

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 Panchayati 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.*