank through cheques during 14 July 2009 to 16 August 2010 by issuing the cheques in the name of contractual employee under forged signature of the ADC (D). Against this irregular withdrawal, the ADC (D) Ludhiana lodged an FIR on 20 September 2010 with the Police. Due to non production of supporting vouchers and relevant documents, the amount so drawn could not be verified in audit. Thus, the non exercise of effective Internal checks/controls over Cash and Bank transactions by DDO led to fraudulent withdrawals from Bank of ₹ 37 lakh.

On being asked (May 2012) regarding the reasons/circumstances for non-utilization of the funds of ₹ 42.79 lakh received in February 2006 from the GOP and its retention for more than four years, the Department stated (May 2012) that due to non-evaluation of TLC and non-approval of next project Puran Literacy Campaign (PLC), the funds could not be utilized. Further, an amount of ₹ 18.72 lakh was lying unspent under Total Literacy Campaign. Regarding unspent balance, Department stated that the matter was being taken up with State Government.

Similarly under other schemes an amount of ₹ 24.40 lakh was embezzled by forging signatures of ADC (D) on self drawn cheques and without making entries in the cash book as given in Table 28 below:

**Table 28: The details of amount embezzled by forged signatures of ADC (D)**

Sr. No.	Name of Scheme	Amount (in ₹ )	Name of Bank and A/C No.
1	D.R.D.A. (Administration)	703223	OBC, Ludhiana 00692151006316
2	Development of women and Children in Rural Area	208500	OBC, Ludhiana 00692151006323
3	Development of women and Children in Rural Area	10000	OBC Miller Ganj 00692191004136
4	Development of women and Children in Rural Area	110950	SBI, Ludhiana 100011613921
5	DRDA (Main)	228950	SBI, Ludhiana 100011613091
6	DRDA (Main)	303138	UCO Bank, Ludhiana 07650100016182
7	National Child Labour Project	213500	OBC, Ludhiana 024020110008484
8	Special Central Assistance	563019	OBC, Ludhiana No. 11093
9	SCA (Computer Training)	99000	Receipt not deposited.
	<b>Total</b>	<b>2440280</b>	

(Source: Departmental records)

The absence of accountability and weak Internal Control Mechanism in the Department led to embezzlement of Government funds.

On this being pointed out, the ADC (D) stated (September 2012) that the cash book and accounts of all the schemes were being maintained by the Junior Assistant and another contract employee who fraudulently opened the bank accounts and embezzled the amount by transferring the amount to other account through self cheques. Further, in the exit conference (January 2013) the Department stated that FIR has been lodged against the concerned employees and the case is pending in the Court.

### 5.5 “Development of Women and Children in Rural Area” Scheme

With the launching of “Swaranjayanti Gram Swarozgar Yojna” (SGSY) with effect from April, 1999, the earlier programme “Development of Women and Children in Rural Area” (DWCRA) remained no longer in operation since April, 1999. As per guidelines of SGSY Scheme the un-spent balances as on 1 April 1999 of the said scheme were to be pooled under the head SGSY and utilized as per guidelines.

During scrutiny of records, Audit noticed that an amount of ₹ 30.70 lakh was lying since 1999 in the different banks under DWCRA Scheme as detailed in Table 29, resulting in the blockade of funds:

**Table 29 : Showing the details of blocked funds**

Sr.No.	Name of Bank	Account No.	Balance as on 31 March 2012 (in ₹ )
1.	State Bank of India, New Court Ludhiana	10011613921	2896821
2.	State Bank of Patiala, Miller Ganj, Ludhiana	65037602262	106985
3.	Oriental Bank of Commerce, Miller Ganj, Ludhiana	00692151006323	28132
4.	Vijay Bank, Mata Rani Chowk, Ludhiana	750301010013246	17639
5.	Punjab National Bank, Bharat Nagar Chowk, Ludhiana	0765000106684131	20155
	<b>Total</b>		<b>3069732</b>

(Source: Departmental records)

On this being pointed out, (May 2012) Department stated (May 2012) that the clarification was sought from the Joint Development Commissioner, IRD, Punjab Mohali regarding the merger of unspent balance of DWCRA scheme into SGSY Scheme. This shows a casual approach on the part of the Department in handling the schemes as well as the un-spent balances with the department.

### 5.6 Non-functioning of Accounts Wing

The Accounts wing of DRDA (Administration) was to be headed by a Senior Accounts Officer either on deputation basis or by engaging the services of Chartered Accountant. Audit however, noticed that in violation of the guidelines, no regular personnel was engaged to head the wing. The



Department (January 2013) stated that the accounts wing would be operated shortly.

### Recommendations

The Government/ District Administration may consider to:

- *ensure reconciliation of Bank Accounts to rule out the chances of any misappropriation of funds.*
- *strengthen Accounts Wing to ensure effective control over accounting system.*

## 5.7 Member of Parliament Local Area Development Scheme

The Member of Parliament Local Area Development Scheme (MPLAD) is a plan scheme fully funded by the GOI. Annual entitlement of each Member of Parliament (MP) under MPLAD is ₹ two crore, Ludhiana Parliamentary Constituency covers the entire District. The scheme is implemented by the Panchayati Raj Institutions, (PRI) etc. under the overall supervision of Deputy Economic and Statistical Advisor to the GOP, Ludhiana.

### 5.7.1 Financial Position

The position of funds received and utilized under MPLAD scheme during 2007-12 is given in Table 30 below:

**Table 30: Showing the funds received and utilized under MPLAD Scheme**

(₹ in crore)									
Year	Opening balance	Funds received from GOI	Interest accrued	Funds received on distribution**	Total funds available	Funds utilised		Total funds utilized	Closing balance
						SC	Others		
2007-08	0.14	3.00*	0.05	0.24	3.43	0.08	2.16	2.24	1.19
2008-09	1.19	2.00	0.06	Nil	3.25	0.14	2.54	2.68	0.57
2009-10	0.57	2.00	0.03	Nil	2.60	0.04	0.61	0.65	1.95
2010-11	1.95	1.00	0.01	-0.15**	2.81	0.03	2.00	2.03	0.78
2011-12	0.78	3.50***	0.08	Nil	4.36	0.02	1.34	1.36	3.00
Total		11.50	0.23	0.09		0.31	8.65	8.96	

(Source-Dy. Economic and Statistical Advisor)

### 5.7.2 Status of works executed

The position of works recommended, sanctioned and completed for BPL, SC/Non -SC categories under MPLAD is given in Table 31:

\* Rupee one crore pertains to the year 2005-06.

\*\* Minus figure of funds received on distribution is due to transfer of funds to District Sangrur, Gurdaspur and Tarn Taran.

\*\*\* Rupee one crore pertains to the year 2010-11.

Table 31: Physical and financial status of works under MPLAD Scheme during 2007-12

(₹ in crore)

Year	Total no. of Works recommended with cost (SC)		No. of Works sanctioned with cost (SC)		No. of Works completed with cost (SC)		No. of Works not completed		
	Number (SC)	Cost (SC)	Number (SC)	Cost (SC)	Number (SC)	Cost (SC)	Number	Expenditure Incurred	Expenditure to be Incurred
2007-08	130 (9)	1.81 (0.08)	181 (9)	2.28 (0.08)	172 (09)	2.19 (0.08)	9 (NIL)	0.05 (NIL)	0.04 (NIL)
2008-09	194 (12)	2.29 (0.16)	210 (12)	2.77 (0.16)	203 (10)	2.68 (0.14)	7 (2)	0.02 (NIL)	0.07 (0.02)
2009-10	49 (2)	0.98 (0.04)	36 (2)	0.69 (0.04)	26 (02)	0.54 (0.04)	10 (NIL)	0.11 (NIL)	0.04 (NIL)
2010-11	199 (28)	3.08 (0.30)	161 (28)	2.55 (0.30)	48 (2)	0.72 (0.03)	113 (26)	1.31 (NIL)	0.52 (0.27)
2011-12	152 (31)	3.58 (0.45)	151 (31)	3.11 (0.45)	3 (1)	0.06 (0.02)	148 (30)	1.30 (NIL)	1.75 (0.43)
<b>Total</b>	<b>724 (82)</b>	<b>11.74 (1.03)</b>	<b>739 (82)</b>	<b>11.40 (1.03)</b>	<b>452 (24)</b>	<b>6.19 (0.31)</b>	<b>287 (58)</b>	<b>2.79 (Nil)</b>	<b>2.42 (0.71)</b>

(Source-District Statistical Office)

### Audit Findings

Audit scrutiny of records of MPLAD scheme disclosed the following deficiencies:

#### 5.7.3 Delay in completion of work

As per Para 3.13 of MPLAD guidelines, the time limit for completion of the work should not exceed one year. The DC accords sanction and administrative approval after assessing the feasibility of the schemes proposed/recommended by the Hon'ble MP. The 724 works (estimated cost ₹ 11.74 crore) were recommended by the Hon'ble MP during 2007-12, 739 works (estimated cost ₹ 11.40 crore) were sanctioned by the DC Ludhiana to be completed within one year of sanction.

The 452 works were completed during 2007-12 at the cost of ₹ 6.19 crore and 287 works on which ₹ 2.79 crore were incurred/released to the executing agencies remained incomplete for the period ranging between one to five years. A amount of ₹ 2.42 crore was required for completion of these 287 incomplete works as per the estimated cost approved by the competent authority and inspite of having sufficient balance of ₹ 3 crore, the works were not completed which shows the casual approach of the Department towards the implementation of the scheme, resulting in blockade of funds and denial of benefits to the beneficiaries. On this being pointed out, the Department stated (January 2013) that the efforts are being made to complete the works, but no reasons for non-completion of works within stipulated time limit were given.

#### 5.7.4 Non-enforcement of provisions for the development

The guidelines of MPLAD Scheme provide that the MP would recommend 15 per cent and 7.5 per cent of funds released under the scheme every year for areas inhabited by SC population and ST population respectively and if any constituency does not have ST population, then these funds may be utilized for SCs.



Audit noticed that in absence of ST population in the Ludhiana Parliamentary Constituency, ₹ 2.36 crore was required to be incurred on SC population during 2007-12 from the available funds of ₹ 10.50 crore but the district authorities recommended/sanctioned only 82 works valuing ₹ 1.03 crore for SC population. It was further noticed that only 24 works valuing ₹ 31.00 lakh (3 per cent against the required 22.50 per cent of the total funds available) were completed as of March 2012 and the remaining amount of ₹ 2.05 crore were lying unspent.

On this being pointed out, the Department stated (January 2013) that the efforts would be made to achieve the targets. In rural areas, funds for SC populated area are sanctioned separately but in urban localities there is no specific area of SC population.

### 5.7.5 Discrepancies in Implementation

The following discrepancies were noticed during implementation of the MPLAD scheme:

- The asset registers were not maintained by the Deputy Economic Statistical Advisor to the GOP, Ludhiana.
- The District authorities were responsible to inspect every year 10 per cent of the work executed but no such inspections were conducted by the District authority during 2007-12.
- District authority had not obtained the completion reports of 452 work completed during 2007-12, as required.
- The time limit prescribed for completion of work was one year, whereas 139 works valuing ₹ 2.16 crore taken up during 2007-11 were lying incomplete as of March 2012.
- As per financial rules every DDO is required to reconcile monthly figures of each cash book and bank statement. Audit, however, noticed that there was difference of ₹ 46.13 lakh in Cash Book and bank statement as on March 2012, which requires immediate attention.

On this being pointed out, the Department stated (January 2013) that needful would be done.

### Recommendation

The Government/ District Administration may consider to:

- *adopt a coordinated approach with the executing agencies to ensure that the planned works are completed within the stipulated time frame.*

## 5.8 Punjab Pollution Control Board

The Punjab Pollution Control Board (Board) was constituted (July 1975) after the enactment of Water (Prevention and Control of Pollution) Act, 1974 with the aim to preserve the wholesomeness of water.

The Water (Prevention and Control of Pollution) Act, 1974, The Water (Prevention and Control of Pollution) Cess Act, 1977 and The Air (Prevention and Control of Pollution) Act, 1981 have been adopted by the GOP to control environmental pollution in the State.

Ludhiana has emerged as the most vibrant and important business centre of the State. It is the biggest city in Punjab, both in terms of area and population and is an industrial hub of State of Punjab having all categories of industries. The predominant industries operating in the District are electroplating and dyeing units having high pollution potential. There are 42184 industries operating in the District, out of which 145 are large and medium scale industries and 42039 small scale industries.

### 5.8.1 Water Pollution

The Cumulative Environmental Pollution Index (Index) of water pollution in Ludhiana District was 63.0 in 2011 against the score of 60. The Index had not been calculated during the period from April 2006 to April 2009. One of the major factors contributing to the high Index level is insufficient common treatment facilities for industrial effluent and inadequate common treatment facility for domestic effluent as well as discharge of untreated waste water by the non-point sources<sup>1</sup>.

### 5.8.2 Domestic water pollution

The primary reason for domestic water pollution is the common conveyance system for the domestic as well as the industrial effluent In Ludhiana District, the sewage requires treatment before its discharge into Budha Nallah/River Satluj for which 55 Sewage Treatment Plants (STPs) were required to be installed by the Municipal Corporation/Municipal Committees/other bodies against which only 41 sewage treatment plants were installed in the District. The quality of water of Satluj in respect of Bio Oxygen Demand (BOD), Dissolved Oxygen (DO), Chemical Oxygen Demand (COD) and total coli upstream Ludhiana City and downstream as on July 2012 is given Table 32 below:

Table 32: Showing the quality of deteriorated water of river Sutlej

Sr No.	Name of Station	BOD Mg/l	DO Mg/l	COD Mg/l	T.Coli MPN/ml
1	Sutlej Upstream Budha Nallah	1.6	6.8	12	3000
2.	Sutlej at 100 mts Downstream Budha Nallah Confluence Ludhiana	14	4.2	44	110000

(Source Departmental figure)

The deteriorated level of Satluj water clearly indicates that the BOD, DO, COD and total coli level increased drastically after leaving Ludhiana City for which no steps were taken by the concerned Departments to control water pollution.

<sup>1</sup> Non-point source pollution refers to pollution from diffuse sources, affects a water body from sources such as run off from agricultural areas draining into river.



On this being pointed out, the Senior Environmental Engineer (SEE) stated (August 2012) that the local bodies falling under the jurisdiction of District Ludhiana are required to install 13 STP, out of which three STP were installed in Ludhiana. Whereas, the installation of STPs in other bodies, Educational Institutions, Hotels is concerned, 38 such organizations had installed STP against the identified 42. The remaining 14 STP have not been installed so far. The reply does not contain the justification for non-installation of remaining 14 STP for which no time frame has been fixed.

### 5.8.3 Air pollution

The main sources of air pollution are the industrial units manufacturing plants. The Air polluting industries in District, which are using fossil/bio-mass as fuel and emitting the pollutants, besides emitting process/fugitive emissions. Burning of straws by the farmers and frequent use of diesel generator sets due to erratic power supply by various industries/organizations/households have further added to air pollution. Further, 781 air pollution units were working without the consent of the Board as discussed in Paragraph number 5.8.5.

### 5.8.4 Periodical inspections of Industries

In terms of Water (Prevention and Control of Pollution) Act, 1974 and as per instructions of the board, the large and medium industries of red category<sup>2</sup> were required to be visited by the field staff at least once in twelve and six months till February 2010 and thereafter, two times and four times in a year respectively.

Audit scrutiny of records revealed that periodical inspections were not carried out as per norms prescribed by the Board and there was shortfall of 16 per cent to 77 per cent in periodical inspections of industries during the period 2007-12.

On this being pointed out, the SEE (January 2013) stated due to shortage of staff required visits/targets of inspection could not be achieved.

### 5.8.5 Grant of consent to establish and operate the industry

As per the provisions defined in of policy guidelines (February 2010) regarding categorization of industries and procedure for consent management, the Board was required to grant consent to establish/operate industries.

Audit observed that out of 1943 water polluting industrial units identified during 2007-12, only 1679 (86.41 per cent) industrial units had been granted the requisite consent. Similarly, out of 2578 air polluting industrial units identified, only 1797 units (69.71 per cent) had been granted the consent to establish industrial units which indicated establishment of 264 water polluted units and 781 air polluted industrial units without obtaining consent from the Board. On this being pointed out, the Department stated (January 2013) that there was not much pendency of consent cases with the Department and the consent cases were being dealt in a time bound manner.

<sup>2</sup> Red category –Highly polluting industries.

### **Recommendations**

The Government/District Administration may consider to:

- *carry out periodical inspection of industries as per prescribed norms.*
- *take appropriate action against the persons/organizations violating the provisions of the Act, rules, orders, directions, etc.*



# **Chapter-6**

## **General Services**







## Chapter-6

### General Services

#### 6.1 Police Service

The District is divided into three Police Districts viz Police Commissioner Ludhiana, Police District Khanna and Police District, Ludhiana (Rural) Headquarter at Jagraon. Out of three Police Districts, the office of Commissioner of Police, Ludhiana was selected for District Centric Audit. The Police Commissioner at Ludhiana entrusted with the task of preventing and detecting crime and maintenance of law and order in the police district is assisted by the one Commissioner of Police (CP), One Deputy Commissioner of Police (DCP), Seven Assistant Deputy Commissioner of Police (ADCP), Nine Assistant Commissioner of Police (ACP), 51 Inspector (I), 64 Sub Inspectors (SI) and other subordinate staff with 29 Police Stations, two Crime Investigation Agency (CIA) staff office in the Police district as on March 2012.

##### 6.1.1 Manpower

The position of sanctioned strength and men in position for all levels of the force as of April 2007 and March 2012 is given in Table 33 below:

**Table 33 Showing the sanction strength and men-in-position**

Rank	Position as on 01-04-2007			Position as on 31-03-2012		
	Post sanctioned	Men in position	Surplus(+) Shortage(-)	Post sanctioned	Men in position	Surplus(+) Shortage (-)
C.P.	-	-	-	1	1	-
D.C.P.	1	1	-	1	1	-
A.D.C.P.	4	4	-	5	7	+2
A.C.P.	12	11	-1	11	9	-2
Inspector	17	19	+2	49	51	+2
Sub Inspector	54	49	-5	92	64	-28
ASIs	189	188	-1	319	198	-121
HCs	508	508	-	769	579	-190
Cs	2385	2200	-185	3524	2537	-987
<b>Total</b>	<b>3170</b>	<b>2980</b>	<b>-190</b>	<b>4771</b>	<b>3447</b>	<b>-1324</b>

(Source : Departmental figures)

The table shows a dismal position of the Department in having adequate staff to meet the growing challenges. The shortage in the cadre of Head Constable and Constable had increased from zero and 185 in March 2007 to 190 and 987

in March 2012 respectively. The shortage of manpower has negative impact on the overall functioning of the Police Department.

On this being pointed out, the Department stated (October 2012) that the matter had already been taken up with the Headquarters office for fulfilment of vacancies.

### 6.1.2 Crime trend

The incidence of crime is an indicator of Performance of police force posted there. Police District Ludhiana crime rate was 116.28 per lakh against the State crime rate of 185.10 during 2011-12 which was better than the State crime rate.

### 6.1.3 Inspection of Police Stations

Punjab Police Rule 1934 Volume-III provides that every Police Station and police post in the District should be thoroughly inspected twice a year by a Gazetted Officer and once in a year by the SSP.

Audit noticed that against the required 157 inspections during 2007-12, the inspections actually carried out by Gazetted Officer were 127 (81 *per cent*) and the SSP had not conducted even a single inspection.

On being pointed out, the Commissioner of Police, Ludhiana stated (October 2012) that the non-conducting of required inspections was due to overload of work and VIP duty and other allotted duties.

### 6.1.4 Police Infrastructure

The position of availability of infrastructure against the minimum requirement in the District as on 01 April 2007 and 31 March 2012 is given in Table 34 below:

**Table 34 : Position of availability of infrastructure against minimum requirement**

Type of Building	Position as on 01 April 2007		Position as on 31 March 2012		Shortfall (Percentage)
	Requirement	Availability	Requirement	Availability	
Police Stations	9	5	29	16	13 (45)
Police Out Posts	-	-	-	-	-
Barracks	03	03(Condemn)	07	06 03(Condemn)	01(14)
Lower Subordinate Quarter	-	-	-	-	-
Upper Subordinate Quarter	48	48	1207	1207	-

(Source : Departmental figures)



From the above table, it is clear that the police infrastructure was not available in the District as per Bureau of Police Research and Development norms as shortage of infrastructure of Police Stations existed in the District. Against the requirement of 29 Police Station, the availability was 16 (55 *per cent*). The reasons for shortage of infrastructure, though called for (November 2012) were not intimated as of January 2013.

### **6.1.5 Partial installation of Police Telecommunication**

Police Telecommunication (POLNET) is a satellite based integrated network for advance police telecommunication in the country so as to facilitate direct *Thana to Thana* dial-up connectivity throughout the State and country. POLNET system was installed at 22 Police Stations and one at Headquarters during 2006-07. Audit observed that the POLNET system installed at 3 Police Stations (PS-Focal Point, PS-GRP and Headquarter) went out of order during 2007, which are still lying out of order (October, 2012). The Department stated that at the time of installation, there were only 22 Police Stations during 2007 in the police District, Ludhiana and the system was installed accordingly. The numbers of Police Stations were increased from 22 to 29 during 2010. However, no systems were received for newly formed Police Stations.

### **Recommendation**

The Government/ District Administration may consider to:

- *ensure adequate police staff and provide infrastructure to the District Police to increase its efficiency and effectiveness.*

## **6.2 e-Governance**

e-Governance is a tool to achieve better governance by use of information and Communication Technology. In May 2006, the GoI approved the National e-Governance Plan (NeGP) to make all Government services accessible to common man in his locality, through common service delivery outlets 'SUWIDHA'. Deputy Commissioner was responsible for its implementation at District and Sub Division levels through District Sukhmani Societies for Citizen Services (SSCS).

Audit findings on the implementation of e-Governance in the District are given below:

### **6.2.1 Services provided by SUWIDHA Centre**

SUWIDHA centre was set up to facilitate the citizens to submit applications/requests for services on a single counter by filling application forms for delivery of services from the same counter so that the citizens do not have to visit the various departments/offices. Before introducing a new service at SUWIDHA centre, approval of the Punjab State e-Governance Society is required.

Audit scrutiny of records of the SUWIDHA Centre, revealed that out of the 24 services which were envisaged to be provided at SUWIDHA Centre, only 15 services were being provided by SUWIDHA Centre. The Department while accepting the audit point stated (January 2013) that matter has already been taken up with higher authorities.

### **6.2.2 Non transfer of facilitation charges**

As per consolidated guidelines (Financial), it was provided that the District societies must ensure transfer of 15 *per cent* of facilitation charges from all the SUWIDHA Centres in the District to the Punjab State e-Governance Society (PSEGS) on monthly basis for the operation and management of cost of State Level IT resources.

Audit scrutiny of the records of SUWIDHA Centre revealed that facilitation charges were not transferred to the Punjab State e-Governance Society regularly on monthly basis. The facilitation charges payable as per consolidated balance sheet for the year 2010-11 were ₹ 37.79 lakh.

On this being pointed out, the Department stated that the facilitation charges for last two years could not be paid to Punjab State e-Governance Society due to shortage of funds. The fact, thus remains that the facilitation charges were not being transferred to Punjab State e-Governance Society on monthly basis as per provision of existing guidelines.

### **Recommendation:**

The Government/ District Administration may consider to:

- *provide all the envisaged services through SUWIDHA Centres.*

### **Conclusion**

It is observed that holistic perspective and integrated annual action plans based on a structured process after obtaining inputs from Blocks, GPs and other stakeholders for a more realistic assessment of developmental needs of the District were delayed. Even the required numbers of DPC meetings were not held to review/monitor the progress of implementation of the schemes. Mission activities suffered due to non-conducting of household and facility survey in time, provision of inadequate infrastructure, under-utilization of existing infrastructure, basic health care facilities and shortage of manpower. Majority of health centres in rural areas were functioning without labour rooms, operation theatres, blood storage units etc. Some of health centres were under-utilized due to non-posting of sufficient staff. This has resulted in poor proportion of Government institutional deliveries and improper implementation of NPCB programme. There was decrease in enrolment of students of primary classes in the test checked schools of the District during the period 2007-12 which was due to shortage of teaching staff in the schools and shortage of basic amenities. Basic infrastructure such as classrooms, boundary walls, play grounds and sitting arrangements was not available in most of the test checked schools of the District. The work providing sewage



system alongwith sewage treatment and safe disposal of waste in the eight villages is in progress and in the remaining 15 villages work was not started due to non receipt of beneficiaries' shares. Verification of the eligible persons for grant of pension under old age pension scheme and other financial assistance was not proper.

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.



(AMANDEEP CHATHA)  
Accountant General (Audit), Punjab

CHANDIGARH  
The 14 MAR 2013

Countersigned



(VINOD RAI)  
Comptroller and Auditor General of India

NEW DELHI  
The 15 MAR 2013

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## **Appendices**





## Appendix-1.1

(Refer paragraph 1, page v)

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

Statistical information	District	State (As a whole)
Area of the district	3767 sq. Kms	50362 sq km
Population (Total)	34.88 lakh	2.77 crore
Population-(Male)	18.66 lakh	1.46 crore
Population-(Female)	16.22 lakh	1.31 crore
Sex ratio	869/1000	893/1000
Literacy rate ( <i>per cent</i> )	82.50	76.70
Literacy-male ( <i>per cent</i> )	86.30	81.50
Literacy-Female ( <i>per cent</i> )	78.20	71.30

(Source : Director of Census Operations, Punjab)

## Appendix-1.2

(Refer paragraph 1 page v)

### Statistics of Human Resource Development Infrastructure and other information

<b>Medical facilities and available infrastructure</b>	Chief Medical Officer, Ludhiana is responsible for providing health-care services to the people of the district through a network of one District Hospital, four Sub Divisional Hospitals, nine Community Health Centers (CHCs), 33 Primary Health Centres (PHCs) and 265 sub-centres (SCs).
<b>Education Facilities</b>	There are 1018 Government primary schools, 191 middle schools, 189 high schools, 138 Senior secondary schools and five degree colleges set up by the Government.
<b>Municipal Committees</b>	Six (Doraha, Jagroan, Payal, Raikot, Samrala and Khanna)
<b>Topography and soils</b>	<p>The topography of the District is typical representative of an Alluvial plain, it owes its origin to the aggravation work of the Sutlej River. The alluvium deposited by the river has been worked over by the wind which gave rise to a number of small dunes and sand mounds. Most of these dunes have been levelled by the brave hard working agriculturists of the district.</p> <p>The District can be divided into :</p> <ol style="list-style-type: none"> <li>1. The flood plain of the Sutlej</li> <li>2. The up land plain</li> </ol> <p>The variations in soil profile characteristics are much more pronounced because of the regional climatic differences. The soil of this zone has developed under semi-arid condition. The soil is sandy loam to clayey with normal reaction (pH from 7.8 to 8.5).</p>
<b>Climate</b>	The climate of Ludhiana district can be classified as tropical, hot and semi-arid which is mainly dry with very hot summer and cold winter except during monsoon season when moist air of oceanic origin penetrate into the district. There are four seasons in a year. The hot weather season starts from mid March to last week of the June followed by the south west monsoon which lasts up to September. The transition period from September to November forms the post-monsoon season. The winter season starts late in November and remains up to first week of March.



	The normal annual rainfall of the district is 680 mm which is unevenly distributed over the area in 34 days. The south west monsoon, sets in from last week of June and withdraws in end of September, contributed about 78 <i>per cent</i> of annual rainfall. July and August are the wettest months. Rest 22 <i>per cent</i> rainfall is received during non-monsoon period in the wake of western disturbances and thunder storms. Generally rainfall in the district increases from southwest to northeast.
<b>Cropping pattern</b>	The weather conditions in the district being sub tropical, multiple cropping has been successful. Paddy and wheat are the main crops while as cotton and sugarcane are also grown in different pockets of the district.
<b>Main river</b>	Sutlej river.
<b>Main crops</b>	Wheat, Paddy, Sugarcane and Maize.
<b>Livestock</b>	Cows, buffaloes, oxen and poultry.

1. The first of the three is the  
second one, the third one is the  
third one, the fourth one is the  
fourth one, the fifth one is the





## Glossary of Abbreviations

Abbreviations	Expanded form
<b>AA</b>	Administrative Approval
<b>AAP</b>	Annual Action Plan
<b>ARWSP</b>	Accelerated Rural Water Supply Programme
<b>BDPO</b>	Block Development and Panchayat Officer
<b>BPEO</b>	Block Primary Education officer
<b>BPL</b>	Below Poverty Line
<b>CEO</b>	Chief Executive Officer
<b>CHC</b>	Community Health Centre
<b>DEO</b>	District Education Officer
<b>DHS</b>	District Health Society
<b>DPC</b>	District Planning Committee
<b>DRDA</b>	District Rural Development Agency
<b>EE</b>	Elementary Education
<b>GOI</b>	Government of India
<b>GP</b>	Gram Panchayat
<b>IMR</b>	Infant Mortality Rate
<b>IPHS</b>	Indian Public Health Standards
<b>JSY</b>	Janani Suraksha Yojana
<b>NRHM</b>	National Rural Health Mission
<b>MO</b>	Medical Officer
<b>PHC</b>	Primary Health Centre
<b>PO</b>	Project Officer
<b>PRI</b>	Panchayati Raj Institution
<b>PWD</b>	Public Works Department
<b>RCH</b>	Reproductive and Child Health
<b>SC</b>	Sub Centre
<b>SC</b>	Schedule Caste
<b>SDM</b>	Sub-Divisional Magistrate
<b>SGRY</b>	Swarnajayanti Gram Rozgar Yojana
<b>SSA</b>	Sarva Shiksha Abhiyan
<b>ST</b>	Schedule Tribe
<b>UEE</b>	Universal Elementary Education





## **Glossary of Abbreviations**