



**PERFORMANCE AUDIT REPORT
ON
ROLE OF TMA BABUZAI IN
PROVISION OF MUNICIPAL
SERVICES IN
DISTRICT SWAT**

AUDIT YEAR 2019-20

AUDITOR GENERAL OF PAKISTAN

PREFACE

The Auditor General of Pakistan conducts audit in accordance with Articles 169 and 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 and Section-37 of the Khyber Pakhtunkhwa Local Government Act 2013. The Performance Audit on "Role of TMAs in provision of Municipal Services" was carried out accordingly.

The Directorate General Audit, District Governments, Khyber Pakhtunkhwa conducted Performance Audit on role of TMA Babuzai in provision of Municipal Services to the residents of Tehsil Babuzai District Swat for the period 2018-19 with a view to report significant findings to stakeholders. Audit examined the economy, efficiency and effectiveness aspects of TMA Babuzai in provision of Municipal Services. Audit also assessed, on test check basis, whether the TMA remained successful in providing drinking water, better sanitation system, solid waste management and street lights etc. to the residents of Tehsil Babuzai District Swat. The Audit report indicates specific actions that, if taken, will help the management to realize the objectives of provision of Municipal Services.

The observations included in this Report have been finalized after getting written replies from the departments. DAC meetings were not convened despite repeated requests.

The Audit Report is submitted to the Governor of Khyber Pakhtunkhwa in pursuance of the Article 171 of the Constitution of the Islamic Republic of Pakistan 1973 read with Section 37 of Khyber Pakhtunkhwa Local Government Act 2013, for causing it to be laid before the appropriate forum.

Islamabad
Dated:

(Javaid Jehangir)
Auditor General of Pakistan

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ABBREVIATIONS AND ACRONYMS

AGP	Auditor General of Pakistan
BOQ	Bill of Quantities
DG	Director General
DAC	Departmental Accounts Committee
GBS	General Bus Stand
INTOSAI	International Organization of Supreme Audit Institutions
KP	Khyber Pakhtunkhwa
LGA	Local Government Act
LG&RDD	Local Government and Rural Development Department
PAO	Principal Accounting officer
SWM	Solid Waste Management
TMA	Tehsil Municipal Administration
TMO	Tehsil Municipal Officer
TS	Technical Sanction
TOR	Tehsil Officer Regulation
WSSC	Water Supply and Sanitation Company

EXECUTIVE SUMMARY

The Director General Audit, District Governments, Khyber Pakhtunkhwa conducted Performance Audit titled “Role of TMAs in provision of Municipal Services” for the period 2018-19. The main objectives of audit were to evaluate (a) performance of TMAs in providing clean drinking water facility (b) effectiveness of sanitation system and (c) provision of solid waste management and street lights etc. to residents of Tehsil Babuzai. The audit was conducted in accordance with INTOSAI Auditing Standards as adopted by the Department of the Auditor General of Pakistan.

Tehsil Municipal Administration Babuzai in District Swat performs their functions under Khyber Pakhtunkhwa Local Government Act 2013. TMO is Principal Accounting Officer (PAO) as provided in Rule 8(IP) of the Khyber Pakhtunkhwa Tehsil and Town Municipal Administration Rules of Business 2015. Financial Provisions of the Act establish a local fund for each Tehsil and Town Administration for which Annual Budget Statement is authorized by the Tehsil/ Town Council in the form of budgetary grants.

Tehsil Municipal Administration Babuzai (Swat) consistent 17 Union Councils, which are further, divided into 25 Neighborhood Councils and 24 Village Councils. Out of which, 9 Urban Union Councils were handed over to newly established Water Supply and Sanitation Company (WSSC) in July, 2017 with a view to provide better Municipal Services to the residents of Tehsil Babuzai area.

Key Audit Findings

Key Audit Findings are as follows:

- i. Failure to enhance street light
- ii. Non Provision of basic facilities in Parks
- iii. Non preparing Master plan Sanitation in District Swat
- iv. Shortage of civic amenities in General Bus Stand

- v. Require basic facilities in slaughter House
- vi. Non- participatory SWM system at community and municipality level
- vii. Wasteful expenditures on fire brigade section Rs. 8.095 million
- viii. Irregular expenditure on account of water supply Branch Rs 792,994
- ix. Un economical expenditure on account of non-schedule items without rate analysis –Rs 4.548 million
- x. Un-authentic payments to WSSC Mingora – Rs 166.097 million
- xi. Non-utilization of /Completion of schemes of municipal services
- xii. Difficulty in disposal of Solid waste due to shortage of required solid waste machinery and staff.
- xiii. Lack of cleanness facilities in tourist spot
- xiv. Non utilization of Fire brigade machinery and vehicles.
- xv. Irregular enhancement scope of work worth -Rs 4.489 million

Recommendations

Audit recommends that:

- i. TMA needs to enhance provision of street light facilities to un-served area.
- ii. TMA needs to improve basic facilities in public parks.
- iii. TMA needs to prepare Master Plan to improve sewerage & drainage system of the city.
- iv. TMA needs to improve and provided basic facilities in Slaughter House.
- v. TMA needs to improve and provided basic facilities in GBS.
- vi. TMA needs to awareness should be provided to people through seminars.
- vii. Wasteful expenditures on fire brigade may be justify.
- viii. Utilized the beautification funds without further delay according to the PC-I.
- ix. Payment on non-schedule items without rate analysis resulted un economical expenditure.
- x. Machinery and staff may be acquired for solving the waste management problem.

- xi. Non-carrying of reconciliation of receipts and expenditure resulted the payment remain unauthentic and unverified.
- xii. Public awareness campaign through electronic and print media.
- xiii. Installation and placement of dust bin in various point at tourist spot so that the public may be saved from unhygienic conditions.
- xiv. Non utilization of Fire brigade machinery and vehicles which were being rust with passage of time and the general public remain deprived of the facility of fire brigade.
- xv. The developmental works may be executed expeditiously to avoid further revisions of the PC-I and rise in cost of developmental works.

1. INTRODUCTION

1.1 Background

Director General Audit, District Governments, Khyber Pakhtunkhwa conducted performance audit of role of TMA Babuzai in provision of municipal services in Tehsil in during period 2018-19. The main objectives of audit were to evaluate the role of TMA in provision of municipal services to the public in line with SDG 6 with respect to economy, efficiency and effectiveness of municipal services. The audit was conducted in accordance with the INTOSAI auditing standards.

Provision of adequate, municipal services is a basic need of all people living in the community as per law and provision of such municipal services to the people is the main function of concern TMA as per Local Government Act 2013.

Tehsil Municipal Administration Babuzai is a local Government Department providing basis municipal services within its limited resources since 1957. Later on new TMAs were established by the Provincial Government Khyber Pakhtunkhwa for Tehsil Matta, Kabal, Charbagh, Bahrain and Kabal respectively.

TMA Babuzai consists of 17 Union Councils, including 09 UCs in Urban and 08 UCs in rural, having a population of 599,040. It has been enjoying a good record of excellent reputation in terms of service delivery.

TMA Babuzai provided service delivery in shape of water supply, sanitation, removal and disposal of sullage, sewer, garbage, and solid/liquid waste till June 2017, however, on establishment of Water Supply and Sanitation Company Swat in July 2017, the above mentioned services were shifted to the company along with relevant employees and assets. Now, the functions of TMA Babozai with respect to service delivery includes the provision, operation and maintenance of street lights, fire-fighting, public parks and gardens, transport stations, public latrines, cattle fairs and slaughter houses in urban area and water

supply and sanitation, solid waste management, street lights and other municipal services in rural area.

According to Section-22 of Local Government Act, 2013 the functions and powers of TMAs are briefly given as under:

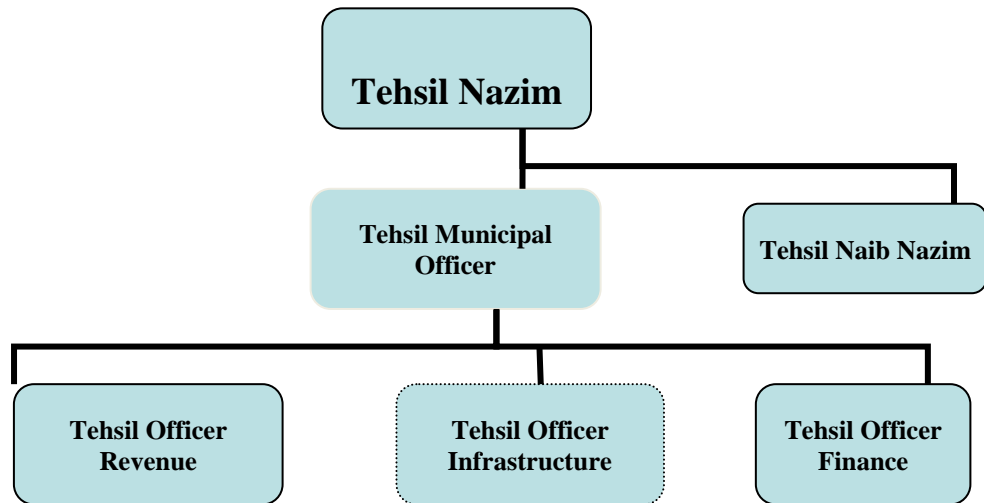
- Monitoring and supervising the performance of government offices located in the Tehsil and hold them accountable by reporting to the district government;
- Preparing spatial plans for the Tehsil including plans for land use and disseminate these plans for public enquiry;
- Executing and managing development plans for improvement of municipal and infrastructure services;
- Exercising control over land development by public and private sectors for agriculture, industry, commerce, residence, recreation, entertainment, transport, etc.;
- Enforcing laws, rules and bye-laws to ensure efficient and quality delivery of municipal services (anti-encroachment drives, affixing of sign-boards, etc.);
- Maintaining data base and information system on services in the Tehsil and provide public access to it on nominal charges;
- Collecting taxes, fines and penalties provided under the Khyber Pakhtunkhwa Local Government Act 2013;
- Organizing sports events, cultural fairs, recreational carnivals, leisure activities, cattle markets;
- Coordinating and supporting municipal functions amongst Village and Neighborhood Councils;
- Regulating markets, issuing licenses, granting permissions as well as imposing penalties against violations;
- Developing and managing schemes, including site development, in collaboration with district government;

- Formulating strategies for infrastructure development, improvement in delivery of services and implementation of laws.

1.2 Organizational Structure:

Every Tehsil will have a Tehsil Municipal Administration consisting of the Tehsil Council, Tehsil Municipal Officer, Municipal Officers and other officials of the Local Council service.

TMA ORGANOGRAM



2. AUDIT OBJECTIVES:

Objective of this audit is to evaluate the provision, operation and maintenance of water supply, Solid waste management, street lights, fire fighting and other municipal services.

3. AUDIT SCOPE AND AUDIT METHODOLOGY

3.1 Audit Scope

The Performance Audit covers all the aspects of provision of municipal services by the TMA i.e. planning, control and monitoring both carried out through outsourced and departmentally. Audit covers the period from 2018-19.

3.2 Audit Methodology:

The performance audit was conducted in accordance with the International Organization of Supreme Audit Institutions (INTOSAI) Auditing Standards as adopted by the Department of the Auditor General of Pakistan. These standards require comprehensive planning to ensure that an audit of high quality is carried out in an economic, efficient and effective way within the planned time and cost. The following audit methodology was adopted during performance audit:

Interviews

Interviews with concerned staff of TMA and general public.

Site Visits

The sites of Garbage Trolley points, GBS and Parks were visited by the audit team. The objective of the inspection was to observe physically the efforts made by the TMA in providing the Municipal Services to residents of Tehsil Babuzai.

Documents Review

Documents were reviewed to gain an understanding of the performance of TMA some of the documents reviewed were;

1. Progress Reports
2. PC-I, vouchers, feasibility study, contract documents, measurement Books.
3. List of solid waste machineries, Log Books.etc.

3.3 Analytical Review

Analytical procedures were also performed on budgets & expenditure statements, and HR data with a view of analyzing performance of office of TMA against the planned or actual situations.

4. AUDIT FINDINGS AND RECOMMENDATION

4.1 Planning/Organization & Management Issues

4.1.1 Failure to extend the street light facilities to rural area of Tehsil

According to Section 22 (c) of Local Government Act 2013, the function of TMA to execute and manage development plans for improvement of municipal services and infrastructure.

During performance audit on “Role of TMA in municipal services” it was observed that total operational street light points are 5,014 is installed of the urban area of 9 UCs which is 52.9% of the total area under jurisdiction of TMA Babozai. While in rural area the facilities of street light is not available in 07 UCs which deprived 47% community under jurisdiction of TMA. As per detailed given below:

Particular	No of UC	Percentage	Status
Urban area	09	52.9%	Street light installed
Rural area	07	47%	Not installed

Non enhance of street light to rural area occurred due to poor planning which resulted in deprivation of resident of the rural area from street facilities.

When pointed out in March 2020, the management stated that installed in the urban area by on third due to measures taken for conservation of energy by the cabinet committee vide No. AO/LCB/PESCO dues/2014. However the matter would be considered for compliance accordingly. No progress was shown to audit.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends the extend the facilities of the street light facilities to un-served area under jurisdiction of TMA Babozai.

4.1.2 Non Provision of basic facilities in the Parks

According to rule 3 (iv) of Khyber Pakhtunkhwa rules of Business 2015, it is function of TMA to Construct and improve of playgrounds and parks etc.

During performance audit “Role of TMA in municipal services” visit to Shuhada Park (Ladies Park) and Fizagat Park under the jurisdiction of Tehsil Municipal Administration Babuzai **Fig-1&2**. The parks are a very popular recreational place for the women and children of Swat. During visits the following shortcoming were noticed:

1. Shortage of water supply facilities in parks.
2. Required Improvement and repair of swings, see-saws and slid for children.
3. Construction of more toilets in the parks.
4. Only two numbers new dustbin were installed and old dustbins are out of order, the local office was required to installed new dustbin.
5. Needs o be repair/ renovate the pillar chain of around the boundary.

Non provision of basic facilities in Public Park occurred due to weak managerial and administrative controls, which resulted in depriving of the people from basic facility.

When pointed out in March 2020, the management stated that in the said park construction and repair is under process, when completed the report will be submitted.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit suggests that the matter need to be taken serious and provided the facilities to the public park.

4.1.3 Non preparing Master plan Sanitation in District Swat

According to Sanitation Act 2006, each district shall prepare a Master Plan for Sanitation.

TMA Babozai did not prepare overall sanitation plan in coordination with all agencies which was required under rules. Design of developmental schemes were prepared in absence of covering basic component of sanitation aspect of drainage nor any linkages with main drainage system was observed. Furthermore, proper sewerage & drainage system not exist in Tehsil Babuzai, where as quality of waste water not tested due to non availability of tasting facility. Wastes water treatments plants are not available.

Non-availability of Master Plan for sanitation occurred due to lack of interest of the management in providing cleanness facilities to the inhabitants of the town.

When pointed out in March 2020, the management stated that master plan for sanitation has now been with WSCC swat. However on our part of this office would consider and discuss the above observation for compliance properly.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends papered master Plan for sanitation.

4.1.4 Shortage of civic amenities in General Bus Stand

According to rule 3 (iv) of Khyber Pakhtunkhwa rules of Business 2015, it is function of TMA to Construction and improvement of playgrounds, graveyard, funeral places, eidgah, parks, public open spaces, community centers.

During performance audit “Role of TMA in municipal services” visits of General Bus Stands the following shortcomings were observed.

1. Non construction of Canteen in General Bus Stands.
2. Construction of more toilets
3. Non construction of service station in GBS.
4. Require facility of clean drinking water and benches for sitting.

Non provision of basic facilities in General Bus Stand occurred due to weak managerial and administrative controls, which resulted in depriving the people from basic facility.

When pointed out in March 2020, the management stated that all the shortcomings are under process and would be completed soon.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends that facilities may be provided.

4.1.5 Require basic facilities in Slaughter House

According to section 113 of local Government act 2013, it is the function of Tehsil Council to Slaughter of animals and maintenance of slaughterhouses.

During audit “Role of TMA in municipal services” visits of slaughter house the following shortcomings were observed.

1. Tehsil Babuzai is consisting of 17 Union Councils (Including 09 Urban UCs) having a population of around 0.6 million while only one slaughter house is available in Mingora City besides couple of places is derived from the facility where illegal street slaughtering is performed to fulfill the local needs. According to the Pakistan Slaughterhouse Act of 1983, the slaughter of animals outside the boundary of slaughterhouses is prohibited.

2. In slaughter house is without essential requirement such as sufficient stockyard, Laboratory and office.
3. There is no system of record keeping, such as numbers of animals slaughtered with their description i.e. age, sex, breed & weight.

Non provision of basic facilities in Slaughter House occurred due to weak managerial and administrative controls, which poses a serious health and hygiene risk.

When pointed out in March 2020, the management stated that the above observations are noted for compliance. However this office has constructed a new slaughterhouse of about 21 kanals which would be operational after vacation of the court stay order.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends that the matter need to be taken serious and provided the facilities to the slaughter house.

4.1.6 Non- participatory SWM system at community and municipality level

According to Section 22 (c) of Local Government Act 2013, the function of TMA to execute and manage development plans for improvement of municipal services and infrastructure.

During performance audit “Role of TMA in municipal services” it was notice that the local office did not initiate any educational, communication and awareness training about sanitation/ SWM. Public awareness of environmental and SWM issues is low. Awareness-creation and an education programme will be organized in public places and schools to educate and mobilize the residents to apply the basic principles of 3Rs (reduce, reuse and recycle) and by that

minimize waste and particularly discourage the excessive use of polythene and plastic products by replacing it with cloth bags.

When pointed out in March 2020, the management stated that awareness complains have been conducted throughout our jurisdictions on social media, proper presentations were conducted to the general public, announcement on loud speaker in the city were made. However, the matter needs further consideration as well, especially regarding the polythene bags. It would be followed regularly by this office in future as well.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends Awareness should be provided to, people through seminars, radio and television programs to reduce the generation of solid waste and to know about problems created from solid waste to cooperate with Government.

4.1.7 Difficulty in disposal of Solid waste due to shortage of required solid waste machinery and staff

TMA's Rule of business 2015 Schedule I 3(2) (c) that Management of municipal services, Sanitation and Solid Waste Management including solid waste collection and sanitary disposal of solid, liquid, industrial and hospital wastes vested in the Tehsil or Town Municipal Administration

TMA Babozai transferred the services of water supply and sanitation and solid waste management to WSSC and transferred all the assets and liabilities under SAMA agreement leaving 20% remaining staff and one Tractor Trolley for covering the following 09 points of Slaughter House, GBS, Sabzi Mandi, Suzuki Stand, TMA Office, two public Park, TOR Branch encroachment activities and transport the solid waste to dumping site from rural area which is not adequate for covering such a huge area.

No disposal of solid waste occurred due shortage of required machinery and staff which resulted in unhygienic state of environment in the area.

When pointed out in March 2020, the management stated that due to lack of staff and vehicles there exist deficiencies on our part.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends that the required machinery and staff may be acquired for solving the waste management problem.

4.1.8 Lack of cleanses facilities in tourist spot

As Per section 54 of the Khyber Pakhtunkhwa Local Government Act of 2001, the TMA is responsible to carry out water supply, fire fighting and sanitation functions in its area of jurisdiction.

During performance audit on “Role of TMA in municipal services” it come to noticed that under the jurisdiction of Tehsil Municipal Administration Babuzai (Mingora) two tourist spots namely 1) Marghuzar Valley and 2) Fizagat Park, as Marghuzar Valley is the nearest tourist and attractive spot for common masses, while the Fizagat Park is the gateway for Kalam, Bahrain, Malam Jabba and Miandum etc. But there are no proper cleanliness facilities available. The local office is required to installed Dust Bins and Containers at both spots at suitable places.

Lack of cleanliness facilities occurred due to weak internal and administrative controls, which resulted in environmental hazards.

When pointed out in March 2020, the management stated that cleanliness activities take place seven days in a month. While observations regarding installation of dustbin would be complied soon.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit suggests purchase of dust bin and placed in various point at tourist spot so that the public may be saved from unhygienic conditions caused due to throwing the waste in open areas/plots.

4.2 Financial Management Issues

4.2.1 Wasteful expenditures on fire brigade section Rs. 8.095 million

TMA's Rule of business 2015 Schedule I 3(2) (g) that Management of municipal services, Disaster and Emergency Management including Fire fighting vested in the Tehsil or Town Municipal Administration.

According to Government of Khyber Pakhtunkhwa Local Government Department Local Council Board No.AO (Planning) / LCB/ Rescue-1122/TMA's/6-65/2016-17 dated 16th March 2018, the competent authority has decided that the engaged/ existing staff with fire fighting vehicles along with all necessary equipments i.e. fire brigade vehicles may be handed over to the concerned rescue Department.

TMA incurred expenditure of Rs. 8,095,256 on account of salary and non salary of fire brigade section during 2018-19 while the Provincial Government abolished firefighting service from TMA and directed to transfer the staff along with vehicle to Recue 1122. Thus expenditure was held irregular and wasteful.

S.No	Particular	Amount (Rs)
01	Salary	7,660,000
02	Non Salary	435,256
Total		8,095,256

Irregularity occurred due to lack of internal control, which resulted in irregular expenditure to the Council.

When pointed out in March 2020, the management did not respond the audit observation.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends investigation under intimation to audit.

4.2.2 Irregular expenditure on account of water supply Branch Rs 792,994

According to Agreement made between TMA and WSSC on dated 26/07/2017, Water Supply Services handed over to Water & Sanitation Services Company Swat. TMA Babuzai (Mingora) has no Water Supply Scheme in its jurisdiction.

TMA incurred expenditure of Rs 792,994 on account of water supply branch while Water Supply Services handed over to Water & Sanitation Services Company Swat. TMA Babuzai (Mingora) has no Water Supply Scheme in its jurisdiction. Thus the expenditure held irregular and unauthentic.

Irregularity occurred due to lack of internal control, which resulted in irregular expenditure to the Council.

When pointed out in March 2020, the management did not respond the audit observation.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

The audit recommends investigation.

4.3 Construction and works

4.3.1 Un-economical expenditure on account of non-schedule items without rate analysis –Rs 4.548 million

Para 220 and 221 of CPWA Code requires that the Sub Divisional Officer, before making payments to the contractors is required to compare the quantities in the bills and see that all the quantities and rates are correctly entered and that all the calculations have been checked arithmetically.

According to clause 12 of the standard contract agreement, if the work includes any class of work for which no rate is mentioned in the schedule of rates of the District, then the contractor shall within seven days of the date of his receipt of the order to carry out the work, inform the engineer in-charge to fix the rate.

During performance audit Tehsil Municipal Officer Babozai (Mingora) paid Rs 4,548,761 for execution of developmental scheme “Renovation of Shuhada Park at college colony Saidu Sharif” of non-scheduled items during 2018-19. During scrutiny of record it was observed that the rate analysis was not made for non-scheduled items and no indent/rate analysis was obtained for the execution of these schemes, which caused in un-authorized and doubtful payments. Detail is attached herewith.

Audit observed that the irregularity occurred due to weak internal and financial controls, which resulted in un-authorized payments.

When pointed out in March 2020, the management stated that the above scheme would be revised and rate analysis would be provided in the revise PC-I.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends inquiry about the rates charged in execution of the schemes and action against the person(s) at fault.

4.3.2 Unjustified payment due to deviation from the approved BOQ/PC-I- Rs 1.614 million

According to Para 2.58 read with Para 2.100 of B& R code, before a work is given out on contract, BOQ be prepared and approved for all items of works.

Tehsil Municipal Officer, TMA Babozai (Mingora) District Swat paid Rs 1,614,718 for excess quantities of works which were not approved in the PCI-BOQ which was unjustified and deviation from PC-I/BOQ during 2018-19 as detailed below:

S. No	Name of work	Qty as per PC-I/BOQ M ³	Qty paid M ²	Diff M ²	Rate (Rs)	Amount (Rs)
1	P/L universal tile	0	4142.6	4142.6	222.24	920,651
2	Pebble shape concrete tile	0	4680.6	4680.6	92.43	432,627
3	P/L ellied circle tile	0	4465.4	4465.4	100.34	448,058
			Total			1,801,336
			Add 1.08			1,945,443
			17% Below			330,725
			Total			1,614,718

Unjustified payment was made in violation of approved PC-I/BOQ which resulted in violation of rules.

When pointed out in March 2020, management stated that the payment is made under clause-12 and justification would be made though revised PC-I/ revised TS.

Request for convening of DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends detail justification in regard to deviation from BOQ/PC-I.

4.3.3 Unjustified payment due to deviation from the approved TS- Rs 0.223 million

Para 220 and 221 of CPWA Code requires that the Sub Divisional Officer, before making payments to the contractors is required to compare the quantities in the bills and see that all the quantities and rates are correctly entered and that all the calculations have been checked arithmetically.

Tehsil Municipal Officer, TMA Babozai (Mingora) District Swat paid Rs 222,929 for excess quantities of works which were not approved in the TS/BOQ which was unjustified and deviation from the approved Technical Sanction during 2018-19 as detailed below:

S.No	Name of work	Qty as per TS M ³	Qty paid M ²	Diff M ²	Rate (Rs)	Amount (Rs)
1	SF Mounting structure Galvanized for Solar panels	0	01	01	140,000	140,000
2	Supply and Erection single core PCX insulated copper conductor 250/440 v	0	300	300	276.43	82,929
4				Total		222,929

Unjustified payment was made in violation of approved PC-I/BOQ which resulted in violation of rules.

When pointed out in March 2020, management stated that the items were installed as per actual site requirement and would be regularized in the revised TS.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends regularization from the competent authority and action against the person(s) at fault.

4.4 Monitoring and evaluation issues

4.4.1 Non-utilization of /Completion of schemes of municipal services

According to clause 5 of the agreement signed with the contractors, if the contractor shall desire an extension of the time for completion of the work on the ground of his having unavoidably hindered in its execution or on any other ground, he shall apply in writing to the Tehsil Officer (Infrastructure) within thirty days from the date of the hindrance on account of which he desires such extension. The Tehsil Officer (Infrastructure) shall authorize such extension of time.

During performance audit TMA Babozai executed different works for Rs 160,609,200 during 2018-19 under Uplift & Beautification pertaining to Municipal Services for general public which completed only 2 numbers of Schemes out of 13 schemes. The local office was requires to impose penalty amounting to Rs 16,060,920 for late completion of scheme which was not done. Furthermore the slow progress shows inefficiency on the part of TMA Babozai (Mingora) and the other hand people of area were deprived from basic Municipal Services. As per detail in annexure-2.

Audit observed that non utilization of work occurred due to violation of rules which resulted in loss to the Government.

When pointed out in March 2020, the management stated that the schemes delayed due to non availability of fund.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends imposition of penalty and deposit into Government treasury.

4.5 Asset management

4.5.1 Non utilization of Fire brigade machinery and vehicles

According to Government of Khyber Pakhtunkhwa Local Government Department Local Council Board No.AO (Planning) / LCB/ Rescue-1122/TMAs/6-65/2016-17 dated 16th March 2018, the competent authority has decided that the engaged/ existing staff with fire fighting vehicles along with all necessary equipments i.e. fire brigade vehicles may be handed over to the concerned rescue Department.

TMAs Rule of business 2015 Schedule I 3(2) (g) that Management of municipal services, Disaster and Emergency Management including Fire fighting vested in the Tehsil or Town Municipal Administration.

TMA Babozai did not utilize the services of fire brigade vehicles as parked since 2017 due the Provincial Government abolished firefighting service from TMA and directed to transfer the staff along with vehicle to Recue 1122. TMA Babozi have 03 numbers of Fire brigade vehicles which were parked without any utilization which were being rust with passage of time and the general public remain deprived of the facility of fire brigade.

When pointed out in March 2020, the management did not respond the audit observation.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends investigation and fixing responsibility for non compliance of Government instruction.

4.6 Procurement and contract management issues

4.6.1 Irregular enhance scope of work worth -Rs 4.489 million

According to rule V of Chapter-III of the Khyber Pakhtunkhwa Public Procurement of Goods, Works and Services Rules, 2014, alternate methods for procurement of works and non-consulting services, subject to the conditions of contract, a procuring entity may, ensure a variation order to a contractor to include works which were outside the original scope of works to endure interests of Government and for reasons of economy, compatibility and efficiency provided that:

1. The original contract is still in force.
2. The procuring entity has satisfied itself for technical reasons that the placing of the variation order is cost effective;
3. The value of variation order is not more than fifteen percent of the original contract; and
4. That may be more than one variation orders as long as the total value of all variation orders remains within 15% of the original contract.

Tehsil Municipal Officer, TMA Babuzai awarded a scheme “Group Latrines” with estimated cost of Rs 11,000,000 @ 23 % below on MRS 2017 with the completion date of 30.05.2018. Later on scope of work was enhanced upto 15.489 million 40% increase which violation of the above rules.

Audit observed that overpayment occurred due to violation of rules which resulted in loss to the Government.

When pointed out in March 2020, the management stated that revised AA was issued by the competent authority.

Request for convening DAC meeting was made in June, 2020 with subsequent remainders, however meeting of DAC could not be convened till finalization of this report.

Audit recommends recovery and action against the person at fault.

4.7 Overall Assessment

i. Relevance:

The office of Tehsil Municipal Officer, TMA, Babozai was in line with government's sectoral policies.

ii. Efficacy:

The goals of the Tehsil Municipal Officer, TMA, Babozai with reference to originally concerned objectives have been achieved to some extent.

iii. Efficiency:

- i. Failure to enhance street light.
- ii. Shortage of civic amenities in General Bus Stand and Public Paraks.
- iii. Failure to provide basic facilities in slaughter house and operating it in hygienic conditions.

iv. Economy:

The Tehsil Municipal Officer, TMA, Babozai was enhance scope of work which is violation of rules resulted in loss to the Government.

v. Effectiveness:

The office of Tehsil Municipal Officer, TMA, Babozai failed to provide basic facilities in slaughter house and non utilization of fire brigade machinery. There was lack of facilities in public parks and General Bus stand. More schemes were not completed within the stipulated period.

vi. Compliance with rules:

Main observations with regard to violation of rules are given below:

- Non-carrying of reconciliation of receipts and expenditure resulted the payment remain unauthentic and unverified.
- Payment on non-schedule items without rate analysis resulted Un-economical expenditure.

- Installation and placement of dust bin in various point at tourist spot so that the public may be saved from unhygienic conditions.
- Non utilization of Fire brigade machinery and vehicles which were being rust with passage of time and the general public remain deprived of the facility of fire brigade.
- Wasteful expenditures on fire brigade may be justify.
- Utilized the beautification funds without further delay according to the PC-I.

5. CONCLUSION

5.1 Key issues for the Future: Issues that could limit Tehsil Municipal Officer, TMA, Babozai performance and achievement of objectives are as under:

- i. Wasteful expenditures on fire brigade.
- ii. Non-completion of schemes within the stipulated period.
- iii. Unsatisfactory provision of municipal services

5.2 Lessons identified:

- i. Prepare Master Plan to improve sewerage & drainage system of the city.
- ii. Work on the pending development schemes may be expedited for timely completion.
- iii. Improve basic facilities in public parks.
- iv. Improve and provided basic facilities in Slaughter House.
- v. Awareness should be provided to people through seminars.
- vi. Public awareness campaign through electronic and print media.
- vii. Installation and placement of dust bin in various point at tourist spot so that the public may be saved from unhygienic conditions.
- viii. Utilized the beautification funds without further delay according to the PC-I.
- ix. Machinery and staff may be acquired for solving the waste management problem.
- x. Enhance provision of street light facilities to un-served area.

ANNEXURES

Annexure-1

Fig-1.

Shuhada Park (Ladies Park)



Play area



Wash Room



Dustbin

Fig-2.

Fizagat Park



see-saws



Pillar Chain



Benches



Slide

Annexure-2

Detail of Non-imposition of penalty for delay/non completion of developmental schemes

S.No	Scheme Name	E/ cost	Date of work order	Req. date of completion	Expenditure	Penalty @ 10%
1.	Construction of Group Latrines at Mingora city	11,000,000	24.11.2017	24.04.2018	9,041,000	1,100,000
2.	Renovation of Shuhada Park College Colony Saidu Sharif	13,920,000	24.11.2017	24.04.2018	5,270,000	1,392,000
3.	Installation of solar Road lights from Police Line Chowk to Fizagat Park	12,890,000	12.04.2018	02.07.2018	3,340,000	1,289,000
4.	Installation of solar Road lights from PTDC Hotel to Grid Station Mingora	18,270,000	12.04.2018	02.07.2018	2,061,000	1,827,000
5.	Installation of solar Road lights from Qamber Bypass Chowk to Sindh Police Line Mingora	25,790,000	12.04.2018	12.04.2019	5,055,000	2,579,000
6.	Installation of solar Road lights from Commissioner Office Saidu Sharif to Nishat Chowk Mingora	23,640,000	12.04.2018	02.07.2018	14,680,000	2,364,000
7.	Installation of solar Road lights at Mingora City (Package -1)	19,348,600	12.04.2018	02.07.2018	8,610,300	1,934,860
8.	Installation of solar Road lights at Mingora City (Package -2)	19,348,600	12.04.2018	02.07.2018	10,071,000	1,934,860
9.	Installation of Solar Garden lights at Old Fizagat Park	2,900,000	12.04.2018	02.12.2018	1,641,000	290,000
10.	Installation of Solar Garden light at Shuhada Park Colony at Saidu Sharif	5,440,000	12.04.2018	02.12.2018	2,342,000	544,000
11.	Construction of walking tracks at shagai Saidu Sharif	8,062,000	12.04.2018	02.12.2018	3,539,000	806,200
	Total	160,609,200			65,650,300	16,060,920