

PREFACE

1. This Report of the Comptroller and Auditor General of India contains the results of Audit of Rajouri district in Jammu and Kashmir. The Report has been prepared for submission to the Governor under Article 151(2) of the Constitution of India.
2. The Audit involved a review of the significant socio-economic developmental programmes implemented in the district during the period 2004-09. The review was conducted through a test check of the records in the State Planning Department, the office of the Deputy Commissioner, District Rural Development Agency, Chief Education Officer, Chief Medical Officer, Senior Superintendent of Police, Executive Engineers of (R&B and PHE), District Forest Officer, District Manager Industries and various district level implementing agencies of the district. Implementation of the developmental programmes subsequent to March 2009 has also been commented upon wherever necessary.
3. The Audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

EXECUTIVE SUMMARY

At both the State and Central levels substantial funds are allocated to social and economic sectors through State Sector and Centrally Sponsored Schemes (CSS). In order to ensure efficiency and effectiveness in the delivery of these services and to ensure that the local Governments at the District, Block and Gram Panchayat level are empowered to discharge the functions that are constitutionally assigned to them, funds are being provided to these entities directly by the Government of India, instead of being routed through the State Government. In the State of Jammu & Kashmir, Panchayati Raj System is still not implemented.

Recognising the importance accorded by Government of India for a district-centric approach to devolution of finances for an integrated local area development, a district centric audit of Rajouri district was carried out to assess the status and impact of implementation of various socio-economic developmental activities in the district during 2004-09 and to evaluate whether quality of life of people has improved.

To assess the impact of the various social and economic developmental programmes undertaken under the State Sector and CSS, an analysis carried out in audit to assess the impact of implementation of various social and economic sector programmes relating to Education, Medical, Public Health Engineering (PHE), Rural Development, Road, Forest and Industries during the period from 2004-05 to 2008-09.

While audit brought out many positives in the social programmes relating to health and education, the objective was also to highlight the achievements and flag the deficiencies, wherever noticed, for redressal.

Planning

In the absence of perspective plan and integrated annual plan for the development of district with inputs from various stakeholders, gaps in developmental schemes/programmes remained unidentified with the result that the felt needs of the weaker section of the society within the district could not be addressed.

Recommendations

For a more realistic assessment of the needs of the district, a holistic perspective plan should be prepared for the district involving representatives of the district administration, implementing departments of the Government and beneficiaries of the programmes.

Accounting Frame work and Financial Management

For the developmental activities, funds are allocated through State Budget and also released directly to implementing agencies by the Government of India for various socio-economic programmes. The funds received directly by the implementing agencies are shown as utilized as soon they are released even though the bulk of the funds may not yet have been expended. There was rush of expenditure in the closing months of the financial year to avoid lapsing of grants which implies imprudent management of finances.

Recommendations:

Financial management, in general, needs improvement, and funds provided for various socio-economic developmental programmes need to be efficiently and effectively utilised. A robust and reliable system should be put in place for receipt, utilisation and accountal of funds. The system so evolved should show actual utilisation of funds distinct from mere releases. Efforts should be made to bring down the administrative charges on developmental works.

SOCIAL SERVICES

Education

During the period covered in audit, the number of schools in the District had increased but their enrolment had decreased. The progress in the development of infrastructure of the education sector was tardy despite considerable spending. The pass percentage of students was satisfactory up to the upper primary school level but attention is required for increasing the pass percentage at the high school level. The targeted infrastructure could not be provided depriving even basic amenities to school going children.

A significant number of schools were without kitchen-sheds and drinking water facilities. The lifting and consumption of food grains was also not up to the mark.

Recommendations:

Programme funds should be released timely to ensure efficient programme implementation and avoid building up of un-utilised funds. Adequate infrastructure/amenities should be provided at schools and school buildings lying incomplete need to be completed on priority. Adequate number of teachers should be posted at schools to impart quality education and improve pass percentage. If need be, proper reorientation training should be given to the teacher so that they can acquire latest methods of teaching skills.

Health

The achievements under National Rural Health Mission (NRHM) had not been up to the desired level. Despite availability of funds, the implementation had been tardy and deficiencies in basic health facilities existed at village level. There was uneven distribution of health care facilities in the district due to failure of the Department to conduct household and facility survey. There was shortage of Medical officers in the PHC's and specialist Doctors in the CHC's.

Recommendations:

The gaps in health-care facilities should be prepared after conducting baseline household surveys with adequate community participation. Basic infrastructure/health facilities with adequate number of doctors/paramedical staff need to be provided at the all levels. Immunization and maternal health-care facilities need to be strengthened by involvement of ASHAs/ANWs. Health planning and monitoring committee need to be formed to ensure the desired level of stakeholder participation.

Drinking Water

The number of habitations for providing drinking water had increased but tardy/unplanned implementation of schemes had resulted in time and cost overruns. Despite spending ₹125.80 crore the department had been able to complete only 24 schemes out of 102 schemes taken up during the review period and the remaining 78 schemes had not been completed as of March 2009. Unplanned execution rendered an investment of ₹ 2.18 crore on three water supply schemes unfruitful. The duration of piped water supply was also far from being satisfactory. Against ARWSP norms of 4 hours of water supply per day, the duration ranged between 10 minutes to 2 hours.

Recommendations:

Perspective plans should be formulated so that water supply schemes are taken up for execution in a phased manner. The schemes should be prioritized keeping in consideration the availability of funds to avoid delays in completion thereby avoiding time overrun, cost overrun and the risk of obsolescence. Before taking up the works for execution it should be ensured that the sources of the schemes are perennial, developed and free from encumbrances so that the envisaged benefits are derived.

ECONOMIC SERVICES

Road connectivity

The district has a total of 375 villages out of which 151 villages had road connectivity by 2004-05. Despite an expenditure of ₹110.84 crore during the period 2004-09 on the road sector, no additional villages had been provided road connectivity.

Out of 23 rural roads taken up under PMSGY for execution during 2005-08, only five roads had been completed up to fair weather level. 13 road works were abandoned midway due to non-settlement of disputes relating to land compensation and approval of forest department, resulting in unfruitful expenditure of ₹12.16 crore incurred so far on them.

Recommendations:

A coordinated approach needs to be adopted by the State/district administration with the executing agencies to ensure that the works are completed in time to ensure that the benefits percolate down to the people. The unconnected villages need to be provided with all weather roads on top priority. Adequate State share funding needs to be provided to avoid delays in construction of roads taken up under District Plan/NABARD.

Other Development Schemes

The achievements under Prime Minister Reconstruction Programme and works undertaken under 11th Finance Commission was dismal. No benefits have accrued to the people of the district from the funds spent on these schemes as the assets created under them are either incomplete or not put to use.

Recommendations:

The District administration should take up the issue with the Government for getting the funds released for completion of schemes which have been left half way due to non-release of funds.

Housing

The achievements under Indira Awas Yojana was quite good in the district, though there was shortfall in the construction of new houses under the scheme.

Employment Generation

Targets under SGRY/NERAGA have been claimed as achieved during the review period. This was despite the fact that there was not only short release of funds but also savings in the funds allotted. Achievements in respect of SGSY in respect of both physical and financial targets registered steep decline from 2005-06 to 2008-09. Employment generation under Pradhan Mantri Employment Guarantee Programme showed shortfall ranging between 22 and 100 percent. Monitoring mechanism for ensuring loan disbursement in all sponsored cases did not exist.

Recommendations:

Works for creation of infrastructure should be planned and undertaken on the basis of available resources so that they are completed within the stipulated time. Monitoring committees should be set up at the district level to oversee the implementation of employment generation and poverty alleviation programmes and report deviations, delays, financial constraints, etc. to an apex authority for necessary interventions. The District administration should take up the issue with the Government for getting the funds released for completion of schemes which have been left half way due to non-release of funds.

Industry

In 46 industrial plots lessees had committed breach of terms and conditions of lease deed against whom no action was taken.

Recommendations:

The industrial assets created need be monitored so that these assets are used for bonafide purposes and not misused.

Forest

No concrete efforts were made to increase forest cover during the review period. The funds available under compensatory afforestation fund were not utilised, as a result forest cover in the District could not be increased.

Recommendations:

The State Government/District administration should take appropriate steps to compensate for the area transferred for non-forestry purposes by raising plants in other identified area from the funds available under compensatory afforestation, so that the depletion in the forest cover does not take place.

GENERAL SERVICES

Law and order

There was huge shortage of housing infrastructure and weaponry in the District. The overall deficiency of vehicles in the district was 30 percent. The response time of police station Sunderbani, Kalakote and Nowshera was encouraging while in police station Rajouri there was no improvement.

Recommendations:

Adequate housing units need to be provided to the officers and personnel of the police force to motivate them. Infrastructure in Police Stations/posts needs to be augmented. Deficiency in weapons, mobility, trainings and communication equipment needs to be made good on priority so as to make the Police Force capable of meeting any eventuality in future. Priority also needs to be given for deployment of vehicles at the Police Stations so as to increase the mobility of the force and improve the average response time. Backlog of investigation cases needs to be cleared on priority.

Internal control

The internal control was weak and an issue of great concern. Internal control weaknesses had manifested in the form of absent perspective plans, incomplete Administrative Approvals (AA) and Technical Sanctions (TS), non-prioritization of projects, delayed release of funds, rush of expenditure, and poor control environment. The monitoring of projects had been deficient and there was no monitoring of the schemes during execution at the district level.

Recommendations:

A proper internal control mechanism should be set up and all controls provided under financial rules and other departmental regulations adhered to scrupulously.

Conclusion

There are multiplicity of programmes and schemes and even larger number of implementing agencies, making it difficult for the district administration to effectively monitor and supervise the developmental activities. To ensure efficiency and effectiveness in delivery of key services like education, health, employment, etc., the GOI has increasingly been entrusting the responsibility at the local level. This is also intended to ensure that the local Government at the district, block and GP level are empowered to discharge the functions that are constitutionally assigned to them. It was observed that absence of adequate participation from these levels in the planning process is hindering the planned progress of the district and address the felt needs at the grass root level.

Adequate monitoring mechanism is either not instituted, or is not functioning as envisaged, with regard to execution of schemes. While plans have been formulated for providing integrated development of a sector/service, these could not be executed in a time bound manner due to non-compliance with the required formalities like obtaining clearance for forest land or clear title to land. The State Government will have to address these serious issues in order to achieve real development of the district at the desired pace.

Chapter 1: Introduction

District Rajouri derives its name from Rajouri Town, historically known as Rajpuri. It was carved out of the erstwhile Poonch district in 1968 and has an area of 2630 Sq. Km. Situated at the foothills of *Peer Panchal* Hills range, it is bounded by Udhampur and Jammu district in the East, Poonch district on the West, and Pulwama district in the North. The District is a mix of mountain slopes and plain lands where high yielding varieties of paddy, maize, wheat, pulses, oil seeds and fodder are grown. Of late, it has recorded good growth in the production of mushroom and honey. The population of the district is 4.83 lakh with 93.09 *per cent* residing in rural areas and has a literacy rate of 58 *per cent* compared to the State's literacy rate of 55.5 *per cent*.

District Headquarters - Rajouri town



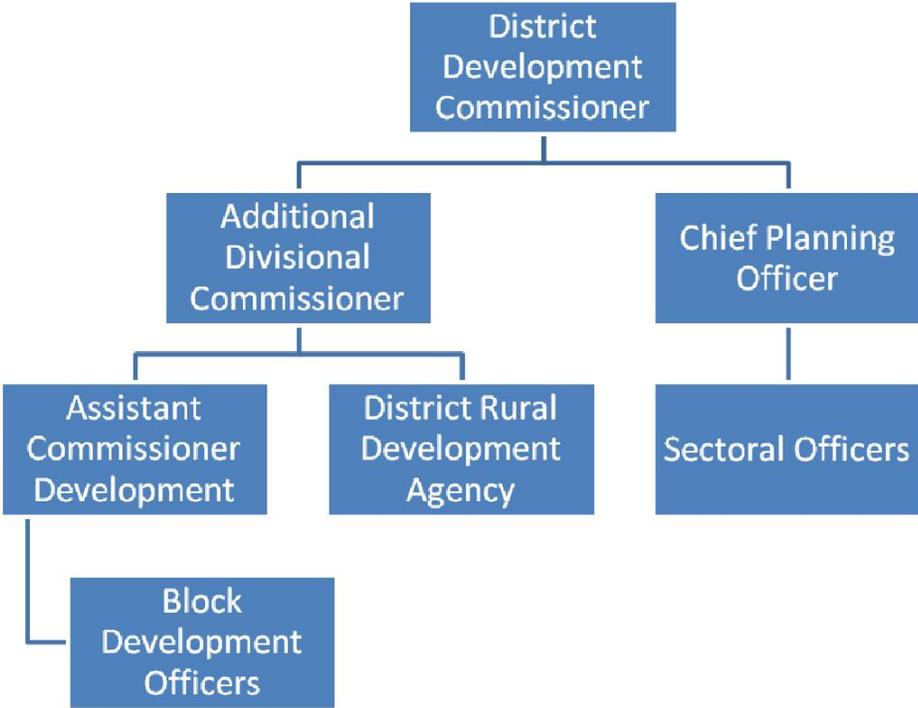
Administrative set-up

The District has been divided into eight blocks and seven tehsils¹. It has four towns, viz. Rajouri, Thannamandi, Sunderbani and Nowshera. Rajouri town is the district headquarters. The District Development Commissioner (DC) is the Chief Executive Officer of the District who oversees and coordinates the implementation of various socio-economic developmental programmes. He is assisted by the Additional Deputy Development Commissioner and the Chief Planning Officer in preparation of plans. The Deputy Commissioner acts as the Chief Executive Officer (CEO) of the District Rural Development Agency (DRDA) which is responsible for coordination and implementation of various scheme for the upliftment of the rural poor such as Swarn Jayanti Gram Swarozgar Yojna (SGSY), National Rural Employment Guarantee Act (NREGA), Prime Minister Gram Sarak Yojna (PMSGY), Indira Awas Yojna (IAY), etc. under Rural Developmental Sector.

1 Rajouri, Nowshera, Sunderbani, Kalakote, Kotrenka (Budhal), Darhal and Thanamandi.

The administrative set up of the District is shown below:

CHART I



Scope of Audit

The performance audit of the District involved a review of significant socio-economic developmental programmes implemented in the District during the period 2004-05 to 2008-09 in the social and economic sectors in the areas of education, health, water supply, infrastructure development, rural development, employment generation. In addition, preparedness of police in maintaining the law and order and reducing the crime rate was also reviewed in the performance audit. The purpose of the review was to assess and evaluate the role and function of the district administration in achieving the objectives of the programmes and the impact on the people of the district. The expenditure covered in audit included those incurred from the funds provided by the State as well as the Government of India (GOI).

Audit objective

The objectives of the audit were to assess whether:

- the planning process for various programmes was adequate and effective;
- the developmental programmes were implemented economically and efficiently and whether they had achieved the targeted objectives;
- the funds provided for various programmes were adequate and had been utilised effectively for specified purposes, and
- the procedures for implementation, monitoring, reporting and evaluation were adequate and effective. Whether holistic impact assessment of various schemes was carried out on the development of the period of the district.

Audit criteria

Audit findings were bench-marked against the following criteria:

- District Annual Plans
- Guidelines of the developmental programmes
- Prescribed monitoring mechanism
- State Government rules and regulations

Audit methodology

An entry conference was held (May 2009) with the Deputy Commissioner and other district functionaries wherein audit objectives and scope of audit were discussed. Audit was conducted during May-June 2009 by reviewing the records of the 18 implementing

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units (out of 32 units) of eight² development related sectors, selected on simple random sampling basis. The data adopted in the report was collected from various departmental offices at district headquarters level. Sixty villages in the eight blocks of the district were selected based on simple random sampling method for survey to assess the impact of the process of development in selected sectors. Audit findings were discussed with the departmental functionaries and their views have been incorporated in the Report. The exit conference was held with District Development Commissioner, Rajouri on 23 December 2009.

Acknowledgement

The cooperation extended by the district administration during the conduct of audit is highly appreciated.

2 Social Sector: Education, Medical, Police, Public Health Engineering; Economic Sector: Roads, Rural Development, Forest, Industries.

Chapter 3: Planning

District Policy and Planning

Government of India envisages an inclusive and participative planning process for the development of a district. The 74th Amendment to the constitution mandated the establishment of District Planning Committee (DPC) for consolidating the plans prepared by panchayat and municipalities in the district into an integrated District Plan. As the State of Jammu and Kashmir has not introduced Panchayati Raj system, there was no Panchayati Raj Institutions in the district. Hence, the people at grass root level were not involved in the district planning process. In Rajouri, the District Development Board (DDB) functioned as the apex planning body. It was headed by a senior Cabinet Minister of the State and had District Development Commissioner (DDC), Additional Deputy Commissioner, Chief Planning Officer, MLAs of all constituencies of the district and sectoral/departmental heads as its members. It finalised the annual action plans for the district and approved schemes.

Audit findings

- There was no long term plan for the development of the District. However, Annual Action Plans formulated by the Rural Development Department only were approved by the DDB. In respect of other departments (viz., Public Health Engineering, Roads & Bridges, Industries, etc.), each department had their own annual plans. These were not put up for approval to the DDB. Hence, there was no coordinated planning in the District.
- There was, however, no District Planning Committee in existence to prepare a Perspective Plan based on relevant parameters and inputs from various stakeholders.
- District administration had played no role in the planning or monitoring of Centrally Sponsored Schemes and State Plan Schemes which were planned and finalised by the concerned administrative departments and executed by the sectoral heads.

In the absence of perspective plan and integrated annual plan for the development of district with inputs from various stakeholders, gaps in developmental schemes/programmes remained unidentified with the result that the needs of the weaker section of the society within the district could not be addressed.

Recommendations

- *For a more realistic assessment of the needs of the district a holistic perspective plan should be prepared for the district involving representatives of the district administration, implementing departments of the Government and beneficiaries of the programmes.*
- *District administration should be made responsible for monitoring the program of the schemes and initiating mid-course corrections.*

Chapter 4: Financial Management

For undertaking developmental activities in the District, funds are allocated through the State budget. The funds are also released directly to the implementing agencies for various socio-economic programmes funded by the Government of India (GOI) and the State Government.

The total flow of funds to the district during 2004-09 and expenditure incurred was not available with the Chief Planning Officer. The funds received directly by the implementing agencies were shown as utilized as soon as these were released even though the bulk of such funds may not have been spent on various purposes for which they had been released. The position of allocation and release of funds for the period in respect of the 32 components under Social Sector (7 components), Economic Sector (24 components) and General Sector (1 component) is detailed in the *Annexure*.

The funds received and reported expenditure in respect of certain significant departments and programmes, during 2004-09, as collected by Audit is detailed below:

Table 1

(₹ in crore)

<i>Name of the Department</i>	<i>Funds provided</i>	<i>Expenditure incurred</i>
<i>Social Sector</i>		
Chief Education Officer Rajouri	181.15	162.14
Chief Medical Officer Rajouri	51.74	48.70
District Social Welfare Officer Rajouri	38.05	36.60
<i>Economic Sector</i>		
Public works	165.04	158.65
Public Health Engineering	127.48	125.78
Rural Development	74.66	63.49
<i>General Sector</i>		
Sr Superintendent of Police, Rajouri	119.83	117.20

Though about 98 *per cent* of funds were reported as utilised during 2004-05 to 2008-09, audit check revealed that against ₹ 69.58 crore shown to have been spent by Chief Education officer under Mid day Meal Scheme and Sarva Shiksha Abhiyan, the actual expenditure was ₹ 59.52 crore during 2004-09. The balance amount of ₹ 10.06 crore was lying in the bank accounts.

Following significant points were noticed:

- Rush of expenditure in the closing months of the financial year to avoid lapsing of grants implies imprudent management of finances. Scrutiny of data in four³ Public Works Divisions and one Forest Division of the District showed that expenditure incurred in the month of March of each year of the period (2004-09), ranged between 40 and 53 *per cent* of the total allotment for the year as tabulated below:

3 PWD (R&B) Division Nowshera, PHE Divisions Rajouri and Nowshera, PMGSY Division Rajouri

Table 2

(*₹ in crore*)

Year	Total expenditure	Expenditure incurred in the month of March	Percentage
2004-05	23.53	11.74	50
2005-06	27.60	11.43	41
2006-07	25.24	13.40	53
2007-08	46.90	18.94	40
2008-09	57.15	29.46	51

(Source: Departmental records)

The rush of expenditure was attributed to belated release of funds which, in turn, indicated failure of the administration to regulate flow of funds evenly during the year.

- Analysis of expenditure incurred during the period showed that four Sectoral Officers had expended funds between 38 and 90 per cent as administrative charges which was far in excess of the expenditure incurred on developmental works as tabulated below.

Table 3

(*₹ in crore*)

S. No	Sectoral Officer	Total expenditure	Administrative expenses	Developmental Expenditure	Administrative expenses in percentage
1.	Divisional Forest Officer, Rajouri	18.86	16.34	2.52	87
2.	General Manager DIC, Rajouri	3.65	3.28	0.37	90
3.	Assistant Soil Conservation Officer (Agri), Rajouri	3.01	1.89	1.12	63
4.	Project Officer DRDA, Rajouri	5.85	2.23	3.62	38
Total		31.37	23.74	7.63	

(Source: Departmental records)

On this being pointed out, the Sectoral Officers stated that funds were utilized as per the grants provided by the higher authorities.

In essence, the funds were shown as spent but were actually lying unutilised in bank accounts. The fact that the administrative charges on development works were inordinately high indicates that less funds were available for development works

Recommendations:

- *A robust and reliable system should be put in place for receipt, utilisation and accountal of funds. The system so evolved should show actual utilisation of funds distinct from mere releases.*
- *Efforts should be made to bring down the administrative charges on developmental works.*

Chapter 5: Social Services

The development status of an area is *inter-alia* reflected in its literacy rate, road connectivity, availability of basic health facilities, law and order, provision of potable water and employment. In order to assess the impact of the investments made in terms of improved position of these key development parameters, review of Education, Medical, Police and Public Health Engineering Departments in the Social Sector and Rural Development, Roads, Forest and Industries Departments in the Economic sector were taken up in audit.

Social sector was a priority sector for the development of the District. Out of a total outlay of ₹ 282.67 crore released for the sector during the period, an expenditure of ₹ 256.91 crore was incurred on various activities in the District. A review of programmes focussed at uplifting the living standard of the people, especially the weaker sections, such as *Sarva Shiksha Abhiyan* and Mid Day Meal Scheme (Education Sector), National Rural Health Mission and District Sector Water Supply Schemes (Public Health Engineering Department), revealed that scheme executions were deficient and progress achieved remained short of the targets in most instances.

5.1 EDUCATION

Education is an important tool for social upliftment and economic growth. Both the State and the Central Governments have been spending substantial funds for increasing enrolment and retention of children in schools, especially in primary and elementary segments. Two main schemes, viz., *Sarva Shiksha Abhiyan* (SSA) and Mid Day Meal Scheme (MDM), were reviewed in audit to assess the impact of the implementation of the scheme in the District.

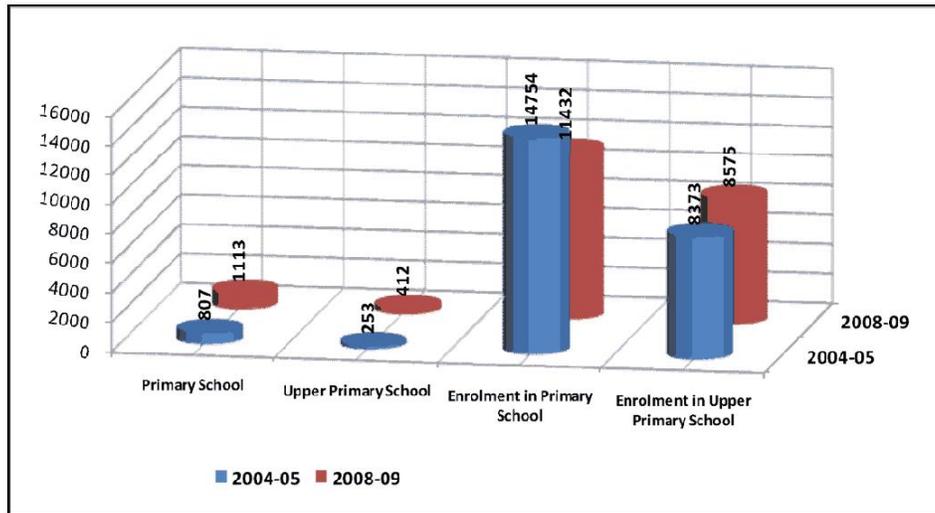
i) Sarva Shiksha Abhiyan

SSA was launched (2000-01) by the GOI to universalise elementary education and ensure that all children complete five years of primary schooling by 2007 and eight years of elementary schooling by 2010. The main components of the programme included opening of new primary schools, construction of additional classrooms and other facilities, provision of free text books to all girls and SC/ST children, etc. In the District, the programme, however, commenced from 2002-03.

➤ Status of schools and enrolment

A review of the status of schools (Chart-II) showed that the number of primary schools had grown from 807 in 2004-05 to 1113 in 2008-09. The number of upper primary (middle) schools had also registered an increase and risen from 253 to 412 during the same period. It was, however, seen that despite increase in the number of schools, enrolment in primary schools had dwindled from 14754 in 2004-05 to 11432 students in 2008-09, reflecting a 22 per cent fall over the period. The fall ranged between one per cent (Dandesar Zone) and 48 per cent (Darhal Zone). The enrolment in upper primary class had registered a marginal increase of 2.41 per cent during 2004-05 and 2008-09.

Chart II



(Source: Departmental records)

On-spot inspection of 60 schools (35 primary and 25 upper primary) by audit along with the representatives of the department (April-May 2010) revealed that in 35 primary schools aggregate strength of students was 104 and the enrolment ranged between 9 and 76 students. Similarly, in 25 upper primary schools aggregate strength of students was 2240 with the enrolment ranging between 31 and 202, as tabulated below:

Table 4

<i>Enrolment</i>	<i>Number of Primary School</i>	<i>Number of Upper Primary School</i>
Less than 20 students	13	-
21-40 students	13	2
41-60 students	6	6
61-80 students	3	4
81-100 students	-	6
101-140 students	-	5
141-180 students	-	1
181-220 students	-	1
Total	35	25

The enrolment in 13 primary schools (37 per cent of the sampled primary schools) was less than 20 and in 18 upper primary schools (72 per cent of the sampled middle schools) the enrolment did not exceed 100, which indicated that enrolment was not satisfactory in these schools.

The Chief Education Officer (CEO), Rajouri attributed the decrease in enrolment in primary schools to adoption of family welfare measures by the public.

➤ **Infrastructure**

The SSA guidelines envisage completion of infrastructure in schools in two to six months

Scrutiny (June 2009) of records of the CEO showed that the department spent ₹ 22.50 crore during 2004-09 on construction of infrastructure in the district. The position of targets (also taken up for execution) and achievement for construction of buildings is indicated in the following table:

Table 5

Year	Target					Achievement				
	Primary Schools	Additional Class Rooms	CRC	BRC/ZRC	Upper Primary Schools	Primary Schools	Additional Class Rooms	CRC	BRC/ZRC	Upper Primary Schools
2002-03	13	35	0	0	0	13	33	0	0	0
2003-04	30	100	18	04	0	25	94	12	01	0
2004-05	30	50	20	03	10	23	44	17	02	09
2005-06	75	0	20	02	15	56	0	14	01	09
2006-07	67	578	0	0	23	34	348	0	0	06
2007-08	150	0	0	0	0	0	0	0	0	0
2008-09	196	0	0	0	0	0	0	0	0	0

(Source: Records of Chief Education Officer) CRC - Cluster Resource Centres, BRC/ZRC - Block/Zonal Resource Centres

It can be seen from the above table, that out of 1093 works (215 Primary Schools, 763 Additional Class Rooms, 58 CRC, 9 BRC/ZRC and 48 Upper Primary Schools) taken up for execution during 2002-07 and which should have been completed by the end of 2008-09, only 741 works (151 Schools, 519 Class Rooms, 43 CRC, 4 BRC/ZRC and 24 Upper Primary Schools) were completed at the end of 2008-09.

Thus, the construction of 64 primary schools, 244 additional class rooms, 15 cluster resource centres (CRCs), five block resource centres (BRCs) and 24 middle school estimated to cost ₹ 6.38 crore were taken up during 2002-03 and 2006-07 had not been completed even after incurring an expenditure of ₹ 3.66 crore (March 2009). This rendered the expenditure of ₹ 3.66 crore incurred on their construction unfruitful. Moreover, the students attending these school were deprived of the benefits of even basic infrastructure. No reasons for non-completion were assigned by the administration.

Status of infrastructure of primary school in the district at the end of 2004-05 and 2008-09 is shown in the following table:

Table 6: Status of School buildings

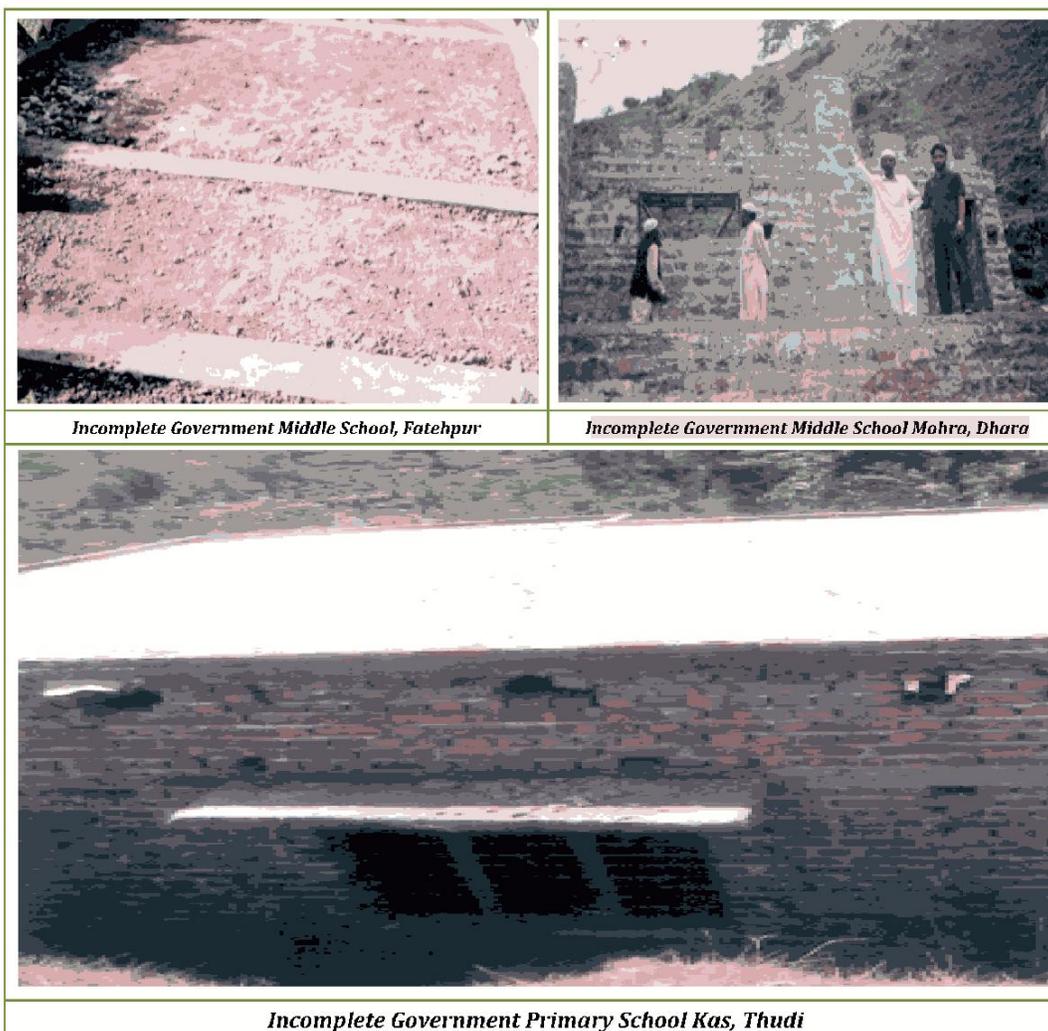
As of	Number of primary schools				
	Total	Without buildings	With only one room	With two rooms	More than two rooms
March 2009	1113	154	32	152	775
March 2005	807	150	138	187	332

(Source: Records of the CEO Rajouri)

Though number of schools having more than two rooms have doubled, still 154 out of 1113 primary schools did not have necessary basic infrastructure as of March 2009.

Evidently, construction of school buildings under SSA was not prioritised. The department did not to ensure proper infrastructure to house the schools before opening of new primary schools.

Some of the photographs of school buildings physically visited are as below:



➤ **Basic Amenities**

Apart from non-completion of buildings, the department had also failed to provide adequate amenities. The position of amenities not available in the schools as of June 2009 is indicated in the following table:

Table 7

Category of School	No. of schools	Schools not having						
		Toilets	Separate toilets for Girls	Drinking Water	Access Ramp	Boundary Wall	Play Ground	Kitchen Cum Store
Primary	1113	1103	176	954	1011	1098	761	795
Upper Primary	412	344	100	289	364	382	247	324

(Source: Departmental records)

On-the-spot inspection of 60 schools along with representatives of the department revealed that two primary schools at Saj and Bandian were housed in rented accommodation while one at Manjakot was housed in the high school building and did not have proper amenities. Out of the remaining 57 schools, buildings of 8 school (7 primary and one middle) had either developed cracks or had collapsed roofs rendering them unsafe. Inspection further revealed that 11 primary schools and 3 middle schools located in far-flung areas of the district did not have approaches. Physical survey of 60 schools revealed that 20 schools were without toilets, 22 were without girls' toilet, 18 did not have drinking water facilities and 23 had no access ramps.



Damaged Primary School Baljarana



Damaged Govt. Middle School Gura Charalla

In sum, the details indicate poor performance of the administration in providing basic amenities to the students of the district. The department attributed non-provision of basic amenities to non-availability of sufficient funds. The reply has to be seen in the light of the fact that the department was not able to utilise available funds in full during the period.

➤ **Availability of teachers**

The norms stipulate providing of at least two teachers per primary school and a teacher for every class in upper primary school.

Records also showed that 123 upgraded Education Guarantee Scheme (EGS) centres were functioning with a single teacher. Up-gradation of schools without providing adequate strength of staff was bound to affect the quality of education. This aspect should have been taken care of before upgrading the EGS centres.

In reply, the CEO, Rajouri stated that as and when Government permitted engagement of teachers in these single-teacher schools, the schools would be equipped on top priority basis. The reply should be seen in the light of the fact that some Primary and Upper Primary Schools were overstaffed.

➤ Board results

The achievement with regard to pass percentage of results in the Board examination (8th Standard) had improved by three *per cent* from 76 in 2005 to 79 *per cent* in 2009 as tabulated below:

Table 8

Session	Number of students appeared in 8 th standard examinations	Number of students passing	Percentage of students passing
2005	9730	7374	76
2006	9928	6726	68
2007	10574	8268	78
2008	10926	8020	73
2009	12080	9503	79

(Source: Records of Chief Educations officer)

The percentage of students who failed in the examination ranged between 21 and 32 *per cent*. The administration need to take adequate measures to arrest the fail percentage, create adequate infrastructure, and post trained teachers as prescribed to achieve the goal of universalisation of elementary education as envisaged under the programme

ii) Secondary Education

Despite the fact that there had been improvement in the number of students who passed 8th Board examination, the performance in examination had been discouraging at the secondary level as detailed in the table below:

Table 9

Class	Year	Schools	No. of students appeared	Passed (percentage)	Schools with pass percentage	
					between one and 20	Zero
10 th	2005	100	2455	630 (26)	31	15
	2006	100	2102	834 (40)	15	7
	2007	103	2326	956 (41)	15	9
	2008	107	2942	1201 (41)	16	13
12 th	2005	23	2613	490 (19)	12	-
	2006	26	2303	643 (28)	9	-
	2007	26	2393	807 (34)	4	1
	2008	26	3147	817 (26)	14	1

(Source: Records of Chief Educations officer)

Though there has been significant improvement in the pass percentages for the 10th class which rose from 26 in 2005 to 41 in 2008, the percentage of students who passed the 12th class remained quite low. In a significant number of schools no student had passed.

Instructions issued (November 2005) by the Directorate envisaged stoppage of annual increments to all teaching staff including the Principals/Headmasters whose schools could achieve no more than 20 *per cent pass per cent* result. No action had been taken so far (May 2009) by the district administration as the list of such staff had not as yet been worked out. The CEO, Rajouri stated that Principals/Headmasters had been instructed to work out the list of Teachers/Masters/Lecturers who were responsible for poor *pass per cent* result.

In conclusion, many schools in the district were lacking basic infrastructure/facilities. Though percentage of students passing 8th Standard board examination has shown improvement, percentage of students clearing Class 10 and 12 examination was low, especially Class 12 Board examination.

iii) Mid Day Meal Scheme (MDM): Nutritional Support to Primary and Upper Primary Students

MDM was launched in 2004-05 with the objective of boosting universalisation of primary education through increased enrolments and retention by providing nutritional support to the children up to upper primary level. A system of reliable data generation regarding enrolment was crucial for successful implementation of the programme as it would have provided the basis for assessment of the requirement under each activity and allocation of food grains by the GOI.

Funds required for implementation of programme were released by Director of School Education, Jammu/District Development Commissioner, Rajouri to the Chief Education Officer which were further released to the concerned Zonal Education Officers (ZEOs) for implementation of the scheme.

➤ Allocation and consumption of food grains

The allocation of food grains and funds are to be made on the basis of enrolment. However, it was noticed that there was a mismatch between the figures communicated to GOI and those maintained at Directorate level. Consequently there was short consumption of food grains indicative of defective planning.

The requirement of food grains as per enrolment and its allocation and consumption there against during the period is tabulated below:

Table 10

Year	Actual Enrolment including in EGS & AIE Centres	Food grains (In quintals)			
		Requirement as per enrolment	Allotted	Lifted	Consumption
2004-05	74049	7404.90	1800.00	937.27	937.27
2005-06	71665	12899.70	11721.40	10949.03	10949.03
2006-07	68609	12692.66	11885.28	11069.00	10499.71
2007-08	66010	12937.96	11910.96	11549.85	11834.25
2008-09	109242	21411.43	19738.30	14938.31	12434.82
Total		67346.65	57055.94	49443.46	46655.08

(Source: Departmental records)

The Chief Education Officer, Rajouri attributed mismatch to faulty communication of enrolment figures to the GOI at the Directorate level and to lesser attendance of students in schools than estimated.

➤ **Cooking cost**

Based on the enrolment figures, ₹ 10.63 crore was required as cooking cost for the district during the period. It was however, seen that ₹ 8.61 crore only had been released to meet the requirement on this account. Out of the funds released, the department utilised only ₹ 7.11 crore.

The non-utilisation of complete funds released as cooking cost was bound to effect on the quality of cooked food to be supplied to the students under the programme.

➤ **Construction of kitchen-cum-store**

The programme guidelines envisage creation of *pucca* kitchen-sheds in each school besides providing kitchen devices and clean drinking water for serving cooked food to the students.

It was however, seen that the required infrastructure had not been created as detailed below:

Table 11

Schools (Level)	Without kitchen sheds		Without drinking water Facilities	
	Number	Percentage	Number	Percentage
Primary	268	24	954	86
Upper Primary	130	32	289	70

Despite availability of ₹ 1.11 crore⁴ with the department, shortage (24 and 32 per cent) of kitchen-sheds in Primary and Upper Primary schools was noticed (31 March 2009). The Chief Education Officer attributed the shortage to delayed release of funds and delayed receipt of the drawings at the end of the year. The reply has to viewed in the light of the fact that the CEO should not have released the funds in the first place without

4 CEO: ₹. 51.60 lakh, ZEO's: ₹. 32.40 lakh and ₹. 27 lakh surrendered by two ZEO's

receipt of drawings required for construction of kitchen-sheds as it had resulted in unspent balances with the ZEO's and surrender of money in some cases.

Joint survey conducted in 60 primary and upper primary schools revealed that cooked mid day meal was being served to the school inmates @100 gm (primary students) and 150 gm (upper primary) per student per working day even though in 26 schools (43 per cent of the sampled schools) the kitchen-cum-store shed did not exist.

Drinking water facility in the schools was to be provided under Accelerated Rural Water Supply Programme (ARWSP). Non-availability of the facility in 70 to 86 per cent schools was indicative of lack of seriousness on the part of the district administration in providing this basic amenity. As a result, the children studying in these schools are exposed to health hazard in the absence of proper drinking water.



Mid Day Meal Served to Children (Middle School, Argi)

To sum up, many schools in the district did not have kitchen sheds and proper drinking water facilities. The funds released were not utilised in full, which is bound to have an adverse effect on the quality of food served to the Students.

Recommendations:

- *Programme funds should be released timely to ensure efficient programme implementation.*
- *Adequate infrastructure/amenities should be provided at schools, and school buildings lying incomplete need to be completed on priority.*
- *Adequate number of teachers should be posted at schools to impart quality education and improve pass percentage. If need be, proper reorientation training should be given to teachers so that they can acquire latest methods of teaching skills*

5.2 HEALTH

The Chief Medical Officer (CMO), Rajouri is responsible for providing health-care services to the people through a network of one District Hospital, seven Community Health Centres (CHCs), 22 Primary Health Centres (PHCs) and 140 Sub Centres (SCs). To achieve the health-care objectives, the flagship scheme “National Rural Health Mission” was launched (April 2005) by the GOI.

i) National Rural Health Mission

➤ Planning

As a first step towards provision of accessible, affordable and equitable health-care under NRHM, a household and facility survey was to be carried out by the District Health Society (DHS) through trained Accredited Social Health Activists (ASHA’s), Anganwadi Workers (AWH’s) and Auxiliary Nursing Midwives (ANMS’s) to identify the gaps in health-care facilities and to assess the health-care requirement at grass root level. The District Health Society (DHS) was required to prepare Perspective Plan as well as the Annual District Health Action Plan (DHAP’s) for the entire mission period (2005-06 to 2011-12) based on survey data and inputs from the lower tiers of the Government.

Audit scrutiny revealed that Household survey had not been conducted. Facility survey was conducted partially through a private firm (EPOS Health India Limited). District Plans had been prepared without receipt of reports/survey data from the lower functionaries

The CMO, Rajouri attributed (July 2010) non-involvement of ASHAs/ANMs in the survey to non-imparting of requisite training. The reply was, however, silent about the reasons for not imparting training to the ASHAs/ANMs. The CMO Rajouri also informed that the plans for the year 2010-11 were being prepared by the DHS itself on the basis of facility survey through block headquarters.

➤ Community Participation

The mission activity was required to be converged with other departmental programmes and with the working of NGOs, Village Health Sanitation Committees (VHSCs) and *Rogi Kalyan Samitis* (RKS), but the same was not done. Community participation in planning, implementation, and monitoring of the programme was not ensured either.

Scrutiny of records revealed that only 594 VHSCs had been formed against the target of 790 VHSCs in the District. *Rogi Kalyan Samitis* (RKS) though framed in all CHCs and PHCs in the District, did not have adequate representation from Non-governmental Organisation/Scheduled Castes/Scheduled Tribes/Other Backward Castes.

➤ **Infrastructure**

The NRHM Guidelines provide for a CHC for every 80,000 population, a PHC for every 20,000 population and a Health Sub Centre for every 3,000 population. The position of infrastructure required as per norms and that available ending March 2009 was as under:

Table 12

Total Population of the District =4.84l lakh (2001 Census)

<i>Particulars</i>	<i>District Hospital</i>	<i>Sub Dist Hospital/ Community Health Centre</i>	<i>Primary Health centre</i>	<i>Health Sub- Centre</i>
Required as per Norms	1	6	24	161
Existing at the end of March 2009	1	7	22	170

(Source: Directorate of Health Services)

Though the district was having health-care facilities as prescribed under the norms, the physical survey of 60 sampled villages revealed that 22 villages were without any genuine Government health-care facility and ailing population had to go to the nearby Sub-centre, PHC or CHC located two to 15 Km away from the villages for such facilities. The uneven distribution of health-care facilities in the district was a fallout of the failure of the Department to conduct household and facility surveys to assess the health-care requirement at the grass root level. In the remaining 38 villages where the facility existed, however, the following inadequacies were noticed.

Table 13

<i>S. No</i>	<i>Indicator</i>	<i>SC (31)</i>	<i>PHC (5)</i>	<i>CHC (2)</i>
1.	Building (Govt. + Donated)	22	5	2
2.	Building (Rented)	9	-	-
3.	Buildings in bad condition	2	-	-
4.	No provision for water supply	25	-	-
5.	No electricity	14	-	-
6.	No provision for separate toilet	27	-	-
7.	No bio-waste disposal facility	3	4	2
8.	Operation Theatre	-	-	2
9.	Vehicle	-	5	2
10.	Availability of ECG facilities	-	-	1
11.	X-Ray facility	-	-	2
12.	Ultrasound facility	-	-	1
13.	Laboratory	-	5	2

(Source: Survey Reports)



The CMO while admitting (July 2010) that the infrastructure was inadequate in view of scattered hilly population of the district urged relaxation of norms.

➤ **Manpower**

NRHM aimed at providing adequate skilled manpower at all the CHC's, PHC's and SC's as per the Indian Public Health Standards (IPHS) norms. Accordingly, every SC was to have at least two ANM's, each PHC at least two Medical Officers and 3 Staff Nurses, and each CHC seven Specialists. Survey of available manpower in 2 CHCs, 5 PHCs and 31 SCs revealed that the staff posted did not match the above norms, as indicated below:

Table 14 ; Identified Gaps of Manpower in Actual Numbers

S. No		Requirement as per IPHS Norms	Actually working as per survey	Shortfall/Excess
Sub Centres (Total Number surveyed 31)				
1	ANM (Two per centre)	62	16	(-) 46
2	Medical Officer	Not required as per norms	5	(+)5
3	Pharmacist	-Do-	21	(+) 21
4	Nurse	-Do-	2	(+) 2
5	Female Health Worker	-Do-	18	(+) 18
Primary Health Centres (Total Number surveyed 5)				
1	ANM	Not required as per norms	9	(+) 9
2	Medical Officer (Two per Centre)	10	5	(-)5
3	Pharmacist	Not required as per norms	5	(+) 5
4	Nurse (Three per Centre)	15	Nil	(-) 15
5	Female Health Worker	Not required as per norms	7	(+) 7
6	Lab. Technicians (One per Centre)	5	11	(+) 6

S. No		Requirement as per IPHS Norms	Actually working as per survey	Shortfall/Excess
Community Health Centres (Total Number surveyed 2)				
1	ANM	Not required as per norms	2	(+) 2
2	Medical Officer (Three per Centre)	6	3	(-)3
3	Pharmacist (One per Centre)	2	2	-
4	Staff Nurse (10 per Centre)	20	6	(-) 14
5	Female Health Worker	Not required as per norms	6	(+) 6
6	Lab. Technicians (One per Centre)	2	6	(+) 4
7	Specialist Doctors (Seven per Centre)	14	2	(-)12

(Source: Survey Reports)

The shortage of Medical Officers in the PHC's and specialist Doctors in the CHC's was alarming and the patients were dependent on paramedical staff of these health centres.

The CMO attributed (July 2010) the shortage of doctors to non-availability of qualified MBBS doctors in the district.

➤ **Engagement of ASHA'S**

Under the mission, a trained female community health worker called the Accredited Social Health Activist (ASHA) was to be provided in each village in the ratio of one per population of 1000 people (or less for large isolated habitation). The ASHA was expected to act as an interface between the community and the public health system.

Against the requirement of 450 ASHAs, 410 had actually been engaged and there was a shortfall of 40 ASHA's in the district. Shortage of ASHAs had adversely affected on mobilisation of children for vaccination, encouraging institutional deliveries, increasing anti-natal checkups etc.

The CMO informed (July 2010) that demand for additional ASHAs had been projected in the annual plans.

ii) Reproduction and Child Care (RCH)

The RCH-II under the mission aims to reduce maternal/infant mortality and total fertility rate by promoting family planning, immunization, etc to achieve population stability and registration of all pregnant women to provide them necessary health-care and medicines. Under the maternal health, RCH-II aims to reduce maternal and infant mortality rates to 100 per lakh and 30 per thousand, respectively by 2010. The important services for ensuring maternal health-care include antenatal care (ANC), institutional delivery care, post-natal care and referral services. Progress achieved in respect of RCH-II was as under:

➤ **Maternal health**

Registration of pregnant women is a basic requirement for delivery of services like four prescribed checkups for preventing maternal mortality and supply of Iron Folic Acid (IFA) tablets for a period of 100 days.

It was seen in audit that 19 to 43 *per cent* registered pregnant women in the district received third/fourth antenatal checkups and 47 to 69 *per cent* received 100 days of IFA tablets as shown in the following table.

Table 15

<i>Year</i>	<i>No. of Pregnant women registered</i>	<i>Received third/fourth antenatal checkups</i>	<i>Received 100 days IFA Tablets</i>
2005-06	21881	4032 (19)	14990 (69)
2006-07	21876	8195 (38)	10666 (49)
2007-08	20785	4558 (23)	9667 (47)
2008-09	19512	8465 (43)	10114 (52)

(Source: Progress Reports/Data furnished by DHFWO)

➤ **Immunization of pregnant women**

Two doses of Tetanus Toxoid (TT) have been prescribed for all pregnant women to immunize the mother and neonates against tetanus.

It was seen in audit that the number of targeted pregnant women who were provided with two doses of TT immunization during 2005-06 to 2008-09 ranged between 79 to 99 *per cent* in the district as shown in the following table:

Table 16

<i>Year</i>	<i>No. of Pregnant women</i>		
	<i>Registered</i>	<i>Target</i>	<i>Achievement (per cent)</i>
2005-06	21881	13235	13041 (99)
2006-07	21876	17745	14155 (80)
2007-08	20785	18271	14331 (79)
2008-09	19512	19190	16270 (85)

(Source: Progress Reports/Data furnished by DHFWO)

➤ **Janani Suraksha Yojna**

One of the important components of the RCH programme is the *Janani Suraksha Yojna* (JSY) to encourage pregnant women to have an institutional delivery rather than domiciliary delivery in order to reduce maternal and neo-natal mortality. Under this programme, all the pregnant women belonging to SC, ST and BPL categories irrespective of their age and the number of their children are entitled to cash compensation.

It was seen that the number of pregnant women who underwent institutional delivery during 2005-09 except for the year 2007-08 was less than target. Women who received cash assistance ranged between zero and 14 per cent as detailed in following table:

Table 17

Year	No. of Pregnant women			JSY Payment
	Registered	Target	Achievement	
2005-06	21881	6085	4211	Nil
2006-07	21876	6207	4295	553 (13)
2007-08	20785	4027	5542	781 (14)
2008-09	19512	6702	5752	794 (14)

(Source: Data furnished by DHFWO)

It was seen that the targets fixed for institutional delivery was far below the number of registered pregnant women in the district.

➤ Immunization programme of infants

The overall achievement in the district with regard to immunization of children between zero to one age group covering BCG, DPT⁵, Measles and OPV⁶ ranged from 86 per cent to 94 per cent. However, the shortfall in achievement of targets in the secondary immunization of children ranged between 7 to 33 per cent for DT⁷ (5years age group), 13 to 27 per cent for TT (10 years age group) and 9 to 31 per cent for TT (16 years age group) during 2006-09 as depicted in the following table.

Table18

(In number)

Year	Target for complete Immunisation	Up to One year complete course	Above one and half year DPT & OPV booster	Above five year (DT Only)	Above Ten year (TT Only)	Above Sixteen year (TT only)
2005-06	12420	15095 (122)	11916 (96)	15278 (123)	14683 (118)	12785 (103)
2006-07	17745	16669 (94)	16757 (94)	13564 (76)	13012 (73)	12630 (71)
2007-08	18271	15807 (87)	16969 (93)	16983 (93)	18860 (103)	16669 (91)
2008-09	18175	15687 (86)	15692 (86)	12120 (67)	15775 (87)	12631 (69)

(Source: Progress reports/data furnished by DHFWO) (Figures in parenthesis represent percentage)

The Mission emphasises Vitamin 'A' solution for all children less than three years of age. Prophylaxis against blindness amongst children due to deficiency of Vitamin 'A' requires the first dose at the ninth month of age along with measles vaccine and second dose along with DPT/OPV and, subsequently, three doses at six-monthly intervals.

There was a shortfall of between 20 and 79 per cent in the first dose, between 67 and 86 per cent in the second, and between 31 and 72 per cent in the third to fifth dose, during 2005-06 to 2008-09, as shown in the following table

5 BCG: Bacillus Calmette Guerin ; DPT: Diphtheria Polio and Tetanus.
 6. OPV: Oral Polio Vaccine.
 7 DT: Diphtheria Tetanus.

Table 19

(In number)

Year	Target	Actual Achievement		
		1 st Dose	2 nd Dose	3 rd to 5 th Dose
2005-06	18654	15095 (80)	7254 (39)	12888 (69)
2006-07	28460	6062 (21)	-	9431 (33)
2007-08	36000	15807(44)	11891 (33)	9665 (28)
2008-09	62045	13651(22)	8514 (14)	NA

(Source: Data furnished by DHFWO)

The CMO intimated (July 2010) that efforts were being made to cover up the secondary shortfalls by increasing immunization sessions through special camps.

iii) National Programme for Control of Blindness (NPCB)

The NPCB is aimed at reducing the prevalence of blindness to 0.8 per cent by 2007 through increased cataract surgery, eye screening of school children, creation of eye donation centres, eye banks, strengthening of infrastructure, etc.

While no targets for cataract surgeries and eye screening of school children were prescribed during the period, 840 cataract surgeries were performed. The facility for eye donation had not been created in the district. The CMO stated (July 2010) that eye screening of school children was being conducted through PHCs.

The NRHM envisages planning, implementation and monitoring through participation of NGO's and community-based organizations. The health planning/monitoring committees were to be formed at the District, Block and PHC levels to ensure regular community based monitoring of activities and facilitate relevant inputs for planning from representatives of *Gram panchayats*, self help groups, user groups, legislature and NGO's/CBO's. Besides, every district was required to publish annually a public report.

It was seen in audit that monitoring in the District was non-existent and public report on health has never been published by the district health authorities.

In the absence of proper planning for identification of gaps in the health-care infrastructure and non-availability of stipulated facilities and skilled manpower in the health institutions, the objective of providing accessible and affordable health-care to people remained to be achieved in the District.

Recommendations:

- *The gaps in health-care facilities should be prepared after conducting baseline household surveys with adequate community participation.*
- *Basic infrastructure/health facilities with adequate number of doctors/paramedical staff need to be provided at the all levels.*
- *Immunisation and maternal health-care facilities need to be strengthened by involvement of ASHAs/ANWs.*
- *Health planning and monitoring committee need to be formed to ensure the desired level of stakeholder participation.*

5.3 WATER SUPPLY

Public Health Engineering Department is responsible for providing safe drinking water facilities to the people by implementing various schemes funded by GOI and the State Government. Accelerated Rural Water Supply Programme (ARWSP), District Plan Schemes, and Kandi Areas Action Programme being implemented under Prime Minister's Reconstruction Programme, which aim to provide safe drinking water to all rural areas were reviewed in audit. Significant findings noticed are discussed below.

➤ Planning

To have a reliable and efficient water management system in the District, perspective plans are required to be formulated for all the programmes so that the water supply schemes are taken up for execution in a phased manner and the schemes are prioritized for optimizing results.

It was, however, seen that no such mechanism was in place in the District and, instead, the schemes were identified by the Sectoral Officers as per local demands and approved by DDB for execution by the concerned PHE division. Audit of the sector showed that instead of completing the ongoing schemes first, the department took up new schemes within a limited budget. As a result, schemes remained incomplete for periods longer than envisaged, leading to cost and time overruns and non-extension of intended benefits to the local population.

➤ Implementation

Records showed that out of 879 habitations identified in the District for provision of drinking water facilities 484 habitations had been fully covered, 270 habitations had been covered partially and 125 habitations had not been covered as of 31 March 2006. To provide potable water to the left-over habitations, 102 water supply schemes (ARWSP: 72 schemes; District Plan: 30 schemes) were taken up in the district during 2006-07 to 2008-09.

Despite spending ₹ 125.80 crore the department had been able to complete only 24 schemes out of 102 schemes taken up during the period and the remaining 78 schemes remained incomplete as of March 2009. As a result of non-completion of the schemes, only a minor change in the status of 879 habitations covered during the period took place. The position is detailed below.

Table 20: Status of Habitations provided with drinking water

	<i>(In number)</i>		
<i>As on</i>	<i>Not covered</i>	<i>Partially covered</i>	<i>Fully covered</i>
1 April 2006	125	270	484
1 April 2007	122	245	512
1 April 2008	112	215	552
1 April 2009	104	207	568

(Source: Departmental records)

The habitations fully covered had shown encouraging outcome during the period. However, habitations not covered had decreased from 14.2 per cent to 11.8 per cent only whereas habitations partially covered had decreased from 30.7 per cent to 23.5 per cent during the period.

i) Accelerated Rural Water Supply Programme

The programme was undertaken with the main objective of ensuring coverage to all habitations, especially those without any access to safe drinking water, ensuring sustainability of the systems and sources, and preserving the quality of water. The significant audit findings are discussed below.

➤ Implementation

Out of 72 schemes taken up during 2003-04 to 2006-07 in the District, only 16 schemes (22 per cent) had been completed within the stipulated period while the remaining 56 schemes were incomplete, of which completion of 33 schemes was delayed by 2-3 years as at the end of March 2009. The delay necessitated revision of the cost of the schemes. Non-completion of the schemes in time resulted in cost-overrun of ₹ 13.30 crore in respect of 39 schemes which is likely to escalate further with the passage of time. Audit observed that instead of prioritizing completion of the schemes in hand, 27 new schemes were taken up for execution in 2006-07 which too were incomplete after an expenditure of ₹ 9.49 crore had been incurred up to March 2009. This adversely affected completion of the ongoing works in time. Cases of unplanned execution of works were also seen in audit as detailed below.

Test check of records of the Executive Engineer, Public Health Engineering Department showed that instead of ensuring development of safe water sources and construction of other related works like dug wells, service reservoirs, overhead tanks and filtration plants, etc. the Division utilized the available resources on laying of distribution system and ancillary works, which were of no use unless the feeder sources had been developed. Unplanned execution in this manner rendered an investment of ₹ 2.18 crore on three water supply schemes unfruitful as detailed below:

Table 21

Name of the Scheme	Date of start	Estimated Cost	Expenditure (up to)	Remarks
		₹ in lakh		
Upgradation/ Augmentation of WSS Sarotha	2003-04	43.25	52.59 (March 2007)	Expenditure incurred on procurement of material, laying of Rising Mains and distribution network. Source not developed. Pump machinery not installed. Funds for completion of the scheme not provided.
Augmentation/ Improvement of WSS Kalali	2003-04	147.50	115.55 (March 2009)	Material procured, Rising Main and distribution network laid. Service reservoirs and first Rising Main not laid. Source depleted.
Improvement and extension of WSS Muradpur	2001-02	50.00	50.00 (March 2004)	Ground Service Reservoirs completed but bore well not dug. A new project framed.

(Source: Departmental records)

Physical survey of 60 villages revealed that 44 villages having a population of 1.27 lakh people have piped water supply. Remaining 16 villages with population 0.40 lakh did not have piped water supply and people of these villages have to depend upon unsafe water sources like springs, *bowlies* and hand pumps, etc. Study also reveals that there

was no scarcity of drinking water in 5 villages⁹ whereas population of other 5 villages¹⁰ faced acute scarcity of drinking water throughout the year. Remaining fifty villages faced scarcity of drinking water in summer season, i.e April to June, and they too depended upon unsafe water sources at distances of more than 1 km from the centre of village.

The periodicity of water supply in 44 villages having piped water supply was very poor as tabulated below:

Table 22

<i>Periodicity</i>	<i>No. of Villages</i>	<i>Percentage (out of 44 villages)</i>
Once a day	7	15.90
Once in 2 days	4	9.09
Once in 3 days	10	22.73
Once in week	11	25.00
Once in 10 days	2	4.55
Once in 15 days	4	9.09
Once in 20 days	2	4.55
Once in month	4	9.09

The duration of piped water supply was also deplorable. ARWSP norms prescribe four hours duration of water supply per day against which the duration ranged between 10 minutes to two hours as tabulated below.

Table 23

<i>No. of Villages</i>	<i>Duration in minutes</i>	<i>Percentage (out of 44 villages)</i>
8	0-15	18.18
23	15-30	52.27
3	30-45	6.82
10	45 and more	22.73

The position brought out in the above two table indicates that water supply schemes of these 44 villages were not fully functional. Further, in 6 villages¹¹ out of 44 villages, the water supplied was not potable.

ii) District Plan Schemes

During the period 2001-02 to 2007-08, 30 water supply schemes, estimated to cost ₹ 15.40 crore, were taken up in the District under 'Minimum Needs Programme (MNP)' financed by NABARD/LIC loans for completion in one year.

It was seen in audit that only eight schemes had been completed as of March 2009 with delays ranging from 1 and 4 years. Due to inordinate delay in completion, the estimated cost of two schemes had been revised upward by ₹ 1.43 crore. Delay in completion has been attributed to non-release of adequate funds. A case of defective planning noticed during audit is discussed below.

9 Dalogra, Pattian, Baljarana, Saranu and Rajal
 10 Agrati, Kallar, Tralla, Kanara and Balli Bhawan
 11 Kardino, Argi, Saryha, Siya, kurrah and Sailsui

- Improvement and Extension of Water Supply Scheme, Hayatpura was enlisted by the district authorities for financial assistance under NABARD. In anticipation of clearance of the project, estimated to cost ₹ 48.36 lakh, by NABARD, an amount of ₹ 23.50 lakh was spent (March 2008) on procurement and laying of pipes. However, neither was any funds released nor was clearance accorded by NABARD during the year 2008-09 which resulted into an idle investment of ₹ 23.50 lakh. In reply, the Department stated (June 2009) it was hopeful of getting clearance.

iii) Kandi areas action programme

For providing drinking water to 57 villages of the district with a population of 64805, 33 schemes (Not Covered: 4; Partially Covered: 29), estimated to cost ₹ 11.99 crore, were approved (2003-04) for coverage under the Prime Minister's Reconstruction Programme. An amount of ₹ 1.37 crore released (March 2004 and February 2007) for the schemes was utilized by the department on procurement of material (₹ 1.20 crore) and laying of ground mains (₹ 0.13 crore), etc.

It was seen in audit that no funds had since been released under the programme during 2004-06 and 2007-09 due to non-release of matching share by the State Government and the schemes had not been completed as of March 2009. Thus the targeted supply of drinking water was still to be provided to 57 villages after almost five years rendering ₹ 1.37 crore unfruitful. The department stated (June 2009) that the schemes would be completed on release of funds. Initiating a large number of schemes without ensuring further release of funds indicated defective planning on the part of the department and also ran the risk that some of the works in progress would become obsolete by the time funds became available for them.

In sum, the schemes were not prioritised and new schemes were taken up every year instead of completing the ongoing schemes. As a result, large number of schemes remained incomplete. Before taking up the works for execution it was not ensured that the sources of the schemes were perennial and free from encumbrances. The beneficiaries were not being supplied adequate potable water.

Recommendations:

- *Perspective plans should be formulated so that water supply schemes are taken up for execution in a phased manner.*
- *The schemes should be prioritized keeping in consideration the availability of funds to avoid delays in completion thereby avoiding time overrun, cost overrun and the risk of obsolescence.*
- *Before taking up the works for execution it should be ensured that the sources of the schemes are perennial, developed and free from encumbrances so that the envisaged benefits are derived.*

6. Economic services

6.1 Infrastructure

Sound infrastructure acts as a catalyst for economic growth of a district and removes the rural-urban divide. It brings the remote and backward areas closer to the district headquarters and paves the way for an equitable growth of the district. All-weather road connectivity, rural infrastructure, and establishment of Small Scale Industrial (SSI) units *inter-alia* provide a good base for employment generation. An amount of ₹ 558.98 crore had been spent in the District on this sector during the period. An expenditure of ₹ 105.55 crore, incurred on construction of roads and providing of employment, was test-checked in audit. Audit findings are discussed below:

i) Roads

➤ Planning

Plans for road sector are framed in consultation with MLAs and approved by the DDB. It was seen in audit that the DDB while approving the annual plans, did not take cognizance of the works in progress which should have been prioritized for completion. It was seen that instead of giving weightage to completion of spill-over works, new works were approved. This resulted in expanding the number of planned schemes for coverage within a fixed allocation, thereby adversely impacting the extension of intended benefits to the people.

A review of the road connectivity in the District revealed that a majority of the villages were yet to be connected by all-weather roads due mainly to faulty planning and inadequate funding.

➤ Status of road connectivity

The district has a total area of 2630 Sq. Km and 375 villages, out of which 151 villages had been provided connectivity by 2004-05.

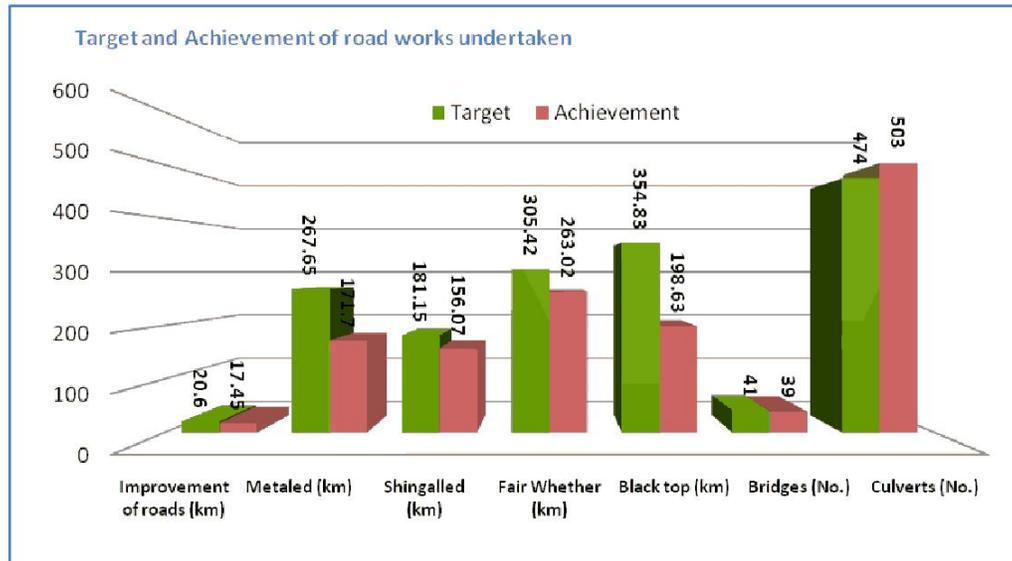
It was seen in audit that, despite an expenditure of ₹ 110.84 crore on the road sector in the District during the period, no additional village had been provided road connectivity during the period 2004-09.

On this being pointed out, the Superintending Engineer (SE), R&B Circle, Rajouri attributed it to meagre allocation of funds under district sector and to taking up of new schemes on the requisition of Board Members/DDB without provision of additional funds for the schemes. He further stated that though more villages had not been provided road connectivity yet, the road length in the district had increased by 234.89 Km, from 610.51 Km in 2004-05 to 845.40 kilometres in 2008-09.

➤ Targets and achievements

Details of targets vis-à-vis achievements of road works taken up in the district during the review period are depicted in the following chart.

Chart III



(Source: Departmental records)

The SE stated that the targets could not be achieved as these had been fixed prior to the Board meetings. Also, inclusion of new schemes in the plan without further allocation contributed to non-achievement of targets. As a result, thrust could not be given to achieving maximum output for providing connectivity to the unconnected villages. The reply should be seen in the light of the fact that though most of the areas are semi-hilly and mountainous and, therefore, require all weather connectivity through black top roads, the department had failed to provide road connectivity to any of the unconnected villages even with a fair weather road during the last five years.

The Executive Engineer, PWD (R&B) Division, Nowshera took up seven road works (estimated cost: ₹ 7.25 crore) under District Plan (NABARD) during 2000-06 for completion in two years. It was seen that though ₹ 6.29 crore were spent on these schemes up to 2007-08, only one out of seven roads had been completed up to March 2009.

The delay not only denied road connectivity to rural population but also caused cost overrun of ₹ 1.62.crore due to revision of the estimated cost of three road works.

a) Pradhan Mantri Gram Sadak Yojana

Pradhan Mantri Gram Sadak Yojana (PMGSY) was introduced by the GOI for providing road connectivity to rural areas. The following points were seen in audit.

To provide all weather road connectivity for socio-economic advancement of rural habitations, a detailed survey of proposed alignment and quantum of forest and private land involved is required to be completed within 9 to 18 months from the date of start of the project. The Jammu and Kashmir Forest Conservation Act 1997 and rules framed there under provide that works on projects involving use of forest land should not be

started till the approval of the State Government to release such land is obtained. The rules further provide that no *ex-post facto* sanction would be granted to any project involving forest land where prior approval of the Government for acquisition of the forest land has not been obtained.

Scrutiny (May 2009) of PMGSY records of the district showed that 23 rural roads, with a cumulative length of 163.40 km and estimated cost of ₹ 67.92 crore, were taken up for execution between March 2005 to March 2008. Of these, only 5 roads had been completed up to fair weather level at a cost of ₹ 3.61 crore with marginal delays. 13 road works had been abandoned as either no prior approval of Forest Department was obtained or disputes relating to land compensation, etc. had not been settled. This resulted in unfruitful expenditure of ₹ 12.16 crore incurred so far on them. The remaining five roads, taken up during March 2005 to March 2008 at an estimated cost of ₹ 16.73 crore were still incomplete (May 2009) with time overruns of 12 to 30 months despite ₹ 8.21 crore having been spent thereon.

Following are the photographs of the poor road condition the in the district.



Bad condition of Road from Gharan to Kalalkass

Road from Sora Bridge to Khablah

In sum, no new village was provided road connectivity during review period. Out of 23 roads taken up for construction under PMGSY, only five roads had been completed. 13 roads works were abandoned midway and remaining five roads works were under different stages of completion with time overruns. Failure to obtain clearance for forest land and land disputes was the main bottleneck in construction of new roads.

Recommendations:

- *A coordinated approach needs to be adopted by the State/district administration with the executing agencies to ensure that the works are completed in time to ensure that the benefits percolate down to the people.*
- *The unconnected villages need to be provided with all weather roads on top priority.*
- *Adequate State share funding needs to be provided to avoid delays in construction of roads taken up under District Plan/NABARD.*

ii) Prime Minister's Reconstruction Programme

Most of the population in the district resides in rural areas. They continuously suffer due to dearth of basic minimum services, low productivity, poverty and minimum employment opportunity. There has, thus, been unabated migration of rural population to adjoining small towns and District headquarters for temporary seasonal employment. To arrest such migration by improving quality of life in rural areas through integrated development, the concept of creating model villages in each Rural Development Block was approved under Prime Minister's Reconstruction Programme (PMRP).

As per guidelines of the scheme, sanction was accorded (February 2005) to constitute an Expert Group/Committee for preparing a need-based action plan in consultation with *Gram Panchayats*. The plan should have been recommended by the District Development Commissioner to the Project Sanctioning Committee headed by the Director, Rural Development Department.

It was seen that for construction of model villages in the District, the expert Group was not constituted and the plans were prepared instead by the Block Development Officers (BDOs), Executive Engineers, Rural Engineering Wing (REW) and the Assistant Commissioner (Development), Rural Development Department and approved by the MLAs concerned without recommendations of the District Development Commissioner. Seven villages were identified by the department for the purpose.

➤ Implementation

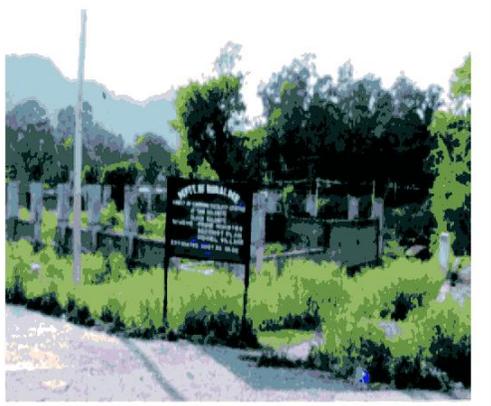
Under the programme, shop lines (60 shops) in six Rural Development Blocks were constructed during 2006-09 at a cost of ₹ 72.08 lakh for the local educated and unemployed youth.

It was seen that not even a single shop had been rented out as of June 2009 which indicated that basic survey to assess the requirement had not been conducted by the department and that the construction of shop lines was not need-based, which grossly contravened the programme guidelines.



Vacant shopping complex, Rajal (BDO, Nowshera)

Vacant shopping complex, Balshama, Sunderbani

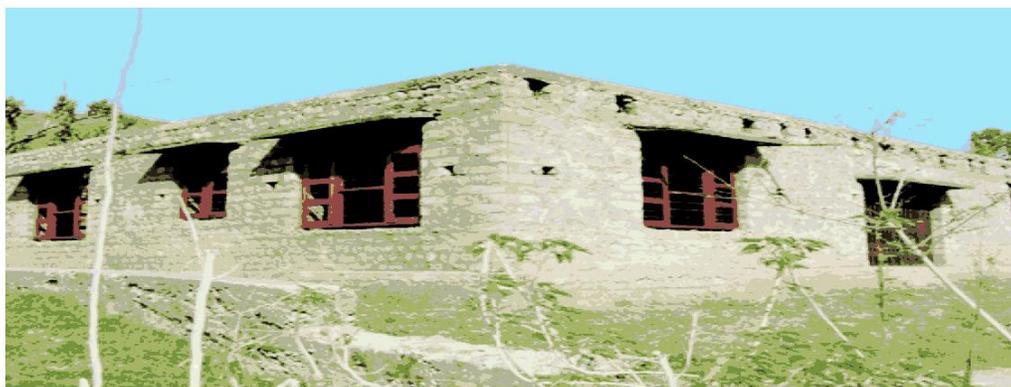
	
<p><i>Vacant shopping complex, Dehari Dhara, Manjakote.</i></p>	<p><i>Incomplete Common Facility Centre, Sair Kalakote</i></p>

Construction of a Common Facility Centre (CFC) in Model Village, Sair (Kalakote) was approved at an estimated cost of ₹ 15 lakh. Before the work could commence (August 2007), the plinth area of the CFC was enhanced to 40 ft × 70 ft from the originally designed 40 ft × 40 ft on the advice of the MLA/MP raising the estimated cost to ₹ 30 lakh. The MLA/MP promised that they would provide the differential cost of ₹ 15 lakh. Construction of CFC was started (August 2007) and after utilizing the released grant of ₹ 15 lakh on procurement of tor steel and cement, foundation work, ground levelling, RCC pillars and masonry work (40 per cent), further execution was stopped (March 2008) due to non receipt of promised funds from the MLA/MP. No funds had been received so far (June 2009). Thus enhancement in plinth area of the building without approval of project sanctioning committee and execution of work without ensuring availability of additional resources caused the stoppage of work which had rendered the expenditure of ₹ 15 lakh unfruitful.

iii) Works under 11th Finance Commission award

Scrutiny (June 2009) of the records relating to the works under 11th Finance Commission showed that 24 *panchayat ghars* estimated to cost ₹ 1.80 crore were taken up during 2001-02 to 2002-03 and remained incomplete due to piece-meal release of ₹ 1.23 crore up to March 2004. Thereafter, no funds were released up to March 2009, though funds amounting to ₹ 0.57 crore only were required/demanded for completion of these works. Thus, taking up of work of construction of *Panchayat ghars* without ensuring availability of funds and also failure of the Rural Development Department to provide funds towards completion, rendered the investment of ₹ 1.23 crore idle for over five years.

The Assistant Commissioner (Development) stated that the Director Rural Development, Department, Jammu had assured (May 2009) release of required funds for completion of the *panchayat ghars*.



Incomplete Panchyat Ghar Jhanger

In conclusion, the achievements under Prime Minister Reconstruction Programme and works under taken under 11th Finance Commission was dismal. No benefits have accrued to the people of the district from the funds spent on these schemes as the assets created under them are either incomplete or not put to use.

Recommendations:

- *The District administration should take up the issue with the Government for getting the funds released for completion of schemes which have been left half way due to non-release of funds.*

6.2 Housing

i) Indira Awas Yojana

Indira Awas Yojana promises to provide financial assistance to SC, ST and other Below Poverty Line (BPL) population for construction of houses in rural areas.

➤ **Housing targets**

The GOI released grants under IAY with the aim of providing *pucca* houses to the rural BPL population through Block Development Officers by ensuring 100 *per cent* utilization of released amounts. Due to non-utilization of the available financial resources, the housing targets could not be achieved and there was a shortfall of 177 houses as tabulated below.

Table 24

Year	Construction of new houses		Shortfall	Upgradation of existing houses		Shortfall
	Target	Achievements		Target	Achievements	
2004-05	669	664	5	-	-	-
2005-06	361	333	28	-	-	-
2006-07	440	377	63	123	123	-
2007-08	475	428	47	71	71	-
2008-09	570	539	31	118	115	3
TOTAL	2515	2341	174	312	309	3

(Source: Departmental records)

It can be seen from the above table that while the achievement of targets was excellent in the category 'upgradation of houses', in the category 'new construction' the achievement was below the target fixed and 174 houses remained incomplete.

6.2 Employment Generation

Rural Development Department plays a key role in development at village level through implementation of various centrally sponsored schemes. With a view to providing employment in rural areas as a means of poverty alleviation, two flagship schemes, viz. *Sampoorna Grameen Rozgar Yojana (SGRY)* and *Swaranjayanti Gram Swarozgar Yojna (SGSY)* were launched by the Government of India (GOI). The SGRY was replaced by the National Rural Employment Guarantee Act (NREGA) from 2008-09 which is implemented by the Rural Development Department whereas SGSY is implemented by the District Rural Development Agency.

The objective of the SGRY was to provide additional wage employment to the rural poor willing to do manual and unskilled work for creation of social and economic assets/infrastructure. NREGA provides for 100 days of employment in a year to every household with the objective of enhancing livelihood security in rural areas.

Important points emanating from audit review of the employment generation programmes like *SGRY*, *SGSY* and *Indira Awas Yojna (IAY)* are discussed below:

i) SGRY/NERAGA

In order to ensure people's involvement in implementation of the programme, the SGRY guidelines provide that before the beginning of a financial year, each district, intermediate and village *Panchayat* shall independently prepare and approve Annual Action Plans (AAP) for consolidation at the State level for submission to the GOI. The AAPs, *inter-alia*, are to indicate the requirement of funds and the target of mandays the department intends to generate in the district, which become the basis for funding by the GOI.

Audit observed that the AAPs had been prepared only at the district level, without involvement of the village *Panchayats*.

➤ Targets and achievements

The position of funds released, expenditure incurred there against, mandays targeted for generation and that achieved under SGRY and NREGA during the period is given in the table below:

Table 25

Year	Funds released	Expenditure	Unspent balance	Target	Achievement	Shortfall (percentage)
	₹ in lakh			Mandays		
SGRY						
2004-05	501.31	501.23	0.08	325000	300000	25000 (8)
2005-06	493.80	489.01	4.79	315000	290000	25000 (8)
2006-07	381.20	380.90	0.30	280000	270200	9800 (3)
2007-08	598.97	597.47	1.50	400000	390000	10000(3)
NREGA						
2008-09	604.26	573.82	30.44	585400	585400	-

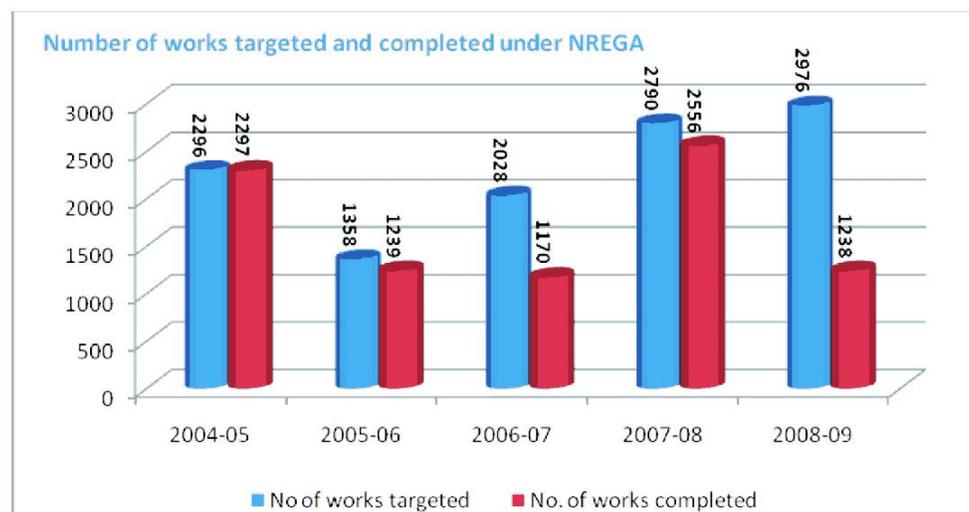
(Source: Departmental records)

As per the records maintained/information provided by the Rural Development department, the targets for the years 2004-09 had mostly been achieved.

However, against the demand of ₹ 14 crore in the AAP to achieve the employment generation target of 5.85 lakh mandays, funds to the tune of ₹ 6.04 crore only had been released by the GOI during 2008-09 under NREGA. Despite short release of funds to the extent of ₹ 7.96 crore constituting 57 per cent of the funds demanded and savings of ₹ 0.30 crore at the close of the year, achievement during the year was shown to be to the extent of 100 per cent in the district which raises questions about the authenticity of the achievement figures.

The position of works undertaken for execution, those completed and shortfall there against under NREGA is given in the chart below:

Chart IV



(Source: Departmental records)

As can be seen, huge shortfall in achievement of targets persisted during the period, particularly during 2006-07 and 2008-09.

The Department attributed the non-completion of works to paucity of funds and non-release of the second instalment of GOI assistance during 2006-07. The department, however, did not give any cogent reasons for the inconsistency in achievements during 2008-09 despite release of lesser funds than required.

ii) Swaranjayanti Gram Swarozgar Yojna (SGSY)

Swaranjayanti Gram Swarozgar Yojana was launched in 1999 with the aim of establishing a large number of micro enterprises in rural areas to bring the assisted poor families (*Swarozgaris*) above poverty line in three years by providing them income generating assets through bank credit and Government subsidy. Under the scheme, applications received from the beneficiaries were scrutinized by the DRDA authorities and those found in order were forwarded to the banks/financial institutions for providing loans. Apart from providing subsidy and loans, the department was to invest on training programmes and infrastructure and provide funds for creating a revolving fund for the identified beneficiaries.

A review of the implementation of the programme in the district showed huge shortfalls in achievement of targets, as detailed in the subsequent paragraphs.

➤ Provision of subsidy

The position of targets fixed, both physical and financial, and achievements there against under the programme are given in the table below.

Table 26

Year	Targets		Achievements		Shortfall in Percentage	
	Physical	Financial (₹ in lakh)	Physical	Financial (₹ in lakh)	Physical	Financial
2005-06	525	45.00	414	36.31	21	19
2006-07	620	53.15	457	39.72	26	25
2007-08	898	76.94	401	35.25	55	54
2008-09	1165	101.95	491	43.77	58	57

(Source: Departmental records)

Achievements in respect of both physical and financial targets registered a steep decline from 2005-06 to 2008-09.

➤ Training programmes

Imparting training to the entrepreneurs, as envisaged in the guidelines, was also not up to the mark as detailed in the table below:

Table 27

Year	Targets		Achievements		Shortfall in Percentage	
	Physical	Financial (₹ in lakh)	Physical	Financial (₹ in lakh)	Physical	Financial
2007-08	898	12.82	401	9.15	55	29
2008-09	1165	16.99	491	4.60	58	73

(Source: Departmental records)

➤ Revolving fund for self-help groups

Programme guidelines provide for constitution of self-help groups of rural poor who volunteer to organize themselves into a group with the capital (Revolving fund) provided by the State Government mainly to eradicate poverty of the members. They agree to save regularly and convert their savings into a common fund. It was seen in

audit that there had been significant shortfalls in establishment of these groups in the district as given in the table below:

Table 28

Year	Targets		Achievements		Shortfall in Percentage	
	Physical	Financial (₹ in lakh)	Physical	Financial (₹ in lakh)	Physical	Financial
2006-07	88	8.80	25	2.50	72	72
2007-08	128	12.82	66	6.60	48	49
2008-09	170	16.99	25	2.50	85	85

(Source: Departmental records)

Shortfall in achievement of targets between 48 and 85 per cent during the last three years ending March 2009 was indicative of the poor performance of the department in establishing such groups.

The Chief Accounts Officer, DRDA, Rajouri attributed non-achievement of targets to poor response of the bankers and also to non-availability of banking facilities in all the villages which were scattered over the district.

The district authorities failed to provide the guaranteed wage employment in rural areas of the district there by defeating the objective of security of livelihood to the needy and the vulnerable section of the society.

iii) Pradhan Mantri Employment Guarantee Programme (PMEGP)

To provide indirect employment to the youth of the district by encouraging them to set up industry, trade, and business units with the help of institutional financial support from the nationalized banks and other financial institutions, *Pradhan Mantri Rozgar Yojana (PMRY)* was operational up to March 2008. It was rechristened as *Pradhan Mantri Employment Guarantee Programme (PMEGP)* with effect from 2008-09 with the same objectives. Under the Program, the District Industries Centre (DIC) identifies the beneficiaries, obtains applications and places them before the District Task Force Committee for selection. The selected cases are sponsored to the nationalised banks for sanction of loans.

Scrutiny of employment generation under these programmes during the period showed shortfalls ranging between 22 and 100 per cent as tabulated below.

Table 29

Year	Cases Sponsored	No. of cases Sanctioned	Amount Sanctioned (Rs in lakh)	No of cases Disbursed	Amount Disbursed (₹ in lakh)	Percentage shortfall
2004-05	206	114	153.14	63	97.00	45
2005-06	198	116	142.14	90	86.45	22
2006-07	202	88	130.45	50	77.08	43
2007-08	224	119	206.50	70	117.17	41
2008-09	20	16	46.00	Nil	Nil	100

(Source: Departmental records)

100 per cent shortfall in employment generation during 2008-09 indicated lack of coordination between the DIC and the financial institutions. It was seen in audit that monitoring mechanism for ensuring loan disbursement in all sponsored cases did not

exist. In reply it was stated that sanctioning and disbursement of loans was the sole responsibility of banks/financial institutions but no clarification was offered as to why the DIC would not take any responsibility to ascertain the reasons for loan refusal and take action to remove the deficiencies in pending and future loan applications.

The loan was not distributed to all the sponsored youths for setting up industrial units. The authorities did not monitor the progress of distribution of loans.

Recommendations:

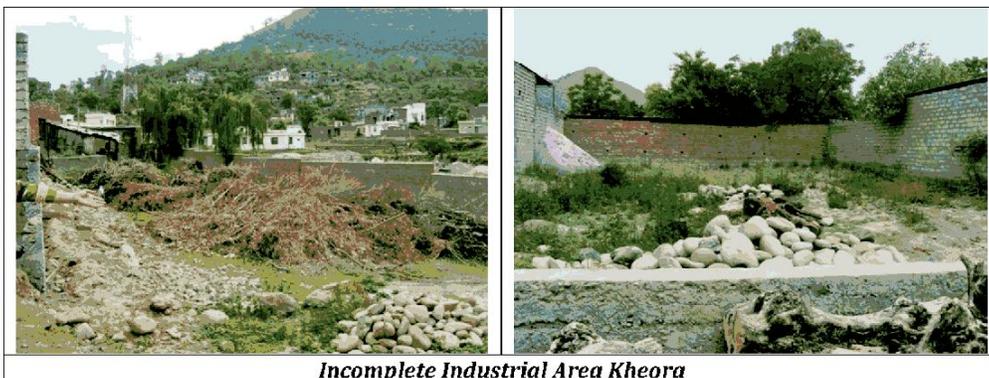
- *Works for creation of infrastructure should be planned and undertaken on the basis of available resources so that they are completed within the stipulated time.*
- *Monitoring committees should be set up at the district level to oversee the implementation of employment generation and poverty alleviation programmes and report deviations, delays, financial constraints, etc. to an apex authority for necessary interventions.*
- *The District administration should take up the issue with the Government for getting the funds released for completion of schemes which have been left half way due to non-release of funds.*
- *A mechanism needs to be worked out so that the loans are disbursed to all the cases sponsored to the banks.*

6.3 Industry

For setting up of an industrial estate at Kheora, Rajouri, land measuring 51 *kanals* and 17 *marlas* had been acquired in August 1984 for development of 54 industrial plots and allotment to the entrepreneurs of the district during 1990-91 to 2002-03. The total cost of setting up the industrial estate including the development cost worked out to ₹ 54 lakh. As per the lease deed executed with the lessee, he or she was to construct factory shed and office premises within 12 months, conforming to layout plan approved by the Directorate, not carry on in the premises any offensive trade or any other business other than a bonafide one, nor sublet, underlet, sell or mortgage full or part of leased land without prior written consent of the Government; nor carry out any additions or alterations without prior written consent of the Directorate.

- Scrutiny of records relating to the status of industrial plots allotted to beneficiaries showed that only 10 plots were being used for *bonafide* purposes; 13 had either been sold/sublet and were used as store; on 4 plots, unauthorized constructions had been raised and they were being utilized for residential purpose; businesses other than bonafide ones were being conducted on 4 plots and 14 plots had been lying vacant for 7 to 19 years though factory sheds, etc. were to be constructed within 12 months. Besides, 12 plots, including 2 plots out of 10 being used for bonafide purpose, had been clubbed into 6 plots in breach of the lease deed. Thus, in case of 46 industrial plots, lessees had committed breach of terms and conditions of lease deed which attract lawful termination of lease deed, forfeiture of security and Government repossession of the premises immediately. No action had been taken against the defaulters who committed the breach so far.

In reply, the General Manager, District Industries Centre stated (June 2009) that the report regarding the present status had been collected and action taken would be communicated to audit. Information with regard to the action taken was awaited (August 2009). The main objective of establishing industrial estate was to attract the youth of the district to set up industrial units under SSI and tiny artisan sector but majority of the plots leased out were bakery and welding (Grill) work units which cannot be classified as industrial units either under SSI or tiny artisan Sector. The information as to whether the units referred to above were classified as industrial units by the Industries Department or the District administration was not intimated to audit.



Incomplete Industrial Area Kheora

The concerned authorities did not monitor establishment of industrial units and there were large violations and misuse of the assets.

Recommendations:

The industrial assets created need to be monitored so that these assets are used for bonafide purposes and not misused

6.4 Forest

Out of the total geographical area of 2630 Sq. Km. of the district, the forest cover is 1310 Sq. Km. which is about 50 per cent of the total geographical area. The Forest department is guided by the National Forest Policy which aims at preserving natural forests and increasing forest cover through afforestation and social forestry programmes especially on degraded and non-productive lands. The total forest cover in 2004-05 was 130985 hectares and could not be increased during the last 5 years. Of this, 2748.5650 hectares (2.10 per cent) had been encroached upon as of March 2009.

➤ **Afforestation - Mortality of plants**

The department is also required to carry out compensatory afforestation in case of diversion of forest land for non-forest purpose. The survival rate of plants depends upon the climatic behaviour in the area of plantation, kind of plantation and its post plantation care.

It was seen in audit that the optimum survival rate of plants raised in the nurseries/compartments was neither fixed nor was there a mechanism to monitor or evaluate plantations put in place. The position of plantation, expenditure incurred and the mortality of plants is tabulated below.

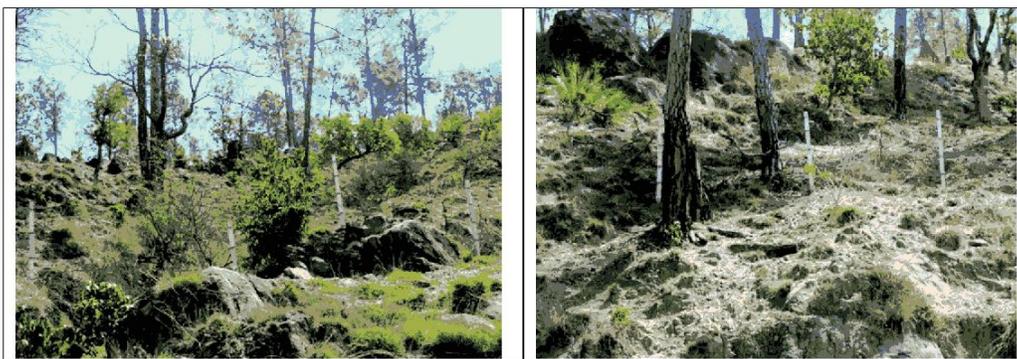
Table 30

Year	Expenditure	Plantation	Percentage of Mortality
	(₹ in lakh)	(In number)	
2004-05	722.14	204450	40-60
2005-06	825.97	152100	35-60
2006-07	835.59	209900	29-55
2007-08	789.48	167000	36-55
2008-09	733.41	105200	28-45
Total	3906.59	838650	

(Source: Departmental records)

In absence of any fixed mortality rate of plants and proper monitoring, the prudence of expenditure of ₹ 39.07 crore incurred during the period by the two forest divisions (Territorial) on plantation of 8.39 lakh plants could not be verified in audit. However, the mortality of plants during the period ranged between 28 and 60 per cent due to which the forest cover had not increased.

Mortality of plants in forest closures was surveyed physically and photographs of dryage of plantations were taken from deep inside the jungle of Rajouri district.



Degraded forest under Forest Division Nowshera.

➤ **Compensation for compensatory afforestation**

As per the State Forest Conservation Act 1997, forests were to be raised over degraded forest area equal to the area diverted from forest to other non-forest area. The rules further provide that the agency using forest area should deposit the compensation for compensatory afforestation for loss of forest land, trees and other charges.

Scrutiny of records (June 2009) showed that out of 367.30 hectares of forestland diverted (2000 to 2008) for non-forest purposes, only 45 hectares (12 per cent) were raised under compensatory afforestation as of March 2009. Records of two forest divisions of the District showed that an amount of ₹ 5.37 crore was outstanding against various user agencies on account of compensation for compensatory afforestation. Moreover, a huge amount of ₹ 14.84 crore received from user agencies had been lying unutilized in the Compensatory Afforestation Management Programme Agency (CAMPA) account in the office of the PCCF for want of compensatory afforestation projects, yet to be submitted by the two forest divisions. One of the Divisions stated that the matter regarding utilization of compensation amount received from user agencies was the policy decision of the Government.

An amount of ₹ 2.40 crore was released (2002-09) by the Government of India, for implementation of National Afforestation Programme in the forest jurisdiction of Territorial Forest Division, Rajouri. Of this, an amount of ₹ 0.63 crore was released for utilization during 2007-09 but only ₹ 0.22 crore could be utilized by the Chief Executive Officer, FDA (DFO), Rajouri and there was a cumulative unspent balance of ₹ 0.41 crore with the DFO as of March 2009. Due to non-utilization of 65 *per cent* of the released amount during 2007-09, only 42 *per cent* physical progress was achieved, which also contributed to non-improvement in forest cover. No reasons were stated for non-utilization.

To sum up, no concrete efforts were made to increase forest cover during the review period. The funds available under compensatory afforestation fund were not utilised, as a result forest cover in the District could not be increased.

Recommendations:

The State Government/District administration should take appropriate steps to compensate for the area transferred for non-forestry purposes by raising plants in other identified areas, from the funds available under compensatory afforestation, so that the depletion in the forest cover does not take place.

7 General Services

General Services play an important role in providing security and other administrative services in the State.

i) Law and Order

For maintenance of law and order in the district, the police department has ten police stations, under the administrative control of Senior Superintendent of Police (SSP), Rajouri who is the overall in-charge of internal security in the District. The findings are discussed in the succeeding paragraphs.

To augment the operational efficiency of the State police and face the emerging challenges to internal security effectively, a centrally sponsored scheme "Modernisation of Police Forces (MPF)" to create/augment police infrastructure (housing, weaponry, communication, mobility, etc.), identified by the Bureau of Police Research and Development (BPR&D) was being implemented. Under the revised MPF scheme, the State was placed under category "A" where it receives 100 per cent central grants. The utilization of funds allotted as per Annual Action Plans (AAP's) was to be carried out at three levels viz, at the central level by the Ministry of Home Affairs (MHA), at the State level by the Department and by the two executing agencies involved in construction activities, viz., Police Construction Division (PCD) and J&K Police Housing Corporation (JKPHC). The District administration had no role in preparation of AAP's, construction activity, and procurement of vehicles, weaponry, equipment, etc. and no funds were received in the District directly under MPF.

➤ Police infrastructure

Modernisation envisaged provision of basic infrastructure like Police Stations (PS's), Police Posts (PPs), barracks and housing viz., Upper Subordinate Quarters (USQs) and Lower Subordinate Quarters (LSQs) in accordance with the BPR&D norms.

The position of availability of infrastructure against the minimum requirements in the district is tabulated below:

Table 31

Type of Building	Position as on 1.1.2004		Position as on 31.3.2009		Addition claimed during 2004-09
	Requirement	Availability	Requirement	Availability	
Police Station	10	10	10	10	-
Police Out Posts	5	5	6	6	01
Barracks	2	2	5	5	03
Lower Subordinate Quarters	350	31	350	47	16
Upper Subordinate Quarters	44	4	44	24	20

(Source: Data furnished by the Department)

Against the requirement of 394 LSQs/USQs, the availability was 71 (18 per cent) and only 36 housing units were added during 2004-05 to 2008-09, indicating huge shortage of housing infrastructure in the District.

Physical survey of four¹² out of 10 PSs in the District revealed that barracks for the personnel were in poor condition and lacked basic amenities like fans, bathrooms, etc. Even the PS, Rajouri, declared a Model Police Station, had bare minimum facilities with poor flooring and only one bathroom-cum-toilet for use by about 100 personnel.



Damaged flooring of Police station Rajouri



Bad condition of Police station Nowshera

The IGP, Jammu Zone/SSP, Rajouri stated (July 2010) that LSQs/USQs were available in almost all PSs and the officers and personnel were also accommodated in police stations (PSs), district police line (DPL) and barracks. The reply is not tenable as the Department on the one hand had intimated huge shortages of LSQs/USQs as highlighted in the table and on the other was satisfied with accommodating personnel in PSs/PDL/barracks.

➤ **Weaponry**

In view of the security scenario in the State, the replacement of outdated and unserviceable weapons and provision of modern and sophisticated weaponry for the force was one of the major components of modernization. Since BPR&D norms relating to weaponry were not available in the District, need-based requirement for weaponry had been worked out by the SSP as per the minimum requirement for Police Stations.

It was seen in audit that there was huge gap between the requirement and the availability of modern weaponry, which was a matter of concern especially in view of the security scenario in the District. The IGP, Jammu Zone/SSP, Rajouri informed (July 2010) that in view of the availability of riot control equipment, the sophisticated weapon provided were sufficient. The reply was not acceptable as the riot control equipment can not replace the sophisticated weaponry while dealing with multifarious challenges being faced by the force.

➤ **Mobility**

One of the major thrust areas under modernization was to increase the mobility of District Police so that challenges to internal security were faced effectively and the response time was reduced. The position of availability of various types of vehicles with the district police during the period is detailed below.

¹² Rajouri, Nowshera, Kalakote and Sunderbani

Table 32

Particulars	Position as on 31-03-2004					Position as on 31-3-2009				
	HV	MV	LV	MC	Total	HV	MV	LV	MC	Total
Requirement	9	29	35	13	86	9	30	42	13	94
Available	8	23	28	1	60	9	20	29	1	59
Deficiency	1	6	7	12	26	-	10	13	12	35
Deficiency (per cent)					30					37

(Source: Data furnished by the Department)

(HV – Heavy Vehicle, MV – Medium Vehicle, LV- Light Vehicle and MC – Motor Cycle)

As can be seen, overall deficiency of the vehicles in the district has increased from 30 per cent in 2004 to 37 per cent in 2009.

Further, modernisation under MPF envisages priority in purchase and distribution of field vehicles for basic policing. The availability of various types of vehicles with 10 police stations in the District as on 31 March 2009 was under:

Table 33

Particulars of Vehicle	Requirement (per Police Station)	Total requirement	Holding	Deficiency
Heavy Vehicles	1	10	7	3
Medium Vehicles	1	10	3	7
Light Vehicles	1	10	Nil	10
Motor Cycles	1	10	Nil	10

(Source: Data furnished by the Department)

The deficiency of vehicles at Police Stations is bound to impact adversely on the mobility of the force. The IGP, Jammu Zone/SSP stated (July 2010) that in view of terrain and most of the places being without road connectivity, the available vehicles with the department were sufficient.

➤ Response time

Response time is the time-lag between the receipt of information about an incident/registering 'First Information Report' (FIR) and the time when police left for site of incident (*Ravangi*)/Arrival of police at the incident scene. A comparison of data pertaining to the month of December during 2004 and December 2008 collected from four out of 10 Police Stations in the District is given in the following table.

Table 34

Police Station	December 2004		December 2008	
	Number of Cases Registered	Range of Response time	Number of Cases Registered	Range of Response time
Rajouri	29	5 Minutes to 42.15 hours	25	5 Minutes to 42 hours
Nowshera	9	10 Minutes to 20 hours	13	10 Minutes to 30 minutes
Kalakote	7	20 Minutes to 44.30 hours	1	1 hour
Sunderbani	3	5 to 10 Minutes	3	5 to 10 minutes

(Source: Data provided by the Department)

The response time of PS, Sunderbani was encouraging and there was marked improvement in response time at PSs Nowshera and Kalakote. No improvement had been recorded by the PS Rajouri where response time was very high. The IGP, Jammu

Zone/SSP stated (July 2010) that instructions for improving the response time had been issued to all District SPs.

➤ **Communication equipment**

An efficient communication system is a prerequisite for an effective security system, more so in Rajouri district which faces multidimensional security threats including cross border terrorism. Keeping this security threat perception in view, the Ministry of Home Affairs had directed (August 2004) up-gradation of communication system of the State police. Comparative position of requirement and availability of communication system in 2004 and 2009 is tabulated below.

Table 35

Types of Communication System	Position as on January 2004			Position as on March 2009		
	Requirement	Availability	Percentage shortage	Requirement	Availability	Percentage shortage
Hand held low band sets	180	110	39	102	87	15
Hand held high band sets	200	170	15	200	118	41
M Power low band Static sets	80	51	36	86	43	50
M Power high band Static sets	50	33	34	80	37	54
Secondary Batteries 12-13 P	120	120	-	120	62	48
Data Aided Equipment, Best data swift	3	3	-	-	4	-
Gensets	10	5	50	20	17	15
Battery Chargers	53	48	9	60	48	20
Allied Equipments	45	35	22	100	70	30

(Source: Data furnished by the Department)

The table above shows that there was shortage of critical communication equipments which would adversely impact the operational efficiency of the District Police.

The IGP, Jammu Zone/SSP informed (July 2010) that the communication network was functioning smoothly and that the same was strengthened from time to time by provision of modern equipments. However, the reply was silent about the modern equipments that have been introduced in the district which has strengthened the communication network as claimed.

➤ **Manpower**

The BPR&D norms emphasize the importance of raising manpower in proportion to increase in population. The high powered committee of MHA also stressed the need for filling up vacancies on priority basis. The position of sanctioned strength and men-in-position for all levels of the Force as of March-end 2004 and March-end 2009 was as follows.

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Table 36

Rank	Position as on 31.3.2004			Position as on 31-3-2009		
	Posts Sanctioned	Men in Position	Surplus (+) / Shortage (-)	Posts Sanctioned	Men in Position	Surplus (+) / Shortage (-)
SSP	1	-	(-) 1	1	1	-
SP	1	1	-	2	2	-
DySP	5	7	(+) 2	5	5	-
CPO*	2	2	-	2	1	(-) 1
PO*	2	2	-	2	1	(-) 1
SPO*	4	4	-	4	5	(+) 1
Inspector	7	7	-	7	6	(-) 1
SI/PSI	38	38	-	38	40	(+) 2
ASI/PASI	64	62	(-) 2	64	72	(+) 8
HC	214	222	(+) 8	214	221	(+) 7
SGCT	256	327	(+) 71	256	313	(+) 57
Constable	771	702	(-) 69	771	704	(-) 67
Follower	39	39	-	39	94	(+) 55
Total	1404	1413	9	1405	1465	60

(Source: Data furnished by the Department) *These are officers from prosecution side.

Contrary to the overall 10 per cent shortage at State level, there existed no shortage in the manpower position which was adequate and even in excess during the period.

The excess strength was attributed (July 2010) by the SSP to adjustment of Special Police Officers as followers who, however, do not fulfil formalities prescribed for the constables.

➤ **Crime rate and investigation**

The position of various types of cases reported, disposed of and cases pending completion of investigation as of March 2009 is tabulated below:

Table 37

Year	Backlog cases	New Cases	Total cases	Cases disposed off	Percentage	Cases pending
2004-05	246	1221	1467	1207	82	260
2005-06	260	1422	1682	1316	78	366
2006-07	366	1592	1958	1327	68	631
2007-08	631	1379	2010	1638	81	372
2008-09	372	1255	1627	1242	76	385

(Source: Data furnished by the Department)

Though the investigation in 68-82 per cent of reported crime cases had been completed and disposed of, yet the crime rate (number of reported crime cases) had not come down inspite of adequate strength of District police.

The large pendency was attributed (Jul 2010) by the SSP to the cases pertaining to past militancy incidents.

To sum up, the infrastructure relating to housing, mobility, weaponry and communication system along with good service conditions was deficient as compared to the minimum requirement of the district police. There was deficiency of weapons, mobility and communication equipments.

Recommendations:

- *Adequate housing units need to be provided to the officers and personnel of the police force to motivate them. Infrastructure in police stations/posts needs to be augmented.*
- *Deficiency in weapons, vehicles and communication equipment needs to be made good on priority so as to make the police force capable of meeting any eventuality in future.*
- *Priority also needs to be given for deployment of vehicles at the Police Stations so as to increase the mobility of the force and reduce the average response time.*
- *Backlog of investigation cases needs to be cleared on priority.*

ii) Non-disbursement of relief out of CM's Relief Fund

Due to border tension and shelling in December 2001 1834 families were affected which migrated from Nowshera tehsil of the district. Initially an amount of ₹ 26 lakh was released to provide them relief, of which ₹ 19.48 lakh had been lying unspent in Deputy Commissioner's office. As per the list of collapsed houses furnished (March 2007) by the Tehsildar, Nowshera, the total requirement of relief for repair/renovation of 336 damaged houses worked out to ₹ 74.76 lakh. Accordingly, the Government released (September 2007) ₹ 55.28 lakh out of CM's Relief fund. Out of the available amount of ₹ 74.76 lakh, the District administration could not arrange payment of relief to the affected families for want of certain clarifications on issues related to sanction and payment of ex-gratia relief under NCRF¹³ rules which were awaited (June 2009) from the administrative department for more than one year. Thus, the ex-gratia relief had not been distributed amongst the affected population and was unnecessarily locked up in bank accounts.

The ex-gratia relief had not been disbursed to the beneficiaries whose houses were damaged during cross border shelling.

Recommendations:

The Sectoral Officers should take early action to get the clarification from the authorities and utilize the available funds during the year to provide aid to the families affected due to border tension.

8. Internal Control

Internal control mechanism is guided by financial rules of the State Government, PWD codes, etc. Besides this, effective monitoring is an essential practice to strengthen the control mechanism in the department.

It was, however, noticed that internal control mechanism was weak as illustrated below:

- Financial rules provide that no work should be taken up for execution without accord of administrative approval (AA) and technical sanction (TS). Scrutiny showed that 93 works/schemes estimated to cost ₹ 123.69 crore, were taken up by the two PHE Divisions and PWD(R&B) Division, Nowshera without accord of AA/TS whereon expenditure of ₹ 22.68 crore had been incurred during the period. Execution of works without approvals and sanctions is indicative of administrative laxity and absence of internal control mechanism in these departments of the district administration.
- The Deputy Commissioner is responsible for monitoring the progress of implementation of various developmental activities undertaken in the district and ensuring their completion within the stipulated time and within the approved allocations. Audit was informed (June 2009) that Additional Deputy Commissioner, Sub Divisional Magistrate and Chief Planning officer of the District were not authorized to inspect the developmental works and no percentage for inspections had been fixed for the District Development Commissioner. However, 70 per cent of major projects were visited by DDC. Four valuation studies in respect of developmental schemes were required to be conducted each year by the District Statistics and Evaluation Officer. Against 20 studies required to be conducted during the period, only 6 studies were conducted. Results of studies were neither available on record nor had been utilized to better the implementation of developmental programmes.

The works were got executed without administrative approval and technical sanction. The works were not monitored effectively

Recommendation:

A proper internal control mechanism should be set up and all controls provided under financial rules and other departmental regulations adhered to.

9. Conclusion

There are multiplicity of programmes and schemes and even larger number of implementing agencies, making it difficult for the district administration to effectively monitor and supervise the developmental activities. While almost all the developmental programmes are targeted at the same set of beneficiaries, the existence of myriad programmes without an integrated focus, has led to each of them being implemented in a stand alone mode.

To ensure efficiency and effectiveness in delivery of key services like education, health, employment, etc., the GOI has increasingly been entrusting the responsibility at the local level. This is also intended to ensure that the local Government at the district, block and GP level are empowered to discharge the functions that are constitutionally assigned to them. It was observed that absence of adequate participation from these levels in the planning process is hindering the planned progress of the district and address the felt needs at the grass root level. Lack of structured annual action plans and absence of capacity building have resulted in their inability to expend the funds provided to them for implementation of various programmes.

Adequate monitoring mechanism is either not instituted, or is not functioning as envisaged, with regard to execution of schemes. While plans have been formulated for providing integrated development of a sector/service, these could not be executed in a time bound manner due to non-compliance with the required formalities like obtaining clearance for forest land or clear title to land. The State Government will have to address these serious issues in order to achieve real development of the district at the desired pace.

Srinagar/Jammu
The

(VENKATESH MOHAN)
Principal Accountant General,
Jammu and Kashmir

Countersigned

New Delhi
The

(VINOD RAI)
Comptroller and Auditor General of India

Annexure

(Reference: Chapter: 4; Page 6)

Expenditure statement of sectoral offices for the year 2004-05 to 2008-09

(₹ in lakhs)

S.No	Name of the Department	Year																	
		2004-05		2005-06		2006-07		2007-08		2008-09		Total							
		A	E	A	E	A	E	A	E	A	E	A	E						
(Social Sector)																			
1.	Gujjar and Bhakarwal Hostel	34.08	34.08	24.38	24.38	24.38	24.38	19.00	19.00	15.30	15.30	117.14	117.14						
2.	Chief Education Officer Rajouri	3566.30	2127.65	2741.70	3072.79	4745.79	3975.70	4043.90	4002.34	3017.62	3036.03	18115.31	16214.51						
3.	Distt. Youth Services and Sports Officer Rajpuro	45.68	41.44	50.87	50.87	7.00	7.00	12.00	12.00	12.00	12.00	127.55	123.31						
4.	Chief Medical Officer Rajouri	605.74	605.74	822.11	822.11	1336.80	1320.29	1582.00	1500.68	827.38	621.64	5174.03	4870.46						
5.	Programme Officer ICDS Rajouri	82.79	82.77	201.52	77.57	74.12	71.74	133.86	91.39	146.13	144.78	638.42	468.25						
6.	Dy. Director Employment Rajouri	58.63	54.41	53.38	35.03	75.16	47.13	60.40	58.17	42.31	42.29	289.88	237.03						
7.	District Social Welfare Officer Rajouri	395.41	365.55	635.13	563.45	932.62	908.67	771.00	757.85	1070.97	1064.86	3805.13	3660.38						
	Total (A)	4788.63	3311.64	4529.09	4646.2	7195.87	6354.91	6622.16	6441.43	5131.71	4936.9	28267.46	25691.08						
(Economic Sector)																			
1.	Chief Agriculture Officer Rajouri	46.61	44.48	43.81	38.86	60.88	48.91	51.23	51.20	79.52	78.96	282.05	262.41						
2.	Distt. Officer /C Soil Conservation Deptt. Rajouri	41.60	41.60	41.89	41.89	24.37	24.37	15.36	15.36	15.59	15.59	138.81	138.81						
3.	Chief Animal Husbandry Officer Rajouri	285.28	281.72	414.00	381.21	386.30	376.69	465.15	461.36	537.18	492.93	2087.91	1993.91						
4.	Distt. Sheep Husbandry Officer Rajouri	223.33	202.60	235.84	217.26	257.10	237.05	247.99	247.02	346.24	320.70	1310.509	1224.63						

Appendices

S.No	Name of the Department	Year												Total	
		2004-05		2005-06		2006-07		2007-08		2008-09		Total			
		A	E	A	E	A	E	A	E	A	E	A	E		
5.	Assistant Director Fisheries Rajouri	42.32	41.98	55.63	53.56	54.70	53.97	53.30	53.30	64.04	63.60	269.99	266.41		
6.	Div. Forest Officer Nowshera Forest Div. Nowshera	334.79	314.38	374.74	351.91	380.12	378.80	389.95	383.67	359.73	349.71	1839.33	1778.47		
7.	Div. Forest Officer Social Forestry Div. Rajouri	6.60	6.60	34.37	34.37	18.27	18.27	13.80	13.80	19.11	19.11	92.15	92.15		
8.	Ex. Engg Irrigation Division Rajouri	90.81	90.79	141.29	141.13	200.78	200.76	213.03	213.03	550.30	550.20	1196.21	1195.91		
9.	Ex. Engg Irrigation & F/C Division Nowshera	127.63	127.63	127.71	127.71	216.59	216.59	530.66	530.66	823.97	623.97	1826.56	1626.56		
10.	District Panchayat Officer Rajouri	100.31	32.50	76.92	12.71	75.29	63.34	142.18	81.60	86.76	52.85	481.46	243.00		
11.	Assistant Director Handicrafts Rajouri	110.88	104.99	122.20	108.24	121.12	108.23	118.95	117.16	120.88	118.98	594.03	557.60		
12.	Assistant Director Handloom Rajouri	25.81	23.89	32.93	30.14	24.01	20.94	2.72	2.72	2.97	2.97	88.44	80.66		
13.	Gen. Manager District Industries Centre Rajouri	59.62	57.60	75.41	64.02	80.18	66.22	76.55	74.40	103.96	102.74	395.72	364.98		
14.	Dy. Dir. Sericulture Dev. Deptt Rajouri	20.10	19.53	27.73	21.52	26.82	26.51	12.00	12.00	10.37	10.37	97.02	89.93		
15.	Supdt Engg. PWD (R&B) Circle Poonch/Rajouri	2156.40	2138.56	2223.50	2223.45	3194.36	2574.04	3440.00	3438.75	5490.20	5490.20	16504.46	15865.00		
16.	Ex. Engg. Elect. M&RE Division Rajouri	853.66	852.66	547.89	481.63	586.92	502.43	542.61	528.98	936.58	935.63	3467.66	3301.33		
17.	Ex. Engg. PHE Division Rajouri	1498.70	1498.60	1702.20	1698.27	1905.18	1894.28	2105.00	2104.26	2381.49	2372.21	9592.57	9567.62		
18.	Ex. Engg. PHE Division Nowshera	442.74	423.25	641.80	622.23	427.35	413.74	541.59	537.47	1101.99	1014.13	3155.47	3010.82		
19.	Ex. Engg. Town Drainage Division Jammu	14.00	14.00	18.25	18.25	15.50	15.50	22.00	22.00	20.00	20.00	89.75	89.75		

Appendices

S.No	Name of the Department	Year																	
		2004-05		2005-06		2006-07		2007-08		2008-09		Total							
		A	E	A	E	A	E	A	E	A	E	A	E						
20.	Chief Horticulture officer Rajouri	198.53	183.56	234.80	230.90	244.21	246.60	256.88	253.86	232.29	230.39	1166.71	1145.31						
21.	Assistant Commissioner Development Rajouri	1531.00	1512.40	1246.70	965.57	2025.70	1365.34	1103.30	1057.30	1559.67	1448.44	7466.37	6349.05						
22.	Divisional Forest Officer Rajouri	358.99	357.97	432.55	426.60	484.07	456.97	420.42	405.82	394.56	382.61	2090.59	2029.97						
23.	Project Officer DRDA Rajouri	129.42	98.47	136.54	99.94	169.82	112.32	192.48	132.89	285.77	141.06	914.03	584.68						
24..	Ex. Engineers. PMGSY Rajouri and Budhal Division	-	-	-	-	-	60.23	-	1750.63	-	2228.31	-	4039.17						
Total (B)		8699.13	8469.76	8988.7	8391.37	10979.64	9482.1	10957.15	12489.24	15523.17	17065.66	55147.799	55898.13						
(General Sector)																			
1.	SSP Rajouri	1842.00	1841.20	2043.00	2021.00	2291.00	2290.60	2867.00	2675.00	2940.00	2893.00	11983.00	11720.80						
Total (C)		1842.00	1841.20	2043.00	2021.00	2291.00	2290.60	2867.00	2675.00	2940.00	2893.00	11983.00	11720.80						
Grand Total (A+B+C)		15329.76	13622.60	15560.79	15058.57	20466.51	18127.61	20446.31	21605.67	23594.88	24895.56	95398.25	93310.01						

A: Allotment; E: Expenditure