



Performance Audit Report
on
Khyber Pakhtunkhwa
Emergency Rescue Services
(Rescue 1122)
Audit Year 2020-21

AUDITOR GENERAL OF PAKISTAN

PREFACE

The Auditor-General conducts audit subject to 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. The performance audit of Khyber Pakhtunkhwa Emergency Services (Rescue 1122) was carried out accordingly.

The Directorate General, Climate Change & Environment, Islamabad conducted performance audit of Emergency Rescue Service, Khyber Pakhtunkhwa (Rescue-1122) during the Audit Year 2020-21 covering Financial Years 2017-18 to 2019-20 with a view to report significant findings to stakeholders. Audit examined the economy, efficiency, and effectiveness aspects of the Emergency Rescue Service, Khyber Pakhtunkhwa (Rescue-1122). In addition, Audit also assessed, on test check basis, whether the management complied with applicable laws, rules and regulations in managing the Emergency Rescue Service (Rescue-1122), Khyber Pakhtunkhwa. The Audit Report indicates specific actions that, if taken, will help the management realize the objectives of the Emergency Rescue Service (Rescue-1122), Khyber Pakhtunkhwa.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

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, for causing it to be laid before the Provincial Assembly.

Islamabad
Dated: 01 Sep, 2022

-Sd/-
(Muhammad Ajmal Gondal)
Auditor General of Pakistan

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ABBREVIATIONS & ACRONYMS

ADP	Annual Development Program
AED	Automated External Defibrillator
AGP	Auditor General of Pakistan
BTS	Baluchistan Testing Service
C.P.W.A.C	Central Public Works Accounts Code
C&W	Communication & Works
DEO	District Emergency Office
ERS	Emergency Rescue Service
ETEA	Educational Testing & Evaluation Agency
GFR	General Financial Rules
GPS	Geographic Positioning System
GST	General Sales Tax
HR	Human Resource
HTV	Heavy Traffic Vehicle
KPPRA	Khyber Pakhtunkhwa Public Procurement Regulatory Authority
KP	Khyber Pakhtunkhwa
LTV	Light Traffic Vehicle
NTS	National Testing Service
OTS	Open Testing Service
PMC	Provincial Monitoring Cell
PMDU	Prime Minister Delivery Unit
PTA	Pakistan Telecommunication Authority
PTS	Pakistan Testing Service
SWOT	Strength Weaknesses Opportunities Threats

EXECUTIVE SUMMARY

The Khyber Pakhtunkhwa Emergency Service (Rescue 1122) is the leading emergency humanitarian service with infrastructure in 32 districts out of 35 of Khyber Pakhtunkhwa. Rescue 1122 has rescued millions of victims of emergencies through its Emergency Ambulance, Rescue & Fire services and Community Emergency Response Teams.

The Directorate General Audit, Climate Change & Environment, Islamabad selected Khyber Pakhtunkhwa Emergency Service (Rescue 1122) Headquarters Peshawar and District Emergency Offices Peshawar, Mardan and Chitral for audit. The information gathered during preliminary survey was duly approved by Performance Audit Wing of Department of the Auditor General of Pakistan.

The Directorate General Audit, Climate Change & Environment, Islamabad conducted performance audit of Khyber Pakhtunkhwa Emergency Services (Rescue 1122). The main objectives of the audit were to evaluate the economy, efficiency and effectiveness of the Emergency Service (Rescue-1122), Khyber Pakhtunkhwa. The audit was conducted in accordance Performance Audit Manual (PAM) of DAGP and other guidelines of the department.

Findings

- i. Instances of in-effectiveness of Rescue-1122 Council.
- ii. Non-availability of real time tracking system for emergency service vehicles, weak monitoring control without upgraded Provincial Monitoring Cell (PMC) unit and absence/in-attention to minimize false/obnoxious calls.
- iii. Non-framing of repair and maintenance rules for specialized / rescue vehicles.
- iv. Inappropriate projection of response time of 7 minutes.
- v. Weak referral system has overburdened the health care system at tertiary level and managing of inter-hospital/referral ambulance service without having emergency protocol training of drivers.

- vi. Only 24% of satisfaction was shown by public on Pakistan Citizen Portal against Rescue-1122¹.
- vii. Non-recovery of taxes from suppliers Rs. 227.749 million and inefficient procurement on higher rates Rs. 11.644 million.
- viii. Non preparation of PC-II, PC-III and PC-IV of development programs of rescue service.
- ix. Non-recommending any measure to Government for administrative, legal and financial Sustainability of Rescue-1122.
- x. Improper planning for establishing and running of rescue station in hilly/hard areas on pattern of Urban areas and hasty decision of expansion of rescue services in such areas.
- xi. Issues of in-efficient human resource management.
- xii. Violation of notified policy in recruitment process.

Recommendations

- i. Rescue-1122 Council should be made effective to attain the objectives of KP Emergency Rescue Service Act 2012 and measures for administrative, legal and financial Sustainability of Rescue-1122 should be suggested to the Government.
- ii. Up-graded tracking system should be installed to attain real time information for rescue service operations along with computerized mechanism to record the response time accurately with proper feedback.
- iii. Repair and maintenance rules/regulations for specialized/rescue vehicles should be made for efficient and effective use of available vehicles, besides maintenance of repair and POL history sheets for comparative cost analysis by the management of Rescue-1122.
- iv. Database along with software application should be upgraded/updated to minimize the false/obnoxious calls. Further,

¹ PCP dashboard data.

up-gradation of telephone lines should be considered to avoid call dropping.

- v. Recoverable taxes should be recovered from the suppliers and deposit in to Government Treasury.
- vi. SWOT analysis of inter-hospital /referral ambulance service should be made and placed in next council meeting for appropriate decision. Mechanism of referral system should be developed in consultation/collaboration with health department to make the referral system more transparent, economical and effective which will improve the utilization of Primary and Secondary Health care services and reduce burden at the tertiary level of health care.
- vii. PC-1 should be rationalized by conducting market survey and analysis in respect of capital cost component. Monitoring reports/PC-III and evaluation reports/PC-IV should be prepared on prescribed format for corrective measures by the management.
- viii. Expansion of Rescue Service should be evaluated on statistical data and feasibility study.
- ix. Technical sanctions of the civil works of office building should be obtained besides taking corrective measures to ensure the quality and progress of work as per contract agreements besides imposition of liquidated damages for delay.

1. INTRODUCTION

The Khyber Pakhtunkhwa Emergency Rescue Service (Rescue 1122) was established in January 2010. Later on the Khyber Pakhtunkhwa Emergency Rescue Service Act, 2012 was promulgated. After successful implementation of Emergency Rescue Offices in the Districts of the Province, now the expansion is being made in the merged areas of FATA. Rescue-1122 Khyber Pakhtunkhwa is mandated to ensure the presence of rescue service in the province in effective and efficient manner. Its functions include to respond and carry out relief operations for public in emergencies i.e. acts of terrorism, fire incidents, road traffic accidents, building collapse and medical emergencies.

The details of expenditure of Rescue-1122, KP for the financial years 2017-18 to 2019-20 is as under:

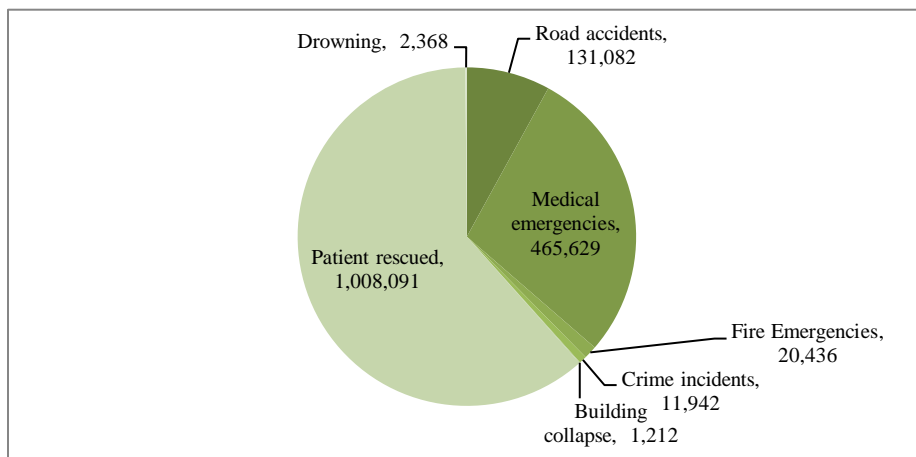
(Rs. in million)

Sr. No	Financial Year	*Expenditure
1.	2017-18	558.20
2.	2018-19	850.39
3.	2019-20	837.46
Total		2,246.05

*(Expenditure Statements for the FYs 2017-18 to 2019-20 provided by the entity)

A review of ADP of Rescue-1122, Khyber Pakhtunkhwa up to 2020-21 indicate that there are 21 ongoing development schemes with approved cost worth Rs. 11,304 million and an expenditure of Rs. 5,528.89 million was incurred up to June 2020. The development schemes are primarily related to development expenditure on expansion of District Emergency Offices along with stations and procurement of machinery, vehicles and equipments.

Data related to rescue operations carried out by Rescue Service 1122, Khyber Pakhtunkhwa since establishment to date is as under²:



2. AUDIT OBJECTIVES

The audit was conducted in accordance with guidelines issued by the Auditor General of Pakistan i.e PAM, FAM and in accordance with Planning Commission Guidelines for Project Management 2008, KPPRA Rules 2014, Government Financial Rules and other Government rules/regulations regarding operation and management of the functions of Rescue-1122. The overall objective of the audit was to assess economy, efficiency and effectiveness in addition to compliance with law, rules and policies besides evaluation of adequacy of internal controls. The evidence was primarily gathered by applying procedures like inquiries from the management; review of policy documents and monitoring reports; examination of payment vouchers; and collection, interpretation and analysis of primary and secondary data.

For the objectives of Performance Audit, the formations of Emergency Service (Rescue-1122) were selected on sample basis i.e Rescue-1122 (HQ), District Emergency Offices Peshawar, Chitral & Mardan. Data and record from year 2017-18 to 2019-20 was analyzed with following audit questions:

² <https://rescue1122.gkp.pk/>

- i. Whether assets were procured economically in accordance with the requirement?
- ii. Whether assets were utilized efficiently?
- iii. Whether the emergency operations were carried out effectively?
- iv. Whether proper monitoring and evaluation was in place?
- v. What was the level of effectiveness in achievement of planned targets?
- vi. What will be possible remedial measures for improvement?

3. AUDIT SCOPE AND METHODOLOGY

3.1 Audit Scope

The audit was conducted by reviewing the budget and expenditure statements, data related to procurements, notifications, related data on emergency/rescue services training and recruitment files, records and documents composed by the department. Interviews of the management and staff of Khyber Pakhtunkhwa Emergency Services (Rescue 1122) were also carried out.

The scope of the audit covers the period from financial years 2017-18 to 2019-20. The major audit work was carried out at Khyber Pakhtunkhwa Emergency Service Headquarter, Peshawar. Audit team also visited District Emergency Offices in Peshawar, Mardan & Chitral.

The audit scope limitation was due to slow response from the concerned department/DEO(s) in provision of relevant record / data and limited time period. The quality of data/information and unstructured reporting framework also limited the scope to draw inference from the provided data/information.

3.2 Audit Methodology

The Audit Year 2020-21 witnessed intensive application of desk audit techniques which included examining permanent files, computer generated data and other relevant documents along with the review of regulatory framework, policies and procedures applicable to the auditee entities. Risk assessment was carried out by performing analytical procedures and reviewing internal controls. Desk review helped auditors in understanding the systems, procedures and environment of the auditee entities and identification of high risk areas for further audit procedures.

The audit was conducted in accordance with Performance Audit Manual (PAM) of the Department of the Auditor General of Pakistan which is in line with the International Standards of Supreme Audit Institutions (ISSAIs).

Following audit methodology was adopted during the course of execution of performance audit:

a) Primary Data

Examination of record/documents of Emergency Service Headquarters Peshawar, and District Emergency Offices Peshawar, Mardan & Chitral. This include Act, rules, regulations, policies and manuals etc.

b) Secondary Data

Interviews and discussions with the management of Emergency Service Headquarter Peshawar and District Emergency Offices Peshawar, Mardan & Chitral.

4. AUDIT FINDINGS AND RECOMMENDATIONS

4.1 Organization and Management

4.1.1 In-effective role of Rescue-1122 Council

According to Khyber Pakhtunkhwa Emergency Rescue Service Act 2012, Section (5), there shall be a Council of the Rescue 1122, to be known as the Khyber Pakhtunkhwa Emergency Council and according to Section 6(3), the Council shall meet at least once in every three months.

In addition according to Section 7(2), the powers and functions of council are as under:

- a) To lay down the policy and guidelines and issue directions for efficient, effective and expeditious actions in dealing with emergencies;
- b) To issue regulations to prescribe the minimum standards for the offices and staff to maintain efficiency and effectiveness of the Rescue 1122;
- c) To approve the annual management plan including the annual budget of the Rescue 1122;
- d) To make recommendations to Government for administrative, legal and financial measures required to sustain the Rescue 1122;
- e) To approve measures with regard to matters relating to the Federal Government, other Provinces and donors;
- f) To review and analyze statistics relation to all emergency incidents, accidents and disasters;

Khyber Pakhtunkhwa Emergency Council held only 14 meetings up to December 2020 which were required to be 32 during 8 years according to Act, promulgated in September 2012.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that according to section 7 (2) of the Act, the functions which were required to be done by the Rescue Council were not even initiated since its establishment. As per record, in almost all the meetings of council there is continued amendments in KP ERS Regulations 2015, Rescue-1122 extended to 32 out of 35 districts with 5,098 staff members, however, since its establishment no administrative, legal and financial measures to

Government of Khyber Pakhtunkhwa for its sustainability were recommended. The prominent decision taken in Rescue-1122 Council and their follow up actions are at **Annexure-I** which depicts the 10 years performance of Rescue Council to Rescue-1122 Khyber Pakhtunkhwa.

Audit is of the view that due to in-effectiveness of Khyber Pakhtunkhwa Emergency Council, Rescue-1122 could not proceed in lines with the functions that were entrusted to it under the Act, thereby compromising the improvisation of efficiency and effectiveness of the service.

The matter was reported to management on 22.02.2022. The management replied that Rescue-1122 Council meeting is convened as and when required depending on the agenda items to resolve the issues and enhance the performance of the Rescue-1122.

The reply of the management is not satisfactory as the department failed to convene council meeting in line with the Act for taking policy decisions under the Act.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that matter should be looked into and necessary corrective measures should be taken to ensure that the Council perform and discharge its functions as promulgated in the Act.

4.1.2 Non-preparation of feasibility study/PC-II of rescue service projects

According to planning commission guidelines for project management 2008 para (11)(i), the projects of Infrastructure Sectors costing more than Rs. 300 million should be based on proper feasibility study. The mega projects of social sector should also be based on proper feasibility study. In case of projects costing less than Rs. 300 million in house feasibility studies should be made.

According to Annual Development Program (ADP 2020-21) of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, there were 21 ongoing schemes in 17 districts, 07 tribal districts & 9 frontier regions for

establishment of Rescue-1122 service with approved cost of Rs. 11,304 million.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that an expenditure of Rs. 5,528.89 million was incurred till June 2020 on these 21 schemes without preparing feasibility study. It was further observed that up to 2017, the service was functioning in 6 districts and from the years 2018-2020 the service was expanded to 32 districts (particularly in year 2020) without considering the population density and analysis of relevant statistical data. **(Detail at Annexure-II).**

Audit is of the view that non-preparation of feasibility study and establishment / expansion was made without considering the population density and analysis of relevant statistical data.

The matter was reported to management on 22.02.2022. The management replied that rescue service is public safety project and did not fall in the category of infrastructure sector, moreover, government had allocated funds and allowed the expansion of rescue service in the province.

The reply of the management is not satisfactory as all the development projects are processed in accordance with project management guidelines of planning commission i.e preparation of PC-Is and their approval from the relevant forums according to guidelines for the projects.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that management should look into the matter for corrective measures.

4.1.3 Non-availability of real time tracking system for Emergency service vehicles

GPS works by providing information on exact location. It can also track the movement of a vehicle or person. This network incorporates a range of satellites that use microwave signals that are transmitted to GPS devices to give information on location, vehicle speed, time and direction. The real time tracking system provides real time

tracking of vehicles, fuel management solution, control environment, history playback and many more features.³

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that tracking devices were installed on some rescue vehicles which were got un-installed on 25.01.2021 instead of up grading the tracking system from level 1 to level 3 to avail the real time monitoring/ tracking of emergency vehicles.

Audit is of the view that real time tracking system of vehicles helps in better emergency management which will increase the efficiency and effectiveness of the service.

The matter was reported to management on 22.02.2022. The management replied that the department is working on various proposals which will be implemented in future. Installation of tablets will facilitate the tracking of rescue vehicles and will ultimately improve the response time.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that upgraded tracking system should be installed to attain real time information regarding vehicle movement and fuel management to increase efficiency and effectiveness of the rescue services.

4.1.4 Non-framing of repair and maintenance rules for specialized / rescue vehicles

According to ERS Act 2012 Section 7 (a & b), the council has the power to, lay down the policy and guidelines and issue directions for efficient, effective and expeditious actions in dealing with emergencies. It also has the power to issue regulations to prescribe the minimum standards for the offices and staff to maintain efficiency and effectiveness of the Rescue 1122.

In addition according to Section 30 of Act, the Council may frame regulations for procurement of (overside the public procurement framework) in case of acquisition of emergency related goods and services.

³ <https://tpltrakker.com/solution/vehicle-trakking/>

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that various specialized vehicles and rescue ambulances are being maintained, however, they were got repaired as per routine in vogue for staff cars which was not correct as vehicles were not staff cars. As the rescue service has to maintain response time of 7 minutes for emergencies so these vehicles should be available for rescue operations on 24/7.

The detail of specialized/rescue vehicles fleet of Rescue-1122 is as under:

Sr#	Particulars	Numbers
1.	Ambulances	166
2.	Fire Vehicles	87
3.	Water Bowzer	31
4.	Recovery Vehicles	17
5.	Rescue Vehicles	36
6.	Water Rescue Vans	14
7.	Exacavator	6
8.	Mini Fire Truck	6
9.	Dumper	1
10.	Medical Bus	1
11.	Crane	1
12.	Snorkel & Aerial Platform	2
Total		368

Audit is of the view that non-framing of repair and maintenance rules of specialized and rescue vehicles is likely to deteriorate the effectiveness of the rescue services. Delayed repair works for such specialized vehicles will lead to lesser-availability of these vehicles for rescue operation.

The matter was reported to management on 22.02.2022. The management replied that the department momentarily implementing the available KPPRA, GFR, delegation of powers 2018 and Khyber Pakhtunkhwa Government vehicles repair rules for repair and maintenance of all official vehicles. The repair/maintenance for official vehicle of Rescue-1122 are being framed which will be in consonance to the Government Rule of Khyber Pakhtunkhwa and will be put in force after approval of the Competent Authority.

The reply of the management is not satisfactory as the matter regarding finalization of the repair & maintenance rules for smooth functioning of the service is still awaited.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that repair and maintenance regulations for specialized / rescue vehicles should be formulated for efficient and effective use of available vehicles besides maintenance of repair and POL history sheets for comparative cost analysis by the management of Rescue-1122.

4.1.5 In-adequate measures to minimize false/obnoxious calls

According to Sections (26 & 27) of Emergency Service Act 2012, no person shall make a false or an obnoxious call on the emergency dial-in-number or in any other manner try to falsely represent that emergency circumstances which will cost the resources of the Rescue 1122. Any person who willfully or without any reasonable excuse, disobeys or violates any provision of this Act, shall be deemed to have committed a bailable offence punishable with simple imprisonment for six months or with fine not exceeding rupees fifty thousand or with both.

In Emergency Rescue Service-1122 Khyber Pakhtunkhwa, false/obnoxious calls are more than 96% of the total calls received in control rooms⁴.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, audit analyzed the emergency calls data of last three years w.e.f 2017-18 to 2019-2020 and observed that false/obnoxious calls received every year was more than 96% of the total calls.

The detail is as under:-

⁴ PMC database reports.

Sr #	Period	No. of District	Total No. of calls	Drop Calls	Actual calls received	Total No. of emergency responded	% of emergency responded	false/obnoxious calls	% of false/Obnoxious
					(3-4)		(7/6*100)		(9/6*100)
	1	2	3	4	6	7	8	9	10
1.	Jan 2018 to Dec 2018	10	4,559,366	1,633,021	2,926,345	68,176	2%	2,858,169	98%
2.	Jan 2019 to Dec 2019	10	3,953,386	1,715,363	2,238,023	77,134	3%	2,160,889	97%
3.	Jan 2020 to Dec 2020	32	5,931,252	2,623,961	3,307,291	114,174	3%	3,193,117	97%

Audit is of the view that due to false/obnoxious calls, lines are occupied which results in less availability of network for actual emergency need requiring the emergency services. Same is the effect of drop calls which keep the lines engaged leading to less access to the service.

The matter was reported to management on 22.02.2022. The management replied that in this regard actions has been taken from time to time to minimize the false/obnoxious calls, call management software has the ability to block any disturbing number, law authorize this department to take legal actions against the person involved in the false/obnoxious calls. For this purpose habitual callers have been identified, letter has been sent to PTA for their identification to file legal actions against them but PTA did not provide data till now. Furthermore print, electronic and social media has been used for awareness.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that proper measures as per Act should be taken to minimize the false/obnoxious calls. Further the matters of drop calls require up-gradation of telephone lines as the same are creating hindrance in effectiveness of response to emergencies.

4.1.6 In-appropriate projection of response time of 7 minutes

According to Quality Service Indicator issued by the Director General Rescue-1122 on 20th May 2014, it was claimed that Rescue 1122 strives to respond every emergency within the city limits, ideally within 7 minutes but not later than 10 minutes on the emergency call to 1122 (toll free number).

According to Section 4 (b) of Emergency Service Act 2012, Rescue-1122 shall provide timely response, measure and emergency medical treatment to the victims of and emergency including medical and surgical emergency”.

Audit team visited three districts i.e Chitral, Mardan and Peshawar and randomly selected emergency call forms in each year 2017-18 to 2019-20. **(Detail at Annexure-III).**

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that emergency call forms of emergency response by Rescue-1122 apparently seems unrealistic/doubtful because there was no mechanism to cross check the response time as feedback process and same was not documented electronically or otherwise. Audit observed that emergency call forms were filled without authentication by concerned District Emergency Officers (DEOs), which shows that response time is managed accordingly with in the limit of standard response time i.e seven (7) minutes.

Audit is of the view that non-devising of effective controls and measures to analyze the response time of emergencies is likely to compromise the emergency response time.

The matter was reported to management on 22.02.2022. The management replied that the department is always keen to provide emergency services within minimum response time. The seven minutes response time is based on average time taken to overall emergencies. Furthermore due to hard terrain of Khyber Pakhtunkhwa the response time may vary but the average response time recorded till now is less than 07 minutes. The specialize staff and applications installed on the tablets will facilitate the tracking of the rescue vehicle and will show the time making possible for any analysis to improve the response time.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that Rescue-1122 should devise an electronic mechanism to record the response time accurately with the inclusion of feedback where possible so that required corrective measures be taken for effectiveness of Rescue-1122 and service to the community.

4.1.7 Weak referral system resulting in over burden on the health care system at tertiary level

According to the Khyber Pakhtunkhwa Health Policy 2019, a strong referral system to improve utilization of Primary and Secondary Health care services and to reduce burden at the Tertiary level of care was provided. Despite a major increase in health budget and reforms across the board in health care system, the referral system is still weak. The poor referral system leads to underutilization of primary health care and places enormous burden on tertiary care facilities. This situation leads to higher unit costs, adversely affecting the quality of care and also distracts tertiary care institutions from their primary goal to become centers of excellence in quality health education and research.

In addition according to SOP for inter-hospital/referral ambulance service, the purpose of transfer/shifting of emergency/non-emergency/critically ill patients referred by the doctor of lower Govt. Health Facility to the Higher Govt. health facility was for provision of better & specialized health Care service within & outside District/Province and same should be aligned in accordance with health policy 2019.

Health department handed over 351 ambulances with driver to Emergency Service Rescue - 1122 in line with the summary to Chief Minister Khyber Pakhtunkhwa for running of Inter hospital/ referral ambulance service.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that the department started inter hospital/referral service in all the district of KP without developing a strong mechanism of referral system in consultation with health department to make the referral system more transparent and effective.

The detail of referral cases is as under:

Name of District	Total number of referrals	Within district	out of district	Rational (Genuine)	Partially justified (provision of detailed info.)	Irrational (unjustified)
Mansehra	63	0	63	0%	25%	75%
Khyber	301	8	293	19%	11%	70%
Charsadda	783	42	741	21%	21%	58%
Dir Upper	187	29	159	23%	24%	53%
Shangla	155	6	149	39%	11%	50%
Kurram	56	2	54	50%	5%	45%
Lower Kohistan	16	1	15	33%	29%	38%
Malakand	305	112	193	42%	23%	35%
North Waziristan	47	4	43	19%	50%	31%
Lakki Marwat	261	15	246	57%	22%	21%

Audit is of the view that due to weak referral system as data shown in the above table Primary and Secondary Health care services were underutilized and referring the un-necessary patients resulted in overburdening the health care system at the Tertiary level. Health department also failed to improve utilization of Primary and Secondary Health care services. Developing strong check on referral system is a pre-requisite for improving the effectiveness of the service.

The matter was reported to management on 22.02.2022. The management replied that department developed a strong patients referral system in the province, after recommendations and written approval from the doctor, patient has been referred to inter or intra district health facility. The referral patient data has been compiled and shared with the high ups of this department and Health department on daily basis. It is pertinent to mention here that providing tertiary level care to all population is the responsibility of health department.

The reply of the management is not satisfactory as the matter should be taken up with the concerned authorities for smooth referral system and taking corrective measures.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that strong mechanism of referral system should be developed in consultation/collaboration with health department to make the referral system more transparent, economical and effective which will improve the utilization of Primary and Secondary Health care services and to reduce burden at the Tertiary level of care.

4.1.8 Running of inter-hospital /referral ambulance service without emergency protocol training of drivers

According to Section 12 (2) of Emergency Service Act 2012, “all employees of the Rescue- 1122 shall be liable to be assigned any emergency duty in accordance with need of the time”.

In addition according to Notification No.SO (Admin) RR&SD/2-7/2020 dated 10.12.2020, the Director General ERS (Rescue-1122) was authorized to take over all the road-worthy ambulances of Health Department with immediate effect, in public interest and to take the following steps for implementation of Provincial Cabinet’s Decision.

- Creation of inter-hospital ambulances service
- Operationalized the ambulance service through the existing drivers of these handed over ambulances for one year. Thereafter, DG Rescue may retain the drivers who have the requisite aptitude.

Health department handed over 351 ambulances along with 302 drivers in line with summary to Chief Minister for running of inter hospital/referral ambulance service. Inter hospital/referral service launched in all the district of KP where emergency service rescue 1122 was already working.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that management of Rescue-1122 was running this service without conducting emergency protocol training to the drivers who were transferred from health department which is likely to affect the efficiency of the service and effectiveness of the drivers as a rescuer.

Audit is of the view that attachment of drivers on inter hospital/referral service without going through emergency training would compromise the handling of the emergencies as a unit during any unseen incident.

The matter was reported to management on 22.02.2022. The management replied that the Rescue-1122 have already initiated the drivers training for emergency protocol. A batch of 100 drivers has been trained at Nowshera Police Training School. The case is taken up with Punjab Emergency Services Academy for training of the staff.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that management should arrange emergency service training for all drivers to ensure smooth rescue operations.

4.1.9 Non -conducting of refresher courses for rescuers

According to KPK Emergency Rescue Service Regulations 2015 Clause 33 (2), refresher courses after every two years may be arranged for all rescuers of ERS (Rescue-1122), in best interest of operational activities.

Emergency Rescue Service KP was established in 2010 and has expanded rapidly throughout the province.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that no refresher courses were arranged/conducted for rescuers to check their skill and capabilities to handle operational activities.

Audit is of the view that non-conducting of refresher courses was violation of Emergency Service Regulations 2015. This is likely to result in non-adherence of new techniques, technologies and practices adopted by the world to meet the modern world challenges.

The matter was reported to management on 22.02.2022. The management replied that due to non-availability of local academy in the province the refresher courses are conducted in district level and report has been shared with the competent authority, Rescuers who were weak in all fields and not performed up to the mark are reported by district formations

and send to Punjab Services Academy Lahore for refresher courses. Full fledged refresher courses will be started after completion of training academy in Khyber Pakhtunkhwa. Due to Covid-19 situation for the last 2 years the refresher courses were postponed.

The reply of the management is not satisfactory as the matter is required to be expedited at earliest for the conducting of refresher courses of the rescuers to handle emergencies smoothly.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that proper refresher courses should be arranged for the rescuers on regular basis.

4.1.10 Lack of capacity building due to insufficient master trainers and non-availability of rescue training academy

According to clause 12 (2) of Emergency Service Act 2012, “all employees of the Rescue 1122 shall be liable to assign any emergency duty in accordance with the need of time”.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that the department failed to establish an active training and awareness wing at head quarter for the capacity building of the rescuers as well as community. Only two persons i.e lead fire rescuer/fire safety instructor and emergency medical technician/ medical & safety instructor have been nominated as a Master Trainers and only one community program was arranged for their capacity building and awareness, the feedback forms of which were not available in the record

Audit is of the view that capacity building of the department is very important for the sustainability of the emergency service and to improve the organization's performance and ability to function in rapidly changing environment. In absence of master trainers the department will not be able to enhance capacity of the staff.

The matter was reported to management on 22.02.2022. The management replied that Master trainers are available in all the districts and headquarter level they are trained from Punjab Emergency Services Academy Lahore, registered trainers of American Heart Association and different other

registered organization. In this regard more master trainers will be trained after completion of full fledged training academy in KP.

The reply of the management is not satisfactory as the capacity building of the department is very important for the sustainability of the emergency service to improve the organization's performance and enhances its ability to tackle new challenges in evolving environment.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that rescue training academy should be established as early as possible for Rescue-1122 KP for conducting regular training courses to improve the skills of the rescuers.

4.1.11 Un-satisfactory feedback ratio of 24% on Pakistan Citizen Portal against Rescue-1122

Prime Minister's Performance Delivery Unit (PMDU) was established in 2013 with a new vision to promote citizen-centric and participatory governance. PMDU is a pioneer organization in providing complaints redressal mechanism at national level. The primary objective of the unit is to provide citizens' an opportunity to seamlessly communicate with all government entities and have their issues resolved with priority, in accordance with the vision of the Government. The Unit will enable the establishment of a culture of quantified performance management and make the various government entities accountable for their mandated roles and responsibilities. Besides, the Unit will put forward recommendations for amendment and simplification of cumbersome official procedures as evident from the database for the purpose of assuring public facilitation.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that total filed complaints were 737 out of these 732 complaints were declared as resolved. Out of these 732 resolved complaints, feedback of 389 complaints was received, 93 cases conveyed that reply/action of Rescue-1122 was satisfactory, thus leading to satisfactory ratio of 24% which was quite low.

Audit is of the view that 24% satisfactory ratio of public on Citizen Portal was quite low and show that the organization was not resolving the

complaints properly which may result in compromising the efficiency of rescue service.

The matter was reported to management on 22.02.2022. The management replied that as mentioned in the observation 727 out of 732 complaints were declared resolved which is 99% resolve ratio. The apprehension of audit regarding the quite low satisfaction of 24% in light of PMDU data is not based on facts. The Rescue-1122 conducts the random survey by calling the complainant about feedback. Till date no such adverse feedback is received and in light of Public demand the Government is being compelled to extend the services to entire Province. Regarding 389 complaints, only 93 were found to be satisfactory, while the remaining remained silent.

The reply of the management is not satisfactory as the management failed to produce documentary evidence regarding complaint redressal along with their feedback. Besides no efforts were shared regarding up-dation of complaint redressal mechanism.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that management should look into the matter for corrective measures.

4.2 Financial Management

4.2.1 Non-recovery of taxes from suppliers - Rs. 227.749 million

According to Sales Tax Act 1990, a registered person making a taxable supply shall issue a serially numbered tax invoice at the time of supply of goods containing (a) name, address and registration number of the supplier. According to SRO Notification No. S.R.O. 660(I)/2007, dated 30th June, 2007 in accordance with Sales Tax Act 1990 amended from time to time under clause (2), a withholding agent shall deduct an amount equal to one fifth of the total sales tax shown in the sales tax invoice issued by a registered person and make payment of the balance amount to him.

In addition according to Section 153(1)(a) of Income Tax Ordinance every prescribed person making a payment in full or part including a payment by way of advance to a resident person shall, at the time of making the

payment, deduct tax from the gross amount payable (including sales tax, if any) at the rate specified in Division III of Part III of the First Schedule.

Emergency Rescue Service-1122 Khyber Pakhtunkhwa, made procurement of vehicles on pre-receipts bills by making advance payments of Rs. 1,354.83 million to the suppliers.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that suppliers had charged GST but GST invoices of the same were not submitted by suppliers, besides non-deduction/less deduction of withholding income tax. **(Detail at Annexure-IV).**

Audit is of the view that non-provision of GST invoices and non-deduction of income tax as per tax laws resulted in non-realization of due taxes.

The matter was reported to management on 22.02.2022. The management replied that record is attached for perusal. All the sales tax deduction are attached whereas the correspondence is being initiated for depositing the required less deducted amount.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that recovery of GST and Income Tax of Rs. 227.749 million from suppliers should be recovered and deposited into government treasury.

4.3 Procurement & Contract Management

4.3.1 Procurement on higher rates - Rs. 9.71 million and release of GST to supplier - Rs. 5.97 million

According to KPPRA Act 2012 Section (3), all public procurement shall be conducted in such a manner as provided in this Act, rules and regulations made under this Act and shall promote the principles of transparency, economy, value for money, accountability and swift grievance handling. According to Section -14B, all procurement shall be conducted so as to maximize competition and to achieve value for money.

Emergency Rescue Service-1122 Khyber Pakhtunkhwa made procurement of 10 tractors (MF 385 4WD) from M/s Mohsin Engineering Pvt Ltd-Swat amounting to Rs. 26.40 million on 23.04.2020. Moreover, 13 Generators (50 KVA Millat Perkins) were procured from same supplier for Rs. 32.408 million on 31.12.2019.

In case of tractor, it was observed that M/s Millat Tractors Ltd is the manufacturer of these tractors in Pakistan and they have 2 authorized dealers in Peshawar i.e M/S Tractor House & M/s Iftikhar Tractors. The price of this model by the company was Rs. 2.153 million per tractor whereas these tractors were procured at the rate of Rs. 2.64 million in April 2020 resulting in overpayment of Rs 0.490 million per tractor thus accumulating to total of Rs 4.9 million for 10 tractors. Moreover, GST of Rs. 1.257 was released to supplier without deducting 1/5th GST and no GST invoices were provided by the supplier.

Audit further observed that 13 Generators (50 KVA Millat Perkins) were procured from M/s Mohsin Engineering Pvt Ltd-Swat amounting to Rs 32.408 million on 31.12.2019 rather than procuring the same from authorized dealers of M/s Millat Tractors Ltd in Peshawar. The prices of same generator by the company was Rs. 1.786 million, whereas supplier charged Rs. 2.153 million per generator resulting in overpayment of Rs 0.370 per generator accumulating to total of Rs. 4.81 million for 13 generators. Similarly, GST of Rs 4.709 million was released to supplier without deducting 1/5th GST and no GST invoices were provided by the supplier.

Audit is of the view that the procurement process of the entity was inefficient and failed to achieve value for money.

The matter was reported to management on 22.02.2022. The management replied that to ensure transparency and following KPPRA guidelines, the agency procured mentioned items through open competition and observing all codal formalities. Furthermore as per KPPRA Rule 2014 (Rule-6), the agency is not authorized to make direct purchases from the vendors without any competition. Therefore, no loss was incurred.

The reply of the management is not satisfactory as the department failed to implement KPPRA rules in letter and spirit to ensure the principle of value for money in procurement.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that matter should be inquired to fix the responsibility on the person (s) at fault. Besides Rs 5.970 of GST released to supplier should also be recovered and deposited into government treasury or evidence of deposit of taxes be provided.

4.3.2 Irregular procurement on higher rates – Rs. 1.934 million

According to KPPRA Act 2012 Section (3), “all public procurement shall be conducted in such a manner as provided in this Act, rules and regulations made under this Act and shall promote the principles of transparency, economy, value for money, accountability and swift grievance handling. According to Section-14B, all procurement shall be conducted so as to maximize competition and to achieve value for money.

Emergency Rescue Service-1122 Khyber Pakhtunkhwa made procurement of 26 LG LED screens (LK 6100 smart TV) from M/s GMSK Enterprises-Peshawar and payment of Rs. 3.757 million was made on 05.12.2019.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that price of this model as per market was Rs. 70,100 per LED as in May 2021, whereas these LED were procured at the rate of Rs. 144,500 in December 2019 leading to an overpayment of Rs. 74,400 per LED accumulating to total of Rs. 1.934 million for 26 LED screens. Moreover, GST of Rs. 638,690 was charged by the supplier, however, GST invoice was not available on record.

The matter was reported to management on 22.02.2022. The management replied that to ensure transparency and follow KPPRA guidelines, the agency procured mentioned items through open competition

and observed all codal formalities. Furthermore According to KPPRA Rule 2014 (Rule-6), the agency is not authorized to make direct purchases from the vendors without any competition. Therefore no loss was incurred.

The reply of the management is not satisfactory as the department failed to make any effort for market survey to access the actual price of the procured items.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that matter should be inquired to fix the responsibility on the person (s) at fault. Besides Rs. 510,952 of GST released to supplier should also be recovered and deposited into government treasury or evidence of deposit of taxes be provided.

4.3.3 Non-publishing of results of awarded contracts on Recue-1122 and KPPRA websites

According to KPPRA Rules 2014, rule (45) announcement of evaluation reports, procuring entities shall announce the results of technical bid evaluation in the form of a report before opening of the financial bids, to all bidders. The procuring entity shall also announce the final results of a bid evaluation giving justification for acceptance or rejection of bids at least ten days prior to the award of a contract and place the same on its and Authority website.

Emergency Rescue Service-1122 Khyber Pakhtunkhwa made procurement of Rs 2.062 billion during financial years 2017-18 to 2019-20.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that the bid evaluation reports was not published on Rescue-1122 and KPPRA websites thus negating the access of information to general public as well as to concerned stakeholders.

Detail of procurement is as under:

(Rs. in million)

Financial Year	Procurement value
2017-18	376.413
2018-19	372.192
2019-20	1,313.87
Total	2,062.475

Audit is of the view that non-publication/announcement of bid evaluation reports on the websites of Rescue-1122 and KPPRA was violation of KPPRA rules.

The matter was reported to management on 22.02.2022. The management replied that all the contracts were duly uploaded to the official website and KPPRA website on time to time and were available until the last day of closing of contracts.

The reply of the management is not satisfactory as the relevant documentary evidence was not attached with the reply.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that the bid evaluation reports should be announced and published on Rescue-1122 and KPPRA websites in a timely manner.

4.4 Construction and Works

4.4.1 Non-according of technical sanction of construction work of rescue station & office buildings – Rs. 1,787 million

According to para 4(2) & 4(62) of C.P.W.A.C, technical sanction is the order of the competent authority (Chief Engineer, Executive Engineer, Superintendent Engineer as the case) sanctioning a properly detailed cost estimate of a work of construction or repair proposed to be carried out. Sanction accorded to a work by any other department of Government is regarded merely as an administrative approval of the work.

Construction work of office building of Emergency Rescue Service-1122 Khyber Pakhtunkhwa in different districts costing to Rs. 1,786.782 million was in process since 2016.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that technical sanctions of the construction work had not been accorded so far. Technical sanction of these works fall under the authority of Chief Engineer. Moreover, the management of Rescue-1122 had not devised mechanism to check the quality and physical progress of the construction work. **(Details at Annexure-V& VI).**

Audit is of the view that expenditure on construction work without technical sanction was not justified as the estimates had not been technically sanctioned by the competent authority. Moreover, absence of monitoring about quality as per contract specification and progress of work as per work schedule may lead to sub-standardized work and escalation claims.

The matter was reported to management on 22.02.2022. The management replied that construction work of rescue station building was executed through Communication and Works Department, Government of Khyber Pakhtunkhwa and monitoring was being done by district monitoring and evaluation department till completion of work. C&W department prepare PC-IV before handing over of building to Rescue-1122. All the XENs were being approached for provision of technical sanctions/PC-IV and same would be provided to audit.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that construction work of office building without according technical sanction should be looked into and outcomes to be shared with audit, besides taking corrective measures to ensure the quality and progress of work as per contract agreements.

4.4.2 Delay in execution of civil works of rescue station & office buildings

According to Planning Commission “Guidelines for project management” para (2) project management policy, sub paras (2.8 & 2.9), Project progress should be monitored on the basis of project implementation schedule/approved work plan. Progress reports are essential for planning supervision and fact finding so that policy makers can concentrate on problem solving. Project Directors should ensure that proper procedures for reviewing

and responding to progress reports are established and followed. Project implementation agencies/departments should seek the approval of the competent authority as soon as they consider change in scope of work or revision in cost. Sponsoring agencies should also anticipate likely delays and should also fix responsibility for the delays. Those persons responsible for not undertaking planning and causing delays in implementation of projects should also be taken to task.

Civil works relating to the construction of rescue station/office buildings are in process since 2014/2016.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that various development schemes of construction work of rescue station/office building of Emergency Rescue Service-1122 Khyber Pakhtunkhwa were still in progress despite expiry of PC-1s completion date. **(Detail at Annexure-V)**. Moreover, the rescue station/office buildings were not constructed and rescue station/offices were running on temporary arrangements without having permanent buildings. **(Detail at Annexure-VI)**. It was further observed that liquidated damages were not imposed on the contractors for delayed work.

Audit is of the view that due to non-availability of permanent office buildings, the efficiency and effectiveness of rescue service will be compromised in achieving the desired results.

The matter was reported to management on 22.02.2022. The management replied that the executing agency (C&W) is being approached in light of audit para for imposing liquidated charges. Rescue operations were carried out on the buildings provided by Deputy Commissioner as gap arrangement.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that matter for delay in execution of construction works of rescue station/office buildings should be looked into, besides imposition of liquidated damages.

4.5 Monitoring and Evaluation

4.5.1 Non-preparation of monitoring reports/PC-III of development schemes – Rs. 5,529 million

According to planning commission “Guidelines for project management”

para (2) sub para (2.9 & 2.10), project implementation agencies/departments should seek the approval of the competent authority as soon as they consider change in scope of work or revision in cost. Sponsoring agencies should also anticipate likely delays and should also fix responsibility for the delays. Those persons responsible for not undertaking planning and causing delays in implementation of projects should also be taken to task. Monitoring and evaluation which are also supervisory management tools play an important role in helping to improve quality of information about implementation and operation of the project. Monitoring reports are prepared on quarterly basis on PC-III (A) proforma. Monthly physical and financial progress is to be prepared on PC-III (B) proforma.

In addition according to Annual Development Program (ADP 2020-21) of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, there were 21 ongoing schemes in 17 districts, 07 tribal districts & 9 frontier regions for establishment of Rescue-1122 service with approved cost of Rs. 11,304 million.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that an expenditure of Rs. 5,528.79 million was incurred up to June 2020, However, the monitoring reports as per PC-III proforma were not prepared till date of audit.

Audit is of the view that non-preparation of monitoring reports/PC-III was in violation of planning commission guidelines and without monitoring the desired results could not be achieved.

The matter was reported to management on 22.02.2022. The management replied that rescue service is public safety project and did not fall in the category of infrastructure sector, moreover, recruitments were made thorough third party and procurement of specialized equipment & machinery

was made under provided time frame. In future Communication & Works department will be forced to provide PC-III during the construction period.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that monitoring reports/PC-III should be prepared on the prescribed format to ensure proper monitoring of the schemes.

4.5.2 Non-preparation of completion reports/PC-IV of development schemes – Rs. 758.51 million

According to planning commission guidelines for project management 2008 para (3.33), the final stage of the project is its completion. The project is considered to be completed/closed when all the funds have been utilized and objectives have been achieved, or abandoned due to various reasons. At this stage the project has to be closed formally, and reports to be prepared on its overall level of success, on a proforma PC-IV (Annex-XX) and forwarded to the Projects Wing.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that 4 development schemes as detailed below were completed, however, PC-IV of these schemes were not prepared.

Detail is as under:

(Rs. in million)

Sr#	Scheme	Approved cost	Approval of PDWP
1.	Establishment of Emergency Rescue Service in Charsadda	240.989	23.12.2016
2.	Establishment of Emergency Rescue Service in Mansehra	137.445	26.11.2015
3.	Establishment of Emergency Rescue Service in Haripur	242.629	23.12.2016
4.	Establishment of Emergency Rescue Service in Lower Dir	137.445	26.11.2015
Total		758.508	

Audit is of the view that non-preparation of PC-IV was a lapse on the part of the organization as preparation of PC-IV would help to analyze problems faced and avoidance of same in future projects of the service.

The matter was reported to management on 22.02.2022. The management replied that Communication and Works department would be approached for preparation and finalization of PC-IV of the completed building and same would be provided to audit.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that PC-IV should be prepared as per Planning Commission guidelines and approved from the competent forum.

4.5.3 Improper functioning of Provincial Monitoring Cell

According to Section 4 (C) of emergency service Act 2012, rescue service shall establish a system for rapid communication, exchange of information and quick response to combat or deal with an emergency”.

Provincial Monitoring Cell (PMC) unit of Emergency Rescue Service KPK was established to meet the challenges faced due to rapid growth of Rescue-1122 all over the province.

During visit of control room the audit team observed as under:

- i. The control rooms of the districts were not connected with centralized control room.
- ii. The cameras installed in control room of the districts were not centrally interlinked
- iii. Internet service was not upgraded to monitor the activities in real time.
- iv. Staff attendances were not watched/verified in a centralized manner.
- v. The equipment and staff were not available up to the required level to control the working environment.
- vi. The information is filled on web page manually which can be manipulated.
- vii. No back-up server was available at PMC, moreover, there was no automated system of taking feedback and updating data on rescue website.

Audit is of the view that without up grading the database and software application, the desired goals may not be achieved to meet the challenges due to rapid expansion of this service.

The matter was reported to management on 22.02.2022. The management replied that an active PMC is operational at headquarter level, which is connected to all the control rooms of the districts through internet and CCTVs where strong internet facilities are available in the area. Daily brief reports of all the districts and daily attendance report of all the staff has been generated and shared with high ups for further necessary actions. Furthermore efforts are underway to upgrade PMC to make it state of the art system with human less interaction and real time monitoring system of all the operational activities.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that data base along with software application should be upgraded/updated and PMC should be strengthen to achieve the desired results.

4.5.4 Irrational preparation of PC-1s capital cost estimates

According to planning commission guidelines for project management 2008 Annexure-I (Instructions to fill PC-1 Proforma) basis of determining the capital cost be provided. It includes market survey, schedule rates, estimation on the basis of previous work done etc.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that two (02) PC-1s were prepared and got approved from the provincial development working party (PDWP) without mentioning the basis of preparation of capital cost estimate as no documentary evidence to justify the preparation of capital cost estimates was available on record.

Detail of capital estimates in PC-1s is as under:

(Rs. in million)

Sr#	Particulars	Time Frame	Capital component	Capital cost estimate
1.	Establishment of ERS in Sub divisions (6 Frontier Regions) in KPK	2019-21	Equipment & machinery	141.48

2.	-do-	-do-	Vehicles	456.80
3.	Establishment of ERS in Sub divisions (7 Tribal districts) in KPK	2019-21	Equipment & machinery	193.91
4.	-do-	-do-	Vehicles	906.8
Total				1,698.99

Audit is of the view that preparation of capital cost estimates without having market survey was contrary to planning commission instructions for preparation of PC-1s. In the absence of market survey bidding process become inefficient and uneconomical as there is no bench mark for price to be paid for procured goods.

The matter was reported to management on 22.02.2022. The management replied that that procurement of all equipment and machinery was made by following the pattern of Punjab Rescue-1122. The cost is determined by the initial market rates and the preventing inflation to ensure the gracious economic purchased.

The reply of the management is not satisfactory as the management failed to produce documentary evidence in support of reply.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that matter for non-conducting market survey before preparation of PC-1 in respect of capital cost component, should be looked into to fix the responsibility on the persons at fault.

4.6 Sustainability

4.6.1 Sustainability and full operationalization of the organization of Rescue-1122

According to Khyber Pakhtunkhwa Emergency Rescue Service Act 2012, Section (5), there shall be a Council of the Rescue 1122, to be known as the Khyber Pakhtunkhwa Emergency Council and according to Section 6(3), the Council shall meet at least once within three months.

In addition according to Section 7(2), the powers and functions of Council are as under:

- a) lay down the policy and guidelines and issue directions for efficient, effective and expeditious actions in dealing with emergencies;
- b) Make recommendations to Government for administrative, legal and financial measures required to sustain the Rescue 1122;

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, annual development program 2020-21 of Rescue-1122 was examined which shows that 21 approved ongoing schemes of Rs. 11.30 billion was in process with expenditure of Rs. 5.53 billion up to June 2020 and there were other schemes which were in the process of approval from PDWP. Currently 5,495 staff member are working in the organization. Neither feasibility study was conducted nor PC-IIIs/IVs were prepared. Moreover, there was no cash flow mechanism prepared to sustain the recurring expenditure, replacement of machinery and vehicles in future and no HR management except budgetary grant to be provided by government as per funds availability.

Audit observed administrative, legal and financial threats which are as under:

According to Section (4) of Act; Rescue-1122 will collect, compile, maintain and analyze emergency response data and statistics relating to emergencies and to use it for research and prevention of such emergencies.

- i. No research and analysis was conducted for prevention from emergencies in future.

According to Section (9) of Act; after the commencement of this Act, the Council may by notification published in the official Gazette, constitute a District Emergency Board for a district for the prevention and effective management of emergency in the district.

- ii. Not done as District Emergency Board have not been constituted so far.

According to Section (12) of Act; The employees appointed in Rescue-1122 shall receive such remuneration, allowances and privileges and shall be subject to such terms and conditions of service as may be prescribed by regulations.

- iii.** Not done as the retirement age for operational staff was 50 years but no rules/regulations or provisions have been made for their retirement pension, housing facility, medical facility in case of injury/death etc.

According to Section (15) of Act; After the commencement of this Act, Government shall establish an Academy to be known as the Khyber Pakhtunkhwa Emergency Service Academy for the purposes of running short or long courses with local or international collaboration and award certificates to successful persons.

- iv.** No training is undertaken in Rescue-1122 Academy Punjab, Police centers, Army centers etc.

According to Section (16) of Act; There shall be an establishment of a Fund to be known as the Emergency Rescue Service Fund which shall consist of grant-in-aid and donations.

- v.** Not done, as no fund was established so far.

According to Section (23) of Act; The seniority of the employees of the Rescue-1122 shall be determined in the prescribed manner.

- vi.** Not done, as the seniority of officers/staff has not been maintained.

Audit is of the view that that compliance to ibid KPERS Act 2012 need to be made for effective and efficient emergency rescue service in the province.

The matter was reported to management on 22.02.2022. The management replied that relevant data is being analyzed and shared with relevant authorities i.e Traffic Police and Health Department for corrective measures. As per the decision of Rescue-1122 Council, establishment of district emergency boards is in process. The case is in process to resolve the age limit and other related issues. Land of 300 Kanal and PC- 1 of Rs. 780 million was approved for establishment of Emergency Rescue Academy. The fund has been established to receive donation and grant. Seniority list have been circulated and promotions have been made accordingly. Efforts have been made to address the observation raised by audit.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that administrative, legal and financial sustainability measures should be worked out as per Act and available best practices in addition to compliance of Sections of Act should be made to make the organization fully operational as per the Act.

4.6.2 Imprudent planning for establishment and running of rescue station in hilly/ hard areas

According to PC-I for establishment of Rescue Service in District Chitral, allocation of resource was made as under:

Stations	2
Total staff	186
Total vehicles	15(4 ambulace,2 fire truck, 2 fire vehicle, water bowser & water rescue 2,rescue & recovery vehicles 2, excavator 1 etc.)

In addition according to PC-I for establishment of Rescue Service in District Mardan, allocation of resource was made as under;

Stations	8
Total staff	558
Total vehicles	37 (15 ambulace,1 fire truck mini , 9 fire vehicle, 2water bowser , 5rescue & 1 recovery vehicles, excavator 1, snorkel 1 etc.)

Emergency Rescue Service-1122 Khyber Pakhtunkhwa was adopting same approach for the establishment and running emergency service without having feasibility of hilly/hard areas as compared to urban areas of KP.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed in case of district Chitral, the population in the hilly areas are scattered and the condition of road/ track is very bumpy, narrow and difficult. It is impossible for running the emergency service successfully without having specialized equipment and emergency vehicles.

Audit is of the view that establishment and running of emergency service without having feasibility study of hilly areas is likely to hamper the desired results for the effectiveness of the service and would cause extra burden on financial resources. There is need of suitable resources i.e equipment, vehicles, manpower etc. to run the emergency service in such hilly areas.

The matter was reported to management on 22.02.2022. The management replied that all stations at hilly areas were established after

proper feasibility and planning which are evident from their successful operations and feedback of the local population.

The reply of the management is not satisfactory as the management did not produce documentary evidence to justify their stance in support of reply.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that feasibility study be executed before running the emergency service in hilly areas besides taking corrective measures to run the rescue service in hilly areas as per specific requirements and available financial resources.

4.6.3 Expansion of rescue service in disregard of approved strategy

According to relief rehabilitation & settlement Department letter No.SO/Admin/RR&SD/5-1/2019 dated 12.04.2019, 4 year plan was presented regarding the extension of (Rescue-1122) service in the remaining districts of the province as given below:

Sr#.	Districts	Rescue Stations	Financial year
1.	Shangla	2	2019-20
	Malakand	2	
	Mohmand	1	
	Bajour	1	
2.	Lakki	2	2020-21
	Buner	2	
	Khyber	1	
	Kurram	1	
3.	Tank	2	2021-22
	Kohistan upper	1	
	Orkazai	1	
	Kohistan Lower	1	
4.	Toghar	1	2022-23
	Battagram	1	
	N.Waziristan	1	
	S. Waziristan	1	
	Koi Palas	1	

In line with 4 years plan w.e.f 2019-20 to 2022-23, the department had to proceed gradually with proper planning and feasibility study to achieve the desired results in effective manner.

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that emergency service (Rescue 1122) rapidly expanded throughout the province without any feasibility study or planning. The management did not follow the 4 years plan and started the service in a hasty way on make shift arrangement basis.

The detail is as under:

Sr#	Districts	Rescue Stations	Financial year (as per 4 years plan)	Actual establishment year
1.	Shangla	2	2019-20	2019-20
	Malakand	2		
	Mohmand	1		
	Bajour	1		
2.	Lakki	2	2020-21	
	Buner	2		
	Khyber	1		
	Kurram	1		
3.	Tank	2	2021-22	
	Kohistan upper	1		
	Orkazai	1		
	Kohistan Lower	1		
4.	Toghar	1	2022-23	
	Battagram	1		
	N.Waziristan	1		
	S. Waziristan	1		
	Koi Palas	1		

Audit is of the view that expansion was not made as per the approved strategy and resulted in overburdening the public exchequer and quality of emergency services.

The matter was reported to management on 22.02.2022. The management replied that the observation of audit is not based on facts as the expansion program was properly planned and approved from the relevant forums. The same was done on the direction and vision of the Government to provide Emergency Rescue Services.

The reply of the management is not satisfactory as the management failed to proceed in accordance with 4 years plan w.e.f 2019-20 to 2022-23 gradually with proper planning and feasibility study to achieve the desired results in effective manner.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that matter for hasty expansion should be justified besides prudent future planning should be made which should be based on statistical data and proper working.

4.7 Human Resource Management

4.7.1 Inefficient human resource management in the rescue emergency service

According to Khyber Pakhtunkhwa Emergency Rescue Service Act, 2012 clause (4)(i), the objective of Rescue-1122 shall be to collect, compile, maintain and analyze emergency response data and statistics relating to emergencies and to use it for research and prevention of such emergencies.

In addition according to 12th meeting of Khyber Pakhtunkhwa Emergency Rescue Council, standardization of human resources in emergency rescue service-1122 was notified on 9th January 2020. As per this notification human resources were standardized for deployment in each district and emergency vehicles:

Detail of standard deployment of staff is as under:

Sr#	Particulars	Standardized Staff strength	Detail of staff
1.	District Emergency Office and control room staff	62	DEO, EOs, SHIs, computer operators, security gaurds, accounts, admin etc
2.	Emergency Ambulance staff	11	Emergency medical technician & LTV drivers
3.	Fire vehicle staff	15	Fires rescuers & HTV drivers
4.	Rescue vehicle staff	15	Dert rescuers & HTV drivers
5.	Water bowser staff	15	HTV drivers
6.	Water rescue van staff	15	Divers & HTV drivers
7.	Recovery vehicle staff	15	Dert rescuers & HTV drivers
8.	Excavator staff	8	Operator heavy machinery & helpers
Total		156	

3 District Emergency Offices out of 32 districts were examined on sample basis.

The comparison of human resource deployment is as under:

Sr#	Particulars	DEO Peshawar standard requirement		DEO Mardan standard requirement		DEO Chitral standard requirement	
		vehicles deployed	Staff required	vehicles deployed	Staff required	vehicles deployed	Staff required
1.	DEO establishment & control room	1	62	1	62	1	62
2.	Emergency Ambulances	29	319	19	209	4	44
3.	Fire vehicle	14	210	11	165	4	60
4.	Rescue vehicle	3	45	4	60	1	15
5.	Water bowser	3	45	2	30	1	15
6.	Water rescue van	1	15	1	15	1	15
7.	Recovery vehicle	2	30	1	15	1	15
8.	Excavator	1	8	1	8	1	1
Standard required strength			734		564		227
Sanctioned strength			532		439		186
Working strength			728		558		140

Audit observed as under:

- i. The standard strength, sanctioned strength and working strength all are contradictory as deployment of staff was standardized without taking into account the number and nature of emergencies, hilly area verses plain area requirement and population density etc.
- ii. In case of DEO Peshawar, standard staff requirement was 734, whereas sanctioned strength was 532 and working strength was 728.
- iii. In case of DEO Mardan, standard staff requirement was 564, whereas sanctioned strength was 439 and working strength was 558.
- iv. In case of DEO Chitral, standard staff requirement was 227, whereas sanctioned strength was 186 and working strength was 140.

Audit is of the view that the management could not make an efficient deployment policy of available human resource as the in-house analysis of number and nature of emergencies being reported in different districts was not being made.

The matter was reported to management on 22.02.2022. The management replied that recruitment and training was in process so deployment was made on need basis. (i) emergency service was not required to be determined on the basis of number of emergencies, (ii) emergency service is of social service and required to available every person without cost/benefit analysis.

The reply of the management is not satisfactory as all the proposals and decision should be based on statistical analysis of available data for ensuring the efficient use of provided resources.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that analysis of the emergencies being reported in different districts should be made and deployment of human resources along with vehicles and machinery should be made on the basis of such analysis and findings.

4.7.2 Posting of staff in excess of sanctioned strength

As per sanctioned strength of staff for each district i.e Peshawar, Mardan and Chitral, duly approved in the budget book of 2019-21, the strength of approved staff was as under:

District	Approved strength
Peshawar	532
Mardan	409
Chitral	186

Three (3) districts of Emergency Rescue Service-1122 Khyber Pakhtunkhwa were selected as sample out of 32 districts, where the staff in districts Peshawar and Mardan was in excess of approved strength.

The detail is as under:

District	Approved strength	Working strength	Staff on the payroll of district
Peshawar	532	728	457
Mardan	409	558	387
Chitral	186	81	119

During performance audit of Emergency Rescue Service-1122 Khyber Pakhtunkhwa, it was observed that in District Emergency Offices, Peshawar, Mardan and Chitral, there was difference in the staff drawing salaries as per payroll and actual working as tabulated above. This show that some staff of other districts was deputed in district Peshawar & Mardan, whereas in case of district Chitral, the staff on the payroll of the district was deputed to other districts.

Audit is of the view that inefficient HR management was causing extra burden to exchequer as either extra staff was recruited in other districts or transfer / posting of staff was made in contrary to the exigency of service.

The matter was reported to management on 22.02.2022. The management replied that human resource management was made in light of number of emergencies being dealt by that District. All such transfer / posting were made with the approval of the Competent Authority. In the practice of detailing staff of other districts no financial implication to any effect and same was the prerogative of the administration. The human resource management is made on need basis. Keeping in view the efficiency and requirement of the particular district.

The reply of the management is not satisfactory as the management failed to justify the posting of staff in excess of approved strength and payroll strength in districts Peshawar and Mardan and in case of district Chitral there were less staff than approved available payroll strength.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that posting of staff in excess of approved sanctioned strength and payroll strength in Districts Peshawar and Mardan and vice versa for district Chitral along with HR management policy of organization should be looked into by the management for necessary corrective measures.

4.7.3 Violation of notified policy in recruitment of regular and project staff

According to policy governing appointment against project posts dated 2nd July 2008, three (3) committees for short listing and selection against project posts with following composition were provided:

a) Short listing committee composition for posts BS-01 to BS-18:

Project Director	Chairman
Additional Secretary or Deputy Secretary of the department concerned	Member
Rep of the Establishment Department not below the rank of Deputy Secretary	Member
Rep of the Finance Department not below the rank of Deputy Secretary	Member
Rep of P&D not below the rank of Deputy Secretary	Member

b) Selection committee composition for posts BS-17 to BS-18:

Secretary of the Department	Chairman
Rep of the Establishment or his nominee not below the rank of Deputy Secretary	Member
Rep of the Finance or his nominee not below the rank of Deputy Secretary	Member
Rep of the Finance or his nominee not below the rank of Deputy Secretary	Member
In case of technical posts, an expert from technical department or public sector university may be associated with the committee	Member
Rep of P&D not below the rank of Deputy Secretary	Member
Project Director/Additional Secretary or Deputy Secretary, if there is no Additional Secretary in the Department.	Member/ Secretary

c) Selection committee composition for posts BS-01 to BS-16:

Project Director	Chairman
Additional Secretary or Deputy Secretary of the department concerned	Member
Rep of the Establishment Department	Member
Rep of the Finance Department	Member
Rep of the Project Director	Secretary

In addition according to Khyber Pakhtunkhwa Emergency Rescue Service Regulations 2015 clause (9 & 10), all vacancies to be filled in by initial appointment shall be advertised in national and regional newspapers as well as on the Rescue-1122's website. On receipt of applications, the Administration Wing of Rescue-1122 shall prepare a short list of candidates for each post who fulfills the prescribed conditions including educational qualifications, experience and the age limit for the post as laid down in

Schedule – II to these regulations. After shortlisting of candidates the following screening procedure will be followed;-

- i. Physical Fitness/ Medical Examination.
- ii. Scrutiny/ Written Test.
- iii. Psychological Test/ Interview.
- iv. Police Verification.

Appointment for 371 project posts were made for Districts Hangu, Karak & Shergarh in July 2019 by Emergency Rescue Service-1122 Khyber Pakhtunkhwa, out of 371 posts, 237 posts of BS-08 to BS-18 were outsourced to M/s Open Testing Service (OTS) and for remaining 134 posts, record i.e shortlisting and selection of candidates etc was not maintained. Similarly 2,770 regular posts for various districts of Khyber Pakhtunkhwa were filled during the financial year 2019-20.

The recruitment was outsourced to M/s Pakistan Testing Service (PTS). Out of 2,770 posts, 1,274 posts were examined on test check basis. Recruitment process was outsourced on the decision of 8th ERS council meeting which requires that “independent testing service i.e NTS, PTS, OTS, BTS, ETEA etc be engaged”.

Regular recruitment of 2,770 posts was made in 3 intervals as detailed under:

Sr#	Particulars	Recruited staff	Recruited agency
1.	Recruitment for Abbottabad, D.I Khan, Sawabi & Nowsheara	347	PTS
2.	Regular Recruitment	1,274	PTS
3.	Recruitment for merged FATA districts	1,149	PTS
Total		2,770	

Audit observed as under:

- i. M/s PTS was engaged for recruitment through open tenders and M/s OTS was engaged by obtaining rates for said service. Whereas, M/s ETEA being a testing agency established by Government of Khyber Pakhtunkhwa in 1998 was not contacted and engaged in the recruitment process which was not justified.
- ii. Shortlisting committee for project posts as per (a) above was notified on 15.11.2018, however, 1st shortlisting committee meeting was held

on 04.02.2019 which was contrary to the notified committee. This committee composition was as under:

Director Admin Rescue-1122	Chairman
Superintendent Establishment Department	Member
Section Officer Finance Department	Member
Section Officer (RR&SD)	Member
Rep of Rescue-1122	Member
Rep of Rescue-1122	Member

- iii. 2nd shortlisting committee meeting for project posts was held on 15.07.2019, which discussed the shortcoming of M/s OTS in recruitment process i.e non-assigning of experience marks, non-granting of age relaxation, non-assigning of higher qualification marks etc as per government policy. The composition of committee is as under which was also contrary to the notified committee. This committee shortlisted 1036 candidates for interview.

Director Admin Rescue-1122	Chairman
Deputy Secretary Establishment Department	Member
Assistant Finance Department	Member
Section Officer (RR&S) Department	Member
Assistant Director (Admn) Rescue-1122	Member

- iv. Selection committee for project posts as per (c) was notified on 19.09.2019, however, the committee which recommended 237 appointment is contrary to the notified committee. This committee composition was as under:

Director Admin Rescue-1122	Chairman
Superintendent Establishment Department	Member
Assistant Finance Department	Member
Section Officer (RR&S) Department	Member
Assistant Director (Admn) Rescue-1122	Member

- v. According to M/s OTS (project posts) letter No. OTS/RESCUE-1122/2019 dated 27.06.2019, the physical test result, screening test result, merit list and working paper of successful applicants were provided, however, the same were not available with Rescue-1122 in the relevant files. The relevant record of 1036 shortlisted candidates' i.e education certificates, experience certificates, written test papers and result, physical test result, skill test results of LTV/HTV drivers and operators were not available on record and remained unaudited.

- vi. In case of regular post, there was no provision for outsource testing agency in ERS Regulations 2015 as this leads to non-provision of auditable record of written test results, physical test and skill test results, educational certificates and award of marks etc. as the same remains in the custody of the testing agency. For regular recruitment process, which was examined on test check basis, it was noticed that the shortlisting results were provided by PTS to Rescue-1122 without any official covering letter.
- vii. 5,746 candidates for regular posts were shortlisted for interview and their relevant record i.e education certificates, experience certificates, written test papers and result, physical test result, skill test results of LTV/HTV driver and operators were not available on record and remained unaudited.

Audit is of the view that violation of notified policy for project and regular posts may lead to compromise the transparency and efficiency of the Rescue Service.

The matter was reported to management on 22.02.2022. The management replied that due to expansion of Rescue-1122 and to ensure transparent and merit based recruitment the third party testing system was introduced. The outsources testing agencies were hired upon approval of the Rescue-1122 Council to ensure transparent merit based fast track recruitment. The Notified member detailed their representation which is beyond our control and become the part of recruitment process.

The reply of the management is not satisfactory as the violation of notified policy was made and M/s ETEA being a Government testing agency was not engaged in recruitment process.

DAC meeting was not convened by the PAO till finalization of this report despite repeated requests of which the last reminder was issued on 18.05.2022.

Audit recommends that management should review the original record of short list candidates of 1,036 (project posts) and 5,746 (regular posts) and minutes of recruitment committee meetings and take necessary corrective actions as per rules.

4.8 Overall Assessment

Khyber Pakhtunkhwa Emergency Services (Rescue-1122) is a unique experience in the field of Emergency Services. It took up the responsibility of emergency and rescue operations of victims of all type of emergencies at the time when Government of Khyber Pakhtunkhwa had no prior institutional arrangements to deal with emergencies. The overall assessment of Khyber Pakhtunkhwa Emergency Services (Rescue-1122) is as below:

4.8.1 Relevance: The Khyber Pakhtunkhwa Emergency Service (Rescue-1122) is emergency service of Khyber Pakhtunkhwa having infrastructure in 32 districts of Khyber Pakhtunkhwa and initiated through Annual Development Program (ADP) of the Khyber Pakhtunkhwa. The Khyber Pakhtunkhwa Emergency Rescue Service Act was promulgated in 2012 to provide legal cover to the Emergency Services Reforms initiated in 2010 from Provincial Capital Peshawar then Mardan and so on. Start of Rescue-1122 was necessitated after failure of repeated attempts to revitalize and modernize the old organizations mandated for emergency management.

4.8.2 Efficacy: Rescue-1122 offers emergency rescue, fire rescue, disaster management, water rescue, animal rescue and community safety services under one umbrella and since establishment Rescue-1122 rescued 1,008,091 patients up to May 2022 that includes 465,629 medical emergencies, 131,082 road accidents, 20,436 fire emergencies, 11,942 crime incidents, 2,368 drowning cases and 1,212 building collapse rescue operations. Although emergency services are available to every citizen of Khyber Pakhtunkhwa, however, measures for financial sustainability of the service has not been taken as per Emergency Rescue Service Act.

4.8.3 Economy: The Khyber Pakhtunkhwa Emergency Service (Rescue-1122) purchased Emergency Ambulances, Rescue & Fire services and related rescue equipment out of budgetary grants provided by government. Procurement of equipment and machinery should be prioritized in accordance with terrain requirement and procurement plan should be devised prudently by making market comparative analysis.

4.8.4 Efficiency: The Khyber Pakhtunkhwa Emergency Service (Rescue-1122) is responding all type of emergency with trained and well equipped rescuers. However, response time should be improved through public

awareness campaign and lesson learned from emergencies history because as per standard, 7 minutes were determined to respond the emergency.

4.8.5 Effectiveness: The Khyber Pakhtunkhwa Emergency Service (Rescue-1122) is providing services all over the KPK. For better results, the organization has to focus on quality management in HR and availability of sufficient equipment and machinery well in time. Department has a good IT based monitoring system of rescue operations but it should be upgraded with inclusion of complaint redressal mechanism, vehicle tracking system, updation of software. Specific actions should be taken to minimize false calls which are likely to affect the effectiveness of the service because since January 2018 to December 2020 8.471 million calls were received out of which 97% calls were false/obnoxious.

4.8.6 Compliance with Rules: Non-compliance with Project Management Guidelines issued by Planning Commission of Pakistan was noted along with other non-compliance with government rules and regulations. Moreover, issues were raised in context of efficiency and effectiveness of the Rescue Emergency Service (Rescue-1122).

4.8.7 Performance rating: The performance of Khyber Pakhtunkhwa Emergency Service (Rescue- 1122) remained satisfactory.

5. CONCLUSION

The KPK Emergency Rescue Service (Rescue-1122) ever since its establishment in 2010 has played a key role as a dedicated rescue service in the Province. The expansion of the service to all districts of KPK is a great achievement of the organization. There is a possibility for improvement of the service both at strategic as well as operational levels. The role of Rescue-1122 Council is of the immense importance and effective functioning of Council as per Act is a pre-requisite for continuous growth of the organization as per the changing needs. Capacity building and training are weak areas due to non-availability of training academy which is required to be looked into on priority basis. Moreover, Rescue1122 has not yet established Emergency Rescue Service Fund for dealing with emergency operations and staff welfare as mentioned in Khyber Pakhtunkhwa Emergency Rescue Service Act 2012 and the same is required to be established at priority to achieve the full objectives

of the rescue service as conceived. At operational level the organization is required to strengthen internal controls and improve financial management practices, which will further improve the efficiency of the organization.

5.1 Key Issues for Future:

Administrative, legal and financial sustainability measures are required to be worked out as per Act and available best practices to make the Emergency Rescue Service (Rescue-1122) sustainable in a longer run. Rescue - 1122 academy should be established as early as possible to meet the challenges of the skill deficiency and modernization. Further, feasibility study and survey is also required to be carried out for establishment/expansion of rescue service in hilly and less populated areas at Tehsil level.

ACKNOWLEDGEMENT

This Directorate General Audit thanks and expresses its appreciation to the management and staff of Khyber Pakhtunkhwa Emergency Service (Rescue-1122) and District Emergency Offices (DEOs) for the assistance and cooperation extended to the auditors during the assignment.

ANNEXURES (Related to Paras)

Annexure-I (4.1.1)

Sr #	Council meeting	Date	Decision	Follow up	Remarks
1.	1 st	11.03.2013	Recruitment will be made by 2 constituted committee instead of public service commission for early recruitments.	Till date recruitments are made through project appointment and then their regularization.	This process was in place for projects, whereas Rescue-1122 is a permanent entity it should made recruitment through Public Service Commission to ensure merit.
2.	-do-	-do-	Chief Minister constituted standing committee to sort out the pay package of Rescue-1122 KP at par with Rescue-1122 Punjab and compensation package for employees as per Police Department.	Recommendations of committee were not made.	Pay package discrimination effects efficiency.
3.	2 nd	18.02.2015	Draft regulations for Rescue-1122 staff were referred to a constituted committee for improvement within 15 days.	In 3 rd meeting it was decided to consider the leave and disciplinary procedures as in vogue in Police Department, KP.	Compliance was awaited till date of audit.
4.	-do-	-do-	To make the salary of Rescue-1122 staff at par with PDMA-KP.	Council decided to wait as a Summary already moved to competent authority.	Compliance was awaited till date of audit.
5.	3 rd	09.07.2015	Case for grant of pension to Rescue-1122 employees will be submitted to Finance	Matter is still pending.	Grant of Pension benefits to Rescue-1122 employees were required to be

			Department.		considered to achieve effectiveness in the organization.
6.	4 th	16.10.2015	KP Emergency Rescue Service Regulations 2015 under section (29) of KP ERS Act 2014 (amended) were made and same were got approved in 4 th meeting.	KP ERS Regulations 2015 were implemented and recruitments and promotions are being made as per these regulations.	KP ERS Regulations 2015 were not got vetted from Finance and Establishment departments.
7.	5 th	09.08.2016	Amendments in KP ERS Regulations 2015 were placed and in some cases it was decided that matter be referred to Establishment Department.		Amendments in KP ERS Regulations 2015 were required to be thoroughly examined by all stakeholders before finalization to avoid such early amendments.
8.	-do-	-do-	Amendment in KP ERS Act 2014 on recruitment criteria for DEO B-18 & EO B-17 was proposed to be placed before Provincial Assembly through separate bill.	In 6 th meeting it was approved to make amendment in KP ERS Regulations 2015	Amendment in Act was required as the criteria for DEO & EO was provided in Act.
9.	-do-	-do-	Approval for recruitment against regular vacant posts at HQ, Peshawar & Mardan was granted.		-
10.	6 th	15.12.2016	Approved annual management plan including annual budget for FY 2016.17	-	-
11.	-do-	-do-	Amendment in KP ERS Regulations 2015 on recruitment criteria for DEO B-18 & EO B-17 was agreed in all previous PC-1s in retrospective manner.	-	In 5 th meeting it was decided that amendment in ERS Act 2014 would be made.
12.	-do-	-do-	Further amendments in	-	-

			KP ERS Regulations 2015 were approved in addition to amendments proposed in 5 th meeting.		
13.	7 th	28.05.2018	Further amendments in KP ERS Regulations 2015 were presented in addition to amendments proposed 5 th & 6 th meetings, some were approved and some referred to Establishment Department.	-	-
14.	-do-	-do-	Regularization notification of project employees under KP Employees of Services Regularization Act 2018 was approved.	-	Rescue-1122 should have approved posts on regular budget for expansion of service. As the project recruitment and then their regularization practice is not prescribed method of recruitment under KP CSA 1973, hence, against the spirit of KP Civil Servants Act 1973.
15.	8 th	11.09.2018	Approval for hiring of independent testing agency i.e NTS,PTS,OTS,BTS,ET EA etc for advertisement and shorting listing for recruitment against project posts BS-07 & above in Karak, Hangu & Shergarah (District Mardan).	Recruitments were made by hiring OTS & NTS.	As per KP ERS Regulations 2015 clause 8 to 10 Rescue-1122 admin wing is responsible for advertising and shortlisting of the candidates, as shortlisting comprises: <ul style="list-style-type: none"> i. Physical fitness / medical examination ii. Written

					<p>iii. Final short listed candidate for interview</p> <p>Due to outsourcing to third party, all shortlisting record remained unaudited. It is not covered in ERS Regulations 2015 to outsource recruitment.</p>
16.	-do-	-do-	Approval of KP ERS Endowment fund Regulations 2018.	-	-
17.	9 th	03.01.2019	Approval of submission of proposal to Finance Department for up-gradation of the post, changing of promotion criteria etc.	-	-
18.	-do-	-do-	Approval of submission of proposal of grant of 15 fixed dailies on analogy of Rescue-1122 Punjab and Police Department Kp.	-	-
19.	10 th	04.04.2019	Approval for creation of 1672 posts in 10 Districts as provided in PC-1s.	-	Whether these posts are project posts or regular posts, this is not cleared in the agenda item.
20.	-do-	-do-	A committee was proposed under RR&S department to review the KP ERS Regulations 2015 for amendments.	-	-
21.	11 th	11.07.2019	Approval for grant of emergency incentive allowance / risk allowance on the analogy of Rescue-1122 Punjab.	-	-

22.	-do-	-do-	Approval of the amendments proposed by committee as created in 10 th meeting.	-	-
23.	12 th	22.10.2019	Approval for grant of age relaxation in project posts.	-	As per government policy there is no age relaxation in case of contract / project appointment. So introduction of this while recruitment is in process seems to devoid of merit and transparency.
24.	-do-	-do-	Approval of annual procurement & recruitment plan 2019.20 and annual development program 2019.20 and regular budget.	-	-
25.	-do-	-do-	Approval of standardization of HR deployment in office and operational vehicles etc.	-	-
26.	13 th	26.06.2020	Approval of district quota for respective district in non-technical posts and amendments in KP ERS Regulations 2015.	-	-
27.	-do-	-do-	Approval of operationalization of Covid-19 ambulance service with disbursed amount of Rs 500 million with 492 EMTs and 369 drivers to be appointed out of waiting list.	-	As all the appointments are made in Rescue-1122 through outsource agency so its hardly availability of any waiting list. This record was not available during audit.
28.	14 th	03.12.2020	Approval of constituting a committee for framing rules for Rescue-1122 under section 29 of	-	-

			ERS Act 2012 and another committee for preparing TORs for District Emergency Boards required to be established under Section 2 & 9 of ibid Act.		
29.	-do-	-do-	Approval grant for future recruitment through ETEA or obtaining NOC from ETEA for hiring of outsource testing agency.	-	ETEA is a Government of Khyber Pakhtunkhwa testing agency so making thousands of appointments through private outsource testing agency and afterwards deciding that in future ETEA would be engaged seems to be illusionary measure for transparency etc.
30.	-do-	-do-	Approval for inclusion of newly created posts in schedule-II of KP ERS Regulations 2015.	-	8 posts of deputy directors were created to be filled by promotion. These are i.e DD (Technical, DD Procurement, DD Finance, DD Audit, DD HR, DD Admin, DD R&M and DD M&E. presently 9 ADs/Superintendent in HQ are supposed to get benefits of these newly created posts. So these posts seem to be person' centric working at HQ at present rather to organization

					effectiveness. The creation of posts should provide equal opportunity to maximum employee for consideration to promotion opportunities.
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Annexure-II (4.1.2)

Sr#	City Name	⁵ Population Density	Rank as per P.D
Year 2010			
1	Peshawar	1613 Persons per Sq Kms	1 st
Year 2012			
+2	Mardan	895 Persons per Sq Kms	2 nd
Year 2016			
3	D.I.Khan	116 Persons per Sq Kms	20 th
4	Swat	236 Persons per Sq Kms	14 th
5	Abbottabad	438 Persons per Sq Kms	8 th
Year 2017			
6	Nowshera	502 Persons per Sq Kms	5 th
Year 2018			
7	Kohat	221 Persons per Sq Kms	15 th
8	Haripur	401 Persons per Sq Kms	9 th
9	Chitral	22 Persons per Sq Kms	22 nd
10	Charsadda	N/A	-
Year 2019			
11	Sawabi	666 Persons per Sq Kms	3 rd
12	Karak	128 Persons per Sq Kms	19 th
13	Malakand	475 Persons per Sq Kms	6 th
14	Hangu	287 Persons per Sq Kms	10 th
15	Bajaur	Fata merged area (data not available)	-
Year 2020			
16	Mansehra	252 Persons per Sq Kms	13 th
17	Buner	271 Persons per Sq Kms	12 th
18	Khyber	Fata merged area (data not available)	-
19	Kohistan Upper	63 Persons per Sq Kms	21 st
20	Kohistan Lower		
21	Shangla	274 Persons per Sq Kms	11 th
22	Dir Upper	156 Persons per Sq Kms	16 th
23	Dir Lower	453 Persons per Sq Kms	7 th
24	Banue	552 Persons per Sq Kms	4 th
25	Mohmand	Fata merged area (data not available)	-
26	Lakki Marwat	155 Persons per Sq Kms	17 th
27	Khurram	Fata merged area (data not available)	-
28	Tank	142 Persons per Sq Kms	18 th
29	Orakzai	Fata merged area (data not available)	-
30	Batagram	236 Persons per Sq Kms	15 th
31	South Waziristan	Fata merged area (data not available)	-
32	North Waziristan	Fata merged area (data not available)	-

⁵ Source: <https://www.pbs.gov.pk/pco-kpk-tables>

Annexure-III (4.1.6)

Sr#	District	Call form N0.	Month	Response time (minutes)	KM covered	Remarks
1.	Chitral	40	Apr-18	4	5	hilly area
2.		39	do	2	30	hilly area
3.		38	do	3	18	hilly area
4.		37	do	3	10	hilly area
5.		36	do	4	25	hilly area
6.		350	Nov-18	6	Nil	hilly area
7.		349	do	6	13	hilly area
8.		348	do	4	5	hilly area
9.		346	do	7	15	hilly area
10.		347	do	3	8	hilly area
11.		552	Jun-19	3	2	hilly area
12.		551	do	2	21	hilly area
13.		550	do	2	5	hilly area
14.		549	do	1	6	hilly area
15.		548	do	4	10	hilly area
16.		1398	Jun-20	3	8	hilly area
17.		1399	do	45	56	hilly area
18.		1846	Nov-20	6	20	hilly area
19.		1845	do	2	3	hilly area
20.		1844	do	3	5	hilly area
21.		1847	do	7	15	hilly area
22.		1848	do	4	5	hilly area
23.	Mardan	91883	Aug-18	7	16	urban Area
24.		92014	do	7	20	urban Area
25.		91992	do	3	5	urban Area
26.		91971	do	7	10	urban Area
27.		91957	do	7	41	urban Area
28.		91930	do	3	12	urban Area
29.		91919	do	6	12	urban Area
30.		109744	May-19	5	4	urban Area
31.		109731	do	7	20	urban Area
32.		109728	do	7	30	urban Area
33.		109730	do	8	7	urban Area

34.		109727	do	3	3	urban Area
35.		109724	do	7	5	urban Area
36.		109682	do	7	20	urban Area
37.		109616	do	7	10	urban Area
38.		109641	do	2	18	urban Area
39.		134481	Jun-20	7	62	urban Area
40.		134480	do	7	15	urban Area
41.		134478	do	7	26	urban Area
42.		134477	do	7	50	urban Area
43.		134472	do	7	11	urban Area
44.		134469	do	7	81	urban Area
45.		134436	do	7	16	urban Area
46.		134486	do	5	66	urban Area
47.		134485	do	7	18	urban Area
48.	Peshawar	71156	Jan-18	2	6	urban Area
49.		71006	do	6	13	urban Area
50.		71003	do	5	8	urban Area
51.		71155	do	4	11	urban Area
52.		127807	Dec-19	Nil	Nil	urban Area
53.		128414	do	6	5	urban Area
54.		128415	do	6	5	urban Area
55.		128416	do	7	9	urban Area
56.		128621	do	6	5	urban Area
57.		138107	do	4	35	urban Area
58.		138929	do	7	15	urban Area
59.		138930	do	6	11	urban Area
60.		138293	do	7	26	urban Area

Annexure-IV (4.2.1)

(Rs. in million)

Sr#	Supplier Name	Particulars	Date	Amount Paid	GST amount	I.Tax amount
1.	M/s Toyota Frontier Motors Pvt Ltd-Peshawar	40 Toyota Hiace 4x4 Van (Hi Roof)	18.02.2020	276.720	41.81	11.07
2.	-do-	Fabrication of 40 Toyota Hiace 4x4 Van (Hi Roof)	07.04.2020	140.480	20.41	0.817*
3.	-do-	2 Toyota Hilux Pickup 4x2 Single Cabin	30.12.2019	7.10	1.032	0.284
4.	M/s Hino Pak Motors Ltd-Peshawar	36 Trucks FG8JKKB 4X2 13 Trucks Dutro 4x2	02.08.2019	325	47.222	13
5.	M/s ISUZU Federal Motors-Islamabad	3 D-Max Double Cabin 4x4	30.06.2020	15.420	2.621	0.617
6.	M/s Javaid Industrial Co Gujranwala	Fabrication of 5 recovery vehicles	22.11.2019	44.45	6.46	0.258*
7.	M/s Global Technologies Lahore	2 Wheel Excavators	22.11.2019	48.15	7.00	1.93
8.	M/s Colibrative Heavy Industries Pvt Ltd Lahore	Fabrication of 27 fire vehicles on Hino Chasis	30.10.2019	172.8	25.108	-
9.	-do-	Fabrication of 7 water bowser	07.04.2020	31.45	4.577	-
10.	M/s Ahmed Medix Pvt Ltd Lahore	Fabrication of 13 Rescue vehicles & 4 Rescue vans on Hino Chasis	19.11.2019	188.092	27.33	-
11.	M/s A-Tech International Ltd-Lahore	13 Hydraulic Cutter	21.11.2019	15.52	2.26	0.168*
12.	-do-	130 Fire Turn Out Gear	23.06.2020	12.35	1.79	0.083*
13.	-do-	9 Audio Sensors	23.06.2020	18.441	2.679	0.109*
14.	-do-	9 Visio Search Cameras	23.06.2020	27.00	3.92	0.177*
15.	M/s Solution Corporation-Karachi	Wireless equipments	12.06.2020	25.74	3.74	0.170*
16.	M/s Global Firefighting	Fabrication of 5 recovery vehicles	28.02.2020	6.117	1.253**	0.030*
Total				1,354.83	199.032	28.717

*income tax less deducted.

** GST not registered.

Annexure-V (4.4.1 & 4.4.2)

(Rs in million)

Sr#	District	Particulars	Civil work	PDWP approval date	Physical Progress
1.	Mansehra	State land at Pano Dehri Tehsil Mansehra transferred and construction of permanent Rescue Station is in process.	47.00	26.11.2015	85%
2.	Charsada	Tehsil Charsadda District Secretariat land transferred.	69.625	23.12.2016	Completed
		Nowshera Road land transferred construction on permanent Rescue Station in process.			80%
3.	Lower Dir	Land identified at Blambat Timergara District Dir Lower construction on permanent Rescue Station in process	32.00	26.11.2015	15%
4.	Haripur	Haripur City land transferred construction on permanent Rescue Station in process.	69.625	23.12.2016	95%
		Tehsil Khanpur land transferred construction on permanent Rescue Station in process.			85%
Total			218.25		

Annexure-VI (4.4.1 & 4.4.2)

(Rs. in million)

Sr#	District	Particulars	Civil work	PDWP approval date	Physical Progress
1.	Abbottabad	Panjpeer State land near Commissioner Office land transferred construction on permanent Rescue Station in process.	180.00	19.11.2014	98%
		Tehsil Havelian land transferred construction on permanent Rescue Station in process.			65%
		Nathiagali land transferred construction on permanent Rescue Station in process.			52%
		Nawasher C&W land identified summary moved to Hon'ble Chief Minister for transfer/allotment of land.			Nil
2.	Katlang Rustam & Shergar	Tehsil Katlang land transferred construction on permanent Rescue Station in process.	136.647	04.06.2015	77%
		Tehsil Rustam land transferred construction on permanent Rescue Station in process.			80%
		Tehsil Shergar land transferred construction on permanent Rescue Station in process.			55%
3.	Swat	Saidu Shareef land transferred.	220.00	09.02.2016	Completed
		Tehsil Matta land transferred construction on permanent Rescue Station in process.			Completed
		Tehsil Barikot land transferred construction on permanent Rescue Station in process.			53%
		Tehsil Charbagh land transferred construction on permanent Rescue Station in process.			60%
		Tehsil Kabl land transferred			Case in High Court for land
		Tehsil Khwazakhela land transferred construction on permanent Rescue Station in process.			58%

		Tehsil Behrain land transferred construction on permanent Rescue Station in process.			65%
4.	D.I Khan	Multan Road land transferred construction on permanent Rescue Station in process.	180.00	19.11.2014	65%
		Dinpur Road land transferred construction on permanent Rescue Station in process.			76%
		CRBC Chowk land transferred construction on permanent Rescue Station in process.			83%
		ILnd identified at Tehsil Pharpur Summary will be initiated.			Nil
5.	Nowshera	Nowshera City land transferred construction on permanent Rescue Station in process.	180.00	24.06.2016	36%
		Tehsil Pabbi land transferred construction on permanent Rescue Station in process.			43%
		Tehsil Jehangira summary moved to Hon'ble Chief Minster for transfer/allotment of land.			Nil
		Land identified at Jalozaï summary moved to Hon'ble Chief Minster for transfer/allotment of land.			Nil
6.	Dir Upper	Unkar land transferred construction on permanent Rescue Station in process.	69.625	23.12.2016	72%
7.		Dir Upper (City) State land transferred. Tendering process going on by C&W Department			Nil
8.	Lower Chitral	Denin Servant Colony land transferred construction on permanent Rescue Station in process.	74.00	21.01.2016	57%
		Darosh land transferred. Tendering process going on by C&W Department.			Nil
9.	Kohat	Kohat Development Authority (KDA) land transferred construction on permanent Rescue Station in process.	175.00	09.02.2016	45%
		Ghari Mawaz Khan Kohat City land transferred construction on permanent Rescue Station in process			57%
		Tehsil Gumbat land transferred			63%

		construction on permanent Rescue Station in process.			
		Tehsil Lachi land transferred construction on permanent Rescue Station in process.			15%
		Tehsil Shakardar land transferred construction on permanent Rescue Station in process.			43%
10.	Bannu	Land identified at Bannu City construction will start soon.	63.00	26.11.2015	Nil
		Land identified at Moza Kot Azad Mughal Khel, summary moved to Hon'ble Chief Minister for transfer/allotment of land.			Nil
11.	Karak	Karak City (KDA) land transferred construction on permanent Rescue Station in process.	69.00	31.01.2018	75%
		Tehsil Banda Dawood Shah land transferred construction on permanent Rescue Station in process.			86%
12.	Hangu	Tehsil Hangu (Bagato) land transferred construction on permanent Rescue Station in process.	69.00	31.01.2018	92%
		Tehsil Thall land transferred construction on permanent Rescue Station in process.			75%
13.	Swabi	Shah Mansoor land transferred construction on permanent Rescue Station in process.	152.260	26.11.2015	66%
		Tehsil Kernal Sher Khan Kalay land transferred construction on permanent Rescue Station in process.			55%
		Tehsil Topi land transferred construction on permanent Rescue Station in process.			72%
Total			1,568.532		