

Chapter-1 : Executive Summary

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

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

District Planning Committee and District Plan

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

(Paragraph 3.1)

Recommendation

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

Financial Management

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

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

(Paragraphs 3.2 and 3.2.1)

Recommendation

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

Social Services

National Rural Health Mission (NRHM)

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

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

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

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

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

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

(Paragraphs 4.1.1 to 4.1.5.3)

Recommendations

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

Education

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

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

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

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

(Paragraphs 4.2 to 4.2.2)

Recommendations

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

Integrated Child Development Services

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

(Paragraphs 4.3 to 4.3.2)

Recommendation

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

Social Security Pension Scheme

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

(Paragraph 4.4)

Recommendation

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

Water Supply

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

(Paragraph 4.5)

Recommendation

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

Sanitation and Sewerage

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

(Paragraph 4.6)

Recommendation

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

Economic Services

Infrastructure-Transportation and Road connectivity

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

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

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

(Paragraphs 5.1 and 5.1.1)

Schemes for other developmental activities

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

(Paragraphs 5.2.1 to 5.2.6)

Recommendation

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

Employment Generation

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

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

(Paragraph 5.3.2)

Recommendation

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

Energy

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

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

(Paragraph 5.4)

Recommendation

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

Calamity Relief Fund Scheme

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

(Paragraph 5.5)

Recommendation

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

General Services

e-Governance-Sugam Centres

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

(Paragraph 6.1)

Law and Order

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

(Paragraph 6.2)

Recommendation

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

Human Resource Management, Internal Control and Monitoring

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

(Paragraphs 7.1 to 7.3)

Recommendation

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

Conclusion

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

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

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

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