



**The Report of
the Comptroller and Auditor General of India
on
District Budgam
for the year ended 31 March 2012**



**Government of Jammu and Kashmir
Report No. 3 of the year 2013**

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PREFACE

1. This Report of the Comptroller and Auditor General of India contains the results of audit of district Budgam in Jammu and Kashmir. The Report has been prepared for submission to the Governor of Jammu and Kashmir under Article 151 (2) of the Constitution of India.
2. Audit conducted a review of the significant socio-economic developmental programmes implemented in Budgam district during the period 2007 to 2012. The audit was conducted by a test-check of records of the Chief Planning Officer, Departmental Heads of Education, Health, Public Health Engineering, Power, Roads and Buildings, Irrigation, Industries & Commerce and Police Departments. Implementation of developmental programmes subsequent to March 2012 has also been commented upon wherever necessary.
3. The audit has been conducted in conformity with the Auditing Standards issued (2002) by the Comptroller and Auditor General of India.

Introduction

DISTRICT BUDGAM HAVING TEHSIL AND VILLAGE BOUNDARIES

DISTRICT BUDGAM

BADGAM

BEERWAH







CHADURA

CHARISHARIEF

KHAG

KHANSAHIB

DISTRICT BUDGAM

- | | |
|---|--------------|
|  | BADGAM |
|  | BEERWAH |
|  | CHADURA |
|  | CHARISHARIEF |
|  | KHAG |
|  | KHANSAHIB |

Introduction

1. General Profile of the District

District Budgam was carved out from the erstwhile Srinagar district in the year 1979 by upgrading Sri Pratap Singh Pora Tehsil. It is one of the 22 districts of Jammu and Kashmir, and is located within the Kashmir Valley. It is bounded by district Baramulla in the North-West and district Srinagar in the North-East and South-West. The district spans an area of 1,371 square kilometres and is headquartered at Budgam with a population of 7.55 lakh¹ (Male: 4.01 lakh and Female: 3.54 lakh) against State's population of 1.25 crore (Male: 66.65 lakh and Female: 58.83 lakh) as per 2011 census. The district has six tehsils², divided in eight blocks³ and further sliced into 283 panchayats. The district has 496 villages out of which 475 are inhabited. The total availability of funds in the district during the years 2007-12 was ₹ 651.32 crore whereas the expenditure during the same period was ₹ 635.85 crore. The funds flow of the district, application of resources, density of population, sex ratio, total literacy rate *vis-a-vis* male/ female literacy rate, statistics regarding Human Resources Development Infrastructure and developmental schemes selected for District audit are given in **Appendix-1.1 to 1.5**.

1.1 Organisational set-up

1.1.1 Administrative structure

The District Development Commissioner (DDC) is the Chief Executive Officer of the District who oversees and controls the implementation of various socio-economic and developmental programmes. The District Development Commissioner is assisted by an Additional District Development Commissioner for implementation and monitoring of Plans and a Chief Planning Officer (CPO) for preparation of Plans.

District administration under the control of DDC implements the programmes in the Social, Economic and General sector by formulating and approving district plans and monitoring district sector schemes in different sectors. Programmes under Centrally Sponsored Schemes (CSS)/State plan are formulated, approved and implemented by concerned departments at State level, Divisional level, District level and other low level functionaries under Social, Economic and General sectors. However, issues relating to implementation of developmental programmes under different sectors is discussed in the District Development Board (DDB) meetings and review meetings held by District Administration.

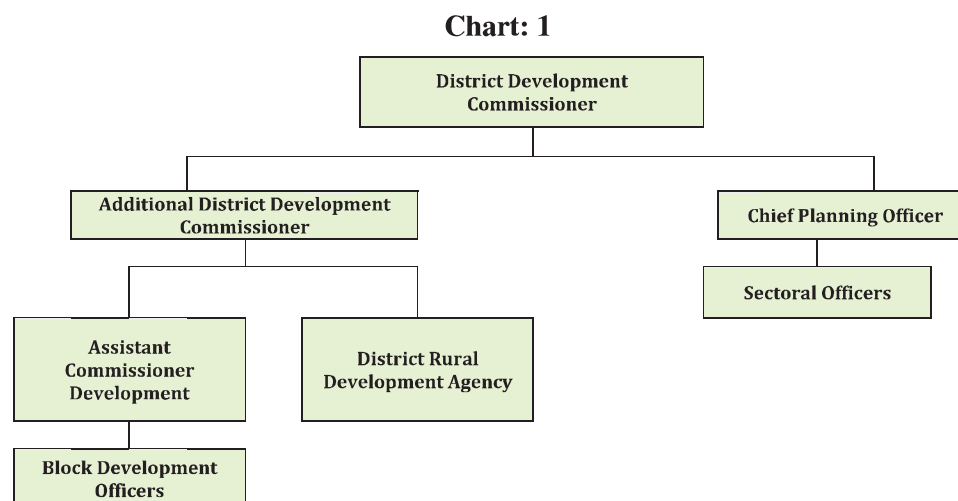
¹ As per 2011 census.

² Beerwah, Budgam, Chadoora, Char-i-sharief, Khag and Khansahib.

³ Beerwah, BK Pora, Budgam, Chadoora, Khag, Khansahib, Nagam and Narbal

The District Development Board (DDB) is an apex body at the District level for approval/ finalization of Annual Plans for development of the District. The DDB of Budgam district is headed by a Cabinet Minister nominated by the Government. The DDB comprises of Chairman (Cabinet Minister), MPs/MLA's/MLC's, Chairman of the State/ District Advisory Board for Gujjar and Bakerwal and District Development Commissioner. The respective Sectoral Heads co-ordinate and implement various socio-economic and development programmes.

The administrative set up of the District is shown in **Chart 1** below:



Panchayati Raj Institutions (PRI)

Since Panchayati Raj Institutions (PRIs) are not functional in the district as yet, there is no role of PRIs in the implementation of developmental programmes.

District Rural Development Agency (DRDA)

As developmental programmes are implemented by concerned departments at district level, parallel bodies like District Rural Development Agency (DRDA) is involved in the implementation of schemes/ programmes being implemented by Rural Development Department under Economic Sector.

Chapter-1 : Executive Summary

Chapter-1: Executive Summary

District profile

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

District Planning and Financial Management

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

(Paragraph 3.1)

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

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

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

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

(Paragraph 3.2)

Recommendations

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

Social Services

Education

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

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

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

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

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

(Paragraph 4.1)

Recommendations

The Government/ District administration may consider:

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

Health

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

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

(Paragraph 4.2)

Recommendations

The Government/ District administration may consider:

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

Drinking Water

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

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

(Paragraph 4.3)

Recommendations

The Government/ District administration may consider:

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

Economic Services

Roads Connectivity

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

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

(Paragraph 5.1)

Recommendations

The Government/District administration may consider:

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

Irrigation

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

(Paragraph 5.2)

Recommendations

The Government/ District administration may consider:

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

Power

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

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

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

(Paragraph 5.3)

Recommendations

The Government/District administration may consider:

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

Industries

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

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

(Paragraph 5.4)

Recommendations

The Government/ District administration may consider:

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

General Services

Police

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

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

(Paragraph 6.1)

Recommendations

The Government/ District administration may consider:

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

Chapter-2: Audit Framework

Chapter-2 Audit Framework

2.1 Schemes operating in the District

The developmental schemes implemented in the District under different sectors are detailed below:

(A) Social sector

(a) Service Sector

(i) Education

Sarva Shiksha Abhiyan (SSA),

Rashtriya Madhyamika Shiksha Abhiyan (RMSA),

Mid-Day Meal (MDM)

(ii) Health

National Rural Health Mission (NRHM)

(iii) Water supply

National Rural Drinking Water Programme (NRDWP)

(iv) Sanitation

Intergrated Slum Development Sanitation Programme (ISDSP)

(b) Poverty alleviation and employment programmes

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNEGS)

Swaran Jayanti Gram Swarozgar Yojna (SGSY)

Indira Gandhi Awas Yojna (IAY)

(B) Economic Sector

(a) Roads

State Sector/NABARD/District Sector Schemes

Prime Minister Gramin Sadak Yojna (PMGSY)

(b) Irrigation

Accelerated Irrigation Benefits Programme (AIBP)

State Sector/NABARD/District Sector Schemes

(c) Power

Accelerated Power Development Reforms Programme (APDRP)

Rajiv Gandhi Grameen Vidyutikaran Yojna (RGGVY)

2.2 Audit objectives

The audit objectives were to assess whether:

- Planning for implementation of schemes was efficient and adequate;
- Financial Management was efficient;
- Developmental programmes were implemented economically, efficiently and effectively and whether targets laid down were achieved in full;
- Human Resource Management was efficient to carry out the implementation of the schemes in proper manner;
- Internal Control System was efficient and effective, and
- Monitoring, Reporting and Evaluation mechanism was in place and was adequate.

2.3 Audit mandate

The audit was carried out under Section 13 and 14 of the CAG's Duties, Powers and Conditions of Service Act 1971.

2.4 Audit criteria

The audit criteria used for assessing the performance of various developmental programmes/schemes was derived from:

- Annual Action Plans and District Plans
- Compliance to the Guidelines of the concerned schemes/ programmes
- Compliance to the J&K State Financial Code and Book of Financial powers
- Compliance to the prescribed monitoring mechanism and internal control mechanism and the adequacy of these mechanisms.

2.5 Audit scope and methodology

The District-centric audit involved a review of significant socio-economic developmental programmes implemented in the District during the period 2007-08 to 2011-12. The audit was conducted between February and August 2012 covering the period from April 2007 to March 2012 by test-check of records of the District Development Commissioner, Chief Planning Officer (CPO), departmental heads at district level of Education, Health, Public Health Engineering, Power, Roads and Buildings, Jammu and Kashmir Rural Road Development Agency (PMGSY), Irrigation, Industries and Commerce and Police Departments. Besides, implementation of various development programmes initiated by the State and the Government of India (GOI) for upliftment of the living standards of people of the District was assessed by test-check of records of various¹ executing agencies.

An entry conference was held with the District Development Commissioner, Budgam on 19 March 2012 wherein audit objectives and methodology was discussed in detail. Audit was conducted by reviewing the records of 24² implementing units of eight³ development sectors on the basis of geographical region of the District. An exit conference was held with the District Development Commissioner on 17 January 2013. Responses of the Departmental Officers to audit observations have been incorporated at appropriate places.

2.6 Acknowledgment

The Indian Audit & Accounts Department would like to record its appreciation for the co-operation extended by the District administration during the course of audit.

¹ Chief Education Officer Budgam, Zonal Education Officers: (6); Chief Medical Officer Budgam, Block Medical Officers : (5); Executive Engineers (PHE: 02; Power: 01; Irrigation: 01, PMGSY: 01), General Manager, District Industries Centre and Senior Superintendent of Police Budgam

² Chief Planning Officer (CPO), Chief Education Officer (CEO), Zonal Education Officers (ZEOs): Six, Chief Medical Officer (MO): One, Block Medical Officers (BMO): Five, Executive Engineers : Seven, Additional District Medical Officer (ADMO): One, General Manager DIC: One and Superintendent of Police (SP): One

³ Social sector: Education, Health, Public Health Engineering, Economic Sector: Roads and Bridges, Power, Irrigation, Industries and General services; Police

Chapter-3:
District Planning and
Financial Management

Chapter-3 District Planning and Financial Management

3.1 District Planning Committee and District Plan

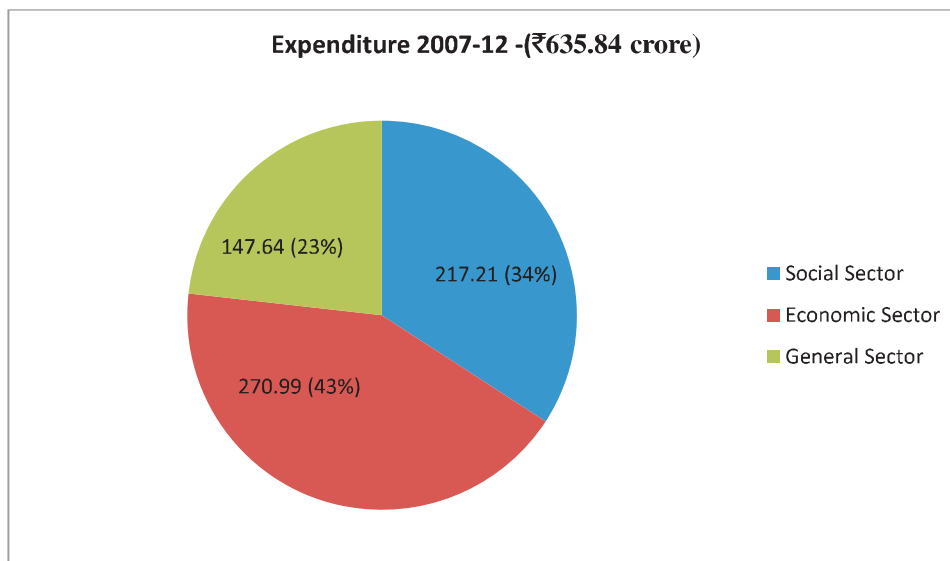
The 74th Constitutional Amendment has mandated for the establishment of a District Planning Committee (DPC) for consolidating the plans prepared by the panchayats and Municipalities in the District into a Draft District Plan. The DPC is to formulate the perspective plan for the district on the basis of data with regard to poverty reduction, district domestic product, health, employment generation, living standards, per capita income and other socio-economic development parameters collected from the block and panchayat levels so as to use such plan as an effective tool for proper distribution of resources and monitoring their utilization. The following were observed in audit:

- Due to non-enactment of the 74th amendment of the Constitution of India by the State Legislature, no DPC as envisaged for well defined development strategy was constituted and instead the District Development Board (DDB) of the district functions as a DPC. The DDB finalises the annual plan of the district prepared on the basis of works programmes identified by various line departments in the district on need basis without any involvement of the block/ village level bodies or the municipalities.
- In the absence of long term perspective plan and integrated annual plans, based on inputs from blocks/ villages/ municipalities, the identification of gaps in the needs and availability of developmental infrastructure within a defined availability of resources is likely to be *ad hoc* and unrelated to any timelines and resource budget.

3.2 Financial Management

Funds for carrying out various developmental activities in the district are allocated through the State budget. In addition, funds are also released directly to the implementing agencies for various developmental programmes sponsored by the Government of India and State Government. It was seen that the total quantum of funds received by the district under Non-Plan, State Plan and various Central and Centrally Sponsored Schemes during the period 2007-2012 and expenditure incurred thereagainst was not available with the District Development Commissioner or with the Chief Planning Officer of the District, indicating absence of district level holistic monitoring of flow of Government funds into the district and its proper utilization. However, the position of funds received and expenditure incurred thereagainst during the period from 2007-08 to 2011-12 under different sectors/schemes as collected by Audit from district officers of various departments is given in *Appendix-1.1* and diagrammatically shown in *pie Chart 3.1* below:

Chart: 3.1



The expenditure on social sector was ₹ 217.21 crore and on economic sector ₹ 270.99 crore respectively during the years 2007-08 to 2011-12. The Education schemes in the Social sector received maximum amount of ₹ 130.80 crore (59 per cent) against which ₹ 129.42 crore had been spent during the period 2007-12.

The position of approved plan, availability of funds and expenditure incurred thereagainst under Annual District Plans during the years 2007-08 to 2011-12 is given in **Table 1** below:-

Table-1

(₹ in crore)

| Year | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|------------------------|--------------|--------------|--------------|---------------|---------------|
| Approved outlay | 48.84 | 44.87 | 72.09 | 85.79 | 97.99 |
| Revenue | 15.08 | 5.91 | 18.48 | 28.89 | 36.11 |
| Capital | 33.76 | 38.96 | 53.61 | 56.90 | 61.88 |
| Revised outlay | 52.62 | 60.81 | 97.38 | 105.81 | 114.25 |
| Revenue | 14.66 | 6.97 | 17.91 | 28.10 | 36.52 |
| Capital | 37.96 | 53.84 | 79.47 | 77.71 | 77.72 |
| Expenditure | 46.75 | 59.51 | 94.23 | 105.48 | 113.23 |
| Revenue | 14.59 | 6.84 | 17.91 | 28.03 | 36.46 |
| Capital | 32.16 | 52.67 | 76.32 | 77.45 | 76.77 |

(Source: Department)

The position of allocation and expenditure (including State Government and GOI funding) in respect of the significant departments during the period from 2007-08 to 2011-12 as per the departmental records is given in **Table 2** below:-

Table-2

| (₹ in crore) | | |
|-----------------------------------|------------|--------------------------|
| Sector/Department | Allocation | Expenditure (Percentage) |
| Social Sector/Department | | |
| Education | 130.81 | 129.42 (99) |
| Health | 22.22 | 22.07 (99) |
| Public Health Engineering | 33.00 | 29.88 (91) |
| Social Welfare | 21.10 | 21.02 (100) |
| Economic Sector/Department | | |
| Agriculture | 2.15 | 2.14 (100) |
| Animal Husbandry | 2.09 | 2.08 (100) |
| Industries | 7.95 | 7.94(100) |
| Minor irrigation | 51.89 | 46.58 (89) |
| Power | 5.59 | 5.59(110) |
| Rural Development | 27.91 | 26.77 (96) |
| Roads & Buildings | 113.29 | 113.01 (100) |
| General Sector/Department | | |
| Police | 147.90 | 145.31(98) |

(Source: Department)

The utilisation of allotted funds was in the range of 89 to 100 *per cent* in respect of the above Departments. However, the expenditure so booked by the sectoral officers across different departments did not reflect correct picture as it had treated entire amount released to subordinate authorities as expenditure whereas funds were lying unutilised as on March 2012 with subordinate offices. The financial management of specific programmes or schemes is discussed in the subsequent chapters.

Recommendations

The Government may consider to ensure:

- *setting up of a District Planning Committee for the preparation of holistic perspective plan/ annual plans and*
- *effective implementation of the developmental schemes in the district.*

Chapter-4 : Social Services

Chapter-4 Social Services

Improvement in human development indicators such as access to education, health, provision of drinking water and sanitation facilities (rural and urban) etc. is accorded high priority by the Central and the State Governments. Hence, a total allotment of ₹ 335.34 crore was made on Social Services during the period 2007-12. Some of the important departments viz. Health, Education and Public Health Engineering Department were test-checked in audit. The critical gaps noticed during audit which obstructed the achievement of the goals set for these sectors are discussed in the succeeding paragraphs.

4.1 Education

Education is one of the most important indicators of social progress of the State and the Country. Both the Central and the State governments have been spending enormous funds on increasing enrolment, retention and quality of education at the elementary level. Focus is also on an inclusive progress, with special attention to girls, Scheduled Caste/ Scheduled Tribe communities, other vulnerable sections of the society and remote and backward areas. Two main schemes, viz., *Sarva Shiksha Abhiyan* (SSA) and Mid Day Meal Scheme (MDMS), were reviewed in audit to assess the impact of the implementation of the scheme in the District. Audit test-checked the records of Chief Education Officer (CEO), six¹ Zonal Education Officers (ZEOs) and carried out on-spot visits to 47 primary/upper primary schools for an assessment of the available facilities and infrastructure.

4.1.1 Sarva Shiksha Abhiyan

Sarva Shiksha Abhiyan (SSA) is an effort to universalize elementary education by community ownership of the school system. Launched by the GOI in 2000-01, it aims to ensure that all children complete five years of primary education by the year 2007 and eight years of elementary education by the year 2010. The main components of the scheme included opening of new primary schools, up-gradation of existing primary schools to middle schools, construction of buildings for primary and middle schools, additional class rooms and improving of infrastructural facilities in the schools. The programme was launched in the district in the year 2002-03.

◆ Planning

Perspective and annual Plans

At the district level, each district was to prepare a perspective plan and annual plans. The perspective plan is to reflect existing position with regard to attendance, retention, drop outs and learning material and work future requirement for universalisation of child education and improving access, increasing retention and

¹ Beerwah and, Budgam, Chadoora, Char-i-Sharief, Khansahib, and Nagam

ensuring desired achievements. Likewise annual plans were also to be formulated on yearly basis. While perspective plan was to assess and plan for the targeted period of time, the annual planning is exercise in prioritization of works for a year. It was observed in audit that Annual Plans were being formulated at district level reflecting achievements made during the preceding years but no perspective plan had been prepared to assess existing status of education in the district and also to formulate long term planning for improvement of schools. Further, it was also noticed in audit that no habitation plans or school level plans were formulated in the schools with community participation. Also data/ information was being collected by Cluster Resource Centres (CRC's)/ Block Resource Centre (BRC's) and consolidated at district level.

Village Education Committees

For achieving the aim of universalisation of elementary education, it was essential to track the progress of each and every child in the age group of zero-14 years by maintenance of a Village Education Register on the basis of house hold survey, regular monitoring through Retention Registers and Pupil Progress Cards. The process was to be strengthened by establishment of Village Education Committees (VECs).

At the school level, VECs were to function as first and on spot monitoring agency to ensure that quality education is provided to students and benefits and facilities provided by Government are actually given to students at the schools. In addition, these VECs are also to see and ensure that funds provided to school under different schemes/programmes are properly utilized and records thereof are properly maintained.

It was seen that though every school in the zone was having a Village Education Committee but these had not been functioning in the desired manner. No records were there to suggest that these committees had discharged the functions as required in the mandate. Test check of records of sampled school revealed the following;

- As required under Sarva Shiksha Abhiyan (SSA) Guidelines, a joint account for SSA grants in the name of VEC Chairman and Headmaster of the school was to be maintained to ensure participation of VEC members in carrying out different works/ welfare measures in the school. However a joint account had not been opened in any of the schools in the zone and all the SSA accounts at school level had been opened in the name of Headmaster of the School. As a result, community participation through VECs in carrying out welfare measures of the schools had not been ensured.
- SSA programme and Mid-day meal scheme are two different programmes with totally different activities. While funds under SSA are operated through banks at all levels, allotment made under MDMs are routed through State treasuries. The schools were required to maintain separate accounts for both the schemes to

ensure transparency in accounts. It was seen in audit that school authorities had operated funds received under both the schemes through single account and maintained single cash book and consolidated records for both the schemes.

- The school records in support of funds received under different schemes had not been maintained properly. Entries in Cash book had not been properly recorded and attested by the responsible officers. Vouchers in support of payments made had not been passed by Head Masters and Village Education committees and stock certificates in support of materials purchased had not been recorded on the vouchers. Instances of erasing and overwriting was also noticed in different records and supporting vouchers

The Chief Education Officer, Budgam while admitting the loopholes in the functioning of the VECs stated (September, 2012) that the Department was fully sensitized about the need and importance of effective planning and in this direction all the VECs were being re-organised and reactivated so as to ensure community participation. Besides, the CEO informed that the Department had geared up all the functionaries for preparing and implementing perspective plans.

◆ Financial Management

The details of allocation of funds under the SSA scheme and expenditure incurred there against during the period 2007-08 to 2011-12 are depicted in **Table 3** below:-

Table-3

(₹in crore)

| Year | Opening balance | Releases during the year | Total | Expenditure | Closing balance | Percentage utilization of funds |
|---------|-----------------|--------------------------|-------|-------------|-----------------|---------------------------------|
| 2007-08 | 5.34 | 11.94 | 17.28 | 7.55 | 9.73 | 44 |
| 2008-09 | 9.73 | 12.85 | 22.58 | 17.44 | 5.14 | 77 |
| 2009-10 | 5.14 | 31.13 | 36.27 | 24.51 | 11.76 | 68 |
| 2010-11 | 11.76 | 42.38 | 54.14 | 48.78 | 5.36 | 90 |
| 2011-12 | 5.36 | 67.58 | 72.94 | 61.37 | 11.57 | 84 |

(Source: Department)

The utilization of funds during the period 2007-12 was in the range of 44 and 90 per cent resulting in huge balances remaining unspent at the end of the year.

It was further seen in audit that in order to reduce the quantum of unspent balances, CEO Budgam returned back (December 2010) ₹ 2.47 crore to State Project Director (SPD), SSA indicating that the CEO had either not been able to utilize the funds allotted or the funds had been provided by the SPD without requirements.

- Further, ₹ two crore available under the scheme were transferred to Zonal Education officers Khansahib and Chararisharief (₹ one crore each) in March 2011, without any requirement, from these offices. The amount had, however, been deposited back by both the zones during April 2011. The CEO, Budgam had reflected the entire quantum of funds released by it to the ZEOs as expenditure in the utilization certificates despite the fact that a large portion of these released funds amounting to ₹40.39 crore had been lying unspent with the ZEOs at the close of March 2012.

The depiction of figures of released funds as expenditure had led to incorrect reporting by the CEO.

The CEO, Budgam stated that the funds received had been returned back as the same were released in excess. The reply is not tenable as no expenditure had been incurred on the intervention for which funds had been released and instead the funds had been initially parked in the Bank account before it was returned.

♦ Availability of schools and enrollment

Decrease in Enrollment

One of the basic objectives of SSA for universalisation of education was complete education of all children by the year 2007 and complete retention of students by the year 2010. The status of the schools and enrollment of students in these schools are given in **Table 4** below.

Table-4

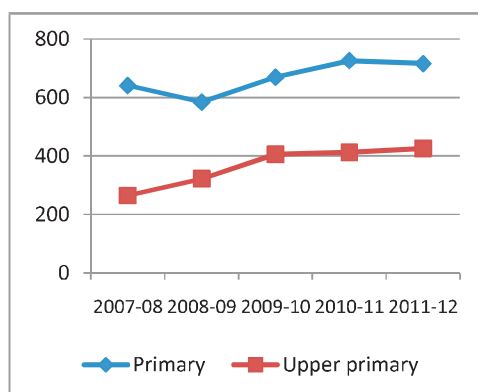
(In number)

| Year | Category of schools | No of schools | Total | No of students enrolled | Total |
|---------|-----------------------|---------------|-------|-------------------------|--------|
| 2007-08 | Primary schools | 641 | 906 | 80384 | 111326 |
| | Upper primary schools | 265 | | 30942 | |
| 2008-09 | Primary schools | 584 | 906 | 80510 | 111799 |
| | Upper primary schools | 322 | | 31289 | |
| 2009-10 | Primary schools | 669 | 1075 | 54260 | 79838 |
| | Upper primary schools | 406 | | 25578 | |
| 2010-11 | Primary schools | 726 | 1138 | 52464 | 77054 |
| | Upper primary schools | 412 | | 24590 | |
| 2011-12 | Primary schools | 716 | 1142 | 48327 | 72919 |
| | Upper primary | 426 | | 24592 | |

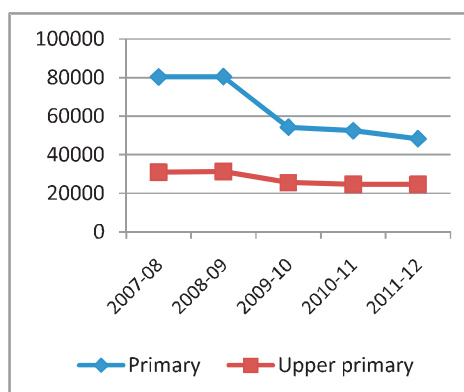
(Source: Department)

As can be seen from the above table, the number of schools (Primary and Upper Primary) in the district had increased from 906 to 1142 during the period 2007-08 to 2011-12, the enrollment of students (primary and upper primary) had decreased from 1,11,326 during 2007-08 to 72,919 during 2011-12. The number of primary schools had increased from 641 to 716 but enrollment of students decreased from 80,384 to 48,327 during the period 2007-08 to 2011-12. Likewise at the upper primary level, number of schools had increased from 265 during 2007-08 to 426 during 2011-12, but enrollment of students had decreased from 30942 during 2007-08 to 24592 during 2011-12. The position of schools and enrollment of students during the years from 2007-08 to 2011-12 is depicted in the **Graphs 1 and 2** below:-

Graph- 1
Schools during 2007-12



Graph-2
Enrollment during 2007-12



The increase in the number of schools and fall in the enrollment indicated that though the thrust had been given to opening of new schools, there had been no concrete efforts to ensure retention of students in schools.

The CEO, Budgam stated that despite expansion of school network, the enrollment is not exhibiting the proportionate increase owing to various factors, the most significant factor being paucity of dedicated and qualified staff in the Government school at elementary level. The reply is indicative of the fact that despite huge expenditure, the Department had not been able to ensure quality education and retention of students in the schools.

Decrease in enrollment in newly opened schools

SSA emphasized the need for complete retention of students and focused on increasing the enrollment of students through opening of new schools. Though new primary schools had been opened in the district and *Rehber-i-Taleem* (RT's) teachers had been engaged to ensure education for all the 'out of school' children and their complete retention, It was seen that enrollment of students had decreased over the years thereby defeating the purpose for which such schools had been opened.

In five test-checked zones, 105 schools were opened and RT teachers were engaged for these schools since the inception of SSA. The position of decrease in enrollment in these schools is depicted in the **Table 5** below:-

Table-5

| Sl. No. | Name of the zone | No of schools opened | No of schools where enrollment decreased | Range of decrease (Percentage) |
|---------|------------------|----------------------|--|--------------------------------|
| 1. | Khan sahib Zone | 30 | 27 | 23 to 68 |
| 2. | Charar-i-sharief | 23 | 16 | 33 to 62 |
| 3. | Chadoora | 22 | 17 | 08 to 83 |
| 4. | Beerwah | 32 | 14 | 3 to 46 |
| 5. | Budgam | 15 | 6 | 31 to 62 |
| | Total | 122 | 78 | |

It is seen from the above table that the enrollment of students in the newly opened 78 out of 122 schools had decreased. The decrease ranged between three and 83 *per cent* in these schools during the period 2007-12. The decrease in the enrollment of students indicated unsatisfactory performance of *Rehber-i-Taleem* teachers engaged for these schools. Thus, the retention of students as envisaged in the scheme guidelines could not be ensured.

◆ Position of enrollment in private schools

As compared to dwindling enrollment of students in Government schools, the enrollment of the students in private schools had shown a constant upward trend in the District during the period 2007-12, even though number of private schools decreased. The availability of private schools and enrollment of students at elementary level during the period 2007-08 to 2011-12 is given in **Table 6** below:-

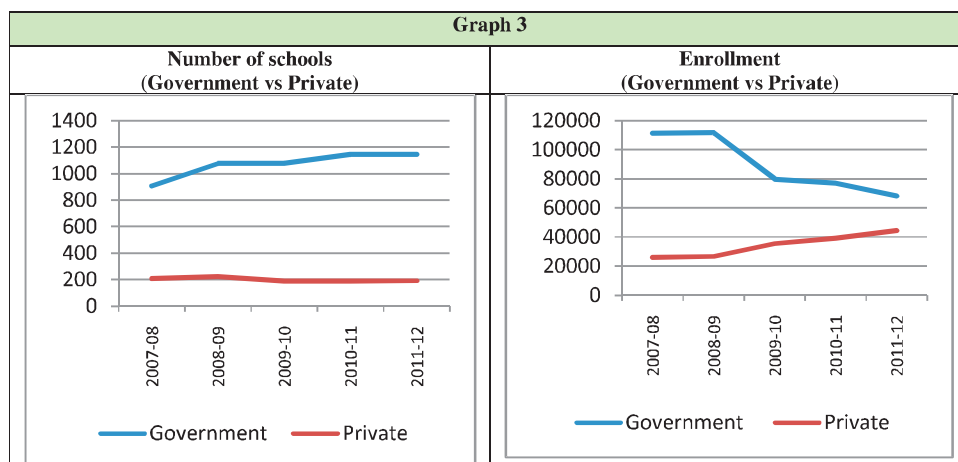
Table-6

(In number)

| Year | Category of schools | No of schools | Total | No of students enrolled | Total |
|---------|-----------------------|---------------|-------|-------------------------|-------|
| 2007-08 | Primary schools | 97 | 208 | 19195 | 26182 |
| | Upper primary schools | 111 | | 6987 | |
| 2008-09 | Primary schools | 104 | 221 | 19495 | 26682 |
| | Upper primary schools | 117 | | 7187 | |
| 2009-10 | Primary | 95 | 190 | 27341 | 35528 |
| | Upper primary schools | 95 | | 8187 | |
| 2010-11 | Primary schools | 97 | 190 | 29330 | 39383 |
| | Upper primary schools | 93 | | 10053 | |
| 2011-12 | Primary schools | 68 | 174 | 32178 | 44433 |
| | Upper primary | 106 | | 12255 | |

(Source: Department)

The constant increase in enrollment of students in private schools with a corresponding decrease of enrollment in Government run schools indicated failure on the part of the Education Department to attract the students to Government schools despite huge allocation for the purpose. A comparison of number of schools and enrollment of students in Government as well as in private schools is given in the **Graph 3** below:-



♦ Schools with low enrollment

Analysis of data revealed that 96 primary schools out of 339 schools in six test checked zones had lesser enrollment of students up to 20 which indicated that these schools were opened without ensuring availability of sufficient number of students, as detailed in **Table 7** below:-

Table-7

(In number)

| Sl. No. | Name of the zone | Total schools | Primary schools with less enrollment | Range of enrollment |
|--------------|--------------------|---------------|--------------------------------------|---------------------|
| 1. | ZEO Khansahib | 91 | 6 | 12-20 |
| 2. | ZEO Chararisharief | 48 | 16 | 2-19 |
| 3. | ZEO Chadoora | 55 | 21 | 7-19 |
| 4. | ZEO Nagam | 43 | 18 | 3-19 |
| 5. | ZEO Beerwah | 55 | 14 | 8-19 |
| 6. | ZEO Budgam | 47 | 21 | 0-20 |
| Total | | 339 | 96 | |

♦ Position of Out-of-school children

One of the primary objectives of SSA was to achieve zero figures for out of school children and complete retention of students by the year 2010. It was, however, observed that these targets had not been achieved in full. At the district level there were 872 students which had never been enrolled as of March 2012. Apart from this, there were 1249 students which had left the schools halfway and were drop outs as of March 2012. The students that had never been enrolled included 109 (6-9 years), 367 (8-11 years) and 396 (11-14 years). Likewise, the drop-out students included 151 (6-8 years), 439 (8-11 years) and 659 (11-14) years.

♦ Status of interventions under SSA

a) Early childhood care and education

The SSA lays thrust on the importance of early childcare and education and looks at the 0-14 year age as a continuum. The national policy of Education recognizes the holistic nature of child development, nutrition, and health, social, mental, physical and moral development. Early childhood care and education (ECCE) needs high priority to develop a very good foundation for our primary classes and to increase their academic performance. As per the guidelines, the ECCE is to be provided through the Integrated Child Development Scheme (ICDS) centres. It was, however, seen that:

- An amount of ₹ 23.53 lakh released for pre-school activity during the period 2006-07 and 2007-08 by the SPD to the CEO Budgam had not been utilized and these funds were surrendered back during 2010-11.
- An amount of ₹ 24.63 lakh was released in 2005-06 and 2007-08 for procurement of ECC kits to the CEO Budgam. Due to non-utilisation, ₹ 18.55 lakh were taken back (2011-12) by the SPD, SSA and balance of ₹ 6.08 lakh was used for procurement of 240 ECCE kits by the CEO.

Thus, non-utilisation of full amount resulted in non-implementation of the scheme and loss of opportunity despite availability of funds.

At district level, children population in the age group of 0-6 years stood at 91,577 (male: 46,953 and female: 44,624) as of March 2012, out of which 10,495 children were enrolled in 1147 primary and upper primary schools, instead of pre-primary viz ICDS schools. The primary and upper primary schools in the district had a separate KG class and the total enrollment during the period 2007-12 in this class stood at 50,746 as detailed in the **Table 8** below:-

Table-8

(In number)

| Sl. No. | Year | Enrollment of KG students |
|---------|--------------|---------------------------|
| 1. | 2007-08 | 12535 |
| 2. | 2008-09 | 12560 |
| 3. | 2009-10 | 5543 |
| 4. | 2010-11 | 9613 |
| 5. | 2011-12 | 10495 |
| | Total | 50746 |

The low enrollment of children below the six years age in primary/upper primary schools was due to non-functioning of pre-primary school at ICDS centres.

b) Education for children with special needs

The goal of Universal Elementary Education (UEE) entails a special thrust on Children with Special Needs (CWSN), given their traditionally low enrolment and participation in elementary education. Imparting need-based education to this group of children through good quality inclusion requires rigorous planning and preparation of the school system. Realizing the importance of mainstreaming CWSN in regular schools, the Government of India has been implementing various schemes and programmes to bring these children under the ambit of education. One of the objectives of SSA is to increase the participation of CWSN in mainstream education. The increase in participation of CWSN is to be achieved by enrolment drives and community sensitization to identify out-of-school children with an emphasis on CWSN and advocating the imperatives of educating these children. In addition to improving access of CWSN to regular and alternative schools, bridge courses and residential camps are required to be conducted to benefit such students. The position of CWSN identified, enrolled in the district as of March 2012 is given in the **Table 9** below:-

Table-9

(In number)

| Sl. No. | Zone | CWSN Identified | CWSN enrolled | CWSN Out of School (Percentage) | Total Schools | Schools made Barrier Free (Percentage) |
|---------------|-------------|-----------------|---------------|---------------------------------|---------------|--|
| 1. | B.K Pora | 136 | 131 | 05 (4) | 88 | 10 (11) |
| 2. | Beerwah | 161 | 159 | 02 (1) | 108 | 15 (14) |
| 3. | Budgam | 173 | 154 | 19 (11) | 76 | 07 (09) |
| 4. | Chadura | 171 | 161 | 10 (6) | 96 | 18 (19) |
| 5. | Ch.Sharief | 88 | 82 | 06 (7) | 86 | 17 (20) |
| 6. | Dreygam | 148 | 140 | 08 (5) | 88 | 18 (20) |
| 7. | Hard Panzoo | 151 | 104 | 47 (31) | 115 | 23 (20) |
| 8. | Khanshaib | 121 | 119 | 02 (2) | 132 | 21 (16) |
| 9. | Magam | 81 | 78 | 03 (4) | 119 | 19 (16) |
| 10. | Nagam | 85 | 74 | 11 (13) | 88 | 20 (23) |
| 11. | Narbal | 38 | 35 | 03 (8) | 85 | 22 (26) |
| 12. | Souibug | 111 | 102 | 09 (8) | 140 | 25 (18) |
| Total: | | 1464 | 1339 | 125 (9) | 1221 | 215 (18) |

As can be seen from the above table, the percentage of out of school of CWSN ranged between one and 31 *per cent*. Even in the central Zone Budgam, 11 *per cent* of CWSN were out of school, indicating that the Department had not been able to implement the scheme as per guidelines, to benefit the targeted group of students.

Further, only 215 (18 *per cent*) out of 1221 schools have been made barrier free indicating that effective steps were not taken to provide the facility to the students through easy accesses.

c) Provision of aids and appliances

The children with special needs identified for different ailments and disorders after getting enrolled are to be provided with aids and appliances. The status of provision of aids and appliances in the district is given in the **Table 10** below:-

Table-10

| Sl. No. | Category | Children identified | Children enrolled | Children provided Aids and Appliances | (In number) |
|---------|---------------------|---------------------|-------------------------|---------------------------------------|-----------------------|
| | | | | | Coverage (Percentage) |
| 1. | Low Vision- LV | 502 | 490 | 613 | - |
| 2. | Totally Blind | 3 | 00 | 00 | 00 |
| 3. | Hearing Impairment | 180 | 171 | 81 | 47 |
| 4. | Speech Impaired | 36 | 32 | 34 | - |
| 5. | Orthopedic Impaired | 377 | 352 | 281 | 80 |
| 6. | Cerebral Palsy | 36 | 28 | 00 | 00 |
| 7. | Mental Retired | 68 | 58 | 00 | 00 |
| 8. | Learning Disability | 171 | 161 | 00 | 00 |
| 9. | Multiple Disability | 50 | 41 | 00 | 00 |
| 10. | Autism Spectrum | 41 | 30 | 00 | 00 |
| | Total: | 1464 | 1363² | 1009 | 74 |

It was seen that aids and appliances had been provided to 74 *per cent* students only which included 47 *per cent* of hearing impaired, 80 *per cent* of orthopedic impaired students under the scheme during 2002-03 to 2011-12. However, children with low vision had been provided with spectacles and covered in full. Test-check of records further revealed that out of 5444 teachers of 12 Zones not even a single teacher had been trained through annual Inclusive Education (IE) trainings.

The CEO stated that Department had initiated the process to make all schools CWSN friendly and to provide all the children with assistive devices and training to teachers.

d) Establishment of Kasturba Gandhi Balika Vidyalaya

With the aim of providing education to the girl students belonging to financially weaker sections, including BPL, SC and ST Category. The SSA provides for the establishment of residential schools with boarding facilities under the title Kasturba Gandhi Balika Vidyalaya (KGBV). The schools were to be set up in the identified educationally backward areas, where the female literacy rate was very low

² Variation with the zone-wise enrollment figures not explained.

particularly the areas with concentration of tribal population or where a large number of girls were out of school. Eight KGBV (Model I³: 02 and Model II⁴: 06) schools had been sanctioned during the period 2005-06 to 2010-11 under the scheme for district. The status of the KGBVs sanctioned and present status is depicted in **Table 11** below:-

Table-11

| Name of Zone | Name of Block | Year of Sanction | Operational | Model | Enrolment | | | | Total Enrolment | Accommodation Status |
|----------------|---------------|------------------|-------------|-------|-----------------|-----------|------------|------------|-----------------|----------------------|
| | | | | | SC | ST | OBC | BPL | | |
| Magam | Nagbal | 2005 | Yes | II | 0 | 24 | 26 | 50 | 50 | Rented |
| Khansahib | Lanilab | 2005 | Yes | II | 0 | 29 | 21 | 50 | 50 | Rented |
| Nagam | Gojipathri | 2006 | Yes | II | 0 | 21 | 29 | 50 | 50 | Rented |
| Chadura | Brenwar | 2006 | Yes | II | 0 | 18 | 32 | 50 | 50 | Rented |
| Beerwah | Chanpora | 2007 | Yes | I | 0 | 0 | 100 | 100 | 100 | Rented |
| Budgam | Patwav | 2007 | Yes | I | 0 | 0 | 86 | 86 | 86 | Rented |
| Narbal | SK Pora | 2010 | No | II | Non-operational | | | | Non-operational | |
| BK Pora | RakShalina | 2010 | No | I | | | | | | |
| Total:- | | | | | 0 | 92 | 294 | 386 | 386 | |

It was seen that six out of eight sanctioned KGBVs were operational in the district and selection of students and engagement of teachers for the remaining two schools was pending as of March 2012. No boarding and lodging facilities were provided by all the six operational KGBVs to the students as the schools were not having their own buildings and were running in the rented accommodations. The schools were run like other day schools. The buildings for the schools sanctioned during the period 2005-10 had not been completed as of March 2012. Despite the fact that six operational schools were not providing any boarding and lodging facilities, the staff viz., Warden, Head Cook and other support staff had been engaged by the Department. Apart from this, the Department had purchased beddings items during 2008-09 for these schools and same were found lying unutilized as of March 2012. The deterioration of quality of these items due to prolonged non-use could not be ruled out. Further due to non-completion of buildings for these schools, funds available with district authorities for salary of staff and boarding/ lodging charges could also not be utilized timely and efficiently during the years 2005-06 to 2011-12.

The CEO, Budgam stated that the KGBVs could not be provided accommodation for residential purposes due to inordinate delay on the part of SPD, SSA in completion of buildings.

♦ Physical infrastructure

School accommodations for primary and upper primary schools

To provide the quality education, improve enrollment of students in schools, it is imperative to provide adequate infrastructure and basic amenities in the existing schools in the district. Records revealed that most of the schools were functioning in

³ Schools with enrollment of 100 students

⁴ Schools with enrollment of 50 students

rented buildings having insufficient accommodations and lacking basic facilities. The status of infrastructure in elementary schools in District Budgam as of March 2012 is given in **Table 12** below:-

Table-12

| Category of School | Total Schools | Own building | Rented | Rent free | Pucca | Partially pucca | Kuccha | (In number) |
|------------------------|---------------|--------------|------------|-----------|------------|-----------------|-----------|-------------|
| | | | | | | | | Dilapidated |
| Primary schools | | | | | | | | |
| 2007-08 | 631 | 299 | 332 | NA | NA | NA | NA | 0 |
| 2011-12 | 712 | 233 | 471 | 8 | 475 | 85 | 24 | 0 |
| Upper primary | | | | | | | | |
| 2007-08 | 353 | 264 | 89 | NA | NA | NA | NA | NA |
| 2011-12 | 434 | 324 | 108 | 2 | 359 | 86 | 12 | 5 |
| Total (2011-12) | 1146 | 557 | 579 | 10 | 834 | 171 | 36 | 5 |

NA: Data not available with the Department.

As of March 2012, out of 1146 primary/upper primary schools, 579 schools were accommodated in rented buildings which are normally not having facilities like electricity connection, toilets and boundary walls etc. The condition of these buildings was also poor as 207 buildings were partially pucca or fully Kuccha. The number of primary schools and upper primary schools had increased during the period 2007-08 to 2011-12, but number of schools accommodated in rented buildings also increased which indicated failure on the part of Department to provide suitable accommodations for schools. While number of primary schools increased from 631 to 712 during 2007-2012, number of schools in rented buildings also increased from 332 to 471. Likewise number of rented schools at upper primary level also increased from 89 to 108. Further, 300 primary schools and 195 Education Guarantee Scheme (EGS) centres had been opened and upgraded in the district during the period from 2002-03 to 2011-12. It was observed in audit that buildings had been sanctioned for 288 schools (58 per cent) only and for the rest of 207 schools no building had been sanctioned as of March 2012. Similarly, 333 schools in different zones of the district had been upgraded from primary to middle schools during the period 2002-12, but building had been sanctioned for 196 schools only and remaining 137 upgraded schools had not been provided with building.

The non provision of Government accommodations for these schools indicated that these schools were without proper accommodations and also lack basic amenities as available in non-governmental buildings. Though *Rehbar-e-Taleem* Teachers (RTs) had been engaged for all of the schools, but building for these schools had not been sanctioned. In sampled 31 primary schools, 21 schools were housed in rented accommodations which were devoid of basic amenities. Similarly, the situation was somewhat similar in Upper Primary schools where only 10 out of 16 schools were running in Government buildings.

The Chief Education Officer (CEO) stated that a comprehensive plan was being formulated to provide Government buildings to all the schools housed in rented accommodations and to create adequate facilities in all the existing schools.

Construction of new school buildings

One of the important interventions under SSA is the construction of new buildings for primary and middle schools, construction of additional class rooms, accommodation for Cluster Resource Centres (CRCs) and Block Resource Centres (BRCs). During the period 2007-12, an amount of ₹ 39.07 crore had been released for execution of civil works and creation of infrastructure in the District, out of which ₹ 33.05 crore had been expended upto the year 2011-12. It was observed that targets fixed for completion of these construction works had not been achieved in full and out of 1164 works relating to school buildings and additional class rooms, taken up for execution during the period 2002-03 to 2011-12, only 696 works (60 *per cent*) had been completed as of March 2012. The targets fixed for construction of new school buildings and additional class rooms etc during the period from 2007-08 to 2011-12 under SSA is given in **Table 13** below:-

Table-13

(In number)

| Year | Status as of March 2012 | | | | | |
|------------------------|-------------------------|--------|--------|--------|-----------|--------------|
| | Target | Plinth | Lintel | Roofed | Completed | Not taken up |
| Primary | 232 | 18 | 27 | 25 | 92 | 70 |
| Upper Primary | 54 | 0 | 10 | 9 | 28 | 7 |
| Additional Class rooms | 414 | 38 | 59 | 54 | 140 | 123 |

As can be seen from the above table only 92 out of 232 primary school buildings, 28 out of 54 upper primary school buildings and 140 out of 414 additional class rooms had been completed despite availability of funds indicating deficiency on the part of the Department. The work on construction of 258 school buildings/additional class rooms and CRCs started between 2006-07 and 2010-11, which were to be completed within six months, was lying incomplete at various stages of construction. Work on the construction of 70 primary schools, seven upper primary schools, 123 additional class rooms and two CRC's sanctioned during the period 2006-12 had not been taken up at all. Further, slow progress made with regard to construction works could be gauged by the fact that no new work was taken up for execution in any of the zones during the year 2011-12, though 65 works with regard to construction of primary schools and additional class rooms had been targeted during the year 2011-12. As a result of the slow pace of construction of building, the gap between the requirement and availability could not be reduced. Thus, non-completion of works rendered the entire expenditure incurred on these works as unfruitful besides the intended facilities could not be provided to the school going children. As per the SSA guidelines, the civil works were to be executed through Village Education Committees (VECs)/School Management Committees (SMCs). The payments were to be made in four phases for primary school and upper primary schools and in three phases for additional classrooms. However due to absence of active VECs, adequate community participation as required under scheme guidelines could not be ensured. Audit analysis of delays in construction of buildings in Chadoora zone revealed that seven works relating to school buildings/additional class rooms, for which funds to the tune of ₹ 54.41 lakh had been received during the period 2006-11, could not be taken due to non-availability of land. This indicated that the buildings had been included in the

Plan without ensuring availability of land, which resulted in non-utilisation of the allotted funds for the intended purpose.

The CEO stated that half hearted involvement of VECs and socio-political scenario were the biggest hurdles in smooth execution of construction works.

◆ Basic amenities in the schools

For carrying out minor repairs, maintenance of school buildings and for the improvement of infrastructure like toilets, drinking water, boundary walls and ramps etc., funds are provided to schools as School Maintenance Grant (SMG) under SSA. During the period 2007-12, ₹ 3.42 crore had been released to CEO, Budgam under SMG for improvement and maintenance of infrastructure out of which ₹ 3.12 crore had been spent. Despite this, there were still critical deficiencies in providing basic amenities in the schools. At the district level majority of the schools at the elementary level had not the basic minimum amenities as detailed in **Table 14** below:-

Table-14

(In number)

| Category of schools | No of schools | Common toilets (Percentage) | Separate toilets (Percentage) | Drinking water (Percentage) | Electricity (Percentage) | Access ramps (Percentage) |
|------------------------------|---------------|-----------------------------|-------------------------------|-----------------------------|--------------------------|---------------------------|
| Primary schools | | | | | | |
| 2007-08 | 631 | 134 (21) | 18 (3) | 418 (67) | NA | 61 (10) |
| 2011-12 | 712 | 241 (34) | 36 (5) | 712 (100) | 58 (8) | 59 (8) |
| Upper primary schools | | | | | | |
| 2007-08 | 353 | 167 (47) | 55 (16) | 205 (58) | NA | 97 (27) |
| 2011-12 | 434 | 254 (60) | 173 (41) | 434 (95) | 30 (7) | 151 (35) |

(Source: Department)

The facilities and basic amenities in the schools at primary level and upper primary level were lacking in most of the schools. Out of 712 primary schools 241 schools were having toilet facility (34 *per cent*) and only 36 schools had separate toilet facilities (5*per cent*). Electricity was available in 58 schools (8 *per cent*). Other facilities like access ramps, play grounds and boundary walls were also not fully available in schools as detailed above. At the upper primary level, out of 424 schools, 254 schools were having toilet facility (60 *per cent*) and separate toilet facility was available in 173 schools (41 *per cent*), electricity was available in 30 schools (seven *per cent*). The facilities for carrying out extra-curricular activities were also deficient in most of schools as indicated above. There had been a marginal improvement in providing basic amenities in schools during the period 2007-08 to 2011-12. An on the spot check of status of basic amenities in the sampled test checked schools visited by the audit revealed many deficiencies, which are mentioned in **Table 15** below:-

Table-15

(In number)

| Category of schools | Schools visited | Common toilets | Separate toilets | Drinking water | Access ramps | Play ground | Boundary wall |
|---------------------|-----------------|----------------|------------------|----------------|--------------|-------------|---------------|
| Primary | 31 | 05 | 04 | 12 | 01 | 03 | 02 |
| Upper primary | 16 | 15 | 06 | 14 | 06 | 07 | 05 |

As can be seen, huge deficiencies existed at the ground level in respect of provision of basic amenities in the schools.

The CEO Budgam admitted that the schools at elementary level were deficient in facilities and same were being improved in phased manner.

♦ **Availability of classrooms**

As per the norms, there should be a class room for every forty students in the primary and upper primary schools. Data relating to infrastructure showed that 390 schools (34 per cent) were having two or less classrooms. 78 primary schools (including one upper primary school) were accommodated in single class rooms and 312 primary schools were having only two class rooms. Two schools viz. Primary school Pandith Mohalla, Kanoora and Primary school Bemina, in test checked zones, were having total enrollment of 42 students (I-V classes) each, but all the classes were accommodated in single room and there was no land available in these schools to construct any Additional class rooms (ACR's). Though, the construction of new school buildings was an ongoing process, the schools with one to two class rooms as detailed below were not provided suitable accommodations or ACRs, though land for additional class rooms was available in 520 schools. The construction of school buildings was to be prioritized in such a manner so as to provide better accommodation for housing these schools before opening of new schools or upgradation as middle schools. The status at district level as of March 2012 is given in the **Table 16** below:-

Table-16

(In number)

| School category | Number of class rooms | | |
|-----------------|-----------------------|------------|--------------------|
| | One room | Two rooms | More than two room |
| Primary | 77 | 297 | 339 |
| Upper primary | 1 | 15 | 418 |
| Total | 78 | 312 | 757 |

It was also seen that 1534 class rooms of the schools required major/ minor repairs as detailed in **Table 17** below:-

Table-17

(In number)

| School category | Total classrooms | Good condition | Requiring minor repairs | Requiring major repairs | Total rooms requiring repairs |
|-----------------|------------------|----------------|-------------------------|-------------------------|-------------------------------|
| Primary | 1796 | 1155 | 506 | 135 | 641 |
| Upper primary | 2330 | 1437 | 668 | 225 | 893 |
| Total | 4126 | 2592 | 1174 | 360 | 1534 |

As seen from above, 360 class rooms required major repairs, 1174 class room required minor repairs.

◆ Pupil Teacher Ratio

As required under norms, there should be at least two teachers for every primary school and a teacher for every class in upper primary schools. Besides, there should be one teacher for every forty students in the primary schools.

At district level, 46 out of 712 primary schools were run by a single teacher. The teacher student ratio in the district stood at 1:13 against the prescribed norm of 1:40. The shortage of teachers in various schools on the one hand and excessive teacher student ratio on the other, indicated irrational deployment of the teachers.

There was no equity in the deployment of staff in the schools of different zones as the teacher student ratio in the zones was varying. The Pupil-Teacher ratio (PTR) in respect of zones nearer to District headquarters and urban areas like Budgam, Chadoora, BK Pora zones was low as compared to other zones and was in the range of 1:06 to 1:10.

It was also interesting to note that though the teacher student ratio was much lower than the prescribed norms due to over staffing of teachers in the schools, yet there were about seven schools in different zones of the district which were having teacher student ratio higher than the norm of 1:40. Against the total enrollment of 1015 students in these schools, there were 23 teachers available for imparting education to these students which on the average was in the ratio of 1:44 during the year 2011-12.

In the sampled 31 primary schools, 23 schools were having teachers in excess of norms and PTR ratio ranged upto 1:28.

The schools, PS Haja Mohalla (32 students), PS Mir Mohalla Nagbal (63 students) and PS Dard Pora (seven students) were run by a single teacher each. On the contrary, PS Baginder HumHama had five teachers for 28 students.

Similarly, in 16 sampled Upper Primary Schools, the PTR ratio in 15 schools ranged between 1:7 and 1:35, which was in excess of norms.

At district level, against the enrollment of 43,413 students at primary level ending 2011-12, there were 3,396 working teachers with a pupil teacher ratio of 1:12. At the upper primary level, there was an enrollment of 24,878 students and there were 2123 teachers with a PTR of 1:12. The details are given in **Table 18** below:-

Table-18

(In number)

| Category | Students enrolled | Sanctioned posts | | | Working staff | | | Teacher-Pupil Ratio |
|---------------|-------------------|------------------|------|-------|---------------|------|-------|---------------------|
| | | State | SSA | Total | State | SSA | Total | |
| Primary | 43413 | 2644 | 1034 | 3678 | 2362 | 1034 | 3396 | 1:12 |
| Upper primary | 24878 | 1349 | 999 | 2248 | 1124 | 999 | 2123 | 1:12 |

When PTR is compared with number of schools and entitlement of teachers, it was seen that against the total number of 726 schools at primary level, there was an entitlement for 1514 teachers against which there were 3396 teachers working in the primary school as detailed in **Table 18** and **Table 19**:

Table-19

(In number)

| Enrollment 1-60 | | Enrollment 61-90 | | Enrollment 91-120 | | Enrollment 151-200 | | Total | |
|-------------------|----------------------------------|-------------------|----------------------------------|-------------------|----------------------------------|--------------------|---|-------------------|-------------------------|
| Number of schools | Entitlement of teachers 2/school | Number of schools | Entitlement of teachers 3/school | Number of schools | Entitlement of teachers 4/school | Number of schools | Entitlement of teachers 5/school+1 head teacher | Number of schools | Entitlement of teachers |
| 674 | 1348 | 43 | 129 | 8 | 32 | 1 | 5 | 726 | 1514 |

Similarly, for upper primary schools, there is a requirement of subject specific teachers and part time instructors for each school as detailed in **Table 20** below:-

Table-20

(In number)

| Enrollment | | | | | | | | | |
|-------------------|---|----------------|----------|-------|------------------------------|---|-------------------------------|----------------|-------|
| Number of schools | Entitlement of subject specific teachers per schools (one each for) | | | | | Entitlement of part time instructors per school | | | |
| | Science and math | Social studies | Language | Total | Entitlement of head teachers | Art Education | Health and physical education | Work education | Total |
| 421 | 284 | 284 | 284 | 852 | 15 | 421 | 421 | 421 | 1263 |

Against the entitlement of 852 subject specific teachers and 1263 part time instructors, there were 2123 teachers at the upper primary level.

Teachers Training

A teacher need to be more equipped with knowledge and facilities for children so that teacher may become a facilitator. It was seen that as of March 2012, out of 3396 teachers at primary level, 1982 teachers (58 *per cent*) had been trained and out of 2123 teachers at upper primary level, 1809 teachers (88 *per cent*) had been imparted training.

The CEO stated that the Department is ensuring rationalization of teacher distribution and embedding efficacy in teachers.

♦ Rashtriya Madhyamik Shiksha Abhiyan (RAMSA)

The vision for secondary education is to make good quality education available, accessible and affordable to all young persons in the age group of 14-18 years and inter-alia provides for;

- Secondary school within a reasonable distance of any habitation, which should be five kilometer for Secondary schools and seven to 10 kilometers for higher secondary schools and to ensure universal access of secondary education by 2017 (GER of 100 *per cent*), and Universal retention by 2020.

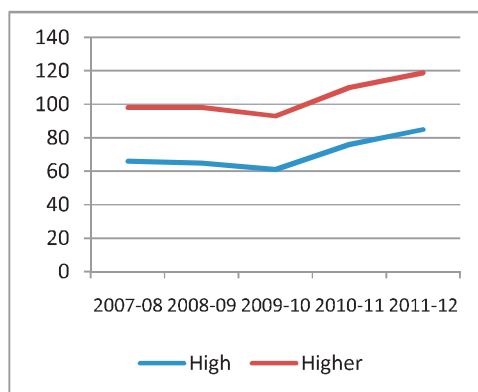
School Spread

Secondary Education is a crucial stage in the educational hierarchy as it prepares the students for higher education. Classes IX and X constitute the secondary stage, whereas classes XI and XII are designated as the higher secondary stage. Number of High schools and Higher Secondary Schools and enrollment of students at high and higher secondary level during the period 2007-08 to 2011-12 was as detailed in **Table 21** below:-

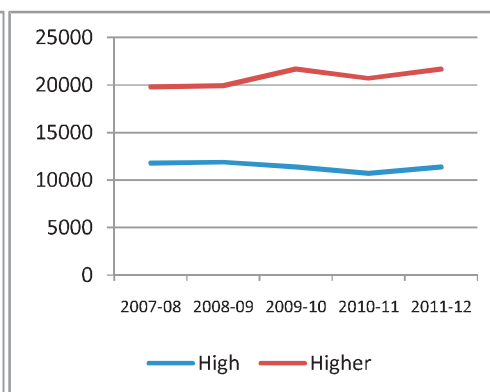
Table-21

| Year | Category of schools | No of schools | Total | (In number) | |
|---------|---------------------|---------------|-------|-------------------------|-------|
| | | | | No of students enrolled | Total |
| 2007-08 | High | 66 | 98 | 11800 | 19810 |
| | Higher secondary | 32 | | 8010 | |
| 2008-09 | High | 65 | 98 | 11892 | 19913 |
| | Higher secondary | 33 | | 8021 | |
| 2009-10 | High | 61 | 93 | 11384 | 21665 |
| | Higher secondary | 32 | | 10281 | |
| 2010-11 | High | 76 | 110 | 10699 | 20715 |
| | Higher secondary | 34 | | 10016 | |
| 2011-12 | High | 85 | 119 | 11384 | 21665 |
| | Higher secondary | 34 | | 10281 | |

Schools during 2007-12



Enrollment during 2007-12



There existed wide disparity in schooling facility in different areas of the district particularly in the topographically disadvantaged areas. There was no easy access for students at high and higher secondary levels as detailed in **Table 22** below:-

Table-22

| No of villages | No of high schools | No of higher secondary schools | (In number) | |
|----------------|--------------------|--------------------------------|--|--|
| | | | No of villages without High school within 5 kms (per cent) | No of villages without a Higher Secondary School within 7kms (percent) |
| 496 | 61 | 32 | 206 (43) | 246 (50) |

Evidently, there was no easy access as in 43 *per cent* of the villages, the high schools were beyond 5 kms and the higher secondary schools were beyond 7 kms in 50 *per cent* villages. Though, a visible expansion had taken place at elementary levels, this had not followed with a parallel expansion at Secondary level.

Infrastructure

At the district level, there was a large scale infrastructural deficiency and gaps in the secondary school education institutions. Almost, all the institutions were operating with an infrastructure much below the requisite standards as detailed in **Table 23** below:-

Table-23

| Type | No of schools | Schools with Library rooms | Schools with computer lab rooms | Subject wise lab rooms | Principal rooms | Girls activity rooms | (In number) | |
|--------------|---------------|----------------------------|---------------------------------|------------------------|-----------------|----------------------|----------------|-----------|
| | | | | | | | Cultural rooms | Art rooms |
| High schools | 85 | 0 | 08 | 0 | 20 | 0 | 0 | 0 |
| HSS | 34 | 25 | 27 | 7 | 17 | 0 | 0 | 0 |

It was observed that the ratio of Elementary to Secondary schools, prior to launch of SSA stood at 9:1, which had declined and reached to 12:1, indicating that the increase in the schools at primarily level had not shown a corresponding increase in the number of schools at secondary level.

Planning

The guidelines lay stress on formulation of perspective plans and annual plans. The scheme planning process envisaged preparation of school level plans, formulation of a data base of availability of manpower, facilities, building status of the schools etc. The school level educational plans are to be consolidated for preparation of a District level Plan. It was seen that Perspective plans and annual plans at the district level had not been formulated. The school mapping and micro planning, habitationwise/ villagewise/ clusterwise/ urbanwise/ slumwise/ wardwise had not been done. Instead funds received under RAMSA had been released to schools without any planning process. The details of funds received under RAMSA and released to different schools are shown in **Table 24** below:-

Table-24

| Year | Opening balance | Receipts | Total | Expenditure | (₹ in crore) | |
|--------------|-----------------|-------------|-------|-------------|-----------------|--|
| | | | | | Closing balance | |
| 2009-10 | Nil | 0.10 | 0.10 | 0.04 | 0.60 | |
| 2010-11 | 0.60 | 0.92 | 0.98 | 0.25 | 0.73 | |
| 2011-12 | 0.73 | 0.44 | 1.17 | 0.99 | 0.18 | |
| Total | | 1.46 | | 1.28 | | |

It was seen that the amounts received *inter-alia* included provision of school grants, minor repairs and for strengthening of drinking water and toilet facilities. Out of total receipt of ₹ 1.46 crore, during the year 2009-10 to 2011-12, ₹ 1.25 crore received for

above purpose and ₹ 1.21 crore had been spent without assessment of actual requirements and availability of baseline data.

4.1.2 Mid Day Meal Scheme

In order to enhance the enrolment, retention and attendance and simultaneously improve nutritional levels among children and to inculcate social values and foster equality, as children learn to sit together and share a common meal, the National Programme of Nutritional Support to Primary Education (NP-NSPE) was launched by the Government of India (GOI) as a Centrally Sponsored Scheme during the year 2004-05. The scheme was extended (April 2005) to cover all the children up to class V in schools and EGS centres. To make up the requirement, the food grains are lifted from Food Corporation of India (FCI) godowns by the State Consumer Affairs and Public Distribution Department (CAPD) and supplied to District Depots for lifting by schools as per their requirement. Funds are released by the Directorate of School Education, Kashmir and DDC, Budgam to the CEO, Budgam who in turn releases them to ZEOs for further disbursement to end-users.

♦ Planning

MDM Scheme guidelines assign importance to the preparation of Annual Work Plan & Budget (AWP&B), based on information maintained at school level and aggregated in Block, District and State level. It envisages a bottom-up approach, rather than a top-down approach to planning. It was necessary that there is documentation of the process of plan preparation to ensure that these have been prepared at the School level through participatory planning processes. It was, however, noticed that the District Education authorities had not formulated aggregated district AWP&B for the years 2006-07 to 2009-10. AWP&B formulated for the years 2010-11 and 2011-12 were without documentation of the process of plan preparation and there was nothing to suggest that same were prepared on the basis of information maintained at the school level.

The CEO, Budgam stated that the Department had geared up all the functionaries for planning at habitation and school level under MDM, which would serve as basic ingredient for planning at district level and that entire planning mechanism would be documented. The CEO further stated that AWP&B for the years 2006-07 to 2009-10 could not be prepared due to non-availability of trained and skilled manpower.

The non-formulation of the APW&B had led to non-achievement of targets as neither the funds provided were utilized fully nor the daily meals were ensured to the optimum level, as discussed in the succeeding paragraphs.

♦ Financial management

The scheme is funded by GOI and also through the State Sector Plan. The year-wise details of the funds received and expenditure incurred there-against during the period 2007-12 is depicted in **Table 25** below:-

Table-25

(₹ in crore)

| Year | OB | Allocation | | | Total Funds available | Expenditure | | | Closing Balance | Percentage of unspent funds |
|--------------|------|--------------|--------------|---------------------|-----------------------|--------------|-------------|--------------|-----------------|-----------------------------|
| | | GoI | State | Total GOI and State | | GoI | State | Total | | |
| 2007-08 | 0.18 | 2.53 | 0.85 | 3.38 | 3.56 | 1.28 | .085 | 2.13 | 1.43 | 40 |
| 2008-09 | 1.43 | 4.81 | 1.16 | 5.97 | 7.40 | 2.18 | 1.16 | 3.34 | 4.06 | 54 |
| 2009-10 | 4.06 | 2.50 | 2.67 | 5.17 | 9.23 | 0.84 | 2.65 | 3.49 | 5.74 | 37 |
| 2010-11 | 5.74 | 2.75 | 2.06 | 4.81 | 10.55 | 2.70 | 1.51 | 4.21 | 6.34 | 60 |
| 2011-12 | 6.34 | 9.67 | 4.27 | 13.94 | 20.28 | 5.99 | 3.23 | 9.22 | 11.06 | 54 |
| Total | | 22.26 | 11.01 | 33.27 | | 12.99 | 9.40 | 22.39 | | |

As seen from the above, shortfall in utilization of funds ranged between 37 and 60 *per cent* which had resulted in under-coverage of the students during the period.

The component wise details of the funds allotted and expenditure incurred there-against during the period from 2007-08 to 2011-12, under various parameters of the Mid Day Meal Scheme is also given in **Table 26** below:-

Table-26

(₹ in crore)

| Scheme Parameters | Allotment (2007-12) | | | Expenditure (2007-12) | | | Utilisation (Per cent) |
|---|---------------------|-------|-------|-----------------------|-------|-------|------------------------|
| | GoI | State | Total | GoI | State | Total | |
| Cooking Cost | 12.54 | 5.05 | 17.59 | 6.29 | 4.99 | 11.28 | 64 |
| Construction of kitchen shed/store | 2.67 | 3.51 | 6.18 | 1.23 | 2.50 | 3.73 | 60 |
| Kitchen Infrastructure | 0.54 | 0.00 | 0.54 | 0.54 | 0.00 | 0.54 | 99 |
| Transportation charges food grains | 0.47 | 0.00 | 0.47 | 0.17 | 0.00 | 0.17 | 37 |
| Cost of Food grains | 1.44 | 0.00 | 1.44 | 1.07 | 0.00 | 1.07 | 74 |
| Honorarium to cooks | 1.71 | 0.40 | 2.11 | 0.97 | 0.40 | 1.37 | 65 |
| Management Monitoring Expenditure (MME) | 0.22 | 0.00 | 0.22 | 0.12 | 0.00 | 0.12 | 54 |

The GOI assistance received on account of the cooking cost and for construction of kitchen sheds/stores had not been fully utilised and shortfall ranged between 36 and 40 *per cent* respectively. Non-utilisation of funds affected the implementation of the programme and absence of kitchen sheds/stores in the schools had a direct consequence of preparation of meals in open and storage of foodgrains in classrooms.

♦ Cooking Cost

The Cooking Cost was to be shared between the GOI and the State on 75:25 basis. As per the revised food norms and enhancement of cooking cost to Primary & Upper Primary stage in the State with effect from April 2010, the Cooking Cost of meal per child per school day as per State Nutritional expenditure norms are given in **Table 27** below:-

Table-27

| Sl. No. | Food item | Primary | | Upper Primary | |
|--------------|-----------------|------------------|-------------|------------------|-------------|
| | | Quantity (Grams) | Cost (₹) | Quantity (Grams) | Cost (₹) |
| 1. | Food grain rice | 100 | Free | 150 | Free |
| 2. | Pulses | 20 | 00.82 | 30 | 01.07 |
| 3. | Vegetables | 50 | 00.53 | 75 | 00.63 |
| 4. | Oil and Pulses | 5 | 00.46 | 7.5 | 00.52 |
| 5. | Salt | - | 00.14 | - | 00.14 |
| 6. | Fuel | - | 00.30 | - | 00.30 |
| 7. | Egg/Fruit | Twice in week | 00.72 | Twice in week | 00.72 |
| 8. | Other charges | - | 00.58 | - | 00.58 |
| Total | | | 3.55 | | 3.96 |

During the period 2007-08 to 2011-12, against the due amount of ₹ 18.27 crore as cooking cost covering both primary and upper primary students, an amount of ₹ 17.59 crore was released as GOI share and the State share as detailed in **Table 28** below:-

Table-28

(₹ In crore)

| Year | Cost of cooking due | | | Funds released | | | Expenditure | | |
|----------------|---------------------|-------------|--------------|----------------|-------------|--------------|-------------|-------------|--------------|
| | GOI | State | Total | GOI | State | Total | GOI | State | Total |
| 2007-08 | 3.26 | 1.09 | 4.35 | 0.95 | 0.85 | 1.80 | 0.95 | 0.85 | 1.80 |
| 2008-09 | 3.28 | 1.09 | 4.37 | 3.22 | 1.16 | 4.38 | 0.91 | 1.16 | 2.07 |
| 2009-10 | 2.45 | 0.82 | 3.27 | 2.16 | 0.99 | 3.15 | 0.62 | 0.99 | 1.61 |
| 2010-11 | 2.54 | 0.88 | 3.42 | 1.85 | 0.99 | 2.84 | 1.85 | 0.99 | 2.84 |
| 2011-12 | 2.15 | 0.71 | 2.86 | 4.36 | 1.06 | 5.42 | 1.96 | 0.99 | 2.95 |
| Total:- | 13.68 | 4.59 | 18.27 | 12.54 | 5.05 | 17.59 | 6.29 | 4.98 | 11.27 |

The district authorities could utilise only ₹ 11.27 crore (64 *per cent*) of the released amount. This indicated that the cooking cost was allocated in excess of the actual requirement either due to incorrect data relating to enrolment as data furnished by the Department was not reliable or the Department had not assessed the actual number of working days while projecting the demand.

♦ Coverage of children

There was shortfall in coverage of the students under the scheme and the percentage of shortfall in coverage ranged between three and 30 *per cent* during the period from 2006-07 and 2009-10. However, there was no shortfall during the years 2010-11 and 2011-12. The details are given in **Table 29** below:

Table-29

| Year | Enrolment | Covered under MDM | (In number) |
|---------|-----------|-------------------|-------------------------|
| | | | Shortfall (Per cent) |
| 2007-08 | 98755 | 69283 | 30 |
| 2008-09 | 99239 | 82479 | 17 |
| 2009-10 | 74294 | 72525 | 03 |
| 2010-11 | 77054 | 77054 | -- |
| 2011-12 | 65153 | 65153 | -- |

The CEO Budgam, attributed the shortfall in coverage to tough topography and socio-economic barriers existing in the district.

Impact on retention

The main objective of the programme was the retention and improvement of the attendance of the students in the schools. However, it was noticed that there was drop outs of the students among age group of six to 14 years during the period from 2006-07 to 2011-12 detailed in **Table 30** below:-

Table-30

| Year | Drop outs (6-14) | | | (In number) |
|---------|------------------|-------|---------------|-------------|
| | Boys | Girls | Total dropout | |
| 2007-08 | 1097 | 1124 | 2221 | |
| 2008-09 | 1193 | 1174 | 2367 | |
| 2009-10 | 1189 | 1169 | 2358 | |
| 2010-11 | NA | NA | NA | |
| 2011-12 | 985 | 1136 | 2121 | |

The CEO Budgam attributed the decrease in enrolment of students inter-alia to paucity of dedicated and qualified staff in the Government schools at elementary level.

Availability of kitchen-cum-store

Kitchen-cum-store is a vital part of the scheme. Absence of kitchen-cum-store or inadequate facilities would expose children to food poisoning and other health hazards as well as fire accidents. The kitchen-cum-store should be separate from classrooms, preferably located at a safe, but accessible distance. These should be well ventilated and designed so that there is a separate storage facility with locks to check pilferage. It was seen that despite availability of funds the targets for construction of kitchen-cum-store had not been achieved. Against a target of construction of 692 kitchen-cum-store for which ₹ 6.18 crore had been provided during the period 2007-12, only 487 (70 per cent) such units had been completed (March 2012) and in rest of the schools, the meals were prepared in class rooms, private houses and in open spaces, exposing the children to health hazards and also disrupting the regular class work. The class rooms were also being used for storage of food grains.

The CEO stated that the results could not be achieved upto desired level due to the fact that cost estimates for construction of kitchen sheds were much lower than the

market rate and as such the VEC were reluctant to execute the construction works on these costs.

Recommendations

The government/district administration may consider:

- *formulating perspective plans and annual plan on the basis of data collected at school/village/habitation levels;*
- *ensuring basic amenities like toilet facilities, drinking water and school buildings in a time bound manner, construction of school buildings and additional class rooms for which funds are available.*
- *checking the dropout from the schools and to ensure enrolment of out-of school children.*

4.2 Health

Health Department at the District level is controlled by Chief Medical officer who is responsible for providing Health-care services to the people of the District through a network of one District hospital, nine Community Health Centres (CHC), 44 Primary Health Centres (PHC) and 115 Sub-Centres (SC). In addition, there are 10 Allopathic Dispensaries and five Medical aid centres. The health programmes particularly NRHM aim to reduce the infant mortality rate (IMR), maternal mortality rate(MMR) and Total Fertility Rate (TFR) and promote family planning, immunization etc. for population stabilization.

4.2.1 National Rural Health Mission

To bridge the gap between requirement and existing health care facilities, the GOI launched a flagship programme National Rural Health Mission (NRHM) during the year 2005-06. Under the scheme, a District Health Mission, headed by the Chairman of District Development Board and District Health Society (DHS) has also been constituted which oversees the health care activities in the District. The Governing body of DHS is headed by the District Development Commissioner (DDC) and the executive body is headed by the Chief Medical Officer.

The Mission focuses on increased community ownership, decentralization of the programmes, inter-sectoral convergence and improved primary health-care.

♦ Planning

NRHM occupies the central position so far as improvement in health sector is concerned. The Scheme envisages decentralized planning and implementation arrangements so that need-based and community-owned planning in the District is undertaken. District health action plans were to be prepared on the basis of village health action plans and block health action plans on the basis of preparatory studies, mapping of services and house hold and facility surveys to be conducted at village, block and District levels. The surveys were required to be conducted through local community action by involving trained Accredited Social Health Activist (ASHA),

Anganwadi Workers (AWWs), Auxiliary Nursing Midwives (ANMs) etc. to assess the baseline status of the availability of existing health-care facilities in SCs, PHCs and CHCs. An authentic data-base was to be maintained and a mechanism was to be developed for ensuring reliability of the data surveyed so that the same could be utilised for future planning. The District Health Society was also to prepare perspective plan (PP) wherefrom the Annual Action Plan (AAPs) would flow for the entire mission period.

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

On this being pointed out in audit, the Chief Medical Officer (CMO) stated (February 2012) that District Health Action Plans were prepared by a private firm up to 2007-08 as there was no programme management unit in the district. From the years 2008-09 onwards same were prepared in coordination with the Programme Management Units at District and Block levels. The action plans were prepared by Blocks, consolidated by Districts and submitted to State Health Society (NRHM).

♦ **Funding position**

The position of funds provided under NRHM to the district and expenditure incurred thereagainst during the period from 2007-08 to 2011-12 is given in **Table 31** below:-

Table-31

(₹ in crore)

| Year | Opening balance | Receipts | Total | Expenditure | Closing balance (percentage) |
|---------|-----------------|----------|-------|-------------|------------------------------|
| 2007-08 | 0.34 | 2.76 | 3.10 | 1.61 | 1.49 (48) |
| 2008-09 | 1.49 | 3.22 | 4.71 | 2.72 | 1.99 (42) |
| 2009-10 | 1.99 | 4.39 | 6.38 | 4.93 | 1.45 (23) |
| 2010-11 | 1.45 | 6.54 | 7.99 | 6.76 | 1.23 (16) |
| 2011-12 | 1.23 | 8.37 | 9.60 | 8.26 | 1.34 (14) |

The unspent balances at the close of each year during 2007-12 ranged between 14 and 48 *per cent* and an amount of ₹ 1.34 crore was lying un-spent as on March 2012.

♦ **Community participation**

Village Health Sanitation Committee

Village Health and Sanitation Committees (VHSCs) were to be formulated at village level with adequate representation from disadvantaged sections of society viz., women, SC/ST/OBC and minorities etc. The functioning of these VHSCs is vital for the effective implementation of the Mission.

Audit scrutiny of records revealed that against the targeted 462 VHSCs, only 438 VHSCs had been formulated in the District during the period from 2007-08 to 2011-12 indicating a shortfall of 24 VHSCs in the District. Even the VHSCs constituted were not made functional as untied grant of ₹ 10,000 had not been released in favour

of these VHSCs. Further, requisite training had not been imparted to these VHSCs by the Department.

On this being pointed out in audit, the CMO stated (February 2012) that VHSCs were not formulated during the period 2007-08 to 2010-11 and as such no funds were released by the State Health Society for these VHSCs.

◆ Status of Health Centres

A target of providing one Sub-Centre (SC) for a population of 4000 (3000 in tribal areas), one PHC for population of 25,000 (20,000 in hilly and tribal areas) and one CHC for population of 1,00,000 (80,000 in hilly and tribal areas) was set under NRHM. The population of District Budgam as per Census 2011 was 7,35,753 and against the requirement of nine CHCs, 37 PHCs and 245 SCs in the District, nine CHCs, 44 PHCs and 115 SCs existed in the District indicating shortfall of 130 SCs as of March 2012 as indicated in **Table 32** below:-

Table-32

| Particulars | District Hospital | Community Health centres | Public Health centres | (In number) |
|--|-------------------|--------------------------|-----------------------|-------------|
| | | | | Sub-centres |
| Requirement of health centres as per norms | 1 | 9 | 37 | 245 |
| Health centres existing as of March 2012 | 1 | 9 | 44 | 115 |
| Excess (+)/Shortage (-) | - | - | (+) 7 | (-) 130 |

(Source: Department)

To support the health care system of District, there were 10 Allopathic Dispensaries (ADs) functioning as PHCs and four Medical Aid Centres (MACs) functioning as SCs. There were thus, 54 PHCs (including 10 ADs) against required 37 PHCs indicating that 17 PHCs were in excess of norms.

Uneven Health Centre spread

It was observed that health centres in the District had been established irrationally without keeping in view population criteria and without following the norms fixed as detailed in **Table 33** below:-

Table-33

| Block | Population | CHC | | | PHC | | | Sub-Centre | | |
|------------------|------------|-----|----------|-----------------------|-----|----------------|-----------------------|------------|----------------|------------------------|
| | | Due | Existing | Excess(+)/Shortage(-) | Due | Existing | Excess(+)/Shortage(-) | Due | Existing | Excess(+)/Shortage (-) |
| Beerwah | 69144 | 1 | 1 | - | 4 | 5-PHC/ 3-AD | (+) 4 | 23 | 12 | (-) 11 |
| Budgam | 135546 | 0 | 0 | D/H available | 7 | 6-PHC 1-AD | - | 45 | 18-SC 1-MAC | (-) 26 |
| Chadoora | 70529 | 1 | 1 | - | 4 | 7-PHC 3-AD | (+) 6 | 24 | 16 | (-) 8 |
| Charar-i-sharief | 62597 | 1 | 2 | (+) 1 | 3 | 2-PHC 3-AD | (+) 2 | 21 | 12 | (-) 9 |
| Chattergam | 108113 | 1 | 1 | - | 5 | 4 | (-) 1 | 36 | 12 1-MAC | (-) 23 |
| Khag | 46668 | 1 | - | (-) 1 | 2 | 3 | (+) 1 | 16 | 8 | (-) 8 |
| Khansahib | 85874 | 1 | 2 | (+) 1 | 4 | 9 | (+) 5 | 29 | 13 | (-) 16 |
| Magam | 61502 | 1 | 1 | - | 3 | 1 | (-) 2 | 21 | 12 | (-) 9 |
| Nagam | 48000 | 1 | 1 | - | 3 | 4 | (+) 1 | 16 | 7 1-MAC | (-) 8 |
| Soibugh | 75311 | 1 | - | (-) 1 | 4 | 2 | (-) 2 | 25 | 5-SC 1-MAC | (-) 19 |

From the table above, it can be seen that:

- two blocks (Khag and Soibugh) had not been provided with any CHC whereas two blocks (Charar-i-sharief and Khansahab) had one CHC in excess of the admissible norms.
- Eight blocks had PHC's in excess of the norms ranging between one and six PHCs, whereas three blocks (Magam, Chattergam and Soibugh) had lesser number of PHCs.
- All the ten blocks of the District were deficient in SCs with shortage ranging between eight and 26.

On this being pointed out in audit, the CMO, Budgam stated (February 2012) that additional CHCs in Charar-i-sharief and Khansahab blocks had been established in view of topography of the area. The reply could be seen in light of fact that other two blocks were without any CHCs despite availability of requisite population as per norms. Regarding irrational spread of health centres in the district, it was stated that matter had been taken up with higher authorities.

♦ Accommodation for Health Care Centre

Out of 198 health care centres in the District, 141 health care centres were accommodated in rented accommodations (March 2012) as detailed in **Table 34** below:-

Table-34

| Health institution | Number of health centres | Government buildings | (In number) |
|--|--------------------------|----------------------|------------------|
| | | | Rented buildings |
| District Hospital | 01 | 01 | --- |
| CHCs/SDH | 09 | 09 | --- |
| PHCs | 44 | 19 | 25 |
| Allopathic dispensary | 10 | 04 | 06 |
| Medical aid centre | 04 | --- | 04 |
| Sub Centres (SCs) | 115 | 22 | 93 |
| Health institutes internal arrangement | 14 | 01 | 13 |
| DTC | 01 | 01 | --- |
| Total | 198 | 57 | 141 |

All the nine CHCs in the district were accommodated in Government buildings whereas 17 out of 44 PHC's were housed in rented buildings. In addition, out of 115 sub-centres in the district, only 22 sub-centres were accommodated in Government buildings and rest of 93 sub-centres were still accommodated in rented buildings.

During physical inspection of health care centres (CHCs=61; PHCs=20 and SCs=45) audit noticed that most of the health centres of the District were without basic facilities like water supply, electricity, OPD rooms, labour rooms, operation theatre, and laboratories as detailed in **Table 35** below:-

Table-35

| Sl. No. | Particulars of facilities | Number of SCs | Number of PHCs | (In number) |
|---------|---------------------------|---------------|----------------|----------------|
| | | | | Number of CHCs |
| 1. | Water supply | 9 | 15 | 6 |
| 2. | Electricity | 15 | 12 | 6 |
| 3. | Separate toilet facility | 2 | 3 | 4 |
| 4. | OPD rooms | NA | 19 | 6 |
| 5. | Separate wards | NA | 1 | 2 |
| 6. | Operation theatre | NA | 0 | 4 |
| 7. | Labour room | 3 | 13 | 6 |
| 8. | Examination room | 24 | NA | NA |
| 9. | Clinical room | 16 | NA | NA |

NA: Not Applicable

The lack of basic amenities in the health care centres indicated that proper medical care was a distant dream despite substantial expenditure having been incurred through the Mission during last five years.

◆ Diagnostic facilities/ equipment available at health centres

Health care centres up to the level of CHCs and PHCs are required to provide all diagnostic/ examination facilities. It was however observed that against 53 health care centres (CHCs: 9 and PHCs: 44) in the district, X-ray facilities were available in 15 health centres, USG facilities in eight health centres and ECG facility in 15 health centres only, as detailed in **Table 36** below:-

Table-36

| Sl. No. | Diagnostic equipment/facility | Required | | | Available | | | (In number) |
|---------|-------------------------------|----------|-----|-------|-----------|-----|-------|-------------|
| | | PHC | CHC | Total | PHC | CHC | Total | Shortage |
| 1. | X-ray facility | 44 | 9 | 53 | 7 | 8 | 15 | 38 |
| 2. | Dental unit | 44 | 9 | 53 | 26 | 8 | 34 | 19 |
| 3. | USG | NA | 9 | 9 | 1 | 7 | 8 | 1 |
| 4. | ECG | 44 | 9 | 53 | 9 | 6 | 15 | 38 |

NA: Not Applicable

While diagnostic facilities were partially available in the health centres particularly at the CHCs, 14 PHCs were without any diagnostic facilities. Audit noticed that the laboratory facility was available in 12 out of 20 PHCs and in all six CHCs of the sampled PHCs/ CHCs. Nine PHCs were still without laboratory facility indicating that patients at these health centres were treated in absence of diagnostic facilities.

◆ Staff position

Better health care facilities can be ensured through required manpower under Indian Public Health Standards (IPHS) norms at all the health centres. The position of manpower sanctioned for the health centres in the district and available in the district as on March 2012 given in **Table 37** below:-

Table-37

(In number)

| Sl. No. | Category of posts | Sanctioned | | | Men-in-position | | | Shortage | | | |
|---------|----------------------|------------|------|-------|-----------------|------|-------|----------|------|-------|------------|
| | | State | NRHM | Total | State | NRHM | Total | State | NRHM | Total | Percentage |
| 1 | Physician specialist | 8 | - | 8 | 05 | - | 05 | 06 | - | 03 | 38 |
| 2 | Surgeon specialist | 8 | - | 8 | 7 | - | 7 | 01 | - | 01 | 12 |
| 3 | Gynaecologist | 8 | - | 8 | 03 | - | 03 | 5 | - | 5 | 62 |
| 4 | Pediatrician | 8 | 1 | 9 | 0 | 1 | 1 | 8 | 0 | 8 | 89 |
| 5 | Anesthesia | 8 | - | 8 | 4 | - | 4 | 4 | - | 4 | 50 |
| 6 | Ophthalmologist | 4 | - | 4 | 0 | - | 0 | 4 | - | 4 | 50 |
| 7 | Orthopedic | 5 | - | 5 | 0 | - | 0 | 5 | - | 5 | 100 |
| 8 | B-grade MCH | 2 | - | 2 | 1 | - | 1 | 1 | - | 1 | 50 |
| 9 | Asstt surgeon | 172 | 29 | 201 | 121 | 26 | 147 | 51 | 3 | 54 | 27 |
| 10 | Dental surgeon | 62 | - | 62 | 60 | - | 60 | 2 | - | 2 | 03 |
| 11 | Pharmacist | 196 | - | 196 | 164 | - | 164 | 32 | - | 32 | 16 |
| 12 | X-ray tech | 17 | 18 | 35 | 5 | 14 | 19 | 12 | 4 | 16 | 46 |
| 13 | Jr. nurse | 101 | - | 101 | 53 | - | 53 | 48 | - | 48 | 48 |
| 14 | FMPHW | 97 | - | 97 | 89 | - | 89 | 8 | - | 8 | 8 |
| 15 | Male MPHW | 19 | - | 19 | 18 | - | 18 | 1 | - | 1 | 5 |
| 16 | Radiographer | 5 | - | 5 | 1 | - | 1 | 4 | - | 4 | 80 |
| 17 | ANM | 10 | - | 10 | 0 | - | 0 | 10 | - | 10 | 100 |
| 18 | ISM doctors | - | 35 | 35 | - | 34 | 34 | - | 1 | 1 | 3 |
| 19 | Staff nurses | - | 55 | 55 | - | 27 | 27 | - | 28 | 28 | 51 |
| 20 | Lab/technician | 45 | 30 | 75 | 31 | 19 | 50 | 14 | 11 | 25 | 33 |

From the above it is revealed that there was shortage of manpower in almost all the categories of posts, viz., Specialists, Medical officers, Assistant Surgeons, Technicians and other paramedical staff. The overall shortage of manpower in the health centres ranged between three and 100 *per cent*. The shortage was high in specialists, staff nurses and technicians. Audit noticed that the CHCs were being manned mostly by Surgeon specialists and physician, gynecologist and paediatrician specialists were not provided to the extent required. Likewise Sub centres required to have at least two ANMs were mostly being run by FMPHWs.

The shortage of manpower *vis-a-vis* IPHS norms in respect of test-checked health centres is given in **Table 38** below:-

Table-38

(In number)

| Sl. No. | Particulars | Required sanctioned strength | Staff available | Shortage (Percentage) |
|--------------------------|-----------------------------|------------------------------|-----------------|-----------------------|
| CHC's (Sample 06) | | | | |
| 1. | Surgeon specialist | 6 | 4 | 2 (25) |
| 2. | Physician specialist | 6 | 4 | 2 (25) |
| 3. | Obstetrician/ Gynaecologist | 6 | 4 | 2 (25) |
| 4. | Pediatrician | 6 | 4 | 2 (25) |
| 5. | Anesthetist | 6 | 4 | 6 (25) |
| 6. | Eye Surgeon | 6 | 0 | 6 (100) |
| PHC (sample: 20) | | | | |
| 1. | Medical Officer | 20 | 20 | - |
| 2. | Staff Nurse | 20 | 7 | 13 (65) |

| | | | | |
|------------------------|-----------------------|----|----|----------|
| 3. | Pharmacist | 20 | 18 | 02 (10) |
| 4. | Laboratory Technician | 20 | 9 | 11 (55) |
| 5. | Health Worker | 20 | 15 | 05 (25) |
| 6. | Health Educator | 20 | 4 | 16 (80) |
| 7. | Health Assistant | 40 | 3 | 37 (92) |
| 8. | Clerk | 40 | 0 | 40 (100) |
| SC (Sample: 45) | | | | |
| 1 | Health worker female | 45 | 40 | 05 (11) |
| 2 | Health worker male | 45 | 19 | 26 (58) |
| 3 | Voluntary worker | 45 | 10 | 35 (77) |

NA: Not Applicable

The huge shortage of manpower in the health centres affect adversely impacted the effective implementation of Mission.

◆ Engagement of ASHAs

Under the Mission, one trained Accredited Social Health Activist (ASHA) per 1000 souls was to be provided in each village who is supposed to act as an interface between the community and the public health system. The job of ASHA includes mobilisation of children for vaccination, encouraging institutional deliveries, increasing antenatal checkups etc. ASHAs under the Mission are to be paid out of the funds provided under Immunization and *Janani Suraksha Yojna (JSY)* on the basis of number of cases of immunization, institutional deliveries etc. brought by them.

Against the sanctioned requirement of 824 ASHAs, 812 ASHAs had been engaged in the District as of March 2012. Of the engaged ASHAs, 662 had undergone Module-I and Module-II trainings, whereas no training for Module III and IV had been imparted to any of the ASHAs during the period 2007-08 to 2011-12. The drug kits had been provided to only 715 ASHAs during the same period. Audit scrutiny further revealed that although there had been marginal increase in registration of pregnant women from 14990 in 2007-08 to 16187 in 2011-12 yet there was a shortfall in institutional deliveries which was in the range of 41 *per cent* during the period 2007-12 indicating under performance of ASHA's in the District.

On this being pointed out in audit, the CMO stated (February 2012) that under performance of ASHAs was during initial stages of the programme and was now improving.

CHCs as First Referral Units (FRUs)

To provide accessible, affordable and accurate health care facilities at sub-district levels/block levels, the CHCs at the sub district levels were to be equipped with requisite specialists like physician, surgeon, specialists, Gynaecologists, Anesthetists etc., as per IPHS norms. Besides, the CHCs were to be provided with blood storage facility and cesarean section. Audit noticed that none of the CHCs was provided requisite strength of specialists in accordance with the IPHS norms (March 2012) as detailed in **Table 39** below:-

Table-39

| Sl. No. | Name of CHC | B-grade specialists | | | (In number) |
|---------|----------------------|---------------------|-------------|--------|-------------------------|
| | | Sanctioned | In-position | Vacant | Blood storage facility |
| 1. | CHC Charar-i-sharief | 7 | 5 | 2 | No |
| 2. | CHC pakharpora | 7 | 0 | 7 | No |
| 3. | CHC Nagam | 7 | 2 | 5 | No |
| 4. | CHC Chadoora | 6 | 5 | 1 | Yes |
| 5. | CHC Kremshore | 6 | 1 | 5 | No |
| 6. | CHC Khansahib | 7 | 2 | 5 | No |
| 7. | CHC Magam | 5 | 3 | 2 | No |
| 8. | CHC Beerwah | 5 | 2 | 3 | Yes (non-functional) |

To upgrade the CHCs as First Referral Unit (FRU), the CHCs are to be provided with complete obstetric care and blood storage facility. It was observed in audit that only two CHCs Chadoora and Beerwah out of nine CHCs had blood storage facilities and most of the LSCS (Cesarian) surgeries were being done at District hospital only.

Data analysis showed that, at district level, out of 1354 LSCS done during 2008-12, 462 surgeries were carried out at District Hospital Budgam and balance 892 surgeries were done at CHCs. However, LSCS were mainly carried out at CHC Chadoora (644) and in CHCs Charar-i-sharief (86), Beerwah (100), Magam (47) and Khansahib (15). The CHCs Charar-i-sharief, Khansahib and Magam had conducted LSCS without availability of blood storage facilities in these CHCs. Thus, only one CHC (Chadoora) out of nine had been functioning as FRU.

Thus better health care facilities could not be provided at CHCs and the patients had to be referred to district hospital and associated hospitals for deliveries etc.

♦ Construction of health centres

To improve the physical infrastructure in health sector, funds were provided under State /District sector, NABARD and NRHM for construction of new health centres like CHCs, PHCs and SCs. The construction works were executed by the Department through agencies like Road and Buildings (R&B) Department, Jammu and Kashmir Projects Construction Corporation (JKPCC), JK Housing Board and JK Police Housing Corporation. The work on construction of 27 health centres (CHCs: five, PHCs: 22) and two additional building accommodation were undertaken in the district during 1997-98 to 2009-10.

Scrutiny of records revealed that:

- ♦ None of the works was completed by the Department as of March 2012.
- ♦ Construction works of ten⁵ PHCs/CHCs started during the period 1997-98 and 2008-09 had been partly completed, however, the ground floor of four PHCs⁶ had been occupied by the Department.

⁵ Wadan, Watrihal, Sholipora, Hayatpora, Dobipora, Kralnewa, Kachwari, Lasjin, Kramshore (PHCs) and Beerwah (CHC)

⁶ PHCs: Wadwan, Dobipora, Kralnewa and Lasjin

- ◆ Work on construction of PHC Kralpora approved during the year 2006-07 had not been taken as of March 2012.

Unfruitful expenditure on incomplete schemes

Audit analysis of test checked works revealed that there were improper planning and other impediments in completion of works as mentioned below:

- The construction of PHC at Lassipora was allotted during 2009-10 for execution to the J&K Police Housing Corporation at an estimated cost of ₹ 1.45 crore. An amount of ₹ 48.44 lakh was released to the agency and the land for the purpose was identified (2009-10) by the Revenue Department. Audit noticed that construction of the CHC had been stopped (February 2010) midway after incurring an expenditure of ₹ 10 lakh due to a land dispute at site which had not been settled as of March 2012. Thus improper planning in providing encumbrance free land for construction of PHC resulted in non completion of the project thereby depriving the local population of the targeted benefits.

The CMO Budgam stated (February 2012) that work at site had to be stopped due to emergence of land dispute as a result of this the site for the construction of said PHC was changed. The reply was not tenable as expenditure of ₹ 10 lakh incurred was rendered unfruitful and of ₹ 48.44 lakh released for the work had remained blocked with the JKPHC.

- The work for the construction of PHC Kralpora was allotted (2006-07) to JKPC at an estimated cost of ₹ 30 lakh. Audit noticed that despite release of ₹ 19.50 lakh during the period 2007-08 to 2010-11 to the executing agency, the construction work had not been started as of March 2012 due to non identification of land by the Department. Though, the matter had come up for discussion in the various District Development Board meetings, the land had not been acquired. Inability to arrange land for the PHC during last five years indicated poor planning on part of the Department. The CMO stated (February 2012) that matter had been taken up with District Administration and work would be restored as soon as the land issue was solved.
- The construction of PHC Wadwan had been taken up for execution under District sector during the year 1997-98 at an estimated cost of ₹ 1.20 crore and allotted to PWD (R&B) Department. It was observed in audit that an expenditure of ₹ 1.17 crore had been incurred on the construction of the building during the period. The main building of the PHC had been completed and inner finishing items were in progress as of March 2012. There was a considerable delay in the completion of construction work which had resulted in revision of cost twice from initial estimated cost of ₹ 0.40 crore to ₹ 0.67 crore (2006-07) and finally to ₹ 1.20 crore resulting in cost escalation of ₹ 0.80 crore and denial of intended benefits of the project to the populace of area for over a decade.

The CMO Budgam stated (February 2012) that due to delay in construction of PHC building in time the estimates had got revised twice. The reply is not

convincing as the delay indicated deficiency of the Department in completion and commissioning of the building.

◆ Institutional deliveries

For ensuring safe deliveries and to avoid maternal and neonatal deaths, pregnant women were to be encouraged for preferring institutional deliveries and were to be provided cash assistance at the time of delivery for meeting expenses at the health institution. The cash assistance was also to be provided to ASHA for motivating pregnant women towards institutional deliveries and accompanying her at the time of antenatal checkups during pregnancy and staying with pregnant women at the time of delivery and providing BCG vaccination to the new born. The details of institutional deliveries and payments made to the beneficiaries during the period 2007-08 to 2011-12 are given in the **Table 40** below:-

Table-40

| Sl. No. | Year | Registered pregnant women | Institutional deliveries | | Home Deliveries | (In number) | |
|---------|--------------|---------------------------|--------------------------|--------------|-----------------|---|--------------------------------------|
| | | | Target | Achievement | | Beneficiaries paid (Institutional deliveries) | Beneficiaries Paid (home deliveries) |
| 1. | 2007-08 | 14990 | 11514 | 9127 | 2646 | 1247 | 0 |
| 2. | 2008-09 | 15281 | 11280 | 7716 | 2238 | 176 | 0 |
| 3. | 2009-10 | 17170 | 13020 | 5434 | 1575 | 4154 | 0 |
| 4. | 2010-11 | 15879 | 11800 | 5775 | 1746 | 6144 | 289 |
| 5. | 2011-12 | 16187 | 12014 | 3841 | 660 | 6278 | 289 |
| | Total | 79507 | 59628 | 31893 | 8865 | 17999 | 578 |

As seen from the above table, against a target of 59628 institutional deliveries, 31893 (54 *per cent*) had been carried out in the health centres of the district. Against 31893 cases of institutional deliveries, compensation under the scheme had been paid in 17999 (56 *per cent*) cases only during the period 2007-08 to 2011-12. The assistance had also been paid in 578 cases of home delivery cases during the period 2010-12, which was against the spirit of the scheme and defeated aims of encouraging institutional deliveries. The shortfall in institutional deliveries was due to the fact that out of 44 PHCs only four PHCs had the facility of round the clock delivery services to carry out normal/ assisted deliveries.

On this being pointed out in audit, the CMO stated (February 2012) that non-availability of delivery services was mainly due to shortage of man-power and non-availability of infrastructure facilities at the PHCs

◆ Antenatal checkups

Early registration of pregnant women and detection of complications during pregnancy by four prescribed antenatal checkups is an important intervention for preventing maternal mortality and morbidity. The pregnant women were to be registered within First trimester of the pregnancy (12th week). Thereafter, the registered women are to receive four antenatal checkups, first at the time of registration, second at around 26th week, third at around 32nd week and fourth at

around 36th week. Besides, all the registered women were to receive full doses of iron folic acid tablets, vitamin supplements and tetanus toxoid (TT). The prophylactic against anemia in pregnant women requires daily doses of Iron folic acid tablets. The details of pregnant women, checkups received and medicinal doses provided are given in **Table 41** below.

Table-41

(In number)

| Year | No. of registered pregnant women | Antenatal checkups received by pregnant women (Percentage) | No. of women given TT (Percentage) |
|---------|----------------------------------|--|------------------------------------|
| 2007-08 | 14990 | 12558(84) | 13990(93) |
| 2008-09 | 15281 | 12881(84) | 15201(99) |
| 2009-10 | 17170 | 15770(92) | 17100(99) |
| 2010-11 | 15879 | 13447(85) | 15500(98) |
| 2011-12 | 16187 | 12033(74) | 16160(99) |

The number of women registering themselves at the health centres had increased from 14,990 during 2007-08 to 16,187 during 2011-12. Number of pregnant women receiving antenatal checkups during pregnancy from the stage of registration to final 36th week period ranged between 74 and 92 *per cent* during 2007-08 to 2011-12. It was further observed that TT dose had been given to registered women ranged between 93 and 99 *per cent*.

♦ Traditional Health Care System - Indian System of Medicine (ISM)

Health care facilities in the District in addition to allopathic system were being provided through traditional means under the ambit of Indian System of Medicine. There were 31 Unani dispensaries as of March 2012 under the overall control of Assistant District Medical Officer (ADMO).

As per the ISM requirements, the Regimental Therapy/ puch karma facilities such as Cupping, Leaching Venesection etc were required to kept available at all these dispensaries with trained manpower and separate accommodation. Audit noticed that no such facilities were available at any of these dispensaries or at the district level and no separate AYUSH unit had been established in the District. However, one ISM doctor had been posted in the District Hospital for this purpose without having basic facilities for diagnosing patients. The ADMO stated (July 2012) that the Department was going to provide medical aid facilities at every institution under AYUSH norms.

Accommodation status of Unani Dispensaries

There are 26 Unani Dispensaries in the District which were opened decades back. Out of these, 16 dispensaries (62 *per cent*) were running from rented buildings with insufficient accommodation and no separate rooms for clinical and examination of patients etc. was available in these dispensaries. These rented buildings lack the basic amenities like electricity, water supply, etc. On this being pointed out in audit, the ADMO stated (July 2012) that the question raised in this regard was based on facts.

Shortage of manpower

The Unani Dispensaries are required to function parallel to PHCs to promote regimental therapies, local health traditions. However, in absence of required qualified staff, the department had not been able to achieve the intended objectives. The requirement of staff and effective strength thereof in various cadres of ISM as of March 2012 is given in **Table 42** below:-

Table-42

| Cadre | Requirement | Effective | Vacancy |
|-----------------|--------------------|------------------|----------------|
| Medical Officer | 31 | 26 | 05 |
| Sr. Hakim | 31 | 12 | 19 |
| Asstt. Hakim | 31 | 11 | 20 |
| Pharmacist | 31 | 26 | 05 |
| Nursing Orderly | 31 | 10 | 21 |

From the above it is seen that shortage of staff existed in categories of posts which affected adversely in providing the basic health care at these institutions. The ADMO stated (July 2012) that the matter would be taken up with the Government for creation of posts.

Performance of Unani Dispensaries

The position of patients treated at the Unani Dispensaries in the district during the period from 2007-08 to 2011-12 is given in **Table 43** below:-

Table-43

| Year | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|---|----------------|----------------|----------------|----------------|----------------|
| Patients treated | 201551 | 211833 | 173118 | 155929 | 146003 |
| Number of Dispensaries ⁷ | 33 | 33 | 33 | 33 | 33 |
| Ratio of patients attending each Dispensary | 6108 | 6419 | 5248 | 4725 | 4424 |
| Revenue realized (₹) | 0 | 0 | 60638 | 159948 | 177640 |

As is evident from the above table, the number of patients attending these Dispensaries had shown a decreasing trend from 2007-08 (201551) to 2011-12 (146003). This was attributed to lack of adequate facilities at the dispensaries for which no concrete steps had been taken at District level to address the issue. The ADMO attributed decreasing trend of patients to non-availability of Medical officers/paramedical and shifting manpower to dispensaries run on internal arrangement.

⁷ Includes two Ayush and Homeopathy units

Recommendations

The Government/District administration may consider to:

- *formulate a long term Perspective Plan to implement NRHM in a scientific way;*
- *provide infrastructure facilities like labour rooms, operation theatre, laboratories etc. in CHCs, PHCs and SCs in the rural areas so as to check the outflow of patients to urban areas; and*
- *strengthen immunisation and maternal health care facilities and make performance of ASHAs effective through reviewing time to time.*

4.3 DRINKING WATER SYSTEM

The Public Health Engineering Department is entrusted with implementation, augmentation and maintenance of various schemes funded by the GOI and the State Government for providing potable water to the habitation of the District. The Accelerated Rural Water Supply Programme (ARWSP) was modified as National Rural Drinking Water Programme (NRDWP) for the Eleventh five year Plan period. The scheme aimed at providing every rural person with adequate water for drinking, cooking and other domestic basic needs on a sustainable basis. The main objectives of the scheme were to:-

- Increase economic productivity and improve public health;
- Enhance access to safe and adequate drinking water particularly for the most vulnerable and deprived groups in the society;
- Ensure permanent drinking water security in rural areas by augmenting existing drinking water sources and conjunctive use of ground water, surface water;
- Adopt rainwater harvesting based on village water budgeting and security plan prepared by the community/local government; and
- Ensure water potability, reliability, sustainability, convenience, equity and consumers preference while planning for a community based water supply system.

4.3.1 Accelerated Rural Water Supply Programme (ARWSP)/ National Rural Drinking Water Programme (NRDWP)

The Centrally Sponsored Scheme (CSS) Accelerated Rural Water Supply Programme (ARWSP) was taken over by a new CSS 'National Rural Drinking Water Programme' (NRDWP) from the year 2009-10. The following are the audit findings:

♦ Planning

Non-formulation of Village Water Supply Committee and District Water and Sanitation Mission (DWSM)

As per the guidelines of NRDWP, a District Water and Sanitation Mission (DWSM) is to be constituted at the district level and registered as a Society. The DWSM had to consolidate the entire village water security plans and analyze and prepare a district based water security plan. A village water security plan was to be formulated by

community taking into consideration the present water availability, reliability and its different usage and equity by Village Water and Sanitation Committee. Apart from this, Village Action Plans (VAP) are to be prepared by village community/*Pani Samiti* with the help of NGOs. These were to include the demographic, physical features, water sources and other details of the village, available drinking water infrastructure and gaps, proposed work to augment the existing infrastructure and water sources, funding by dovetailing various funds available at village level and requirement of funds from rural water supply programmes. The VAPs are required to maintain details of management, operation and maintenance of the systems and sources. Based on all the VAPs of the districts, the District Water Security Plan was to be prepared. It was observed in audit that no such village water supply committee had been established in the District to ensure community participation in planning and implementation of the schemes. Likewise, District Water and Sanitation Mission (DWSM) at the district level meant for overall consolidation of village action plan and monitoring of quality of drinking water had also not been framed. This had resulted, in non-participation of the community in the implementation process.

◆ Financial management

The position of funds received *vis-à-vis* expenditure incurred thereagainst and interest earned on unspent balance during the period from 2007-08 to 2011-12 is given in **Table 44** below:-

Table-44

| (₹ in crore) | | | | | | | |
|--------------|--------------|-----------------|----------|----------|-------|-------------|----------------------|
| Year | Scheme | Opening balance | Releases | Interest | Total | Expenditure | Unspent (Percentage) |
| 2007-08 | ARWSP | NA | 12.45 | - | 12.45 | 10.69 | 1.76 (14) |
| 2008-09 | ARWSP | NA | 19.56 | - | 19.56 | 16.10 | 3.46 (18) |
| 2009-10 | ARWSP/ NRDWP | NA | 18.26 | - | 18.26 | 16.62 | 1.64 (09) |
| 2010-11 | NRDWP | 0.92* | 34.30 | 0.27 | 35.49 | 27.94 | 7.55 (21) |
| 2011-12 | NRDWP | 7.55 | 15.22 | 0.19 | 22.96 | 20.56 | 2.40(10) |

*Unspent NRDWP balances of previous year.

The data showed that non-utilisation of funds ranged between nine and 21 *per cent* during the period 2007-12 indicating deficiency of the Department in the implementation of the scheme. The huge unspent balance of ₹ 2.40 crore as at 31March 2012 is indicative of the fact that the Department was not prepared to utilize the funds in full and to achieve the targets within stipulated time period thus defeating the objectives of the scheme. Further, it was also noticed that the interest earned on the unutilized funds was required to be returned to the funding agency at regular intervals but it was not done so in the District. Out of ₹ 0.46 crore interest earned during the period 2009-12, ₹ 0.40 crore had been utilized towards expenditure on six Water Supply Schemes (WSSs) resulting in creation of parallel budget and the balance ₹0.06 crore has been retained.

♦ Implementation of the Schemes

The position of WSSs under execution during the period 2007-12 under ARWSP and NRDWP is tabulated in **Table 45** below:-

Table-45

| Schemes in hand on 01.04.2007 | New Schemes taken up during 2007-12 | Total | Target coverage | | Schemes completed as of March 2012 | Incomplete schemes |
|-------------------------------|-------------------------------------|-------|-----------------|------------|------------------------------------|--------------------|
| | | | Habitation | Population | | |
| 34 | 41 | 75 | 447 | 7,43,208 | 40 | 35 |

It was seen that out of the 75 schemes, 40 schemes (47 *per cent*) had been completed at an expenditure of ₹ 77.63 crore as of March 2012. The completed schemes had covered 261 villages benefitting 3,95,204 souls. Further, out of 34 schemes taken up during the period prior to 2006-07 at an estimated cost of ₹ 40.32 crore, 28 schemes were completed after a delay of four to eleven years and with a cost-overrun of ₹ 26.20 crore (2011-12). In addition, out of the 24 schemes taken up during 2007-08 and 2008-09 at an estimated cost of ₹ 53.65 crore, only 12 schemes were completed at a cost of ₹ 23.30 crore as of March 2012. The EE attributed non completion of in-hand works to poor funding. The reply is indicative of the fact that the Department had taken up new schemes without ensuring completion of the long pending in-hand schemes. Test-check of schemes revealed cases of unfruitful expenditure as mentioned below:-

Water supply scheme Juhama

Water supply scheme Juhama was taken up for execution during the year 2007-08 under ARWSP at an estimated cost of ₹ 2.21 crore (revised) to benefit three villages with population of 3,845 souls. The scheme was to be sourced from spring and fed to targeted villages by way of a lift scheme and completed within a period of two working seasons. It was seen that ₹ 1.03 crore was incurred on the scheme during the period 2007-08 to 2011-12, mainly on civil components including procurement of pipes and pipe specials, laying and fitting pipes, partly construction of sump and stock for fencing etc. However main component of the scheme viz., construction of sump/pump house and execution of mechanical works for the lifting of water had not been taken up resulting in non-completion of the scheme. In reply, EE stated (August 2012) that effective steps would be taken to get the civil and mechanical components of the scheme completed in near future.

Water supply scheme Gundi Arjun

To provide water connectivity to villages of Gundi Arjun, Ratnipora and Kulhama consisting of population, 1765 souls, water supply scheme Gundarjun had been taken up under ARWSP during the year 2006-07 at a cost of ₹ 34.32 lakh. Test-check of records revealed that up to the year 2006-07, an expenditure of ₹ 12.35 lakh had been incurred on the scheme consisting of civil portion (₹ 6.36 lakh) and Mechanical portion (₹ 6 lakh). During the year 2007-08, ₹ 11.97 lakh were released for the

project, but could not be utilized due to emergence of a dispute at site with the result, no further work could be executed at site since 2006-07. This indicated that water supply scheme had been taken up without ensuring encumbrance free site. The stoppage of work of the scheme rendered ₹ 15.05 lakh⁸ as unfruitful, besides non-accrual of intended benefits to the populace. In reply EE, stated (August 2012) that effective steps would be taken to get the work restarted in near future.

4.3.2 District Sector Schemes

Under the District Sector, 28 water supply schemes were under execution during the period 2007-08 to 2011-12, out of which 15 schemes were taken up prior to the year 2007-08 at an estimated cost of ₹ 39.34 crore. It was observed in audit that out of these 15 WSSs, nine schemes had been completed during the years 2007-08 to 2011-12 after incurring an expenditure of ₹ 16.80 crore. The balance of the 19 schemes taken up during the period 2007-08 to 2011-12 had not been completed and were under execution as of 2011-12. Thus, against the targetted 254 villages with a population of 4,87,926 souls, 115 villages with a population of 1,55,437 souls had been covered as of March 2012.

Test-check of records revealed that non-completion of the projects in time resulted in cost escalation of ₹ 2.04 core during the period 2007-12 in respect of three schemes as detailed in **Table 46** below:-

Table-46

| (₹ in crore) | | | | | |
|--------------|-------------------|------------------|---------------|--------------|-----------------------------------|
| S.No | Schemes | Date of start | Original cost | Revised cost | Cumulative expenditure March 2012 |
| 1. | Chewdara Razwani | Prior to 2007-08 | 3.29 | 3.45 | 1.56 (March 2012) |
| 2. | Chanapora Zabagul | Prior to 2007-08 | 5.31 | 6.24 | 4.56 |
| 3. | Hakinipora | Prior to 2007-08 | 1.05 | 1.99 | 0.83 (March 2011) |
| Total | | | 9.65 | 11.68 | |

It was further seen that no funds had been allotted in respect of two schemes viz., *Chewdara Razwani* and *Hakinipora* beyond March 2010 and March 2011 respectively, thereby rendering the expenditure incurred on these schemes unfruitful.

♦ Unfruitful expenditure

Water supply scheme '*Malikpora Nablal*' was taken up (2008-09) at an estimated cost of ₹ 2.99 crore. The scheme was of gravity type with Doodhganga Nallah as source of scheme. The scheme was to benefit four villages with targeted population of 6056. It was seen that while the work was in progress, the scheme was recasted and it was proposed to replace the proposed source with a new source falling in Command Area of Tangnar Zone of Greater Srinagar. The source was to be the Tangnar Water

⁸ ₹ 12.35 lakh plus ₹ 2.70 lakh incurred during 2011-12 to clear work done liability.

Supply Scheme which was executed separately. Accordingly administrative approval for the recasted scheme was granted in March 2010 for ₹ 1.23 crore.

Audit scrutiny revealed that an amount of ₹ 1.23 crore had been incurred on the scheme as of March 2012 and almost all the components including construction of 0.50 Gallon capacity OHT at Namblabal, Chowkidar Hut at OHT site, fencing around OHT site and construction of sluice chambers were completed. The infrastructure could however, not be put to any use and made functional due to non availability of source for the scheme. This resulted in unfruitful expenditure of ₹ 1.23 crore.

4.3.3 Kandi Programme

Under Kandi programme, nine schemes as detailed in **Table 47** below had been taken up, to provide drinking water facilities to 11 remote villages covering a population of 9886 souls during 2004-05 at an estimated cost of ₹ 1.73 crore.

Table-47

| (₹ in lakh) | | | | | |
|--------------|----------------------|---------------|----------------|---------------------------------|----------------|
| S.No. | Name of Schemes | Year of start | Estimated Cost | Expenditure ending (March 2012) | Status of work |
| 1 | Chuntinar | 2004-05 | 17.30 | 17.30 | Completed |
| 2 | Nagabal Munishi Marg | 2004-05 | 39.00 | 39.00 | Completed |
| 3 | Shankerpora | -do- | 8.10 | 8.10 | Completed |
| 4 | Chekihapatnar | -do- | 14.25 | 14.25 | Completed |
| 5 | Kuchipathri. | -do- | 15.38 | 12.46 | Incomplete |
| 6 | Zildara Jabad | -do- | 20.15 | 16.39 | Incomplete |
| 7 | Yarikalan | -do- | 24.22 | 15.70 | Incomplete |
| 8 | Bonen | -do- | 26.77 | 21.79 | Incomplete |
| 9 | Nowpora | 2004-05 | 8.10 | 5.00 | Incomplete |
| Total | | | 173.27 | 149.99 | |

It was observed that only four schemes had been completed after incurring expenditure of ₹ 78.65 lakh (estimated cost: ₹ 78.65 lakh) and the remaining five schemes were incomplete (estimated cost: ₹ 94.62 lakh) despite lapse of six years and after incurring an expenditure of ₹ 59.60 lakh (March 2012). The expenditure on these schemes thus could not provide any fruitful results for the targeted populace. Though the incomplete schemes were shifted (2010-11) under NRDWP and further ₹ 23.90 lakh were released against which ₹ 11.74 lakh had been expended during the year 2011-12, the schemes continued to remain incomplete as of March 2012. Resultantly, the schemes taken up in 2004-05 could not benefit the intended populace and thus, rendered the expenditure of ₹ 71.34 lakh incurred thereon unfruitful.

4.3.4 Border Area Development Programme and Tribal Sub Plan

Under Border Area Development Programme (BADP) and Tribal Sub Plan (TSP) two schemes as detailed below had been taken up to provide drinking water facilities to remote areas. The details of the schemes were as under:-

- **Sugan Yarinar Ramdas Checkpora**

Under Border Area Development programme, Sugan Yarinar Ramdas Checkpora Water supply scheme had been taken up (Prior to 2007-08) at an estimated cost of ₹ 1.06 crore. The scheme envisaged coverage of 14 villages with population of 15,152 beneficiaries. Audit scrutiny of the records revealed that despite lapse of more than five years and after incurring ₹ 1.01 crore (95 *per cent* of the projected cost), only seven out of the 14 villages had been fully covered as of March 2012 and rest of the targeted villages had not been covered in full.

- **Basant-Wudeer Water supply scheme**

Water supply scheme Basant Wudeer was taken up during the year 2007-08 at an allotted cost of ₹ 33.50 lakh. The scheme envisaged coverage of two villages with a population of 3663 beneficiaries. Audit scrutiny revealed that up to the year 2007-08 an amount of ₹ 20 lakh had been incurred on the scheme which remained partially completed. Thereafter during the period 2008-09 to 2011-12, ₹ 13.34 lakh as balance amount had been released under the scheme in peace-meals and incurred upto the year 2011-12. The scheme had not proved fully fruitful as against two villages, only one village had been covered fully. Besides, against envisaged population of 3662 persons, only 2798 persons could be covered under the scheme.

4.3.5 Status of filtration plants for water supply schemes

To ensure that quality drinking water facility is provided to consumers, it is essential that water supply schemes feeding local population are provided with filtration plants to make the water worth drinking and free from harmful elements, chemicals etc. Audit scrutiny of the records revealed that there were 244 water supply schemes in two PHE Divisions of the district. Out of these, filtration plants were available for 74 (30 *per cent*) schemes only and rest 170 schemes were without filtration plants indicating that water was being fed to the populace by direct boosting without any filtration and purification system. The details are given in **Table 48** below:-

Table-48

| Division | Total schemes | Schemes having Filtration Plants | Schemes with defunct filtration plants |
|--------------|---------------|----------------------------------|--|
| Chadoora | 63 | 34 | 1 |
| Budgam | 181 | 40 | 0 |
| Total | 244 | 74 | 1 |

Though the matter had been discussed in DDB meeting held in July 2010 wherein it was felt that operation of water supply schemes without filtration plants were a threat to human life and it was stressed to provide filtration plants to all the schemes. It was noticed that 170 water supply schemes continued to be without filtration plants as of March 2012. The supply of unfiltered water for drinking purpose for human use was fraught with health related risks in view of the fact that based on sample tests

conducted by State Health Department at various locations in the district (as discussed under succeeding paragraph), water was found to be unfit for human use.

♦ Water Quality Monitoring & Surveillance Programme

National Rural Drinking Water Programme inter-alia envisaged to have a basic Water Testing Laboratory at the District, PHE Division and Sub-Division level, for testing of all basic chemical and biological parameters. It was observed in audit that there was no water testing laboratory at the district level. The only PHE divisional level laboratory available at Budgam was a skeletal Water Testing Laboratory in PHED Budgam which caters to divisional area only. No laboratories were existing at sub-divisional level as of March 2012. The position of tests conducted by the Divisional Water Testing laboratory, Budgam during the period 2007-12 is detailed in **Table 49** below:-

Table-49

| S. No | Year | No of samples received and tests conducted | No of months in which no tests were conducted | Months with 2-5 tests | Months with 5-10 tests |
|-------|--------------|--|---|-----------------------|------------------------|
| 1. | 2007-08 | 35 | 18 | 3 | 3 |
| 2. | 2008-09 | | | | |
| 3. | 2009-10 | 45 | 1 | 7 | 4 |
| 4. | 2010-11 | 24 | 5 | 5 | 2 |
| 5. | 2011-12 | 71 | 4 | 3 | 5 |
| | Total | 175 | 28 | 18 | 14 |

It was seen that during the period 2007-08 to 2011-12, 175 samples had been received/collected from different places including Service Reservoir's, filtration plants etc. and testing of water quality had been done in respect of eight parameters only. The results had shown a fluctuating trend during testing. During the period 2007-08 to 2011-12, District laboratory had not conducted any tests during 28 months (50 *per cent*), while two to five tests had been conducted during 18 months (30 *per cent*) and five to 10 tests had been conducted during 14 months (23 *per cent*) out of 60 months during last five years. Though, the laboratory had been provided chemicals, equipments, the process of conducting sufficient tests as required under norms was not there. These reagents were required to assess total hardness, iron, arsenic, chlorine demand and residual chlorine and bacteriological tests.

♦ Results of Water Quality Tests conducted by District Health Department

It has been envisaged that a blanket test of bacteriological contamination of all sources has to be conducted for Most probable Number (MPN) "Coliform count tests" in all the Sub-divisional Laboratories. But as the sub-divisional laboratories did not exist in the district, no such tests were conducted even at the Divisional Laboratory at Budgam.

However, audit in the State Health Department noticed that bacteriological analysis of water had been conducted during 2011-12 for presence of faecal contamination. Fifty samples had been collected at different places and sources, out of which 28 samples were found unsatisfactory and were declared unfit for human consumption and other uses. The water samples with MPN value in the range of 0-10 were acceptable and water samples with MPN value above 10 per 100 ml were unsatisfactory and unfit for human consumption and other uses. Out of 28 samples declared unfit for human consumption, 19 samples were having MPN value above 180 which was quite high. The details are given in **Table 50** below:-

Table-50

| S. No | Classification of water samples based on MPN (Most probable Number) Coliform count test | | Actual Test Result | No of test samples |
|-------|---|----------------|--------------------|--------------------|
| | Range | Impact | Range (per 100ml) | |
| 1 | MPN count –zero | Excellent- | 0 | 12 |
| 2 | MPN count -1-3 per 100ml | Satisfactory- | 1-3 | 5 |
| 3 | MPN count 4-10 per 100ml | Incredible- | 4-8 | 3 |
| 4 | MPN count above 10 per 100ml | Unsatisfactory | 10-180 | 9 |
| | | | Above 180 | 19 |
| 5 | Hydrogen Sulphide | Positive | - | 02 |
| | | Total | | 50 |

(Source: District Health Department)

The above tests conducted by the Health Department clearly indicated that water used in different areas and from different sources were contaminated with MPN value at abnormally high. As such these water sources were declared unfit for human consumption and other uses. In two case viz., Humhama reservoir and Lolipora Nagam spring, the tests had also shown presence of Hydrogen Sulphide. The Department had declared the water as unfit for any type of consumption.

Recommendations

The Department may ensure:

- completion of in-hand schemes in a time bound manner;
- filtration plants provided in all the water supply scheme; and
- water quality testing mechanism enhanced for timely detection of contamination.

Chapter-5 : Economic Services

Chapter-5 Economic Services

Economic services include every infrastructure such as provision for all weather roads, adequate electricity for household, industrial and irrigation needs, railway connectivity, air services and reliable communication facilities. Expenditure on economic services includes all such expenditure that promote directly or indirectly the production capacity of an economic unit. In the Economic Sector, activities under Roads, Power, Irrigation, etc., were taken up for review. Audit findings are discussed hereunder:

5.1 Road connectivity

Road connectivity in the district is one of the most important factors in view of the hilly terrain/ *karewas* and no alternate means of transport. At present, there is a total road length of 1770.22 kms in the district. Almost half of this road length is black topped and rest of the road length is metalled/ shingled/ jeepable etc as detailed in **Table 51** below:-

Table-51

| Sl. No. | Name of the road | Black Topped (BT) | Metalled (MT) | Shingled | Jeepable/Fair weather | Total |
|---------|----------------------|-------------------|---------------|---------------|-----------------------|----------------|
| 1. | Major District Roads | 42.00 | 0 | 0 | 0 | 42.00 |
| 2. | Other district roads | 328.80 | 64.75 | 10.40 | 1.00 | 404.95 |
| 3. | Village roads | 544.62 | 549.05 | 98.40 | 131.20 | 1323.27 |
| | Total | 915.42 | 613.80 | 108.80 | 132.20 | 1770.22 |

Keeping in view climatic conditions and type of roads on *karewas* of district, Black topped roads is the necessity for smooth, safe trafficking of vehicles and movements of local populace. Above statistics, however, revealed that major district road and other district roads had been black topped and were road worthy for all seasons but 778.65 kms (59 per cent of village roads) were still to be black topped. Thus, desired road connectivity had not been provided to people living in far flung areas and villages. To provide road connectivity and to upgrade the existing roads, different road connectivity and up-gradation schemes had been taken up under different schemes and sectors which include NABARD, CRF and PMGSY, besides some works under State and District sectors.

♦ Poor implementation of Road projects

Audit analysis of various road projects undertaken during the period of review revealed tardy progress resulting in non-completion of the taken up projects in a time bound manner, thus resulting in non-accrual of benefits to the population despite huge spending. Position of the works taken up under different sectors and achievements thereagainst are depicted in the succeeding paragraphs.

5.1.1 NABARD

The schemes undertaken under NABARD in the district under RIDF¹ IX to RIDF XVI during the period 2007-08 to 2011-12 are detailed in **Table 52** below:-

Table-52

(₹ in crore)

| RIDF | Number of schemes taken up | Approved cost | | | Expenditure | | | Number of works completed | Expenditure on completed schemes |
|--------------------|----------------------------|---------------|--------------|---------------|---------------|--------------|---------------|---------------------------|----------------------------------|
| | | NABARD | State share | Total | NABARD | State share | Total | | |
| RIDF-IX | 7 | 4.61 | 1.15 | 5.77 | 4.63 | 1.15 | 5.78 | 7 | 5.78 |
| RIDF-XI | 26 | 24.19 | 6.30 | 30.49 | 24.16 | 5.40 | 29.55 | 21 | 22.45 |
| RIDF-XII- | 4 | 6.80 | 1.70 | 8.50 | 5.39 | 0.90 | 6.29 | 3 | 4.27 |
| RIDF-XIII | 16 | 26.79 | 2.98 | 29.77 | 26.79 | 1.98 | 28.77 | 8 | 14.84 |
| RIDF XIV | 2 | 2.76 | 0.31 | 3.07 | 2.76 | 0.12 | 2.88 | 0 | 0.00 |
| RIDFXV | 30 | 67.13 | 7.46 | 74.59 | 35.73 | 0.44 | 36.17 | 1 | 1.36 |
| RIDF XVI | 12 | 33.41 | 3.71 | 37.12 | 9.09 | 0.13 | 9.22 | 0 | 00.00 |
| GRAND TOTAL | 97 | 165.69 | 23.60 | 189.30 | 108.55 | 10.12 | 118.67 | 40 | 48.70 |

Since a NABARD scheme is to be completed within a period of three years, 55 works under NABARD RIDF IX and RIDF XIV taken up during 2005-06 to 2008-09 were to be completed upto 2010-11. Against this only 39 (71 per cent) works were completed at a cost of ₹ 47.34 crore up to March 2012. The reasons for delayed completion of these works and non-completion of remaining 16 works was non-release of matching state share by the State Government. Though, the requisite loan assistance for the schemes under RIDF-IX to RIDF IV taken up during the period 2006-07 to 2008-09 had been released in full up to the year 2009-10, the requisite State matching share was released in meager amounts during the period 2007-08 to 2011-12 resulting in either delayed or non-completion of works. On this being pointed out in audit, EE, R&B Division Budgam stated that the works could not be completed within stipulated time period due to poor funding and non-release of State share.

♦ Unproductive expenditure

Construction of 2x16 mtr span bridge at Batapora Hanjigund road was sanctioned (December 2007) under NABARD (RIDF XIII) at an approved cost of ₹ 0.81 crore (loan component ₹ 0.73 crore and State share ₹ 0.08 crore. Before the work on the project could be started, local people of the area approached the Department and demanded change of location of the bridge and construction of the same at another site on the plea that approaches for the bridge were narrow and not suitable for heavy traffic. A new proposal for construction of the bridge at new location at an estimated cost of ₹ 2.10 crore was submitted (January 2008) by the Department.

Audit scrutiny of the records revealed that Department had invited tenders for construction of sub structure of single lane steel bridge at the original site in September 2009 and allotted (April 2010) the work to a contractor at a cost of ₹ 36.15 lakh for completion in two months. The scope of work, however, was restricted to

¹ Rural Infrastructure Development Fund

dismantling of existing timber bridge and construction of abutments for the new bridge only. Records revealed that the contractor had completed allotted work, however, as per records no payment for execution of works were made as of March 2012. Though ₹ 76.93 lakh had been released under the project during the period 2007-08 to 2011-12. The same had been diverted for purchase of stores and to other unapproved schemes for which no funds were released to divisional authorities.

Thus, defective planning in selection of site for construction of bridge owing to narrow approaches lead to dispute at site and non-completion of the project despite a lapse of four years. With the result, the expenditure of ₹ 76.93 lakh allotted to the extent of estimated cost of the project being incurred on stock purchase proved to be unproductive and unfruitful. On this being pointed out, Executive Engineer (R&B) Division Chadoora stated that initially funds were released at the fag end and as such allotted funds were utilized for purchase of stocks. Diversion of funds to other schemes was made due to non availability of funds under such schemes and will be recouped subsequently. The site of the work has not been changed due to some technical advantages at the previous site.

5.1.2 District Sector

The position of road works executed in the district under the district sector during 2007-12 is given in **Table 53** below:-

Table-53

| No of Incomplete works as at beginning of 2007-08 | New works taken up during 2007-12 | Total works | No of works completed as of March 2012 | Works incomplete as of March 2012 (% age) |
|---|-----------------------------------|-------------|--|---|
| 25 | 44 | 69 | 14 | 55 (80) |

From the above table, it is seen that:

- 25 schemes for up-gradation of roads taken up prior to 2007-08 at an estimated cost of ₹ 16.23 crore were incomplete as of 01 April 2007 after incurring ₹ 3.77 crore. During the period 2007-08 to 2011-12, expenditure of ₹ 8.33 crore had been incurred on these works. It was observed in audit that out of these 25 works taken up prior to 2007-08, only seven (7) works were completed during the year 2011-12 after incurring expenditure of ₹ 1.92 crore and rest of 18 works were going on as of March 2012.
- Instead of arranging funds for ongoing works, 44 new schemes had been taken up for up-gradation of roads during 2007-08 to 2011-12 at an estimated cost of ₹12.17 crore. Out of these 44 schemes, seven schemes were completed after incurring expenditure of ₹ 2.21 crore as of 2011-12. Thus, out of total 69 schemes taken up under district sector up to 2011-12, only 14 schemes were completed.
- These schemes taken under district sector had been provided with meager allotments since their starting with the result, these schemes could not be

completed and failed to provide any intended benefits for the community. This indicated that the thrust had been placed on inclusion of schemes for up-gradation/construction of roads and not on completion of ongoing schemes which was indicative of poor planning. These works were taken up in hand on the basis of public demand with the result the schemes were not getting prioritized for their completion due to resource constraints.

The EE, attributed delay in completion of scheme to poor funding.

5.1.3 Border area development programme

The position of road works executed in the district under BADP sector during 2007-12, is given in **Table 54** below:-

Table-54

| No of Incomplete works as at beginning of 2007-08 | New works taken up during 2007-12 | Total works | No of works completed as of March 2012 | Works incomplete as of March 2012 (percentage) |
|---|-----------------------------------|-------------|--|--|
| 15 | - | 15 | 04 | 11 (73) |

It was seen that 15 different roads aimed at providing connectivity over a road length of 37.80 Kms taken up prior to 2007-08 at an estimated cost of ₹ 10.41crore were lying incomplete at the beginning of 2007-08. The schemes were lying incomplete despite incurring ₹ 1.38 crore upto the year 2006-07. Though, no new work was taken up during 2007-08, the pace of execution in respect of pending works had been slow as only four works were completed as of March 2012. During the period 2007-12, a further expenditure of ₹ 2.97 crore were incurred on these schemes. The slow pace of execution resulted in non-accrual of intended benefits to the populace.

5.1.4 State sector

Construction of Bridges

Under State sector, construction of 16 bridges were taken up for execution in the district Budgam, during 2007-08 to 2011-12 at an estimated cost of ₹ 20.43 crore in the district. Audit scrutiny of the records revealed as under:

- All the works were started in anticipation of Administrative Approval from the competent authority and same was awaited as of March 2012.
- Only five bridges had been completed after incurring an expenditure of ₹ 8.84 crore. In respect of other 11 bridges on which ₹ 22.82 crore had been expended, the work was going on (March 2012).
- In respect of nine bridges, the cost of the projects had got escalated from ₹ 11.24 crore to ₹ 18.48 crore.
- The expenditure of ₹ 0.16 crore incurred on construction of foot bridge at Dangerpora Wathoora had been rendered as wasteful due to deferment of project

owing to a dispute on the site selection of the bridge which resulted in the stoppage of the work. After, a new bridge was constructed at a new site located at the same *Nallah*, the work done at previous site (Dangerpora Wathoora) (in-completed bridge) was rendered wasteful.

The EE attributed non-completion of bridges to poor funding. Regarding the AA/TS, the EE stated that the matter had been taken up with the competent authority.

5.1.5 Central Road Fund

Khansahib-Doodhpathri road – Undue benefit due to payment at higher rates

After bringing Doodhpathri on tourist map of State, it was imperative to provide better accessibility to the area by way of macadamised road connectivity. To do so, up-gradation of road Khansahib to Doodpathri measuring 21 kms was taken up during the year 2008-09 at a cost of ₹ 19.97 crore under Central Road Fund (CRF). It was seen that ₹ 16.34 crore had been incurred on the scheme as of 2011-12 and only a portion of road up to first thirteen kms had been upgraded and macadamisation was in progress. With the result, better road connectivity as envisaged could not be provided for entire road length and could not provide accessibility to famous Doodpathri.

Audit scrutiny of records relating to Khansahib-Doodhpathri road revealed that the macadamisation works for the stretches from one to five kms, and from nine to 13 kms, were executed at two different rates. The details of the components of the work and rates allowed for two different road lengths and paid to two different contractors are detailed in **Table 55** below:-

Table-55

| S.No | Particulars of items | Rates allowed for 1 to 5 th km | Rates allowed for km 9 th to 13 th | Difference (₹) |
|------|--|---|--|----------------|
| 1. | Providing and applying tact coat using hot straight run bitumen of grade 80/100 including heating and spraying the bitumen etc | 44.25/sq.mtr | 35.00/sq.m | 9.25 |
| 2. | Providing/laying 50mm thick premix bituminous macadam base course etc | 6834.16/cum | 5700.00/cum | 1134.16 |
| 3. | Providing/Laying 25mm thick semidense bituminous concrete using material aggregate etc | 238.80/sq.m | 225.00/sqm | 13.80 |
| 4. | Providing /laying 6mm thick seal coat of premixed fine aggregate etc | 54.89/sq.m | 40.00 /sqm | 14.89 |

From the above, it is seen that rates allowed for macadamisation of first five kms, were on higher side as compared to rates allowed for macadamisation of 9th to 13th kms. This was in spite of fact that macadamisation of 9th to 13th km. road length was at a farther distance and involved extra carriage charges as compared to 1 to 5th km. road length macadamisation work. This has resulted in extra expenditure of ₹ 0.33 crore and undue benefit to contractor to that extent. In reply, the Executive Engineer R&B Division Budgam stated that the work had been allotted by Chief Engineer and as such reasonability of rates was to be ascertained at their level. The

work was allotted to different contractors in order to get the work completed within shortest possible time.

5.1.6 Pradhan Mantri Gram Sadak Yojna

Pradhan Mantri Gram Sadak Yojna (PMGSY) was introduced (2001-02) by Government of India for providing road connectivity to rural areas. The Yojna emphasized to provide all weather roads for socio-economic upliftment of the rural habitations. As per the Core Network New connectivity Priority list, there were 102 roads identified (2001-02) in the district under the yojna which would have connected about 135 unconnected habitations. The works taken up for execution under PMGSY were to be completed within the stipulated period of time i.e., nine to eighteen months.

Audit scrutiny of the records revealed that 61 (including 5 up-gradation works) works/schemes under different phases (phase-3rd, 4th, 5th, 6th and 7th) had been taken up for execution in the District with a sanctioned cost of ₹139.25 crore for providing new connectivity over a length of 228.33 Kms of road length. Full amount of ₹ 71.50 crore released under different phases were incurred up to the end of year 2011-12. The financial and physical status of the works executed during different phases is given in **Table 56** below:-

Table-56

(₹ in crore)

| Phase | Road-works taken up | | Amount Sanctioned | Amount released | Works completed | | | On-going works | | | Cumulative achievements | |
|-----------------------|---------------------|---------------|-------------------|-----------------|-----------------|--------------|--------------|----------------|---------------|--------------|-------------------------|-----------|
| | No | Length | | | No | Length | Exp | No | Length | Exp | length | Exp |
| Phase 3 rd | 8 | 21.53 | 7.06 | 4.50 | 7 | 18.30 | 4.50 | 1 | 0.00 | 0.00 | 18.30 | 4.50 |
| Phase 4 th | 8 | 24.66 | 8.27 | 5.32 | 6 | 20.30 | 5.32 | 2 | 0.00 | 0.00 | 20.30 | 5.32 |
| Phase 5 th | 7 | 17.83 | 5.74 | 5.03 | 4 | 6.63 | 1.99 | 3 | 10.05 | 3.03 | 16.68 | 5.03 |
| Phase 6 th | 16 | 59.57 | 33.36 | 24.62 | 7 | 23.79 | 10.54 | 9 | 41.12 | 14.08 | 64.91 | 24.62 |
| Up-gradation | 2 | 19.21 | 10.34 | 7.16 | | | | 2 | 16.10 | 7.16 | 16.10 | 7.16 |
| Phase 7 th | 17 | 40.13 | 30.93 | 11.63 | 2 | 2.42 | 0.75 | 15 | 19.07 | 10.88 | 21.49 | 11.63 |
| Up-gradation | 3 | 45.40 | 43.55 | 13.24 | | | | 3 | 15.75 | 13.24 | 15.75 | 13.24 |
| Total | 61 | 228.33 | 139.25 | 71.50 | 26 | 71.44 | 23.10 | 35 | 102.09 | 48.39 | 173.53 | 50 |

Audit scrutiny of the records revealed that:

- 56 works/schemes aimed at providing road connectivity to 66 unconnected habitations with a cumulative length of 163.72 Kms, were taken up for execution during the period November 2006 to December 2010 and were required to be completed within the stipulated time between nine to 18 months fixed for each individual work. It was, however, seen that out of 56 works, only 26 works with a total road length of 71.44 kms had been completed up to fair weather level ending March 2012 after incurring an expenditure of ₹ 23.10 crore. Out of targeted 66 habitations to be covered, only 48 habitations had been connected. It was further seen that the expenditure against allotted costs in respect of these schemes was in the range of 10 and 100 *per cent* due to the fact that these schemes had not been completed financially as Technical Sanction (TS) sent belatedly to concerned quarters after April 2010 onwards had not been received despite lapse

of two years period. As a result, the schemes were completed physically but could not be completed financially and thus not closed. This indicates that, these completed schemes have not been cleared technically and vetted by competent authority. The expenditure of ₹ 17.02 crore incurred thereagainst had not been authenticated by competent authority.

- 27 works/schemes taken up at an allotted cost of ₹ 48.21 crore and started between July 2007 and December 2010 and targeted for completion by July 2008 and June 2012, respectively, were incomplete and an expenditure of ₹ 27.99 crore were incurred as of March 2012, thus resulting in time overrun of four years.

This indicates that stress had been laid on taking up of more and more number of schemes and not ensuring their completion in time. Out of 135 unconnected habitations identified under the programme, only 48 habitations were connected up to 2011-12. Thus, 87 villages/ habitations in the district are still without any roads. In reply, the EE, PMGSY stated that works taken up by the department are at completion stage and shall be completed soon.

♦ **Blocking of funds due to unplanned releases for Land Acquisition**

According to the PMGSY guidelines, all types of land whether private, State or Forest coming in the way of proposed road connectivity projects shall be got identified by the Revenue/Forest Department during the surveys conducted by the Department. Private land and forest land involving compensation are to be acquired properly and with all formalities completed. It is the responsibility of standing committee to oversee that lands are available for taking up proposed road connectivity works. A certificate to this effect shall accompany the project proposals forwarded by State Government to the Ministry of Rural Development, Government of India. The pre-project survey and investigations for preparing the detailed project reports should thus be adequate so as to avoid delay in completion and deviations in estimates when the works were taken up for execution. Besides, land coming in the alignment of road is to be acquired through concerned Collector under the provisions of the land acquisition Act. For this purpose, the Department after ascertaining the tentative amount for determination of award in respect of identified land is required to place the funds at the disposal of collector land acquisition in advance for acquisition of land under each project.

It was, however, observed in audit that funds for acquisition of land were advanced to Collectors, Land acquisition Budgam and Pulwama and Principal Chief Conservator of Forests by Executive Engineer in bulk against the allotments received and not against the identified road connectivity projects with the result money advanced remained blocked with these agencies and also the pace of acquisition of land for the road connectivity projects remained very slow thereby affecting the progress of work on the projects.

To provide compensation of land to the lawful owners whose land came under the identified roads, the Executive Engineer, PMGSY, Budgam had advanced funds to the tune of ₹ 41.26 crore to the Collector, land acquisition Budgam and Pulwama during the period 2007-08 to 2011-12 as detailed in **Table 57** below. In addition, ₹ 1.49 crore was also advanced to the Forest Department during the same period.

Table-57

(₹ in crore)

| Year | Collector land acquisition Budgam | Collector land acquisition Pulwama | Forest compensation |
|--------------|--------------------------------------|---------------------------------------|------------------------|
| 2007-08 | 8.81 | - | 0.89 |
| 2008-09 | 3.25 | - | |
| 2009-10 | 1.20 | - | 0.60 |
| 2010-11 | 15.00 | - | |
| 2011-12 | 12.80 | 0.20 | |
| Total | 41.06 | 0.20 | 1.49 |

Out of these advanced amounts, it was seen that ₹ 30.10 crore had been paid to lawful owners and thus got adjusted as of March 2012 leaving a balance of ₹ 11.16 crore unadjusted as of March 2012. The slow pace of acquisition of land caused delay in execution of the project works and completion thereof. On this being pointed out, the EE, PMGSY stated that the process of land acquisition takes a lot of time as per the norms fixed by the Government. Land acquisition proceedings is held at district level by Deputy Commissioners with the land owners and payments are made to them after acquisition of land, structures, trees etc coming in the alignment of roads which normally takes a lot of time.

Delay in construction of roads

a) Construction of Shunglipora to Sochalpathri road

The work for the construction of road from Shunglipora intended to provide connectivity to two habitations (Hamakhal and Sochalpathri) with the total population of 1143 persons was allotted at a cost of ₹ 7.77 crore in October 2008 for completion by April 2010. It was observed that the road had been carved out by way of earth work cutting up to fair weather status for 7.30 kms., upto required width and an expenditure of ₹ 3.71 crore were incurred on the project. The work was, however, stopped midway at Km 4th by the Army stationed at Drang claiming that the said forest land through which the road alignment was passing had already been acquired by them, though about 1.65 hectares forest land had been transferred to PMGSY Division Budgam by the Forest Department against a compensation of ₹ 0.12 crore for the road purpose. Though the matter had been taken up with higher authorities as well as with the District administration but had not be resolved as of March 2012. Thus failure to ensure encumbrance free land resulted in non-completion of road even after incurring of ₹ 3.71 crore. The EE, PMGSY stated (August 2012) that the matter would be resolved by the District administration and Army.

b) Construction of road from Ahanger Mohalla to Wudder Mohall

The construction of road from Ahanger mohalla to wadur mohalla (Road length: 2.85 Kms., from RD 0 to 2850) was taken up (June 2005) at a sanctioned cost of ₹ 1.03 crore for completion within eight months (February 2006) with a target of benefitting a population of 1050 persons. Scrutiny of the records revealed that the work was taken up by the State R&B Division and after execution of part works (Earth work, protection works and laying of pipes) the project was handed over (February 2007) to CE, PMGSY. The works was subsequently allotted by CE, PMGSY for ₹ 0.83 crore in two groups viz., Group I from RD 0 to 1400 and Group II from RD 1400 to 2850.

It was seen that the execution of works was stopped mid-way due to non-clearance of walnut trees and private residential structures falling in the alignment of the road and stoppage of work by locals due to disputes on the land falling within the alignment. Against the work done, ₹ 0.29 crore was paid to the contractor for work done in group I and II. Due to non-execution of further works, the contract for the Stage I was closed (December 2010) and it was decided to take up the stage II works of the completed stretch (RD 0 to 1400) which was allotted (February 2011) to be completed by February 2012. No work beyond RD 1400 could thus be taken up, though envisaged in the original proposals with the result that the population of the areas falling in this stretch could not get the road connectivity. The mid way change of scope had become necessary due to disputes and encroachment which the Department should have known before initiating the road project and is reflective of poor planning on the part of the Department.

In reply, it was stated that Department was constraint to complete the road only upto RD 1400 mtr due to land dispute at site and the road constructed benefitted the population. The reply could be seen in light of the fact that project was formulated for 2.85 kms of road length to achieve the intended benefits.

Recommendations

The Department may ensure:

- *encumbrance free land before initiating of projects, and*
- *the projects in-hand should be completed in a time bound manner so as to ensure accrual of benefits to the populace.*

5.2 Irrigation

Irrigation canals are basic sources for irrigation of agriculture lands, farm lands and horticulture lands. These irrigation *Khuls* are being maintained, monitored, restored and upgraded under different sectors which include District Sector, State Sector and the Centrally Sponsored Schemes (CSS), so that ultimate Cultivable Command Area (CCA) of the schemes is brought under cultivation and gap between CCA available, CCA created and CCA actually utilized under each *Khul* is reduced. Irrigation and Flood Control Department is entrusted with job of providing assured irrigation

facilities to cultivable and cultivated land in the district by construction, renovation, modernization and maintenance of irrigation canals/ channels/ khuls etc. to implement the schemes, funds are received from Government of India under Accelerated Irrigation Benefit Programme (AIBP), NABARD and some allocations are received through State/ District sector.

♦ **Non-achievement of envisaged Irrigation benefit**

The position of ultimate irrigation potential in the district, potential created/covered by the schemes executed and actual utilization of the created potential as of 2011-12 is given in **Table 58** below.

Table-58

| Number of schemes | Ultimate irrigation potential | Irrigation potential created | | Potential utilized | |
|-------------------|-------------------------------|------------------------------|----------|--------------------|----------|
| | (Acres) | (Acres) | Per cent | (Acres) | Per cent |
| 43 | 81,578 | 42,213 | 52 | 38,031 | 90 |

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

♦ **Non-completion of schemes**

To provide assured irrigated facilities to boost the agriculture for up-liftment of economy of people, various irrigation schemes were taken up in the district under different sectors/schemes. These schemes were implemented to stop large scale deterioration of embankments causing breaches, overflows, seepages giving rise to shortfall in irrigation and poor cultivation.

Audit scrutiny of the records revealed that 23 different irrigation schemes were running and in operation upto the year 2007-08 and 10 more schemes were taken up during the year 2007-08 and 2008-09. But there was considerable delay in the execution of these schemes with the result most of the schemes could not be completed. The details of schemes taken up under different schemes/sectors in the district, schemes completed and expenditure incurred there against is given in **Table 59** below:-

Table-59

(₹ in crore)

| Sl. No. | Scheme/Sector | Number of schemes | Year of start | Estimated cost of projects | Expenditure incurred | Schemes completed | Expenditure incurred on completed schemes |
|---------|----------------------|-------------------|------------------|----------------------------|----------------------|-------------------|---|
| 1. | District Sector | 6 | Prior to 2007-08 | 6.58 | 0.90 | 2 | 0.38 |
| 2. | AIBP | 6 | Prior to 2007-08 | 42.07 | 38.89 | 10 | 18.46 |
| | | 9 | 2008-09 | | | | |
| 3. | NABARD | 5 | Prior to 2007-08 | 9.46 | 7.34 | 3 | 1.56 |
| 4. | State Sector | 2 | Prior to 2007-08 | 31.51 | 18.47 | 0 | - |
| 5. | BADP | 3 | Prior to 2007-08 | 2.22 | 1.46 | 1 | 0.61 |
| 6. | Others | 1 | 2007-08 | 0.96 | 0.30 | 0 | - |
| 7. | Deposit contribution | 1 | Prior to 2007-08 | 1.07 | 1.04 | 1 | 1.04 |
| | Total | 33 | | 93.87 | 68.40 | 17 | 22.04 |

These schemes were to be completed within a period of two years (in case of AIBP schemes) and three years (in the case of NABARD). It was, however, seen in audit that against 33 schemes taken up during the period 1997-98 to 2008-09, only 17 schemes were completed as of March 2012 after incurring an expenditure of ₹ 22.04 crore. These schemes were completed with a time over run of more than five years and rest of 16 schemes on which an expenditure of ₹ 46.36 crore was incurred up to the year 2011-12, were not completed and were still going on for more than five years.

Audit scrutiny of the records further revealed that delay in the completion of these schemes was due to meager allocation/ release of funds, less utilization of funds by the Division and stoppage of funding for schemes. The details of approved outlays/ funds received and expenditure incurred thereagainst under different sectors were as given in **Table 60** below:-

Table-60

(₹ in crore)

| Sl. No. | Schemes | Original cost | Expenditure upto 2006-07 | Balance costs on 1st April 2007 | Approved outlay 2007-12 | Releases 2007-12 | Expenditure 2007-12 | Cumulative Expenditure |
|---------|----------------------|---------------|--------------------------|---------------------------------|-------------------------|------------------|---------------------|------------------------|
| 1. | District Sector | 6.58 | 0.66 | 5.92 | 0.27 | 0.25 | 0.24 | 0.90 |
| 2. | AIBP | 42.07 | 3.32 | 14.40 | 20.89 | 41.56 | 39.02 | 42.34 |
| 3. | NABARD | 9.45 | 1.01 | 8.45 | 13.27 | 9.36 | 6.34 | 7.35 |
| 4. | State Sector | 31.51 | 7.22 | 24.30 | 37.32 | 11.25 | 11.25 | 18.47 |
| 5. | BADP | 2.22 | 1.06 | 1.16 | 0.89 | 0.40 | 0.40 | 1.46 |
| 6. | Others | 0.96 | | | 0.20 | 0.30 | 0.30 | 0.30 |
| 7. | Deposit Contribution | 1.07 | 0.53 | 0.54 | 0.91 | 0.36 | 0.35 | 0.88 |

Under District sector schemes, against the estimated cost of ₹ 6.58 crore, ₹ 0.66 crore had been incurred upto 2006-07 with balance cost of ₹ 5.92 crore. However against this, ₹ 0.25 crore were released and incurred during the period 2007-2012. Likewise, under State sector schemes, against the estimated cost of ₹ 31.51 crore, expenditure of ₹ 7.22 crore had been incurred up to 2006-07 with a balance cost of ₹ 24.30 crore. However, the Division received/ expended ₹ 11.25 crore during the period 2007-12.

Under AIBP schemes which are funded through Central assistance/ loans and State matching share, though the funds had been made available to the Division in excess of approved outlays framed by the Department during the period 2007-12, but the Division failed to utilize the funds in full. Against, the approved outlay of ₹ 20.89 crore during the period 2007-2012, Division received ₹ 40.88 crore but could utilize ₹ 39.02 crore during the period. Likewise, under NABARD, against the approved outlay of ₹ 13.27 crore, Division received ₹ 9.36 crore during 2007-08 to 2011-12, but utilized ₹ 6.34 crore during the period.

Unproductive expenditure on upgradation of schemes

Audit scrutiny further revealed that some of the irrigation khuls were not under the ambit of Divisional Ziladari and as such there was no data of the irrigation potential covered by these *khuls* and no *abiana* charges were being realised under these schemes. These *khuls* include Arizal, Ringzebal, fresnin guriwan, Kachwari, lainz *khul* and chetta *khul*. This indicated that these *khuls* were not monitored by the department despite the fact that two schemes among above, were taken up by the division for upgradation under AIBP and completed during the year 2009-10 and four others were under up-gradation under District Sector/ AIBP scheme as detailed in **Table 61** below:-

Table-61

(₹ in crore)

| Sl. No | Name of the work/Sector | Year | Revised cost | Expenditure | Status |
|--------------|-----------------------------|------------------|--------------|-------------|-------------------|
| 1. | Arizal Khul/ (District) | Prior to 2007-08 | 0.28 | 0.06(3/09) | On-going |
| 2. | Ringzebal Khul / (District) | Prior to 2007-08 | 4.36 | 0.10(3/09) | On-going |
| 3. | Fresian/Gurwan (AIBP) | 2007-08 | 1.55 | 1.56 | Completed 2009-10 |
| 4. | Chatta Khul (AIBP) | 2008-09 | 2.47 | 2.30 | On-going |
| 5. | Saida Khul (AIBP) | 2008-09 | 3.00 | 2.69 | On-going |
| 6. | Kachwari Khul (NABARD) | Prior 2007-08 | 0.43 | 0.43 | Completed 2010-11 |
| Total | | | | 7.14 | |

There were six *khuls* as tabulated above, on which an expenditure of ₹ 7.14 crore had been spent so far including ₹ 1.98 crore on closed schemes, but still there was no area being irrigated and no *abiana* charges realised as recorded in the *Zildari* records.

Under Border Area Development Programme (BADP), upgradation of two schemes viz Gogaldara *Khul* and Manninar *Khul* were taken upto 2009-10 but could not prove to be productive and Expenditure of ₹ 0.86 crore incurred on these schemes was rendered unfruitful. The two schemes envisaged the coverage of CCA of 2420 acres gradually against existing 1499 acres during 2003-04. However, there was no further coverage of the CCA under the schemes which in-fact had decreased from 1499 acres during 2002-03 to 1335 acres during 2011-12. The area irrigated during the year 2002-03 was 1499 acres (Paddy 1146 acres, others 353 acres) which had decreased to 1214 acres (Paddy: 279 acres, others: 935 acres) during the year 2011-12. The details are as given in **Table 62** below:-

Table-62

| Sl. No. | Particulars of scheme | Envisaged CCA | Pre-project CCA | Post-project CCA | Pre-project Crop Assessment during 2003-04 | | | Post-project Crop Assessment 2011-12 | | | Expenditure incurred (₹ in crore) |
|--------------|-------------------------------|---------------|-----------------|------------------|--|------------|-------------|--------------------------------------|------------|-------------|-----------------------------------|
| | | | | | Paddy | others | Total | Paddy | others | Total | |
| 1. | Upgradation of Gogaldara Khul | 1520 | 942 | 852 | 896 | 46 | 942 | 210 | 521 | 731 | 0.53 |
| 2. | Upgradation of Mannar Khul | 900 | 557 | 483 | 250 | 307 | 557 | 69 | 414 | 483 | 0.33 |
| Total | | 2420 | 1499 | 1335 | 1146 | 353 | 1499 | 279 | 935 | 1244 | 0.86 |

On this being pointed out, it was stated that due to use of agricultural land for purposes like horticulture, brick kiln, construction of roads, housing colonies etc. the total CCA got reduced. Moreover, *chakbandi* had been conducted decades back as such actual CCA created and utilized was not available at the divisional level. Reply could be seen in light of the fact that Division had framed pre-project reports in respect of schemes indicating inter alia pre-project and post-project details of CCA.

♦ Non-recovery of arrears of Abiana

Government realizes water charges (Abiana) from farmers using water sources particularly khuls/ canals being maintained by the Government. Abiana charges are levied against users at prescribed rates fixed for different crops by the Government. Abiana charges are to be realised from users after proper assessment of Abiana charges against irrigation facilities provided and are to be realised in full from users. The position of Abiana assessed, collected and outstanding during the period 2007-08 to 2011-12 is given in **Table 63** below:-

Table-63

(₹ in lakh)

| Year | Opening balance | Current Assessment | Total | Recovery | Panjwatra@5% | Total Recovery | Outstanding |
|--------------|-----------------|--------------------|----------|--------------|--------------|----------------|-------------|
| 2007-08 | 34.14 | 8.21 | 42.35 | 3.48 | 0.17 | 3.65 | 38.70 |
| 2008-09 | 38.70 | 8.03 | 46.73 | 3.91 | 0.20 | 4.11 | 42.62 |
| 2009-10 | 42.62 | 8.13 | 50.75 | 8.06 | 0.39 | 8.45 | 42.30 |
| 2010-11 | 42.30 | 8.24 | 50.54 | 7.67 | 0.38 | 8.05 | 42.49 |
| 2011-12 | 42.49 | 19.87 | 62.36 | 12.46 | 0.62 | 13.08 | 49.28 |
| TOTAL | - | 52.48 | - | 35.58 | 1.76 | 37.34 | - |

Audit scrutiny of the records revealed that Department had failed to realize the abiana charges in full from users. Though the assessments of abiana charges due against users were being constantly made by concerned Zildaries, yet the collection thereof has been dismal, leading to accumulation of arrears. There was an outstanding of ₹0.34 crore on account of abiana charges at the end of the year 2006-07. During the period 2007-08 to 2011-12, ₹ 0.52 crore were assessed against which recovery of ₹ 0.37 crore could be affected only, resulting in the accumulation of arrears of abiana charges to ₹ 0.49 crore at the end of 2011-12.

♦ **Execution of works without following tendering process**

Paragraph 200 of the State Public Works Account Code (PWAC) prohibits engagement of daily labour through a contractor. However, as per paragraph 199(b) payment on Form 22 - Casual Labour Roll (CLR) can be made in special circumstances. The works can be executed departmentally when competitive tenders are not available or the rates quoted are un-reasonably very high as provided under Chapter 5.13 of the J&K Book of Financial Powers.

Test-check of records revealed that the Divisional Officers of Irrigation and Public Health Engineering had executed works departmentally without ascertaining the reasonability of the rates and without making payment to the engaged labourers on muster sheets. The payments were made through casual labour rolls (Form 22) to the tune of ₹ 2.20 crore. All the works were got executed through contractors by the Assistant Executive Engineers and were subsequently got approved by the Executive Engineers on the plea of being urgent nature of works. The details are given in **Table 64** below:-

Table-64

| Sl. No. | Department | Period | Amount paid (₹ in crore) | No of CLR's |
|--------------|--------------------------------|---------------------------------------|--------------------------|-------------|
| 1. | EE, Irrigation Division Budgam | March 2010, March 2011, November 2011 | 0.85 | 135 |
| 2. | EE, PHE Division Budgam | March 2010, March 2011, March 2012 | 0.81 | 91 |
| 3. | EE, PHE Division Chadoora | March 2011, March 2012 | 0.54 | 87 |
| Total | | | 2.20 | |

The EE's of the concerned divisions stated that works were executed in urgency due to heavy public demands and could not be put to tenders. The fact remains that execution of works without tenders was irregular.

♦ **Unrealistic estimation of works**

As provided in Chapter 5.11 of the J&K Book of Financial Powers, Chief Engineer (CE), Superintending Engineer (SE) and Executive Engineer (EE) are empowered to sanction excess over estimates to the limit of five *per cent* of the amount of original estimates.

During the course of audit, it was, however, observed that excesses over original estimates in respect of works were allowed to the extent of 15 to 9760 *per cent* in utter disregard of the provisions of the rules *ibid* resulting in irregular expenditure of ₹ 10.82 crore as detailed in **Table 65** below:-

Table-65

(₹ in crore)

| Sl. No. | Department | Original Estimates (No. of works) | Work done cost | Excess over original cost | Excess (Percentage) |
|--------------|-----------------------------------|--------------------------------------|----------------|---------------------------|---------------------|
| 1. | Ex. En Irrigation Division Budgam | 2.62 (34) | 4.74 | 2.12 | Between 15 and 364 |
| 2. | PHE Division Budgam | 1.18 (32) | 2.88 | 1.70 | Between 19 and 856 |
| 3. | PHE Division Chadoora | 0.84 (28) | 2.24 | 1.40 | Between 27 and 894 |
| 4. | R&B Division Chadoora | 1.18 (37) | 4.61 | 3.43 | Between 39 and 9760 |
| 5. | R&B Division Budgam | 1.47 (37) | 3.64 | 2.17 | Between 30 and 1251 |
| Total | | | | 10.82 | |

In most of the cases, the extension of the contracts and execution of additional quantity of work has been got done through the same agencies/contractors without adopting any tendering system and competitive bidding and the excess expenditure was incurred simply on approval basis. Such works were mostly got executed at Sub-Division by AEE's and approvals from EE/ SE were sought after the actual execution. The EEs instead of having plugged such practices had accorded post facto approval, thus paving way for subordinate officers to continue with the said practice.

In reply, it was stated that works were allotted as per codal provisions, but were executed and allotted to the same contractor on the previously approved rates, terms and conditions. The reply is not tenable as allocation of works without tendering and competitive bidding is *ab-initio* irregular.

♦ Execution of works on approval basis

Each work after having been estimated realistically is required to be put to tenders and the NIT in each case given wide publicity through electronic and print media so that more and more competitors are attracted and each work got allotted and executed through contractors on lowest, reasonable and most economic rates.

A test check of the records revealed that in five divisions works were executed on approval basis to the tune of ₹ 4.97 crore through contractors on rates/ terms and conditions allowed to them in previously executed works thus making it apparently clear that the rates allowed earlier were on the higher side. Such works were mostly got executed at the sub divisional level by the AEE'S and the approvals of EE/ SE were sought after the actual execution, at a later stage. The details of such works are given in **Table 66** below:-

Table-66

(₹ in crore)

| S. No | Department | Period | Amount paid | No of works |
|-------|----------------------------|----------------------|-------------|-------------|
| 1. | Irrigation Division Budgam | March 2010 | 0.55 | 23 |
| 2. | PHE Division Budgam | March 10 to March 12 | 0.99 | 38 |
| 3. | PHE Division Chadoora | March 11, March 12 | 0.44 | 49 |
| 4. | R&B Division Chadoora | March 11 to Feb 12 | 2.38 | 22 |
| 5. | R&B Division Budgam | March 11 to March 12 | 0.61 | 19 |
| | Total | | 4.97 | |

The EE's of Divisions stated that works were of urgent nature and were executed on public demand. The reply is not tenable as execution of works were done without following the prescribed codal provisions.

◆ Un-adjusted advances

Advance payments are made frequently to the various procuring agencies for supply of Cement, Steel etc. In order to watch the adjustment of advance, each payment so made is required to be entered in the advance payment register indicating therein cash voucher number/date, agency to whom paid, purpose of payment, quantity of material paid for and head of account to which debited. As soon as the material is received, goods received number/ date and quantity of material received is to be recorded against each advance payment.

The details of un-adjusted advances in divisions of various departments as of March 2012 is given in **Table 67** below:-

Table-67

(₹ in crore)

| Sl. No. | Name of the division | Period | Amount unadjusted | No of payments |
|---------|----------------------------|-------------------------|-------------------|----------------|
| 1. | Irrigation Division Budgam | March 09 to March 11 | 01.80 | 21 |
| 2. | PHE Division Budgam | November 09 to March 12 | 42.08 | 100 |
| 3. | PHE Division Chadoora | October 10 to March 12 | 03.46 | 50 |
| 4. | R&B Division Chadoora | March 11 to February 12 | 02.09 | 07 |
| 5. | R&B Division Budgam | Jan 11 to March 11 | 05.16 | 27 |
| | Total | | 54.59 | |

Perusal of the advance payment register revealed that no relevant details had been recorded against advance payments made by the divisions and an amount of ₹ 54.59 crore remained un-adjusted.

In reply, it was stated that the advance payment records shall be updated and thorough reconciliation would be conducted with each procuring agency.

◆ Irregular expenditure on Maintenance and Repairs

In terms of Chapter 5.5 of Financial Powers, the Executive Engineer is empowered to accord technical sanction to the estimates chargeable to Maintenance and Repairs (M&R) to the extent of ₹ 5.00 lakh with effect from April 2007 in each case provided

the estimate sanctioned were included in the Annual Repair Distribution (ARD) Statement duly approved by the Chief Engineer; failing which each and every estimate debit to M&R was to be got approved by the Chief Engineer.

Test check of the records, however, revealed that substantial funds as detailed in **Table 68** below were incurred on Maintenance and Repairs without obtaining the approval of the Chief Engineer.

Table-68

(₹ in lakh)

| S No | Name of the Division | Amount |
|------|----------------------------|--------------|
| 1. | Irrigation Division Budgam | 2.30 |
| 2. | PHE Division Budgam | 1.97 |
| 3. | PHE Division Chadoora | 1.52 |
| 4. | R&B Division Chadoora | 5.22 |
| 5. | R&B Division Budgam | 5.76 |
| | Total | 16.77 |

Incurring of M&R expenditure without the sanction of the Competent Authority was irregular.

The EE's stated that Divisions furnish Annual Repairs and Distribution statement annually to higher authorities for approval but same are not approved in time by latter.

♦ Execution of works in anticipation of Administrative Approval (AA)/ Technical Sanction (TS)

Under rules, no work should be taken up for execution unless it is administratively approved and its design and detailed estimate is technically sanctioned by the competent authority.

However, test check of the records revealed that 108 works were taken up for execution in anticipation of administrative approval/ technical sanction. These works were taken up for execution at a cost of ₹ 229.44 crore and an expenditure of ₹ 165.35 crore had been incurred on these schemes up to the end of year 2011-12 as detailed in **Table 69** below:-

Table-69

(₹ in crore)

| Sl. No. | Particulars of Division | No of schemes | Application for Administrative Approval cost | Expenditure ending 2011-12 |
|---------|-------------------------|---------------|--|----------------------------|
| 1. | PHE –Division Chadoora | 41 | 88.23 | 62.40 |
| 2. | PHE Division Budgam | 67 | 141.21 | 102.95 |
| | Total | 108 | 229.44 | 165.35 |

It was seen that though the revised proposal for Administrative Approval in respect of these works were submitted from time to time to higher authorities but necessary approval/ sanction had not been accorded so far (March 2012). In reply, it was stated that the matter had already been taken up with the higher authorities for accord of approval.

Monitoring and Evaluation

The Department was required to frame project level monitoring committee for the major/medium schemes funded by the borrowers. The committee was required to meet every month and to send monthly progress reports to the State Level and National Level Technical Committee. This practice not only meant to ensure that activities are carried out according to the prescribed rules and regulations and in economical, effective and efficient manner and also identify the bottlenecks and gives remedial measures. No such monitoring committee has been formulated by the Department for proper monitoring and Evaluation of schemes to assess their viability.

Recommendation

The Department may ensure:

- *compliance to codal provisions by the departmental officers in incurring expenditure on works;*
- *completion of ongoing schemes before taking up of new schemes;*
- *expeditious collection of arrears of abiana charges in a time bound manner to avoid huge arrears and*
- *booking of expenditure under various schemes/ programmes only after it is actually incurred.*

5.3 POWER

Power is the critical infrastructure for the growth of the economy. Acceleration in the economic growth is dependent upon a financially and commercially viable power sector. Power Development Department of the State is entrusted with the responsibility of ensuring a dependable power supply to the consumers and in this regard Electric Division Budgam constitutes link between electricity utilities and the consumers and their revenue realization segment. Two main schemes which were in implementation in power sector for improvement of power scenario and rural electrification in the district were Accelerated Power Development Programme and Rajiv Gandhi Grameen Vidhuyuti Karan Yojna.

◆ Financial Management

The allocation of funds to the district for power infrastructure during 2007-12 and expenditure there against is tabulated in **Table 70** below:-

Table-70

(₹ in crore)

| Sector | Allocation | Expenditure | Unspent |
|---|--------------|--------------|-------------|
| State Budget (Non-Plan) | 53.52 | 52.32 | 1.20 |
| APDRP | 10.32 | 9.65 | 0.67 |
| T&D | 10.10 | 9.22 | 0.88 |
| Rural Electrification (District Sector0 | 5.58 | 5.58 | 0.002 |
| CDF | 2.26 | 2.17 | 0.09 |
| Total | 81.78 | 78.94 | 2.84 |

The annual non-plan outlay had increased from 8.50 crore to 14.93 crore registering an increase of 75 *per cent* during the period from 2007-08 to 2011-12, while as the expenditure had increased from ₹ 8.49 crore to 13.74 crore (62 *per cent*). The details of the expenditure incurred on administrative expenses and the expenditure incurred on works during the period from 2007-08 to 2011-12 are given in **Table 71** below:-

Table-71

| (₹ in crore) | | | |
|--------------|----------------------------|-------------------|----------------|
| Year | Administrative Expenditure | Works Expenditure | Ratio of AE/WE |
| 2007-08 | 7.73 | 3.46 | 69:31 |
| 2008-09 | 7.63 | 5.32 | 59:41 |
| 2009-10 | 9.46 | 7.78 | 55:45 |
| 2010-11 | 11.27 | 6.69 | 63:37 |
| 2011-12 | 13.31 | 4.76 | 74:26 |

As can be seen, the ratio of administrative expenses is higher than the works expenses and the percentage of administrative expenses to the total expenditure ranged between 55 and 74 *per cent* during the period 2007-08 to 2011-12 and the percentage of the works expenditure to the total expenditure ranged between 26 and 45 *per cent*.

5.3.1 Accelerated Power Development Reforms Programme (APDRP)

The Accelerated Power Development Reforms Programme (APDRP) was launched in 2002-03 as additional central assistance to the States for strengthening and up gradation of sub-transmission and distribution systems of high-density load centers like towns and industrial areas. The main objectives of the programme were to augment the distribution network and to improve voltage, reliability of power supply, reduce high energy losses (aggregate commercial/technical), bring about commercial viability in power sector, reduce outages, meet the load growth, and to increase consumer satisfaction.

♦ Planning

The Programme guidelines provide that formulation of the project for improvement of sub-transmission and distribution systems based on physical survey, study and analysis of the power distribution network in the district.

The project for implementation of the APDRP in the District was formulated without conducting physical survey, study and analysis of the power distribution network and it was noticed that no perspective plan was formulated for implementation of the APDRP in the district. The divisional authorities created the new distribution systems, HT/LT lines under the APDRP without conducting the physical survey and without evaluating the study and analysis of the power distribution network. The works under various components of the programme were executed without analysing the power distribution network of the areas where the works were executed.

♦ Funding

The year-wise allotment of funds and expenditure incurred there against under the programme are given in **Table 72** below:-

Table-72

| (₹ in crore) | | | |
|--------------|--------------|-------------|-------------|
| Year | Allotment | Expenditure | Total |
| 2007-08 | 2.33 | 1.66 | 0.67 |
| 2008-09 | 3.49 | 3.49 | -- |
| 2009-10 | 1.72 | 1.72 | -- |
| 2010-11 | 2.50 | 2.50 | -- |
| 2011-12 | 0.28 | 0.28 | -- |
| Total | 10.32 | 9.65 | 0.67 |

(As per Schedule of works expenditure Form- 64)

♦ Implementation

The work on the following parameters of the scheme was identified and an expenditure of ₹ 28.91 crore was incurred ending March 2012, on various components as detailed in **Table 73** below:-

Table-73

| (₹ in crore) | | | | |
|-----------------------------------|---|------|-------------|--------------|
| Sl. No. | Scheme Parameters | Unit | Achievement | Expenditure |
| 1. | Erection of new 11 KV line on 9 meter ST pole | Km | 185.32 | 6.54 |
| 2. | Reconductoring /replacement of rotten wooden poles of 11 KV line on 9 meter ST pole | -do- | 49.47 | 1.06 |
| 3. | Erection of new LT line on 8 meter ST pole | -do- | 239.16 | 6.57 |
| 4. | Reconductoring /replacement of rotten wooden poles of existing LT lines | -do- | 16.42 | 0.42 |
| 5. | Replacement of HT/LT old rotten wooden poles by PCC/ST poles | No | - | Nil |
| 6. | Creation of new 11/0.433 KV S/Stn | No | 483 | 7.59 |
| 7. | Augmentation of Sub Stations | No | | 3.28 |
| 8. | Consumer metering | No | 18541 | 2.72 |
| 9. | Renovation and modernisation of S/Stns | No | 22 | 0.18 |
| 10. | Modernisation works | No | | 0.55 |
| Total Expenditure incurred | | | | 28.91 |

As can be seen from the above details, the execution of the works on some important components of the programme was not started since 2002-03 to the closure of the APDRP programme (2008-09).

♦ Non-achievement of Targets

Due to slow/non-execution of works under various essential components, the envisaged objectives and the intended benefits of the programme could not be achieved as the bench mark performances as targeted under the programme guidelines was not achieved despite incurring an expenditure of ₹ 28.66 crore. The details are given in **Table 74** below:-

Table-74

| Sl. No. | Benchmark parameter | Target level Under APDRP | Level Achieved March 2012 |
|---------|--|---------------------------------|---------------------------|
| 1. | Input v/s metered energy | 1 : 1 | 1 : 0.14 |
| 2. | Revenue realisation efficiency (Amount collected to amount billed) | 1 : 0.90 | 1 : 0.76 |
| 3. | Aggregate Technical & commercial losses | 23 per cent | 74.29 per cent |
| 4. | Number of feeder outages | 10 per cent | NA |
| 5. | Failure of distribution transformers | 5 per cent | 60 per cent |
| 6.. | Number of consumer complaints | Shall be recorded and monitored | Recorded and monitored |
| 7. | Process of meter installations | 100 per cent | 15 per cent |

As can be seen, the level of performances and the targeted levels benchmarked (2008) in the APDRP programme were not achieved as the aggregate technical and commercial losses has increased to 74 per cent, failure rate of distribution transformers which was around 60 per cent far exceeds the target level and the fixed schedule, revenue realisation efficiency was also poor and the arrears in revenue realisation had swelled to ₹ 32.08 crore (2011-12).

5.3.2 Rajiv Gandhi Grameen Vidhuyuti Karan Yojna (RGGVY)

A scheme for electrification programme (100 per cent) of district Budgam was formulated under the Rajiv Gandhi Grameen Vidhuyuti Karan Yojna (RGGVY) during the year 2005-06. As per Census 2001-02, there were 544 villages, out of which 484 villages were shown electrified, 41 villages as un-electrified and 19 villages had become de-electrified due to extensive damage to HT/ LT networks. The scheme was formulated to electrify 60 un-electrified villages at cost of ₹ 29.76 crore for implementation by NHPC and completion within two financial years. The objectives of the scheme inter-alia included provision of sustained power supply on demand to each and every individual in the district.

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

5.3.3 Efficiency in Revenue Realization, outages and T&D losses

In order to strengthen and improve distribution system in the District the following components/ parameters aimed at increasing the revenue realization, reduction in outages and reduction in Transmission and Distribution losses with improvement in quality and reliability of the power supply, were taken up for execution under the APDRP programme during the period from 2002-03 to 2011-12 and the details of the physical achievements and expenditure ending March 2012 is given in **Table 75** below:-

Table-75

| Sl. No. | Item | Quantity | Expenditure (₹ in crore) |
|--------------|---|----------|--------------------------|
| 1. | Metering (Numbers) | 8669 | 2.72 |
| 2. | Renovation & Modernisation of Sub stations (Number) | 22 | 0.18 |
| 3. | Strengthening and upgrading of distribution system | | |
| | • Creation of New Sub-Stations (Number) | 483 | 7.59 |
| | • Re-conductoring/Replacement of wooden poles by ST poles (Kms) | 490 | 17.88 |
| 4. | Modernisation works (Numbers) | 5 | 0.54 |
| Total | | | 28.91 |

However, it was noticed that after incurring an expenditure of ₹ 28.91 crore, the intended objectives had not been achieved as elaborate below:

♦ Billing Efficiency

The outstanding balances against the various categories of consumers on account of revenue realization during the year 2011-12 has reached to all time high of ₹ 32.08 crore. This is indicative of the fact that revenue realization efficiency has not improved.

♦ Failure of Transformers

The failure/ outage rate of distribution transformers (DTR) has increased and reached to 60 *per cent*. During the year 2007-08 to 2011-12, 4554 distribution transformers had got damaged which was in the range of 36 to 60 *per cent* of total DTRs available with the division. A whopping expenditure of ₹ 501.19 crore had been incurred on repair of these damaged DTRs during the above period. This is indicative of the fact that the rate of outages of distribution system has not been improved to the optimal level as detailed in **Table 76** below:-

Table-76

| Sl. No. | Year | Existing DTRs at the close of the year(in no's) | DTR failures | Percentage of failures | Expenditure on repair of failed DTRs (₹ in crore) |
|---------|---------|--|--------------|------------------------|---|
| 1. | 2007-08 | 1850 | 680 | 36 | 97.00 |
| 2. | 2008-09 | 1986 | 793 | 40 | 113.50 |
| 3. | 2009-10 | 2093 | 799 | 38 | 93.43 |
| 4. | 2010-11 | 2155 | 936 | 43 | 95.70 |
| 5. | 2011-12 | 2236 | 1346 | 60 | 101.56 |

Damage of these transformers was mainly because of overloading of DTRs. The percentage of damages of transformers because of overloading was in the range 90 to 94 *per cent* as detailed in **Table 77** below:-

Table-77

| Sl. No. | Year | DTRs failed during the year | DTRs failed due to overload | Percentage |
|---------|---------|-----------------------------|-----------------------------|------------|
| 1. | 2007-08 | 680 | 645 | 94 |
| 2. | 2008-09 | 793 | 729 | 91 |
| 3. | 2009-10 | 799 | 727 | 90 |
| 4. | 2010-11 | 936 | 889 | 94 |
| 5. | 2011-12 | 1346 | 1232 | 92 |

It was further observed in audit that there was high percentage of damage of transformers during the period 2007-08 to 2011-12 in spite of the fact that transformer capacity was much higher than the connected loads and there was huge gap in transformation capacity which was in the range of 1:4.93 and 1:6.31 during the above cited period as detailed in **Table 78** below:-

Table-78

| Sl. No. | Year | Transformer capacity 11/33 KV (KVA) | Connected load (KVA) | Gap in transformation capacity | Ratio of transformer capacity to connected load |
|---------|---------|-------------------------------------|----------------------|--------------------------------|---|
| 1. | 2007-08 | 229493 | 44188 | 185305 | 1:5.19 |
| 2. | 2008-09 | 237319 | 44846 | 192473 | 1:5.29 |
| 3. | 2009-10 | 249479 | 45040 | 204439 | 1:5.53 |
| 4. | 2010-11 | 241040 | 41543 | 192166 | 1:5.80 |
| 5. | 2011-12 | 279399 | 43811 | 235588 | 1:6.31 |

This indicated that damages of transformers were mainly because of illegal connections and power thefts.

♦ Incidence of Theft

To check illegal connections and power thefts, targets were set for conducting checking of suspected areas with high rate of illegal connections and power thefts, but the department failed to conduct requisite checks and detect cases of power thefts. Against, 20400 number of checks targeted to be conducted by the department, only 1228 (6 *per cent*) checks were conducted during the period 2007-08 to 2011-12 and against the targeted 430 theft cases to be detected, only 38 (18 *per cent*) cases were detected during the said period. As a result, department failed to arrest illegal connections and power thefts resulting overloading of transformers and consequent damages as detailed in **Table 79** below:-

Table-79

(₹ in lakh)

| Sl. No. | Year | No of checking | | Theft cases | | Assessed amount | | Amount realized | |
|--------------|---------|----------------|-------------|-------------|-----------|-----------------|--------|-----------------|--------|
| | | Targets | Actual | Targets | Actual | Targets | Actual | Targets | Actual |
| 1. | 2007-08 | 3500 | 260 | 50 | 5 | | | | |
| 2. | 2008-09 | 8000 | 201 | 60 | 7 | | | | |
| 3. | 2009-10 | 2400 | 203 | 70 | 6 | | | | |
| 4. | 2010-11 | 3000 | 264 | 100 | 8 | | 5.47 | | 2.38 |
| 5. | 2011-12 | 3500 | 300 | 150 | 12 | | 5.80 | | 2.50 |
| Total | | 20400 | 1228 | 430 | 38 | | | | |

There was increase in energy losses as the loss percentage has reached to all time high at 65 during the year 2011-12. The improvement in quality and reliability of power supply was not ensured. Poor voltage power supply and frequent interruptions in supply was provided to the consumers and also adequate consumer satisfaction was not ensured. The EE, stated that due to illegal power thefts voltage power supply and frequent interruptions in supply could not be avoided. However, steps were being taken to check the thefts.

♦ **Non prioritization of HVDS**

Guidelines of the APDRP Scheme envisage that the existing distribution network shall be converted into High Voltage Distribution System (HVDS), which covers reduction in LT lines to ensure reduction in T&D losses. However, it was noticed that this factor was not taken care of while formulating the annual action plans under APDRP programme and instead of reducing the LT lines, 239.16 Kms of LT lines were added to the existing system under the Programme after incurring an expenditure of Rs. 657.20 lakh upto March 2011.

♦ **Installation of energy meters**

As per APDRP guidelines, it was mandatory for the Department to install tamper proof, static, high precision energy meters for all the domestic/ commercial/ industrial customers and as per the project proposals 100 percent metering was benchmarked to be achieved by the end of the year 2007-08. Audit scrutiny of records, however, revealed that against the target of metering 59,000 number of consumer installations, 18,541 single phase meters (33 *per cent*) had been procured from Stores Procurement Division, Pampore as of March 2012. Out of these procured meters, 8,669 domestic/ commercial/ industrial consumer installations (10 *per cent*) were metered during the years 2007-08 to 2011-12 and rest of the meters were issued to other divisions of the Department. The details are given in **Table 80** below:-

Table-80

| Year | Meters already installed | Targets for metering | Actual meters installed | Total Meters installed | Percentage |
|---------|--------------------------|----------------------|-------------------------|------------------------|------------|
| 2007-08 | 4287 | 40000 | 60 (0.15) | 4347 | 11 |
| 2008-09 | 4347 | 47000 | 1337 (3.00) | 5684 | 12 |
| 2009-10 | 5684 | 50000 | 30 (0.06) | 5714 | 11 |
| 2010-11 | 5714 | 55000 | 1184 (2.15) | 6898 | 12.50 |
| 2011-12 | 6898 | 59000 | 1771 (3.00) | 8669 | 14.69 |

Due to the department's failure to take timely action for procurement of adequate number of meters, the target of metering all the consumer installations in a time bound manner, in accordance with the programme guidelines could not be ensured despite nine years of implementation of the programme. So far only 15 *per cent* metering had been done upto 2011-12. Slow progress of installation of meters could be gauged by the fact that during the period 2007-08 to 2011-12, the achievement against targets fixed for installation of meters was in the range of 0.06 to 3 per cent only. As a result, reduction in T&D losses and proper energy accounting could not be achieved.

It was further observed that though the work for installation of the digital energy meters was commenced on all the 69 feeders, however, installation of digital energy meters had been carried out in only 01 feeder (Budgam main). The percentage of installation of energy meters on this feeder was 99 *per cent*. The rest of the feeders were partially metered (percentage ranged between zero to 95).

Shortfall in achievement of targets on account of sale of electricity

Test check of the records revealed that there was shortfall in achievement of targets set for realisation of revenue during the year 2007-08 to 2011-12. The details of the total revenue assessed during each year and amount realized thereagainst on account of sale of electricity during the period is detailed in **Table 81** below:-

Table-81

(₹ in crore)

| Year | Outstanding revenue | Revenue assessed during the year | Total | Amount realised | Balance outstanding | Percentage |
|---------|---------------------|----------------------------------|-------|-----------------|---------------------|------------|
| 2007-08 | 35.16 | 10.80 | 45.96 | 11.68 | 34.29 | 25 |
| 2008-09 | 34.29 | 13.41 | 47.69 | 14.14 | 33.55 | 29 |
| 2009-10 | 33.55 | 15.67 | 49.22 | 17.36 | 31.86 | 35 |
| 2010-11 | 31.86 | 20.07 | 51.93 | 21.55 | 30.38 | 38 |
| 2011-12 | 30.38 | 29.38 | 59.77 | 27.68 | 32.09 | 46 |

The percentage of realization on account of sale of electricity during the period 2007-08 to 2011-12 was in the range of 25 to 46 *per cent* only.

Loss of Energy at Distribution Level

Audit scrutiny of the records revealed that there are high energy losses at the distribution level. The details of the energy input and the energy billed and the loss of energy at the distribution level during the period from 2007-08 to 2011-12 are as detailed in **Table 82** below:-

Table-82

| Year | Energy (in lakh Units) | | | | Revenue Loss (₹ in crore) |
|--------------|------------------------|----------------|-----------------|------------|------------------------------|
| | Input | Billed | Loss | percentage | |
| 2007-08 | 2610.30 | 1044.12 | 1566.18 | 60 | 31.32 |
| 2008-09 | 3070.90 | 1455.00 | 1615.90 | 53 | 32.32 |
| 2009-10 | 3572.16 | 1682.04 | 1890.12 | 53 | 37.80 |
| 2010-11 | 3571.00 | 1208.00 | 2362.00 | 66 | 47.24 |
| 2011-12 | 4028.72 | 1401.25 | 2627.47 | 65 | 52.55 |
| Total | 16853.08 | 6790.41 | 10061.67 | | 201.23 |

As can be seen from the above details, 16,853.08 lakh units of energy was pumped in and against this, energy was billed for 6790.41 lakh units of power during the period from 2007-08 to 2011-12 resulting in loss of energy of 10061.67 lakh units and the overall percentage of loss of energy at distribution level was 60 *per cent* and the loss of energy ranged between 53 and 66 *per cent* during the period 2007-08 to 2011-12.

The failure of the Divisional authorities in implementation of the power development reforms programmes satisfactorily resulting in foregoing potential revenue of ₹ 201.23 crore to the Government.

Non-Accountal of replaced wooden poles

Audit scrutiny revealed that the work on 65.89 Kms of re-conductoring/ replacement of rotten wooden poles of HT/LT line with Steel Tubular/PCC poles were completed after incurring an expenditure of ₹ 1.49 crore upto March 2011. However, neither any detailed practical estimates nor cost of old replaced conductor and old wooden poles was credited to the scheme nor the account of the replaced material was maintained and accounted for as credit to the programme. The EE, stated that the disposal of old rotten wooden poles would be looked into.

Recommendations

The Government may consider to ensure:

- speedy completion of in-hand projects and reduction of transmission and distribution losses; and
- consumer metering on priority.

5.4 INDUSTRIES

♦ Non-Disbursement of loan assistance under PMRY and PMEGP scheme

Industrial development aims at generating employment opportunities in rural and urban areas of the District by setting up of new self employment ventures/ projects/ micro enterprises, bringing together widely dispersed traditional artisans/rural and urban youth and provide self-employment opportunities to them at their place with the help of financial support through public, rural, cooperative and private sector banks and other financial institutions. To achieve it, various Government of India/State sponsored schemes had been introduced. A new credit linked subsidy programme “Prime Minister’s Employment Generation Programme (PMEGP)” was launched in the District by replacing “Prime Ministers Rozgar Yojna (PMRY)” which was in operation till March 2008. The District Industries Centre identifies the beneficiaries, obtains applications and places them before the District Task Force Committee for approval and selection. Details of cases provided benefits through the employment generation programmes during the period 2007-08 to 2011-12 are given in **Table 83** below:-

Table-83

(₹ in crore)

| Year | Target | Cases sponsored | | Cases sanctioned | | Cases disbursed | | Interest-subsidy / Margin money released | | Interest subsidy/ Margin money pending | |
|--------------|------------|-----------------|--------------|------------------|-------------|-----------------|-------------|--|-------------|--|-------------|
| | | No. | Amount | No. | Amount | No. | Amount | No | Amount | No | amount |
| 2007-08 | 178 | 302 | 5.41 | 72 | 0.97 | 72 | 0.97 | Nil | Nil | Nil | Nil |
| 2009-10 | 22 | 22 | 1.10 | 10 | 0.45 | 10 | 0.45 | 4 | 0.07 | 6 | 0.08 |
| 2010-11 | 22 | 38 | 2.52 | 23 | 0.91 | 23 | 0.91 | 16 | 0.21 | 7 | 0.10 |
| 2011-12 | 22 | 55 | 2.75 | 21 | 1.17 | 21 | 1.17 | 5 | 0.03 | 16 | 0.34 |
| Total | 244 | 417 | 11.78 | 126 | 3.50 | 126 | 3.50 | 25 | 0.31 | 29 | 0.52 |

(Source:-Department); 2008-09 (PMEGP): No cases financed during the period 2008-09

From the above, it is revealed that against 302 cases sponsored by the General Manager DIC, Budgam only 72 cases were sanctioned under Prime Minister's Rozgar Yojana (PMRY) Scheme during the year 2007-08 indicating that cases had been sponsored to the financial institutions without giving proper guidance to upcoming entrepreneurs, which ultimately resulted in mortality of 230 sponsored cases. The interest subsidy had also not been paid to these 72 entrepreneurs during 2007-08 in which scheme was in operation. Audit further noticed that no case had been targeted/ sponsored for financial assistance under PMEGP scheme during the year 2008-09 while as against 115 cases sponsored under the scheme only 54 cases were sanctioned during the period 2009-12. The margin money had however, been released to financial institutions/ banks in respect of 25 cases so far (March 2012) while as no margin money had been released to financial institutions in respect of balance 29 sponsored cases. Due to non-receipt of margin money in respect of these cases, financial institutions did not release full amount of project. As a result of this, the intended benefits from scheme could not flourish as envisaged.

The General Manager, DIC Budgam stated (August 2012) that loans could not be sanctioned to all the beneficiaries due to non- completion of the requisite formalities by entrepreneurs and margin money was being released by Banks as and when same was received from Government of India.

♦ Unproductive Training of entrepreneurs

In order to create a trained and skilled class for absorption through self employment, identification of the entrepreneurs by the General Manager, District Industries Centre was to be done taking into consideration that persons selected for training should be prepared to take up their trade after completion of the training. There were five knitting centers where training was being imparted to trainees through technical staff of the Department. The details of trainings imparted to entrepreneurs in knitting trade through these centers during 2007-08 to 2011-12 are given in **Table 84** below:-

Table-84

| Year | Periodicity of courses | No. of trainees | No. of units established | Expenditure on training courses (₹ in lakh) |
|--------------|------------------------|-----------------|--------------------------|--|
| 2007-08 | 6 monthly | 175 | NA | 1.13 |
| 2008-09 | -do- | 140 | NA | 1.46 |
| 2009-10 | -do- | 172 | NA | 1.19 |
| 2010-11 | -do- | 150 | NA | 1.68 |
| 2011-12 | -do- | 120 | NA | 0.42 |
| Total | | 757 | | 5.88 |

(Source: Department)

From the above it is seen that 757 trainees have been imparted training in knitting trade during the period 2007-12 after incurring an expenditure of ₹ 0.06 crore on the their training. No data/ records were maintained by the department in respect of the number of trainees who set up trade/ unit after completion of training in these courses. Thus, usefulness of the expenditure incurred on conducting of such training courses could not be ascertained in audit. Besides, services of the technical staff viz

instructors posted in these centers for providing training could also not proved to be a productive one. As such expenditure incurred on their salaries amounting to ₹ 0.63 crore during the period 2007-08 to 2011-12 proved as unproductive. In view of the changing scenario, the trainees ought to have been given training in other present day trades which could have proved useful tool for trainees for establishment of their units and also find market for the finished products. Contrary it was observed that trainees had been given training in knitting trade only over the years. It may be mentioned that knitting products have almost been got replaced in full by readymade garments and imported garments. Non-availability of markets for end products of knitting trade are the main constraints for non establishment of any units by trainees. The process has remained confined to getting of stipend by trainees and incurring of expenditure on the purchase of raw material and salaries of staff engaged with running of trainees centers.

The General Manager, DIC stated that the main purpose of training was to develop skill among candidates so that they become as self dependent. However, the department had not ascertained details of any units/established by trainees.

♦ Shortfall in sanctioning of loans to Small scale cases

The details of formal registrations made and cases sponsored for financial assistance under SSI scheme are given in **Table 85** below:-

Table-85

| Year | Provisional registration | | Formal registration | | No of cases sponsored | Percentage |
|--------------|--------------------------|-------------|---------------------|-------------|-----------------------|------------|
| | Target | Achievement | Target | Achievement | | |
| 2007-08 | 225 | 190 | 150 | 136 | 52 | 38 |
| 2008-09 | 225 | 110 | 150 | 120 | 40 | 65 |
| 2009-10 | 225 | 349 | 150 | 125 | 27 | 22 |
| 2010-11 | 385 | 205 | 135 | 78 | 78 | 100 |
| 2011-12 | 350 | 240 | 130 | 85 | 72 | 85 |
| Total | 1410 | 1094 | 715 | 544 | 269 | 51 |

From the above it is seen that 1094 entrepreneurs had been provided provisional registration against the target of 1410 during the period 2007-08 to 2011-12 indicating shortfall of 22 *per cent*. Further, against the target of 715 cases for formal registration, 544 cases only were registered during the period 2007-08 to 2011-12 with a shortfall of 24 *per cent*. It is also seen that though a large number of provisional and formal registration of upcoming entrepreneurs had been done during the period from 2007-08 to 2011-12, but the number of cases sponsored to financial institutions was very low when compared to number of formal registrations granted during the same period which was in the range of 51 *per cent*.

The details of cases sponsored and cases in which loan was disbursed in the district during the period 2007-08 to 2011-12 are given in **Table 86** below:-

Table-86

(₹ in crore)

| Year | Cases sponsored | | Cases sanctioned | | Cases disbursed | |
|--------------|-----------------|----------------|------------------|-------------|-----------------|-------------|
| | No. | Amount | No. | Amount | No. | Amount |
| 2007-08 | 52 | 1413.44 | 1 | 0.005 | 1 | 0.004 |
| 2008-09 | 40 | 503.17 | 15 | 1.39 | 15 | 1.36 |
| 2009-10 | 27 | 456.72 | 4 | 0.70 | 2 | 0.43 |
| 2010-11 | 78 | 1624.92 | 7 | 1.46 | 6 | 1.40 |
| 2011-12 | 72 | 2307.47 | 4 | 0.48 | 4 | 0.48 |
| Total | 269 | 6305.72 | 31 | 4.03 | 28 | 3.67 |

Out of 269 cases sponsored for loan disbursement during 2007-08 to 2011-12, 31 cases were sanctioned (12 *per cent*) and out of that loan had been disbursed in respect of 28 cases during the period. This was indicative of the fact that the cases recommended had not been properly examined and evaluated by the Department before forwarding them to banks. No effective steps had been taken to get loan sanctioned through the banks and benefits given to aspiring entrepreneurs. Department had also not maintained list of back log cases to ensure that left over could be provided assistance during next year and got sanctioned on priority.

The General Manager DIC stated that Industries Department was only a sponsoring agency and banks were responsible for sanction of loans. Reply is not tenable as the Department was responsible for conducting regular meeting with banks for sanctioning loan to all the sponsored cases.

Establishment of Industrial estates

Establishment of Ompora Industrial Estate

In order to promote industrial development and to provide opportunity to the entrepreneurs for establishment of manufacturing units and sale counters in the J&K State and particularly in Budgam district, the Industries and Commerce Department placed indent(December 1989) with the Collector for acquisition of land measuring 1000 kanals at Ompora Budgam for establishment of industrial estate and an expenditure of ₹ 10.33 crore² had been incurred on acquisition of land during the period between 1991 to December 2008. Audit observed that although the land in question had been handed over to the State Industrial Development Corporation in the year 1997, yet it could not be got developed fully due to late finalization of the project for development of Industrial Estate (August 2009) despite incurring expenditure of ₹ 10.33 crore on acquisition of land for the purpose. Thus, the objective of establishing industrial estate and providing opportunity to the entrepreneurs was not fulfilled. It was also seen that no other Industrial activity had been carried out in the district and the lone attempt of setting up the Ompora Industrial estate had not fruitified despite lapse of two decades.

² March 1991: ₹ 4.90 crore; August 2008: ₹ 3.75 crore and December 2008: ₹ 1.68 crore

On this being pointed out (August 2012) by audit, General Manager DIC Budgam stated that land acquired at Ompora is being developed by SIDCO which was responsible for lapses for development of industrial estate and further stated that the matter had already been taken up with concerned agency for expediting development of Industrial estate. Reply is not tenable as the department had not been able to settle land compensation issues up to December 2008.

Recommendations

The Government may consider to:

- *facilitate disbursement of loan to entrepreneurs and solving their problems through periodical interaction with financial institutions; and*
- *provide training courses under different trades to upcoming and interested entrepreneurs.*

Chapter-6 : General Services

Chapter-6 General Services

6.1 Police

♦ Accommodation facilities/Infrastructure availability

To humanize police and to make the organization an efficient one, police personnel are to be provided better accommodation facilities like, barracks and housing quarters viz., Upper Subordinate Quarters (USQs) and Lower Subordinate Quarters (LSQs). The availability of housing quarters and additional quarters required in the district as of 2011-12 is given in **Table 87** below:-

Table-87

| Sl. No. | Nomenclature | Availability | Additional requirement |
|---------|------------------------------------|--------------|------------------------|
| 1 | Lower subordinate quarters (Lines) | 53 | 40 |
| 2 | Upper subordinate quarters (Lines) | 12 | 26 |

(Source: Department)

As per BPD&R norms the Police Station is required to have facilities like USQ/LSQ's for accommodating police personnel besides basic necessities like reception rooms, lockup room, interrogation room etc. The availability of these facilities in four test-checked police stations as of March 2012 is given in **Table 88** below:-

Table-88

| S. No | Name of police station | USQ | LSQ | Reception room | Lock-up-room | Interrogation room | Guard room | Wireless room | Rest room for personnel |
|-------|------------------------|-----|-----|----------------|--------------|--------------------|------------|---------------|-------------------------|
| 1. | Chadoora | 1 | Nil | Nil | 1 | Nil | Nil | 1 | Nil |
| 2. | Beerwah | 1 | Nil | 2 | 2 | Nil | 1 | 1 | Nil |
| 3. | Khag | 1 | Nil | Nil | 2 | Nil | Nil | 1 | Nil |
| 4. | Budgam | 1 | Nil | Nil | 1 | Nil | Nil | 1 | Nil |

From the above it is revealed that basic facilities particularly LSQ's, Reception, interrogation rooms in these police stations were not existing

♦ Manpower

The BPR&D norms emphasize the importance of raising manpower in proportion to increase in population. The position of sanctioned strength and men-in-position for all levels of the force as of March 2012 is given in **Table 89** below:-

Table-89

| Sl. No. | Rank | Position as on 31 March 2012 | | | |
|--------------|-------------------|------------------------------|-----------------|-------------|--------------|
| | | Posts sanctioned | Men in position | Surplus (+) | Shortage (-) |
| 1. | SSP | 1 | 1 | - | - |
| 2. | S.P | 2 | - | - | 2 |
| 3. | Dy. S.P | 5 | 6 | 1 | - |
| 4. | C.P.O | 2 | 1 | - | 1 |
| 5. | P.O | 2 | 1 | - | 1 |
| 6. | Sr.P.O | 2 | 1 | - | 1 |
| 7. | Inspector | 7 | 4 | - | (-) 3 |
| 8. | SI/PSI | 19 | 16 | - | (-) 3 |
| 9. | ASI | 63 | 38 | - | (-) 25 |
| 10. | HC | 170 | 159 | - | (-) 11 |
| 11. | SGCT | 260 | 261 | (+) 1 | - |
| 12. | Constable | 782 | 675 | - | (-) 107 |
| 13. | Follower / Helper | 38 | 46 | (+) 8 | - |
| Total | | 1353 | 1209 | 10 | 154 |

The shortage of constables, the basic policing ingredient of the department, was the maximum and stood at 107 as of March 2012.

The position of deployment of police personnel in the Police Stations (PSs) is given in **Table 90** below:-

Table-90

| Police post | Inspector | | SI | | ASI | | HC | | Constable | | Follower | | Total | |
|----------------|-----------|----------|-----------|-----------|-----------|-----------|-----------|-----------|------------|------------|-----------|----------|------------|------------|
| | S | MIP | S | MIP | S | MIP | S | MIP | S | MIP | S | MIP | S | MIP |
| Beerwah | 1 | 1 | 2 | - | 6 | - | 13 | 6 | 60 | 17 | 2 | 1 | 84 | 25 |
| Budgam | 1 | 1 | 4 | 6 | 10 | 7 | 20 | 33 | 83 | 65 | 2 | 1 | 120 | 113 |
| Chararisharief | 0 | 1 | 1 | 0 | 4 | 3 | 11 | 10 | 51 | 22 | 2 | 0 | 69 | 36 |
| Chadoora | 0 | 1 | 1 | 2 | 3 | 1 | 13 | 7 | 48 | 22 | 2 | 0 | 67 | 33 |
| Magam | - | - | 1 | 3 | 4 | 3 | 9 | 9 | 47 | 15 | 2 | 1 | 63 | 31 |
| P/S Khag | - | - | 1 | 1 | 2 | - | 4 | 7 | 30 | 12 | 2 | 0 | 39 | 20 |
| Total | 2 | 4 | 10 | 12 | 29 | 14 | 70 | 72 | 319 | 153 | 12 | 3 | 442 | 258 |

There was huge shortage of manpower of all ranks especially in the PSs outside the district Headquarters. Against, the sanctioned strength of 442 personnel from the rank of Inspector to follower, 258 police personnel were existing and discharging their duties in six police stations. The overall shortage of constables in the district was also reflected deficient policing in the District.

♦ Crime rate

There were regular occurrences and incidents of crime in the District and the position for the last five years as depicted in **Table 91** below:-

Table-91

| Crime Head | 2007 | 2008 | 2009 | 2010 | 2011 |
|-----------------------------|-------------|-------------|-------------|-------------|-------------|
| Murder | 5 | 3 | 3 | 2 | 5 |
| Attempt to murder | 19 | 31 | 30 | 29 | 13 |
| Rape | 17 | 8 | 10 | 7 | 8 |
| Kidnapping of women | 72 | 60 | 71 | 67 | 100 |
| Other kidnapping | - | 6 | 5 | - | 1 |
| Molestation | 118 | 88 | 105 | 93 | 94 |
| Sexual harassment | 31 | 29 | 34 | 34 | 27 |
| Breach of trust | 2 | 3 | 7 | 5 | 7 |
| Burglary | 92 | 84 | 85 | 91 | 99 |
| Robbery | 9 | 4 | 11 | 10 | 4 |
| Thefts | 176 | 186 | 265 | 278 | 212 |
| Cheating | 21 | 31 | 23 | 18 | 24 |
| Counterfeiting | 3 | 1 | 5 | - | 2 |
| Arson | 8 | 9 | 9 | 17 | 12 |
| Hurt | 3 | 3 | 2 | 1 | 5 |
| Causing death by negligence | 8 | 19 | 12 | 17 | 11 |
| Riots | 111 | 230 | 182 | 201 | 166 |
| Family cruelty cases | - | - | 1 | - | 2 |
| Others | 641 | 609 | 509 | 482 | 515 |
| Total | 1336 | 1404 | 1369 | 1352 | 1307 |

(Source: Department)

While the number of crime cases in the District during the last five years were in the range of 1300-1400 per year reckoned from January to December each year, the number of cases relating to kidnapping/ molestation and sexual harassment of women, burglary and thefts was alarming. Besides, arson and riot cases were also on rise.

♦ Investigation and Trial of cases

It was further observed that there was a delay in filing of charge sheets in the admitted cases including backlog cases of previous years. During the years 2007 to 2011, number of cases charge sheeted had decreased from 88 *per cent* in 2007 to 64 *per cent* in 2011. Due to this, number of pending cases had increased year by year from 46 during the year 2007 to 407 during the year 2011 as detailed in **Table 92** below:-

Table-92

| Investigation stage | | | | | | | |
|---------------------|-----------------------------------|--------------------------------|----------------------|---|----------------------|------------------------|----------------------------------|
| Year | Cases pending from previous years | Cases reported during the year | Cases declared false | Total cases available for investigation | Cases charge-sheeted | Final report submitted | Cases pending at the end of year |
| 2007 | 278 | 1336 | 111 | 1503 | 1332 (88) | 125 | 46 |
| 2008 | 46 | 1404 | 91 | 1359 | 1077 (79) | 94 | 188 |
| 2009 | 188 | 1369 | 117 | 1440 | 1163 (81) | 136 | 141 |
| 2010 | 141 | 1352 | 100 | 1393 | 891 (64) | 127 | 375 |
| 2011 | 375 | 1307 | 117 | 1565 | 1008 (64) | 150 | 407 |
| Total | 1028 | 6768 | 536 | 7260 | 5471 | 632 | 1157 |

(Source: Department)

The shortfall was also at the trial stage as trials had been completed in eight to 13 *per cent* of cases during the years 2007 to 2011. As of 2007, there were 3921 cases pending from previous years, and another 5471 cases were sent for trial during the years 2007 to 2011. Against the total 29637 cases, trials had been completed only in 3122 cases, and 5854 cases remained pending as of 2011. The number of cases pending trials increased from 4479 during 2007 to 5854 cases during 2011. The details are given in **Table 93** below:-

Table-93

| Trial stage | | | | | | | | |
|--------------|-----------------------------------|----------------------|--------------|--------------------------------------|-----------------|-----------------|-------------------------------|--|
| Year | Cases pending from previous years | Cases sent for trial | Total cases | Cases in which trials were completed | Cases acquitted | Cases convicted | Cases compounded or withdrawn | Cases pending at the close of the year |
| 2007 | 3921 | 1332 | 5253 | 672 (13) | 380 | 292 | 102 | 4479 |
| 2008 | 4479 | 1077 | 5556 | 517 (9) | 273 | 244 | 65 | 4974 |
| 2009 | 4974 | 1163 | 6137 | 730 (12) | 570 | 160 | 76 | 5331 |
| 2010 | 5331 | 891 | 6222 | 720 (12) | 613 | 107 | 41 | 5461 |
| 2011 | 5461 | 1008 | 6469 | 483 (8) | 339 | 144 | 132 | 5854 |
| Total | | 5471 | 29637 | 3122 | 2175 | 947 | 416 | |

The SSP, Budgam stated that steps were taken to decrease the crime rate in district.

♦ Recovery of stolen property

The cases admitted with police included such cases where property had been stolen. During the period 2007 to 2011, 1545 cases involving property losses amounting to ₹ 4.46 crore had been reported against which 931 cases had been settled and property

amounting to ₹ 2.71 crore (60 per cent) had been recovered and property worth ₹ 1.75 crore was to be recovered as of 2011. The details are given in **Table 94** below:-

Table-94

(₹ in crore)

| Year | Number of cases in which property was stolen | Number of cases in which property was recovered | Value of stolen property | Value of property recovered | Value of unrecovered property | Percentage of recovery |
|--------------|--|---|--------------------------|-----------------------------|-------------------------------|------------------------|
| 2007 | 277 | 172 | 0.73 | 0.36 | 0.36 | 50 |
| 2008 | 259 | 158 | 0.94 | 0.27 | 0.67 | 29 |
| 2009 | 344 | 209 | 0.87 | 0.49 | 0.39 | 55 |
| 2010 | 363 | 242 | 0.77 | 0.65 | 0.12 | 85 |
| 2011 | 302 | 150 | 1.15 | 0.93 | 0.22 | 81 |
| Total | 1545 | 931 | 4.46 | 2.70 | 1.76 | 61 |

The SSP Budgam stated that efforts were on to increase the recovery rate in theft cases.

◆ Outstanding guard charges

The Commercial Establishments guarded by police personal are required to pay guard charges to police department as per rates fixed by the Government. Test-check of records, however, revealed that the guard facilities were provided to various banks and some private schools, but no guard charges were recovered from such establishments and outstanding amount had swelled up to ₹ 3.58 crore as of July 2012. No effective steps to ensure the recovery had been initiated by the department.

◆ Non-recovery of uniform kit from the disengaged SPOs

During the period from March 2010 to March 2012, 105 Special Police Officers (SPOs) had been disengaged by the Department in the district. Various uniform items issued to them to perform their duties like other police personnel were required to be deposited back by them to avoid loss to the Government or misuse before their disengagement. It was seen that the uniform items had not been taken back from all such disengaged SPOs. The loss on this account had accumulated to ₹ 0.51 crore.

Recommendations

The Government/ District administration may ensure to:

- *provide adequate infrastructure to police stations for effective policing and*
- *finalise pending investigation cases expeditiously.*

Conclusion

The Departmental officers had not ensured compliance with codal provisions at various stages of works execution. Planning under *Sarva Shiksha Abhiyan* suffered from lack of baseline data, non-preparation of perspective plans and ineffective Village Education Committees. Target of complete enrollment of the out of school children had not been achieved and drop-out rate had not been contained. Most of the Health Centres were without basic facilities like water supply, electricity, OPD rooms, labour rooms, operation theatre, and laboratories. There was shortage of manpower in almost all the categories of posts in Health Department. There was delay in completion of the in-hand drinking water schemes. New schemes had been taken-up without ensuring completion of the long pending in-hand schemes.

Road projects taken under different schemes/ sectors had not been completed in a time bound manner. Delay in completion of projects was mainly due to land disputes on private lands and non-clearance of forest lands. There was a huge shortfall in creation of additional irrigation potential despite incurring an expenditure of ₹ 69.65 crore till 2011-12. Delay in the completion of schemes was due to meager allocation/release of funds, less utilization of funds by the Division and stoppage of funding for schemes.

The transmission and distribution losses in Power Sector continued to be high due to non-metering and failure to check illegal connections. Most of the police stations lacked basic infrastructure. The crime rate in the district was alarming and the cases pending investigation had increased substantially during the period 2007-12. The pendency of trial cases also continues to be high.

Jammu
The

(Subhash Chandra Pandey)
Principal Accountant General (Audit)
Jammu and Kashmir

Countersigned

New Delhi
The

(Vinod Rai)
Comptroller and Auditor General of India

Appendices

Appendix-1.1

Position of funds received and expenditure incurred there against under different sectors/schemes during 2007-12.

(Refer paragraphs 1 and 3.2; pages v and 11)

(₹ in lakh)

| S. no | Department | 2007-08 | | 2008-09 | | 2009-10 | | 2010-11 | | 2011-12 | | Total | |
|-------|---------------------------------|---------|-------------|---------|-------------|---------|-------------|---------|-------------|---------|-------------|----------|-------------|
| | | Receipt | Expenditure | Receipt | Expenditure | Receipt | Expenditure | Receipt | Expenditure | Receipt | Expenditure | Receipt | Expenditure |
| A | Social sector | | | | | | | | | | | | |
| 1 | Education | 1559.63 | 1493.00 | 969.58 | 969.08 | 2398.76 | 2398.76 | 3669.57 | 3654.02 | 4483.11 | 4427.42 | 13080.65 | 12942.28 |
| 2 | Health | 339.29 | 338.79 | 360.03 | 360.03 | 341.96 | 341.96 | 454.25 | 454.01 | 726.72 | 711.95 | 2222.25 | 2206.74 |
| 3 | Self Employment | 113.5 | 113.27 | 93.26 | 93.26 | 192.5 | 192.5 | 191.84 | 191.84 | 193 | 191.5 | 784.1 | 782.37 |
| 4 | Nutrition | 184.98 | 184.98 | 236.8 | 236.78 | 424.93 | 424.93 | 501.11 | 494.06 | 501.11 | 501.05 | 1848.93 | 1841.8 |
| 5 | Social welfare | 21.94 | 21.94 | 23.35 | 23.35 | 28.76 | 28.76 | 36.97 | 36.97 | 32.5 | 32.23 | 143.52 | 143.25 |
| 6 | Labour welfare | 3.24 | 3.01 | 0 | 0 | -- | -- | 0 | 0 | 0 | 0 | 3.24 | 3.01 |
| 7 | OBC/SC/ST | 15.76 | 14.57 | 16.64 | 16.64 | 26.07 | 26.07 | 26.56 | 26.56 | 29.68 | 29.67 | 114.71 | 113.51 |
| 8 | Stationary supplies | 3.49 | 3.44 | 1.03 | 1.03 | 1.1 | 1.1 | 1.69 | 1.69 | 0 | 0 | 7.31 | 7.26 |
| 9 | Youth services and sports | 13 | 13 | 13.24 | 13.24 | 55.44 | 49.53 | 16 | 16 | 38 | 38 | 135.68 | 129.77 |
| 10 | NFB | 95.08 | 95.08 | 73.67 | 73.67 | 31.62 | 31.62 | 70.03 | 70.03 | 60 | 60 | 330.4 | 330.4 |
| 11 | PHE | 561.94 | 320.73 | 619.8 | 619.55 | 784.63 | 722.34 | 596.32 | 588.07 | 737.02 | 737.02 | 3299.71 | 2987.71 |
| 12 | Urban development | 31 | 31 | 37.79 | 37.79 | 42.6 | 42.6 | 69.64 | 68.5 | 54 | 53.5 | 235.03 | 233.39 |
| | Total-A | 2942.85 | 2632.81 | 2445.19 | 2444.42 | 4328.37 | 4260.17 | 5633.98 | 5601.75 | 6855.14 | 6782.34 | 22205.53 | 21721.49 |
| B | Economic sector | | | | | | | | | | | 0 | 0 |
| 1. | AGRICULTURE and ALLIED SERVICES | | | | | | | | | | | 0 | 0 |
| | Agriculture | 9.5 | 9.5 | 8.5 | 8.5 | 25 | 25 | 9 | 9 | 9.8 | 9.54 | 61.8 | 61.54 |
| | Horticulture | 11.41 | 11.4 | 13.36 | 13.36 | 11 | 11 | 11 | 11 | 11 | 11 | 57.77 | 57.76 |
| | Soil conservation | 16 | 16 | 13 | 13 | 15 | 15 | 15 | 15 | 15 | 15 | 74 | 74 |
| | Animal Husbandry | 33.17 | 33.17 | 33.35 | 32.37 | 37.54 | 37.53 | 37.54 | 37.54 | 37.54 | 37.54 | 179.14 | 178.15 |
| | Agri-lands | 3 | 3 | 2.5 | 2.5 | 9 | 9 | 4 | 4 | 2.5 | 2.45 | 21 | 20.95 |
| | Sheep husbandry | 4.35 | 4.35 | 5.78 | 5.78 | 6.64 | 6.64 | 6.64 | 6.64 | 6.64 | 6.45 | 30.05 | 29.26 |
| | Fisheries | 13 | 13 | 14 | 14 | 16.1 | 16.1 | 16.1 | 16.1 | 16.1 | 16.1 | 75.3 | 75.3 |
| | Forest | 14 | 14 | 14 | 14 | 16.67 | 16.67 | 16.22 | 16.22 | 16.1 | 16.1 | 76.99 | 76.99 |
| | Social forestry | 8.58 | 8.58 | 11 | 11 | 16.65 | 16.65 | 12.65 | 12.65 | 12.65 | 12.65 | 61.53 | 61.53 |
| | Co-operative | 0 | 0 | 0 | 0 | 0 | 0 | | | | | 0 | 0 |
| | Irrigation | 642.23 | 399.56 | 563.88 | 546.18 | 2174.77 | 1932.22 | 582.16 | 582.16 | 1197.84 | 1197.84 | 5188.89 | 4657.96 |
| | Total | 755.24 | 512.56 | 679.37 | 660.69 | 2328.37 | 2085.21 | 710.31 | 710.31 | 1353.18 | 1324.67 | 5826.47 | 5293.44 |

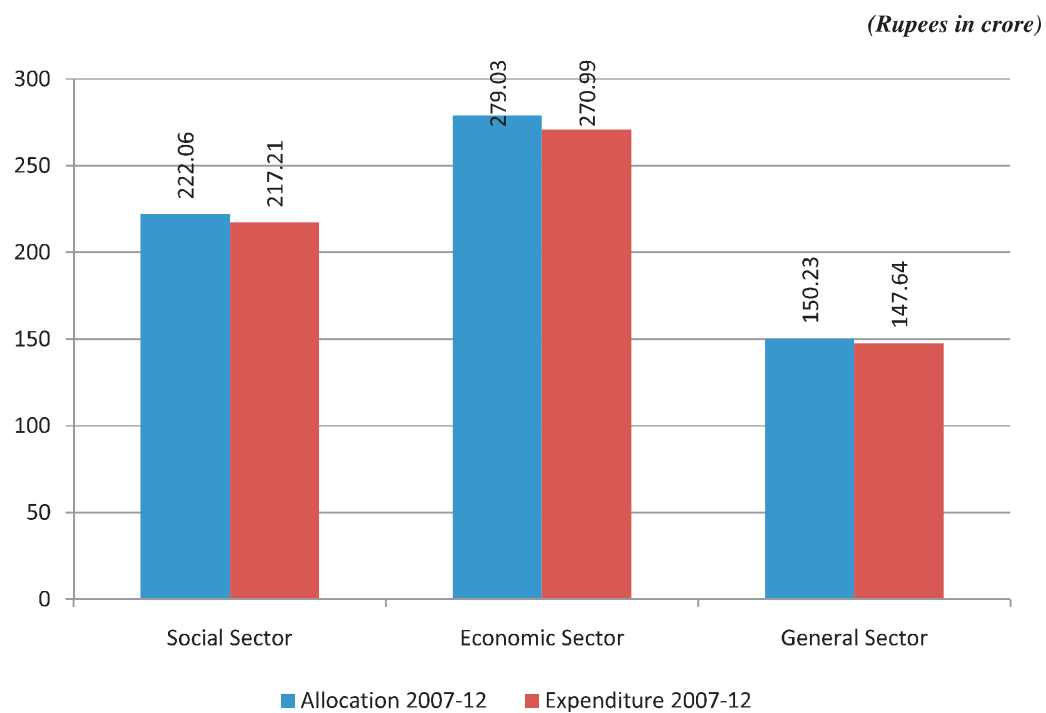
Report on District Budgam for the year ended 31 March 2012

| S. no | Department | 2007-08 | | 2008-09 | | 2009-10 | | 2010-11 | | 2011-12 | | Total | |
|-------|----------------------|----------------|----------------|----------------|----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| | | Receipt | Expenditure | Receipt | Expenditure | Receipt | Expenditure | Receipt | Expenditure | Receipt | Expenditure | Receipt | Expenditure |
| 2 | RURAL DEVELOPMENT | | | | | | | | | | | | |
| | SGSY | 72.3 | 72.3 | 81.75 | 63.12 | 110.47 | 110.47 | 85.5 | 85.5 | 107.5 | 107.5 | 457.52 | 438.89 |
| | SGRY/IAY/NERG A | 180.66 | 180.66 | 238.9 | 149.52 | 318.63 | 318.02 | 497.09 | 497.09 | 525.77 | 525.77 | 1761.05 | 1671.06 |
| | CD and Panchayats | 273.86 | 270.94 | 0 | 0 | --- | --- | | | | | 273.86 | 270.94 |
| | Gujjar And Backerwal | 31.83 | 31.81 | 22.56 | 20.24 | --- | --- | 45.26 | 45.26 | 48.22 | 48.22 | 147.87 | 145.53 |
| | Rural Sanitation | 19.71 | 19.7 | 32.85 | 32.8 | 32.43 | 32.43 | 31.35 | 31.35 | 34.1 | 34.1 | 150.69 | 150.38 |
| | Total | 578.36 | 575.41 | 376.06 | 265.68 | 461.53 | 460.92 | 659.2 | 659.2 | 715.84 | 715.59 | 2790.99 | 2676.8 |
| 3 | INDUSTRIES | | | | | | | | | | | | |
| | Handicrafts | 3 | 3 | 3 | 3 | 3.2 | 3.2 | 3.2 | 3.2 | 3.2 | 3.2 | 0 | 0 |
| | Handloom | 2.45 | 2.45 | 2.8 | 2.8 | 3.08 | 3.08 | 2.94 | 2.94 | 3.08 | 2.93 | 14.49 | 14.2 |
| | DIC Gen.Manager | 3.2 | 3.2 | 4.2 | 4.2 | 7.2 | 7.2 | 7.2 | 7.2 | 4.25 | 4.25 | 26.05 | 26.05 |
| | Sericulture | 8.66 | 8.66 | 7.48 | 7.48 | 8.6 | 8.6 | 8.6 | 8.6 | 8.6 | 8.6 | 41.94 | 41.94 |
| | Total | 17.31 | 17.31 | 17.48 | 17.48 | 22.08 | 22.08 | 21.94 | 21.94 | 19.13 | 18.98 | 98.08 | 97.79 |
| 4 | Communication | | | | | | | | | | | 0 | 0 |
| | PWDR&B) | 876 | 848.3 | 2469.41 | 2469.41 | 2320.01 | 2320.01 | 3346 | 3346 | 2317.2 | 2317.2 | 11328.62 | 11300.92 |
| | PMGSY | 680 | 676.28 | 589.13 | 451.22 | 1647.9 | 1686.31 | 1345.3 | 1345 | 3038.16 | 3013.42 | 7300.49 | 7172.23 |
| | Total | 1556 | 1524.58 | 3058.54 | 2920.63 | 3967.91 | 4006.32 | 4691.3 | 4691 | 5355.36 | 5330.62 | 18629.11 | 18473.15 |
| 5 | ENERGY | | | | | | | | | | | 0 | 0 |
| | PDD | 57.5 | 57.5 | 68.44 | 68.44 | 163.83 | 163.83 | 131.24 | 131.24 | 137.11 | 137.11 | 558.12 | 558.12 |
| | Total | 57.5 | 57.5 | 68.44 | 68.44 | 163.83 | 163.83 | 131.24 | 131.24 | 137.11 | 137.11 | 558.12 | 558.12 |
| | Total B | 2964.41 | 2687.36 | 4199.89 | 3932.92 | 6943.72 | 6738.36 | 6214.13 | 6213.69 | 7580.62 | 7526.97 | 27902.77 | 27099.3 |
| C | General sector | | | | | | | | | | | 0 | 0 |
| 1 | Planning machinery | 22.7 | 22.61 | 24.73 | 24.73 | 27.24 | 27.24 | 38.09 | 38.09 | 30.8 | 30.74 | 143.56 | 143.41 |
| 2 | Newly created units | 0 | 0 | 0 | 0 | 50 | 50 | 40 | 40 | -- | ---- | 90 | 90 |
| 3 | Police | 2102.83 | 1992.61 | 2222.17 | 2200.56 | 2681.66 | 2676.8 | 3312.45 | 3268.18 | 4470.53 | 4392.62 | 14789.64 | 14530.77 |
| | Total C | 2125.53 | 2015.22 | 2246.9 | 2225.29 | 2758.9 | 2754.04 | 3390.54 | 3346.27 | 4501.33 | 4423.36 | 15023.2 | 14764.18 |
| | Total A+B+C | 8032.79 | 7335.39 | 8891.98 | 8602.63 | 14030.99 | 13752.57 | 15238.65 | 15161.71 | 18937.09 | 18732.67 | 65131.5 | 63584.97 |

Appendix-1.2

(Refer paragraph 1 ; page v)

Chart showing the Sector wise Allocation and Expenditure during 2007-12



Appendix-1.3

(Refer paragraph 1 ; page v)

Details of Density of population, sex ratio and literacy rates in the district (As per Census 2011)

| Statistical information | District | State (As a whole) |
|-------------------------|--|--|
| Area of the district | 1371 Sq. Kms | 222236 sq km* |
| Population (Total) | 7.55 lakh | 1.25 crore |
| Population-(Male) | 4.01 lakh | 66.65 |
| Population-(Female) | 3.54 lakh | 58.83 |
| APL/BPL | APL 59329 (as per census 2001) | BPL 30092 (as per census 2001) |
| SC/ST | 0.15 lakh | 7.70 lakh/11.06 lakh |
| Density of population | 550 persons per sq. Kms | 124 persons per sq. km |
| Rural/Urban | 6.67 lakh/0.88 lakh | 91.35 lakh/34.14 lakh |
| Sex ratio | 883/1000 | 883 |
| Literacy rate | 57.98 | 68%. |
| Literacy-male (%) | 68.18 | 78.26 |
| Literacy-Female (%) | 46.60 | 58.01 |
| Forest area | 477 sq.Kms | 15595sq.km |
| Tehsils | 06 | 71 |
| Nayabats | 16 | 256 |
| Patwar Halgas | 114 | 1720 |
| Revenue villages | 509 | 6652 |
| CD Blocks | 08 | 141 |
| Municipal Committees | 06 | 83 |
| Panchayats | 283 | 2690 |

Appendix-1.4

(Refer paragraph 1 ; page v)

Statistics of Human Resources Development Infrastructure and other information

| | |
|--|--|
| Medical facilities and available infrastructure | Chief Medical Officer, Budgam is responsible for providing health-care services to the people of the district through a network of one District Hospital, nine Community Health Centers (CHCs), 44 Primary Health Centres (PHCs) and 115 sub-centres (SCs). Besides, there are 10 Allopathic Dispensaries, five Medical Aid Centres. Besides, there are 31 Indian System of Medicine (ISM) dispensaries. |
| Education Facilities | There are 712 primary schools, 434 middle schools, 78 high schools, 34 higher secondary schools and five degree colleges set up by the Government. In addition, there are 229 private schools including 68 primary schools, 106 middle schools, 48 secondary schools and seven higher secondary schools. |
| Municipal Committees | Six (Budgam, Khansahib, Beeru, Chadoora, Magam and Char-i-sharief) |
| Topography and soils | The general topography of the area is both mountainous and plain. While the southern and south-western parts of the district are mostly hilly, the eastern and northern parts are relatively plain. The average height of the mountains is 1,610 meters. The soil is loose and mostly denuded <i>karewas</i> dot the landscape. |
| Climate | The climate of district Budgam is of temperate type with mild summers and cold winters. The annual average rainfall is 585 mm and snowfall is common during the peak winter month of December and January. |
| Cropping pattern | The weather conditions in the Valley as well as in the district being temperate, multiple cropping has not been successful. Paddy and maize are the main crops while as pulses and vegetables are also grown in different pockets of the district. However, the district is trying a few experiments with unconventional farming, results of which have been encouraging so far. |
| Lakes-and-Glaciers- | Nilnag Lake, Tosamaidan Lake |
| Main rivers | Dudhganga River, Mala Kol, Laen Kol, Sona Maen Kol. |
| Tourist spots | Doodpathar, Yousmarg, Tosmaidan, Nilnag, Sitaharan and Khag |
| Main crops | Maize, Rice, Paddy, and oil seeds |
| Livestock | Cows, oxen, sheep, goats, buffaloes, horses, ponies and poultry |

Appendix-1.5

(Refer paragraph 1; page v)

Statement showing developmental schemes selected for District Audit

Most of the flagship centrally sponsored schemes and state schemes were selected for audit. The details are as follows:

| | |
|------------------------|--|
| Social Sector | : Flagship programmes |
| | <ul style="list-style-type: none">• Sarva Shiksha Abhiyan• Mid-day-Meal scheme• Rastriya Madhyamik Shiksha Abhiyan (RMSA)• National Rural Health Mission• Accelerated Rural Water Supply Programme (Now renamed as National Drinking Water Supply Programme) |
| Economic Sector | : Flagship programmes |
| | <ul style="list-style-type: none">• Pradhan Mantri Gram Sadak Yojana (PMGSY)• Central Road Fund• Accelerated Irrigation Benefit Programme (AIBP)• Rajiv Gandhi Gramin Vidyutikaran Yojana (RGGVY) |
| | Other schemes: |
| | <ul style="list-style-type: none">• Roads and Irrigation: State Sector/NABARD/District Sector schemes |

Glossary of Abbreviations

Glossary of Abbreviations

| Abbreviations | Expanded form |
|----------------------|---|
| AA/ TS | Administrative Approval/ Technical Sanction |
| AAP | Annual Action Plan |
| ANC | Ante-natal Care |
| ARWSP | Accelerated Rural Water Supply Programme |
| BADP | Border Area Development Programme |
| BCG | Bacillus Calmette and Guerin |
| BDO | Block Development Officer |
| BPL | Below Poverty Line |
| CEO | Chief Executive Officer |
| CHC | Community Health Centre |
| CMO | Chief Medical Officer |
| DDC | District Development Commissioner |
| DHS | District Health Society |
| DPC | District Planning Committee |
| DPR | Detailed Project Report |
| DPT | Diphtheria Pertussis Tetanus |
| DRDA | District Rural Development Agency |
| DT | Diphtheria Tetanus |
| FRU | First Referral Unit |
| GOI | Government of India |
| GP | Gram Panchayat |
| HM | Headmaster |
| IEC | Information, Education and Communication |
| IFA | Iron Folic Acid |
| IMR | Infant Mortality Rate |
| PHE | Public Health Engineering |
| IRDP | Integrated Rural Development Programme |
| JSY | Janani Suraksha Yojana |
| MCH | Maternal and Child Health |
| MMR | Maternal Mortality Rate |
| NRHM | National Rural Health Mission |
| OBC | Other Backward Class |
| OPV | Oral Polio Vaccine |

Report on District Budgam for the year ended 31 March 2012

| | |
|-------|---|
| PD | Project Director |
| PHC | Primary Health Centre |
| PMGSY | Pradhan Mantri Gram Sadak Yojana |
| PO | Project Officer |
| PRI | Panchayati Raj Institution |
| PWD | Public Works Department |
| RCH | Reproductive and Child Health |
| RDD | Rural Development Department |
| REC | Rural Electrification Corporation |
| RGVY | Rajiv Gandhi Gramin Vidyutikaran Yojana |
| RKS | Rogi Kalyan Samiti |
| SC | Sub Centre |
| SC | Schedule Caste |
| SDM | Sub-Divisional Magistrate |
| SGRY | Sampoorna Gramin Rozgar Yojana |
| SGSY | Swarnajayanti Gram Swarozgar Yojana |
| SOE | Statement of Expenditure |
| SSA | Sarva Shiksha Abhiyan |
| ST | Schedule Tribe |
| TT | Tetanus Toxoid |
| UC | Utilisation Certificate |
| VHSC | Village Health and Sanitation Committee |