

## **Chapter-1 : Executive Summary**

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### District profile

Audit reviewed the status and impact of various socio-economic developmental programmes undertaken in the district Budgam by the State Government and also those sponsored/assisted by the Central Government during February and August 2012. Audit covered the period from April 2007 to March 2012 by test-check of records of the District Development Commissioner, Chief Planning Officer (CPO), departmental heads at district level of Education, Health, Public Health Engineering, Power, Roads and Buildings, Jammu and Kashmir Rural Road Development Agency (PMGSY), Irrigation, Industries and Commerce and Police Departments. Besides, implementation of various development programmes initiated by the State and the Government of India (GOI) for upliftment of the living standards of the people of the District was assessed by test-check of records of various executing agencies. Significant audit findings are elaborated as under:

### District Planning and Financial Management

Due to non-enactment of the 74<sup>th</sup> amendment of the Constitution of India by the State Legislature, no District Planning Committee (DPC) as envisaged for well defined development strategy was constituted and instead the District Development Board (DDB) of the district functions as a DPC. No long term perspective plan for the district had been formulated and planning is being done on need and demand basis in various areas/sectors. As a result, these plans do not provide for a systematic growth.

#### *(Paragraph 3.1)*

It was seen that the total quantum of funds received by the district under State Plan, Non Plan and various Centrally Sponsored Schemes during the period 2007-2012 and expenditure incurred there against was not available with the District Development Commissioner or with the Chief Planning Officer of the District, indicating absence of district level holistic monitoring of flow of Government funds into the district and its proper utilization.

The utilisation of allotted funds was in the range of 89 to 100 *per cent* in respect of the various programme/scheme implementing Departments under Social, Economic and General sectors. However, the expenditure so booked across different departments did not reflect correct picture as it had treated entire amount released to subordinate authorities as expenditure whereas funds were lying un-utilised as on 31 March 2012 with subordinate offices.

Instances of execution of works without tenders, unrealistic estimates of works leading to irregular expenditure, execution of works on approval basis and given advances

remaining unadjusted for longer periods, execution of works without Administrative approval/technical sanctions came to the notice of audit.

*(Paragraph 3.2)*

### **Recommendations**

- *A District Planning Committee needs to be set up for the preparation of holistic perspective plan/ annual plans. A long term and well integrated plan should be formulated for assessing the developmental gaps between needs, affordability within given resource constraints and time bound action plans for effective implementation of the developmental schemes in the district.*
- *The Departmental officers should ensure compliance to codal provisions while incurring expenditure on works. The practice of execution of works without inviting tenders, according Administrative approval/ Technical sanction should be curbed and responsibility for such acts fixed.*

### **Social Services**

#### **Education**

Implementation of *Sarva Shiksha Abhiyan* as been carried out without preparation of perspective plans to assess existing status of education scenario in the district and accordingly formulate the long term planning for improvement of schools. The number of schools (Primary and Upper Primary) in the district had increased from 906 to 1142 during the period 2007-08 to 2011-12. However, the enrollment of students (primary and upper primary) had decreased from 1,11,326 during 2007-08 to 72,919 during 2011-12.

One of the primary objectives of SSA was to achieve zero figure for out of school children and complete retention of students by the year 2010. It was seen that at the district level there were 872 students which had never been enrolled as of March 2012. Apart from this there were 1249 students which had left the schools halfway and were drop outs as of March 2012. No boarding and lodging facilities were provided by the six operational KGBVs to the students as the schools were not having their own buildings and were running in the rented accommodations.

Out of 1146 primary/upper primary schools, 579 schools were accommodated in rented buildings which were lacking basic facilities. The condition of these buildings was also poor as 207 buildings were partially *pucca* or fully *Kuccha*. Only 92 out of 232 primary school buildings, 28 out of 54 upper primary school buildings and 140 out of 414 additional class rooms had been completed despite availability of funds indicating non-serious approach on the part of the Department.

Out of 712 primary schools, 241 schools were having toilet facility (34 *per cent*) and only 36 schools had separate toilet facilities (five *per cent*). Electricity was available in 58 schools (eight *per cent*). Other facilities like access ramps, play grounds and boundary

walls were also not fully available in schools as detailed above. At the upper primary level, out of 424 schools, 254 schools were having toilet facility (60 *per cent*) and separate toilet facility was available in 173 schools (41 *per cent*). Electricity was available in 30 schools (7 *per cent*).

*(Paragraph 4.1)*

### **Recommendations**

The Government/ District administration may consider:

- *formulating Perspective plans and Annual Plan on the basis of data collected at school/village/habitation levels;*
- *taking effective steps to ensure basic amenities like toilet facilities, drinking water and infrastructure like school buildings are provided in a time bound manner;*
- *expediting construction of school buildings and additional class rooms for which funds are available;and*
- *taking immediate steps to check the dropout from the schools and to ensure enrolment of out-of school children.*

### **Health**

Perspective Plan (PP) for the district had not been prepared as envisaged in the guidelines at the village, Block and District levels during 2007-08 to 2011-12. The District Health Action Plan (DHAP) had been prepared during 2007-08 through a private firm without obtaining necessary inputs from the grass root level functionaries, thus defeating the purpose of its formation.

There were 54 PHCs (including 10 Allopathic Dispensaries) against required 37 PHC's indicating that 17 PHCs were existing in excess of requisite norms. However, there was a shortage of 126 SCs in the District. Out of 198 health care centers in the District, 141 health care centers were accommodated in rented accommodations. Audit during the physical inspection of health care centres (CHCs=61; PHCs=20 and SCs=45) noticed that most of the health centers of the District were without basic facilities like water supply, electricity, OPD rooms, Labour rooms, Operation theatre, and Laboratories. Against 53 health care centers (CHCs: 9 and PHCs: 44) in the district, X-ray facilities were available in 15 health centers, USG facilities in 8 health centers and ECG facility in 15 health centers only. There was shortage of manpower almost in all the categories of posts, viz., Specialists, Medical Officers, Assistant Surgeons, Technicians and other paramedical staff.

*(Paragraph 4.2)*

### **Recommendations**

The Government/ District administration may consider:

- *formulating a long term Perspective Plan to implement NRHM in a scientific way;*
- *providing infrastructure facilities like Labour rooms, Operation Theatre, Laboratories etc., in CHCs, PHCs and SCs in the rural areas so as to check the outflow of patients to urban areas; and*
- *strengthening immunization, maternal health care facilities and reviewal of performance of ASHAs to make them more effective.*

### **Drinking Water**

Seventy five schemes were under execution during 2007-12 and only 40 schemes (47 *per cent*) had been completed at an expenditure of ₹ 77.63 crore as of March 2012. The completed schemes had resulted in coverage of 261 villages fully benefitting 3,95,204 persons. Further, out of 34 schemes taken up during the period prior to 2006-07 at an estimated cost of ₹ 40.32 crore, 28 schemes had been completed after a delay of four to eleven years and with a cost-overrun of ₹ 26.20 crore (2011-12). In addition, out of the 24 schemes taken up during 2007-08 and 2008-09 at an estimated cost of ₹53.65 crore, only 12 schemes had been completed, as of March 2012.

There was no water testing laboratory at the district level. The only PHE divisional level laboratory available at Budgam was a skeletal Water Testing Laboratory in PHED Budgam which caters to divisional area only. No laboratories were existing at sub-divisional level, as of March 2012.

*(Paragraph 4.3)*

### **Recommendations**

The Government/ District administration may consider:

- *ensuring completion of in-hand schemes in a time bound manner;*
- *providing filtration plants in all the water supply schemes to ensure provision of potable drinking water to the populace; and*
- *improving water quality testing mechanism for timely detection of contamination.*

### **Economic Services**

#### **Roads Connectivity**

Major district roads and other district roads had been black topped (915.42 KMs) and were road worthy for all seasons but 778.65 Kms (59 *per cent*) of village roads) were still to be black topped. Thus desired road connectivity had not been provided to people living in far flung areas and villages. Audit analysis of various road projects undertaken during the period of review revealed tardy progress resulting in non-completion of the taken up

projects in a time bound manner, thus resulting in non-achievement of benefits to the people despite incurring huge expenditure.

*(Paragraph 5.1)*

### **Recommendations**

The Government/District administration may consider:

- *ensuring encumbrance free land before initiating of the projects; and*
- *completing the projects in-hand in a time bound manner.*

### **Irrigation**

It was seen that 43 irrigation schemes with an irrigation potential of 42,213 acres of CCA are being maintained in District by the Irrigation Department. Against this, 38,031 acres of CCA was being utilised upto 2011-12. Thus there was a huge shortfall in creation of additional irrigation potential despite the fact that most of the schemes had been taken up for upgradation/modernization and an expenditure of ₹ 69.65 crore had been incurred upto 2011-12.

*(Paragraph 5.2)*

### **Recommendations**

The Government/ District administration may consider:

- *ensuring completion of ongoing schemes before taking up of new schemes; and*
- *collecting the arrears of abiana charges in a time bound manner.*

### **Power**

The annual non-plan outlay had increased from ₹ 850.18 lakh to ₹ 1492.53 lakh registering an increase of 75 *per cent* during the period from 2007-08 to 2011-12, while as the expenditure had increased from ₹ 849 lakh to 1377.83 lakh (62 *per cent*). The ratio of administrative expenses is higher than the works expenses and the percentage of administrative expenses to the total expenditure ranged between 55 and 74 *per cent* during the period 2007-08 to 2011-12 and the percentage of the works expenditure to the total expenditure ranged between 26 and 45 *per cent*.

The level of performances and the targeted levels benchmarked (2008) in the APDRP programme were not achieved as the aggregate technical and commercial losses has increased from targeted 24 to 74 *per cent*. The failure rate of distribution transformers was around 60 *per cent* which far exceeds the target level of five *per cent*. The efficiency of revenue realisation was poor as the percentage of realisation on account of sale of electricity during the period 2007-08 to 2011-12 was in the range of 25 to 46 *per cent* only.

As of March 2012, 139 villages/ hamlets/ pathies, had been identified under RGGVY scheme for providing electrification. Out of these, only 39 villages/hamlets had been taken up so far for electrification, and 38 villages had been covered under rural electrification ending 2011-12. There were still 180 villages/ hamlets/ pathies which were still un-electrified and had not been covered under RGGVY scheme. As a result, there were still 280 villages/ hamlets/ pathies without any electricity as of 2011-12.

*(Paragraph 5.3)*

### **Recommendations**

The Government/District administration may consider:

- *ensuring speedy completion of in-hand projects and reduction of transmission and distribution losses; and*
- *metering the electricity connection of the consumers on priority.*

### **Industries**

Against 302 cases sponsored by the General Manager DIC, Budgam only 72 cases were sanctioned under Prime Minister's Rozgar Yojana (PMRY) scheme during the year 2007-08, indicating that cases had been sponsored to the financial institutions without giving proper guidance to upcoming entrepreneurs which ultimately resulted in mortality of 230 sponsored cases. The interest subsidy had also not been paid to these 72 entrepreneurs during 2007-08 in which scheme was in operation. Audit further noticed that no case had been targeted/ sponsored for financial assistance under PMEGP scheme during the year 2008-09, while as against 115 cases sponsored under the scheme, only 54 cases were sanctioned during the period 2009-12.

1094 entrepreneurs had been provided provisional registration against the target of 1410 during the period 2007-08 to 2011-12 indicating shortfall of 22 *per cent*. Further, against the target of 715 cases for formal registration, 544 cases only were registered during the period 2007-08 to 2011-12 with a shortfall of 24 *per cent*.

*(Paragraph 5.4)*

### **Recommendations**

The Government/ District administration may consider:

- *having periodical interaction with financial institutions to facilitate the disbursement of loans to entrepreneurs; and*
- *providing training courses under different trades to interested entrepreneurs.*

## **General Services**

### **Police**

The shortage of constables, the basic policing ingredient of the Department, was the maximum and stood at 107 as of March 2012. There was huge shortage of manpower of all ranks especially in the Police Stations outside the district Headquarters. Against the sanctioned strength of 442 personnel from the rank of Inspector to Follower, 258 police personnel were available and discharging their duties in six police stations.

While the number of crime cases in the District during the last five years were in the range of 1300-1400 per year reckoned from January to December each year, the number of cases relating to kidnapping/ molestation and sexual harassment of women, burglary and thefts was alarming. Besides, increase in arson and riots cases was also noticed. The crime rate in the district was alarming and the cases pending investigation had increased substantially during the period 2007-12.

*(Paragraph 6.1)*

### **Recommendations**

The Government/ District administration may consider:

- *providing adequate infrastructure for police stations to ensure effective policing;*  
*and*
- *expediting finalization of pending investigation cases.*