

AUDIT REPORT ON THE ACCOUNTS OF DISTRICT GOVERNMENT DIR LOWER

AUDIT YEAR 2013-14

AUDITOR GENERAL OF PAKISTAN

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ABBREVIATIONS AND ACRONYMS

AP Advance Para

CSR Composite Schedule of Rate
CTR Central Treasury Rules
C & W Communication & Works

DAC Departmental Accounts Committee
DCO District Coordination Officer
DDO Drawing & Disbursing Officer

DEMIS District Education Management Information

System

DG Director General

DHO District Health Officer
DTL Drug Testing Laboratory
EDO Executive District Officer

E&SE Elementary and Secondary Education

EMIS Education Management Information System

FY Financial Year

GFR General Financial Rules

LGO Local Government Ordinance MCC Medicines Coordination Cell

MFDAC Memorandum for DAC
MS Medical Superintendent
PHE Public Health Engineering
PAC Public Accounts Committee
PAO Principal Accounting Officer
PTC Parent Teacher Council

PESCO Peshawar Electric Supply Company

RDA Regional Directorate of Audit

WSS Water Supply Schemes
ZAC Zilla Accounts Committee

ZC Zilla Council

Preface

Articles 169 &170 of the Constitution of the Islamic Republic of Pakistan, 1973 read with Sections 8 and 12 of the Auditor General's (Functions, Powers and Terms and Conditions of Service) Ordinance, 2001, Section-115 of the Khyber Pakhtunkhwa Local Government Ordinance, 2001 (as amended) and Section 168 of Local Government Act 2012 require the Auditor General of Pakistan to conduct audit of the receipts and expenditure of District Fund and Public Account of District Government.

The report is based on audit of the accounts of various offices of District Government, Dir Lower for the financial year 2011-12 & 2012-13. The Director General Audit, District Governments, Khyber Pakhtunkhwa conducted audit during 2012-13 & 2013-14 on test check basis with a view to reporting significant findings to the stakeholders.

Audit findings indicate the need for adherence to the regularity framework besides instituting and strengthening internal controls to avoid recurrence of similar violations and irregularities.

The observations included in this Report have been finalized in the light of written responses of the Departments and discussions in the DAC meetings.

The Audit Report is submitted to the Governor of Khyber Pakhtunkhwa in pursuance of Article 171 of the Constitution of the Islamic Republic of Pakistan, 1973 read with Section 115 of Khyber Pakhtunkhwa Local Government Ordinance, 2001 (as amended), for causing to be laid before the Provincial Assembly of Khyber Pakhtunkhwa.

Islamabad (Muhammad Akhtar Buland Rana)
Dated: Auditor General of Pakistan

EXECUTIVE SUMMARY

The Director General District Governments Audit, Khyber Pakhtunkhwa carries out the audit of 25 District Governments. Regional Directorate of Audit (RDA), Swat, on behalf of the DG District Governments Audit, Khyber Pakhtunkhwa carries out the audit of five District Governments namely Swat, Chitral, Dir Upper, Dir Lower and Shangla, respectively. This Regional Directorate has a human resource of 10 officers and staff, a total of 3,030 man days. The annual budget amounting to Rs 12.550 million was allocated to this office during 2012-13. The office is mandated to conduct regularity (financial attest audit and compliance with authority audit) and performance audit of programmes/projects.

District Government, Dir Lower conducts its operations under Khyber Pakhtunkhwa Local Government Ordinance, 2001 (as amended) and Local Government Act 2012. It comprises one Principal Accounting Officer (PAO) covering seven groups of offices i.e. Finance & Planning, Revenue, Works & Services, Education, Health, Community Development and Agriculture. Financial provisions of the Ordinance describe the Government as District Local Fund and Public Account for which Annual Budget Statement is authorized by the District Nazim/Administrator in the form of budgetary grants.

Administratively, District Dir Lower is subdivided into two Tehsils namely, Timargara and Samarbagh. District Administration comprises of Zilla Nazim/District Administrator and District Coordination Officer.

a. Audit Objectives

Audit was conducted with the objectives to ensure that:

- 1. Moneys shown as expenditure in the accounts were authorized for the purpose for which they were spent.
- 2. Expenditure incurred was in conformity with the law, rules and regulations framed to regulate the procedure for expending the public money.
- 3. Every item of expenditure was incurred with the approval of the competent authority in the Government for expending the public money.

- 4. Public money was not wasted.
- 5. The assessment, collection and allocation of revenue were done in accordance with the law and there was no leakage of revenue which legally should come to Government.

b. Audit Methodology

Audit was carried out against the standards of financial governance provided under various provisions of the Khyber Pakhtunkhwa LGO,2001 (as amended), GFR Vol-I, II, Delegation of Financial Powers and other relevant overriding laws, which govern the propriety of utilization of the financial resources of the District Government in accordance with the regularity framework provided by the relevant laws.

The selection of the audit formations i.e. DDOs was made keeping in view the significance and risk assessment, samples were selected after prioritizing risk areas by determining significance and risk associated with identified key controls. Sample size selected in the audited formations ranged between 15% to 30%.

c. Expenditure audited

Total expenditure of the District Government Dir Lower for the financial year 2012-13, was Rs4,109.824 million covering one PAO and 124 formations. Out of this RDA, Swat audited an expenditure of Rs3,632.691 million which, in terms of percentage, was 88.39% of auditable expenditure. Five formations were planned in Audit Plan and 100% achievement against the planned activities was made.

d. Receipts audited

The receipts of District Dir Lower for the financial year 2012-13, were Rs11.506 million. Out of this, RDA Swat audited receipt of Rs9.205 million which, in terms of percentage, was 80 % of auditable receipts.

e. Recoveries at the instance of audit

Recovery of Rs124.063 million was pointed out during the audit. Recovery of Rs278,900 was effected till the finalization of this report. Out of the total recoveries pointed out, Rs14.726 million was not in the notice of the executive before audit.

f. Desk Audit

The audit year 2012-13 witnessed intensive application of desk audit techniques in RDA. This was facilitated through internet and review of permanent files which helped auditors in understanding the systems, procedures, environment, and the audited entity before starting field activity. Desk Audit greatly facilitated in the identification of high risk areas for substantive testing in the field.

g. Changes in Rules, Practices and Systems

On pointation of audit, the management of the District Government agreed to conduct physical verification of the government assets. The management also agreed to deposit various government dues into government treasury. Audit stressed upon reconciliation of receipts and expenditure with the respective accounts office to which they agreed.

h. Key audit findings of the report;

- i. Irregularity/ non compliance of rules of Rs 149.574 million was noted in nine cases.¹
- ii. Internal control weaknesses of Rs116.235 million was noted in four cases.²

² 1.2.4.1,1.2.4.2,1.2.4.3 & 1.2.4.4

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 $^{^{1}}$ 1.2.3.1, 1.2.3.2,1.2.3.3,1.2.3.4,1.2.3.5,1.2.3.6,1.2.3.7,1.2.3.8 & 1.2.3.9

Minor irregularities/weaknesses pointed out during the audit are being pursued separately with the authorities concerned, as detailed at Annex-A.

Recommendations

- i. Disciplinary action needs to be taken to stop the practice of violation of the rules and regulations in spending the public money.
- ii. Strenuous efforts need to be made by the departments to recover long outstanding dues on account of water charges.
- iii. All sectors of District Government need to strengthen internal controls to ensure that reported lapses are preempted and fair value for money is obtained from public spending.
- iv. Deduction of taxes on supplies and contracts needs to be ensured.
- v. Decisions taken in DAC meetings need to be implemented.

SUMMARY TABLES & CHARTS

Table 1 Audit Work Statistics

(Rs in million)

S. No	Description	No.	Budget
1	Total Entities (PAO) in Audit Jurisdiction	1	*4,121.330
2	Total formations in audit jurisdiction	124	4,121.330
3	Total Entities (PAO) Audited	1	#3,632.69
4	Total formations Audited	5	3,632.69
5	Audit & Inspection Reports	5	3,632.69
6	Special Audit Reports	-	-
7	Performance Audit Reports	-	-
8	Other Reports	-	-

^{*}Included receipt of Rs11.506 million.

Table 2: Audit observations Classified by Categories (Rs in million)

S. No	Description	Amount Placed under Audit Observation
1	Unsound asset management	18.184
2	Weak financial management	82.723
3	Weak Internal controls relating to financial management	116.235
4	Others	48.669
	Total	265.811

[#]Included receipt of Rs9.205 million.

Table 3 Outcome Statistics

(Rs in million)

		Ermonditure					· I
S.No	Description	Expenditure on Acquiring Physical Assets (Procurement)	Civil Works	Receipts	Others	Total Current year	Total last year
1.	Outlays Audited	1.770	38.380	9.204	3592.540	3632.690	625.053
2.	Amount placed under Audit Observations /Irregularities of Audit	18.184	89.621	109.337	48.669	265.811	271.259
3.	Recoveries Pointed Out at the instance of Audit	-	3.992	109.337	10.734	124.063	120.319
4.	Recoveries Accepted /Established at the instance of Audit	-	-	-	-	-	99.373
5.	Recoveries Realized at the instance of Audit	-	-	-	-	0.279	0.882

Table 4: Table of Irregularities pointed out

(Rs in million)

S. No	Description	Amount Placed under Audit Observation
1	Violation of Rules and regulations, principle of propriety and probity in public operation	149.576
2	Report cases of fraud, embezzlement, thefts and misuse of public resources.	-
3	Accounting Errors (accounting policy departure from NAM ¹ , misclassification, over or understatement of account balances) that are significant but are not material enough to result in the qualification of audit opinions on the financial statements.	-
4	Quantification of weakness of internal control systems.	116.235
5	Recoveries and overpayment, representing cases of establishment overpayment or misappropriations of public monies	-
6	Non-production of record	-
7	Others, including cases of accidents, negligence etc.	-
	Total	265.811

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 $^{^{\}rm 1}$ The Accounting Policies and Procedures prescribed by the Auditor General of Pakistan which are IPSAS (Cash).

CHAPTER 1

1.1 District Government Dir Lower

1.1.1 Introduction

Activities of District Government are managed through offices of District Coordination Officer and Executive District Officers under Khyber Pakhtunkhwa Local Government Ordinance 2001 (LGO 2001). Each group of District Offices consists of an Executive District Officer (EDO). The EDO by means of a standing order distributes the work among the officers, branches, and/or sections of each district office. Following is the list of departments which manages the activities of District Government.

- 1. District Coordination Officer (DCO)
- 2. Executive District Officer (Agriculture)
- 3. Executive District Officer (Community Development)
- 4. Executive District Officer (Education)
- 5. Executive District Officer (Finance and Planning)
- 6. Executive District Officer (Health)
- 7. Executive District Officer (Revenue)
- 8. Executive District Officer (Works and Services)

Under Section 29(k) of the Khyber Pakhtunkhwa LGO 2001, Executive District Officer (EDO) act as Departmental Accounting Officer for his respective group of offices and he is responsible to the District Accounts Committee of the Zilla Council. All departments perform functions / activities under provisions of LGO, 2001, Khyber Pakhtunkhwa District Government Rules of Business, 2001 and provisions of Local Government Act 2012.

1.1.2 Brief comments on Budget and Expenditure 2012-13 (Variance analysis)

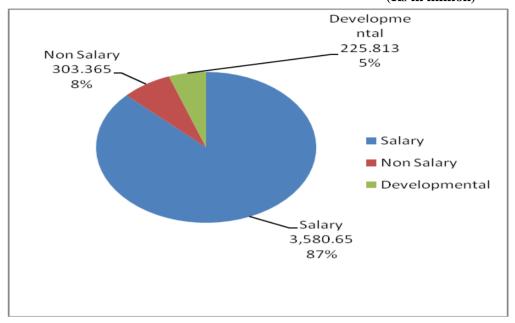
(Rs in million)

2012-13	Budget	Expenditure	Saving	%age
				Excess/Saving
Salary	3767.983	3,580,645	187.338	4.971
Non-salary	737.945	303.365	434.580	58.890
Developmental	254.186	225.813	28.373	11.162
Total	4760.114	4109.824	650.291	13.661

A budget of Rs 4,760.114 million was allocated, against which an expenditure of Rs 4,109.824 million was incurred by the District Government, Dir Lower with a saving of Rs 650.291 million during 2012-13.

EXPENDITURE 2012-13

(Rs in million)



Detail is given at Annex-B

1.1.3 Comments on the status of compliance with ZAC / PAC Directives

The audit reports pertaining to following years have been submitted to the Governor of Khyber Pakhtunkhwa. Detail of PAC/ZAC meetings is given below:

S #	Audit Year	PAC/ZAC meeting convened /Not convened
1.	2002-03	Convened
2.	2003-04	Not convened
3	2004-05	Not convened
4.	2005-06	Not convened
5.	2006-07	Not convened
6.	2007-08	Not convened
7.	2008-09	Not convened
8.	2009-10	Not convened
9.	2010-11	Not convened
10.	2011-12	Not convened
11	2012-13	Not convened

1.2 AUDIT PARAS

1.2.1 Irregularity/ Non compliance

1.2.1.1 Unauthorized award of schemes on abnormal below rates – Rs73.394 million

According to PAC decision, no tender rate be accepted below 30%.

XEN C&W Division Dir Lower awarded seven (07) schemes worth Rs73,394,000 to the contractors at the rates more than 30% below on CSR 2009 during financial year 2012-13. Execution of schemes at such abnormally below rates was impossible and could only be carried out by compromising the quality and quantity of work. Detail at Annex-C.

Audit observed that abnormal below rates were accepted due to weak management control which resulted in loss to the government.

When pointed out in August 2013, Management stated that the detail reply will be given after scrutiny of record.

Reply was not convincing as the record was available with the department

Request for convening DAC meeting was made on 27th September 2013 DAC meeting could not be convened till finalization of this report.

Audit suggests investigation and fixing responsibility against the person(s) at fault.

AP No.30 AC-I (2012-13)

1.2.3.2 Non reporting of clinical efficacy of medicines –Rs 33.615 million

According to Para 6 of the Government MCC Khyber Pakhtunkhwa Peshawar No 4020-4200/MCC dated 27.12.2012, clinical efficacy report is mandatory as per approval of the competent authority. In case of failure, disciplinary action may be initiated against the head of the concerned institutions.

MS DHQ Hospital and DHO Dir Lower purchased medicines amounting to Rs11,383,627 & Rs 22,232,787 respectively from various suppliers and were issued to the patients but the clinical efficacy reports of the medicines were not submitted to MCC authority which was contrary to the above instructions. Detail at Annex-D

Audit observed that medicines were issued without clinical efficacy report due to violation of rules.

When pointed out in August 2013, Management stated that the matter would be communicated to all units and institutions for making compliance. The subject reports would be submitted to audit as and when received. Replies were not satisfactory as no such reports were produced.

In DAC meeting held on 18th December 2013, Management did not produce clinical efficacy reports. DAC directed to submit clinical efficacy reports. No such reports were produced till finalization of this report.

Audit suggests investigation and action against the person (s) at fault.

AP No 26 & 36 (2012-13)

1.2.1.3 Non supply of medicine & X-Ray films -Rs13.593 million

According to Para 6 of the MCC rules circulated by MCC Khyber Pakhtunkhwa Peshawar, the payment shall be released to supplier after complete supply of medicines.

District Health Officer Dir Lower drew Rs13,593,636 and paid to various firms during 2012-13 without actual supply as neither delivery challans nor supply completion certificates were available on record.

Audit observed non supply of medicines due weak internal controls, which caused blockage of government money and depriving the patients from basic facility.

When pointed out in August 2013, Management stated that delivery challans were misplaced during the course of audit which will be traced out and will be shown to audit. Reply of the department was not correct as no evidence for supply of medicines was provided.

In DAC meeting held on 18th December 2013, Management did not produce delivery challans and completion certificates. DAC directed to produce relevant record for verification. Relevant record was not produced till finalization of report.

Audit suggests producing evidence in support of delivery of medicines besides initiating action against the defaulters and persons at fault.

AP No34 (2012-13)

1.2.1.4 Loss to government due to advance payments to PESCO without provision of electricity - Rs 12.235 million

According to Para 10 (i) of GFR Volume-I, every public officer is expected to exercise the same vigilance in respect of expenditure incurred from public moneys, as a person of ordinary prudence would exercise in respect of expenditure of his own money.

Executive Engineer PHE Division Dir Lower paid Rs 12,235,599 to PESCO on account of capital cost and meter security of 24 water supply schemes during the period from 1997 to 2012 but the schemes were non functional so far due to non provision of electricity despite lapse of more than 15 years. Hence the schemes remained closed and not only expenditure of millions of rupees on their completion was wasteful but also the public was deprived of the facility of basic need of drinking water. Detail at Annex-E.

Audit observed that irregularity occurred due to weak financial controls which resulted in loss to the government.

When reported in September 2013, Management did not reply.

Request for convening DAC meeting was made on 27th September 2013. DAC meeting could not be convened till finalization of this report.

Audit suggests inquiry and action against the person (s) at fault.

AP No 09 AC-I (2012-13)

1.2.1.5 Overpayment on account PTC fund – Rs6.555 million

According to distribution of PTC fund criteria, funds should be distributed as under:

- 1) Rs5000 per room for petty repair
- 2) Rs2000 per room for class room consumables.

Executive District Officer Education Dir Lower overpaid Rs4,305,000 to different middle schools on account of PTC fund during 2011-12. Two rooms were claimed in each school in excess of DEMIS data provided by the local office. Moreover, Rs2,250,000 were paid in lump sum to some schools in addition to the share provided vide aforementioned criteria.

Audit observed that overpayment occurred due to weak financial controls which resulted in loss to government.

When reported in April 2013, Management stated that payment was made on need basis to the schools irrespective of the number of rooms.

Reply was not correct as the government rule was violated.

In DAC meeting held on 13th June 2013, it was directed to provide clarification in the matter. No further progress was reported till finalization of this report.

Audit suggests recovery of overpaid amount and action against the person(s) at fault.

AP 114 (2011-12)

1.2.1.6 Excess withdrawal of student stipends – Rs 4.180 million

According to Para 290 of CTR, no money shall be drawn from the treasury unless it is required for immediate disbursement. It is not permissible to draw money from the treasury in anticipation of demands or to prevent the lapse of budget grants.

Executive District Officer (Elementary & Secondary Education) Dir Lower withdrew Rs 4,179,600 on account of student stipends in excess of the enrollment provided in the EMIS data of the District for the year during 2012-13.

Enrollment for which amount was drawn		Enrollment provided as per EMIS data	Excess Enrollment	Rate per student (Rs)	Amount (Rs)	
Ist quarter -	27932	26189	1743	1200	2,091,600	
2 nd quarter -	27929	26189	1740	1200	2,088,000	
	Total					

The above amount also includes Rs 700,800 on account of 584 money orders which were returned by the Senior Post Master as evident from the reconciled statement. The amount needs to be deposited into government treasury.

Audit observed that irregularity occurred due to weak financial controls, which resulted in excess withdrawal.

When pointed out in August 2013, Management stated that reply would be given after reconciliation of EMIS data and enrollment of students. The response was not satisfactory as excess withdrawal was already made and 584 money orders of Rs 700,800 were returned by the Senior Post Master.

In DAC meeting held on 18th December 2013, Management stated that EMIS data was not updated according to the actual enrollment of the schools and there was a difference of 3541 students between the actual enrollment and EMIS data. DAC directed to produce relevant record for verification. Record was not produced till finalization of this report.

Audit suggests producing relevant record for verification in support of correct drawl as per EMIS data and recovering the excess withdrawal.

AP No 09 (2012-13)

1.2.1.7 Unauthorized issuance of medicines without DTL report - Rs3.591 million

According to government MCC Khyber Pakhtunkhwa Peshawar No 4020-4200/MCC dated 27.12.2012, SNo.2, All the stores supplied shall confirm to specification. The EDO Health shall sent sample of suspected quality of supplied medicines through provincial drug inspector to Drug Testing Laboratory for test and analysis as provided in the drug Act 1976.

MS DHQ Hospital Dir Lower purchased medicines amounting to Rs3,591,334 from various suppliers during 2012-13 and were issued to wards/sub-stores without having DTL reports. Detail at Annex-F

Audit observed that medicines were issued without DTL reports due to violation of relevant rules.

When pointed out in August 2013, Management stated that detail reply will be furnished after scrutiny of record.

DAC meeting was held on 18th December 2013, Management stated that medicines are issued to wards after receipt of standard DTL reports. DAC directed to produce DTL reports for verification. The said reports were not produced till finalization of this report.

Audit suggests investigation and action against the person (s) at fault.

AP No 27 (2012-13)

1.2.1.8 Non-deduction of Income Tax - Rs 1.414 million

According to section 82 of the Income Tax Ordinance, 2001 and as per Commissioner Income Tax Enforcement & Compliance Division Peshawar's letter No.CIT(E&C)/RTO-PR-2008-09/1739 dated 20/06/2009, A person belonging to tribal area but residing in taxable area is not entitled to exemption (from Income Tax) because he would become a resident person.

Executive Engineer PHE Division Dir Lower paid Rs 23,568,570 to M/S Peshawar Pipe Store in the month of June 2012 for a work "WSS Brangola Darajat" but did not deduct income tax of Rs1,414,114 while M/S Peshawar Pipe Store was resident of Peshawar as is evident from Contractors' Enlistment Certificate bearing Registration No. 1689/000234 dated 03/01/2005.

Audit observed that income tax was not deducted due to undue favour to the contractor which resulted in loss to the government.

When pointed out in September 2013, Management did not furnish reply.

Request for convening DAC meeting was made on 27th September 2013. DAC meeting could not be convened till finalization of this report.

Audit suggests recovery of the amount from the contractor concerned or person(s) responsible and deposit into government treasury under intimation to audit.

AP No 07 AC-I (2012-13)

1.2.1.9 Non replacement of sub standard medicines – Rs0.997 million

According to Para 2 of MCC Rules 2013, stock of any item found substandard shall be re-supplied free of cost with the standard quality stock by the supplier within one month from date of intimation.

MS DHQ Hospital Dir Lower received seven brands of medicines worth Rs997,000 from Medicraft Pharmaceutical Pvt (Ltd) Peshawar during the year 2012-13 which were declared as sub standard by Provincial Drug Testing

Laboratory. The same were intimated to the supplier in July 2013 but were not replaced so far.

Audit observed that irregularity occurred due to violation of MCC rules which resulted in loss to the government.

When pointed out in August 2013, Management stated that detail reply will be furnished after scrutiny of record. Response of the department was not relevant as no such scrutiny of record was involved.

In DAC meeting held on 18th December 2013, Management stated that the concerned firms have been directed to replace the medicines with standard quality. The concerned firms have requested to the Secretary Health Khyber Pakhtunkhwa for re-test of the medicines. No decision has been made by the competent authority. DAC did not agree with the contention of the department and directed to recover the amount from the concerned firm and initiate action.

Audit recommends action against the defaulter firm.

AP No 28 (2012-13)

1.2.2 Internal Control Weaknesses

1.2.2.1 Loss to government due to non recovery of water charges & connection fee –Rs 109.337 million

According to Para 8 and 26 of the GFR Volume I, each administrative department is to see that the dues of the government are correctly and promptly assessed, collected and paid into Government Treasury.

Executive Engineer PHE Division Dir Lower did not recover Rs 109.309 million government dues on account of water charges and connection fee during financial year 2012-13 due to which government sustained loss. Total accrued amount during the year was Rs25,591,540 out of which Rs 9,258,982 was recovered and the balance amount of Rs 16,332,558 remained outstanding. Recovery rate was about 7% of the total recoverable amount due to which outstanding amount was increased to Rs 109.309 million during the year.

Opening balance (Rs)	Accrued during F.Y (Rs)	Total outstanding (Rs)	Recovery during the quarter (Rs)	Outstanding amount (Rs)
92,976,695	25,591,540	118,568,235	9,258,982	109,309,253

Audit observed that non recovery occurred due to lack of weak internal controls which resulted in loss to the government.

When pointed out in September 2013, Management did not furnish reply.

Request for convening DAC meeting was made on 27th September 2013. DAC meeting could not be convened till finalization of this report.

Audit suggests recovery of the outstanding amount and deposit into government treasury.

AP No 05 AC-I (2012-13)

1.2.2.2 Loss to government due to payment of salaries of operational staff of schemes not yet energized - Rs 4.320 million

According to Para 23 of GFR Vol-I, every government officer should realize fully and clearly that he will be held personally responsible for any loss sustained by government through fraud or negligence either on his part or on the part of his subordinate staff.

Executive Engineer PHE Division Dir Lower incurred expenditure of Rs4,320,000 during the year 2012-13 on account of pay and allowances of operational staff of 24, at an average rate of Rs 15,000 per month which were not yet energized due to which the schemes were non functional. Due to non utilization of the services of the operational staff, government sustained loss as salaries were paid without any job since their appointments.

Audit observed that the irregularity occurred due to weak administrative controls which resulted in loss to the government.

When pointed out in September 2013, Management stated that the posts were sanctioned by the Government to which appointments were made in the public interest after fulfillment of all codal formalities.

DAC in its meeting held on 18th December 2013 directed to refer the case to the PAC for proper decision.

Audit suggests investigation of the matter and fixing responsibility.

AP No 16 (2012-13)

1.2.2.3 Loss to government due non imposition of penalty- Rs1.536 million

According to Government of Khyber Pakhtunkhwa C & W Department letter No SO (PAC) DAC/2-2009/Distt Audit W & SD dated July, 20 2009 read with Secretary C & W letter No. WM/General/ W& S/ATD/2008-09/688-98 dated 19.05.2009 and No. SO (A)/ VI/ 3-86/ C& WD/ Volume-XII dated 17.08.1995, at least 2% penalty be levied on defaulting contractors for delayed works.

According to Chief Engineer letter No. 02/28-M (13) dated 02.04.2007, there is no provision of time extension in shape of Ex- Post Facto and fine shall be imposed.

Executive Engineer C & W Division Dir Lower did not impose penalty of Rs1,536,516 @ 2% of the estimated cost on those contractors who failed to complete the works in stipulated period of time. Detail as per Annex-G.

Audit observed that non completion of work occurred due to weak internal controls.

When pointed out in August 2013, Management did not furnish reply.

Request for convening DAC meeting was made 27th September 2013. DAC meeting could not be convened till finalization of this report.

Audit suggests recovery of penalty from the concerned or person (s) at fault.

AP No12 AC-I (2012-13)

1.2.2.4 Overpayment due to allowing higher rate - Rs1.048 million

According to CSR 2009 item No.3-7-a, the rate of "Excavation /cutting in any type of soil" is Rs105/M³.

Executive Engineer C & W Dir Lower overpaid Rs1,048,110 during the year 2012-13 due to misapplication of rate in item of work "Excavation/cutting in any type of soil" in the scheme "construction of Bakht Bilinda Road" as per detail below:

S.No	Name of Item	Paid Rate Rs/M ³	Admissible Rate Rs/ M ³	Diff:	Qty:	Overpayment (Rs.)
1	Excavation/cutting in any type of soil	278	105	173	6303	1,090,419
2						1,090,419
3		8% cost	factor			87,233
4		Tota	al			1,177,652
	Deduct 11%below					
	Total					

Audit observed that overpayment was made due to weak financial controls which resulted in loss to the government.

When reported in August 2013, Management did not furnish reply.

Request for convening DAC meeting was made on 27th September 2013. DAC meeting could not be convened till finalization of this report.

Audit recommends recovery and action against the person(s) at fault.

AP No17 AC-I (2012-13)

ANNEXURE

Annex-A

Detail of MFDAC Paras

(Rs in million)

Departments	AP No.	Subject	Amount
EDO Education (Account-IV)	01	Unauthentic expenditure on account of petty repair & CRC	4.078
-do-	02	Unauthentic expenditure on construction of additional classrooms	4.00
-do-	03	Unnecessary blockage of government money	7.776
-do-	04	Less collection of pupil fund	0.582
-do-	05	Overpayment on account of PTC fund-	0.646
-do-	06	Overpayment on account of TA/DA	0.135
-do-	07	Overpayment on account of Conveyance Allowance	0.023
-do-	08	Misappropriation on account of POL	0.115
-do-	10	Doubtful disbursement of stipend	69.030
-do-	11	Non recovery of commission of return money orders	0.020
-do-	12	Misappropriation on account of POL & repair charges	0.068
PHE (Account-IV	13	Irregular expenditure due to non maintenance of cash book	98.762
РНЕ	14	Excess payment from District Account-IV on account of release of earnest money and security	0.160
РНЕ	15	Unjustified expenditure on account of M&R on the schemes not yet energized	0.138
РНЕ	17	Unjustified closing balance in designated bank account	6.059
РНЕ	18	Overpayment of pay & allowances after the period of resignation and for the absence period	0.048
РНЕ	19	Unauthorized avail of Ex Pakistan Leave without sanction of the competent authority	00
РНЕ	20	Irregular maintenance and retention of security deposits in the District Account –IV	1.470
PHE	21	Ambiguous dispute on electricity charges	3.199
PHE	22	Excess drawl of pay and allowances beyond the period of death	0.016
PHE (Account-I)	1	Loss to government due to non deduction of DPR fund	0.146
-do-	2	Loss to government due to non deduction of Professional tax	0.135
-do-	3	Unauthorized charge of advertisement charges to developmental works	0.336

-do-	4	Difference in the figures of deposits between deposit register and Form 79	0.186
-do-	6	Non clearance and non credit of un-cashed Cheques	0.082
-do-	8	Unauthorized retention of Sales Tax in Deposit-V	0.221
-do-	10	Loss to government due to theft of transformers	2.500
-do-	11	Overpayment due to allowing higher rates	0.747
MS DHQ (Account-IV)	29	Non deposit of Government receipts	0.490
	30	Excess drawl on account of Home Firewood Allowance	0.332
	31	Irregular payment on account of Pay & Allowances	34.945
	32	Missing of surgical equipment wroth	0.445
	33	Non recovery of Conveyance Allowance	0.087
EDO Health	35	Non recovery of HRA & Conveyance Allowance	0.192
	37	Less deposit of Government receipts by THQ Hospital	0.101
	38	Non deposit of Government receipts by units & centers	0.187
	39	Unauthorized issuance of medicines without DTL	14.813
	40	Unauthorized payment on account of Incentive	0.096
	41	Irregular payment on account of Pay & Allowances	19.307
C & W (Account-I)	13	Loss to government due to non deduction of DPR fund	0.442
	14	Non-deposit of Government revenue	7.138
	15	Non credit of lapsed deposit into government revenue	14.76
	16	Irregular payments without technical sanction	45.625
	18	Loss to Government due to excess payment	0.225
	19	Overpayment due to allowing higher rate	0.571
	20	Overpayment due to non deduction of voids	0.171
	21	Loss to Government due to non utilization of available	0.221
	22	Overpayment due to allowing high premium	12.44
	23	Overpayment due to allowing high premium	0.160
	24	Overpayment due to allowing higher rate	0.882
	25	Overpayment due to non utilization of available material	0.120
	26	Overpayment due to allowing excess quantities from PC-1	0.607
	27	Irregular Award of work	32.95

	28	Non deduction of Professional Tax	0.523
	29	Overpayment due to non utilization of available stone	0.085
	31	Recovery on account of item of work "Structural backfilling behind retaining wall"	0.760
C & W Division (Account-IV)	23	Irregular award of work without agreement	10.00
	24	Irregular payment without TS and PC-I	0.276
	25	Irregular payment on Provincial buildings	0.064

Annex –B EDO wise Expenditure Summary District Dir Upper 2012-13

Expenditure Descriptions .No **Non-Salary** Total (Rs) Salary (Rs) %age (Rs) District Coordination 1 Officer (DCO) 54,691,851 36,110,050 90,801,901 2.209 Executive District Officer 2 (Agriculture) 63,446,177 9,960,946 73,407,123 1.786 Executive District Officer 3 (Community Development) 16,538,452 3,814,824 2,0353276 0.495 Executive District Officer 4 (Education) 2,859,786,497 92,918,625 2952,705,122 71.846 Executive District Officer 5 2,806,994 (Finance and Planning) 10,746,469 13,553,463 0.329 Executive District Officer 6 (Health) 403,869,130 79,299,434 483,168,564 11.756 Executive District Officer 7 44,682,041 8,522,605 53,204,646 1.296 (Revenue) Executive District Officer 8 (Works and Services) 126,885,417 69,931,593 196,817,010 4.789 Total 3,580,646,034 303,365,071 3,884,011,105 94.506 87.124 7.382 94.506 Developmental 225,813,136 5.494 **Grant Total** 4,109,824,241 100

Award of contract below more than 30%

Total

Estimated Cost Name of scheme Name of Contractor Contract awarded (Rs in million) (Rs in million) M/S Dilawar Khan Construction of road from 16.485 32.31 Odigram to Lal Qala 1& 2 Km and Brothers Construction of road M/S Dilawar Khan 17.680 35.68 Odigram to Lal Qala 7& 8 Km and Brothers M/S Karim Khan and Construction of road from 18.535 41.05 % below Odigram to Lal Qala 3& 4 Km **Brothers** Establishment of 150 Nos Civil Dispensaries in KPK, SH: Mr. Tila Muhammad 3.720 36 % below Dispensaries Khair Abad Internal electrification in GTVC Mr. Ikramullah 1.85 37% below Chikdara Internal electrification in GPS Mr. Shakir Ullah 0.124 44 % below Dag Gosaam Construction of Rasool Banda to Mr. Muhammad 15.00 30.62% below Makhai road 2 Km Zamin

Annex-C

73.394

Annexure- D (i)

Amiexure- D (i									
MS	DHQ H	ospital Dir L	ower 2012-13, Medi	icines and Other store					
Flile	S.N o.	Medicine /Other store	Name of firm	Name of Medicines/Store	cheque no.	Date	Amount (Rs)		
	01	Medicine	Trade link	ultrasound jelly	506534	07.06.2013	25,500		
	02	Medicine	AMSON	Polyvalent anti snake	506541	07.06.2013	66,430		
	03	Medicine	Flite pharma	Ketamina+Dopamin	506542	07.06.2013	84,313		
	04	Other store	Said gases	medical gas	506537	07.06.2013	255,640		
	05	Medicine	Calamox	Bosch pharma	506727	12.06.2013	300,640		
	06	Medicine	Astellas pharma	Cephradine+cefriaxone	506726	12.06.2013	862,619		
VI	07	Medicine	Medicraft	Inj.cefuroxim+ceftazid m+cefuroxime	506725	12.06.2013	1,046,800		
June/13, file IV	08	Medicine	Siza international	inj.neosting +aquasin inj+cordion inj	507323	24.06.2013	66,556		
June/]	09	Other store	MS Alam	Lignocaine	507201	24.06.2013	35,000		
	10	Medicine	Novartic pharma	Asunra	507445	25.06.2013	400,793		
	11	Medicine	Barrett hodgson	Harrett hodgson	507445	25.06.2013	202,850		
	12	Medicine	Rehman rainbow	Crape bandages	507445	25.06.2013	305,555		
	13	Medicine	Frontier dextrose	Sodium chloride+Ringer	507445	25.06.2013	731,251		
	14	Other store	Trans continantal	Delution+lyoglobine	507445	25.06.2013	127,500		
	15	Medicine	B Braun	inj heparin	507445	25.06.2013	285,250		
>	16	Other store	Allied distribution	Restane+fopol inj	537563	27.06.2013	579,977		
file	17	Medicine	Brookes pharma	Inj acuron+neo pyrolate	537563	27.06.2013	247,200		
June/13, file V	18	Medicine	Zafa	Zampicillin	537742	29.06.2013	368,844		
June	19	Medicine	Johmson	Catgut chromic			674,200		
	20	Medicine	Geofman pharma	Gentamycin+dexamedr one inj	506045	22.05.2013	33,950		
	21	Medicine	Novartic pharma	Amoxi-clav +amoxicillin	506046	22.05.2013	439,280		
	22	Medicine	Hospital services and sales	Anti rabies	467474	21.03.2013	999,870		
	23	Medicine	GSK	Arixtra	467472	21.03.2013	321,056		
	24	Medicine	Abbott	Furame	467480	21.03.2013	757,332		
	25	Medicine	novo nordisk	Mixtard	467471	21.03.2013	762,000		
	26	Medicine	Hospital services and sales	Anti rabies	467473	21.03.2013	999,871		
	27	Medicine	Saad services	inj streptokinase	467470	21.03.2013	403,350		
Tota	Total (Rs)								

Annexure- D (ii)

C. Name of Name of Cheque Amount CE									
S.No	Deptt	Name of Farm	Name of Items	Date	Cheque no.	Amount (Rs)	C.		
1	BHUs	Shad trader	Ibuprofen	18-02-2013	467131	297,000	N		
2	BHUs	M/S Hashir sugical	Urine bags	18-02-2013	467132	435,000	N		
3	BHUs	M/S	Pharacetomol	18-02-2013		89,000	N		
4	BHUs	- Madani enterprises	Cetrazin	18-02-2013	467133	86,500	N		
5	BHUs	M/S IZ enterprises	Ceftizoxine	18-02-2013	467136	1,380,000	N		
6		M/S	Nogcid (famotodine) tab	18-02-2013		116,000	N		
7	BHUs	Hashir sugical	Leox, leofloxacine	18-02-2013	467138	294,000	N		
8	BHUs	Down distribution	Defanic tab	18-02-2013	467139	48,000	N		
9		distribution	Agmintine tab	18-02-2013		927,611	N		
10	BHUs	M/S GSK	Agmintine syp	18-02-2013	467140	485,613	N		
11			Agmintine syp	18-02-2013		343,220	N		
12	BHUs	M/S Ay trader	Gauze cloth	18-02-2013	467141	1,368,000	N		
13	BHUs	Pharma network	Inj. Ceftazine	18-02-2013	467142	699,985	N		
14		network	Ceftran DS Tab	18-02-2013		409,321	N		
15	BHUs	M/S GSK	Polyfax I	18-02-2013	467143	170,003	N		
16			Polyfax Skin	18-02-2013	1	-	N		
17	BHUs	M/S Medica	Tab Sulphadoxine +Pyrimethamine	18-02-2013	467144	390,007 703,841	N		
18	BHUs	IZ Enterprises	Tab Mefeniminic	18-02-2013	467145	619,000	N		
19	BHUs	Abbott lab	Cerbixtee	18-02-2013	467147	520,200	N		
20	BHUs	M/S Hashir sugical	Inj Csfoperazone + salbectum	18-02-2013	467148	899,997	N		
21	BHUs	M/S Hashir sugical	IV Set strilizer	18-02-2013	467149	1,150,000	N		
22	BHUs	Continintal enterprises	Aceyfyl syp	18-02-2013	467153	396,000	N		
23	BHUs	M/S IZ enterprises	Acyclovir I iment	18-02-2013	467154	315,980	N		
24	BHUs	M/S IZ	Syp vitamin b comp	18-02-2013		224,800	N		
25	BHUs	enterprises	Syp tramixazol DS	18-02-2013	467155	699,200	N		

26		Continintal	Metonil salt M				N
20	BHUs	enterprises	Lotion	18-02-2013	467157	153,000	11
27	BHUs	M/S Polypine	Syp polyworm	18-02-2013	467158	362,000	N
28	M/S BHUs Hashir		Catget colmic 25 MM nidle size	18-02-2013	467160	247,500	N
29	Bilos	sugical	Balack silk	18-02-2013	407100	415,000	N
30			HCL Strychnine	18-02-2013		39,775	N
31	BHUs	M/S New	HCL Strychnine	18-02-2013	467161	39,775	N
32	Bilos	stander cels	HCL Strychnine	18-02-2013	407101	39,775	N
33			HCL Strychnine	18-02-2013		39,775	N
34	BHUs	M/S Hashir	Cord Clampo	18-02-2013	467163	99,954	N
35	впоя	sugical	fedding siz 20	18-02-2013	40/103	99,964	N
36	BHUs	Hamza traders	Sulphacetamid 20% I drap	18-02-2013	467167	255,000	N
37	BHUs	Hamza traders	Suspension aztromicine	18-02-2013	467168	402,420	N
38	Sanitatio n unit	New stander cells	Sticnine	18-02-2013	467152	79,750	N
39	THQs	IZ Enterprises	inj Ceftizoxime	18-02-2013	467134	449,949	N
40	RHCs	M/S Medica	Syp ketotifen	18-02-2013	467164	499,999	N
41			Ceftrazone 500			219,700	N
42	RHCs	M/S Hashir sugical	Ceftrazone 1g	07-06-2013	506545	299,700	N
43		sugicai	Cefradine 250			80,350	N
44	RHCs	Ihtisham enterprises	Parot + inj	07-06-2013	506555	400,249	N
45	Sanitatio n unit	New stander cells	Strycnine	14-06-2013	506958	356,400	N
46	THQs	Allied distribution	Restan 100 mg	14-06-2013	506961	71,500	N
47	BHUs	M/S Ninza pharma	Masgal suspention			69,667	N
48	BHUs	M/S Ninza pharma	Masgal suspention	14.06.2012	50.5055	70,863	N
49	BHUs	M/S Ninza pharma	Masgal suspention	14-06-2013	506972	151,593	N
50	BHUs	M/S Ninza pharma	Masgal suspention			6,877	N
51	Sanitatio n unit	Novartis pharma	Inj Rabifar	14-06-2013	506973	850,560	N
52	MCH	Hamza traders	Cap azithromicine 500 mg	14-06-2013	506975	100,035	N
53	TBC	Medical enterprises	Ibuprofen	14-06-2013	506976	149,998	N

54		M/S	Cardclemp				N		
	BHUs	Hashir				49,970			
55		sugical M/S	Fedding siz 20	14-06-2013	506977		N		
55	BHUs	Hashir	redding siz 20			49,982	11		
		sugical							
56	BHUs	M/S Ay	inf dextrose				N		
57		trader M/S Ay	Inf ringer	14-06-2013	506978	310,900	N		
31	BHUs	trader	ini ringer			245,500	IN		
58	Sanitatio n unit	National intitute	Typhide veccine			2,000	N		
59		IZ	inj Cepime 1 g				N		
	CDs	Enterprises	,	20.05.2012	50/270	165,500			
60	CDs	IZ	Syp Cefixime	30-05-2013	506279		N		
C1	023	Enterprises	Gr			259,500	3.7		
61		Stander suppy	Sticnine			39,775	N		
		agency				39,113			
62	Sanitatio n unit	Stander	Sticnine	30-05-2013	506313		N		
	ii uiiit	suppy				39,775			
		agency	g.: :						
63		New stander	Sticnine			39,960	N		
		cells				39,900			
64		New	Sticnine				N		
	Sanitatio	stander		30-05-2013	506314	39,960			
	n unit	cells	0.1						
65		New stander	Sticnine					39,960	N
		cells				39,900			
66			Cap azithromicine				N		
	BHUs	Hamza traders	500 mg	30-04-2013	505829	394,500			
		nauers							
67		Continintal	Dekomycin cap		_		N		
C 0		enterprises Continintal	Tableio T 1	_		230,000	3.7		
68	BHUs	Continintal enterprises	Tobicine I drop	30-04-2013	505828	178,900	N		
69	-	Continintal	Continintal			170,700	N		
		enterprises	enterprises			134,800	-		
70	BHUs	Saleem brothers	Inj declopanic	30-04-2013	505830	248,000	N		
71	BHUs	Abbott lab	Tab surbix T	30-04-2013	505831	644,399	N		
	•	•	Total	•					
and to	22,232,787								
						33,616,414			
						1 22,010,111			

Annex-E Detail of schemes of WSS not yet energized-PHE Division Dir Lower

S.No	Name of scheme	Capital cost (Rs)	Meter Security (Rs)	Present status
01	Kass Koto Zone-II	457,322	4800	Not yet energized
02	Dotigram	253,815	1600	Not yet energized
03	Kumber Zone-II	238,276	8000	Not yet energized
04	Shina Samarbagh	427,114	16000	Not yet energized
05	Bandagai	257,165	16000	Not yet energized
06	Rabath Kotkai	388,340	16000	Not yet energized
07	Ghundo Bagat	372,461	16000	Not yet energized
08	Chamartalai	626,500	16000	Not yet energized
09	Rahim Abad	358,305	16000	Not yet energized
10	Diyaroon-II	420,864	16000	Not yet energized
11	Dhall	580,969	16000	Not yet energized
12	Anwar abad qazi abad	477,076	16000	Not yet energized
13	Kambat	684,405	16000	Not yet energized
14	Badin	776,914	16000	Not yet energized
15	Katasar	760,400	15000	Not yet energized
16	Qazirabad bandgai	403,536	15000	Not yet energized
17	Bambolai	356,656	15000	Not yet energized
18	Anangorai Gumbat Talash	551,771	15000	Not yet energized
19	Khungi Phase-II	737,363	00	Not yet energized
20	Khungi Phase –I	695,071	00	Not yet energized
21	Udigram	483,633	16000	Not yet energized
22	Maina Killi	505,695	16000	Not yet energized
23	Taran Maidan	631,166	8540	Not yet energized
24	Munjai	498,842	16000	Not yet energized
	Total	11,943,659	291,940	
	Grand total	12,235,5	599	

Annexure-F

	MS DHQ Hospital Dir Lower 2012-13, Medicines and Other store									
Flile	S.No.	Medicine /Other store	Name of firm	Name of Medicines/Store	cheque no.	Date	Amount (Rs)			
	01	Medicine	Flite pharma	Ketamina+Dopamin	506542	07.06.2013	84,313			
	02	Medicine	Medicraft	Inj.cefuroxim+ceftazi dm+cefuroxime	506725	12.06.2013	1,046,800			
	03	Medicine	Siza international	inj.neosting +aquasin inj+cordion inj	507323	24.06.2013	66,556			
	04	Medicine	Barrett hodgson	Harrett hodgson	507445	25.06.2013	202,850			
	05	Medicine	B Braun	inj heparin	507445	25.06.2013	285,250			
	06 Other stor		Allied distribution	Restane+fopol inj	537563	27.06.2013	579,977			
	07	Medicine	Brookes pharma	Inj acuron+neo pyrolate	537563	27.06.2013	247,200			
	08	Medicine	GSK	Arixtra	467472	21.03.2013	321,056			
	09	Medicine	Abbott	Furame	467480	21.03.2013	757,332			
	Total (Rs)									

Annex-G

Detail of incomplete schemes and non imposition of penalty

Name of Name of work Date Period E.Cost 2%										
Name of contractor	Name of work	Date of	Perioa of	(Rs)						
contractor		~-	~-	(RS)	penality					
3.6/C A 1	E CDI C I	commencement	completion	2000000	10000					
M/S Asbnrconst:	Est: of Play Ground	8-8-12	12months	2000000	40000					
M/S Ahmad	Conv:0f GMPS	19-9-12	12month	2310000	46200					
Hussain	Sanzala in GPS			2310000	10200					
M/S WazirZada	Const:ofaddl C/R in	17-0-2011	8month	1175400	23508					
	GGHS Shawa			1175400	23300					
M/S Amir Akbar	Const:ofOdigram to	2-2-2009	18 month	18443000	368860					
Khan	lalquila road			18443000	308800					
M/S WazirZada	Const:ofaddl C/R in	17-12-2011	8 month	1177.400	22500					
	GGHS Shawa			1175400	23508					
M/S	GPS Barkhanai	12-11-2010	18 month	-	1.722.00					
Aramzaiconst:	Civil Work			7660000	153200					
Haji Shah Nawaz	Est:oflive stock	18-8-2009	18 months							
Khan	Development centre	10 0 2009	10 months	11040000	220800					
Tilluli	at munda			110.0000	220000					
M/S Shuaib	Est:oflive stock	5-9-2009	24 month							
141/5 Siluaio	Development centre	3 7 2007	24 month							
	at			12775000	255500					
	mundaSH:Bacholar			12773000	233300					
	Hostel									
M/s Malak	Est:oflive stock	2-9-2009	18 m0nth							
construction	Development centre	2-9-2009	16 monui							
Construction	at			7198500	143970					
	mundaSH:internal				143970					
M/s Sahib Zada	road International	19-9-12	6month							
IVI/S Sailid Zada		19-9-12	OHIOHII							
	electrification in			389500	7790					
	material testing lab									
7.5/G 77.	C&W Deptt	16010	10 1							
M/S King	GGMS NizamKot	16-3-12	12 month	8450000	169000					
construction				2.2230						
M/S Faizul	Lajbook road 1km	23-3-12	12month	4209000	84140					
Hassan				4207000						
	Total				1,536,516					